



# UNITED STATES CAPITOL POLICE OFFICE OF INSPECTOR GENERAL

## Analysis of the United States Capitol Police Overtime

Report Number OIG-2017-13

September 2017

### ~~REPORT RESTRICTION LANGUAGE~~

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*INSPECTOR GENERAL*

## **PREFACE**

The Office of Inspector General (OIG) prepared this report pursuant to the Inspector General Act of 1978, as amended. It is one of a series of audits, reviews, and investigative and special reports OIG prepares periodically as part of its oversight responsibility with respect to the United States Capitol Police (USCP) to identify and prevent fraud, waste, abuse, and mismanagement.

This report is the result of an analysis of the strengths and weaknesses of the office or function under review. It is based on interviews with employees and officials of relevant agencies and institutions, direct observation, and review of applicable documents.

We developed our recommendations based on the best knowledge available to OIG and discussed the draft with those responsible for implementation. It is my hope that the recommendations will result in more effective, efficient, and/or economical operations.

I express my appreciation to those contributing to the preparation of this report.

Fay F. Ropella, CPA, CFE  
Inspector General

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## Abbreviations and Acronyms

Assistant Chief of Police	ACOP
Chief Administrative Officer	CAO
Chief of Police	COP
Cost of Living Adjustment	COLA
<i>Collective Bargaining Agreement Between the FOP/U.S. Capitol Police Labor Committee and the United States Capitol Police Effective June 8, 2010</i>	FOP CBA
Committee on House Administration	CHA
Compensatory Time	Comp Time
Deputy Chief Administrative Officer	DCAO
Fair Labor Standards Act	FLSA
Fiscal Year	FY
Office of Administration	OA
Office of Inspector General	OIG
Uniformed Services Bureau	USB
United States Capitol Police	USCP or the Department

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## EXECUTIVE SUMMARY

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The United States Capitol Police (USCP or the Department) is responsible for protecting Congress, its legislative processes, members, staff, visitors, and facilities within the Capitol Complex from crime, disruption, and terrorism so that Congress may fulfill its constitutional responsibilities in a safe and open environment.

As with all law enforcement agencies, personnel salaries and overtime make up the majority of USCP's annual budget. To help ensure a secure and open environment that has ever-changing mission requirements, USCP relies on overtime. An example of changing mission requirements is that the Department recently took on protection and security of the O'Neill House Office Building on June 8, 2017. As of August 26, 2017, the Department did not have enough officers to cover regularly scheduled tours of duty, which has resulted in increased use of overtime hours for the Department.

The increases in overtime use raised congressional concerns about the efficiency of the Department's administration and management of overtime. Based on the congressional concerns, the Office of Inspector General (OIG) conducted an analysis of Department overtime data to determine whether (1) an appropriate crossover point, if any, existed where it might be more economically efficient to fill a new position rather than having existing positions work overtime and (2) which factors, if any, had an effect on overtime costs or usage. The scope of the analysis included the last full year of overtime data reported for Fiscal Year (FY) 2016.

During FY 2016, the Department reported using 636,584 hours of overtime, resulting in approximately \$33.8 million in overtime compensation. Of the 636,584 hours of overtime, some officers elected 76,596 hours, or 12 percent, compensatory (comp) time and 559,988 hours, or 88 percent, in compensation for overtime hours worked.

The Department classifies overtime into two categories—controllable and uncontrollable. Hiring additional officers is primarily effective at only offsetting controllable hours. Controllable overtime represents overtime worked for regularly scheduled posts for which the Department does not have a sufficient manpower. Uncontrollable overtime represents overtime used for one-time special or unexpected events such as inaugurations, demonstrations, and conventions and specialty units with unpredictable hours.

In the Department, there are no crossover or breakeven points. It is more cost effective to hold officers over from the night shift and pay them overtime than hire new officers. Ultimately, the decision management must reach is to either fill a vacant position with overtime or hire a new employee. To eliminate controllable overtime completely, USCP would need to hire an additional 205 officers<sup>1</sup>—a somewhat unrealistic scenario. And taking into consideration employee benefits and other expenses for new hires, maintaining a limited number of

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<sup>1</sup> Controllable overtime hours of 318,423 divided by 1,560 hours of utility per officer.

controllable overtime hours may be more cost effective and beneficial for the Federal Government. For example, USCP has traffic posts that require 3-hour morning shifts. It is more cost effective for the Department to hold officers from the night shift than to hire new officers for such a short period.

As of August 2017, the average overtime rate for officers was \$60.34 an hour. Based on FY 2016 data, approximately 144 additional officers would be the optimal number of new hires for offsetting controllable overtime and require 15 new sergeants to supervise the new officers. Although the additional officers could potentially reduce controllable overtime, we believe that the increased cost of \$15.5<sup>2</sup> million over 5 years would not be cost effective. Hiring additional officers to offset overtime hours could have significant benefits by increasing morale and organizational readiness. Many officers, for example, were working 6 or more days a week as well as putting in 16 consecutive hours.

Factors such as space, administration, and changing security requirements could also affect overtime with the hiring of additional officers to offset overtime. For example, our analysis did not take into account the need for additional locker room and breakroom space or parking spaces as well as the need for an increase in administrative support.

As the Department receives requirements over and above its current level of support, the need for overtime will continue. According to Department officials, recruiting for the next 4 years will be at capacity in order to simply bring on new officers to keep up with the emerging protection requirements. Assumptions for the analysis are shown in Appendix A.

Comp time has a compounding effect on overtime. USCP sworn officers have the choice to receive overtime pay at 1.5 times an hourly rate or earn comp time at 1.5 times overtime hours worked. An officer who works an 8-hour overtime shift, for example, can earn 12 hours of comp time. When that officer uses his 12 hours of comp time, another officer can earn 18 hours of comp time by working those 12 hours.

USCP tracks, monitors, and validates the use of overtime daily. Since 2007, one employee has tracked overtime usage. The Department does not, however, have detailed procedures for preparing, distributing, reporting, or monitoring overtime. For effective and efficient control, OIG recommends that the Department develop a succession plan for training other personnel to fill this key position and establish clear and cogent written procedures that would allow another staff member to track and report on overtime. Appendix B provides a list of OIG recommendations.

On August 10, 2017, OIG conducted an exit conference. On August 28, 2017, we provided a draft report to Department officials. We incorporated the Department's comments as applicable and attached their response to the report in its entirety in Appendix C.

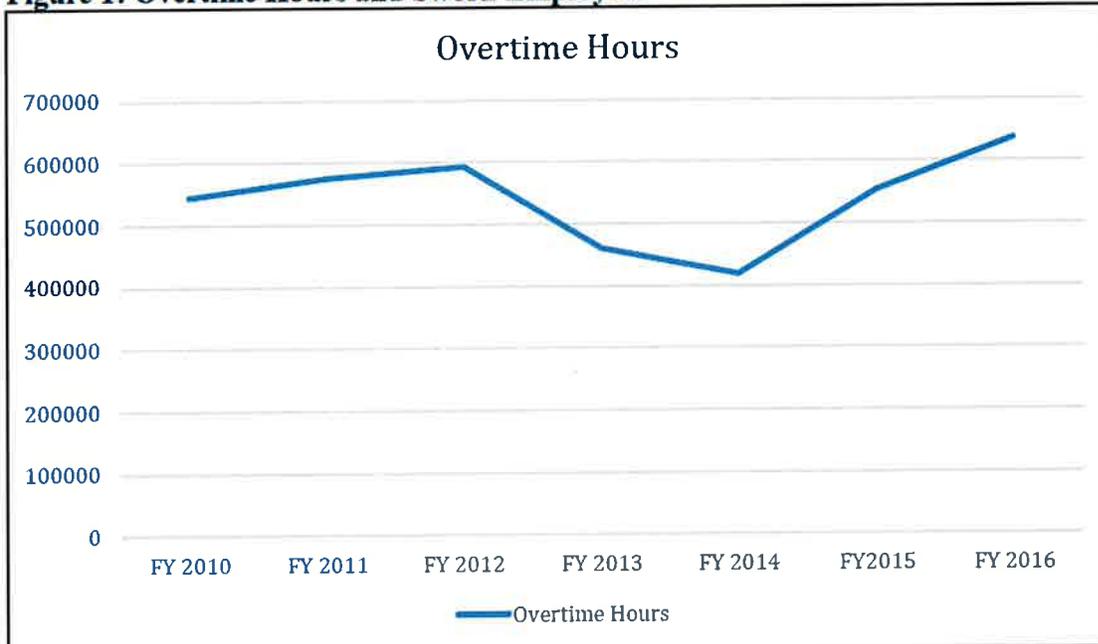
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<sup>2</sup> This calculation did not include likely additional costs such as additional locker room and break room space, parking, and administrative support needed to support the additional personnel.

## Background

The United States Capitol Police (USCP or the Department) has increased its use of overtime steadily over the last several years to keep pace with increased security requirements throughout the Capitol Complex. Those increases raised congressional concerns about the efficacy of the Department's administration and management of overtime. Figure 1 provides a breakdown of overtime hours per fiscal year. Overtime during Fiscal Year (FY) 2013 and FY 2014 dropped as a result of sequestration.<sup>3</sup> The decrease occurred because USCP closed doors and reduced protected posts.

**Figure 1: Overtime Hours and Sworn Employees Per Fiscal Year**



Source: OIG generated from data provided by the Department.

The *Collective Bargaining Agreement Between the FOP/U.S. Capitol Police Labor Committee and the United States Capitol Police Effective June 8, 2010*, (FOP CBA) and USCP Directive [REDACTED], dated October 13, 2015, set forth the process for sworn or civilian employees to work authorized additional duty hours.

USCP Directive [REDACTED] states:

Employees may be required to work additional duty outside of their scheduled workweek or work period which may include working on a scheduled day off. Some additional duty may

<sup>3</sup> FY 2013 and FY 2014 represent the partial-year and full-year effects, respectively, of sequester cuts to overtime (295,000 hours annually were reduced). Annual increases starting in FY 2014 include sequester put-backs (21,000 hours).

[REDACTED] In addition, the effects of attrition can create more than 150,000 hours annually.

result in overtime compensation and will be governed by the provisions of the Fair Labor Standards Act (FLSA), as applied by the Congressional Accountability Act. Employees holding positions determined to be 'non exempt' from the FLSA shall qualify for additional duty compensation at 1.5 rate, for hours worked in excess of 80 hours per pay period or 40 hours per week (non-compensable meal times excluded) for sworn and civilian employees, respectively, unless prescribed otherwise by the FOP CBA. All compensation (additional pay and compensatory time) for eligible exempt employees shall be compensated at a 1.0 rate provided the sum total of the compensation does not exceed the maximum annual payable rate allocated on a pay period basis."

Controllable overtime include duties that USCP identifies as necessary because of staff shortages and is used to cover requirements such as security, protection, and patrols of the Capitol Complex during scheduled weekday and weekend hours. The remainder of USCP's overtime hours, about 50 percent of the total overtime budget, is used for special events (scheduled/unscheduled), emergencies, and specialty units such as protection of dignitaries, which are identified as uncontrollable—or unpredictable—overtime.

The Directive defines ██████████ as a workforce management system that manages, tracks, and reports an employee's hours worked and leave balances through the use of assigned proximity cards. The Department codes overtime to unique event codes in order to allocate the use of its resources across all events.

The Office of Administration (OA) is responsible for tracking, monitoring, and validating overtime. OA accomplishes that by identifying requirements to maintain operational requirements.

## OBJECTIVES, SCOPE, AND METHODOLOGY

At the request of the U.S. House of Representatives, Committee on House Administration (CHA), the Office of Inspector General (OIG) conducted an analysis measuring the use of overtime its overall effectiveness in hiring additional officers, taking into consideration factors that could affect overtime. Our scope included overtime data for FY 2016. We also performed limited procedures to determine the reasonableness of the data provided by the Department.

To accomplish our objectives, we interviewed relevant Department officials to gain an understanding of the following areas:

- Nature of current overtime process
- Total number of overtime hours used
- USCP tools for tracking and monitoring overtime usage
- Nature of USCP's new requirements and effect on overtime<sup>4</sup>

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<sup>4</sup> According to the June 29, 2017, testimony of the Chief of Police, "Working in close coordination with the Capitol Police Board, the Department has determined that additional screening of various means must be employed. This

We also reviewed the following guidance:

- USCP Directive [REDACTED], [REDACTED], dated October 13, 2015
- *Collective Bargaining Agreement Between the FOP/U.S. Capitol Police Labor Committee and the United States Capitol Police Effective June 8, 2010*

In coordination with the Department, OIG developed a model to determine whether hiring new officers would be cost effective in reducing the need for overtime. We based our assumptions about overtime on the FOP CBA and the USCP Directive, which set forth the process for sworn or civilian employees to work authorized additional duty hours. Our model and input categories for our analysis are in Appendix A. Most data for the analysis was from either USCP's time and attendance system or its financial management systems. OIG performed limited procedures for determining the reasonableness of the data.

OIG conducted this analysis in Washington, D.C., from July through August 2017. We did not conduct an audit, the objective of which would be the expression of an opinion on Department programs. Accordingly, we do not express such an opinion. OIG did not conduct this analysis in accordance with generally accepted government auditing standards. Had we conducted an audit and followed such standards, other matters might have come to our attention. We conducted an exit conference on August 10, 2017. We provided a draft copy of this report to Department officials for comment on August 28, 2017. We incorporated Department comments as applicable and attached their response to the report in its entirety as Appendix C. ~~This report is intended solely for the information and use of the Department, the USCP Board, and USCP Oversight Committees and should not be used by anyone other than the specified parties.~~

## RESULTS

Our analysis revealed there are no crossover or breakeven points, but mainly decisions to either fill a vacant position using overtime or hire a new employee. Although hiring new officers does result in a reduction of total overtime hours, the cost of hiring additional officers exceeds any savings achieved. Other factors such as facilities and administrative costs and changing security requirements would likely affect overtime usage and costs. Another consideration is comp time, which often leads to a compounding effect on overtime. Furthermore, the Department would benefit from establishing better controls over overtime usage such as developing policies and procedures and training other employees in the preparing, distributing, reporting, or monitoring of overtime.

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involves implementing additional screening and pre-screening at various building access points, deploying security measures to better secure and screen in the House garages, and utilizing enhanced screening portals.”

## Hiring Additional Officers Would Exceed Achieved Overtime Savings

Although hiring new officers results in a reduction of total overtime hours, the cost of hiring additional officers exceeds any savings achieved. As shown in Tables 1 and 2, over a 5-year period hiring additional officers (144) and sergeants (15) totals \$62 million with an offset to overtime of \$46.6 million.

**Table 1: Cost to Hire 144 Additional Officers**

	<i>Year 1</i>	<i>Year 2</i>	<i>Year 3</i>	<i>Year 4</i>	<i>Year 5</i>	<i>Total</i>
New Officer Salaries	\$3,612,050	\$7,754,930	\$12,277,748	\$13,361,509	\$14,100,898	\$51,107,135
New Officer Outfitting	\$888,000	\$888,000	\$888,000	\$0	\$0	\$2,664,000
Sergeant 4-Week Overtime Backfill	\$36,204	\$36,566	\$36,928	\$0	\$0	\$109,698
Salaries for Training Officers to Replace Sergeants	\$233,140	\$235,471	\$237,803	\$0	\$0	\$706,414
New Sergeant Salaries	\$222,687	\$932,337	\$1,683,986	\$2,256,505	2,381,197	7,476,712
<b>Total</b>	<b>\$4,992,081</b>	<b>\$9,847,304</b>	<b>\$15,124,465</b>	<b>\$15,618,014</b>	<b>\$16,482,095</b>	<b>\$62,063,959</b>

Source: OIG generated from FY 2016 data provided by the Department. Figures assume that new officers receive a 1 percent Cost Of Living Adjustment (COLA) per year as well as standard step increases in pay.

**Table 2: Overtime Offset**

	<i>Year 1</i>	<i>Year 2</i>	<i>Year 3</i>	<i>Year 4</i>	<i>Year 5</i>	<i>Total</i>
Overtime Offset	(\$1,564,013)	(\$6,143,095)	(\$10,812,542)	(\$13,961,421)	(\$14,096,969)	(\$46,578,040)

Source: OIG generated data provided by the Department. We assumed a utility rate of 1,560 per year for each officer and 8 months of training in the first year, which resulted in offsetting 540 hours of overtime in the first year on the job. The overtime offset figures in year one are based off USCP's current overtime rate of \$60.34 per hour. In subsequent years, we assumed a 1-percent COLA and regularly scheduled step increases.

Hiring additional officers would reduce overtime use by 224,640 hours annually and \$46.6 million over 5 years. It would not, however, be more cost effective because the Department would incur additional costs of \$15.5<sup>5</sup> million over 5 years as shown in Table 3. Appendix A shows our detailed cost model and assumptions.

<sup>5</sup> This calculation did not include likely additional costs such as additional locker room and break room space, parking, and administrative support needed to support the additional personnel.

**Table 3: Net Additional Costs**

	<i>Year 1</i>	<i>Year 2</i>	<i>Year 3</i>	<i>Year 4</i>	<i>Year 5</i>	<i>Total</i>
Costs Additional Officers	\$4,992,081	\$9,847,304	\$15,124,465	\$15,618,014	\$16,482,095	\$62,063,959
Overtime Offset	(\$1,564,013)	(\$6,143,095)	(\$10,812,542)	(\$13,961,421)	(\$14,096,969)	(\$46,578,040)
Net Additional Costs	\$3,428,068	\$3,704,209	\$4,311,923	\$1,656,593	\$2,385,126	\$15,485,919

Source: OIG generated based on FY 2016 data provided by the Department.

### **Other Factors Affecting Overtime Usage**

Factors such as facilities (space), administrative costs, and changing security requirements could affect overtime usage and costs with the hiring of additional officers over the optimal number. Comp time also has a compounding effect on overtime.

#### **Facilities and Administrative Costs**

Our analysis model did not include the changing requirement for additional locker room and breakroom space and parking spaces for new officers as well as the need for additional administrative support to accommodate the additional officers.

The Department uses overtime to offset emerging threats and its consistently changing security posture. As USCP receives additional requirements, overtime will continue to increase. As a result, the Department must make staffing decisions based on controlling overtime while at the same time addressing new mission requirements.

According to officials, during the next 4 years the recruiting for the Department will be at capacity simply to bring on enough new officers to cover new and emerging requirements. With resources already stretched, the Department will not have extra resources for hiring officers that will affect overtime use for the next several years. Such a scenario would require additional funding and training of the officers.

#### **Compounding Effect of Comp Time**

As established in the FOP CBA, USCP officers may earn comp time at a rate of 1.5 times overtime hours worked in lieu of overtime pay. According to officials, when officers use comp time, the Department must staff posts with a different officer who may need to use overtime to fulfill that duty. Therefore, comp time often leads to a compounding effect on overtime. As an example, an officer who works an 8-hour overtime shift can earn 12 hours of comp time. When the officer uses the 12 hours of comp time, another officer can earn 18 hours of comp time by working those 12 hours, as the data in Table 4 demonstrates.

**Table 4: Compounding Effect of Comp Time**

	<i>Officer A</i>	<i>Officer B</i>	<i>Officer C</i>	<i>Officer D</i>	<i>Officer E</i>	<i>Officer F</i>	<i>Total</i>
Overtime Worked	8	12	18	27	40.5	60.75	166.25
Comp Time Earned	12	18	27	40.5	60.75	91.125	249.375
Comp Time Used	12	18	27	40.5	60.75	0	158.25
Ending Comp Time Balance	0	0	0	0	0	91.125	91.125

Source: OIG generated.

In the example from Table 4, officers worked 166.25 hours of overtime because of an original 8-hour overtime shift. If Officer F in the example elects to be paid in cash for the 60.75 hours of overtime worked, the officer would earn \$3,665.66 (60.75 hours x \$60.34 per hour). If the Department paid Officer A in cash for the 8 hours (\$482.72) of overtime worked rather than electing comp time, this would have saved about \$3,183; thereby eliminating the compounding effect of comp time. However, this would require a change to the FOP CBA, which USCP management cannot unilaterally change.

The FOP CBA states:

Credit towards the overtime threshold of eighty-five hours will be given for actual hours worked, legal holidays, and all leave which has been applied for on appropriate department forms and approved, except for a maximum cumulative five (5) hours per work period attributable to the non-compensable meal period.

Officers can earn comp time when physically working less than 80 hours in a pay period. For example, an officer could use 8 hours of comp time or other leave on a regularly scheduled day of work. Then the same officer could work one 8-hour extra shift during the pay period and earn 12 hours of comp time. In that example, the officer physically worked only 80 hours during the pay period, but their comp time balance grew by 4 hours.

#### **USCP Monitoring of Overtime Hours**

USCP tracks, monitors, and validates the use of overtime on a daily basis. The Department accomplishes that through identifying requirements to maintain operational requirements. USCP collects and validates the information through the time and attendance system and financial reporting systems. The Department also identifies requirements through the Post Requirement List for each division. For special event requirements, the Mission Assurance Bureau creates a Plan of Action, which include creating the unique event codes for tracking purposes. The Department codes overtime to unique event codes so that USCP can validate the appropriate use of resources across all events. Since 2007, the Department has had one employee who tracks and reports on overtime usage.

The Department did not have any documented policies or procedures regarding the preparing, distributing, reporting, or monitoring overtime reports. See Table 5 for the types of overtime monitoring reports.

**Table 5: Overtime Monitoring Reports**

<i>Report Name</i>	<i>Frequency</i>	<i>Data Source</i>	<i>Distribution</i>	<i>Description</i>
Consolidated Manpower Report	Pay Period Daily – Manual Monday – Friday (M-F)	██████ time and attendance - Manual	Chief of Police (COP) / Assistant Chief of Police (ACOP) / Chief Administrative Officer (CAO) / Deputy Chief Administrative Officer (DCAO) Bureau/Division Commanders	Daily hours by Division and Shift for specific pay period. Compares actual hours to the Post Requirements List
Uniformed Services Bureau (USB) Staffing Notification	Daily – Automated. Done each shift	Manual input into ██████	COP/ACOP/CAO/DCAO Bureau/Division Commanders	Report by Section, shows post requirement, actual, unscheduled leave, and holdover
Report: Department Overtime By Bureau and Reason	Pay Period Daily – Automated (M-F)	██████ time and attendance – Automated	COP/ACOP/CAO/DCAO Bureau/Division Commanders	Report by pay period, allocates all overtime to Bureau and activity code
Report: Trailing Unscheduled Leave Report (Daily Distribution)	Pay Period Daily – Automated (M-F)	██████ time and attendance – Automated	COP/ACOP/CAO/DCAO Bureau/Division Commanders	Identifies number of unscheduled leave hours by division/section by day
United States Capitol Police - Overtime Report for FY 2017	Weekly – Automated Wednesday	Financial Systems Automated	CAO/DCAO, Office of Financial Management	Identifies overtime cost by organization code, hours, rate, and amount
Ad hoc Reporting	As Needed	Any System	Per Requestor	

Source: OIG generated based on data provided by the Department.

## Conclusions

Although it tracks, monitors, and validates the use of overtime on a daily basis, the Department primarily relies on one staff member to compile and report overtime usage. While this staff member has done this job since 2007, the Department has not made a succession plan or documented policies and procedures surrounding the administration and monitoring of overtime. Therefore, OIG makes the following recommendations.

████████████████████

**Recommendation 1:** We recommend that the United States Capitol Police develop a succession plan to train other staff members in administering and monitoring overtime usage, thereby establishing an effective and efficient control.

**Recommendation 2:** We recommend that the United States Capitol Police develop clear and cogent written procedures regarding the preparing, distributing, reporting, and monitoring of overtime data to ensure that others understand the overtime process.

# APPENDICES

## Model Analysis and Assumptions

### Model Planning

In coordination with the Department, OIG developed a model to determine whether hiring new officers would be cost effective in reducing the need for overtime. We based our assumptions of overtime on the FOP CBA and the USCP Directive, which set forth the process for sworn or civilian employees to work authorized additional duty hours. Our input categories for our analysis are shown in Table 6.

**Table 6: Input Categories**

<i>Input</i>	<i>Description</i>	<i>USCP Provided Data</i>
Overtime hours (FY 2016)	Total overtime hours for FY 2016.	636,584 hours
Overtime hours paid as comp time	Overtime hours paid in comp time rather than cash.	76,596 hours
Overtime hours paid in cash	Overtime hours paid to the officer in cash.	559,988 hours
Controllable overtime hours	Overtime used for routine operations — such as staffing posts and patrols due to staffing shortages, general administration, and security services— can generally be anticipated from year to year and are areas where new officers could most likely offset overtime hours presently being used. Other overtime such as that used for special events, congressional delegations, and dignitary protection, are less predictable and may require the USCP to use overtime to maintain flexibility needed to meet those requirements.	318,423
Overtime dollars spent (FY 2016)	Total dollars spent on overtime in FY 2016.	\$33,792,226
Annual Salary for a new hire officer (FY 2017)	A component of calculating the cost of hiring a new officer. From the 2017 authorized pay scale.	\$59,256

<i>Input</i>	<i>Description</i>	<i>USCP Provided Data</i>
Annual employee benefits	A component of calculating the cost of hiring a new officer	38.7 percent of total salary  The Department calculated this by taking the ratio of adjusted benefits to adjusted pay for FY 2016 through pay period 19.
New officer training	A component of calculating the cost of hiring a new officer. All new officers are required to attend training at the Federal Law Enforcement Training Center prior to being eligible for duty.	\$4,649
Recruiting	A component of calculating the cost of hiring a new officer.	\$3,639
Equipment and uniform	A component of calculating the cost of hiring a new officer.	\$10,203
Utility rate	A component of calculating the cost of hiring a new officer. The utility rate shows how many regular duty hours an officer can provide. These are the hours that can be offset from the overtime budget.	1,560 hours annually  New officers are available for regular duty after nearly eight months of training. Therefore, the utility rate for officers in the first year of employment is 540 hours.
Officer-to-Sergeant Ratio	The number of Sergeants needed for every new officer.	10:1 <sup>7</sup>

Source: OIG generated based on FY 2016 data provided by the Department.

We also considered other costs that may need to be included in the analysis. Although the factors were not used in the calculations, they must be considered in any decision to either continue using overtime or hiring new officers as they add uncertainty to cost projections.

- Increased or decreased security requirements and change of duties** – This analysis assumes all present security requirements remain the same as of FY 2016 and there are no changes in duties. In theory, security requirements do not influence this analysis because we only determined whether it was cost effective and reasonable— assuming appropriate internal controls are in place—to hire new officers rather than continue using overtime. In practice, however, increased security requirements could result in newly hired officers originally intended to offset overtime hours but used instead to fill new security requirements. Doing so would increase, not decrease, total costs. Conversely, closing posts or reducing security requirements will have the opposite effect-reducing costs without the need to hire as many officers

<sup>7</sup> OIG research showed that most police departments have a supervisor to officer ratio somewhere between 5:1 and 12:1.

- **Attrition.** Overall attrition affects how many people in total the Department will plan to hire in a single year. Recent attrition has required USCP to backfill— that is replace officer positions for those that have resigned or retired—around 70 officers per year over the last 5 years. Over the next 5 years, the Department expects attrition to basically remain the same. While some attrition is predictable, such as mandatory retirement at age 57, other factors that can affect attrition could not be determined for this analysis and thus decision-makers should consider such a risk in any hiring decision.
- **Comp time.** As established in the FOP CBA, USCP officers may earn comp time at a rate of 1.5 times overtime hours worked in lieu of overtime pay. According to USCP officials, when officers use comp time their patrol or post must be staffed by a different officer who may need to use overtime to fulfill that duty. Therefore, comp time often leads to a compounding effect on overtime. An officer who works an 8-hour overtime shift can, for example, earn 12 hours of comp time. When the officer uses the 12 hours of comp time, another officer can earn 18 hours of comp time by working those 12 hours as demonstrated in Table 7.

**Table 7: Comp Time Example**

	<i>Officer A</i>	<i>Officer B</i>	<i>Officer C</i>	<i>Officer D</i>	<i>Officer E</i>	<i>Officer F</i>	<i>Total</i>
Overtime Worked	8	12	18	27	40.5	60.75	166.25
Comp Time Earned	12	18	27	40.5	60.75	91.125	249.375
Comp Time Used	12	18	27	40.5	60.75	0	158.25
Ending Comp Time Balance	0	0	0	0	0	91.125	91.125

Source: OIG generated.

In the example above, officers worked 166.25 hours of overtime because of an original 8-hour overtime shift. If Officer F in the example above elects to be paid in cash for the 60.75 hours of overtime worked the officer would earn \$3,665.66 (60.75 hours, \* \$60.34 per hour). If USCP could pay Officer A in cash for the 8 hours of overtime he worked rather than allowing him to elect to be paid in comp time, they could pay the officer \$482.72 (8 hours, \* \$60.34). Which would have eliminated the need for further overtime worked. However, this would require a change to the FOP CBA, which USCP management cannot accomplish unilaterally.

According to the FOP CBA, “Credit towards the overtime threshold of eighty-five hours will be given for actual hours worked, legal holidays, and all leave which has been applied for on appropriate department forms and approved, except for a maximum cumulative five

(5) hours per work period attributable to the non-compensable meal period.” Therefore, officers can earn comp time when physically working less than 80 hours in a pay period. For example, an officer could use 8 hours of comp time or other leave on a regularly scheduled day of work. Then the same officer could work one 8 hour extra shift during the pay period and earn 12 hours of comp time. In this example, the officer only physically worked 80 hours during the pay period, but their comp time balance grew by 4 hours.

- **Salary increases.** Officers are eligible for a variety of salary increases throughout the year, including increases for earning credentials, successful completion of training, promotion, longevity, and cost of living allowance (COLA). Congress sets annual COLAs. For the purposes of this report, we assumed a 1 percent per year COLA. We also assumed that new officers would receive regularly scheduled step increases in pay.
- **Space and facility needs.** USCP officials stated that there is not enough space for new officers, so we requested data about the costs to provide space. According to Department officials, it would cost \$220,000 to acquire additional locker room equipment. Additionally, the acquisition of additional leased space in the Fairchild Building would cost approximately \$300,000 annually. While the \$300,000 would not be an additional cost to USCP, it represents an additional cost to the Federal Government. In addition to the locker room space mentioned above, there would be other space and facility needs if USCP were to hire additional officers. For example, USCP would need to obtain more breakroom space, and additional parking spaces.
- **Workers’ Compensation and Unemployment Compensation.** USCP currently pays Workers’ Compensation and Unemployment Compensation payments to the Department of Labor for payments to former USCP employees. If USCP were to hire additional officers, it is likely that these expenses would increase.

### Data Reliability

Most data for the analysis originated in either USCP’s time and attendance system or financial management systems. OIG performed limited procedures to determine the reasonableness of the data.

## *List of Recommendations*

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**Recommendation 1:** We recommend that the United States Capitol Police develop a succession plan to train other staff members in administering and monitoring overtime usage, thereby establishing an effective and efficient control.

**Recommendation 2:** We recommend that the United States Capitol Police develop clear and cogent written procedures regarding the preparing, distributing, reporting, and monitoring of overtime data to ensure that others understand the overtime process.

DEPARTMENT COMMENTS

FD-101 (2-24-83)



UNITED STATES CAPITOL POLICE

OFFICE OF THE CHIEF  
110 D STREET NE  
WASHINGTON, DC 20510-7218

September 7, 2017

COP 170907

MEMORANDUM

**TO:** Ms. Fay F. Ropella, CPA, CFE  
Inspector General

**FROM:** Matthew R. Verderosa  
Chief of Police

**SUBJECT:** Response to Office of Inspector General Draft Report *Analysis of the United States Capitol Police Overtime* (Report No. OIG-2017-13)

The purpose of this memorandum is to provide the United States Capitol Police response to the Office of Inspector General's (OIG) Draft Report *Analysis of the United States Capitol Police Overtime* (Report No. OIG-2017-13).

The Department generally agrees with the two recommendations and appreciates the opportunity to further improve upon the procedures for preparing and reporting overtime data. The Department will assign Action Plans to appropriate personnel regarding each recommendation to achieve long-term resolution of each matter.

Thank you for the opportunity to respond to the OIG's draft report. Your continued support of the women and men of the United States Capitol Police is appreciated.

Very respectfully,

A handwritten signature in black ink, appearing to read "Matt Verderosa".

Matthew R. Verderosa  
Chief of Police

cc: Steven A. Sund, Assistant Chief of Police  
Richard L. Braddock, Chief Administrative Officer  
[REDACTED] USCP Audit Liaison

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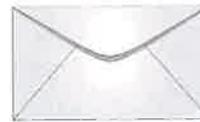
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Write us:

*United States Capitol Police  
Attn: Office of Inspector General  
499 South Capitol St. SW, Suite 345  
Washington, DC 20003*



Or visit us:

*499 South Capitol Street, SW, Suite 345  
Washington, DC 20003*



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