



UNITED STATES CAPITOL POLICE OFFICE OF INSPECTOR GENERAL

Review of United States Capitol Police Career Progression, Rotational Policies

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OFFICE OF 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 assessment of the strengths and weaknesses of the office or function under review. Our work was based on interviews with employees and officials of relevant agencies and institutions, direct observation, and a review of applicable documents.

We developed our recommendations based on the best knowledge available to OIG and discussed in 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.

A handwritten signature in cursive script, reading "Ronald Gregory", is positioned above the printed name.

Ronald Gregory
Acting Inspector General

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Abbreviations and Acronyms

[REDACTED]

Containment Emergency Response Team	CERT
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Dignitary Protection Division	DPD
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Emergency Service Unit	ESU
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[REDACTED]

Lieutenant Voluntary Reassignment Program	LVRP
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Mobile Security Deployments	MSD
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[REDACTED]

Office of Human Resources	OHR
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Office of Inspector General	OIG
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Officer Voluntary Reassignment Program	OVRP
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General Accountability Office	GAO
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Sergeant Voluntary Reassignment Program	SVRP
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[REDACTED]

Standard Operating Procedures	SOP
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Training Services Bureau	TSB
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United States Capitol Police	USCP or the Department
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[REDACTED]

Workforce Relation Division	WRD
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EXECUTIVE SUMMARY

In accordance with our *Annual Performance Plan Fiscal Year 2022*, dated November 2021, the Office of Inspector General (OIG) conducted a review of the United States Capitol Police (USCP or the Department) Career Progression, Rotational Policies. The scope of the review included controls, processes, and operations during Fiscal Years 2019 through 2021.

OIG objectives were to determine (1) what the Department's established policies for career progression and rotation are, and (2) how the Department's career progression and rotation policies compare to other Federal law enforcement agencies.

Overall, the Department lacked a comprehensive career progression program and lacked significant rotation in its specialty units. The Department did not have a mandatory rotation policy for specialty units and other organizational units, resulting in long tenures in units that would benefit from rotation. For example, the Canine unit had [REDACTED] officers who had been in the unit for 20 to 30 years, including [REDACTED] who had been in the unit since 1992. The Containment Emergency Response Team (CERT) team had [REDACTED] officers who were in the unit for at least 15 years, including [REDACTED] who joined in 1998. USCP's lack of a career progression program and rotation policies also limited the Department's ability to develop and promote employees with a broad understanding of the organization. As a result, the Department may lack future leaders, as evidenced by the number of upper level management positions currently in an acting status. For example, as of September 30, 2021, there were eight senior executive positions filled by employees acting in those roles. In addition, in June 2021, the Department announced the retirement of the prior Assistant Chief for Uniformed Operations. However, as of July 2022, the Department's Deputy Chief for the Uniformed Services Bureau was still acting in the Assistant Chief role. Without a formally instituted career progression program, USCP may have lacked the ability to identify future leaders and ensure that they have the resources to progress throughout their career. Since 2012, for example, USCP has had four Chiefs of Police – only one was promoted from a career within the ranks of USCP.

While the Department lacked a comprehensive career progression and rotation policies, it does have an Officer Voluntary Reassignment Program, Sergeant Voluntary Reassignment Program (SVRP), and Lieutenant Voluntary Reassignment Program (LVRP). Those programs support the ability of the Department's sworn personnel to "seek assignments that will broaden their experiences." The programs did not, however, encompass the specialty units. Additionally, the Department did not have an official policy or directive for the SVRP and LVRP programs. Following the OIG's initiation of this review and meeting with officials regarding our review of career development and rotation, the

Department announced three programs in support of progression. The programs include conferences, training, and fellowships.

The OIG reached out to other Federal law enforcement agencies in an effort to understand their career progression and rotation policies. We found that the [REDACTED] has a robust rotation policy imbedded in its structure and culture, and in order for Special Agents to progress in their careers, they must do a mandatory [REDACTED] in the Washington, D.C. area. OIG also learned that rotation in the specialty units recently shifted to longer tenures, primarily due to demanding skillsets and manpower needs. In addition, the [REDACTED] larger offices, and if an agent is initially assigned to a smaller office, the agent is required to move to a larger office after 3 years.

Based on our conversations with [REDACTED] the agency requires all employees to sign a mandatory mobility agreement when they are hired, allowing [REDACTED] to move employees to any of [REDACTED] geographic locations "at the drop of a hat". OIG met with a [REDACTED] [REDACTED] is not a Federal agency, [REDACTED] We learned that in some specialty units, such as the [REDACTED] detectives rotate through the teams for 3-month periods. A 2019 U.S. Department of Justice report *Law Enforcement Best Practices, Lessons Learned from the Field* states,

A key element of retention comes from enhancing employees' ability to gain access more quickly to assignments to specialized units; this also helps to develop better promotional candidates who have experience in many facets of law enforcement. An additional benefit is that agencies that have a reputation for developing their personnel and providing promotional development also become more attractive for lateral candidates and new recruits.

Since as early as 2013, OIG recommended rotation in various specialty units and offices within the Department and the issue has arisen several times since then. In a 2013 report, OIG recommended a rotational policy for the Canine unit, and in 2016 it made a similar recommendation for Office of Professional Responsibility investigators. Three years later, OIG issued a report recommending a career development track and a rotational policy for the Dignitary Protection Division (DPD). A Capitol Police Board working group came to the same conclusions regarding DPD and the rest of the Department.

OIG made three recommendations as shown in Appendix A. On August 26, 2022, OIG provided a draft report to the Department for comments. We incorporated the Department's comments and attached its response in its entirety in Appendix B.

BACKGROUND

In recent months, the United States Capitol Police (USCP or the Department) has announced a few programs in support of career development, however, the Department does not have a formal career progression plan in place for its sworn officers. The programs in place were primarily opportunities for employees to participate in conferences, training, a fellowship with the Georgetown University School of Law, and a course at the Federal Bureau of Investigation (FBI) National Academy.

USCP offers the Officer Voluntary Reassignment Program (OVRP) in an effort to support the ability of the Department's sworn personnel to "seek assignments that will broaden their experiences." OVRP open seasons are offered on a routine basis and allow officers to select up to five reassignment choices. The program is directed by the Chief of Police, and priorities for reassignments are based on Department needs, officer preferences, and seniority. OVRP is available to officers below the rank of Sergeant and does not include the specialty units.

In addition to the OVRP, the Department also offers the Sergeant Voluntary Reassignment Program (SVRP) and Lieutenant Voluntary Reassignment Programs (LVRP) on a periodic basis. The SVRP is open to Sergeants and the LVRP is open to Lieutenants. Like OVRP, the programs support the ability of sworn personnel to pursue reassignments and further enhance their career development within the Department. Reassignments are based on the needs of the Department. The SVRP and LVRP programs are not codified in a USCP directive. The Department uses the Avue system¹ for the OVRP, SVRP, and LVRP application process.

Openings in specialty units are filled using vacancy announcements, and applications go through the APEX system.² Some units, such as DPD and the Containment Emergency Response Team (CERT), require a physical test for applicants. CERT also has mandatory firearms qualifications.

OIG has issued several previous reports in which it recommended that the Department implement career progression and rotation. For example, OIG recommended career progression and rotation implementation in the following recent reports: OIG-2013-04, *Performance Audit USCP Canine (K-9) Program*, dated April 2013, OIG-2016-06, *Inspection of the United States Capitol Police Office of Professional Responsibility*, dated April 2016, 2019-I-0002, *Follow-up Analysis of the United States Capitol Police Dignitary Protection Division*, dated June 2019, 2021-I-0003-E, *Review of the Events*

¹ Avue is a Software-as-a-Service cloud-based Human Capital Management and Operations Management platform contracted by the Department in 2005 as part of an effort to reengineer its manual workflow processes.

² APEX is the Department's integrated talent management system that consolidates employees' training tasks of scheduling, reporting, and tracking.

OBJECTIVES, SCOPE, AND METHODOLOGY

Our objectives of this review were to determine (1) what the Department's established policies for career progression and rotation are, and (2) how the Department's career progression and rotation policies compare to other Federal law enforcement agencies. Our scope included controls, processes, and operations during Fiscal Years 2019 through 2021.

To accomplish our objectives, we reviewed the following directive, Standard Operating Procedures (SOPs), and best practices:

- General Accountability Office, *Federal Tactical Teams – Characteristics, Training, Deployments, and Inventory*, September 2020
- Standard Operating Procedure [REDACTED]
[REDACTED]
- Standard Operating Procedure [REDACTED]
[REDACTED]
- Directive [REDACTED]
[REDACTED]
- U.S. Department of Justice, *Law Enforcement Best Practices: Lessons Learned from the Field*. Washington, D.C.: Office of Community Oriented Policing Services, 2019
- RAND Corporation, Center on Quality Policing, *Police Recruitment and Retention for the New Millenium – The State of Knowledge*, 2010

OIG interviewed Department personnel to gain an understanding of USCP's career progression and rotation policies and practices. We obtained and reviewed documents and data related to the Department's OVRP, SVRP, and LVRP programs, as well as information on officer tenure and applications to specialty units. OIG researched reports and papers written on career progression and rotation in Federal law enforcement agencies, and consulted with several Federal law enforcement partners to learn about their best practices. Additionally, we reviewed previous OIG reports on the subject.

OIG conducted this assessment in Washington, D.C., from March 2022 through August 2022. We did not conduct an audit, the objective of which would be the expression of an opinion on Department programs. Accordingly, we did not express such an opinion. OIG

did not conduct this assessment 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.

On August 26, 2022, we provided a draft copy of this report to Department officials for comment. We incorporated Department comments as applicable and attached the response to the report in its entirety as Appendix B.

RESULTS

Overall, although the Department recently implemented elements of a career progression program, USCP lacked a comprehensive career progression program. Additionally, several of the Department's specialty units and other organizational units lacked significant rotation. OIG reached out to other Federal law enforcement agencies to understand their career progression and rotational practices.

Lack of Career Progression and Rotation

The Department did not have a well-developed career progression program and lacked rotation in specialty and other organizational units. As a result, in recent years the Department relied on the use of acting positions in order to fill a significant number of senior management positions for long periods of time.

Lack of Robust Rotation Program in Specialty Units

The Department's lack of a robust rotation program in specialty units and other organizational units could have led to difficulty in developing future USCP leaders. For example, we reviewed data on officer tenure in the CERT and the Canine units. We noted that as of September 30, 2021, of the [REDACTED] in CERT, [REDACTED] had been in the unit since 1998 and 77 percent of officers were in the unit for at least 10 years. The average officer tenure in CERT was 13.5 years. We examined the same data for the Canine unit and found similar results. As of September 30, 2021, of the [REDACTED] in the Canine unit, [REDACTED] had been in the unit since 1992 – almost 30 years. Thirty percent of officers, or [REDACTED], had been in the unit for more than 10 years, [REDACTED] had been there between 20 and 30 years. On average, the Canine officers remained in the unit for 9 years.

Due to lack of rotation in specialty units, OIG found that from FY 2019 through FY 2021 for some of the most sought-after positions, the Department selected only 2 to 4 percent of internal applicants. For instance, the Canine unit had [REDACTED] positions filled over a 3-year period, a 2 percent selection rate. Similarly, the Hazardous Device Section filled [REDACTED] from [REDACTED] (2 percent), and CERT brought on [REDACTED] officers from

a group of [REDACTED] (4 percent). We also found that of the [REDACTED] officers made to be reassigned to the TIGER³ unit through the OVRP program, only [REDACTED] was reassigned.

There have been a number of efforts to increase rotation in specialty units and other areas of the Department over at least the last decade. Since as early as 2013, OIG has recommended rotation in various specialty units and offices and the issue has arisen several times since then. In 2013 OIG issued report OIG-2013-04, *Performance Audit USCP Canine (K-9) Program*, in which we recommended that “open competition or a rotational policy for Canine could enhance team performance and overall security for Capitol Complex; thereby, ensuring the integrity, efficiency, and effectiveness of the Canine Program.” Three years later, OIG issued a similar recommendation regarding the Office of Professional Responsibility. In OIG report OIG-2016-06, *Inspection of the United States Capitol Police Office of Professional Responsibility*, OIG stated, “We recommend the United States Capitol Police implement a rotation policy for investigator positions within the Office of Professional Responsibility, thereby improving employee morale and resulting in more experienced investigators.”

During FY 2019, OIG issued report 2019-I-0002, *Follow-up Analysis of the United States Capitol Police Dignitary Protection Division*, in which it concluded the following:

A career development track for DPD and other units would strengthen command and control within the Department and assist management in obtaining a workforce with the required knowledge, skills, and abilities to achieve organizational goals. OIG continues to believe the Department could benefit from instituting rotational policies. The Department should implement a career development track and consider a rotational policy for DPD.

While conducting the DPD follow-up analysis, two documents⁴ prepared by Capitol Police Board representatives came to our attention. The documents primarily focused on USCP implementing a career development track and rotational policy for DPD and other units within the Department. They outlined a detailed rotational policy for DPD, including assignments within DPD, both in the field on protection details and in support functions, in addition to management and oversight. The proposed policy also included assignments outside DPD in other specialty and uniformed units, and suggested a career track and rotational procedures be instituted in other specialty and uniformed units.

Per the documents, the benefits of rotation include having officers “remain fresh and alert,” incentivize the “officer/agent to become a well-rounded agent,” “touch all the

³ Per the Department the TIGER team USCP’s Threat Interdiction Group Emergency Reaction Team,

[REDACTED]

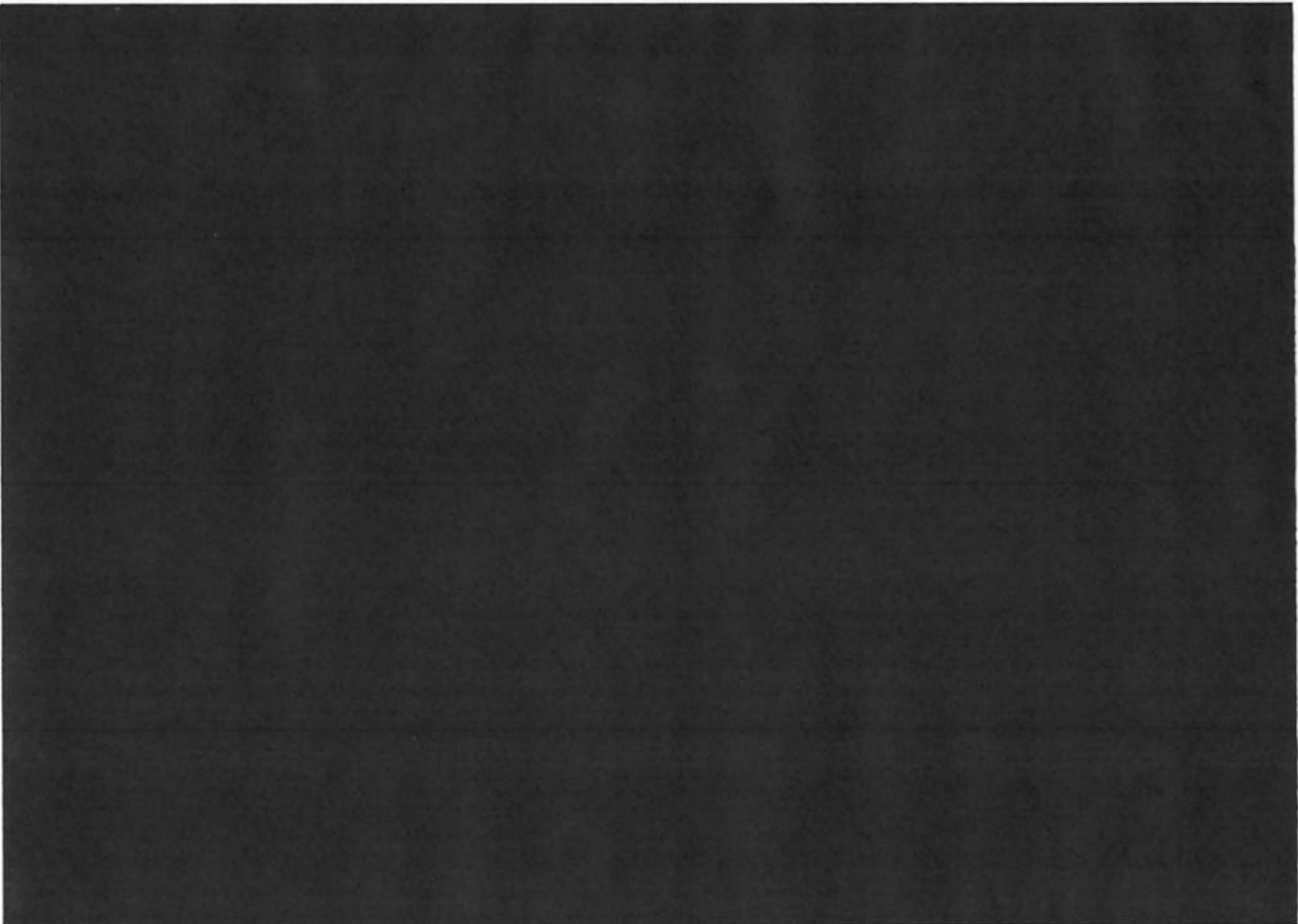
bases,” and “experienced agents supervise less experienced agents, and ultimately the safety and security [of] those we are authorized to protect is ensured.” The report concludes, “The concept of rotational assignments should be considered for all USCP...The concept of rotational assignments can also include other units for cross-pollination such as CERT (versus a uniformed assignment). The weapons expertise of CERT coupled with the close-up personal protection dignitary assignments of DPD create a synergy which benefit each other...The most important aspect of the career development track is the rotational assignment.”

In conjunction with OIG’s review into the physical breach of the U.S. Capitol Building on January 6, 2021, we recommended in report 2021-I-0003-E, *Review of the Events Surrounding the January 6, 2021, Takeover of the U.S. Capitol – Flash Report: Command and Coordination Bureau*, that USCP implement rotational policies and career development tracks for its officers and officials. The report states that the Department should “institute rotational policies and career development tracks in order to increase the effectiveness of its command and control system.” Although the issue surfaced a number of times, the problem of a lack of rotation within specialty units and other organizational units still persists within the Department.

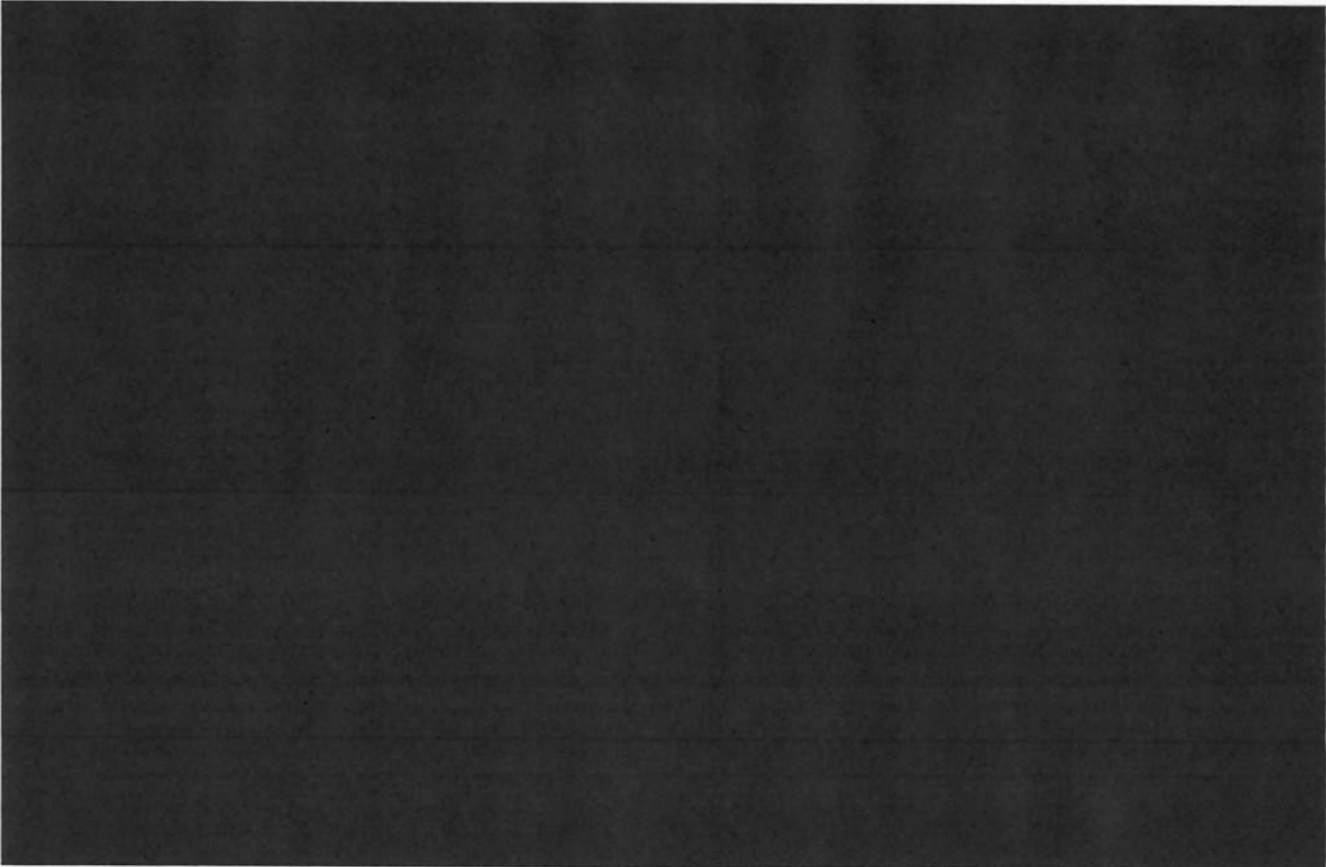
The Department’s lack of a rotation policy may have limited its ability to develop and promote employees with a broad knowledge of the organization. Additionally, USCP’s most talented employees are being incentivized to remain in the same specialty unit their entire career rather than rotating throughout the Department’s organizational units where they could become well-rounded officers who could be developed into future leaders. The Department’s lack of a rotation policy has potential to limit the functionality of its officers and may have resulted in a lack of confidence in Department leadership. For example, a recent USCP promotional recruitment video states, “The United States Capitol Police has a lifetime of opportunities under one roof and offers a competitive salary and benefits.” However, such opportunities are rarely available to employees because of the lack of rotation within specialty units, which could lead to deteriorating morale. Therefore, USCP may lack qualified, talented, well-rounded employees to fill senior management positions.

Department Use of Acting Positions

The Department announced that the previous Assistant Chief for Uniformed Operations retired in June of 2021. However as of July 2022, the Department’s current Chief of Uniformed Operations has been in an acting capacity for 13 months. Additionally, as recently as June 2021, USCP had five Deputy Chiefs, but since October 2021 USCP has only had three Deputy Chiefs, one of whom is acting as the Assistant Chief for Uniformed Operations, leaving only two Deputy Chiefs operating in the role of a Deputy Chief. This has created a further trickle down of acting positions throughout the sworn side of the Department. See Exhibit 1 below for the sworn side of the Department’s most recent organization chart with acting positions indicated.



Although the focus of this review was on the sworn side of the Department, USCP also has several acting upper-level management positions on its civilian side of the Department. For example, the Director of the Training Services Bureau (TSB) and the Director of the Office of Inclusion, Diversity, Equity and Action were both in an acting capacity as of September 30, 2021. Specifically, TSB has been traditionally led by either a civilian director or a Deputy Chief but is currently led by a Captain, which is two ranks below a Deputy Chief. Since September 30, 2021, the Department hired a fulltime Director for the Office of Inclusion, Diversity, Equity and Action. Additionally, following September 30, 2021, the Director of the Office of Human Resources (OHR) and the Supervisory HR Specialist over the Workforce Relations Division (WRD) left the Department. OHR is being led by an Acting Director, who is the Supervisory HR Specialist over the Human Resources Information Systems Division. The same individual is also leading the WRD. See Exhibit 2 for the civilian side of the Department's most recent organization chart with acting positions indicated.



The Department's lack of a career progression program limits its ability to develop and promote employees. Without a career progression program and rotation policies, USCP may lack qualified employees to fill vacant senior management positions.

Rotation Opportunities within USCP

Although the Department did not have sufficient, formal career progression and rotational policies in place, USCP had some long-standing programs that promoted employee development. In addition, the Department recently made some efforts to increase career progression and development opportunities.

For example, the Department offers the Officer Voluntary Reassignment Program (OVRP) in an effort to support the ability of the Department's sworn personnel to "seek assignments that will broaden their experiences." The program is directed by the Chief of Police and occurs on a routine basis. During each open season, officers have the opportunity to select up to five units or shifts for reassignment. OVRP does not include specialty units. If an officer is interested in transferring to a specialty program, the officer must go through the vacancy announcement process.

Similarly, the SVRP and LVRP programs support the ability of sworn personnel to seek reassignments and further develop their career with the Department. The programs are offered periodically. Reassignments are based on operational needs, with the requests through the programs taken into consideration. Although the SVRP and LVRP programs are in place, the Department lacks formal, written policies detailing them. There is, however, an OVRP directive.

Lack of Comprehensive Career Progression Program

Although the Department has implemented elements of a career progression program, USCP lacked a formally instituted career progression program. Section 412.202, title 5 of the Code of Federal Regulations (5 CFR § 412.202) states that agencies should develop a program “for the development of individuals in supervisory, managerial and executive positions, as well as individuals whom the agency identifies as potential candidates for those positions.” Although USCP is not required to follow executive branch regulations, the regulations often serve as best practices in the Federal Government.

Career progression programs represent extremely useful roadmaps in planning a career. Per the Office of Personnel Management, career progression programs are an “integral part of an effective talent management system. They can inform workforce planning, recruitment, retention, training and development, succession planning, and career development.” A career progression program should be developed by subject matter experts, and:

- Provides a career progression outline that enables employees to move among and across jobs in the occupation.
- Includes success factors that enable individuals to maximize performance and career advancement.
- Includes general and technical competencies, which help employees and supervisors plan and sequence appropriate career training and development.
- Lists common degrees and certifications the interviewed incumbents of the Federal occupation possess.

Without a formally instituted career progression program, USCP may have lacked the ability to identify future leaders and ensure they had the resources to progress throughout their careers. For example, since 2012, USCP has had four Chiefs of Police, and only one was promoted from a career within the ranks of USCP.

While the Department did not have a formal career progression program in place, some divisions have explored implementing career progression plans. These have not yet been instituted.

In addition, following OIG's initiation of this review and meeting with officials regarding career development and rotation, the Department announced three programs in support of

progression. In April 2022, the Office of Inclusion, Diversity, Equity, and Action released Bulletin 22.62 entitled, *Apply for Career-Building Opportunities*. The bulletin describes various conferences, training opportunities, and symposiums that employees can apply to participate in. The programs were open to all employees, and the Executive Team makes the final candidate selections. Advertisements for this program were posted throughout USCP-occupied buildings. See Figure 1 for an image of an advertisement in the Fairchild Building.

Figure 1: Career Building Opportunity Poster



Source: OIG captured photograph in Fairchild Building.

Bulletin 22.63, *Police for Tomorrow Fellowship Program*, was also released in April 2022. The 18-month fellowship is a project of the Center for Innovations in Community Safety and Georgetown University School of Law. The program is designed and facilitated by Georgetown University School of Law faculty and provides “an opportunity to learn from leading experts about some of the most difficult policing-related issues facing our communities today.”

In June 2022, the Department distributed Bulletin 22.111, *Invitation to Apply: 2023 FBI National Academy Sessions*. This program is a 10-week course at the FBI’s Quantico, Virginia campus and is designed for law enforcement leaders. The primary goals are to “improve the administration of justice in police departments and agencies at home and abroad, and to raise law enforcement standards, knowledge, and cooperation worldwide.”

There are various rank and physical requirements, and up to three candidates from the Department will be selected.

Conclusions

The Department did not have a comprehensive career progression program in place and lacked significant rotation in several specialty units and other organizational units. As a result, the Department relied on the use of acting positions to fill senior management positions. Additionally, the Department did not have established policies or SOPs or Directives for the SVRP and LVRP.

Recommendation 1: We recommend that the United States Capitol Police develop and implement a rotational policy for its specialty units and consider other areas in which rotation could be implemented throughout the Department in order to develop well rounded officers who could serve as future leaders.

Recommendation 2: We recommend that the United States Capitol Police develop and implement formal policies and procedures for the Sergeant Voluntary Reassignment Program and the Lieutenant Voluntary Reassignment Program.

Recommendation 3: We recommend that the United States Capitol Police develop and implement a formal career progression program for officers and officials at all levels.

Career Progression and Rotation in Other Federal Law Enforcement Agencies

Other Federal law enforcement agencies employ career progression and rotational practices that could be beneficial for the Department to implement. Additionally, law enforcement oversight agencies and professional associations publish reports including best practices that the Department should consider.

The [REDACTED] has a robust rotational policy imbedded into their structure and culture. In most instances, agents are required to move up, around, or leave the agency. [REDACTED] OIG met with a former [REDACTED] Director for [REDACTED] who stated the agency employed forced rotation on the agent side. Per the [REDACTED] the agency believes that rotation fosters change, growth, and leadership.

He stated that in order to get promoted from a GS-13 to a GS-14 and move into the second phase of an agent's career, agents must do a [REDACTED] in the Washington, D.C. area. Following the [REDACTED] an agent will have had a total of more than 10 years of experience with the agency, including at least two different assignments, in two different offices, and on two different programs. They will embark on their third or fourth assignment having been exposed to different types of leadership, understanding different parts of the organization, and understanding the complexity of Washington, D.C. After the [REDACTED] agents have more control over their career progression and professional interests, and can submit their top three transfer choices for consideration.

In the opinion of the former [REDACTED] official, if an agent returns to the field following their [REDACTED] there is no situation they cannot manage. They also have a higher expectation for what others can manage—if something goes wrong, they can anticipate what is going to happen, and they understand the roles of others. They learn not to worry about problems that are not in their area, and instead to focus on their areas of responsibility.

The former [REDACTED] Director believes that rotation of agents allows for a deep understanding of multiple areas, such that if an agent gets promoted and returns to an office as a manager after time spent in another part of the organization, the new manager has a thorough knowledge of what they are leading. If they do not know something, they have reach-back to others. The former [REDACTED] official we interviewed believes specialty units also need this understanding. He stated that they bring on the greatest challenges to leadership and consistently have the most problems within the agency. The official said the units are "out of sight, out of mind", work independently of the greater organization, and bringing them back into the fold is difficult. [REDACTED] offers financial incentives for officers to leave specialty units – they may have opportunities for promotion outside their units with significant salary increases.

The former [REDACTED] official stated that everyone gets moved eventually, even those who want to remain where they are. If an agent has been a GS-13 for more than 8 years, and declined transfers, they will be at the top of the list any time an assignment arises. Ultimately, they will receive final orders to transfer. The official stated the ideal timeframe for rotation is 4 years, but it depends on the needs of the agency. In some units, there is potential for a natural rotation. The [REDACTED] Counterassault unit has monthly physical fitness requirements and after some time, agents cannot meet the demands of the position. Additionally, when an employee's level of seniority or expertise are needed elsewhere in the agency, they will be moved. The official stated that the benefits of rotation to the organization are substantial and help keep the agency healthy and not stagnant. Rotating personnel disperses well-trained employees throughout the organization. In contrast [REDACTED] USCP does not have any ongoing physical fitness requirements for any of their specialty units.

OIG met with a [REDACTED] Chief to discuss rotation [REDACTED]. He stated that in the past, under prior Chiefs, there was significantly more rotation within the different specialty units. Although the former [REDACTED] Director emphasized the benefits of rotation in specialty units, the [REDACTED] Chief noted that over the past few years, average tenure in the specialty units has increased. The majority of the specialty units are housed within the [REDACTED] Division. Some of the specialty units include [REDACTED]
[REDACTED]

The [REDACTED] Chief stated that specialty unit positions were highly sought-after, but interest has somewhat diminished recently. In addition, specialty units require specific skillsets that not everyone possesses. For example, the Counter-sniper unit has monthly physical fitness requirements and after some time, officers cannot meet the demands of the position. There is a high failure rate for courses required to join the specialty units. Additionally, once the agency invests time and resources into training, and the individual has spent several years learning the intricacies of a unit, the agency may not want to lose that expertise by rotating the officer. The agency sometimes struggles with bottom-line manpower needs in those units and they cannot "replace officers on a whim."

According to the [REDACTED] Chief, under prior Chiefs, officers would remain in specialty units for 3 – 5 years. Currently, due to fluctuating interests, demanding skillsets and requirements, training investments, and manpower needs, it is not unusual for officers to serve in specialty units for 10 years or more, unless they want to pursue other assignments. For instance, in the past, the agency required officers to rotate out of the Canine unit upon the retirement of their dog. Currently, an experienced handler may have the option of being assigned another dog. The agency is constantly evaluating their programs to determine what works best.

Per discussion with a former [REDACTED] Chief, although the [REDACTED] does not have a formal career progression and rotation policy, there is indirect pressure to move up and around. Following introductory [REDACTED] training [REDACTED], employees can rank location choices, however, placements, and subsequent transfers, are based on the needs of the agency. [REDACTED] If an agent is initially assigned to a smaller office, they have to move to a larger office after 3 years. This is an involuntary move, as the agency values and requires service time in one of the larger offices. Additionally, [REDACTED] has designated offices deemed highly sought-after and agents must rotate in and out. [REDACTED]

The former [REDACTED] official stated he believed [REDACTED] could benefit from mandatory rotation, specifically in specialty areas. He gave the example of the [REDACTED] When [REDACTED] is called, it takes time for them to deploy and travel to the incident location. The official believes [REDACTED] should have a limited time [REDACTED], then disperse across the United States to provide their expertise

and training to the local offices and [REDACTED] teams that are the first to respond in [REDACTED] situation.

OIG met with an official from the [REDACTED] to discuss rotation within the agency. The official described policies that he stated were on a macro-level. He said the agency employs three tools, which are always relevant— nationwide announcements, mobility agreements, and movement based on the agency's needs. [REDACTED] uses nationwide announcements for many of its position openings. Applicants are placed based on the agency's needs. In addition, every employee must sign a mobility agreement before they are hired, and the agreement is effective their entire career. The agreement allows the agency to move employees to any of [REDACTED] geographic locations "at the drop of a hat." Agents may be moved based on an expertise or a specialty they possess, and the agency's needs are always the priority. In some instances, employees may be asked for their preferences, but according to the official, in general employees never have a final choice as to where they are moved.

In September 2020, the General Accountability Office (GAO) issued a report entitled *Federal Tactical Teams – Characteristics, Training, Deployments, and Inventory*, in which it discusses the Department of State’s Mobile Security Deployments (MSD). MSD is the State Department’s on-call security support and crisis response team, which can deploy within 12 hours. The MSD units “help defend U.S. embassies and consulates (posts) in critical threat situations, provide security for U.S. officials traveling abroad and foreign officials visiting the United States, and train security personnel.” Diplomatic Security agents assigned to MSD serve for a 3- to 4-year rotation.

Additionally, although [REDACTED] is not a Federal agency, [REDACTED] We spoke with an [REDACTED] detective with more than 20 years of experience on the force, and learned that while [REDACTED] does not have a formal rotational policy, there is rotation within some divisions and specialty units. For example, the [REDACTED] one of the [REDACTED], responds to a wide range of calls for assistance, [REDACTED] oversees the [REDACTED] Both teams have 4 to 6 permanent members, plus 3 to 4 [REDACTED] detectives who rotate in for 3 month periods. The permanent members teach the rotating members, and when the rotations are over, the members bring their knowledge back to their regular posts.

A 2019 U.S. Department of Justice report—*Law Enforcement Best Practices, Lessons Learned from the Field* states—states,

Procedures for selecting applicants for promotion or transfer should be clear, merit-based, and as objective as possible. A key element of retention comes from enhancing

employees' ability to gain access more quickly to assignments to specialized units; this also helps to develop better promotional candidates who have experience in many facets of law enforcement. An additional benefit is that agencies that have a reputation for developing their personnel and providing promotional development also become more attractive for lateral candidates and new recruits.

Additionally, the RAND Corporation, Center on Quality Policing, a nonprofit policy research institution, issued a report entitled *Police Recruitment and Retention for the New Millennium – The State of Knowledge*. The project was supported by the Department of Justice's Office of Community Oriented Policing Services. It suggests that in order to promote retention, law enforcement agencies should promote employee engagement. One way to promote engagement is to allow employees to experience others' duties through work diversity.

Assignment rotation can be a valuable way to provide opportunities for officers and deputies to experience special duties, thereby enhancing the diversity of their work (S. Lewis, Kagan, and Heaton, 2000; Palmer et al., 1998). Rotational assignments might be an employment incentive for younger employees entering law enforcement, but there are benefits for senior officers as well. Senior officers transferred for short periods might allow officers to break out of professional ruts while promoting cross-functional knowledge and experience. Similarly, cross-training might also increase job satisfaction and commitment to the organization (Davenport, Thomas, and Cantrell, 2002; Kirpal, 2004; Palmer et al., 1998).

APPENDICES

List of Recommendations

Recommendation 1: We recommend that the United States Capitol Police develop and implement a rotational policy for its specialty units and consider other areas in which rotation could be implemented throughout the Department in order to develop well rounded officers who could serve as future leaders.

Recommendation 2: We recommend that the United States Capitol Police develop and implement formal policies and procedures for the Sergeant Voluntary Reassignment Program and the Lieutenant Voluntary Reassignment Program.

Recommendation 3: We recommend that the U.S. Capitol Police develop and implement a formal career progression program for officers and officials at all levels.

DEPARTMENT COMMENTS



UNITED STATES CAPITOL POLICE

OFFICE OF THE CHIEF
110 D STREET NE
WASHINGTON, DC 20510-7218
September 12, 2022

POL 202-274-8901

COP 220339

MEMORANDUM

TO: Ronald Gregory
Acting Inspector General

FROM: J. Thomas Manger
Chief of Police

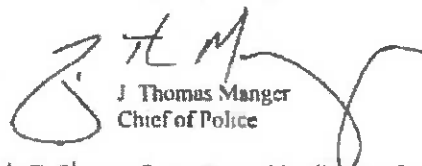
SUBJECT: Response to Office of Inspector General draft report *Review of the United States Capitol Police Career Progression, Rotational Policies* (Report No. OIG-2022-07)

The purpose of this memorandum is to provide the United States Capitol Police response to the recommendations contained within the Office of Inspector General's (OIG) draft report *Review of the United States Capitol Police Career Progression, Rotational Policies* (Report No. 2022-07).

The Department generally agrees with all of the recommendations and appreciates the opportunity to work with the OIG to further improve upon existing elements of the USCP's Career Progression Plan that are currently in process, but have yet to be codified. The balance between rotating personnel in and out of specialized units without impacting the proficiency of a particular unit is important, as are the years required to gain the level of proficiency necessary for peak performance, and the financial or training investment required of some specialty assignments. The Department is committed to instituting a more comprehensive plan that takes these factors into consideration in order to further develop and promote employees with a broader understanding of the organization. The Department will assign Action Plans to appropriate personnel regarding each recommendation in effect in order to achieve long term resolution of these matters.

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,



J. Thomas Manger
Chief of Police

cc: Assistant Chief Yogananda D. Pittman, Protective and Intelligence Operations
Acting Assistant Chief Sean P. Gallagher, Uniformed Operations
Dominic A. Storelli, Acting Chief Administrative Officer
[REDACTED] Program Manager Audit Liaison

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