



## UNITED STATES CAPITOL POLICE

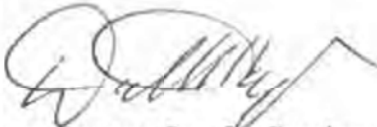
WASHINGTON, DC 20510

January 22, 2026

INSPECTOR GENERAL

### MEMORANDUM

**TO:** Michael G. Sullivan  
Chief of Police

**FROM:** David T. Harper  
Inspector General 

**SUBJECT:** *Management Advisory Report: Pay for Employees Assigned to Locations Outside of the Washington D.C. Metropolitan Area*  
(Report Number OIG-2026-06)

The United States Capitol Police (USCP or the Department) does not pay its employees assigned to and working in locations outside of the Washington D.C. metropolitan area (hereinafter referred to as DC) in accordance with 2 U.S.C. § 1927 (Bonuses, retention allowances, and additional compensation); the *Capitol Police Board Regulations for Recruitment and Relocation Bonuses and Retention Allowances for Employees of the United States Capitol Police*; and best practices throughout the federal government. Specifically, the USCP Office of Inspector General (OIG) found that while USCP provided additional locality pay for employees assigned in a higher cost-of-living area, the Department did not adjust locality pay for employees assigned in lower cost-of-living areas. This practice is not consistent with best practices throughout the federal government.

Further, we found that USCP pays an ongoing "Relocation Allowance" to its Regional Satellite Agent (RSA) employees assigned in San Francisco and Tampa. This relocation allowance is an additional, recurring incentive payment of 10 percent of their annual rate of basic pay. However, 2 U.S.C. § 1927 (Bonuses, retention allowances, and additional compensation) and the *Capitol Police Board Regulations for Recruitment and Relocation Bonuses and Retention Allowances for Employees of the United States Capitol Police* do not define or authorize this type of recurring payment. As a result, OIG identified \$580,596 of questioned costs during our review period of January 2021 through June 2025.<sup>1</sup> We note that this amount does not include costs that USCP may have incurred from these pay practices before or after the end of our review period.

### **Background**

USCP has employees assigned to three locations outside of DC. These locations include (1) the Regional Satellite Office (RSO) in San Francisco, California, (2) the RSO in Tampa, Florida, and (3) the Federal Law Enforcement Training Center (FLETC) in Brunswick, Georgia. The San Francisco and Tampa RSOs are staffed by RSAs. From January 2021 through June 2025, two RSA employees worked at the San Francisco RSO,

<sup>1</sup> The Inspector General Act of 1978, as amended, defines the term "questioned cost" as (1) an alleged violation of a provision of a law, regulation, contract, grant, cooperative agreement, other agreement, or document governing the expenditure of funds; (2) a finding that such cost is not supported by adequate documentation; or (3) a finding that the expenditure of funds for the intended purpose is unnecessary or unreasonable.

two RSA employees worked at the Tampa RSO, and six employees worked at FLETC in Brunswick.

Since most USCP employees are located in DC, USCP uses one pay table for sworn employees and one pay table for civilian employees. These pay tables include pay rates for employees working in DC. USCP does not have separate pay tables for USCP duty stations outside of DC, whether it is for lower cost of living areas (i.e. Tampa and Brunswick) or higher (i.e., San Francisco).

USCP Standard Operating Procedure (SOP) [REDACTED], dated October 25, 2024, establishes procedures for adjusting pay for RSA employees working in RSOs outside of DC, including San Francisco and Tampa.<sup>2</sup> It states, “RSAs will receive a locality pay differential amount based upon location of assignment.” However, USCP’s April 2021 vacancy notice for RSA positions in the San Francisco and Tampa RSOs noted that employees would receive an additional specialty pay for localities identified as greater than DC but not for locations with a locality pay equal to or less than DC.

For purposes of this Management Advisory Report, the OIG used the Office of Personnel Management’s (OPM’s) General Schedule (GS) and Law Enforcement Officer (LEO) locality pay tables as best practices. While USCP uses its own pay tables, some other legislative branch agencies base or align their pay table to OPM’s pay tables. OPM provides policy leadership and expertise on a variety of Government-wide pay programs for Federal employees, including the OPM GS and LEO salary pay tables. OPM has a base pay table and entitles most GS and LEO employees to additional locality pay based on the geographical area in which they work.<sup>3</sup> Most of the OPM locality pay areas cover large metropolitan areas (e.g., DC). For those localities not specifically identified, OPM establishes a catch-all pay table titled, “Rest of U.S.”

### **Finding 1. USCP Did Not Adjust Locality Pay for Employees Working in Lower Cost of Living Areas**

Unlike OPM and some other legislative branch agencies, USCP did not develop separate pay tables for its employees assigned outside of DC to compensate for the regional differences in locality pay. We found that USCP developed its own methodology to apply an additional payment for employees assigned to and working in a higher cost-of-living area (i.e., San Francisco), but the Department did not adjust pay for employees assigned to and working in lower cost-of-living areas. USCP pays its employees located in Tampa and Brunswick based on the same USCP pay tables used for employees located in DC, even though those locations have a lower locality rate. OIG validated this through inspection of (1) an April 2021 vacancy job announcement associated with the RSAs and (2) relevant Statements of Earnings and Leave for RSAs working in the Tampa RSO and employees working at FLETC in Brunswick, Georgia.

<sup>2</sup> This SOP does not apply to employees working in Brunswick because Brunswick is not a RSO.

<sup>3</sup> OPM defines locality pay as a geographic-based percentage rate that reflects pay levels for non-Federal workers in certain geographic areas as determined by surveys conducted by the U.S. Bureau of Labor Statistics.

Each year, OPM implements locality pay adjustments for different geographical areas within the U.S. The 2025 OPM GS pay table for Tampa and Brunswick (i.e., OPM’s “Rest of U.S.” pay table) included pay rates that were 12.6 percent lower than the 2025 OPM DC pay table.<sup>4</sup> For example, a GS-15, Step 1 employee with a duty location in DC had an annual salary of \$167,603, but a GS-15, Step 1 employee with a duty location in Tampa or Brunswick had an annual salary of \$146,481—a difference of approximately \$21,000 or 12.6 percent.

USCP does not similarly account for this difference. As a result, we determined that from January 2021, through June 2025, USCP paid the eight employees assigned to and working in Tampa and Brunswick \$438,643 more than if the Department applied a percentage difference between salaries from OPM’s DC pay table and the “Rest of U.S.” pay table applicable to Tampa and Brunswick. OIG questions whether these costs were necessary or reasonable.

## **Finding 2. USCP Paid an Additional Recurring “Relocation Allowance” for Tampa and San Francisco RSA Employees**

Through our review of USCP’s application of locality pay for employees assigned to and working in locations outside of DC, we also identified that RSAs working in San Francisco and Tampa received an additional, recurring incentive pay of 10 percent of their annual rate of basic pay coded as a “Relocation Allowance” specialty pay.<sup>5</sup> From October 2021 through June 2025, we found that USCP paid \$141,953 in relocation allowance for the four RSA employees assigned to and working in San Francisco and Tampa. However, we question these costs because they appear to violate a provision of law and regulation.

While USCP’s governing statute, 2 U.S.C. § 1927, and the *Capitol Police Board Regulations for Recruitment and Relocation Bonuses and Retention Allowances for Employees of the United States Capitol Police*, dated April 18, 2003, defines and authorizes the Department to offer a “Relocation Bonus” and a “Retention Allowance,” they do not define or authorize the payment of a “Relocation Allowance.” 2 U.S.C. § 1927 implies that a “Relocation Bonus” is intended to be a one-time payment when it defines the bonus as “a bonus to an individual who is newly appointed to a position as an officer or employee of the Capitol Police, and to pay an additional bonus to an individual who must relocate to accept a position as an officer or employee of the Capitol Police.” Further, it states that a bonus “shall be paid as a lump sum” and “may be paid to a newly-hired officer or employee before the officer or employee enters on duty.”

<sup>4</sup> Washington, D.C. falls within the OPM GS pay table: “Washington-Baltimore-Arlington.”

<sup>5</sup> USCP employees who worked outside of DC at FLETC in Brunswick, Georgia, did not receive this similar annual relocation allowance.

## Conclusion

OIG reviewed the pay for any employee assigned to and working in San Francisco, Tampa, and Brunswick during the period January 2021 through June 2025 and identified \$580,596 of questioned costs. Specifically, we question whether these costs were (1) necessary and reasonable when compared to best practices throughout the federal government (Finding 1) or (2) in violation of USCP's governing statute and the *Capitol Police Board Regulations for Recruitment and Relocation Bonuses and Retention Allowances for Employees of USCP*, dated April 18, 2003 (Finding 2).

Without fairly applying pay practices that are in line with USCP's governing statutes, regulations, and best practices throughout the federal government, the Department risks wasting resources. Additionally, employees may feel that pay is not being fairly and consistently applied. For example, employees in DC, with a significantly higher cost of living than Tampa, are receiving less pay than their counterparts in Tampa. Additionally, employees in San Francisco and Tampa are currently receiving a 10 percent relocation allowance, while employees in Brunswick are not.

**Recommendation 1:** We recommend that the United States Capitol Police (a) determine whether the \$580,596 in questioned costs spent on employees assigned outside of Washington, D.C. between January 2021 through June 2025 are allowable and (b) determine whether to recover any costs determined to be unallowable.

**Recommendation 2:** We recommend that the United States Capitol Police evaluate the appropriateness of current pay practices for employees assigned outside of the Washington D.C. area considering best practices throughout the federal government.

**Recommendation 3:** We recommend that the United States Capitol Police conduct a cost benefit analysis to determine whether it is appropriate to establish separate pay tables for employees assigned outside of the Washington D.C. area.

**Recommendation 4:** We recommend that the United States Capitol Police take necessary steps to ensure Relocation Allowance or similar payments for employees working in San Francisco and Tampa comply with 2 U.S.C. § 1927 and the *Capitol Police Board Regulations for Recruitment and Relocation Bonuses and Retention Allowances for Employees of the United States Capitol Police*.

We conducted this work with integrity, objectivity, and independence as required by the *Quality Standards for Federal Offices of Inspector General* issued by the Council of the

Chief of Police – Michael G. Sullivan  
January 22, 2026

Inspectors General on Integrity and Efficiency (CIGIE). These standards set forth the overall quality framework for managing, operating, and conducting the work of Offices of Inspector General. The work adhered to the professional standards of objectivity, independence, due professional care, and quality assurance and followed procedures to ensure accuracy of the information presented.

cc: Assistant Chief Sean P. Gallagher, Uniformed Operations  
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Ms. Krista Ashbery, Chief Administrative Officer  
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