

**STATE POLICE COMPENSATION AND RETIREMENT**

**REPORT OF THE  
VIRGINIA ADVISORY LEGISLATIVE COUNCIL**

**To**

**THE GOVERNOR**

**And**

**THE GENERAL ASSEMBLY OF VIRGINIA**



H05, 1973

COMMONWEALTH OF VIRGINIA  
Department of Purchases and Supply  
Richmond  
1973



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STATE POLICE COMPENSATION AND RETIREMENT

Report of The  
Virginia Advisory Legislative Council

Richmond, Virginia  
January 2, 1973

TO: HONORABLE LINWOOD HOLTON, *Governor of Virginia*  
and  
THE GENERAL ASSEMBLY OF VIRGINIA

I. INTRODUCTION

This report is a result of the directive contained in House Joint Resolution No. 98, passed by the 1972 Session of the General Assembly as follows:

House Joint Resolution No. 98

Directing the Virginia Advisory Legislative Council to make a study and report on the compensation, retirement and other benefits of the Virginia State Police.

Whereas, the recruitment, training and outfitting of a new Virginia State Trooper costs approximately sixteen thousand five hundred dollars; and

Whereas, the starting and maximum salary of Virginia State Troopers is substantially below any other interstate and intrastate jurisdictions; and

Whereas, it is becoming increasingly difficult to recruit and retain adequate personnel because of those differences in pay scales and related benefits; and

Whereas, the Department is constantly losing troopers to other jurisdictions and thus, in effect, becoming a training ground for other police departments; and

Whereas, there is a personal high-risk element always present in the performance of their duties; and

Whereas, the morale, efficiency, dedication and performance of Virginia State Troopers is a source of pride to all citizens; now, therefore, be it

Resolved by the House of Delegates, the Senate concurring, That the Virginia Advisory Legislative Council is directed to make a study of the salary scale, retirement and related benefits of the Virginia State Troopers.

The Council shall conclude its study and shall report its recommendations to the Governor and the General Assembly not later than December one, nineteen hundred seventy-two.

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Pursuant to this study directive the Virginia Advisory Legislative Council appointed Honorable John N. Dalton, Radford; Senator William B. Hopkins, Roanoke; Honorable Lewis A. McMurrin, Jr., Newport News; Honorable William H. Moss, Sr., Alexandria; Honorable W. Roy Smith, Petersburg;

Senator William F. Stone, Martinsville; and Senator Edward E. Willey, Richmond, as members of the Committee. Senator Edward E. Willey of Richmond was named Chairman of the Committee by the Virginia Advisory Legislative Council. The Committee elected Honorable John N. Dalton as its Vice-Chairman.

The Virginia Advisory Legislative Council and the Division of Statutory Research and Drafting made staff and facilities available to carry out the study, L. Willis Robertson, Jr. and E. M. Miller, Jr. being assigned to assist the members of the Committee.

Following its creation the Committee held a number of meetings at the State Capitol. The members of the Committee called upon Colonel Harold W. Burgess, Superintendent of State Police; Mr. L. M. Kuhn, Legislative Fiscal and Information Officer; Mr. Boyd F. Collier, Director of the Virginia Supplemental Retirement System; and Mr. John W. Garber, Director of the Division of Personnel, for their testimony and are greatly appreciative of the contributions made by these gentlemen and their respective staffs.

After consideration of and debate on several proposed recommendations, the Committee made its recommendations to the Council. The Council now makes the following recommendations.

## II. RECOMMENDATIONS

1. A TWO-STEP INCREASE IN THE STARTING SALARY FOR STATE POLICE OFFICERS FROM \$7680 TO \$8400 ANNUALLY AND AN INCREASE IN THE TOTAL NUMBER OF SALARY STEPS FROM SEVEN TO NINE (MAXIMUM SALARY INCREASED FROM \$10,032 TO \$12,000). A DETAILED SUGGESTED SALARY RANGE TABLE SHOWING EXISTING AND PROPOSED SALARIES FOR STATE POLICE OFFICERS MAY BE FOUND IN APPENDIX A OF THIS REPORT.
2. AN INCREASE IN THE SUPPLEMENTAL RETIREMENT ALLOWANCE FOR EARLY RETIREES FROM \$170 MONTHLY TO \$190 MONTHLY. SEE PROPOSED AMENDMENT TO § 51-151(2)(b) CONTAINED IN APPENDIX G OF THIS REPORT.
3. THAT THE RECOMMENDATIONS OF THE COUNCIL COORDINATED WITH THE RECOMMENDATIONS OF THOSE STUDIES UNDERTAKING THE STUDY OF THE COMPENSATION AND RETIREMENT BENEFITS AFFORDED ALL STATE EMPLOYEES.

## III. REASONS FOR RECOMMENDATIONS

1. A TWO-STEP INCREASE IN THE STARTING SALARY FOR STATE POLICE OFFICERS AND AN INCREASE IN THE TOTAL NUMBER OF SALARY STEPS FROM SEVEN TO NINE.

Early in their deliberations, the members of the Council concluded that the starting salary and maximum salary scale for State Police Officers were major points of contention. The members of the Council gathered information on salary scales of other states and on local police departments within the Commonwealth. Copies of relevant information concerning the pay scales of State Police in other states and in selected localities in Virginia are contained in Appendices B and C of this report.

The above mentioned information shows that Virginia presently ranks substantially below the average in starting salary for State Police Officers and

that a number of localities, including Richmond, have a higher starting salary than that of the Virginia State Police.

The members of the Council heard testimony indicating that a substantial number of State Police Officers leaving the force were lured away by better paying jobs both in the private and public sector. Charts showing the turnover of State Police Officers from nineteen hundred sixty-six through nineteen hundred seventy-one and separations from nineteen hundred seventy through nineteen hundred seventy-two are contained in Appendices D and E of this report.

The members of the Council learned that historically the Virginia localities situated in areas close to the District of Columbia paid their local police forces on a higher scale than the State Police because of the high cost of living in these areas of Northern Virginia. It was suggested that a cost-of-living increment be awarded those State policemen assigned to the high cost of living areas of Northern Virginia. However, when it was suggested that this would adversely affect the mobility of the State Police force, this suggestion was not adopted.

The members of the Council believe that an increase in the salary scale for State Police Officers is necessary to ensure the continuation of the high morale, efficiency, dedication and performance of Virginia State Troopers. The members of the Council also feel that an increase in the salary scale will decrease the possibility of losing Troopers who have already been trained at a substantial expense to the Commonwealth to higher paying positions in other states or with local police forces within Virginia.

The salary scale recommended by the Council would place Virginia's starting salary for State Police Officers above that of all local police forces in Virginia with the exception of Arlington and Fairfax Counties and the City of Alexandria. The suggested increase would therefore maintain the historical relationship between the salary of State Police Officers and the local police officers in Northern Virginia. The increase in the total number of salary steps from seven to nine will raise the maximum salary from \$10,032 to \$12,000 and increase the length of time necessary to reach the top paying scale within any position. The increase in maximum salary and length of service necessary to attain that maximum salary will decrease the possibility of trained officers leaving solely for higher paying jobs.

The estimated cost of these changes is \$953,700 annually.

## 2. AN INCREASE IN THE SUPPLEMENTAL RETIREMENT ALLOWANCE FOR EARLY RETIREES FROM \$170 MONTHLY TO \$190 MONTHLY.

Under the present system, State Police Officers are allowed to retire at age fifty-five; however, these early retirees are not entitled to Social Security benefits at this time. Presently § 51-151 of the Code of Virginia provides for a \$170 a month supplement until age sixty-five for early retirees to approximate the primary Social Security benefits. The current supplement of \$170 a month was last revised in 1970 and is now thought to be unrealistic in light of increases in Social Security benefits. Therefore, the Council feels that § 51-151 of the Code of Virginia should be amended to increase the supplement to \$190 monthly so as to more closely approximate the present benefits afforded retirees by the Social Security System.

It is estimated that the biennial cost of raising the supplement \$20 will be \$48,000.

3. THAT THE RECOMMENDATIONS OF THE COUNCIL BE COORDINATED WITH THE RECOMMENDATIONS OF THOSE STUDIES UNDERTAKING THE STUDY OF THE COMPENSATION AND RETIREMENT BENEFITS AFFORDED ALL STATE EMPLOYEES.

The members of the Council took notice of the fact that the Governor's Management Study is making a study of State employees' compensation and that the Virginia Supplemental Retirement System was continuing its study of the retirement system to refine the retirement formula. It was recognized that these studies encompassed all State employees rather than a small group such as the State Police. The members of the Council recognize that there is a relationship between the salary of State Police Officers and that of many other State law enforcement officers and employees. Therefore, the members of the Council believe that their recommendations which touch only a small group of State employees should be coordinated, if possible, with the recommendations of the broader studies which will affect all State employees.

#### IV. CONCLUSION

During the course of the study a number of other proposals were brought to the attention of the members of the Council, including a reduction in the percentage of employee contributions to the retirement system and a change in the definition of "average final compensation" from the five highest years of creditable service to the highest three years of creditable service for use in determining the retirement allowance of retired State employees. The members of the Council felt that if changes in these two areas are to be made, they should be made for all State employees rather than for just one group of State employees. Therefore, the members of the Council believe that recommendations in these areas should be deferred to those studies encompassing compensation of all State employees.

The members of the Council again wish to express their appreciation to the members of the Committee for their diligent service and to the State employees rendering assistance to the members of the Committee.

The members of the Council feel that their recommendations, if enacted into law, will substantially alleviate the problems presented to the Virginia Advisory Legislative Council in House Joint Resolution No. 98. Therefore, the members of the Council ask that their recommendations be given serious consideration.



Respectfully submitted,

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Lewis A. McMurrin, Jr., *Chairman*

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Willard J. Moody, *Vice-Chairman*

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Russell M. Carneal

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Joseph V. Gartlan, Jr.

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Arthur R. Giesen, Jr.

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Edward E. Lane

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Stanley A. Owens

---

William V. Rawlings

---

D. French Slaughter, Jr.

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W. Roy Smith

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James M. Thomson

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Lawrence Douglas Wilder

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Edward E. Willey



APPENDIX A  
STATE POLICE  
SUGGESTED SALARY RANGE\*

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Trooper	Present	7,680	8,040	8,400	8,784	9,168	9,600	10,032		
	<i>New</i>	<i>8,400</i>	<i>8,784</i>	<i>9,168</i>	<i>9,600</i>	<i>10,032</i>	<i>10,512</i>	<i>10,992</i>	<i>11,472</i>	<i>12,000</i>
Investigator	Present	8,400	8,784	9,168	9,600	10,032	10,512	10,992		
	<i>New</i>	<i>9,168</i>	<i>9,600</i>	<i>10,032</i>	<i>10,512</i>	<i>10,992</i>	<i>11,472</i>	<i>12,000</i>	<i>12,528</i>	<i>13,128</i>
Sergeant	Present	10,032	10,512	10,992	11,472	12,000	12,528	13,128		
	<i>New</i>	<i>10,992</i>	<i>11,472</i>	<i>12,000</i>	<i>12,528</i>	<i>13,128</i>	<i>13,728</i>	<i>14,328</i>	<i>15,000</i>	<i>15,675</i>
First Sergeant	Present	10,512	10,992	11,472	12,000	12,528	13,128	13,728		
	<i>New</i>	<i>11,472</i>	<i>12,000</i>	<i>12,528</i>	<i>13,128</i>	<i>13,728</i>	<i>14,328</i>	<i>15,000</i>	<i>15,675</i>	<i>16,400</i>
Lieutenant	Present	11,472	12,000	12,528	13,128	13,728	14,328	15,000		
	<i>New</i>	<i>12,528</i>	<i>13,128</i>	<i>13,728</i>	<i>14,328</i>	<i>15,000</i>	<i>15,675</i>	<i>16,400</i>	<i>17,150</i>	<i>17,900</i>
Captain	Present	13,728	14,328	15,000	15,675	16,400	17,150	17,900		
	<i>New</i>	<i>15,000</i>	<i>15,675</i>	<i>16,400</i>	<i>17,150</i>	<i>17,900</i>	<i>18,700</i>	<i>19,600</i>	<i>20,500</i>	<i>21,400</i>
Field Supervisor	Present	15,675	16,400	17,150	17,900	18,700	19,600	20,500		
	<i>New</i>	<i>17,150</i>	<i>17,900</i>	<i>18,700</i>	<i>19,600</i>	<i>20,500</i>	<i>21,400</i>	<i>22,400</i>	<i>23,400</i>	<i>24,500</i>
Executive Officer	Present	17,150	17,900	18,700	19,600	20,500	21,400	22,400		
	<i>New</i>	<i>18,700</i>	<i>19,600</i>	<i>20,500</i>	<i>21,400</i>	<i>22,400</i>	<i>23,400</i>	<i>24,500</i>	<i>25,600</i>	<i>26,800</i>
Superintendent	Present	24,675	25,925							

\*Figures in italics represent a two-step increase with a nine-step range in lieu of present seven steps.

APPENDIX B  
ANNUAL SALARIES PLUS MAINTENANCE  
OF STATE TROOPERS AND HIGHWAY PATROLMEN

	<u>MINIMUM</u>		<u>MAXIMUM</u>	<u>YEARS</u>
1. Alaska	\$13,104	1. Alaska	\$15,756	5
2. NEW JERSEY	10,824 *	2. NEW JERSEY	13,260 *	6
3. Pennsylvania	10,467	3. Missouri	13,245 *	30
4. Connecticut	10,161 *	4. Ohio	13,021	18
5. Ohio	10,130	5. Connecticut	12,966 *	5
6. California	10,008	6. Pennsylvania	12,554	4
7. Michigan	9,880	7. Michigan	12,334	-
8. Nevada	9,670	8. Illinois	12,120	4
9. New Hampshire	9,656 *	9. New York	11,745	4
10. New York	9,365	10. New Hampshire	11,648 *	5
11. Illinois	9,024	11. Minnesota	11,628	12
12. Washington	8,952	12. Oregon	11,604	8
13. Massachusetts	8,939	13. California	11,580	3
14. Texas	8,712 *	14. Delaware	11,165	17
15. West Virginia	8,703 *	15. Massachusetts	11,138	6
16. Missouri	8,565 **	16. Georgia	11,075	25
17. Colorado	8,520 *	17. Nevada	11,064	4
18. Indiana	8,294	18. Nebraska	10,860 *	24
19. Nebraska	8,280 *	19. Colorado	10,724 *	6
<u>AVERAGE</u>	<u>8,259</u>	<u>AVERAGE</u>	<u>10,674</u>	<u>8.05</u>
20. Oregon	8,256	20. New Mexico	10,650 *	9
21. Rhode Island	8,200	21. Vermont	10,584	-
22. Arizona	8,076	22. Arizona	10,560	4
23. South Dakota	8,075 *	23. Indiana	10,432	6
24. New Mexico	8,010 *	24. Washington	10,416	4
25. Minnesota	8,004	25. Kentucky	10,372 *	10
26. Delaware	8,000	26. Utah	10,224	6
27. Vermont	7,884	27. Louisiana	10,216 *	9.5
28. Wisconsin	7,800	28. South Dakota	10,115 *	10
29. Kansas	7,656	29. Rhode Island	10,000	3.5
30. Iowa	7,620 *	30. Maryland	9,875	6
31. Maryland	7,595	31. Wyoming	9,864	6
32. North Carolina	7,500	32. Florida	9,804	-
33. Tennessee	7,440	33. Kansas	9,780	4.5
34. Utah	7,416	34. Iowa	9,720 *	8
35. Wyoming	7,392	35. Virginia	9,600	5.5
36. Virginia	7,344	36. Wisconsin	9,492	-
37. Maine	7,259	37. Tennessee	9,480	-
38. Oklahoma	7,200	38. Arkansas	9,468 *	6.5
39. Kentucky	7,192 *	39. North Carolina	9,420	5
40. Florida	7,176	40. West Virginia	9,159	3
41. Montana	7,136	41. Maine	8,798	6
42. Arkansas	6,936 *	42. Alabama	8,606	5.5
43. Louisiana	6,676 *	43. Idaho	8,472	4
44. Alabama	6,591	44. Oklahoma	8,400	2
45. Georgia	6,500	45. Montana	8,362	-
46. Idaho	6,324	46. South Carolina	8,157	7
47. South Carolina	6,110			

\* Maintenance added in the following amounts:

New Jersey	\$2,700	Colorado	\$600
New Hampshire	1,820	Nebraska	600
West Virginia	1,527	Kentucky	520
Connecticut	1,130	New Mexico	450
Louisiana	916	Iowa	420
South Dakota	875	Texas	360
Arkansas	840		
Missouri	765		

APPENDIX C

SALARY SCALES OF SELECTED LOCAL POLICE FORCES IN VIRGINIA

Roanoke County	\$5788 - 7346
Salem City	\$6363 - 10444
Norfolk City	\$6744 - 9096
Portsmouth City	\$6843 - 9443
Lynchburg City	\$6916 - 9698
Roanoke City	\$6984 - 8928
Richmond City	\$7670 - 10270
Prince William County	\$8177 - 13090
Arlington County	\$8652 - 11609
Fairfax County	\$9542 - 13806
Alexandria City	\$9555 - 12800
Average of above	\$7567 - 10595

APPENDIX D

TURNOVER

STATE POLICE UNIFORMED PERSONNEL

<u>Reason</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>
Better job	15 (1.9%)	26 (3.24%)	34 (4.05%)	22 (2.5%)	30 (3.65%)	41 (4.3%)
Disciplinary	9	14	7	11	18	6
Retirement	11	6	8	6	7	10
Death	2	2	4	2	3	0
Military	<u>7</u>	<u>0</u>	<u>2</u>	<u>3</u>	<u>3</u>	<u>0</u>
	44 (5.6%)	48 (6.0%)	55 (6.5%)	44 (5.03%)	61 (7.29%)	57 (5.95%)
Average Strength	783	806	842	874	905	957

## APPENDIX E

May 24, 1972

## POLICE PERSONNEL - SEPARATIONS

<u>CALENDAR YEAR</u>	<u>BETTER JOB</u>	<u>OTHER REASONS</u>	<u>RETIREMENT</u>	<u>MILITARY LEAVE</u>	<u>DECEASED</u>	<u>TOTAL</u>
1970	30	18	7	3	3	61
1971	41	6	10			57
1972 (to date)	18	6	5	1		30

## POLICE PERSONNEL - EMPLOYED

<u>CALENDAR YEAR</u>	<u>NUMBER EMPLOYED</u>
1970	79
1971	130
1972 (to date)	72

## APPENDIX F

## Salaries of Other State Enforcement Officers

A.B.C. Investigators	\$ 7344 - 9600
S.C.C. Investigators	\$ 8400 - 10992
Fire Marshal Investigator	\$ 8400 - 10992

These agencies only investigate certain type offenses, yet their salaries are equal to, or above, that of the State Police who investigate all type crimes, including the same type investigated by the agencies.

## APPENDIX G

### A BILL

To amend and reenact § 51-151, as amended, of the Code of Virginia, relating to service retirement allowance under the State Police Officers Retirement System.

Be it enacted by the General Assembly of Virginia:

1. That § 51-151, as amended, of the Code of Virginia be amended and reenacted as follows:

**§ 51-151. Service retirement allowance.** — (a) Upon retirement as provided in § 51-150, on or after July one, nineteen hundred seventy, a member shall receive an annual retirement allowance, payable monthly to him for life, subject to the provisions of subsection (e) of this section, determined in accordance with paragraph (1) or (2), whichever is applicable:

(1) *Normal retirement under § 51-150 (a).* — An allowance equal to one and one-half per centum of his average final compensation multiplied by his number of years of creditable service subject, however, to the provisions of subsections (b) and (c) of this section.

(2) *Early retirement under § 51-150 (b).* — An allowance which shall be determined in the same manner as for retirement at his normal retirement date with years of creditable service and average final compensation being determined as of the date of his actual retirement, and the amount of the retirement allowance so determined being reduced on an actuarial equivalent basis for the period that the actual retirement date precedes the normal retirement date subject, however, to the provisions of subsections (b) and (c) of this section; provided, further, that the retirement allowance of a member retiring on or after his fifty-fifth birthday and with at least thirty years of creditable service shall not be so reduced.

(b) In addition to the allowance payable under subsection (a) of this section, a member shall receive an additional annual allowance, payable monthly, for each month after his fifty-fifth birthday and prior to his sixty-fifth birthday, equal to two thousand ~~forty two~~ *hundred eighty* dollars; provided, however, that this subsection shall not apply to any member who qualifies for retirement under subsection (c) of § 51-150 and is credited with less than twenty years' service.

(c) Subject to the provisions of subsection (d) of this section, the retirement allowance payable under this section to any member who was in service on June thirty, nineteen hundred sixty-six, shall, prior to his sixty-fifth birthday, be not less, in the case of a member who retires on or after his normal retirement date, than an amount equal to two percentum of the member's average final compensation multiplied by his years of creditable service not in excess of twenty-five years or, in the case of a member who retires prior to his normal retirement date, than an amount similarly determined but reduced on an actuarial equivalent basis for the period by which the actual retirement date precedes the normal retirement date, nor after his sixty-fifth birthday shall it be less than the excess, if any, of such amount over the annual primary social security benefits under the federal Social Security Act to which he became entitled at his sixty-fifth birthday, or to which he would have become entitled at such birthday except for having elected to have his social security benefits commence at an earlier date.

(d) For the purposes of subsections (c) and (g), the retirement allowance shall be determined on the assumption that it is payable to the member alone and that no optional form of retirement allowance as provided in § 51-111.60 is

elected. If a beneficiary does not qualify for, or loses, primary social security benefits to which he is entitled under the federal Social Security Act because of his failure to make application therefor, entering into covered employment, or otherwise, such primary social security benefits shall nevertheless be considered as being received by such beneficiary for the purposes of subsection (c).

(e) Should a beneficiary of a service retirement allowance under this chapter be at any time in service as an employee in a position covered for retirement purposes under the provisions of this or any chapter other than chapter 3.1 (§ 51-111.1 et seq.) of this title, if the State contributes any of the employer cost for the position his retirement allowance shall cease while so employed.

(f) In the case of any member retired prior to July one, nineteen hundred seventy, for service, the retirement allowance payable on or after July one, nineteen hundred seventy, shall be equal to the larger of an amount or amounts computed in accordance with the preceding subsections of this section and the amount or amounts of the allowance that would have been payable except for the provisions of this subsection.

(g) The payment of any service retirement allowance hereunder shall be subject to the provisions of subsection (g) of § 51-111.55.