

**REPORT OF THE  
VIRGINIA STATE CRIME COMMISSION  
TO  
THE GOVERNOR  
AND  
THE GENERAL ASSEMBLY  
OF VIRGINIA  
ON  
THE COMPENSATION OF LAW ENFORCEMENT OFFICERS**



**SENATE DOCUMENT NO. 33**

**COMMONWEALTH OF VIRGINIA  
Department of Purchases and Supply  
Richmond  
1975**

COMMONWEALTH OF VIRGINIA



Lewis W. Hurst  
*Executive Director*

Laurence Leonard  
*Assistant Director*

VIRGINIA STATE CRIME COMMISSION  
SUITE 905, 701 EAST FRANKLIN STREET  
RICHMOND, VIRGINIA 23219

TELEPHONE  
(804) 770-4891

TO: THE HONORABLE MILLS E. GODWIN, JR.

GOVERNOR OF VIRGINIA

AND

THE GENERAL ASSEMBLY OF VIRGINIA

MEMBERS

From the Senate of Virginia  
Stanley C. Walker, *Chairman*  
George S. Aldhizer, II  
George M. Warren, Jr.

From the House of Delegates  
Claude W. Anderson  
L. Ray Ashworth  
Arthur R. Giesen, Jr.  
John L. Melnick  
Theodore V. Morrison, Jr.  
A. L. Philpott

Attorney General of Virginia  
Andrew P. Miller

Appointments by the Governor  
Erwin S. Solomon, *Vice Chairman*  
William N. Paxton, Jr.  
George F. Ricketts

Pursuant to Senate Joint Resolution No. 79, 1974 Session,  
the sub-committee of the State Crime Commission, as listed  
below, offers the following report on The Compensation of Law  
Enforcement.

This report is also included with other information as a  
part of the Annual Report of the State Crime Commission.

Respectfully submitted,

A handwritten signature in cursive script, appearing to read 'Stanley C. Walker'.  
Stanley C. Walker,  
Chairman

MEMBERS OF COMMISSION

Stanley C. Walker, Chairman  
Erwin S. Solomon, Vice Chairman  
George S. Aldhizer, II  
Claude W. Anderson  
L. Ray Ashworth  
Andrew P. Miller  
Theodore V. Morrison, Jr.  
William N. Paxton, Jr.  
A. L. Philpott  
George F. Ricketts  
George M. Warren, Jr.

STAFF

Lewis W. Hurst, Executive Director

STUDY GROUP

Claude W. Anderson

L. Ray Ashworth

C. M. Boldin

William L. Durrer

Andrew P. Miller

Otto S. Overton

A. L. Philpott

J. E. Richardson

Charles E. Thompson

George M. Warren, Jr.

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SENATE JOINT RESOLUTION NO. 79

1 ~~Agreed to by the Senate, January 26, 1973~~  
2 ~~Agreed to by the House of Delegates, February 28, 1973~~  
3 *Requesting the State Crime Commission to conduct a study on the*  
4 *qualifications and salaries of all law-enforcement officers in*  
5 *the Commonwealth.*

6 Whereas, the degree of crime in our society has risen greatly  
7 in recent years, giving great concern to responsible citizenry; and

8 Whereas, the rate of such rise, or even its present level, is  
9 wholly unacceptable by society; and

10 Whereas, competent and well-trained law-enforcement officers  
11 in all areas of our Commonwealth are absolute prerequisites to  
12 any abatement in such rise in the crime rate; and

13 Whereas, in nineteen hundred sixty-eight, the Virginia General  
14 Assembly created the Law-Enforcement Officers Training Standards  
15 Commission to ensure effective training for all law-enforcement  
16 officers throughout the Commonwealth and to eventually promote  
17 additional training; and

18 Whereas, it seems reasonable that some consideration should  
19 also be given to the basic qualifications and minimum salaries for  
20 all law-enforcement officers if one should expect a high caliber  
21 of such professionals in all areas of the Commonwealth; now,  
22 therefore, be it

23 Resolved by the Senate of Virginia, the House of Delegates  
24 concurring, That the Virginia State Crime Commission is requested  
25 to conduct a study on the qualifications and salaries of all law-  
26 enforcement officers in the Commonwealth. Such study shall in-  
27 clude basic standards for employment, minimum salaries, gradu-  
28 ated pay scales which will ensure retention of qualified personnel,  
29 and the desirability of the State's making reimbursements to  
30 political subdivisions for the employment of law-enforcement offi-  
31 cers or other means of financial assistance for such employment.

32 The Commission shall conclude this study and report its recom-  
33 mendations to the Governor and the General Assembly not later  
34 than November one, nineteen hundred seventy-three.

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## COMPENSATION OF LAW ENFORCEMENT

The 1973 Session of the General Assembly directed the Crime Commission to conduct a study of the qualifications and salaries of all law enforcement officers in the Commonwealth. Under provisions of House Joint Resolution No. 79, the legislature directed that the study include "basic standards for employment, minimum salaries, graduated pay scales which will ensure retention of qualified personnel, and the desirability of the State's making reimbursements to political subdivisions for the employment of law-enforcement officers or other means of financial assistance for such employment".

Pursuant to this directive in May 1973 the Crime Commission appointed Sheriff Fred Adams, Cumberland County; Delegate Claude W. Anderson, Crime Commission member, Buckingham; Delegate L. Ray Ashworth, Crime Commission member, Wakefield; Major C. M. Boldin, Virginia State Police, Richmond; Colonel William L. Durrer, then chief of police, Fairfax County; Attorney General Andrew P. Miller, Crime Commission member, Richmond; Otto S. Overton, chief of police, Farmville; Delegate A. L. Philpott, Crime Commission member, Bassett; Charles E. Thompson, former penitentiary guard, Richmond; Senator George M. Warren, Jr., Crime Commission member, Bristol, as members of the committee. Delegate Anderson was named chairman of the committee. Sheriff J. E. Richardson, Appomattox County, was appointed to the committee to replace Sheriff Adams, who resigned upon leaving his position of sheriff.

The committee has held a number of meetings at the State Capitol. They have called upon the Virginia Sheriffs' Association, the Virginia Chiefs of Police Association, the Municipal League, the Superintendent of State Police and the Division of Justice and Crime Prevention to assist them in their work.

The committee has held public hearings in Staunton, South Hill, Norfolk, and Fredericksburg. There was a great deal of interest across the state in these hearings and they were all well attended. The committee heard testimony from legislators, mayors, chiefs of police, sheriffs, city and town managers, members of town and city councils, and members of boards of supervisors.

The 1974 Session of the Legislature substantially upgraded salaries for sheriffs and their deputies. The Crime Commission sponsored Senate Bill 259 which raised deputy sheriffs' salary range to \$8,040-12,000, effective February 1, 1975. The Commission also sponsored Senate Bill 262, which was incorporated into another bill and passed, increasing sheriffs' salaries approximately 20%, effective July 1, 1974.

The state currently pays two-thirds of the cost for the operation of sheriffs' departments, salaries included. Sheriffs are elected officials, and most of them have criminal jurisdiction in their localities. There are several county police departments in the state; the entire cost of these departments are borne by the county which operates it. Independent cities maintain police departments and are responsible for the costs of operating them. Towns that maintain police departments are also responsible for the cost of operating the departments.

The committee will continue its study during 1975 to look into certain problems that exist. A prime area is the discrepancy between the pay scales for municipal police in smaller towns and the sheriffs' departments in the same locality because the state has set by statute the minimum salary for deputy sheriffs, but no such minimum exists for salaries of municipal police. Officers from the two departments in the same area often have the same duties and responsibilities but the starting pay for the two positions can differ by as much



as \$1,000-\$2,500. This discrepancy causes morale problems and often causes smaller police departments to lose their best personnel to sheriffs' departments after they have been trained.

That problem does not affect most city police departments. Most city police agencies have been able to offer adequate salaries to their personnel to retain their officers; however, with the continuing inflation and rise in the cost of living, they may need adjustments in the near future. These agencies must offer salary levels high enough to compete with neighboring police agencies as well as business and industry for qualified personnel. City police departments must depend entirely on local funds for their operation. A number of metropolitan police agencies have instituted a program to provide incentive pay to law enforcement based on training and educational degree level.

Although the state does not participate in the compensation of city, county or town police departments, certain agencies of the state government are designed to assist all law enforcement with their ever increasing needs. For example, the task force feels that the single most important contribution toward quality law enforcement is proper training. The Criminal Justice Officers Training and Standards Commission, formerly the Law Enforcement Officers Training Standards Commission, was created in 1968 to establish minimum training standards for full-time law enforcement officers. That Commission has organized training programs. Since July, 1970, that Commission has set up 30 schools of 40-week basic training from which some 4,600 police officers have obtained satisfactory completion, as of January 1, 1975. In addition to those, the Training and Standards Commission has organized schools for court security, jailors or custodial officers, correctional officers, police instructors and is setting up in-service training for police officers.

In addition to the contribution being made toward upgrading law enforcement

By the Training and Standards Commission, the Council on Criminal Justice through the Division of Justice and Crime Prevention makes funds available through Federal Grants to all police agencies. Since January, 1970, the Division of Justice and Crime Prevention has made available \$13,821,905 to police agencies across the state. From the Division's 1973-74 monies alone, \$798,738 was spent on police training and \$815,746 on police equipment, as of January 1, 1975.

The Crime Commission is vitally interested in all aspects of compensation of law enforcement and strives to be receptive to their needs. There are several matters the Commission is working on in addition to the completion of this study.

Based on a request of the Sheriffs' Association, the Commission agrees that adjustments may be needed in the pay scales of deputy sheriffs for supervisory officers. Differences in pay could be established within the current salary range for the level of responsibility assumed, and that should be consistent across the state. Also a step system for sheriffs' pay could be established within the current range in proportion to deputies' salaries. The Commission will sponsor a resolution in the 1975 Session of the General Assembly asking the State Compensation Board to work with the Division of Personnel to look into the need and advisability of establishing salary step levels within the current salary ranges. See proposed legislation in Appendix I of this report.

Based on another request from the Sheriffs' Association the Commission plans to look into sheriffs' fees and determine if they need to be changed.

APPENDIX I

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*Directing the State Compensation Board, with the assistance of the Division of Personnel, to make a study of the feasibility and desirability of enacting legislation establishing a position classification plan for law-enforcement officers whose salary is derived in whole or in part from State funds.*

12 WHEREAS, if law-enforcement agencies are to attract and  
13 retain qualified personnel, such agencies must maintain effective  
14 personnel administration policies; and

15 WHEREAS, a sound position classification system is of  
16 paramount importance to effective personnel administration; and

17 WHEREAS, law-enforcement agencies have generally failed to  
18 utilize the procedures developed in private industry to establish  
19 classification plans providing for compensation which is directly  
20 proportional to the duties and responsibilities of each officer; and

21 WHEREAS, the State Compensation Board has in the past been  
22 handicapped in fixing salaries for sheriffs and personnel within their  
23 departments by the absence of a position classification plan; now,  
24 therefore, be it

25 RESOLVED by the House of Delegates, the Senate of Virginia  
26 concurring, That the State Compensation Board, with the assistance  
27 of the Division of Personnel, shall make a careful and complete  
28 study of the feasibility and desirability of enacting legislation  
29 establishing a position classification plan for law-enforcement  
30 officers whose compensation is derived in whole or in part from  
31 State funds. Such plan should group officers according to duties,  
32 authority, responsibilities, and such other factors as are deemed  
33 relevant and provide for commensurate compensation. If the study  
34 concludes that legislation is advisable and feasible, the State  
35 Compensation Board shall recommend the necessary legislation. All  
36 agencies of the State shall assist the State Compensation Board and  
37 the Division of Personnel in this undertaking. The Compensation

House Joint Resolution 215

1 Board shall complete its study and report to the Governor and  
2 General Assembly no later than November one, nineteen hundred  
3 seventy-six.

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