

**REPORT OF THE
VIRGINIA STATE CRIME COMMISSION**

Law Enforcement Compensation

**TO THE GOVERNOR AND
THE GENERAL ASSEMBLY OF VIRGINIA**



Senate Document No. 7

**COMMONWEALTH OF VIRGINIA
RICHMOND
1988**



COMMONWEALTH of VIRGINIA

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IN RESPONSE TO
THIS LETTER TELEPHONE
(804) 225-4534

ROBERT E. COLVIN
EXECUTIVE DIRECTOR

VIRGINIA STATE CRIME COMMISSION

General Assembly Building

910 Capitol Street

MEMBERS:

FROM THE SENATE OF VIRGINIA:
ELMON T. GRAY, CHAIRMAN
HOWARD P. ANDERSON
WILLIAM T. PARKER

FROM THE HOUSE OF DELEGATES:
ROBERT B. BALL, SR., VICE CHAIRMAN
RAYMOND R. GUEST, JR.
THEODORE V. MORRISON, JR.
A. L. PHILPOTT
WARREN G. STAMBAUGH
CLIFTON A. WOODRUM

APPOINTMENTS BY THE GOVERNOR:
L. RAY ASHWORTH
WILLIAM N. PAXTON, JR.
GEORGE F. RICKETTS, SR.

ATTORNEY GENERAL'S OFFICE
H. LANE KNEEDLER

November 9, 1987

To: The Honorable Gerald L. Baliles, Governor of Virginia,
and Members of the General Assembly:

Senate Joint Resolution 174, agreed to by the 1987 General Assembly, directed the Virginia State Crime Commission to study the salaries of law-enforcement officers. In fulfilling this directive, a comprehensive study was conducted by the Virginia State Crime Commission. I have the honor of submitting herewith the study report and recommendations on Law Enforcement Compensation.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Elmon T. Gray".

Elmon T. Gray
Chairman

ETG/sab

Respectfully Submitted

by the

Virginia State Crime Commission

From the Senate:

**Elmon T. Gray, Chairman
Howard P. Anderson
William T. Parker**

From the House of Delegates:

**Robert B. Ball Sr., Vice Chairman
Raymond R. Guest Jr.
Theodore V. Morrison Jr.
A.L. Philpott
Warren G. Stambaugh
Clifton A. Woodrum**

Appointments by the Governor

**L. Ray Ashworth
William N. Paxton Jr.
George F. Ricketts Sr.**

Attorney General's Office

H. Lane Kneeder

Subcommittee

Studying

Law Enforcement Compensation

Members:

Delegate Robert B. Ball Sr., Chairman
Senator Howard P. Anderson
Mr. L. Ray Ashworth
Delegate Raymond R. Guest Jr.
Mr. William N. Paxton Jr.
Delegate Warren G. Stambaugh

Staff:

Robert E. Colvin, Executive Director
Laura J. Armstrong, Special Research Assistant
Terry M. Barrett, Research Associate
Kimberly A. Morris, Executive Secretary

Department of Personnel and Training:

Dr. Chong M. Pak, Director, Department of Personnel and Training
Mr. Jerry L. Wilkinson, Director, Compensation Management Office
Mr. Robert B. Weaver Jr., Classification & Compensation Analyst

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I. Authority for Study

Pursuant to Senate Joint Resolution No. 174 of the 1987 General Assembly, the Virginia State Crime Commission was requested to study the salaries of law enforcement officers and other matters. More specifically, the resolution requests the Crime Commission "to examine the salaries and other compensation paid to law enforcement officers and compare their salaries to those paid to law enforcement officers in other states."

Section 9-125 of the Code of Virginia establishes and directs the Virginia State Crime Commission (VSCC) "to study, report and make recommendations on all areas of public safety and protection." In so doing, it is specifically empowered to study compensation of persons in law enforcement and related fields. Section 9-127 provides that "The Commission shall have the duty and power to make such studies and gather information and data in order to accomplish its purposes as set forth in § 9-125,...., and to formulate its recommendations to the Governor and the General Assembly." Section 9-134 authorizes the Commission "to conduct private and public hearings, and to designate a member of the Commission to preside over such hearings." The VSCC, in fulfilling its legislative mandate, undertook the Law Enforcement Compensation Study as requested by Senate Joint Resolution 174.

The Department of Personnel and Training was directed, through the budget amendment in HB 1050, to assist the Crime Commission in conducting the "study of the classification and compensation of law enforcement and related personnel employed by or supported in whole or in part by the Commonwealth, in accordance with SJR 174." A copy of the resolution appears as Appendix A to this report. A summary of the Department of Personnel and Training report to the Commission is presented in Appendix B.

The study was requested because of concern over the adequacy of the compensation of law enforcement personnel in light of the invaluable services they provide to the citizens of this Commonwealth and the personal risks they take in providing these services.

II. Subcommittee Appointed

During the April 13, 1987 meeting of the Crime Commission, its Chairman, Senator Elmon T. Gray of Sussex, selected Delegate Robert B. Ball, Sr. of Henrico to serve as chairman of this subcommittee. Members of the Crime Commission who served on the subcommittee were:

Delegate Robert B. Ball Sr. of Henrico, Subcommittee Chairman
Senator Howard P. Anderson of Halifax
Mr. L. Ray Ashworth of Richmond
Delegate Raymond R. Guest Jr. of Front Royal
Mr. William N. Paxton Jr. of Richmond
Delegate Warren G. Stambaugh of Arlington

III. Scope of Study

Although the study resolution calls for the examination of "the salaries and other compensation paid to law enforcement officers..." and "any standards that may exist for sheriffs' car markings and uniforms and the desirability of uniformity...", this study was limited to the "salaries and other compensation" issue as a separate subcommittee was appointed to study the "car markings and uniforms" issue.

The data analysis focused on a comparison of the relative compensation between Virginia's law enforcement officers and similar classes of law enforcement in certain other states and was limited to the examination of the salaries and other compensation paid to the following classes of state-funded sworn law enforcement personnel:

Sheriffs and Deputies
Virginia State Police
Alcoholic Beverage Control Agents
Game Wardens
Capitol Police
Corrections Officers

Because Virginia is unique in its funding of sheriffs' offices, the states surveyed did not have statewide salary data available. Thus a salary comparison for sheriffs and deputies using local police departments within Virginia was initiated. Data from a follow-up survey of individual sheriffs' offices in North Carolina, Maryland, and West Virginia is presented in Appendix F.

IV. Findings and Recommendations

The subcommittee carefully considered the information it had received and focused its findings and recommendations on how the various groups under study compare with similar groups in the states surveyed. As mentioned earlier, since statewide salary data for sheriffs' offices in other states, where local funding is prevalent, was not readily available. The salaries of sheriffs' offices were compared to salaries of local police departments in Virginia, and to the statewide average of individual sheriffs' office pay scales in 3 neighboring states.

Based on the market data for the states surveyed, the subcommittee found that game wardens and ABC agents merited approval for a one pay grade increase. The annual cost of this increase, \$405,752 for game wardens and \$350,236 for ABC agents, can be absorbed within existing revenue streams for both non-general fund agencies. It was noted that a continuation of the new pay scale for game wardens would require increased revenue for the agency.

The Virginia State Police and Capitol Police were found not to lag behind the other states in terms of salaries. All grades of correctional officers' salaries were consistent with the other states, except for a lag of 4.99% for correctional sergeants. If this position were to be adjusted, lieutenant, captain and security chief's positions would also require an adjustment.

Using local police force data in Virginia as a basis of comparison, deputy sheriffs' salaries lag by approximately 3.0% at the range minimum, and 3.4% at the range maximum. This data does not recognize the varied functions of deputy sheriffs, only the law enforcement function. Law enforcement deputies in North Carolina and West Virginia lag behind the salary range midpoint for Virginia's deputies. Virginia lags behind Maryland by less than 2% (see Appendix F).

Therefore, the subcommittee recommends that a one pay grade increase (9.3%) be approved for game wardens and ABC agents, effective 7/1/88, contingent upon the availability of revenues within the budget of each respective agency. The subcommittee, in keeping with its charge, did not specifically address the issue of internal salary alignment within Virginia between the classes of law enforcement under study.

The subcommittee did review the respective job descriptions and these are included in Appendix G. The subcommittee emphasizes that any pay adjustment to one or more of these groups will likely initiate pay increase requests from the other classes of law enforcement. Documentation of the cost estimates for pay scale regrades for all groups under consideration is presented in Appendix C.

On November 5, 1987, the Virginia State Crime Commission met in Richmond, Virginia, and received the report of the subcommittee. After careful consideration, the Commission adopted the findings of the subcommittee, recommending that a one grade pay increase be provided for game wardens and ABC agents effective July 1, 1988. The Commission also recommends that deputy sheriffs should be provided a one grade (9.3%) pay increase which should be implemented over the 88-90 biennium. The Commission respectfully requests the Governor and the General Assembly to accept and implement these recommendations. Further, the Commission was very concerned over deputy sheriffs in some localities not being able to participate in a basic group medical coverage plan, much less to have it provided as a benefit. Also, some localities require deputy sheriffs to provide their own uniforms, equipment and automobiles, which in effect offsets their level of compensation. The Commission urges all such localities to address these issues, with specific emphasis on the provision of basic medical insurance.

V. Work of the Subcommittee

As explained earlier, the Law Enforcement Compensation Subcommittee was appointed to examine the salaries and other compensation paid to law enforcement officers in Virginia and to compare such with those of law enforcement officers in other states (See Appendix A). Information necessary for this examination was provided by the Department of Personnel and Training in keeping with its directive pursuant to an amendment to the budget and at the request of the Crime Commission. Such information was obtained through a survey of salary and benefits paid by neighboring states to the six groups of law enforcement officers to which the study was limited. In addition, turnover and starting pay data was gathered from these states. Since little data was available from other states relating to the salaries of sheriffs and deputies, this data was collected from police forces in the localities of the state. A follow-up survey of individual sheriffs' offices in three neighboring states was conducted (Appendix F). These sheriffs' offices are locally funded and each has its own salary scales. An average for each of the three states was calculated. Additional information regarding training and recruitment standards and position descriptions for entry level positions within the six law enforcement classes was also collected. Prior to the first meeting, several staff meetings were held to ensure that the appropriate information was being prepared for the subcommittee.

The subcommittee held two meetings during the interim, the first of which was held on June 30 to hear the results of the survey conducted by the Department of Personnel and Training and to elicit testimony from interested parties regarding the salaries and other compensation paid to law enforcement officers. The second meeting, which was held on September 3, was a work session during which the subcommittee, after much deliberation, determined its final recommendations. During these meetings the subcommittee received invaluable input from the Department of Personnel and Training, representatives of many law enforcement groups, associations and state agencies, the Senate Finance Committee staff, the House Appropriations Committee staff, the Compensation Board, and the Department of Planning and Budget. The contributions of these groups to the study were greatly appreciated by the subcommittee. The assistance of the staff members from Department of Personnel and Training was especially helpful, and they are commended for their excellent efforts and cooperation in providing the information critical to the study.

June 30, 1987 Meeting and Public Hearing

At its June 30 meeting, the subcommittee was briefed by the Department of Personnel and Training on the information it had obtained. This information is contained in DPT's report entitled "Salaries and Benefits Paid to Law Enforcement Officers" (Appendix B). A public hearing, during which representatives of several law enforcement groups and agencies presented their concerns, followed DPT's presentation. The following is a summary of each group's concerns and recommendations:

Mr. John W. Jones, Executive Director of the Virginia State Sheriff's Association, expressed concern over the low salaries of deputy sheriffs and pointed out that their salary scales, which are below those of game wardens, Capitol Police, State Police, and most local county police, provide no rewards for those deputies who are at the top of the pay scale. Other concerns expressed by Mr. Jones related to the absence of state-funded retirement benefits, the unavailability of health insurance plans in certain localities, and the diverse responsibilities of deputies, including law enforcement, jail operations, civil process and court security. Mr. Jones recommended the following:

- 1 - to address the salary problems, a regrade of all deputy and sheriff positions by two grades, which would cost approximately \$8.4 million annually per grade increase;
- 2 - to address the inequities in retirement compensation, legislation to have the state fund the retirement benefits of all deputies and sheriffs; and
- 3 - to address the hospitalization issue, legislation requiring local governments to provide basic health insurance coverage for sheriffs and deputies.

A number of sheriffs and deputies, all indicating their support of the Sheriff's Association's recommendations, pointed out some of their additional concerns to the subcommittee including: (1) in a number of localities, deputies are required to purchase their own equipment and uniforms, and to use their own cars; (2) the need for a twenty percent pay differential in Northern Virginia; (3) a high turnover rate resulting from many quitting after having gone through training to become local police officers, who are better paid.

Colonel John Pearson, Executive Director of the Association of Chiefs of Police, indicated that they endorsed the study and were concerned with the recommendation to adjust the minimum pay for deputies. He pointed out that legislation adjusting the minimum pay could have an impact on the local police departments and recommended that the subcommittee consider looking into providing adequate retirement and minimum starting salaries for all law enforcement officers.

Mr. Ed Murray, Director of the Department of Corrections, testified that the high turnover rate for correctional officers is the result of the difficult environment they must face and a number of other influential factors, including low pay. The Department recommended that all classes below Grade 12 be moved up one grade which they estimated would cost approximately \$7 million annually.

Mr. Rod Clark, with the Virginia State Lodge of the Fraternal Order of Police, indicated their support for an increase in compensation for all law enforcement classes and pointed out that campus police officers are second in number only to the State Police. He stated that both the campus police and officers in small cities and towns need to be considered for raises and that adequate retirement is also an important need.

Prior to making his recommendation to the subcommittee, the Director of the Department of Game and Inland Fisheries, Mr. James Remington, pointed out that Virginia ranks forty-sixth out of the fifty states in regards to salaries of game wardens. He recommended that to eliminate all negative salary differentials all classes should receive a two-grade pay increase. He noted that, because they are special funded the Department could pay for the raises if such were approved by the General Assembly.

A board member with the Commission of Alcoholic Beverage Control, Mr. Younger Coggin, testified that the issue was of reclassification and that, because the Commission too is special funded, it could fund any salary increases recommended by the subcommittee.

Colonel Tucker with the Capitol Police pointed out the difficulties in competing with the surrounding Richmond metropolitan area for qualified personnel and emphasized the importance of a competitive salary for the Capitol Police.

Captain Hollingsworth, with the Virginia State Police's personnel office, briefly explained its new classification system but made no request for any pay increases.

Mr. John Garrett, with the Compensation Board, pointed out that additional information about sheriffs and deputies might be obtained from the Senate Committee on Finance and the House Committee on Appropriations, which are conducting a study of the Commonwealth's participation in funding constitutional officers.

At the close of the meeting, the subcommittee requested that its staff meet with the staffs from the appropriate state agencies to determine the fiscal impact of such recommendations. The subcommittee also requested that a comparison be made of the training and recruitment standards and the responsibilities of entry level officers in the six classes.

September 3, 1987 Meeting

At its September 3 meeting, the subcommittee was updated on the results of the survey conducted by the Sheriffs' Association of the localities regarding what they provide and do not provide for deputies, (Appendix D). The subcommittee expressed much concern over the fact that many sheriffs and deputies are required to provide their own automobiles and purchase much of their equipment and that a number of localities do not provide any health insurance coverage for them or even provide a means for obtaining such. It was pointed out that some localities do not furnish or provide a means for health insurance for their sheriffs, commissioners of revenue, treasurers, clerks, judges, etc. but that this matter is being examined by the Joint Subcommittee on the Compensation Board and State Support of Constitutional Officers.

The subcommittee reviewed the job comparison data prepared by the staff, which included training and recruitment standards and position descriptions (Appendix G), and was briefed by the Department of Personnel and Training on the classes of the six law enforcement groups under study. It was explained that all of the game warden classes were supported for at least a one-grade adjustment and that the classes above the Game Warden B could be supported for a two-grade adjustment. The salary data for ABC classes above the entry agent class also supported an adjustment. The costs of providing regrades to all six law enforcement classes which had been reviewed by DPT and the Department of Planning and Budget were then presented (See Appendix C). The estimate for providing two-step increases for all game wardens was \$406,572/year and for all ABC agents was \$350,236/year; however, it was pointed out that regrades for the Alcoholic Beverage Control agents and game wardens could be absorbed within the existing funds, yet continuation of the regrades for the game wardens would be contingent upon the enactment of increased fees for hunting and fishing licenses.

The subcommittee members were reminded that whatever they recommended might have a "ripple effect" on the other classes of law enforcement officers because many perform some of the same duties and have expressed concern over the study.

Regarding the salaries of deputies, and at the suggestion of Sheriff Donald L. Boswell from Henrico, an expanded survey was conducted and the results, which were updated to fiscal year 1988 levels, were reviewed by the subcommittee during the meeting. The new results showed that the salaries lagged behind average local police salaries 3.4% to 3.0% at the range minimum and maximum respectively, whereas the original survey revealed a lag of less than 2% at the range minimum and a fraction ahead at the range maximum (Appendix F). On a related matter, there was some concern among subcommittee members that deputies in rural areas must perform a number of duties ranging from law enforcement and jail operations to civil process. Therefore, it would be difficult to differentiate between deputies' functions regarding pay scales.

VI. Related Legislative Studies

During 1987, two other legislative studies related to compensation of law enforcement were conducted. The first was by a joint subcommittee established by item 70 of HB 1050 (1987), to study issues relevant to state support for constitutional officers and their employees and the composition of the Compensation Board. The study includes examining state support for salaries, benefits, operating expenses and the methods by which funds are distributed to each local office and is chaired by Senator Stanley C. Walker. This subcommittee held its initial meeting on August 7, 1987, and invited Crime Commission staff to present a summary of the scope of the law enforcement compensation study established by Senate Joint Resolution 174 to determine if any overlap of the areas under study existed. The Crime Commission study focused on a relative comparison of salaries and did not specifically address the issue of the degree of state support under consideration by the Joint Subcommittee on the Compensation Board and State Support of Constitutional Officers.

The second study was conducted by the Joint Legislative Audit and Review Commission in 1987 on the eligibility of Virginia's law enforcement officers for participation in SPORS, the State Police Officers Retirement System. This study was completed and its findings published prior to the Crime Commission undertaking its study. Therefore, while data was collected by Department of Personnel and Training research staff from other states regarding retirement benefits, this information was used solely as a resource and the issue of enhanced retirement was not re-addressed in light of the JLARC study.

VII. Conclusion

A summary of the report submitted by the Department of Personnel and Training at the request of the Commission appears in Appendix B. The full report examines in detail the salaries and benefits from data collected from neighboring states and local police for the groups of law enforcement officers under study and compares the data to Virginia's compensation for each as of July, 1987.

The subcommittee commends the Director, Dr. Chong M. Pak, and the staff of the Department of Personnel and Training for their excellent efforts and extraordinary spirit of cooperation and assistance. A special thanks is due Mr. Jerry L. Wilkinson, Director, Office of Compensation Management, and Mr. Robert B. Weaver Jr., State Classification and Compensation Analyst.

Since the study began, several intensive staff meetings involving Commission and DPT staff were held to analyze and evaluate the data collection process. The Commission was fortunate to have the following individuals also attend and lend their expertise at these meetings:

Ms. Terry Mapp Barrett, Research Associate, Legislative Services
Mr. William E. Echelberger, Senior Fiscal Analyst, Senate Finance
Mr. John McE. Garrett, Executive Secretary, State Compensation Board
Mr. James T. Roberts, Senior Fiscal Analyst, House Appropriations
Mr. Robert P. Schultze, Staff Director, House Appropriations

The subcommittee extends its sincere appreciation to these individuals and to all who testified before them for their kind and capable assistance. The subcommittee offers its recommendations only after a careful and thorough study of the information it received. It is believed that the recommendations are in the best interest of the Commonwealth and the subcommittee encourages their adoption.

APPENDIX A

Senate Joint Resolution 174

APPENDIX A
1987 SESSION

LD7289544

SENATE JOINT RESOLUTION NO. 174
AMENDMENT IN THE NATURE OF A SUBSTITUTE
(Proposed by the House Committee on Rules on
February 23, 1987)
(Patron Prior to Substitute—Senator Canada)

Requesting the Crime Commission to study the salaries of law-enforcement officers and other matters.

WHEREAS, it must be recognized that the cost of living differs from one geographic area to another but undoubtedly is constantly increasing; and

WHEREAS, state and local law-enforcement officers need to be adequately compensated for the invaluable services they provide to the citizens of the Commonwealth; and

WHEREAS, the current salaries of state police officers, special agents of the Alcoholic Beverage Control Commission, sheriffs and game wardens are inadequate to keep pace with the rising cost of living; now, therefore, be it

RESOLVED by the House of Delegates, the Senate concurring, That the Virginia State Crime Commission is requested to examine the salaries and other compensation paid to law-enforcement officers and compare their salaries to those paid to law-enforcement officers in other states. The Commission should also examine any standards that may exist for sheriff's car markings and uniforms and the desirability of uniformity in car markings and uniforms within the various types of law-enforcement officers.

The Commission shall complete its work prior to November 15, 1987 and submit its findings and recommendations to the General Assembly prior to the 1988 Session.

The direct costs of this study are estimated to be \$5,544 and such amount shall be allocated to the Virginia State Crime Commission from the general appropriation to the General Assembly.

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Official Use By Clerks	
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Date: _____	Date: _____
Clerk of the Senate	Clerk of the House of Delegates

APPENDIX B

**Department of Personnel and Training
Report to the Crime Commission**

Report to
The Virginia State
Crime Commission
Salaries and Benefits
paid to Law
Enforcement Officers



Department of
Personnel and Training
Office of Classification
and Compensation
Management Services
May, 1987

Executive Summary

The full document is available from the
Crime Commission or from the Department
of Personnel and Training.

EXECUTIVE SUMMARY

Salary data has been collected for six categories of law enforcement officers. Four groups of officers under the Virginia Personnel Act have been included: Game Wardens, Corrections Officers, State Police Troopers and ABC Regulatory Agents.

Capitol Police officers, whose salaries are administered by the Legislative Support Commission, are included. Finally, Sheriffs and Deputies are included. Sheriffs and Deputies are not employees of the Commonwealth, but their salaries are funded by the General Assembly and are administered by the Compensation Board.

Salary data was collected from eight states in the Southeast. Negative deviations of one salary grade or more were found for all of the Game Warden classes and for the ABC classes above the entry-level class. Salary range midpoint deviations found for the classes in the groups varied as follows:

<u>Class Group</u>	<u>Range of Deviations</u>
State Police Troopers	+ 2.18 % to - 4.51 %
Corrections Officers	- 1.42 % to - 4.99 %
Game Wardens	- 8.98 % to -20.66 %
ABC Regulatory Agents	- 0.86 % to -12.09 %
Capitol Police Officers	+25.83 % to +10.31 %

Data was also collected from local police departments for comparison with Sheriffs and Deputies.

Sheriffs' salaries, generally, are equivalent to the mid to upper part of police chief's ranges for cities of similar size. No sheriff is paid as much as the top of the police chief range, with deviations ranging from 4.5 percent to 14 percent.

The salary range for Deputies is comparable to those of city police officers. Deputies lag by about two percent at entry and lead by less than one percent at range maximum (See new data in Appendix F).

Benefits information was also gathered from other states. Data was found for all groups except Deputies and Sheriffs. There were variations among the states in benefits provided to the different types of officers. However, there was no indication of any prevalent trend among other states which placed Virginia at a competitive disadvantage.

Starting pay and turnover statistics were gathered to show whether there were problems attracting or retaining officers with existing salary ranges. The only significant indication of a problem was high turnover for the Corrections Officer A class. This is a trainee class and it is unlikely that the turnover from the class is related to salary.

VA. CLASSES RELATED TO MARKET JULY 1

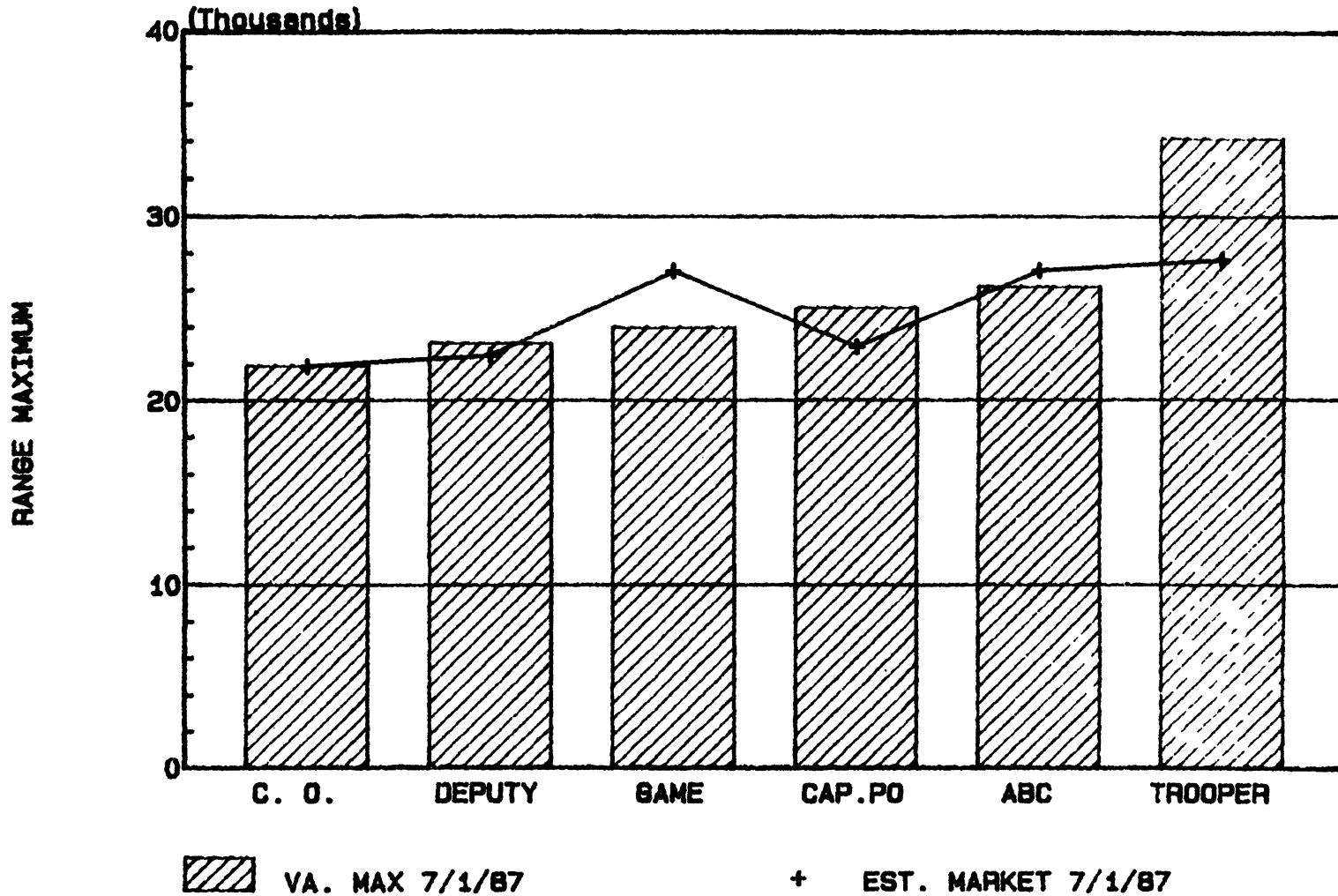


TABLE I
 RELATIONSHIP OF LAW ENFORCEMENT CLASSES
 DISTRIBUTION BY SALARY GRADE

	GRADE 6	GRADE 7	GRADE 8	GRADE 9	GRADE 10	GRADE 11	GRADE 12	GRADE 13	GRADE 14	GRADE 15
GAME WARDENS			WARDEN B	WARDEN C	ASST. SUPV.	SUPERVISOR		ASST. CHIEF	CHIEF	
ABC AGENTS				AGENT	ASST. SUPV.	SUPERVISOR		ASST. DIR.	DIRECTOR	
CORRECTIONS OFFICERS	OFFICER A	OFFICER B	SERGEANT	LIEUTENANT	CAPTAIN					
CAPITOL POLICE			OFFICER		CORPORAL	SERGEANT	LIEUTENANT	CAPTAIN		
DEPUTY SHERIFFS		DEPUTY								
STATE POLICE				TROOPER I	TROOPER II	SENIOR TROOPER	MASTER TROOPER	SERGEANT	1ST SGT.	LIEUTENANT

CLASSES SUPPORTED FOR ADJUSTMENT BY THE SALARY DATA

(One Grade Adjustment Equals 9.3%)

All of the Game Warden classes are supported for at least a one-grade adjustment. The classes above the Game Warden B could be supported for a two-grade adjustment.

Class	Deviation
Game Warden B	- 8.98 %
Game Warden C	- 15.36 %
Game Warden Assistant Supervisor	- 17.29 %
Game Warden Supervisor	- 19.27 %
Game Law Assistant Chief	- 15.48 %
Game Law Chief	- 20.66 %

The salary data for ABC classes supports all of the classes above the entry Agent class. The average deviation is about one grade for the classes listed below. The Agent class is within one percent of the average of other states; however, alignment with the other ABC classes as well as with the Game Warden B class make it a marginal candidate for adjustment.

Class	Deviation
ABC Regulatory Assistant Supervisor	- 7.16 %
ABC Regulatory Supervisor	- 12.09 %
ABC Regulatory Division Asst. Director	- 12.05 %
ABC Regulatory Division Director	- 7.53 %

Among other classes in the study, the State Police and Capitol Police classes are not behind the market. The Corrections Sergeant class is a marginal candidate for adjustment as it lags the market by - 4.99%, or about one-half of one grade. The other Corrections classes surveyed did not show support for an adjustment. If the Corrections Sergeant were adjusted, it would be necessary to also adjust the Lieutenant, Captain, and Security Chief.

Using local police force data, the deputy sheriffs lag by two to three percent. The data does not recognize the other functions of deputies. Alignment with Corrections Officers would not support an adjustment. Deputies are not on a State pay grade, so an adjustment of less than 9.3 % is possible.

APPENDIX C

Cost Documentation for Pay Grade Increase



COMMONWEALTH of VIRGINIA

Department of Personnel and Training

CHONG M. PAK
DIRECTOR

JAMES MONROE BUILDING
101 N. 4TH STREET
RICHMOND, VIRGINIA 23219
(804) 225-2131

September 2, 1987

Mr. Robert E. Colvin
Executive Director
Virginia State Crime Commission
P. O. Box 3-AG
Richmond, Virginia 23208

Dear Mr. Colvin:

As you requested, I sent our cost estimates for possible regrades for law enforcement classes to Mr. Paul Timmreck, Director of the Department of Planning and Budget, for his review. Mr. Timmreck has revised our estimates and we are in agreement with those revisions. The cost estimates are as follows:

<u>Classes</u>	<u>Increases to new range minimums only</u>	<u>One-step increases for all Incumbents</u>	<u>Two-step increases for all Incumbents</u>
Game Wardens	\$ 37,890	\$ 208,841	\$ 406,572
ABC Regulatory Agents	11,980	174,521	350,236
Corrections Officers	1,865,640	4,581,856	8,475,231
State Police	281,856	1,757,324	3,401,265
Capitol Police	9,111	93,813	189,438
Sheriffs and Deputies	1,362,000	4,781,000	9,752,000

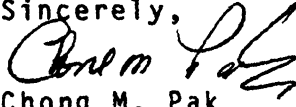
These are one-year cost estimates and they will be increased by any adjustment which is granted to all State employees on July 1, 1988. The figures include estimated benefit costs.

Mr. Timmreck reports that there are no funds available in Central Appropriations to provide regrades for the general fund agencies. Those agencies would not be able to absorb the required amounts from their current budgets. Mr. Timmreck has noted, and I also am aware, that enforcement officers of the Marine Resources Commission are very similar to Game Wardens and they also are paid from the general fund.

Mr. Robert E. Colvin
September 2, 1987
Page 2

Regrades for the two nongeneral funded agencies, ABC and Game and Inland Fisheries, could be absorbed within existing funds. However, continuation of the regrades for the Game Wardens would be contingent upon the enactment of increased fees for hunting and fishing licenses proposed for the coming session.

I hope that this will provide the information necessary for the Commission to complete its study. Please let me know if I may be of any further assistance.

Sincerely,

Chong M. Pak

cc: Mr. Paul Timmreck

The Honorable Carolyn J. Moss
Secretary of Administration

COMMONWEALTH of VIRGINIA

Department of Game and Inland Fisheries

100 BRAD STREET
RICHMOND, VA 23261

MEMORANDUM

TO: Dr. Chong M. Pak
FROM: James A. Remington
DATE: July 29, 1987
SUBJECT: Cost Estimates for Possible Regrades of the Game Warden Job Classes

As you requested, we reviewed the cost estimate for each regrade option as provided in your July 20, 1987 memorandum. Assuming a regrade of one pay grade for each class in the series and projecting costs based on game wardens employed as of July 1, 1987, the estimates prepared by your department appear correct. Our calculations show a slightly lower cost for each option. We attribute the difference to turnover which occurred after your estimates were prepared.

Because it is possible that we will hire as many as thirty-six new game wardens before July 1, 1988 (the presumed implementation date of any changes), the fiscal impact of these positions should be considered also. This adds \$70,828 to the cost of each regrade option, assuming a regrade of one pay grade.

The extent of the negative salary deviations reported for game wardens suggests a more conservative approach for determining regrade costs. For this reason we have calculated the cost of each option assuming a regrade of two pay grades for each class in the series. Under this assumption, the regrade costs for game wardens employed as of July 1, 1987 are as follows:

Increase to New Range Minimum Only	One-Step Increase All Incumbents	Two-Step Increase All Incumbents
\$87,380	\$221,719	\$436,720

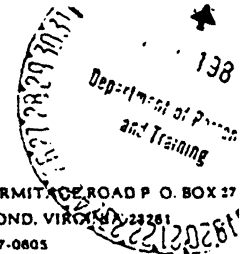
The addition of thirty-six new game wardens will add \$148,626 to the cost of each option.

For reasons far broader than the contemplated pay adjustment for law enforcement officers, this agency is requesting the General Assembly to increase hunting, fishing and related license fees next year. This proposed increase in game warden compensation has little or no bearing upon this request.

GLH/JAR/sp

AN EQUAL OPPORTUNITY EMPLOYER

COMMONWEALTH OF VIRGINIA



2901 HERMITAGE ROAD P. O. BOX 27
RICHMOND, VIRGINIA 23261
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ROBERT L. CARIAN
ROBERT L. WATSON

RECEIVED

August 6, 1987

AUG 10 1987

To: Dr. Chong M Pak
From: J. David Shobe, Jr.
Subject: Cost Estimates for Possible Regrades
for Law Enforcement Classes

VIRGINIA STATE CRIME COMMISSION

We have received the cost estimates associated with possible regrades of this department's law enforcement personnel and believe that they are somewhat understated but usable.

The first alternative's, i.e. Increase to New Range Minimum Only, estimated cost of \$9,800 would have an immaterial financial impact on this agency and could be absorbed. The second and third alternatives involving a one-step and two-step increase to all incumbents would require additional appropriations equal to the estimated costs of these increases, i.e. \$206,400 or \$404,300. We anticipate that the department's license fees will cover the cost of these regrade expenses.

JDSJr./mrp

APPENDIX D

Sheriffs' Benefits Survey



APPENDIX D

Virginia State Sheriffs' Association
9413 HULL STREET ROAD - SUITE D • RICHMOND, VIRGINIA 23236
(804) 745-3720

President
E. Stuart Kitchen
Immediate Past President
Robert E. Peters
First Vice President
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Second Vice President
Earl D. Sasser
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Region V
Lynn Armentrout

Region VI
John Isom

Region VII
Ron Crockett

Region VIII
F. W. Howard

Region IX
Vernie Francis

Region X
John Newhart

Executive Director
John W. Jones

August 17, 1987


Mr. Robert Colvin, Exec. Director
VA State Crime Commission
PO Box 3-AG
Richmond, VA 23208

Dear Bob:

Attached is a summary and a copy of the questions for your review of the compensation survey. It is most interesting to note that in four counties and one city, the deputies still provide their own automobiles. In twenty-nine offices, deputies provide their own weapons, in seventeen offices, deputies provide their own shoes and a small number of offices indicated the deputies had to provide their own rain gear, flashlights, leather, badges, handcuffs and cameras. Seventy-six localities do not supplement the salaries of sheriffs or deputies. Deputies and sheriffs do not receive a meal allowance in eighty-five localities.

The survey was well responded to with one hundred and two surveys being returned (a 81% response). I will be in touch with you to answer further questions or will be happy to present this to Delegate Ball's subcommittee.

Sincerely,


John W. Jones,
Executive Director

JWJ:jdr
Enclosures

V.S.S.A. COMPENSATION SURVEY SUMMARY

102 surveys were received from the 125 mailed or 81% response.

1. Does your county or city pay for employee share of VSRS retirement?

48 yes 52 no

2. Does your city or county provide autos for the sheriff and deputies to carry out requirements of the office?

97 yes 5 no (The 4 counties of Craig, Buchanan, Highland and Dickenson and the City of Norton were "no.")

3. If the sheriff and deputies are required to provide own autos, how much are they reimbursed?

Deputies are reimbursed mileage ranging from 20¢ per mile for the first 15,000 miles and 11¢ thereafter; to 25¢ per mile.

4. List other equipment that sheriffs and deputies are required to provide to carry out requirements of their office.

29 offices -- sheriffs & deputies provided their own weapons;

17 offices -- sheriffs & deputies provided their own shoes;

10 offices -- sheriffs & deputies provided their own uniforms;

5 to 10 offices -- sheriffs & deputies provided their own equipment including foul weather gear, flashlights, badges, holsters, belts and handcuffs and cameras.

5. Does your county or city supplement the salaries of the sheriffs or deputies?

26 yes 76 no

6. Does your city or county provide a meal allowance?

17 yes 85 no

APPENDIX E

State Salary Scale 7/1/87

APPENDIX E
COMMONWEALTH SALARY STRUCTURE
Effective July 1, 1987

Grade	Steps								Midpoint
	1	2	3	4	5	6	7	8	
<u>1</u>	<u>9,389</u>	<u>9,817</u>	<u>10,260</u>	<u>10,729</u>	<u>11,216</u>	<u>11,727</u>	<u>12,270</u>	<u>12,828</u>	11,109
<u>2</u>	<u>10,260</u>	<u>10,729</u>	<u>11,216</u>	<u>11,727</u>	<u>12,270</u>	<u>12,828</u>	<u>13,412</u>	<u>14,026</u>	12,143
<u>3</u>	<u>11,216</u>	<u>11,727</u>	<u>12,270</u>	<u>12,828</u>	<u>13,412</u>	<u>14,026</u>	<u>14,655</u>	<u>15,323</u>	13,270
<u>4</u>	<u>12,270</u>	<u>12,828</u>	<u>13,412</u>	<u>14,026</u>	<u>14,655</u>	<u>15,323</u>	<u>16,025</u>	<u>16,752</u>	14,511
<u>5</u>	<u>13,412</u>	<u>14,026</u>	<u>14,655</u>	<u>15,323</u>	<u>16,025</u>	<u>16,752</u>	<u>17,521</u>	<u>18,321</u>	15,867
<u>6</u>	<u>14,655</u>	<u>15,323</u>	<u>16,025</u>	<u>16,752</u>	<u>17,521</u>	<u>18,321</u>	<u>19,147</u>	<u>20,019</u>	17,337
<u>7</u>	<u>16,025</u>	<u>16,752</u>	<u>17,521</u>	<u>18,321</u>	<u>19,147</u>	<u>20,019</u>	<u>20,933</u>	<u>21,889</u>	18,957
<u>8</u>	<u>17,521</u>	<u>18,321</u>	<u>19,147</u>	<u>20,019</u>	<u>20,933</u>	<u>21,889</u>	<u>22,887</u>	<u>23,929</u>	20,725
<u>9</u>	<u>19,147</u>	<u>20,019</u>	<u>20,933</u>	<u>21,889</u>	<u>22,887</u>	<u>23,929</u>	<u>25,027</u>	<u>26,169</u>	22,658
<u>10</u>	<u>20,933</u>	<u>21,889</u>	<u>22,887</u>	<u>23,929</u>	<u>25,027</u>	<u>26,169</u>	<u>27,353</u>	<u>28,594</u>	24,764
<u>11</u>	<u>22,887</u>	<u>23,929</u>	<u>25,027</u>	<u>26,169</u>	<u>27,353</u>	<u>28,594</u>	<u>29,906</u>	<u>31,261</u>	27,074
<u>12</u>	<u>25,027</u>	<u>26,169</u>	<u>27,353</u>	<u>28,594</u>	<u>29,906</u>	<u>31,261</u>	<u>32,689</u>	<u>34,172</u>	29,600
<u>13</u>	<u>27,353</u>	<u>28,594</u>	<u>29,906</u>	<u>31,261</u>	<u>32,689</u>	<u>34,172</u>	<u>35,742</u>	<u>37,370</u>	32,362
<u>14</u>	<u>29,906</u>	<u>31,261</u>	<u>32,689</u>	<u>34,172</u>	<u>35,742</u>	<u>37,370</u>	<u>39,067</u>	<u>40,850</u>	35,378
<u>15</u>	<u>32,689</u>	<u>34,172</u>	<u>35,742</u>	<u>37,370</u>	<u>39,067</u>	<u>40,850</u>	<u>42,705</u>	<u>44,646</u>	38,668
<u>16</u>	<u>35,742</u>	<u>37,370</u>	<u>39,067</u>	<u>40,850</u>	<u>42,705</u>	<u>44,646</u>	<u>46,686</u>	<u>48,812</u>	42,277
<u>17</u>	<u>39,067</u>	<u>40,850</u>	<u>42,705</u>	<u>44,646</u>	<u>46,686</u>	<u>48,812</u>	<u>51,038</u>	<u>53,363</u>	46,215
<u>18</u>	<u>42,705</u>	<u>44,646</u>	<u>46,686</u>	<u>48,812</u>	<u>51,038</u>	<u>53,363</u>	<u>55,789</u>	<u>58,343</u>	50,524
<u>19</u>	<u>46,686</u>	<u>48,812</u>	<u>51,038</u>	<u>53,363</u>	<u>55,789</u>	<u>58,343</u>	<u>60,998</u>	<u>63,780</u>	55,233
<u>20</u>	<u>51,038</u>	<u>53,363</u>	<u>55,789</u>	<u>58,343</u>	<u>60,998</u>	<u>63,780</u>	<u>66,676</u>	<u>69,714</u>	60,376
<u>21</u>	<u>55,789</u>	<u>58,343</u>	<u>60,998</u>	<u>63,780</u>	<u>66,676</u>	<u>69,714</u>	<u>72,898</u>	<u>76,206</u>	65,998
<u>22</u>	<u>60,998</u>	<u>63,780</u>	<u>66,676</u>	<u>69,714</u>	<u>72,898</u>	<u>76,206</u>	<u>79,688</u>	<u>83,313</u>	72,156
<u>23</u>	<u>66,676</u>	<u>69,714</u>	<u>72,898</u>	<u>76,206</u>	<u>79,688</u>	<u>83,313</u>	<u>87,109</u>	<u>91,075</u>	78,876

APPENDIX F

Expanded Survey of Deputy Sheriffs' Salaries

**SURVEY OF SALARIES PAID TO DEPUTY SHERIFFS
IN NEIGHBORING STATES**

DATA WAS COLLECTED FROM SHERIFFS' OFFICES IN THE STATES OF MARYLAND, WEST VIRGINIA, AND NORTH CAROLINA TO COMPARE WITH THE RANGE OF VIRGINIA DEPUTIES. THE DATA SHOWN REPRESENTS THE RANGE MIDPOINT OR ACTUAL SALARY BEING PAID TO DEPUTIES INVOLVED IN LAW ENFORCEMENT.

ADDITIONAL DATA SHOWED THAT WHERE SEPARATE RANGES WERE ESTABLISHED FOR JAILERS, PROCESS SERVERS, OR COURTROOM SECURITY OFFICERS, THEY WERE SOMEWHAT LOWER THAN THE RANGE FOR LAW ENFORCEMENT.

LAW ENFORCEMENT DEPUTIES

STATE	NO. OF COUNTIES	SALARY AVERAGE	VIRGINIA'S DEVIATION
MARYLAND	24	\$19,940	- 1.6 %
NORTH CAROLINA	95	\$16,366	+ 19.9 %
WEST VIRGINIA	47	\$14,298	+ 37.3 %
AVERAGE		\$16,868	+ 16.4 %

THE DATA SHOWS THAT VIRGINIA'S RANGE MIDPOINT IS 16.4 % ABOVE THE AVERAGE RANGE MIDPOINT FOR THE OTHER THREE STATES.

Virginia's range midpoint is \$19,630.

SOURCE: Department of Personnel and Training and Crime Commission Staff Research.

APPENDIX F

Virginia State Crime Commission

EXPANDED SURVEY OF POLICE OFFICER SALARIES IN VIRGINIA LOCALITIES
 May, 1987 Figures

	Policer Officer Salary Range	
Albermarle County	\$17,052	\$24,094
*Bristol	13,490	19,034
*Buena Vista	14,173	18,652
*Charlottesville	18,912	25,584
Chesapeake	17,628	26,823
Chesterfield County	18,267	26,784
Clifton Forge	10,400	16,000
*Colonial Heights	16,021	22,542
*Covington	15,141	20,254
Danville	15,960	23,940
Emporia	12,771	20,800
*Fredericksburg	16,204	25,649
*Hampton	15,647	25,034
Henrico County	19,528	32,706
*Hopewell	15,787	25,706
*Lexington	15,220	19,445
*Lynchburg	14,806	18,980
Martinsville	17,228	24,991
Newport News	16,850	27,295
*Norfolk	17,676	22,176
*Norton	12,432	16,631
Petersburg	15,576	19,891
*Portsmouth	16,702	22,464
Radford	15,183	19,362
*Richmond	18,590	26,286
*Roanoke	17,350	25,172
Salem	16,182	23,899
*South Boston	15,204	19,656
*Staunton	14,590	19,915
*Suffolk	16,226	21,198
Virginia Beach	19,020	26,907
*Waynesboro	14,810	22,800
Williamsburg	15,132	open
Winchester	<u>14,776</u>	<u>21,694</u>
	540,534.00	752,364.00
	Divided by 34	33
Average Salary	15,898.00	22,799.00
1987 Deputy Salary ending June 30, 1987	15,462	22,086
Deviation	-2.8%	-3.2%

* = included in original survey, by staff

Virginia State Crime Commission

FY 88 Salary Range Comparison

Entry level Salary Range	<u>Minimum</u>	<u>Maximum</u>
FY 87 local police average salary	15,898	22,799
Average % increase to FY 88	5.20%	4.32%
FY 88 estimated local police average salary	16,725	23,784
FY 88 deputy sheriff salary scale	16,167	23,093
Deviation	-3.4	-3.0

APPENDIX G

Job Comparison Data

APPENDIX G

Job Requirements Comparison Data

At the June 30, 1987 public hearing and meeting of the Law Enforcement Compensation Study (SJR 174), the subcommittee requested a brief comparison of entry level positions of the six law enforcement classes under consideration by them. These classes include the State Police, Game Wardens, ABC Regulatory Agents, Capitol Police, Corrections Officers, and Deputy Sheriffs. Staff has developed a comparison of these classes based on recruitment standards, training standards, and position descriptions.

The comparison of tasks performed were taken directly from job descriptions and other information provided by the respective departments. Training and recruitment standards were compiled from information provided by the Joint Legislative Audit and Review Commission regarding State Police, ABC, and Game Wardens, and the remainder of the data is from the Department of Criminal Justice Services. This data was distributed to each affected agency (or association) for review and comment. The written responses from these agencies were included in the study.

Section 15.1-131.8 establishes minimum qualifications standards for the chief of police, and all police officers of any county, city, or town and all deputy sheriffs in Virginia. Subsequent to July 1, 1982 such officers have been required to 1) be a citizen of the United States, 2) be required to undergo a background investigation, 3) have a high school education or have passed the General Educational Development exam, 4) possess a valid Virginia driver's license if required by the duties of office to operate a motor vehicle, and 5) undergo a complete physical examination. (Paragraph "B" of this section authorized DCJS to waive these requirements for qualification for good cause shown). The following pages document the analysis of the six classes.

TRAINING STANDARDS BY LAW ENFORCEMENT GROUP

<u>LAW ENFORCEMENT GROUP</u>	<u>TRAINING STANDARDS</u>			
	<u>Field Training</u>	<u>Academy Training</u>	<u>In-Service Training</u>	<u>Firearms Qualifications</u>
Department of State Police	2 months	20 weeks	every two years	twice a year
Commission of Game & Inland Fisheries	2 weeks	14 weeks	every year	twice a year
Department of Alcoholic Beverage Control	up to 6 weeks	13 weeks	every two years	once a year
Division of Capitol Police	60 hours	10 weeks	every two years	thrice a year
Corrections Officer	88 hours	113 hours	24 hours every two years	every two years
Sheriffs: Law Enforcement	60 hours	315 hours	40 hours every other calendar year	annually
Jailers	*None*	130 hours & Firearms	24 hours every other calendar year	annually
Courthouse & Courtroom Security)*None*	112 hours & Firearms	None	None
Deputy Sheriffs Designated To Serve Process) "	"	"	"

* None required by the Department of Criminal Justice Services, however individual Departments may require field training.

State Police

Promotes safety/security
Patrols
Investigates
Assists individuals/agencies
Prepares records/keeps records
Offers court testimony
Provides security for disasters/emergencies
Operates undercover
Arrest powers
Implements public relations/citizen education
Transports officials
Directs/controls traffic
Applies first aid
Implements crime prevention

ABC Regulatory Agencies

Promotes safety and security
Investigates
Assists individuals/agencies
Prepares reports/keeps records
Offers court testimony
Operates undercover
Has arrest powers
Implements public relations/citizen education
Applies first aid
Implements crime prevention

Game Warden B

Promotes safety and security
Patrols
Investigates
Assists individuals/agencies
Prepares reports/keeps records
Offers court testimony
Operates undercover
Has arrest powers
Implements public relations/citizen education
Applies first aid
Implements crime prevention
Provides security for disasters/emergencies
Control and direct boat traffic
Transport officials

Capitol Police

Promotes safety and security
Patrols
Investigates
Assists individuals/agencies
Prepares reports/keeps records
Offers court testimony
Provides security for disasters/emergencies
Has arrest powers

Implements public relations/citizen education
Transports officials
Directs/controls traffic
Applies first aid
Implements crime prevention

Correctional Officers

Promotes safety and security
Assists individuals/agencies
Prepares reports/keeps records
Offers court testimony
Provides security for disasters/emergencies
Has arrest powers
Transports inmates
Applies first aid
Supervises inmates

Deputy Sheriffs

Correctional/Jailers

Promotes safety and security
Assists individuals/agencies
Prepares reports/keeps records
Offers court testimony
Provides security for disasters/emergencies
Has arrest powers
Knowledge of security procedures
Supervises inmates
Transports inmates

Law Enforcement Officers

Promotes safety and security
Patrols
Investigates
Assists individuals/agencies
Prepares reports/keeps records
Offers court testimony
Provides security for disasters/emergencies
Operates undercover
Has arrest powers
Implements public relations/citizen education
Transports officials
Transports inmates
Directs/controls traffic
Applies first aid
Implements crime prevention
Supervises inmates
Knowledge security procedures

