

Report of the Virginia State Police Salary Review Workgroup



October 2021

To: The Honorable Ralph S. Northam, Governor of Virginia
 The Honorable Janet D. Howell, Chair, Senate Finance and Appropriations Committee
 The Honorable Luke E. Torian, Chair, House Appropriations Committee
 The Honorable Brian J. Moran, Secretary of Public Safety and Homeland Security
 Mr. Daniel S. Timberlake, Director, Department of Planning and Budget

The attached report of the Virginia State Police Salary Review Workgroup is submitted pursuant to direction from Special Session II of the 2021 General Assembly. Consistent with the language directing the workgroup, the workgroup convened on multiple occasions from late August until early October. The workgroup report fulfills the language’s direction to develop a plan to address the Department’s recruiting and retention challenges.

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Executive Summary

- At the conclusion of FY21, VSP had 330 vacancies and 27% of frontline operational positions were vacant. VSP’s increasing vacancy rate is due to (i) fewer trooper applicants and (ii) more sworn employees at various levels choosing to leave VSP.
- The substantial vacancies are placing additional burdens on the remaining workforce. Staff overtime has increased and perceived morale problems and “burnout” are becoming more widespread.
- VSP strongly desires to improve the diversity of its applicant pool and the entire workforce.
- Over time, a variety of issues have led to salary compression affecting many employees to varying degrees. The most severe salary compression has led to more than 10% of staff earning a higher salary than their supervisors.
- Fewer experienced staff are applying for promotions, partly because VSP’s current promotional structure unintentionally incentivizes delaying promotion until after locking in the longevity-based pay increase for progressing to senior trooper.
- The number of trooper applicants with college degrees is declining relative to the existing workforce. This is particularly concerning because it runs counter to the criminal justice reform movement’s call for greater professionalism in law enforcement.
- VSP is keenly aware that an increase in appropriations alone will not fully address its recruiting, morale, and retention challenges. However, it believes that one-time bonuses and salary increases will mitigate (and hopefully substantially reduce) the barrier that current salaries present to current and prospective employees.
- The workgroup has identified several recommended actions, each designed to address specific recruiting, staff morale, and retention challenges. These actions, and the challenges they are intended to address, are summarized in Figure 1 below.

Figure 1: Expected Impact of Targeted Compensation Actions:

	Increasing vacant staff positions	Declining number & quality of applicants	Lack of applicant diversity	Increasing difficulty retaining existing staff	Salary compression	Declining staff morale	Insufficient interest in supervisory promotions
Increase starting salary	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	
Leverage increased salary to further increase in diversity of applicant pool			<input checked="" type="checkbox"/>				
Targeted salary increases based on salary compression	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Provide annual & career progression salary increases via pay scale step plan	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Financial incentive for college degree		<input checked="" type="checkbox"/>					
One-time bonuses	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>			

- As Figure 1 indicates, no single action or subset of actions is sufficient to address VSP's challenges identified in this report. The workgroup therefore recommends implementation of all of the recommended compensation actions jointly, as a comprehensive plan to respond to VSP's sworn recruitment and retention problems.
- The total cost to implement these recommendations is \$24.3M, with more than 90% of the funding directed at increasing the starting salary for troopers and addressing pay compression among experienced employees.
- As a near term measure to respond to VSP's sworn recruitment and retention challenges, the workgroup recommends allocating the \$20M General Assembly appropriation for bonuses as follows: (i) \$10.3M to provide one-time bonuses of \$5,000 to each sworn employee in November 2021; (ii) \$900,000 in \$5,000 to recruitment bonuses to new trooper recruits who become employed during FY22 and in moving expense reimbursements to troopers who graduate the basic school in FY22; (iii) retention and compression bonuses totaling \$8.8M to be paid to sworn employees in May 2022.
- The workgroup also recommends that VSP evaluate the effectiveness of these actions over time and work with DHRM to review its job classification structure.

I. Commonwealth commitment to addressing VSP salary issues and formation of workgroup

Recognizing the challenges presented by the precipitous decline in trooper applications and increasing departures of experienced sworn employees, the Governor and General Assembly promulgated a two-part strategy to restore VSP's operational capacity. First, the 2021 Special Session II budget appropriated \$20M in recruitment, retention, and compression bonuses for sworn personnel so that VSP could offer incentives to bridge the gap until permanent salary adjustments can be made in FY23. The budget also expressed the intention of committing an additional \$20M (understood as an approximate earmark) to provide permanent salary increases for VSP's sworn personnel. The budget directed that a workgroup develop a compensation plan to address barriers to VSP's ability to recruit and retain qualified and diverse law enforcement personnel.

II. Workgroup activities

The Virginia State Police convened this workgroup as directed, consisting of staff from VSP, DHRM, and JLARC. The workgroup met weekly from late August through early October 2021. Prior to the workgroup, VSP had been working on their own research, analysis and recommendations for DHRM and JLARC to review and consult. Between workgroup meetings the workgroup participants conducted additional research, analysis, and held discussions to inform the workgroup deliberations.

VSP, DHRM (described in Appendix F), and JLARC each have their own internal policies, procedures, and methodologies that guide their organizational reporting processes. Because this report represents a collaborative effort of all workgroup participants, no single organizational

approach was adopted. Instead, the workgroup employed an approach in which all participants contributed to the final product.

The workgroup had a relatively short period of time within which to assess VSP's problems and identify actions to address them. The workgroup is confident in its assessment and proposed actions, but lacked certain research which would have been conducted under a longer term effort (e.g. employee interviews, survey of all VSP staff, real time exit surveys, spans and layers analysis of supervisory structure). The workgroup has, therefore, recommended that VSP evaluate the effectiveness of the proposed workgroup actions in FY 24 and refine its approach as needed over time.

III. VSP compensation challenges

At the conclusion of FY21, VSP had 330 vacancies. Because vacancies at higher ranks are filled through promotion as they arise, the impact of these vacancies is felt disproportionately at the front lines, where approximately 27% of positions were vacant. As recently as FY16, this vacancy rate was 12%. The additional vacancies have begun to hinder VSP's ability to effectively conduct core functions and are also placing greater demands on the remaining smaller sworn workforce. Slower turnaround times and work backlogs are not options for an emergency response agency. As a result, VSP leadership has demanded that its employees work harder and longer to compensate for staff shortages. This has resulted in over \$22M in excess mandatory overtime costs in the last four years alone, and trends are worsening.¹ Demanding so much of a smaller workforce also contributes to more turnover and concerns about the overall wellness of employees who are not afforded sufficient time to decompress from the stressful and traumatic events that they routinely face.

Challenge: Sworn employee recruitment

Approximately 53% of this dramatic increase in VSP's sworn vacancy rate is attributable to the inability to hire a sufficient number of trooper applicants. VSP can train 180 new troopers per year, but over the last five years, they have only filled 75% of their training academy seats because of recruiting challenges. Significantly, VSP has not had the luxury of selectivity in its hiring choices: It has hired every minimally qualified applicant over this period. However, VSP cannot hire those who never apply. This same five-year period has seen a 40% reduction in the number of trooper applicants to VSP, and—worse yet—a doubling of the percentage of applicants who ultimately do not select VSP for their careers.²

As applicant interest has waned, so has the quality of the applicant pool, as measured by the percentage of applicants who are able to meet the Department of Criminal Justice Services training objectives for law enforcement officers and graduate the state police training academy. Historically,

¹ In FY17, VSP incurred \$4.8M in mandatory overtime, which it considers to be an approximate baseline figure necessary for emergency operations. By FY19, mandatory overtime costs had risen to \$12.2M (an increase of 155%). These figures have remained high even despite the temporary reduction in enforcement activity during the "lockdown" phases of the COVID-19 pandemic.

² As recently as 2015, trooper applicants to VSP ultimately chose the Department for their career 33% of the time. By 2019, that percentage had dropped to 16%.

80% of newly-hired troopers successfully completed the training academy and chose to remain at VSP. However, during the most recent ten academies, only about 70% have completed their initial training (Appendix C).

Challenge: Sworn employee diversity

VSP's sworn workforce is currently 20% minority (non-white male), which is substantially below minority representation in Virginia's population (Appendix D). VSP recognizes this disparity, and is committed to achieving greater diversity. Over the past five years, VSP has made modest gains in this regard, averaging 26% minority representation among newly-hired troopers. Nevertheless, these figures remain disproportionately low despite VSP's targeted minority recruitment efforts, which are described in Appendix D.

One factor affecting VSP's ability to hire a more diverse workforce is that applicant interest is even lower among minorities than non-minorities. Minorities apply to VSP at rates disproportionately lower than their percentage of the population, and those who do apply are more likely to decide not to become troopers. VSP hiring officials acknowledge that there are many factors contributing to this disparity, but starting salary for new troopers is believed to play a significant role. VSP's current starting salary of \$47,833 is much more competitive in the rural areas of the state that are up to 93% white. In contrast, this salary may be less competitive in the urban and suburban parts of the state that are more diverse. This challenge impacts VSP in all aspects of its mission: A lack of diversity within the applicant pool leads to fewer diverse troopers, which, in turn, means a less diverse cadre of future department leaders to draw from when making promotions. Further, because Virginians justifiably expect their police to reflect the shared values and diversity of their communities, a less diverse VSP may tend to erode the trust that VSP depends on from the people it strives to protect.

Challenge: Sworn employee retention

VSP has experienced a 39% increase in turnover of existing sworn employees in the past five years. This surge is responsible for almost half³ of VSP's vacancies. At 7.7%, VSP's turnover rate is substantially below the state average, but it is nonetheless highly problematic for an agency that spends almost \$120,000 and devotes more than six months to an intensive residential basic training program for each new trooper it hires.⁴ As tenured sworn employees resign, VSP must begin the recruitment and pre-employment process, with its considerable costs, again. While the VSP training academy makes every effort to train its new troopers according to the highest standards of professionalism, the increased turnover inevitably substitutes the mature judgment of seasoned troopers with the inexperience of new, entry-level troopers—a cycle that increases the risk of negative outcomes during troopers' interactions with the public.

VSP believes that much of this recent increase in turnover among experienced employees is due to pay compression within the sworn ranks and the employee morale problems it causes. While

³ Forty-three percent of the increase in VSP vacancies over the past five years stem from excess turnover. The remaining fifty-seven percent is attributable to recruitment challenges.

⁴ Sworn turnover at VSP is also unusual for state agencies in that troopers occupy a professional niche that is not widely available in other state agencies. As a result, whereas the Commonwealth can benefit from turnover when an employee promotes within another executive branch agency, at VSP those employees typically leave state government entirely.

employee exit survey data is scant and unreliable because of the voluntary nature of that process, frustrations over compensation, particularly from employees who suffer from severe pay compression, are among the most commonly discussed complaints heard by VSP leadership. Over the past several years, VSP leadership has observed that as employees have grown increasingly frustrated by pay inequities within their ranks, it has become difficult to sustain their commitment to excellence in “the little things.” These leaders are concerned that as growing frustrations cause attention to the small details of professionalism to wane, more problematic professional lapses will occur.

Though it is difficult to quantifiably prove salary compression’s role in employee turnover, there is substantial quantifiable evidence that salary compression exists. The salaries of two sworn employees of the same rank and years of service differ by as much as 37%. More than 10% of subordinates earn more than their supervisors, and 40 of VSP’s highest paid employees are frontline workers who are as many as six ranks below some lower-paid executives.

Salary compression is most substantial at the higher ranks. A major driver of this compression is that high performing employees who advance through the ranks quickly necessarily miss some of the career progression raises that are only available to troopers and special agents after lengthy tenures. These high performing employees usually advance one full rank at a time, which results in missing a 10% raise for the “intermediate” promotions between the Bureau of Field Operations and the Bureau of Criminal Investigation.⁵ As a result, it is common for some high-ranking sworn employees to have missed two 10% pay increases because their high potential caused them to be promoted quickly. In contrast, the average percentage of pay compression within the trooper ranks is smaller.

Figure 2, below, shows the average pay compression percentage at each rank when measured by the workgroup’s proposed step pay scale’s decompression formula, which assigns a value of 1.4% for every year of service and consistent pay sub-band separations of 10%⁶ at each rank.

⁵ For instance, a typical pathway for a “fast track” first sergeant is trooper -> sergeant -> first sergeant; or trooper -> special agent -> first sergeant. However, troopers may choose to first take the intermediate promotions to special agent and/or sergeant (trooper -> special agent -> sergeant -> first sergeant) and receive an extra 10%.

⁶ With the exception of trooper II, which is a 9% increase over trooper I. This slight difference is a result of the workgroup’s effort to increase starting trooper salary as high as possible while staying generally within the budgetary framework. Moving this extra one-percent to starting pay is likely to positively impact recruitment without having a negative effect on retention.

Figure 2: Average Pay Compression by Rank

Trooper I	1.8%
Trooper II	0.9%
Senior Trooper	0.4%
Master Trooper	0.0%
Special Agent	4.7%
Senior Agent	0.0%
Sergeant	9.6%
First Sergeant	11.5%
Lieutenant	10.7%
Captain	10.6%
Major	18.4%
Lieutenant Colonel	4.0%

Significantly, Figure 2 depicts *average* pay compression at each rank. Nearly 100 troopers are compressed by more than 3.6% (more than \$2,200 annually). Even small percentage pay inequities such as this represent a significant blow to morale for employees who are performing the same work and have the same level of experience as their more highly compensated peers.

As noted above, most pay compression occurs within the supervisory ranks, because some sworn employees with the greatest degree of supervisory, managerial, and executive potential often get promoted prior to some career progression opportunities. VSP's need to retain these employees is every bit as great—if not greater—than for frontline troopers because:

- turnover within the supervisory ranks eventually cascades down to the trooper ranks because vacancies are created as employees are promoted into the higher-level positions.
- the experience of employees at supervisory and management levels can be harder to replace, causing VSP to lose significant institutional knowledge and aptitude for strategic thinking.

For example, since August of 2019, VSP has lost five of its six majors (an executive-level rank at pay band seven). All five left for other career opportunities and several cited pay as a reason for their early departures. Their decisions to pursue the rest of their careers elsewhere was a significant loss to VSP.

As Figure 2 indicates, the newly-promoted majors who replaced them now represent, on average, the most compressed rank at VSP. This is because their rapid promotions throughout their careers caused them to bypass some career progression steps that are available to employees who advance more slowly, often to less senior ranks. Avoiding similar retention problems in the future is a priority for VSP because rapid attrition in leadership results in increasing scarcity of well-qualified applicants to fill those positions.

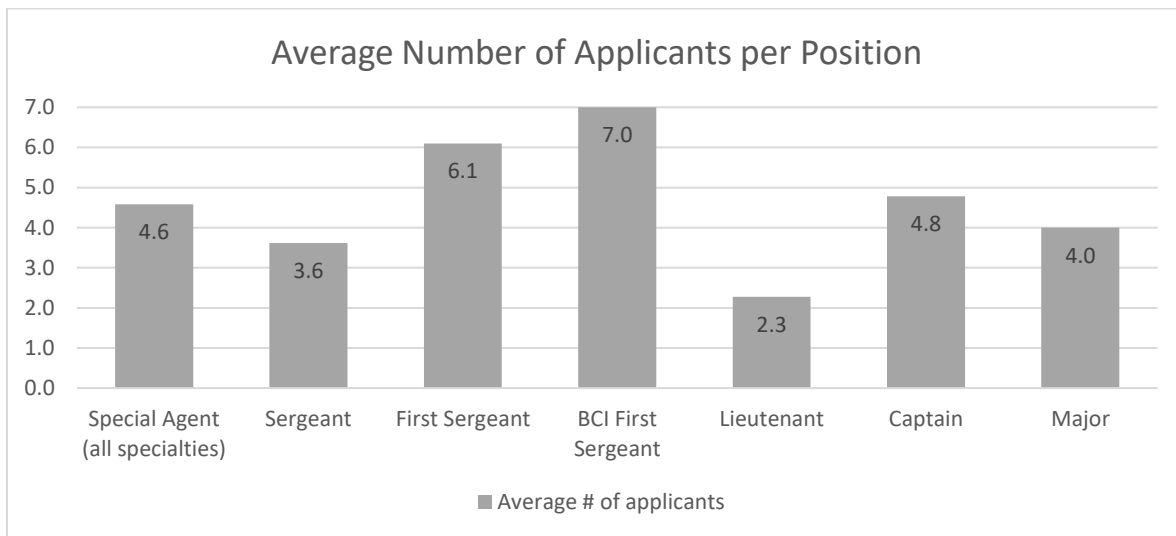
Challenge: Insufficient interest in promotion from diverse and well qualified employees

Taking a promotion into supervisory ranks within VSP can be a much more significant transition than in a traditional civilian role. Troopers and special agents who become sergeants take on desk-bound administrative and supervisory roles—very different jobs from what troopers do out in the field. In many cases the opportunity to earn overtime is diminished and is virtually nonexistent

beyond the rank of lieutenant. Every new promotion comes with major new responsibilities, and VSP must be able to compensate its sworn employees adequately for these roles.

Currently, VSP's promotional process consists of interviewing the five candidates ranked highest on the promotional list based on an aptitude test, leadership evaluation, education, and experience. The process is designed so that many more than five candidates can apply, but only the top five will receive an interview. However, in 2020, most open positions failed to receive even the minimum five candidates on average for promotional consideration. Promotions to lieutenant and sergeant, in particular, have been particularly unattractive with only two or three applicants on average.

Figure 3: Average Number of Applicants for Promotion, by Rank.



The dearth of applicants for promotion has negative impacts on quality and diversity within the supervisory and management ranks. This is most consequential at the rank of sergeant, which is held by the first-line supervisors who are responsible for the day-to-day leadership that enforces VSP's high standards and ensures the safe and efficient management of daily operations.

Challenge: Decreasing educational attainment among trooper applicants

Not only have the number of trooper applicants declined in recent years, but the percentage of applicants with college degrees is less than the current VSP workforce.⁷ This is a troubling trend because it runs counter to the criminal justice reform movement's call for greater professionalism in law enforcement. Research⁸ suggests that college-educated officers save departments money, even when paid more, and are more professional law enforcement officers because they:

⁷ Fifty-three percent of VSP's current sworn workforce has a college degree; whereas, only 39% of applicants from calendar years 2017-2019 have degrees. Only 31% of applicants in 2021 have college degrees. 2020 data is unavailable because a system conversion resulted in this data not being tracked that year.

⁸Christie Gardiner, Ph.D., *Policing around the Nation: Education, Philosophy, and Practice*, National Police Foundation, September 2017, <https://www.policefoundation.org/publication/policing-around-the-nation-education-philosophy-and-practice/> (accessed December 13, 2020). Note, in this study "college-educated" referred to a four-year degree. However,

- Take fewer sick days, have fewer on-the-job injuries and accidents, and are sued less often.
- Are more innovative, more reliable, more committed to the agency, more likely to take on leadership roles within the department, and more likely to be promoted.
- Are better writers, which results in better investigations, fewer evidentiary constitutional challenges, fewer false confessions or wrongful convictions, and/or more successful prosecutions.
- Have fewer complaints and disciplinary actions against them, use force less often, and when they do use force they use lower levels of force than officers without a college degree.

IV. VSP compensation objectives

To clearly identify the challenges that VSP needs to address through its compensation planning, it is setting compensation objectives. This will ensure the actions in the plan are targeted at addressing the challenges, and allow assessment of progress in addressing the challenges over time.

VSP sets these objectives in full recognition that salary is only one part of compensation, and that, more broadly, compensation is only one factor for employees when choosing an employer. The state's health insurance plan and retirement plan are likely similar enough to other local and state police departments to not represent a disincentive to work at VSP. Furthermore, other factors such as work / life balance, career advancement opportunities, and quality of supervision also play a role.

Objective 1 - Effectively recruit and retain a highly qualified and diverse workforce by offering competitive salaries.

VSP's current starting salary is below the average starting salaries of both the large, local police departments in Virginia and the other state police agencies that the workgroup used for comparison.⁹ Virginia's largest local police departments have similar police missions, but are significantly smaller and the scope and scale of their responsibilities is typically more narrow. Nearby states with state police departments having similarly broad missions as VSP are a more approximate comparison in mission scope and scale. Some of these states, though, have larger state police departments and other factors influencing their compensation that preclude attempting to match the salaries they offer. As such, positioning VSP's salaries above large local police agencies but below comparable state police departments in these nearby states accurately reflects appropriate market positioning for VSP.

Objective 2 - Encourage retention of experienced troopers by alleviating pay compression.

As described in Section III of this report, worsening retention rates are responsible for almost half of VSP's increasing vacancies. Employee frustrations over pay inequities are contributing to morale problems that negatively affect VSP leadership's ability to foster a strong commitment to

VSP's experience is that these benefits exist to a significant extent for employees with an associates' degree as well. Often, an associates' degree is just the gateway to future educational attainment.

⁹ A detailed description of the comparability and distinguishing features of the agencies that the workgroup considered is set forth in Appendix B of this report.

professionalism within the sworn workforce. VSP believes that alleviating pay compression will have a positive impact on retention rates, morale, and professional accountability—all factors that are essential to VSP's future success.

Objective 3 – Increase interest in promotions by raising first-line supervisory salaries.

Under the present promotional structure, VSP does not get enough interested applicants for some positions from which to select a diverse group of new supervisors. VSP is committed to pursuing a compensation structure that increases the number, diversity, and quality of applicants for promotion at the critical first line supervisor position of sergeant. By focusing on substantially increasing the incentives for troopers to promote into this critical “entry level” supervisory position, VSP believes that it can generate more interest in promotions. This is expected to feed a pipeline of diverse and highly qualified employees seeking promotions to higher ranks in the years to come, providing necessary stability and diversity within VSP's leadership.

Objective 4 – Encourage retention by providing VSP sworn employees with consistent annual pay steps.

The role of a sworn law enforcement officer requires an extraordinary mixture of hard-earned experience, well-honed training, good judgement, effective communication skills, and tremendous dedication. These qualities are not gained overnight. In fact, VSP leadership believes that the cumulative experience that an employee gains continues to inure to the benefit of the department over the course of a career. As such, VSP's objective is to compensate tenured employees for this additional experience on a consistent annual basis with a modest pay step increase of 1.4%.

Objective 5 – Encourage retention over time by clearly and transparently articulating career path and salaries.

Consistent and transparent step pay scales are features of some competing agencies' compensation packages. These published scales provide clarity regarding a sworn employee's salary at each rank and tenure. VSP believes that such a scale would contribute to improved recruitment because it will allow recruiters to emphasize not just starting pay, but the financial stability that VSP can offer throughout a career. Likewise, a step pay scale will incentivize existing employees to stay with VSP, and even pursue promotions, because the progressive benefits of longevity and promotion can be readily understood.

Objective 6 – Increase educational attainment by offering a financial incentives for existing sworn employees and new recruits who hold an associates or higher degree.

Success for VSP depends recruiting a highly-qualified and diverse workforce with problem solving skills, good judgment, and communication abilities to provide public safety services with compassion and understanding and to effectively defuse tense situations before they escalate. A college education is an effective way to acquire such skills. VSP will be better positioned to recruit college graduates if it can offer a modest incentive that acknowledges the personal investment they have made in their education. Existing sworn employees similarly benefit from educational attainment, and VSP's goal is to provide the 53% of its current sworn workforce that has a college degree with this benefit and to encourage others to pursue a degree. This will promote VSP's criminal justice reform efforts by exposing its troopers to a wide variety of viewpoints, challenging

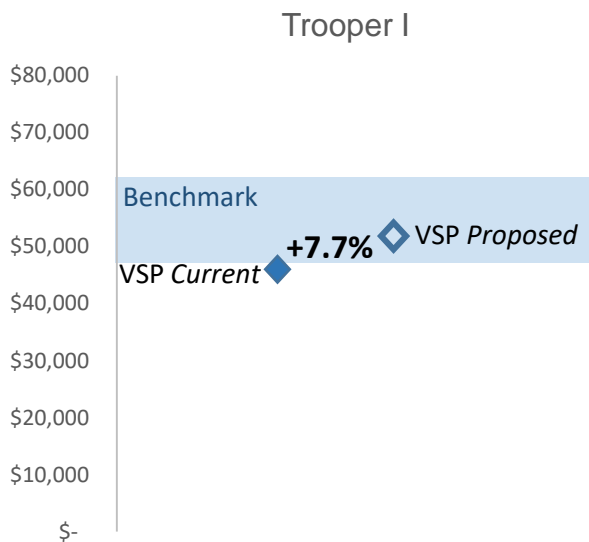
their thinking, and promoting effective communication, tolerance, and sensitivity to the needs and interests of the Commonwealth’s communities.

Each of the six objectives listed above is directed at one or more of the compensation challenges described in Section III of this report. No subset of these objectives, standing alone, can respond to VSP’s intertwined recruiting, retention, morale, and diversity challenges. Rather, achieving these objectives will form a cohesive approach that responds holistically to the problems that VSP is facing. The workgroup identified the actions in Sections V – XI of this report as the recommended plan for responding to VSP’s problems in accordance with the outlined objectives.

V. Recommended Action – Starting salary increase

Applying VSP’s new salary objective for troopers results in a target range of \$48,767 (Virginia local average) to \$62,516 (other state average). VSP proposes raising starting trooper salaries to \$51,500, an increase of 7.7%. This increase moves starting trooper pay into the salary goal range, whereas current salaries fall outside the range because VSP starting trooper salary is below the Virginia local police department average starting salary. The shaded area in Figure 4, below, depicts the target salary range, with Virginia’s large local agencies representing the bottom edge of the shading and the region’s comparable other state police agencies representing the top edge.

Figure 4: Trooper I (starting trooper) Salaries



Note: Benchmark zone determined using Virginia local police department and surrounding state police department salaries.

In order to avoid creating new pay compression, this 7.7% increase must be provided to all sworn employees. This increase, though, will be capped so that each sworn employee receives the lesser of a 7.7% raise or their appropriate salary based on rank and years of service as set forth in the workgroup’s recommended step pay scale.

The cost of the workgroup’s recommended plan attributable to this action is \$13.3 million.

VI. Recommended Action – Leverage increased salary for new recruits to further increase diversity of applicant pool

The recommended and more competitive new starting salary of \$51,500, in combination with a transparent step pay scale that allows prospective applicants to anticipate the financial value of a trooper career, allows VSP to better compete for a diverse and qualified applicant pool against those agencies already offering similar salaries. By positioning VSP to better compete for trooper applicants within the more diverse areas of the state, this salary increase is expected to temper VSP's need to hire as many new troopers from less diverse parts of the state.

However, VSP recognizes that the most qualified and diverse applicants for employment are also strongly motivated by a sense of purpose and belonging in their career choices. With this in mind, over the past few years, VSP has made important changes to its recruitment initiatives, employment processes, and marketing campaigns, in order to attract a more diverse applicant pool (Appendix D).

In some cases, these initiatives are too new to fully measure their impact. Yet, after declining minority interest in applying from 2017 to 2020, the class of troopers that began on June 30, 2021, is the most diverse since at least 2015.¹⁰

VSP is committed to leveraging the opportunity provided by a highly competitive starting salary of \$51,500 to redouble its diversity recruitment efforts, attempt to reverse the recent negative trends, and seek to build upon 2021's emerging signs of success. The following new programs and initiatives are in development or under consideration:

- A mobile applicant testing program to bring VSP's required battery of physical, psychological, and written testing to candidates in their communities rather than requiring them to travel to Richmond.
- A program to expose young adults in underrepresented communities to VSP's training and organizational values, in an effort to foster more positive communications and serve as a bridge for those considering a career with VSP.
- Building upon ongoing efforts to promote more proactive community outreach by establishing a dedicated outreach unit. In addition to enhancing trustful relationships with underrepresented communities, repurposing positions for this unit results in new promotional opportunities for sworn minority employees. This endeavor would also create additional pathways to more diversity in middle- and upper-management positions.
- Promote workforce development partnerships with state and local workforce organizations to identify qualified individuals from underserved communities within the Richmond region who lack work experience and marketable job skills, but who possess the ability and desire to secure stable employment. VSP would hire identified candidates into a temporary wage position so they could gain marketable job skills while performing meaningful work for VSP in backlogged areas such as data entry, reception, or customer support. While such a program does not directly affect hiring into the position of trooper, VSP's increased

¹⁰ The first year for which data were readily available.

visibility within these communities could reasonably be expected to contribute to positive sentiments and potential applicant interest.

Significantly, though, most of these programs require dedicated sworn personnel or a significant time commitment from personnel who are already overworked because of the growing vacancy rate. As such, VSP cannot effectively implement these new initiatives without a pathway to reducing its vacancies. The workgroup's recommended actions in this report are expected to have a positive impact on recruitment and retention, affording VSP the opportunity it needs to bring these ideas to fruition and increase diversity within its sworn ranks.

VII. Recommended Action – Address pay compression

Achieving VSP's salary objective of addressing pay compression to respond to sworn employee retention and morale problems requires targeted salary adjustments for compressed employees. In identifying the necessary adjustments, the workgroup took into account compression among employees within a given rank (horizontal compression) and between supervisors and subordinates (vertical compression). The workgroup also considered experience as both a potential countervailing factor (justifying pay differences in favor of more tenured employees) and an aggravating factor (exacerbating compression when a tenured employee earns less than a less-tenured counterpart).

The workgroup's proposed step pay scale's decompression formula, which assigns a value of 1.4% for every year of sworn service with VSP and consistent pay sub-band separations of 10% at each rank, forms the basis for more equitably compensating employees according to rank and experience. Using this scale, employees who are undercompensated based on their rank and years of service will receive a raise to bring them into parity with their peers. No employee will receive a raise in excess of what is appropriate for that person's rank and years of service. Under this approach, two employees with the same tenure who are separated by one rank will receive salaries 10% apart. Likewise, two employees of the same rank but different experience levels will be separated by 1.4% per year of service.

The workgroup evaluated this pay compression solution in tandem with a 7.7% increase to starting salary to determine whether it had an impact on VSP's objective of situating sworn employee compensation between large local police agencies and regional state police agencies. Figures 5-7 below demonstrate that addressing pay compression in this manner is consistent with VSP's market salary objective for key frontline, supervisory, and executive positions:

Figure 5: Trooper II Salaries

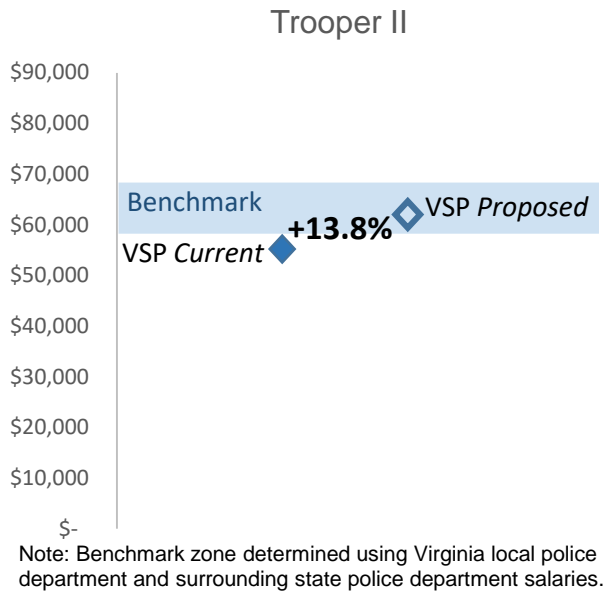


Figure 6: Master Trooper Salaries

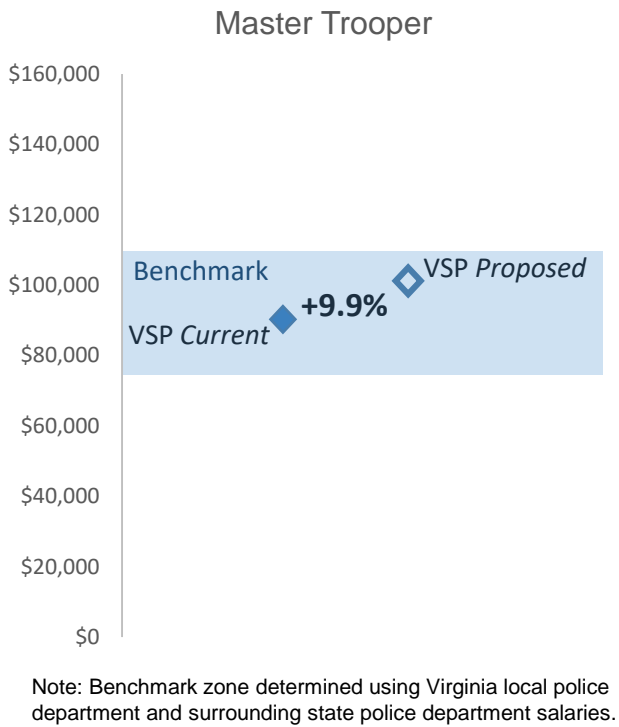
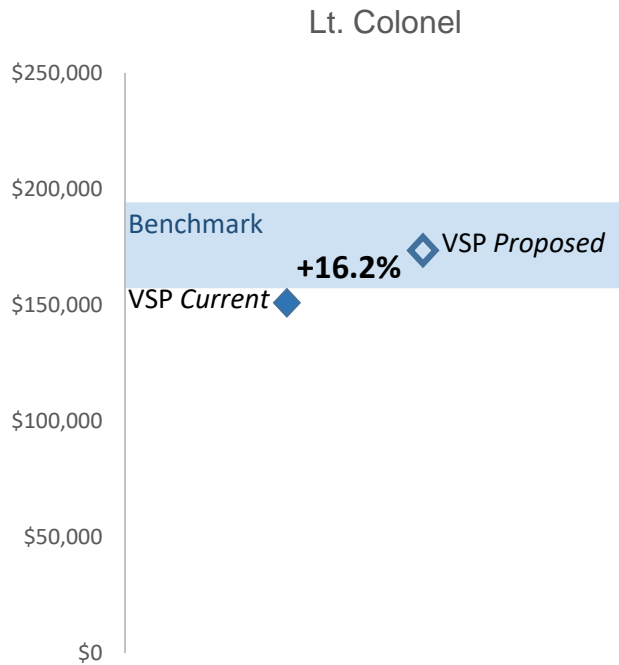


Figure 7: Lieutenant Colonel Salaries



Note: Benchmark zone using Virginia local police department and surrounding state police department salaries.

Increasing starting trooper salaries by the recommended 7.7% and fully addressing pay compression within the sworn ranks will result in top pay for a VSP Bureau Director (lieutenant colonel) of \$177,606. This salary is consistent with VSP’s compensation goals, as indicated in Figure 7, above.

Nevertheless, VSP is aware that as a public agency it needs to be mindful of public perception about executive compensation. In recognition of potential concern about large salary increases for its executives, VSP will not pay any of the compression and retention bonuses that were appropriated in 2021 Special Session II to its executives, pending approval of the workgroup’s recommendations in the FY23 budget. However, if the FY23 budget does not include a comprehensive plan to address pay compression throughout the sworn ranks, these bonuses of \$3,500 - \$3,700 per employee will be paid to VSP executives as described in Section XI of this report on approximately May 1, 2023. While the total sum returned to the Commonwealth by this action is modest, it is representative of VSP’s commitment to ensuring that the comprehensive plan outlined in this report is in no way excessive.

The cost of the workgroup’s recommended plan attributable to these actions is \$9.2 million.

VIII. Recommended Action – Incentivize promotions

As described in Section III of this report, VSP cannot attract enough sworn employees to seek promotion into the supervisory ranks (sergeant and above), which negatively impacts quality and diversity at all levels of leadership. The workgroup’s proposed step pay scale sets starting sergeant pay 10% above special agent pay. In this way, trooper IIs promoting to sergeant are guaranteed to

receive a pay increase equivalent to the successive 10% raises they would have received if they had first progressed to senior trooper and then promoted to special agent.¹¹

Establishing this higher salary at the critical first-line supervisory rank is expected to significantly increase the number of applicants for supervisory positions. Over time, this will provide VSP with a more qualified and diverse group of supervisors from which to select its future leaders.

This recommended action is integrated within the proposed step pay scale and does not have any additional costs.

IX. Recommended Action – Provide new, modest annual salary increase

A 2017 JLARC report found that providing employees with even a modest, predictable annual salary pay increase may help reduce the state’s voluntary turnover rate. Consistent with this finding, the workgroup is proposing to institute a new modest, annual salary increase of 1.4% for each VSP sworn employee who receives an annual performance evaluation of at least “contributor” and is not subject to an active Group II or III written notice.

Due to funding limitations, the 1.4% salary increase will be below what has historically been the annual increase in the cost of living, and below the average 2.5% increase in the step pay scales used by some large local police agencies.¹² However, certainty for the VSP workforce that it will receive at least some salary increase annually is an important change from prior practice. The workgroup anticipates that this annual step will usually be provided *in addition to* any statewide salary increase. This makes it less likely that VSP will lose ground over time to other police departments who may be increasing salaries at a more regular or faster rate, but it is also necessary to avoid future pay compression.

Without step increases for longevity, troopers with two years of experience would earn the exact same salary as their five- to nine-year counterparts (and likewise with senior troopers between ten and 22 years). Failing to compensate these more tenured troopers for their experience would create new pay inequities.

This recommended action does not have any first year costs associated with it. Out-year costs are estimated to increase by approximately 1.4% per year as indicated in Figure 8 below:

¹¹ This approach is also essential to eliminating pay compression, because one of the major factors contributing to pay compression is the current promotional structure’s inability to compensate sworn employees who promote quickly, bypassing longevity increases and intermediate promotions between Bureaus.

¹² Chesterfield County Police Department, Fairfax County Police Department, Loudoun County Sheriff’s Office, Hanover County Sheriff’s Office, Henrico County Police Department, Richmond Police Department, and Roanoke Police Department.

Figure 8: Out-Year Cost Increases:

Year	Out-Year Increase
FY24	\$3,055,168
FY25	\$3,097,940
FY26	\$3,141,312
FY27	\$3,185,290
FY28	\$3,229,884

X. Recommended Action – Offer financial incentive to obtain an associates or higher degree

An educational incentive of 1.4% for an associates degree or higher is equivalent to \$721, based on a starting salary of \$51,500. Such an incentive, while modest, would place VSP among the large, local police agencies that offer some incentives for a degree.¹³ This incentive would allow VSP to emphasize to college graduates that VSP values an education and is striving for a well-educated workforce.

Option – Increase the recommended educational incentive to 2.8%.

This option would provide a greater, 2.8% education incentive (\$1,442 for new troopers) to new applicants and existing employees. Its higher value may address VSP’s goals of an educated workforce better than the recommendation action of 1.4%. This option also remains within market benchmarks, though still positioned below the 5% offered by the Fairfax County Police Department.

The cost of the workgroup’s recommended plan attributable to this action is \$1.8 million (or \$3.6 million if the optional 2.8% incentive is implemented).

XI. Allocation of one-time bonuses

The recommended actions described in Sections V-X of this report are intended to respond to the problems VSP is facing for the long term. However, the General Assembly also recognized the need for near term action to bridge the gap until this plan could be fully implemented in FY23. To that

¹³ For example, the Richmond Police Department offers a \$500 educational incentive; the Chesapeake Police Department offers \$600, and the Virginia Beach Police Department offers 1.5%.

end, the 2021 Special Session II budget appropriated \$20M in sworn recruitment, retention, and compression bonuses. The workgroup recommends that these bonuses be allocated as follows:

One-time \$5,000 appreciation bonuses for each VSP sworn law enforcement officer:

These bonuses, which were appropriated by the General Assembly for all sworn employees in retroactive appreciation of VSP's efforts during the pandemic, will be paid on November 16, 2021. The total cost of this one-time action is \$10.3 million.

One-time retention bonuses

In an effort to retain the existing workforce until a long-term compensation solution can be established for FY23, the workgroup recommends providing each sworn employee with a retention bonus of \$3,500 - \$3,700, (the final bonus figure will be adjusted to account for personnel actions that occur between the date of this report and the payment date).¹⁴ To encourage retention until the long-term compensation plan is implemented, these bonuses will not be awarded until May 1, 2022. However, assuming a comprehensive compensation plan that addresses VSP's recruitment and retention issues is adopted by the General Assembly prior to this date, this bonus will not be paid to members of VSP's executive staff, because the salary increases provided by the workgroup's comprehensive pay plan create a sufficient retention incentive for these executives.

The total cost of this one-time action is \$7.6 million.

One-time compression bonuses

The General Assembly also directed bonuses to address salary compression and established parameters for sworn compression bonuses such that these bonuses must be between 2% and 8% of salary. The workgroup understood that, although VSP's compression problem is heavily concentrated in the management positions, the General Assembly's intent was to apportion these compression bonuses so that compressed troopers receive significant relief. To that end, the workgroup recommended appropriating these bonuses so that they decline as a percentage of salary from frontline to executive staff as follows:

- Trooper (including senior & master troopers): 8%
- Special agent (including senior special agent): 7%
- Sergeant: 6%
- First sergeant: 5%
- Lieutenant: 4%
- Captain: 3%
- Major and lieutenant colonel (subject to the conditions outlined in Section VII) : 2%

¹⁴ This retention bonus will be the same fixed sum for all sworn employees, but the final figure will be determined based upon the remaining available funding after the other bonuses have been paid.

In addition, since this is an appropriation of Federal American Rescue Plan Act (ARPA) funds, no sworn employee earning more than 150% of the average annual wage for all occupations, as defined by the Bureau of Labor Statistics, will receive a compression bonus.¹⁵

The total cost of this one-time action is \$1.2 million

Recruitment bonuses of \$5,000

VSP anticipates hiring 140 troopers into the two upcoming basic schools this fiscal year. The workgroup recommends that this \$5,000 bonus be paid to each of these applicants upon successful completion of basic school and field training. This action will encourage applicants to accept offers of employment and to strive for success during their training phase. All such bonuses will be paid out prior to the end of FY23.

The total cost of this one-time action is \$753,550.

Moving expense reimbursement

VSP anticipates that approximately 65 total new troopers from the basic school that graduated in August 2021 and the class that is slated to graduate in January of 2022 will be required to relocate for their permanent assignments. Assuming each new trooper incurs the maximum \$2,000 in reimbursable expenses, the total one-time cost of reimbursing these employees is \$139,935.

XII. Summary Recommendations

1. Take recommended actions to address VSP's compensation objectives and implement the step pay scale described in Appendix E.

The objectives and actions recommended in this report provide a comprehensive response to VSP's recruitment and retention problems. The step pay scale set forth in Appendix E provides the means by which they can be addressed jointly. The workgroup developed the recommended step pay scale by employing a formula that takes into account rank (pay sub-band) and years of service. In establishing an appropriate formula, the workgroup considered VSP's existing promotional structure and incentives, baseline years of sworn VSP service valuations, and similar pay structures in other large police agencies in Virginia and in comparable state police departments in the mid-Atlantic states. Using this scale, no employee will receive a raise in excess of what is appropriate for that person's rank and years of service. The FY23 costs of this comprehensive plan (the aggregate cost of all recommended actions in Sections V-X) is \$24.3M.

In conjunction with the implementation of this plan, VSP intends to promulgate policy changes that will conform future promotional increases to the recommended step pay scale. These measures cannot be taken effectively without a step pay scale, because attempting to change the compensation structure without first correcting existing pay inequities would only exacerbate the problem.

¹⁵ The 150% threshold is \$90,240 for employees residing outside of Northern Virginia and \$115,815 for Northern Virginia residents. For purposes of calculating whether an employee's pay exceeds the ARPA threshold, VSP will include salary and bonuses paid or anticipated during FY22.

However, these policy changes in combination with the recommended step pay scale will essentially eliminate vertical and horizontal pay compression going forward.

2. Assess effectiveness of salary increases in addressing recruiting and retention challenges

Even after VSP has taken the above actions, additional work will still be necessary to ensure continued, effective deployment of the funds granted. Many employers—not just VSP—are experiencing recruiting and retention challenges. Other employers—including other police departments—are also concurrently increasing salaries to address the same challenges. It is likely that the dynamics of the “market” for law enforcement talent will continue to evolve over the next few years. The magnitude, duration, and even direction of those dynamics may not continue in a predictable manner.

The workgroup also understands that salary is not the only factor in employment decisions. There must be an adequate overall “supply” in the economy of people who want to do police work for the compensation offered. However, VSP must continue to work to ensure that it provides a positive employment experience for its employees (e.g. effective supervision, adequate training, work / life balance).

The workgroup proposes that VSP review its workforce needs in 2024 with the specific aim of determining whether its salary increases have made a measurable difference. As part of the review, VSP will:

- Periodically report to DHRM on progress implementing the workgroup actions, given the longstanding salary compression issues that resulted from prior implementation of VSP human resources policies;
- Coordinate with DHRM to continue to align its compensation strategy with emerging executive branch policy on classification, salary compression, and other key aspects of HR policy;
- Develop and administer a survey to its entire workforce to gauge staff satisfaction and morale, including to ask about role of salary increases in satisfaction, morale, and retention;
- Re-benchmark its salaries to surrounding states and major local police departments;
- Evaluate the effectiveness of the funding allocated for increased salaries and identify remaining strategies necessary to recruit and retain a well-qualified and diverse workforce;
- Determine budgetary needs considering funding allocated to still-vacant positions, cost-avoidance due to planned reduction in spending on training officers who leave shortly after beginning employment and reduced overtime, and other unforeseen budgetary factors; and
- Present its findings to the House Appropriations Committee, Senate Finance and Appropriations Committee, and the Department of Planning and Budget to inform future and/or additional budgetary and policy actions.

3. Work with DHRM to review the pay band classification of its lieutenant colonels

The workgroup recommends that VSP work with DHRM to review the pay band classification of VSP's lieutenant colonels. These executives are currently in pay band 7; whereas, some other state agencies' similar leadership positions are in pay band 8. Pay band 8 is reserved for executives in the largest, most complex, and most critical agencies of the Commonwealth—a classification that most likely applies to VSP. Such a reclassification may result in an additional pay increase for VSP's lieutenant colonels, and it is recommended that DHRM and VSP work together to align any such action with other large, complex, and critical agency executive pay.

Appendix A – Virginia State Police Salary Workgroup Authorization

2021 General Assembly, Special Session II

5) a) \$20,000,000 to the Department of State Police (156) to implement a new compensation plan for sworn, law enforcement positions that addresses recruitment of new officers, retention of the existing law enforcement workforce, and pay compression among the various levels of the sworn, law enforcement positions in the department based upon the findings presented in the study required by paragraph b) below.

b) The department shall convene a workgroup that shall include staff from the Department of Human Resource Management and the Joint Legislative Audit and Review Commission for the purpose of conducting a comprehensive study to document the current issues that create barriers to the department's ability to recruit and retain qualified and diverse law enforcement personnel.

The study should address issues of pay compression among the various levels of the existing law enforcement workforce, competition with other employers for individuals with the same preferred qualifications and skill sets, and any other circumstances such as the cost of relocation that create barriers to maintaining a diverse, high quality law enforcement workforce. In addition, the report shall include a detailed plan for implementing a compensation program that responds to the issues and problems outlined in the report and the related annual costs to implement the plan beginning in fiscal year 2023, and the ongoing cost for the next five fiscal years.

This plan shall be submitted to the Governor, the Chair of the House Appropriations Committee, the Chair of the Senate Finance and Appropriations Committee, the Director of the Department of Human Resource Management, and the Director of the Department of Planning and Budget, no later than October 15, 2021, so that the required funding may be included in the 2022-2024 budget to be adopted by the General Assembly at its 2022 Session.

Appendix B – Comparison of salaries to regional states and major local police departments

Establishing the market's comparable employers is a necessary predicate to implementing VSP's compensation objectives. As the Commonwealth's largest law enforcement agency, and the only agency with a full range of statewide policing and emergency response missions, VSP is distinctive. VSP is exclusively responsible for many aspects of the Commonwealth's criminal justice system, from providing highly specialized resources to operating the statewide criminal justice information systems that allow for the exchange of identification and record information between the courts and federal, state, and local law enforcement agencies. Similarly, from basic criminal and traffic enforcement, to training, to medical air evacuation and search and rescue, many localities rely on VSP to supplement their public safety measures. All of these additional responsibilities are managed by VSP's sworn employees, and the breadth and scope of these duties make one-to-one comparisons to local agencies difficult.

VSP's statewide responsibilities also place requirements on troopers that are not shared by local police officers. For example, a local police recruit will receive his or her basic training at an independent or regional training academy within commuting distance; whereas, the VSP training academy is a rigorous 27-week residential environment where trainees are only permitted to return home on weekends. Similarly, upon graduation local police recruits know that they will live and work in the locality of their choice; whereas, VSP must send new troopers to areas throughout the state where staffing shortages exist.¹⁶ Unpredictable demands that can interfere with family life persist throughout a trooper's career: Promotions often require moving to other parts of the state, training regularly requires week-long stays at the training academy in Richmond or the driver training facility in Blackstone, and special assignments can require troopers to be away from home for extended stays. These are all sacrifices that are unique to life as a trooper in the service of the whole Commonwealth.

In many ways, the more apt comparison to VSP is other state police agencies. Forty-nine states have a state police or highway patrol agency, but their missions vary widely. Some are exclusively highway patrols, having no responsibility for venturing off the state's primary highways. Others, while called highway patrols, have hybrid missions that incorporate some traditional state police functions. Still others are state police agencies with full patrol enforcement responsibilities and specialized operational units, but the statewide investigative bureau is contained within a different agency. Less than half of the states have a state police agency with the full range of patrol, investigative, and advanced specialty missions comparable to VSP. Even fewer are also responsible for the state's criminal justice information infrastructure, as VSP is. Perhaps unsurprisingly, though, all of the mid-Atlantic states share this broad-scope state police model. This provides the starting point for

¹⁶ The 2021 General Assembly Special Session II budget provided up to \$2,000 in moving expense allowances for troopers who are required to move upon assignment to their first duty post. Since these reimbursements have not yet been claimed, VSP does not have data on the costs that new troopers actually incur when moving to their first assignment. However, VSP observed that trainees who have expressed concerns about moving in the past have not cited the expenses specifically; rather, their focus has been on other family implications, such as spouses being unable or unwilling to find employment in the new location.

meaningful comparisons, but it does not address whether these similar state police departments in our region are competing within the same market.

The workgroup examined VSP application data for the previous ten years. Among applicants applying for trooper positions from outside of Virginia the most common states of residence were, in this order, New York, New Jersey, Pennsylvania, North Carolina, Maryland, and West Virginia. Of these states, only North Carolina does not have a full-scope state police department. The workgroup determined that the remaining five states were appropriate for benchmarking against VSP, since they have very similar organizational structures and missions, and they share a common market for trooper candidates.¹⁷

These five state police departments' salary data was considered along with that of large local police departments in Virginia to arrive at a broad set of comparable agencies. The resulting data set was very useful in establishing appropriate benchmarks for starting trooper pay. However, the one-to-one comparisons to local agencies again became problematic at higher ranks. The workgroup obtained a representative set of employee responsibility descriptions for the VSP ranks of sergeant and first sergeant and compared them to positions at one of Virginia's largest local police agencies. This line-by-line comparison revealed an almost exact equivalence between a VSP first sergeant and a local police captain. Similarly, a VSP sergeant was a near equivalent to a local lieutenant. This comparison resulted in a roughly two-rank deviation between VSP and this large local agency. The workgroup concluded that, while this deviation was unlikely to persist in every role across all agencies, it was likely that as local agency size decreases, the divergence in roles would only increase. When benchmarking supervisory salaries at local agencies, these differences in roles were taken into account; however, the chart below depicts averages at the same rank rather than equivalent role. If equivalent roles were depicted, VSP salaries would appear somewhat lower relative to comparable agencies than what is listed in Figure 9 on the following page.

¹⁷ The workgroup was mindful that agency size also influences salary. These state police agencies range in size from smaller than VSP to more than twice as large. The local agencies that were compared to VSP range from 24% as large as VSP to 39% as large as VSP (excluding VCU PD, which is only 4% as large).

Figure 9: Local Benchmark Averages

VSP Titles	VSP Current Statewide Average Salary	Chesterfield	Henrico	VA Beach	VCU	Local Market Average	VSP Proposed Average
<i>Starting Pay</i>	\$47,833	\$45,500	\$51,913	\$45,656	\$52,000	\$48,767	\$51,500
Trooper I	\$47,817	\$45,500	\$51,913	\$45,728	\$52,000	\$48,785	\$53,252
Trooper II	\$55,007	\$57,264	\$60,000	\$56,789	\$65,193	\$59,812	\$62,605
Sr Trooper	\$70,125	\$61,237	\$64,650	\$73,117		\$66,335	\$78,944
Master Trooper	\$92,554	\$78,552	\$77,169			\$77,861	\$101,671
Special Agent	\$74,336						\$86,839
Sr. Special Agent							\$109,251
Sergeant	\$79,637	\$85,212	\$88,186	\$89,087	\$87,159	\$87,411	\$98,861
First Sergeant	\$91,839						\$112,528
Lieutenant	\$103,650	\$103,913	\$98,165	\$103,711	\$101,223	\$101,753	\$125,944
Captain	\$118,414	\$125,071	\$105,434	\$120,512	\$119,332	\$117,587	\$143,002
Major	\$117,745	\$146,858	\$120,206			\$133,532	\$148,397
Lieutenant Colonel	\$151,964	\$181,967	\$146,919	\$142,419	\$139,388	\$152,673	\$176,632

Figure 10: Regional State Police Benchmark Averages¹⁸

VSP Titles	VSP Current Statewide Average	VSP Proposed Average	Maryland State Police	New Jersey State Police	New York State Police	PA State Police	West Virginia State Police	Regional State Police Trimmed Average (excludes high & low)
<i>Starting Pay</i>	\$47,833	\$51,500	\$33,701		\$52,125	\$46,649	\$47,824	\$47,237
Trooper I	\$47,817	\$53,252						
Trooper II	\$55,007	\$62,605	\$55,704	\$72,582	\$73,752	\$80,181	\$58,093	\$68,142
Trooper II regressed to starting pay			\$51,105	\$66,589	\$67,662	\$73,561	\$53,296	\$62,516
Senior Trooper	\$70,125	\$78,944	\$86,076					
Master Trooper	\$92,554	\$101,671	\$100,621	\$126,672	\$115,345	\$140,923	\$81,540	\$114,213
Special Agent	\$74,336	\$86,839						
Sr. Special Agent		\$109,251						
Sergeant	\$79,637	\$98,861	\$108,503					
First Sergeant	\$91,839	\$112,528	\$120,199					
Lieutenant	\$ 103,650	\$125,944	\$135,817					
Captain	\$ 118,414	\$143,002	\$147,373					
Major	\$ 117,745	\$148,397	\$166,610					
Lieutenant Colonel	\$ 151,964	\$176,632	\$182,088	\$188,934	\$202,265	\$208,895	\$100,966	\$191,096

¹⁸ The workgroup was able to obtain average salary data for all ranks at the Maryland State Police and lieutenant colonels at all departments. Advertised salaries or published maximums were used for trooper II and master trooper comparables where averages were unavailable. Additionally, because some of the region's state police departments offer reduced salaries during training, followed by significant raises (averaging 50%) within a year of graduation, the salary reflected here is the average cost-of-living adjusted salary that is 9% below the average post-graduation salary. The 9% figure was used because it is consistent with the 9% raise proposed for trooper II in the workgroup's recommended step pay scale.

Appendix C – Decline in newly-hired troopers who complete the training academy

Figure 11: Percentage of New Troopers who Complete the Training Academy

Academy start date	# hired	# hired who graduated	# who did not graduate	% who graduated	
				<i>Annual</i>	<i>5 year average</i>
Jan 2021	50	40	10	80%	
Jun 2020	71	44	27	62%	
Aug 2019	53	37	16	70%	70%
Mar 2019	86	59	27	69%	
Jul 2018	113	80	33	71%	
Oct 2017	65	52	13	80%	
Mar 2017	45	30	15	67%	
Aug 2016	65	49	16	75%	70%
Feb 2016	66	44	22	67%	
Jun 2015	119	74	45	62%	
May 2014	70	50	20	71%	
Dec 2013	63	44	19	70%	
Jun 2013	100	80	20	80%	80%
Oct 2012	100	90	10	90%	
Feb 2012	99	89	10	90%	
Jun 2011	94	80	14	85%	
Oct 2010	82	62	20	76%	
Oct 2007	72	59	13	82%	82%
Feb 2007	71	54	17	76%	
Aug 2006	57	40	17	70%	

Appendix D – Current diversity and ongoing, recent diversity initiatives

Figure 12 on the next page provides the demographics of VSP’s current workforce. Figure 13 provides the demographics of troopers hired during the last three years. These charts depict an overall trend towards greater diversity. This improvement, while remaining below VSP’s diversity goals, may be partially attributable to the following diversity initiatives that VSP has instituted:

- VSP’s new recruiting slogan, “Challenge yourself to make a difference” is intended as a call to those who feel that the criminal justice system does not live up to public expectations, inviting them to join and help chart a better future for Virginians.
- All current VSP employees are encouraged to recruit in their communities through the Trooper Referral and Incentive Program (TRIP), which provides a \$500 bonus to employees who recruit a trooper applicant who successfully graduates the training academy.
- The Recruitment Unit routinely makes presentations and participates in career fairs at historically Black colleges and universities and military installations, participates in diversity-focused career events, and hosts similar events itself. This unit also hosts and participates in community events that provide opportunities to help underserved communities while raising awareness that VSP is committed to protecting and uplifting at-risk and vulnerable communities and individuals.
- VSP’s recruiting website has been redesigned to highlight the varied and impactful career paths that are available to prospective troopers. The website also facilitates better interest tracking and follow-up by members of the Recruitment Unit. Targeted recruitment efforts have also been initiated, such as a 30-second slide show that ran in 13 theaters in five states, and six video recruitment ads are in development for an upcoming social media campaign.
- The Employment Unit routinely reviews its hiring standards to eliminate barriers to diversity. In recent years, these reviews have resulted in changes such as rescheduling testing dates and times to accommodate applicants’ busy lifestyles. In addition to these internal efforts, VSP has hired a third-party contractor to conduct a full diversity, equity, and inclusion audit so that it can be assured that it is employing best practices.
- The Recruitment Unit has also established practices that are designed to foster connections between applicants and the VSP family from initial interest through basic school graduation. Through the Future Trooper Training Program (FTTP), recruiters mentor and coach trooper applicants throughout the hiring process. They host physical training sessions to build candidates’ confidence and help ensure their success. They also meet with applicants’ families to build trust and commitment so that the applicants’ families can help and encourage them in their new career choice. Developing these connections early—and sustaining them through the basic school and beyond—lets prospective troopers know that they are valued, fosters a strong sense of belonging, and encourages success.

Figure 12: Demographic Makeup of the Current Sworn Workforce

<u>Minority/Non-Minority Percentages</u>	
<u>White Male</u>	<u>80%</u>
<u>Female or Non-white</u>	<u>20%</u>
<u>Race Percentages</u>	
<u>American Indian</u>	<u>0.3%</u>
<u>Asian</u>	<u>1.0%</u>
<u>Black</u>	<u>9.5%</u>
<u>Hispanic</u>	<u>2.5%</u>
<u>Two or More Races</u>	<u>0.1%</u>
<u>White</u>	<u>86.6%</u>
<u>Gender Percentages</u>	
<u>Female</u>	<u>7%</u>
<u>Male</u>	<u>93%</u>

Figure 13: Recent Sworn Hiring Demographics

<u>Minority/Non-Minority Percentages</u>	
<u>White Male</u>	<u>72%</u>
<u>Female or Non-white</u>	<u>28%</u>
<u>Race Percentages</u>	
<u>American Indian</u>	<u>0.2%</u>
<u>Asian</u>	<u>2.5%</u>
<u>Black</u>	<u>11.2%</u>
<u>Hispanic</u>	<u>4.7%</u>
<u>Native Hawaiian/Pacific Islander</u>	<u>0.2%</u>
<u>White</u>	<u>81.1%</u>
<u>Gender Overall Total</u>	
<u>Female</u>	<u>13%</u>
<u>Male</u>	<u>87%</u>

Appendix E – New VSP compensation plan, by rank

FY23 VSP Sworn Pay Step Scale													
Rank	Pay Band 4		Pay Band 5				Pay Band 6			Pay Band 7			
	Trooper I	Trooper II	STP	MTP	SA	SSA	SGT	F/SGT	LT	CAPT	MAJ	LTC	
0	\$ 51,500	\$ 55,363	\$ 60,058	\$ 65,152	\$ 66,064	\$ 71,667	\$ 72,670	\$ 79,937	\$ 87,931	\$ 96,724	\$ 106,396	\$ 117,036	
1	\$ 52,221	\$ 56,138	\$ 60,899	\$ 66,064	\$ 66,989	\$ 72,670	\$ 73,687	\$ 81,056	\$ 89,162	\$ 98,078	\$ 107,886	\$ 118,674	
2	\$ 52,952	\$ 56,924	\$ 61,751	\$ 66,989	\$ 67,926	\$ 73,687	\$ 74,719	\$ 82,191	\$ 90,410	\$ 99,451	\$ 109,396	\$ 120,336	
3	\$ 53,693	\$ 57,720	\$ 62,616	\$ 67,926	\$ 68,877	\$ 74,719	\$ 75,765	\$ 83,342	\$ 91,676	\$ 100,843	\$ 110,928	\$ 122,021	
4	\$ 54,445	\$ 58,529	\$ 63,492	\$ 68,877	\$ 69,842	\$ 75,765	\$ 76,826	\$ 84,508	\$ 92,959	\$ 102,255	\$ 112,481	\$ 123,729	
5	\$ 55,207	\$ 59,348	\$ 64,381	\$ 69,842	\$ 70,820	\$ 76,826	\$ 77,901	\$ 85,692	\$ 94,261	\$ 103,687	\$ 114,056	\$ 125,461	
6	\$ 55,980	\$ 60,179	\$ 65,283	\$ 70,820	\$ 71,811	\$ 77,901	\$ 78,992	\$ 86,891	\$ 95,580	\$ 105,138	\$ 115,652	\$ 127,218	
7	\$ 56,764	\$ 61,021	\$ 66,197	\$ 71,811	\$ 72,816	\$ 78,992	\$ 80,098	\$ 88,108	\$ 96,919	\$ 106,610	\$ 117,271	\$ 128,999	
8	\$ 57,559	\$ 61,876	\$ 67,123	\$ 72,816	\$ 73,836	\$ 80,098	\$ 81,219	\$ 89,341	\$ 98,275	\$ 108,103	\$ 118,913	\$ 130,805	
9	\$ 58,365	\$ 62,742	\$ 68,063	\$ 73,836	\$ 74,869	\$ 81,219	\$ 82,356	\$ 90,592	\$ 99,651	\$ 109,616	\$ 120,578	\$ 132,636	
10	\$ 59,182	\$ 63,620	\$ 69,016	\$ 74,869	\$ 75,918	\$ 82,356	\$ 83,509	\$ 91,860	\$ 101,046	\$ 111,151	\$ 122,266	\$ 134,493	
11	\$ 60,010	\$ 64,511	\$ 69,982	\$ 75,918	\$ 76,980	\$ 83,509	\$ 84,679	\$ 93,146	\$ 102,461	\$ 112,707	\$ 123,978	\$ 136,376	
12	\$ 60,850	\$ 65,414	\$ 70,962	\$ 76,980	\$ 78,058	\$ 84,679	\$ 85,864	\$ 94,450	\$ 103,895	\$ 114,285	\$ 125,714	\$ 138,285	
13	\$ 61,702	\$ 66,330	\$ 71,955	\$ 78,058	\$ 79,151	\$ 85,864	\$ 87,066	\$ 95,773	\$ 105,350	\$ 115,885	\$ 127,474	\$ 140,221	
14	\$ 62,566	\$ 67,258	\$ 72,963	\$ 79,151	\$ 80,259	\$ 87,066	\$ 88,285	\$ 97,114	\$ 106,825	\$ 117,507	\$ 129,258	\$ 142,184	
15	\$ 63,442	\$ 68,200	\$ 73,984	\$ 80,259	\$ 81,383	\$ 88,285	\$ 89,521	\$ 98,473	\$ 108,320	\$ 119,153	\$ 131,068	\$ 144,175	
16	\$ 64,330	\$ 69,155	\$ 75,020	\$ 81,383	\$ 82,522	\$ 89,521	\$ 90,774	\$ 99,852	\$ 109,837	\$ 120,821	\$ 132,903	\$ 146,193	
17	\$ 65,231	\$ 70,123	\$ 76,070	\$ 82,522	\$ 83,677	\$ 90,774	\$ 92,045	\$ 101,250	\$ 111,375	\$ 122,512	\$ 134,763	\$ 148,240	
18	\$ 66,144	\$ 71,105	\$ 77,135	\$ 83,677	\$ 84,849	\$ 92,045	\$ 93,334	\$ 102,667	\$ 112,934	\$ 124,227	\$ 136,650	\$ 150,315	
19	\$ 67,070	\$ 72,100	\$ 78,215	\$ 84,849	\$ 86,037	\$ 93,334	\$ 94,640	\$ 104,105	\$ 114,515	\$ 125,966	\$ 138,563	\$ 152,419	
20	\$ 68,009	\$ 73,110	\$ 79,310	\$ 86,037	\$ 87,241	\$ 94,640	\$ 95,965	\$ 105,562	\$ 116,118	\$ 127,730	\$ 140,503	\$ 154,553	
21	\$ 68,961	\$ 74,133	\$ 80,421	\$ 87,241	\$ 88,463	\$ 95,965	\$ 97,309	\$ 107,040	\$ 117,744	\$ 129,518	\$ 142,470	\$ 156,717	
22	\$ 69,927	\$ 75,171	\$ 81,547	\$ 88,463	\$ 89,701	\$ 97,309	\$ 98,671	\$ 108,538	\$ 119,392	\$ 131,331	\$ 144,465	\$ 158,911	
23	\$ 70,906	\$ 76,223	\$ 82,688	\$ 89,701	\$ 90,957	\$ 98,671	\$ 100,053	\$ 110,058	\$ 121,064	\$ 133,170	\$ 146,487	\$ 161,136	
24	\$ 71,898	\$ 77,291	\$ 83,846	\$ 90,957	\$ 92,230	\$ 100,053	\$ 101,453	\$ 111,599	\$ 122,759	\$ 135,035	\$ 148,538	\$ 163,392	
25	\$ 72,905	\$ 78,373	\$ 85,020	\$ 92,230	\$ 93,522	\$ 101,453	\$ 102,874	\$ 113,161	\$ 124,477	\$ 136,925	\$ 150,617	\$ 165,679	
26	\$ 73,925	\$ 79,470	\$ 86,210	\$ 93,522	\$ 94,831	\$ 102,874	\$ 104,314	\$ 114,745	\$ 126,220	\$ 138,842	\$ 152,726	\$ 167,999	
27	\$ 74,960	\$ 80,582	\$ 87,417	\$ 94,831	\$ 96,159	\$ 104,314	\$ 105,774	\$ 116,352	\$ 127,987	\$ 140,786	\$ 154,864	\$ 170,351	
28	\$ 76,010	\$ 81,711	\$ 88,641	\$ 96,159	\$ 97,505	\$ 105,774	\$ 107,255	\$ 117,981	\$ 129,779	\$ 142,757	\$ 157,032	\$ 172,736	
29	\$ 77,074	\$ 82,855	\$ 89,882	\$ 97,505	\$ 98,870	\$ 107,255	\$ 108,757	\$ 119,632	\$ 131,596	\$ 144,755	\$ 159,231	\$ 175,154	
30	\$ 78,153	\$ 84,015	\$ 91,140	\$ 98,870	\$ 100,254	\$ 108,757	\$ 110,279	\$ 121,307	\$ 133,438	\$ 146,782	\$ 161,460	\$ 177,606	

Add 24.95% in the Northern Virginia Pay Area (applicable to ranks from Trooper I through Captain)

Appendix F – DHRM as a Decentralized Executive Branch Agency

The Virginia Department of Human Resource Management (DHRM) is the central human resource agency for the Commonwealth of Virginia. DHRM sets broad statewide policies for agencies to follow regarding job titles, pay bands, and other human resource matters.

DHRM does not, though, directly administer or implement human resources at most state agencies. The state's human resource system is decentralized. Agencies are to manage their own employees within the broad statewide policies set by DHRM. Agencies typically administer their own hiring processes, decide upon and award promotions and salary increases, and take disciplinary action as needed within the broad parameters set by DHRM.

Virginia State Police is headed by a superintendent of state police appointed by the Governor. The superintendent is responsible for implementing Title 52 of the Code of Virginia which creates the Virginia State Police and grants VSP's primary authorities and responsibilities.

The superintendent has authority to appoint police officers and supervisory officers. The superintendent also has authority to set and approve compensation. VSP has its own human resource staff and executive leadership who make human resource decisions.