

**Virginia Department of Corrections:
2022 Special Session I
Probation and Parole Officer Staffing Levels**



Harold W. Clarke, Director

September 22, 2022



Probation and Parole Officer Staffing Levels

Introduction

This report has been prepared in response to 2022 Special Session I, Virginia Acts of Assembly, Chapter 2 Item 399 E.2. This section of the Appropriations Act requires the Virginia Department of Corrections (VADOC) to conduct a review of probation and parole officer staffing levels, including vacancies, rates of staff turnover and recruitment statistics, employment conditions, and employee compensation. The report containing such data and information is required to be submitted to the Governor and the Chairs of the House Appropriations Committee and the Senate Finance and Appropriations Committee by October 1, 2022.

Probation and Parole Officers are frontline public safety workers for the Commonwealth, supervising approximately **64,204** Probationers and Parolees as of July 31, 2022. Probation and Parole Officers play a critical role in promoting lasting public safety and helping people to be better. As of July 31, 2022, Probation and Parole consists of **1,112** employees serving districts across the Commonwealth. These employees include:

- 56 Surveillance Officers (Probation Officer Assistants)
- 738 Probation Officers
- 195 Senior Probation Officers
- 78 Deputy Chief Probation Officers
- 45 Chief Probation Officers

As one of the largest segments of the Commonwealth's workforce, these public safety employees operate 43 district offices, multiple sub-offices, and 6 Community Corrections Alternative Program (CCAP) sites. See *Appendix A – VADOC Facility and Community Offices Map*.

Summary: Challenge and Response

The VADOC is experiencing significant increases in vacancy and turnover rates of Probation and Parole Officers. Combined with challenges in recruitment, this turnover jeopardizes the VADOC's ability to fulfill our mission of public safety and fulfill the duties outlined in the Code of Virginia. In order to mitigate these challenges, this workgroup has identified several recommended actions, each designed to alleviate the barriers that current salaries present to current and prospective employees.

While Probation Officers represent the largest number of employees in Community Corrections, Surveillance Officers and Office/Administrative support positions are vital resources to District offices ensuring successful daily operations and public safety needs are fulfilled within our communities.

Code of Virginia Requirements

Section 53.1-145 of the Code of Virginia defines the powers and duties of Probation and Parole Officers in the Commonwealth of Virginia. Officers are directed to provide supervision and case management for adults placed on probation. Probation and Parole Officers are also responsible for assessing risk of recidivism, assisting with the development of goals and tasks to develop a case plan, administering drug tests, collecting DNA samples and fingerprints, taking photos and



assessing gang risk, completing mental health assessments, assisting law enforcement with investigations, completing home visits, monitoring the collection and payment of restitution to crime victims, attending and testifying in court and making referrals for services required for those under their supervision. The Code of Virginia also grants the authority to carry a concealed weapon in accordance with regulations outlined by the Director of the Department of Corrections. Probation and Parole Officers are also granted the authority to issue an arrest warrant to re-confine supervisees who are suspected of violating the terms and conditions of their supervision.

Many Probation Officers have specialized caseloads such as sex offender supervision and gang supervision. Sections 19.2-182.7 and 37.2-912 of the Code of Virginia indicate that Probation Officers shall provide services for the monitoring and supervision of sexually violent predators who are on conditional release. Sex Offender caseloads require additional monitoring, ensuring Sexually Violent Predator monitoring requirements are met, being on call 24 hours a day, 7 days per week for GPS supervision and working with supervisees to address punitive barriers such as lack of housing, employment, and other basic needs. In this fast paced, around the clock job, Probation Officers must possess the knowledge, skills and abilities to manage all that is required in keeping the Commonwealth of Virginia safe and secure while simultaneously helping supervisees make the necessary changes to become positive, contributing members of our society.

Section 19.2-295.2 of the Code of Virginia outlines the expectations for those supervisees placed on post release supervision. Post release supervision is also managed through the probation and parole districts.

Section 19.2-299 of the Code of Virginia outlines the expectation that certain felony convictions require the completion of a presentence investigation prior to sentencing. Probation and Parole officers are directed to thoroughly investigate and report upon the history of the accused, including a report of the accused criminal record as an adult and available juvenile court records. The report also includes any prior gang or security threat group participation, history of substance use, physical or health related problems or diagnoses that are pertinent, family history, a summary of the offense, and a victim impact statement in some circumstances. Officers are also required to prepare the sentencing guidelines and to be available to testify from the prepared report in open court in the presence of the accused.

Employment Conditions

Probation and Parole Officers have the duty and responsibility to keep Virginia and its citizens safe. Probation and Parole Officers are expected to provide compassion, empathy, and the appropriate resources to individuals placed on supervision, ultimately helping them to become successful and contributing members of society. Finding a balance between ensuring public safety and helping people change their lives is the essential role of a Probation Officer. Their work affects not only those on their caseloads but also families of supervisees, and the public at large. It is easy for this important work to go unnoticed; in large part because Probation Officers in the Commonwealth of Virginia are effective in what they do, and they take public safety seriously. Virginia's recidivism rate is the second lowest among the 42 states that report the re-incarceration rate of inmates with a State Responsible (SR) sentence within three years of their release. The three-year SR re-incarceration rate among the FY2017 cohort was 22.3%, the lowest it has been in over 20 years. This is a testament to the successful work of the employees of the VADOC, including Probation and Parole Officers.



Probation Officers are always busy, fielding after-hour calls from supervisees in emergencies, monitoring GPS supervision utilized for registered sex-offenders, gang members, and other high-risk cases as needed on a 24-hour basis. Officers must also be effective in building relationships with the courts, judges, attorneys, law enforcement, treatment providers, and an array of other external stakeholders. Probation Officers participate in regular community collaboration efforts to create strong working relationships that result in increased public safety. These collaborations include but are not limited to reentry councils, evidence-based decision-making groups, and crisis intervention teams. While working with external stakeholders, Officers must always be cognizant of confidentiality and HIPPA laws, adding another layer of professionalism and complexity to their responsibilities. Probation Officers are also required to comply with requirements of the Virginia Sentencing Commission and staying abreast of annual policy amendments.

The responsibilities of a Probation Officer have changed over the years; the job is now significantly more demanding, requiring a high level of competence and decision-making skills to be successful in supervising routine to high-risk probationers and parolees. Probation Officers must be multifaceted; extremely organized, able to meet multiple deadlines on a monthly basis, and able to communicate and work well with those they supervise while both providing support and requiring a high level of accountability. Unlike in the past, today's probation officer must have a strong foundation in computer skills to keep up with the increased utilization of technology. CORIS, the offender management system, is an in-depth state of the art database that takes time and skill to navigate and master. The VADOC is evidence-based, thus our data entry and records management are vital in our decision-making. The agency has contracted with NorthPointe to implement an evidence-based tool to determine accurate risk and needs of probationers. The use of this tool helps to determine an appropriate level of supervision and to develop a case plan addressing the probationer's specific needs.

Caseload

Historically, it has been difficult to determine an appropriate caseload size for Probation Officers in the Commonwealth. The American Probation and Parole Association (APPA) serves as the leading professional association for community corrections, providing national representation for the community corrections professionals. In 2006, the APPA recommended a caseload ratio of 50:1 for moderate to high-risk supervisees and a 15:1 ratio for intensive caseload assignment. In addition, the United States Department of Justice National Institute of Corrections (NIC), the federal agency with a legislative mandate to provide specialized services to corrections, recommends that each state develop a workload strategy to determine staffing needs. Virginia has struggled to keep caseload sizes manageable with the positions currently funded. In simple terms, if one divides the current number of supervisees in the Commonwealth by the current number of probation officers, it will show that each officer would manage a caseload of 71 supervisees. This formula does not account for additional duties, specialized caseloads, vacancies, availability of services for the supervisee, or the geographical differences between districts. Also, as outlined in the upcoming paragraph, when accounting for the number of presentence reports completed yearly and removing Officers whose full-time role is the completion of these reports, the average caseload size increases to 95 cases per officer.

In 2019, the VADOC prepared 10,575 presentence reports. A well-trained officer can typically complete 15 presentence reports per month as their primary role in the Department without adding any additional duties. To complete these required presentence reports annually, 59 dedicated probation officers are required. This now creates an average caseload for general officers of 95.



In 2020, the VADOC had approximately 3,600 sex offenders requiring specialized or intensive supervision. The Department has tried to maintain a caseload of 40 sex offenders per officer for public safety reasons and the extensive supervision requirements for this demographic. To supervise this caseload, 90 dedicated probation officers are required. This now creates an average caseload for general officers in Virginia of 109.

Impact of Vacancies – A Case Study from Culpeper Probation and Parole

Culpeper Probation and Parole typically supervises around 830 probationers and parolees, which includes approximately 150 high-risk cases and 25 sex offenders. The district currently has 10 probation officers assigned. This creates an average caseload of 83 per officer. This again does not account for presentence reports, other investigations, or specialized caseloads. If one probation officer leaves the district, 83 cases must be reassigned to another officer. This now creates an average caseload of 92. If two probation officer positions become vacant, the remaining cases must be re-assigned, and the average caseload size becomes 103.7. Culpeper also typically completes between 100-150 presentence investigations per year. This would require one officer's primary responsibility to be the preparation of reports. The average caseload then becomes 118.5. As mentioned above, these numbers also do not account for 150 high-risk cases where officers should be afforded the opportunity to have a reduced caseload to provide intensive services and resources. Because of these vacancies, Senior Probation and Parole Officers and a Deputy Chief who typically serve in a supervisory role are required to assume the role of a Probation Officer to ensure cases are supervised and public safety is maintained. Culpeper specifically had such a challenging time hiring and filling vacancies, they recently were left with three probation officers to supervise the moderate to high-risk cases. This creates an unreasonable workload for employees and perpetuates the cycle of vacancies.

Vacancies

The overall vacancy rates for the VADOC in FY2021 and FY2022 were 17.2% and 22.7%. While the vacancy rates for Probation Officers lag the overall VADOC rate, the impact of vacancies among frontline Probation Officers places an extraordinary burden on the existing probation and parole workforce.

As of June 30, 2022, the average monthly vacancy rate for Probation Officers is 10.57%. The average monthly vacancy rate for Probation Officers has increased by 4.13% in the last 12 months. VADOC's highest vacancies levels are represented in the Central Region of Virginia, which includes Northern Virginia, Winchester, Culpeper, Charlottesville, Farmville, South Boston, and the Richmond metro areas. The Central Region's average monthly vacancy is 12.47% followed by the Eastern and Western Regions averaging slightly above 8%.

Fiscal Year	VADOC Statewide Average PO Vacancy Rate
2018	7.07%
2019	8.36%
2020	8.52%
2021	6.44%
2022	10.57%



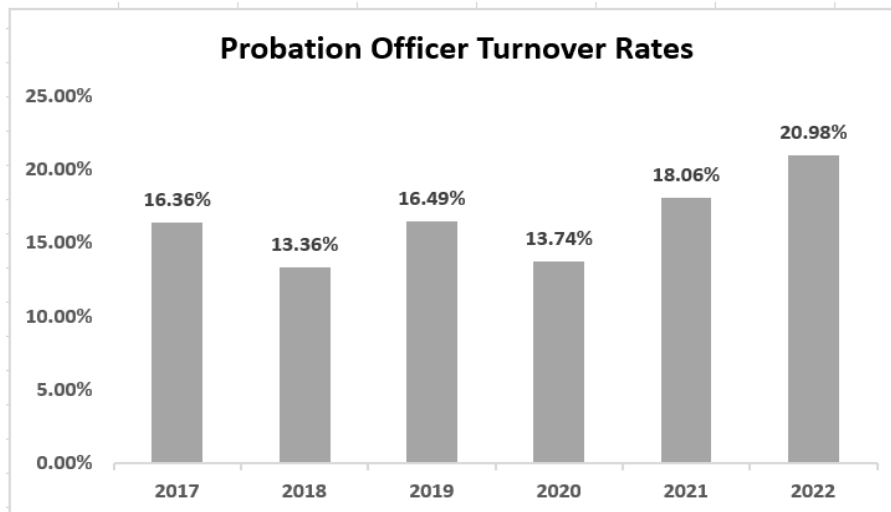
Each vacancy increases the risk of jeopardizing public safety and existing staff must work together to cover the workload. These caseloads may include sex offenders, gang members, significantly mentally ill cases, and high-risk, violent probationers who require intensive supervision to ensure public safety. Vacancies are often covered by experienced Probation Officers and management, taking away time from other caseloads and effectively running a district office.

Administrative staff vacancies also result in a significant burden for districts to manage. Administrative support staff play an integral role in aiding Probation Officers daily; they are the first point of contact for probationers and parolees, and they set the stage for successful interactions. Administrative staff typically serve as receptionists, answer calls for assistance, manage incoming and outgoing correspondence, create thorough and accurate case files for supervision and manage any other duties as assigned dependent on district needs. During times of administrative support vacancies, Probation Officers take on these responsibilities themselves; thus impacting public safety by taking time away from the supervision of medium and high-risk probationers.

Looking at the vacancy rate alone does not accurately reflect the burden each vacancy puts on a District Office. Once that vacant position is filled, it does not instantly alleviate existing staff nor management's role in providing supervision of that caseload. As mentioned, it can take up to three years for a newly hired probation officer to learn the job to the level where they are knowledgeable of all aspects of the job and proficient in supervising a varied caseload with little oversight. During this time, existing officer's along with management are still meeting with this newly hired officer's caseload, writing their violation reports, conducting their presentence reports and guidelines, along with all the other same duties for their own caseload. This creates a constant struggle of existing probation officers doing multiple jobs at once, creating the burnout and overload, which leads experienced officers becoming stressed and frustrated. While we will talk about training in more detail later in this report, it should be mentioned that in addition to the extra work, existing staff must also carry the task of training these newly hired officers. This creates another layer of duties and responsibilities added to what has been described as an already over worked probation officer and/or supervisor. All of this plays a part in jeopardizing public safety when our front-line staff are stretched too thin.

Turnover

The overall turnover rates for the VADOC in FY2021 and FY2022 were 25.49% and 25.60%. The turnover rate for Probation Officers was at a historical high point in FY2022, which has created substantial challenges and resulted in a 57% increase in overtime costs. In FY2021 and FY2022, VADOC experienced its highest years of Probation Officer turnover with 129 Probation Officer separations in FY2022. Of those 129 separations, 65% cited a better job or "other" as the reason for leaving while 19% retired from state service.



Employee exit data is sparse and unreliable due to the voluntary nature of the process. Lack of career advancement, high caseloads/workloads, and frustrations regarding compensation, particularly from employees whose salary is compressed were among some of the commonly discussed items from data collected. There were also comments related to the compensation not correlating to the requirements of the position.

Due to the significant number of employees leaving the Department, supervisors have been promoted more quickly. In the past, it was the norm to have Probation Officers promoted to Senior Probation Officers following ten to fifteen years of experience. Now, some supervisors have been promoted with only a year of experience due to staffing issues. While these new supervisors are supported by the leadership in their office, and work hard to do the best job they can, they do not have the historical knowledge that comes from the experience of being a more tenured Probation Officer. Due to turnover and retention issues with seasoned Probation staff, VADOC is facing challenges with succession planning for leadership roles within Community Corrections.

From FY2021 to FY2022, overtime costs for Probation and Parole staff increased by 57%. This has led to perceived morale problems and burnout, resulting in increased turnover of Probation and Parole Officers. Additionally, districts also struggle with staffing ancillary positions such as administrative support staff and Surveillance Officers. Vacancies in these positions require Probation Officers to work outside of their role to maintain daily operations and meet its public safety mission.

Recruitment

Probation Officers have daily interaction and influence with individuals under supervision, which provides them with the opportunity to directly impact long-term public safety. Successful Probation Officers have effective communication skills and case management experience. The number of available candidates with a college degree is declining relative to the existing workforce, which is helpful in preparing them for success in this demanding role. In addition, the quantity and quality of applicants for these entry-level positions has diminished.



Interest in these demanding public safety positions has declined with employment applications for Probation Officers decreasing by 50% over the past five years. Current applicant pools often do not yield willing and able applicants. The number of candidates not showing up for interviews has drastically increased which often results in vacancies being posted multiple times.

Fiscal Year	Number of PO applications
2018	11,075
2019	10,378
2020	8,773
2021	6,551
2022	5,548

With the significant decrease in applications, as well as fewer applicants with a college degree or directly related work experience, District Chiefs no longer have the option to be highly selective in the recruitment and selection process. This has resulted in less-qualified candidates (than in previous years) being referred for interviews and hired for vacant positions. For perspective, a college degree and case management experience were key preferred qualifications in the past. At this point, many districts are interviewing and selecting candidates without these preferred qualifications. This creates a need for increased training, coaching and mentorship by leadership and existing staff who are carrying additional caseloads while the new employee is trained and oriented to their new role. At times, applicants hired without experience or a college-degree are astounded by the level of work assigned to a Probation Officer, and they leave the position shortly after being hired. This increases vacancy timeframes and leaves caseloads vacant longer.

In addition, qualified candidates selected for vacancies are declining offers based on their expectation of a higher starting salary. Existing salary compression limits the Department from offering higher salaries to minimally qualified candidates.

Stabilization Efforts

In an effort to stabilize District offices with average monthly vacancy rates at 10% or greater, VADOC has offered a \$1,500 retention bonus to existing Probation Officers with a signed one-year tenure agreement. In addition, these Districts are offering a \$5,000 sign on bonus to external new hires with a signed two-year tenure agreement. Since implementation of this exceptional recruitment and retention incentive, VADOC has awarded 268 retention bonuses and 27 sign on bonuses to Probation Officers

The VADOC also utilizes external recruitment platforms to reach active and passive candidates to include Indeed, Linked In, Radio and Billboard Advertisements. The Agency also now offers an Employee Referral Bonus Program for existing staff to receive a bonus for successful referrals to vacant positions. Even with these exceptional recruitment and retention strategies employed, Districts are still struggling to attract qualified applicants to fill vacancies.



Training

The average cost to train a new Probation Officer is estimated at \$22,803, which includes academy training, equipment, testing and salary costs associated with initial training period.

Filling a Probation Officer vacancy does not initially alleviate the strain placed on the staff and the district due to the amount of time it takes to complete training and become proficient in their job. Other staff, including supervisors continue to supervise and provide oversight in all the cases assigned to the new hire while in training.

Once a vacancy is filled, it will take up to three years for a new Probation Officer to complete training requirements and become fully or highly proficient in their responsibilities and all aspects of their job.

- 12% of Probation Officers have less than one year in the role.
- 47% of Probation Officers have been in the Probation Officer role less than five years.
- 24% have been in the role 5-10 years.

Probation Officers place themselves in potentially dangerous situations on a regular basis in order to effectively supervise cases; it is imperative that continuous and appropriate training is provided to prepare Officers to effectively and safely manage any situation impacting public safety, as well as their own safety. Due to the significant training and skill building required for a Probation Officer, retention of seasoned staff is a high priority for district offices.

Employee Compensation

The American Correctional Association (ACA) is an internationally recognized organization that publishes operational standards for correctional agencies across the United States and the world. These standards include 22 dedicated manuals for the operation of differing correctional facility types including prisons, jails, probation/parole agencies, and others. In order to comply with ACA performance and accreditation standards for probation and parole, the Department is mandated to ensure salary levels for employees are competitive with comparable occupational groups in the public and private sector. (4-APPFS-3E- HR1C-22).

Probation Officers in Virginia make significantly less than their local community partners. District offices regularly lose trained staff to local misdemeanor Community Corrections offices, federal probation, local jails, police departments, and Social Services. As an example, five former Probation Officers at District 9 (Charlottesville) now work at the Albemarle/Charlottesville Regional Jail, where the starting salary for Case Manager is \$49,885, \$7,385 higher than a VADOC Probation Officer.

While there is no residency requirement for Probation Officers in Virginia, it is advantageous to the VADOC for staff to live in the Community where they work in order to quickly respond to emergencies and other issues after business hours. In many areas, Probation Officers cannot afford to live where they work based on current salary compared to cost-of-living expenses. This leads to longer commute times, higher expenses, and an inability to quickly respond to district emergencies when they arise. In Fredericksburg, 61% of staff live outside of the area; only 14 of 37 employees reside within Fredericksburg. The cost of living in Fredericksburg is 55.6% higher than the national average. The VADOC annual vacancy percentage for Probation Officers in Fredericksburg is 23%. In District 9 (Charlottesville), 60% of staff live outside of the Charlottesville



area with only 4 of 23 employees residing within the city limits. The annual vacancy percentage for Charlottesville is 20%.

During the month of February 2022, six structured dialogue sessions were held with 75 Probation Officers representing 40 districts across the Commonwealth. During these sessions, several standard questions were deployed in an effort to explore the challenges and opportunities facing these staff on a daily basis. While several improvement opportunities were identified, compensation was the number one concern dominating 24.1% of all comments. The staff directly cited concerns surrounding base salary and compression as major contributors to dissatisfaction and turnover. Probation Officers strongly feel pay is a significant issue, desiring competitive salaries that reflect the heavy workload, educational requirements, and increased complexity of the evolving role.

The entry-level salary for a VADOC Corrections Officer is \$42,500 and these positions do not require a college degree or case management experience. Cognitive Counselors who are classified at the same pay band and level as a Probation Officer have an average salary of \$50,060, \$2,264 more than the PO average. Cognitive Counselors positions do not have caseload requirements and are responsible for working with a similar population in district offices and facilities. Cognitive Counselor positions are typically filled through a promotion from Casework Counselor positions.

Salaries

The average statewide annual salary for a Probation Officer with VADOC is \$47,796.

- 16 Probation Officers are at the minimum salary (\$42,500) and 126 Officers are at \$43,694 after the \$3,000 one-time adjustment and 2.5% increase on July 10, 2022.
- 46% of all VADOC Probation Officers have a salary of \$47,000 or less.
- 24% have a salary of \$45,000 or less; and 22% have a salary of \$44,000 or less.

Average and Minimum Salaries for Probation and Parole Services as of July 31, 2022:

Work Title	Current VADOC Average Salary	Fairfax Planning VADOC Average Salary	Minimum VADOC Salary STATEWIDE	Minimum VADOC Salary NOVA
Probation Officer Assistant	\$39,947	\$46,492	\$31,850	\$39,796
Probation Officer	\$47,796	\$58,454	\$42,500	\$53,104
PO Senior	\$56,088	\$68,279	\$50,248	\$62,785
Deputy PO	\$66,729	\$83,241	\$57,785	\$72,202
Chief PO	\$81,286	\$94,441	\$67,980	\$84,941



The VADOC hiring range for a Probation and Parole Officer is \$42,500 - \$47,000. The maximum salary for a new hire is capped at \$47,000 due to compression of tenured officers and to minimize pay equity issues.

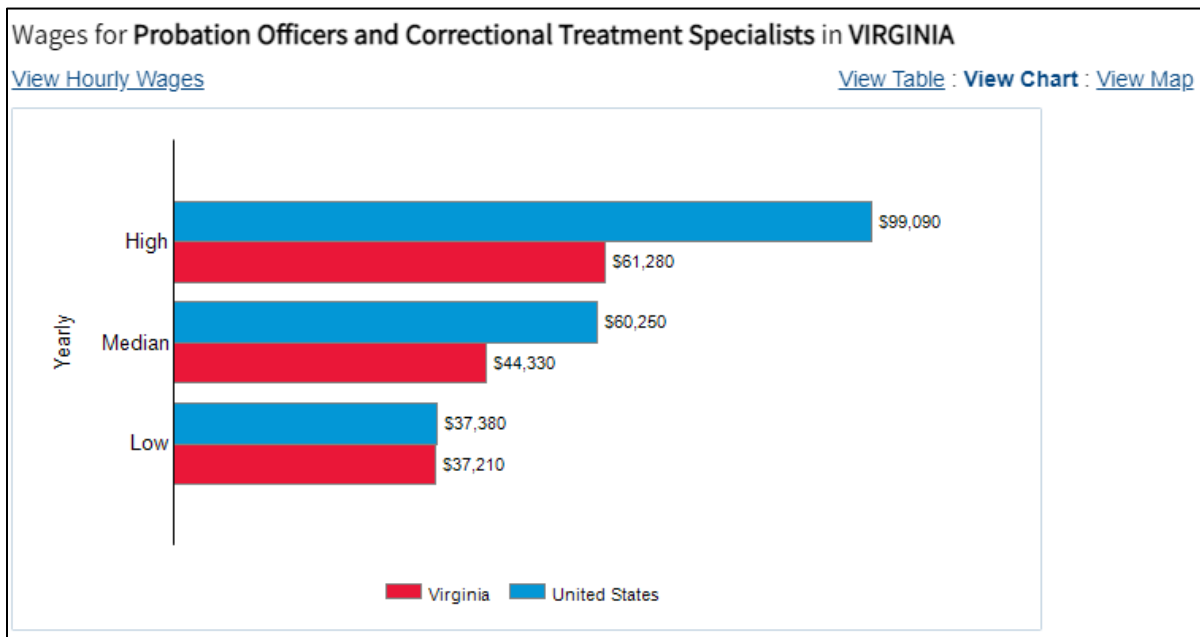
External Market

In Virginia, the statewide average salary for a Probation Officer is \$44,320

- The Virginia Department of Juvenile Justice’s (DJJ) hiring range for a Probation Officer is \$41,370 - \$57,855.
- The average salary for a Probation Officer with DJJ is \$50,594 (\$2,798 higher than the VADOC average).
- The average salary for a Probation Officer Senior with DJJ is \$60,764 (\$4,676 higher than VADOC average).
- The Virginia State Police Trooper starting salary is \$52,788 (\$4,992 higher than VADOC average). VADOC Probation Officers are classified the same pay band level (band 4) and retain enhanced hazardous duty retirement benefits (VALORs to SPORs) upon transfer to VSP.

While VADOC is a leader in the field of corrections and has one of the lowest recidivism rates in the United States, Probation Officer salaries significantly lag the market in comparison to the nationwide average as well as averages from other states according to the Bureau of Labor and Statistics. Offering salaries that lag the market makes it very difficult for VADOC to attract applicants who possess the capacity to acquire and apply the knowledge, skills, and abilities needed to be successful as a Probation Officer and fulfill our public safety mission.

According to external market data, the median salary for Probation Officers Nationwide as of May 2021 is \$60,250, \$12,454 above VADOC’s Probation Officers average salary.





Many localities in Virginia pay local court pre-trial/probation officers more than VADOC and the job requirements and caseloads are less. For example, in Chesterfield, the Pretrial/Probation officer hiring range is \$52,745 - \$61,976. In Culpeper, the hiring range for a local pretrial officer is \$46,645 - \$59,472. VADOC Probation Officers are actively recruited due to their considerable knowledge, skill sets and experience working in local courts and with community resources.

Several neighboring states offer higher starting salaries, step progression and have significantly higher median salaries. Pennsylvania offers a minimum annual salary of \$46,719 as well as incremental increases to new officers after successful completion of probationary periods.



North Carolina offers a 6.5% increase in salary after successful completion of the probationary period, then annual salary increases thereafter (pay plan guide below). NC pays 100% of retirees' health insurance, with a minimum of 10 years of service.

North Carolina Probation Parole Officer Step Pay Plan Guide		
Step	Months of Experience	Salary Step
0	0-11	\$40,000
1	12-23	\$42,600
2	24-35	\$45,369
3	36-47	\$51,549
4	48-59	\$54,804
5	60-71	\$58,366
6+	72+	\$58,366



In the *2021 Biennial Compensation Report*, former DHRM Director Emily Elliot provided a comprehensive report on recruitment, retention, and market position for the Commonwealth's classified workforce. This report identified Probation Officers as a workgroup experiencing critical turnover challenges, salary compression, and a weak market position. At that time, 397 Probation Officers were included in the recommendations for salary adjustments.

Salary Compression

Salary Compression among employees working in Community Corrections is a major concern and source of many current challenges related to employee recruitment, engagement, morale and retention. Of the Probation Officers, less than \$6,037 separates the 25th and 75th salary percentiles and among Supervisors (PO Seniors and Deputy Chief Probation Officers) less than \$3,430 separates the 25th and 75th quartiles, revealing a significant salary compression issue.

VADOC Probation Officers are thoroughly trained and highly skilled public safety employees, which allows them to be preferred candidates for local partners seeking to fill vacancies in a tight labor market. The Department is often placed in a position of weighing employee pay equity versus exacerbating compression issues in order to match competitive offers from other state and local agencies to retain seasoned staff. This leads to turnover and morale issues.

VADOC Probation Officer advancement opportunities are currently limited. Probation Officers can seek a competitive advancement to a Probation Officer Senior role; however, there are a limited number of Senior Officer positions in each district office. Upon promotion, their current salary is the basis for calculating their salary as Probation Officer Senior. Funding has not been available to afford career pathways for Officers to grow in place offering incremental increases for new skill development. This is a key element necessary to help address salary compression and increase retention.

Career Progression and Retention

As a learning organization, a comprehensive skill-based, progressive pay program that factors employee tenure along with skill development and deployment would drastically impact employee engagement and retention within this career group. Implementation of a career progression program would allow prospective applicants to anticipate the financial value of a Probation Officer career and allow VADOC to better compete for a diverse and qualified applicant pool against those agencies offering similar programs.

Historically, VADOC has lacked funding for a skill-based pay system affording Probation Officers the opportunity to be compensated for progression through their role. Many officers have acquired advanced skills that support the VADOC business practices and public safety mission however; they are not receiving any additional compensation for the deployment of those acquired skills.

Through implementation of a career pathway program, Probation Officers would be eligible to advance through tiers of this skill-based progression, which includes a target salary level for each level of progression. Providing funding for upskilling employees within these public safety roles would enhance individual contributions/commitment and better support the Commonwealth's public safety efforts all while advancing retention and engagement efforts. The difference in target salary levels will also address and decrease salary compression issues.



Response

In response to the current situation and to avoid a similar situation the Agency has experienced with Corrections Officers, VADOC presents a proposal to leverage the full potential of an integrated compensation management program to support the job structure, pay structure and pay practices required to fully support VADOC's mission of long-term and lasting public safety in the Commonwealth. If the Agency does not proactively implement this full proposal, it faces the risk of critical staffing shortages in some districts resulting from continued turnover and lack of available local talent, which poses risk to the communities in the Commonwealth.

Enable VADOC to address External Equity (Starting Salary)

With Probation Officer salaries below local partners and competitors, it is imperative to increase the starting salary range for positions in this career group. With the proposed 5% increase on July 10, 2023 and increase to the minimum salary to \$44,625, Probation Officer salaries will still lag the market. An additional 8.46% increase in the hiring range for a Probation Officer will allow VADOC to be competitive in attracting qualified applicants who possess the skill set needed to be successful. The Department requests to increase the starting pay for Probation Officers to \$48,400/annually.

of Staff Impacted: 359
Total Cost with fringe: \$1,432,940

Enable VADOC to Address Internal Equity (Salary Compression)

Funding is requested to address salary compression for Probation Officers through Chief Probation Officers. While an increase to the minimum salary can assist with attraction, it will contribute to salary compression that already exists. In addition, there are many supervisors whose state salary lags those under their supervision. Targeted compression adjustments to all roles in the Probation and Parole series will help address this issue.

These targeted adjustments will aid in addressing existing compression issues and better position VADOC to fully implement a skill-based, progressive pay approach, which is needed for employee retention.

Probation Officers

- Alignment Adjustment: One-time adjustment - \$100 per year of service, capped at 30 years
- Longevity Adjustment: One-time adjustment - \$500 for employees with 3 or more years of service

of Staff Impacted: 407
Total Cost with fringe: \$846,427



Probation Officer Seniors

- Increase to new minimum and targeted increase to address compression based on time in role and time with state.
- Structure Adjustment: One-time adjustment to new minimum

of Staff Impacted: 49
Total Cost with fringe: \$113,823

- Alignment Adjustment – One-time adjustment - \$100 per year of service, capped at 30 years
- Longevity Adjustment – One-time adjustment - \$1,500 for employees with 3 or more years of service

of Staff Impacted: 298
Total Cost with fringe: \$890,700

Probation Supervisors (DCPO & CPO)

- Increase to new minimum and targeted increase to address compression based on time in role and time with state.

of Staff Impacted: 98
Total Cost with fringe: \$582,384

See *Appendix B – Probation Officer Starting Structure/ Career Progression Proposal*.

Enable VADOC to recognize Career Progression and Development

In addition to addressing starting salaries and compression, VADOC requests funding to implement a career pathway program within probation and parole services. This is a critical element of a sustainable compensation program. A tenure and skill based progressive system that allows Probation Officers to grow within their role from an entry-level officer to advanced levels with specialty caseloads and skill sets.

Each level of this skill-based progression includes a target salary level.

- Probation Officer I – Entry Level
- Probation Officer II – Increase after 12 months – successful completion of probationary period
- Probation Officer III – Increase after 36 months – Must receive additional certifications
- Probation Officer IV (Master) – eligible after 60 months of service, slots may be limited per district

of Staff Impacted: 551
Total Cost with fringe: \$2,650,231

Total Projected Cost of Compensation Proposal: \$6,516,504. See *Appendix C - Compensation Proposal – Projected Cost Summary*.



Overall Recommendations

- Action 1: Increase minimum salary for Probation Officers to \$48,400 and Probation Officer Senior minimum to \$56,000
- Action 2: Provide compression adjustments to Probation Officers and Probation Officer Seniors based on years of service, capped at 30 years
- Action 3: Increase minimum salary for Deputy Chiefs and Chiefs and provide salary compression adjustments based on time with state and role
- Action 4: Fund skill-based career pathway progression program for Probation Officers

While not included under the parameters of this study, funding is needed to address minimum salary and compression for the critical probation and parole support staff including surveillance officers and administrative support personnel.

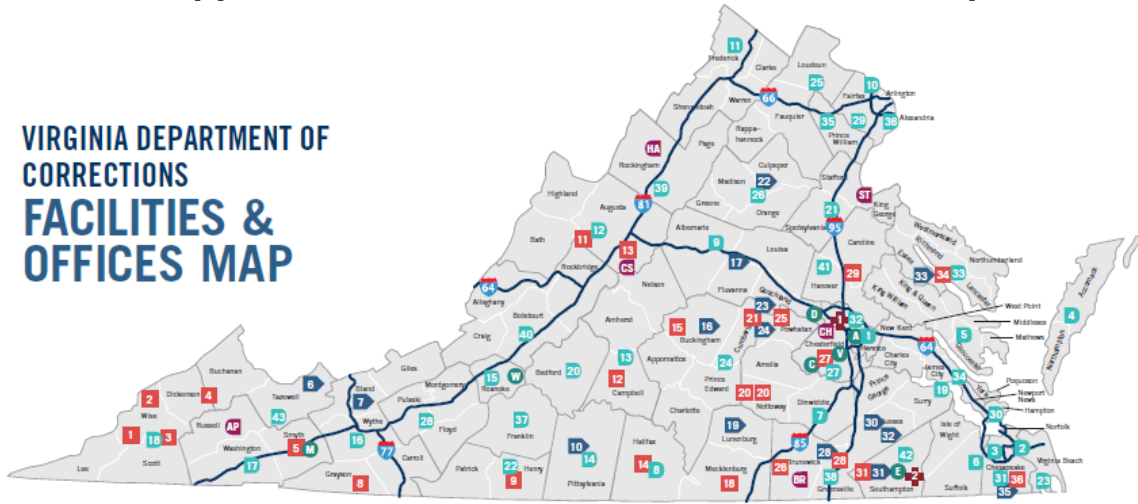
Conclusion

As directed by the Code of Virginia, Probation and Parole Officers play a critical role in promoting public safety across the Commonwealth of Virginia. This segment of the Commonwealth's workforce is charged with supervising and managing probationers and parolees to help them become successful and contributing members of society. These public safety professionals maintain effective working relationships with courts, judges, attorneys, law enforcement, treatment providers, and an array of other external stakeholders. This work affects not only those under supervision, but also the families of supervisees and the public at large.

Based on the information provided in this report, VADOC is at a critical point in its operations resulting in an immediate need for legislative action to support this segment of the workforce. VADOC believes this proposal positions the agency to realize tangible and productive results, which will have a favorable impact on the stability of its operations and VADOC's public safety mission. As much as we appreciate the recent increases to base salary, additional funding is necessary to enhance the Probation and Parole job and pay structure, which is required to fully support VADOC's mission of long-term and lasting public safety in the Commonwealth.

Appendix A - VADOC Facilities and Office Map

VIRGINIA DEPARTMENT OF CORRECTIONS FACILITIES & OFFICES MAP



WESTERN REGION

<p>FACILITIES</p> <ul style="list-style-type: none"> 11 Augusta Correctional Center 7 Bland Correctional Center 13 Cold Springs Correctional Unit 	<ul style="list-style-type: none"> 10 Green Rock Correctional Center 4 Keen Mountain Correctional Center 5 Marion Correctional Treatment Center 8 Patrick Henry Correctional Unit 6 Pocahontas State Correctional Center 2 Red Onion State Prison 	<ul style="list-style-type: none"> 8 River North Correctional Center 1 Wallens Ridge State Prison 3 Wise Correctional Unit 	<p>P&P DISTRICTS</p> <ul style="list-style-type: none"> 12 Staunton 13 Lynchburg 14 Danville 15 Roanoke 16 Wytheville 17 Abingdon Additional Offices in Bristol, Russell, Smyth 	<ul style="list-style-type: none"> 18 Norton Additional Office in Lee 20 Bedford 22 Martinsville 28 Radford 37 Rocky Mount 39 Harrisonburg Additional Office in Luray 40 Fincastle Additional Offices in Covington, New Castle, and Lexington 43 Tazewell Additional Office in Buchanan 	<p>COMMUNITY FACILITIES</p> <ul style="list-style-type: none"> AR Appalachian Men's Community Corrections Alternative Program CS Cold Springs Community Corrections Alternative Program HA Harrisonburg Men's Community Corrections Alternative Program <p>ADMINISTRATIVE OFFICES</p> <ul style="list-style-type: none"> W Western Regional Office M Academy for Staff Development – Marion
---	---	---	--	---	--

CENTRAL REGION

<p>FACILITIES</p> <ul style="list-style-type: none"> 18 Baskerville Correctional Center 21 Beaumont Correctional Center 19 Buckingham Correctional Center 27 Central Virginia Correctional Unit 	<ul style="list-style-type: none"> 22 Coffeewood Correctional Center 16 Dillwyn Correctional Center 17 Fluvanna Correctional Center for Women 14 Halifax Correctional Unit 19 Lunenburg Correctional Center 20 Nottoway Correctional Center 20 Nottoway Work Center 	<ul style="list-style-type: none"> 12 Rustburg Correctional Unit 24 State Farm Correctional Center 25 State Farm Work Center 23 Virginia Correctional Center for Women 	<p>P&P DISTRICTS</p> <ul style="list-style-type: none"> 1 Richmond 8 South Boston 9 Charlottesville 10 Arlington 11 Winchester Additional Offices in Front Royal, Woodstock 21 Fredericksburg 24 Farmville 25 Leesburg Additional Office in Warrenton 	<ul style="list-style-type: none"> 26 Culpeper 27 Chesterfield 29 Fairfax Additional Office in Alexandria 32 Henrico 35 Manassas 38 Alexandria 41 Ashland 	<p>SECURE MEDICAL FACILITIES</p> <ul style="list-style-type: none"> Medical College of Virginia <p>ADMINISTRATIVE OFFICES</p> <ul style="list-style-type: none"> A Atmore Headquarters C Central Regional Office D Academy for Staff Development – Crozier V Virginia Correctional Enterprises <p>COMMUNITY FACILITIES</p> <ul style="list-style-type: none"> CH Chesterfield Women's Community Corrections Alternative Program ST Stafford Men's Community Corrections Alternative Program
--	--	--	--	--	---

EASTERN REGION

<p>FACILITIES</p> <ul style="list-style-type: none"> 29 Caroline Correctional Unit 31 Deerfield Correctional Center 31 Deerfield Men's Work Center 31 Deerfield Men's II Correctional Center 	<ul style="list-style-type: none"> 28 Greenville Correctional Center 28 Greenville Work Center 33 Haynesville Correctional Center 34 Haynesville Correctional Unit 38 Indian Creek Correctional Center 26 Lawrenceville Correctional Center 35 St. Brides Correctional Center 	<ul style="list-style-type: none"> 30 Sussex I State Prison 32 Sussex II State Prison 	<p>P&P DISTRICTS</p> <ul style="list-style-type: none"> 2 Norfolk 3 Portsmouth 4 Accomac 5 Gloucester 6 Suffolk 	<ul style="list-style-type: none"> 7 Petersburg 19 Newport News 23 Virginia Beach 30 Hampton 31 Chesapeake 33 Warsaw 34 Williamsburg 38 Emporia 42 Franklin 	<p>COMMUNITY FACILITIES</p> <ul style="list-style-type: none"> BR Brunswick Community Corrections Alternative Program <p>SECURE MEDICAL FACILITIES</p> <ul style="list-style-type: none"> Southampton Memorial Hospital <p>ADMINISTRATIVE OFFICES</p> <ul style="list-style-type: none"> E Eastern Regional Office
---	--	---	---	--	--



Appendix B
Probation Officer Salary Structure/Career Progression Proposal

Role	STATEWIDE Appointment Salary (SW)	NORTHERN VA Appointment Salary (FP) [24.95% Diff]	Key Criteria
PO Tier 1	\$48,400	\$60,476	Meets both: <ul style="list-style-type: none"> Suitable for employment based on selection process Acceptable background screening
PO Tier I Progression	\$49,900	\$62,350	<ul style="list-style-type: none"> 12 months in role Developing in core responsibilities and critical tasks
PO Tier II Progression	\$51,500	\$64,350	<ul style="list-style-type: none"> 24 months in role Proficient in core responsibilities and critical tasks Specialized Skill/Certification pathway identified
PO Tier III Progression (Senior PO)	\$53,000	\$66,224	<ul style="list-style-type: none"> At least 36 months in role Specialized Skill/Certifications utilized/demonstrated proficiency
PO Tier IV Master PO Progression	\$54,500	\$68,098	Meets all: <ul style="list-style-type: none"> At least 60 months in role Highly proficient in specialized skills Performing as a Subject Matter Specialist Peer Review Required
Supervisory Probation Officer	\$56,000	\$69,972	Meets both: <ul style="list-style-type: none"> Suitable for employment based on selection process Acceptable background screening
Deputy Chief Probation Officer	\$66,150	\$82,654	Meets both: <ul style="list-style-type: none"> Suitable for employment based on selection process Acceptable background screening
Chief Probation Officer	\$75,000	\$93,713	



Appendix C Compensation Proposal – Projected Cost Summary

Probation Series	Staff Impacted	Cost
Increase PO Minimum	359	\$1,432,940
Vacant POs	130	
Increase PO Supervisor Minimum	49	\$113,823
Compression & Longevity for POs	407	\$846,427
Compression & Longevity for Supervisory POs (PO Seniors)	298	\$890,700
Total for PO Structure and Alignment		\$3,283,890
DCPO & CPO Alignment – PO Managers	98	\$582,383
Total for PO DCPO & CPO Alignment		\$582,383
Total for Structure and Alignment		\$3,866,273
Career Progression	551	\$2,650,231
Grand Total for P&P Compensation Proposal		\$6,516,504

Note: All costs include fringe (35.32%)