



West Virginia Legislature
Joint Committee on Government and Finance
Legislative Post Audit Division

Aaron Allred, Legislative Auditor
Denny Rhodes, Director

Building 1, Room W-329 • 1900 Kanawha Boulevard, East • Charleston, WV 25305-0610 • Phone: (304) 347-4880 • Fax: (304) 347-4889

**Examination of the Current Salaries, Turnover, Overtime and
Vacancies for Correctional Officer Positions at the West Virginia
Division of Corrections**

LEGISLATIVE POST AUDIT DIVISION

Melissa Childress, CPA, Audit Manager

Kristina Taylor, CPA, Senior Auditor

Christopher Hayslip, Staff Auditor

Updates

The following updates have been made to this report as a result of receiving information from other states concerning their turnover and salary information after the initial release of the report:

January 12, 2015

1. The Delaware Department of Correction provided its turnover information for fiscal year 2014; therefore, this information was added to the report.
2. The Mississippi Department of Corrections provided its turnover information for fiscal year 2014; therefore, this information was added to the report.

January 13, 2015

1. The South Carolina Department of Corrections provided us with the number of average filled positions for all positions and correctional officers only for fiscal year 2014; therefore, we updated its turnover information to reflect these numbers rather than the number of authorized full-time positions originally obtained.
2. The Montana Department of Corrections provided its turnover information for fiscal year 2014; therefore, this information was added to the report.
3. The Kentucky Department of Corrections responded and indicated its entry-level salary for a Correctional Officer I position is \$23,346.00, not the previously reported \$21,886.80. The difference is associated with the fact that the Kentucky Department of Corrections does not hire new employees at the minimum salary for the associated pay grade.

January 14, 2015

1. The Virginia Department of Corrections responded and indicated its entry-level salary for a Correctional Officer I position is \$28,035.00, not the previously reported \$24,479.00. The difference is associated with the fact that the Virginia Department of Corrections does not hire new employees at the minimum salary for the associated pay band.

March 23, 2015

1. The California Department of Corrections provided its turnover information for fiscal year 2014; therefore, this information was added to the report.

Introduction

The Legislative Post Audit Division conducted this examination of the current salaries, turnover, overtime and vacancies for correctional officer positions at the West Virginia Division of Corrections (DOC) as a result of several presentations made to the Legislative Oversight Committee on Regional Jail and Correctional Facility Authority by the DOC, the Regional Jail and Correctional Facility Authority and the Division of Juvenile Services. The aforementioned presentations proposed a plan to address the recruitment, retention and vacancies in West Virginia prisons, jails and juvenile facilities. The plan requested that the Committee consider a four-part financial package in hopes of enhancing recruitment and retention. The four-part financial package consisted of:

- **Across-the-board increase** → *\$2,000 across-the-board salary increase.*
- **Starting salary increase** → *Increase minimum starting salaries by \$2,000.*
- **Longevity pay plan** → *Automatic advancements in years two through five (good standing/non-disciplinary) and a Correctional Officer 1st Class automatically advances to a Corporal after their eighth year of service (good standing/non-disciplinary).*
- **Educational Cost Reimbursements** → *Tuition, fees, books and other materials reimbursed at a rate of one month of employment per credit hour.*

During the November 2014 meeting, several members of the Legislative Oversight Committee questioned why the number of vacancies for correctional officers are so high and have continued to rise over the past several months. The DOC Commissioner informed the Committee there are several factors contributing to the high number of vacancies including, but not limited to, location of the facilities and the approved pay grades for correctional officers. The Committee also asked the Commissioner what a realistic and feasible salary amount should be for entry-level correctional officers to allow the DOC to bring in and keep employees. The Commissioner referred the Committee to the aforementioned proposal presented to the Committee in conjunction with the Regional Jail Authority and Division of Juvenile Services in September 2014. Additionally, the Commissioner stated the DOC obtained information in two different ways: (1) interviews were conducted with current DOC correctional officers and (2) exit interviews completed by employees who had already departed employment were reviewed. He then explained that one of the main complaints received from current DOC correctional officers is that they are receiving food stamps (West Virginia's Supplemental Nutrition Assistance Program for low income families) while they are currently employed and working full-time for the DOC. Thus, the Legislative Post Audit Division developed nine objectives to examine the vacancies and turnover issues with the correctional officer positions at the DOC.

Objectives

The objectives of this examination include:

1. Determine the current pay scale for DOC Correctional Officer I and II positions and how it compares to other state agencies that are involved in law enforcement.
2. Determine how the current pay scale for DOC Correctional Officer I and II positions compares to the equivalent positions at state correctional facilities in the surrounding states and the states with similar economic conditions.
3. Determine how the current pay scale for the entry-level Correctional Officer I position compares to the rest of the United States.
4. Determine how the current pay scale, advancement opportunities and benefits for DOC Correctional Officer I and II positions compare to the equivalent positions at the Federal Bureau of Prisons.
5. Calculate the percentage of staff turnover during fiscal year 2014 for correctional officers at the DOC.

Sub-objectives:

- a. Determine how the turnover at the DOC compares to the surrounding states and the Federal Bureau of Prisons.
 - b. Attempt to determine how the turnover at the DOC compares to the rest of the United States.
 - c. Determine how many DOC correctional officers resigned from the DOC for employment with the Federal Bureau of Prisons.
6. Determine if Correctional Officer I and II employees at the DOC, who are earning the entry-level salary (excluding overtime), would qualify for any of the State's government assistance programs based on the average cost of living for West Virginia and varying family sizes.
 7. Calculate the annual cost associated with training new correctional officers at the DOC.
 8. Determine if the total training costs could be decreased over time if turnover was reduced as a result of increasing the starting salaries for correctional officers as outlined in the presentation to the Committee.
 9. Determine the amount of overtime paid to DOC correctional officers during fiscal year 2014.

Sub-objectives:

- a. Calculate total additional amount the DOC would have paid to correctional officers during fiscal year 2014 had the salary increase requested in the presentation been implemented for that time period based on the total number of correctional officers employed by DOC during fiscal year 2014.
 - b. Calculate how many additional annual salaries for full-time Correctional Officer I positions could have been paid at the higher rate (\$24,584) as requested in the presentation from the total amount of overtime paid after excluding the amounts calculated in sub-objective a.
10. Determine if there are increased liability and safety issues for the DOC correctional facilities resulting from overworked staff, inexperienced correctional officers and increased vacancies.

Results

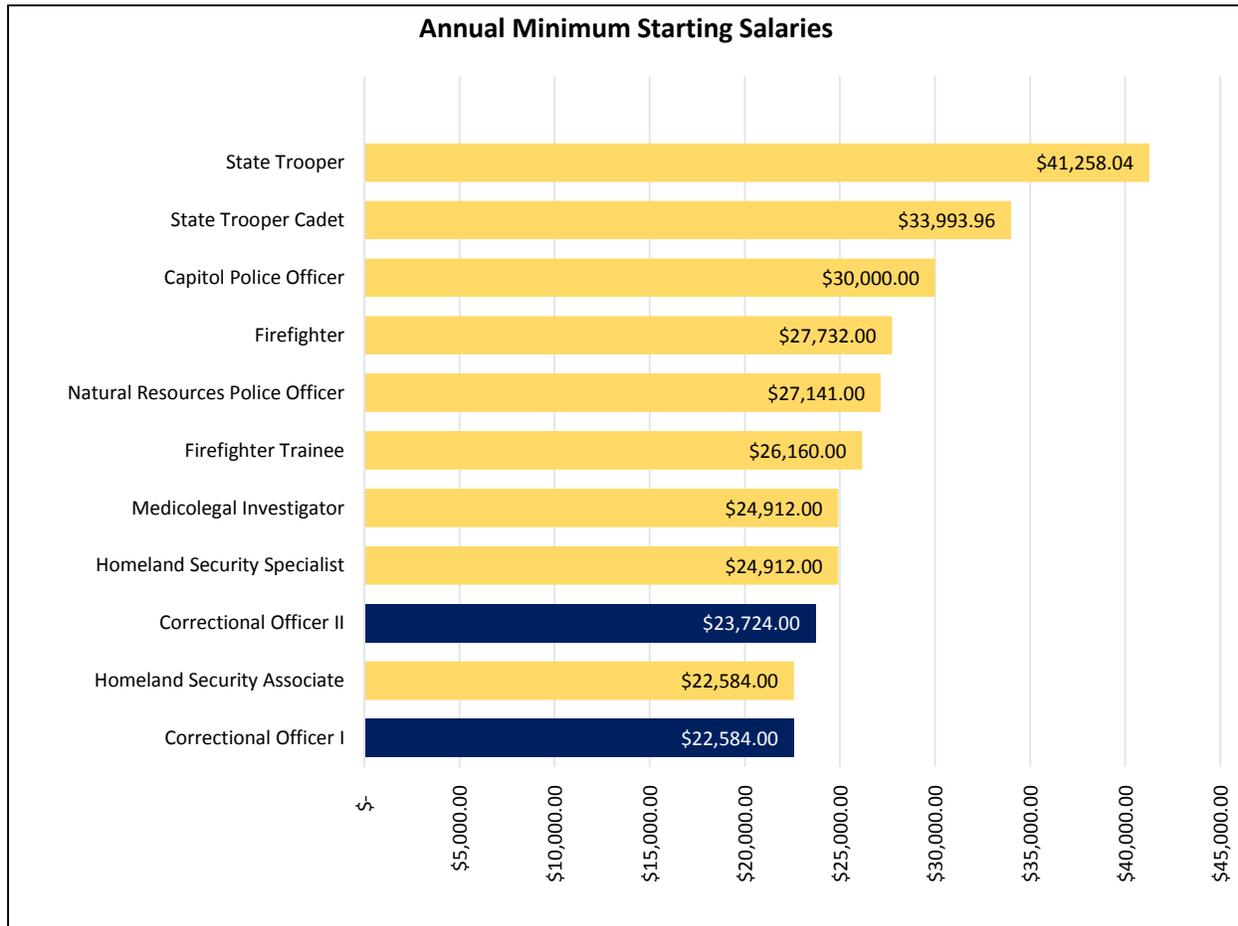
Objective 1: Determine the current pay scale for DOC Correctional Officer I and II positions and how it compares to other state agencies that are involved in law enforcement.

Conclusion: DOC correctional officer positions have lower starting salaries than other law enforcement positions in state government.

The DOC generally pays its new correctional officers lower starting salaries than any of the other West Virginia state agencies which employ law enforcement officers, including the West Virginia Division of Homeland Security, the West Virginia Office of the Chief Medical Examiner, the West Virginia State Fire Marshal, the West Virginia Division of Natural Resources, the West Virginia Division of Protective Services and the West Virginia State Police. However, the job duties and qualifications differ greatly for each of these positions. A brief explanation of the job duties and qualifications of each of the above state law enforcement positions can be found in Appendix A on page 34.

As shown in the table below, most law enforcement officers employed by the State enter at a higher pay rate than correctional officers. The minimum salary for a Correctional Officer V (Lieutenant), which requires a minimum of five years of experience as a correctional officer, is \$27,732, and is still well below the entry-level salaries for Capitol Police Officers (\$30,000) and State Troopers (\$41,258).

Figure 1:

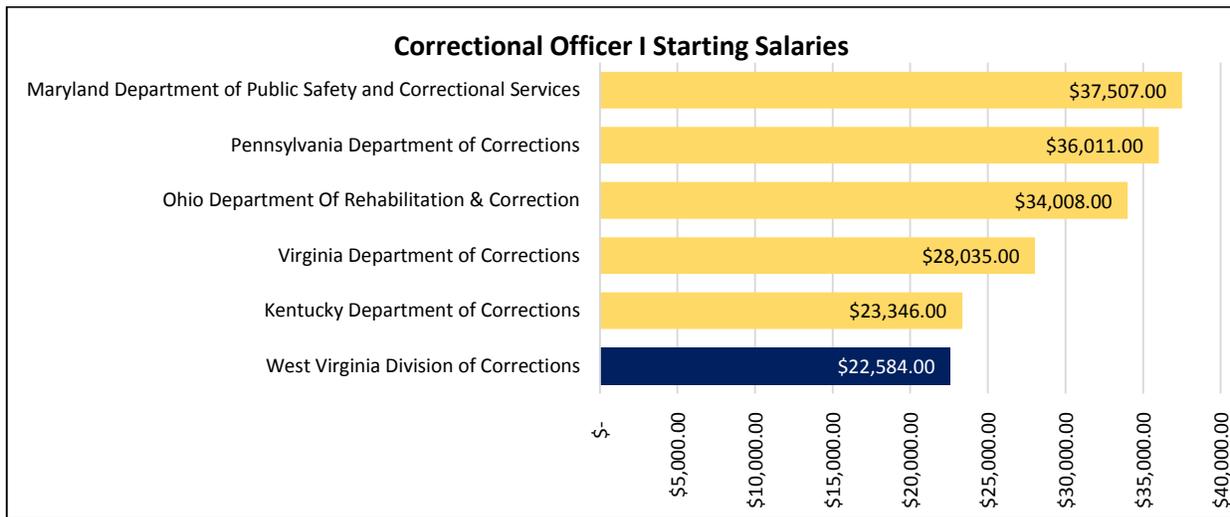


Objective 2: Determine how the current pay scale for DOC Correctional Officer I and II positions compare to the equivalent position at a state correctional facility in the surrounding states and the states with similar economic conditions.

Conclusion: West Virginia state government correctional officer positions have lower starting salaries than equivalent positions at a state correctional facility in the surrounding states and in states with similar economic conditions.

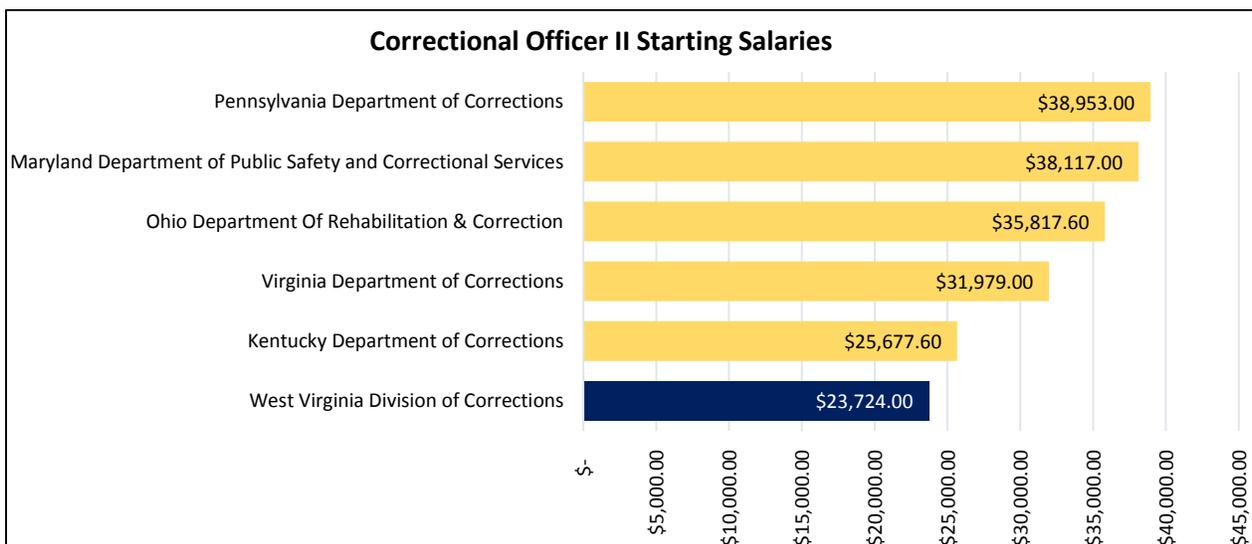
As shown in the charts below, West Virginia ranks last among the six surrounding states for Correctional Officer I starting salaries and last for Correctional Officer II starting salaries.

Figure 2:



The average Correctional Officer I entry-level salary for the states surrounding West Virginia is approximately \$31,800, which is about \$9,200 more than West Virginia. The average for a Correctional Officer II is approximately \$34,100, which is about \$10,400 more than West Virginia.

Figure 3:



We also compared the current pay scale for DOC Correctional Officer I and II positions to the equivalent position at a state correctional facility in the states with similar economic conditions¹. These include the six poorest states in the United States; (1) Mississippi, (2) West Virginia, (3) Alabama, (4) South Carolina, (5) New Mexico, and (6) Kentucky. During this process, we noted West Virginia state government correctional officer positions have lower starting salaries than equivalent positions at a state correctional facility in states with similar economic conditions.

As shown in the charts below, West Virginia ranks last among the six states with similar economic conditions for Correctional Officer I starting salaries and last for starting salaries for Correctional Officer II starting salaries.

Figure 4:



The average Correctional Officer I entry-level salary for the states with similar economic conditions to those of West Virginia is approximately \$24,600 and the average for a Correctional Officer II is approximately \$25,600.

Figure 5:



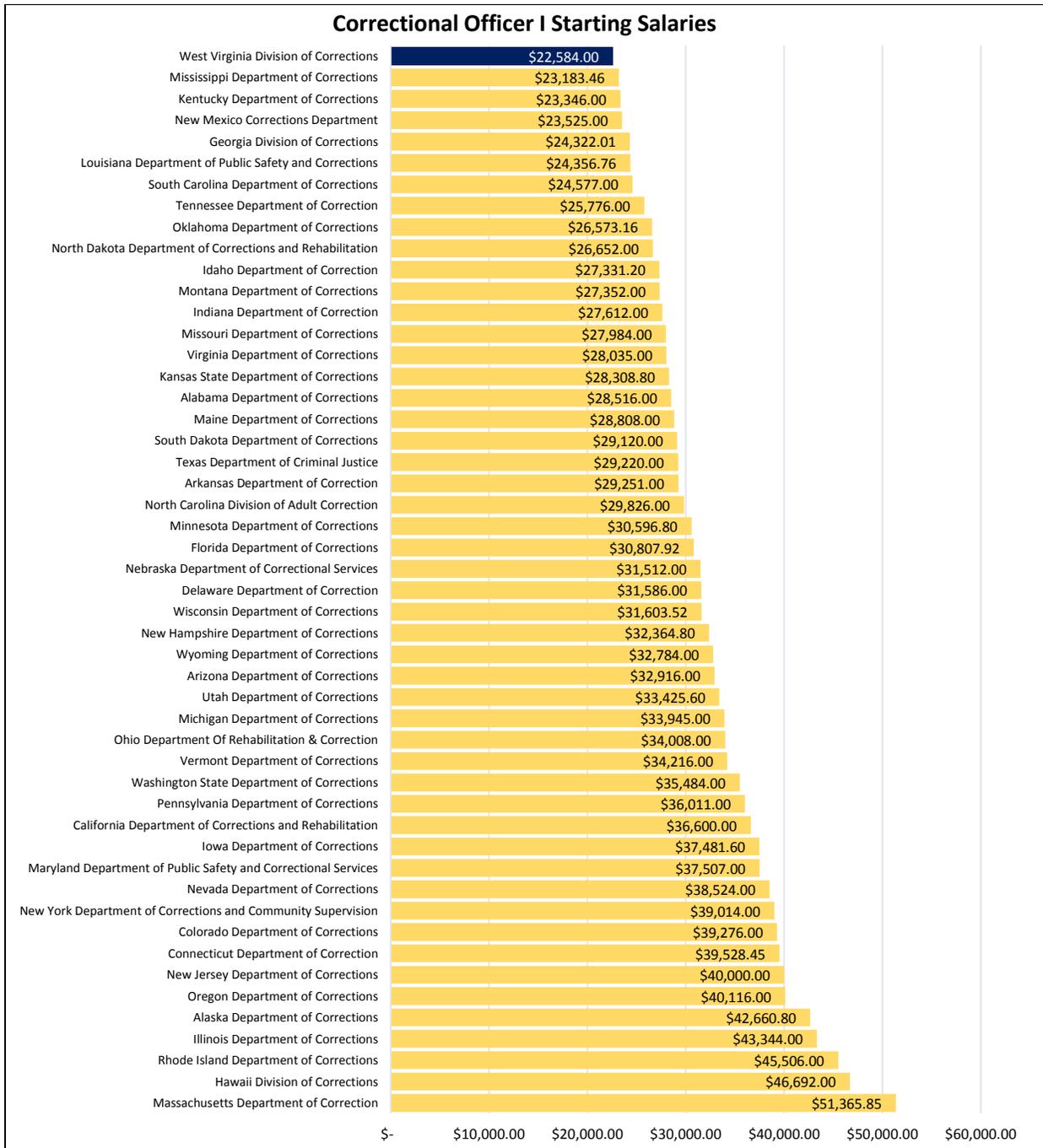
¹ To determine which U.S. states had economic conditions similar to those of West Virginia, we reviewed WalletHub's (a personal finance site) evaluation of the 50 states and the District of Columbia according to income, GDP per capita, and tax dollars per capita, using data from the U.S. Census Bureau, U.S. Bureau of Economic Analysis, and the U.S. Internal Revenue Service.

Objective 3: Determine how the current pay scale for the entry-level Correctional Officer I position compares to the rest of the United States.

Conclusion: West Virginia pays the lowest amount for Correctional Officer I entry-level positions in the country.

West Virginia ranks last among the 50 United States for Correctional Officer I starting salaries.

Figure 6:



Objective 4: Determine how the current pay scale, advancement opportunities and benefits for DOC Correctional Officer I and II positions compare to the equivalent positions at the Federal Bureau of Prisons.

Conclusion: A correctional officer at the Federal Bureau of Prisons makes approximately \$16,400 more per year than a correctional officer at the DOC. Additionally, the Federal Bureau of Prisons offers salary increases based on performance and longevity and the DOC does not.

The federal government operates six federal prisons in West Virginia: Federal Correctional Center Hazelton, Federal Correctional Institution Morgantown, Federal Correctional Institution Gilmer, Federal Correctional Institution Beckley, Federal Prison Complex Alderson, and Federal Correctional Institution McDowell. A map indicating the location of the Federal prisons, DOC facilities, Regional Jail Authority facilities and Division of Juvenile Services facilities can be found in Appendix B on page 36.

The distances between each DOC facility and the closest Federal facility can be seen in the table below:

Figure 7:

DOC Facility	Federal Facility	Distance (miles)
Anthony Correctional Center	Federal Prison Camp Alderson	42.1
Beckley Correctional Center	FCI Beckley	7.5
Denmar Correctional Center	Federal Prison Camp Alderson	50.1
Huttonsville Correctional Center	FCI Morgantown	86.2
Huttonsville Correctional Center	FCI Gilmer	90.0
Huttonsville Correctional Center	FCI Hazelton	99.1
Lakin Correctional Center	FCI Ashland	75.0
Martinsburg Correctional Center	FCI Cumberland	73.1
McDowell County Correctional Center	FCI McDowell	0.1
Mount Olive Correctional Complex	FCI Beckley	53.5
Mount Olive Correctional Complex	Federal Prison Camp Alderson	80.2
Northern Correctional Facility	FCI Morgantown	73.0
Ohio County Correctional Center	FCI Elkton	63.4
Ohio County Correctional Center	FCI Morgantown	84.2
Parkersburg Correctional Center	FCI Gilmer	63.3
Pruntytown Correctional Center	FCI Morgantown	29.4
Saint Marys Correctional Center	FCI Gilmer	61.4
Salem Correctional Center	FCI Gilmer	50.0

While the job duties for a federal correctional officer position are comparable to West Virginia’s, the qualifications for employment are more stringent. A comparison of the federal and state qualifications can be found in the following table:

Figure 8:

Federal Correctional Officer I Position:

	West Virginia	Federal
Training	Graduation from a standard high school or the equivalent.	Successful completion of a full 4-year course of study in any field leading to a bachelor's degree from an accredited college or university.
Experience	One year of full-time or equivalent part-time paid general work experience.	None.
Substitution	Successfully completed study from an accredited college or university in corrections, criminal justice or related field may be substituted for the required experience on a year-for-year basis.	Three years of full-time general experience which demonstrates the aptitude for acquiring the qualifications required for correctional work, and, in addition, demonstrate the possession of personal attributes important to the effectiveness of correctional officers can be substituted for the required degree.

Figure 9:

Federal Correctional Officer II Position:

	West Virginia	Federal
Training	Graduation from a standard high school or the equivalent.	Successful completion of a full 4-year course of study in any field leading to a bachelor's degree from an accredited college or university with at least nine semester hours or 14 quarter hours of graduate study in Criminal Justice, Criminology, Social Science, or another field of study related to the position such as law.
Experience	One year of full-time or equivalent part-time paid experience as a correctional officer, probation/parole officer, military police officer, police officer or in criminal justice or related field.	At least one year of specialized experience equivalent in difficulty and complexity to a GS-05 (CO I).
Substitution	Successfully completed study from an accredited college or university in corrections, criminal justice or related field may be substituted for the required experience on a year-for-year basis.	Three years of full-time general experience which demonstrates the aptitude for acquiring the qualifications required for correctional work, and, in addition, demonstrate the possession of personal attributes important to the effectiveness of correctional officers can be substituted for the required degree.

In addition, the Federal Bureau of Prisons offers additional benefits not offered by the state of West Virginia. A comparison of the state and federal benefits can be seen in the chart below:

Figure 10:

Benefits	Offered by West Virginia (Yes/No)	Offered by Federal Government (Yes/No)
Annual Increment	Yes	No
Child Care	Yes	Yes

Benefits	Offered by West Virginia (Yes/No)	Offered by Federal Government (Yes/No)
College Savings Program	Yes	No
Commuter Subsidies	No	Yes
Continuing Education and Professional Development	Yes	Yes
Disability Insurance	Yes	Yes
Elder Care	No	Yes
Employee Assistance and Referral	No	Yes
Employee Discounts	Yes	No
Flexible Spending Accounts	Yes	Yes
Flexible Work Schedules	Yes	Yes
Incentives and Awards	Yes	Yes
Leave for the Care of Family Members	Yes	Yes
Life Insurance	Yes	Yes
Loan Forgiveness	Yes	Yes
Long-Term Care Insurance	Yes	Yes
Medical Benefits	Yes	Yes
Paid Holidays	Yes (12 days)	Yes (10 days)
Paid Vacation, Personal and Sick Time	Yes	Yes
Retirement Benefits and Pension Plan	Yes	Yes
Student Loan Repayment Program	No	Yes
Wellness and Fitness	Yes	Yes

However, the most notable difference for a federal correctional officer position is the entry-level pay. The starting salary for a federal correctional officer position is \$39,012. This is approximately \$16,400 higher than the DOC's starting salary for a Correctional Officer I (\$22,584). Furthermore, the Federal Bureau of Prisons operates on a classification and pay system that allows for salary increases based on performance and longevity. This system has 10 step rates (steps 1-10) that are each worth approximately three percent of an employee's salary². The step rates for a Federal Correctional Officer I and a Federal Correctional Officer II can be seen in the following tables:

Figure 11:

Federal Correctional Officer I		
	Salary	Percent Increase
Step 1	\$ 39,012.00	N/A
Step 2	\$ 40,067.00	2.70%
Step 3	\$ 41,122.00	2.63%
Step 4	\$ 42,176.00	2.56%
Step 5	\$ 43,231.00	2.50%
Step 6	\$ 44,286.00	2.44%
Step 7	\$ 45,341.00	2.38%
Step 8	\$ 46,396.00	2.33%
Step 9	\$ 47,541.00	2.47%
Step 10	\$ 48,505.00	2.03%

Figure 12:

Federal Correctional Officer II		
	Salary	Percent Increase
Step 1	\$ 41,130.00	N/A
Step 2	\$ 42,304.00	2.85%
Step 3	\$ 43,479.00	2.78%
Step 4	\$ 44,654.00	2.70%
Step 5	\$ 45,828.00	2.63%
Step 6	\$ 47,003.00	2.56%
Step 7	\$ 48,178.00	2.50%
Step 8	\$ 49,353.00	2.44%
Step 9	\$ 50,527.00	2.38%
Step 10	\$ 51,702.00	2.33%

² It normally takes 18 years to advance from step 1 to step 10 within a single GS grade if an employee remains in that single grade (waiting periods of 1 year at steps 1-3, 2 years at steps 4-6, and 3 years at steps 7-9). However, employees with outstanding (or equivalent) performance ratings may be considered for additional, quality step increases (maximum of one per year).

The table below outlines the proposed longevity pay plan for a DOC correctional officer mentioned in the introduction of this report:

Figure 13:

Year	Title	At Current Entry-Level Salary		At Proposed Entry-Level Salary	
		Salary	Percent Increase	Salary	Percent Increase
1	Correctional Officer Trainee	\$ 22,584.00	N/A	\$ 24,584.00	N/A
2	Correctional Officer	\$ 23,713.20	5.0%	\$ 25,813.20	5.0%
3	Senior Correctional Officer	\$ 24,306.03	2.5%	\$ 26,458.53	2.5%
4	Correctional Officer 1st Class	\$ 24,913.68	2.5%	\$ 27,119.99	2.5%
5	Correctional Officer 1st Class	\$ 25,536.52	2.5%	\$ 27,797.99	2.5%
8	Corporal	\$ 26,813.35	5.0%	\$ 29,187.89	5.0%
11	Corporal	\$ 27,617.75	3.0%	\$ 30,063.53	3.0%
14	Corporal	\$ 28,446.28	3.0%	\$ 30,965.44	3.0%
17	Corporal	\$ 29,299.67	3.0%	\$ 31,894.40	3.0%
20	Corporal	\$ 30,178.66	3.0%	\$ 32,851.23	3.0%
23	Corporal	\$ 31,084.02	3.0%	\$ 33,836.77	3.0%
26	Corporal	\$ 32,016.54	3.0%	\$ 34,851.87	3.0%
29	Corporal	\$ 32,977.04	3.0%	\$ 35,897.43	3.0%
32	Corporal	\$ 33,966.35	3.0%	\$ 36,974.35	3.0%
35	Corporal	\$ 34,985.34	3.0%	\$ 38,083.58	3.0%

Objective 5: Calculate the percentage of staff turnover during fiscal year 2014 for correctional officers at the DOC.

Conclusion: The DOC had a turnover rate of approximately 37% for correctional officers in fiscal year 2014.

During fiscal year 2014, the DOC had a total of 570 employee separations. Approximately 74% of those separations were correctional officers. The table below shows the turnover rate for correctional officers is approximately 21% higher than that of all other positions at the DOC.

Figure 14:

	Total		Total	Turnover ³
All DOC Positions	2,084	Total DOC Separations	570	27.35%
All Correctional Officer Positions	1,160	Total CO Separations	424	36.55%
All Other Positions	924	Total Other Position Separations	146	15.81%

Additionally, as seen in the table below, of the 424 correctional officer separations, approximately 51% of separations were employees who had worked with the DOC for less than one year. It should also be noted there is a significant jump of approximately 15% for employees separating employment after 36 months. Three years of experience is the amount needed to substitute the education requirement to work for the Federal Bureau of Prisons.

Figure 15:

Tenure before Separation	Total	Percentage of All CO Separations
Left within 1st Year	218	51.42%
Left within 12-23 Months	75	17.69%
Left within 24-35 Months	32	7.55%
Left after 36+ Months	99	23.35%
Total	424	100.00%

Limited data is available to determine the reasons why correctional officers resign. An employee's decision to leave a position or an agency may be influenced by a number of factors unique to that individual's circumstances. While pay is consistently cited as a source of dissatisfaction, other factors such as the nature of the work are also likely to affect whether officers remain in their position.

However, correctional officer compensation consistently appeared among our sources as a reason for turnover. In surveys conducted by the American Correctional Association⁴, other states consistently cite inadequate pay as a top reason for difficulties in recruiting and retaining corrections officers.

Furthermore, because the DOC is unable to award merit raises and offers inadequate pay, many correctional officers note issues related to the fairness of pay. This is particularly a problem when new or underperforming correctional officers receive the same amount as correctional officers who have received superior performance reviews or have more experience in the position.

³ The Bureau of Labor Statistics defines annual turnover as the number of total separations for the year divided by the average monthly employment for the year.

⁴ The American Correctional Association is the oldest association developed specifically for practitioners in the correctional profession.

In addition to pay, studies have also noted that the nature of the work contributes to correctional officers' dissatisfaction and intent to leave. These issues include long shifts, stressful working environment and personal safety. The exit interviews of correctional officers leaving DOC facilities also point to similar issues.

DOC management frequently list issues with inadequate staffing, vacancies and short-handed shifts, which are causing stress, inadequate rest and limited personal leave for correctional officers on duty. These issues were present in exit interviews of DOC correctional officers. In addition, many correctional officers complained about the frequency of "freezes," or unplanned mandatory overtime to cover a vacancy in the next shift. After a scheduled 12-hour shift, correctional officers may remain on duty for another four hours. If scheduled for the next day, an officer has less than eight hours before reporting for their next 12-hour shift. Departing correctional officers frequently point to these "freezes" as an important contributor to employee dissatisfaction.

During fiscal year 2014, the DOC conducted 270 exit interviews with employees who had voluntarily chosen to separate employment with the DOC for reasons other than retirement. Of these interviews, a majority of the issues cited as the reason for separation were related to the nature of the work. Accepting a position elsewhere was cited the most as the reason for separation (75%) with inadequate pay (18%) and working conditions (9%) falling second and third, respectively.

Objective 5(a): Determine how the turnover at the DOC compares to the surrounding states and the Federal Bureau of Prisons.

Conclusion: West Virginia has the second highest turnover rate among the surrounding states and the Federal Bureau of Prisons.

As seen in the table below, West Virginia’s turnover rate for correctional officers is the second highest among the surrounding states, falling only behind Kentucky. It should be noted turnover appears to be lower in the states that offer a higher starting salary.

Figure 16:

Agency	Turnover ⁵ for All Positions	Turnover for Correctional Officers
West Virginia Division of Corrections	27.35%	36.55%
Kentucky Department of Corrections	29.52% ⁶	47.36%
Ohio Department Of Rehabilitation & Correction	7.42%	8.04%
Pennsylvania Department of Corrections	8.14%	7.62%
Maryland Department of Public Safety and Correctional Services	unavailable	8.64% ⁷
Virginia Department of Corrections	13.24%	16.98%
Federal Bureau of Prisons	7.00%	6.60%

⁵ Calculated using the formula provided by the Bureau of Labor Statistics. (number of total separations for the year divided by the average monthly employment for the year.) Total separations and average monthly employment numbers were obtained from each individual agency.

⁶ Based on fiscal year 2013 numbers.

⁷ Turnover calculated using authorized full-time positions instead of average filled positions. Therefore, the actual turnover rate is most likely higher. However, because we do not know the actual number for the average filled positions, we are unable to determine exactly how much higher the turnover rate could be.

Objective 5(b): **Attempt to determine how the turnover at the DOC compares to the rest of the United States.**

Conclusion: **West Virginia has the fourth highest turnover rate among the responding states.**

We received responses from a total of 41 different state Department of Corrections concerning employee turnover. West Virginia had the fourth highest turnover rate. A table showing the information obtained for each state can be found below.

Figure 17:

Agency	Turnover ⁸ for All Positions	Turnover for Correctional Officers
Mississippi Department of Corrections	37.96%	50.69%
Montana Department of Corrections	17.30% ⁹	48.00% ⁹
Kentucky Department of Corrections	29.52%	47.36%
West Virginia Division of Corrections	27.35%	36.55%
Arkansas Department of Correction	24.96%	31.82%
Georgia Division of Corrections	23.04%	31.39%
North Dakota Department of Corrections and Rehabilitation	18.28%	30.61%
Tennessee Department of Correction	23.44%	29.60%
Kansas State Department of Corrections	24.80%	28.23%
South Carolina Department of Corrections	22.24%	26.66%
Louisiana Department of Public Safety and Corrections	22.48% ⁹	25.63% ⁹
Oklahoma Department of Corrections	22.08%	25.47%
Texas Department of Criminal Justice	21.20%	24.87%
Wyoming Department of Corrections	17.41%	23.43%
Nebraska Department of Correctional Services	19.00% ¹⁰	22.80% ¹⁰
Vermont Department of Corrections	11.93%	20.03%
Nevada Department of Corrections	19.87%	19.90%
Florida Department of Corrections	21.07%	19.75%
Missouri Department of Corrections	14.02%	17.46%
Colorado Department of Corrections	12.99%	17.09%
Virginia Department of Corrections	13.24%	16.98%
Alabama Department of Corrections	15.07%	15.42%
Arizona Department of Corrections	15.75%	15.37%
Maine Department of Corrections	12.83%	15.18%
Alaska Department of Corrections	14.85%	10.71%
Hawaii Division of Corrections	5.45%	9.98%
Utah Department of Corrections	11.32% ¹⁰	9.92% ¹⁰
Iowa Department of Corrections	9.13%	9.86%
New Hampshire Department of Corrections	8.93%	9.41%

⁸ Calculated using the formula provided by the Bureau of Labor Statistics. (number of total separations for the year divided by the average monthly employment for the year.) Total separations and average monthly employment numbers were obtained from each individual agency.

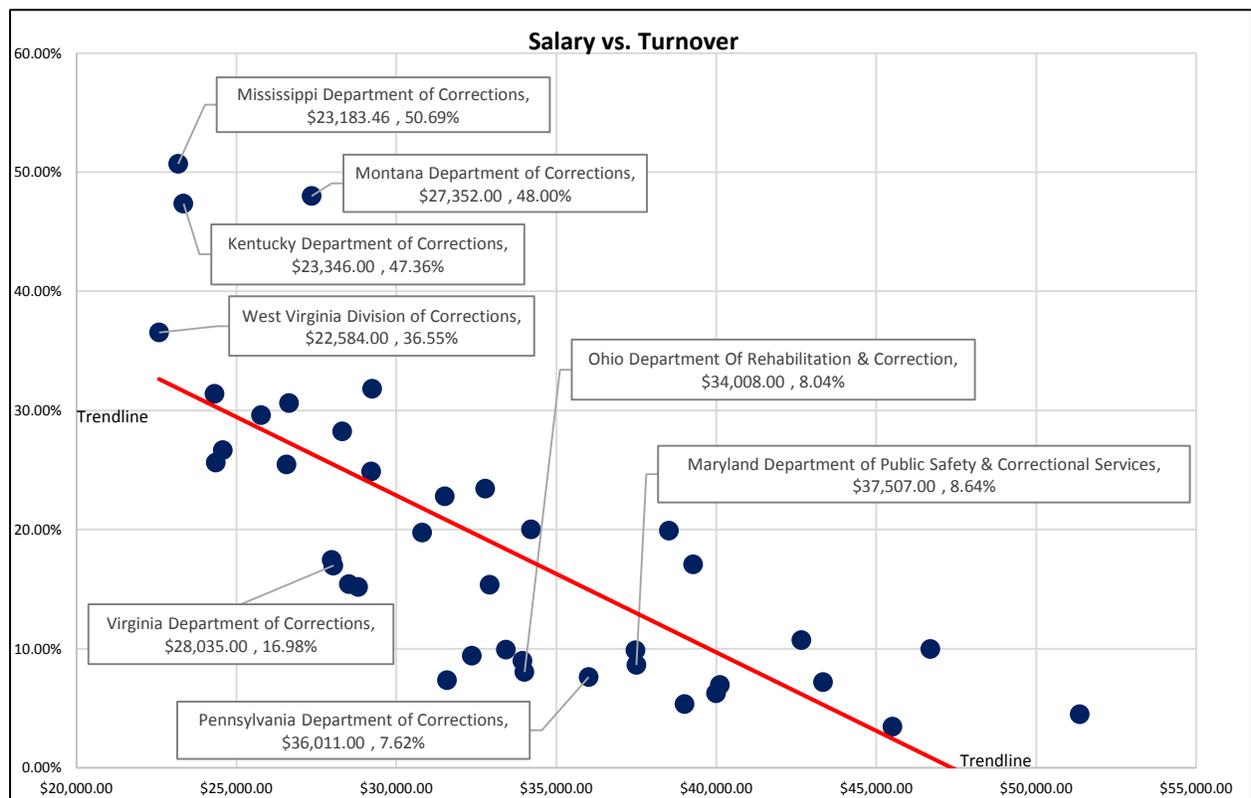
⁹ Unable to determine if the state provided total authorized full-time positions or average filled positions.

¹⁰ Turnover calculated using authorized full-time positions instead of average filled positions. Therefore, the actual turnover rate is most likely higher. However, because we do not know the actual number for the average filled positions, we are unable to determine exactly how much higher the turnover rate could be.

Agency	Turnover ¹¹ for All Positions	Turnover for Correctional Officers
Michigan Department of Corrections	9.39%	9.00%
Maryland Department of Public Safety and Correctional Services	unavailable	8.64% ¹⁰
Ohio Department Of Rehabilitation & Correction	7.42%	8.04%
Pennsylvania Department of Corrections	8.14%	7.62%
Delaware Department of Correction	unavailable	7.34%
Illinois Department of Corrections	8.41%	7.21%
Oregon Department of Corrections	7.48%	6.95%
New Jersey Department of Corrections	8.12% ⁹	6.26% ⁹
New York Department of Corrections and Community Supervision	7.92%	5.36%
California Department of Corrections	6.13%	4.97%
Massachusetts Department of Correction	5.15%	4.50%
Rhode Island Department of Corrections	4.18%	3.45%

As seen in the following graph, there appears to be a correlation between the salary paid to correctional officers and the turnover rate. It should be noted turnover rates in the states that offer higher pay for correctional officers is significantly lower. For example, in Pennsylvania, where the entry-level salary for a Correctional Officer I is approximately \$36,000, its turnover is only 8%.

Figure 18:



¹¹ Calculated using the formula provided by the Bureau of Labor Statistics. (number of total separations for the year divided by the average monthly employment for the year.) Total separations and average monthly employment numbers were obtained from each individual agency.

Objective 5(c): Determine how many DOC correctional officers resigned from the DOC for employment with the Federal Bureau of Prisons.

Conclusion: We were unable to determine how many correctional officers resigned from employment with the DOC to work as a correctional officer for the Federal Bureau of Prisons due to the limitations of the DOC's Employee Exit Interview Form.

When an employee separates employment with the DOC, an employee exit interview is held. During this time, the DOC has the employee fill out an Employee Exit Interview Form. A blank copy of the form and its instructions can be found in Appendix C on page 38. The form and its instructions are limited on the reasons for separation of employment. While it does include "other employment", it does not have a field for the employee to indicate where they obtained the new employment. However, during fiscal year 2014, five correctional officers did indicate in the comments section of the form that they were resigning from the DOC for a position with the Federal Bureau of Prisons.

While the DOC cannot force a departing employee to indicate where they obtained employment, we recommend the DOC revise their Employee Exit Interview Form to request the information from the employee.

Objective 6: Determine if Correctional Officer I and II employees at the DOC who are earning the entry-level salary (excluding overtime) would qualify for any of the State's government assistance programs based on the average cost of living for West Virginia and varying family sizes.

Conclusion: All Correctional Officer I and II employees earning the entry-level salaries and living in a single income household with three or more persons would qualify for government assistance programs. (An example of a three person household would include a correctional officer and his or her stay-at-home spouse and child.)

As of November 14, 2014, there were 194 Correctional Officer I employees and 447 Correctional Officer II employees at the DOC.

Of the 194 Correctional Officer I employees, the following should be noted:

- Ninety were employed at the entry-level salary of \$22,584;
- One-hundred and one were employed at the entry-level salary plus the \$504 cost of living increase given to all state employees in June of 2014 (\$23,088);
- The remaining three salaries were \$22,692, \$23,724 and \$24,060; and
- The average salary was approximately \$22,860.

Of the 447 Correctional Officer II employees, the following should be noted:

- Fifteen were employed at the entry-level salary of \$23,724;
- One-hundred and fifty were employed at the entry-level salary plus the \$504 cost of living increase given to all state employees in June of 2014 (\$24,228);
- One-hundred and eighteen were employed at a salary between \$24,229 and \$26,000;
- One-hundred and twenty-four were employed at a salary between \$26,001 and \$30,000;
- Forty were employed at a salary between \$30,001 and \$35,274; and
- The average salary was approximately \$26,213.

However, we were unable to determine the number of persons living in a home with each correctional officer and how many current correctional officers are living in single income households. Therefore, we cannot provide an exact number of Correctional Officer I and II employees that qualify for each of the government assistance programs.

In order to determine eligibility for each of the programs, we used the entry-level salary for each position and compared it to the eligibility requirements of the program.

The Supplemental Nutrition Assistance Program (SNAP)¹²:

All entry-level Correctional Officer I (\$22,584) and II (\$23,724) employees in a single income household with three or more persons qualify for SNAP benefits, more commonly referred to as food stamps. The charts below depict the monthly and annual benefits Correctional Officer I and II employees would receive based on the average cost of living for West Virginia.

¹² SNAP provides monthly benefits to help eligible households buy food. Eligibility to receive benefits is based on household size, income, assets and some household expenses. The income and asset limits are determined by the federal government.

Figure 19:

Correctional Officer I		
Family Size	Monthly Benefit ¹³	Annual Benefit
3	\$ 187	\$ 2,244
4	\$ 393	\$ 4,716
5	\$ 515	\$ 6,180

Figure 20:

Correctional Officer II		
Family Size	Monthly Benefit	Annual Benefit
3	\$ 153	\$ 1,836
4	\$ 359	\$ 4,308
5	\$ 493	\$ 5,916

Although a Correctional Officer I at the entry-level salary living in a single income household of two does not qualify to receive these benefits, it should be noted the family meets all but one of the eligibility requirements.

Furthermore, even though there are correctional officers employed above entry-level salary, anyone making less than \$25,728 qualifies for the benefit if living in a three person household. Therefore, at the current salaries, all persons employed by the DOC as a Correctional Officer I living in a single income, three person household qualify for the benefit. Anyone in a four person, single income household making less than \$31,008 qualifies for the benefit. Anyone making less than \$36,228 qualifies in a five person household. Therefore, at the current salaries, all persons employed by the DOC as a Correctional Officer II and living in a single income, five person household qualify for the benefit.

The Special Supplemental Nutrition Program for Women, Infants and Children (WIC)¹⁴:

All entry-level Correctional Officer I (\$22,584) and II (\$23,724) employees in a single income household with two or more persons qualify for WIC benefits as long as there is a pregnant woman, infant or a child under the age of six in the household. The charts below depict the annual income limits for eligibility based on family size.

Figure 21:

Correctional Officer I		
Family Size	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)
1	\$ 21,590.00	No
2	\$ 29,101.00	Yes
3	\$ 36,612.00	Yes
4	\$ 44,123.00	Yes
5	\$ 51,634.00	Yes

Figure 22:

Correctional Officer II		
Family Size	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)
1	\$ 21,590.00	No
2	\$ 29,101.00	Yes
3	\$ 36,612.00	Yes
4	\$ 44,123.00	Yes
5	\$ 51,634.00	Yes

At the current salaries, all persons employed by the DOC as a Correctional Officer I or II qualify if living in a single income, three person household. In addition, it should be noted, all families that qualify for Medicaid or SNAP automatically meet the income requirements for WIC.

¹³ The amount of SNAP benefits issued to eligible persons is based on household size and countable income, after all deductions are applied.

¹⁴ WIC provides monthly benefits to help eligible households of women, infants and children buy food. Eligibility to receive benefits is based on household size, income, assets and some household expenses. The income and asset limits are determined by the federal government.

Medicaid (Medical Card)¹⁵:

All entry-level Correctional Officer I (\$22,584) and II (\$23,724) employees in a single income household with two or more persons qualify for Medicaid benefits as long as there is a pregnant woman or an infant in the household. The charts below depict the annual income limits for eligibility based on family size.

Figure 23:

Correctional Officer I:

Family Size	Adults ages 19 to 64 and/or Children age 6 to 19		Pregnant Women and/or Children Under age 1		Children ages 1 to 6	
	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)
2	\$ 21,707	No	\$ 24,864	Yes	\$ 22,188	No
3	\$ 27,310	Yes	\$ 31,272	Yes	\$ 27,912	Yes
4	\$ 32,913	Yes	\$ 37,692	Yes	\$ 33,636	Yes
5	\$ 38,515	Yes	\$ 44,100	Yes	\$ 39,360	Yes

Figure 24:

Correctional Officer II:

Family Size	Adults ages 19 to 64 and/or Children age 6 to 19		Pregnant Women and/or Children Under age 1		Children ages 1 to 6	
	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)
2	\$ 21,707	No	\$ 24,864	Yes	\$ 22,188	No
3	\$ 27,310	Yes	\$ 31,272	Yes	\$ 27,912	Yes
4	\$ 32,913	Yes	\$ 37,692	Yes	\$ 33,636	Yes
5	\$ 38,515	Yes	\$ 44,100	Yes	\$ 39,360	Yes

At the current salaries, all persons employed as a Correctional Officer I in a single income household of three or more persons qualify for Medicaid benefits regardless of age. All persons employed as a Correctional Officer II in a single income household of five or more persons qualify for Medicaid benefits regardless of age.

The Children’s Health Insurance Program (CHIP)¹⁶:

All entry-level Correctional Officer I (\$22,584) and II (\$23,724) employees in a single income household of two or more persons qualify for CHIP benefits if they are not already enrolled and/or eligible to receive Medicaid. The charts on the following page depict the annual income limits for eligibility based on family size.

¹⁵ Medicaid provides health insurance to Supplemental Security Income (SSI) beneficiaries, pregnant women, children under age 19, very low income families, people who are aged/blind/disabled, medically needy and adults ages 19 to 64.

¹⁶ CHIP provides health insurance to working families who cannot afford coverage for their children. The CHIP Plan has three levels of copayment participation. All Children insured under the plan participate in some level of cost share (co-payments and premiums).

Figure 25:

Correctional Officer I:

Family Size	CHIP GOLD ¹⁷		CHIP BLUE		CHIP PREMIUM PLAN	
	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)
2	\$ 23,595	Yes	\$ 33,191	Yes	\$ 47,190	Yes
3	\$ 29,685	Yes	\$ 41,757	Yes	\$ 59,370	Yes
4	\$ 35,775	Yes	\$ 50,324	Yes	\$ 71,550	Yes
5	\$ 41,865	Yes	\$ 58,891	Yes	\$ 83,730	Yes

Figure 26:

Correctional Officer II:

Family Size	CHIP GOLD		CHIP BLUE		CHIP PREMIUM PLAN	
	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)
2	\$ 23,595	No	\$ 33,191	Yes	\$ 47,190	Yes
3	\$ 29,685	Yes	\$ 41,757	Yes	\$ 59,370	Yes
4	\$ 35,775	Yes	\$ 50,324	Yes	\$ 71,550	Yes
5	\$ 41,865	Yes	\$ 558,891	Yes	\$ 83,730	Yes

At the current salaries, all persons employed as a Correctional Officer I in a single income household with three or more persons qualify for CHIP Gold benefits. All persons employed as a Correctional Officer II in a single income household of four or more persons qualify for CHIP Gold benefits.

The Child Care Assistance Program (Day Care)¹⁸:

All entry-level Correctional Officer I (\$22,584) and II (\$23,724) employees in a single income household with three or more persons qualify for Child Care Assistance. The charts below depict the annual benefits Correctional Officer I and II employees earning the entry-level salaries would receive based on the average cost of child care in West Virginia.

¹⁷ The plans (Gold, Blue and Premium) determine co-payment amounts required for services and prescriptions.

¹⁸ The Child Care Program is dedicated to improving the affordability, accessibility and quality of child care services. The financial assistance provided by the program covers the majority of the cost of direct care and protection of children while parents work, attend training, or are otherwise unable to provide care. Families are eligible for financial assistance if their monthly gross income (before taxes and deductions) falls below 150% of FY 2009 Federal Poverty Level. Once eligible, the family may continue to receive certificates until income exceeds 185% of FY 2011 Federal Poverty Level.

Figure 27:

Correctional Officer I:

Family Size	% of Federal Poverty Level	Daily Fee Paid by Family	Annual Fee Paid by Family	Average Annual Child Care Cost	Estimated Annual Cost Incurred by State
3	130%	\$ 2.00	\$ 498.00	\$ 6,196.67	\$ 5,698.67
4	110%	\$ 1.50	\$ 373.50	\$ 6,196.67	\$ 5,823.17
5	90%	\$ 1.25	\$ 311.25	\$ 6,196.67	\$ 5,885.42

Figure 28:

Correctional Officer II:

Family Size	% of Federal Poverty Level	Daily Fee Paid by Family	Annual Fee Paid by Family	Average Annual Child Care Cost	Estimated Annual Cost Incurred by State
3	130%	\$ 2.00	\$ 498.00	\$ 6,196.67	\$ 5,698.67
4	110%	\$ 1.50	\$ 373.50	\$ 6,196.67	\$ 5,823.17
5	100%	\$ 1.50	\$ 373.50	\$ 6,196.67	\$ 5,823.17

Although a Correctional Officer I at the entry-level salary living in a single income household of two persons does not qualify for assistance, it should be noted they only receive \$43 a month over the income limits for eligibility.

At the current salaries, all persons employed as a Correctional Officer I in a single income household of three or more persons at 130% of the Federal poverty level qualify for child care assistance. All persons employed as a Correctional Officer II in a single income household of four or more persons at 160% of the Federal poverty level qualify for child care assistance.

The Low Income Energy Assistance Program (LIEAP)¹⁹:

All entry-level Correctional Officer I (\$22,584) and II (\$23,724) employees in a single income household of three or more persons qualify for LIEAP. The charts below depict the monthly income limits for eligibility based on family size.

Figure 29:

Correctional Officer I		
Family Size	Monthly Income Limit	Eligible at Entry-Level Salary (Yes/No)
2	\$ 1,681.00	No
3	\$ 2,116.00	Yes
4	\$ 2,552.00	Yes
5	\$ 2,987.00	Yes

Figure 30:

Correctional Officer II		
Family Size	Monthly Income Limit	Eligible at Entry-Level Salary (Yes/No)
2	\$ 1,681.00	No
3	\$ 2,116.00	Yes
4	\$ 2,552.00	Yes
5	\$ 2,987.00	Yes

At the current salaries, all persons employed as a Correctional Officer I in a single income household of

¹⁹ The Low Income Energy Assistance Program (LIEAP) assists eligible households with the cost of home heating through direct cash payments or payments to utility companies on their behalf. A crisis component is available for households without resources facing the loss of a heating source. Eligibility for both program components is based on a combination of factors, including income, type of heating payment, and total heating costs.

three or more persons qualify for the energy assistance program. All persons employed as a Correctional Officer II in a single income household of five or more persons qualify for the energy assistance program.

The Public Housing Program and the Section 8 Rental Assistance Program (HUD)²⁰:

All entry-level Correctional Officer I (\$22,584) and II (\$23,724) employees in a single income household of three or more persons qualify for HUD at the low income level. The charts below depict the annual income limits for eligibility based on family size.

Figure 31:

Correctional Officer I:

Family Size	Low Income (80%)		Very Low Income (50%)		Extremely Low Income (30%)	
	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)
1	\$ 28,950	Yes	\$ 18,100	No	\$ 10,850	No
2	\$ 33,100	Yes	\$ 20,700	No	\$ 12,400	No
3	\$ 37,200	Yes	\$ 23,250	Yes	\$ 13,950	No
4	\$ 41,350	Yes	\$ 25,850	Yes	\$ 15,500	No
5	\$ 44,650	Yes	\$ 27,900	Yes	\$ 16,750	No

Figure 32:

Correctional Officer II:

Family Size	Low Income (80%)		Very Low Income (50%)		Extremely Low Income (30%)	
	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)	Annual Income Limit	Eligible at Entry-Level Salary (Yes/No)
1	\$ 28,950	Yes	\$ 18,100	No	\$ 10,850	No
2	\$ 33,100	Yes	\$ 20,700	No	\$ 12,400	No
3	\$ 37,200	Yes	\$ 23,250	No	\$ 13,950	No
4	\$ 41,350	Yes	\$ 25,850	Yes	\$ 15,500	No
5	\$ 44,650	Yes	\$ 27,900	Yes	\$ 16,750	No

At the current salaries, all persons employed as a Correctional Officer I in a single income household qualify for housing benefits for low income housing regardless of family size. All persons employed as a Correctional Officer II in a single income household of three or more persons qualify for housing benefits for low income housing.

²⁰ Public housing was established to provide decent and safe rental housing for eligible low income families, the elderly, and persons with disabilities. Public housing comes in all sizes and types, from scattered single family houses to high-rise apartments for elderly families. In addition, the Section 8 rental assistance program gives a family the freedom to decide where they want to live. The U.S. Department of Housing and Urban Development (HUD) administers Federal aid to local housing agencies that manage the housing for low income residents at rents they can afford.

Objective 7: Calculate the annual cost associated with training new correctional officers at the DOC.

Conclusion: The DOC hired 140 new correctional officers in fiscal year 2014 resulting in a total annual cost of training of approximately \$1 million. The average cost of training a new correctional officer is \$7,238²¹. If the DOC had replaced all 424 positions, it would have resulted in a total of approximately \$3 million in training costs during fiscal year 2014.

New DOC correctional officers attend two separate training events. The first is an 80 hour training course which is conducted at the facility where the correctional officer is employed. The second is a seven week course completed at the West Virginia Corrections Academy located in Glenville, WV.

A breakdown for the average cost of each training course can be found below:

Figure 33:

80 Hour Training (10 days)	
Instructor Costs per Trainee	\$ 366
Costs of Supplies per Trainee	\$ 10
Trainee Salary	\$ 869
Costs per Trainee	\$ 1,245

Figure 34:

Training Academy (7 weeks)	
Instructor Costs per Trainee	\$ 556
Trainee Salary	\$ 3,040
Overtime Incurred to Cover Trainee's Shift	\$ 1,083
Costs of Meals and Lodging per Trainee	\$ 1,029
Costs of Supplies per Trainee	\$ 50
Costs of Linens per Trainee	\$ 35
Costs of Ammo per Trainee	\$ 200
Costs per Trainee	\$ 5,993

The average cost of the 80 hour training is \$1,245 and the average cost to attend the 7 week training course at the Corrections Academy is approximately \$5,993. This results in a total training cost of \$7,238 for each correctional officer.

²¹ According to the U.S. Office of Personnel Management, training costs included development cost (i.e. – salaries and benefits of personnel, equipment), direct implementation costs (i.e. – training materials, technology costs, facilities, travel, equipment, instructor's salary and benefits), indirect implementation costs (i.e. – overhead, general and administrative), compensation for participants, and lost productivity or costs of covering the trainee's position during training.

Objective 8: Determine if the total training costs could be decreased over time if turnover was reduced as a result of increasing the starting salaries for correctional officers as outlined in the presentation to the Committee.

Conclusion: If the DOC was able to reduce turnover by 10%, total training cost could be reduced by approximately \$802,000 annually which could be used to increase salaries for correctional officers.

During fiscal year 2014, the DOC had 424 correctional officer separations resulting in a turnover rate of approximately 37%. If the DOC was able to decrease turnover by 5% to 32% for correctional officers, the State could save approximately \$382,000 annually in training cost. If the DOC was able to decrease turnover by 10% to 27% for correctional officers, the State could save approximately \$802,000 annually in training costs.

The following table depicts the projected savings of reducing turnover by 5% and 10%, respectively.

Figure 35:

Average Number of Correctional Officers	1,160
Fiscal Year 2014 Annual Turnover	37%
Number of Correctional Officers Turning Over	424
Total Training Costs per Trainee	\$ 7,238
Total Annual Cost of Training (if all 424 officers were replaced)²²	\$ 3,068,912
Savings from Reducing Turnover by 5% (32%) ²³	\$ 382,166
Savings from Reducing Turnover by 10% (27%) ²³	\$ 801,970

²² The annual cost of training was calculated by multiplying the number of correctional officers turning over by the total training costs per trainee.

²³ We calculated the savings from reducing turnover using the formula (Total Annual Cost of Training – [(Average Number of Correctional Officers * [Annual Turnover % - (5 or 10%)] * Total Training Cost per Trainee).

Objective 9: Determine the amount of overtime paid to DOC correctional officers during fiscal year 2014.

Conclusion: The DOC paid correctional officers roughly \$5.3 million in overtime in fiscal year 2014.

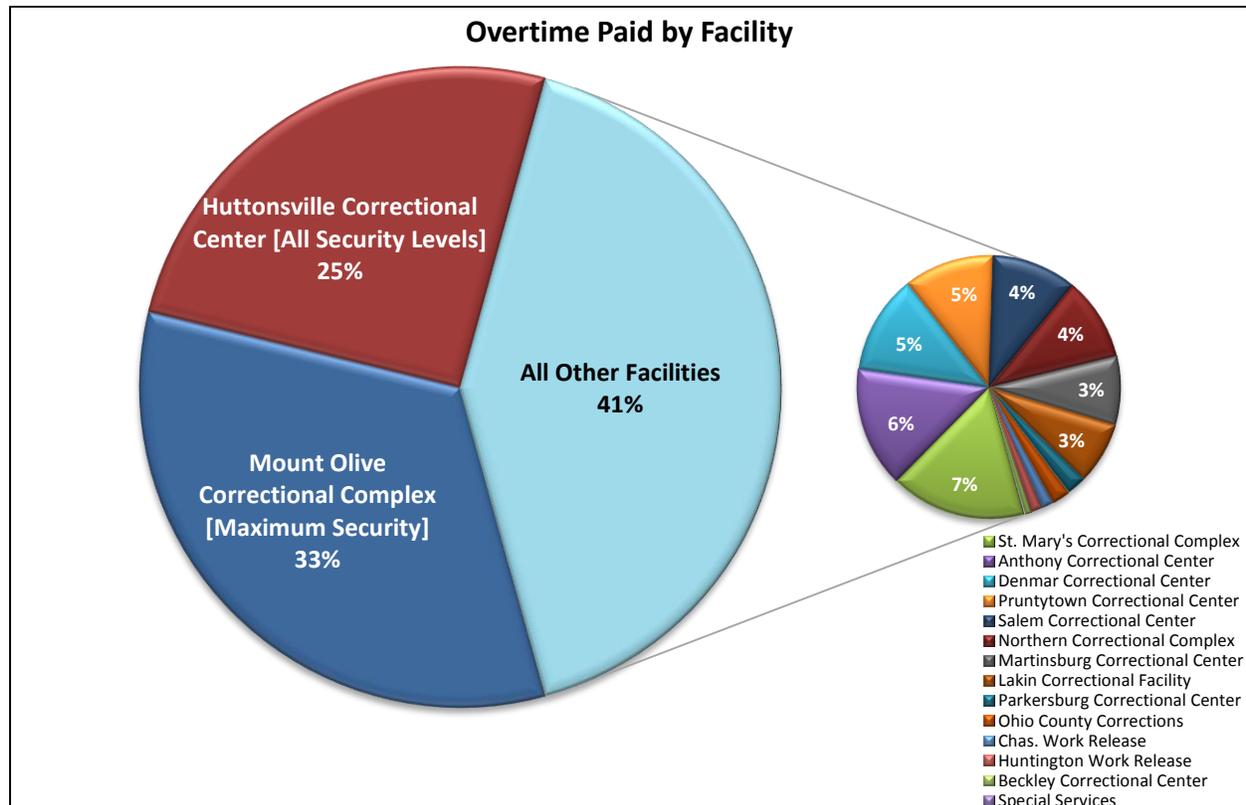
The DOC paid approximately \$5.3 million in overtime to 1,484 correctional officers during fiscal year 2014. Of the correctional officers receiving overtime, we noted the following:

Figure 36:

Amount of Overtime Received	Number of Employees
\$2.72 - \$2,500.00	818
\$2,500.01 - \$5,000.00	307
\$5,000.01 - \$7,500.00	156
\$7,500.01 - \$10,000.00	97
\$10,000.01 - \$15,000.00	70
\$15,000.01 - \$20,000.01	22
\$20,000.01 - \$30,000.00	12
\$31,831.06	1
\$47,759.55	1
Total	1,484

As shown in the following graph, approximately 58% of the overtime was paid to correctional officers employed at Mount Olive Correctional Complex and Huttonsville Correctional Center.

Figure 37:



Objective 9(a): Calculate the total additional amount the DOC would have paid to correctional officers during fiscal year 2014 if the salary increase requested in the DOC presentation had been implemented for fiscal year 2014 based on the total number of correctional officers employed by DOC as of November 1, 2014.

Conclusion: The DOC would have paid an additional \$2,166,000 in salary alone to its current full-time correctional officers if the proposed salary increase was in effect during fiscal year 2014.

As of November 1, 2014, the DOC employed 1,083 full-time correctional officers. Had the DOC implemented the proposed \$2,000 across-the-board raise for correctional officers, it would have paid an additional \$2,166,000 in salaries alone.

Objective 9(b): Calculate how many additional annual salaries for full-time Correctional Officer I positions could have been paid at the higher rate (\$24,584) as requested in the presentation from the total amount of overtime paid after excluding the amounts calculated in sub-objective a.

Conclusion: The DOC would have been able to pay 128 additional Correctional Officer I salaries at the requested higher rate with the amount spent on overtime during fiscal year 2014 even after it had paid the current full-time correctional officers the salary increase of \$2,000.

The DOC paid approximately \$5.3 million in overtime during fiscal year 2014 due to increased turnover and vacancies. Assuming the DOC implemented its retention plan of a \$2,000 across-the-board raise for all correctional officers and the plan limited overtime to zero²⁴, they would have paid their 1,083 current full-time correctional officers an additional \$2,166,000 in salaries leaving \$3,162,275 remaining from the amount spent on overtime. The remaining amount can be divided by the proposed starting salary of \$24,584 to arrive at an additional 128 Correctional Officer I salaries.

²⁴ An overtime amount of zero is not feasible due to last minute call-ins and other circumstances; however, if the plan is effective at retention, overtime could be reduced significantly.

Objective 10: Determine if there are increased liability and safety issues to the DOC correctional facilities resulting from overworked staff, inexperienced correctional officers and increased vacancies.

Conclusion: After analyzing various factors, it appears there is a significant increase in liability and safety issues at the DOC correctional facilities as a result of overworked staff, inexperienced correctional officers and increased vacancies.

The DOC currently has approximately 205 total correctional officer vacancies in all of its facilities. As you can see in the chart below, correctional officer vacancies account for approximately 64% of all vacancies at the DOC.

Figure 38:

	Mount Olive Correctional Complex	Huttonsville Correctional Center	All Other Facilities	Total
Total Vacancies	65	68	186	319
Correctional Officers	55	57	93	205
<i>Correctional Officer I</i>	23	20	22	65
<i>Correctional Officer II</i>	21	36	47	104
<i>Correctional Officer III</i>	6	0	15	21
<i>Correctional Officer IV</i>	4	1	7	12
<i>Correctional Officer V</i>	1	0	2	3
Other Positions	10	11	93	114
Correctional Officer % of Total	85%	84%	50%	64%

Due to the increased vacancies, the DOC is faced with limited staffing options for correctional officer positions. This forces mandatory overtime and places the safety and security of the facility, as well as public safety at risk. Additionally, the DOC has resorted to temporary transfers of correctional officers from one facility to another to keep the facilities with the highest vacancy numbers (Mount Olive and Huttonsville) staffed. The mandatory overtime and temporary transfers have caused frustration among correctional officers resulting in low morale and resignations which increase the number of vacancies.

Additionally, the DOC has stated the Mount Olive Correctional Complex and Huttonsville Correctional Center are currently being staffed at the bare minimum numbers for the institution to function at a “safe and secure level”. When correctional officer staff is minimal, normal activities such as contraband searches, training, and other necessary activities cannot be implemented.

Furthermore, unplanned mandatory overtime may cause correctional officers who are on duty to not be at their best performance. Working mandatory overtime can cause correctional officers to experience sleep deprivation. This could lead to incidences that jeopardize the safety of correctional officers and inmates. Fatigue from long shifts can reduce attention to detail and affect critical thinking and performance. Several studies published in reputable medical journals have shown the more hours a person works, the longer it takes to complete a task, more mistakes are made and alertness is noticeably decreased.

Nevertheless, because the overtime is mandatory, if the correctional officers refuse to work, they can be disciplined. This results in some correctional officers working 65 – 80 hours per week.

In the table below, you can see the average number of inmates per on-duty correctional officer:

Figure 39:

Facility	Facility Type	Average Inmate Population	Average Number of Correctional Officers on Duty	Average Number of Inmates per Correctional Officer
Anthony	18 - 25 Years Old (All Security Levels)	212	21	10
Beckley	Adult Male/Female (Minimum)	137	4	34
Charleston Work Release	Adult Male/Female (Minimum)	66	1	66
Denmar	Adult Males (Medium)	221	11	21
Huttonsville	Adult Males (All Security Levels)	1,138	52	22
Huntington Work Release	Adult Male/Female (Minimum)	67	2	34
Lakin	Adult Females (All Security Levels)	477	33	14
Martinsburg	Male Intake Facility	122	7	17
Mount Olive	Adult Males (Maximum)	1,023	52	20
Northern	Adult Males (All Security Levels)	253	11	22
Ohio County	Adult Males (Minimum)	66	4	18
Parkersburg	Adult Males (Minimum)	127	4	32
Pruntytown	Adult Males (Medium/Minimum)	367	12	31
Salem	Adult Males (Medium/Minimum)	359	17	21
St. Marys	Adult Males (Medium/Minimum)	578	27	22

The increased inmate-to-staff ratio can increase staff overtime and stress levels while reducing inmate and staff communication. This can affect the safety and security of the institution as a whole.

Moreover, as seen in the tables below, the number of contraband incidents and escapes has increased significantly over the past five fiscal years. There appears to be a direct relationship with the increases in the average inmate population and correctional officer vacancies.

Figure 40:

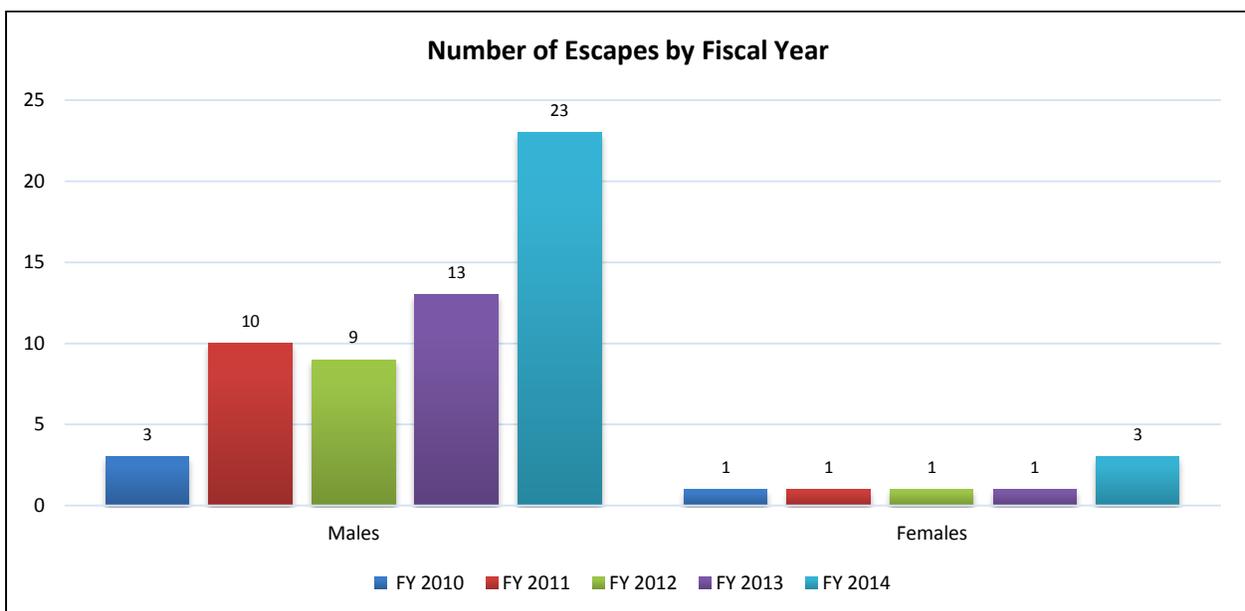
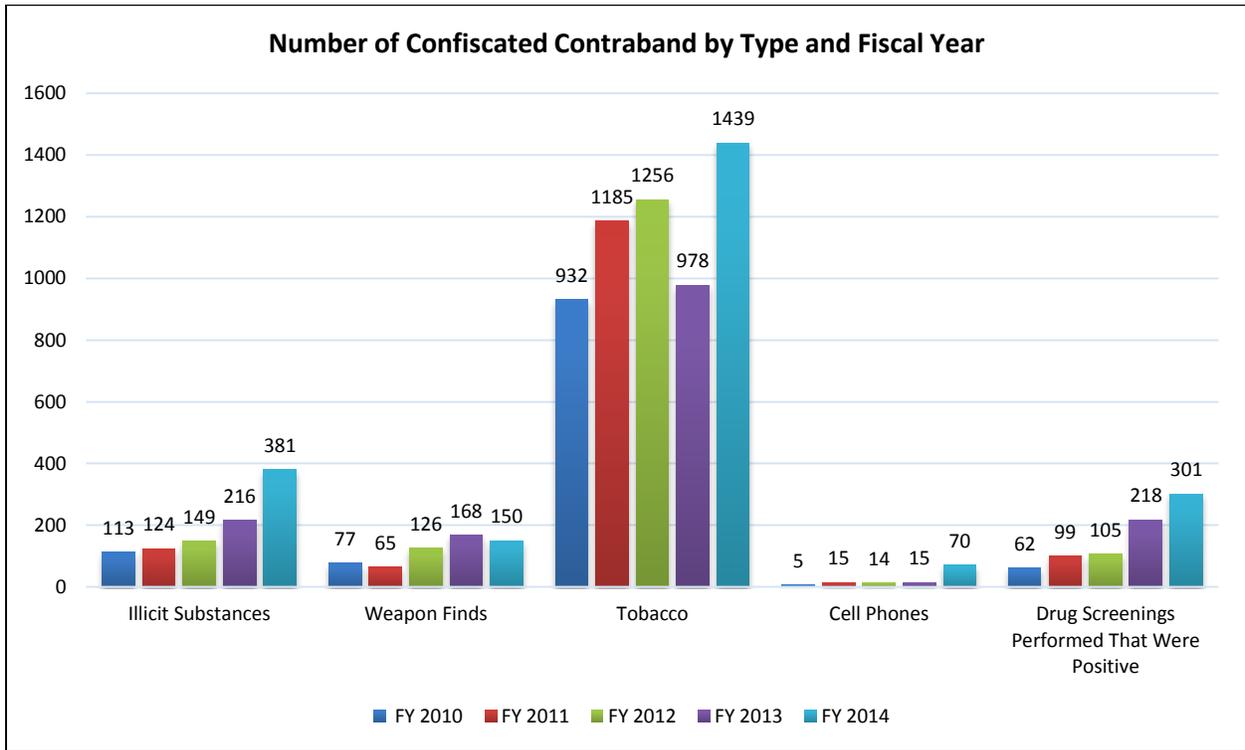


Figure 41:



Furthermore, the following tables show the number of inmate-on-inmate assaults varied over the past five fiscal years but most have increased slightly over the past two fiscal years.

Figure 42:

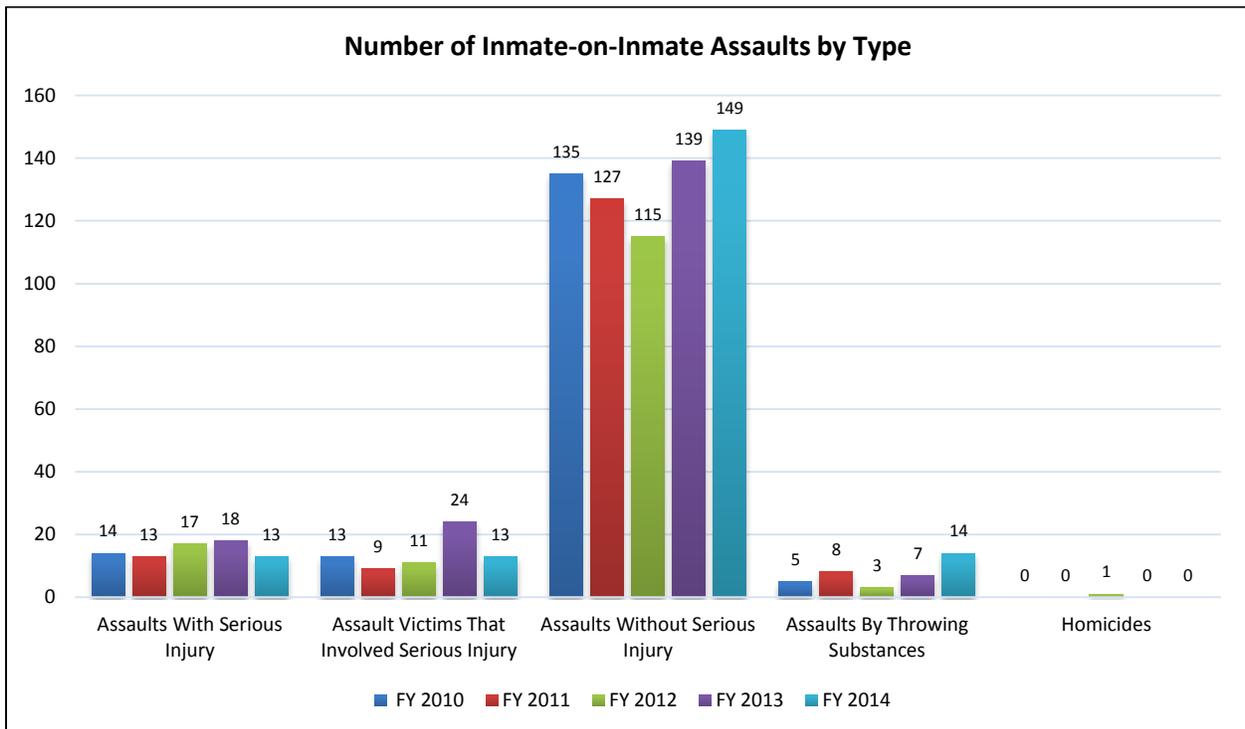
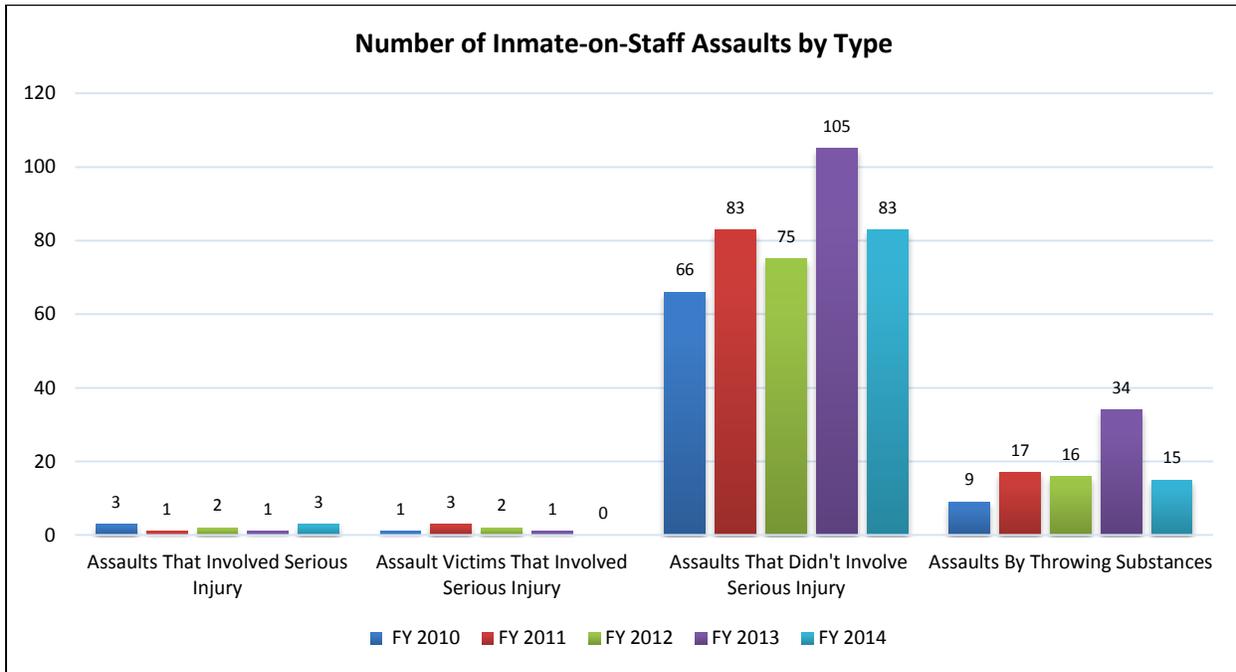
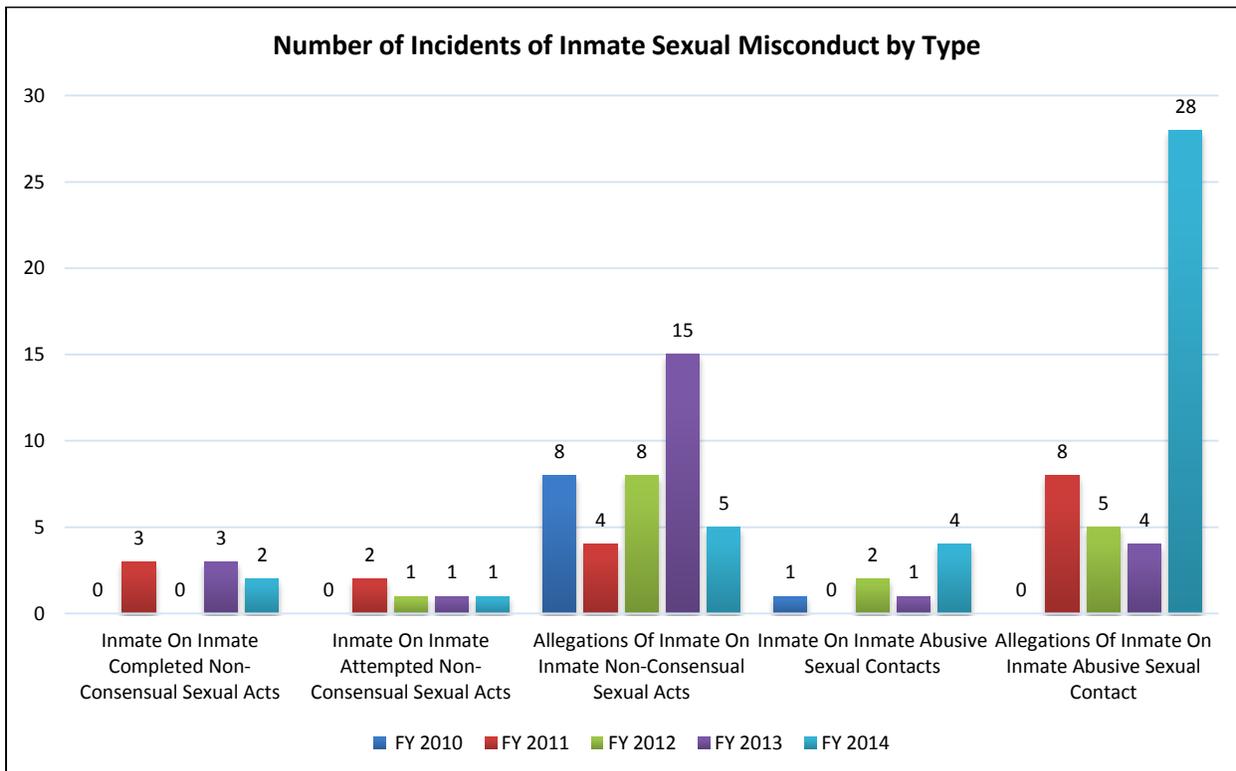


Figure 43:



As seen in the table below, the number of incidents of inmate sexual misconduct varied over the past five fiscal years.

Figure 44:



Workers' Compensation claim numbers can serve as a general indicator of prison safety. However, claims are not a clear-cut measure because not all claims are directly connected to prison incidents (some are caused by routine risks present in all work environments), and the data provided does not necessarily relate lost work days and payments to the year in which the claim was initiated.

If it is assumed these limitations occur equally in each year, any extreme swing in numbers could signify a change in prison safety. The table below shows a slight growth in claims paid over the last five fiscal years. However, even though the numbers indicate a steady increase in the number of claims each year, there has been a significant decrease in the dollar amount incurred each year as a result of these claims.

Figure 45:

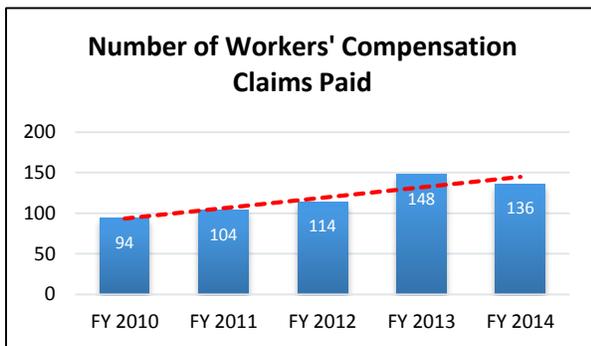
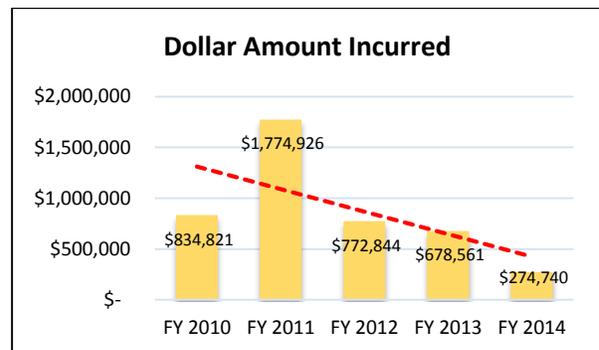


Figure 46:



Additionally, as seen in the charts below, the number of lawsuits brought against correctional officers by inmates and the number of lawsuits brought against the DOC by correctional officers have slightly decreased over the past five fiscal years.

Figure 47:



Figure 48:



Conclusions

After our review of the DOC Correctional Officer positions, we have made the following conclusions:

- West Virginia offers lower entry-level salaries for correctional officers than any of the states with similar economic conditions, surrounding states and the Federal Bureau of Prisons.
 - a. West Virginia pays the lowest salary in the country to Correctional Officer I entry-level positions;
 - b. West Virginia Correctional Officer I and II positions earn a starting salary at least \$10,000 less than Pennsylvania, Maryland and Ohio correctional officers in the same positions.;
 - c. The West Virginia Correctional Officer I and II positions earns less than Alabama, South Carolina, New Mexico, Kentucky and Mississippi correctional officers in the same position; and
 - d. Correctional officers at the Federal Bureau of Prisons earn over \$16,000 more than West Virginia correctional officers.
- West Virginia pays its new correctional officers lower starting salaries than any of the other West Virginia state agencies that employ law enforcement officers. The average starting salary for other State law enforcement positions is approximately \$6,000 higher than Correctional Officers.
- There appears to be a correlation between the salary paid to correctional officers and the turnover rate. We reviewed starting salaries for all 50 states and found West Virginia pays the lowest salary in the country to Correctional Officer I entry-level positions. Of the 41 states we received responses from about their turnover, West Virginia had the fourth highest turnover rate for correctional officers.
- West Virginia's high turnover rates may result in correctional officers with fewer years of experience and may create staffing shortages that require current correctional officers to work beyond their scheduled shifts. Overworked staff, inexperienced correctional officers and increased vacancies ultimately result in a significant increase in liability and risk at the DOC correctional facilities.
- Since the DOC paid approximately \$5.3 million in overtime during fiscal year 2014, we recommend the DOC perform an analysis on its use of overtime to meet staff shortages. This process should consider the emotional and physical impact of overtime on staff, as well as the increased safety and liability issues at the correctional facilities.
- The majority of individuals currently employed by the State of West Virginia as a Correctional Officer I or II would qualify for the following government assistance programs if they are living in a three person (or more) single income household: SNAP, WIC, Medicaid, the Children's Health Insurance Program, Child Care Assistance, the Low Income Energy Assistance Program and the Public Housing Program and Section 8 Rental Assistance Program (HUD) in the low income bracket.
- Correctional Officers' turnover rates were notably higher than the turnover rate for all other positions at the West Virginia DOC. When Correctional Officers were excluded from the turnover calculation, the DOC's turnover dropped from 37% to 16%. The DOC proposal for a \$2,000 across-

the-board increase for all current employees and a \$2,000 increase to the starting salary is for all DOC positions, not just Correctional Officer positions.

It should also be noted the correctional facilities under the Regional Jail and Correctional Facility Authority and the Division of Juvenile Services are likely facing similar issues regarding correctional officer positions. The correctional officers working in these facilities are included in the same West Virginia Division of Personnel classification. This means the entry-level salaries for all correctional officer positions are the same whether they are employed with DOC, the Regional Jail and Correctional Facility Authority or the Division of Juvenile Services.

Appendix A

Brief Description of Job Duties for Various Law Enforcement
Positions in State Government

Correctional Officer I - Performs beginning level correctional officer work. The employee is responsible for enforcing rules, regulations and state law necessary for the control and management of offenders and the maintenance of public safety.

Correctional Officer II - Performs full performance, journey level correctional officer work in enforcing rules, regulations and state law necessary for control and management of offenders and the maintenance of public safety.

Homeland Security Associate - Acquires the knowledge, skills and abilities for developing, monitoring and evaluating local, regional and state policies, programs and activities relating to emergency preparedness and for enhancing the capability of local and state governments to prevent and respond to terrorist attacks.

Homeland Security Specialist - Performs full-performance level work in developing, monitoring and evaluating local, regional and state policies, programs and activities relating to emergency preparedness and for enhancing the capability of local and state governments to prevent and respond to terrorist attacks

Medicolegal Investigator - Performs full-performance level work by conducting investigations of reported events involving deaths and determining which deaths require the attention of the Office of the Chief Medical Examiner.

Firefighter Trainee - Performs trainee level work providing emergency services in fire protection and rescue for the West Virginia Air National Guard (WVANG) and, upon request, civilian fire departments. Duties include learning the appropriate methods and techniques of aircraft crash and structural firefighting, rescue and administering first aid.

Firefighter – Performs full performance level work providing emergency services in fire protection and rescue for the West Virginia Air National Guard (WVANG) and, upon request, civilian fire departments.

Natural Resources Police Officer – Responsible for interpreting and enforcing state natural resources laws, rules and regulations provided for in the Code of West Virginia. Responds to any call or report of law violation at any hour of the day or night and field work is usually performed with a senior officer available for call. Duties involve an element of personal danger due to the nature of law enforcement work.

Capitol Police Officer – Performs full-performance level security, patrol and investigative duties necessary for the effective fulfillment of the Division of Protective Service’s mission, policies, goals and objectives. Provides law enforcement and police work involving the safeguarding of the public, state employees and state property and involving other hazardous, criminal, or unauthorized activities.

State Trooper Cadet – Title assigned to cadets attending the West Virginia State Police Academy while completing competitive examinations to obtain a full-time position as a State Trooper.

State Trooper - Perform basic police services in accordance with the mission, goals and objectives of the West Virginia State Police and in compliance with governing federal and state laws. The West Virginia State Police shall have the mission of statewide enforcement of criminal and traffic laws with emphasis on providing basic enforcement and citizen protection from criminal depredation throughout the state and maintaining the safety of the state’s public streets, roads and highways.

Appendix B

State Map of Correctional Facilities

Appendix C

DOC Employee Exit Interview Form

Print Form

WV Division of Corrections
Employee Exit Interview Form

Policy #129.16
Date: 08/01/07
Attachment #1
Page 1 of 2

Emp Last Name	Emp First Name	Emp Middle Name	Emp SSN	Emp DOP Title
Emp Annual Salary	Emp Age	Emp Months Service	Emp Gender	Emp Type
Emp Address & Phone # Where Emp May be Reached After Separation				Separation Date

EMPLOYEE'S STATEMENT

PLEASE CHECK THE APPROPRIATE BOXES
I am leaving employment:

Would you consider employment with the WVDOC in the future?

- VOLUNTARILY, through my own choice
- INVOLUNTARILY, through no choice of my own

PLEASE WRITE IN YOUR OWN WORDS YOUR REASONS FOR LEAVING showing the most important reason first. For a list of reasons please refer to USUAL REASONS AND CODES on the back of this form.

Employee's Signature

EMPLOYER'S STATEMENT

UNDER REASON below, please check the category in one of three boxes provided (Voluntary, Involuntary, or Discharge).
UNDER CODES, REASONS AND REMARKS state the reasons why the employee is leaving by entering the appropriate code number.
UNDER EMPLOYEE STATUS enter all information, which applies and assign code numbers.

REASON CATEGORY	CODES, REASONS AND REMARKS:	Checklist: <input type="checkbox"/> ID Cards <input type="checkbox"/> Keys <input type="checkbox"/> Handcuffs <input type="checkbox"/> Credit Cards <input type="checkbox"/> Badges <input type="checkbox"/> Uniforms
VOLUNTARY <input type="checkbox"/> (100 Series)		
INVOLUNTARY (Other than Discharge) <input type="checkbox"/> (200 Series)		
DISCHARGE <input type="checkbox"/> (300 Series)		

EMPLOYEE STATUS

STATUS CATEGORY	CODES, REASONS AND REMARKS:
<input type="checkbox"/> (400 Series)	<i>If using code 421 - Must submit a letter of justification to Central Office Human Resources</i>

REEMPLOYMENT:

Name and Department	Signed By	Date
---------------------	-----------	------

INSTRUCTIONS

Policy #129.16
Date: 08/01/07
Attachment #1
Page 2 of 2

Five basic steps should be followed in completing the front of this form:

1. Human Resources completes employee identification section at the top of the form.
2. Employee completes Employee's Statement Section and signs it. If possible, HR should witness and sign.
3. HR completes Supervisor's Statement Section.
4. HR completes Employee Status Section.
5. HR enters the name of department and institution, name, title, and date. HR then signs the form and makes distribution of copies, giving the employee a copy. Copies should be made for the Department and Supervisor's records, and copies of all exit interviews for each month should be sent to the Office of Research and Planning by the 12th of the following month.

USUAL REASONS AND CODES

VOLUNTARY - 100 Series

LEFT WITHOUT NOTICE 101

OTHER EMPLOYMENT

ACCEPT OTHER POSITION 102
Need more hours of work - Position only
temporary or part time 103
Self-employment 104

DOMESTIC

Marriage 105
Care for family 106
BE WITH SPOUSE AT OTHER LOCATION 107
Pregnancy 108
Moving 109

MILITARY

Military 110

HEALTH

Ill health 111

JOB CONNECTED

Working conditions 112
Inadequate salary 113
Conflict with supervisor 114
Conflict with co-workers 115
Unhappy here 116
Transportation difficulties 119

MISCELLANEOUS

RETIREMENT 117
Other - describe 118

INVOLUNTARY (Other than Discharge) - 200 Series

LAYOFF

SEASONAL LAYOFF - show date of return 202
FUNDS TERMINATED OR PROJECT
COMPLETED 203
Performance insufficient for standards of job,
but no disregard of rules or misconduct 204

LEGAL - other than misconduct

FEDERAL OR STATE LAW
(military, health) 205

PHYSICAL

Physical or mental inability, handicap, ill health or
injury (natural inability - not willful) 206

MISCELLANEOUS

Other - describe 209

DISCHARGE - 300 Series

LEFT WITHOUT NOTICE 301

MISCONDUCT

DISREGARD OF INTERESTS OF OTHERS
(fire, safety, sanitation, health) 302
Disruptive 303
Destructive activity 304
Insubordination - promoting employee
discontent 305
Conflict with supervisor 306
Conflict with co-workers 307

Under influence of alcohol on the job 308
Under influence of drugs on the job 309
Possession of weapon, narcotics, alcohol 310
Assault 311
Dishonesty 312
Theft or misuse of property 313
Falsification of job application 314
INEFFICIENCY, OR WORK
CARELESSNESS (WILLFUL) 315
FAILURE TO PERFORM ASSIGNED
DUTIES OR FOLLOW INSTRUCTIONS 316

ABSENCE

ABSENTEEISM 317
TARDINESS 318

MISCELLANEOUS

REFUSAL TO WORK NEEDED
HOURS OR SHIFTS 319
Other violation of law, rules,
standards - describe 320

STATUS CODES - 400 Series

REEMPLOYMENT

Recommended 420
Not Recommended 421