



for the

Texas Juvenile Justice Department

Special Report on Peace Officer Salaries

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Deputy Chief Inspector General

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MS, FBINA-253, LCC-73

Brief History of OIG-TJJD:

Office of Inspector General (OIG) was created under SB 103 and HB 914 of the 2007 80th Legislative Session for budget years 2008-2009. Prior to OIG creation, the Texas Youth Commission (TYC) did not have any criminal jurisdiction and handled Abuse, Neglect, and Exploitation investigations under the Office of Youth Care Investigations.

Between the years of 2007-2011 (budget years 2008-2011) OIG was under control of the TYC Executive Director. In 2011 82nd Legislative Session under SB 653, TYC and Texas Juvenile Probation Commission (TJPC) were abolished and Texas Juvenile Justice Department (TJJD) was created by joining the two agencies. During these legislative changes OIG was established to report directly to the Governing Board for TJJD.

Position Classification Act: Salary Schedule B and C:

OIG investigators and commissioned peace officers are currently paid under the state pay classification salary schedule B as with all other professional and managerial position in state employment. Specifically under State Classification job title: Investigator V, B20 salary schedule rating. Currently, OIG hires criminal investigators and State/County Abuse, Neglect, and Exploitations investigators at a starting salary of **\$53,242.00** with six years of experience or a combination of experience and education equating to six years. OIG’s budget does not have funding to support merits or step increases and OIG does not have a career ladder established. An OIG investigator may stay at this rate for many years, unless promoted to a supervisor or receiving state enacted pay increases.

Salary Schedule B20 as reported by State Auditor’s Job Classification FY 2022-2023:

Salary Group	Minimum	Midpoint	Maximum
B20	\$45,158	\$59,473	\$73,788

Salary Schedule B20 as reported by State Auditor’s Job Classification FY 2014:

Salary Group	Minimum	Midpoint	Maximum
B20	\$44,273	\$57,425	\$70,577

Salary schedule C is the pay classification for salaries and salary step increases for commissioned peace officers employed by the following agencies.

- 1) Texas Department of Public Safety (DPS)
- 2) Texas Parks and Wildlife (TPW)
- 3) Texas Alcohol Beverage Commission (TABC)
- 4) Texas Department of Criminal Justice – Office of Inspector General (TDCJ-OIG)
- 5) Texas Attorney General (OAG) entered in 2015/84th Legislative Session
- 6) Texas Department of Insurance (TDI) entered in 2019/85th Legislative Session

Salary schedule C of the pay classification act is under the jurisdiction of the Texas Legislature. DPS, TPW, TABC, and TDCJ-OIG were long standing agencies classified under salary schedule C. OAG and TDI were added in 2015 and 2019 respectively.

DPS, TPW, and TABC conduct entry level employment and attendance to a specific peace officer academy training class to enter their organizations. TDCJ-OIG, OAG, TDI do not have a specific academy training. TDCJ-OIG, may conduct a training academy depending on the experience level of applicants. However, DPS, TPW, and TABC will hire applicants who are not currently licensed peace officers and train them. TDCJ-OIG, OAG, and TDI hire applicants already licensed as Texas peace officers. Applicants entering DPS, TPW, and TABC will begin their careers under the C1-C3 salary classifications. TDCJ-OIG will hire investigators in the C3-C4 salary classification based on investigative experience. OAG, and TDI will hire investigators at the C4 salary classification.

Salary Schedule C as reported by State Auditor’s Job Classification FY 2022-2023:

Salary Group	< 4 Years of Service	≥ 4 Years of Service	≥ 8 Years of Service	≥ 12 Years of Service	≥ 16 Years of Service	≥ 20 Years of Service
C1	\$45,255					
C2	\$49,441					
C3	\$59,715	\$72,811	\$77,995	\$81,441	\$85,204	\$88,966
C4		\$81,615	\$87,147	\$90,718	\$94,725	\$97,087
C5		\$92,672	\$98,647	\$102,438	\$106,793	\$109,474
C6		\$115,449	\$119,374	\$121,785	\$124,207	\$125,697
C7		\$120,031	\$120,998	\$123,237	\$125,630	\$128,023
C8		\$135,817	\$135,906	\$135,960	\$135,960	\$135,960

Salary Schedule C as reported by State Auditor’s Job Classification FY 2013-2014:

Salary Group	< 4 Years of Service	≥ 4 Years of Service	≥ 8 Years of Service	≥ 12 Years of Service	≥ 16 Years of Service	≥ 20 Years of Service
C1	\$37,576					
C2	\$41,052					
C3	\$49,582	\$56,997	\$61,182	\$64,001	\$67,034	\$68,689
C4		\$64,085	\$68,531	\$71,444	\$74,668	\$76,522
C5		\$71,378	\$76,091	\$79,109	\$82,534	\$84,599
C6		\$83,574	\$86,418	\$88,169	\$89,931	\$91,017
C7		\$93,932	\$94,744	\$95,200	\$95,200	\$95,200
C8		\$102,357	\$102,761	\$103,014	\$103,014	\$103,014

OIG’s history with pay parity to salary schedule C:

Upon the creation of OIG, commissioned peace officers were added to state statutes which covered hazardous duty pay and the Law Enforcement and Custodial Officer Supplemental (LECOS) Retirement Fund. Both benefits shared with DPS, TPW, TABC, TDCJ-OIG. However, OIG was not included in the salary schedule C.

In the establishment years, OIG peace officers were recruited from a number of other state salary schedule C agencies to include TDCJ-OIG, DPS, and TABC. In order to attract qualified investigators, then TYC and later TJJD agreed to a pay parity system following the years of

experience and step increases parallel to schedule C pay system. This practice continued under Chief Inspector Bruce Toney 2007-2009 and Chief Inspector Cris Love 2009-2013.

In May 2009, TYC Executive Director Cherie Townsend initiated communication with State Auditor's Office on reclassifying OIG peace officers from schedule B to schedule C. In September 2010, State Auditor John Keel responded that inclusion in schedule C is under the venue of the Texas Legislature and offered no other assistance on the topic.

Between 2007 and August 31, 2013, OIG peace officers were compensated under parity to their experience aligned with schedule C classification. Job descriptions and job postings during the time reflected that compensation was parity with schedule C and officers were recruited under this benefit.

On September 10, 2013, TJJJ Executive Director Mike Griffiths, sent a direct email correspondence to OIG peace officers and carbon copied the Chief Inspector at the time, Roland Luna. The email explained that TJJJ will no longer provide unilateral parity pay to peace officers in OIG. The 2013 83rd Legislative Session had approved a pay raise for schedule C agencies for the 2014-2015 budget years. Mr. Griffiths' email was in response to budget cuts TJJJ experienced during this session. The email explained that OIG officers would see a 7% salary increase over the biennium and stipend pay would continue. At the time OIG staff were paid the statutorily required hazardous duty pay, no other stipends were paid to OIG staff authorized under schedule C such as education or language stipend. The 7% included 3% which was a legislative salary increase for all state employees, 1% in FY2013 and 2% in FY2014.

OIG officer's submitted a grievance on the issue under the premise that the matter was an agreement with TYC/TJJJ and had historical practices. The practice was settled and understood, so much so that OIG officers were denied a statewide employee raise which was not provide to schedule C agencies in 2010. OIG officers were denied this raise due to the agreement of pay parity as schedule C officers. The grievance was addressed by then Chief Inspector Luna and resulted in no significant action on the pay parity agreement. However, officers impacted by the denial of the 2010 3.5% state employee pay raise were offered the raise in response to settle grievance, should budgets allow. However, no OIG staff ever received the increase. Chief Inspector Luna's grievance response confirms pay parity in OIG dates back to 2007 and continued with step increases until August of 2013.

During this time period Schedule C agencies benefited from an approximate 10% increase in FY2014 and another approximate 10% increase in FY2015. While OIG officers only saw an additional 4% salary increase not awarded by the state. No other salary increases were provided during Mr. Griffiths or Chief Inspector Luna's tenure.

A fresh look at the history of the 2013 grievance highlights an alarming issue. At the time of Mr. Griffiths' email OIG was not under his direct control. The OIG and the Chief Inspector reported to the Governing Board at this time. Mr. Griffiths' decision to affect the pay of OIG officers who investigated crimes of department employees appears inappropriate as he did not supervise OIG. OIG operations and staff were impacted by someone not under their chain of command but who seemingly had budgetary control over a past agreement. Additionally, the grievance appears to be

directed more so towards TJJJ but was addressed by the OIG Chief Inspector. It is unknown if the TJJJ Governing Board was briefed on this matter. Mr. Griffiths' email also purports to work with the legislature to grant schedule C pay to OIG peace officers. A review of Legislative Appropriation Request (LAR) preceding this event do not support that Mr. Griffiths engaged in plans for OIG to be included in schedule C. Chief Inspector Luna did request parity funds during the 2015 85th Legislative Session. Mr. Griffiths left the agency in March 2014, six months after his decision. His decision continues to impact OIG presently.

History of Legislative Appropriation Request (LAR): A review of LAR request for OIG

- 2007/80th Session - No LAR action specific to schedule C or pay parity OIG.
- 2009/81st Session - No LAR requests for OIG.
- 2011/82nd Session - OIG requested positions.
- 2013/83rd Session - No LAR requests for OIG.
- *2015/84th Session - OIG requested \$1 million for pay parity and 4 FTE positions, requested parity with Schedule C. Reports agency previously maintained schedule C parity.
- 2017/85th Session - OIG requested \$318,446 for investigative support/analytics, \$602,186 for vehicles, and 3 FTEs.
- *2019/86th Session - OIG requested funding for pay parity \$625,253 annually.
- *2021/87th Session - OIG requested human trafficking investigators, Incident Reporting Center improvements, fleet replacement, and OIG schedule C parity \$839,272.

*Denotes years parity was requested.

Based on the review of legislative appropriations requests, for sessions 84th, 86th, and 87th OIG requested pay parity funding, however none were approved. OIG has never requested, nor has a bill been filed for inclusion in pay classification salary schedule C by statute. There are no credible explanations available as to why this had not originally occurred upon OIG's creation in 2007 or reorganization in 2011.

Recent salary impacts to OIG:

During the 2019 86th Legislative Session, OIG requested salary funds for staff. TJJJ did not originally requests salary funds for correctional staff. However, TJJJ later amended their LAR and requested salary increases. The Legislature approved pay raises for correctional staff of TJJJ and TDCJ. OIG received no salary increases.

During the 2021 87th Legislative Session, OIG again requested salary funds. However, OIG did not receive salary funds. In the final days of the session the salary schedule C agencies received a 12-16.7% increase to their pay. Under Article IX section 17.46 Appropriation for Law Enforcement Officer Salary increase. These agencies received supplemental budget funds in the amount of an additional \$69,861,522.00 (69.8 million) for increases for salary schedule C officers.

(1) Department of Public Safety:	\$59,228,552.00
(2) Parks and Wildlife Department:	\$5,025,089.00
(3) Alcoholic Beverage Commission:	\$1,939,786.00
(4) Department of Criminal Justice-OIG:	\$1,330,522.00
(5) Office of the Attorney General:	\$2,092,230.00
(6) Department of Insurance:	\$245,343.00

State Auditor’s Office Report on Salary Schedule C:

Each even year the State Auditor Office (SAO) in accordance with Texas Government Code, Section 654.037(b) must survey local law enforcement departments which employ 1000 commissioned peace officers and compare compensation between local law enforcement and salary schedule C agencies.

SAO’s December 2020 report No. 21-704, states as of August 31, 2020, Texas commissioned peace officers compensated under salary schedule C total 5,244 employees for the six salary schedule C agencies. The employed commission peace officer numbers are below.

(1) Department of Public Safety:	4,131 Peace Officers
(2) Parks and Wildlife Department:	531 Peace Officers
(3) Alcoholic Beverage Commission:	224 Peace Officers
(4) Department of Criminal Justice-OIG	138 Peace Officers
(5) Office of the Attorney General:	197 Peace Officers
(6) Department of Insurance	23 Peace Officers

OIG-TJJD employs **55** Commissioned Peace Officers.

The SAO report concluded that state law enforcement officers are not in competitive levels with local police departments and offers options to provide for equity adjustments. Of the options the Legislature chose option 1. Which provide the maximum pay increases of 12-16.7% to schedule C officers.

Conclusion:

If OIG does not address salary defects, the OIG will lose experienced investigators and will not have the ability to recruit or retain qualified personnel. This will impact the overall safety and ability to respond to incidents, conduct professional investigations, and meet legislative requirements. Significant funding is needed to avoid safety and security issues in order to correct OIG’s salary inequities. While this report addresses commissioned peace officers, the overall salary budget for OIG does not sufficiently address salaries for other key personnel, to include the incident reporting center staff, analysts, and security officers. These positions also lack any career ladder.

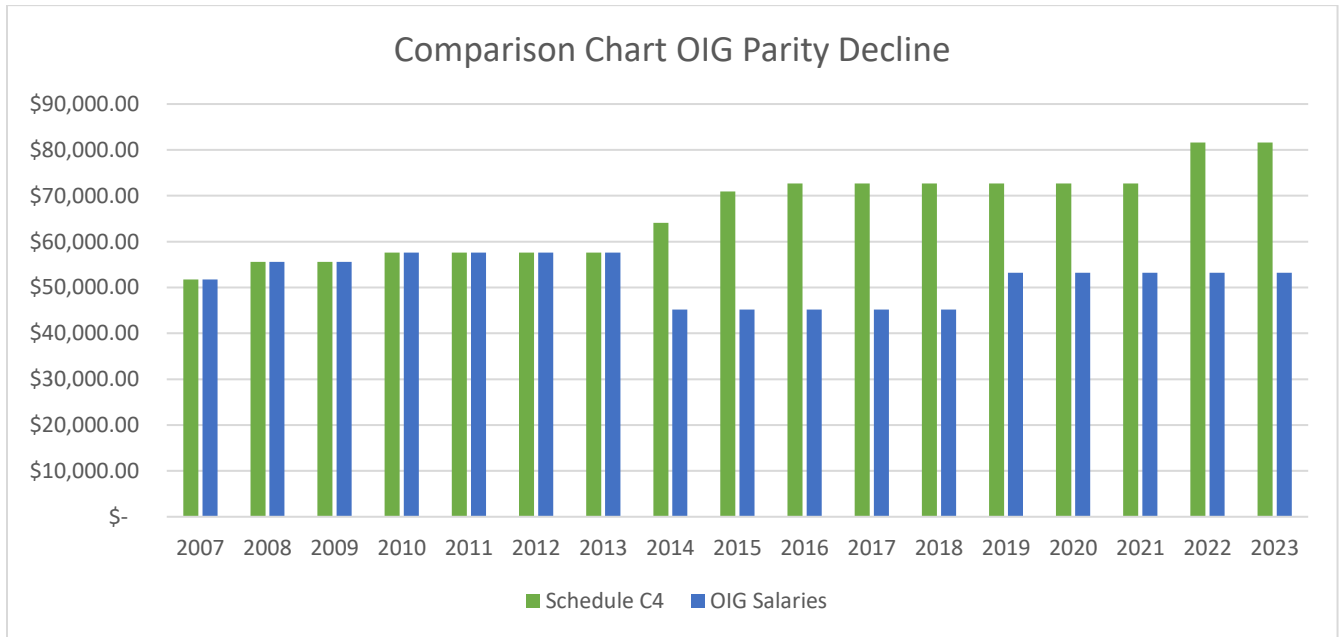
The following pages contain tables, charts and graphs depicting the salary inequity for OIG.

Table and Chart on historical reference to Schedule C4 and OIG salary for Investigator V.

Fiscal Year	Schedule C4	OIG Salary Equivalent-Investigator V
2007	\$ 51,736.00	\$ 51,736.00
2008	\$ 55,616.00	\$ 55,616.00
2009	\$ 55,616.00	\$ 55,616.00
2010	\$ 57,578.00	\$ 57,578.00
2011	\$ 57,578.00	\$ 57,578.00
2012	\$ 57,578.00	\$ 57,578.00
2013	\$ 57,578.00	\$ 57,578.00
2014	\$ 64,085.00	\$ 45,157.92*(1)
2015	\$ 70,938.00	\$ 45,157.92
2016	\$ 72,711.00	\$ 45,157.92
2017	\$ 72,711.00	\$ 45,157.92
2018	\$ 72,711.00	\$ 45,157.92
2019	\$ 72,711.00	\$ 53,242.00*(2)
2020	\$ 72,711.00	\$ 53,242.00
2021	\$ 72,711.00	\$ 53,242.00
2022	\$ 81,615.00	\$ 53,242.00
2023	\$ 81,615.00	\$ 53,242.00

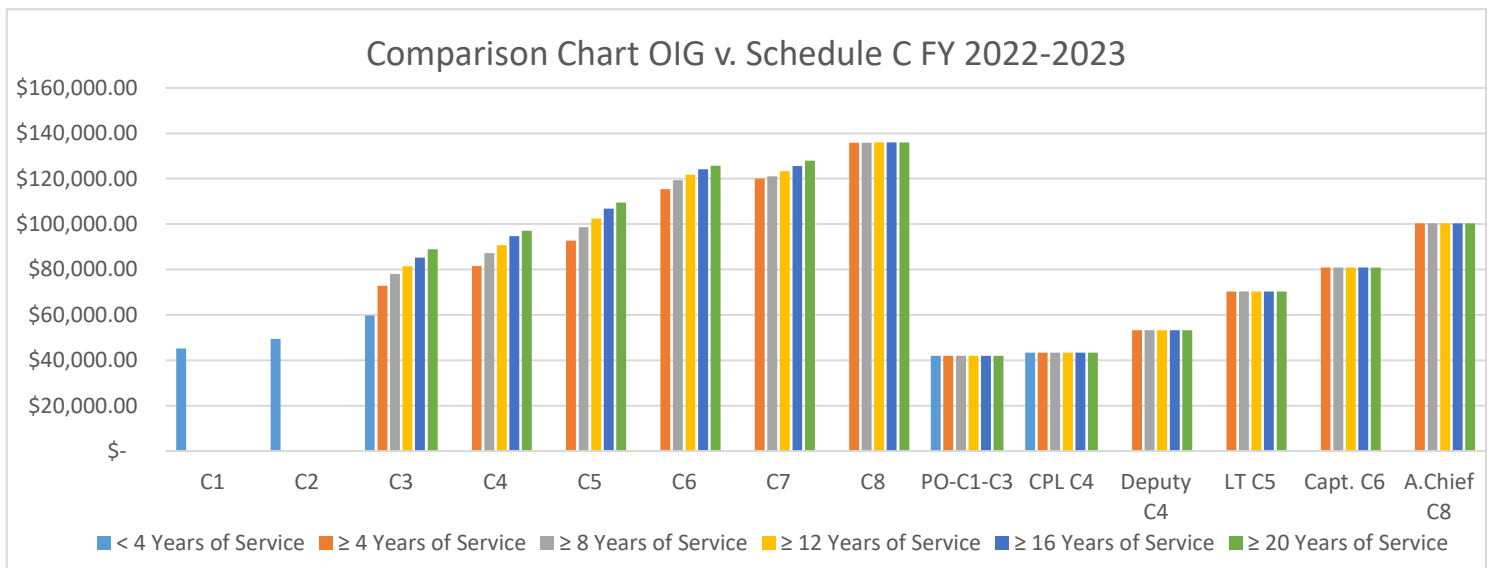
*(1) New starting salary for Investigator V positions after parity abolishment.

*(2) Increase attributed to salary reallocation of 3 FTE salaries to provide raises to investigator V positions.



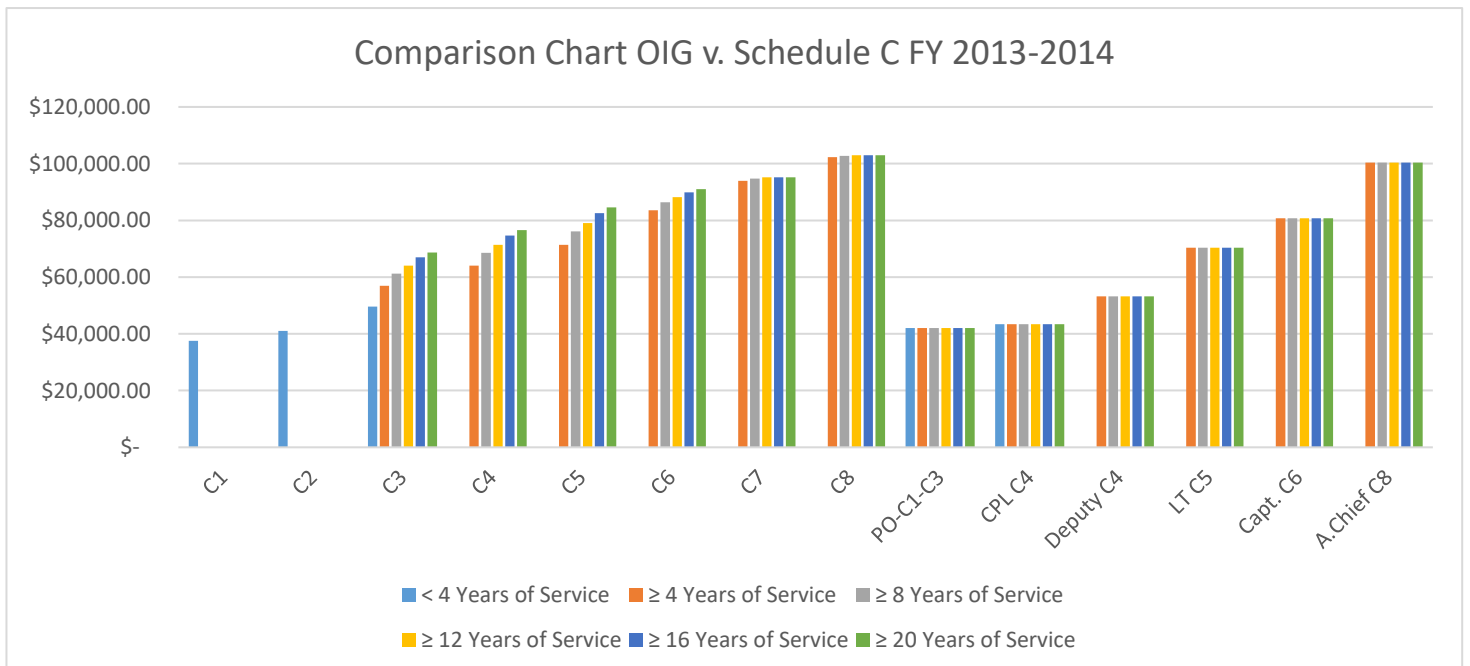
Comparison Chart OIG vs. Salary Schedule C FY 2023-2024:

Salary Schedule C Group FY 2023-2024	< 4 Years of Service	≥ 4 Years of Service	≥ 8 Years of Service	≥ 12 Years of Service	≥ 16 Years of Service	≥ 20 Years of Service
C1-Cadet	\$ 45,255.00					
C2- Probation Trooper	\$ 49,441.00					
C3 Trooper	\$ 59,715.00	\$72,811.00	\$77,995.00	\$81,441.00	\$85,204.00	\$88,966.00
C4 Investigator		\$81,615.00	\$87,147.00	\$90,718.00	\$94,725.00	\$97,087.00
C5 Lieutenant		\$92,672.00	\$98,647.00	\$102,438.00	\$106,793.00	\$109,474.00
C6 Captain		\$115,449.00	\$119,374.00	\$121,785.00	\$124,207.00	\$125,697.00
C7 Commander		\$120,031.00	\$120,998.00	\$123,237.00	\$125,630.00	\$128,023.00
C8 Major		\$135,817.00	\$135,906.00	\$135,960.00	\$135,960.00	\$135,960.00
OIG Police Officer-C1-C3	\$42,000.00	\$42,000.00	\$42,000.00	\$42,000.00	\$42,000.00	\$42,000.00
OIG Corporal CPL C4	\$43,428.00	\$43,428.00	\$43,428.00	\$43,428.00	\$43,428.00	\$43,428.00
Deputy Inspector C4		\$53,242.00	\$53,242.00	\$53,242.00	\$53,242.00	\$53,242.00
District Lieutenant C5		\$70,328.76	\$70,328.76	\$70,328.76	\$70,328.76	\$70,328.76
Regional Captain C6		\$80,802.24	\$80,802.24	\$80,802.24	\$80,802.24	\$80,802.24
Regional Commander N/A C7		\$0	\$0	\$0	\$0	\$0
Operations Assistant Chief C8		\$100,393.08	\$100,393.08	\$100,393.08	\$100,393.08	\$100,393.08



Comparison Chart OIG Salaries vs. Salary Schedule C FY 2013-2014:

Salary Schedule C Group FY2013-2014	< 4 Years of Service	≥ 4 Years of Service	≥ 8 Years of Service	≥ 12 Years of Service	≥ 16 Years of Service	≥ 20 Years of Service
C1	\$37,576					
C2	\$41,052					
C3	\$49,582	\$56,997	\$61,182	\$64,001	\$67,034	\$68,689
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C7		\$93,932	\$94,744	\$95,200	\$95,200	\$95,200
C8		\$102,357	\$102,761	\$103,014	\$103,014	\$103,014
OIG Police Officer-C1-C3	\$42,000.00	\$42,000.00	\$42,000.00	\$42,000.00	\$42,000.00	\$42,000.00
OIG Corporal CPL C4	\$43,428.00	\$43,428.00	\$43,428.00	\$43,428.00	\$43,428.00	\$43,428.00
Deputy Inspector C4		\$53,242.00	\$53,242.00	\$53,242.00	\$53,242.00	\$53,242.00
District Lieutenant C5		\$70,328.76	\$70,328.76	\$70,328.76	\$70,328.76	\$70,328.76
Regional Captain C6		\$80,802.24	\$80,802.24	\$80,802.24	\$80,802.24	\$80,802.24
Regional Commander N/A C7		\$0	\$0	\$0	\$0	\$0
Operations Assistant Chief C8		\$100,393.08	\$100,393.08	\$100,393.08	\$100,393.08	\$100,393.08



Charts comparison to law enforcement schedule C salary and benefits:

	Schedule C Agency	Education or Certification Pay	Language Pay	Fitness Test	Fitness Leave	Law Enforcement Officer Designation	Hazardous Duty Pay	LECOS Retirement
Texas DPS	X	X	X	X	X	X	X	X
Texas Game Wardens	X	X	X	X	X	X	X	X
TABC	X	X	X	X	X	X	X	X
OIG-Criminal Justice	X	X	X	X	X	X	X	X
Texas Attorney General	X	X	X	X	X	X	X	No
Texas Dept. Insurance	X	X	X	X	X	X	X	No
OIG- Juvenile Justice	No	No	No	No	X*	X	X	X

*OIG policy not state law.

Chart comparison to law enforcement responsibilities compared to OIG-TJJD:

	24 Hour Ops.	On Call Duty Ops	Entry Security Ops.	TC*	Criminal or Regulatory Ops.	State or County Ops.	Vehicle Assigns.	Specialized Invest. Ops.
Texas DPS	X	X	X	X	X	X	X	X
Texas Game Wardens	X	X	X	X	X	X	X	X
TABC	X	X	No	No	X	X	X	X
OIG-Criminal Justice	No	X	No	No	X/No	X/No	X	X
Texas Attorney General	No	No	X	No	X/No	X/No	X	X
Texas Dept. Insurance	No	No	No	No	X	X/No	No	X
OIG- Juvenile Justice	X	X	X	X	X	X	X*	X

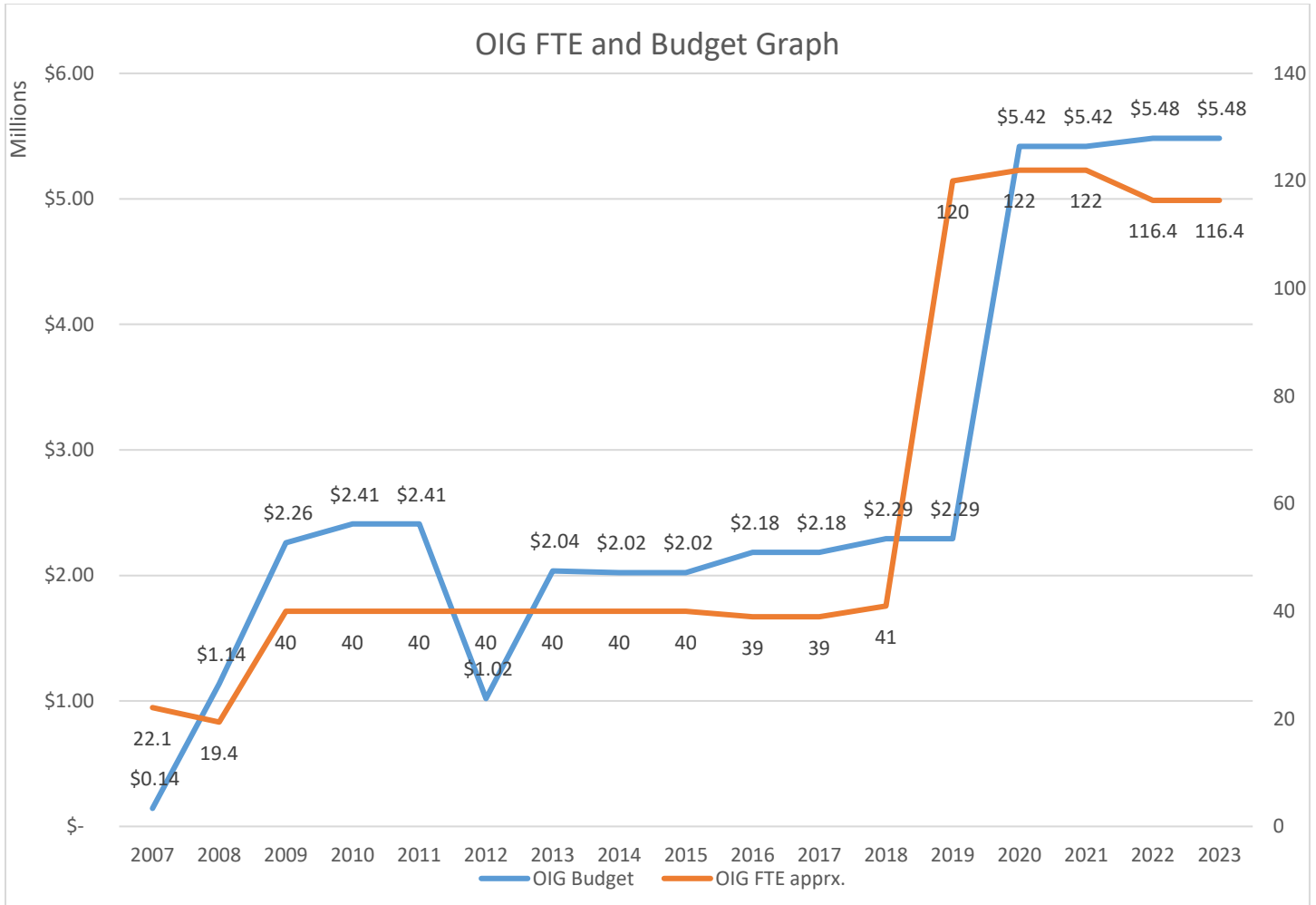
*Depends on budget

Chart comparison to law enforcement functions compared to OIG-TJJD:

Specialized Investigations/ Operations	Criminal Investigations	ANE Investigations	K-9 Ops.	Gang Intel.	Fugitive Ops.	Title VII Inv.	Gatehouse or Entry Screening Ops.	Out of State Prisoner Transports
Texas DPS	X	No	X	X	X	No	X- Texas Capitol	X
Texas Game Wardens	X	No	X	No	No	No	No	No
TABC	X	No	No	X	No	No	No	No
OIG-Criminal Justice	X	No	No	No	X	No	No	No
Texas Attorney General	X	No	No	No	X	No	No	No
Texas Dept. Insurance	X	No	No	No	No	No	No	No
OIG- Juvenile Justice	X	X	X	X	X	X	X	X

ANE-Abuse, Neglect, Exploitation

Longevity chart on OIG budget and fulltime equivalent positions:



The budget dip is attributed to merging in 2012 of TJPC and TYC. Budget notes indication only half of TJJD budget was reported for FY2012 for both TJPC and TYC. Budget alight back up in FY2013.

References:

Office of Inspector General 2013 employee grievances and response
Texas Alcoholic Beverage Code Title 2, Chapter 5 Alcoholic Beverage Commission
Texas Department of public Safety Officers Association, <https://texasdpsoa.com/>
Texas Government Code Title 1, Subtitle A, Chapter 402 Attorney General
Texas Government Code Title 4, Subtitle B, Chapter 411 Department of Public Safety
Texas Government Code Title 4, Subtitle G, Chapter 493 Texas Department of Criminal Justice
Texas Insurance Code Title 5, Subtitle F, Chapter 701 Insurance Fraud Investigations
Texas Juvenile Justice Department Legislative Appropriation Request, 82nd - 87th Legislative Session
Texas Legislative Budget Board Budgets for 79th-87th Legislative Session, <https://www.lbb.state.tx.us/>
Texas Parks and Wildlife Code Title 2, Subtitle 2, Chapter 11 Parks and Wildlife Department
Texas State Auditor Office, <https://hr.sao.texas.gov/CompensationSystem/SalarySchedules/>
Texas State Auditor Office Reports on Peace Officer Salaries:
07-705, 08-707, 10-707, 13-702, 16-704, 19-701, and 21-704
Texas Youth Commission Legislative Appropriation Requests, 80th - 81st Legislative Session