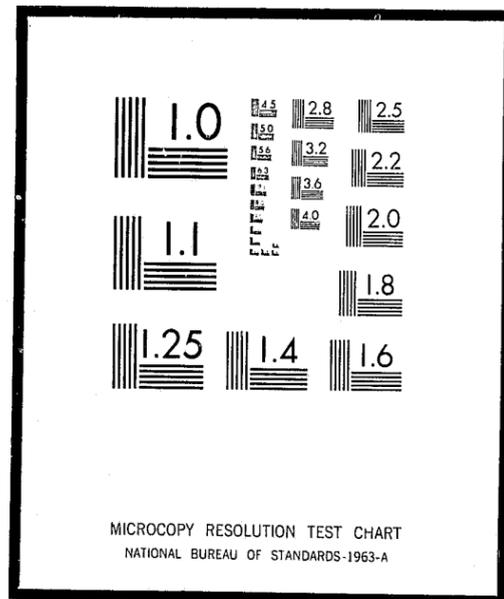


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AN INVENTORY AND EVALUATION OF DATA SOURCES, REPORTING, AND RESEARCH IN THE VIRGINIA CORRECTIONAL SYSTEM

Prepared for
COMMONWEALTH OF VIRGINIA
OFFICE OF THE GOVERNOR
DIVISION OF JUSTICE AND CRIME PREVENTION

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Section I
INTRODUCTION

The primary purpose of this report is to describe and comment upon correctional information systems in Virginia. In a study of information systems as they relate to corrections, the American Justice Institute defined an effective information system as one which serves "as an integrated organization of procedure, personnel, facilities and equipment which systematically gathers, transmits, processes, stores, analyzes, retrieves and displays required information at the time and place necessary to facilitate organizational efficiency and/or effectiveness."¹ When this definition is compared to operational systems in Virginia, the Virginia systems are significantly less sophisticated. The ongoing system for gathering and reporting correctional information is stronger in respect to the earlier steps described above.

Most correctional data concerns the offender under the control of state institutions. Many data elements are collected on numerous forms, most of which are transmitted to the offender's file, however, only a small portion of these data become a part of ongoing information systems. Thus, for this and other reasons that will become apparent in this report, few general system questions can be answered with systematic data from the Bureau of Research and Reporting at D.W. & I. Presently data remain, for the most part, in the offender's file to be analyzed as the correctional system is required to make

¹Harland L. Hill and Marshall J. Woodell, Correctionetics: Modular Approach to an Advanced Correctional Information System (Sacramento: American Justice Institute, 1972), p. 2.

decisions regarding the individual offender. The types of data collected, the methods by which information is processed, and problems associated with current methods of processing will be described in later sections.

The most serious problem identified by this research is that there seems little relationship between the data collected and stored and the utilization of this information in the making of correctional policy. Interviews with correctional and data information personnel in the Department of Welfare and Institutions revealed the contact between these groups to be minimal. With a few significant exceptions, the majority of correctional personnel noted that they had little or no contact with data information personnel at the Bureau of Research and Reporting and Bureau of Management Systems at D.W. & I. It is quite apparent that the above service units at D.W. & I. have long enjoyed greater contact and rapport with personnel within D.W. & I.'s Division of General Welfare, and correctional information systems have suffered as a result.

In light of this comment, it must be emphasized that the goal of this research is that of describing the system and identifying its problems in a constructive fashion in order to further the goal of "corrections" within correctional institutions. The recommendations in the "Findings and Recommendations" section are offered as suggestions that would accelerate the development of outstanding correctional information systems. If there is an interest in the forms, coding sheets, and codebooks that are used in the correctional area, these materials have been deposited in the files of Patricia Storino, Division of Justice and Crime Prevention systems analyst.

SECTION II

Current Organization and Operation

The correctional and administrative units of the Department of Welfare and Institutions collect data in four areas: adult corrections, youth services, probation and parole, and local jails. This section does not deal with information activities regarding local jails as this component of the correctional system has been dealt with elsewhere.¹

Data Information Units at D.W. & I.

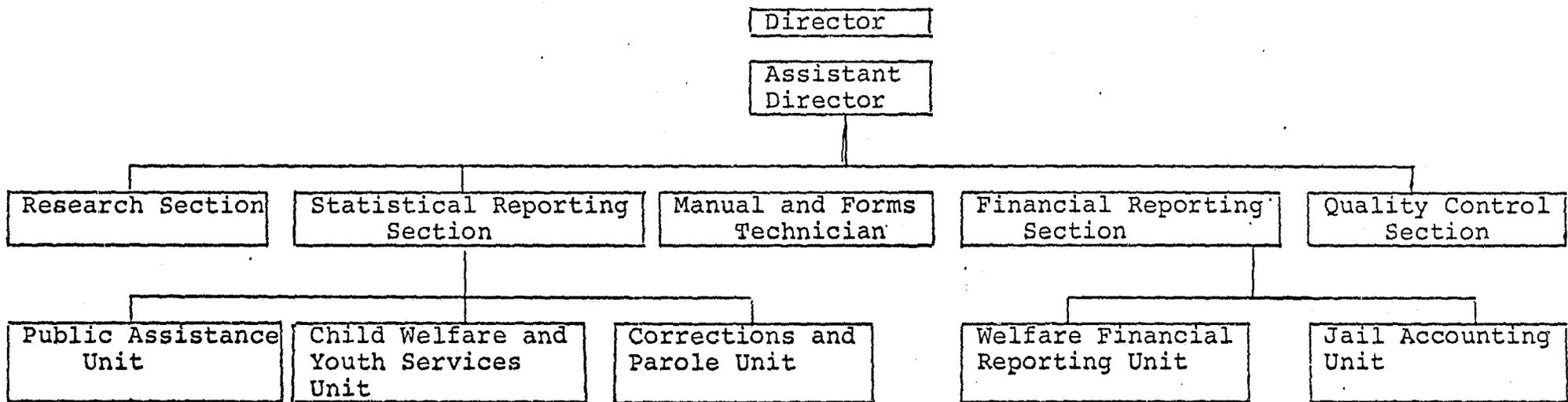
The Bureau of Research and Reporting (R. & R.) and the Bureau of Management Systems (B.M.S.) are the units of the Department of Welfare and Institutions that have responsibilities in the area of data information systems (Chart I and Chart II). R. & R. and B.M.S. are housed organizationally in the Division of Administration, D.W. & I.'s staff unit. Until mid-1971 R. & R. had exclusive responsibilities in this area, but since the establishment of B.M.S. at that time, data information responsibilities have been shared. B.M.S. was created for the express purpose of developing computerized information systems, and at this time, the Bureau of Management Systems is responsible for designing new systems and the processing of data, while the Bureau of Research and Reporting collect data and develop reports from the data processed by B.M.S.

The Bureau of Research and Reporting and the Bureau of Management Systems presently employ 54 persons to operate and develop reporting systems for the Department of Welfare and Institutions. Although only about 20 percent of the above number of personnel devote full-time

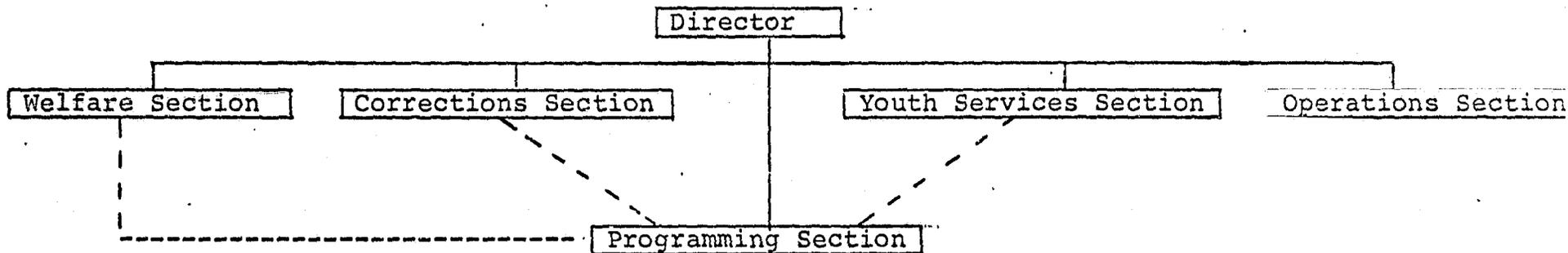
¹ See Thomas Vocino, Virginia Jails: An Analysis and Compilation of Basic Statistics (Richmond: Virginia Division of Justice and Crime Prevention, August, 1973).

Chart 1

Bureau of Research and Reporting



Bureau of Management Systems

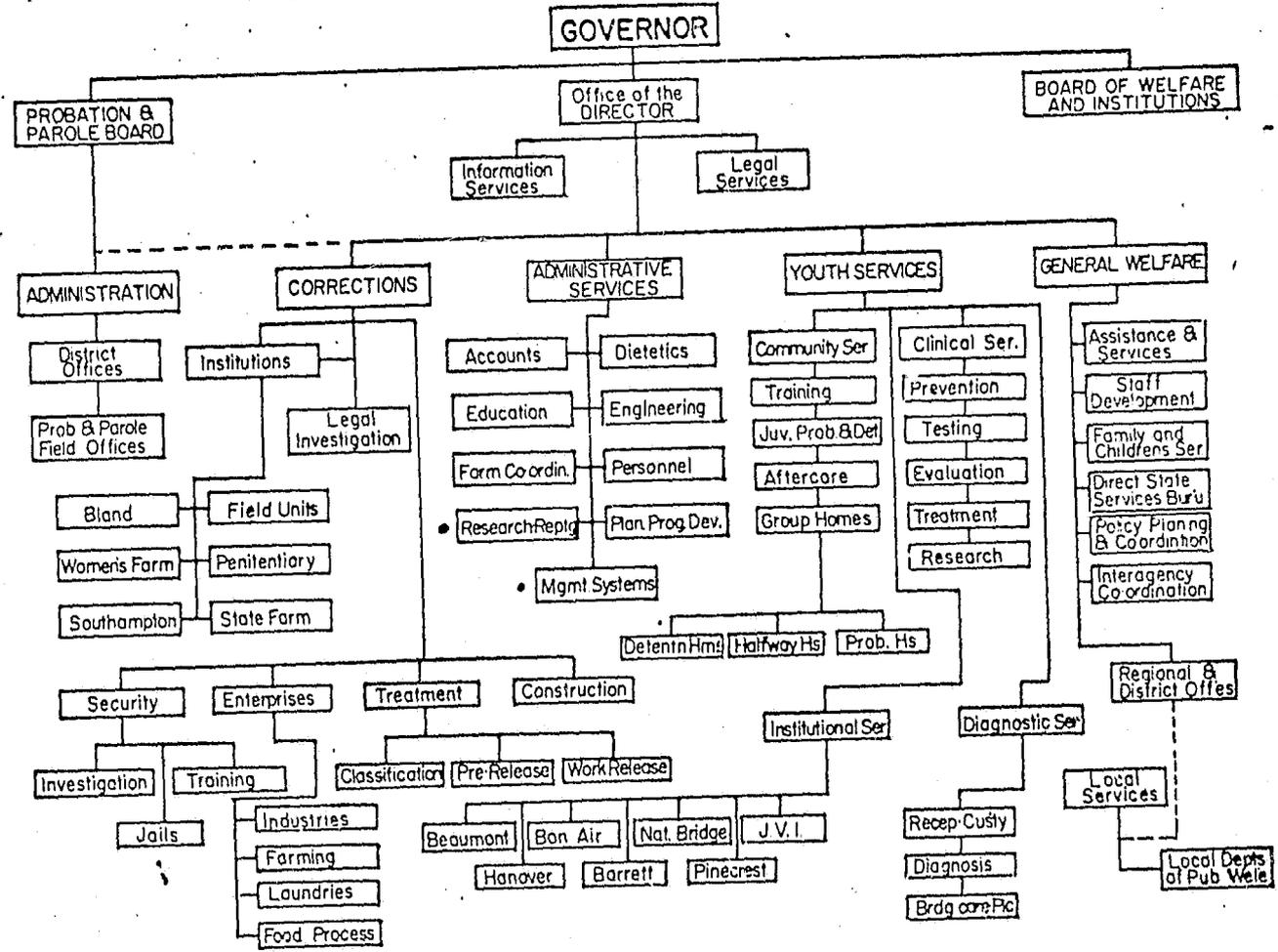


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Total Personnel: Bureau of Research and Reporting, 34; Bureau of Management Systems, 20.

Chart 2

VIRGINIA DEPARTMENT OF WELFARE AND INSTITUTIONS



II - 3

effort to the development and operation of such systems in the area of corrections/youth services, the resources allocated are a significant investment for D.W. & I. Both units are located in the same building on East Cary Street, and some of the personnel of each bureau have considerable contact with each other. However, in other instances, the individuals developing computerized systems have very little contact and are hardly knowledgeable about the manual activities in Research and Reporting.

Range of Information Collected

The Department of Welfare and Institutions collects substantial amounts of data by reason of the many forms which it requires to be completed. Because each institution within the system has several or more forms which are unique to that institution, it is beyond the resources of the current undertaking to catalog all data elements collected. A description of the content of the forms and procedures employed by the Classification Section at the State Penitentiary and the Bland Correctional Farm might indicate the range and depth of information on file at D.W. & I.

The Classification Section is responsible for examining the background of the incoming inmate in order to determine the type of institutional confinement and the treatment mode best suited to that individual. The basic classification report consists of information on the physical condition of the inmate, his intelligence level as measured by the revised Beta and Otis Quick Scoring Test, and other tests that indicate the inmate's mechanical and clerical skills. This information is supplemented by the following interview information: urban or rural origin, whether reared by natural parents, supervision as a child, grade level achieved, first conflict with the law, type of military service

discharge, and personal habits. Information is also collected concerning the inmate's version of the offense for which he was charged and his prior criminal record.

Most of the above data are transferred to the inmate's file. The Classification Section does not process data; they collect some of the data that is used by the Bureau of Research and Reporting. In addition to the information described above, the Classification Section also adds to the inmate's file pre-sentence and post-sentence information reports from parole officers. The Classification Section also has field officers who re-interview inmates so that changes in skills and attitudes can be updated. The re-interview information is used primarily by correctional and Probation and Parole Board personnel. Finally, the Classification Section computes time to be served and keeps a record of detainers and other court information.

Upon commitment to the Bland Correctional Farm, information is collected concerning: the physical characteristics of the entering inmate such as fingerprints and other characteristics of personal appearance; the types of clothing checked at the time of admittance; and an admission summary which provides basic personal data such as age, physical characteristics, marital status, social security number, education, and so forth.

Additional information collected are personal items in possession at admittance; a visitor's card listing the name, relationship, age, and address of all who visited the inmate; a personal property authorization which lists the items that the prisoner is allowed to have in his possession; a confiscation sheet which lists the items forfeited and the person to whom the contraband was forfeited; two additional forms that note basic prisoner information; a single page medical

examination form with information on diseases and physical characteristics of the patient; a form which deals with reclassification of the inmate listing whether the action was requested by the inmate or prison personnel and whether reclassification was approved or denied and reasons for such; a form to be filled out by prison personnel rating the inmate's attitude, work, and cooperation as "poor", "fair", or "good"; a release form which "voluntarily" releases the state from responsibility for any injury incurred during incarceration and that the costs of further treatment be born by the prisoner rather than by the State of Virginia, all notarized; and a treatment record which notes the occasions on which medical treatment was rendered.

In addition the following forms are used by the Bland facility: a monthly report of prisoners in isolation which notes (1) number in isolation at end of previous month, (2) those placed in isolation during month, (3) those in isolation during the month, (4) those released from isolation during the month, and (5) those in isolation at the end of the month; an intra-departmental transfer notice which notes the purpose of the transfer and the authority for the transfer; a weekly report of out-going misdemeanants and intermediate prisoners noting name, number, race, type of sentence, release from, release date, and reason; a change of population form which notes the reasons for population change; a receipt to court form which notes the county or city who has taken control of the prisoner for court purposes; a work release evaluation form which notes parole eligibility, escape record, dates of confinement to the "adjustment" cell, parole or probation violation, narcotics addiction, sex conviction, and other data in addition to evaluation of the prisoner by prison personnel with whom the prisoner has come into contact; a supplemental information

form regarding discharge which notes the educational training and progress the individual made during incarceration; several forms regarding educational programs and aptitude; and additional forms noting the progress made in adult education courses.

The Bland Correctional Farm also collects data regarding escape and capture reports which indicate basic prisoner information; a correspondence list of the individuals with which the inmate plans to keep contact during incarceration (single or divorced inmates are only allowed to list one girlfriend); and a form which officers in charge are required to complete regarding the use of gas shells at the institution. The latter form is required to be completed in quadruplicate with copies sent to the Director of the Division of Corrections, the Superintendent of the institution, the assistant superintendent of the institution and the officer's folder.

Adult Information Systems

In comparison to the amounts of data described in the above section, the data that is systematically processed, stored, and analyzed is only a small portion of that amassed in inmate files. However, a seemingly substantial quantity of comparative data for each adult inmate is stored on punched cards, and could readily be retrieved if there were a need except for two limitations of the data bank at the Bureau of Research and Reporting.

The first limitation is that the data bank at R. & R. is a felon data bank. In other words, much of the data collected for felons is not collected for misdemeanants. This policy of data collection is unfortunate in terms of the use of the data bank as a management tool because at least a sixth of the inmates have been misdemeanants. The second problem is that the felon data bank is "purged" so that infor-

mation on the characteristics of the entire inmate population are only available for the present. In sum, if there were an interest in characteristics of the adult population at any time other than the present this information would not be readily retrievable even though data on inmates has been collected in basically the same manner since the 1940's.

Concerning information on data cards, misdemeanants only have recorded such information as offense, race, sex, age, marital status, and drug and alcohol use. Regarding felons, from information in the inmate's folder developed by the courts, the Bureau of Records and Identification, the Classification Section, and other agencies in the criminal justice system, the Bureau of Research and Reporting collects 80 columns of data concerning offense, personal and family background, and current status. More specifically, in addition to the basic identification number given to each inmate in the state system,² the following personal criminal history information is collected: the inmate's offense, whether the individual was a parole violator, previous petty larceny sentences, previous Virginia felon sentence, previous out-of-state sentences, total previous felon sentences, parole or pardon status, and the offender's juvenile record. Court and sentencing information is also collected for the following categories: court committed from, term of sentence, jail time served, and date admitted to the state correctional system.

²Until the July 1972 death penalty decision of the United States Supreme Court, individuals sentenced to be executed and placed on death row, for reasons that are obscure, were not given inmate numbers nor were ordinary felon data collected, as was the case for all other prisoners committed to the Virginia prison system. Because of these policies that made occupants of death row statistical non-persons, it is virtually impossible to compare these individuals to others under the control of the Division of Corrections. The twelve prisoners on death row in July of 1972 have been issued numbers, files developed for them, and are now a part of the felon data bank.

The felon code sheet also provides two columns to note the location of an individual incarcerated in the state system. However, this datum has not been coded or punched for many years. The reasoning behind this procedure is that the number of transfers of inmates in the correctional system makes it impossible to keep this information up-to-date. Thus, it is not possible to determine the characteristics of inmates in the system by institution. For reports such as the Population Study of the Southampton Farm, data have to be collected de novo from the inmate's file or the inmate. If location had been coded, the same information could have been quickly retrieved from the R. & R. data bank. Additionally, one of the most often asked questions is that of how offenders flow through the correctional system, by locality and type of crime. With the present system it is not possible to assess systematically this movement. Further, if this datum had been collected, it would have been possible to evaluate to a degree the effect of institutions upon inmates in the system.

As to the personal and family background information collected, it is as follows: religious preference, previous employment, military record, education, status of parents, marital status, age, and place of birth. In respect to the physical and intellectual status of adult inmates the data is limited to one column codes for the following items: intelligence, mechanical aptitude, clerical skills, and alcohol and drug habits. Code columns are also provided for medical and neuropsychiatric status, however, these data are not coded.

Additional status and post-release information is collected which includes the recommended custody status (minimum, medium, or maximum security), whether the individual is a misdemeanant in the state system, age at entry, pre-release or work release program, total of months

incarcerated and time served, reason for release, and the date of release. It might be noted at this point the pre-release and work release programs have been in operation a long enough time so that analyzes of the effect of these programs upon the adjustment of the prisoner upon release could be assessed, if the data were not "purged" as individuals left the control of the Division of Corrections.

In addition to the felon data bank, there is an escape data bank for offenders who flee from confinement. The data collected are: time served prior to escape, time left to serve at time of escape, parole status, detainer or to be tried for other offense, age at time of escape, month of escape, number of previous escapes, assignment at time of escape, whether a trustee, time of day escaped, whether other crimes were committed while escaped, how returned, and amount of free time. The relatively small percentage of prisoners who escape seems to justify the current separate record system for escape. However, the Bureau of Management Systems should, as a long term and low priority goal, capture and store escape data on the computerized system under development.

These data are punched on data cards and are processed by an IBM 402 sorter and printer. None of the data are stored on computer tapes. However, the Bureau of Management Systems is undertaking a long term project which would capture on computer tapes that data which is collected at Research and Reporting as well as additional data. At this time the computerized system is only at the earliest stage of development.

The computerized inmate information system currently being developed has progressed to the point where the system is presently outputting information by correctional facility, which provides a listing of the identification number, name, and race of inmates. The

present system is of limited utility to top management in the Division of Corrections in that, in addition to the printout by institution of names, identification numbers, and race of all inmates, are listings of those inmates who are participants in the work release and pre-release programs. The problem with assigning these programs to the institutional code is that top correctional officials are not able to know in any definitive fashion how many inmates are occupying space in various correctional institutions. Thus, the present printout provides little indication of the extent of use of correctional institutions. However, it must be emphasized that given the time needed to carefully plan, pre-test, de-bug, and capture information for the computerized system, it is likely that it will be several years before it would totally replace the system currently in operation at Research and Reporting.

Correctional Reports

Some of the data collected by the Bureau of Research and Reporting are compiled for nine reports.³ The Annual Report of the Department of Welfare and Institutions and the Annual Report of the Probation and Parole Board are issued by the central office of D.W. & I. and the Parole Board, respectively, while the remainder are issued directly from the Bureau of Research and Reporting.

These publications receive reasonably widespread distribution. Twenty-five hundred copies of the D.W. & I. annual report as well as up to 800 copies of each R. & R. report are printed for distribution. These reports are primarily compilations of statistical tables, cross-

³See Section V for a listing of cost and distribution information for these publications.

tabulating almost exclusively felon commitments by race, sex, jurisdiction of commitment and type of crime. As the distribution numbers indicate, a problem with a "report" consisting nearly exclusively of tables is that the average reader of such widely distributed publications is not likely to be knowledgeable concerning the Virginia correctional system, which probably presents difficulties in interpreting the tables. A further limitation is that the few reports present trend information so that the user of the report has to have publications from previous years to make these comparisons.

The publications distributed by the Department of Welfare and Institutions and its sub-units are in most instances distributed within one year of the close of the fiscal year. Given the problems of collecting, processing, and readying statistics for publication, this delay in reporting statistics from the previous fiscal year is not excessively unreasonable. However, there are two publications which at this time present significantly outdated information. The Annual Report of the Virginia Probation and Parole Board and the Bureau of Research and Reporting's Statistical Data on Persons Released from Parole by Discharge and Violation were last issued for fiscal year 1971.

During the course of this research there was evidence to indicate that state government personnel who received the reports were not entirely satisfied with the product. This situation suggests that R. & R. should well consider formally surveying those who are using their publications to receive feedback.

Personnel Systems

There are no data retrieval systems in respect to correctional personnel. The only information available concerning correctional per-

sonnel is that information in the individual employee's file. The "Application for Employment" of the Commonwealth of Virginia allows tabulation of the following information-age, education, years of service, marital status, place of origin, employment history, and military service.

As a part of a larger study of position classification in the adult system, the consulting firm of Peat, Marwick, Mitchell tabulated the above information for personnel in the Division of Corrections. Additionally, the Probation and Parole Board participated in a national study in 1965 on the educational background and experience of probation and parole officers. Thus, other than the above snapshot of those working in the adult system and an eight year old study in the probation and parole area, little is known in a definitive sense concerning correctional personnel.

From the researcher's reading of the Division of Justice and Crime Prevention's Comprehensive Criminal Justice Plan: 1973 and publications and releases of the Division of Corrections, one of the items of highest priority is upgrading state and local correctional personnel. Additional support for improving relevant skills of correctional personnel are the comments of the state officials at a recent meeting of the Virginia Crime Commission. The newly appointed director of the Division of Corrections stated his concern about the "fragmented" training for correctional officers, and a member of the Commission also noted his concern for the quality of training of correctional personnel in these words: "after all, these are the people closest to the prisoners." (Richmond Newsleader, April 25, 1973, Page 12.) There seems, thusly an obvious commitment to improving the skills of those who deliver correctional services. Presently, funds are being allocated to improve the skills and understanding of administrators, guards and jailers,

sheriff's deputies, parole and probation officers, and youth detention and training school personnel; however, funds are being allocated on the basis of fragmentary information.

Juvenile Information Systems

The Bureau of Research and Reporting and the Bureau of Management Systems presently have information systems in the juvenile area. As is the case in other areas of the correctional system, the data storage and retrieval system at R. & R. is an older system than that at B.M.S. Most of the information received by R. & R. for their juvenile reports is collected on a form titled "Monthly Report of Children's Cases Disposed of by the Juvenile Court". This report which is completed monthly by every Court in the State of Virginia with jurisdiction in the juvenile area is sent to the Bureau of Research and Reporting for tabulation. The report contains information in three areas: type of case, disposition, and location of children before disposition. For the above categories information is collected on whether the case was official or unofficial, whether the youthful offender was white or "colored", and whether the litigant was male or female.

Additionally, R. & R. receives a "Direct Care Report" from the Division of Youth Services which is punched and the data is stored in the data bank. The Direct Care Report contains the following information: several columns relating to the placement of youth in the community, type of contact with State government personnel during community rehabilitation of youth, progress and adjustment of the youth, work assignments, and vocational education.

Another report that is received by the Bureau of Research and Reporting from the Division of Youth Services is the "Aftercare Report" that is punched and the data is placed in storage. The report contains such information as that relating to release, and the current personal status and contact the youthful offender has with the criminal justice system.

Until early 1971, the Division of Youth Services submitted to the Bureau of Research and Reporting three additional reports: an "Initial Report" which contained identification, commitment, classification committee judgments, use of drugs, behavioral patterns, and apparent family relationships data; data on a "group screening test" which contained test information on personality and functioning; and an "educational evaluation" which contained information on the individual's California Achievement Test performance, school work, educational adjustments, and recreational participation. Since early 1973, the collection of these data have been "suspended" because many feel that this information is "not of much use". Of course, these data would not be found useful by many individuals other than the officials at the Division of Youth Services. It is the researcher's opinion that the reports have been deemed "not of much use" because a reporting system has not been developed. If specialized reports had been made to Youth Services officials, they would have likely begun to appreciate the management capability provided by a data bank. Additionally, it takes several years for a data bank to be of utility in that several years of information are required for trend analysis.

Since July of 1971, the Bureau of Management Systems has been developing a computerized information system concerning the juvenile offender. Phase I of this system - VAJJIS (Virginia Juvenile Justice Information System) - is scheduled to become operational in September. At this time, VAJJIS is geared to collecting only basic court information such as complaints and referrals, disposition, probation office contact, and court data beyond that of the original case. In addition, for those courts that wish to participate there is a case profile information form which collects a wide range of background information on the youthful offender. The Bureau of Management Systems is in the process of developing a series of reports that will be automatically generated once the information is received in their office.

As of early August, a majority of the juvenile courts constituting most of the caseload throughout the State had agreed to participate in VAJJIS. The obvious problem is that, since all courts are not participating, system wide characteristics will not be obtainable and thus the management capability of VAJJIS will suffer as the result. Thus, the Bureau of Management Systems should be strongly urged to make every effort to secure the participation of all juvenile courts in this information system.

Probation and Parole Information Systems

Neither the Bureau of Research and Reporting nor the Bureau of Management Systems have an ongoing project or plan in the near future to develop any sophisticated probation and parole information system. However, some statistics are available in this area since Virginia participates in the Uniform Parole Reports sponsored by several national organizations. Data is collected on various types of successful and unsuccessful parolees by offense committed, type of admission to prison, prior prison sentences, prior drug use, and prior alcohol use. The Uniform Parole Reports have as a part of their system feedback to the respondents in the form of newsletters and other publications. The Probation and Parole Board also compiles many of the same data required by the Uniform Parole Reports for the Bureau of Research and Reporting. R. & R. tabulates these data and publishes a report annually entitled Statistical Data on Persons Released From Parole by Discharge and Violation. The latter report considers those who are discharged from parole or who have violated parole by type of jurisdiction, sex, age, race, education, offense, time served before parole, marital status, and other variables.

Probation statistics are far less comprehensive than are those of parole. Essentially, the statistics on probation are only workload figures for probation officers by court districts. On a monthly basis R. & collects data on the number of pre-hearing studies, cases under supervision and after care cases under the supervision of probation officers.

The information is broken down by whether the activities involve juveniles or adults and whether they are handled in courts-of-record or courts not-of-record. These monthly reports are tabulated for fiscal year and published by R. & R. in a publication entitled Report Of Probation Supervision Workload for the Fiscal Year.

Information Needs

In an effort to assess independently whether correctional officials felt that data elements should have been collected that were not being collected, interviews and mailed inquiries were conducted with twelve high level correctional officials. The results of this survey were informative for two reasons. Firstly, a number of data elements were mentioned as desirable that are not being collected by the Bureau of Research and Reporting. Secondly, somewhat unexpectedly, many data elements now being collected were mentioned as being potentially useful to the administration of correctional programs. The administrators apparently did not realize that this information is collected by the Bureau of Research and Reporting. This undesirable situation can be attributed to the lack of contact between line correctional units and the information service units within D.W. & I.

As the Bureau of Research and Reporting has since July 15th, added three research analysts to its staff (a 300 percent increase from the previous fiscal year), line correctional officials are strongly encouraged to contact the Bureau of Research and Reporting and/or the Bureau of Management Systems in order to ascertain whether in fact desired information is available. More important, however, is the necessity for employees in the service Bureaus to survey the information needs of the line agencies on a regular basis. The basic reason for limitations in the information systems is the fact that the systems were developed in late 1940's and the late 1950's, and have not been improved to a significant degree since that time.

In terms of the specific types of information that correctional officials desire, data fall into three categories: inmate, personnel, and inmate involvement programs. In respect to the inmate, correctional officials noted that they as well as many members of the public were interested in knowing which inmates have dependents receiving welfare from state or local governments, where inmates previously served sentences, and generally additional substantiated background information on the inmate. A datum allocated space on coding sheets that is desired by correctional officials is data regarding the location of a man within the correctional system as compared to his home county. Unfortunately, as mentioned earlier, R. & R. does not code this information. If this information were collected, many types of analyses would be possible, and more specifically, this information might prove beneficial in the geographical location of programs.

Regarding correctional personnel, several correctional officials mentioned in writing and interviews that data regarding the educational background and experience of staff members would be extremely helpful data in the development of specialized treatment programs. As one official pointed out, information is needed on the racial composition, urban and rural background, and attitudes of the guard force because the top correctional officials only have a feeling but not hard information on this subject.

In respect to program information, many correctional officials greatly desired data on the number of individuals participating in various programs such as furlough, pre-release, work release and others of the many treatment, educational and recreational programs in the correctional institutions. There seems to be a desire to relate participation in programs and the progress made by offenders. An official mentioned that it is desirable to have information concerning whether a man continues to pursue upon release similar vocational or educational

training received during incarceration. At this point the program participation information is extremely limited in terms of that which is captured by one or another of the ongoing information systems. Evaluating the success or failure of programs should be such a priority that R. & R. and/or BMS should give immediate attention to correctional program information. If an ongoing effort of collecting information is established, the data base necessary to evaluate programs will exist. If R. & R. did not "purge" the "data bank", the success rate after release for those who participated in work-release and pre-release programs could be compared to those individuals who did not participate.

Section III
Findings and Recommendations

FINDINGS AND RECOMMENDATIONS

This section presents the researcher's judgment of the actions that should be taken to improve the development and operation of correctional information systems. It will be obvious that some suggested actions can easily be implemented while other proposed changes will require substantial resource allocations. The relatively large or small number of recommendations regarding particular agency units should not be understood as an indication of the inefficiency or efficiency of these units.

1. Finding:

The Bureau of Research and Reporting (R. & R.) and the Bureau of Management Systems (B.M.S.) are the units of the Department of Welfare and Institutions that have responsibilities in the area of data information systems. Until mid-1971 R. & R. had exclusive responsibilities in this area, but since the establishment of B.M.S. at that time, data information responsibilities have been shared:

B.M.S. was created for the express purpose of developing computerized information systems, and at this time, the Bureau of Management Systems is responsible for designing new systems and the processing of data, while the Bureau of Research and Reporting collects data and develops reports from the data processed by B.M.S. Both units are located in the same building on East Cary Street, and some of the personnel of each bureau have considerable contact with each other. In fact, a few of the individuals from the two bureaus work together very closely. However, in other instances, the individuals developing computerized systems have very little contact and are hardly knowledgeable about the manual activities in Research and Reporting.

Recommendation:

As the Bureau of Management Systems has no responsibilities other than those of developing data information systems, it is recommended that the Bureau of Research and Reporting and the Bureau of Management Systems be consolidated into one unit. If this recommendation is effected, there would likely be a greater degree of cooperation between individuals developing computerized systems and individuals operating manual systems. The major benefit of this merger would be the building of computerized systems that would benefit from the many years of experience with the manual system. At the very least, the name of the Bureau of Management Systems should be changed to reflect the actual responsibilities of that unit.

2. Finding:

The present correctional information system - the data collection, processing, and reporting system at the Bureau of Research and Reporting - was developed in the late 1940's and early 1950's. At that time the demand for readily retrievable corrections data was minimal as was the technology for the processing and retrieving of systematic data. During the intervening years, the community of professional criminologists have put greater emphasis on treatment and a correspondingly lesser interest in security. At the same time there has been a rapid development of computer technologies. These changes require and allow a revamping of the existing system. The Bureau of Management Systems began this task in 1971. The goal of these activities is to have operational within the next several years information systems that meet the correctional data needs of state agencies. The beginning efforts of the Bureau of Management Systems should be commended and reinforced, however, no system can permanently meet the long term information needs as a static system.

Recommendation:

The information system under design should be developed in a manner that would allow additional data elements to be added as new questions develop. This policy has not been the case in that the present system was developed, but not adapted as needs changed.

3. Finding:

During interviews with approximately twelve correctional officials, the question was raised of the amount of contact between correctional personnel and personnel of the Bureau of Research and Reporting and the Bureau of Management Systems. With the exception of a few officials, the majority of the respondents noted that they had little or no contact with R. & R. and B.M.S. personnel. Further, these officials stated that they made little or no use of reports published by the above service agencies, nor did they call upon these units as they had the need for specific information. A line correctional official noted that the only contact he had with R. & R. and B.M.S. personnel was as fellow participants in University of Richmond management seminars. If the service units of D. W. & J. such as R. & R. and B.M.S. are to provide assistance to line correctional units, then more contact between the service (staff) units and line units has to be effected. If the primary goal is that of institutionalizing change to effect new correctional goals, then the likelihood of achieving such results is not enhanced if the interaction between staff and line units is near zero.

Recommendation:

The Bureau of Management Systems and/or the Bureau of Research and Reporting should in the future periodically survey its "customers" (primarily line correctional agencies) in order to insure that the services they provide are of the maximum utility. More specifically, the desired interaction between staff and line can be accomplished by data information specialists calling upon corrections personnel and noting the services they can provide.

4. Finding:

The computerized inmate information system currently being developed by the Bureau of Management Systems has progressed to the point where the system is presently outputting information by correctional facility, which provides a listing of the identification number, name, and race of inmates. The present system is of limited utility to top management in the Division of Corrections in that, in addition to the printout by institution of names, identification numbers, and race of all inmates, are listings of those inmates who are participants in the work release and pre-release programs. The problem with assigning these programs to the institutional code is that top correctional officials are not able to know in any definitive fashion how many inmates are occupying space in the various correctional institutions. Thus, the present printout provides little indication of the extent of use of correctional institutions.

Recommendation:

It is recommended that those inmates who are participants in pre-release and work release programs be coded as being assigned to particular correctional facilities. Additionally, it is further recommended that at the place on the printout where the institution is noted, the designed capacity of the facility also be indicated. With this information correctional officials would readily know the percentage occupancy of any institution.

5. Finding:

During the course of the researcher's work, several statements were made to the effect that improvements to the manual system were not being made or that aspects of the manual reporting system were being discontinued because the inmate information system was being computerized. The researcher had the distinct feeling that nothing should be done to improve the manual system because that effort would be wasted. On the contrary, improvement in the manual system for capturing and reporting data is beneficial to the development of a sophisticated and usable computerized system.

Recommendation:

At the very least, data collected and processed by the manual system should not be discontinued until the same data is captured by the computerized system. Further, improvements should be made in the manual system because it will be some years before a comprehensive computerized system is developed.

6. Finding:

The 80 column felon data card has two columns allocated for the institutional location of the inmate. According to personnel at R. & R., this datum is neither coded nor punched, the reason being that the transfer of inmates makes it nearly impossible to keep this information up-to-date. Not punching institutional location creates a great deal of difficulty in gathering hard data on the characteristics of inmates by institution. If, as is the case, the officials of the Southampton Correctional Farm were interested in the characteristics of their inmates, the data bank at the Bureau of Research and Reporting could not be utilized. In the case of the Population Study of the Southampton Farm, the data has to be collected de novo from the inmate's file or the inmate. If location had been coded, the same information could be retrieved from the R. & R. data bank. Additionally, one of the most often asked questions is that of how offenders flow through the correctional system by locality and type of crime committed. With the present system there is no way to assess systematically this movement.

Recommendation:

The Bureau of Research and Reporting should, in the columns for location, code the first permanent assignment of the inmate. As individuals committed to the correctional system are processed at the State Penitentiary or the Southampton Correctional Farm, these institutions should not be indicated as the place of first assignment unless the amount of time spent in these institutions is considerable. It is probably desirable to code this datum

several months after the individual has been committed to the correctional system. It is further recommended that Research and Reporting investigate the possibility of using the two columns provided for location to develop codes that would allow collection of information concerning the first three assignments within the Virginia correctional system. In this regard, Research and Reporting will have to devise a system whereby they can be notified of inmate transfers.

7. Finding:

Traditionally, the Bureau of Correctional Field Units of the Division of Corrections and the Probation and Parole Board have used the inmate files located at the State Penitentiary. The Bureau of Correctional Field Units have recently moved its administrative offices to East Cary Street nearly a mile from the Penitentiary. Because of the move, the Bureau of Correctional Field Units has been much slower responding to inmate and other inquiries because files are not readily available. Additionally, the Probation and Parole Board is "98 percent sure" of moving to a southside Richmond location approximately five miles from the Penitentiary. The members of the Probation and Parole Board literally use hundreds of inmate files every month. The Board will surely not be able to dispatch its duties as efficiently in their new location far removed from the files as is the case with their current location next to the Penitentiary.

Recommendation:

A high priority should be given to establishing terminals in the administrative offices of the Division of Corrections so

that the most often required information on inmates is readily available to correctional officials. This system of terminals might be the type in which the inmate's file placed in computer storage could be viewed on a screen when an access code is punched. In no case should administrators who have terminals be able to change any of the information in an inmate's file.

8. Finding:

For reasons that are difficult to ascertain the felon data bank in the Bureau of Research and Reporting is "purged" so that the only point in time one can obtain information on the characteristics of the entire inmate population is for the present. In other words, if someone were interested in the characteristics of the prison population at any time other than the present, this information would not be readily available even though data on inmates has been collected in basically the same manner since the 1940's. Thus, what appears to be a felon data bank is nothing of the kind. In addition, data decks for commitments are available for only the last three fiscal years.

Recommendation:

The Bureau of Research and Reporting, to the extent possible, is strongly urged to reconstruct its "data bank" so that information on inmates for the entire system is readily available for a ten year period. Since the file of "purged" cards seems to have the proper identification punches, it should not be a monumental effort to reintegrate these cards into the data bank.

9. Finding:

A single individual codes all felon information for the data bank. A number of documents in the inmate's file are used, the most important being the pre-sentence report. While the coder has a manual which denotes the types of information that require different entries, there is considerable room for variation due to coder judgment. For example, in coding the propensity of inmates to use alcoholic beverages, there is nothing in the coding manual to guide the coder; in the case of the marital status, whether an individual is separated or married when there is contradictory information in the file is a judgment left to the coder because no explicit coding criteria exist in writing.

Recommendation:

The Bureau of Research and Reporting should develop a supplement to the felon coding manual that contains the explicit criteria for all coding procedures. If such a document is produced, the likelihood of having comparability of findings from coder to coder would be significantly increased.

10. Finding:

It is the researcher's judgment that the factor that has impeded the development of the manual information systems in the Bureau of Research and Reporting has been that special statistical runs and reports to top D.W. & I. correctional officials were not instituted once data collection began. For instance, the Bureau of Research and Reporting collected extensive educational, medical, and other information regarding the youthful offender in Virginia. For two years prior to early 1973 these data were collected and punched on data cards. The collection of these data have been discontinued because many feel that this information is "not of much use". Of course, these data would not be found useful by many

from the data bank have no sure way of assessing whether inmates who did not take the tests differ in significant manner from those who did.

Recommendation:

Top officials of the Division of Corrections should issue a directive to personnel responsible for administering tests at the Penitentiary and the Southampton Correctional Farm. The effect of this directive should be that all inmates will be taking these tests shortly after commitment. It may not be possible to administer all tests during the time of initial inmate processing because the responsible correctional personnel may be away from the reception facilities or overburdened at that time. However, there seems to be little reason why Division of Corrections personnel should not be able to follow-up and administer these tests to all inmates who had not taken them at an earlier period.

12. Finding:

None of the test data collected for felons under the control of the Division of Corrections is collected for misdemeanants. For some unexplained reason, there is a wall of separation between felons and misdemeanants as far as data is concerned. Relatively extensive data concerning the background and achievement levels of felons is collected; however, misdemeanants only have recorded such information as offense, race, sex, age, and marital status. Making a distinction between a misdemeanant and a felon for purpose of classification is understandable. However, not collecting essentially the same information for misdemeanants as felons makes it virtually impossible to use the

data bank as an effective management tool, since at least a sixth of the inmate population has been misdemeanants.

Recommendation:

The present information system for adult inmates should be modified so that comparable information for felons and misdemeanants is collected. If it is not possible to adapt the current system in this manner, the computerized information system currently being planned should be developed so that it would allow the collection, analysis, and reporting of comparable data for all inmates under the control of the Division of Corrections.

13. Finding:

Until the reports for fiscal year 1972, the Bureau of Research and Reporting published information about felons in the same format for many years. In respect to the variable of education, prior to 1972, the grade level achievement of each inmate was reported. In 1972 the published table was changed so that the 14 raw data categories became the following summary categories "illiterate beginner", "intermediate", "advanced", and "high school and above". The new format is a step forward in providing the general reader with an understanding of the educational achievement level of felons in the Virginia prison system. Unfortunately, the new table format as it relates to education is not a result of an analyst at Research and Reporting collapsing categories on the printout, but it is the old procedure of transferring printout information intact for an annual report.

Recommendation:

Data elements should be stored in the rawest form possible. Such a procedure would allow those with different analytical needs to gain the greatest power of analysis from information stored in the data bank. Since it is not possible to anticipate all uses of data elements in a data bank, the prudent manner of development is to collect and store the data in the rawest possible form. Specifically with regard to the variable of education, the Bureau of Research and Reporting should go back to the inmate files and recode the education variable so that the stored data is comparable to previous years.

14. Finding:

Substantial resources in time and facilities are necessary in order to build an information system capability. The Bureau of Research and Reporting and the Bureau of Management Systems presently employ 54 persons to operate and develop reporting systems for the Department of Welfare and Institutions. Although only about 20 percent of the above number of personnel devote full-time effort to the development and operation of such systems in the area of corrections/youth services, the resources allocated are a significant investment for D. W. & I. While information systems activities are housed in the Department of Welfare and Institutions, many state agencies have responsibilities in the correctional field. Among these agencies is the Division of Justice and Crime Prevention (DJCP) which has as its responsibility the planning and disbursement of Law Enforcement Assistance Administration funds in Virginia. Obviously, in order that DJCP allocations be based on actual needs

in the correctional system, DJCP has the need for considerable data.

Recommendation:

The Division of Justice and Crime Prevention and other agencies of Virginia government with the need for correctional data should utilize the resources of the data information systems in the Department of Welfare and Institutions. DJCP should not undertake development of correctional information systems, for another agency developing such sophisticated systems would be an unnecessary duplication, unless the data banks at D.W. & I. do not meet DJCP correctional information needs. In this respect, there should be no question that state agencies seeking information from D.W. & I. data banks have their requests receive prompt and courteous attention as resources allow.

15. Finding:

The publications distributed by the Department of Welfare and Institutions and its sub-units are in most instances distributed within one year of the close of the fiscal year. Given the problems of collecting, processing, and readying statistics for publication, this delay in reporting statistics from the previous fiscal year is not excessively unreasonable. However, there are two publications which present significantly outdated information. The Annual Report of the Virginia Probation and Parole Board and the Bureau of Research and Reporting's Statistical Data on Persons Released from Parole By Discharge and Violation were last issued for fiscal year 1971.

Recommendation:

All reports of the Department of Welfare and Institutions should be issued in timely fashion so that the data reported are of the maximum utility to the individuals and agencies who use such publications.

16. Finding:

The Annual Report of the Department of Welfare and Institutions and the various reports of the Bureau of Research and Reporting receive fairly widespread distribution. Twenty-five hundred copies of the D.W. & I. annual report as well as up to 800 copies of each of the R. & R. reports are printed for distribution. These "reports" are primarily compilations of statistical tables. As the distribution numbers indicate, the average reader of such publications is not likely to have an in depth knowledge of corrections which probably presents difficulties in interpreting the tables.

Recommendation:

The publications of the Department of Welfare and Institutions should contain more explanatory text noting trends and other information of interest to the general reader. Descriptive text was added to the most recent annual report of D.W. & I. (1971 - 1972), and this practice should be expanded to include other correctional "reports".

17. Finding:

An effort was made to collect as many system descriptions and reports from other states as possible in order to obtain an

idea of the types of information systems that might be developed in Virginia. From an examination of these documents it is apparent that a number of states have developed technologies that are adaptable to the Virginia situation.

Recommendation:

Individuals responsible for developing information systems in the area of corrections should consult the system volumes of other states in order to profit from their experience. Additionally, personnel responsible for developing these systems should also initiate telephone contact and/or travel to states having advanced systems. The state of the science of correctional information systems is such that it would be wasteful to build new systems without borrowing from the substantial existing technology.

18. Finding:

The Bureau of Research and Reporting has little systematic knowledge of the satisfaction of those who receive and use their publications. During the course of this research, there was some evidence to indicate that the individuals using these reports were not entirely satisfied with the product.

Recommendation:

The Bureau of Research and Reporting should develop a short questionnaire to be included in all reports for fiscal year 1973 for the express purpose of receiving feedback from individuals who receive their publications.

19. Finding:

A vast amount of correctional information is collected on a myriad of forms, especially in the adult area (see Attachment

A - Forms). If the data regarding adult inmates were collected on fewer forms, the feasibility of more rapid and complete coding of information might be possible.

Recommendation:

A committee composed of management personnel from the Division of Corrections, the Bureau of Research and Reporting, and the Bureau of Management Systems should assess all forms used in the adult area with the express purpose of consolidating information gathering to fewer forms.

20. Finding:

The Bureau of Records and Identification at the State Penitentiary serves the entire Division of Corrections as an initial point of record processing.

Recommendation:

As this unit is performing a central office function, it is recommended that the record keeping duties in the Bureau of Records and Identification as well as those record keeping responsibilities of the Classifications Section at the Penitentiary be consolidated into a single unit reporting directly to the Director of Corrections.

21. Finding:

Presently, the units in the Department of Welfare and Institutions that have responsibilities in the area of corrections are spread over a wide area in several buildings. This separation is not conducive to productive contact between line and staff personnel, especially as it relates to the utilization of information systems.

Recommendation:

As a long term goal, the units of the Department of Welfare and Institutions that are concerned with corrections should be housed in close proximity to each other.

22. Finding:

From the researcher's reading of the Division of Justice and Crime Prevention's Comprehensive Criminal Justice Plan: 1973 and publications and releases of the Division of Corrections, one of the items of highest priority is upgrading state and local correctional personnel. Additional support for improving relevant skills of correctional personnel are the comments of the state officials at a recent meeting of the Virginia Crime Commission. The newly appointed director of the Division of Corrections stated his concern about the "fragmented" training for correctional officers, and a member of the Commission also noted his concern for the quality of training of correctional personnel in these words: "after all, these are the people closest to the prisoners." (Richmond Newsleader, April 25, 1973, Page 12.) There seems, thusly, an obvious commitment to improving the skills of those who deliver correctional services. Presently, funds are being allocated to improve the skills and understanding of administrators, guards and jailers, sheriff's deputies, parole and probation officers, and youth detention and training school personnel; however, funds are being allocated on the basis of fragmentary information.

The consulting firm of Peat, Marwick, Mitchell has recently completed a study and has recommended new position classifications for employees of the Division of Corrections. The consultants

did tabulate some information - age, education, years of service, marital status, urban or rural origin, employment or unemployment at the time of hiring, and military service - which gives something of a snapshot of correctional employees in the Division of Corrections. However, other than the above snapshot, who correctional personnel are is not known in a definitive sense.

Recommendation:

Since little is known in a "hard" data sense about the correctional employee, it is strongly recommended that a major manpower study be conducted in the correctional area to examine the backgrounds and attitudes of employees in the Division of Corrections, Division of Youth Services, and the Probation and Parole Board. One of the fruits of this study should be a specific methodology for periodically collecting data on correctional personnel. Furthermore, if a periodic data collection system for personnel is instituted, it should be possible to evaluate whether activities with regard to upgrading correctional personnel are accomplishing goals.

23. Finding:

Only recently has the State of Virginia begun to develop sophisticated information systems in the area of corrections. Many inside and outside of the Department of Welfare and Institutions agree that, when sophisticated systems become operational, the goal of "corrections" rather than the older goal of mere security will be furthered. The current efforts to improve outdated systems and create new ones is progressing at a somewhat slow rate. This pace is partly due to inertia in the Department of Welfare and Institutions.

Recommendation:

Title 53 of the Virginia Code should be amended to require explicitly that the Department of Welfare and Institutions develop correctional information systems. Although existing statutes clearly sanction such activity by their broad language, the passage of such an amendment would reinforce current efforts to develop these systems.

24. Finding:

Another section of this report titled: "Treatment, Educational, and Recreational Programs in Virginia Correctional Institutions" lists many programs in which adult and youth offenders may participate. Of the programs listed, the only ones for which there is readily retrievable information are the counseling activities of the Division of Youth Services and the pre-release and work release programs of the Division of Corrections. Thus, the data base necessary to evaluate the degree of success of programs is not available.

Recommendation:

Data concerning offender participation in programs of the Division of Corrections and Division of Youth Services should be included as major components of all information systems under development.

25. Finding:

Since July of 1971, the Bureau of Management Systems has been developing a comprehensive computerized information system concerning the juvenile offender. Phase one of this system - VAJJIS (Virginia Juvenile Justice Information System) - is

scheduled to become operational in September. As of early August, a majority of the juvenile courts with most of the caseload have agreed to participate in VAJJIS. The obvious problem is that, since all courts are not participating, systemwide characteristics will not be obtainable and thus the management capability of VAJJIS will suffer as a result.

Recommendation:

The Bureau of Management Systems in cooperation with the Division of Youth Services should make every effort to secure the participation of all juvenile courts in VAJJIS.

26. Finding:

Most of the reports established by the Bureau of Research and Reporting are not significantly different from the same reports of twenty years earlier. One example that reveals the format to be one of many years standing is that of the manner of reporting the findings respecting the variable of race. More specifically, the table titles and headings of "White" and "Colored" seem to show either a lack of effort to update R. & R. reports or possibly an insensitivity to the fact that certain terminology is no longer acceptable.

Recommendation:

As a priority effort, the Bureau of Research and Reporting should upgrade the format of current reports. The data base and research expertise are available to produce reports of a significantly higher quality than is now the case.

Section IV
Treatment, Educational, and Recreational Programs
in
Virginia Correctional Institutions

TREATMENT, EDUCATIONAL, and RECREATIONAL PROGRAMS

in

VIRGINIA CORRECTIONAL INSTITUTIONS

Individuals under the control of the Division of Corrections and the Division of Youth Services may participate in the following correctional programs. The lists were graciously prepared at the researcher's request by Mr. Herbert Davis and Mr. E.W. Bell, III, of Corrections and Youth Services, respectively.

In many cases the programs listed below are first-rate in the sense that adequate staff and financial resources have been allocated. However, there are many programs that are little more than work assignments with minimum supervision. For example, the Division of Corrections states that they have a "Hospital Services" trade school program, but it has been reported recently that there is no formal instruction associated with this program at the Penitentiary.¹

An additional caveat to the user of this list is that the number and quality of programs is always changing. Specifically, many of the specialized programs at particular institutions have been established as the result of available expertise. As a result, when these individuals leave the institution, the programs are dropped or their quality suffers significantly for the lack of staff expertise.

In respect to readily retrievable information about programs, the Bureau of Research and Reporting collects data on which felons in the adult system have participated in the pre-release and work release programs.

¹ "Prison Health Care", Richmond Mercury, July 25, 1973, p. 6.

PROGRAMS OFFERED IN THE DIVISION OF CORRECTIONS

General Programs:

Pre-Release	all institutions
Work Release	all institutions
Furlough	all institutions
A.A.	15 institutions
Jaycees	22 institutions
Boy Scouts	1 institution
Chess Club	6 institutions
Drama Groups	3 institutions
Music	5 institutions
Group Counselling	5 institutions
Individual Counselling Service	all institutions
Academic Schooling	1st through 12th grades
Study Release Program	Community Colleges
Special Educational Service in Preparation for G.E.D.	some institutions
Job Evaluation Program	1 institution
Vocational Rehabilitation Counsellor Service	5 institutions

Trade Schools:

Auto Mechanics	State Farm, Southampton Farm
Small Engine Repair	Bland Correctional Farm
Computer Training	Penitentiary
Hospital Services	Penitentiary, State Farm, Southampton Farm
Cooking School	Bland Farm
Kitchen Training	All institutions
Plumbing	Southampton Farm
Carpentry	Southampton Farm
Shoe Manufacturing	Southampton Farm
Tailoring	Women's Farm, Southampton, State Farm, Penitentiary
Laundry Service	Women's Farm, State Farm
Air Conditioning and Refrigeration	Southampton Farm
Barbering	Bland Farm, State Farm, Southampton Farm
Cosmetology	Women's Farm
Agriculture	State Farm, Southampton Farm, Bland Farm, Women's Farm, and several correctional units
Animal Husbandry	Bland Farm, Southampton Farm, State Farm
Metal Work	Penitentiary
Machine Shop	Penitentiary
Typing and General Clerical	Women's Farm, Penitentiary, Southampton Farm, State Farm, Bland Farm

Printing
 Drafting
 Filtration and Water Purification
 General Maintenance Bldg.
 Nursery (Plants)
 General Building Const.
 Brick Masonry
 Electrical Work
 Radio and TV Service
 Furniture Repair
 Furniture Manufacturing
 Craft Programs

Penitentiary
 Penitentiary, Bland Farm
 Bland Farm
 Southampton Farm, Penitentiary,
 Const. Force
 Women's Farm
 Construction Force
 Southampton Farm, State Farm
 Southampton Farm
 Penitentiary
 Penitentiary
 Penitentiary
 26 institutions

PROGRAMS OFFERED IN THE DIVISION OF YOUTH SERVICES

Educational Activities:

Academic Programs

Arts and Crafts
 Communications
 Elementary Education
 English

Beaumont, Barrett, Bon Air, Hanover
 Beaumont
 Pinecrest
 Bon Air, Natural Bridge and Juvenile
 Vocational Institute

General Education
 GED

Natural Bridge
 Beaumont, Bon Air, and Juvenile
 Vocational Institute

Human Growth and Development

Barrett, Beaumont, Bon Air, and
 Juvenile Vocational Institute

Job Acquisition
 Language Arts
 Math

Natural Bridge
 Barrett, Hanover
 Beaumont, Bon Air, Barrett, Hanover,
 Juvenile Vocational Institute,
 and Natural Bridge

Music
 Physical Education
 Reading

Barrett, Bon Air, and Hanover
 Barrett, Beaumont, Bon Air, and Hanover
 Beaumont, Bon Air, Hanover, and
 Natural Bridge

General Science
 Social Skills
 Social Studies
 Sociology
 Special Education

Hanover
 Hanover
 Barrett, Bon Air
 Natural Bridge
 Barrett, Beaumont, Bon Air, Pinecrest
 and Juvenile Vocational Institute

Treatment Modalities and Programs

Behavior Modification

Barrett, Bon Air, Hanover, Juvenile
 Vocational Institute, and Pinecrest

Intensive Emotional Awareness
 Program

Beaumont - semi
 Beaumont, Bon Air

Positive Peer Culture
 Psychological Counselling
 and Evaluation
 Social Casework

All institutions
 All institutions

Vocational Education

Vocational Evaluation
 Vocational Counselling
 Services

Beaumont, Bon Air
 Beaumont, Bon Air, Natural Bridge

Exploratory Courses

Barbering
 Commercial Foods
 Commercial Serving
 Cosmetology
 Drafting - Electricity

Hanover
 Barrett
 Barrett
 Barrett
 Hanover

Exploratory Courses (Continued)

Office Occupations	Hanover
Power Mechanics	Hanover
Tailoring	Hanover
Wood - Metal Work	Hanover

Vocational Courses

Auto Mechanics	Beaumont, Juvenile Vocational Institute, Natural Bridge
Barbering	Beaumont, Juvenile Vocational Institute, Natural Bridge
Body and Fender Repair	Beaumont
Building Trades	Beaumont
Cabinet Making	Natural Bridge
Carpentry	Beaumont,
Commercial Foods	Beaumont, Bon Air
Commercial Sewing	Bon Air
Cosmetology	Bon Air
Electronics	Beaumont, Juvenile Vocational Institute
General Building Maintenance	Beaumont
Home and Institutional Services	Bon Air
Laundry	Bon Air
Masonry - Bricklaying	Beaumont, Juvenile Vocational Institute, Natural Bridge
Nurse's Aid	Bon Air
Plumbing	Beaumont
Power Mechanics	Beaumont
Welding	Beaumont, Juvenile Vocational Institute

Extracurricular Activities:

Clubs

Art	Hanover
Arts and Crafts	Natural Bridge, Hanover
Boy Scouts	Hanover
Chess	Hanover
Dancing	Bon Air
Drama	Bon Air
Girl Scouts	Barrett
Guitar	Bon Air
Help	Bon Air
Job Clinic	Hanover
"J Team"	Beaumont
Library	Hanover
Majorettes	Bon Air
Music	Beaumont, Hanover
Piano	Bon Air

Clubs (Continued)

Reading	Hanover
Red Cross	Bon Air
Richmond Garden Club	Bon Air
Record Club	Hanover (2)
Science	Hanover
Vocational Industrial Club's of America	Juvenile Vocational Institute
Wrestling	Hanover
Cultural Enrichment Program: (off campus trips to athletic events, museums, historical points of interest, fairs and carnivals, etc)	Natural Bridge, Hanover, Juvenile Vocational Institute, and Pinecrest

Music

Choir	Barrett, Bon Air, Hanover, Pinecrest
Concert Band	Hanover
Marching Band	Hanover
Student Newspapers	Beaumont, Barrett, Bon Air, Hanover
Student Government Association	Bon Air, Hanover
Student Advisory Committee	Beaumont, Barrett, Bon Air, Natural Bridge and Juvenile Vocational Institute

Religious Programs

Voluntary Sunday Services	Beaumont, Barrett, Bon Air, Juvenile Vocational Institute, Natural Bridge, Hanover, Pinecrest
Sunday School	Beaumont, Barrett, Bon Air, Natural Bridge and Hanover
Wednesday Evening Services	Juvenile Vocational Institute
Team Crusade	Juvenile Vocational Institute

Sports

Intramural Program	Beaumont, Barrett, Bon Air, Natural Bridge, Hanover, Juvenile Vocational Institute and Pinecrest
Outside League Competition	
Baseball	Hanover
Basketball	Hanover
Football	Hanover, Pinecrest
Softball	Barrett, Natural Bridge
Swimming	Bon Air
Track and Field	Beaumont

Periodic Correctional Publications of the Department
of Welfare and Institutions for General Distribution*

ANNUAL REPORT OF THE DEPARTMENT OF WELFARE AND INSTITUTIONS

Purpose and Content: Required by statute (sec. 63.1-13). The data contained in the annual report is used principally by State and local officials and office personnel to appraise and compare public assistance costs for each of the programs administered by the local departments of public welfare. Similar cost data for the maintenance of adults and juveniles in custodial institutions and training schools is used by administrators and legislators in operational and budget planning. Also, the data is used by students in high schools, colleges, and universities when preparing papers and theses on crime, juvenile delinquency and public welfare activities. The report is used by many other persons as well as those mentioned to keep informed regarding the cost of crime, delinquency and dependency.

Distribution: Distributed to State legislators, local governing bodies, local welfare boards, trial justices, Commonwealth's attorneys, libraries, newspapers, sheriffs, probation and parole officers, city managers, and interested citizens on request.

Number Distributed Per Year:	2,500
Annual Cost of Printing and Mailing:	\$2,300

Latest Publication Date: 1971-1972

ANNUAL REPORT OF THE VIRGINIA PROBATION AND PAROLE BOARD

Purpose and Content: Statistical information on probationers, parolees, and pardonees, as well as descriptions of parole, probation, pardon, interstate compact, and institutional parole services are contained in this report.

Distribution: It is distributed to judges of courts of record, justices of the supreme court of appeals, staff members, Virginia law school libraries, the Attorney General, adult parole compact administrators, the National Council on Crime and Delinquency, National Parole Institutes, and interested citizens, attorneys, and related agencies who request it.

Number Distributed Per Year:	1,000
Annual Cost of Printing and Mailing:	\$ 710

Latest Publication Date: 1970-1971

*Text in this section provided by the Bureau of Research and Reporting,
Department of Welfare and Institutions

Section V

Periodic Correctional Publications of the Department
of Welfare and Institutions for General Distribution

ANNUAL REPORT ON FELONS AND MISDEMEANANTS COMMITTED TO THE STATE
PENAL SYSTEM AND FELONS CONFINED IN THE PENAL SYSTEM ON JUNE 30

Purpose and Content: This statistical analysis of data on committed felons and misdemeanants is used by State and local governing agencies for administrative, informational, interpretative and comparative purposes. Libraries, newspapers, organizations and interested citizens use it for reference and informational purposes.

Distribution: Distributed to sheriffs and city sergeants; city jail farms; circuit county and juvenile court judges; city managers; libraries, newspapers and interested citizens.

Number Distributed Per Year: 800
Annual Cost of Printing and Mailing: \$102.20

Latest Publication Date: 1972

CHILDREN'S CASES DISPOSED OF BY THE JUVENILE COURTS

Purpose and Content: This report provides information on the number of official and unofficial juvenile cases disposed of by each Juvenile Court in the State. It is used for informational purposes.

Distribution: Distributed to superintendents of welfare, judges of counties, cities and juvenile courts, chief probation officers, libraries, State staff and other persons.

Number Distributed Per Year: 500
Annual Cost of Printing and Mailing: \$ 75

Latest Publication Date: 1972

COMMITMENTS TO COUNTY AND CITY JAILS AND CITY JAIL FARMS

Purpose and Content: This statistical analysis of data on persons committed to county and city jails is used by State and local governing agencies for administrative, informational, interpretative and comparative purposes. Libraries, newspapers, organizations and interested citizens use it for informational purposes.

Distribution: Distributed to sheriffs and city sergeants; city jail farms; circuit, county and juvenile court judges; city managers; libraries; newspapers and interested citizens.

Number Distributed Per Year: 800
Annual Cost of Printing and Mailing: \$100

Latest Publication Date: 1972

REPORT OF ESCAPES

Purpose and Content: This report contains selected statistics on felon inmates who escape from the Virginia Penal System for each fiscal year. It gives data relevant to place and time of escape, parole status, and characteristic of the inmates. It is used for informational and comparative purposes.

Distribution: Distributed to State staff and other interested persons.

Number Distributed Per Year: 150
Annual Cost of Printing and Mailing: \$ 30

Latest Publication Date: 1972

REPORT OF PROBATION SUPERVISION WORKLOAD FOR THE FISCAL YEAR

Purpose and Content: This report is a statistical picture of the workload of the probation departments throughout the State. It compares juvenile and adult workloads in the judicial and non-judicial categories. One of the uses is as a guideline for staffing.

Distribution: It is delivered to the Division of Youth Services which makes distribution to courts, local probation departments and other interested persons.

Number Distributed Per Year: 325
Annual Cost of Printing and Mailing: \$ 70

Latest Publication Date: 1972

REPORT OF RECIDIVISTS COMMITTED TO THE VIRGINIA STATE PENAL SYSTEM

Purpose and Content: This report contains selected statistics for recidivists both committed to or confined in the Virginia State Penal System for each fiscal year. It is used for informational, interpretative and comparative purposes.

Distribution: Distributed to Department staff and other interested persons.

Number Distributed Per Year: 150
Annual Cost of Printing and Mailing: \$ 25

Latest Publication Date: 1972

STATISTICAL DATA ON PERSONS RELEASED FROM PAROLE BY DISCHARGE AND VIOLATION

Purpose and Content: This compilation provides information on persons released from parole by discharge and violation, giving

statistical data on various characteristics of the parolee, reason for confinement, length of time on parole, number of contacts by parole officer, type of violation and other pertinent data. It is used for informational purposes by researchers, libraries, State staff, etc.

Distribution: It is distributed to Department staff and other interested persons.

Number Distributed Per Year: 75
Annual Cost of Printing and Mailing: \$25

Latest Publication Date: 1971

Section VI

Statutes Governing Record Keeping and Reporting in
Corrections

STATUTES GOVERNING RECORD KEEPING AND REPORTING IN
CORRECTIONS

The statutes requiring particular record keeping and reports for corrections are few. Most requirements are those in respect to the reports state government requires of local jailers.

The statutes require the Department of Welfare and Institutions to report annually to the Governor (and by implication to the people of the Commonwealth) the "total amount of money paid or distributed by the Department, the total number of persons who received assistance and such other information as the Director may deem advisable to show the operations of the Department" (63.1 - 13). Additional records are kept and reports issued pursuant to the "such other information" phrase listed above. In light of the commitment to the "corrections" rather than merely security, the Virginia General Assembly might well consider an explicit statutory requirement that D.W. & I. develop information systems that would collect, process, and report, where appropriate, a wide range of correctional data that would further the new system goals.

§ 19.1-260. Descriptive lists of persons convicted of felony, etc.; form of register; photographs; copy of lists and photographs to be evidence of identity, etc.—The clerk of the circuit court of each county and of the circuit, corporation, or hustings court of each corporation shall keep a register of full and accurate descriptive lists of every person convicted in his own court of felony or other infamous offense. Such register shall be kept written up, well indexed. Each list shall be duly attested by such clerk, and the same shall be open to public inspection at all reasonable hours; provided, however, that in cities which have both a circuit and a corporation court such register shall be kept by the clerk of the corporation court only, but the clerk of the circuit court shall, within ten days from the date of conviction of any person in his court of any felony or other infamous offense, deliver to the clerk of the corporation court for record in such register an attested descriptive list of the persons so convicted in the form herein prescribed. For the service mentioned in this section the clerks shall each be entitled to a fee of fifty cents, to be paid out of the State treasury.

Whenever directed so to do by the judge of any court in which the case has been tried the sheriff, sergeant, or chief of police of such county or corporation shall cause to be taken the photograph of such convict, and the clerk of such court shall file a copy of such photograph with the records of the case; provided, however, that the costs of taking such photograph shall not be paid out of the State treasury.

A duly certified and attested copy of such descriptive list and such photograph may be used as prima facie evidence of the facts therein stated or shown in any question of identity.

Such register shall be in the following form:

Name in full and aliases.	Present and last known residence.	Color.	Height, eyes, hair, and marks.	Apparent or known age.	Occupation.	Offenses.	Court in which convicted.	Date of conviction and page of record.	Whether judgment reversed and pardon granted, and date thereof.

(Code 1950, § 19-234; 1960, c. 366.)

§ 19.1-261. Judges to see that clerk observes these provisions. — The judges of the respective courts shall take care that the provisions of the preceding section are punctually and properly carried out by their respective clerks. (Code 1950, § 19-235; 1960, c. 366.)

§ 53-47. Each prisoner to be examined by physician; his assignment and work required of him dependent upon physician's report.—Each prisoner committed to the charge of the Director shall be carefully examined by a competent physician, upon his arrival, and at such times thereafter as may be deemed necessary in order to determine his physical and mental condition, and his assignment to the penitentiary, farm or camps, and the work that he is required to do, shall be dependent upon the report of the physician as to his physical and mental capacity. The physician shall in no case excuse any

prisoner sentenced to the Bureau of Correctional Field Units or any city or county workhouse, farm or work squad under the provisions of chapter 5 (§ 20-61 et seq.) of Title 20 from all work unless such prisoner is incapable of performing any of the work of such field units, workhouse, farm or work squad. (1918, p. 476; Michie Code 1942, § 5048m; R. P. 1948, § 53-47, 1970, c. 630)

§ 53-87. Report by State Board of Health.—It shall be the duty of the State Board of Health to transmit to the Director the names and records of all venereal and tubercular prisoners reported pursuant to §§ 32-88 and 32-91. (1926, p. 400; Michie Code 1942, § 5058(6); R. P. 1948, § 53-87.)

§ 53-151. What records jailers shall keep; how time deducted or added.—The jailer shall keep a record describing each person committed to jail, the terms of confinement, for what offense or cause he was committed, and when received into jail. The jailer shall also keep a record of each convict, and for every twenty days that any convict appears by such record to have observed faithfully the rules and requirements of the jail while confined therein, and not to have been subjected to discipline for violation of same, there shall be deducted from the term of confinement of such convict ten days. The time so deducted shall be allowed to each convict for such time as he is confined in jail, and for each violation of such rules prescribed as herein provided the time so deducted shall be added until it equals the full sentence imposed upon such convict by the court. (Code 1919, § 2860; 1932, p. 815; R. P. 1948, § 53-151; 1952, c. 217.)

§ 53-153: Repealed by Acts 1956, c. 386.

§ 53-169. Sheriffs and sergeants to make monthly reports to the Director.—The sheriff or sergeant shall report on the first day of each month to the Director, giving the record of each prisoner received during the preceding month on blank forms to be furnished by the Director, stating whether the offense is for violation of State law or of city or town ordinance. In case of persons imprisoned for nonpayment of fine, the offense for which they were fined shall be described. The record shall give in addition the name, color, age, physical condition, term in jail and whether or not the person is a confirmed drunkard or drug habitue.

If any sheriff or sergeant shall fail to send such report within five days after the date when such report should be forwarded, the Director shall notify the sheriff or sergeant of such failure, and if such sheriff or sergeant shall not,

within ten days from that date, make report as herein required, then the Director shall cause the report to be prepared from the books of the sheriff or sergeant, and shall certify the cost thereof to the Comptroller, who shall issue his warrant on the Treasurer for that amount, deducting the same from any funds that may be due the sheriff or sergeant by the Commonwealth. (Code 1919, § 2871; R. P. 1948, § 53-169.)

§ 53-170. Daily records of sheriffs and sergeants.—Each sheriff and sergeant shall keep a daily record showing the total number of prisoners confined in the jail of his county or city, the number of prisoners admitted, the number released, and the time of each such admittance and of each such release. Such records shall show such information separately as to the prisoners of the Commonwealth, of each county, city and town, of the United States, and of any other state or country. (1942, p. 617; Michie Code 1942, § 3487(8); 1944, p. 322; R. P. 1948, § 53-170.)

§ 53-171. Other accounts, information and records as required by Board.—Sheriffs and sergeants shall also keep such other accounts and records, and furnish to the Board such information and reports, as may be required by the Board. (1942, p. 617; Michie Code 1942, § 3487(8); 1944, p. 322; R. P. 1948, § 53-171.)

§ 53-172. Sheriffs and sergeants to report to the courts at each term.—The sheriffs and sergeants of the counties and cities of this State shall, on the first day of each term of the circuit and corporation courts, make a report to the judge thereof showing the number of prisoners in jail on that day, which report shall show the name, date of commitment, offense, and sentence of each prisoner, and the judge of such court, after examining the report, shall enter an order directing the clerk to file the same in the clerk's office of such court. (Code 1919, § 2870; R. P. 1948, § 53-172.)

§ 53-175. Responsibility of sheriffs and sergeants for food, clothing and medicine.—The sheriff or sergeant shall purchase all foodstuffs and other provisions used in the feeding of jail prisoners, and such clothing and medicine as may be necessary, which shall be purchased at prices as low as reasonably

possible. Invoices or itemized statements of account from each vendor of such foodstuffs, provisions, clothing and medicines shall be obtained by the sheriff or sergeant and laid before the governing body of the city or county, and he shall signify on each such statement or invoice that the merchandise has been received and that the terms of the purchase have been complied with on the part of the vendor. Such certification shall be in the following words: "I hereby certify that the merchandise or service has been received and that the terms of the purchase have been complied with on the part of the vendor. The merchandise or service has been or will be used solely for the feeding and care of prisoners confined in jail." The original invoices or copies thereof, duly certified as herein required, shall accompany each request for reimbursement of such costs by the State. If any such county or city has a purchasing agent the board of supervisors or the city council may require all such purchases to be made by or through such purchasing agent. (1942, p. 617; Michie Code 1942, § 3487(8); 1944, p. 322; R. P. 1948, § 53-175.)

ARTICLE 2.

Manner of Payment for Purchases, Feeding, Clothing and Care.

§ 53-178. Governing body to examine statements, accounts and invoices and issue warrants.—It shall be the duty of the governing body of each city or county or its duly authorized representative, to examine all statements of account and invoices laid before it by the sheriff or sergeant covering purchases of foodstuff, provisions, clothing and medicines for jail prisoners, including fuel used in preparing food for such prisoners, and, after satisfying themselves that the statements and invoices are correct, to cause warrants to be issued on the county or city treasurer, or other disbursing officer, for the payment of such accounts and invoices. The term "prisoner" as used in this article shall mean any person held in confinement in jail for any reason. (1942, p. 617; Michie Code 1942, § 3487(9); 1944, p. 323; R. P. 1948, § 53-178.)

§ 53-188. Provisions applicable to jail farms of counties and cities.—(a) When the control, management and supervision of the jail farm of any county or city is vested in the sheriff or sergeant of such county or city, such jail farm shall, for the purpose of this article, and of §§ 53-165, 53-166, 53-170, 53-171 and 53-173 to 53-176, be treated as a jail and included within the meaning of the term "jail" as used in this article and in such sections.

(b) When the control, management and supervision of the jail farm of any county or city is not vested in the sheriff or sergeant of such county or city, the Director may enter into a contract with such county or city, or with the appropriate authorities thereof, for the care and custody at such jail farm of persons accused or convicted of any offense against the laws of the Commonwealth and witnesses held in cases to which the Commonwealth is a party. Each such contract shall specify the responsibility of the authorities of the county or city for the care and custody of such persons and shall prescribe the compensation therefor to be paid such county or city. Such compensation shall be based on the cost of providing for the care and custody of such prisoners at such jail farm, including therein only the reasonable cost of guarding, and providing necessary housing, maintenance, administrative expenses, food, clothing, medicine and medical attention for such prisoners, and shall be paid by the State Treasurer, out of the funds appropriated in the general appropriation act for criminal charges, upon warrants of the Comptroller issued upon vouchers signed by the Director, or by such other person or persons as may be designated by the Director for such purpose.

(c) When the control, management and supervision of the jail farm of any county or city is not vested in the sheriff or sergeant of such county or city, such county or city may collect from the United States, for prisoners of the United States at such jail farm, such amounts as may be agreed upon by the Director and the appropriate authorities of the Government of the United States, which amounts shall not be less than the actual cost of feeding, clothing and caring for such prisoners. Such county or city may collect from the other counties, cities, or towns of the Commonwealth, and from any state, other than this State, and from any country other than the United States, for which any prisoner is held at the jail farm of such county or city, the reasonable cost of guarding, and providing necessary food, clothing, medicine and medical attention for prisoners held for such other county, city, state or country, the amount thereof to be agreed upon by the governmental units involved, or, in the absence of such agreement to be fixed by the Director. (1942, p. 619; Michie Code 1942, § 3487(12); R. P. 1948, § 53-188; 1960, c. 411.)

§ 53-209. Conduct records to be kept.—The Director shall keep a record of the conduct of each felon and misdemeanant confined in the penitentiary or other part of the State prison system. (Code 1919, § 5017; 1928, p. 561; 1932, p. 152; 1944, p. 44; 1946, p. 62; 1948, p. 436; R. P. 1948, § 53-209.)

§ 53-215. Entries on good conduct records.—Every time any such jail prisoner or convict is punished, the name of the offender, the offense, a full and detailed description of the punishment, the time when the offense was committed, and when punishment was inflicted, shall be recorded in a register or registers provided for that purpose. (Code 1919, § 5017; 1928, p. 561; 1932, p. 153; 1944, p. 45; 1946, p. 63; 1948, p. 437; R. P. 1948, § 53-215.)

§ 53-253. Thorough investigation prior to release.—No person shall be released on parole by the Board until it has made, or caused to be made, a thorough investigation as to the history, the physical and mental condition, and the character of the prisoner and his conduct, employment and attitude while in prison, nor until the Board has determined that his release on parole will be compatible with the interests of the prisoner and of society. (1942, p. 307; Michie Code 1942, § 4788j; R. P. 1948, § 53-253; 1970, c. 648.)

The 1970 amendment deleted "Parole" preceding "Board" in two places.

§ 63.1-13. Report to Governor. — The Director shall submit to the Governor and publish an annual report, not later than four months after the close of each fiscal year, showing for such year the total amount of money paid or distributed by the Department, the total number of persons who received assistance and such other information as the Director may deem advisable to show the operations of the Department. (Code 1950, § 63-13; 1968, c. 578.)

§ 63.1-33. Requiring reports from local boards; forms. — The Commissioner shall require of local boards such reports relating to the administration of this title as the Commissioner may deem necessary to enable the State Board and the Commissioner to exercise and perform the functions, duties and powers conferred and imposed by this title. He shall prescribe the form of applications, reports, affidavits and such other forms as may be required in the administration of this title. (Code 1950, §§ 63-40, 63-42; 1968, c. 578.)

Section VII

Bibliography

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Most citations that follow are system descriptions and statistical reports for adult corrections, youth services, and probation and parole obtained from states with more advanced information systems. Many of these publications are suggestive of changes that could be made in present data collection and reporting efforts. Eighty percent of the publications are housed in the office of Patricia Storino, Division of Justice and Crime Prevention systems analyst, while the remainder can be found in the offices of Fred DePalma of the Bureau of Research and Reporting and Thomas McGonigel of the Bureau of Management Systems, both in the Department of Welfare and Institutions.

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