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CRIME AND THE JUSTICE SYSTEM IN VIRGINIA

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IN VIRGINIA

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Council on Criminal Justice
Division of Justice and Crime Prevention

Commonwealth of Virginia
Council on Criminal Justice
Division of Justice and Crime Prevention
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INTRODUCTION

This report is intended to serve as a resource for the Executive, Legislative, and Judicial branches of State and local government in coping with the complex problems of crime, delinquency, and increasing the effectiveness of the justice system.

There are three major sections in this report:

- Assessment of crime and system performance
- System efforts, impacts, gaps, and problems
- Recommendations to be implemented over two bienniums (1982-1986)

Sections two and three of the report are presented by category, including:

- Law enforcement
- Courts and the administration of justice
- Adult corrections
- Juvenile corrections
- Special interest areas
 - Delinquency prevention
 - Crime prevention
 - Substance abuse
 - Domestic violence
 - Criminal justice training

Much of the material in this report is based upon the products of State and local criminal and juvenile justice planning in the Commonwealth. These include the products of:

- The Department of Corrections
- The Department of Mental Health and Mental Retardation, Division of Substance Abuse
- The Office of the Executive Secretary of the Supreme Court
- The Department of State Police
- Planning District Commissions
- Individual Localities

ASSESSMENT OF CRIME AND
SYSTEM PERFORMANCE

CRIME TRENDS

It has been shown (Anderson, 1976) that much of the increase in crime experienced by Virginia and the nation during the 1960s and early 1970s can be explained by the increasing number of persons during those years who were in that age segment of the population most prone to commit crime. Each age group has its own arrest rate. If we couple these rates with our quite accurate ability to project the population in each age group, we have the basis upon which to build crime forecasts (Anderson, 1977).

Changes in Virginia crime rates from year to year have been found to correlate quite highly with U. S. crime rates. Also, U. S. crime rates from year to year correlate quite highly with U. S. arrest rates. Therefore we may assume with some confidence that trends in Virginia arrest rates will closely parallel those experienced nationally. U. S. crime rates for various age groups derived from U. S. arrest rates for these same age groups are shown in Figure 1. Note the steep rate of increase in the crime rate of whites 15-19 and 20-29 years old.

The projected slope or rate of change for each of the U. S. age group crime rates is next used to project Virginia age group crime rates. U. S. rates from Figure 1 are used because many more years of data support those projections than are available with Virginia data. Virginia crime rate projections are shown in Figure 2. Note that in spite of generally increasing crime rates among the crime-prone age groups, the total crime rate is projected to remain essentially steady. This is because the percent of the total population to be found in these age groups declines commencing about 1980. Although the total crime rate may be steady, Virginia's population is growing faster than the U. S. as a whole. Figure 3 shows the projected increase in index crimes which is based upon the population projections shown in Figure 4.

Although Virginia ranks 13th among the states in population, Virginia ranked 33rd in 1978 in crime rate, with a rate of 4,073 index crimes per 100,000 population. The crime rate is considerably lower than this in most jurisdictions. Figure 5 shows the distribution of crime among localities. Note that a high percentage of total index crime occurs in approximately twenty localities.

FIGURE 1
UNITED STATES CRIME RATES

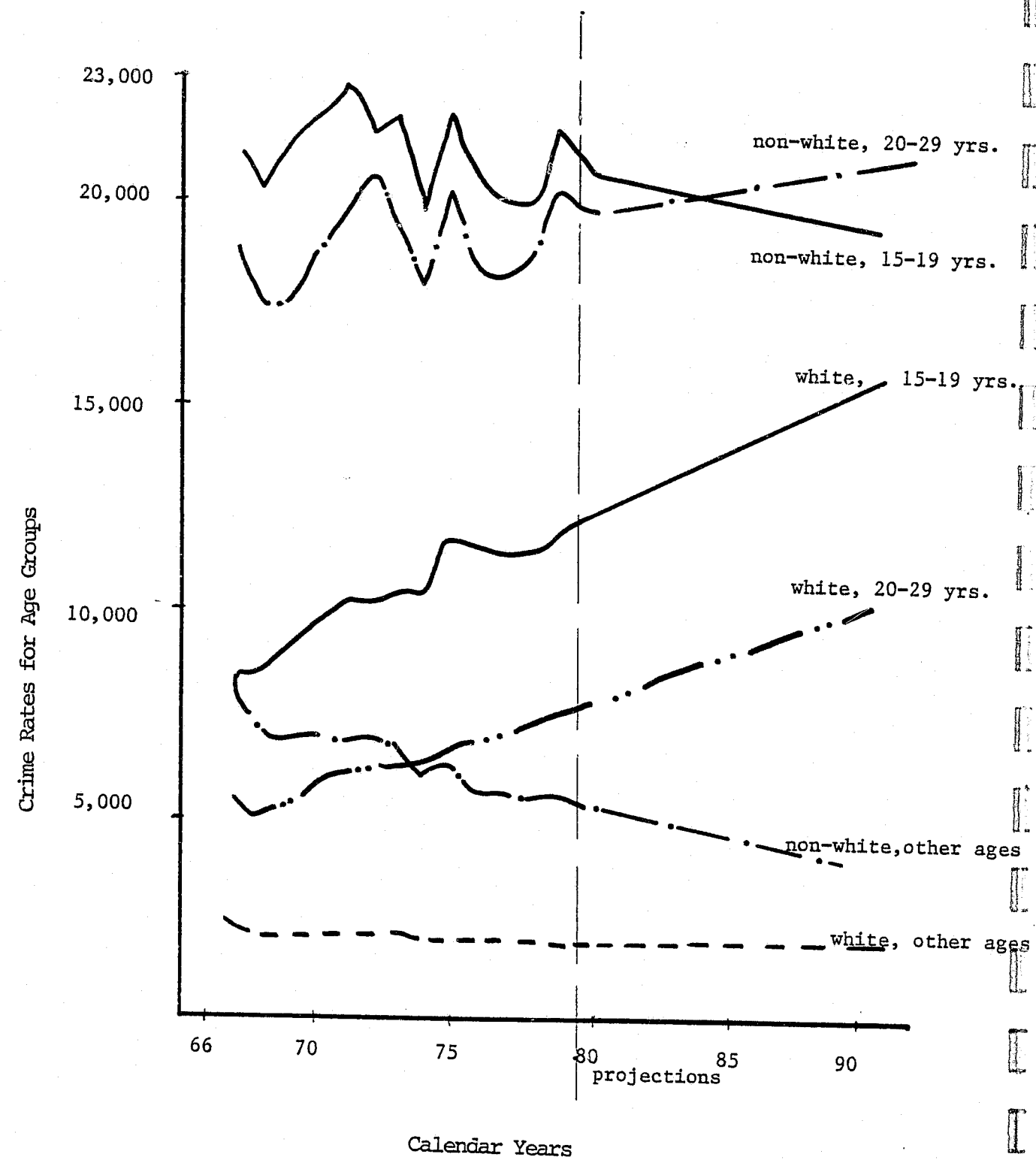


FIGURE 2
VIRGINIA CRIME RATE PROJECTIONS

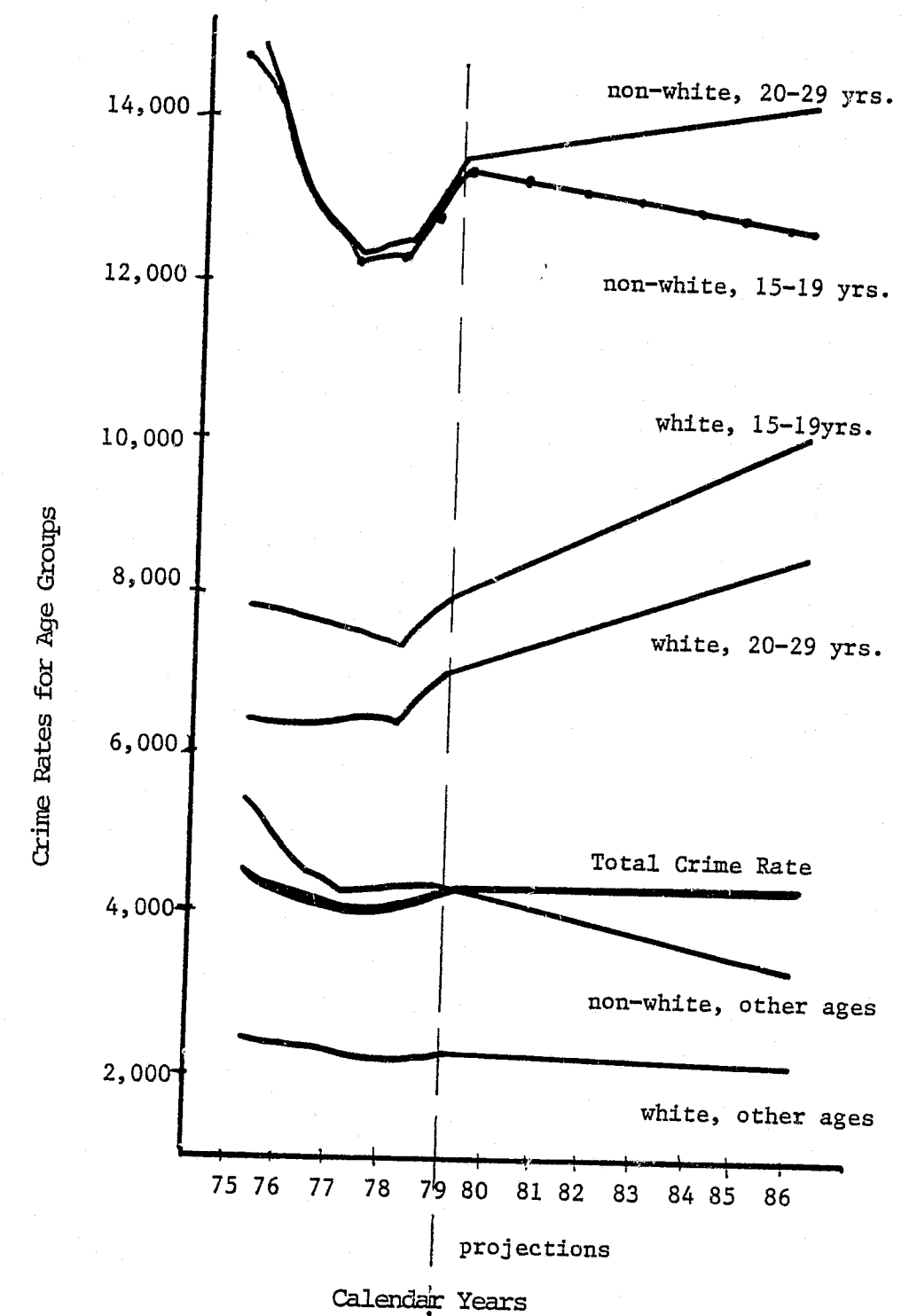


FIGURE 3
VIRGINIA INDEX CRIME PROJECTIONS

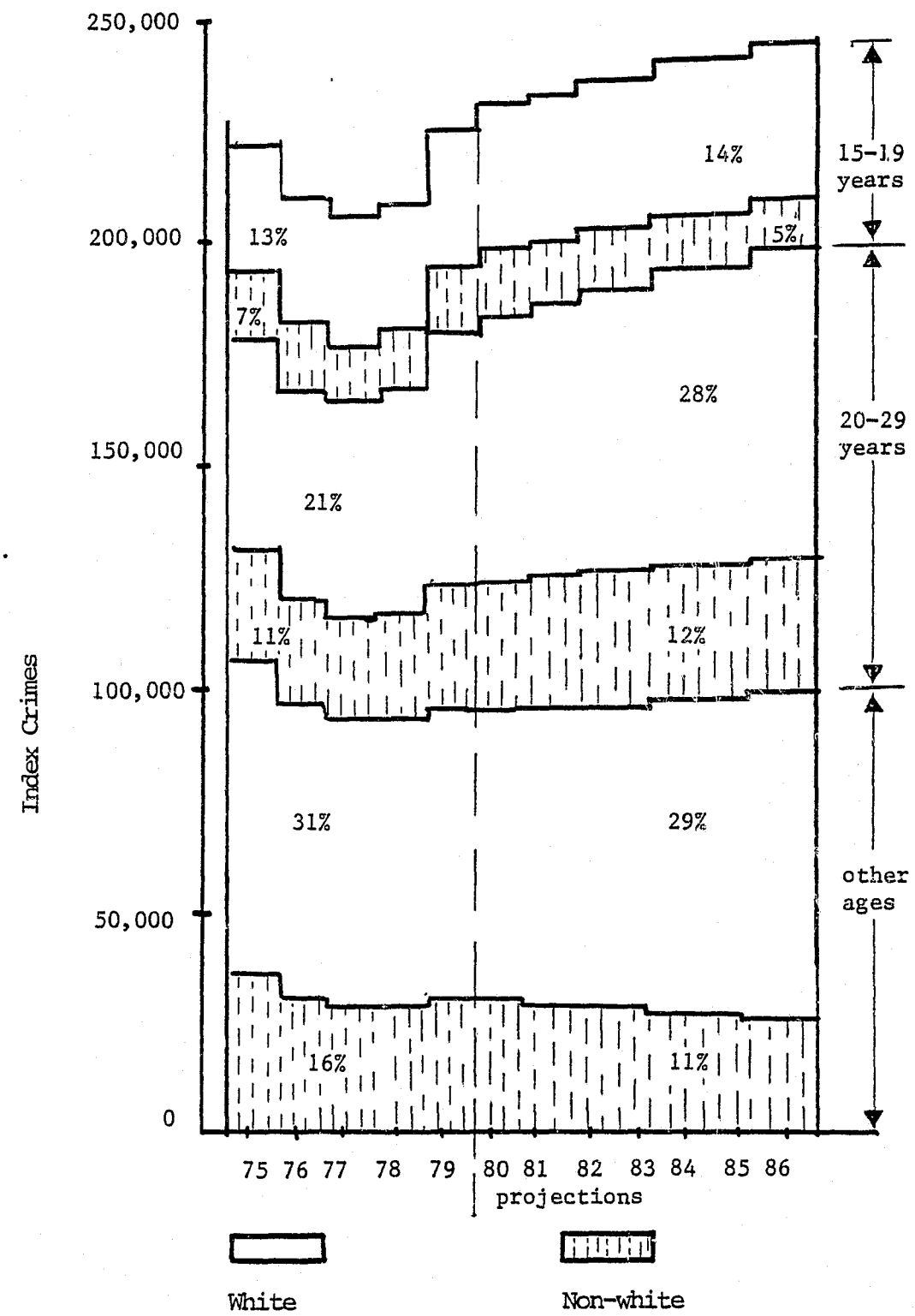


FIGURE 4
VIRGINIA POPULATION PROJECTIONS

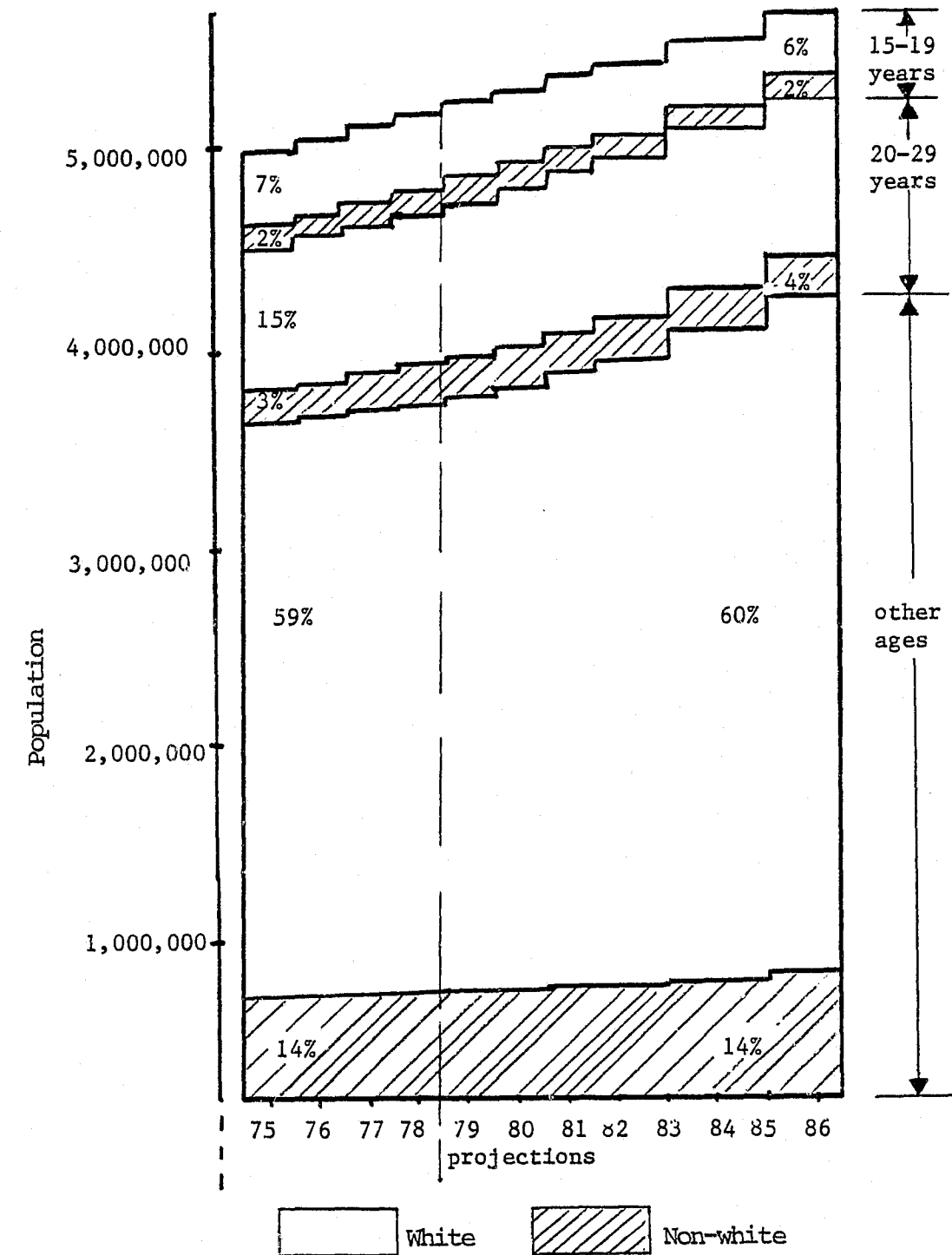
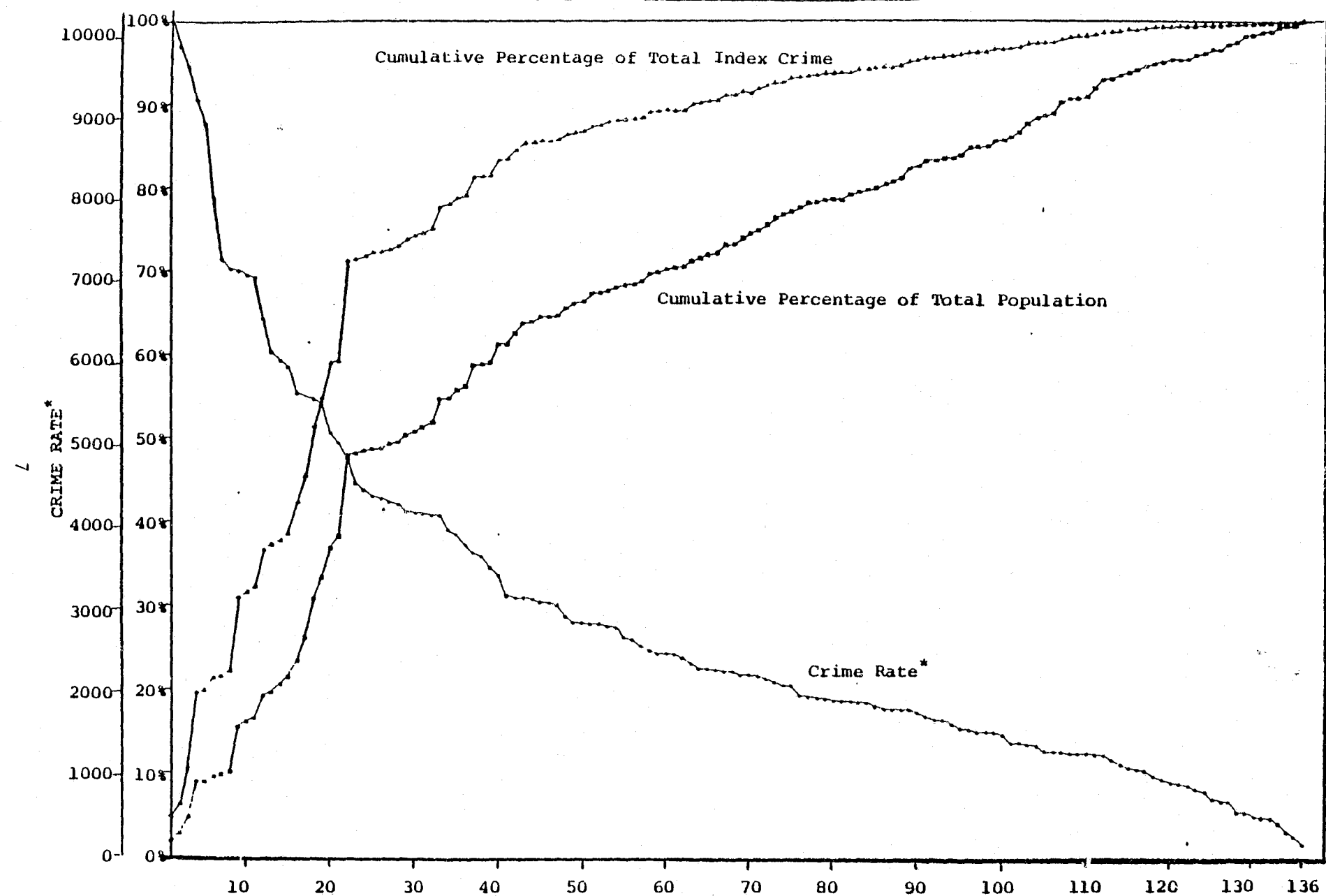


FIGURE 5
DISTRIBUTION OF CRIME IN VIRGINIA, 1979



JURISDICTIONS IN DESCENDING ORDER OF CRIME RATE*

(All data is taken from "Crime in Virginia: 1979", Department of State Police)

*CRIME RATE - The number of index offenses reported per 100,000 population.

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35 36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 51 52 53 54 55 56 57 58 59 60 61 62 63 64 65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82 83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100 101 102 103 104 105 106 107 108 109 110 111 112 113 114 115 116 117 118 119 120 121 122 123 124 125 126 127 128 129 130 131 132 133 134 135 136

OFFENDER PROCESSING

Not all crime is reported to law enforcement officers. Of that crime which is reported, not all is accepted as crime. Arrests result for only a small percent of reported crimes. Trials resulting in guilty pleas or verdicts of guilt are but a small percent of charges upon arrest. An assessment of crime and justice based upon data aggregated for twelve large Virginia localities* follows. These localities are not representative of most localities. Nevertheless, 45% of the Commonwealth's population in 1977 resided in these localities and reported 65% of the major offenses reported in the State (murder and non-negligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny, and motor vehicle theft).

Sources of Data

No single source of data accounts for crime, crime reporting, and criminal and juvenile justice process in Virginia localities. Calendar year 1977 is the latest year in which all applicable data are available.

To determine the amount of unreported crime, the assumption is made that national percentages of total victimizations which are not reported to law enforcement as determined in the annual National Crime Surveys of the U. S. Bureau of the Census are generally applicable to Virginia. Some of the crime categories in the National Crime Surveys are not comparable to crimes as defined in Uniform Crime Reporting (UCR). However, the crimes of robbery, burglary, and larceny, which comprised 89% of reported major offenses in Virginia in 1977, are sufficiently comparable to permit National Crime Survey data to be utilized in conjunction with UCR data to estimate the total amount of these crimes which were unreported.

Data covering all adult arrests for felonies and Class I and 2 misdemeanors and the resulting dispositions on the charges are products of the reports to the Central Criminal Records Exchange (CCRE) of the Department of State Police. These reports are required of law enforcement agencies and clerks the courts by Section 19.2-390 Code of Virginia (1950), as amended. These data, with identifiers either removed or altered, are furnished to the Division of Justice and Crime Prevention (DJCP) for analysis by its Statistical Analysis Center.

Juvenile arrest data are gathered and reported by the Uniform Crime Reporting Section of the Department of State Police. For the years 1970 through 1974, data were collected from all courts of the Commonwealth by the DJCP. From these data, annual disposition rates for various crimes were obtained. Disposition rates of juveniles in juvenile and domestic relations district courts for the years 1970 through 1974 are assumed to be essentially unchanged in 1977.

* Localities are the Cities of Alexandria, Chesapeake, Hampton, Newport News, Norfolk, Portsmouth, Richmond, Virginia Beach, and the Counties of Chesterfield, Fairfax, Henrico, and Prince William.

Assessment of Crime and Justice

Figure 6 summarizes crime and delinquency in twelve large localities* with respect to the crimes of robbery, burglary, and larceny and the outcomes of arrests on charges therefore.

Calculation of the values in Figure 6 is complex and is not described in detail here. However, since the ESTIMATED NUMBER OF CRIMES is so much larger than numbers based solely on UCR, a detailed explanation of this estimate is provided in Appendix 1. This estimate is conservative as there are no means to account for crimes that are reported but do not enter Uniform Crime Reporting.

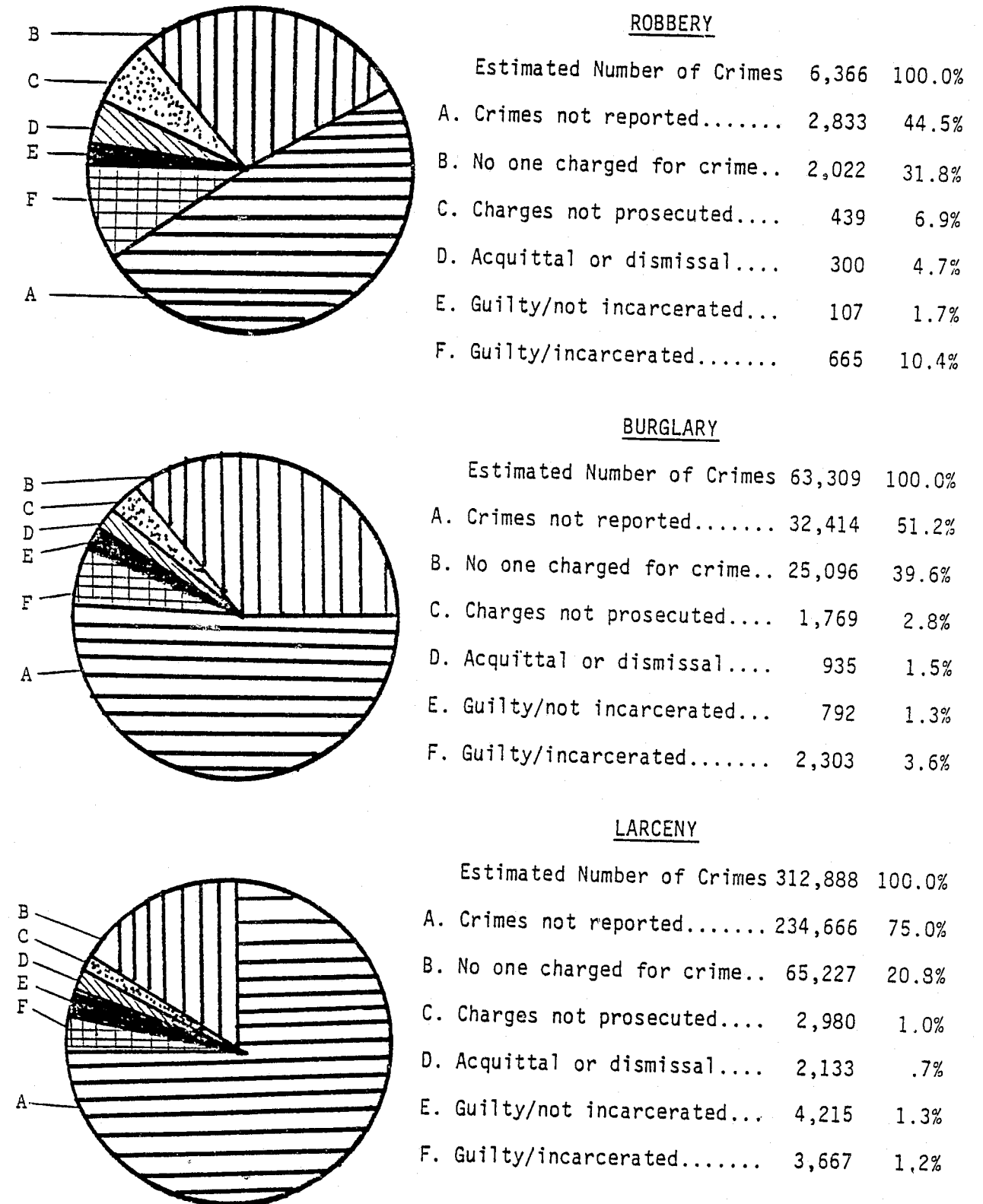
The quantity, CRIMES NOT REPORTED, slice A in Figure 6, is the estimated number of crimes minus the total reported crimes from UCR for the 12 localities. The quantity, NO ONE CHARGED FOR CRIME, slice B, is total UCR reported crime, minus arrests reported to CCRE and UCR arrests of juveniles adjusted for those diverted by law enforcement after arrest.

The quantities, CHARGES NOT PROSECUTED, ACQUITTAL OF CHARGE OR DISMISSAL, GUILTY OF CHARGE: NOT INCAR, AND INCARCERATED, slices C, D, E, and F, respectively, are from the adult transaction statistics reported to the CCRE, plus the approximation of juvenile transactions obtained by applying average disposition rates for juveniles for years 1970 through 1975 computed from the DJCP Court Data Base against adjusted 1977 UCR juvenile arrests.

Because of problems in mixing data from several sources and applying each of the described assumptions, we must consider Figure 6 as only a close approximation of the situation in large Virginia localities.

* Localities are the Cities of Alexandria, Chesapeake, Hampton, Newport News, Norfolk, Portsmouth, Richmond, Virginia Beach, and the Counties of Chesterfield, Fairfax, Henrico, and Prince William.

FIGURE 6
CRIME, DELINQUENCY, AND THE PROCESSING OF CRIMES AND
CHARGES THEREFORE IN TWELVE LARGE VIRGINIA LOCALITIES



Why is so much crime not reported?

There are many reasons why the public (victim and/or witnesses) fails to report or why law enforcement does not record all of the crimes of which it is made aware. Reasons why the public may fail to report crime include:

- Disinclination to invoke the law
- Class and individual tolerance of deviance
- Fear of: loss of pay, harassment in courtroom, or retaliation
- Communication barriers between segments of the public and agencies of criminal justice
- Awareness by victim of having played a role in precipitating the crime
- Lack of victim compensation or remediation
- Previous, but as yet disclosed, experience as an offender
- Victim's perception of low probability of adequate or just retribution

According to National Crime Survey reports, crimes involving strangers are reported more than those involving non-strangers and the percent of victimizations reported to law enforcement increases with the age of the victim, the value of the loss, or degree of injury, and annual family income.

The NCR reports the percent distribution of a set of reasons for not reporting victimizations to law enforcement. Two of these reasons account for just over one-half of non-reporting in most circumstances: 1) nothing could be done -- lack of proof and 2) not important enough. The reasons private/personal matter and reported to someone else do well in crimes of violence. Too inconvenient or time consuming and fear of reprisal account for only small percentages of non-reporting.

Reasons why law enforcement officers and/or agencies do not accept many reported incidents as crimes include:

- Doubts of victim legitimacy
- Style of policing as affected by social, political, cultural, and demographic context; e.g., emphasis on order maintenance over that of law enforcement
- Informal methods of controlling juveniles
- Inadequate record keeping processes

- Individual discretion
- Acceleration of "unfoundings" with high caseloads
- Feedback of behavior at adjudicative and custodial levels of the system upon police behavior

Certain segments of the population are more likely to become victims than others. In many instances these are the segments identified as less apt to report the victimization when it happens. Rates of victimizations also vary with type of locality. The following information, based upon the 1977 National Crime Survey Report, Criminal Victimization in the United States, describes segments of the population more likely and less likely to become victims of violent crime and crimes of theft, and how victimization rates vary among types of localities.

Victims of Violent Crime

Rates are for the United States and, unless otherwise indicated, are per 1,000 population of age 12 and over.

- Males are more than twice as likely to be victims as are females (46/22).
- Males age 16-19 have highest rate (92) of any male age grouping. The same is true for females age 16-19 (44).
- Blacks have higher victimization rates than whites (male: B57/W45, female: B29/W22).
- Persons from families with low annual income have much higher victimization rates (less than \$3,000, 54.0; \$25,000 or more, 28.4).
- Rates generally increase with increased level of educational attainment. (ages 25 and over) (low of 12.4 for 8 years elementary to high of 30.2 for 1-3 years of college, declining to 24.3 for 4 or more years of college).
- Laborers, service workers, armed forces personnel, and operatives constitute occupational groups with highest rates (44.6-59.0) as compared to professional, technical, management, sales, and clerical groups (25.0-35.9) (persons age 16 and over).

Type of Locality	Rate
Metropolitan areas	
Core city greater than 250,000	47.5
Core city 50,000 to 249,999	41.4
Suburban (core city greater than 250,000)	32.8
Suburban (core city 50,000 to 249,999)	29.5
Non-metropolitan areas	22.1

Victims of Crimes of Theft

Rates are for the United States and, unless otherwise indicated, are per 1,000 population of age 12 and over.

- Males are more apt to be victims than females (M108/F88).
- Among white males, the highest rate is for age 20-24 (182.0), while among black males the highest rate is for ages 25-34 (138.5).
- Among females, ages 15-19 have the highest rate (W142.1/B113.1)
- Victimization rates increase dramatically with increased family income (over \$25,000-129.3), although the very poor (less than \$3,000) have somewhat higher rates (92.3) than those with slightly better income (79.2).
- Rates increase rapidly with level of educational attainment (persons age 25 and over) (0-4 years elementary 32.3; 1-3 years high school 60.1; 4 or more years college 114.1).
- Professional, technical, and armed forces personnel have high rates (127-149.9) compared with farm laborers, private household workers, and operatives (70.7-95.2).
- Metropolitan localities, whether core city or suburban are higher (93.7-116.0) than non-metropolitan areas (70.9).

JUVENILES, DELINQUENCY, AND THE JUVENILE JUSTICE SYSTEM IN VIRGINIA

OVERVIEW

The juvenile justice system in Virginia consists of the procedures and institutions which are utilized to deal with juvenile offenders. The law which is the basis for dealing with juveniles provides for organized methods of handling them. This law is based upon the concept that in all proceedings the paramount concern of the State is the welfare of the child and the family. The law provides considerable latitude and special consideration for juveniles who get involved in the juvenile justice system. The result is a system which is aimed at meeting the unique needs of youth and preventing further delinquent behavior. It is, therefore, necessary when describing the juvenile justice system to view it along two routes. One route is the system of formal official processing and the other is a somewhat informal system of processing which is guided by the concept of diverting youth at the point where most benefit is received and where both the youth and the public have the most to gain.

Diversion refers to any alternative given to a youthful offender which will take him out of the formal official processing route. It may be done at any step in the route before or after the official processing commences. Police or court intake workers may divert youth through release to parents or guardians, referral to other service delivery agencies, or any other option which might be available in order to prevent filing a petition. Even after a petition is filed, there are ways by which a youth can be diverted from further official penetration into the juvenile justice system.

The other route is the official route in which a petition is filed and a youth enters the juvenile justice system to be processed according to a set of established legal procedures especially developed to handle youth and designed to provide the due process safeguards to which everyone is entitled. Under the system the individual has the right not to be diverted and may insist on coming into the formal system if he or she so chooses.

There is much concern over the extent of youth involvement in crime and delinquency, yet there are no valid figures of the numbers of offenses committed by juveniles. Many offenses committed by juveniles go undetected or unreported just as is the case with offenses committed by adults. The best gauge of delinquency presently available is juvenile arrest statistics.

According to the Department of Planning and Budget publication, "Projected Populations, 1980," persons under 18 years of age represented 27% of Virginia's population in 1980, (1,441,052 of 5,313,000). According to the Department of State Police publication, Crime in Virginia, 1980, 12.3% of the total arrests were persons under the age of 18 (37,849 of 307,845).

TOTAL ARRESTS OF JUVENILES
FY 1980

Subtotal of Part I Offenses:	14,006
Subtotal of Part II Offenses:	23,843
Total Arrests	37,849

Source: Crime in Virginia, 1980,
Virginia Department of State Police

Part I Offenses, as defined by the Federal Bureau of Investigation, fall into seven categories: murder/manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny, and motor vehicle theft.

Part II Offenses include all other offenses not identified as Part I offenses.

POLICE DISPOSITIONS OF JUVENILES ARRESTED
FY 1980

Handled Within Department and Released to Parents:	10,431
Referred to Juvenile Court:	25,327
Referred to Welfare Agencies:	310
Referred to Other Police Agencies:	130
Referred to Criminal Adult Court:	257
Total Dispositions	36,455

Source: Crime in Virginia, 1980,
Virginia Department of State Police

Note: The discrepancy between the total number of arrests and police dispositions is attributed to inconsistencies in agency reporting procedures.

Police have a unique role in the juvenile justice system. When a youth comes into contact with the system, the police officer is usually the first representative of the system the youth faces. The officer, at this first encounter, has considerable discretion in most cases and can decide to direct the juvenile offender toward an alternative to the formal system, usually diverting him to his home. The actions of police can have a significant impact upon both the formal and informal (diversion) processing in the juvenile justice system.

The juvenile and domestic relations district court is the formal adjudication module of the juvenile justice system. Juveniles come into contact with this segment of the juvenile justice system via referral to an intake department of a court service unit. Parents or guardians, school officials, police, social service workers, probation officers, and private citizens may initiate a formal complaint against a juvenile by filing a complaint with a juvenile intake officer in one of Virginia's thirty-six court service units.

The primary responsibility of intake service staff is to screen all complaints referred to it to decide whether or not a petition should be filed. If an intake officer decides the formal court processing of a youth is not in the best interests of the community, the youth may be diverted. Those cases not diverted could result in the filing of a formal petition. The filing of a petition does not negate diversion, since a judge of a juvenile and domestic relations court may divert a case, if he or she so chooses.

The most recent data available reveal that if a complaint results in the filing of a petition, the alleged offender is most likely to be released to the custody of his/her parents while awaiting a formal court hearing.

If it is decided that an alleged offender needs to be retained in custody until the preliminary court hearing, a detention order must first be issued by a judge, clerk, deputy clerk, or in special cases, other court personnel with delegated judicial authority. Alleged delinquent youths may then be legally detained in secure juvenile detention facilities or in non-secure facilities. If a high degree of security is needed, or if all other placement alternatives are exhausted, an alleged delinquent youth may be detained in jail.

The next stage of the system is the formal juvenile court hearing. Most cases that appear in court have been processed through intake services, but a few have not. After the preliminary hearing a few cases are dismissed, withdrawn, or nolle prossed, but most return to the juvenile court for adjudication of the charge(s). Those found innocent then exit the system and those found "not innocent" must return for sentencing or disposition.

Juvenile courts have a wide range of dispositions, ranging from continuing a case with supervision to commitment to the State Board of Corrections, or to a local jail. Within this range, dispositional alternatives available to the courts include placement with, or treatment from a community residential facility, a private facility, or other youth serving treatment programs. Youths may also stay within the community and be referred to local resources and/or counseled directly by probation officers.

If a commitment is made to the State Board of Corrections, the delinquent offender is sent to the Reception and Diagnostic Center in Richmond where diagnostic testing is conducted for placement and treatment purposes. Placement is then made in a learning center, a State operated group home, a boarding home, or a specialized residential program.

Juvenile Court Processing

The two components of juvenile court processing, intake and hearing, will be addressed separately. The reason for this is to emphasize two key decision points between the time a complaint is registered and the formal court disposition.

Unless otherwise noted, all data presented are from the Virginia Department of Corrections, which operates the Virginia Juvenile Justice Information System and the Direct Care Information System.

Juvenile Court Intake

Court intake serves as a screening mechanism to reduce the number of inappropriate cases on juvenile court dockets. In fiscal year 1980, 77,470 cases (defining a case as a child) were handled by court intake services. Approximately 27% of all juvenile cases processed through court intake were diverted from formal court hearings. When a decision is made to hold an adjudicatory hearing, as happened in 73% of the cases, a juvenile is most likely to be released to the custody of his/her parents. However, if it is decided that an alleged offender needs to be retained in custody until the formal court hearing, the youth may be held in special detention facilities, or in some instances, if the need for security is high enough, detained in jail, providing that she or he is at least 15 years of age and separated entirely from confined adults by sight and sound. In fiscal year 1980, 4,257 juveniles were detained in local jail facilities. Other temporary pre-adjudicatory holding facilities are described below.

Secure Detention

A secure detention facility by definition, is a highly specialized and physically restricting facility designed to provide temporary emergency care for delinquent or alleged delinquent children who require secure custody pending court disposition.¹ During fiscal year 1980, 9,104 juveniles were placed in secure detention. The majority of these juveniles, 82% (7,460) were held as alleged delinquent offenders. Children in need of services accounted for 13% (1,138) of this total. The remaining 5% (506) held were for non-delinquent reasons.

¹ Minimum Standards for Secure Juvenile Detention Homes, Virginia Department of Corrections, Division of Youth Services, 1974.

Less-Secure Detention

Another short-term pre-dispositional holding facility for juveniles is less-secure detention. This is a facility which provides temporary care for alleged juvenile offenders in a home-like and non-secure atmosphere, pending court disposition or return to another agency.² During fiscal year 1980, 610 youths were housed in less-secure detention facilities. Alleged delinquent offenders accounted for 44% (269) of this total. Children in need of services represented 29% (176), while 27% (165) were housed for non-delinquent reasons.

Crisis Intervention Centers

During fiscal year 1980, 2,037 youths were housed in locally operated crisis centers in Virginia. These are facilities that provide residential, short-term, and non-secure care for children in need of such services as crisis intervention and emergency shelter among others.³ Youths charged with delinquent offenses accounted for 17% (339) of this total. Children in need of services represented 31% (626), while the majority of the youths, 52% (1,072) were housed for non-delinquent reasons.

Outreach Detention Supervision

Several of Virginia's secure detention facilities offer outreach counseling. This type of service entails daily visits to the child in his or her own environment, affording intensive supervision through both direct and indirect services.⁴ During fiscal year 1980, 962 youths received this service. The majority of this total, 76% (734), were alleged delinquent offenders. Children in need of services accounted for 22% (214) and the remaining 2% (14) were alleged non-delinquent offenders.

² Minimum Standards for Secure Juvenile Detention Homes, Virginia Department of Corrections, Division of Youth Services, 1974.

³ IMPACTS II - A Follow-up Report, Virginia Department of Corrections, April, 1980.

⁴ IMPACTS II - A Follow-up Report, Virginia Department of Corrections, April, 1980.

Court Hearings and Dispositions

In fiscal year 1980, juvenile and domestic relations district court hearings were held for 59,097 youths involving 68,258 complaints. Over 21% (14,357) of the complaints were dismissed, and 1.3% (857) were disposed of with mild sanction. Probation accounted for 10.4% (7,082) of the dispositions while unsupervised probation comprised 4.5% (3,052) of the dispositions. There were 799 complaints (1.2%) deemed serious enough to be certified to a circuit court processing as adults.

Institutionalization is another alternative in court imposed sentencing. In fiscal year 1980, in Virginia, 1.5% (1,057) of the court dispositions resulted in a jail sentence. An additional 1.7% (1,156) of the dispositions were suspended jail sentences.

Over 3% (2,210) of the complaints resulted in commitment to the State Board of Corrections. Of these commitments, 1.8% (1,261) were placed in State learning centers and group homes. Learning centers are administered by the Department of Corrections, and their purpose is to provide educational and vocational training for delinquent youths while they receive rehabilitative treatment. Suspended commitments to the State Board of Corrections comprised 2.2% (1,522) of the complaints.

All other types of dispositions account for almost 53% (36,166) of the complaints heard by the juvenile and domestic relations district courts. In this category, juveniles may have been referred to the Department of Welfare for aid, been given a fine, or otherwise given a disposition unique to his/her problem.

In most cases after youths are released from these placements, the court service unit or the local social service department in the jurisdiction where commitment was ordered resumes counseling contact with them in the community. Assuming a successful adjustment back into society, aftercare counseling ceases and contact with the juvenile justice system ends.

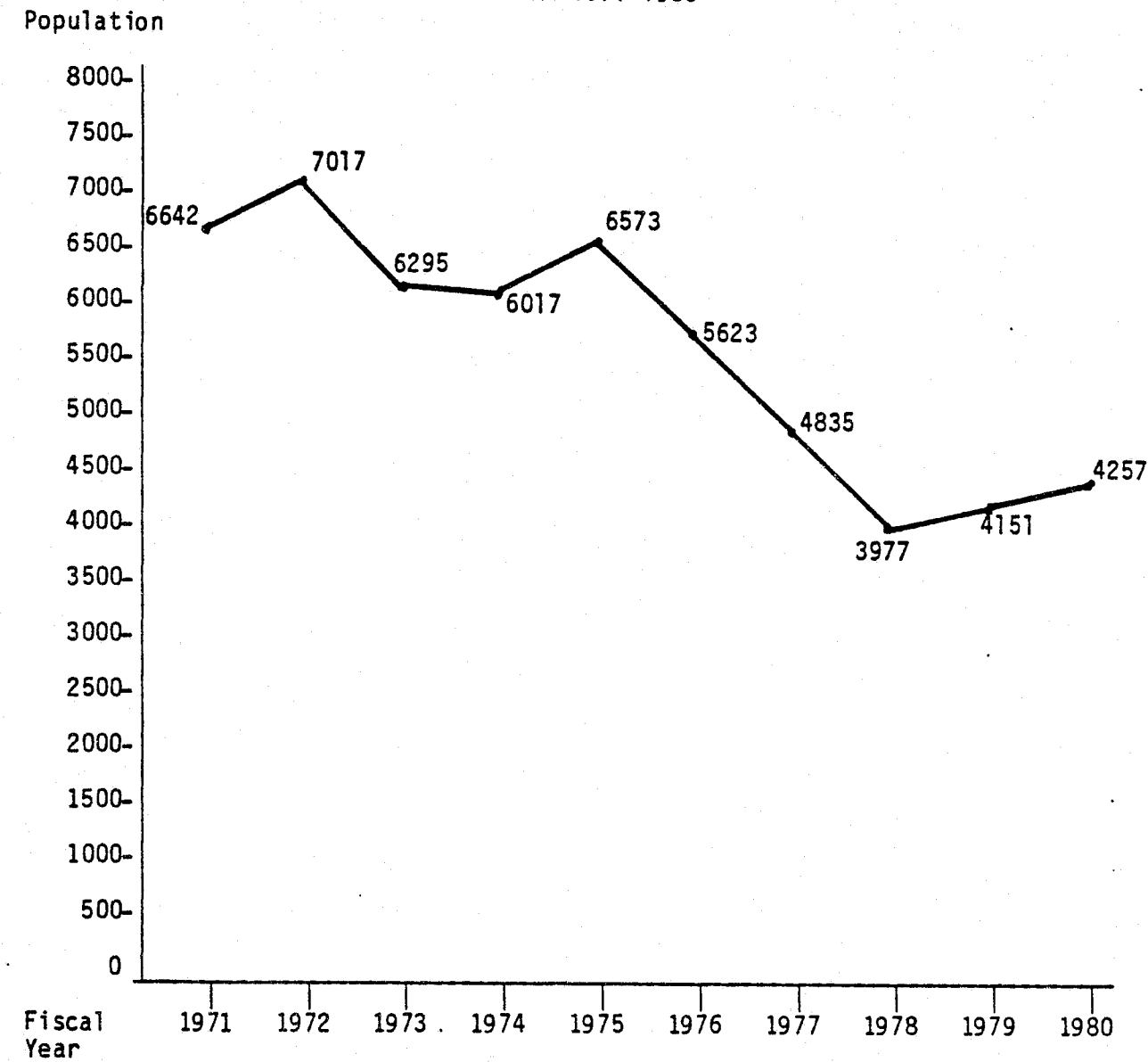
Costs

In conclusion, the cost of processing juvenile offenders should be noted. The Department of Corrections reports that \$9,431,794 was spent on State operated court service units alone in fiscal year 1980. Reimbursements to localities totaled \$2,716,752 for locally operated court service units, and it is estimated that localities spent approximately \$3.2 million in local funds. Additional grant aid to courts totaled \$201,012. The cost for court service units in Virginia for fiscal year 1980 was approximately \$15.6 million.

Although the previously noted court costs may seem high, they are only a fraction of the costs within the juvenile justice system. Expenditures for special court placements of juveniles with mental health or substance abuse problems totaled \$1,047,043 for the last fiscal year. During the same time period, \$10,150,562 was spent for various detention facilities; \$98,966 was spent for protective services (such as foster care); and \$15,476,883 went to learning centers, the half-way house system, and the Reception and Diagnostic Center.

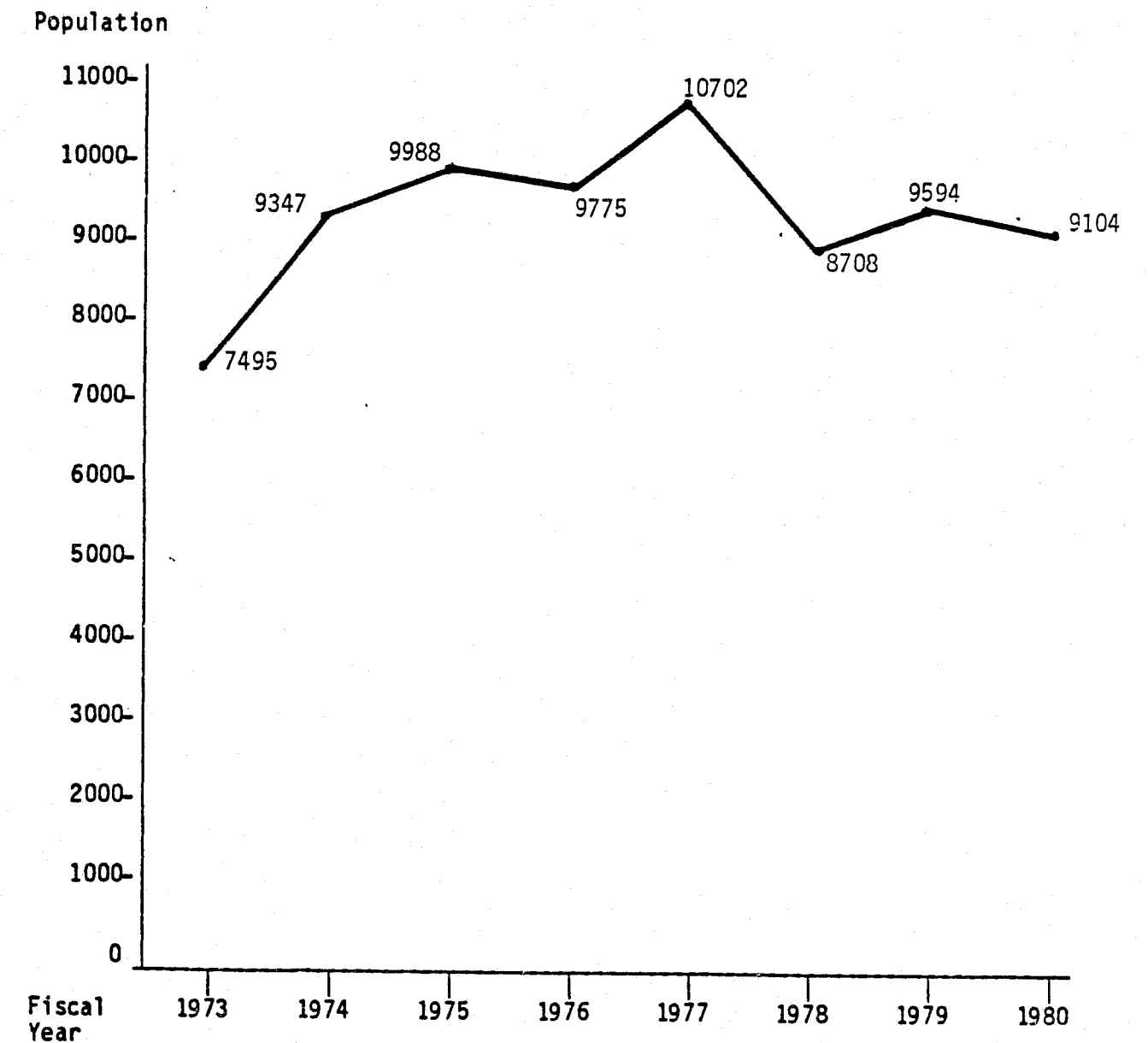
The expenses for the above activities total over \$42 million, and this represents only a portion of the total juvenile justice and delinquency prevention expenditures during fiscal year 1980 in Virginia.

FIGURE 7
JUVENILES DETAINED IN JAIL IN VIRGINIA
FISCAL YEARS 1971-1980



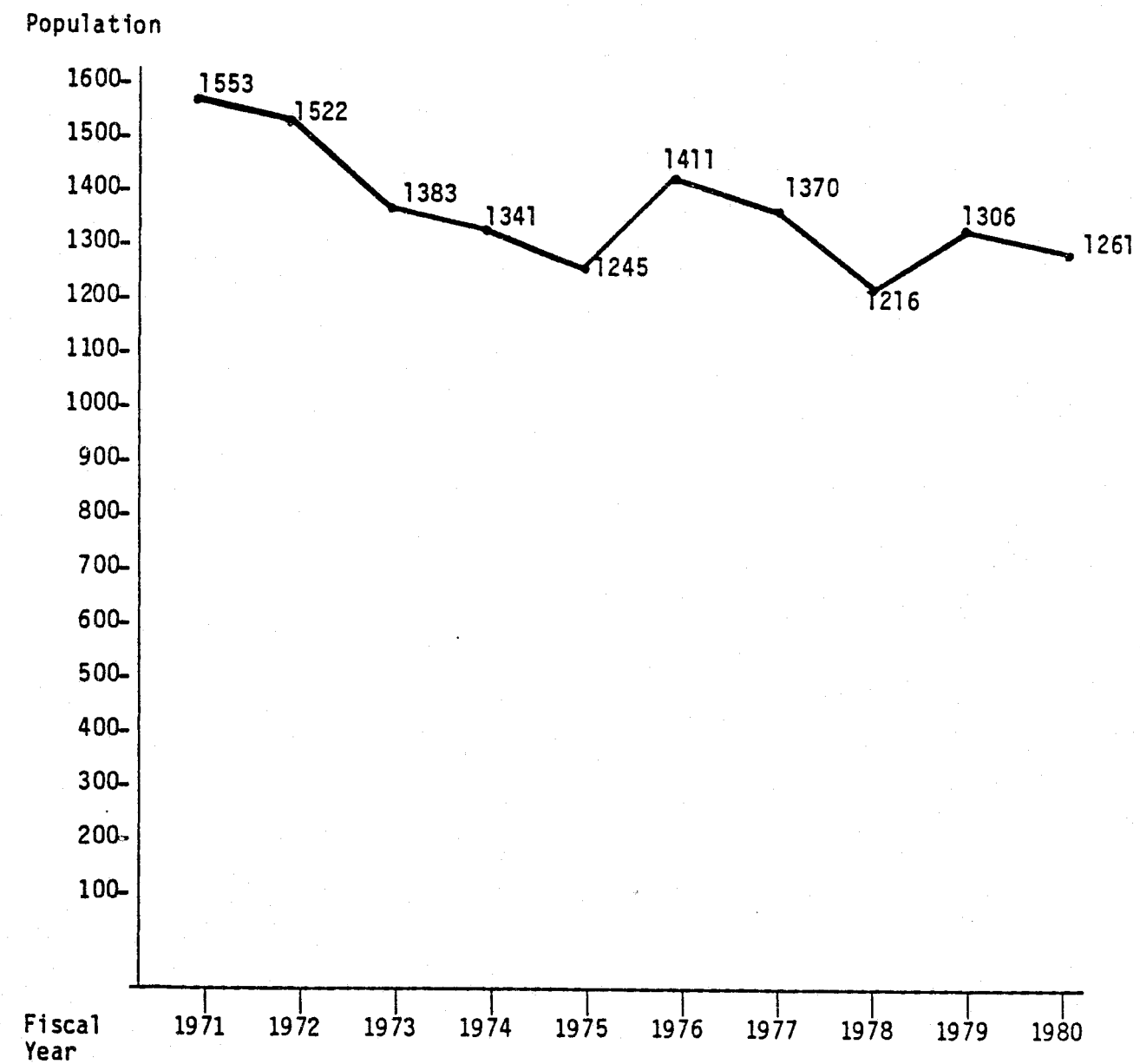
Source: Fiscal Years 1971-1975 Commitments to Jails, Department of Corrections.
Fiscal Years 1976-1977 "Population Report", Juveniles Jailed by Location of Jail, Department of Corrections.
Fiscal Years 1978-1980 IMPACTS II, Department of Corrections.

FIGURE 8
JUVENILES DETAINED IN SECURE DETENTION IN VIRGINIA
FISCAL YEARS 1973-1980



Source: Fiscal Years 1973, 1974, 1977, 1978, 1979, and 1980 Department of Corrections Detention Summary Reports.
Fiscal Years 1975 and 1976 Department of Corrections Annual Report.

FIGURE 9
JUVENILE COMMITMENTS TO LEARNING CENTERS IN VIRGINIA
FISCAL YEARS 1971-1980



Source: Virginia Department of Corrections, Children Committed in 1980.

SYSTEM EFFORTS, IMPACTS, GAPS,

AND PROBLEMS

LAW ENFORCEMENT

EXISTING EFFORTS AND RESOURCES

Both State and local levels of government in Virginia are responsible for conducting law enforcement functions. The Commonwealth funds and maintains law enforcement agencies with statewide responsibilities, and most political subdivisions within the Commonwealth maintain law enforcement agencies with jurisdictions limited to the boundaries of each political subdivision.

The largest of the statewide law enforcement agencies is the Department of State Police. Its functions are parallel to those of local police and sheriffs' departments. However, the State Police generally are not active within municipal boundaries, except for patrolling the State's highways. In 1979, the Department of State Police reorganized its investigative division and established a Bureau of Criminal Investigation to investigate major criminal activities with expertise and equipment often not available to smaller departments.

The Department of State Police also manages and operates the Virginia Criminal Information Network (V-CIN). V-CIN is the center of law enforcement telecommunications in Virginia and routes messages from local law enforcement agencies to such networks as the National Crime Information Center. By transmitting information concerning crimes and criminals, V-CIN helps to facilitate a cooperative and statewide effort to apprehend suspects. The Department of State Police operates the Central Criminal Records Exchange (CCRE), a system by which other law enforcement agencies can quickly obtain the records of suspected offenders.

There are other State agencies and authorities which are empowered to enforce certain special State laws, or which have full enforcement powers within fixed jurisdictions. Agencies such as the Enforcement Division of the Alcoholic Beverage Control (ABC) Board, the Commission on Game and Inland Fisheries, the Division of Motor Vehicles, and the State Corporation Commission enforce certain special State laws. Agencies such as campus police, the State Capitol Police, bridge and tunnel police, the Virginia Port Authority, and institutional police departments have full enforcement power in fixed jurisdictions. Local agencies provide the majority of law enforcement services within each political subdivision in Virginia. These local agencies can be categorized as follows: county sheriffs' departments, county and city police departments, and town police departments.

County sheriffs' departments, which are charged with serving summonses, maintaining courtroom security, operating jails, etc., are supported by both local and State funds. The State provides the funds for the operation of these departments. The salaries of sheriffs and deputies are established by the State Compensation Board. Such salaries may be supplemented locally.

If a county chooses to hire more deputies than the Compensation Board deems necessary, it must pay the total salary for the additional deputies. The sheriff is a constitutional officer elected by the citizens within his jurisdiction. Sheriffs' departments have criminal jurisdiction; although in five Virginia counties, separate police departments enforce criminal laws.

City police departments are established and administered through the respective city charters. A city police department is primarily responsible for the prevention of crime and the enforcement of the criminal laws of Virginia and the ordinances of the city which it serves. Each police department is headed by a chief of police who is usually appointed by a city manager or director of public safety. Each city is financially responsible for maintaining its police department. City sheriffs' departments normally maintain and operate the city jails, provide courtroom security, and execute the civil process of the courts.

Town police departments are empowered to enforce State criminal laws and town ordinances and regulations. The entire operating cost for a town police department is provided by the town in which it is located. The town police department is headed by a town sergeant or chief of police, who is appointed by the town manager or mayor.

Law enforcement expenditures are unusually high in Northern Virginia, largely because of the higher salaries accorded law enforcement officers in this area. Each of the six Northern Virginia jurisdictions spends over \$20,000 per officer, while only one other locality in the State (Virginia Beach, \$20,973) spends that much per officer. The mean of the suburban localities' expenditures per sworn officer is \$21,432; more than the \$16,127 for urban jurisdictions and \$10,742 for rural.

The number of sworn officers per 1,000 population ranges from 0.44 in Wise County to 3.00 in Falls Church. Cities with high crime rates hire more officers to deal with the problems. The number of sworn officers per 1,000 population correlates highly with law enforcement expenditures and population per square mile. However, there is an inverse correlation between the number of sworn officers per 1,000 population and clearance rate.

Data indicate that putting more officers in high crime areas does not wholly negate differences in workload per sworn officer. Petersburg has 42.3 Part I offenses per sworn officer as a "potential workload". Lee County has only 10.7. This range, though significant, is not as great as the range in Part I offenses per 1,000 population for localities. Most urban and suburban localities have between 25 and 42 offenses per officer, while rural jurisdictions have less. Part I offenses are by no means an officer's only responsibility; still, the rate of Part I offenses per sworn officer is a general indicator of workload.

The number of adult arrestees for Part I and Part II offenses per sworn officer is a measure of both the workload and the performance of a local law enforcement agency. Urban and rural areas tend to have higher rates than suburban cities and counties. The three counties in the Southwest corner of Virginia have an average of 110.5 arrestees per sworn officer. The Capital Region has the second highest mean among geographical groupings, with 31.6 adult arrestees per sworn officer. Northern Virginia, which has more crime and more officers than other regions, has only 29.3 adult arrestees per sworn officer.

Clearance rates for Part I arrests are inordinately low in Northern Virginia. The mean of the clearance rates for six Northern Virginia localities was 19.1%. The corresponding percentage in Southwest Virginia was 33.3%. On the average, suburban localities solve less than one-fourth of their crime by arrest; urban cities less than one-third, and rural jurisdictions about one-half. This does not necessarily imply poor performance by urban or suburban police, as it is commonly known that it is easier for criminals to escape undetected in the anonymity of the city.

Data indicate that almost twice as many adults are arrested per 1,000 population in urban localities (80.3) as in their suburban (44.2) and rural (42.8) counterparts. Police are especially active in Roanoke, where 159.1 arrests for Part I and Part II offenses were made for each 1,000 inhabitants. High arrest rates for Petersburg and Richmond make the mean for the Capital Region the highest in the State.

The higher rates of Part I offenses, especially violent offenses, make police work much more difficult and dangerous in urban and suburban areas than in rural. The ratio of Part II to Part I arrests averages 5.38 to 1.0 in rural jurisdictions studied, as opposed to 2.60 to 1.0 in urban localities. In Lynchburg, the ratio is only 1.2 to 1.0, in Salem 1.1 to 1.0. In Southwest Virginia, most of the arrests (more than 9 of every 10) are alleged Part II offenses.

LAW ENFORCEMENT

IMPACTS AND GAPS

In 1980, major crime in Virginia increased by 8.6% over 1979, and 3% over 1978. Considering major crime as well as Part II offenses for which there were victims, approximately one in every eleven Virginians is victimized by crime annually. A study done for the Division of Justice and Crime Prevention entitled "A Survey of Public Attitudes Toward Crime and the Criminal Justice System in the State of Virginia", found that one-half of Virginia residents are fearful that they or a member of their family will become victims of a crime. The fear is well founded in that as many as one in every 2.6 families in Virginia is victimized, if the aggregate incidence of crime is related only to families. Expressed in a different manner, the level of crime is such that one in every 2.6 families could be victimized.

The survey also found that citizen concern for crime is greatest in the large urban-suburban areas. Such jurisdictions account for 69.3% of the reported major crimes.

Of the 245,193 major crimes reported in 1980, 22.4% were cleared by arrest or by exceptional means. Although this efficiency indicator is comparable to those reported nationally, it nevertheless means that an offender has greater than a 75% chance of never being arrested for his or her criminal violation. During the same period, Virginians reported the theft of \$121 million worth of currency and property, a figure which equals 63% of total law enforcement expenditures in the State. Law enforcement agencies were able to recover 27% of the stolen currency and property but, for a number of reasons, returned a lesser amount to owners.

The increase in crime resulted primarily from a 13.6% increase in burglary and an 8.2% increase in larceny. These are the highest annual totals experienced to date. There was also a substantial increase in robbery of 10.3%, but unlike burglary and larceny, this was not a peak year for robbery. The record year for robberies is 1975, with 6,884 robberies. In 1980, there were 6,375 robberies.

Murder increased slightly from 442 to 455 murders, or 2.9%. Nationwide, murder has received considerable attention because of the record increases in many jurisdictions. Murder in Virginia increased only slightly after four years of steady decline from the record year in 1975, when there were 576 murders.

Like burglary and larceny, rape experienced the highest incidence year during 1980, but there was only a 3.3% increase over 1979. Aggravated assault remained relatively unchanged, increasing only .7%.

Motor vehicle theft was the only crime to decrease, dropping by 5.3%. Since 1974, the incidence of motor vehicle theft has been declining steadily, except for an increase during 1979. There has been a constant decrease in the rate of motor vehicle thefts from the high of 6.0 thefts per 1,000 registered vehicles in 1970, to the 1980 rate of 3.4. The theft rate now is about equal to the rate occurring during the early 1960s.

The most distressing of the crime increases from 1979 to 1980 was the 13.6% increase in burglary. Usually sixty to seventy percent of all burglary is residential and the incidence of residential burglary in Virginia was up over 20% from 1979 to 1980.

The previously mentioned public attitude survey revealed that 80% of Virginia residents feel it is important for local citizens to join in organized efforts to help prevent crime. Of those surveyed, 27% felt that individuals themselves can do a great deal to help protect themselves and their families from crime. In this regard, 37% of the residents had increased their alertness; 32% had added or changed locks; 31% left lights and/or radios on; 26% did not go into dangerous areas; 21% did not go out alone at night; 13% had obtained a dog for protection; 11% had bought a firearm; 5% had marked their property with ID; 4% had learned self-defense, and 4% had joined a community citizens' group.

Although law enforcement personnel have the responsibility to suppress and control crime, they represent less than two-tenths of one percent of the total population of Virginia. Therefore, law enforcement must rely not only on its own efforts to suppress crime, but also on community awareness and action towards this end.

Within the Commonwealth, there are 95 county sheriffs' departments, 26 city sheriffs' departments, 5 county police departments, 35 city police departments, 7 college or university police departments, 4 State law enforcement agencies, and approximately 216 town police departments. These approximately 350 departments employ an estimated 8,500 law enforcement officers.

Although there is an attempt to allocate law enforcement responsibilities, there is nevertheless a great deal of duplication. For instance, 26 of the 35 cities claim both a sheriff's department and a police department. The allocation of responsibility occurs in that the sheriff handles civil process, courtroom security, and the maintenance of the jails. The city police, on the other hand, are responsible for enforcement of criminal laws and the host of other things related to policing. Since deputies serve court papers, they are out in the community and are at times available to help with preventive patrol and calls for service. Policemen are almost always in court and are capable of handling some courtroom security. Many cities have both a detention facility within the police department and a jail maintained by the sheriff. The personnel and costs associated with

booking and temporarily detaining arrestees are largely unnecessary, since the jail is very capable of providing this service with only a slight increase in resources.

The duplication between State and local law enforcement agencies produces costly law enforcement services. For instance, the Department of Alcoholic Beverage Control, Enforcement Division, primarily investigates liquor law violations on a statewide basis, with personnel assigned to specific geographic areas. Approximately 70% of the liquor law violations occur in metropolitan areas, where law enforcement officers are also assigned to this function. Another State agency which operates on a statewide basis is the 1,121-member Department of State Police which has an average of 8.7 uniformed officers assigned to each county. The primary focus of the State Police is highway patrol, promotion of highway safety, and enforcement of motor vehicle laws. Conversely, sheriffs' departments rarely handle traffic matters, but direct their resources to criminal violations and serving court papers. Even though sheriffs and the State Police serve the same public in one jurisdiction, they obviously serve them in very separate and distinct ways. Considering the average level of resources available in a county, that is, both uniformed State Police and "road" deputies, the average county has at its disposal 21.1 law enforcement officers. Considering total resources, both sheriffs and State Police, as much as 37% of the resources are devoted to traffic; yet, in metropolitan areas, a substantially smaller percent is devoted to traffic enforcement.

The annual budget of the Department of State Police is approximately \$50 million. The State spends another estimated \$30 million by paying the operational costs of sheriffs' departments through the State Compensation Board. Even though the Commonwealth is paying 32% of the total \$191 million spent on law enforcement in Virginia, there is every indication that the State's investment is not being maximized due to the over-delineation of responsibilities between the State Police and county sheriffs' departments.

Counties across the State have duplicative law enforcement resources, with only marginal sharing occurring. As previously noted, there are 95 counties in Virginia with sheriffs' departments. Forty-eight of those counties contain two or more law enforcement agencies; 22 contain three or more agencies; 10 contain four or more agencies; 3 have five or more agencies, and one has six or more agencies.

Since each law enforcement agency is autonomous, there is a common belief that each should have sufficient capabilities to handle a wide range of law enforcement problems, many of which occur infrequently. The result is obviously costly, as services and resources are not often shared or consolidated to an extent which assures that law enforcement services are being provided in a cost effective manner.

The Department of State Police provides services that would be costly if each law enforcement department in the State had to duplicate them. One such service is arson and bomb investigations. This service requires a great deal of technical skill and costly equipment. The State also has a forensic science capability with four laboratories conveniently located around the State. The examination of evidence is a costly service that does not have to be borne by each department within the State. The Bureau of Forensic Science also processes and prints crime related photographs for local departments which lack this capability.

The Department of State Police historically has provided assistance to local law enforcement agencies. It supplies personnel and equipment during civil disorders and other emergencies which are beyond the control of local law enforcement agencies. It also provides polygraph and crime scene search resources to local departments, as well as narcotic and organized crime investigative services. In short, the Department of State Police has the capability to provide specialized police services which would be extremely costly if each department had to duplicate them.

In 1979, the Statewide Interdepartmental Radio System (SIRS) was established providing for the first time a radio communications link between State and local law enforcement agencies. This system enables local police and sheriffs to communicate with State troopers in the field, to foster better cooperation, and to provide an important link in the combined law enforcement effort. Gaps exist, however, in that some of the urban areas are not yet participating in the system because of funding limitations. However, the areas (90% of the total law enforcement agencies) participating have consistently expressed their enthusiasm and support for this successful concept. Continued efforts will be made to bring all law enforcement agencies into the system.

In Tidewater, four localities have been recipients of federal grants for implementation of the Integrated Criminal Apprehension Program (ICAP). This program is designed to promote a structured approach to manpower deployment, crime analysis, and other strategies intended to effect quality arrests of perpetrators of crime. It is noteworthy that the crime rate of these cities increased only 11 percent for the period 1978-1980 while the remainder of the State experienced a 14 percent increase. Property crime increased only 11.6 percent over the same period compared with a 20.4 percent increase for the rest of the State. Any reduction in the increasing rate in these four cities (Hampton, Norfolk, Portsmouth, and Virginia Beach) is significant to the State since they accounted for 20.1 percent of the Part I crimes in 1980.

The Division of Justice and Crime Prevention has developed a technology transfer program which utilizes police personnel from the jurisdictions which have implemented integrated criminal apprehension programs (ICAP), to transfer their knowledge and experience with the program to interested jurisdictions throughout the Commonwealth. In the transfer program, interested jurisdictions can receive assistance not only in initiating a comprehensive ICAP program but also any components which they feel might be of some use to them in increasing the effectiveness or efficiency of their operations.

LAW ENFORCEMENT

PROBLEMS

The incidence of major crime in Virginia constitutes a serious drain on resources and threatens the well-being of the citizens of the Commonwealth. Every two and one-half minutes, a serious crime is committed in Virginia, and one in every 24 persons is the victim of a serious crime in any given year. Law enforcement expenditures equal \$40.00 per person in Virginia, and law enforcement agencies are faced with ever increasing budgetary constraints.

Law enforcement capabilities and resources in the Commonwealth are not coordinated and consolidated to maximize their use and benefits. Few agencies have consolidated duplicative dispatching and record keeping systems. Little or no use has been made of the resident trooper program. Very few localities have entered into mutual aid and assistance agreements.

High personnel turnover rates in Virginia's law enforcement agencies diminish the effectiveness of the agencies. Salaries and benefits of law enforcement agencies traditionally lag behind those in the private sector. There are no statewide standards for entry level law enforcement officers, and this precludes the ability to establish minimum salary scales statewide. Few opportunities exist for lateral entry at supervisory and management level positions in law enforcement agencies.

Most often when crime increases or decreases it is difficult to determine a cause; however, the sharp increase in residential burglary in 1980 can be substantially explained by thefts of precious metals to cash in on the high prices being paid for them. From 1975 to 1978, jewelry and precious metals accounted for about 7% of the value of all property stolen in Virginia; primarily from residential burglaries. In 1979, this proportion increased to 9%, and in 1980, it leaped to 20%, a 182% increase over 1979. Most efforts to control this problem have been based on placing legal restrictions on the buying and selling of precious metals by the numerous gold shops which have popped up across the State.

The problem of identifying the owners of recovered stolen property demonstrates the probable value of a crime prevention program such as Operation Identification. There is some question about the deterrent value of Operation Identification, but if it can enable the police to locate owners of stolen and lost property, then it can be of great assistance. One of most successful Operation Identification programs in the country is the motor vehicle identification numbering system. Primarily because of that system, the police are able to recover and return about 70% of stolen motor vehicles to their owners. However, when items such as money, televisions, silver, and bicycles are stolen, there is only an 11% chance that the police will even recover the property. There are no data which indicate the likelihood of returning recovered stolen property to owners.

COURTS AND THE ADMINISTRATION OF JUSTICE

EXISTING EFFORTS AND RESOURCES

Judicial Sentencing

Many states, including the Commonwealth of Virginia, have been undergoing, in recent years, a thorough self-analysis regarding their sentencing procedures. In this process, in Virginia, several concerns have been raised regarding some sentencing practices:

1. Should sentencing be more uniform statewide, and should sentences, in cases involving a jury trial, be determined by the trial court judge rather than the jury?
2. Should limitations of any type be put on parole, and should the percentage of the sentence that must be served before an inmate is eligible for parole consideration be increased?
3. Should determinate or flat-time sentences be permitted in juvenile and domestic relations district courts?
4. Should bifurcated trials in felony cases become mandatory? (one trial to determine guilt or innocence; the second to determine penalty, if convicted in the first)
5. Should indeterminate sentences be revised or abolished because of a lack of facilities?

These are some of the issues which will have to be addressed and decided in the near future.

The Code of Virginia defines the boundaries to which a court or a jury may proceed in sentencing defendants convicted of crimes within the Commonwealth. As in many other states, much discretion is given in sentencing, to the extent that a sentence imposed in one jurisdiction for a given offense is vastly different from the sentence imposed in another jurisdiction, yet the offenses for which the sentence is imposed are virtually identical.

Current sentencing practices in the Commonwealth reflect the legislative intent to conform with U. S. Supreme Court and other federal court decisions and guidelines on sentencing. As a result, changes in sentencing within the Commonwealth would require action by the General Assembly. However, the emergence of the concerns enumerated above is indicative of the need to reexamine sentencing practice in Virginia in a continuing effort to keep sentencing practices in conformity with federal court decisions.

Computer Options for the Virginia Judicial System

Currently, there are three categories of automated systems which can be applied to a court setting:

1. Administrative systems include payroll, personnel, budget, supplies inventory, financial records, and statistical systems
2. Case records and trial systems include docketing, indexing, case scheduling, jury management, case tracking, exception reporting, court reporting, and information systems
3. Legal research systems

Many of these automated systems can be applied at either the trial level or the administrative level of a court system, or both.

In Virginia, the Office of the Executive Secretary of the Supreme Court (OES) currently maintains, on an administrative level, a computerized court personnel record keeping system, leave accounting system, budget tracking system, and is currently converting to an automated payroll. Also, the OES maintains a computerized statistical system for the circuit and district courts and the magistrates. Some of the earliest and most successful computer applications at a trial court level have been in the financial administration areas. In Virginia, the Portsmouth, Fairfax, Roanoke City, and Richmond Juvenile and Domestic Relations District Courts have developed support, check writing, and records maintenance systems, while the Frederick and Winchester General District Courts have developed a fines and cost payment tracking system.

Under development, also at the trial court level, are case records and trial systems (or information systems) in the following Virginia Courts:

1. Portsmouth Juvenile and Domestic Relations District Court
2. Chesapeake Juvenile and Domestic Relations District Court
3. Fairfax Juvenile and Domestic Relations District Court
4. Richmond Juvenile and Domestic Relations District Court
5. Norfolk General District Court
6. Portsmouth General District Court
7. Fairfax General District Court

8. Frederick General District Court
9. Winchester General District Court
10. Richmond General District Court
11. Fairfax Circuit Court

It should be noted that each of the above mentioned court information systems was developed independently of the others, thus reducing the probability of the localities' benefiting from shared experiences and/or information.

The Supreme Court has participated in the temporary installation of an automated legal research system, known as JURIS.

Finally, the OES is involved in development, for the Roanoke City Juvenile and Domestic Relations District Court and the General District Court, of operational systems for court clerks in the following areas:

1. Financial for implementation in general district courts, for use in traffic cases, basically (i.e., receipts for fines, etc.)
2. Financial support for clerks of the juvenile and domestic relations district courts, which is, basically, a system for tracking payments which are processed through the courts
3. Case management which is composed of three initial modules-- (1) the indexing module, (2) the docketing module, and (3) the basic reporting module

Other modules, such as notice generation and management reporting can be developed and implemented as needed. The emphasis is upon the first three modules, however.

Victim, Witness, and Jury Assistance

Presently there are five victim/witness programs operating out of Commonwealth's Attorneys' Offices in Portsmouth, Virginia Beach, Lexington (which includes Rockbridge County), Leesburg (including Loudoun County), and Richmond. These Commonwealth's Attorneys' Offices serve both rural and urban populations. Additionally, three other jurisdictions are implementing, or will shortly implement victim/witness assistance programs. These jurisdictions are Arlington County, the City of Alexandria, and the City of Norfolk.

The City of Chesapeake operates a victim/witness assistance program out of the Sheriff's Department which focuses attention upon elderly victims of crime. The Chesapeake program is the only program in the Commonwealth not operated by the Commonwealth's Attorney in the jurisdiction.

The approach to these existing programs is a two-pronged approach:

1. To provide victims of crimes with the necessary information so that they will be able to obtain social services that might be needed following a victimization, including, but not limited to, medical assistance, psychiatric/psychological assistance, financial assistance, and such other assistance as may be needed to enable the victim to cope with the events which have occurred to him/her
2. To provide information to witnesses so that they will be in the right place at the right time with a minimum of inconvenience; included in this is assistance in obtaining transportation to and from court; telephone alert systems placing witnesses on call; assisting witnesses in obtaining time off from work for each required court appearance, and a telephone recording system whereby witnesses call a number the evening before their required appearance to be advised if that appearance is still necessary

The focus of these efforts is to humanize the court process for those who are usually involuntarily dragged into it, making the "rites of passage" as painless, as coherent, as comfortable as possible; in sum, to show witnesses and victims of crimes that the criminal justice system cares about their participation in the process by looking out for their interests as much as is humanly possible, and regarding the time they spend in the court process to be valuable and necessary for any successful prosecution.

In April 1981, the Division of Justice and Crime Prevention sponsored a Virginia Victim/Witness Coordinators' Conference in Williamsburg. This was attended by people interested in assisting victims of and/or witnesses to crime in Virginia; people currently operating victim/witness assistance programs in Virginia; and people interested in establishing and/or improving victim/witness assistance programs in Virginia. The day long conference presented five workshops ranging from discussion of compensation for victims of crime to the care and handling of witnesses.

In 1976, the Virginia State Bar undertook a study of then current juror selection procedures across the Commonwealth. The purpose of the study (which was funded by the Division of Justice and Crime Prevention) was "to compare and contrast the present system of selecting the master juror lists (pursuant to Section 8-208.10 Virginia Code Annotated) which permits the use of random selection, with a system which mandates random selection".⁵ Quoting from the recommendations of that study:

The basic question considered in this report is whether the present system of jury selection, where the jury commissioners exercise almost total discretion over which names are to be placed on the jury list, is less preferable than one where jury lists are chosen in a mechanical manner and little or no discretion is left to jury commissioners. The present system is far more subject to abuse and consequent legal attack even though it usually produces a measure of control over the "quality of jurors". Random selection, on the other hand, being basically mechanical in nature, removes the potential for abuse, virtually eliminates legal attack, and produces a jury list truly representative of a fair cross section of the community.

Based on the study, it is felt that even though under the present system judges are making a conscious effort to obtain tremendous discretion... The Board of Governors of the Criminal Law Section recommends:

The General Assembly should enact mandatory random selection legislation for Virginia courts as this is the best method of assuring a constitutional jury list.

Legislation requiring mandatory randomization was introduced in the 1976 legislative session, but was carried over into the 1977 session. It received passage in 1977 and was signed by the Governor in April. The text of the law reads:

The jury commissioners shall utilize random selection techniques, either manual, mechanical, or electronic,

⁵ A Study of Jury Selection in Virginia and the Feasibility of Mandatory Random Selection, Report of the Board of Governors Section on Criminal Law, Virginia State Bar to the Governor and the General Assembly Virginia, September, 1976, p. 2.

using a current voter registration list and other such lists as shall be designated and approved by the chief judge of the Circuit, to select the jurors to be placed on the master jury list. After such random selection, the commissioners shall apply such statutory exceptions and exemptions as may be applicable to the names so selected. The chief judge shall promulgate such procedural rules as are necessary to ensure the integrity of the random selection process and to ensure compliance with other provisions of law with respect to jury selection and service.⁶

As noted in the Virginia State Bar study, randomization does not depend upon the use of data processing nor does it take control of jury selection out of the hands of local officials. The report then goes on to discuss several alternative methods for randomization by manual and electronic means. Two of the manual methods discussed are the "key number system" and the "master jury wheel".

For large metropolitan jurisdictions where manual selection may be very burdensome, it may be useful to implement data processing randomization. In all three of the circuits in Virginia currently using randomization data processing, jury service is rotated throughout the entire populace. In one circuit, jurors will be called once every ten years; in another, once every five years; in a third, about every three years.

In terms of cost, the Bar Study Report notes that the programming expenditures are not great. One jurisdiction reported a development and programming cost of \$300. The cost of running the program is minimal; \$5.00 per month for 100 form subpoenas and \$16 per month for computer time. The total cost per year for computer selection of jurors and preparation of subpoenas is \$252. This compares to a cost of \$514.50 in 1975 when the system was manual (the cost including \$274.50 in Commissioner expenses and \$240 for the typing of subpoenas).

In another circuit, where data processing is used to prepare the annual listing of names, the cost of the computer runs from \$25 to \$40 per year.

Virginia's circuit courts which may be interested in data processing alternatives could study the experiences of Harris County, Texas, and Detroit, Michigan, where a methodology called one day-one trial has been used very successfully. This method is being implemented on a modified basis in many other court settings.

⁶ Virginia Code Annotated, Section 8-208.10 as amended.

The experiences of the Houston and Detroit courts point to efficiencies and savings far beyond just the issue of randomization. However, it may be most fruitful for the Commonwealth to undertake a careful analysis of the entire jury trial system. In anticipation of any study or analysis of individual or several circuits, it may be useful to formulate some general questions about the effectiveness, efficiency, and cost-benefits of the current jury system. These questions might include:

1. How many jury trials are conducted yearly and what percentage is this of total cases?
2. How many lists are generally used to generate jury panels and are there better methods for melding these lists, or perhaps eliminating the use of some of them?
3. What utilization exists for the size of various panels which are drawn?
4. Should there be changes in the number of panel size?
5. Should qualification and summons procedures be modified to ease administrative burdens and facilitate prospective juror participation?
6. Should a pool concept for jury service be tried?
7. Should juror fees be either raised or eliminated entirely?
8. Should challenge procedures and voir dire practices be changed?

This is only a partial list of issues which can be raised about the current practices and procedures of trial jury operations in the Commonwealth's circuit courts. As has been noted in a comprehensive study of the trial jury system of Hawaii, there are a variety of perspectives from which to analyze the jury system--from a system-oriented approach, from a management approach, or perhaps purely from the standpoint of finding ways to increase citizen participation in the criminal justice process.⁷

In 1978, the Office of the Executive Secretary of the Supreme Court of Virginia sought federal funding for a study to determine the best ways to implement random jury selection on a statewide basis and to improve jury management. This request was denied.

⁷ Trial Jury System of Hawaii, National Center for State Courts, September, 1976, Vol. II.

Since 1977, the Model Jury Instructions Project, which has been funded by the Council on Criminal Justice, has been diligently working on the preparation of model jury instructions for both civil and criminal cases. The model instructions will not only improve the attainment of uniformity in procedure on a statewide basis, but will substantially upgrade the quality and correctness of jury instructions in Virginia. The criminal instructions have been finished and sent to the publishers. The jury exemptions list was drastically reduced from 24 classes to 7 classes (of which two were restricted) by Senate Bill 80, enacted in 1980.

Career Criminal Programs to Enhance the Quality of Prosecution

Within the Commonwealth there currently exist five career criminal programs, located in Richmond, Norfolk, Portsmouth, Virginia Beach, and Alexandria. The focus of each of these programs has been upon individuals who have established "track records" in crime and/or those individuals who commit offenses which are classified as "major offenses". Criteria for selection of these offenders are established by each locality, reflecting the needs of the locality in question. By focusing prosecutorial attention and resources upon the individuals who are responsible for a disproportionate share of crime, Commonwealth's Attorneys hope to get these offenders off the streets more quickly than if their cases were prosecuted in the normal procedure, and into prison where the emphasis is upon longer sentences than would be given had the individual not been prosecuted as a "career criminal" or "major offender".

Competent Defense for Indigents

The public defender system as it exists in Virginia today is the result of an exhaustive study conducted almost ten years ago by the Criminal Law Section of the Virginia State Bar, and enabling legislation passed in 1972. Additionally, grants awarded by the Council on Criminal Justice have made possible the initial operation of all four offices that are presently in existence. The basic objective of public defender offices is to provide adequate and effective legal assistance to indigent persons charged with crimes for which the penalty might be imprisonment and for which the United States Constitution, the Constitution of Virginia, and the Virginia statutes require that the opportunity for representation by competent counsel be provided at public expense.

A secondary purpose of using the public defender offices as pilot projects is to determine whether the overall cost of providing counsel for indigents can be decreased. The first three defender offices were authorized by the initial enabling legislation, and all three offices have been widely accepted by the judiciary, the bar, and the public; a positive indicator of the effectiveness of the system. Additionally, the General Assembly has approved assumption of the costs of these projects.

In 1978, following a report of the Public Defender Commission and endorsement by the Judicial Council of Virginia, the General Assembly amended the legislation to provide for two additional offices; one in a county or city with a population of less than 100,000, and one in a county or city with a population of more than 100,000. Both the Public Defender Commission and the Judicial Council were of the opinion that the program should not be expanded to include a statewide system at that time, but should be expanded to allow more visibility, analysis, and evaluation. Accordingly, the Petersburg office was opened on July 1, 1979.⁸

Other Public Defender's Offices are operating in Staunton-Waynesboro-Augusta County, Virginia Beach, and the City of Roanoke. These offices began with grant monies from the Division of Justice and Crime Prevention, and are now fully supported by State funds.

⁸ Public Defender Commission Phase I Input for FY 1981-1983.

COURTS AND THE ADMINISTRATION OF JUSTICE

IMPACTS AND GAPS

Judicial Sentencing

The impact of changes in the sentencing system currently in use in Virginia will be upon the courts, the Department of Corrections, local jail/lock-up facilities, those who come into contact with the criminal justice system, especially defendants and jurors, and the general public.

Computer Options for the Virginia Judicial System

The impact of computerization will be upon members of the judiciary, all judicial support personnel, all persons having business with the courts, and the general public. Implementation of automated information systems promotes speedier trials because administrative loggers are significantly reduced, or eliminated entirely, thus reducing administrative causes for court/trial delay.

Victim, Witness, and Jury Assistance

The impact of victim/witness programs will be upon those individuals who are usually involuntarily involved in the criminal justice system, the victims of witnesses to crime, in addition to court personnel, prosecutors, and defendants.

Implementation of victim/witness programs appears to improve the overall quality of the court process and citizens' participation in it, as well as enhance the quality of prosecution.

Development of effective systems for random jury selection should be not only cost-efficient, but also reduce extra expenditures by different courts to design and implement duplicative systems and eliminate waste caused by developmental errors by different courts. Model jury instructions will save valuable court and attorney time both in drafting and in reducing the number of cases that are retried because of errors in jury instructions.

Better informed and better treated prospective jurors enhance the functioning of the entire criminal justice process. Uniform jury instructions will speed up jury trials and reduce the number of jury trials that are retried because of faulty instructions.

Career Criminal Programs to Enhance Prosecution

The impact of career criminal/major offender programs will be upon the communities these programs serve. By focusing special prosecutorial attention upon those individuals within the community who are responsible

for a disproportionate share of crimes within that community, it is anticipated that the crimes upon which prosecutorial attention is focused will decrease, as those responsible for the disproportionate share of them will be in jail for longer periods of time than they had been previously.

Competent Defense for Indigents

The Public Defender's Offices offer defense services to indigents charged with crimes, either felonies or misdemeanors. Thus, the immediate impact is upon the circuit and general district courts and upon their respective case calendaring efforts.

The rising costs of indigent defense have been documented and cost comparisons between the court appointed private counsel and the public defender have been made. The reports of the Public Defender Commission provide evidence of the savings of a public defender system over the court-appointed private counsel system of indigent defense.

In the future, it will be critical for the Commonwealth to examine carefully the costs and benefits of a statewide public defender system and the overall savings which may result from a State financed system.

The Public Defender Commission is currently cooperating with the American Institutes for Research (AIR) in an evaluation effort by AIR of indigent defense, comparing the quality of indigent defense by public defenders, court-appointed private counsel, and retained counsel. The results of this study should be available in early 1982.

COURTS AND THE ADMINISTRATION OF JUSTICE

PROBLEMS

Judicial Sentencing

A major problem is to generate enough support in the General Assembly for a critical re-examination of sentencing practices within the Commonwealth. At present, the General Assembly is not inclined to change existing sentencing practices without strong justification and outside support (i.e., public support) for such action. Until this occurs, sentencing in Virginia will remain essentially unaltered, and, as such, may not meet, in either letter or spirit, federal court decisions.

Computer Options for the Virginia Judicial System

The increasing use of courts as dispute resolution centers has focused attention upon a "new" function of the courts. The new function is one of serving as a primary information center; a function which, in theory, benefits the entire justice system. This role, along with the increasing complexity of court operations, has placed a heavy burden upon the existing personnel resources. New methods must, it is now realized, be sought and implemented to meet these new and ever increasing needs and challenges.

Computerization has only recently been considered as a viable alternative for courts. While the computer has proven its effectiveness in business, it is still viewed by some court officials with skepticism. The current interest in automated court information systems is a reflection of the necessity of solving the problems of increasing caseloads and providing managerial information.

Unfortunately, computerization is not, and should not be considered, a panacea; utilization of computers won't automatically solve a court's managerial problems. In short, computers have proven effective in the business world and can be adapted to a court's management needs. Computers can aid a court in identifying and solving managerial problems, but they cannot cure them alone.

Victim, Witness, and Jury Assistance

The major problem with victim/witness assistance programs is the lack of acceptance/understanding by the general public. Unfortunately, most members of the public who have never had contact with the courts or the legal process have had their ideas of how courts function shaped by television programs such as "Perry Mason". Once the public accepts the

idea that the victim/witness is one of the key elements in any successful prosecution, and that the entire society benefits by having persons coming forward to testify about crimes they have witnessed, thus making a significant contribution to putting the offender in jail, demands for such programs will increase.

Secondly, victim/witness programs also reduce the chances of essential witnesses being "lost" in the system, of witnesses refusing to testify, and of witness "no-show" problems; thus, if cases are dismissed, it won't be because of the failure of witnesses to appear.

Finally, victim/witness programs reinforce the importance of the victim/witness to the prosecutorial process. All too often, court services are designed for the convicted offender, and the needs of the victim/witness are glossed over, if not ignored completely. The "humanization" of the court process for victims/witnesses reinforces their importance and the prosecutor's gratitude for individuals' taking the time from their schedules to help ensure a successful prosecution of an offender. By making a victim/witness feel that his/her experience in the court system is a more positive one, the prosecutor, through a victim/witness program, will probably positively affect the community's attitudes toward the criminal justice system in general, and the prosecutor in particular.

Following study of the Virginia courts juror selection procedures by the State Bar in 1976, and the passage of House Bill 307 in the 1977 General Assembly Session, circuit court jury commissioners will now be implementing mandatory random selection techniques to replace non-random procedures.

While several circuit courts have already implemented random selection, the others will need to study carefully the most appropriate and cost-effective methods for randomization. These choices include the use of manual systems, automated/computerized processes, or the testing of programs which have been instituted in several other state courts, such as one-day one-trial.

As the analysis of randomization methods is undertaken, it may be very useful to expand the study to an assessment of the entire trial jury system. Following are questions posed by judges within the Commonwealth which attest to an interest in some of these other areas of jury utilization, summons, qualification, and treatment:

1. Should petit jury exemption lists be revised to reduce the number of those who are exempt?
2. What procedures should courts use to improve juror information and court-juror relations?
3. What procedures can be used to implement mandatory random jury selections as prescribed by House Bill 307?

4. Should juror compensation levels be increased?

5. What procedures can be instituted to improve jury summons procedures?

6. Is present jury utilization during trial satisfactory, or should jury size be changed?

Career Criminal Programs to Enhance Prosecution

In many suburban/urban jurisdictions, the caseload of a prosecutor's office is such that it is very difficult to allocate the necessary personnel and other resources to a career criminal/major offender unit. In less populated areas of the Commonwealth, the "career criminal" may not be considered a problem that needs special prosecutorial attention. In short, career criminal/major offender programs must be looked at in relation to the population that the prosecutor's office serves.

Competent Defense for Indigents

Persons charged with crimes for which they can be deprived of their liberty are entitled to adequate and effective representation by counsel at public expense, assuming, of course, that the accused is unable to afford counsel. The determination of indigency is an age-old problem, and the enabling legislation is designed to have the public defender and/or his staff assist in the determination of indigency. To do this, a financial questionnaire is used for determining general assets or liabilities of defendants, and this information is furnished to the courts with the final determination as to eligibility being made by the court.

In the past two or three years, the cost of court-appointed counsel has leveled off to some extent. It is no longer required that counsel be appointed for recidivist cases, since only those cases which involve additional punishment by virtue of the conviction itself are now prosecuted. It is anticipated, however, that the cost of court-appointed counsel will increase considerably in the next two years because of some increases in fees and general administrative costs. It is also believed that specialization in criminal law, both from a defense standpoint as well as a prosecution standpoint, will result in a stronger system of criminal justice. Nationwide, the number of states providing defender services (as opposed to the case by case court-appointment of private counsel) has increased enormously in the last ten years.

ADULT CORRECTIONS

EXISTING EFFORTS AND RESOURCES

State Adult Corrections

Beginning in 1974, and continuing through 1977, Virginia experienced a sharp increase in commitments to its correctional institutions. This rapid increase resulted in serious overcrowding in State institutions, and a backlog of State inmates in local jails. During fiscal years 1978 and 1979, there was a decrease in felon commitments. Figures 10 and 11 show downward trends in felon and misdemeanor commitments to the State correctional system. Figure 12 shows felon confinements in the State correctional system for the years 1970 through 1979. During fiscal year 1980, and to date during fiscal year 1981, the hoped for downward trend in commitments did not continue and they are again on the rise.

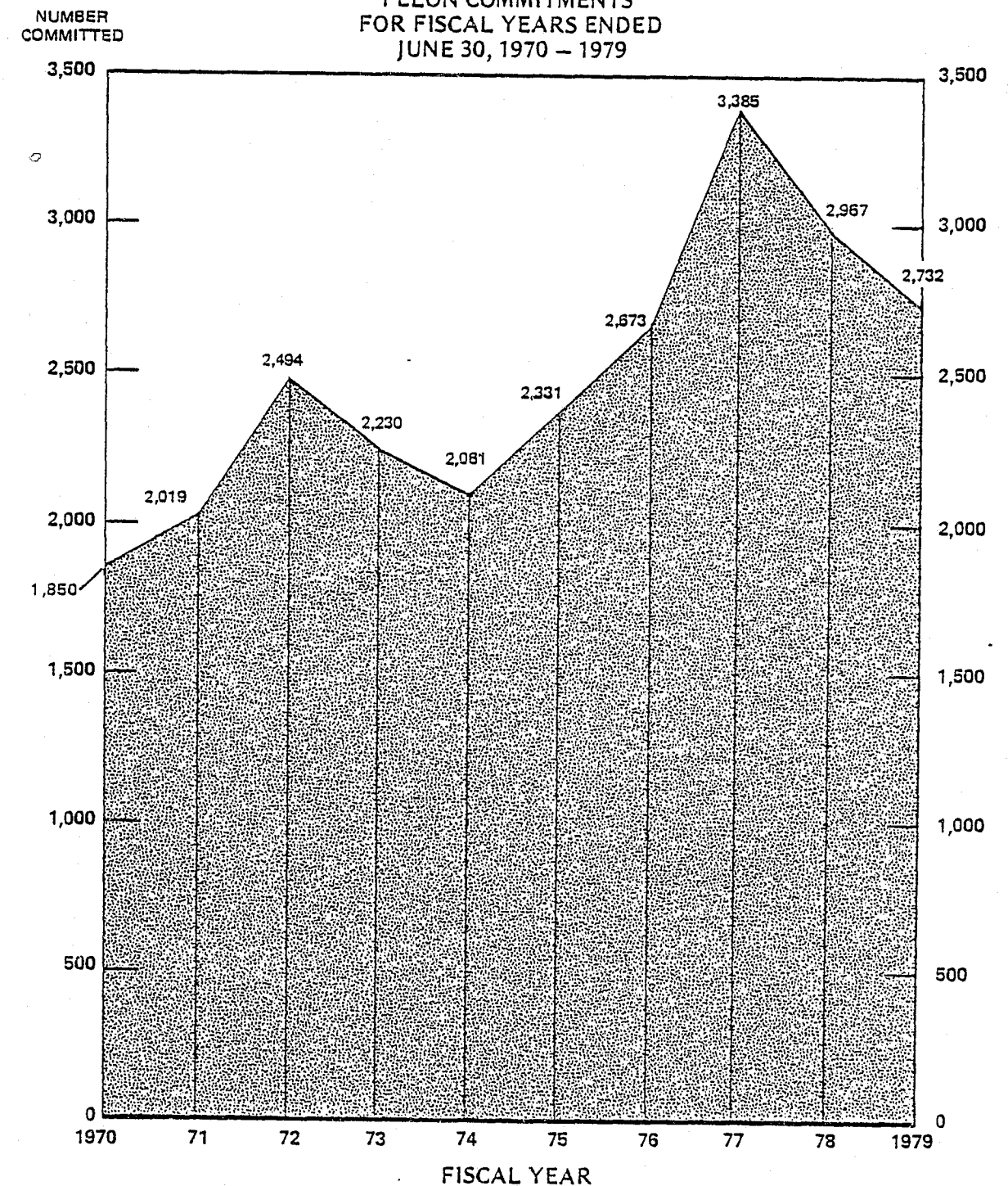
The following analysis of commitments and confinements is obtained from the Annual Statistical Report of Felons and Misdemeanants Committed to the Virginia State Correctional System during the Year Ended June 30, 1979 and Felons Confined in the Correctional System on June 30, 1979 including Felon Recidivists Committed and Confined, published by the Virginia Department of Corrections.⁹

Part of the decrease in felon commitments can be attributed to the backlog of sentenced felon offenders awaiting transfer from local jails to State adult institutions. The number of sentenced felon offenders awaiting transfer was 1,379 on July 1, 1980, or a monthly average of 1,118 for 11 months during fiscal year 1980; and an average of 1,495 for 9 months of fiscal year 1981. (See Figures 13 and 14.) This is down 19% over the monthly average of 1,334 for fiscal year 1979, while to date, fiscal year 1981 shows an increase of 33% in the backlog of felons waiting transfer from local jails to State institutions. (See Figure 15.) During the past two years, the State Department of Corrections has been involved in an active building campaign to help relieve the felon population of local jails, with an additional 1,580 beds to be added during the next 24 to 36 months.

Although the backlog of felons contributes to jail overcrowding, it is the high ratio of misdemeanor pre-trial population that is the primary cause of jail overcrowding. This will be discussed later.

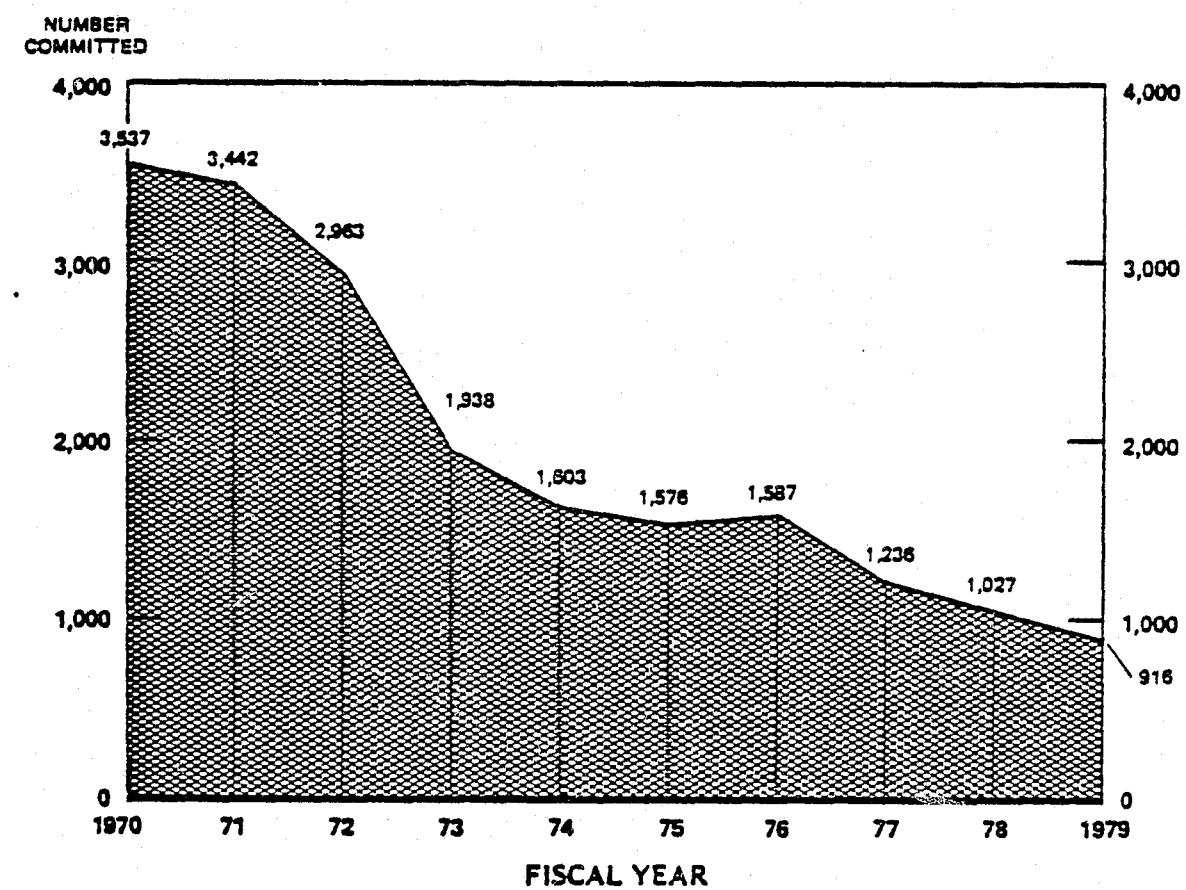
⁹ Hereafter, this report will be cited as Felons, Misdemeanants, Recidivists, Committed and Confined, Year Ended June 30, 1979.

FIGURE 10
FELON COMMITMENTS
FOR FISCAL YEARS ENDED
JUNE 30, 1970 - 1979



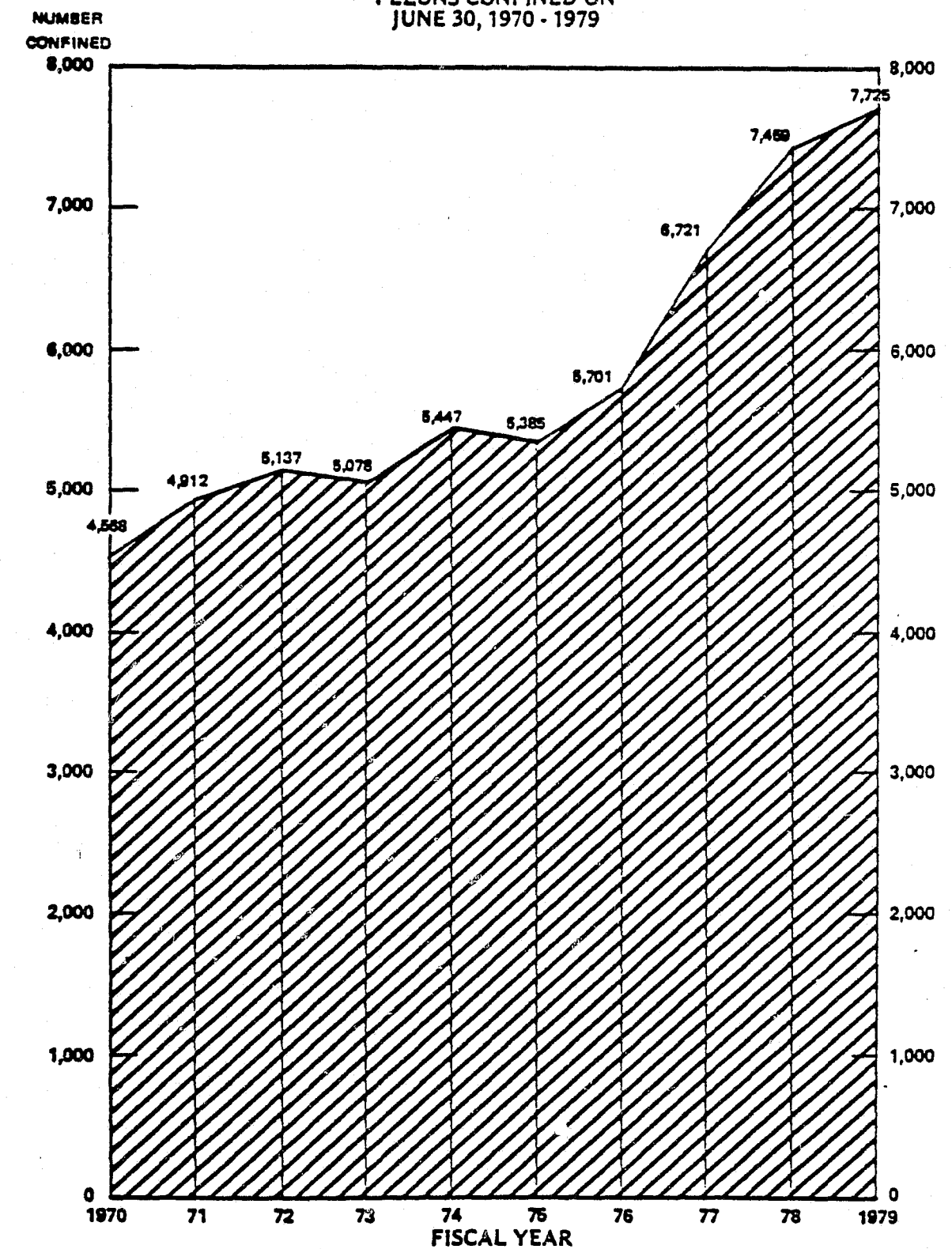
Source: Felons, Misdemeanants, Recidivists, Committed and Confined, Year Ended June 30, 1979, Virginia Department of Corrections, 1979.

FIGURE 11
MISDEMEANANT COMMITMENTS
FOR FISCAL YEARS ENDED
JUNE 30, 1970 - 1979



Source: Felons, Misdemeanants, Recidivists, Committed and Confined, Year Ended June 30, 1979, Virginia Department of Corrections, 1979.

FIGURE 12
FELONS CONFINED ON
JUNE 30, 1970 - 1979



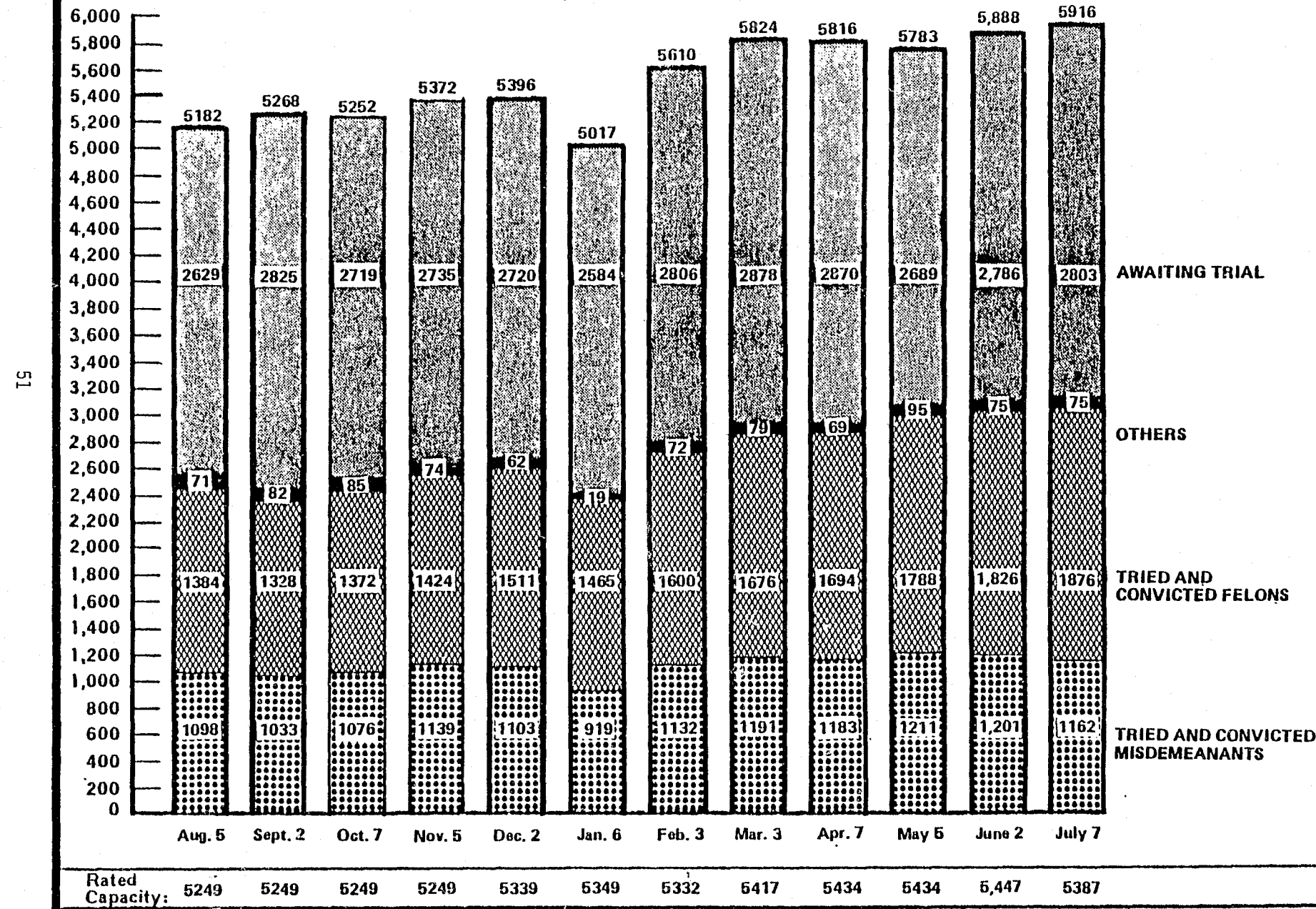
Source: Felons, Misdemeanants, Recidivists, Committed and Confined, Year Ended June 30, 1979, Virginia Department of Corrections, 1979.

FIGURE 13

VA. DEPARTMENT OF CORRECTIONS

Jail Population*

July 1980 - June 1981

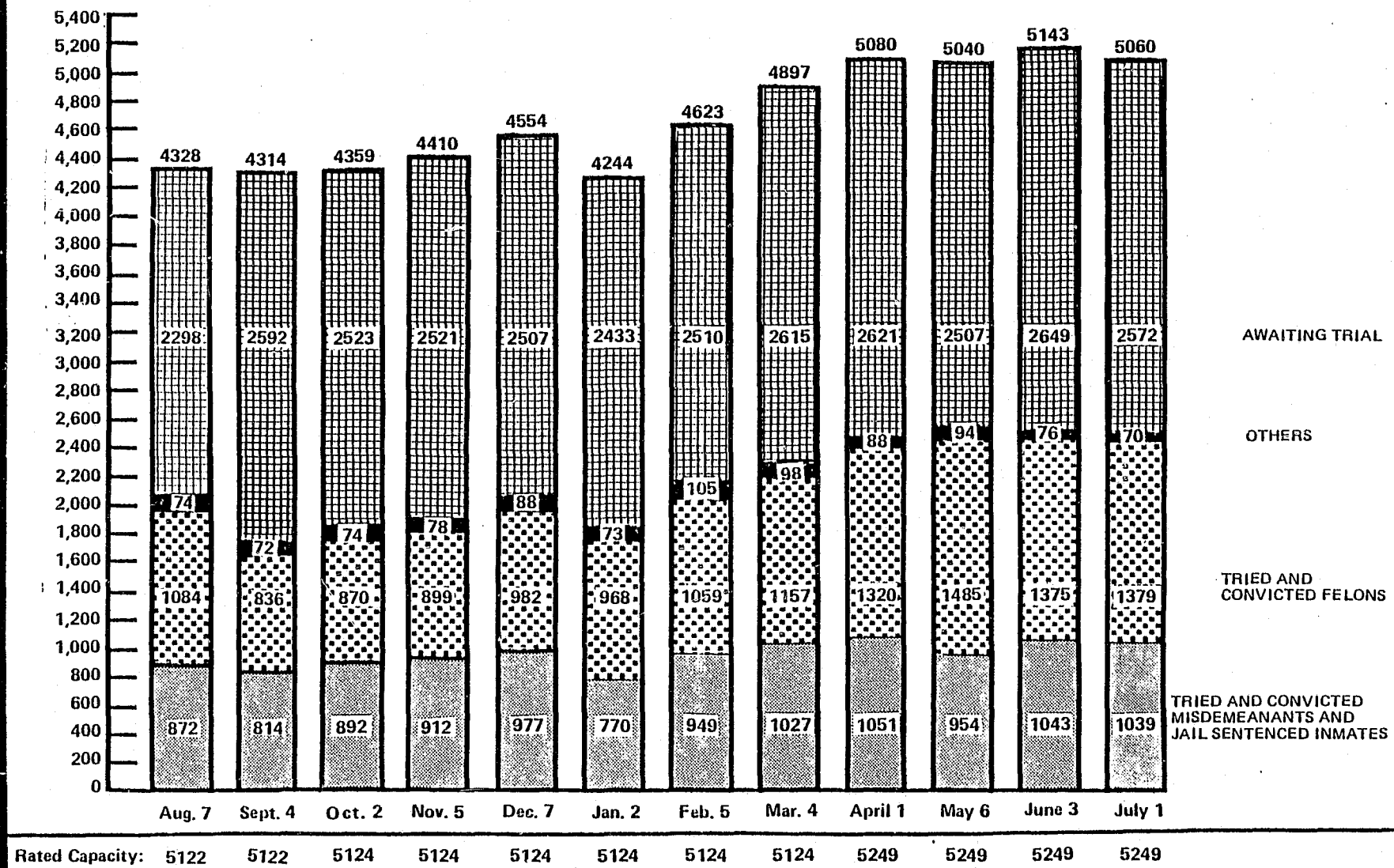


* Source: Population Survey of Local Institutions

DEPARTMENT OF CORRECTIONS

Jail Population*

JULY 1979 - JUNE 1980

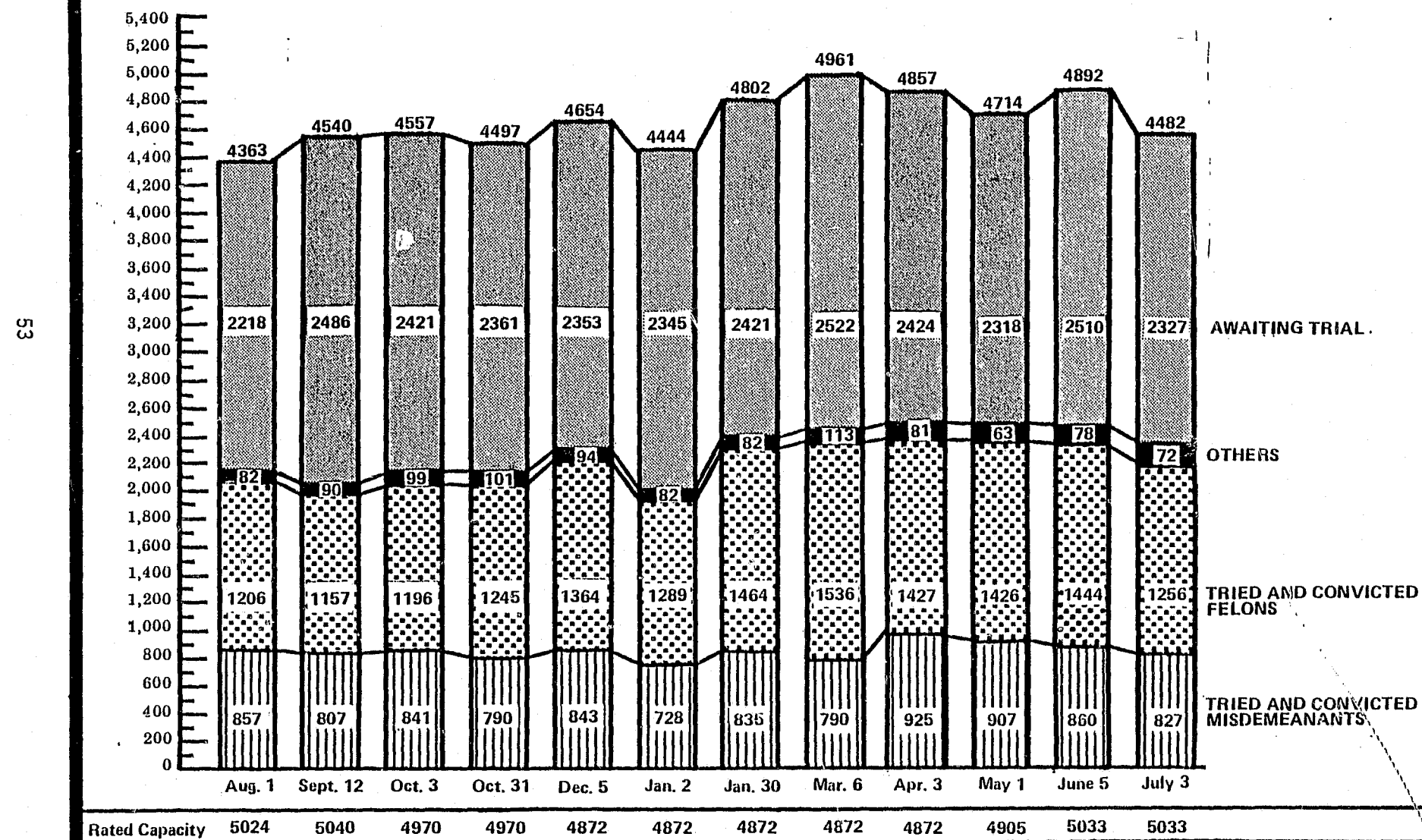


*Source: Population Survey of Local Institutions.

FIGURE 15

DEPARTMENT OF CORRECTIONS **Jail Population**

JULY, 1978 - JUNE, 1979



* Source: Population Survey of Local Institutions.

A total of 2,732 felons were committed to the Virginia correctional system during the fiscal year which ended June 30, 1979. This reflects a decrease of 235, or 7.9% compared to the 2,967 felons committed during fiscal year 1978. From fiscal year 1974 to fiscal year 1977, there was an increase each year in felon commitments, and while there was a decrease in felon commitments during fiscal years 1978 and 1979, State adult institutional populations increased 4% and 3% respectively during fiscal years 1980 and 1981.

Of the 2,732 commitments, 51.7% were non-white and 48.3% were white. Females constituted only 6.5% of the commitments, an increase of some 2% over the past year. During fiscal year 1977, 44.6% of commitments were white, and 55.4% non-white, and current profiles do not indicate significant change in these ratios.

While the average age of new commitments is getting older; age 27 for fiscal 1979, 26 for 1977 and 1978, the most frequent age was 19, compared to 21 for last year, and 19 again for 1977. Over one-half of the 2,732 new felons (1,544, or 56.5%) were 25 years of age or younger.

A breakdown of the 2,732 new commitments in fiscal year 1979 shows that 1,460, or 53.4% were committed from city courts; 1,268, or 46.4% were committed from county courts, and 4, or 0.2% were committed from out-of-state courts. This has been relatively stable since 1977. As in the past, the largest numbers of felons were committed by the cities of Richmond and Norfolk. Norfolk, with 5.3% of the total State population, committed 9.5% of the new commitments, while the total new commitments decreased by 7.9% over the previous year. Richmond had 21.1% less commitments in fiscal 1979, and Norfolk courts decreased their commitments by 5.5%. Of the counties, Fairfax had the largest number of new commitments, with 180, or 6.6% of the total commitments. This represents an increase of 11.1% from the previous year.

A study of the types of offenses committed by new commitments shows that 922, or 33.8% committed offenses against persons, and 1,294, or 47.4% committed offenses against property. This year shows a decrease in commitments for drug violations from the previous year. There were 259, or 9.5% in fiscal 1979 compared to 304, or 10.2% for fiscal 1978. The level of drug violation commitments has increased from 1.5% in fiscal 1965 to a high of 20.7% in fiscal 1972, and has since decreased to the current level of 9.5%.

Statistics show that 1,650, or 60.4% of the new commitments received a sentence of five years or less (compared to 60.2% last year) and 217, or 7.9% received sentences of twenty years or more (excluding life and death sentences). This represents a decrease over last year's figure of 8.2%. The number of life sentences increased this year to 43 (1.6%) from 38 (1.3%) in fiscal 1978. There was one new felon who received a death sentence. The Department of Corrections Master Plan states that the average length of stay for all felons was twenty-eight months.

Of the 2,598 new commitments tested for intelligence, 1,125, or 43.3% were found to be of normal intelligence. The percentage of new commitments found to be severely or moderately retarded has increased to 5.3% in fiscal 1979 from 3.8% in fiscal 1978. Felons tested with an intelligence level of bright or superior constituted 432, or 16.6% of new commitments.

Of the felons committed in 1979, 664 were known to have served in the Armed Forces, a 43% decrease since 1977. Of these, 177, or 26.7% had received undesirable, bad conduct, or dishonorable discharges, or were in the service at the time of the offense and had not yet received a discharge at the time of commitment to the Virginia correctional system. Discharges of these persons are usually other than honorable.

At the time of commitment, there were 2,413 felons with known drug and/or alcohol usage, representing 88.3% of the total. There were 128 (4.7%) new felons with no record of alcohol or drug usage; 186 (6/8%) who were only occasional alcohol users, and 5 (0.2%) whose habits were unknown. In 1977 and 1978, the percentages of commitments which were known drug/alcohol users were 66.4 and 57.9, respectively.

Of the 2,732 new commitments, 1,344, or 49.2% had a juvenile record, while 1,388, or 50.8% did not. In comparison, 47.3% of last year's new commitments had a juvenile record, while 52.7% did not. The only year during the past six years which did not conform to this trend of even distribution was fiscal 1975, when 34.8% had known juvenile records, and 65.2% did not. There were 611 felons, or 22.4% who had been previously committed to a State learning center.

There were 7,725 felons confined on June 30, 1979. This number increased to 8,093 and 8,365 during fiscal year 1980 and for nine months of fiscal year 1981. A total of 4,703, or 60.9% were non-white and 3,022, or 39.1% were white. Female felons constituted 3.2% of the population. There have been no significant changes since 1977.

The average age of the felon population on June 30, 1979, was 30 years; however, the most frequent age was 24 years. The median age of the population was 27 years. Again, there were no significant differences from 1977.

Courts in Virginia cities committed 4,751, or 61.5% of the felons confined on June 30, 1979, while county courts committed 2,968, or 38.4%. There were 6 (0.1%) committed by out-of-state courts. Felons committed by courts in the City of Richmond represented 15.5% of those confined, while Norfolk courts committed 10.5%. Among the county courts, Fairfax committed the largest number with 333, or 4.3% of the total population.

Of the 7,725 felons confined on June 30, 1979, 4,310, or 55.8% committed offenses against persons and 2,578, or 33.4% committed offenses against property. In comparing the percentage of new commitments sentenced in each of the offense categories, a greater portion committed offenses

against property (47.4%) than offenses against persons (33.8%). The percentage of confined felons committed for violation of narcotic drug laws (7.7%) is below that for felons newly committed for these offenses (9.5%). A breakdown of offenses for felons confined at the end of the fiscal year 1979 shows that the two most commonly occurring offenses are robbery (unspecified), with 1,195 occurrences (15.5%) and burglary (including statutory), with 1,163 occurrences (15.1%). These rates also have not differed significantly since 1977.

A total of 1,788, or 23.2% of the 7,725 felons confined at the end of the fiscal year were serving sentences of five years or less, and 2,046, or 26.5% were serving sentences of twenty years or more (excluding life and death sentences). Those felons serving life sentences constituted 6.1% (472) of the total, while 6 felons (0.1%) received a death sentence. The average length of sentence for felons confined, excluding those with life or death sentences, was 15.6 years. This included additional time received after commitment for recidivism, escape, and/or other offenses. The average length of sentence has increased 56% since fiscal year 1977.

Of the 7,455 felons tested for intelligence, 3,488, or 46.8% displayed normal intelligence. This figure is similar to the percentage of new commitments with normal intelligence (43.3%). The statistics also revealed that 360, or 4.8% were severely or moderately retarded, and 1,258, or 16.9% were of bright normal or superior intelligence. There have been no significant differences since 1977.

Of the 7,483 confined felons for which juvenile record information was available at the time of commitment, 56.0% had a juvenile record and 44.0% did not. In 1977, 57.9% of the commitments had a juvenile record.

There were 916 misdemeanants committed to the Virginia correctional system during the fiscal year which ended June 30, 1979. This reflects a decrease of 111, or 10.8% from the previous fiscal year. The number of misdemeanants committed has declined every year since 1967, when there were 3,817 commitments, until fiscal year 1976, when there was an insignificant increase. By December 31, 1979, there were no misdemeanants in State adult institutions. This is primarily due to overcrowding of State institutions and legislative changes preventing misdemeanants with sentences of less than six months from being transferred to the State.

The largest portion of the misdemeanants (770, or 84.1%) were initially received by the correctional field units. This reflects a slight increase from the previous year when the field units received 83.6% of the misdemeanants.

Of the 916 misdemeanor commitments, 55.6% were white, and 44.4% were non-white. A breakdown by sex shows that 90.5% were male and 9.5% were female. In comparison, only 4.8% of the felon new commitments for fiscal year 1979 were female.

Ages were recorded for 915 of the 916 misdemeanants committed. Of these, 50.1% were under the age of 24. The youngest misdemeanant committed was 16 years years of age and the oldest was 73 years of age. The mean age at commitment was 26.5 years; the median was 23.5 years, and the mode was 21.0 years, showing no significant changes since fiscal year 1977.

Of the 916 misdemeanants committed, 555, or 60.6% committed offenses against property; 140, or 15.3% committed offenses against persons; 41, or 4.5% committed offenses against decency, morality, peace and good order; 19, or 2.1% committed offenses against public justice and administration; 56, or 6.1% committed traffic violations; 90, or 9.8% committed offenses against public policy, economy and health; and 15, or 1.6% committed miscellaneous offenses. The most frequently committed offense was petty larceny (106, or 11.6%), followed by grand larceny (105, or 11.5%). Violation of narcotic drug laws was committed by 81, or 8.8% of the misdemeanants. This represents a decrease from the previous year when 11.3% violated narcotic drug laws. This pattern is generally the same for fiscal years 1977 and 1978, and differs significantly from the felon population where offenses against persons are higher.

Courts in Virginia counties committed 486, or 53.1% of the misdemeanants, while the cities committed 430, or 46.9%. A breakdown of individual counties reveals that Henrico County committed the largest number (58, or 11.9%) of all county commitments. Among the cities, Norfolk committed the largest number (75, or 17.4%) of all city commitments, a change from fiscal year 1977 when Richmond was first with 17.9%, and Norfolk with 11.9%.

Local Jails

Local jails are supervised and operated by local units of government under the auspices of a constitutional officer (sheriff), or regional jail administrator. Although basically autonomous institutions, jails are tied to the State Department of Corrections and its Board by certain statutes in the Code of Virginia which set forth State supervisory and reimbursement roles in relationship to local jails. Because of this system linkage, it becomes difficult to discuss State problems without relating them to similar problems on the local level.

In fiscal year 1978, the Department of Corrections reported 151,721 commitments to city and county jails in Virginia. The commitments resulted in 1,647,222 prisoner days, averaging 10.9 days per commitment (includes pre and post adjudication detention). The design capacities of these jails in fiscal year 1978 provided a maximum of 1,790,325 prisoner days per year. This is the total number of prisoner days that would be available if every jail had been filled to capacity every day of the year (rated capacity X 365). The rated capacity for all the State's jails was 4,867 in fiscal year 1976; 4,979 in

fiscal year 1977; 5,024 in fiscal year 1978; 5,033 in fiscal year 1979, and 5,249 by June 1980. This is an increase of 7.9% during the past five years.

During fiscal year 1979, there were 77,717 less total prisoner days than the jails were designed to accommodate. From 1976, when there were 94,828 more prisoner days than capacity days, to 1978, with 143,103 less prisoner days, jail populations decreased by 13.6%. In fiscal year 1979, there were 1,759,328 total prisoner days for the State's jails, an increase of 6.8% over the previous year.

Of the total jail commitments during fiscal year 1979, 67% were white and 33% were non-white. The racial distribution shows no change over fiscal years 1975-1979. Commitments of youths under the age of eighteen show a downward trend; 6,573 in fiscal year 1975, to 3,749 in fiscal year 1978; a drop of 75.3% during the past four years. Commitments increased from fiscal year 1978 to fiscal year 1979 to 3,951, or 5.4%. The general trend for commitments to jail for this age group shows a 29% increase from 1964 (5,601 commitments) to 1970 (7,225 commitments). The next ten years demonstrated an overall reduction of 82.9% in commitments of persons under the age of eighteen.

An analysis of offenses for fiscal year 1978 shows that those against decency, peace and good order (32%) were most frequent. Among these offenses, the one most frequently occurring was drunk in public (25%). Traffic violations ranked second with 21%. There has been no significant change in these percentages of commitments since fiscal year 1975. Fiscal year 1978 data clearly show that 52% of all commitments were for misdemeanors, 26% for local ordinances, and 22% for felonies. This has remained relatively constant since fiscal year 1975.

The following chart exhibits the percentage of misdemeanor, ordinance, and felon commitments to jails since 1964:

Fiscal Year	% Commitments		
	Misdemeanant	Ordinance	Felony
1964	86.4	0	11.6
1965	86.8	0	11.2
1966	86.5	0	11.3
1967	86.5	0	11.5
1968	86.1	0	12.1
1969	85.7	0	12.5
1970	84.5	0	13.4
1971	82.9	0	15.2
1972	82.0	0	16.2
1973	82.7	1	16.2
1974	69.0	13.6	17.4
1975	56.0	22.4	21.6
1976	51.0	25.2	23.8
1977	53.6	23.9	22.5
1978	51.9	26.3	21.8
1979	54.0	25.0	21.0

Misdemeanant commitments to State adult institutions have decreased significantly from 1968 to December 1979; some 321%. Misdemeanant commitments to jails have also decreased, although the total of misdemeanants and ordinance violators has remained somewhat constant. The significant increase is in felony commitments, 88% over the past 15 years, due in part to the overcrowded conditions in State adult institutions. On April 7, 1981, there were 1,694 tried and convicted felons in local jails.

As can be seen in Table 1, the number of arrest warrants issued by magistrates for felonies has increased 6.6% since 1976, while misdemeanor arrest warrants have decreased by 2.6%. The issuance of summonses fell 19% from 1976 to 1979. While felon arrest warrants increased, the felony bonding rate also increased 25.5% during 1976-1979. Misdemeanant bonds decreased by 18.8%, and commitments and releases increased by 49%.

A study of jail data for 30 jails indicated that 50-75% of all commitments to jails were in the pre-trial status and accounted for only 25-40% of the average daily population. It is apparent that there is a heavy flow of misdemeanor offender traffic during the peak hours of operation which also contributes to the overcrowding in jails, since most are released in a short time on bond. State reimbursement practices of allowing one day's credit for commitment and release on the same day also contributed to overcrowding. During fiscal years 1978 and 1979, only 23 of the jails in the State were over their rated capacity 100% of the time. Seventeen of these are major facilities with a rated capacity of 65 and over, accounting for 3,335 spaces of the total bed capacity in all the jails. In other words, 18% of the jails have 64% of the beds. These localities generally also have the highest rates of incarceration in the State for an average rate of incarceration of 160, or one bed for every 625 residents.

Of the 96 jails operating in 1980, 48 had classification services; 55 had medical services, and 37 had recreation services. Forty-eight jails had no dayspace or multipurpose area, and 59 had neither outdoor nor indoor recreation. In addition, 21 had education services; 64 provided visiting privileges 2-3 times a week; 30 had bona fide substance abuse counseling services; 61 had libraries ranging from fully equipped to cast-off materials, and 32 provided work release alternatives.

TABLE 1

<u>Year</u>	<u>Arrests</u>		<u>Bonds</u>		<u>Summons</u>	<u>Commitments/ Releases</u>
	<u>Felony</u>	<u>Misdemeanant</u>	<u>Felony</u>	<u>Misdemeanant</u>		
1976	34,410	256,937	16,796	208,168	40,554	142,609
1977	33,208	254,197	17,230	191,342	36,428	162,226
1978	36,118	242,741	19,710 ¹	152,210 ²	35,410	189,680 ³
1979	36,681	250,494	21,071 ⁴	175,172 ⁵	34,088	212,651 ⁶

1. Includes 5,929 unsecure and 13,781 secure felon bonds.
2. Includes 68,312 unsecure and 90,898 secure misdemeanor bonds.
3. Includes 102,207 commitments and 87,473 releases.
4. Includes 5,534 unsecure felon bonds, of which 616 are Promise to Appear and 4,918 are Personal Recognizance; and 15,537 secure felon bonds.
5. Includes 83,347 unsecure misdemeanor bonds, of which 8,380 are Promise to Appear and 74,967 are Personal Recognizance; and 91,825 secure misdemeanor bonds.
6. Includes 113,840 commitments and 98,811 releases.

ADULT CORRECTIONS

IMPACTS AND GAPS

State Adult Corrections

Of the 2,732 new commitments to the Virginia correctional system for fiscal year 1979, 454, or 16.6% had served one or more previous felon sentences in the Virginia correctional system. The recidivism rate of 16.6% represents a decrease from fiscal year 1978, when the rate was 18.0%. The recidivism rate has remained fairly constant since fiscal year 1971, with the exception of fiscal year 1974 when the rate sharply increased to 24.1% from fiscal year 1973's rate of 17.0%. (See Figure 16.)

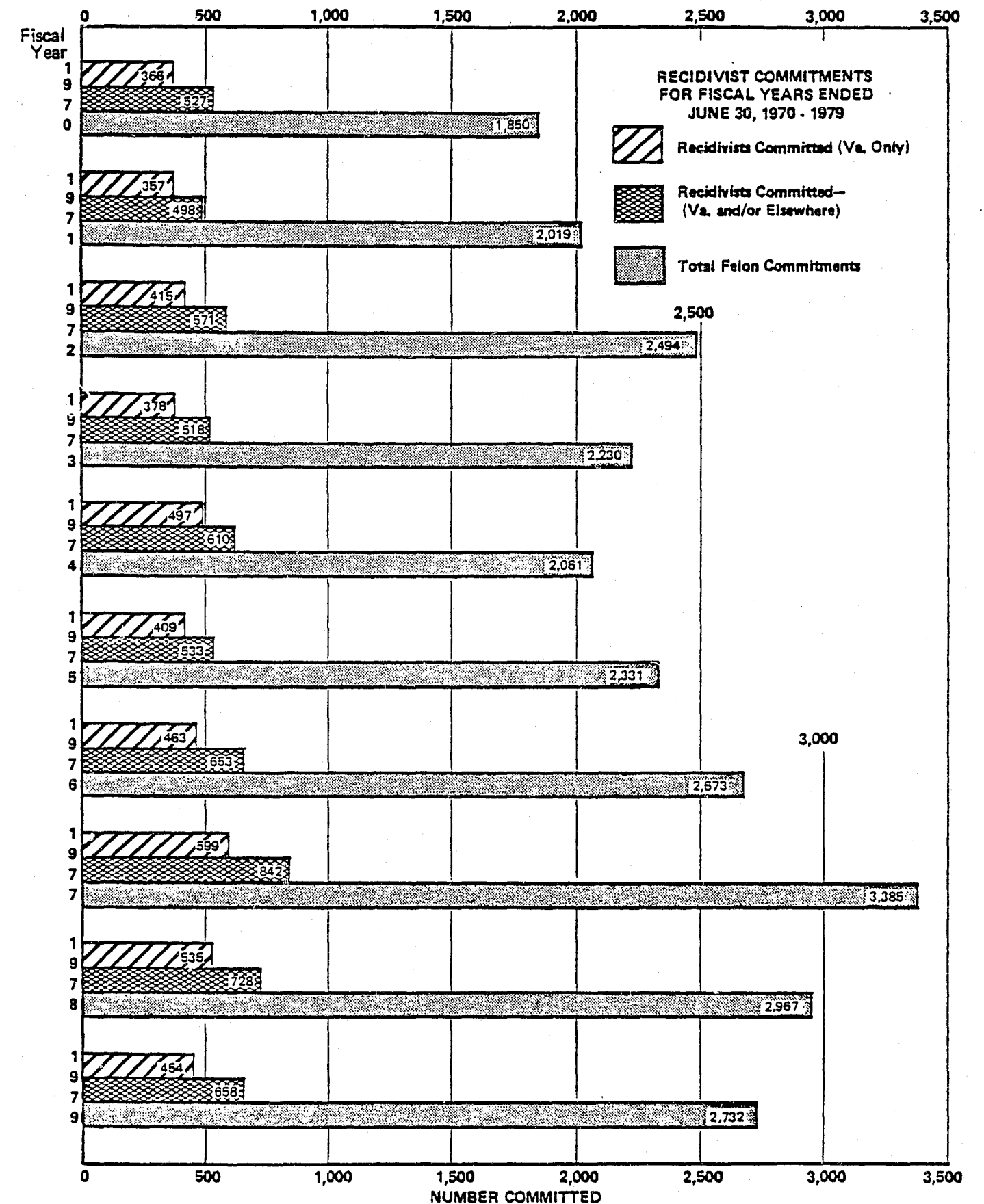
A total of 24.1%, or 658 persons who were new commitments for fiscal year 1979 had served one or more previous felon sentences in the Virginia correctional system and/or elsewhere. This recidivism rate shows very little change from fiscal year 1978, when the rate was 24.5%. This rate, however, shows an increase over fiscal year 1975, when the rate was 22.9%, the lowest rate in the past ten years. Fiscal year 1972 also exhibited a recidivism rate of 22.9%.

Non-whites constituted over half (54.7%) of the repeaters, while whites constituted 45.3% of the recidivist population. Only 5.0% of the recidivists were females. This recidivism rate for females shows an increase over fiscal year 1978, when the rate was 3.4%. An analysis of all new commitments shows that non-white recidivists constituted 25.5% of the 1,411 non-white felons, and white recidivists constituted 22% of the 1,321 white felons.

The 454 Virginia recidivists were 60.1% non-white and 39.9% white. Female recidivists constituted 4.4% of the total. An analysis of all new commitments shows that white recidivists constituted 13.7% of the 1,321 white felons, and non-white recidivists constituted 19.3% of the 1,411 non-white felons.

Of the 454 recidivists, 342, or 75.3% had served only one prior Virginia felon sentence; 85, or 18.7% had served two prior sentences, and 27, or 6.0% had served three or more prior sentences in Virginia. The percentage of recidivists with only one prior felon commitment is slightly higher this fiscal year than the percentage in fiscal 1978 (73.5%). The percentage of recidivists with three or more prior sentences is lower this year than the percentage in fiscal year 1978 (8.4%). However, of the 658 persons who had served prior felon sentences in Virginia and/or elsewhere, 459, or 69.8% had served only one previous sentence; 131, or 19.9% had served two prior sentences, and 68, or 10.3% had served three or more prior sentences. There were two recidivists who had served seven prior sentences.

FIGURE 16



Source: Felons, Misdemeanants, Recidivists, Committed and Confined, Year Ended June 30, 1979, Virginia Department of Corrections, 1979.

Further analysis shows that the percentage of recidivists serving three or more previous sentences declined during the years of 1970-1974, from 14.6% to 9.0%. In fiscal 1975, the figure rose to 13.3% and declined again to 10.1% in fiscal 1976, and 9.0% in fiscal 1977. In fiscal 1978, the figure increased to 11.7%, then declined again to the current level of 10.3%.

A study of recidivists shows that 148, or 32.6% had been paroled and discharged from parole supervision at the time the present offense was committed. Last fiscal year, recidivists in this category accounted for 12.5% of the Virginia repeaters. In fiscal 1978, 11.4% of the recidivists were on parole from their last sentence at the time they committed the offense for which they were returned. In fiscal 1979, there were no recidivists who fell into this category.

Recidivists who had been paroled, and released from parole supervision before committing their new offense, numbered 148, or 22.5%. This represents a large increase over the 9.2% of recidivists in fiscal 1978 who had been paroled and released from parole supervision before committing their new offense. In fiscal 1978, 8.4% of the recidivists were on parole at the time they committed their new offense. In fiscal 1979, there were no felon recidivists committed who fell into this category. A parolee who violates parole through the commission of a new offense is considered a parole violator and not a new recidivist commitment.

A study of the offenses committed by the 658 recidivists reveals that 340, or 51.7% committed offenses against property; 188, or 28.6% committed offenses against persons, and 130, or 19.8% committed other offenses. The figures for all new felon commitments in fiscal 1979 display similar findings, with 47.4% committing offenses against property; 33.8% committing offenses against persons, and 18.8% committing other offenses.

Of the 454 Virginia recidivists, 228, or 50.2% were convicted of offenses against property; 121, or 26.7% had committed offenses against persons, and 105, or 23.1% committed other offenses. In comparison to the breakdown of all new commitments, the study reveals that 47.4% committed offenses against property; 33.8% committed offenses against persons, and 18.8% committed other offenses. Burglary, with 92 occurrences (20.3%) was the offense most often committed. The number of recidivists committed for violation of narcotic drug laws remained fairly constant with 9.3% last fiscal year, and 9.5% in fiscal 1979.

The average age of the 454 Virginia recidivists was 32.3 years. This figure represents very little change in the average age of last fiscal year's recidivists (31.5 years). The most frequent age was 23 years, with 31 occurrences or 6.8%. Almost half (47.8%) of the recidivists were under 30 years of age, with the youngest recidivist being 18 years of age.

The average age of all recidivists (Virginia and elsewhere) was 32 years, while the most frequent age was 23 years (occurring 44 times or 6.7%). Almost one-half (49.4%) were under thirty years of age.

An analysis of the 612 recidivists who were tested for intelligence level shows that 49.0% were within the normal intelligence range; 25.3% were within the bright normal or superior range, and 3.3% were severely or moderately retarded.

Of the 423 Virginia recidivists tested for intelligence level, 50.6% were classified as having normal intelligence; 20.8% as bright normal or superior; 8.0% as borderline, and 4.3% as moderately or severely retarded.

For Virginia recidivists the most frequent sentence was two years, while the median sentence was four years. Excluding the recidivists with life and death sentences, the average sentence was 6.8 years. This figure represents a decrease in the average length of sentence, from 8.8 years in the last fiscal year, to the current level of 6.8 years.

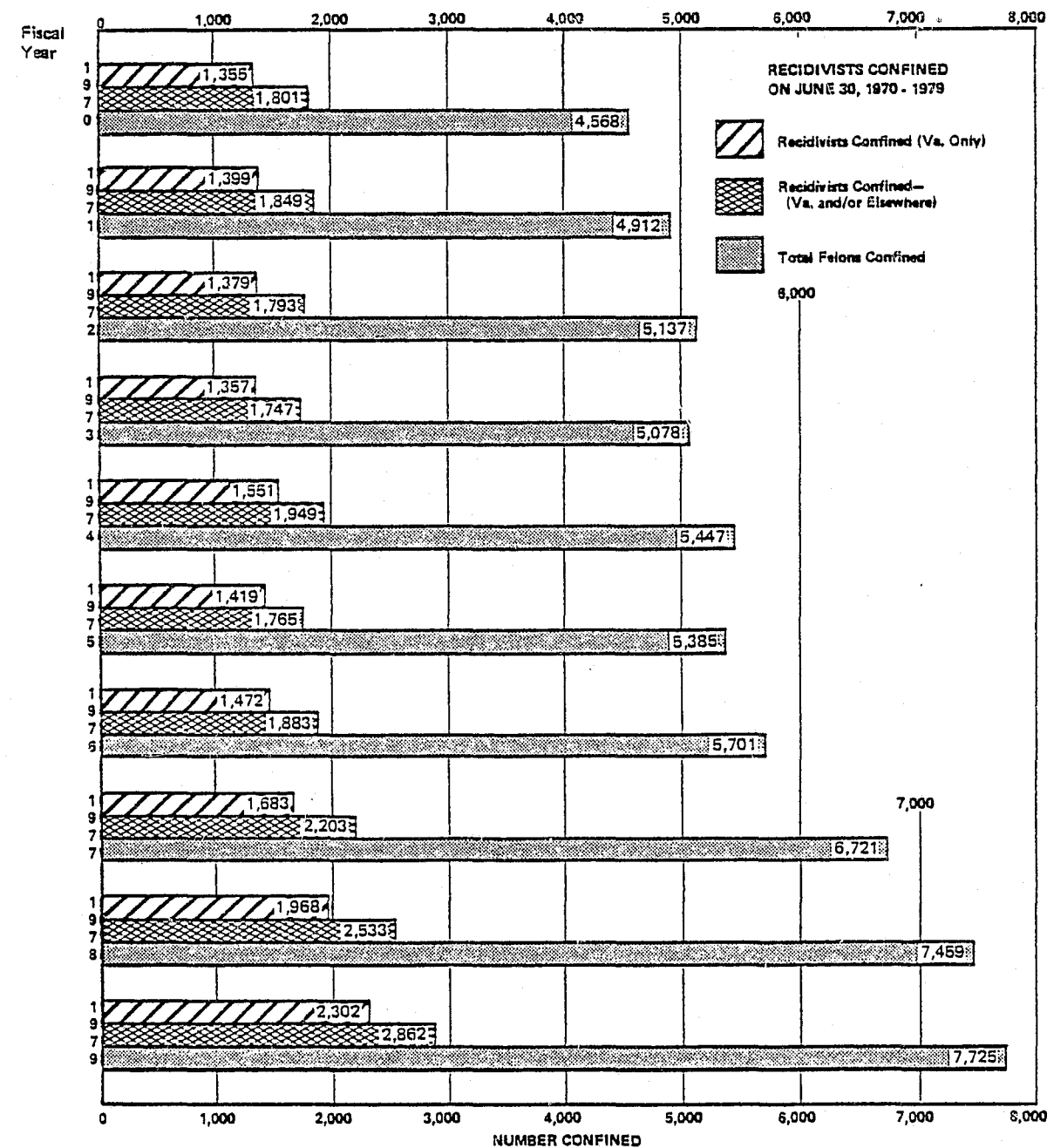
The average length of sentence for all recidivists was 7.6 years, excluding recidivists with life or death sentences. This figure represents a decrease from last fiscal year's figure of 8.6 years. A sentence of two years was the most frequently occurring sentence and a sentence of five years was the median length of sentence.

A review of all felon recidivists confined* in the Virginia adult correctional system shows that they comprise 37.0% of the total felon population in custody, an increase of 3% over the past year. (See Figure 17.) Virginia recidivists make up only 29.8% of the total number of felons confined during the past year (7,725), an increase of 3.4% over last year. Racial distribution also did not differ from the commitment make-up. Prior commitments were about the same; 72.2% of Virginia recidivists confined had one prior felony, while 65.7% of all felons confined had served one previous sentence.

Virginia recidivist felons who had two prior felon sentences comprised 19.8% of the confined population, while 22% of all recidivists had served two prior felon sentences. Only 8% of Virginia recidivists had three or more previous felon sentences, compared to 12.3% for all recidivists confined. In addition, 18.6% had also served one or more previous misdemeanor sentences. Parole data indicate that 32.4% of Virginia recidivists confined were on parole when their present offense was committed. During fiscal year 1978, 20.0% were on parole at the time of commission of another crime.

* Includes prior commitments still incarcerated, as well as fiscal year 1979 commitments.

FIGURE 17



Source: Felons, Misdemeanants, Recidivists, Committed and Confined, Year Ended June 30, 1970, Virginia Department of Corrections, 1979.

About 16% of Virginia recidivists during fiscal years 1978 and 1979 had been discharged from parole prior to the commission of another crime. Of all the felon recidivists confined, including out-of-state confinements, 26% were on parole, and 12.9% had been released from parole supervision prior to the commission of another crime. Offenses against persons comprised about 50% of all recidivist crimes for both groups.

The average age of the 2,302 Virginia recidivists confined on June 30, 1979, was 33.5 years. Those recidivists under the age of 31 constituted 47.7%, while the most frequent age was 27 years, with 136 occurrences, or 5.9%.

Most of the total recidivists were three years older than the total confined population, displaying a mean age of 33.5 years. The most frequent age was 28 years, with 165 occurrences (5.8%), and the median age was 31 years. The youngest recidivist in confinement was eighteen. Profiles on intelligence demonstrate no variation from the general population. The average level of educational achievement at commitment was 6.4 for reading, 6.9 for arithmetic, and 6.3 for language arts. In addition, about 79% of offenders confined identified their previous occupational experience as unskilled, while 6% were skilled, and 15% did not respond.

In 1977, the Secretary of Public Safety and the Department of Corrections formed a steering committee to develop a master plan for corrections in Virginia. The steering committee utilized consultants from the National Clearinghouse for Criminal Justice Planning and Architecture for assistance in this effort.

One of the concerns addressed in the planning process was to assess the magnitude of the future incarcerated population. A task force began work on the development of a projection model. Below is an excerpt from the Executive Summary of Corrections Options for the Eighties, which describes the projection model developed, its application, and suggestions for remediating problems:

Several approaches were assessed, and the present model represents the result of approximately 18 months of intensive development and entails the analysis of approximately 30 years of data.* The staff of the Clearinghouse has reviewed the model with the appropriate persons in Virginia for inclusion in this plan.

The approach is a "simulation" model, the core of which is a computer-created replica of the actual input-output processes within

* The model used for this projection was developed by Mr. Ray Tuegel, Virginia Department of Corrections, Bureau of Electronic Data Processing.

the department's institutional segment. Essentially, using established historical trends for jail time accrual, length of stay, parole/discharge, etc., the computer establishes for each "person" entering, a date of commitment, an anticipated length of stay, and a projected release date.

The current model uses, as input to the system, projected commitments based on the historically established relationship between felony arrests (provided by the Department of State Police) and commitments to the Department of Corrections.

For the purposes of this model, the state inmate population is divided into four groups:

1. Misdemeanants in the state system
2. Felons currently confined in state institutions
3. Convicted felons in local jails awaiting admission to the state system
4. Felons expected to be committed during the projection time frame

While each group is processed within the model in a slightly different manner, each is accounted for and included in the projection.

PROJECTION ASSUMPTIONS

These projections are based on the historically predictable relationship between felony arrests and commitments to the Department of Corrections. This approach has the distinct advantage of summarily accounting for the pre-arrest effects of most socioeconomic factors that affect both arrests and commitments, such as unemployment, changes in general population, and many others.

The arrest/commitment relationship used in this projection also accounts for some factors affecting commitments after the arrest stage. These factors are historic and assumed constant to the end of the projection period (approximately 92.5 commitments per 1,000 arrests as of January 1978). Dramatic changes in these post-arrest factors are not accounted for in this approach. Changes in sentencing patterns (such as the initiation of Determinate Sentencing) is one such unaccountable factor.

Certain internal changes occurring within the correctional system are not at this time included, but can be anticipated and the projection adjusted as needed. Such factors as the increased availability of new beds (due to the opening of new institutions), which would allow the Department to relieve some of the housing

pressures in local jails, would affect the projection through judicial perception of increased inmate capacity.

Other changes within the correctional system, such as changes in correctional or parole policy, philosophy, or legal responsibility cannot be built into this projection, as none can be predicted.

Generally, no dramatic changes are accounted for nor anticipated in any area considered critical to the corrections population for this projection period. It is essentially a "business as usual" projection. Given that no official predictions of dramatic shifts in either the economy, general state population, or employment, are expected, this is the best estimate available for Virginia prisoner population.

Using the above-described method, the following projections were derived for adult institutions:

1980	- 9,729
1985	-12,867
1990	-12,987
1995	-12,658

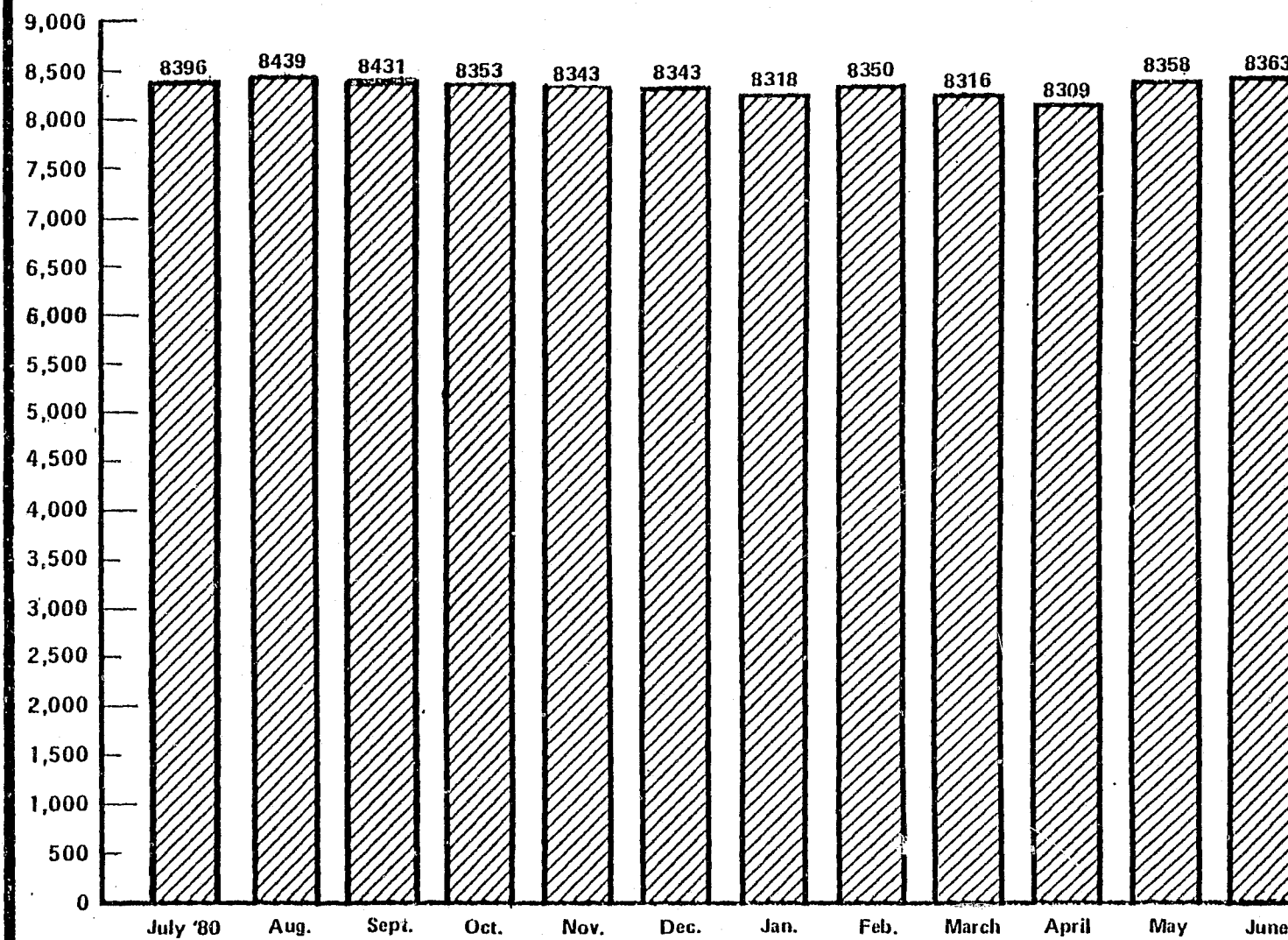
During March 1981, there were 8,018 assignable beds in the Department of Corrections' Division of Adult Institutional Services, excluding 866 special purpose beds (isolation, segregation, hospital). A total of 150 beds were lost between March 1980 and March 1981. This was due to a combination of facility improvements and compliance with a court order to reduce dormitory beds at Powhatan Correctional Center. In March 1981, there were 8,316 felons confined in State adult institutions, an increase of 26 over the same month during the previous year, and 1,676 felons awaiting transfer to State Institutions. (See Figures 18 and 19.) The average monthly population for fiscal year 1980 was 8,093, increasing to 8,365 for April 1981, which in essence means that the system was operating at rated capacity during most of this year. Since the monthly average of felons awaiting transfer during part of fiscal year 1981 was 1,464, it is apparent that the Department of Corrections would have needed a minimum of 9,542 beds to house this combined population; only 1.9% less than the projected population for 1980.

In assessing adult facility needs, the Clearinghouse staff visited all major institutions in the State and eleven of the field units. In all such visits, both architectural and program specialists toured the facilities and interviewed key staff.

As a more comprehensive part of the study, an analysis was made of all present institutional capacities, future capacities following new construction or renovations required to meet acceptable standards, and the effects of projected commitment rates. The resulting findings were that by 1990 there will be a need for 12,987 spaces in the system if current practices are continued. Assuming no upgrading to present facilities or closing of

FIGURE 18

VA. DEPARTMENT OF CORRECTIONS
Adult Institutions' Average Daily Population *
July 1980 - June 1981 **



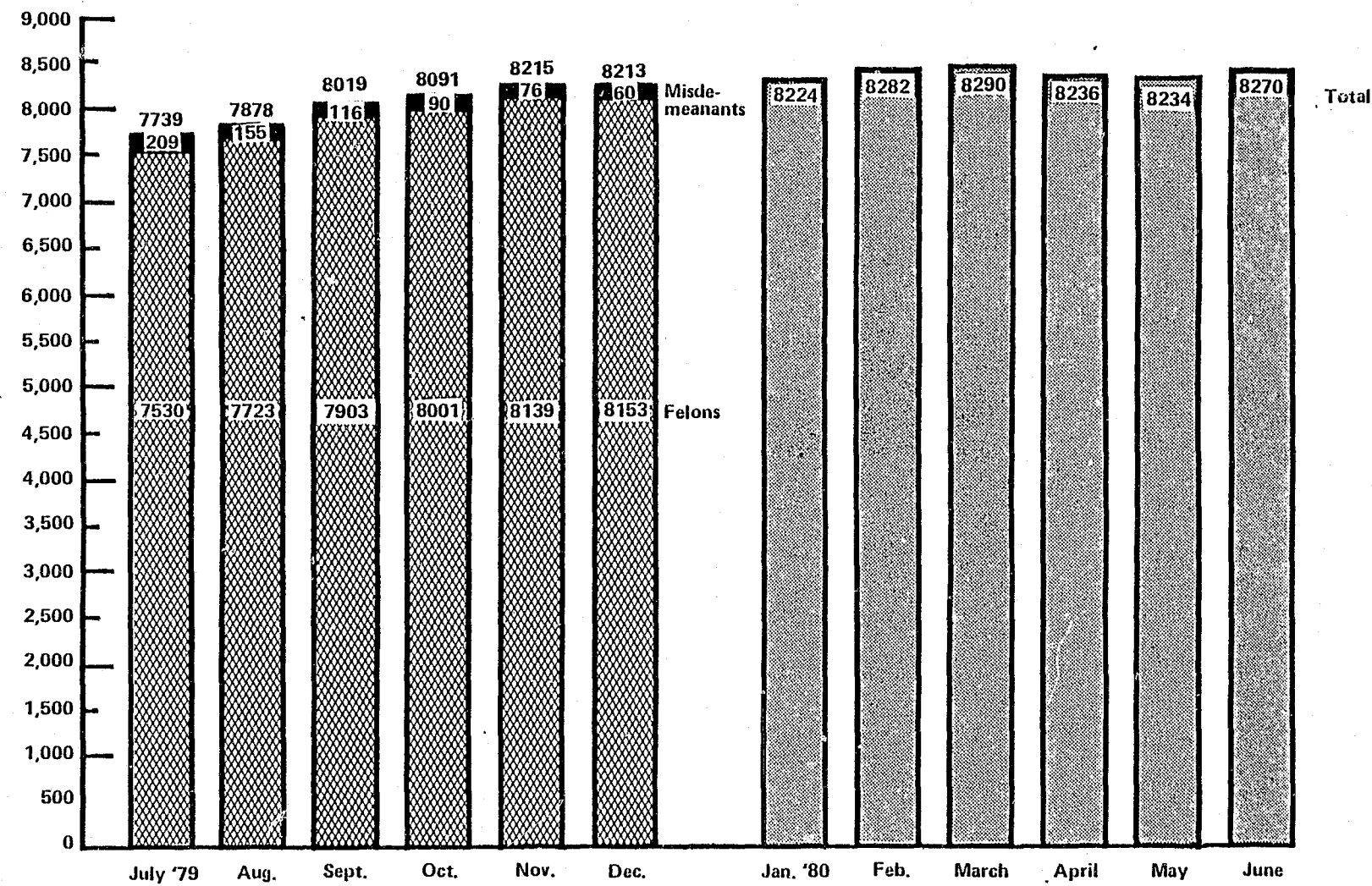
8118	8128	8159	8066	8062	8055	8065	8058	8018	7987	7990	7990	ASSIGNABLE BEDS
859	859	859	859	859	866	866	866	866	871	911	915	SPECIAL PURPOSE BEDS
8977	8987	9015	8925	8921	8921	8981	8924	8884	8858	8901	8905	TOTAL BEDS

* Source: Division of Institutional Services, Classification & Records Daily Population Report.

** These totals do not include inmates assigned to local jails.

FIGURE 19

VA. DEPARTMENT OF CORRECTIONS
Adult Institutions Average Daily Population*
JULY 1979 - JUNE 1980**



8068	8140	8140	8140	8140	8125	8113	8101	8101	8147	8168	8168	ASSIGNABLE BEDS
742	744	744	744	744	743	742	742	742	784	784	784	SPECIAL PURPOSE BEDS
8810	8884	8884	8884	8884	8868	8855	8843	8843	8931	8952	8952	TOTAL BEDS

*Source: Division of Institutional Services Classification & Records Daily Population Report.

**These totals do not include inmates assigned to local jails.

temporary ones, this would require 4,776 spaces in addition to the present and newly funded facilities, and this new construction would call for an additional \$191,040,000 in capital outlay.

However, the reality must be faced that currently operated facilities do not meet standards and cannot continue to operate in their present condition and with their present capacities until 1990. So, the loss of obsolete space that must be phased out, or the loss of beds through renovation of dormitories to single occupancy will mean that after presently funded new facilities are built and old facilities are closed or renovated, the Department will have only 4,831 beds in 1990--a shortfall of 8,156 beds.

Altogether, the facts emerging in these population projections show that a severe crisis is developing, with future prisoner populations far outstripping the capacity of Virginia's present and projected institutions to handle the load. At the same time, construction costs are becoming so excessive that new prisons to meet commitment increases under existing practices would incur more expense than taxpayers can reasonably sustain.¹⁰

The cost of the necessary renovation is calculated at approximately \$127,700,000; the cost of 8,156 new beds at about \$326,240,000, for a total of \$453,940,000.

The extreme nature of these costs requires serious consideration of any reasonable procedures for reducing the number of commitments to institutions, or the length of time served by committed persons. One encouraging fact is that a substantial reduction of the problem can be achieved by a relatively small change in time served, case by case. In other words, individual offenders do not have to have more than slight reductions in time in order to produce a cumulative effect that is highly useful. For instance, if all presently incarcerated prisoners were to have their time reduced by only four months, and if alternative sentences could accomplish a ten percent decrease in annual admissions, the prisoner population would be reduced by about 22%.

If these measures and other alternatives could be fully implemented during future years, the effect could be that in 1990, the prisoner population would reach a level of only 7,640, instead of the projected 12,987.¹¹

¹⁰ Corrections Options for the Eighties, Executive Summary, Department of Corrections, 1978, pp. 12 and 13.

¹¹ Corrections Options for the Eighties, Executive Summary, Department of Corrections, 1978, pp. 11, 12, and 23.

Probation, Parole, Pardon, and Discharge

Probationers are received for supervision from courts of record (circuit courts) and courts not of record (general district courts). Of the total clients served during 1979, there were 17,672 from circuit courts and 2,447 from district courts. This represents a 5.4% increase over the previous years from the circuit courts and 5.8% from the district courts. At the end of fiscal year 1979, there were 10,151 probationers remaining under supervision from circuit courts, and 1,103 from district courts. At the end of fiscal year 1978, there were 9,624 probationers under supervision from courts of record, and 1,040 from courts not of record. This is a 5.5% increase in the number of clients under supervision from circuit courts, and a 6.1% increase in clients from district courts. By June 30, 1980, however there was a combined total of 15,255 adults under supervision. The Southeast Region had the largest number of probationers under supervision on June 30, 1979, with 2,787. The smallest regional caseload was the East Central Region, with 1,537 probationers under supervision. Probation caseloads for circuit courts have increased by 21.7% since 1976. District court caseloads decreased 31.8% from 1976 to 1978, and increased 6.1% in 1979, for an overall decrease of 24.3%.

Probations

<u>FY</u>	<u>Circuit</u>	<u>District</u>	<u>Parolees</u>	<u>Pardonees</u>
1975	8,346		2,448	15
1976	8,342	1,371	2,806	15
1977	9,019	1,012	2,992	13
1978	9,625	1,040	3,008	13
1979	10,151	1,103	3,135	8

During fiscal year 1979, there were 5,200 parolees or pardonees who were served by the Division of Community and Prevention Services. On the last day of the fiscal year, there were 3,135 parolees under supervision and 8 pardonees under supervision. Last fiscal year there were 3,008 parolees and 13 pardonees being supervised on June 30. This represents a 4.2% increase in the number of parolees under supervision, and a 38.5% decrease in the number of pardonees under supervision. The East Central Region had the highest number of parolees under supervision on June 30, 1979, with 879; the Southeast Region was supervising 858 parolees on June 30. The Western Region had the smallest caseload, with 446 parolees/pardonees under supervision. From 1975 to 1979, there has been a 28.1% increase in the number of offenders paroled, and an 87.5% decrease in the number of pardons.

Among the probationers received for supervision during fiscal year 1979, 66.8% were new cases from court; 4.1% were cases restored to supervision; 6.9% were new cases received from other states; 20.0% were Virginia probationers received from other districts; 1.2% were Virginia probationers returned from other states, and 1.1% were opened administratively to other districts.

A total of 22.5% of the probationers were removed from probation supervision due to the expiration of term of probation, and an additional 21.2% were removed from supervision by order of the court. Warrants were issued for 7.7% of the probationers who were discharged, and 6.9% were probationers who had their probation revoked. Among the total probationers removed from supervision, 21.3% were transferred to other districts, and 6.0% were transferred to other states for supervision.

The majority of parolees/pardonees who were received for supervision came directly from Virginia institutions (74.0%). There were 1.6% restored to supervision; 12.0% of the clients transferred from other districts, and 10.4% transferred from other states. Among those removed from supervision, 49.1% were discharged from supervision, 21.7% were issued warrants; 12.7% were transferred to other districts, and 3.6% were transferred to other states.

This can be compared to fiscal year 1978 where the client flow statistics do not differ significantly for probationers received for supervision during that year. Eighty-four percent were new cases from court; 4.4% were cases restored to supervision; 9.5% were new cases received from other states; 1.5% were Virginia probationers returned from other states, and 0.6% were opened administratively.

Due to expiration of the term of probation, 29.3% of the probationers were removed from probation supervision; an additional 27.2% were removed from supervision by order of the court. Warrants were issued for 9.2% of the probationers who had their probation revoked. Among the total probationers removed from supervision, 18.1% were transferred to other states for supervision.

The majority of parolees/pardonees who were received for supervision came directly from Virginia institutions (83.5%). One percent were restored to supervision, and 14.9% of the clients were transferred from other states. Among those removed from supervision, 25.5% were issued warrants, and 15.6% were transferred to other states.

Of the 2,846 felons, 1,103 were discharged during the fiscal year which ended June 30, 1979. Of these, 980, or 88.8% were first releases, while 123, or 11.2% were discharged after having been returned as parole violators. First releases served an average of 25 months, while violator releases served an average of 45 months. The average time served for all discharges was 27 months. Of the 1,103 discharges, 1,024, or 92.8% served less than 5 years. The longest time served was 13 years, 10 months.

More than half (609, or 55.2%) of the discharged felons had committed offenses against property. There were 265 (24.0%) felons who

had committed offenses against persons.

There were 466 felons (42.2%) felons discharged who had sentences of 2 years or less; 472 (42.8%) who had sentences of 3 to 5 years, and 165 (15.0%) who had sentences of over 5 years. The longest sentence was 21 years, 6 months.

Felons paroled during fiscal year 1979 numbered 1,743. Of these, 1,670, or 95.8% were first releases, and 73, or 4.2% were paroled after having been returned as parole violators. First releases served an average of 30 months, while violator releases served an average of 75 months. The average time served by all parolees was 32 months. Of the 1,743 parolees, 1,716, or 98.5% served less than 10 years. The longest time served was 27 years, 11 months.

Among the parolees, 819, or 47.0% committed offenses against property, and 634, or 36.4% committed offenses against persons. Narcotic related offenses had been committed by 229, or 13.1% of the parolees.

There were 222 parolees (12.7%) who had terms of sentences of 2 years or less. A total of 1,316 parolees (75.5%) had sentences of less than 10 years. Eleven felons with life sentences were paroled. In addition, there were 8 felons pardoned, 24 released by court order, and 16 felons who died.

On June 30, 1980, a total of 298 probation and parole officers were supervising 15,255 individuals under probation, parole, or pardon supervision. In addition, these officers prepared 20,412 written reports for the Governor's Office, the courts, and the Parole Board during fiscal year 1980.

The Community Diversion Incentive Act became law on July 1, 1980. See Section 53-128.16 through Section 53.128.21 of the Code of Virginia. Regulations were promulgated by the State Board of Corrections in August 1980. The Department developed and provided to local jurisdictions "Guidelines for the Administration of Community Diversion Projects." Since July 1980, technical assistance has been provided by the Department to 14 localities throughout the State. The first projects began in January 1981.

The Community Diversion Incentive Act is needed in Virginia for the following reasons: (1) Virginia is among 13 states with the highest commitment and incarceration rates, and (2) Virginia has the ninth highest number of confined inmates in the United States per 100,000 population. According to the "Executive Summary Program Exhibit for 1982-1984" of the Department of Corrections, successful diversion of selected non-violent offenders from incarceration will provide some relief to the overcrowded institutions, and will reduce the costs for capital outlay and maintenance and operation.

The following table demonstrates estimated client projections for adult diversion.

	Adult Probation and Parole Supervision*	Community Diversion Incentive Programs and Clients
1982	17,904	Programs 7 Clients 200
1983	18,972	Programs 10 Clients 280
1984	20,000	Programs 19 Clients 544
1985	21,048	Programs 21 Clients 588
1986	22,096	Programs 25 Clients 783
1987	23,144	Programs 28 Clients 812
1988	24,192	Programs 32 Clients 1,127

In what appears to be an effort to reduce the cost of supervision and require restitution services from offenders, Section 53-38 of the Code of Virginia was amended to require "any person on parole, suspension of sentence, probation work release who is under supervision by the Department of Corrections and is gainfully employed to contribute \$15.00 per month . . ."

Local Jails

The utilization of alternatives to incarceration has long been the responsibility of the judicial system. Recent developments have made this a prime concern of the correctional sector, from the local sheriff to the State Director of Corrections.

Since 1976, bonding of misdemeanants has decreased by 18.8% and jail statistics show that the majority of jail populations consist primarily of misdemeanor and ordinance violators awaiting trial. Felony bonds increased by 25.5% over the same time period. The present rate of felon probation is 66% compared to 17% for misdemeanants.¹² Although arrested for less serious

* Number of clients under supervision on the last day of the year, projections based on regression analysis formula

¹² Corrections Options for the Eighties, Virginia Department of Corrections, 1978, p. 32.

offenses (primarily property offenses, drunk-in-public, driving while intoxicated, traffic offenses, and contempt of court), misdemeanants are not significantly afforded pre and post trial alternatives to detention and incarceration. During the past four years, however, the Portsmouth General District Court has been operating an adult misdemeanor services unit under the direction of Mr. E. E. Bottoms. The Winchester/Frederick General District Court has developed both a community alternative (pretrial) and a sentence alternative program in their court services unit under the direction of Mr. C. D. Poe. Both of these programs were initiated and supported by grants from the Virginia Council on Criminal Justice.

The following data are based on a self-report survey developed for use in the fiscal year 1980 Division of Justice and Crime Prevention planning process, using the most current data available (fiscal year 1978). The survey was designed to show the percent of jail commitments released on cash bond or released on recognizance. Eighty-two (82) out of ninety-four (94) jails, or 87.2% responded to the overall survey. Sixty-three (63) out of ninety-four (94) jails reported data on releases. The aggregated information indicates that 53% of all commitments to these jails were released on bond to court, to the bondsman, or released on recognizance. The detailed survey results are presented in Table 2.

A projection method was developed for assessing the future populations of local jails in the State. The following excerpt from Corrections Options for the Eighties provides information about the method of projection and its application:

Due to its financial responsibility of reimbursing localities for inmates charged with State offenses and housed in local jails (either awaiting trial or transfer to State institutions), the Department of Corrections' Division of Finance maintains monthly records of jail population.* Because of their fiscal purpose, these records are the most reliable sources of past jail confinements. These forms report daily population in terms of "prisoner days" (number of inmates X number of days served by each = total prisoner days).

These reports from July, 1964 through November, 1977 were collected and tabulated for each month (161 months).

For the purpose of this projection, total prisoner days by month was converted to average daily population, based on the relationship:

$$\begin{aligned} \text{Average Daily Population} &= \\ \text{Total Monthly Prisoner Days} & \\ \text{Number of Days per month} & \\ & (28, 30, \text{ or } 31) \end{aligned}$$

* The collection and analysis of data for this projection was provided by the Division of Justice and Crime Prevention, William Lucas, Statistical Analyst.

CONTINUED

1 OF 3

Based on these approximately 13.5 years of data, the projection of jail average daily population was derived as follows:

A computer-plotted scattergram indicated that the Least Square Regression technique would be the most valid technique. (Regression Analysis attempts, depending on the data, to draw a line--the line of the least squares--between the data points that explain the greatest amount of variation between the points). The thirteen years of jail data indicate a pattern sufficient to justify the use of average daily jail population as a self predictor.

Utilizing the Least Squares Regression technique, computer analysis produced the following equation:

Average Daily Population = $3,004.47 = 8.81$ (month) Where "month" = 0 for July, 1964.

This equation was found to be significant at the .00001 level. Once established, this trend was extended over time to produce projections through 1980. The following projections of average daily population for Virginia's local correctional facilities were found:

January 1980 - 4,651 average daily population
1985 - 5,179 average daily population
1990 - 5,707 average daily population

Another method for establishing future population is the ratio method which converts the rate of incarceration* into a ratio of jail average daily population divided by general population. A low and a high ratio are selected for a period which represents the jail rates of incarceration trends.

Table 3 indicates that the rate of incarceration during the past twenty years had similar peaks in 1960 and 1979. For this reason, the ten year period from 1970-1980 was selected. The low ratio (.000680) in 1973 and the high for 1981 (.001018) are then multiplied by future total

* Rate of Incarceration = $\frac{\text{Average Daily Population} \times 100,000}{\text{Total Population}}$

State population, resulting in the following average daily populations:

FY	State population	ADP Low (.000680)	ADP High (.001018)	ADP Mean (.000849)
1982	5,447,228	3704.1	5545.3	4624.7
1983	5,514,509	3749.9	5613.8	4681.9
1984	5,581,789	3795.6	5682.3	4739.0
1985	5,648,847	3841.2	5750.5	4795.9
1986	5,716,125	3887.0	5819.0	4853.0
1990	5,985,000	4070.0	6092.7	5081.4
1995	6,262,503	4258.5	6375.2	5316.9
2000	6,540,000	4447.2	6657.7	5552.5

The above demonstrates that the State can expect the average daily population for all jails to be in the 4,447-6,658 range, with 5,553 a realistic planning mean. Still, jails experience a peak population factor of about 25% which must be taken into consideration. With this in mind and without any changes to the system over the next 20 years, there will be a need in the range of 5,559-8,322 beds, with 6,941 being a reasonable mean to handle peak jail population. The projected rated capacity for State jails by 1984 is about 5,800 due to new construction, expansion, and renovation. Since the mean rated capacity projected for 1984 is 5,913, there will be a shortfall of some 113 beds statewide.

In examining the factors which affect corrections populations, two important facts emerge:

- Small changes in either the number of admissions or the average length of stay of offenders in a program or facilities can have a resounding impact on corrections populations.
- Most of the decisions which determine these two factors are outside of the jurisdiction of the Department of Corrections.

TABLE 2

JAIL	PERCENT	JAIL	PERCENT
Albemarle-Charlottesville	40%	Martinsville Farm	0%
Joint Security Complex		Mecklenburg County	39%
Alleghany County	90%	Middle Peninsula Regional	6%
Amherst County	98%	Security Center	
Appomattox County	---	Montgomery County	65.9%
Augusta County	35%	Nelson County	50%
Bath County	85%	Newport News City	68.9%
Bedford County	92%	Norfolk City	43%
Botetourt County	---	Northumberland County	---
Brunswick County	70%	Nottoway County	40%
Buchanan County	13%	Orange County	67.6%
Campbell County	87.3%	Page County	81%
Caroline County	---	Patrick County	48%
Carroll County	72%	Petersburg Farm	72%
Charlotte County	100%	Portsmouth City	40%
Chesapeake City	39%	Prince Edward County	48%
Chesterfield County	64%	Prince William County	83%
Clarke County	31%	Pulaski County	68.3%
Clifton Forge City	65%	Radford City	15.2%
Culpeper County	56.9%	Rappahannock Security	55%
Danville City	---	Center	
Danville Farm	0%	Richmond City	---
Dickenson County	---	Richmond County	---
Essex County	50%	Roanoke City	20%
Fauquier County	44.3%	Roanoke County	56%
Floyd County	55.8%	Rockbridge County	---
Frederick County	34%	Rockingham County	30%
Giles County	55.4%	Russell County	20%
Grayson County	50%	Scott County	36.3%
Greensville County	---	Shenandoah County	66%
Halifax County	78%	Smyth County	31%
Hampton County	21.2%	Southampton County	---
Hanover County	---	Stafford County	100%
Henrico County	---	Suffolk City	30%
Henry County	23%	Tazewell County	---
Highland County	75%	Virginia Beach City	---
Lancaster County	---	Warren County	55%
Lee County	89%	Washington County	75%
Loudoun County	65%	Westmoreland County	---
Louisa County	53%	Williamsburg City	59.3%
Lunenburg County	30%	Wise County	15%
Lynchburg City	---	Wythe County	69%
		York County	43.9%

TABLE 3

FY	Commitments	Total Prisoner Days	A.L.S.**	A.D.P.	Total Pop.	ROI*
1960	118,177	1,346,246	11.4	3688.3	3,954,429	93.3
1961	115,832	1,321,931	11.4	3621.7	4,095,000	88.4
1962	116,596	1,318,024	11.3	3611.0	4,180,000	86.4
1963	118,121	1,290,908	10.9	3536.7	4,276,000	82.7
1964	127,953	1,368,285	10.7	3748.7	4,357,999	86.0
1965	127,993	1,340,892	10.5	3673.7	4,411,000	83.3
1966	123,274	1,270,400	10.3	3480.5	4,456,000	78.1
1967	121,665	1,178,682	9.7	3229.3	4,508,000	71.6
1968	120,828	1,176,733	9.7	3223.9	4,558,000	70.7
1969	126,662	1,172,444	9.3	3212.2	4,614,000	69.6
1970	131,057	1,251,237	9.5	3428.0	4,651,448	73.7
1971	131,439	1,372,350	10.4	3759.9	4,720,000	79.7
1972	130,172	1,335,506	10.3	3658.9	4,754,000	77.0
1973	136,486	1,202,089	8.8	3293.4	4,844,000	68.0
1974	148,013	1,239,175	8.4	3395.0	4,909,000	69.2
1975	149,300	1,539,215	10.3	4217.0	4,980,600	84.7
1976	137,597	1,871,283	13.6	5126.8	5,052,400	101.5
1977	144,459	1,729,526	12.0	4738.4	5,094,600	93.0
1978	151,721	1,647,222	10.9	4512.9	5,183,873	87.1
1979	174,350	1,759,328	10.1	4820.1	5,248,545	91.8
1980 ¹	187,454	1,806,670	10.0	4949.8	5,346,279	92.5
1981 ²	N/A	N/A	N/A	5478.9	5,379,972	101.8

$$*ROI = \frac{A.D.P.}{Tot. Population} \times 100,000$$

**Average length of stay in days

¹ Actual 1980 census data - Tayloe Murphy
1980 Department of Planning and Budget projection 5,313,000

² Estimated A.D.P. from Population Survey of Local Correctional Institutions for 10 months

ADULT CORRECTIONS

PROBLEMS

State and Local Corrections and Detention

There is a need to provide safe, secure, and uncrowded State and local adult correctional and detention facilities which meet minimum standards for design, personnel, and programs throughout the State.

Overcrowding of both State and local correctional institutions is a pressing problem at this time and is projected to be a problem for years to come. There is a need to expand and improve adult rehabilitation and treatment programs at both the State and local level. There is a need to establish and/or implement minimum standards ensuring quality of facilities and programs in all correctional institutions. Virginia is mobilizing to develop a systemwide correctional program to provide a continuum of care for offenders from the point of arrest through post-release supervision.

If the criminal justice system in Virginia continues to function according to current practice, the number of offenders in the system will rise dramatically in the next decade. The potential number of probation cases would reach 11,556 in 1990, and parole cases would reach 3,356.¹³

While cases under supervision have risen during the past four or five years, the rate has not kept pace with the total number of commitments to prison. Discharges also have not matched commitments, although a total of 2,846 felons were either discharged or paroled during fiscal year 1979. The average time served by all parolees and dischargees was 30 months. The median time was 25 months. The result is that State institutions are overcrowded.

Related to the need for community-based alternatives is a more specific need to provide a continuum of care for ex-offenders returning to their respective communities through comprehensive re-entry programs and facilities. This problem is recognized by both the State Department of Corrections and local correctional and community mental health service agencies.

During the past five or six years, the majority of services available to probationers, parolees, and offenders discharged from State and local institutions have been available through agencies with missions other than corrections. Additional services have been available from the State Department of Vocational Rehabilitation, now the Department of Rehabilitative Services. However, about two years ago, changes in federal requirements eliminated offenders and ex-offenders as a target group for receiving vocational and transitional residence services through the Department of Rehabilitative Services. Although only limited services have been available for probationers and parolees, the group of offenders most disadvantaged by the lack of services has been offenders discharged on flat time completion of sentences.

¹³ Corrections Options for the Eighties, Virginia Department of Corrections, 1978, p. 32.

Five years ago the State had two probation/parole halfway houses in operation and three sites in the planning stages. The intent was to develop a site for each major population area of the State in what are now identified as the Department of Corrections regional areas. Community resistance was so strong that the three on the drawing boards never materialized, and another has since closed. Localities have resisted providing less secure environments for probationers and parolees, with less than half a dozen of these facilities operating in the State, exclusive of substance/alcohol abuse residential treatment programs. It is hoped that the Community Diversion Incentive Act will help to resolve the problems with community resistance. Without viable transitional programs providing pre- and post- adjudicative and release services, many of the State's probationers, parolees, and dischargees are responsible for themselves in their communities, facing civil disabilities and economic instability. Higher recidivism rates are the most likely result of not providing a reasonable continuum of care for these offenders and ex-offenders.

It is necessary to reduce overcrowding in local and State adult detention and correctional facilities, so that the offenders with the greatest needs for these facilities and services may receive them in a more efficient and effective manner, and so that offenders who need alternatives to those services may be served more appropriately in other programs.

There is a need to develop and implement responsible community-based alternatives, both pre and post trial, to increase the utilization of existing community resources, and to provide comprehensive re-entry programs and facilities for ex-offenders returning to their communities. Local support and understanding are essential to these efforts.

Localities need technical assistance in all aspects of local adult detention facility planning and operation, including the implementation of management information systems.

JUVENILE CORRECTIONS

EXISTING EFFORTS AND RESOURCES

Law Enforcement Services

Law enforcement agencies throughout the Commonwealth are locally operated in the form of police and sheriff's departments. Normally, the first point of a child's contact with the justice system occurs at the law enforcement level, whether a delinquent act has been committed, or a child is a runaway, neglected, abused, or abandoned. Traditionally, law enforcement has placed no emphasis on the unique problems/situations of juveniles, so that alleged juvenile offenders have been handled in much the same way as adult offenders.

The role of law enforcement in handling youth is changing. Most law enforcement juvenile divisions now implement delinquency prevention programs, attempt to divert youth from the court system, and provide counseling services in addition to performing their investigatory functions. Specific services include: recreational activities, counseling in the schools, formation of citizens groups, law-related education, public education, family counseling, referral to needed services, and training of officers.

In the past eight years, juvenile divisions have been formed in four sheriff's departments and over twenty police departments. These divisions are responsible for all juvenile-related law enforcement activities in the localities which they serve.

Court Services

The juvenile court system in Virginia consists of thirty-two judicial districts. There are thirty-six juvenile court service units in operation, nine of which are locally operated, and twenty-seven of which are operated by the Department of Corrections. New standards for the operation of all court service units have recently been adopted by the Board of Corrections. The Department of Corrections and the Division of Justice and Crime Prevention are providing technical assistance, training, alternative programming, and funding to juvenile court staff and the judiciary.

Court Intake Services

Juveniles not diverted at the law enforcement level are referred to juvenile court intake for action. Thirty-two court districts provide 24-hour intake service for juveniles in all localities in Virginia. Complaints may be filed for delinquent or status offenses and in situations of custody, abuse, neglect, and abandonment. Juvenile courts also have original jurisdiction over adults in juvenile-related matters. Complaints may be brought to juvenile court intake by law enforcement officers, parents, citizens, social service agencies, schools, and others. The goal

at this level is to divert from formal court action those juveniles who can be served by alternative programs outside of the juvenile justice system. The Juvenile Code Revision (HB 518) provided court intake officers with the discretionary authority not to file a petition against a juvenile charged with a minor offense. Instead, the intake officer may refer the juvenile to another agency or program which might be better suited than the juvenile court to meet the child's needs.

For juveniles who do require court processing, the intake officer also has the responsibility to decide who will supervise the child prior to the court hearings. Whenever possible, the goal is to release the child to his/her parent or guardian. If this is not feasible, then a non-secure detention program is preferable. However, in order to insure the presence of the child at court proceedings, and/or to protect the public or the child, it is necessary to securely detain some children.

Court Dispositional Alternative Services

Virginia judges have several dispositional alternatives available to them in most instances. If a youth is found guilty of a delinquent offense, dispositions may include, among others:

1. Fines
2. Monetary restitution/community service
3. Probation
4. Court-based programs (i.e., family counseling, volunteer programs, etc.)
5. Community-based programs
6. Commitment to State Board of Corrections
7. Commitment to jail (provided the youth is at least 15 years of age)

Courts vary in their degree of involvement in status offense cases. Some courts choose to not hear such cases; others remain involved even though the dispositional alternatives are few. The options available to judges for status offenders include probation or referral to needed services. Status offenders may not, under any circumstances, be committed to the State Board of Corrections or to jails.

Court Aftercare Services

Aftercare services begin when a youth is committed to the State Board of Corrections. While a youth is in State care, the committing court service unit is responsible for maintaining contact with the youth and for being involved in planning for services after the youth is released from State care. At least twenty court service units have separate aftercare divisions; the remainder utilize probation staff for aftercare cases. Services provided to youth while they are in State care include: case coordination, family contact, visits to the child's placement, and referrals to community services. Upon a child's return to the community, transition services offered include

educational and job placement and ongoing counseling with the purpose of reintegrating the youth into the home, school, and community environment.

Community-Based Alternatives

Community-based alternative programs serve both to divert youth from the system and to treat youth in the system. Many preventive services also serve as diversion alternatives for the police and court intake officers. Included here are both residential and non-residential programs, such as education, employment, counseling, referral, and diagnostic screening. If a youth is in need of services provided by any of these programs, a referral can be made to the appropriate service. The Juvenile Code Revision of 1977 had the effect of mandating the development of a network of community-based programs in the Commonwealth to serve youth whose needs can be better served in the community setting. This has been a particular need for status offenders, but increasingly, delinquent offenders are receiving such services.

The Department of Corrections operates a network of community-based residential alternatives including group homes and family-oriented group homes, (i.e., therapeutic foster homes). Standards for operations have been developed for these programs, and training has been provided to staff. The Department of Corrections reimburses two-thirds of operational costs of locally operated residential facilities. The regional structure of the Department allows ongoing monitoring of these programs on a routine basis. The Division of Justice and Crime Prevention cooperates with the Department in the areas of program development, planning, technical assistance, evaluation, and research to assist community-based alternative programs. Financial assistance is provided to localities and the Department through the Juvenile Justice and Delinquency Prevention Act block grant program. The Division of Justice and Crime Prevention is attempting to initiate a service integration initiative for local service delivery efforts.

Detention Services

If a court petition is filed on a juvenile, and circumstances prohibit his being released to parental custody, the youth may be placed in a non-secure, less-secure, or secure detention setting, depending upon individual factors. In recent years, increasing emphasis has been placed upon keeping the child in the least restrictive alternative while awaiting court action. House Bill 518 (1977 Juvenile Code Revision) took a major step towards minimizing the use of secure detention. Currently, status offenders may not legally be held in secure detention in excess of 72 hours.

In response to this emphasis, outreach detention programs have been implemented in at least five court service units. Here, the youth is released to parental, or in loco parentis custody and supervised daily by court outreach workers.

The Volunteer Emergency Foster Care Program, a private non-profit agency, has initiated programs in twenty localities with families who offer to house youth in their homes without any compensation. This program continues to expand and plans to serve at least thirty localities in fiscal year 1982. Some courts have independently initiated their own local volunteer home care programs.

If slightly more supervision is deemed necessary, a child may be placed in a less-secure detention setting, i.e., a non-secure residential facility, while awaiting court action. Currently, nine court service units have this option available. Services provided in addition to supervision include behavioral observation and referral to needed services.

When secure detention is warranted, the youth may be placed on a pre-trial basis in one of sixteen detention homes in the State. All detention homes are locally or regionally operated and reimbursed by the Department of Corrections. Localities not operating detention facilities may purchase service on a per diem, space available basis from other localities. Services provided in secure detention include medical, psychological diagnosis and screening, transportation, education, and recreation. Secure detention homes also provide temporary housing and supervision for youth committed to the State Board of Corrections and awaiting transfer.

The Department of Corrections monitors the operations of all detention programs and facilities through an annual certification process, and provides training for staff.

The Division of Justice and Crime Prevention monitors all secure detention homes at least annually to assure compliance with the Code of Virginia. Additionally, needs assessments, planning, program development, technical assistance, and evaluation services are offered.

Juveniles in Jail

Youth in Virginia may be held in jails both pre-dispositionally and post-dispositionally (to serve a sentence), provided certain age and offense requirements are met in accordance with the Code of Virginia. A very high priority has been placed in the past on the separation of juveniles from adults in jails which house both. Virginia law requires complete separation of juveniles from adults in jails. The State Board of Corrections has established standards for the jailing of juveniles which closely parallel recommended Federal standards.

All ninety jails and four jail farms in the Commonwealth undergo certification procedures regularly. Fifty-eight are presently certified to hold juveniles; thirty-six are not. Services provided youth in the certified facilities vary widely from virtually nothing to medical, recreational, counseling, and educational services; however, maintaining

separation of juveniles while they are involved in programming is often impossible, and often results in fewer services being provided to youth.

Jails are locally operated and receive State funds for certain costs of operations. Services are coordinated regionally through the Department of Corrections regional offices.

The Division of Justice and Crime Prevention monitors jails annually to assure compliance with the Code of Virginia.

The Department of Corrections and the Division of Justice and Crime Prevention are currently cooperating in a study of the potential impact of removing youth from jails in the Commonwealth, with a report to be completed later this year.

Learning Centers

If a youth has been found guilty of a delinquent offense, he can be committed to the State Board of Corrections. House Bill 518 (1977 Juvenile Code Revision) prohibits the commitment of status offenders to the State Board of Corrections. Upon commitment, a youth is transferred to the Reception and Diagnostic Center for screening, testing, diagnosis, and placement. Depending upon the outcome of this screening, a youth may be placed in State foster care, a "special placement" (public or private residential facility), or transferred to one of the six State operated learning centers. A seventh facility, the Intensive Treatment Learning Center, is nearing completion and scheduled to begin operation in January 1982. Services provided in the learning centers include: medical, recreational, treatment, educational (academic, vocational, tutoring), psychological, psychiatric, religious, transportation, visitation, and volunteer services. The average length of stay at the learning centers is approximately nine months.

In a recent reorganization, learning center administration was transferred from the Division of Institutional Services to the newly created Division of Youth and Community Services in the Department of Corrections.

The learning centers work closely with the committing courts during a youth's stay in order to plan for release and reintegration into the community.

The Department of Corrections operates and staffs the learning centers; Rehabilitative School Authority (RSA), a separate agency, provides academic and vocational instruction for youth in the learning centers.

The Department of Corrections has developed minimum standards for learning center operations by which all learning centers are being certified, and the Department provides training for all learning center personnel.

JUVENILE CORRECTIONS

IMPACTS AND GAPS

Law Enforcement

The creation of juvenile divisions in law enforcement agencies has had a positive impact in the Commonwealth. More youth are receiving needed services at the community level through the emphasis on police diversion. Complaints at court intake are decreasing in localities which have diversion-oriented police divisions. Public attitudes toward law enforcement officers have improved as a result of the new roles assumed by juvenile officers. Prevention programs have increased in quality and number, and existing services are better coordinated as a result of the efforts of juvenile law enforcement officers. Law-related education is being provided youth in the Commonwealth.

There are gaps in law enforcement services for juveniles. Many localities do not have the benefit of juvenile divisions. As a result, youth are not receiving specialized response from law enforcement, and court caseloads and costs of processing youth through the system are remaining at past levels, or increasing. Existing juvenile divisions are often vastly understaffed and the officers underpaid, causing morale problems and high turnover rates. Financial assistance to law enforcement agencies is being slowly depleted through lack of State funds available and decreasing Federal assistance.

Although data accessibility is improving, gaps prohibit adequate planning for juvenile law enforcement.

Court Intake Services

The 1977 Juvenile Code Revision has had a positive impact on the efficiency of court intake services. Intake is available on a 24-hour a day basis to every locality in the State. More youth are being referred to needed community-based services due to the increasing emphasis on diversion. Better decisions are being made for the handling of complaints. Court intake services are being monitored through the Department of Corrections court certification process. Intake services are being coordinated at the regional level through the Department of Corrections regional court specialists.

Problems with juvenile court intake services still exist. In the majority of localities, 24-hour intake is provided on an "on-call" basis, creating transportation problems and delays in processing of complaints. Most intake units have no immediate access to non-secure facilities, which necessitates inappropriate placements in secure facilities in some cases.

Court Dispositional Alternative Services

The impact of developing new, and upgrading existing court services has been positive in many ways. More judges have more dispositional alternatives available to them than they previously had. Alternatives are beginning to be more relevant, and thus, of greater benefit to the court, the offender, and the victim (as in the case of restitution). Volunteers are being "plugged in", resulting in greater intensity of services at a reduced cost.

Probation caseloads are decreasing and thus, becoming more manageable. More attention can be devoted to youth needing intensive supervision. Training is being offered to judges and court service unit personnel.

The citizenry is beginning to view the court as performing a helping role, rather than a punitive one.

Through the provision of in-house psychological services in some court service units, fewer youth are being committed to the State Board of Corrections for a 30-day screening and diagnosis period, and psychological services are becoming less expensive.

The social history format has been standardized, facilitating use throughout the system.

Court services are being monitored through the Department of Corrections certification process, and are being coordinated through the Department of Corrections regional Youth and Community Services staff.

There are still gaps in juvenile court services. Some courts have only traditional alternatives available. Even when alternatives are present, some are under-utilized due to lack of knowledge of their existence, or traditional attitudes and/or habits. Partially due to the locally operated/State operated dichotomy and partially due to judicial discretion, procedures and practices in handling juveniles vary widely from court service unit to court service unit.

There is a lack of data available on factors precipitating delinquent behavior and court involvement. There is no case management tracking system available. In some localities, there is a lack of coordination and cooperation with local agencies.

Court Aftercare Services

Aftercare services in the Commonwealth play an important role in the juvenile justice system. More youth are receiving better transitional and post-institutional services to aid in home and community readjustment. Aftercare units are working closely with community-based prevention and treatment programs.

In courts having specialized aftercare units, probation caseloads have decreased to more manageable levels. Subsequent delinquent acts generally have decreased. Monitoring of aftercare services is possible through the Department of Corrections certification procedures.

There are gaps in the provision of aftercare services. The intensity and quality of aftercare services is less in those court service units not having the specialized units.

Transportation can be burdensome and costly for both staff and youth. Visits must be made once every three months to every facility housing a youth on a particular caseload. Travel time diminishes service delivery time.

There are only sporadic attempts made at tracing youth after discharge from aftercare to monitor adjustment and recidivism.

Community-Based Alternatives

Community-based programs throughout the Commonwealth have the potential of making a dramatic impact on the juvenile justice system. Youth who otherwise would have been processed through the court are now receiving needed services more quickly and closer to their homes; i.e., the least restrictive alternative is being utilized more often. Costs to the system are decreasing with the use of non-justice system alternatives. The public is becoming increasingly aware of and receptive to the diversion of youth from the system due to visible successes. Volunteers are being utilized to increase services and reduce costs. Fewer youth are being committed to the State Board of Corrections for 30-day screening and diagnosis. Fewer status offenders are being held in secure detention. Virginia has utilized its alternative programs to achieve almost total compliance with the Federal mandate of deinstitutionalization of status offenders.

The quantity and quality of community-based services have steadily increased. Community-based services are being coordinated locally by offices on youth, and regionally by the Department of Corrections Youth and Community Services staff. The private sector is playing an increasingly important role in the treatment of delinquency.

State and local agencies are becoming more aware of their role in treatment of delinquency. Local agencies are beginning to look toward service integration to improve the quality of services. The adult correctional system is utilizing the experience of the juvenile justice system in moving toward community-based corrections via the Community Diversion Incentive Act.

Alternative programs accepting youth in the custody of the State Board of Corrections are being monitored through the Department of Corrections

certification process. Public and private residential facilities are also being monitored by the Division of Justice and Crime Prevention regularly.

Though the advent of community-based alternatives has positively impacted the system, some gaps still exist. Conflicts in State and local agency policies, procedures, and practices impede service delivery at the local level. Each agency has a unique and necessary mission. Often these missions overlap, conflict, or fail to provide an avenue for needed services to a given youth. Some youth, as a result, receive duplicative services; others receive none.

Often the "traditional" attitudes and habits of potential referral agencies interfere with appropriate placement of youth.

Some localities, particularly rural ones, do not have enough alternatives available to them. This often results in youth being processed through the justice system as the "lesser of two evils".

There are often delays in placing youth, particularly in residential facilities, due to lack of available space, time-consuming application processes, and/or failure to meet technical eligibility requirements. Sometimes youth are "misplaced" due to lack of adequate screening and diagnosis.

There is no statewide tracking system for youth placed in community-based programs, making client impact evaluation difficult. Therefore, there is a lack of evaluation evidence that community-based programs truly do divert youth from the juvenile justice system.

Detention Services

Less-secure and outreach detention programs have had varying impacts on the system. Some youth who might have been detained in a secure setting unnecessarily are now being placed in the least restrictive alternative while awaiting court action. In the case of outreach detention, services are provided in the child's home.

More youth are appearing at court hearings. More space has been made available for youth needing secure detention, decreasing the necessity for pre-trial jailing. Average length of stay in secure detention is lower in localities which have less-secure options available. Standards for the operation of such programs have been developed, and Department of Corrections certification procedures are in place.

Secure detention has also impacted the system. Secure placement in lieu of jail is available for those youth needing it. Needed services (medical, diagnostic, recreational, educational, counseling) are being provided. Detention homes are being monitored through the Department of

Corrections certification process. Detention homes are being monitored annually by the Division of Justice and Crime Prevention for compliance with the Code of Virginia.

Though detention services fill a definite need in the Commonwealth, there are a myriad of gaps needing attention. Inappropriate placement of youth in less-secure or outreach detention results in "widening the net", i.e., services are sometimes given unnecessarily to youth who would normally be released to parental custody. When "children in need of services" are placed in these programs, the impact on secure detention and jailing rates becomes questionable. Some youth are also placed inappropriately in secure detention due to lack of alternatives (less-secure programs), or lack of knowledge about alternatives.

Transportation is a problem, especially when long distances are involved. Responsibility for transportation has been divided between detention home personnel and law enforcement agencies with no clear delineation of roles.

Detention homes are being utilized for post-trial youth committed to the Board of Corrections and awaiting transportation. This consumes bed space needed for pre-trial youth needing detention. Three detention homes are constantly overcrowded.

Many localities do not have easy access to detention homes; even fewer localities have less-secure programs available to them. Some children in need of services (CHINS) are being held in secure detention in violation of the 72-hour limit.

Youth are often placed in secure detention (and placed for longer periods of time) due to an internal pressure to keep beds filled to capacity for reimbursement and budget justification purposes.

Educational and recreational services in secure detention homes need upgrading.

Juveniles in Jails

The effort to separate juveniles from adults in jails has had an impact on the juvenile justice system. Slightly fewer youth are being held in jail, both pre-trial and post-trial. Jail certification by the Department of Corrections is helping to assure that juveniles will not be jailed unless total separation is possible. Virginia is in 100% compliance with the Federal requirement for separation of juveniles from adults in jails. The Division of Justice and Crime Prevention has monitored every jail on a yearly basis for compliance with Juvenile Justice and Delinquency Prevention Act requirements and the Code of Virginia.

In isolated instances, better services are being provided to youth placed in jails. The use of jails for juveniles offers judges a means of determinate sentencing, which is generally attractive to them.

There are major gaps in this area which need immediate attention. Some juveniles are being transported a distance from their community in order to be placed in a certified jail. This creates problems in their receiving legal services and court services from their home community, and makes contact with families more difficult.

Many youth are jailed on a pre-trial basis temporarily because there are no transportation services to the nearest detention home.

Many youth are jailed on a pre-trial basis temporarily because there are no transportation services to the nearest detention home.

Some youth are inappropriately sentenced (post-trial) to jail due to the lack of available alternatives. Even when preferred alternatives are available, some youth are inappropriately sentenced to jail due to a lack of knowledge of alternatives and/or "traditional" judicial attitudes. Youth in some cases are held illegally in jail by virtue of their age or offense. Enforcement mechanisms in this area are limited. No sanctions are presently employed to hold localities responsible for these illegal jail placements.

A variety of problems exist relative to the conditions under which juveniles are "appropriately" held in jails.

Youths placed in jail do not have quality educational, recreational, treatment, and medical services available to them, if these services are available at all. Providing separation can often have the negative effect of excluding youths from educational, recreational, and other treatment programs which do exist. Juveniles cannot participate in such programs at the same time as adult inmates, and it is generally difficult, if not impossible to implement separate programs for juveniles when there may be only one or two youths in jail at a given time.

Other problems facing system professionals in the jailing of juveniles include: necessary but inappropriate placement of youths in isolation cells; lack of dayroom areas for juvenile cell blocks; negative consequences that often result when walking area doors located between cell blocks remain closed; the crowding of youths into individual cells and cell blocks; and exposure to unsafe conditions which exist in many jails.

Often in jail certification procedures, a specific cell block is chosen and designated as the juvenile cell block. However, because of the crowding in many jails or the unwillingness of the correctional staff to tie up a

four-cell or five-cell block for only one or two youths, isolation cells are often used for juveniles. These cells offer very little space for any type of activity.

Another condition which exists in at least five jails certified to hold juveniles is the lack of dayroom areas for the cell blocks. Dayroom space is an area in front of the individual cells of a cell block which offers activity space for inmates. Without this dayroom space, a juvenile must remain in his or her individual cell with little or no room for exercise or recreation.

There is a problem of walkway area doors between a juvenile cell block and an adjoining adult cell block being closed to help insure complete separation. Walkway area doors are shut to prevent contact between youths and adults in adjacent cell blocks. Closed doors restrict air flow, thereby forcing temperatures during the warm months to reach unbearable levels. Closed walkway doors may often hamper the juvenile's ability to communicate with a correctional officer in an emergency. These steel doors are opened and closed every thirty minutes, and this interrupts sleep at night.

Because of general crowding in most jails, three to four juveniles may have to share a cell designed for only one or two individuals, or a juvenile cell block may exceed its rated capacity. This results in juveniles having to sleep on mattresses placed on the concrete floor.

There is no provision for juvenile-specific training for jail staff charged with caring for youth. The only training provided is of a custodial nature.

Learning Centers

The "Youth Region", consisting of the Reception and Diagnostic Center and six learning centers, plays a necessary role in the juvenile justice system. The learning centers provide medium to secure confinement for youth needing a very structured environment and constant supervision while they receive needed diagnostic and treatment services.

The addition of the Intensive Treatment Learning Center will give the Department the facilities and staff capable of serving more disturbed adolescents who may be in need of intensive psychological/psychiatric services.

There are a number of gaps remaining in youth institutional services. Facilities at most learning centers are in deteriorating condition and must be closed on a rotating basis for renovation and repairs, resulting in a lack of adequate space.

Crowded conditions exist at some learning centers despite the exclusion of status offenders from the population.

The average length of stay at learning centers is at times unnecessarily long, often due to "red-tape" in placement procedures.

Because centers receive children from throughout the State, transportation of families, aftercare workers, lawyers and friends, is burdensome and expensive, and planning for aftercare services is difficult.

Case tracking capabilities do not extend past release from the learning centers.

Despite efforts to overcome a punitive image, the centers continue to be viewed by the public as "warehouses" for delinquents.

Transportation of youth from detention homes to the Reception and Diagnostic Center (a responsibility of the Department of Corrections) often is delayed causing backlogs of committed youth in detention facilities. Youths must be transported from sixteen detention homes, some of which are a great distance away.

Crowded conditions at the Reception and Diagnostic Center necessitate rapid processing of youth, resulting in occasional inappropriate placements. Youth in need of special placements frequently are not able to be transferred to them due to lack of information, lengthy application procedures, lack of available space, and/or ineligibility due to technical criteria. Most youth affected in this way are transferred on "pending" status to a learning center, thus receiving minimal treatment services in the interim. Youth committed for 30-day screening and diagnosis are taking bed space which could otherwise be utilized for longer term commitments.

JUVENILE CORRECTIONS

PROBLEMS

Law Enforcement

1. The lack of law enforcement juvenile divisions to provide specialized handling for juveniles results in more youth coming, sometimes innappropriately, to the attention of the court, and in increased system costs.
2. Existing juvenile divisions are often understaffed and their officers underpaid, resulting in arduous working hours, low morale, and high turnover.
3. Gaps in police data, particularly in relation to diversion handling, continue to prohibit adequate planning of juvenile law enforcement activities.

Court Intake Services

1. There is no planned and coordinated statewide transportation system which could assure prompt and appropriate temporary placement of youth before the court.
2. Less-secure alternatives to detention are not available on an equitable basis throughout the State, resulting in sometimes inappropriate pre-dispositional holding of youth in jails and detention homes.

Court Dispositional Alternative Services

1. Some court service units do not have non-traditional, progressive alternatives to probation and commitment available.
2. Inappropriate handling of juveniles (i.e., the use of a more restrictive alternative when a less-restrictive alternative would be preferable) is contributing to the crowding in jails and learning centers.
3. The lack of a case management information system creates often insurmountable obstacles in evaluating the effectiveness of court alternative programs.
4. In some localities, the court maintains low visibility, resulting in an inability to coordinate effectively with other community services which could be beneficial to a youth.

Court Aftercare Services

1. Courts not having specialized aftercare staff encounter problems in delivering adequate aftercare services.
2. Transportation to and from placements of youth in State care is often not coordinated among court service units or even within the same unit, resulting in lost staff time and higher costs.
3. There is no systematic case tracking system necessary to evaluate the effectiveness of aftercare services.

Community-Based Alternatives

1. Conflicts in legislation, policy, procedures, and practices of different State agencies tend to impede service delivery at the local level; i.e., some youth receive duplicative services, and others receive none.
2. Some localities have very few alternatives available to them, resulting in more youth being processed through the system at a greater cost.
3. Residential facilities often have gaps in programming for the youth they serve, e.g., educational programs.
4. Often when an appropriate alternative is identified for a youth, inordinate delays are encountered in effecting the placement, sometimes forcing a less appropriate manner of handling the case.
5. Youth are sometimes placed inappropriately in an alternative program, due to a lack of proper screening and diagnosis.
6. There is no centralized case tracking system for youth placed in alternative programs by agencies other than the Department of Corrections.

Detention Services

1. Sometimes youth are inappropriately placed in secure detention, thereby creating crowded conditions and increasing the likelihood of other youth being held inappropriately in jails. A practice which contributes to this problem is placing youth in less-secure and outreach detention inappropriately, thereby forcing other youth to be held in secure detention.
2. Transportation responsibilities still have not been clarified, and this results in confusion and delays in processing youth.
3. Some detention facilities do not have adequate programming in the areas of education, recreation, and counseling.

4. Housing youth committed to the State Board of Corrections in secure detention facilities contributes to crowded conditions and program disruption.

5. There is no State-mandated monitoring of the placement of status offenders in secure detention, and in cases of legal violations, there are no sanctions being applied.

6. Reimbursement procedures frequently contribute to a desire on the part of detention staff to detain youth, and to detain them for longer periods of time.

Juveniles in Jails

1. Some youth are as much as being denied access to their families, counselors, and legal aid because they must be transported distances from their community to be held in a certified jail.
2. There is no adequate and coordinated transportation system to assure placement in a detention home instead of a jail which is closer or more convenient.
3. Post-dispositional alternatives to jail are lacking in some areas, and where they exist they are not being utilized fully because of lack of knowledge of them, or "traditional" judicial attitudes.
4. Youth under the age of 15 and youth charged with status offenses are being held in Virginia's jails contrary to law. There are no enforcement mechanisms or sanctions being employed at this time to prohibit this occurrence.
5. Services available to youth in jails are largely lacking or totally inadequate.
6. Efforts to maintain separation have created a new set of problems relating to isolation, poor ventilation, and crowding.
7. There is no public education effort aimed at informing the public of the aforementioned problems.

Learning Centers

1. The physical plants of the learning centers are old and in need of constant repair and renovation.
2. Line staff turnover is rapid, due in part to low salary scales.

3. Some learning centers have a variety of programming to serve the individual needs of youth; others do not. This results in differential treatment of youth among the various learning centers.

4. Communication and program coordination between the Department of Corrections and the Rehabilitative School Authority need to be improved.

5. Some learning centers are constantly crowded.

6. The length of stay of many youth is made longer by the "red tape" procedures involved in effecting release.

7. Since learning centers receive youths from all over the State, the opportunities for these youths to have contact with their families, aftercare workers, and friends are less than desirable.

8. The Direct Care Information System does not have the capability of tracking youth after release from State care, making evaluation of learning center programs difficult at best.

9. The general public is uninformed and, therefore, unaware of the nature and purpose of the learning centers.

10. Lack of timely transportation services often creates crowded conditions in detention homes.

11. When placement other than a learning center is indicated, the delays encountered in effecting such placement are sometimes inordinate and counter-productive to the needs of the youth.

12. Commitment of youth for a 30-day screening period is costly and disruptive to the child and his/her family, and perhaps this type of screening and diagnosis is more properly a local responsibility.

SYSTEM EFFORTS, IMPACTS, GAPS, AND PROBLEMS

SPECIAL INTEREST AREAS

DELINQUENCY PREVENTION

EXISTING EFFORTS AND RESOURCES

In the wake of increasing numbers of youths coming into contact with the juvenile justice system, efforts are continuing to focus on preventing delinquency, and preventing inappropriate processing of youths through an already overburdened system. Prevention programs currently operating in the Commonwealth serve to address the behaviors which are likely to result in court contact, e.g., truancy, running away, disruptive school and home behavior, suspensions, expulsions, and joblessness. Benefits provided by prevention programs to the system include reduced costs and improved services to the more serious offender. The prevention thrust is a complex and interdependent effort among Federal, State, local, and private resources in the Commonwealth. Direct services offered include diagnosis and screening; alternative academic and vocational education; recreation; counseling; residential care; employment counseling and training; and job placement and referral. Indirect services include research and evaluation, technical assistance, training, advocacy, program development and coordination, and management of direct services.

Many State agencies, both within and outside of the juvenile justice system, are developing programs to address the prevention of delinquency. They are:

Department of Corrections

Through the Delinquency Prevention and Youth Development Act (House Bill 1020), State funds were appropriated in 1980 for the creation of local offices on youth. Fifteen such offices are funded currently with plans for expansion in 1982. These offices coordinate local youth services and serve as referral sources for youth throughout the State. The Department is placing increased emphasis upon community prevention services. Prevention specialists are employed in all five regions; the central administration also staffs this effort. Standards for prevention services are in place, and a manual for citizen involvement has been developed.

Through a Division of Justice and Crime Prevention grant, a prevention training specialist is providing technical assistance and staff training to the local offices on youth.

The Department of Corrections is developing and implementing an evaluation plan to assess the effectiveness of the offices on youth. The creation of a position for a Deputy Director for Youth and Community Services in the Department of Corrections should provide an even more effective mechanism for implementing prevention programs.

Division for Children

This agency was created to assume a youth advocacy role at the State level. Working closely with service delivery agencies, the Division is involved in many activities to improve the availability and quality of all services to youth.

In early 1981, this agency published "Step By Step - A Guide Through the Juvenile Justice System", the first such handbook designed for youth in the system.

Department of Welfare

Diagnosis, referral, counseling, treatment, residential care, and financial assistance are provided to youth who would likely come into contact with the juvenile justice system in the absence of such services. Specifically served are dependent, neglected, abused, and runaway youth.

Department of Education

The educational community is beginning to re-define its role to include reaching out to the student with behavior problems. School systems throughout the State are developing the capacity to provide students with not only an academic education, but also the opportunity for personal growth and development of a sense of responsibility.

The recently revised Standards of Quality mandate alternatives to traditional education for youth not able to succeed in the regular classroom. All 131 school districts in the State are providing some type of alternative to suspension, expulsion, or "pushing out" of students, in an effort to keep youth involved in school. Services being offered in addition to academic, vocational, and tutorial services include: early identification of "at risk" youth; intensive counseling; family outreach; behavioral and academic contracting; and referral to needed services in lieu of court.

Department of Mental Health/Mental Retardation

Through local community services boards, the Department of Mental Health/Mental Retardation provides diagnosis and screening, psychological counseling, drug and alcohol education and counseling, and referral services for youth.

Virginia Employment Commission

The Virginia Employment Commission provides employment counseling, vocational training, and job referral and placement to Virginia's youth through a statewide network of local offices.

Department of Rehabilitative Services

This agency provides financial assistance and services for eligible handicapped youth in the State.

Office on Volunteerism

While not offering direct client services, this Office oversees and advocates the utilization of volunteers in youth programming. Volunteers can and do play an extremely important role in delinquency prevention by expanding the scope of services available while preventing additional system costs. The Office is beginning to play an increasingly important role in offering technical assistance and training to projects losing staff positions and resources in a time of fiscal austerity.

State 4-H Office/Extension Service

The 4-H is slowly expanding its eligible service population to include non-traditional members, i.e., first offenders, minor offenders, and "at-risk" youth. Programs are being developed in each of the six 4-H regions.

Commission of Outdoor Recreation

The Commission assures the provision of quality recreational facilities and services to families in the Commonwealth.

Department of Health

Medical services are provided to youth and families through local health departments. These services include diagnosis, treatment, and referral.

Division of Justice and Crime Prevention

Through administration of the Juvenile Justice and Delinquency Prevention Act (JJDP Act) and the Crime Control Act, seed money for a variety of prevention programs has been provided to localities and State agencies. Many of the offices on youth and alternative education programs were initiated through assistance provided by these dollars.

Program development, technical assistance, and evaluation services are offered to prevention projects throughout the State.

The Division is currently focusing efforts on increasing communication and coordination among State agencies with a view toward filling system gaps, eliminating duplication of services, and cutting costs.

Private agencies which are playing an increasing role in delinquency prevention in the Commonwealth include:

- YMCA/YWCA - Outreach counseling, referral, and recreational activities
- Family Service/Travelers Aid - Training in family counseling, outreach counseling, parent education, and referral
- Boys Clubs - Recreational, tutorial, job counseling and placement, diagnosis and counseling
- Big Brothers/Big Sisters - One-to-one volunteer matching and counseling services
- Urban Leagues - Individual, group, and family counseling; referral

DELINQUENCY PREVENTION

IMPACTS AND GAPS

The emphasis placed on preventing delinquency has had increasingly positive results. The number of community-based prevention services has increased. The public, through educational efforts, is becoming more aware of the myriad of resources available for prevention. Prevention services are being coordinated at the local level through the Department of Corrections Youth and Community Services regional and State offices.

Advocacy for children's services is occurring in many localities and at the State level through the efforts of the Division for Children. The private sector is contributing greatly to delinquency prevention. Volunteers are being "plugged in" to prevention services throughout the State, resulting in more efficient and less costly service delivery. State and local agencies responsible for human service delivery are becoming more aware of the role their agencies can play in delinquency prevention. Local agencies are beginning to develop methods of service integration where the need is the greatest. The Virginia General Assembly is placing increasing emphasis on the need for prevention through passage of the Delinquency Prevention and Youth Development Act (House Bill 1020).

Though major strides are being made in prevention programming in the Commonwealth, there are gaps which hinder the provision of services. One is the lack of State agency level coordination of services. Each service delivery agency is responsible for carrying out a unique and necessary mission. At the local level, these missions often conflict, overlap, or fail to serve a population in need. This results in some youth receiving duplicate or unnecessary services, and others receiving no services at all.

Prevention programming is the most difficult area to evaluate. Longitudinal studies provide the most valid means of determining effectiveness, but often they are too difficult and too costly to implement.

Not all localities in the State have equal access to prevention programming due to geographic, political, or cost factors.

Planning capabilities at the regional level have been depleted, and it is becoming more difficult to obtain data necessary for determining program needs.

Staff in prevention programs sometimes lack adequate skills and training.

DELINQUENCY PREVENTION

PROBLEMS

1. There is no mechanism at the State level for resolution of conflicts in legislation, policy, procedure, and practice which impede service delivery at the local level.
2. Since evaluation is difficult, costly, and time-consuming, there is no conclusive evidence that prevention programs have been successful in preventing delinquent acts.
3. Some localities do not have access to prevention programming, whereas others have a multitude of prevention programs.
4. In areas of the State which are not served by offices on youth there is no prevention planning capability.
5. Training available to prevention staff is often costly and inadequate, resulting in a less than desirable quality of services.

CRIME PREVENTION

EXISTING EFFORTS AND RESOURCES

The concept of hardening targets to reduce opportunities for crime has gained recent recognition as a viable crime control strategy. A decade ago, only a handful of law enforcement agencies across Virginia and the nation, and even fewer citizens' groups grasped the significance of target hardening as a method for preventing crime. For the most part, citizens believed that crime deterrence was the responsibility of their local and State law enforcement agencies. The law enforcement community accepted this premise, and relied on traditional means to prevent crime. Now the view has changed to one wherein law enforcement and citizens must share in the responsibility for controlling crime, and traditional strategies such as preventive patrol are regarded as only marginally successful in preventing crime.

During the last five or six years, twenty-eight local law enforcement agencies in Virginia have created full-time specialized units to promote crime prevention in their localities. Other law enforcement agencies attempt to satisfy citizens' requests for crime prevention programs, but due apparently to insufficient resources, respond only on an as-needed basis. In addition to the twenty-eight law enforcement agencies that have specialized full-time crime prevention units, there are a number of citizens' groups throughout the State that are actively involved in crime prevention. It is difficult to assess the number of citizens actively involved in crime prevention programs because these programs often involve no more than civic associations conducting neighborhood watches or block security programs. There are, however, some larger efforts throughout the State and, in some instances, these efforts are jurisdiction-wide and with comprehensive programs, both in the number of people they serve the interests they represent. In most instances, the larger community-based crime prevention programs are located within the twenty-eight jurisdictions that have full-time crime prevention efforts in their law enforcement agencies.

The types of programs that both law enforcement and citizens' groups involve themselves in are similar in most localities. For instance, most departments that have full-time crime prevention units and most citizens' groups active in crime prevention stress neighborhood watch, block security programs, operation identification, security surveys of homes and businesses, public awareness programs, media campaigns, burglary prevention, larceny prevention, and safety programs for women in regard to rapes and sexual assaults. The emphasis

in crime prevention strategies varies according to the frequency and severity of the crime problems in each area.

The Virginia Crime Prevention Association supports and complements the efforts of law enforcement and community groups engaged in crime prevention programs. The Association was formed in 1978, and one of its stated purposes is "to promote crime prevention/resistance on a statewide basis in order to increase citizen and law enforcement involvement in the reduction of criminal opportunity". The Association currently has 225 members representing law enforcement, community, business, and civic groups, as well as other non-criminal justice governmental agencies such as the Virginia Office of Aging, Virginia Tech Extension Division, and others. The Association has attempted to provide training to groups and agencies in Virginia which are involved in crime prevention programs. In many instances, this is the only crime prevention training available to citizens' groups and law enforcement agencies. Since 1978, the Association has conducted five statewide seminars, and five regional seminars aimed at both citizens and law enforcement. The Virginia Crime Prevention Association has been able to bring resources into Virginia that normally would not have been available. By working with the Retired Teachers Association/American Association of Retired Persons and their national crime prevention program, the Association has received the equivalent of \$10,000 to \$15,000 in training resources. The American Association of Retired Persons (AARP) has assisted the Virginia Crime Prevention Association in planning its seminars and workshops and has also provided seminar speakers representing successful crime prevention programs from throughout the United States. The AARP has paid the travel and expenses for speakers from Detroit, Chicago, Illinois, Florida, and other areas to come to Virginia to conduct crime prevention training. Virginia also maintains a close relationship with the National Council on Crime and Delinquency and their Citizens' Crime Prevention Coalition which has made offers to assist the State in furthering citizen involvement in crime prevention.

The Virginia Crime Prevention Association was established primarily to represent law enforcement personnel in the crime prevention field. There was a void existing for persons not involved in law enforcement, but interested in crime prevention. This void was filled in late 1980 when the Virginia Crime Prevention Coalition was created. The Coalition is a diverse group representing the public and private sectors in Virginia. Participants include: the Secretary of Public Safety, the AFL-CIO, VEPCO, the U.S. Army, the Virginia Association of Chiefs of Police, the Virginia Farm Bureau, the Virginia Bank Security Association, the Division of Justice and Crime Prevention and others. The aim of the Coalition is to bring

to bear the greatest number of resources in the State to develop a crime prevention program which would provide the greatest benefit to the most citizens of Virginia.

The crime prevention effort in Virginia also has been aided to a great extent by State agencies. The Office of the Secretary of Public Safety and the Virginia Division of Justice and Crime Prevention have taken an active role in promoting crime prevention throughout the Commonwealth. A member of the Division of Justice and Crime Prevention staff serves as an advisor to the Board of Directors of the Virginia Crime Prevention Association and has attempted to coordinate many of its crime prevention efforts, and, to the extent possible, act as a clearinghouse for crime prevention information.

The Division of Justice and Crime Prevention prepares and distributes a quarterly memorandum to approximately 225 crime prevention practitioners within law enforcement and private groups, advising them of the availability of resources, new program concepts, and other materials that they might find useful. Accordingly, the Division of Justice and Crime Prevention is in contact with the National Criminal Justice Reference Service, the Law Enforcement Assistance Administration, the National Institute of Law Enforcement and Criminal Justice, the American Association of Retired Persons, the Crime Prevention Coalition, and other national organizations in order to obtain crime prevention materials, studies, etc., to distribute throughout the State.

The Division of Justice and Crime Prevention has been instrumental in providing technical assistance and program development to local crime prevention programs. This effort has been directed primarily toward designing crime prevention programs that are comprehensive in nature and take into account the need for joint citizen and law enforcement planning and implementation.

During the first half of 1981, the Division of Justice and Crime Prevention, in conjunction with the Virginia Tech Extension Division, has presented three crime prevention seminars for law enforcement officers and others with an interest in crime prevention in the localities of Bristol, Vinton, Winchester and Waynesboro. The Division of Justice and Crime Prevention has developed a Resource Directory which contains information from the major crime prevention programs in Virginia and has distributed the directory to appropriate groups and agencies.

Other State agencies that are actively involved in promoting crime prevention are the Virginia Office on Aging, the Virginia Tech Extension Division, and the Virginia State Police. The Office

on Aging now has a full-time Crime Prevention Coordinator who presents crime prevention programs to elderly groups throughout the State. This effort has been a valuable service to the crime prevention movement, since the Office on Aging has the capability to reach groups that heretofore have not been in the mainstream of crime prevention programming. The Virginia Tech Extension Division has become increasingly interested in the educational aspect of crime prevention, and has assisted in the development of training programs sponsored by the Virginia Crime Prevention Association.

In 1979, the Extension Division received a grant for the purpose of developing two crime prevention slide/tape programs. Although they were developed originally for the New River Valley Planning District Commission, they have now been duplicated for statewide distribution.

The Virginia State Police and the Division of Justice and Crime Prevention are in the advanced stages of developing local crime prevention steering committees which will provide local input and direction for crime prevention programs. The State Police role will be to help establish these steering committees and then to act in an advisory capacity by providing technical assistance and coordination in cooperation with the Division of Justice and Crime Prevention.

CRIME PREVENTION

IMPACTS AND GAPS

Most law enforcement experts would agree that there are three broad types of crime control strategies. The first, and the one most often employed by law enforcement agencies, is punitive crime prevention. An example of this approach is the belief that the presence of a police officer will deter a great majority of the population from committing crimes. It is on this basis that law enforcement agencies allocate as much as 40% of their total patrol time for preventive purposes. Preventive patrol means that while not responding to a call for service, police officers patrol the streets in a highly visible manner in hopes of being detected by a potential criminal who hopefully, will not commit a crime for fear of apprehension. Additionally, law enforcement agencies think that if their response to criminal incidents is good in regard to apprehensions, investigations, and prosecutions, then that also will prevent further crimes because potential criminals will fear swift and sure punishment. While enforcement certainly is necessary, it by no means even suggests to the public that their safety is being enhanced, since a number of studies show that the lack of preventive patrol, or the lack of high visibility by the police has very little bearing on the incidence of crime or the number of calls for service in a given locality. Furthermore, such a philosophy clearly indicates to the public that the law enforcement agency is more concerned with apprehension and arrest than with the prevention of crime.

The second strategy is corrective crime prevention. This approach calls for the system (meaning the criminal justice system and others that may affect it) to correct the behavior of criminals and potential criminals, by eliminating the physical and social conditions in which crime flourishes. It is obvious that in order for this strategy to achieve positive results, there must be almost unlimited funds for such costly services as housing, education, recreation, rehabilitation programs, jobs, and job training programs. Corrective prevention is obviously a broader issue than the criminal justice system alone can address and one that has very little impact when funds for social programs are limited.

The third strategy, and the one that law enforcement agencies and citizens' crime prevention groups are beginning to embrace is mechanical prevention, or target hardening. The basic premise in mechanical prevention is that each person shares the responsibility for preventing crime against his own person and property. In order to prevent crime there are a number of tactics that can be employed. Among others, they include locking doors and windows, installing improved locking devices, providing ample lighting, locking automobiles, being cognizant of dangers that may exist while out alone at night, engraving identifying marks on property, taking the opportunity and the time to watch out for neighbors' property, forming neighborhood security programs, as well as others. Target hardening has a proper role for both law enforcement

agencies and for community groups. Basically, the role of the law enforcement agency is to act as a catalyst and to develop within the community a volunteer service delivery system which provides direct service to the general population. In this regard, the law enforcement agency provides training, coordination, planning, and to the extent possible, resources to those who have agreed to be part of the service delivery network. On the other hand, citizens' groups play a significant role in crime prevention by assuring their own safety. In addition, citizens can form, or become part of, neighborhood groups that may have a mutual concern over the safety of the community and can assist law enforcement agencies or community organizations in fulfilling their crime prevention goals. Where law enforcement and citizens are working in tandem, the mechanical, or target hardening strategy becomes a cost-effective way of preventing crime.

As has been indicated, citizen and law enforcement participation in crime prevention has increased substantially in a relatively short period of time in Virginia. Currently, crime prevention efforts in the State are located primarily in the metropolitan areas of Northern Virginia, Richmond, and Tidewater. Formalized efforts in the predominantly rural areas of Virginia are almost non-existent. Although the sixteen largest jurisdictions in Virginia report almost 80% of the crime, there is still a need in the rural and outlying areas for citizens and law enforcement to promote the prevention of crime. One of the areas of concern among many rural Virginians is the theft of farm implements; a problem that crime prevention efforts in this State have not begun to address. In addition, law enforcement agencies in the rural sections of Virginia are ill-equipped in terms of manpower, training, and resources to become catalysts for crime prevention like their counterparts in the urban areas of the State. Often community groups and service organizations in rural communities have an interest in preventing crime, but have no one to whom they can turn for information and resources.

One of the difficulties that has plagued crime prevention units since their inception is a lack of planning and an inability to measure accurately, or evaluate the impact of their efforts. Crime prevention units and law enforcement agencies typically respond to requests for services from the public. For instance, a service club may request a crime prevention program on burglary prevention; a store owner may request a security assessment be done on his premises, and a church group may request a speaker on the subject of crime prevention at one of its functions. The problem with this approach is that it is scattered and has no real evaluation design built in. Therefore, resources are not being utilized

to the maximum. As has been indicated earlier, a more logical approach would be for law enforcement agencies and their crime prevention specialists to identify, or establish within their jurisdiction, a resource delivery system which would mean that the law enforcement agency's crime prevention unit would provide coordination, etc., and the citizen volunteers would actually provide the direct services.

Although crime prevention efforts in many Virginia localities are cooperative efforts between the law enforcement agencies and the citizens' groups, there is nevertheless little opportunity for citizens to participate in identifying specific crime problems and planning strategies that would result in solutions. When there is no opportunity, or no mechanism to allow for citizen participation and planning, then there is little chance that the programs or projects will be comprehensive and serve the needs of the majority of the community. In addition, where such participation is lacking, the citizens' groups often do not regard themselves as an integral part of the project and, therefore, do not have a vested interest in its success.

CRIME PREVENTION

PROBLEMS

If crime prevention is to become a viable crime control strategy and one that totally fulfills its potential as a cost-effective and efficient way to reduce crime, then it is necessary to involve a great many more Virginians than are currently involved. Specifically, there is a need to expand the crime prevention program into the rural areas of the State, both among the law enforcement agencies and the community at large. As has been noted, it is in the rural areas that law enforcement agencies and citizens' groups are lacking the expertise and resources with which to conduct programs.

Although Virginia is fortunate to have the level of interest that it does in preventing crime, it is essential that it be maintained and that all such efforts to deliver services be coordinated in order to maximize limited resources. Although the Virginia Crime Prevention Association is attempting to address the coordination problem, it is limited in its activities because most of its members are responsible for planning, implementing, and coordinating programs in their own localities.

Another major problem with crime prevention in Virginia is the lack of a service delivery network to provide crime prevention services to the general public. If the entire burden for delivering crime prevention services is placed on law enforcement, then the cost to provide such services becomes prohibitive. There is every indication that there are sufficient agencies, organizations, groups, and citizens in Virginia willing to participate in such a service delivery network. Members of the network must have training, direction, coordination, and limited resources.

If citizens in Virginia are to learn how to protect themselves and their property from crimes, then there must be a cadre of volunteers and professionals who possess the knowledge to teach others how to protect themselves. Unfortunately, crime prevention training in Virginia is deficient. Currently, police officers and some citizens are provided with the opportunity to attend the National Crime Prevention Institute in Louisville, Kentucky, for specialized training. However, as Law Enforcement Assistance Administration funds continue to decrease and local budgets continue to shrink, it is unlikely that many departments and groups will be able to send their representatives to Kentucky for crime prevention training. Again, the Virginia Crime Prevention Association has attempted to fill the void, but is, of course, lacking the necessary resources to provide training to the large number of people who need it.

SUBSTANCE ABUSE

EXISTING EFFORTS AND RESOURCES

In Virginia, substance abuse services are available through a variety of public and private providers, including:

1. The Virginia Department of Mental Health and Mental Retardation which provides intensive alcoholism and drug abuse treatment in an inpatient setting
2. Community services boards which administer drug abuse and alcoholism programs and services provided through comprehensive community mental health centers and community centers and clinics
3. Private practices of psychiatrists, psychologists, physicians, psychiatric social workers, and certified counselors
4. Psychiatric units providing acute substance abuse care in general hospitals
5. Private psychiatric hospitals, clinics, and centers with a substance abuse service capability
6. Residential alcoholism and drug abuse facilities operated through private, not for profit corporations

The Virginia Department of Mental Health and Mental Retardation has primary responsibility for planning, administration, regulation, program development, and evaluation of public substance abuse services. All public and private substance abuse programs in Virginia must be licensed by the Department of Mental Health and Mental Retardation in order to operate, and programs which receive public support must meet the programmatic certification standards developed by the Department.

The following services are available in Virginia for substance abusing persons:

Residential Treatment Services

Residential Drug Free
Medically Supervised Drug Use
Intermediate Care
Halfway Houses
Quarterway Houses

Prevention Services

- Public Information
- Public Education (school and community)
- Attitudinal (values clarification/decision making)
- Behavioral (alternatives programming)

Early Intervention Services

- Crisis Intervention (hotlines, store front centers)
- Employee Assistance
- Criminal Justice Diversion

Emergency Services

- Detoxification/Medical Support

Outpatient Treatment Services

- Drug Free
- Medically Supervised Drug Use (other than Methadone)
- Medically Supervised Methadone Use

Aftercare Services

Support Services

- Employment Placement
- Vocational Training
- Education

Information/Referral Services

The focus of the substance abuse service delivery system in most Virginia communities is the programs administered through the community services boards. There are 36 of these boards in Virginia, and they are locally managed and operated within standards established by the Virginia Department of Mental Health and Mental Retardation. Funding for these substance abuse services is provided through local government support, the Virginia Department of Mental Health and Mental Retardation, private and public third party payors, and the federal government; primarily the National Institute on Alcohol Abuse and Alcoholism and the National Institute on Drug Abuse.

Within the alcohol component of the Commonwealth's substance abuse services network, there are currently 19 outpatient clinics, 18 alcoholism service units within community mental health centers, an inpatient program serving residents of Virginia at the Medical College of Virginia, 21 alcoholism residential treatment facilities, and 31 inpatient State Hospital units. The clinics and mental health centers provide primary outpatient treatment, public education and information, agency consultation, and serve as community catalysts for the development of community involvement in the establishment of local programs and services. The State inpatient program located at the Medical College of Virginia, and the units at Eastern State Hospital, Western State Hospital, and Southwestern State Hospital provide intensive, specialized alcoholism treatment.

The 21 residential treatment facilities, totaling approximately 414 beds, provide a protective environment where alcoholics receive an array of counseling services aimed at recovery and enhanced self-sufficiency. They are of two types: subacute detoxification (5-day average stay) in which clients withdraw from the toxic effects of alcohol under medical supervision, and residential rehabilitation in which clients receive individual and group counseling aimed at re-entry to society by beginning to work and re-establishing family relationships (average stay 2 to 12 months).

The Commonwealth's drug services network consists of 5 methadone clinics, 7 residential treatment facilities, 25 outpatient drug-free components of service efforts, and a Treatment Alternatives to Street Crime (TASC) program. Prevention, crisis intervention, and referral services are offered by these programs, as well as numerous private agencies.

The 5 methadone clinics provide medically supervised detoxification or maintenance and other support. They are located in major metropolitan areas; specifically, Portsmouth, Norfolk, Richmond, Alexandria, and Hampton, where opiate use is most prevalent. These programs have a capacity to provide services to 536 persons, including 447 maintenance and 89 detoxification treatment units.

The residential treatment facilities provide an array of services, including individual, group and family counseling, educational services, vocational and job placement counseling, referrals for health care, medically and non-medically supervised detoxification, psychiatric, and legal services. The publicly supported residential substance abuse treatment capacity in Virginia is 364 beds.

The outpatient drug free treatment services provided by programs in Virginia are similar to, but generally less intensive than those provided in residential facilities. Outpatient treatment units serve approximately 2,185 persons at this time. TASC, while not a treatment provider, functions as an identification, screening, and referral program for the drug abusing client involved in the criminal justice system. This program provides services to approximately 250 clients in the Richmond area annually.

Other substance abuse service efforts in Virginia include education and prevention, intervention, occupational assistance, services to special populations, i.e., women, youth, the aging, and cultural minorities, and criminal justice interface activities. Education and prevention programs are usually affiliated with the services offered by the community services board or an individual treatment program. School divisions provide supplemental prevention programs which emphasize peer counseling, positive self-concept, and decision-making skills. Approximately 25 prevention and education efforts, including prevention components in treatment programs, receive support from the Virginia Department of Mental Health and Mental

Retardation. There are also many private or civic-sponsored prevention efforts conducted within the Commonwealth. Additionally, the Department of Education reports that 49 county and city school divisions have supplemental prevention programs.

Intervention and outreach programs are most often affiliated with community service boards, treatment programs, or other locally based organizations. These activities include hotlines, walk-in centers, and other forms of crisis intervention counseling. Occupational assistance programs are being developed by a number of businesses, industries, and governmental units in Virginia. Two new employer-related consortia which purchase occupational programming services, training expertise, and employee evaluation and referral through local substance abuse programs are operational. In addition, the State Employee Assistance Service (SEAS) is in its second year of operation.

Within the criminal justice system, counseling programs which provide substance abuse services on an as-needed basis are operational at the Virginia Correctional Center for Women, Staunton Correctional Center, Southampton Correctional Center, the Norfolk City Jail, the Virginia Beach City Jail, and a therapeutic community at the Powhatan Correctional Center. Additionally, the Unicom Program at the Staunton Correctional Center is a substance abuse specific therapeutic community. The Department of Corrections, Division of Community and Prevention Services provides direct substance abuse services and/or referrals to community programs on an as-needed basis.

The following is a list of substance abuse programs that are providing services within the Commonwealth:

TREATMENT AND REHABILITATION

Source: Virginia Substance Abuse Plan, FY 1979-1980

Planning District	Alcohol	
	Program	Nature of Services
1	Planning District 1 Community Services Board	Outpatient
2	Cumberland Plateau Community Services Board	Outpatient
3	Abingdon Local Alcoholism Services Waddell Rehabilitation Center	Outpatient Residential Detoxification
	Alpha House Mount Rogers Community Services Board	Residential Outpatient
4	New River Valley Council on Alcoholism	Outpatient Residential
5	White Cross Alcoholic Center	Residential Detoxification
	Mental Health Services of the Roanoke Valley-Outpatient Alcoholism Services Mental Health Services of the Roanoke Valley-Transitional Living Apartments	Outpatient Transitional Housing Residential
	Bethany Hall Mental Health Services of the Roanoke Valley-Alcoholism Programs	Detoxification
6	Pear Street Shenandoah Lodge Rockbridge Community Services Board Valley Community Services Board	Residential Residential Outpatient Outpatient

TREATMENT AND REHABILITATION CONT'D

Source: Virginia Substance Abuse Plan, FY 1979-1980

<u>Planning District</u>	<u>Alcohol</u> <u>Program</u>	<u>Nature of Services</u>
7	Council on Alcoholism, Front Royal Northwestern Mental Health Center Council on Alcoholism, Lord Fairfax Community, Inc. T.H.E. Counseling Center of Winchester	Detoxification Outpatient Residential Outpatient
8	Prince William County Drug and Alcohol Program The New Beginning Fairfax Hospital Alcoholism Treatment Unit FCAP Alcoholism Outreach Program Fairfax Local Alcoholism Service Alcoholic Rehabilitation, Inc. Alcoholism Treatment Program (Arlington) Alexandria Alcoholism Services Program Loudoun County Community Services Board	Outpatient Residential Detoxification Outpatient Outpatient Residential Detoxification Outpatient Residential Outpatient
9	Culpeper Total Health Education Clinic Rappahannock-Rapidan Community Services Board	Outpatient Outpatient
10	Full Circle House Alcoholism Treatment Center David C. Wilson Neuropsychiatric Hospital	Residential Outpatient Inpatient Outpatient Detoxification
11	Alcoholic Rehabilitation Center of Central Virginia ARISE	Residential Outpatient
12	Alcoholism Treatment Center, Martinsville Alcoholism Treatment Center, Danville Hope Harbor, Danville House of Hope Alcoholic Treatment Center Magnolia Serenity Home	Outpatient Outpatient Residential Residential Residential

TREATMENT AND REHABILITATION CONT'D

Source: Virginia Substance Abuse Plan, FY 1979-1980

<u>Planning District</u>	<u>Alcohol</u> <u>Program</u>	<u>Nature of Services</u>
13	Southside Community Services Board	Outpatient
14	Piedmont Area Community Services Board Willow Oaks Farm	Outpatient Residential
15	Needle's Eye Rubicon Alcoholism Program Project Jump Street Richmond Aftercare Hanover Community Services Board Chesterfield County Community Services Board Henrico Community Services Board Richmond Metropolitan Hospital	Residential Outpatient Detoxification Residential Outpatient Residential Outpatient Outpatient Outpatient Detoxification
16	Serenity Home Rappahannock Area Alcoholism Program	Residential Outpatient
17	Middle Peninsula Community Services Board (served by)	Outpatient
18	Middle Peninsula Community Services Board	Outpatient
19	Petersburg LAS (Local Alcoholism Services)	Outpatient
20	Western Tidewater Community Services Board Flynn House of Portsmouth, Inc. Chesapeake Substance Abuse Program Portsmouth Alcoholism Services Virginia Beach Community Services Board Norfolk LAS (Local Alcoholism Services)	Outpatient Residential Outpatient Outpatient Outpatient Outpatient
21	Serenity House Peninsula Alcoholism Services Hampton Alcoholism Clinic	Residential Outpatient Outpatient
22	Eastern Shore Community Services Board	Outpatient

TREATMENT AND REHABILITATION CONT'D

Source: Virginia Substance Abuse Plan, FY 1979-1980

<u>Planning District</u>	<u>Alcohol</u>	<u>Nature of Services</u>
<u>State</u>	Eastern State Hospital	Detoxification; Inpatient
	Central State Hospital	Detoxification; Inpatient
	Western State Hospital	Detoxification; Inpatient
	Southwestern State Hospital	Detoxification; Inpatient
	Medical College of Virginia	Detoxification; Inpatient

<u>Planning District</u>	<u>Drug Abuse</u>	<u>Nature of Service</u>
1	Planning District 1 Community Services Board	Outpatient Drug Free
2	Cumberland Plateau Community Services Board	Outpatient Drug Free
3	Invest	Outpatient Drug Free
	Mount Rogers Community Services Board	Outpatient Drug Free
4	Raft, Inc.	Outpatient Drug Free
5	Mental Health Services of the Roanoke Valley	Outpatient Drug Free Residential Drug Free Transitional Housing
6	Rockbridge Community Services Board	Outpatient Drug Free

TREATMENT AND REHABILITATION CONT'D

Source: Virginia Substance Abuse Plan, FY 1979-1980

<u>Planning District</u>	<u>Alcohol</u>	<u>Nature of Services</u>
7	Shalom et Benedictus	Residential Drug Free
	Northwestern Community Services Board	Outpatient Drug Free
8	Fairfax County Drug Abuse Control Program	Residential Drug Free Outpatient Drug Free
	DHR Counseling Center	Outpatient Drug Free
	Alexandria Narcotics Treatment Program	Outpatient Methadone Outpatient Drug Free
	Prince William County Drug and Alcohol Program	Outpatient Drug Free
	Second Genesis, Inc.	Residential Drug Free Outpatient Drug Free
	Loudoun County Substance Abuse Program	Outpatient Drug Free
9	Rappahannock-Rapidan Community Services Board - Drug Awareness Program	Outpatient Drug Free
10	Region X Community Services Board	Outpatient Drug Free
11	ARISE	Outpatient Drug Free Prison Drug Free
12	Impact Ridge Street Center	Outpatient Drug Free Outpatient Drug Free
13	Southside Community Services Board	Outpatient Drug Free
14	Piedmont Area Community Services Board	Outpatient Drug Free
15	Adolescent Clinic Project Jump Street	Outpatient Drug Free Outpatient Drug Free Residential Methadone Outpatient Methadone Residential Drug Free Outpatient Drug Free
	Rubicon	Residential Drug Free Outpatient Drug Free
	Hanover Community Services Board	Outpatient Drug Free

TREATMENT AND REHABILITATION CONT'D

Source: Virginia Substance Abuse Plan, FY 1979-1980

Planning District	Alcohol	Nature of Services
	Program	
	Chesterfield County Community Services Board	Outpatient Drug Free
	Henrico Community Services Board	Outpatient Drug Free
	Daily Planet	Outpatient Drug Free
16	Rappahannock Area Community Services Board	Outpatient Drug Free
17	Middle Peninsula Community Services Board (served by) - the CARE PROGRAM	Outpatient Drug Free
18	Middle Peninsula Community Services Board - CARE PROGRAM	Outpatient Drug Free
19	Real House	Outpatient Drug Free
20	Virginia Beach Community Services Board	Outpatient Drug Free
	Western Tidewater Community Services Board	Outpatient Drug Free
	Norfolk Drug Abuse Services Board	Outpatient Methadone
	Chesapeake Substance Abuse	Outpatient Drug Free
	Portsmouth Drug Free Center	Outpatient Drug Free
	Portsmouth Drug Treatment Center	Residential Drug Free
		Outpatient Methadone
		Outpatient Drug Free
21	Action Committee to Stop Drugs	Residential Drug Free
	Hampton Roads Drug Center	Outpatient Drug Free
	Alternatives, Inc.	Outpatient Drug Free
	Bacon Street	Outpatient Methadone
		Outpatient Drug Free
22	Eastern Shore Community Services Board	Outpatient Drug Free

Prevention

Source: Virginia Substance Abuse Plan, FY 1979-1980

Program	Public Information	Education	Attitudinal	Behavioral
Valley Area Comm. College		X		
Ridge Street	X	X	X	
IMPACT	X	X		
Arise	X	X	X	X
Raft	X	X	X	
New River Comm. College	X	X		
Richmond ADAPTS	X	X		
Rappahannock Drug Abuse Program	X	X	X	
Alexandria City Schools		X	X	
Alexandria CADEO	X	X	X	X
Hanover Outreach	X	X	X	X
Powhatan Outreach	X	X		
Alcohol and Narcotics Council of Virginia Churches	X	X		
Chesapeake Schools	X	X	X	X
Chesapeake Substance Abuse Program	X	X	X	X
Alternatives	X	X	X	X
Bacon Street	X	X	X	X
Portsmouth Services Board	X	X	X	X
Danville-Pittsylvania Services Board	X	X	X	X
Virginia Beach Comprehensive Services	X	X	X	
Culpeper Substance Abuse Program	X	X	X	
Western Tidewater	X	X	X	
Real House	X		X	X

In addition, the Virginia prevention system includes public information and education services which are provided by a majority of the community services boards and the local alcoholism services agencies. Further, all school districts have a substance abuse education curriculum, and many provide attitudinal programs emphasizing peer education (SODA).

SUBSTANCE ABUSE

IMPACTS & GAPS

Admissions to Treatment

According to the Virginia Substance Abuse Plan for FY 1980-1981, during fiscal year 1979, publicly supported drug abuse services were provided to 3,765 persons, an increase of 9.5% over fiscal year 1978. For the same period, 12,810 persons entered publicly supported alcoholism treatment programs. On a comparative basis, the drug abusing population may be characterized as consisting of more youths, more blacks, and more females than the alcohol abusing population.

Tables 4 through 9 are obtained from the Virginia Substance Abuse Plan for FY 1980-1981.

TABLE 4

Drug Admissions by Age FY 1979

	Number	Percent	Rate *
Under 18	1,215	32.3%	41.2
18-24	1,156	30.7%	15.5
25-34	1,192	31.6%	13.0
35-44	151	4.0%	2.3
45-59	44	1.0%	.5
60+	7	.2%	.1
	3,765	100%	

TABLE 5

Drug Admissions by Race FY 1979

	Number	Percent	Rate *
White	2,589	68.8%	7.7
Black	1,142	30.3%	14.5
Other & Unknown	34	.9%	
	3,765	100%	

* Per 10,000 population over 15 years of age

TABLE 6

Drug Admissions by Sex FY 1979

	Number	Percent	Rate *
Male	2,680	71.2%	13.3
Female	1,085	28.8%	5.0
	3,765	100%	

TABLE 7

Alcohol Admissions by Age FY 1979

	Number	Percent	Rate *
Under 18	309	2.4%	10.5
18-24	1,817	14.2%	24.4
25-34	3,075	24.0%	33.4
35-44	3,010	23.5%	45.5
45-59	3,529	27.5%	43.9
60+	765	6.0%	10.3
Invalid or Unknown	305	2.4%	
	12,810	100%	

TABLE 8

Alcohol Admissions by Race FY 1979

	Number	Percent	Rate *
White	9,476	74.0%	28.0
Black	3,201	25.0%	40.7
Other & Unknown	133	1.0%	
	12,810	100%	

TABLE 9

Alcohol Admissions by Sex FY 1979

	Number	Percent	Rate *
Male	10,175	79.4%	50.5
Female	2,635	20.6%	12.2
	12,810	100%	

* Per 10,000 population over 15 years of age

The Client Oriented Data Acquisition Process (CODAP) has collected sufficient data over the past several years to allow analysis of various trends and specific variables. Sex proportions have been stable since 1976, and no discernable trend emerges. Age proportions, however, show some very consistent trends over time. (See Table 10.) The number of drug abusers under the age of 17 finding their way into treatment has increased systematically; 8.6% since 1976.

TABLE 10

Percent Age at CODAP Admission by Fiscal Years

	1976	1977	1978	1979
0-17	23.7%	24.8%	25.8%	32.3%
18-24	41.6%	37.7%	34.8%	30.7%
25-44	32.9%	35.3%	37.5%	35.6%
45-59	1.1%	1.6%	1.5%	1.0%
60+	.7%	.5%	.5%	.2%
	100%	100%	100%	100%

Source: Virginia Substance Abuse Plan for FY 1980-1981.

Conversely, the number admitted aged 18 to 24 has been decreasing systematically (by 10.4%), while those aged 25 to 44 appear to have stabilized at 36% of the total of all admissions.

The trend racially, as shown in Table 11, is that the percentage of whites seeking treatment has increased a little over 10%, while the percentage of blacks decreased by over 11% over the four years.

TABLE 11

Percent Race at CODAP Admission by Fiscal Years

	1976	1977	1978	1979
White	57.7%	59.5%	61.7%	68.8%
Non-White	41.8%	39.7%	37.3%	31.2%
	100%	100%	100%	100%

Source: Virginia Substance Abuse Plan for FY 1980-1981.

There have been changes in the primary drug of abuse, as shown in Table 12.

TABLE 12

Percent Admissions to Programs by Primary Drug of Abuse and Fiscal Years

	1977	1978	1979
Narcotics	46%	39%	32%
Marijuana	24%	25%	33%
Alcohol	13%	12%	7%
Barbiturates/Sedatives/Tran-			
quilizers	6%	8%	10%
All Other and Unknown	12%	16%	18%

Source: Virginia Substance Abuse Plan for FY 1980-1981.

There has been a decreasing use of narcotics as the primary drug of abuse upon admission to treatment, with a 14% decrease over the last three years. Alcohol as the primary drug has decreased by 6%. Marijuana is replacing narcotics as the primary drug of abuse, which probably reflects the younger abuser. Marijuana showed an increase of 9%, barbiturates/sedatives, tranquilizers increased by 4%, and all other drugs by 6% over the last three years.

Arrests

Arrest data do not provide an accurate picture of the extent of the substance abuse problem since they identify only the substance abuse activity which is visible to law enforcement agencies. Also, these data vary with the increase or decrease in activity of local and State law enforcement efforts and the emphasis which law enforcement agencies place on particular violations. This emphasis may vary from locality to locality. The number of sworn vice squad officers and other officers in less populous areas can also influence arrest data. Even with these limitations, an examination of arrest data can reveal information helpful to analyzing the type of problem in the State.

Tables 13, 14, and 15 illustrate alcohol and drug-related arrest rates per 10,000 population. These tables are obtained from the Virginia Substance Abuse Plan for FY 1980-1981.

TABLE 13

Alcohol and Drug Arrests by Age
Per 10,000 Population *
FY 1979

	Below 18	18-24	25-34	35-44	45-59	60+
Alcohol Related	50.33	297.52	220.97	274.66	275.21	75.27
Drug Related	44.21	136.47	24.33	4.28	1.74	.07

* Per 10,000 population over 15 years of age

TABLE 14
Alcohol and Drug Arrests by Race
Per 10,000 Population *
FY 1979

	White	Black
Alcohol Related	208.75	264.38
Drug Related	29.53	28.77

TABLE 15
Alcohol and Drug Arrests by Sex
Per 10,000 Population *
FY 1979

	Male	Female
Alcohol Related	422.47	39.75
Drug Related	53.37	7.20

Table 13 presents age-specific alcohol and drug-related arrest rates. The highest rates for both are found in the 18-24 year old group. The drug rates drop off dramatically after age 24. The alcohol arrest rates remain quite high until the age of 60. Table 14 shows that alcohol arrests for blacks are higher than whites, while drug arrests show no differences due to race. Table 15 indicates a stable situation with drug arrests; a 7.6 to 1 ratio of male to female; and alcohol arrests, a 13.6 to 1 ratio.

Table 16 shows that 82% of all arrests were marijuana-related, with the 18 to 24 age group contributing 60.7% of all arrests.

TABLE 16
Drug Arrests by Age and Substance
FY 1979

Substance	Under 18	18-24	25-34	35+	Totals
Marijuana	2,018	6,246	1,570	295	10,129 (92.3%)
Opium/Cocaine & Derivatives	25	456	260	52	793 (6.4%)
Synthetic Narcotics	57	301	135	14	507 (4.1%)
Other Non Narcotics	74	472	263	67	876 (7.1%)
Totals	2,174 (17.7%)	7,475 (60.7%)	2,228 (18.1%)	428 (3.5%)	12,305 (100%)

Source: Virginia Substance Abuse Plan for FY 1980-1981.

*Per 10,000 population over 15 years of age

Alcohol arrest rates by planning district (PD) show the highest rates are found in the Western part of the State, in planning districts 1, 2, 3, and 5. These areas are basically rural. In contrast, the highest drug arrest rates are found in planning districts 5, 15, 19, and 20. These areas are urban in nature. See Table 17.

TABLE 17
Drug and Alcohol Arrests per 10,000 Population *
FY 1979

	Drug	Alcohol
PD 1	10.59	538.91
PD 2	17.24	379.33
PD 3	4.78	328.54
PD 4	9.63	218.30
PD 5	27.44	329.29
PD 6	16.82	248.43
PD 7	20.27	290.65
PD 8	18.73	170.88
PD 9	11.42	161.16
PD 10	10.24	171.63
PD 11	13.05	209.01
PD 12	15.75	182.39
PD 13	8.13	255.54
PD 14	6.95	167.16
PD 15	31.32	159.69
PD 16	7.59	148.02
PD 17	10.18	104.79
PD 18	9.01	45.89
PD 19	35.47	220.28
PD 20	52.13	225.77
PD 21	20.40	204.53
PD 22	4.61	111.43

* Per 10,000 population over 15 years of age

Source: Virginia Substance Abuse Plan for FY 1980-1981.

Drug Thefts

According to the information contained in the Virginia Substance Abuse Plan, drug thefts from pharmacies, hospitals, manufacturers, and doctors' offices decreased from 202 to 182 during fiscal year 1979. This represents a decrease of almost 10%. The volume of drugs stolen decreased only 2.5%, representing a slightly larger yield per theft. All drugs stolen showed slight decreases except amphetamines which decreased by 26.4%. Narcotics thefts, on the other hand, increased by 8.3%. Tables 18 and 19 show that the types of drugs stolen and their percentages have remained fairly stable, as have the volumes.

TABLE 18

Total Drug Thefts by Volume
Reported in Dosage Units

	FY 77	FY 78	FY 79	% Change Over FY 78
Number of Thefts	171	202	182	-9.9%
Narcotics	116,692	155,928	168,838	+8.3%
Amphetamines	39,129	66,325	48,793	-26.4%
Barbiturates	76,876	78,816	77,542	-1.6%
Other Stimulants	26,820	36,266	32,807	-9.5%
Other Depressants	156,169	181,230	177,365	-2.1%
Total Volume	415,686	518,557	505,345	-2.5%

Source: Virginia Substance Abuse Plan for FY 1980-1981.

TABLE 19

Percent Total Drug Thefts by Type

	FY 77 Percent of Total	FY 78 Percent of Total	FY 79 Percent of Total
Narcotics	28.0%	30.1%	33.4%
Amphetamines	9.4%	12.8%	9.6%
Barbiturates	18.5%	15.2%	15.3%
Other Stimulants	6.5%	6.9%	6.5%
Other Depressants	37.6%	35.0%	35.1%
Total	100%	100%	100%

Source: Virginia Substance Abuse Plan for FY 1980-1981.

Alcohol Related Traffic Accidents

The Virginia Substance Abuse Plan indicates that during fiscal year 1978, there were 22,128 alcohol-related traffic accidents. (See Table 20.) This represents a 4.5% increase over the 21,169 accidents in 1977. Drinking drivers were involved in 16.3% of all crashes and 32.6% of fatal crashes.

TABLE 20

Alcohol Related Accidents

	1976	1977	1978	% Change Over 1977
Fatal	341	379	315	-16.9%
Personal Injury	7,781	8,734	9,377	+7.4%
Property Damage	10,819	12,056	12,436	+3.2%
Total	18,941	21,169	22,128	+4.5%

Source: Virginia Substance Abuse Plan for FY 1980-1981.

Drug and Alcohol Deaths

The Virginia Center for Health Statistics reported 771 deaths resulting from alcohol consumption and 152 deaths due to drugs during 1979.

ALCOHOL DEATHS

	Number	Percent
Deaths Resulting from Alcohol Psychosis	15	1.9%
Deaths Resulting from Alcohol Addiction	156	20.2%
Deaths Resulting from Alcohol Poisoning-Accidental	64	8.3%
Deaths Resulting from Alcoholic Cirrhosis	230	29.8%
Deaths Resulting from Alcoholism when Associated with Emotional Disorder	51	6.6%
Deaths Resulting from Unspecified Alcoholism	255	33.1%
	771	100%

DRUG DEATHS

	Number	Percent
Deaths Resulting from Drug Poisoning-Accidental	36	23.7%
Deaths Resulting from Alcohol and Drug Poisoning-Accidental	10	6.6%
Deaths Resulting from Suicide-Drugs	82	53.9%
Deaths Resulting from Drug Poisoning-Undetermined	10	6.6%
Deaths Resulting from Drug Dependence	2	1.3%
Deaths Resulting from Complications and Misadventures	12	7.9%
	152	100%

Source: Virginia Substance Abuse Plan for FY 1980-1981.

Whereas the alcohol deaths may be directly attributable to use and abuse, the drug deaths are more difficult to interpret. They tend to be a mixture of accidental and purposeful self administration, and just what proportion is directly related to habitual abuse is difficult to determine. The large variety of substances involved and the relatively small number of drug deaths also preclude meaningful interpretation.

Table 21 indicates the alcohol and drug deaths by age. Alcohol deaths maximize in the 55-64 age group, while the drug data show a maximum at 25-34, one age group above the arrest peak.

Table 22 shows that blacks have an alcohol-related death rate twice as high as whites. The drug rates, on the other hand, show no significant differences between races. Again it appears through another indirect indicator that there is no differential use/abuse rate between blacks and whites. It appears that over time, the overall pattern of drug abuse among blacks, which once was higher than among whites, is now about the same as

among whites. However, the black population has always shown a higher proportion of narcotics abuse than whites. The percentage of black admissions to treatment for narcotic addiction is 61.6% of total black admissions. The percentage of whites admitted for narcotics, however, is only 19.6% of the white admissions. The drug of choice for the white treatment population is marijuana, accounting for 40% of all white admissions.

Table 23 shows a male alcohol-related death rate more than twice the female rate. The drug statistics, however, are virtually identical. Tables 24 and 25 represent the major geographic contributors. Danville and Salem represent a disproportionately high number of alcohol deaths, while Alexandria, Henrico, and Richmond show a high number of drug deaths.

Tables 21 through 25 are obtained from the Virginia Substance Abuse Plan for FY 1980-1981.

TABLE 21

Alcohol and Drug Deaths by Age
FY 1979

	Number	Alcohol Percent	Rate*	Number	Drug Percent	Rate*
Below 18	1	.13	.02	2	1.3	.04
18-24	5	.65	.09	17	11.2	.31
25-34	32	4.1	.34	46	30.3	.50
35-44	108	14.0	1.63	23	15.1	.35
45-54	221	28.7	4.09	24	15.8	.44
55-64	239	31.1	4.86	20	13.2	.41
65+	162	21.2	2.17	20	13.2	.27

TABLE 22

Alcohol and Drug Deaths by Race
FY 1979

	Number	Alcohol Percent	Rate*	Number	Drug Percent	Rate*
Black	243	31.6	3.09	20	13.2	.25
White	525	68.2	1.55	132	86.8	.39

TABLE 23

Alcohol and Drug Deaths by Sex
FY 1979

	Number	Alcohol Percent	Rate*	Number	Drug Percent	Rate*
Male	513	66.5	2.55	72	47.4	.36
Female	258	33.5	1.19	80	52.6	.37

* Per 10,000 population over 15 years of age

TABLE 24

Place of Death - Alcohol
FY 1979

	Number	Percent	Rate*
Alexandria	32	4.2%	3.63
Arlington	21	2.7%	1.60
Danville	23	3.0%	8.92
Fairfax	32	4.2%	0.72
Lynchburg	24	3.1%	4.57
Newport News	36	4.7%	3.22
Norfolk	75	9.7%	3.34
Portsmouth	27	3.5%	3.31
Richmond	80	10.4%	4.62
Roanoke	35	4.6%	4.45
Salem	29	3.8%	14.43

TABLE 25

Place of Death - Drug
FY 1979

	Number	Percent	Rate*
Alexandria	9	5.9%	1.02
Arlington	10	6.6%	0.76
Chesapeake	4	2.6%	0.44
Fairfax	10	6.6%	0.23
Hampton	5	3.3%	0.50
Henrico	14	9.2%	0.97
Newport News	5	3.3%	0.45
Norfolk	8	5.3%	0.36
Richmond	17	11.2%	0.98
Roanoke	6	3.9%	0.76
Virginia Beach	6	3.9%	0.31

* Per 10,000 population over 15 years of age

SUBSTANCE ABUSE

PROBLEMS

In Virginia, available substance abuse services vary widely among catchment areas. At best, these services can be considered to be minimally responsive to the substance abuse service needs in the State. This is particularly true for alcoholism treatment services and services targeted to barbiturate, sedative, and tranquilizer abuse. The Virginia Substance Abuse Plan for FY 1980-81 estimates the number of problem drinkers in Virginia by Health Service Area to be:

<u>Health Service Area</u>	<u>Number</u>
I	31,380 - 43,830
II	44,259 - 61,819
III	61,258 - 85,562
IV	47,141 - 65,844
V	54,817 - 76,566
Total	238,855 - 333,621

The estimated number of drug abusers by Health Service Area is as follows:

<u>Health Service Area</u>	<u>Number</u>
I	2,417 - 4,835
II	3,796 - 7,592
III	4,288 - 8,575
IV	3,347 - 6,695
V	4,747 - 9,494
Total	18,596 - 37,191

Preliminary assessments indicate that increased community-based service capacity must be created in Virginia to meet these needs and to handle the increased burden resulting from the possible closing, or reduction in the capacity of alcoholism units in some State mental hospitals. Also, preliminary assessments indicate that an increased service capacity must be created if Virginia enacts the Uniform Alcoholism Act which is targeted to the provision of services to the public inebriate population.

The organization and operation of substance abuse services in a manner which promotes continuity of care for clients who require different types and/or levels of care is needed in Virginia. This is especially important in the provision of aftercare programming which draws from a variety of community resources. There is an expressed need for the development of a coordinated interagency network of substance abuse services through cross-referral mechanisms, consultation, and service

contracts. Liaison with the criminal justice system, as well as other human service agencies, through formal and informal relationships also is important for the provision of treatment, aftercare, vocational, legal, and educational services to clients.

Special service requirements of population groups such as women and the elderly must receive increased attention by both drug abuse and alcoholism programs. Both federal and State policies and plans have targeted the service needs of these population groups as priority concerns. The provision of treatment, intervention, and prevention services to these population groups needs to involve both the enhancement of the existing service network and the development of programs targeted specifically to their special needs. For women with drug or alcohol abuse problems, special programs might include residential programs which provide arrangements for child care and transitional living facilities for women abusers not yet ready to return to their home environments. Substance abuse prevention efforts targeted to at-risk women (e.g., those experiencing trauma resulting from divorce, rape, or spouse abuse) are potentially available through a variety of "gatekeeper" or early intervention agencies such as family planning clinics, crisis intervention programs, rape crisis centers, child protective services, and other social service agencies.

Available data indicate that alcohol abuse is the leading substance abuse problem in Virginia. Other major substances abused are marijuana, narcotics, and barbiturates/sedatives/tranquilizers.

The Virginia Substance Abuse Plan for FY 1980-1981 provides information about which groups need to be targeted for alcohol services:

Application of the Marden formula to Virginia census data indicates that males between the ages of 20 and 29 years are most in need of services, followed by males between the ages of 40 and 49 and 30 and 39. The female population most in need of services appears to be between the ages of 30 and 49 years. Admissions to treatment, arrest and mortality data indicate that blacks are more involved in alcohol abuse than whites.

Use of the Marden formula enables estimates of persons with alcohol related problems by occupation. The occupational category containing the largest number of persons with alcohol problems is "Craftsmen and Foremen". The greatest number of women with alcohol problems are clerical workers; however, it should be noted that the greatest number of women in the labor force are employed in this occupation.

It appears that alcohol abuse starts at an early age. Peaks in the indicator data suggest that the 18-24 group have the highest rates of alcohol as well as drug abuse. The alcohol

abuse continues through middle age, while drug abuse seems to decline after 24. These data suggest the need for an increasing emphasis on prevention and early intervention services in the alcohol service delivery system.

The alcohol related death rate for women is approximately half that for men. Due to the long duration of drinking generally required to produce death, it can be assumed that societal changes in sex-related behaviors (like drinking) will take many years to surface. We can assume that the alcoholism rate in women may in ten years approach that of men. We can also assume that societal factors result in an under representation of women in terms of arrests and admission to treatment. An increased emphasis on alcohol services designed specifically to attract and treat women is required.

The higher involvement of blacks in alcohol abuse suggests an increased emphasis on prevention, intervention and treatment services specifically designed for blacks.¹⁴

The Marden Formula is a procedure developed by Parker G. Marden, Ph.D., to attempt to estimate numbers and types of persons in the population who will have alcohol related problems.

Regarding services for drug abusers, the Virginia Plan for Substance Abuse for FY 1980 - 1981 states:

The indicators show peak drug abuse around the ages of 15-24. The data have been stable over the past few years with youth and women stable while the number of blacks has been declining. A decrease in the amount of narcotic addiction and an increase in marijuana use/abuse suggest some improvement of the situation, both in terms of a "softer" drug of abuse and younger clients in treatment. The large percentage of marijuana arrests (83%) to total arrests suggests this is more of a legal than an abuse issue. Increases in prevention and intervention are suggested with a maintenance effort in treatment.¹⁵

¹⁴ Virginia Substance Abuse Plan for FY 1980-1981, Virginia Department of Mental Health and Mental Retardation, 1980, p. III-15.

¹⁵ Ibid.

DOMESTIC VIOLENCE

EXISTING EFFORTS AND RESOURCES

Public awareness of family violence has surfaced only recently, and citizens are becoming concerned about this problem. Family violence is being discussed, researched, dramatized, and publicized through various media which often raise an issue about the unwillingness and/or inability of the police and courts to aid the victims of family violence.

Throughout history, the American legal and criminal justice systems have been uncertain about the appropriate method or methods for dealing with the complex problem of family violence.

Domestic violence is thought to be the most frequently occurring type of crime. Family fights constitute the largest single category of police calls. Homicide statistics indicate that the majority of murders occur among family members. Basic statistics specific to wife abuse are not routinely collected by the police or hospital emergency rooms. There is a lack of specialized training for law enforcement and social services personnel, and specialized programs for the victims of domestic violence and their families. Within Virginia, there is no continuity of services among agencies that serve victims of domestic violence. These agencies include mental health, health, welfare, and the criminal justice system. There is a need in Virginia to enhance coordination among agencies such as law enforcement, health, welfare, medical, education, legal, and others dealing with domestic violence.

The 1978 Session of the General Assembly passed House Joint Resolution Number 31 (HJR 31) encouraging all localities of the State to establish community-based shelters for battered spouses and their children, and encouraging the Virginia Department of Welfare to provide Title XX funding for local information and referral services to battered spouses. This resolution also encouraged the use of funding available through the Division of Justice and Crime Prevention to support the shelters.

As a result of HJR 31, the Division of Justice and Crime Prevention conducted a survey of thirty-five local law enforcement agencies in the State to determine the specific needs of law enforcement in addressing domestic violence. Three major issues emerged from the survey:

1. The need for more specialized training for law enforcement officers
2. The need to establish and/or modify law enforcement standard operating procedures to reduce the impact of domestic violence calls and situations on the agencies and the individual officers responding
3. The need to develop community programs and awareness of existing resources

Analysis of the survey results and further study by the Division of Justice and Crime Prevention and the Department of Welfare resulted in a request from the House Appropriations Committee of the Virginia General Assembly for the Division of Justice and Crime Prevention to draft legislation addressing the issue of domestic violence, its victims, possible solutions, and alternatives for the Commonwealth. House Bill 690 was drafted and later modified and approved by both Houses of the General Assembly. This bill was modeled on the existing child abuse statutes, and gives the Department of Welfare primary responsibility for the planning, coordination, and implementation of programs and services for domestic violence victims within the State.

Staff employed by the Department of Welfare are in the process of developing strategies to address the State's role in planning, coordinating, and implementing programs and services for domestic violence victims and their families.

Current programs and services for victims and their families are generally community initiated and community funded. Many are sponsored and funded by women's centers and organizations, YWCA's, United Way, and church groups.

Programs and services within the Commonwealth are listed below:

Prince William Women's Aid
Jenifer Levy
P. O. Box 174
Dumfries, Virginia 22026
703-494-7483

Bristol Crisis Center
Marylon Barrett
P. O. Box 642
Bristol, Virginia 24201

Vanessa Dane
Lynchburg YWCA
626 Church Street
Lynchburg, Virginia 24504
804-847-7751

Pamela M. Spivey
612 Second Street
Radford, Virginia 24141

Mental Health Association of
Charlottesville
415 Lexington Avenue
Charlottesville, Virginia 22901
804-977-4673

United Way of Greater Richmond
2501 Monument Avenue
Richmond, Virginia 23219
804-353-1201

Abuse Victims Steering Committee
326 W. 20th Street
Norfolk, Virginia 22350
804-446-5140

Rachel Key
323 Pendleton Road
Danville, Virginia 24541
804-792-0657

Battered Women's Support Project
Ann Brickson
P. O. Box 178
Alexandria, Virginia 22313
703-750-6631

Community Services Abuse Victims Program
Betty Martineau
P. O. Box 1980
Norfolk, Virginia 23501
804-446-5140

YWCA Women's Victim Advocacy Program
Sheila Cohen
6 N. 5th Street
Richmond, Virginia 23215
804-643-6761

Fairfax County Victim Assistance Network
Edith Herman and Virginia Ratliff
8119 Holland Road
Alexandria, Virginia 22306
703-360-6910

Shelter for Help in Emergency (SHE)
Ann Woods
P. O. Box 3013 - University Station
Charlottesville, Virginia 22903
804-293-8509

Domestic Violence Emergency Service
Margaret Clore
300 Randolph
Danville, Virginia 24541
804-797-2504

Shirley Carr, Chairwoman
127 Westmoreland Court
Danville, Virginia 24541
804-793-8851

Action in the Community Through
Service
South Main Street
Dumfries, Virginia 22026
703-221-7852

Williamsburg Area Women's Center
Sandra Peterson
P. O. Box 126
Williamsburg, Virginia 23185
804-229-7944 or 804-253-4405

Arlington Battered Women's Support
Group
Cristine Moran
141 N. Illinois
Arlington, Virginia 22205
703-435-4286

Fairfax County Women's Shelter
Wendy Reges
P. O. Box 1174
Vienna, Virginia 22180
703-435-4940

Peninsula Council for Battered Women
Carolyn Tighe
Peninsula Psychiatric Hospital
530 E. Queen Street
Hampton, Virginia 23669
804-722-2504

Christiansburg Women's Resource
Center
Sheila Davis, Joan Clark
P. O. Box 278
Christiansburg, Virginia 24073
703-382-6553

First Step, Inc.
Sharon Sprague
Box 69-B
Keezletown, Virginia 22382
703-434-9161

Rappahannock Council on Domestic
Violence
Judi Schmidt
P. O. Box 1785
Fredericksburg, Virginia 22401
703-371-9002

YWCA
Thea Hentz
626 Church Street
Lynchburg, Virginia 24504
804-847-7751

Total Action Against Poverty (TAAP)
Betty Long
P. O. Box 2868
Roanoke, Virginia 24001
703-345-6781

Women's Resources and Service
Center
Barbara Todd
605 1st Street
Roanoke, Virginia 24011
703-342-4076

The House
Susan Sroim
29 Weems Lane
Winchester, Virginia 22601
703-667-6529

DOMESTIC VIOLENCE

IMPACTS AND GAPS

Wife battering is estimated to be the most frequently committed crime; and yet, accurate statistics are unavailable because of the victim's shame and secrecy, fear of retaliation, and a history of social and legal indifference. In most jurisdictions within Virginia, spouse abuse is not considered or reported as a separate crime category, thereby obscuring further the magnitude of domestic violence. Data regarding the nature and extent of domestic violence are incomplete and unreliable.

When the Division of Justice and Crime Prevention began making funds available for domestic violence programs in 1979, several areas of the State indicated a need for these programs, and began collecting the little information which was available.

Information presented by Arlington County in their criminal justice plan for fiscal year 1981 indicates that in 1978, Arlington County Police recorded 1,267 calls in the family offense category. In 1979, the family offense calls increased 12% to 1,426 requests for service, most of which involved some degree of spouse abuse. In Arlington it is estimated that as many as 3,600 hidden victims of chronic abuse are in need of services. Eleven percent of the reported requests for police intervention, or as few as 155 cases received services of the juvenile and domestic relations district court in 1979. Although the Department of Health Resources records approximately 280 requests from victims of abuse, the enormity of needs presented by these families renders current resources inadequate.

The Central Virginia Planning District's criminal justice plan for fiscal year 1981 indicates that the number of domestic violence cases coming to the attention of social service agencies is steadily increasing. This violence occurs between members of the same family or between persons who live together in the same household. This includes spouse abuse, child abuse, abuse of parents by children, sexual abuse of children, and other forms of intra-family violence. Based on statistical information from the Tayloe-Murphy Institute, it is estimated that approximately one-third of the population, or 89,000 people, in the Central Virginia Planning District suffer from domestic violence. These people are victims of physical, psychological, emotional, and/or verbal abuse.

Each month the Lynchburg Police Department receives between 300 to 325 calls because of domestic violence. Other police officials in the Central Virginia Planning District receive between 100 to 150 calls a month because of disturbances in homes.

It was reported by Lynchburg Protective Services that they serve approximately 50 to 75 children a month who suffer from child abuse or neglect because of violence or conflict between parents. In addition, other agencies such as Lynchburg Youth Services, Family Services, and the juvenile and domestic relations district court also serve children who are having emotional problems that can be attributed to violence within the home.

Between 50 to 75 people per week receive medical attention in the Central Virginia Planning District because of violence between immediate family members.

The fiscal year 1981 criminal justice plan for the Rappahannock Planning District indicates that between January 1, 1979, and December 31, 1979, there were 974 domestic calls to four of the law enforcement agencies, resulting in 125 arrests. Warrants sworn against husbands totaled 191, and 12 against wives for the same period of time.

Domestic Violence Calls

Jan. 1, 1979 - December 31, 1979

<u>Agency</u>	<u>Number Domestic Calls</u>	<u>Number Spouse Assault Arrests</u>
Caroline County Sheriff's Department	50	55
Fredericksburg Police Department	225	28
Spotsylvania County Sheriff's Department	375	N/A
Stafford County Sheriff's Department	324	42
TOTAL	974	125

Spouse Against Spouse Warrants

Jan. 1, 1979 - Dec. 13, 1979

<u>Locality</u>	<u>Against Husbands</u>	<u>Against Wives</u>
Caroline	47	2
Fredericksburg	26	2
King George	2	1
Spotsylvania	55	1
Stafford	61	6
TOTAL	191	12

Hospital emergency room data show the majority of victims were females between the ages of 18 to 44 who were victimized by either their husband or another family member.

Rappahannock Council on Domestic Violence statistics for the Rappahannock Planning District showed 508 calls for assistance, with 216 clients assisted in some form by the shelter. A shelter was established and opened in November 1979, and served 13 clients during the first three months of operation.

Rappahannock Council on Domestic Violence

Dec. 1, 1978 - Nov. 30, 1979

<u>Locality</u>	<u>Information/ Assistance Calls</u>	<u>Clients Assisted</u>
Caroline	19	10
Fredericksburg	121	52
King George	8	7
Spotsylvania	149	48
Stafford	154	72
Other	57	27
TOTAL	508	216

Shelter Residents

Nov. 2, 1979 - Jan. 31, 1980

<u>Locality</u>	<u>Number of Families</u>
Caroline	1
Fredericksburg	3
King George	1

Shelter Residents Cont'd.

Nov. 2, 1979 - Jan. 31, 1980

Locality	Number of Families
Spotsylvania	4
Stafford	3
Other	1
TOTAL	13

In the New River Valley Planning District, the Women's Resource Center operates a temporary shelter and reported providing shelter for 304 women and children during 1979. They also reported there were no other documentable data available from the criminal justice system or the social service delivery system.

The City of Bristol, in Mount Rogers Planning District, reported their Crisis Center assisted 389 individuals in 1979 who were in abuse situations. The Bristol Police Department reported responding to 1,200 domestic violence calls from April 1979, to April 1980.

The City of Alexandria domestic violence program statistics are the most comprehensive collected to date. The following information was provided in the fiscal year 1981 criminal justice plan for the city of Alexandria:

CITY OF ALEXANDRIA DOMESTIC VIOLENCE PROGRAM

June 1978 - June 1979

Police Involvement	No.	%
Client called once	18	15.1
Client called more than once	5	4.2
Client never called police	57	47.9
Unknown	39	32.8

TOTAL 119

Battered Women's Support Program (BWSP) Referral Source

	No.	%
Area shelter or crisis line	18	15.1
Police	9	7.6
Magistrate	1	.8
Friend or acquaintance	6	5.0
Court	3	2.5

Battered Women's Support Program (BWSP) Referral Source (Continued)

Social Services	14	11.8
Advertisement or phone book	7	5.9
WEOP or RVCP	3	2.5
Church group	4	3.4
City agency	5	4.2
Army	1	.8
Lawyer	1	.8
Unknown*	47	39.5

TOTAL 119

* Prior to 12/78, referral source was not an intake question and so, "unknowns" are very high.

CITY OF ALEXANDRIA DOMESTIC VIOLENCE PROGRAM

June 1978 - June 1979

Total Calls by Month	No.	%	Child Abuse Incidence	No.	%
1978					
June	3	2.5	Client stated that		
July	1	.8	husband/boyfriend also		
August	6	5.0	abused children	19	15.9
September	9	7.6	No, abuser does not strike		
October	13	10.9	child	20	16.9
November	11	9.2	Unknown	65	54.6
December	8	6.7			
1979			TOTAL	104*	
January	12	10.1			
February	8	6.7			
March	10	8.4			
April	16	13.4			
May	9	7.6			
June	13	10.9			
TOTAL	119				

*15, or 12.7% clients had no children

BWSP Client Referrals

Client by Marital Status	No.	%		No.	%
Married	84	70.6	Magistrate	18	10.2
Separated	6	5.0	Lawyer	40	22.6
Divorced	7	5.9	Social Services	13	7.3
Single	19	15.9	Employment Services	19	10.7
Unknown	3	2.5	Counseling	33	18.6
TOTAL	119		Program in client's area	9	5.1
			Housing	16	9.0
			BWSP office	7	3.9
			Protective Services	1	.8
			Hospital	1	.8
			Detox.	1	.8
			No referral	19	10.7
			TOTAL	177	

Client's Number of Children

	No.	%
0	15	12.7
1 - 2	66	55.5
3 - 4	19	15.9
5 +	3	2.5
Unknown	16	13.4
TOTAL	119	

Age of Client

Years	No.	%
	5	4.2
21 - 25	29	24.4
26 - 30	20	16.9
31 - 35	9	7.6
36 - 40	11	9.2
41 - 45	2	1.7
46 - 50	3	2.5
51+	4	3.4
Unknown	36	30.3
TOTAL	119	

Client by Race

	No.	%
Black	41	34.5
White	54	45.4
Hispanic	1	.8
Oriental	3	2.5
Unknown	20	16.8
TOTAL	119	

Shelter

	No.	%
BWSP purchased	9	7.6
BWSP assisted	18	10.2
Client arranged	21	17.6
Client remaining at present site	7	5.9
Unknown outcome of shelter request	13	10.9
No shelter request	47	39.5
Unknown	4	3.4
TOTAL	119	

Duration of Abuse - # Years

	No.	%
0 - 1	63	52.9
1 - 2	13	10.9
2 - 3	5	4.2
3 +	18	15.1
Unknown	20	16.9
TOTAL	119	

Weapon Involvement

10, or 8.4%, of the clients specifically stated that the abuser used a weapon.

Geographic Location of Clients

	No.	%
Alexandria	72	60.5
Arlington Co.	8	6.7
Fairfax Co.	5	4.2
Other Virginia	1	.8
Wash. D.C.	1	.8
Maryland	3	2.5
Other State	6	5.0
Unknown	23	19.3
TOTAL	119	

Alcohol Involvement

	No.	%
Yes	37	31.1
No	22	18.5
Unknown	60	50.4
TOTAL	119	

DOMESTIC VIOLENCE

PROBLEMS

The first and foremost problem in this area is the lack of documentable data available to assess accurately the nature, extent, and victims of domestic violence in the Commonwealth. Lack of data also complicates the issue of determining responsibility for exploring and addressing this problem since it crosses many agencies and professions.

Secondly, there is a need for more specialized training of law enforcement personnel in the handling of domestic calls. There also is a need to establish and/or modify current standard operating procedures utilized by law enforcement agencies to respond to domestic calls, to reduce the impact these calls have on the departments and on individual officers.

In conjunction with law enforcement needs, there is also a need for community programs to function as alternative resources for police, as well as provide services and shelter for victims and their families. Community awareness and education should be an integral service provided by these programs.

CRIMINAL JUSTICE TRAINING

EXISTING EFFORTS AND RESOURCES

Training for Law Enforcement Personnel

In 1968, the Virginia General Assembly created the Law Enforcement Officers' Training Standards Commission. In 1976, the General Assembly re-named it the Criminal Justice Services Commission. The Commission is empowered to establish compulsory minimum training standards for law enforcement officers subsequent to their employment, and to establish the time required for completion of such training. Further, it is empowered to establish compulsory minimum requirements for in-service courses and programs designed to train law enforcement officers in schools operated by, or for the State, or its political subdivisions.

In February 1981, the Criminal Justice Services Commission adopted a plan to consolidate the eleven regional criminal justice training academies into seven regional academies, effective July 1, 1981. This consolidation was the result of an extensive study conducted by a steering committee comprised of the Secretary of Public Safety, three members from the Joint Legislative Audit and Review Commission, and three members of the Virginia Crime Commission. The study began in January 1978, and was completed in October 1979. In the 1980 Session, the General Assembly approved \$660,000 for the 1980-1982 biennium to help finance a training delivery system that would provide training opportunities for all law enforcement personnel in the State.

Judicial Education

The judicial systems in the United States have, in the past few years, come under criticism for being large, inefficient organizations which, because of the inherent bureaucratic maze, might allow dangerous offenders to return to society unpunished and unrehabilitated. Criticism also exists that the judicial system is not, to the lay observer, doing anything to end or significantly reduce these practices which many citizens feel are "unjust" toward the community as a whole.

In an effort to stem the tide of criticism, the judicial branches of government are now engaged, or engaging, in processes which can and will result in significant improvements in the performance of trial courts. Among these efforts are attempts to reduce the time delay from arrest to final disposition of criminal cases; efforts to better manage a court's caseload through the implementation of better, more modern managerial/administrative techniques; and better utilization of existing resources (physical, personnel, and financial).

One method of approaching these problems is continuing the education and training received by members of the judiciary in an effort to maintain minimum standards within the judicial branch. Thus, one finds more members of the judiciary undergoing, usually on an annual basis, a minimum level of training and/or education in law, or law-related fields. It is believed that continued exposure of the judiciary to these types of educational opportunities will encourage and initiate some of the desired managerial/administrative changes necessary to enable the courts to better fulfill their legal mandate to the communities in which they are located.

In the Commonwealth of Virginia, it is the responsibility of the Office of the Executive Secretary of the State Supreme Court (OES) to coordinate training for members of the judiciary. In conjunction with the Secretary of Public Safety, through the Division of Justice and Crime Prevention (DJCP), education grants have been awarded to the OES for purposes of the continued and ongoing training and education of judges of the circuit courts (30 judicial circuits, 111 circuit court judges) and judges of the district courts (30 judicial districts, total of 153 judges, which is broken down further into 98 in the general district court and 65 in the juvenile and domestic relations district court). This continuous training and education, it is believed, will enable members of the judiciary to better fulfill their duties and legal responsibilities.

The court reorganization which occurred in 1973 brought with it many changes, including the need to further expand training to district judges, magistrates, and clerks. (Virginia Code Section 19.2-43 requires that the OES provide training to magistrates.) Since 1973, one of the primary functions of the OES has been to coordinate all judicial education activities. To this end, the Office employs a full-time Education Officer who supervises the preparation and presentation of in-state conferences and seminars.

The Committee on District Courts, which oversees policy in the district court system, has indicated its commitment to judicial education in a most positive way. In November 1974, it unanimously endorsed a program of continuing education to advance the level of professional competency in the State's judicial system. The Committee directed that a certain number of days be allowed to each segment for in-state training purposes. Thus, general district court judges and judges of juvenile and domestic relations district courts are authorized six days' administrative leave annually to attend in-state training programs. Magistrates receive three such days, while clerks and deputy clerks and designated clerks' office personnel are granted two days each year for their workshops. Mandatory attendance at a designated in-state program is required of circuit and district judges and district court clerks once yearly.

The Committee has also approved a priority of courses that the district judges should follow in availing themselves of out-of-state training opportunities. The regular three- and four-week courses offered at the National College of the State Judiciary in Reno, Nevada; or the courses

offered in several places in the United States, sponsored by the American Academy of Judicial Education in Washington, D. C.; or the two-week seasonal courses at the National College of Juvenile Justice in Nevada, satisfy the Committee's intent of having all new judges complete one basic course before they are allowed to attend any specialty or graduate level program. Judges who attend courses at these or similar institutions are granted an additional five days' administrative leave. Where courses of more than five days' duration are taken, judges use their own accumulated annual leave to make up the difference.

This comprehensive career program of judicial education emphasizes the following objectives:

1. Provision of a comprehensive curriculum to each new judge during his or her first year of judicial service, including pre-bench orientation, in-state conferences, and attendance at appropriate national programs
2. Continuing education for sitting judges, offering opportunities for national as well as in-state participation
3. Provision for adequate time so that judges may attend training sessions, and incentives to attend the recommended quota of educational offerings

The expansion of educational opportunities to more of the Commonwealth's judicial personnel has been possible in major part through the assistance of funds through the Council on Criminal Justice.

Training for Prosecutors/Commonwealth's Attorneys

After each election, approximately 25% of all Commonwealth's Attorneys are new to the prosecution arena and the turnover rate among assistants is almost 25% annually. Most of these prosecutorial neophytes spend a few initiation days learning their way around the courthouse and then take their place in the system as prosecutors. During their tenure, on-the-job training of the "learn by experience" variety is administered. Although many self-starters who are also keen observers profit from their mistakes, and, in addition, stay around to become top notch prosecutors, the statistics show that a substantial number annually retreat to higher paying jobs or less frustrating ventures.

In addition, there are constant demands upon all the Commonwealth's Attorneys and their staffs to stay abreast of changes in laws, programs, and management techniques. The limited budgets of these offices place severe strains on the resources available for training and education of prosecutorial staff.

On January 1, 1978, eight additional Commonwealth's Attorneys' offices became full-time, bringing the total to seventeen. Only four of these offices are presently staffed with an office manager or administrative assistant charged with the responsibilities of operations. Their duties include management of correspondence, overseeing the smooth flow of cases after assignments are made, scheduling the status of cases, supervising clerical personnel, administering uniform office policies, and reducing the administrative workload of the Commonwealth's Attorney himself, who has numerous other responsibilities. Such arrangements and lack of training often result in failure to maximize scarce prosecutorial resources.

Training for Adult Correctional Personnel

The Virginia Criminal Justice Services Commission has established minimum basic training requirements for law enforcement and correctional officers, and has established minimum in-service annual training requirements for law enforcement personnel. During fiscal year 1980, minimum in-service training requirements for local correctional officers were implemented.

While the Criminal Justice Services Commission is mandated to establish compulsory minimum training standards for correctional officers, it is the State Department of Corrections which provides basic level training for State and local correctional officers.

The Code of Virginia limits the definition of correctional officer to the following:

Section 53-19.18:1, "Correctional Officer" defined. The term "correctional officer" shall mean an employee of the Department of Corrections whose normal duties relate to maintaining immediate control, supervision and custody of prisoners confined in any penitentiary, prison camp, prison farm, or correctional field unit, owned or operated by the Department of Corrections, and who has taken an oath that he will faithfully and impartially discharge and perform all duties incumbent upon him as a correctional officer. (1976, cc.740, 746.)

The result is that a large number of correctional personnel who for all intents and purposes provide supervision for offenders as a result of their specific treatment or support services function are not required to complete basic training, nor are they required to be certified.

The Corrections Academy for Staff Development, located in Waynesboro, Virginia, is operated by the Department of Corrections. The Academy provides staff and facilities for basic correctional officer training and for basic and specialized training for Community and Prevention Services staff. The Academy provides a three-day orientation session for most

Department of Corrections employees; training for some Department of Corrections food service personnel; training in first aid; facilities for training by consultants geared to Department of Corrections management personnel, and facilities for various Department of Corrections employee association and staff meetings.

Some basic or specialized training of local correctional officers is provided via the regional law enforcement academies. Approximately eight to ten percent of curriculum time is devoted to correctional training.

Basic training is provided to probation and parole officers, and local and State correctional officers. Basic training for other correctional personnel such as medical, maintenance, and treatment personnel is also provided.

Advanced training is provided to some correctional officers, probation, and parole officers, and some management and treatment personnel.

Training for Juvenile Justice and Delinquency Prevention Personnel

Within the past eight years, training for personnel throughout the juvenile justice system has been greatly improved, and many newly-identified training needs are being addressed.

Prevention

Training for office on youth personnel is provided by the Department of Corrections, Division of Youth and Community Services. The areas covered include planning, data collection, needs assessments, identification of service gaps, evaluation, and coordination of services. Additionally, the Division of Justice and Crime Prevention, in cooperation with the Department of Corrections, has sponsored two workshops for office on youth personnel conducted by the Southeastern Criminal Justice Training Center of Florida State University. A Juvenile Justice and Delinquency Prevention grant currently funds a prevention training coordinator for the Department of Corrections.

Direct service prevention personnel have no coordinated training network. Training resources of school, welfare, corrections, and mental health personnel are tapped wherever feasible and appropriate for the needs of individual programs.

The Division of Justice and Crime Prevention has provided training for alternative education and other school program personnel during fiscal year 1981.

Law Enforcement Services

Under standards set by the Criminal Justice Services Commission, all new law enforcement officers are required to complete a 49-hour basic training course. Four hours are devoted specifically to juvenile law, with an additional two hours covering specialized procedures in the handling of juveniles. Some other training topics, while not related specifically to juveniles, are nevertheless applicable to police juvenile work. All officers must obtain 40 hours of in-service training per year, 8 hours of which must be devoted to law.

Some local and regional police academies offer more advanced courses focusing in greater detail on the handling of youth. These courses are generally available only to officers within the academies' service areas, and are not offered on a regular basis. In some departments, officers designated as juvenile officers conduct informal training for other members of the force.

The Division of Justice and Crime Prevention has conducted one 3-day and one 1-day training session for juvenile officers throughout the State. This training has dealt primarily with police juvenile diversion, a topic not fully covered in other training.

The Division of Justice and Crime Prevention has recently completed a survey of all law enforcement agencies in the State to determine the adequacy of existing training and the need for additional training in the juvenile area. The Criminal Justice Services Commission will begin conducting a 40-hour course in juvenile-related matters later in 1981. This will be funded by a grant from the Division of Justice and Crime Prevention.

Court Intake Services

The Department of Corrections requires 40 hours of in-service training per year for all court intake workers. Most training is delivered through the Department of Corrections Academy for Staff Development, although none is designed specifically for the intake worker. Some training is provided through the Virginia Juvenile Officers Association and other sources outside the Department of Corrections. The Department of Corrections is currently planning a more intensive training program for intake officers which will focus on community services, diversion, and risk assessment.

Court Dispositional Alternative Services

Personnel in programs administered by the juvenile courts are required to obtain a minimum of 40 hours of in-service training per year. The Department of Corrections, through the Academy for Staff Development, offers training to court service unit line personnel mainly in the areas of counseling and treatment modalities. Other training, such as that sponsored by the Virginia Juvenile Officers Association, is also utilized and often reimbursed by the Department of Corrections.

Juvenile judges in the State receive training largely through semi-annual 3-day conferences sponsored by the State Supreme Court. Many have attended local training sessions of interest to them, and many also attend the National College of Juvenile Justice in Reno, Nevada. The Supreme Court is currently exploring an intensive training program for judges which would deal with risk assessment and dispositional alternatives.

Court Aftercare Services

The Department of Corrections mandates a minimum of 40-hours training for all court aftercare personnel. No training offered through the Academy for Staff Development focuses specifically on aftercare; rather it is generic and involves largely counseling approaches.

Community-Based Alternatives

As with direct service prevention programs, there is no coordinated network of training for personnel in community-based programs. Training is obtained from a variety of sources, including universities, school systems, welfare, mental health, and corrections whenever possible and appropriate.

Detention Services

All training offered to youth service personnel at the Department of Corrections Academy for Staff Development is also available to detention home personnel. None, however, is geared specifically to the needs of this group of personnel. Though not Department of Corrections employees, detention home staff are required to obtain a minimum of 40 hours of training per year. The Virginia Council on Juvenile Detention is currently compiling relevant detention training in conjunction with the Academy.

Jails

Standards set by the Criminal Justice Services Commission require jailors and custodial officers to complete a 120-hour basic training course and an additional 24-hour firearms course. Within the 120-hour course, two hours are devoted to the juvenile offender/the juvenile justice system. In-service training standards mandate 24 hours of training every two years, one hour of which must be devoted to the juvenile offender.

Training is occasionally offered to jail personnel through the FBI School in Quantico and through the Virginia State Sheriffs' Association via a grant which will terminate this year.

Learning Centers

Learning center personnel receive a minimum of 40 hours training per year through the Department of Corrections Academy for Staff Development. Training topics offered include a basic orientation to the Department,

various counseling modalities, and methods of restraint. Training may also be obtained through organizations such as the Virginia Juvenile Officers Association and universities. A Juvenile Justice and Delinquency Prevention grant will provide training for the new employees of the Intensive Treatment Learning Center.

Rehabilitative School Authority personnel receive basic orientation training through the Department of Corrections Academy. The Rehabilitative School Authority sponsors teacher education days, and many teachers are also enrolled independently in university courses.

CRIMINAL JUSTICE TRAINING

IMPACTS AND GAPS

Training for Law Enforcement Personnel

Like the General Assembly, the citizens of the Commonwealth are aware that law enforcement officers need more training. The public attitude survey conducted for the Division of Justice and Crime Prevention revealed that one-half of those persons surveyed felt that the police need more training.

In 1980, 10,851 law enforcement and custodial officers in Virginia received training. Specifically 1,563 received State mandated basic recruit training, 4,139 received State mandated in-service training, and 5,149 received specialized training. In essence, almost 53% of law enforcement training was conducted for the purpose of acquainting new officers with minimum requirements of their jobs, to keep veteran officers current with changes in laws and procedures, and to maintain a level of proficiency in the use of firearms. Although the exact percentage is unknown, it can be assumed that at least one-half of the officers who received in-service training also received specialized training, since the law requires that officers receive 40 hours of in-service training every two years.

Basic recruit training was provided for 1,195 law enforcement officers, or for about 13% of all law enforcement officers in the State. Noting that basic recruit training is preparatory in nature, it is evident that in 1980, 13% of all officers in Virginia were new employees.

Data are not available which indicate whether the number of new officers is due to new positions, normal attrition, or turnover. It is unlikely that a significant number of new positions are being created, since many departments are experiencing budget difficulties. However, it is apparent that it is costly and disruptive to police organizations to train new officers. The ultimate impact is felt by citizens who must bear the cost of this training through taxes.

The need for basic and in-service training is well recognized by law enforcement agencies, the Virginia General Assembly, the Criminal Justice Services Commission, and the citizens of the Commonwealth of Virginia. However, mandated recruit and in-service training address only minimum performance requirements. The history of policing illustrates the need for officers to be prepared in a comprehensive manner so that performance will be acceptable regardless of the problem or situation. Neither basic nor in-service training teaches officers or agencies how to cope with organized crime, hostage situations, computer fraud, or other special law enforcement problems. Furthermore, such basic instruction does little in the way of improving criminal investigations, the crime scene search process, management, crime prevention, and other similar police functions.

Currently, most medium and large police departments select officers at mid-management levels with growth potential and send them either to the FBI's National Academy, or the Southern Police Institute at the University of Louisville. Both of these schools are excellent, but enrollment is limited. Furthermore, both schools are mid-management oriented with the National Academy accepting candidates at the rank of Sergeant.

Virginia law enforcement executives have attended administrative courses sponsored by the International Chiefs of Police, Northwestern University, University of Maryland, University of Georgia, University of Indiana, and many others. These were generally short courses on administrative matters and were no doubt essential. However, this type of approach is merely incremental, and not an executive development program. Virginia should not have to rely on others to train its police executives. There are sufficient resources within Virginia to develop and implement executive level training for police. To address this need, the Criminal Justice Services Commission, working with the Virginia Association of Chiefs of Police, and the Federal Bureau of Investigation, has developed an Executive Development Training Program for chief law enforcement personnel in Virginia. The training program will be conducted at the FBI Training Center in Quantico, Virginia, and will be repeated as often as necessary to insure that all chiefs of police have an opportunity to attend.

The Virginia State Sheriffs' Association is conducting a series of executive development courses to provide top management training to the sheriffs across the State.

Within the past several years, twelve police departments have employed chiefs from departments outside the State, or from other disciplines. Conversely, only two chiefs have been tapped for comparable positions outside the State. Ironically, both of those had become Virginia police chiefs via out-of-state departments.

Judicial Education

The impact of judicial education/training will be upon several specific areas, including, but not limited to, the respective courts in which the judges who participate in the training serve, the court system in its entirety, and the people of the Commonwealth of Virginia.

The information which judges are exposed to in the training/education sessions is designed to stimulate their thinking and to be taken back and utilized in their practice. A side benefit of this exposure to new ideas and technology through training is that it gives the potential users an opportunity to discuss the merits with their peers from other parts of the Commonwealth.

The entire court system is a potential beneficiary in that the members of the judiciary are kept up-to-date on the latest information and practices in areas of substantive law as well as areas of managerial practices and responsibility.

Finally, the people of the Commonwealth benefit by having better informed and trained members of the judiciary in that the efficiency and effectiveness of the entire judicial system is enhanced by having better trained, better educated, and thus better qualified judges sitting on the bench.

Training for Prosecutors/Commonwealth's Attorneys

The impact of training for Commonwealth's Attorneys, Assistant Commonwealth's Attorneys, and members of their staffs will be on enhancing the quality of prosecution in the Commonwealth of Virginia. By providing continuing education in law-related, juvenile specific, and managerial/administrative areas, the public is assured that a high standard is established and maintained for Commonwealth's Attorneys and Assistant Commonwealth's Attorneys.

Among the effectiveness measures for such training are measurements of length of trials in which the Commonwealth's Attorney's Office is involved, including, but not limited to, the number of days between indictment and trial and final disposition; the number of cases won; the number of cases "lost" and why; the average length of sentences being given defendants prosecuted by the Commonwealth's Attorney's Office; the number of plea negotiations entered into and why, and the amount of time an attorney spends in case preparation (excluding unusual or complicated cases). Such information, coupled with the training received will better enable a prosecutor to more effectively allocate his personnel, money, and physical resources in order to achieve his established goal of improving the quality of prosecutions.

Training for Adult Correctional Personnel

During fiscal year 1976, the following training was provided by the Department of Corrections:

State Correctional Officers	1,168	Basic Training
Local Correctional Officers	460	Basic Training
Local Correctional Officers	1,623	Advanced Training
State Probation and Parole Officers	600	Advanced Training

During fiscal year 1979, 680 State correctional officers received basic training while 41 received advanced training. A total of 1,267

local correctional officers received basic or advanced training, and 99 probation officers received basic training. Clearly, the profile of personnel receiving training has changed over the past four years. By now, most have received the required basic training, and staff turnover rates are decreasing. Advanced in-service training on an annual basis will be the emphasis during the next few years. There is a need to provide a standardized program of advanced training to all correctional personnel.

Training for Juvenile Justice and Delinquency Prevention Personnel

Prevention

While offices on youth are receiving a considerable amount of good quality training, direct service personnel in prevention programs must utilize whatever happens to be available. Unlike the other youth service areas, there are no standards governing training requirements other than what may be required by the administering agency. For example, teachers in an alternative education classroom are required to complete whatever training is offered to the total school teaching staff. Frequently this training is general in nature and not directly applicable to the alternative education classroom.

The lack of a coordinated training effort presents serious problems in assuring quality of services across the State. Feelings of isolation from both the administering agency and from similar programs elsewhere are common and often result in morale problems.

Much of the training which has benefited prevention programs in the past has been funded through Federal dollars, which will diminish or disappear in the future.

Law Enforcement

With existing standards for mandatory basic and in-service training, every law enforcement officer in the State has at least some formal exposure to juvenile law and other juvenile-related matters. Many juvenile officers are obtaining training above and beyond the required minimum through the criminal justice training academies and from out-of-state universities.

Gaps in the amount and adequacy of this training, however, do exist. Juvenile officers in one academy catchment area often cannot benefit from training offered at other academies, either through lack of knowledge of the training or restricted academy service areas. Even when offered, this localized training frequently focuses on little else but juvenile law and handling of juveniles, avoiding necessary diversion strategies and counseling techniques. Out-of-state training for juvenile officers, while usually of a high caliber, is costly and time consuming.

Regular patrol officers (i.e., non-juvenile officers), who usually have the first contact with a youth "on the streets", have generally received no training past the four required hours of basic training in juvenile law, or the one required hour of in-service training. This should be considered in light of the fact that up to half of a patrol officer's face-to-face contact is with alleged juvenile offenders.

Court Intake Services

Even though training is recognized as an ongoing need for court intake personnel, and training in some areas is being offered to intake officers, it does not address several topics peculiar to their role. Crisis counseling, family counseling, and other therapy modality training is available. Not offered is training in assessing risks appropriately, diversion theory and strategies, and exploration of the local community service network. It should be noted that even the available training seldom benefits the rural localities, where probation officers often share intake responsibilities in addition to their regular job responsibilities.

Court Dispositional Alternative Services

Court sponsored alternative services are benefiting from the training offered through the Department of Corrections in the areas of counseling skills and probation training. This enables all court workers to gain at least a minimum level of competency in their field. Lacking, however, within Department of Corrections training capability is a focus on narrow program areas. For example, staff operating a restitution project can usually receive no training within the State, let alone within the Department of Corrections. There are many such specialized programs operating which need more specialized training available to their staff.

In-state training for juvenile judges is offered regularly, creating an ongoing learning environment. Many topics ranging from case law to specialized court problems are covered.

There has been very little attention paid, however, to the development and implementation of a risk assessment model which most of the judiciary states as a need. Additionally, judges sometimes maintain the same dispositional patterns (jail, commitment and/or probation) due to their lack of knowledge about alternatives and the services they offer.

Out-of-state training, while of excellent quality, is costly and time-consuming, and portions are irrelevant to the Virginia juvenile justice system.

Court Aftercare Services

As with training available to other court service staff, only generic training is offered by the Department of Corrections to aftercare counselors. There is no training consistently available which deals specifically with the reintegration of juvenile offenders into the community. This problem is compounded in suburban and rural areas, where probation officers often perform aftercare functions in addition to their regular duties.

Community-Based Alternatives

Training for personnel in community-based alternative programs is not uniform, and is not consistently available to all program types. For example, the Department of Corrections provides ample quality training for group home personnel. Staff operating a non-residential diversion program, however, have no training network readily available, and must pull from whatever training is being conducted elsewhere. As in prevention programs, morale problems result because staff feel isolated and perceive themselves in "stepchild" status. With no training standards in place, quality of service is almost impossible to monitor.

Detention Services

Historically, detention home personnel perhaps have been more slighted in the area of training than any other identifiable group. Concerned basically with temporary custodial functions in a secure setting, personnel have been offered little training in important areas, e.g., restraint, stress reduction, organized activities, and human relations. Coverage problems interfere with timely training. Though gradually improving through the efforts of the Virginia Council on Juvenile Detention, a gap in available training for detention staff remains.

Jail Services

Training offered to jailors and custodial officers is general in nature, with the only specific reference to juveniles being an overview of the juvenile justice system. The emphasis is, understandably, on security, jail operations, and firearms. Eight hours training in human relations is offered, but with no emphasis on specific methods of relating to the juvenile offender. As perceived by the majority of sheriffs, jail staff are in no way equipped to deal with juveniles unless they happen to have prior experience or training in this area.

Learning Centers

Learning center personnel benefit from a variety of quality training programs offered by the Department of Corrections, which are specific to their job functions. Problems are frequently encountered in the areas of coverage to free project supervisory staff to attend training, and in the timeliness of the training.

CRIMINAL JUSTICE TRAINING

PROBLEMS

Training for Law Enforcement Personnel

The demands upon law enforcement to stay abreast of changes in policing, and the increased demands for service delivery place severe strains upon the resources available for training and education of law enforcement officers. High turnover rates require continued efforts to provide basic training to new law enforcement officers. State mandated in-service training requirements necessitate the retraining of 8,500 officers every two years. Continued legislative amending and judicial interpretation of criminal codes and law enforcement procedures require constant retraining of existing personnel.

Judicial Education

One of the most significant problems surrounding judicial education is the reduced level of funding available to support the activities. This situation has led to consideration of what changes in the structure and/or the administration of judicial education programs would be useful, given the reduced level of funding. Use of cyclical curricula, reduction of semi-annual conferences, and reduction, or elimination of consultant support have been considered.

Other options which have been considered are the possibility of changing conference attendance rules, holding judicial conferences as joint meetings of district and circuit judiciary and of magistrates and clerks, and establishing a judicial institute within the State to accommodate all educational opportunities for clerks, magistrates, and judges.

Some of the questions which exist relative to training for clerks and magistrates are:

1. What educational requirements, if any, should be set for magistrates and chief magistrates?
2. Should the State underwrite the costs of magistrates' participation in administration of justice courses offered by Virginia's community colleges?
3. Should the funding levels for out-of-state training be increased, and should opportunities for such training be extended to clerks?

Training for Prosecutors/Commonwealth's Attorneys

Commonwealth's Attorneys, their Assistants, and members of their support staffs need to be properly trained in law and management upon assumption of their duties, and thereafter, to stay abreast of the constant changes in criminal law and managerial/administrative practices.

Training for Adult Correctional Personnel

There is a need to expand and improve the level of effort for training and education of adult correctional personnel. This includes providing basic training, specific advanced training, and specific technical and in-service training for all correctional personnel. Salary scales and personnel classifications for correctional officers need to be upgraded throughout the State.

There is a need to standardize basic and advanced levels of training for all correctional personnel. Currently, the only standardized correctional training provided is basic correctional officer training, and basic probation and parole officer training. All other correctional training is provided without specific standards.

Training for Juvenile Justice and Delinquency Prevention Personnel

Prevention

1. Lack of applicable training standards in direct service programs makes quality of care difficult, at best, to monitor.
2. There is no statewide network capable of addressing the multifaceted training needs of prevention personnel.
3. Training which has been available, however inconsistently, is in danger of becoming much less available in the wake of diminishing Federal dollars.

Law Enforcement

1. What little juvenile-specific training is available throughout the State is not available on an equitable basis to all who could benefit from it.
2. Existing training has a narrow focus, and does not adequately address human relations skills and diversion techniques.
3. Many juvenile officers are forced to look out-of-state for quality training; this is costly and time consuming.
4. Non-juvenile officers (e.g., patrol officers) receive little or no training in juvenile-related matters beyond that mandated for basic and in-service training.

Court Intake Services

1. Training currently available to intake officers does not address areas peculiar to the job function such as risk assessment and community-based alternatives.
2. Probation officers assuming the roles of intake officers receive even less applicable training than intake officers.

Court Dispositional and Alternative Services

1. Available training is generic and is not adequately specialized by project types.
2. Training available to juvenile judges has not in the past focused adequately on risk assessment and utilization of dispositional alternatives.

Court Aftercare Services

1. Training currently available to aftercare workers fails to address many problems peculiar to the aftercare field.
2. Probation officers assuming the roles of aftercare workers receive even less applicable training than aftercare workers.

Community-Based Alternative Services

1. Training is inconsistently available to various project types.
2. Except for those programs operated through, or reimbursed by the Department of Corrections, there are no applicable training standards, making quality of care almost impossible to monitor.
3. Training which has been available, albeit on an inconsistent basis, is in danger of becoming much less available due to Federal budget cuts.

Detention Services

1. Available training does not focus adequately on the identified training needs of detention personnel.
2. The necessity of relief coverage compounds difficulties in staff receiving timely training.

Jail Services

1. Basic training for jailors and custodial officers does not cover all juvenile-related topics seen as necessary.
2. In-service training guarantees only one hour of juvenile-related training every 24 months, and this is an extremely inadequate amount of time.

Learning Center Services

1. The necessity of relief coverage compounds difficulties in personnel obtaining timely training.

RECOMMENDATIONS

1982 - 1986

LAW ENFORCEMENT

1. Encourage and assist technology transfer of successful, or proven concepts and programs among law enforcement agencies.
2. Introduce and implement integrated criminal apprehension program (ICAP) concepts such as crime analysis, career criminal prosecution, directed patrol, and crime prevention strategies in law enforcement agencies.
3. Improve administrative systems and operational procedures and implement high productivity concepts in law enforcement agencies.
4. Attract and retain better qualified law enforcement personnel by improving salary and benefit programs and establishing minimum pre-employment standards.
5. Continue to implement the Operation Identification program throughout the State to enhance recovery and return of stolen property.

COURTS AND THE ADMINISTRATION OF JUSTICE

Judicial Sentencing

1. Create a judicial panel to review existing sentencing procedures and report to the legislature (through the Sentencing Committee of the Judicial Conference of Virginia, Circuit Judges Conference).
2. Refer the issues surrounding sentencing to the Criminal Procedures Committee.

Computer Options for the Virginia Judicial System

1. Proceed with systems development.
2. Obtain funding to develop all of the systems and the implementation of a pilot program.
 - a. Case Management System
 - 1) Indexing
 - 2) Docketing
 - 3) Basic Reporting
 - 4) Notice Generation
 - 5) Management Reporting
 - b. Financial System
 - c. Support Payment System
3. Prioritize and develop the above systems.
 - a. Priority I Activities
 - 1) Indexing
 - 2) Docketing
 - 3) Basic Reporting
 - 4) Financial Modules
 - b. Priority II Activities
 - 1) Notice Generation
 - 2) Support Payment Modules
 - c. Priority III Activities
 - 1) Management Reporting

Victim, Witness, and Jury Assistance

1. Maintain existing victim/witness programs.
2. Encourage Commonwealth's Attorneys' Offices that do not have a victim/witness program to establish such a program.
3. Encourage legislative action allowing each Commonwealth's Attorney's Office to hire and maintain, at State expense, a full-time victim/witness coordinator.
4. Retain current juror selection procedures and practices, but institute methods for random selection in conformance with the new law.
5. Study the various methods of randomization and implement the most effective, efficient, and cost-beneficial alternative.
6. In line with the need to study various randomization schemes, study the operations of the trial jury system in a selected number of jurisdictions. This could develop as a pilot analysis of a metropolitan, a rural, and a combination of circuit courts.
7. Seek funding for a statewide analysis of trial jury system operations. This type of study could include three parts--a study of the use of multiple lists, a data analysis study to ascertain how effective current jury utilization is, and an implementation phase to assist interested circuit courts in improved jury management and utilization.

Career Criminal Programs to Enhance Prosecution

1. Maintain the current level of career criminal/major offender programs throughout the Commonwealth.
2. Increase the number of career criminal/major offender programs throughout the Commonwealth.

Competent Defense for Indigents

1. Continue the operation of existing defender offices.
2. Furnish adequate resources and training in substantive and procedural law to public defender personnel.
3. Assist the courts insofar as can be done without any conflicts of interest in the determination of indigency.
4. Evaluate the operations of the offices on a continuing basis.
5. Educate the public as to the availability of defense services for indigents.

CONTINUED

2 OF 3

ADULT CORRECTIONS

1. Expand the role of substance abuse and community mental health residential facilities in providing services for State and local offenders.
2. Encourage general district and circuit courts to increase the use of responsible probation for non-dangerous offenders, by utilizing restitution and community service programs.
3. Encourage general district and circuit courts to increase the use of pre- and post-trial community diversion for non-dangerous offenders.
4. Encourage local magistrates to develop and implement programs for release on recognizance.
5. Expand local community-based pre-release and work release programs statewide.
6. Increase services and programs for parolees and releasees on a regional basis to prevent them from committing new crimes.
7. Expand and improve adult correctional education, rehabilitation, and treatment programs statewide.
8. Reduce crowding in State and local adult detention centers by continuing the expansion program initiated by the Department of Corrections; by renovating and expanding existing facilities, constructing new facilities, and through increased use of alternatives.
9. Implement standards for accreditation of State facilities.
10. Improve and implement a local adult detention planning methodology for Virginia.
11. Provide technical assistance in the area of correctional program development and implementation.
12. Assist local adult detention centers to implement management information systems which meet current needs.
13. Certify local adult detention facilities for compliance with State minimum standards for operations and design.
14. Provide assistance to local detention centers deemed suitable for renovation/expansion.
15. Assist local units of government to construct new regional adult detention centers which meet or exceed minimum standards.

JUVENILE CORRECTIONS

Law Enforcement Services

1. Provide technical and program development assistance to police and sheriffs' departments wishing to create specialized juvenile divisions.
2. Assist law enforcement agencies in locating and applying for funds to implement juvenile divisions.
3. Continue to emphasize the importance of juvenile-specific training for law enforcement departments having no juvenile divisions, and for patrol officers in departments with juvenile divisions.
4. Assist law enforcement agencies to plan realistic staffing patterns, salary scales, and workloads for new juvenile divisions.
5. Continue to work closely with the Department of State Police in the collection and analysis of juvenile arrest and diversion data.
6. Provide assistance to law enforcement agencies in correctly identifying and reporting juvenile diversion statistics.

Court Intake Services

1. Assist the Department of Corrections in developing a statewide, coordinated transportation system/hotline for prompt and appropriate placement of youth.
2. Continue to assist Volunteer Emergency Shelter Care in expanding shelter services and in locating sources of funding which will ensure continuity of services.
3. Continue to emphasize the client and system benefits of use of the least restrictive alternative.
4. Provide program development assistance to localities needing and desiring to establish non-secure alternatives to detention.
5. Assist the Department of Corrections in achieving more efficient utilization of existing less-secure alternatives through use of the least restrictive alternative.

Court Dispositional Alternative Services

1. Encourage and assist court service units to develop non-traditional less-costly alternatives for the treatment of youth.
2. Encourage better utilization of existing alternatives by providing technical assistance and evaluation/research information to court service unit staff and by improving intra-court communications.
3. Encourage system-wide, consistent utilization of the least restrictive alternatives to alleviate crowded conditions in jails and learning centers by training court intake officers and judges, and by disseminating the results of a study of the impact of removing juveniles from jails in Virginia.
4. Provide assistance to court service units in the development and implementation of a court-based case management information system.
5. Provide assistance to the Department of Corrections in evaluating the client and cost effectiveness of dispositional alternatives.
6. Encourage local court service units to work closely with existing public and private agencies in the joint provision of post-dispositional services to youth.

Court Aftercare Services

1. Determine the need for establishing specialized aftercare units in juvenile court service units.
2. Provide technical assistance to, and locate funding for localities wishing to establish aftercare units, where appropriate.
3. Encourage the Department of Corrections and local court service units to pool transportation resources in delivering services to youth in State care.
4. Assist in locating funding for aftercare units not having adequate transportation resources.
5. Encourage and assist the Department of Corrections in establishing an aftercare case tracking system.
6. Provide assistance to court service units in evaluating the effectiveness of aftercare programming.

Community-Based Alternatives

1. Coordinate the formation of local and State issues groups to identify and resolve conflicts in policies, procedures, and practices among eleven State agencies and their local counterparts.
2. Develop and assist in implementing an "ideal" service delivery system in one locality.
3. Evaluate this service delivery system, and prepare recommendations for changes in legislation, policy, and procedures needed to improve services and decrease system costs across the State.
4. Assist localities and State agencies to develop community-based alternative programs where there is a need.
5. Assist in locating funding to establish and continue community-based alternatives.
6. Assist in resolving conflicts which hinder the provision of educational services in short-term residential facilities through the cooperative efforts of the Division of Justice and Crime Prevention, the Department of Education, and the Department of Corrections.
7. Identify and resolve other service gaps and problems which hinder the treatment of youth placed in community-based programs.
8. Utilize results of national evaluations to upgrade services offered by existing programs.
9. Encourage appropriate State agencies to design a statewide computerized juvenile facilities information system. Provide assistance to one State agency to implement the information system, with technical assistance in maintaining the system provided by the Division of Justice and Crime Prevention.
10. Work closely with the Department of Corrections in establishing a statewide transportation system and hotline to provide prompt and more appropriate placement of youth.
11. Monitor public and private residential facilities for compliance with the Code of Virginia, and provide recommendations based upon the findings.
12. Offer technical assistance to upgrade and consolidate existing diagnostic services at the local level, and encourage localities to use local services in lieu of 30-day commitments to the Reception and Diagnostic Center.
13. Encourage the creation and implementation of a centralized, locally based information system (bank) for use by all referral agencies, and link the system to the court services information system for tracking prior services offered to youth coming in contact with the juvenile justice system.

Detention Services

1. Encourage the system-wide use of the least restrictive alternative to assure more appropriate placement of youth in secure detention, alleviate jail crowding, and more efficiently use non-secure detention alternatives.
2. Assure adequate training for intake officers and judges in the above practices.
3. Offer technical assistance to secure detention programs wishing to develop less-secure alternatives.
4. Encourage secure detention programs to screen and place youth as quickly as possible into less-secure alternative programs.
5. Encourage resolution of legislative and policy conflicts which confuse the lines of responsibility for transportation of juveniles to and from detention facilities.
6. Monitor and offer technical assistance to localities and State agencies to upgrade transportation services.
7. Provide program development, technical assistance, and locate funding, where appropriate, to upgrade programs in all the secure detention facilities in the State.
8. Study and implement possible solutions to the housing of post-trial juveniles in detention facilities.
9. Monitor all secure detention facilities annually for compliance with the Code of Virginia, reporting all violations to the Department of Corrections and other appropriate authorities, and recommending sanctions for all violations.
10. Assist in resolving legislative, policy, and procedural conflicts which encourage over-utilization of detention beds.

Juveniles in Jail

1. Study the potential negative side effects of completely separating juveniles from adults in jails, and prepare recommendations to be implemented and included in the study of the impacts of removing juveniles from jails in Virginia.
2. Encourage and assist in the development of pre- and post-dispositional alternatives to jailing in areas currently having little access to them.
3. Encourage and monitor the use of existing alternatives to jailing.

4. Assist the Department of Corrections in the development of a statewide transportation system/hotline designed to reduce delays and encourage more appropriate placement of juveniles.
5. Monitor all jails annually for compliance with the Code of Virginia, and submit reports to the Department of Corrections and other appropriate parties.
6. Continue to assist the Department of Corrections in jail certification by participating on jail certification teams.
7. Report all violations of the Code of Virginia and Jail Standards observed during monitoring and certification to the Department of Corrections and other appropriate parties.
8. Provide technical and program development assistance to local jails to upgrade services/programs for juveniles.
9. Complete, in conjunction with the Department of Corrections, and disseminate a study on the potential impact of removing juveniles from Virginia's jails.
10. Encourage and assist the Department of Corrections in implementing recommendations resulting from the impact study in the areas of:
 - Violations of the Code of Virginia
 - Reimbursement procedures
 - Policies prohibiting secure detention of some juveniles
 - Adequacy of intake services/training
 - Adequacy of alternative services
 - Adequacy of transportation system
 - Adequacy of jail staff to handle juveniles
 - Public attitude toward jailing
 - Jail conditions/programs relative to the needs of juveniles

Learning Centers

1. Assist in locating resources necessary to upgrade learning center facilities.
2. Encourage and support upgrading positions and salaries of learning center employees.
3. Encourage equal access to individualized programming for all youth committed to the State Board of Corrections.
4. Continue to encourage a cooperative effort in programming and policy development between the Rehabilitative School Authority and the Department of Corrections.
5. Study the problem of crowding at the learning centers and the Reception and Diagnostic Center, and develop solutions for the problems identified.
6. Develop additional strategies of reducing the average length of stay at learning centers.
7. Encourage the Department of Corrections to facilitate communications between learning centers and communities through training, joint staffing of cases at the Reception and Diagnostic Center, and exchange visitation programs.
8. Provide technical assistance to the Department of Corrections in maintaining and upgrading the Direct Care Information System.
9. Monitor the existing Reception and Diagnostic Center transportation system, and offer technical assistance and locate funding, if appropriate, for upgrading services to transport post-trial youth from detention to the Reception and Diagnostic Center.
10. Encourage appropriate State agencies to design a statewide computerized juvenile facilities information system. Provide assistance in developing and implementing the information system, and provide technical assistance in maintaining the system.
11. Assist the Department of Corrections and localities to develop adequate community-based diagnostic and evaluation resources.
12. Discourage the use of 30-day commitments for screening and diagnosis.

RECOMMENDATIONS

1982 - 1986

SPECIAL INTEREST AREAS

DELINQUENCY PREVENTION

1. Coordinate the formation of local and State issues groups to identify and resolve conflicts in policies, procedures, and practices among eleven State agencies and their local counterparts.
2. Develop and assist in implementing an "ideal" service delivery system in one locality.
3. Evaluate the service delivery system, and prepare recommendations for changes in legislation, policies, and procedures needed to improve services and decrease system costs across the State.
4. Assist the Delinquency Prevention Specialists in the Department of Corrections in evaluating the effectiveness of local offices on youth.
5. Perform process evaluations of prevention projects in order to assess performance and solve identified problems.
6. Review national evaluations and implement their findings in projects in Virginia.
7. Assist project personnel in designing and conducting evaluations of prevention projects.
8. Provide program development assistance to localities which currently have little or no access to prevention programming.
9. Assist localities and State agencies in locating and applying for funds to implement prevention projects.
10. Encourage agencies not traditionally thought of as part of the juvenile justice system to provide services to the pre-delinquent population.
11. Continue to work closely with the Department of Corrections Division of Youth and Community Services to fill the gap created by the loss of regional juvenile justice planning capabilities.
12. Continue to assist planning district commissions in maintaining and/or securing juvenile justice planning capabilities.
13. Continue to provide a comprehensive statewide juvenile justice planning capability, including data collection and analysis, problem identification, planning for solutions, and the development of an annual juvenile justice plan for Virginia.

CRIME PREVENTION

1. Maintain a mechanism at the State level to direct and coordinate a largely volunteer service delivery network to provide crime prevention services throughout Virginia.
2. Increase public awareness of crime and methods for preventing it through use of various media.
3. Enhance community crime prevention efforts at the local level by developing local and/or regional crime prevention councils to promote citizen involvement and the coordination and sharing of resources.
4. Provide technical assistance and information to groups and organizations engaged in crime prevention activities.
5. Establish crime prevention training standards for law enforcement officers, at both recruit and in-service levels.
6. Promote uniformity among crime prevention programs, such as a single numbering system for Operation Identification.
7. Maintain a State level clearinghouse to collect and disseminate current information about crime prevention techniques, programs, and concepts.
8. Publish a quarterly crime prevention newsletter.

SUBSTANCE ABUSE

Treatment and Rehabilitation

1. Maintain and develop substance abuse services in those areas of the State currently without minimal services, i.e., rural and mountainous.
2. Establish intensive community-based treatment programs to replace current State Hospital services.
 - o Central State
 - o Eastern State
 - o Western State
3. Explore the feasibility and establishment of services to address the special needs of the elderly, women, and chronically dependent individuals:
 - o To improve existing services and activities for special populations
 - o To increase services and resources specifically designed to assist these target populations

Prevention/Education

1. Maintain and expand current prevention programs and services within the Commonwealth.
2. Expand distribution of prevention/education materials oriented towards youth, blacks, and women.
3. Continue the National Institute of Alcoholism and Alcohol Abuse replication projects in Henry and Franklin County Schools.
4. Continue the National Institute on Drug Abuse State Prevention Coordinator program, which provides regional prevention coordinators in two rural health service areas (HSA I and III).
5. Identify and catalog prevention models for specific target groups, i.e., elderly, youth, and minorities for the development of new programs within the State.
6. Continue development of guidelines for a systematic prevention program mechanism in the Commonwealth.

Criminal Justice Interface

1. Maintain and expand services currently provided in State correctional institutions for substance abusers.
 - Continue Unicom House - Staunton
 - Continue House of Thought - Powhatan
 - Establish substance abuse services in those remaining institutions with greatest need.
2. Expand community services board substance abuse services for treatment, screening, referral, and aftercare to offenders in local jails.
3. Continue the Justice-Treatment Interface Training Program.
4. Identify and survey those areas of the State in need of inebriate detox and protective services.
5. Increase the utilization of community-based substance abuse programs as alternatives to incarceration for those offenders who are substance users and abusers.
6. Develop and/or revise interagency agreements among all State agencies with justice-treatment interface responsibility by January 1981, including:
 - The Department of Mental Health and Mental Retardation
 - The Department of Corrections
 - The Division of Justice and Crime Prevention
 - The State Supreme Court
 - The State Board of Pharmacy
 - The Department of State Police
 - The Division of Consolidated Laboratories
 - The Department of Transportation
7. Continue and improve the operations of the 24 Alcohol Safety Action Programs (ASAP) in the Commonwealth.

DOMESTIC VIOLENCE

1. Develop and implement pilot programs in the regional training academies for both basic and in-service training.
2. Develop and implement four to six community programs to provide services and shelter for victims and their families.
3. Provide technical assistance to three to six localities and/or communities interested in establishing programs to reduce the incidence of domestic violence.
4. Assist the Department of Welfare in establishing a service delivery network within the State to address domestic violence issues and victims.
5. Develop a data retrieval system to determine domestic violence needs within the Commonwealth utilizing local police data, court data, hospital data, and current program data.

CRIMINAL JUSTICE TRAINING

Training for Law Enforcement Personnel

For an effective law enforcement training program to be formulated, as much information as possible relating to the officer's job must be collected. In addition, it would be helpful to know how the officer views his role as part of society and how the community views the role of the police.

When we know accurately what it is that a law enforcement officer does during his tour of duty, both in rural and urban settings, it will become a much easier matter to make decisions relative to what a law enforcement officer should be trained to do. Then the relative importance of each component of the training program can be determined, as well as the amount of time to be devoted to each component. In order to obtain this information, the Criminal Justice Services Commission has, with the assistance of a management consultant, developed a survey instrument and collected essential information from law enforcement personnel across the State. At this time, a committee consisting of representatives from the Criminal Justice Services Commission, the Department of State Police, the State Sheriff's Association, and the Virginia Association of Chiefs of Police is examining the data collected by the surveys and compiling a report in a format that will be extremely useful in the development of a relevant and effective training program for criminal justice personnel in Virginia. The result of this analysis could be simply a confirmation that the training now provided is sufficient, or it could point out the need for a major revamping. The study is somewhat complex due to the wide range of services provided by law enforcement agencies in different parts of the State. Policing in urban areas such as Tidewater, Richmond, and Northern Virginia is considerably different from the tasks performed by law enforcement agencies in the rural sections of the State. It is difficult to establish a statewide training curriculum to address the needs of all law enforcement officers without a clearly defined description of the tasks performed by these personnel. This study and the resulting changes in the State's mandated training program should insure that criminal justice personnel in Virginia will receive training directly related to the tasks to be performed by them.

During the past eight years, a network of regional criminal justice training academies has developed across the State. As a result of a legislative study that took place in 1978 and 1979, a consolidation of regional training academies, effective July 1, 1981, reduced the number of regional academies from eleven to seven. Several municipalities are continuing to train their own personnel through locally supported training academies. The consolidation should improve the quality of training through better control and selection and reduce the costs of training administration.

A specialized training program in executive development and police management has been developed by the Virginia Association of Chiefs of Police with assistance from the Federal Bureau of Investigation. This program is ongoing and will be housed at the FBI Training Center in Quantico.

The Virginia Sheriff's Association has also developed an executive training program for sheriffs' personnel. Training sessions will be held at several locations across the State to insure accessibility to all sheriffs' departments.

Judicial Education

With even greater emphasis upon budget balancing efforts of the Governor and the General Assembly, and in consideration of the President's and the Congress' efforts to balance the federal budget, monies available to the judiciary for training will be reduced. However, all efforts will be made to retain the quality of training and education that is required by the judiciary. Accordingly, the following steps have been developed to meet the overall goal of continuing judicial education in Virginia:

Step One: A Judicial Institute

A time schedule has been developed to plan for establishing a Judicial Institute in Virginia. Information from existing judicial institutes has been solicited. It is a central part of the plan to locate this proposed institute at an existing law school.

Step Two: Mandatory Conference Attendance

The Committee on District Courts requires each district court clerk to attend one selected District Court Clerks' Conference each year. The matter of making attendance by magistrates at a Magistrates' Conference mandatory is currently under study.

Step Three: Mandatory Minimum Education Standards for Magistrates

Minimum education standards for magistrates have been developed by the Magistrate Education Committee and the Office of the Executive Secretary, Virginia Supreme Court, but have been rejected by the General Assembly. The Office of the Executive Secretary (OES) will continue to recommend that magistrates have a high school diploma or GED to qualify for selection.

Step Four: Use of Cyclical Curricula for Judicial Training

At the request of the District Judges' Education Committee, a cyclical, multi-year plan was drafted. The proposed plan combines the 'fixed' cyclical curricula with "flexible" electives to permit current topics of interest to be covered as needed. These results will be used in determining the reasonableness of cyclical curricula.

Step Five: Funding for Out-of-State Training for District Court Clerks

Funding for this training has been included in the education budgets for fiscal years 1982 and 1983. Emphasis will be, however, on in-state training with out-of-state training provided on a very limited basis. Funding for future years will be sought, although not at previous levels.

Step Six: Visits to Correctional Institutions

Funding for visits to correctional facilities has been received. This program has been expanded to cover visits to mental health facilities.

Step Seven: Video Equipment

The least costly manner to use video equipment at conferences or other meetings where such equipment is needed is to require the recipient to utilize local equipment from the police or an educational institution, and have the videotape provided by the Office of the Executive Secretary. This method will be continued where practicable.

Step Eight: Certification Program for Magistrates

In the 1980 Session of the General Assembly, magistrate certification was approved. It was implemented in July 1980. This program consists of 20 hours of training for new magistrates by the Chief Magistrate of the District. New magistrates are also required to pass a test on the training and successfully complete a six-month probationary period before being appointed to a full term.

Step Nine: Education Seminars for Circuit Court Clerks

The Circuit Court Clerks' Conferences have been conducted semi-annually with attendance being voluntary. The Office of the Executive Secretary will continue these seminars on at least an annual basis.

Step Ten: Orientation Programs for New Judges, District Court Clerks, and Magistrates

Orientation programs for judges, magistrates, and district court clerks have been implemented. There is a five-day pre-bench orientation for new judges immediately after each session of the General Assembly. Magistrates receive two days of orientation in Richmond shortly after being appointed, and Class IV, V, and VI magistrates also receive a four-day training course within six months after their initial appointment. District court clerks receive a two-day orientation in Richmond shortly after their appointment. These programs are being continuously refined.

Step Eleven: A. District Court Clerks Certification

The certification program for district court clerks will parallel the Magistrates Certification Program described above in Step Eight. Its implementation is scheduled for July 1, 1982, but this date could change based on lessons from the magistrates program.

Judicial Education - Step Eleven (Continued)

B. Mandatory Continuing Education Requirement

A proposal for continuing legal education is being drafted and will be submitted to the judges for their comments.

C. Education and Training for OES Staff

Policies and procedures to make education reimbursement payments and training accessible to the OES staff members are under development. Funds for such reimbursement have been available since July 1, 1980.

Training for Prosecutors/Commonwealth's Attorneys

In order to meet the needs for training Commonwealth's Attorneys, their assistants, and members of their staffs, several actions are suggested:

1. Provide basic training and assistance to new Commonwealth's Attorneys, their assistants, and members of their staffs.
2. Provide at least one in-state training program a year for Commonwealth's Attorneys and their assistants.
3. Provide funding for at least 85 Commonwealth's Attorneys, and/or their assistants to seek out-of-state training once a year.
4. Provide management training for Commonwealth's Attorneys, their assistants, and members of their staffs.

If the above actions are achieved, the goal of continuing to enhance the quality of prosecution in the Commonwealth of Virginia by providing continued in-service training and education to Commonwealth's Attorneys, their assistants, and members of their support staffs will be met.

Training for Adult Correctional Personnel

1. Maintain and increase the level of effort for correctional training statewide.

Training for Adult Correctional Personnel (Continued)

2. Require basic correctional officer training for all correctional personnel.
3. Establish basic and in-service correctional training curricula within regional criminal justice training academies.

Training for Juvenile Justice and Delinquency Prevention Personnel Prevention

1. Coordinate closely with the Department of Corrections in the provision of prevention training to staff of local offices on youth, through a contracted training specialist and through Florida State University.
2. Work closely with Virginia Commonwealth University and Virginia State University in providing specialized in-service training for existing personnel and pre-service courses for juvenile justice students.

Law Enforcement

1. Work closely with the Criminal Justice Services Commission in developing a curriculum for and in coordinating a 40-hour basic training workshop and a 40-hour advanced training workshop for juvenile officers.

Court Intake

1. Provide, through assistance to the Department of Corrections, the Virginia Juvenile Officers Association, and the Virginia Correctional Association, adequate training to intake officers in use of the least restrictive alternative, risk assessment measures, and availability of community-based alternatives.

Court Dispositional Alternative Services

1. Work closely with the State Supreme Court in curriculum development and implementation of training for juvenile judges, clerks, and magistrates in use of the least restrictive alternative, risk assessment measures, and dispositional alternatives.
2. Provide technical assistance in developing juvenile-specific training for Commonwealth's Attorneys.

Community-Based Alternative Services

1. Sponsor and coordinate training sessions for personnel employed in community-based diversion programs.
2. Conduct a media campaign designed to educate the public about community-based programs.
3. Encourage localities to provide training in available community-based alternatives to all potential referral agents.

Detention Services

1. Encourage, and assist in providing appropriate training, particularly for detention home personnel, through the Department of Corrections, the Virginia Council on Juvenile Detention, the Virginia Juvenile Officers Association, and the Virginia Correctional Association.

Juveniles in Jail

1. Via public service announcements, conduct a media campaign designed to educate the public about juveniles in jail.
2. In cooperation with the State Supreme Court, develop a curriculum and sponsor training for all juvenile judges, clerks, and magistrates designed to address risk assessment, post-dispositional alternatives, and use of the least restrictive alternative.
3. In cooperation with the Department of Corrections Division of Youth and Community Services, develop a curriculum and sponsor training for all juvenile court intake officers designed to address the above concerns.
4. In cooperation with the Virginia State Sheriffs' Association and the Criminal Justice Services Commission, sponsor training in the handling of juveniles and in other juvenile-related matters.
5. Encourage specialized training for jailers in juvenile-specific matters, particularly in those jails housing a number of youth on a regular basis.

Learning Centers

1. Assist the Department of Corrections Division of Youth and Community Services to conduct a media campaign designed to educate the general public about the learning centers.

2. Provide for training of new personnel at the Intensive Treatment Learning Center.
3. Provide for staff training in drug and alcohol prevention and treatment for at least one learning center.
4. Encourage the provision of upgraded, more timely training for all learning center personnel.

APPENDIX 1

APPENDIX 1

EXPLANATION OF ESTIMATED NUMBER OF CRIMES (E) IN FIGURE 6

The ESTIMATED NUMBER OF CRIMES for each of the three crimes for all of the twelve localities as shown in Figure 6 is obtained by:

$$E = \frac{R}{A}, \text{ where}$$

E = Estimated number of crimes

R = Total reported crimes for UCR for the 12 localities

A = National Crime Survey percentage of total crimes actually reported

Values for R and A are shown below:

	<u>Robbery</u>	<u>Burglary</u>	<u>Larceny</u>
R	3,533	30,895	78,222
A	.555	.488	.250*

* Combines personal larceny (.248) and household larceny (.254)