

**THE ORGANIZATION AND ADMINISTRATION
OF THE VIRGINIA DEPARTMENT OF
WELFARE AND INSTITUTIONS**

**REPORT OF THE
WELFARE AND INSTITUTIONS STUDY COMMISSION
To
THE GOVERNOR
And
THE GENERAL ASSEMBLY OF VIRGINIA**



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COMMONWEALTH OF VIRGINIA
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WELFARE STUDY COMMISSION**

Richmond, Virginia, December 11, 1967

To:

HONORABLE MILLS E. GODWIN, JR., *Governor of Virginia*
and

THE GENERAL ASSEMBLY OF VIRGINIA

The Department of Welfare and Institutions is charged with the responsibility of developing policies for and supervises the local public welfare programs, operates the prisons and prison farms for adults and the training schools for juveniles, and provides supervision in services for a host of other related programs for children and adults. In addition, the Department provides certain administrative services for the Virginia Parole Board.

The Department of Welfare and Institutions comprises one of the very largest executive departments of the State Government. It is anticipated that its operations and the programs administered under its supervision during the coming biennium will require 230 million dollars. Of this sum, approximately 74 million dollars will be federal funds, while 89.5 million dollars will be appropriated from the State's general fund with an additional 14 million dollars coming from other special State funds; and the several counties and cities will contribute some 42 to 43 million dollars. There are some 4,600 State and local employees involved in the Department's operations and under the supervision of the State Board of Welfare and Institutions.

Considering the enormity of the Department and the scope and depth of the various programs for which the General Assembly has made the Department responsible over many years, coupled with the rising concern within the State, as well as nationally, with social and economic problems of individuals and families, the General Assembly felt it appropriate at this time to study the organization and functioning of the Department of Welfare and Institutions and the philosophies and objectives underpinning the operation of these multifarious welfare and correctional programs.

The General Assembly appeared to have two primary objectives in mind when it directed this Study. The first involved a thorough study of all the programs presently contained in Title 63 of the Virginia Code (Welfare Laws generally) and the impact of burgeoning federal legislation on these programs. The second concern was directed mainly at the present organization of the Department of Welfare and Institutions as a vehicle for implementing these welfare and correctional programs. As to the second, there has been for several years a growing concern among the members of the General Assembly that many of the programs relating to corrections, to probation and parole, and to the various general welfare programs may be so inimical or disfunctional in nature as to cause a lessening in the effectiveness of each individual program when all are grouped together in a single department.

It is, therefore, to these two broad areas of emphasis that this Commission has directed its attention and effort pursuant to Chapter 700 of the 1966 Acts of the General Assembly. The text of the Act is as follows:

CHAPTER 700

An Act to create a commission to Study, revise and report on the laws relating to welfare, embracing Title 63 and other relevant portions of the Code of Virginia, and the organization and functioning of the Department of Welfare and Institutions and related agencies, and to appropriate funds.

Approved April 6, 1966

Be it enacted by the General Assembly of Virginia:

1. § 1. There is hereby created a commission to study, revise and report on the laws relating to welfare, embracing Title 63 and other relevant provisions of the Code of Virginia, and to consider the impact of federal legislation on the welfare laws of the Commonwealth in making such study and report. All State agencies shall assist the commission in its work and the commission shall complete its study and make its report, accompanied by appropriate legislation, to the Governor and the General Assembly not later than October one, nineteen hundred sixty-seven.

§ 2. The Commission shall consist of nine members to be appointed as follows: three by the Speaker of the House of Delegates from the membership of the House, two by the President of the Senate from the membership of the Senate and four by the Governor from the public at large. The members of the commission shall receive no compensation for their services but shall be reimbursed for expenses incurred by them in performing the work of the commission and shall be authorized to employ such consultant, secretarial and other assistance as the commission requires.

§ 3. In addition to the matters set forth above the commission shall study the organization and functioning of the Department of Welfare and Institutions and related agencies with a view of determining how the same can be made more efficient and whether certain functions of the Department and related agencies should be reorganized and possibly reallocated to other or new agencies.

2. There is hereby appropriated from the general fund of the State treasury a sum not to exceed twenty-five thousand dollars to carry out the purposes of this act.

Pursuant to this Act, the Speaker of the House, the Honorable E. Blackburn Moore, appointed Stanley A. Owens, Manassas, Frederick T. Gray, Richmond, and Lucas D. Phillips, Leesburg, as members of the Commission from the House of Delegates; the President of the Senate, the Honorable Lieutenant Governor Fred G. Pollard, appointed Senator Charles R. Fenwick, Arlington, and Edward O. McCue, Jr., Charlottesville, as members of the Commission from the Senate; and the Honorable Mills E. Godwin, Jr., Governor of Virginia, appointed the following individuals to the Commission from the public at large: Mrs. A. Paul Hartz, Waverly, J. Hudson Huffard, Sr., Bluefield, Mrs. Vivian C. Mason, Norfolk, and Dr. Earl R. Ware, Fredericksburg.

The Committee met, organized and elected Charles R. Fenwick as Chairman of the Commission and Stanley A. Owens as Vice-Chairman. The Honorable G. M. Lapsley, Director, Division of Statutory Research and Drafting, served as Secretary to the Commission and Robert L. Masden served as Staff Attorney.

CONDUCT OF THE STUDY

The Commission began its Study by acquainting itself fully with the present organization and programs conducted by the Department of Welfare and Institutions. The Commission was greatly assisted in this orientation by the Board of Welfare and Institutions, the Director of the Department and the various division heads and staff members of the Department. The Commission also reviewed the operation of similar agencies among the various states which are charged with performing similar functions, considering carefully the advantages and limitations involved under each different approach.

After extensive publicity, the Commission held a public hearing in the State Capitol on June 29, 1967 at which time all interested individuals, groups and organizations who desired to present any suggestions or recommendations for improving the present organization or any welfare program operated by the Department, were offered an opportunity to express fully their views to the Commission. Thereafter, the Commission held several more executive sessions to consider in depth the many facets of the organization and programs under study.

The Study was divided into two principal areas: (1) organizational and functional aspects and (2) legal and coordinative aspects. Because of the size of the department and the complexities of the interrelationships involved, the Commission, after due consideration, deemed it essential that expert assistance be ascertained to study and assist the Commission in analyzing recommended organizational changes. The Commission believed it essential that a proper integration of traditional and behavioral organization concepts must be brought to bear on the problems confronting the Department in its efforts to execute assigned welfare and penal programs. Thus, the organizational and functional portion of the Study was consigned to the Institute for Business and Community Development of the University of Richmond.

The legal and coordinative aspects of the Study were performed by the Division of Statutory Research and Drafting in consultation with the Department of Welfare and Institutions. The primary objective of the second phase of the Study was to review Title 63 of the Virginia Code, and Title 53 thereof as appropriate, which titles form the legal base for the various welfare and correctional programs, to see that they are properly coordinated with the many federal welfare laws providing for federal reimbursement of State programs. In addition, the Division was charged with the responsibility for drafting the necessary legislation to implement the recommendations of the Commission including those affecting the organization and functioning of the Department of Welfare and Institutions.

With respect to the second portion of the Study, particularly, we express our sincere appreciation to the Director of the Department of Welfare and Institutions, the Honorable Otis L. Brown; the Department's Legal Consultant, J. Luther Glass; and the respective Division Heads within the Department. In addition, we express our appreciation to Miss Eula Jane Armstrong, Chief, Bureau of Public Assistance, Mrs. Mary C. Gore, Coordinator on Policy and Procedure, Division of General Welfare, and Miss Daisy S. Young, Chief, Bureau of Children's Services, who, in the tradition of the devoted employees of the Department, expended great effort in behalf of this Study involving many hours of their own time, freely given and without thought of compensation. We are indeed pleased and gratified to discern such devotion. We cannot but hope for great achievements from an organization composed of such individuals.

A PERSPECTIVE AND A PLAN OF ACTION

Throughout its deliberations this Commission has been keenly aware of the importance of its task. In Virginia, as elsewhere, serious social problems remain unsolved and may even be growing more critical. Despite the discouraging trends of recent years, these problems can and must be solved.

Strong Effort Needed to Turn the Tide

Social and cultural problems, once rooted, tend to develop progressively and cumulatively. Parents, lacking in emotional maturity, short on education and training, and unable to attain economic self-sufficiency, beget children who suffer the same kinds of difficulties. Children of well-to-do parents may grow up with all physical wants provided but no channels for creative development and consequently no adequate intellectual or emotional guidance. As a result they easily fall victim to a growing army of parasitic pedlars of "thrills" and "kicks". Still other young people, openly and honestly confused by the distressing, illogical, and apparently unsolvable paradoxes of a world "into which they did not ask to be born", fall in with these motley groups. They tend to interpret the shortcomings of today's democratic societies as evidence that democracy does not work. For such reasons as these, nonparticipation in, and even hostility toward, the institutions and mores of American democratic society can develop and spread with alarming speed.

The only answer to this challenge is extra effort now. To postpone is to invite disaster. If the people of Virginia are willing to devote the additional resources needed for an effective attack on social problems, the real benefits in the enrichment of lives and reduction of hostile behavior will be beyond calculation. If this effort is postponed, the need will become increasingly urgent and the cost of undertaking it will grow during each year of delay.

These obvious flaws in the fabric of society are intricately related to the traditional habits, attitudes, and ideas of individual citizens, and cannot be dealt with effectively apart from their personal, individual and human aspects. It is the Commission's purpose to guide Virginia's human-service resources and policies into a broad, systematic attack on all phases of social problems; a dual attack which will identify and combat real causes, as well as helping needy individuals and families, who are largely symptoms of our deeper problems. This attack should recognize and attempt to utilize the entire range of individual capacities and abilities which exist in the population, and should provide adequate coordination of both public and private resources. A total effort by Virginians coordinated at the State level, utilizing all available public and private facilities (including schools, hospitals, churches, civic associations and the like) would so reduce the social origins of damaged personalities that the frequency with which such damage occurs might be dramatically reduced in a relatively few years.

Equal Emphasis on Prevention and Rehabilitation

An essential element of such a program is a constant effort to identify real causes. These are primarily related to an individual's early experience, his awareness of the love and concern of parents, friends, and teachers through which he develops an appreciation of his own worth, and a will to develop his worthy talents for constructive work. As part of this process, early exposure to logical and reasonable attitudes in the people around

him and the opportunity to see constructive intellectual habits at work are particularly important. He also needs protection from frightening and confusing experiences that dull the imagination, discourage inquisitiveness, and instill fear, negativism and indecision where there should be confidence, curiosity and active interest. Systematic elimination of causes must be a positive goal rather than a by-product of rehabilitative programs.

On the other hand, rehabilitation must not be deemphasized. Stronger and more effective efforts are needed here also. More emphasis should be directed toward discovering and treating individual needs and toward identifying and developing individual talents and interests. Procedures and programs should recognize, develop, and utilize the inherent constructive capabilities of people as individuals, free from the limitations sometimes imposed by the habit of dealing with people as groups.

Threefold Purpose

This Commission sees its obligations to the General Assembly and to the people of Virginia as basically involving a threefold task:

1. To set goals for social and individual progress that are simultaneously as idealistic and as realistic as possible, accepting as given two propositions: that the minds of little children are at least as susceptible to kindness and wisdom as to hostility and ignorance; and that with proper care in a good environment, much can be done to remedy maladjusted personalities in older children and adults.
2. To outline the elements of a social philosophy that sustains the soundness and practicality of these goals, and to do this in terms that can inspire enthusiastic public support and participation.
3. To devise a plan which will enable the people of the Commonwealth, working individually and through private institutions as well as through agencies of government, to mobilize and coordinate all available resources in order to work toward the established goals with maximum effectiveness.

Goals

The Commission envisions as a realistic goal, a reversal within the next decade of currently rising trends in welfare cases and costs and in the frequency and costliness of criminal activity. As an intermediate goal, the Commission envisions the development in Virginia of reasonably objective and workable measures of the effectiveness of existing programs, the improvement of these programs in line with new and more penetrating information, and the design of new programs capable of bringing about the anticipated reversal of trend. As immediate goals, the Commission envisions certain improvements in organizational structure and in administrative methods to be implemented pursuant to the recommended statutory changes attached to this report.

Philosophy

The Commission believes that solutions to Virginia's social problems can be effectively developed through two related channels:

1. Preventive measures—a penetrating and broadly based program to identify, reduce and remove the real causes of social maladjustment and economic irresponsibility.

2. Rehabilitative measures—a strengthening and broadening of existing programs in closer cooperation with health, training and educational facilities, and development of new, coordinated programs based on increased research and analysis.

Limited resources and limited knowledge have previously restricted major efforts in the treatment (sometimes rather superficial) of damage already done, with the result that real causes remain obscure and beyond effective treatment. Consequently, the same frustrations and lack of focus which prevented one generation from coming to grips with economic and social responsibility tend to show up in magnified form in the next. The Commission believes that attention to real causes can significantly reduce the circumference of this vicious circle.

To do this effectively will require coordinated commitment of all resources pertinent to the task. Public health is vitally involved with broad problems of maintaining a physically fit society. Eventually, perhaps, a major contribution can be made to social improvement through the medium of better family planning, with health experts playing a major role.

Education is a most essential ingredient. Perhaps the trend of recent years, toward more and more funds financing teaching and research at the top of the educational pyramid, is giving way to programs which broaden the base of the pyramid, providing more practical training for larger segments of the youthful population. In fact our new community colleges and technical schools clearly mark the beginning of this important change. More specialized programs are clearly necessary to meet the diverse needs of youngsters with their many individualistic talents and interests, latent though these may be.

A total attack on social problems will call for more cooperation between school systems and agencies of general welfare to discover and to correct destructive home environments before the children involved become deeply and adversely affected. Expanded facilities are needed for the care and guidance of small children whose mothers work. Many mothers who do not work may need help in giving their children the constructive pre-school experiences so necessary to their intellectual and emotional development toward readiness for school.

An important aspect of both the preventive and rehabilitative phases will be the development and analysis of information. The files on both welfare and correctional cases would yield a generous amount of new information. Once classified, analyzed and interpreted, this new knowledge could provide helpful correlations between causes and symptoms and between symptoms and effective treatments.

The rehabilitative phase of an intensified attack on Virginia's social problems would be mainly an extension, with minor organizational and administrative changes, of programs already in progress. However, the Commission particularly wishes to emphasize the critical difference which the matter of attitude can make to the success of a human-services program. In so far as possible, both welfare and correctional cases should be regarded as people in *temporarily* adverse circumstances and, to the greatest extent possible, should be so treated. The element of confidence is essential to progress, and people will tend to respond to what is expected of them. If they are *expected* to progress to more desirable thought and behavior patterns and to a more constructive and responsible posture, they are more likely to take advantage of opportunities to do so. Furthermore, if an atmosphere based on temporariness (in sharp contrast to permanence) can be developed throughout all agencies dealing with these

problems, programs will be developed or changed to reflect this philosophy. Temporariness will then become an essential assumption underlying these intensified programs, as indeed it must if welfare and correctional costs and cases are to be reduced over the long term, as envisioned in this report.

In the welfare field especially, a very large majority of cases should be of a temporary nature. Only the permanently and totally disabled and the elderly should be regarded as permanent fixtures on welfare rolls. All other cases should be dominated by the expectation of making the individual independent and self-supporting. With greater emphasis on the temporary nature of relief, needs may be restudied and programs changed and strengthened. A mother receiving routine assistance might remain a welfare case almost indefinitely, and her children might follow her example, unless she also receives certain basic types of training and instruction. Lacking know-how as well as incentive, many welfare mothers are incompetent housekeepers and are unable to provide a home conducive to orderly and wholesome habits in their children. To combat this situation, the community should offer the older children the strongly constructive influence of a well-run school, teaching social and emotional as well as intellectual development. The smaller children should have access to nursery schools, receiving the sort of pre-school training and experience which will give them an early comprehension of basic skills such as writing, reading and working with numbers. The nursery school experiences will also teach cultural and social values. At the same time the mother should be offered, right in her own home, the training opportunities which she missed in her own upbringing. A home management specialist should be available to advise her on proper housekeeping, diet, cleanliness in the home, and house-keeping chores as a factor in training the children. Other services should be available as needed, especially opportunities for vocational training as the capacities and interests of the children in the picture become more definite.

A total program such as this would build stronger family ties and community connections. It would involve more people, attract wider interest and gain more private resources. It would provide healthier home atmospheres and, with fewer illnesses, some of the burden would be lifted from health and hospital facilities. It should reduce social tensions and strains, thereby reducing the burden on other public facilities and institutions.

The growth of two-year colleges and technical schools will give the high schools an opportunity and a challenge to do a much better job of counseling young people and subsequently directing them into the kinds of work which they are best qualified to perform. Counseling and testing at the high school level can, on the other hand, provide information to guide the development of two-year college and vocational school curricula.

Plan

The third phase of this Commission's responsibility is to indicate in outline form a plan which will enable the Department of Welfare and Institutions and its associated Boards and agencies to mobilize and coordinate its own resources in order to move toward the suggested goals with maximum efficiency. The heart of this plan is to maintain the unity of the existing Department of Welfare and Institutions and to strengthen it from within in every feasible way.

To strengthen the present operations of the Department of Welfare and Institutions, this Commission recommends numerous changes in the

law, as hereinafter set forth in this Report, and a few major changes of organization. It is recommended that staff services performed within the Department be strengthened and coordinated by grouping them into a Division of Administrative Services and that principal emphasis be placed upon strengthening and enlarging the research and statistics function.

It is further recommended that the Probation and Parole Board proceed to delegate more of its administrative responsibilities to its Executive Secretary and to other members of an enlarged professional staff, and that the Board utilize more fully the staff services available from the new Division of Administrative Services. By so doing the Probation and Parole Board will be able to devote more time to effective disposition of cases at hand while obtaining from them information needed to improve and strengthen the work of probation officers in the field.

It is further recommended that three five-member Advisory Boards be appointed to assist the State Board with its heavy load of responsibilities, a General Welfare Advisory Board, a Corrections Advisory Board, and a Youth Services Advisory Board. It is envisioned that the State Board will delegate many routine duties to the Advisory Boards, and that the Advisory Boards will work closely with administrative officials of the three divisions with which they are associated. A major long-term advantage expected to result from the advisory board system is a broader base of interest and support for the work of the Department among citizens in general. The Advisory Boards should be composed of conscientious, concerned, informed citizens able and willing to take an aggressive and optimistic view of Virginia's future social and cultural opportunities.

To strengthen operations at local levels where the work is actually done, it is recommended that the Department move to establish regional service offices capable of developing and maintaining excellent working relationships with local officials. Through the regional offices, the Department would point out the strong advantages (and in some cases the necessity) of cooperative local efforts and consolidated local facilities, and would attempt to enlist cooperation in the establishing of joint services.

To strengthen the Department's hand in the matter of local consolidation, a principle which must be put into practice if satisfactory services are to be administered uniformly to needy citizens throughout the State and if the requirements for federal assistance are to be met, the Commission recommends that the State Board be given authority to compel local consolidation as it may see fit, using the withholding of State funds as a means of persuading particular localities to undertake such cooperation.

With respect to the Consultants' study attached as an appendix to this report, it should be noted that the Commission endorses the alternative suggestion made by the Consultants—that the probation and parole function be strengthened within its existing framework—in preference to a more fundamental and far-reaching plan suggested by the Consultants for tightening the Board's administrative relationship with the Department.

Finally, because of this Commission's knowledge of and interest in more effective, more lasting ways of dealing with welfare and correctional problems, it is felt that the present study should be continued during the important transitory period immediately ahead. The Commission feels that such a continuation will make significant further contributions toward evaluating the effectiveness of the changes herein recommended, should they be adopted, and in planning further changes in line with trends which may develop in the immediate future.

PRESENT ORGANIZATION AND FUNCTIONING OF THE DEPARTMENT OF WELFARE AND INSTITUTIONS

We feel it absolutely essential that the reader, in order to fully understand and appreciate the recommendations contained herein, must have at least a cursory knowledge of the present organization of the Department of Welfare and Institutions and reasonable familiarity with the welfare and correctional programs administered by it. For this reason we are including a brief description of each, together with a typical organization chart outlining the formal line and staff relationship among the various divisions and sections within the Department. In addition these should provide the reader with a handy reference as he projects the recommended changes into a functional unit.

The Department of Welfare and Institutions was established July 1, 1948, to include in one department the functions and duties formerly covered by the State Department of Public Welfare, the State Department of Corrections and the Parole Board. The former State Boards of Public Welfare and of Corrections were abolished and the Board of Welfare and Institutions was created. The Virginia Parole Board was continued, but as a part of the Department of Welfare and Institutions.

The State Board—

The Board consists of six members appointed by the Governor subject to confirmation by the General Assembly, to serve staggered four-year terms. The Board establishes the broad policy under which the Department carries out its responsibilities. The State Board also acts in an advisory capacity to the Director and confers and advises with him upon various matters which arise in the performance of his duties.

The Director of the Department—

The executive head of the Department is the Director who serves also as Commissioner of Public Welfare. The Director is appointed by and is directly responsible to the Governor. It is his duty to direct and integrate the administrative activities of the divisions of Correction, General Welfare, Parole and Youth Services.

Administrative Services—

The Director's administrative staff provides supervisory functions in the fields of fiscal management, personnel management, farm coordination and development, physical plant maintenance, coordination of planning for capital outlay projects, statistical research and analysis, food service and dietetics, development of educational and recreational activities, legal consultation and information services.

THE DIVISION OF CORRECTIONS

The Division of Corrections operates and administers the correctional program at the five major institutions and 31 road camps which comprise the State penal system. This division also inspects and supervises the locally operated jails, jail farms and lockups in the Commonwealth. In this respect, the Board of Welfare and Institutions is authorized to prescribe minimum standards for construction and equipment of local jails, jail farms and lockups, and to set minimum requirements for the feeding, clothing, medical attention, attendance, care, segregation and treatment of prisoners confined within local penal facilities. These functions involve 166 local penal institutions. This number includes 95 county and city jails, five city jail farms, and 66 county, city and town police lockups.

Industrial Section—

In 1934, the General Assembly set up a State Use System under which industries in the penitentiary using prison labor would manufacture and supply certain products to State supported institutions and agencies as well as counties and towns.

Classification Section—

The primary responsibilities of this section are to establish and organize the procedure and to insure the best possible kind of integration, coordination and continuity between diagnosis, program planning and the administration of treatment methods in an institutional setting.

State Penal Facilities—

The penitentiary is a maximum security institution and all male felons are received here for classification and assignment. Almost all the prisoners who have sentences longer than twenty years and the prisoners with lesser sentences for security, disciplinary or other reasons who cannot be assigned to other institutions are kept at the State penitentiary. The State convict road force is now the largest correctional agency of the State, consisting of 31 road camps located in all eight Department of Highway districts and in one city. There are 17 permanent and 14 semi-permanent camps.

The State farm for men is located on the banks of the James River in Goochland and Powhatan Counties west of Richmond. Here are assigned inmates, both felons and misdemeanants, with farming backgrounds and those physically unfit for work on the highways and others who present custody or security problems disqualifying them for road assignments. The State farm for women is located in Goochland County west of Richmond and is the only adult correctional institution for women. It houses both felons and misdemeanants.

The Southampton Farm is located at Capron, and houses the young male offenders who have not been previously convicted of a felony. Because of the type of prisoner assigned here, there are broader academic and vocational training facilities than in the other institutions.

The Bland Correctional Farm is located in the southwestern part of the State and houses mostly misdemeanants. As a result of the relatively brief commitment period of the inmates assigned here, the present educational program is limited to elementary training for illiterates. Vocational training is mainly on-the-job training in the building trades.

THE DIVISION OF GENERAL WELFARE

The Division of General Welfare supervises Virginia's locally administered public welfare program. The Division is comprised of four bureaus and a training section. In addition, there is a coordinator of policy and procedure.

Bureau of Public Assistance—

This Bureau prepares for consideration of the Director and the State Board recommendations as to policies necessary to implement federal and State legislation in the administration of public assistance programs; provides technical advice and assistance to the staff of the Bureau of Field Services regarding the public assistance program for which the Bureau has supervisory responsibility and participates with them in inter-

pretation to local departments; certifies permanent and total disability in aid to the permanently and totally disabled; reviews reports of hearing officers on appeal cases of applicants for and recipients of public assistance prior to presentation to the State Board; provides interstate and intrastate correspondence service regarding public assistance; initiates special studies and prepares certain reports relating to the operation of public welfare programs in the localities; reviews and submits to the Federal Department of Health, Education and Welfare current data on eligibility in cases in which the validity of payment is questioned; and gives assistance in staff training programs.

Bureau of Children's Services—

This Bureau has a broad legal charge to concern itself with the welfare of all groups of children and to recommend constructive measures to public and private agencies in the development and strengthening of services. The Bureau contains an Adoption Report Section, a Children's Agencies Section and a Child Welfare Services Section. The Adoption Report Section receives petitions from the courts, assigns them to child placing agencies for study, provides consultation help in adoption procedures, and prepares report summaries for and recommendations to the courts. The Children's Agency Section administers a licensing program as it pertains to child welfare agencies, and supervises convalescing crippled children receiving boarding home care paid by the Bureau of Crippled Children, State Department of Health.

The Child Welfare Services Section plans for use of the child welfare services funds received from the federal government under the Social Security Act; administers the interstate placement of children; recommends to the State Board policies, standards, rules, regulations and procedures concerning public welfare services to children; administers a special fund for the feeble-minded; and assists with in-service training programs for personnel of local departments.

Bureau of Field Services—

This Bureau carries the principal liaison responsibility between the State Department of Welfare and Institutions and the local Departments of Public Welfare. This involves supervision of the various child welfare and public assistance programs; consulting with the administration of the county and city Departments of Public Welfare concerning applicable federal, State and local standards of operations; conducting hearings on appeals involving applicants or recipients of public assistance; assisting in recruiting personnel for local Departments of Public Welfare; giving consultative and supervisory services to local departments concerning all phases of social services, and assisting with in-service training for personnel in local departments.

Bureau of Hospitalization and Homes for Adults—

This Bureau administers the State-Local Hospitalization Program. It also has the responsibility for licensing and inspecting institutions for aged and infirm persons, for promoting the establishment of both public and private homes for the aged and for providing consultative services for constructing, maintaining and operating such homes.

The Division of General Welfare has supervisory responsibility for the operation of eight major welfare programs and services. These include Old Age Assistance, Medical Assistance for the Aged, Aid to Dependent Children, Aid to the Permanently and Totally Disabled, General Relief,

Foster Care, State-Local Hospitalization Program, and the Food Stamp Program.

Old Age Assistance provides a reasonable subsistence, including medical care, for needy persons 65 years of age and older who do not have sufficient income or earning capacity to support themselves, or children who are unable to provide for them. The program of Medical Assistance for the Aged provides for medical care essential to the well-being of persons who have attained the age of 65 years, are residents of the State of Virginia, and are not receiving any other type of public assistance.

The Aid to Dependent Children Program provides the means for reasonable subsistence to needy children under 16 years of age (under 21 if regularly attending school) who are living with their mother or other close relatives and who have been deprived of support by reason of death, illness, or other continuous absence of a parent from the home. Aid to the Permanently and Totally Disabled provides the means of a reasonable subsistence to needy persons between the ages of 18 and 65 years who are unemployed because of severe physical and mental disability of a continuing nature.

The General Relief Program provides assistance to persons who are temporarily disabled or ill, temporary assistance (a maximum of three months in one year's time) to persons in acute need because of unemployment; home and medical care for indigent persons, care of persons in public nonmedical institutions, aid to stranded transients, burial of public assistance recipients and temporary help to applicants under the federally matched categories pending eligibility under such other categories or programs.

Under the Foster Care Program, the local boards of public welfare are authorized by State law to accept children under 18 for placement in foster homes and institutions. In addition, a juvenile court may commit a child to the care and custody of the local welfare board of the county or city in which the court has jurisdiction or in which the child's parents live.

The State-Local Hospitalization Program provides for State reimbursement to counties and cities for a part of the cost of hospitalization of the indigent, when hospitalization is not otherwise provided, and for the medically indigent. The Program does not require that the locality appropriate funds or otherwise provide for such hospitalization, but every locality except three participated in this program. Within the limits of the State appropriation, payments of out-patient and emergency services as well as in-patient care is provided.

The United States Department of Agriculture in conjunction with State and local governments provides for the operation of a food stamp program in a few areas. Three counties and one city in Southwestern Virginia participated in this program during the past fiscal year. Originally initiated as a pilot program in Virginia, this program has now been made permanent.

LOCAL DEPARTMENTS OF PUBLIC WELFARE

The local departments are supervised by local boards of public welfare. The local board appoints a superintendent of public welfare and such other staff as are needed including case work supervisors, case workers, and the clerical staff, from lists of eligibles established under the State Merit System. The Superintendent of Public Welfare is the administrative head of the local department and is responsible for the operation of the department's program, and the training and supervision of staff.

The direct provision of financial assistance and other services is the responsibility of the local departments of public welfare. Two exceptions to this are the study, care and treatment of children committed to the State Board of Welfare and Institutions by the juvenile and domestic relations courts and the Crippled Children's Program.

The local departments administered two major programs—public assistance and child welfare services. The public assistance program includes aid to dependent children, old age assistance, medical assistance for the aged, aid to the permanently and totally disabled, aid to the blind, and general relief. In addition to financial aid, many other services are rendered individuals and families who have need of help with certain social problems, such as physical and mental illness, emotional maladjustments, desertion, illegitimacy, marital discord, inadequate care of children and home management, and need for vocational rehabilitation.

The Child Welfare Services Program includes services to children in their own homes, protective services in case of neglect and delinquency, placement of children in foster homes if they cannot be cared for in their own homes, and placement of children for adoption. When the juvenile and domestic relations courts have no probation staff, the superintendents, or designated members of their staff, serve as probation officers to the courts. Most local departments determine eligibility for payment of hospital costs under the State-Local Hospitalization Program. In addition, the local departments may operate other service programs if the local board deems them appropriate.

THE DIVISION OF YOUTH SERVICES

This Division provides a coordinated program of direct care to delinquent children admitted to the State Board of Welfare and Institutions. It also provides services to the juvenile and domestic relations courts and to local departments of public welfare in the areas of detention and probation. The Division is comprised of two bureaus, four training schools, a forestry camp for boys and a separate study home for older boys.

Bureau of Juvenile Probation and Detention—

This Bureau develops probation, detention and other social services for juvenile and domestic relations courts so that all children coming within their jurisdiction shall receive full protection and service by the court. The Bureau also works directly with those juvenile and domestic relations courts having a probation staff administratively attached to the court to assist in developing stronger and more uniform social services. The Bureau also works closely with established juvenile detention facilities, and assists communities in developing new detention facilities.

Child Care Bureau—

Each child committed to the Board of Welfare and Institutions by a juvenile court or by other courts is brought to a study center in Richmond or Roanoke. The individual evaluation of each child includes physical and dental examinations, psychological testing, case work evaluation, and in some cases, psychiatric examination.

At the conclusion of the study, each child's case is presented to the classification committee for consideration of a placement plan. According to the special needs of each child, he may be returned home, placed in a boarding home, returned to a local agency for foster care, sent to a train-

ing school, or sent to a private institution or school in the State or outside of the State. The various institutions through which the Division operates includes the Beaumont School for Boys, Bon Air School for Girls, Hanover School for Boys and the Janie Porter Barrett School for Girls.

VIRGINIA PROBATION AND PAROLE BOARD

The local corporation, hustings and/or circuit courts assign cases for investigation and probation supervision. The probation and parole board is responsible not only for providing the payment of salaries and expenses of the probation and parole officer administering these services, but also for providing office equipment, housing, stenographic support, and the recruitment, training and supervision of its personnel as they perform their duties in the field of adult probation.

Probation, a function of the Courts, is a procedure whereby convicted offenders are released conditionally under supervision in lieu of confinement in a correctional institution. Such persons are subject to the restrictions, conditions and controls established by the courts and are supervised by the Board's field staff.

The probation and parole program in Virginia, since its inception in 1942, has placed responsibility on the probation and parole board for adult probation services to courts not of record. Until recently, and as a matter of necessity, lower court requests for such service has not been encouraged and adult probation services were almost exclusively confined to case referrals from courts of record because of staff limitations. In 1966, the General Assembly provided funds for thirteen additional officers to begin a program for meeting this pressing need for service to the lower courts.

Parole Services—

In addition to its general administrative and service responsibility in the fields of adult probation and parole, the Probation and Parole Board has exclusive jurisdiction in the parole of adult felons and misdemeanants. Its nondelegable, quasi-judicial function in parole includes the interview and selection, release, supervision, and discharge or revocation of Virginia parole cases. All inmates eligible for parole appear at least annually before one or more members of the Board until released on parole or released by expiration of sentence.

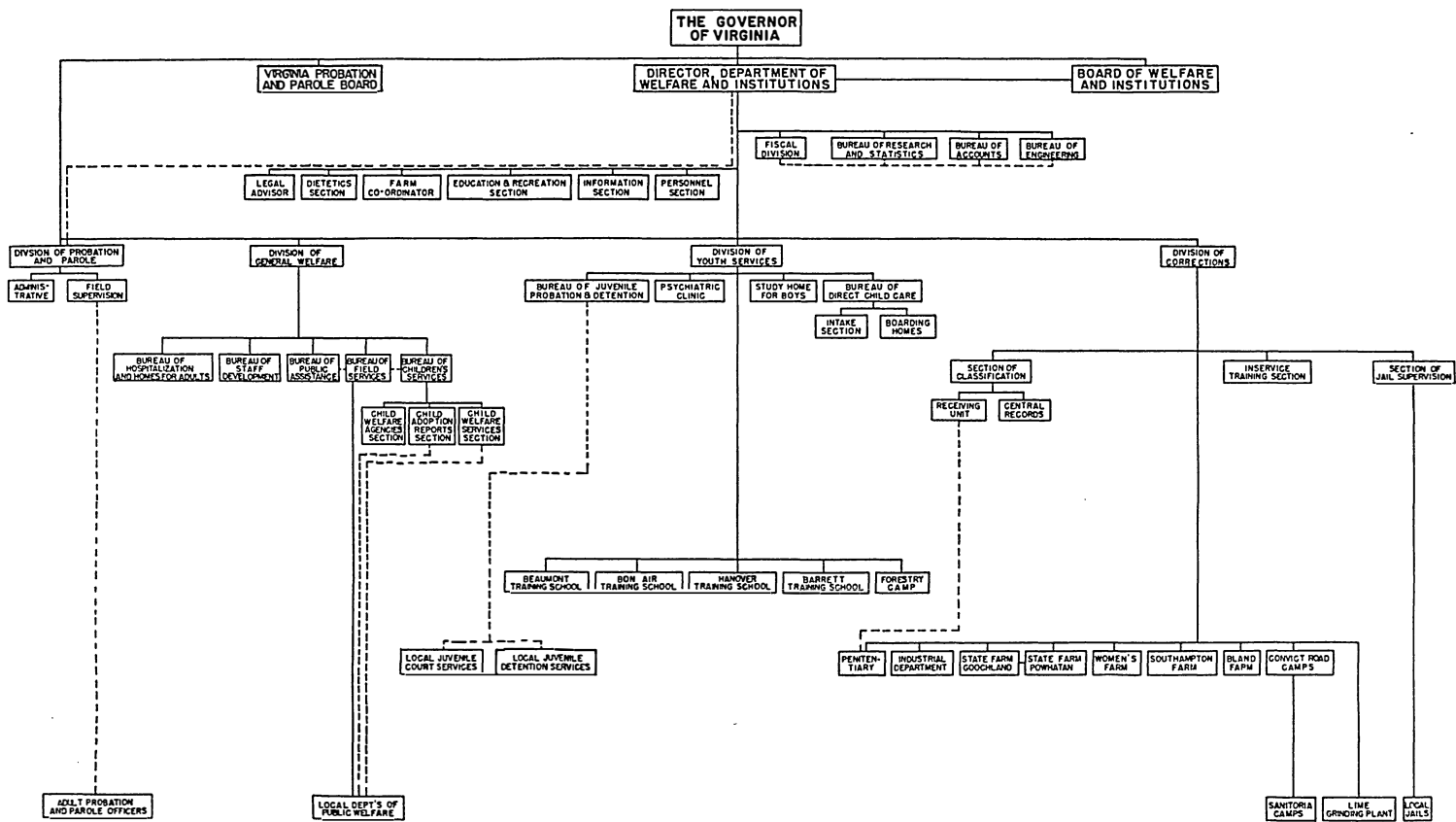
Pardon Services—

The power to commute capital punishment, grant pardons, or reprieves in misdemeanor and felony cases is discretionary and vested in the Governor. The Probation and Parole Board is charged with the statutory responsibility to investigate and report to the Governor, upon request, all cases in which executive clemency is sought. The Board may investigate and report any case in which it believes action on the part of the Governor is proper or for the best interest of the Commonwealth. The Board also reports on all death sentence cases.

Interstate Compact Services—

Under a General Assembly authorization of April 1, 1938, Virginia became a signatory member of the Uniform Act for Out-of-State Parolee Supervision. The Compact is a reciprocal agreement between its signatory members comprised of the 50 states and the federal Territories of Puerto Rico and the Virgin Islands, permitting transfer of probation and parole cases between members, under certain conditions.

ORGANIZATION CHART: DEPARTMENT OF WELFARE AND INSTITUTIONS



19

RECOMMENDATIONS AND REASONS THEREFOR

That in broad outline the existing organizational and administrative framework of the Department of Welfare and Institutions be retained so that the functions of general welfare, youth services and corrections with its closely related probation and parole services continue to be performed within a single department of the State government.

- Reasons:* See pp. 50 through 66 of Appendix I.
- Change:* A new division of administrative services should be organized within the department to coordinate and consolidate staff service functions, to provide necessary planning and training, and to provide expanded services in the area of research and statistics.
- Reasons:* See pp. 66 through 70 of Appendix I.
- Change:* That the Probation and Parole Board, within the existing legislative construct, delegate broader administrative responsibilities to its executive secretary.
- Reasons:* See pp. 70 through 73 of Appendix I.
- Change:* That three new boards be appointed by the Governor—the General Welfare Advisory Board, the Corrections Advisory Board, and the Youth Services Advisory Board:
- (a) Each Advisory Board be composed of five members, selected for an indefinite term but subject to the will of the Governor, from among nominees suggested by the Board of Welfare and Institutions;
 - (b) Advisory Board members have the same qualifications and receive the same consideration, expenses incurred in attending meetings and in performance of duties plus the sum of \$20.00 per day for any day in which specific duties are performed;
 - (c) The duties of Advisory Board be substantially similar to those of the State Board and be delegated by the State Board to the Advisory Boards, which would assume most normal and routine responsibilities of the State Board in their respective fields of interest, leaving the State Board free of many detailed and time-consuming duties, able to devote more time and thought to broad policy planning with the Department Director, the Parole Board, and the Divisional Heads, and able to give more attention to increasingly important areas such as program formulation, evaluation, and enlistment of public understanding and support.
- Reasons:* See pp. 73 through 75 of Appendix I.
- Change:* That the Department of Welfare and Institutions establish permanent regional offices to coordinate programs between the State Department of Welfare and Institutions and local operating personnel; to formalize communication of needs and ideas from localities to the State organization; and for giving aid, guidance and service from the State to the locality.

- Reasons:* See pp. 75 and 76 of Appendix I.
- Change:* That the State Board of Welfare and Institutions encourage cooperation among and consolidation of local facilities and services on a voluntary basis. In addition, the State Board should be authorized, in consultation with the State Division of Planning and with prior consent of the Governor, to establish districts consisting of two or more counties and/or cities when such combination of local facilities and services are deemed necessary to the efficient implementation of the various welfare and correctional programs.
- Reasons:* See pp. 77 and 78 of Appendix I.
- Change:* That this Study be continued to supervise and assist in the implementation of the recommendation contained herein; to conduct a program of evaluation and review during the ensuing biennium as to the effectiveness of each recommendation; and to make any other recommendations deemed appropriate.
- Reasons:* As the Study was commenced it was immediately discernable that the entire Department of Welfare and Institutions and all of the programs administered by it could not be studied in depth in every respect within the time allotted to the Commission. After considerable deliberation, the Commission determined that the best approach would be to study the broad organizational outlines of the Department and the philosophical base for present welfare and correctional programs during this interim and to recommend a continuing study of the details of the organizational structure and the functioning of the programs thereunder. In accordance with this plan, this Commission authorized its consultants, The Institute for Business and Community Development of the University of Richmond to apply for research funds from the Research Grants Branch, Welfare Administration, United States Department of Health, Education and Welfare. The funds already expended by this Commission in conducting the initial phase of the study will serve as the State's contributory share in the overall study.
- The research funds from the Department of Health, Education and Welfare, if the application is approved, will finance a major portion of the program of evaluation and review which the consultants will conduct under the supervision of this Commission. It is expected that this study, when completed, will serve as a model for the several states.
- Also see pp. 78 and 79 of Appendix I.
- Change:* That a separate Commission be appointed to study the advisability and feasibility of constructing regional nursing home facilities throughout the State.
- Reasons:* Increasing cost of procuring such services for welfare recipients and the present surplus of matching federal funds under the Hill-Burton program.

TITLE 63. CHAPTER 1.

Department of Welfare and Institutions

Section 63-5.1. ADDITIONAL POWERS OF DIRECTOR FOR
BENEFIT OF RESIDENTS OF SHENANDOAH
NATIONAL PARK

Change: Delete entire section.

Reason: Program concluded.

Section 63-5.2. ESTABLISHMENT AND OPERATION OF STORES
IN CERTAIN INSTITUTIONS

Change: Provide for net profits from stores to be used for purposes beneficial to inmates of the institution in which the store is operated.

Reason: The current section provides for the use of net profits from stores for educational, recreational and "other beneficial purposes as may be prescribed by the Director." The change will assure that proceeds will be used to benefit those who use the facility.

Section 63-10. EMPLOYMENT OF AGENTS AND EMPLOYEES

Change: Add provision that such employment be subject to the provisions of the Virginia Personnel Act and regulations promulgated pursuant thereto.

Reason: To establish uniformity of standards and upgrading Departmental services.

Article 2.

Board of Welfare and Institutions and Advisory Committees

Section 63-14. BOARD OF WELFARE AND INSTITUTIONS

Change: To increase board membership from six to seven members.

Reason: To reduce probability of tie vote and to facilitate the attainment of a quorum. It will also permit the appointment of Subcommittees (two members each) of the Board to work with and supervise the activities of the Advisory Board for each operating division. The Chairman of the Board, for the purpose of coordination, would be an ex officio member of each such subcommittee.

Section 63-15. TERM OF OFFICE OF MEMBERS

Change: If Section 63-14 is amended as recommended above, the new member should first be appointed for a term of one year (to expire June 30, 1971) so that his term will overlap those of existing members, and thereafter be appointed for four years as are other board members.

Reason: To continue balanced overlapping of terms.

Section 63-20. MEETINGS

Change: If an advisory Board is appointed for each operating Division of the Department, many of the responsibilities of the State Board can be delegated to the advisory boards and the times of regular meetings of the State Board should be left to the discretion of the Board. The provision for calling of special meetings by the chairman should be retained. The State Board should meet, however, at least six times a year.

Reason: The section now requires that the Board meet at least once a month. The advisory boards will make possible a decrease in volume of work to be handled by the State Board, through delegation of certain responsibilities to advisory boards. For example, the responsibility for acting on public assistance appeal cases could be delegated to an advisory board on Welfare and there would be no resulting delay in such actions if the State Board did not meet monthly.

Section 63-26. ESTABLISHMENT OF STANDARDS OF SERVICE AND PERSONNEL

Change: Provide that the State Board establish minimum standards of performance for personnel.

Reason: To upgrade quality of service.

Section 63-28. BOARD TO VISIT INSTITUTIONS

Change #1: Delete the provision that State Board visit, inspect and examine all institutions, public and private, of an eleemosynary or charitable nature.

Reason: The provision is not necessary, in that inspection and licensure of children's institutions and homes for the aged are now required elsewhere in Title 63 and inspection and visitation of local jails, lockups and jail farms are required in Title 53. Nursing homes and private institutions for the mentally ill and retarded are inspected and licensed by the Department of Health and the Department of Mental Hygiene and Hospitals, respectively.

Change #2: Provide that an exception be made to the requirement for annual visitation with respect to Road Force Camps. Provide that one or more such camps be visited annually by at least two members of the Board.

Reason: It does not appear necessary that each of the Road Force Camps be visited annually by the State Board. The number to be inspected should be left to the discretion of the Board.

Section 63-29. REPORTS OF BOARD AS TO INSTITUTIONS

Section 63-30. OFFICERS TO FURNISH RECORDS, ETC., ON VISITATION

Section 63-31. OFFICERS OF INSTITUTIONS TO FILE REPORTS WITH BOARD

Section 63-32. INTERFERENCE WITH BOARD, COMMITTEE OR AGENTS

Change: Delete all four sections.

Reason: The provisions in these sections apply to the institutions referred to in Section 63-28 and are unnecessary for the same reasons as stated with respect to that section.

Section 63-33. BOARD TO INVESTIGATE INSTITUTIONS AT DIRECTION OF GOVERNOR

Change: Amend to provide that the Governor may direct the Board to investigate any institutions subject to licensure by the Commissioner or to visitation by the State Board.

Reason: To correspond with preceding recommended changes and deletions. The present section provides that the Governor may direct the Board to investigate any institution "receiving aid from the State."

Chapter 2.

Commissioner of Public Welfare

Section 63-39. COOPERATION WITH LOCAL AUTHORITIES

Change: Amend the section to provide that the Commissioner shall cooperate with local authorities and shall enforce the rules and regulations of the State Board in the administration of this title. He should encourage and direct the training of all personnel engaged in the programs provided for by this title, Title 53 and Chapter 8 of Title 16.1.

Reason: To clarify the Commissioner's authority to enforce the rules and regulations of the State Board; to assign responsibility for training of all personnel; and to eliminate irrelevant and antiquated wording in present section.

Section 63-47. PLANS FOR LOCAL CHARITABLE AND PENAL INSTITUTIONS

Change: Delete.

Reason: It is unnecessary that plans for local charitable and penal institutions be submitted to the Commissioner because of more recent legislation with respect to children's institutions, homes for the aged, detention homes and jails.

Chapter 3.

Local Boards of Public Welfare

Section 63-52. HOW COUNTY BOARDS CONSTITUTED GENERALLY *and* HOW BOARDS CONSTITUTED IN CITIES OF SECOND CLASS

Change: Provide for five member local boards for all counties and for all cities of second class. Delete alternate provisions as to number of members.

Reason: To provide statewide uniformity with respect to such boards, to facilitate the attainment of a quorum, and to develop a broader base of local representation.

Section 63-56. TERMS OF OFFICE

Change #1: That terms of local board members be increased to four years and limited to two consecutive terms, the current term being considered as the first of the two.

Reason: To limit local board membership to eight consecutive years, to broaden the base of local representation and to be consistent with the provision regarding membership on the State Board. The present section provides for three year terms. There is no limit to the number of terms a member may serve.

Change #2: That, if membership is increased as recommended under Sections 63-52 and 63-53, the appointing authority shall make new appointments so as to result in overlapping terms of office.

Reason: To provide for a continuity of programming and experience.

Chapter 4.

Local Superintendents and Employees

Section 63-68. ALLOWING ACCESS TO RECORDS

Change: Provide that all records of the local board pertaining to assistance and services are confidential and information is not to be disclosed except to persons having a legitimate interest and to persons specified in Section 63-68 and 63-246.

Reason: Current statutes provide for confidentiality of information concerning applicants and recipients but contain no such provision with respect to children and adults receiving services.

Section 63-72.1. CHILD WELFARE AND OTHER SERVICES

Change #1: Make the provision of child welfare services as defined in the section mandatory, when so directed by the State Board, provided that the provision of a service by the local board shall not be mandatory when such service is available to all children in need thereof through other agencies serving residents of the locality.

Reason: Child welfare services as defined in the section are social services for troubled children and children in trouble and are geared to prevention of dependency, delinquency and family breakdown. They are not limited to those children who are in financial need. Damaging social conditions, as well as calamities, come to children regardless of economic, social, ethnic, religious, cultural or age group. The 1962 amendments to Title V, Part 3 of the Federal Social Security Act made provision that continued federal financial partic-

ipation in child welfare would be contingent upon a state's making a satisfactory showing that the state is extending the provision of child welfare services in the state with a view to making available by July 1, 1975, in all political subdivisions for all children in need thereof, child welfare services contained in the definition. The definition of child welfare services in this section is identical to that in Title V, Part 3 of the Federal Social Security Act.

Change #2: Delete paragraph two of the section which relates to the operation of day care centers and the administering of child welfare services to a child.

Reason: The paragraph appears to serve no real purpose. A local board could not operate a center without funds appropriated by the governing body. Also, it is impossible to "administer" a service to a child without the parent's or guardian's (or other custodian's) cooperation or on authority of a court.

Change #3: Authorize the State Board to require local authorities to make payments for foster care as is currently required under the federally reimbursed public assistance categories.

Reason: Uniformity of program operation on a State-wide basis and to provide more assurance that children in the custody of local boards will receive the care and guidance which they must have.

Change #4: Authorize State Board to require local boards to provide services as defined by the Board to children and adults.

Reason: To provide for uniformity of program operation on a State-wide basis and to conform to federal requirements for the provision of services to children and adults.

Section 63-73. ACCEPTING CHILDREN FOR PLACING IN HOMES AND INSTITUTIONS: CARE AND CONTROL

Change #1: Provide that the local board shall enter into an agreement with foster parents with respect to each child placed in a foster home; also, that the placement of a child in a foster home shall not be for the purpose of adoption unless the placement agreement between the foster parents and the board specifically so states.

Reason: For the protection of the child and to clarify with the foster parent the fact that the custody of the child is held by the local board which has responsibility for determining where the child will live; and in case of adoption, placement for determining in what home he shall be placed for this purpose.

Change #2: Provide that a parent who has not reached the age of twenty-one shall have legal capacity to execute an entrustment agreement including an agreement which provides for the permanent separation of the child

from the parent and shall be as fully bound thereby as if the parent had attained the age of twenty-one years.

Reason: To clarify the point that situations in relation to a parent's consent to the adoption of a child are also valid with respect to entrustment agreements which provide for permanent separation of the child from his parent; also, to clarify that a minor parent may enter into an entrustment agreement for the temporary care of the parent's child.

Change: Provide that the prior consent of the Commissioner shall be secured for the placement by the local board of a child in a foster home located outside the State.

Reason: This provision is in law with respect to children placed outside the State by licensed child placing agencies (63-245). The provision is made applicable by State Board regulation with respect to such placements by local boards, but should be stipulated by statute.

Section 63-79. REMOVAL OF LOCAL SUPERINTENDENTS AND EMPLOYEES BY COMMISSIONER

Change: Provide for dismissal of local superintendents and employees on recommendation of the Commissioner to the local appointing authorities when any such superintendent or employee does not meet the personnel entrance and performance standards established by the Board.

Reason: To provide for maintaining and upgrading the quality of services in all areas.

Section 63-82. COMPENSATION

Change: Remove population restriction relating to compensation of local employees in excess of that specified by the Merit System Plan.

Reason: To provide opportunity for all localities in the State with high living costs to establish appropriate salary ranges and to secure the services of highly qualified employees.

Article 2.

Powers and Duties of Superintendents

Change: Add a new section, imposing responsibility upon the local superintendent for the protection of the aged and infirm similar to that for the protection of children.

Reason: There is no present statutory provision for such necessary services. Many aged and infirm persons are living in circumstances hazardous to themselves or others and are in need of immediate corrective action in emergency situations.

Section 63-103. FEES FOR REPRESENTING APPLICANT OR RECIPIENT PROHIBITED

Change: Limit applicability of prohibition against making any charge of receiving any fees to persons representing

an applicant or a recipient in securing public assistance. If the applicant is refused assistance, representation should be permitted in perfecting an appeal.

Reason: There is increasing recognition of the importance of legal representation for applicants and recipients of assistance and services; also, clarification needs to be made of the fact that legal representation is legitimate with respect to those applicants and recipients of services related to licensure of child welfare agencies and children in the custody of local boards.

Section 63-105. LOCAL APPROPRIATION

Change #1: Require local governing bodies to appropriate funds for foster care of children in custody of local boards.

Reason: Current section *authorizes* local governing bodies to appropriate funds for foster care but does not *require* them to do so although Section 16.1-178 requires local boards to accept children committed to them by the courts.

Change #2: Provide that local governing bodies are authorized to appropriate sufficient funds for a full range of services to children and adults, including day care for children in the custody of or under the supervision of local boards, protective services and other casework services, in accordance with Federal requirements.

Reason: Such a program is necessary for the operation of a constructive welfare program.

Section 63-106. REIMBURSEMENT OF LOCALITIES BY THE STATE

Change: Provide for the reimbursement to localities for the costs of foster care of children in custody of the local board and the provision of day care of children in the custody of or under the supervision of the local board.

Reason: The provisions of the current section are clear with respect to reimbursement for expenditures for public assistance grants and administration, but are not clear that reimbursement shall be made for the costs of foster care of children and the provision or purchase of day care for children. Reimbursement for foster care has been made on the basis of the wording of the appropriation act. Provision should be made in general law for reimbursement of the costs of foster care or day care for children for whom the local board assumes responsibility.

Section 63-115. CHAPTERS 6, 6.1, 7, 8 (ARTICLE 2) AND 9
ELIGIBILITY FOR ASSISTANCE (OLD AGE ASSISTANCE)

Change: Delete provision that property owned and occupied by an applicant as his residence shall not disqualify such person for assistance.

Reason: This provision, which is not contained in statutes pertaining to other types of public assistance, is unneces-

sary and is subject to different interpretations. The statutes place upon the State Board the responsibility of establishing rules and regulations governing eligibility. Such regulations provide that ownership of property occupied by an applicant or recipient does not preclude eligibility unless the property has such value that a person would not be considered in need. The present statutory provision has been interpreted by some to imply that ownership of property not occupied by an applicant renders him ineligible for old age assistance. By State Board regulation, under specified conditions such as anticipated renewal of productivity of income, ownership of such property does not preclude eligibility. It is to be noted that the statutes require liens or deeds of trust against all real property of old age assistance recipients.

Section 63-140.2:1. MEANING OF MEDICAL CARE OR TREATMENT
(MEDICAL ASSISTANCE FOR THE AGED)

Change: Extend definition to include home health services and medical and other health services as defined in Title XVIII of the Social Security Act, Health Insurance for the Aged.

Reason: The inclusion of additional medical care items will make it possible to correlate the medical assistance for the aged program with medicare. Home health services include such items as physical therapy and medical supplies. Medical and other health services include such items as prosthetic devices and ambulance services.

Section 63-205. ELIGIBILITY FOR RELIEF (GENERAL RELIEF)

Change: Delete prohibition against granting general relief to inmates of public institutions unless they are licensed by the State Board of Welfare and Institutions as Homes for the Aged, Infirm or Incapacitated.

Reason: Public nursing homes licensed by the State Health Department are increasing in number. Old age assistance, aid to the permanently and totally disabled and aid to the blind payments can be made in behalf of patients in such homes. The present statute prohibits granting of general relief in behalf of patients who would not be eligible for any other type of assistance.

*Sections 63-116,
63-140.3,
63-142,
63-180
and
63-206.*

APPLICATION FOR ASSISTANCE

Change: Provide that a person who has moved from the State and who cannot meet the residence requirements of his new state of residence may make application in the locality in Virginia in which he last resided, provided the residence requirement was met at the time of his departure.

Reason: The present statutes require that application be filed in the county or city in which the applicant resides. This provision has caused hardship for life-long residents of Virginia. For example, an aged person may move to another state to live with a married daughter when he becomes unable to live alone. Within a short time he becomes in need of assistance which his daughter is financially unable to provide. If he had remained in Virginia, he would have been eligible for assistance, possibly needing care in a home for the aged or a nursing home. The proposed change would permit granting assistance until the residence requirement of the other state is met. Most states require one year's residence but a few states, such as Florida and California, have a five years' residence requirement.

*Sections 63-118,
63-144,
63-182
and
63-208.*

DECISION OF LOCAL BOARD THAT APPLICANT ENTITLED TO ASSISTANCE

Change: Provide that if board action is not taken within 30 days of application, assistance is to be granted to persons found eligible by the superintendent pending action by the local board.

Provide that superintendent is to grant immediate emergency assistance pending action of the local board.

Reason: Proposed revision is necessary to meet Federal requirements. Most local boards meet only once each month. If, for example, a local board meets on the 20th of a month and investigation was not completed on an application made on the 15th, board action would not be possible until the 20th of the following month which would exceed the time limitation. It is to be noted that determination of eligibility by the superintendent would be based on the rules and regulations of the State Board which also govern the determinations of the local board.

Applicants sometimes are in emergency circumstances in which case delay in granting assistance until the meeting of the local board would result in hardship. This situation might exist even though the requirement is met of granting assistance within 30 days of application. The superintendent should have the authority, therefore, to grant emergency assistance.

*Sections 63-119,
63-145.*

DETERMINATION OF AMOUNT OF ASSISTANCE OR AID (OLD AGE ASSISTANCE AND AID TO DEPENDENT CHILDREN)

Change: Delete the provision that a local board may decrease within a maximum of ten per centum any general monetary standard established by the State Board provided Federal reimbursement would not be jeopardized.

Reason: This provision is misleading since it is in conflict with Federal requirements. The same standards must be

in effect in all political subdivisions of the State and arbitrary decreases by a locality are prohibited. It is permissible, however, for the State Board to make adjustments based on differences in cost among localities of purchasing the same items and it has done so with respect to standard allowances for utilities.

*Sections 63-119,
63-145,
63-183
and
63-209.*

DETERMINATION OF AMOUNT OF ASSISTANCE, AID OR RELIEF (ALL CATEGORIES)

Change #1:

Provide that earned income exemptions are to be allowed as specified in the Federal statutes or, if permissible, any portion thereof as determined by the State Board.

Reason:

Federal statutes, such as the Social Security Act, Economic Opportunity Act, Elementary and Secondary Education Act and the Manpower Development and Training Act, contain different amounts of income which may, in some instances, and shall, in other instances, be disregarded as income in determining the amount of a public assistance payment. Pending Social Security legislation provides for increased exemptions. The State Board has established an exemption in old age assistance and current State statutes specify the amount of exemptions in aid to dependent children and aid to the blind, which are in conflict with exemptions required in some of the Federal programs. The authority of the State Board to specify the amount of exemptions would make possible modifications of policy to conform with changing Federal requirements.

Change #2:

Provide that court-ordered support payments, under conditions specified by the State Board, may be disregarded in determining the amount of a public assistance grant, in which event they will be counted as refunds.

Reason:

This revision is of a technical nature. When court-ordered support payments are not made each month or are of a lesser amount than ordered by the Court, it is unrealistic to consider them as income in determining the amount of the assistance payment and, in addition, to do so is in conflict with Federal requirements that only actual income be considered. The proposed revision would make possible the continuation of a regular monthly public assistance grant of the same amount. The actual amount of support payments received would be refunded to public assistance.

*Sections 63-123,
63-149,
63-187
and
63-214.*

RECONSIDERATIONS, CANCELLATIONS, SUSPENSIONS OR CHANGES IN AMOUNT OF ASSISTANCE

Change:

Provide that if board action is not taken within thirty days upon the local department's receipt of informa-

tion affecting the amount of assistance or resulting in ineligibility, action is to be taken by the superintendent pending action by the local board.

Reason: This provision is necessary to meet Federal requirements. Explanation is made under Sections 63-118, 63-144, 63-182 and 63-208.

*Sections 63-127
and
63-127.1.* LIEN ON PROPERTY OF RECIPIENT AND EXECUTION OF DEEDS OF TRUST BY RECIPIENTS

Change #1: Increase exemption for funeral expenses from \$200.00 to \$300.00.

Reason: Burial expenses are increasing. Current exemption of \$200.00 was raised from \$100.00 in 1954. Section 64-147 relating to priorities in the administration of decedent estates provides an exemption of \$300.00 for funeral expenses.

Change #2: Provide an exemption for payment of current obligations such as rent and groceries incurred immediately preceding death.

Reason: This will enable the administrator of the estate of a deceased recipient to meet the recipient's validly incurred debts prior to the application of the department's lien or the execution of the deed of trust.

*Sections 63-134,
63-140.11,
63-156,
63-198
and
63-216.* FINALITY OF DECISION OF STATE BOARD

Change: Provide that the State Board may delegate decisions on appeal cases to a committee of the Board or to the appropriate Advisory Board.

Reason: Such a provision would give the State Board an opportunity to reduce the number of items requiring its detailed review and action and would release a greater proportion of their time for program and operations review.

*Sections 63-135,
63-136,
63-157,
63-158,
63-199
and
63-200.* STATE BOARD MAY COMPEL ACTION BY LOCAL AUTHORITIES, AND PAYMENTS BY COMMISSIONER IN SUCH CASES

Change: Authorize State Board to require local authorities to provide services as defined by the State Board to adults and children and to make appropriate arrangements for payment if there is failure to do so.

Reason: It is a Federal requirement that programs be in effect in all political subdivisions of a state. Rehabilitative and social services are essential to help individuals to

attain or retain capability of self-care or self-support and to prevent or reduce dependency and, in the case of dependent children, to maintain and strengthen family life.

*New Sections—
Chapter 9.*

STATE BOARD MAY COMPEL ACTION BY LOCAL AUTHORITIES AND PAYMENTS BY COMMISSIONER IN SUCH CASES

Change: Authorize the State Board to require local authorities to provide assistance and services in general relief and to make appropriate arrangements for payment if there is failure to do so.

Reason: The provisions with respect to general relief should be in conformity with those applicable in the Federally-reimbursed programs.

Section 63-141.

ELIGIBILITY—AID TO DEPENDENT CHILDREN

Change: Authorize State Board to determine eligibility when child living with unemployed parent.

Reason: Flexibility needed to meet Federal reimbursement requirements. Elevates welfare of child to proper position in determining eligibility. Facilitates coordination in Federal retraining programs of unemployed parents.

TITLE 20, CHAPTER 5. DESERTION AND NONSUPPORT

Section 20-61.

DESERTION OR NONSUPPORT OF WIFE OR CHILDREN IN NECESSITOUS CIRCUMSTANCES

Change #1. Provide that a wife of sufficient earning capacity or income, after reasonably providing for the support of her dependent children, is responsible for the support of her aged or infirm husband, he being in necessitous circumstances.

Reason: This provision would reflect current socioeconomic conditions. The number of working wives and wives with other sources of independent income is increasing. At the time these statutes were adopted to place responsibility on husbands for the support of wives, it was not the general social custom for married women to work.

Change #2: Provide that parent is responsible for support of crippled or incapacitated child if the incapacity began before the child was emancipated; provided, however, that the parent is responsible regardless of emancipation if, in the opinion of the court, the parent is amply able to provide such support.

Reason: The present statute places responsibility for support of a crippled or incapacitated child on the parent even though such incapacity may occur many years after the child is a married adult with a family of his own. It seems unreasonable to expect middle-aged or elderly parents to have to assume an unanticipated financial responsibility unless they are in very secure financial

circumstances including adequate provision for old age. In many instances, courts have been reluctant to enforce current provisions as written.

Section 20-88.

SUPPORT OF PARENTS BY CHILDREN

Change: Provide for the exemption of a child from the responsibility for support of a parent when there is evidence of the parent's neglect, abuse or failure to support prior to the child's emancipation.

Reason: There have been many instances when fathers have deserted their wives prior to a child's birth or have spent their own income in a profligate manner thus compelling their wives to work to support the children. In other instances, even though fathers provided financial support, they abused or neglected their children and the children, upon reaching adulthood, severed all ties. In many instances, courts have been reluctant to place responsibility for support on children for parents who had not adequately carried parental responsibility.

CHILD WELFARE HOMES, AGENCIES AND INSTITUTIONS

CHAPTER 11

Section 63-232.

DEFINITIONS RELATED TO LICENSING OF CHILD WELFARE AGENCIES

Change #1: Provide that child means any natural person under eighteen (18) years of age.

Reason: The current definition of a child as any natural person under fourteen (14) years of age is inconsistent with the juvenile court law (Title 16.1) and exempts from licensure institutions which care for or place only those teenage children 14 years of age or older. The care and placement by agencies and institutions of older children is more prevalent now than when the current law was enacted. The same protection through licensure in accordance with minimum standards of care should be afforded the child fourteen years of age and older as is afforded the younger child.

Change #2: Restrict the definition of a children's home to the institution type facility and change the designation of "children's home" to "child caring institution".

Reason: The current definition of a children's home includes both the institution and the private family home which provides full time care to certain children who are placed independently of an agency. The designation of a private family home as a "children's home" or "child caring institution" is unrealistic and confusing.

Change #3: Add a definition of "independent foster home" to apply to the private family home which provides full time care to certain children who are placed other than by an agency.

Reason: Private family homes which provide full time care to certain children placed other than by an agency are currently subject to licensure and should continue to be so. The recommended new definition is more descriptive of this type child care facility.

Change #4: Restrict the definition of "day nursery" to the institution type or group care facility which provides day care for children and change the designation to "child care center".

Reason: The current definition of a day nursery includes both the institution and private family home which provides day care to children. The designation of a private family home as a day nursery or child care center is unrealistic and confusing.

Change #5: Add the definition of "family day care home" to apply to private family homes subject to licensure.

Reason: Private family homes which provide day care to certain children are now and should continue to be subject to licensure. The recommended new definition is more descriptive of the child care facility under question.

Change #6: Add the new designation of facilities to the current definition of a "child welfare agency".

Reason: To conform to recommend new definitions of child care facilities subject to licensure and referred to in this part of the section as child welfare agencies.

Section 63-233. LICENSES REQUIRED FOR CHILD WELFARE AGENCIES

Change #1: To provide for the issuance of five types of licenses, namely: child-placing agency, child caring institution, independent foster home, child care centers and family day care home.

Reason: To comply with recommended changes in Section 63-232.

Change #2: Add the requirement that the license shall be posted in a conspicuous place on the licensed premises.

Reason: To provide that parents and agencies using the facility can be assured that it is duly licensed and will know what limitations, if any, have been placed upon the licensee. Section 63-237 provides that the Commissioner may prescribe reasonable limitations upon the activities and services of the licensee, such as sex, age and number of children to be cared for or placed.

Sections 63-234 through 63-237. FORM AND REQUISITES OF APPLICATION FOR LICENSE AND INVESTIGATION

Change #1: Authorize that the required investigation of the application may be begun although all the information which constitutes a complete application has not been received by the Commissioner; however, the statutory

time limitations against the Commissioner will not begin until the application in proper order and complete in every respect has been received by the Commissioner. Provide that no application shall be considered complete until all required information is submitted.

Reason: The provisions of the section are not clear with respect to when the time limitation placed on the Commissioner expires. The recommended change is especially important with respect to institution type facilities. There are fire and health standards which oftentimes require more than the sixty days allowed the Commissioner to process such applications. Many such applications are currently made prior to clearance of such requirements.

Change #2: Provide that the Commissioner or his designated agent shall have responsibility to consult with and advise persons interested in establishing a child welfare agency prior to their submitting an application.

Reason: The practice of consulting with and advising prospective applicants with respect to standards to be met is now followed although there appears to be question as to whether this is a service contemplated in the current statute.

Section 63-239. **PRESCRIBING LIMITATIONS AND STANDARDS ON ACTIVITIES AND SERVICES OF LICENSEES**

Change: Delete the word "race" from paragraph (a).

Reason: The race of children to be provided care or to be placed by a child welfare agency is currently a limitation which the Commissioner may place on the licensee. This limitation is not now placed. It appears unnecessary to specify it as one of the limitations.

Section 63-241. **ACCEPTANCE AND CONTROL OF CHILDREN**

Change: Provide that a parent who has not reached the age of twenty-one shall have legal capacity to execute an entrustment agreement, including an agreement which provides for the permanent separation of the child from the parent and that the parent shall be as fully bound thereby as if the parent had attained the age of twenty-one.

Reason: To clarify the point that situations in relation to a parent's consent to adoption of a child are also valid with respect to entrustment agreements which provide for permanent separation of the child from the parent; also, to clarify that a minor parent may enter into an entrustment agreement for the temporary care of the parent's child.

Section 63-255. **CHAPTER NOT TO APPLY TO CERTAIN SCHOOLS AND INSTITUTIONS**

Change: Repeal the section.

Reason: The current section exempts from licensure incorporated charitable institutions located in a small geo-

graphical area of the State. There is no logic for such exemption. The purpose of licensing is to assure that children separated from their parents will be provided a minimum standard of care and guidance. Such assurance should be provided for children in all sections of the State.

ADOPTION
Chapter 14

Section 63-348. JURISDICTION AND PROCEEDINGS

Change #1: To provide that a petition for the adoption of a child placed in the home of the petitioners by a child placing agency may be filed in the name by which the child will be known after adoption, provided that the name is followed by the registration number of the child's original birth certificate and the State or Country in which the registration occurred; provided further that the report of investigation required by Section 63-349 and, when applicable, the report required by Section 63-354 is identified with the child's name as it appears on the birth certificate, the birth registration number and the name by which the child is to be known after the final order of adoption is entered.

Reason: To avoid the necessity of putting the child's original name in the final order of adoption, a copy of which is given to the adoptive parents, and in other documents which remain in the court. Providing for the clear identification of the child on the reports of investigation will assure the court that the child whose adoption is petitioned is, in fact, the child for whom adoption is being considered by the court. The use of the place of birth and the birth registration number further assures proper identification.

Change #2: Provide that a petition may be filed for the adoption of a child not related to the petitioners only when such child is residing in the home of the petitioner at the time the petition is filed.

Reason: In some instances former foster parents of a child petition to adopt a ward of an agency who had been placed with them temporarily and had been removed by the agency for good cause. The removal is usually because the foster parents become overly identified with the child and the agency is considering adoption placement of the child in a home which it believes will be the most suitable one for him. The length of time which is taken to investigate the petition so that the court can take action leaves the child in limbo and serves to lessen the chance of easy adjustment in a permanent home.

Section 63-351. CONSENTS REQUIRED IN ADOPTION

Change #1: Clarify that the consent referred to is for the adoption of the child by the petitioner and has no relationship to the entrustment agreement referred to in Sections 63-73 and 63-241.

- Reason:* For clarification. Many agencies have interpreted this sentence to mean that an entrustment agreement could not be entered into until the child is ten days of age. This was not the intent when this section was amended to include the provision that the child be ten days of age before consent for adoption by the petitioner is valid.
- Change #2:* To provide that a parent who is a minor shall have legal capacity to execute an entrustment agreement providing for permanent separation of the child from the parent.
- Reason:* To clarify the point that situations valid in relation to consent are also valid with respect to entrustment agreements which provide for permanent separation. This fact is also clarified in Section 63-73 and 63-241, those sections which authorize local boards of public welfare and licensed child placing agencies to enter into such entrustment agreements with parents.
- Change #3:* Permit the judge who is considering the petition for adoption to dispense with the consent of the child fourteen years of age or over, if in his judgment such action is in the best interest of the child.
- Reason:* To avoid the necessity of the child's being a party to the adoption proceedings in those situations in which he has always thought the petitioners were his natural parents and in which the court is satisfied that his best interests will be served if he is not aware of the true situation through the adoption proceedings.
- Change #4:* In subsection (1), change wording "divested of custody by terms of divorce and does not consent" to "divested of custody by terms of the divorce and withholds consent".
- Reason:* To clarify that the parent who has lost custody by terms of the divorce should be made aware of the proposed adoption of the child.
- Change #5:* In subsection (2), provide that the consent of the father of a child born to an unmarried woman is not required if the parents marry subsequent to the date of an order of commitment or an entrustment agreement which provides for permanent separation of the child from the parent.
- Reason:* To assure that the agency with which responsibility has previously been placed for planning for the child will continue to have ultimate responsibility for such planning and that its consent to the child's adoption will be the only consent required.
- Change #6:* In subsection (4), provide that the petition shall not be granted for the adoption of a child who is a ward of a child placing agency without the agency's consent.
- Reason:* To assure the court which committed the child or the parents who entered into the entrustment agreement that the child truly will have the opportunity of adop-

tion by persons selected by the agency to which he was committed or entrusted.

Section 63-356.1. ADOPTION BY NEW SPOUSE OF NATURAL PARENT WHERE FORMER SPOUSE IS DECEASED

Change: Provide for referral to the Director rather than to the local superintendent of public welfare if the court feels that there should be some investigation before a final order of adoption is entered.

Reason: For consistency. With the exception of the child placed by a child placing agency this is the only type situation in which the order of reference may be referred to the local agency.

New Section. NEW BIRTH CERTIFICATE FOR ADOPTED CHILDREN

Change: A section should be added which provides that the procedures outlined in Section 32-353.32 be followed for securing the new birth certificate.

Reason: Reference to the Health Laws in which this procedure is outlined will be helpful to persons and agencies working with the Adoption Law.

Section 63-359.1. SEPARATE INDEX IN ADOPTION CASES

Change: Make mandatory the confidentiality of adoption records and documents in the courts.

Reason: Greater protection to all persons concerned in the adoption. Such records and documents are all too often available to persons not directly concerned.

Section 63-360. DISPOSITION OF REPORTS

Change: Authorize reports to be made available to other child placing agencies and family or children's services agencies which may subsequently be asked to provide services to or on behalf of the adopted child.

Reason: In many cases, the records in the Commissioner's office contain the only information available about an adopted child. Earlier history and development of the child is information necessary to make it possible for the agency to provide an efficient service.

ELIGIBILITY REQUIREMENTS—ALL CATEGORIES

Change: That the State Board be authorized to establish durational residence requirements for all categories of assistance.

Reason: To facilitate coordination with federal reimbursement programs and to provide flexibility in meeting requirements imposed by federal appellate courts in pending cases attacking durational residence requirements for assistance.

ENFORCEMENT OF LIENS ON PROPERTY OF RECIPIENTS

Change: That the State Board be authorized to abandon liens on property of recipients where enforcement would

not be economically feasible and to sell property subject to deeds of trust at private sale under certain conditions.

Reason: Provides flexibility so as to be most economical to all concerned.

Respectfully submitted,

Charles R. Fenwick, Chairman

Stanley A. Owens, Vice-Chairman

Frederick T. Gray

Mrs. A. Paul Hartz

J. Hudson Huffard, Sr.

Edward O. McCue, Jr.

Mrs. Vivian C. Mason

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APPENDIX I

**STUDY AND RECOMMENDATIONS
CONCERNING**

**THE ORGANIZATION AND ADMINISTRATION
OF THE
VIRGINIA DEPARTMENT OF WELFARE AND INSTITUTIONS**

A REPORT PREPARED FOR

**THE VIRGINIA WELFARE AND INSTITUTIONS
STUDY COMMISSION**

BY

**THE INSTITUTE FOR BUSINESS AND
COMMUNITY DEVELOPMENT
UNIVERSITY OF RICHMOND, VIRGINIA**

December—1967

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INSTITUTE FOR BUSINESS AND COMMUNITY DEVELOPMENT

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The Virginia Welfare and Institutions Study Commission,
Honorable Charles R. Fenwick, Chairman
State Capitol
Richmond, Virginia

Ladies and Gentlemen of the Study Commission:

It is a pleasure to submit to you herewith, on behalf of the Research Staff of the University of Richmond, Institute for Business and Community Development, our report on the organization and administration of the Virginia Department of Welfare and Institutions.

The assignment proved to be of such scope that coverage has been less extensive in some instances and less detailed in others than the researchers would have wished. Because of the particular importance of the issue of Departmental unity, however, every effort was made to deal with it as fully as possible.

It is sincerely hoped that this report adequately meets your needs. Many have contributed to it in gathering and evaluating evidence. Nevertheless, any shortcomings which it may have are the sole responsibility of the undersigned.

It has been an unusual pleasure and privilege to work with you and for you on this project. Friendly cooperation was universally experienced by the research team in all of its contacts with the Department, its Divisions, its affiliated Boards, and in interviews with local officials and workers in the field. The opportunity to participate in this important work is greatly appreciated.

Sincerely yours,

THOMAS C. SANDERS
*Director, Organizational
Research Center*

PREFACE

This report summarizes findings assembled during the past year in an extensive study of the organization and administration measured against the purposes of the Virginia Department of Welfare and Institutions. It represents the first stage of a multi-phase project outlined in an agreement between the Institute for Business and Community Development and the Virginia Welfare and Institutions Study Commission signed January 17, 1967. Under this agreement, the Institute made a preliminary report with recommendations in September, 1967. This report represents the final form of that preliminary document. Assuming that adequate funding can be arranged under a research grant from the United States Department of Health, Education and Welfare, the second stage of the project outlined in the agreement will be undertaken: a continuing study over a period of some three years of Departmental operations. The continuing study, broadly speaking, will develop with Departmental assistance a working statement of short, intermediate, and long-term goals, will devise ways to measure the effectiveness in State welfare and correctional functions against these goals, and will make appropriate recommendations for further organizational and administrative changes. Departmental goals will be redefined as insight and experience may dictate, and operations will be directed toward orderly, evolutionary growth of the Department toward efficient and effective achievement of its goals.

NEED FOR CONTINUING STUDY

Three principal considerations support the proposed multi-phase approach to improving welfare and corrections services in Virginia. First, there are virtually no standards, in Virginia or elsewhere, against which the "success" of welfare and correctional operations may be measured. In fact, until goals can be more precisely defined, the meaning of "success" remains perplexingly vague. Despite inadequate knowledge, certain broadly useful measures of successful operations can in all probability be devised and applied. Second, research and experience may be expected to yield more knowledge about human nature and human needs. New knowledge usually suggests new procedures for discovering, defining, and solving problems, remedying real causes as opposed to symptoms or assumed causes. Third, with social, economic and political conditions continuing in a state of relatively rapid change, no single set of recommendations could be expected to retain validity and applicability for more than a short period of time.

For these reasons, some sort of continuing analysis and evaluation will be needed to determine how well current structural and operational characteristics meet tests of effectiveness. Procedures that prove ineffective will have to be dropped or improved to achieve for the Department steadily stronger performance and recognizably better results.

CONDUCT OF STUDY

During the data-gathering phase, the principal investigators examined the existing literature on organization and administration of state human-service functions. Staff members of the Virginia Division of Statutory Research and Drafting and officials of the Virginia Department of Welfare and Institutions and its associated Boards, at all levels and in all locations, were most cooperative during this first and throughout all phases of the

study. The literature examined included previously conducted special studies of Virginia's welfare and correctional organization and needs, special studies made in other states, organizational charts and routine operational reports representing the Virginia system and that of other states, manuals and other documents prepared by agencies of federal and state government and by independent associations, and a number of articles and special papers by professional writers and interested private citizens.

Perhaps the most helpful information was obtained through an extensive series of personal interviews conducted with officials in various positions of line and staff responsibility throughout the Department. Personal interviews were also conducted with a few local welfare supervisors, with a small but reasonably representative sample of probation and parole officers, with federal Health, Education and Welfare Department officials at the Charlottesville Regional Office, in person and by telephone with professional specialists and with officials of other states where studies in depth are in progress.

In addition, letters were sent to local welfare supervisors throughout the Commonwealth, inviting constructive comment on the organization and functioning of the present system. Materials made available through public hearings conducted by the Study Commission were utilized. A few private citizens contacted the research group directly with helpful points of view. And, of course, the individual members of the Study Commission, particularly its Chairman, State Senator Charles R. Fenwick, with the depth and sharpness of insight that comes with long and penetrating thought, guided the attention of the research team into areas of particular importance and concern without in any way influencing the independence of final conclusions and recommendations. For this guidance, the research staff of the Institute for Business and Community Development is most grateful.

INTRODUCTION

The case for devoting adequate resources and effective methods to problems of economic deprivation, social degradation, and latent or overt hostility is so obvious these days that perhaps no elaboration is needed here. Sharp differences of opinion emerge, however, about how much is "adequate" and which methods are "effective." Despite growing public interest and concern, altogether too many otherwise responsible citizens maintain a detached attitude toward these problems, and some people, whose concern may be vital enough, fall victim to defeatist attitudes. Understandable as disassociation, noninvolvement, and even defeatism may seem to be, their prevalence in American society today is nothing less than tragic. The basis for this seemingly harsh judgment is simple enough: when people have deeply personal problems, they usually need just one thing, deeply personal attention from someone, almost anyone, who really cares. This simple principle applies so poignantly to children that the existence in our society of uninformed detachment and informed defeatism seems quite incredible. Only people can be constructively, helpfully, regeneratively concerned about the needs of others. Institutions cannot, although the people at work in them can, if given the time and possessed of the inclination.

If modern society ever really "solves" these problems, the first step is bound to be the involvement of a small army of private citizens now living detached, comfortable, complacent, "normal" lives. And the nature of their involvement might principally be as foster parents. A good foster home for every needy child could radically improve the complexion of Virginia society in one generation.

As long as much of the public's interest is satisfied by a somewhat self-righteous excitement over indolence and crime, money (contributed to particularly appealing causes and paid as taxes to support public service agencies) is likely to be for most citizens the full extent of their involvement. The only course, therefore, is to make full and effective use of available resources to support the efforts of the dedicated minority who have chosen careers in welfare and correctional work. There can be no doubt that one of the most challenging responsibilities confronting leaders generally and welfare and correctional authorities in particular, is the dissemination of sound information and the garnering of public support.

NEED FOR A PHILOSOPHY OF HUMAN SERVICE

Philosophy literally means the love of wisdom, a condition needed to set the stage for any worthwhile work. A *philosophy* connotes a body of basic principles underlying human life or some phase of human activity. In this sense, a philosophy of human service is needed in Virginia, to serve as a unifying guide for policy makers within the Department and as an educational device for the citizens of the State. The many people responsibly involved in the work of the Department, and of its various Divisions, Boards, and Bureaus, can readily provide the essential ingredients for such a philosophy, and a clear statement to which most could subscribe might emerge if time could be found to discuss ideas and draft a summary.

The heart of such a statement might include some of the following ideas. The flaws in human nature which deprive people of initiative, or drive them to hostile and criminal action, are highly individual and personal, and no way has yet been devised to mend such flaws except on an

individual and personal basis. The procedures established to deal with these problems must eventually, if at all possible, bring the person in need into close personal contact with a welfare or an institutional worker who has the desire and the means to help him. "Mass production" methods simply do not apply and as a result, by comparison with business and other organizations, the methods and procedures of welfare and correctional functions, if they are effective, will almost inevitably appear inefficient to the casual observer. Purposes and accomplishments of welfare and correctional activities, especially when contrary to popular notions, must be set forth with stark clarity if these programs are to achieve a high level of public understanding and support.

A Virginia philosophy of human service, which can be accepted by the Department and the public, awaits more precise definition of problems including deeper insight into the true nature of causes, a clearer understanding of immediate, short-term and long-term goals, and a closer look at the effectiveness of various measures in the light of real causes and ultimate purposes.

ULTIMATE SOLUTIONS MUST FOCUS ON CHILDREN

The plight of innocent little children constantly saddens and inspires the welfare worker. Where children are concerned, there can be no meaningful goal short of loving, guiding care. No other atmosphere can foster the mental and moral growth of young people toward happy, constructive participation in society.

Unfortunately, the facilities that public assistance can usually provide for a neglected child, especially an older child who has already developed sullen or hostile traits in response to a hostile environment, frequently fall short of the ideal. In many instances much damage is already done before a case comes to the attention of a children's worker. Among such children there are always some with hereditary deficiencies, many of whom, with proper care, can make surprisingly successful adjustments toward normal social and economic participation. The evidence strongly suggests, however, that the majority of those failing to make the adjustment were originally normal infants whose experiences in early life instilled deep distrust, animosity, and fear. The result can be almost anything, from aggressive retaliation to withdrawal from normal activity in the real world into an introspective unreal world.

All too frequently in the modern world, the sins of the fathers are visited upon the children, but public concern expressed through responsible action should be able in this day and age to bring the vicious circle to an end.

It was not the original intent that this specific investigation go beyond an analysis and recommendations pertinent to the organization and administration of the existing Virginia Department of Welfare and Institutions. Yet it became increasingly apparent in the course of the study that the organization, administration and actual performance of welfare and correctional functions (1) rest all too frequently on foundations that are poorly defined and aim at goals that are poorly understood, and (2) can only expand to such proportions and in such directions as the people, through their elected representatives, are willing to support. Organizational form and administrative procedure must be appropriate to the goals being sought and the methods and equipment through which to seek them. In welfare and corrections, neither goals nor methods are as well defined or as clearly understood as they should be, considering the seriousness of these problems and the extensive public resources now being devoted to them.

Herein lies perhaps the strongest argument for continuing the Welfare and Institutions Study Commission. Virginia's government has long demonstrated its willingness to come to grips with these challenging issues. Nevertheless no penetrating statement of welfare and correctional goals, which a substantial portion of the electorate can understand and discuss, has yet been formulated. The consequences of failing to deal with these problems more successfully in the future than in the past should be spelled out as clearly as possible. Virginia should know what the choices are so that sound decisions can be made to move the Commonwealth in the direction that Virginians should want to go.

Original and creative thinking by the State's best informed leaders is urgently needed. The roots of these problems are more complex than their surface manifestations suggest, and society's future critically depends on finding solutions that destroy the roots instead of just hacking at rapidly spreading branches. Because of these needs, the Welfare and Institutions Study Commission was established by the Virginia General Assembly. With the Commission's guidance and participation, the Virginia Department of Welfare and Institutions, the Virginia Advisory Legislative Council, and the Institute for Business and Community Development of the University of Richmond have undertaken extensive programs of study and evaluation. A continuing study would attempt to define realistic long-term aims, set intermediate and short-term goals, recommend substantive changes to strengthen programs, evaluate results, and with knowledge gained in the process, redefine goals and revise procedures. This approach is believed capable of developing a total program which will be more effective, more efficient, and flexible enough to succeed where programs too narrowly conceived and too rigidly or unevenly administered might fail. This approach is also believed capable of capturing the attention of the people of Virginia and enlisting their support in money and in kind. More foster homes would be one of the most valuable contributions of all.

Subsequent phases of the continuing project may be financed by a research grant for which application has been made to the Department of Health, Education and Welfare. Propsects for this application are judged to be quite good. One reason for the favorable outlook is that the kind of continuing investigation now contemplated could break new ground, could set patterns and develop principles that would attract general interest, and might produce a significant breakthrough by developing clearer goals and more meaningful measures of success in attaining them. Most studies in the field, in Virginia and elsewhere, have investigated particular problem areas within a given span of time and have made recommendations accordingly as in essence this document does. The continuing study approach would provide for an evolutionary process of growth and development, continuously over an extended period gathering data, analyzing it, recommending adjustments, allowing time for these to take effect, regathering data, and so on. This apparently new approach has stirred some interest.

In summary, this research group is convinced that an opportunity exists to accelerate significantly the rate of social improvement in Virginia over the next few years. There are some important positions in the Department that need to be filled. Some new positions need to be created. Additions to staff are needed in some offices and institutions. Some administrative and cooperative working relationships need clarification and tightening. And, as this report will constantly stress, freshly imaginative approaches are constantly needed to identify real causes, to devise appropriate environmental conditions and special treatments, and to enlist public support and participation.

The existing leadership in and related to the Department is well aware of these difficulties and is working hard within limits set by time and available resources to remedy them. This is clearly the case at the top, on divisional and bureau levels, and in most of the working institutions and establishments. The time seems ripe for Virginia to put forth the extra effort and additional resources needed to prove that the roots of society's growing ills are vulnerable to a concerted attack by an enlightened and determined populace working through the competent and dedicated professional staff that is already striving for these goals with inspired dedication and devotion to duty.

The main body of this report is organized around the recommendations which have emerged from this investigation. Each is stated and supported separately. The recommendations are grouped with respect to the various functions of the Department and its related agencies. The order is not intended to imply any sort of ranking in importance, except that the question of the unity or division of the Department is discussed first.

RECOMMENDATION

That in broad outline the existing organizational and administrative framework of the Virginia Department of Welfare and Institutions be retained so that the functions of general welfare, youth services and corrections with its closely related probation and parole services continue to be performed within a single department of State Government.

JUSTIFICATION

The principal arguments in favor of maintaining the unity of the Department, each of which will be examined separately in the discussion which follows, fall under four main headings:

- (1) Internal administrative and operational economies resulting in more, better, and relatively lower-cost staff services in support of more efficient and more effective operations;
- (2) Inherent common denominators in the origins of social problems and in the ultimate purposes and goals of social services, strongly indicating that success in these fields of public service will directly depend on devising and administering a total program of services closely and purposefully coordinated to reach all areas of human development and need;
- (3) The growing need in top appointive levels of the expanding structure of State government for broad executive responsibility and strong administrative leadership, and a parallel need at the second level for heads of operating divisions to exercise broader managerial powers through goal setting, planning, staffing, administering (delegating and coordinating), and evaluating results;
- (4) Evidence of dissatisfaction with divided and fragmented responsibilities in providing human services as seen in current trends toward more coordination and consolidation of human-service functions at the Federal level, in a substantial number of states, and in a number of important local situations.

Evidence gathered under these four main headings, in the opinion of the research team responsible for this report, shows conclusively that, to meet increasingly serious threats to social stability and cultural values, and to meet the administrative requirements for growth and diversification

of State government, the existing organizational and administrative framework of the Virginia Department of Welfare and Institutions should be retained and strengthened from within.

INTERNAL ECONOMIES

Internal economies, actual dollars-and-cents savings in the provision of staff services, will be realized by maintaining Departmental unity. These provide the most clear-cut but not necessarily the most important arguments for continuing the single Department. Internal economies are already being realized in the provision of staff services but have the potential to provide far greater benefits in holding future costs down as staff services are provided in greater variety and depth to support more effective programs. These economies are achieved largely by having a single staff of professional specialists who render comprehensive services to the entire Department. Staff services in general are performed most efficiently through centralized, large-scale operations. Such centralized services can be administered at a lower cost per unit to an entire, coordinated Department than to independent, smaller operating units.

PRIORITIES REQUIRE BROAD SPAN OF AUTHORITY

Some spokesmen for separation of Departmental functions agree that unified staff services simultaneously supporting several functions are far more efficient than individual service units of various smaller sizes separately supporting individual operating functions. They then argue, however, that unified staff services can be provided from a centralized service office or "pool" to support the work of several independent operating departments, and that these services can be provided just as efficiently as to separate divisions within a unified department. At a somewhat elementary theoretical level, this proposition may have considerable appeal. But in practice a single staff providing a common service to several independent operating units is bound to encounter problems of priority and coordination which will be most difficult to resolve on its own knowledge and initiative. Such problems can best be handled within the framework of a single administrative unit. A staff resource, such as a group of research and statistical specialists, under pressure to serve simultaneously as many as three independent operating units, would be in a difficult position to decide which of its many assignments were chronologically most urgent and which might be satisfactorily resolved by a brief as contrasted with a deeper and more detailed investigation. Such a staff, if serving independent departments, might well receive similar or overlapping assignments, and would have a difficult time coordinating and consolidating its efforts. A staff facility serving independent departments would also have difficulty planning and justifying its personnel and equipment needs, because its performance would tend to be judged in terms of its parts rather than in terms of a unified whole. If, however, the operating units to be served and the service unit itself are all under a single administrative umbrella, authority is automatically provided for deciding current priorities, allocating resources, outlining and coordinating future programs, planning long-term staff and equipment needs, and integrating methods and procedures in both operating and service functions for most efficient use of personnel and equipment. A centralized staff of professional specialists serving several different operations will be able to perform more efficiently with guidance from a broad administrative authority than as a basically independent group serving similarly independent operating groups.

DIVISION A THREAT TO BOTH CURRENT AND FUTURE EFFICIENCY

Staff functions now being performed within the Department of Welfare and Institutions, which functions would tend to suffer a loss of real and potential efficiency and effectiveness in the event of Departmental separation, include the following: fiscal and accounting services, research and statistical services, engineering, personnel selection and training, educational and recreational services, public information, legal consultation, dietary services, and farm coordination.

The potential long-term loss of efficiency and increase in costs, were the Department to be divided, would be considerably more serious than the immediate or short-term effects for two reasons. First, the trend toward greater utilization of staff services will surely continue, placing more and more emphasis on the need for efficiently coordinated performance. Second, a number of staff services being rendered within the administratively unified department as it now exists, are not utilized as fully as they should be and are, therefore, making only part of their potential contribution to the effectiveness of the total operation. Steps are already being planned and carried out to bring about improvement in several such situations. Division of the Department at this time would seriously threaten the success of these efforts to improve existing services, and would create a most difficult environment for launching further such efforts in the future. With a number of important staff services under-utilized at present, all indications are that Departmental division would perpetuate and might aggravate these undesirable conditions, whereas unified administration already shows that it has the desire, the knowledge, and in time the means to correct them.

STRONG RESEARCH AND STATISTICAL SECTION NEEDED

Some staff services are not and probably never have been available to the Department as a whole in kinds and quantities needed because of personnel shortages, not because existing staff or facilities are underutilized. Research and statistical services, in particular, are almost constantly rendered under the pressures of a heavy work load handled by a limited staff. As a result this particular service staff can do little more than compile and publish the required factual reports which set forth kinds and quantities of Departmental accomplishments but say little or nothing about quality. In consequence there is virtually no opportunity to plan or conduct analytical studies of the kind needed to evaluate the Department's progress in terms of the qualitative effectiveness of its programs toward meeting the needs of a growing and changing society. Internal research, furthermore, is not currently producing all of the information needed to plan effectively for future needs in terms of programs, personnel, and facilities. To provide these urgently needed analytical services, the research and statistics staff needs more people and greater professional specialization in both variety and degree.

The needed changes—additions to staff, greater specialization, and increased use of modern data storage and processing equipment—are far more feasible in the service of a large, unified Departmental operation than as an aid to smaller, fragmented, essentially independent, at best partially coordinated functions.

Research is probably the best example of a specialized service which would encounter much difficulty attempting to supply two or more smaller departments with adequate information of both a statistical and an analytical nature. There exists to be distilled from the historical record and continuing experience of all human services divisions a mass of infor-

mation which would constitute an invaluable aid to better understanding of social maladjustment in all of its many ramifications—its early symptoms, its real causes, its detailed diagnosis, its specialized treatment, and ultimately, perhaps, its prevention. In practical terms progress in these areas comes about through more thorough diagnosis, more specialized programs, more purposeful selection and training of personnel, and carefully planned and coordinated acquisition of new facilities. The process begins, however, with the quest for knowledge, knowledge to shape programs, inspire workers, and design facilities in line with a definite long-term plan toward the achievement of a desired general level of social and cultural responsibility in Virginia.

Viewed in this sort of perspective, the urgent need for more analytical information becomes quite clear. The needed quantity and quality of analytical in addition to statistical information is much more likely to be realized with reasonable economy within the broad framework provided by the present Department than if two or more smaller and substantially independent administrative units existed.

The same general arguments apply with equal force to other staff services, particularly perhaps to those relating to personnel, engineering, accounting, and public relations and information.

DIVISION WOULD RAISE COSTS AND IMPAIR SERVICES

To maintain the volume and quality of most staff services, should any division of the Department occur, would require some duplication of functions and positions, adding significantly to the total cost of operation. Some two years ago a minimal added-cost estimate was made for supplying essential operating services to a hypothetically separate division or department of corrections, assuming continuation of centrally supplied technical services. This figure, compiled to approximate an absolute minimum, was somewhat in excess of \$100,000 annually. It can readily and realistically be argued that the additional cost of operating just a separate correctional operation would run into several hundred thousand dollars annually, particularly if new quarters were needed along with new systems and additional personnel. It is not the purpose of these recommendations to hold down the number of dollars expended for vital human services in the areas of welfare and corrections. The purpose, rather, is to designate ways in which such dollars will return the greatest possible value to the people of the State. It seems quite clear that extra dollars spent to effect a division of the department would not only be financing a move in the wrong direction but could themselves be utilized much more effectively within a unified Department to provide better planning and implementation of more effective services in both welfare and corrections.

BASIC COMMON DENOMINATORS

The staff services discussed in the previous section are tangible common benefits which can be provided more economically within a unified department. Of even greater importance to long-term success, however, are certain fundamental common denominators that stem from the single purpose of helping people in trouble for their own and for society's good.

JOINT CAUSES

The causes of indigence, irresponsibility and criminality involve complex interactions between human beings (at various stages of physical, mental and emotional development) and environmental factors (which are

largely determined by other human beings and human institutions). Where the young are concerned, the environment is pretty well accepted as fixed and the "interaction" is reduced to the level of response or reaction to conditions accepted as given. When a human being growing up under oppressive and hostile circumstances finally realizes that environment can be changed, he may be too disheartened to try, or if he does attempt to change it, his methods are more likely to be irrational and violent than rational and tempered with subjective insight.

These complex interactions of personality and environment produce the entire spectrum of social maladjustment, from the inert "human vegetable" to the "homicidal maniac." The authors certainly do not deny that hereditary imperfections can create abnormal human beings without any help from environment (including, of course, other human beings), but these must be regarded as the exceptions rather than the rule. To the extent that resources devoted to welfare and correctional problems can be brought to bear on real causes (rather than symptoms), those resources will find themselves allied against malignant social conditions wherever they exist. Furthermore, because both welfare and correctional services deal with human beings, measures appropriate to rehabilitation (education for better understanding of self and environment, special training for productive participation) have much in common.

The second set of reasons for continuing the Department as a single entity grows out of the general background outlined above and is strengthened by common purposes such as preservation of social, cultural and economic values and the conservation and development of human resources. The broad responsibilities of the Department may be stated in terms of finding and applying new methods of dealing with indigent, irresponsible, and hostile elements in society in such a way as to reduce as rapidly as possible over time the size and intensity of these elements.

JOINT GOALS

The above statement represents an extreme over-simplification of the many complex immediate, short-term, and long-term goals which the Department must aim to achieve. Nevertheless it points to a level of ultimate purpose and achievement shared jointly by all groups in the Department even though they seldom really come into the picture when Departmental or Divisional goals are discussed and actual plans made. As presently constituted, the Department operates of necessity against immediate and short-term goals, which need to be coordinated with purposeful long-term plans. The real purpose of the Department of Welfare and Institutions should be to greatly reduce, ideally perhaps to eliminate eventually, the need for its own services. To accomplish even a small part of this goal will require resources in far greater quantity and diversity than those currently available to the Department. Such ultimate goals will become realistic only when the *total* resources available to do the job—expanded resources within this Department working in closer coordination with resources devoted to education, health, and recreation—are organized to supplement and reinforce each other.

DIVISION WOULD MEAN RETREAT FROM ULTIMATE GOALS

Defining Departmental goals in basic, forward-looking terms clearly reveals any separation of responsibility for specific functions as a definite step backward. To reduce indigence and criminality, the Department must coordinate its efforts. It must, for instance, find ways to correct destructive physical and emotional factors in the environment of growing children.

Such environmental flaws must be detected and ways must be devised to eliminate them. As already mentioned and repeated here for emphasis, both welfare and correctional services provide a potentially valuable by-product of information and experience capable of guiding the assignment of resources not only through agencies of the Department but through agencies of health, education and recreation as well. Managers of unified operations can evaluate needs far more accurately and can assign resources more effectively than managers of a number of smaller, separate operations would be able to do, even if motivated by a strong desire to cooperate.

UNITY FOSTERS PERSPECTIVE

The Department needs to back away from its immediate problems from time to time, pressing as those problems are, in order to review and revise the broader goals which it expects to be instrumental in accomplishing. The Department needs a dynamic, "goal-oriented" rather than a static, "job-oriented" philosophy to guide its efforts, measure its accomplishments, and set its aspirations. With the increased efficiency which a large, integrated department can achieve through greater specialization and more refined delegation of responsibility, Departmental leaders should find more time to discuss their problems in depth and to develop a guiding philosophy leading to establishment of common long-term goals. Problems more fully understood and more accurately defined inevitably broaden and clarify goals. Such goals would surely suggest the coordinated mobilization of many kinds of resources. With definite roles to play and clearly stated targets to aim for, human service agencies will naturally turn to cooperative programs; which may cut across all sorts of currently existing organizational boundary lines. When requirements are clearly defined, the right resource package consisting of people, materials and equipment can be assembled to do the job.

COORDINATION WITH SPECIAL EDUCATION

As one case in point, education is obviously an essential ingredient in any total program for human improvement. Yet education, despite many recent innovations, still clings all too frequently to basic programs and purposes developed long ago and now out-of-step with the times. These time-honored methods and values may reveal the laudable purposes of general education in an appealingly idealistic light, while failing to make contact with current realities. As a result the needs of the modern world remain unsatisfied. Educators might be somewhat disturbed by the suggestion that welfare case workers, State training school teachers and superintendents, penitentiary and road camp guards and supervisory personnel could provide ideas that would help public education to play a more effective role in molding and shaping our whole society. But the suggestion contains vital elements of truth.

The field of social studies currently lacks depths in certain areas dealing with abnormal (or subnormal) behavior, and although much case-study material already exists, useful generalizations may still be lacking. There are needs here that a well-staffed research unit within a unified Department might come close to fulfilling.

Of more immediate concern are the kinds of educational and training opportunities made available to people with special needs. There are on the one hand, some cases which represent welfare in its purest and simplest form. These include permanently and more or less totally disabled persons without private means of support. Most welfare cases, however, are not in this category. They are, rather, people who lack the skills,

initiative, or in some sense the opportunity to be self-supporting. A goal-oriented welfare program of the type envisioned for Virginia (by many of the State's leaders including many officials of the Department) would mark such people as temporary welfare cases and would provide for them the specific counseling and training best calculated to bring them toward, if not actually to, a condition of social and economic self-sufficiency.

In this respect, the community college and technical school program raises significant hopes. These institutions have been established to meet specific needs, not to carry on in the "ivory tower" and "hallowed halls" tradition. To meet specific needs realistically and effectively, community colleges and technical schools, to their great and lasting credit (rather than their degradation, as some might fear), would do well to establish close working relationships with officials in both welfare and corrections. As a result individuals in need of counseling and training, and many actually capable of genuine higher education, will have appropriate opportunities as expeditiously as attitudes and conditions will permit. Of equal importance, the knowledge and experience of welfare and correctional personnel, gained particularly from observing the effects of counseling and training in individual cases, could be an invaluable resource for community colleges and technical schools. These educational institutions, established to meet a vital need, might well regard welfare and correctional agencies as ready-made laboratories for constructive experimentation, and welfare and correctional personnel as resource specialists. Investigation of such broadly but importantly related areas of responsibility as these suggests an even more fully integrated approach to human services than the one now existing in the Commonwealth. Although the grouping of health, education, welfare, and corrections all in one department seems impractical for Virginia at the present time, the need for cooperation across these fields is thoroughly apparent and supports the main arguments presented herein for maintaining Departmental unity.

HISTORICAL EVIDENCE SUPPORTS UNITY

The need for a unified and carefully coordinated attack on origins of human problems gains further support from a historical review of some of the ways in which public officials, especially at the Federal level, have attempted to devise solutions. Federal efforts have in many ways sparked a growing public awareness of the need for improving and upgrading human character and characteristics for both aesthetic and economic purposes. One result of this awareness and of experience gained in trying to implement it has been a growing trend toward consolidation of all functions which relate to human resources. Despite this increased emphasis on raising the quality of human life, society as a whole does not seem to reflect any substantial improvement. In fact, the complexities of society appear to have been causing more and more frustration for nearly everyone concerned, but especially for those responsible for effective social, political, and economic leadership.

For some time past, as various kinds of social problems developed to significant proportions, local, state and federal procedures and programs were developed to deal with them. Despite the unifying facade of a single Federal Department of Health, Education and Welfare, programs continued to proliferate without benefit of an effective coordinating authority. Welfare, rehabilitation, mental aid, and various special programs of education and training comprise but a partial list. Over the years a vast array of separate programs developed, each devised to meet what appeared to be a specific need. Most of these were based on symptoms rather than

causes, operated with little or no coordination, sometimes at cross purposes, frequently doubling up in some areas while offering nothing in others.

Recognition of the problem of program proliferation apparently underlies the development of various community action programs under the Economic Opportunity Act of 1964. There is some evidence, however, that the Economic Opportunity Program was devised and implemented too hastily, in response to the always present desire to "do something." In any event in many areas its unrealized promises of quick results, duplications of effort, and the piling up of new on top of existing programs resulted in some significant opposition. In brief, the mixed-up approach to solving human resource problems still cries out for coordination and direction.

A particularly significant aspect of these developments is the full realization that the time when a locality could handle its own human-needs problems has long since passed. Perhaps it never existed. Problems of poverty and relief, rehabilitation, training and the like recognize no local boundaries, and promising solutions have strong regional, statewide, and even national implications. This is because all promising solutions call for simultaneous action across broad areas of human need and require a commitment of costly, highly specialized resources. Responding to these costlier, more specialized approaches, financial responsibility and control have shifted steadily from local to state toward Federal jurisdiction. As yet, however, this upward drift of responsibility has not demonstrated any marked ability to solve the problems, nor has it checked the proliferation of programs. Meanwhile problems, or at least their ugly visible symptoms, continue to proliferate faster than even the list of suggested solutions.

All sorts of agencies formed at Federal instigation to help solve human problems appear doomed to some degree of frustration because they were developed with so little regard for or knowledge of the total situation. For example, it would seem reasonable to expect administrators of certain programs operating in Virginia, who need to line up jobs for persons about to complete a program of rehabilitation under their supervision, to deal with the Virginia Employment Service. In at least one case, however, it was decided that the particular procedures followed by the Employment Service did not meet these particular needs. Consequently a special largely overlapping job placement service was developed.

Frustration for the individual being helped may arise from the lack of coordination or from gaps in existing programs when an agency secures employment for a relief recipient. A job opportunity may create many new problems, such as a need for proper clothes, the services of a baby-sitter, transportation, new eye glasses, dental work, and others. Such needs are obvious enough but still may not have been anticipated or provided for in a particular program. Adequate planning and broad coordination assure that little failures such as these, as well as many larger ones, will be avoided.

At the present stage of development, particularly in Virginia, officials at the State level appear to occupy the most advantageous position for performing the task of program coordination. A unified Department of Welfare and Institutions provides an atmosphere conducive to effective coordination which otherwise could not exist. For reasons discussed at greater length in the section of this report which deals with State-local relationships, local participation is considered to be an essential ingredient if the total program is to succeed. But without strong, unifying leadership at the State level, the quality of local programs and facilities (in corrections as well as welfare) would vary greatly, and achievement of Statewide goals would be most difficult.

AFFECTS OF GROWTH IN GOVERNMENT

A state government, or any governing body, is a composite organization. At the top, elected officials assume responsibility for broad executive functions and for legislative setting of goals, policies, and basic procedures. Using the Ballot Box the governed are able to influence the organizations and policies through which their government will operate to provide the desired array of services. If the geographical area and the demands which residents of the area make on their government are relatively small, elected officials in positions of executive responsibility may personally handle many of their public duties in a competent and efficient manner. When the area is a large, populous state, however, and when the needs of the people grow and change at a rapid pace, the situation is obviously entirely different. No longer can the elected chief executive take direct, personal responsibility for the execution of all laws and the management of all services. State government is "Big Business." In recognition of a growing need for coordination, a number of related responsibilities of the Virginia Governor's office have recently been consolidated in the Department of Administration under the direction of an appointed professional administrator. This change provides one more bit of evidence that the trend with respect to groups of related services is toward closer coordination within more broadly defined areas of public responsibility.

EFFICIENT ADMINISTRATION REQUIRES BROAD AREAS OF CONTROL

Considerable evidence to support continuation of the unity of the Department has already been presented, emphasizing internal economies and common causes, methods, and goals. Preserving Departmental unity also makes sense from a purely administrative point of view. The argument for broader rather than narrower spans of administrative control focuses attention on other agencies which serve some aspect of human needs. Empowered with relative independence, these usually operate with less than the desired degree of coordination. The current tendency is to bring agencies reaching for or contributing to a clearly definable common goal under a single administrative authority. The common goal here is to help people to grow, sometimes physically, always emotionally and intellectually. The fact that the growth process may take place in a slum dwelling, a foster home, a training school, or a prison does not render the common-goal argument invalid. Unless recognizable growth takes place in increasing numbers of cases under all of these environments, the long-term goals of State-provided human services are simply not being met, and long-term trends toward increasingly serious problems will continue to plague society.

In general, as the scope and diversity of State-provided services continues to grow, administrative responsibility at the top appointive level will have to stretch over ever widening spans of related activities. This seems inevitable. Matters which receive the Governor's close, personal attention will tend more and more toward top-policy decisions, by necessity leaving to the wisdom of appointed administrators the intermediate and lower level decisions which implement and coordinate actual operations. The number of grouped state functions reporting to the Governor must be kept to a manageable level. Clearly this can only be done as the future unfolds through increasingly comprehensive groupings of functionally related State services.

ADEQUATE DELEGATION NEEDED INTERNALLY

The same principles of sound management apply whether consideration is directed to the proper location of human services in the total plan

of State government or to relationships among the various functions which fall within the broad human-service category. Thus, the top appointed administrator of a large, coordinated department of state government can do his job properly only if he functions (like the Governor) primarily as an executive, a manager. To function as a manager he must be able to delegate broad ranges of decision-making authority to far-sighted and highly competent heads of operating divisions. Division heads in turn must be able to delegate appropriately to heads of bureaus.

PARTICULAR NEED—LONG-TERM PLANNING

At every administrative level there should be sufficient delegation of responsibility and efficiency of performance to permit managers to perform a vague and hard-to-define function which is in the long run one of their most important duties: *planning ahead*. Planning in the broad sense occurs through a sequence of events. It has its roots in the development and maintenance of a broad, dynamic view of the working environment. The resulting broad, penetrating view of problems and purposes will inevitably foster visualization of goals: more broadly defined intermediate goals, leading eventually to still broader and more ambitious ultimate goals. Attitudes and points of view must remain relatively flexible so that purposes can adjust when needs and other circumstances change, as they always do in a dynamic situation, sometimes gradually but at times suddenly and drastically. A flash of insight may reveal that policies or procedures which have been faithfully followed for years simply do not apply anymore. By remaining flexible, setting goals that temper idealism with realism, acquiring resources and assigning them for maximum impact on problems, evaluating and adjusting policies and methods accordingly, the manager performs the complex job of managing his organization.

“GOALS” VS. “TASKS”

As a guiding and unifying principle in the administration of any organization, its orientation should focus primarily on well defined goals and objectives. In contrast to this desired attitude, which is a kind of purposeful far-sightedness, organizational orientation (or at least worker and supervisory orientation) may instead become narrowly focused on doing specific jobs, uncritically following fixed routines. This is especially likely to happen under the pressures that result when work loads rise faster than the personnel, equipment, and procedural efficiency assigned to deal with them.

In the Department of Welfare and Institutions the main task is to take care of people. Having to care for so many with such diverse needs and under such differing circumstances, the workers in the Department usually have a lengthy list of situations most urgently demanding attention. All too frequently major improvements, which require discussion and study, have to be postponed because daily tasks take up all of the available time. Moreover a particular need may be near the top of the list and still go unattended for days or weeks because, in the volatile atmosphere of economic and cultural privation, situations more critical than any on the existing priority list can pop up in an instant. The inevitable result is that workers are never really able to appraise objectively their working conditions, their responsibilities, or their attitudes and procedures. They may tend to develop something of a defeatist attitude toward a constant backlog of work, especially after striving and failing to draw constructive attention to situations which, in their judgment, urgently need analysis and remedies which they themselves are not able to provide.

In summary, the basic orientation in many of the Department's operating arms is now focused on immediate, day-to-day tasks. It should instead focus mainly on long-term goals with each daily task evaluated in terms of its contribution toward an ultimate destination. This is hard to do when focusing on an ultimate objective may mean slighting immediate needs. In any event the long-term goal of developing an organization and formulating improved operating procedures capable of identifying and dealing with the roots of social maladjustment is far more important than working long and hard at individual tasks which relieve existing needs but will have little effect on the frequency of their occurrence in the future. The very existence of this Department reflects sound, forward-looking organizational principles at top levels of State government. The same sound principles are needed to manage the Department internally. This must inevitably require more knowledge, definite long-term goals, and broader delegation of decision-making responsibility and authority at each administrative level.

EVIDENCE FROM EXTERNAL SOURCES

The experience of other states and other levels of government provides a mixture of evidence bearing on the question of unity or division for Virginia's Department of Welfare and Institutions. The evidence is mixed in the sense that it does not speak conclusively for either point of view. For instance, twenty states currently include corrections within a broader department of state government, just as Virginia does; twenty-two plus the District of Columbia have established corrections as a separate and independent department; and the rest have systems even more decentralized, operating correctional and other institutions which are essentially autonomous. Large and populous states with combined operations similar to Virginia's include Florida, Illinois, Ohio, Pennsylvania and Wisconsin. Those with separate correctional departments include California, Indiana,

The surface trend of recent years (there is a trend beneath the surface in the opposite direction, as will be shown later) has definitely been away from combined forms or organization and toward establishing the correctional function as a separate and independent department. Furthermore, much of the professional literature on the subject tends to support this surface trend. *The Manual of Correctional Standards* compiled by the American Correctional Association draws attention to the recent trend toward separate correctional departments, then states that strong argument is often advanced for including correctional functions as one division of a broader department, and says in summary:

"It is said that this kind of organization might operate almost equally as well as a separate department, provided the head of the division of corrections were given sufficient autonomy to function effectively, and the division received its proper share of the departmental funds. It seems that this is merely begging the question and producing the effect of keeping the head of the correctional system one step removed from the governor and, thereby, making him that much less effective. The lower rank would also affect the salary of the position."*

* *Manual of Correctional Standards* issued by the American Correctional Association, page 153.

HISTORICAL EVIDENCE INCONCLUSIVE

Discussion of this recent trend with experts in the field, including at least one who bears some responsibility for the views expressed in the *Manual*, produced some significant qualifications. First, there are no objective criteria by which one form of organization can be rated against another. Second, there is no independent agency charged with setting standards and measuring achievement. Third, the quality of correctional functions varies considerably among state with essentially similar forms of organization. Fourth, quality of operations apparently depends far more on the attitudes of elected officials and the ability of appointed administrators than on structural independence or involvement with other functions.

The support which many authorities give to a separate department of corrections consequently rests on certain broad assumptions as to the average state's reluctance or inability to devote to correctional operations the quantity and quality of resources needed, which inability or reluctance can be most effectively counteracted by a strong administrator heading a separate department. It is assumed that essential resources may be denied to correctional services which have to compete with more popular causes for funds allocated to a combined welfare-correctional department. If these assumptions should prove untrue in a particular state, then there seems to be general agreement that organizational association with the welfare function need not detract from the effectiveness of the correctional operation and might, as this report contends, actually give it added strength, a clearer sense of direction, and greater effectiveness over the long run.

Factors essential to the success of a combined operation include: first, a top administrator capable of running the combined operation and of delegating operating responsibility to the head of the correctional division; second, an able and knowledgeable head of corrections, capable of accepting operating responsibility and of establishing strong identification of specific correctional functions and needs; third, absence of strong biases which might tend to create prejudice detrimental to the correctional function; and fourth, as a result of favorable conditions assured by the first three items, regular allocation of funds sufficient to staff and equip effective correctional operations.

VIRGINIA'S SITUATION FAVORS COMBINED DEPARTMENT

It is the opinion of experts interviewed and of the research group preparing this report that conditions in Virginia favor location of correctional services within a broad Department of Welfare and Institutions, and that such an organization, all factors considered, provides the best environment for efficiency and cooperation in dealing with existing criminality and in developing programs capable of reducing its prevalence in the future.

WIDESPREAD DISCONTENT WITH PAST PERFORMANCE

Many public administrators at state and other governmental levels and many knowledgeable private citizens in all sections of the country are concerned about the increasing prevalence of nearly all forms of social and cultural maladjustment in spite of rapidly rising expenditures to combat them. As a result a number of studies are in progress, attempting to probe deeply into real causes and to determine the organization of public resources best calculated to deal with them effectively. No one contacted by these investigators knew how many such studies are now underway. Inquiry did show, however, that a number of important states

and large cities are engaged in studies of this kind, as are experts at the federal level. Inquiry also showed that these studies are quite consistently pointing to the need for closer coordination and cooperation across the entire range of human behavioral problems. This is the sub-surface trend toward functional mobilization of all public resources, hoping to accomplish in the future what the past has failed to do, hoping to bring about a definite turning of the tide of destructive attitudes and behavioral patterns and to establish instead a wave of growth in individual capacity for responsible and constructive action.

One illustration is to be found in an extensive study currently being conducted by the Commonwealth of Pennsylvania, which, interestingly enough, currently maintains a largely separate division of adult corrections under the State Department of Justice, the Attorney General's domain. Juvenile corrections are part of the state's Department of Public Welfare.

Studies now in progress could bring about some substantial changes, although virtually nothing has yet been made public beyond a few general news items mostly in Pennsylvania papers. The goal of the Pennsylvania study may be tentatively stated as the establishment of a Department of Human Services, which will focus as much as possible on the family as the primary social and economic unit. In so far as possible, agencies serving the family will be consolidated so that each family's total needs may be assessed and a package of services specially designed to meet those needs. Where a member of a family is in prison, this would in theory at least constitute a serious and significant aspect of the family's total needs. The purpose of the Pennsylvania study is to devise a highly effective, functionally coordinated system that will focus directly on real needs without duplication and without creating more confusion and insecurity in the client by exposing him to different agencies and different individuals every time a change occurs in the nature of his problem.

The specific recommendations which will emerge from the Pennsylvania study and the actual content of the study itself remain far from their final form. Legislative implementation constitutes another important uncertainty. Such evidence as is available, however, points to a definite need for consolidation to make human services more effective. The June, 1966 report of the Institute of Public Administration to Mayor Lindsay, entitled *Developing New York City's Human Resources*, provides a similar example. This study recommends "a regrouping of the many proliferating departments and agencies of the city" in order to muster resources on a scale large enough to deal effectively with these burgeoning problems. Other current literature similarly testifies to a growing awareness that success in solving problems of social adjustment depends on coordination of all available resources. Coordination can only be effectively realized under the planning and guidance of a common administrative authority.

CONDITIONS IN OTHER STATES

Organizational forms adopted in other states do not necessarily provide helpful guides for Virginia. Nevertheless, a brief review of a few, which have followed much the same course as Virginia, may be helpful.

Wisconsin has long been regarded as a pioneering state in social legislation and a national leader in fields of public finance. Its human service functions are grouped into one department. The State Department of Public Welfare is headed by a Director and a Deputy Director. Staff

functions of the Department include: (1) Research, (2) Emergency Welfare Service, (3) Administrative Analysis, (4) Collection and Deportation, (5) Public Information Services, (6) and Youth Conservation Camps. Major departmental operations are performed in five Divisions, the Divisions of Business Management, Children and Youth, Corrections, Mental Hygiene, and Public Assistance. The functions are carried out through these divisions assisted by nine district and area offices. The area offices are apparently primarily probation and parole offices. The Parole Board is advisory to the Director of the Department. The Board members are appointed by the Director, who holds sole authority to grant parole. Services to the aged and blind and vocational rehabilitation are some of the main functions of the Division of Public Assistance. Wisconsin has been singled out as exemplifying one of the more successful correctional operations within a broader department. Leadership involving strong identification of the special needs of the correctional operation has largely made this possible.

Rhode Island has an organizational structure similar to Wisconsin's. The Department of Social Welfare has a Director who reports directly to the Governor. Advisory boards, including the Parole Board, report to the Director. Staff services include Public Information, Analysis and Research, Department Counsel, and Employee Relations. The Department has four Assistant Directors in charge of the Divisions of Curative Services, Correctional Services, Community Services (Welfare), and Business Services. Public Assistance, Soldiers' Welfare, Child Welfare Services, Social Services, and Services for the Blind all have advisory councils or commissions.

Other types of unified organizational structure have developed in various other states. Colorado organizes most functions under discussion in a Department of Institutions. This particular Department has five subdivisions, the Divisions of Psychiatry (hospitals and mental health centers), Mental Retardation (special training schools), Corrections (penitentiary, reformatory, women's prison and adult parole), Youth Services (schools and juvenile parole), and Administrative Services. Maine combines Health and Welfare in one Department and Mental Health and Corrections in another. New Jersey has a most diverse organization within its Department of Institutions and Agencies. The Department is headed by a Commissioner and functions through the following Divisions: Retardation, Corrections and Parole, Public Health, Community and Professional Services, Business Management, and a more or less division-level Bureau of Legal Affairs. The Division of Corrections and Parole has responsibility for the State's penal and correctional institutions, state-wide supervision of parolees, and inspection of county and municipal jails and lock-ups. The Division of Welfare embraces six major public assistance programs for financially needy persons and families, a comprehensive array of child welfare services, special service programs for the blind, civil defense welfare activity, special work experience and training projects under Title 5 of the Economic Opportunity Act, a Cuban refugee program, and a service for the Federal Government in assisting American citizens repatriated from abroad. The Director of the Division and his immediate staff develop policies and procedures for all of these units.

THE BEST COURSE FOR VIRGINIA

The various states reveal many ways in which welfare and correctional functions may be organized, and most states still retain two or more separate Departments, usually comparable to some combination of Virginia's Divisions of General Welfare, Youth Services, Corrections and

the Parole Board. Thus Virginia's Department might be divided into as many as four separate departments, each with a Director reporting to the Governor. But to divide the Virginia Department at a time when more and more emphasis is being brought to bear on combining and coordinating both for more efficient government and to deal with human needs more purposefully, would be against a more fundamental trend than the change of recent years toward independent correctional operations in other states. For Virginia, this could only be regarded as an admission of inability to realize potentialities that are in all likelihood well within reach.

Although many states still have a considerable separation of functions, the number of states which have undertaken broad studies of the whole area of human problems indicates widespread dissatisfaction with results thus far obtained. The trend in thinking seems to be toward recognition of close casual relationships between poverty and crime, suggestions that real and lasting solutions in the two areas as opposed to temporary, "brush-fire" measures may also be closely related.

A RESPONSE TO REASONS SOMETIMES GIVEN FOR DIVIDING THE DEPARTMENT

In the opinion of this research group, the evidence already presented leaves little room for building an effective case in favor of Departmental division as a move that is likely to help Virginia mobilize resources to meet the challenges and seize the opportunities of the future. Nevertheless, previous studies, public expressions of opinion, and the privately expressed views of interested individuals both in and out of State government have provided a number of arguments in favor of dividing the Department, more specifically dividing out the correctional function. In general, arguments to divide reflect more limited views of the Department's immediate purposes, ultimate goals, and potential organizational and administrative growth than those embodied in this report. In any case, although these arguments are, in the opinion of these investigators, effectively refuted already, it seems desirable to answer them briefly at this point.

A list of "the most compelling reasons for dividing the Department" compiled two years ago featured the following: (1) the growth of welfare programs and the complexity of rules and regulations arising from Federal participation; (2) the growth of crime and of correctional responsibilities, including the increasing importance of the work of the Parole Board; (3) the special aspects of Youth Service functions, including pressures to accomplish significant changes under severe time limitations, and difficulties in defining and administering justice when dealing with youthful offenders. These growing responsibilities were seen to be creating a staggering burden of administrative and policy-making detail which presents, to say the least, a challenge to any managing executive and an overwhelming burden for one State Board.

The developments named in the above paragraph constitute real and important problems. They can be handled quite adequately, however, within the single Department with proper delegation of authority, adequate staffing, and functional planning and controlling of operations. Improvements in these areas are pictured throughout this report as desirable organizational and administrative targets toward which the Department should move with deliberate speed. The points listed above can cause conflict and confusion in a unified department only if it is inadequately equipped so that one problem could be properly handled only by diverting

resources needed to solve others. The operating divisions of a unified department should be able to deal with their respective problem areas, such as those listed above, more effectively because of access to knowledge and resources available from other divisions and without interfering with each other in any serious way. To assume otherwise would imply at least one or a combination of the following organizational and administrative flaws: (1) at the Department level, unwillingness or inability on the part of the Director to delegate authority to Division Heads; (2) at the Division level, inadequate manpower in either or both numbers and capabilities of people, with emphasis probably on the issue of administrative capacity including capabilities and work loads at the Bureau level; (3) inadequate staff services, particularly analytical services to which operating administrators can present basic social and environmental problems and the interpretation of and coordination with Federal rules and regulations. As for the burden on the State Board, the recommended establishment of three special Boards—General Welfare, Youth Service, and Corrections—would relieve the State Board of virtually all of its routine, time-consuming work and would permit the Board to pursue two very important responsibilities: (1) policy analysis and goal setting, and (2) informing the public and enlisting public support, focusing as much as possible on influential groups in different areas of the State.

Other reasons encountered for dividing the Department, which are to some degree related to those mentioned above, include the following: (1) the size of the Department and the diversity of its operations tend to place its effective management beyond the administrative capacities of any one person; (2) the dignity and morale of welfare workers and their clients, and their chances of success when dealing with law-abiding citizens and youthful offenders, tend to be undermined by association with adult correctional functions; (3) if the Department were divided, personnel in both welfare and corrections would encounter less extraneous interference with their efficiency on the job and could expect to realize more freedom in planning and carrying out the particular programs which they consider most essential to the successful accomplishment of their goals; (4) the leadership of smaller, more specialized departments would be administratively closer to the Governor and the General Assembly, and this would increase the likelihood of an appropriate amount of financial support for each operating unit; (5) the responsibilities and procedures involved in housing, training, and rehabilitating criminals are completely different from welfare operations and may be a logical extension of the functions of criminal investigation and prosecution rather than bearing any significant relationship to welfare services.

Argument (1) has already been dealt with adequately. Effective management is entirely possible in a large department provided that top positions be competently filled so that principles of span of administrative control accompanied by adequate delegation of responsibility and authority may be soundly applied.

The second argument, that one phase of the Department's work will have some sort of "contaminating effect" on other phases is an emotional and highly misleading point of view. Experience gained in working with people and learning about personal-environmental relationships under all sorts of conditions strengthens the servant of human needs for any task. Welfare and corrections alike are engaged in the broad and complex process of trying to help people grow, physically sometimes, intellectually and emotionally always. It is far more likely that the various phases of the work will realize mutual benefits through helpful current information and clearer insights into long-range problems than that they will be destructively competitive or otherwise harmful to one another.

The third and fourth arguments, that separate operating entities would have more freedom of action and would gain stronger financial support than the unified Department, rests on precarious premises. The unified Department should be able to develop and present, through a coordinate attack on the whole, broad range of human problems, a workable plan to achieve lasting solutions. Experience and knowledge gained through all programs would permit continuous evaluation and revision. Armed with a strong, unified plan and able to demonstrate its accomplishments, efficiently achieved without duplication or overlapping, the unified Department would be more likely to gain strong support from the State, and far more likely to use it efficiently.

The fifth argument, that dealing with criminality is categorically different from treating other forms of maladjustment and should be an independent operation, or perhaps a function of the Attorney General's office, rests unsteadily on the premise that criminals are not really people, and that apprehending and prosecuting criminals to send them to prison closely resemble the problems of caring for them once they are consigned to the custody of the State for correctional treatment. Criminals are people. They have the same needs and respond to the same stimuli as "normal" people, even though the response may be abnormal for obscure but hopefully temporary reasons. There may be a point at which a criminal ceases to be "human" according to definitions that most people would accept. But most maladjusted people can be salvaged, given the knowledge and the manpower to do the job. More importantly, knowledge and manpower can also greatly reduce, perhaps almost eliminate over the long run, many of the causes of maladjustment. Criminal prosecution and criminal care and rehabilitation are clearly different operations requiring entirely different kinds of professional competence, and the first might well be prejudicial to the second if conducted within the same organization.

In closing this section of the report, it might be well to note that some of the present desire for separation of the departmental functions stems from memories of the preconsolidation period, when considerable autonomy existed, especially in the institutions. The changes since 1948 have forced many into new ways of thinking and working and have thus greatly altered working conditions, restricting local freedom in line with common aims and purposes. More and more, the influence of the central office has had to be taken into account in the institutions. Although this influence has been constructive and promises to become even more so, some desire to go back to the "good old days" still lingers on. To the extent that this still exists, it has become (along with welfare's regret over association with corrections) the real reason behind some current support of Departmental division.

RECOMMENDATION

A new Division should be organized within the Department:

- (1) to coordinate and consolidate most of the service functions now reporting to the Departmental Director;
- (2) to plan and direct the development of such new staff services as may be needed, specifically the planning and formulating of new programs and the training and developing of personnel to meet changing conditions;
- (3) to strengthen and expand services in some areas, especially in research and statistics to provide a broad program of data col-

lection and analysis in support of the purposeful growth of the Department.

The new service organization might be called the Division of Administrative Services.

JUSTIFICATION

The Department of Welfare and Institutions has unifying problem sources to combat, unifying internal methods and procedures, and unifying long-term goals, as described in the preceding section. To coordinate and manage so large and complex an organization requires that virtually complete authority to conduct normal operations be delegated to heads of operating divisions. Consequently the organization below the top level must be structured to consolidate large enough areas of operating responsibility to make such delegation practical and specific. General Welfare, Corrections and Youth Services are obviously large enough and specific enough. Staff services, taken singly, are fragmented and in need of coordination. This responsibility could conceivably be handled by the Director of the Department, as the present organization appears to require.

Vital parts of the Director's job include providing top-level leadership for the entire department and at the same time representing his Department within the total structure of State government and before the people of the State. If he is to function effectively to accomplish these broad responsibilities on which future success vitally depends, he simply cannot attend to the direction and coordination of a large number of service functions, important as they obviously are. Consolidation of staff services into a single Division will require appointment of an additional second-level administrator to whom a large measure of decision-making authority can be delegated.

OPERATING DETAILS HANDICAP DEPARTMENTAL DIRECTOR

The Virginia Code has been changed as conditions and needs have changed. The laws, originally investing nearly all administrative detail in one man, have gradually decentralized some aspects of operating authority, but the distinction between the Departmental Director's responsibilities and Divisional Directors' responsibilities remain unclear in some instances and obsolete in others. With respect to prison management, the law still requires the Departmental Director to attend to, or at least to authorize, certain actions which the Director of the Division of Corrections should handle. For instance, the transfer of inmates within Virginia penal institutions should not require the Departmental Director's attention, as it currently does, except under most unusual circumstances. Some of the same kind of restrictions on the Divisional administrator exist in General Welfare. For instance, the Departmental Director is required to sign all letters of transmittal to the federal Department of Health, Education and Welfare.

These lingering ties to operating details in Welfare, Corrections and Youth Services and to operational coordination in the broad area of staff services have a seriously restrictive effect on the Departmental Director's time, energy, and thought. The separate Division of Administrative Services would correct the situation with respect to staff services. Code changes to permit maximum delegation of operating authority would bring the Director's broad supervision of operating Divisions into agreement with the same sound administrative principles. The Director of the Department can fulfill his most important duties effectively only by delegating

decision-making authority to a relatively few, highly able executive assistants, his Divisional Heads, so that they will have broad administrative powers over virtually all areas of operational responsibility.

MORE FORMAL HANDLING OF PLANNING AND TRAINING

Two functions, that have been handled previously on an informal and decentralized basis throughout the Department, need to be made the centralized responsibility of new professional staff units. These are: (1) planning and helping to execute new programs and to make needed changes in old programs; and (2) personnel training and development.

Programs will not keep pace with needs unless they are formally planned and developed in line with the best available knowledge of both needs and methods. People with operating responsibility in the Department are vitally interested in finding and applying new techniques, as they see welfare and correctional problems evolving in new directions. Because of the load of work which constantly confronts them in terms of cases urgently needing their attention, there is no time to sit back and group various cases into meaningful patterns to be analyzed for trends, which would suggest new directions to be emphasized in program design. To do this effectively the new Division of Administrative Services must have a Bureau of Program Analysis and Planning to gather information from operating people, from Research and Statistics, and from external sources, and to bring it all together as a basis for designing new programs and updating old ones. Current self-evaluation and increased attention to broad, philosophical thinking and ultimate goals will provide such a planning unit with quite clearly defined purposes against which to measure program design.

Training has been handled quite effectively by the Department as a whole, but has always been difficult to arrange because many operating people simply had to take valuable time away from their important daily duties to plan and carry out training operations. The importance of training has been so clearly understood, however, that operating administrators in many areas of Departmental responsibility have insisted on doing this and doing it well. But in other areas, training has not been emphasized as fully as it should have been. Vesting training responsibilities in a central group of staff specialists will assure effective training in all aspects of Departmental operations with much less loss of productive time on the part of operating personnel. As with program planning, the training staff will have access to the Department's total output of factual and functional information, will be able to utilize much in the way of common training materials, aids, and techniques, and will accomplish more at much lower relative cost than under a decentralized system.

STRENGTHENING RESEARCH AND INFORMATION

As mentioned in the section supporting the functional unity of the Department, the Bureau of Research and Statistics operates under pressure much of the time just to compile and publish the statistical reports regularly required of it. Also as pointed out elsewhere in this report, the informational needs and requirements of modern welfare and correctional services are very great, and the major need is for analysis in depth of the occurrence of problems, methods of handling them, and the results accomplished. Only by systematic classification and study of the Department's work loads, methods, assignments of personnel and other resources, and results can the business of the Department be conducted meaningfully, efficiently, and purposefully to achieve definite goals. This kind of

information is simply not available and will never be available until a fairly high-level staff executive, qualified by professional training and experience, is assigned the responsibility of producing it and is given the staff and equipment needed to produce it.

This is perhaps the most urgent need in the entire Department. Virtually everything that the Department tries to do, and certainly everything that it must do to prepare for the future, depends on adequate, accurate, analytical information. The new Division of Administrative Services must contain a much strengthened Bureau of Research and Statistics, strengthened in numbers of people, professional qualifications, and space and equipment. Only a strong team of data processing experts working with capable analysts, who can translate statistical data and qualitative information into clear statements of functional cause-and-effect relationships, can produce the meaningful information needed to support program development, personnel training, and overall evaluation of progress toward goals.

BROAD RESPONSIBILITY FOR DIRECTOR OF ADMINISTRATIVE SERVICES

The officer in charge of the Division of Administrative Services would occupy a unique position in the Department because of his surveillance of a wide variety of vitally important staff services serving virtually the entire range of Departmental operations. For this reason, this position should be filled by a broadly competent individual, capable of grasping the scope of the Department's responsibilities and of organizing staff service functions to meet all reasonable needs with maximum economy.

Since the informational needs of the Department are currently among the most acute, a specialist in research (specifically in modern data gathering and processing and in the presentation, interpretation, and use of the output from such a system) might be among the best choices for this job.

Because the position demands such breadth of knowledge, the man occupying it would naturally be a valuable assistant and advisor to the Departmental Director. For these reasons, and because other administrative needs would thereby be served, the person in charge of administrative services should also be designated as Assistant Director of the Department. As such his duties would include standing in for the Director in times of his absence, accepting specific project responsibility from the Director, and assisting the Director in performing his general administrative responsibilities throughout the Department.

SUMMARY OF NEEDS IN ADMINISTRATIVE SERVICES

The increasingly complex nature of welfare and corrections work demands administrative excellence. Operating experts in the field must be freed from other demands on their time. And yet there must be systematic evaluation of the present methods and procedures by which State and local agencies now fulfill the provisions of the law and attempt to meet the needs assigned to them. So that strong, concerted efforts may replace spasmodic, "hit and miss", "now and then" procedures, the new and strengthened staff services outlined above are urgently needed. Growing and changing demands on both welfare and corrections personnel and facilities have brought to an end the time when too small a staff of professionally trained workers might be permitted to devote a major portion of their daily routine to "putting out fires", attending to the most urgent items in a large backlog of urgent items. Furthermore, routine report-

ing procedures must not be permitted to demand a disproportionate amount of any operational or supervisory worker's time, be he a guard, a jailor, a sheriff, a city sergeant, a welfare worker, a superintendent, or a division head in the Central Office. The strengthening of central staff services, especially informational services, will result in a clearer determination of what information is needed and how it can be most effectively obtained.

An undue amount of time spent in making routine records and reports was an almost universal complaint. The problem appears to be the result of out-moded methods, inefficient procedures, inadequate and sometimes inefficiently used personnel, and inadequate or over-burdened administrative machinery. A central organization can remedy these conditions.

There is, moreover, an urgent awareness on the part of persons in positions of both State and local responsibility that improvements are greatly needed. Progress is steadily being made at both levels, but the consensus of most administrative and professional workers interviewed was that needs are proliferating much more rapidly and something extra must now be done. Knowledgeable officials on both State and local levels agree to a large extent that the State must provide the necessary leadership, because the problem is statewide and only one agency can negotiate with sources of financial support and advisory service in the Federal Government.

Having heard this problem area discussed by just about everyone interviewed, the research team is convinced of its seriousness and of an imperative need for action. The establishment of a Division of Administrative Services with its program planning and evaluation, its personnel evaluation and training, and above all its potential for fact finding and data analysis, appears to offer the best hope for success.

Beyond actual operations within the Department, needs call for and justify the services of a stronger research unit. More complete follow-ups are needed to learn what happens to people once welfare aid or assistance is discontinued, or when people are released from prison or from the training schools. Procedures for following up on such persons, at least on a sampling basis, and compiling summary information would appear to be important in measuring the success of rehabilitation efforts, in evaluating the total program, and in planning for future improvement.

As currently visualized the legal advisory function and the public information function would remain outside of the new Division of Administrative Services. These functions are closely related to the responsibilities of the Departmental Director and should remain closely associated with his office.

RECOMMENDATION

For organizational and administrative purposes, particularly for closer coordination of staff services to meet the growing needs of the probation-parole function in the field, it is recommended that:

- (1) a Division of Probation and Parole be established within the Department of Welfare and Institutions;
- (2) the responsibilities of the existing position of Executive Secretary be upgraded and expanded to fit the role of administrative head of the Division with the title of Director of the Division of Probation and Parole;

- (3) the Divisional Director be appointed by and report to the Board of Probation and Parole with appointment approved by the Director of the Department of Welfare and Institutions ;
- (4) the secretarial and clerical staff be appointed by the Divisional Director from applicants submitted by the Departmental Personnel Section ;
- (5) probation and parole officers in the field be appointed with the approval of the Probation and Parole Board by the Divisional Director from applicants screened by the Departmental Personnel Section, and that field officers report through District Office Supervisors and Field Supervisors to the Director of the Division ;
- (6) within this modified organization, the Board of Probation and Parole retain responsibility for the content and administration of its program, delegating virtually all administrative responsibility to the Divisional Director ;
- (7) the Board be empowered to employ an analytical staff to assist with the preparation of cases for Board consideration, a staff of men with field experience plus ability to analyze and outline pertinent case information, probably three in number, one assigned to each Board member with titles such as Staff Assistant or, with more experience, Staff Associate ;
- (8) the Probation and Parole Board, relieved of most of its administrative duties and of some of the time consuming work of preparing cases, devote all available time to evaluating the needs of probationers and parolees (particularly the youthful elements in these groups), arrange systematic analysis of these needs, guide the evaluation of existing programs and the planning of new ones as closely as possible in line with needs, and review criteria for selecting and training field officers for the guidance of the administrative Divisional Director.

See Qualifying Note, page 73.

JUSTIFICATION

The basic justification for the above recommendations is the evidence found in the course of the investigation that demands on the Board in particular and the load of work facing the system in general are increasing, becoming more burdensome, and are tending to hinder progress toward better results in the behavioral patterns of probationers and parolees.

As in other aspects of these programs, broad measures of accomplishment, yardsticks of how well the program *should* work against which some judgment can be made as to how well it does work, are simply not available. The people who are close to the program have more or less intuitive ideas about how well it works compared to how well it should work, and these ideas were found to vary greatly among informed people. If it can be made to function more effectively, which seems likely, the necessary procedures for making it do so are much the same as for other facets of human service. Needs must be defined. Present programs must be evaluated, strengthened or changed, and new programs developed to meet the needs. To accomplish this, the assistance of a strong research and statistics bureau, a program development staff, and a personnel training unit would be helpful. The most important ingredient, however, would be the purposeful and highly experienced direction available from the Board.

Because of the mixed opinions which the research team encountered, it is difficult to know just where the balance actually lies and where in the total picture the major emphasis belongs. The Virginia Probation and Parole Board is an administrative team, which has always done a commendable job of managing a most important part of the State's correctional system. Thus it was obvious to the investigators that the people interviewed represented many points of view and judged the operation with differing perspective. One level of perspective compares Virginia's system with that of other states and concludes that probation and parole are unusually well managed in the Old Dominion. Another level of perspective compares the rather meager provisions available to meet the deep seated needs of a particular individual and concludes that the system is not accomplishing what it should.

A number of individuals speaking from this grass-roots point of view expressed particular concern for the young malcontents of modern society, the dropouts from school, the untrained and largely undisciplined youth. These young men, on probation or out on parole, were simply not getting the guidance they needed, according to these opinions. It was felt that the program was not properly equipped and did not provide enough time. It was further felt that innovations were badly needed, that requests for assistance failed to stir responses commensurate with needs, and that ways must be found to stir local interest in these problems and to enlist local imagination and resources. It may seem that the total program is being judged too much by its failures. How, it might be asked, could a program succeed if success requires the return of every young offender to an exemplary life? Few would consider this a realistic possibility.

The research group believes that a practical middle road exists, a road on which progress would be somewhat more rapid and innovations more frequent and more effective in meeting the needs of young people at odds with the law.

In summary, the investigation suggested at a fairly early stage that some changes in the administrative structure of the probation and parole function would improve administrative procedures and practices. A Division of Parole for organizational purposes, with a Director to carry out the administrative functions under the supervision of the Parole Board, seemed a good idea. Many of the duties and responsibilities of the proposed position of Division Head are already carried out by the Executive Secretary. In effect, this proposal involves building up the Executive Secretary into the administrative head of a Department, with gradual relinquishment of administrative duties by the members of the Board. Responsibilities of the Director would thus include the making of staff assignments, recommending raises, preparing the budget, defining jobs and establishing new positions, employment through channels, ordering of furniture and supplies, and keeping the Board informed of his actions. The position would involve working with the training directors and field supervisors to determine training needs and reporting these to the Board. It would call for designing, with the advice of field personnel, plans to meet changing needs and submitting these to the Board. All of this kind of work is already being done from time to time by the present Executive Secretary. The present recommendations would formalize these administrative responsibilities and invest them in the Division Director.

The Board has made a great deal of progress in recent years, but the rate of progress does not seem to have kept pace with the need for change. For example, probationers from courts not of record are apparently receiving little attention, even though it seems evident that much could be

accomplished in this area to help these persons before they get a "record" and become "marked" criminals. It appears that more could be done to make the job of probation and parole office a more rewarding as well as a challenging and interesting career, but this would require evaluation in depth. It appears that time has not permitted this kind of a study in depth in the past.

The 1965 study, *Adult Probation and Parole in Virginia*, directed by the National Council on Crime and Delinquency, gave Virginia's system a reasonably favorable rating, especially in terms of progress made in recent years, but recommended administrative changes similar to those suggested herein.

QUALIFYING NOTE

The research group has reported herein its conclusions about the probation and parole function without regard for the sometimes necessary and desirable concept of evolutionary in contrast to revolutionary change. Rapid changes in organizational structure and administrative responsibility, no matter how soundly conceived, can do serious short-term damage to an on-going function simply because they disrupt a normal course of events, shift responsibilities to persons not yet quite ready to accept them, and disrupt communications and lines of authority before the supposedly improved procedures can be perfected and put into effect.

If the recommendations of this report appear to move too far too fast, then an alternate course, which the research group can support in good conscience, would be essentially to move in the directions suggested herein within the context of the existing organization. The Probation and Parole Board has the authority to delegate broader administrative responsibility to the existing Executive Secretary, and could greatly improve the total operation by proceeding to do this. The Board is also able within the existing legislative construct to obtain more help in the preparation of cases from capable and experienced officers and supervisors. Gradual but definite steps in this direction would, in the opinion of the research group, set the stage for a significant strengthening of the total program. The principal aim of the program is to reverse the trend of a person's life, away from degradation and crime toward social participation and economic productivity. There is evidence that this aim is not being achieved as frequently as it perhaps should and *could* be. With more time available to dig into the matter, the Board could probably find the means to improve the program in some rather fundamental ways.

RECOMMENDATION

To relieve the State Board of Welfare and Institutions of much time-consuming detail, thus enabling it to assume a stronger role in shaping Departmental policy for greater impact on the State's welfare and correctional problems, it is recommended that:

- (1) Three new boards be appointed by the Governor—the General Welfare Advisory Board, the Corrections Advisory Board, and the Youth Services Advisory Board.
- (2) Each Advisory Board be composed of five members, selected for an indefinite term but subject to the will of the Governor, from among nominees suggested by the Board of Welfare and Institutions;
- (3) Advisory Board members have the same qualifications and receive the same consideration, expenses incurred in attending

meetings and in performance of duties plus the sum of \$20.00 per day for any day in which specific duties are performed;

- (4) The duties of Advisory Boards be substantially similar to those of the State Board and be delegated by the State Board to the Advisory Boards, which would assume most normal and routine responsibilities of the State Board in their respective fields of interest, leaving the State Board free of many detailed and time-consuming duties, able to devote more time and thought to broad policy planning with the Department Director, the Parole Board, and the Divisional Heads, and able to give more attention to increasingly important areas such as program formulation, evaluation, and enlistment of public understanding and support.

JUSTIFICATION

Throughout the study, questions involving the heavy work load of the State Board of Welfare and Institutions kept cropping up. It was quite generally reported that the Board had so much routine work to perform that a critically insufficient amount of time was available to devote to the increasingly important subjects of planning and development, shaping policy, and strengthening functions. Increasing responsibilities, many routine, have placed an increasingly burdensome work load on members of this Board, reducing its contribution to the human service function well below potential, and threatening to become a serious imposition on the individual member's time and energy.

Alternative solutions to this problem are open to consideration. For instance, the legislation outlining the Board's powers and duties specifically states that the Board may assign some of its work to designated "agents". To lighten its work load, more duties of the Board could be assigned to such designated agents.

Increasing the size of the Board to twelve members has been suggested. With a larger Board, the duties would spread more thinly over the larger number of people. A larger Board, however, might tend to increase problems of coordination and control and could thereby be self-defeating. Inefficiencies might creep in as a result of the increased size and difficulties involved in bringing a larger group together to conduct the Board's business.

The solution favored by the research team is the creation of three Advisory Boards as outlined above. These Boards would be more than advisory in that they would be assigned by delegation from the State Board some of the top Board's responsibilities for the express purpose of reducing that body's load of work. These Advisory Boards would be assigned a more active role and would perform more service to the State Board than did the now nonexistent Advisory Committees authorized by Section 63-35 of the Virginia Public Welfare Laws. This Section could still provide authority for the Governor's appointment of these auxiliary bodies, but membership of five is judged preferable to three and the term "Board" is preferred to "Committee". There are three principal reasons for suggesting a membership of five. First, these advisory boards are visualized as working organizations which will take most of the detailed work in connection with local conditions and institutional inspections off of the shoulders of the Board of Welfare and Institutions. Second, since these are visualized as working organizations, a quorum for a group of five might be designated as three members, although it would be hoped that all five members would be vitally and continuously interested in the work assigned to them. Third, the problem of gaining public support for

the total program throughout the State is becoming more and more vital, and five would be more effective in this role than three.

The Advisory Boards should be given general instructions and authority to assist the State Board of Welfare and Institutions in executing, at the direction of the State Board, virtually any of the responsibilities delegated to it by the General Assembly and the Governor's Office. The resulting relief from routine inspections, public hearings, and other duties would free the State Board for a major evaluating, goal-setting and policy-formulating role, in line with the extensive and continuing review of present programs and future needs which alone can lay a foundation for real progress.

Advisory board members should be experienced in and concerned about the problems they are being asked to help solve. Conscientious people with the necessary qualifications and a willingness to serve may not be easy to find. But the interest and involvement of the public is essential to real and lasting progress. Establishing these additional Boards will draw more citizens into close contact with the total program and will help to promote this vital need.

RECOMMENDATION

To create an organization and atmosphere conducive to closer working relationships between the all-important local operating personnel and the Department, and to formalize channels of communication of needs and ideas from localities to the State organization and of aid, guidance, and service from the State to the localities: it is recommended that the Department establish permanent regional offices designed to meet immediate needs and to assume added responsibilities as new needs develop.

JUSTIFICATION

Immediate needs would be mainly in the welfare area and the regional coordinator (if the person in charge should be so designated) would be the Department's representative assigned the specific job of getting to know local welfare people and their needs, showing them how State services can help them, and providing information about local problems and trends to the Department.

Regional offices could also, where appropriate, provide quarters for probation and parole officers and could give rise to coordination or programs to aid probationers and parolees to acquire a wider variety of counseling and training experiences. Eventually some corrections functions might well be served from or with the assistance of the regional offices; functions such as local jail and lockup inspections and, hopefully, negotiations in a broader cooperative effort on the part of towns and counties to pool resources for building and maintaining adequate jail facilities at lower cost per locality.

In brief, many highly desirable areas of cooperation among localities and between State and local agencies could be promoted far more effectively with permanent regional offices competently staffed to act as catalysts.

This recommendation is based primarily on the conclusion, drawn largely from interviews, that the knowledge, resources, and services available at the State level should be brought closer to the localities. Interviews at State and local level too often indicated inadequate communications both vertical communications between State agencies and local administrative levels, and horizontal communications, between State divisions and among the localities.

Some localities advocate, or at least favor, having the State assume complete responsibility for the welfare function, because a number of them are finding the programs too burdensome, sometimes because they are too small to justify hiring the specialists required to carry out such programs. And yet the local board is a vital element and one on which much hope for the future depends. Local, personal involvement and participation are certainly among the most important steps toward more effective long-term solutions to these problems.

It is the opinion of the research team, based on their findings, that welfare in Virginia is basically a local or "grass roots" program, and that the primary role of the State should be one of assisting the localities in carrying out the programs, not one of assuming the locality's responsibility. Admittedly, however, there are certain areas, mainly larger cities facing problems of rising needs and dwindling tax bases, that need more help, especially financial, than other areas. Special arrangements need to be made for the State to extend special help to these cities. It does not seem desirable, however, at this point, to attempt a broader or more direct State influence at present than is needed to meet this specific need.

The increasing scope and complexity of the programs, coupled with rising Federal standards, has created the necessity for more guidance and direction from the State. Thus most of the impetus for regional offices arises from the need to serve the welfare function more effectively and more efficiently under increasingly complex conditions. As noted, other departmental functions may be added as needs develop.

The regional office is viewed as a method of answering the plea heard at the local level for more technical and professional assistance from the State. It is not expected that establishment of the regional offices will lead to new services from the State. It is simply anticipated that the broad spectrum of services already offered will be brought closer to the local level and that, as a result, the administration of programs at both levels will improve.

Establishment of such offices will also provide better administrative machinery for assisting localities which are not equipped, either financially or professionally, to meet increasingly stringent Federal regulations.

It is *not* contemplated that these offices should have autonomous, decision-making authority. These offices will mainly provide fuller and better service within the framework already established. Decisions regarding policy and procedure will continue to be made in the Central office. Under this arrangement, the supervisor of the regional office (or Regional Coordinator) will be responsible for carrying out the program presented by the Central Office, coordinating activities with the Central Office and among the communities in his region, supervising the administrative activity of the regional office, planning and recommending action on the State and local levels to improve the "human resources" in the region.

The problem of cooperation and coordination of all human services became more clearly defined in the course of the investigation. It makes little sense to have duplication of expensive facilities in relatively small adjacent counties or towns or to have no adequate facilities because small localities can not afford them individually and are unwilling to cooperate to provide them jointly on a cost-sharing basis. If this problem can not be resolved by voluntary means, the State may need to legislate such local combinations or may be tempted to take over entirely. It is just such problems as these that a good Regional Coordinator should be able to help solve, being on the scene and in constant touch with local leaders.

RECOMMENDATION

For steady progress toward more generally successful human service programs and recognizing that local initiative is vital to success because it involves local citizens in solving the problems of their own neighborhoods, it is recommended that the Virginia Department of Welfare and Institutions, its Divisions and affiliated Boards conduct their affairs whenever possible in such a way as to demonstrate the practical importance of cooperation among and consolidation of local facilities and services.

JUSTIFICATION

Reference to this desirable trend has already been made in the section dealing with regional offices, but it is of sufficient importance to warrant discussion in its own right.

The question of most efficient grouping of local county, town and city welfare operations may be considered secondary to stimulating local interest in choosing partners for such a joint venture. The Department might take the lead, however, by suggesting that Virginia's local government associations study local population, economic conditions, geographical orientation, and common problems and conditions, which might make working together more logical and easier for local units. A careful study of conditions most likely to make local consolidation work would be most helpful. Consolidation of local schools resulted from an urgent and obvious necessity to pool resources or fall short of acceptable educational standards. The same type of necessity exists, although less obviously at present, in the welfare and correction fields.

The recent tendency toward division of local welfare functions (some small cities tending to pull out of city-county cooperation) needs to be discouraged with as much moral suasion as can be brought to bear on it. Local groups apparently need to be sold on the values of cooperation and perhaps such organizations as the Virginia Municipal League and the League of Virginia Counties could help.

To add tangible persuasiveness, a policy might be adopted at the State level whereby cooperating local systems would receive a higher percentage of State funds, perhaps eighty per cent State funds and twenty per cent local for certain projects instead of the lower State share now generally in effect. The justification for this from the State's point of view would be that, when used in consolidated, cooperative efforts, State money would produce proportionately better results. The cost to the State per unit of desired accomplishment would almost certainly be lower than if relatively less funds were placed in inefficient projects.

As conditions now exist, there are frequently local situations in which, in some instances with present fragmentation, the local supervisor's position may be vacant for a period of months or even years. A case worker or even a secretary may at such times take charge of the operation, making administrative decisions as to eligibility, amount and kind of relief, and the like. Where such conditions exist, consolidation is the only logical answer. Consolidation would assure large enough units for competent supervisors to take charge and for sufficient office and case workers to attend to the needs of the area.

The belief in local autonomy remains strong in Virginia and is a bulwark against the assumption of too much power by the State or by Federal authorities. But in the attack on social problems through such programs as general relief, foster care, and care for the medically in-

igent, the urgent need for good results more than justifies whatever small risks may be involved. An important, real problem is created by the very large fraction of local funds going into local school systems and leaving little to be divided among welfare programs. Herein lies much justification for greater State participation, possibly on the sliding scale suggested above.

The State has many opportunities to provide nonmonetary services such as participating in the training and perhaps in the accreditation of local people. This type of advice and assistance is already available, but could become far more effective in the closer association provided by a regional office system.

PROCEDURAL RECOMMENDATIONS

Growing and changing work loads will require additional attention to internal efficiency, and it is recommended that methods and procedures, along with any standard records or forms that may be involved, be reviewed periodically and changed to eliminate obsolescence, to check for and eliminate duplication, and to secure essential information and timely action in carrying out Divisional and Departmental responsibilities. The main responsibility would rest with the Division of Administrative Services to study forms and procedures, especially administrative forms and procedures involved in State-local communications. This might reduce what some local officials consider a "tremendous volume of paper work".

Responsible officials, knowledgeable in various program fields, should review work loads, especially case loads, for equitable assignment of duties and for planning future personnel needs. Regular review should be made of current needs, and purposes should be re-examined and clarified as a basis for guiding welfare and corrections efforts into necessary new dimensions.

The administrative and custodial work of sheriffs, city and town sergeants, and other local law enforcement personnel needs study and clarification in hopes of improving and standardizing facilities and procedures. Such a study could bring regional offices into the corrections field and would serve to strengthen the State's role with respect to local law enforcement. Study is also needed of the duties and responsibilities of the custodial force at the various State institutions, including the labor camps, for the purpose of developing a statement of desirable qualifications and outlining more formally the scope of duties and responsibilities. Much of the most effective regenerative work in correctional institutions is done by the personal influence and interest of conscientious guards. Improvement of current correctional systems will undoubtedly depend more and more on personal contact, with personnel selected accordingly whenever possible.

RECOMMENDATION

Because the next few years appear to be shaping up as critical ones in the evolution of Virginia society, it is recommended that the life of the Welfare and Institutions Study Commission be extended for at least two years.

JUSTIFICATION

The Commission is needed to:

- A. Observe progress and advise on questions of practicality during the period of development of regional offices and local cooperation.

- B. Assume responsibility for evolutionary development of goals and purposes for Virginia's programs in the areas of welfare, corrections, youth services, and probation and parole, and for measuring performance and effectiveness with respect to such goals.
- C. Initiate a study of the extent to which further coordination may be feasible and desirable with other fields of human services. Perhaps a more effective total program will eventually require more coordination of current Departmental functions with Health, Mental Hygiene, Vocational Rehabilitation, Education, etc.
- D. Direct an investigation of changing concepts as to the nature of welfare and correctional services. Changing conditions place changing demands on personnel and facilities, especially with regard to juvenile and adult offenders both in correctional institutions and at large, and with respect to chronic welfare recipients. Studies in this important area would key in with formulation of goals and evaluation of results.

CONCLUSION

The essence of this report may be summarized in five main points:

- (1) Virginia has an unusual opportunity to demonstrate that the roots of poverty and crime grow in pretty much the same kind of soil and are vulnerable to purposeful, unified attack;
- (2) This opportunity exists because Virginia already has an experienced group of able and dedicated people working hard in agencies of government, through private institutions, and in business for social and economic stability;
- (3) It exists because Virginia's specific efforts aided by other favorable factors have held the rise of crime and various forms of social maladjustment to a slower pace than in many other states, although problems are rising in frequency;
- (4) It exists because, with so strong a base on which to build, the input of additional resources (where needed) and more effective use of the existing organization (where possible) can increase more than proportionately the output in terms of results;
- (5) It exists because additional resources can be used to gather and analyze data and information on a broad and continuing basis to give Virginia's social problem analysts and policy makers more and better information with which to guide programs toward maximum effectiveness.

Two final, fundamental points need to be emphasized, and these views are solely attributable to the authors of this report. As with opinions and judgments expressed elsewhere, they can *not* be ascribed to any other persons or groups. Discussions with the Study Commission, with officials of the Department and its related Boards, and with others contributing information toward the research underlying this report, dealt only with the specific problem areas already discussed.

BASIS OF SOUND PHILOSOPHY

First, the most important realities of any society are its deepest and most fundamental beliefs. What people *really* believe determines what

they are and what they do. This is why a definite social philosophy, developed to deal as explicitly as possible with the existence of privation and crime, is such an important prerequisite to effective action. A society which *really* believed and accepted basic Judeo-Christian principles would spawn few problems or "problem people". The political and social principles implicit in the Judeo-Christian tradition were accurately and forcefully stated by the patriots who founded our country, many of whom were also builders of the social, political and economic institutions of Virginia. One school of modern social comment, unfortunately and with much implicit danger, regards expressions of patriotic idealism as "corny" or even hypocritical.

The authors are aware that a small segment carries this line of thought even further and seems bent on discrediting the applicability of the philosophy of men like Washington and Jefferson to the modern American scene. Their philosophy, it is said or implied, was little more than a guide to aristocratic exploitation. At best such a point of view thoughtlessly dismisses deeply significant deeds and ideas, that illustrate better than almost any other source the relationship between the beliefs and accomplishments of free people. This is mentioned mainly to illustrate very briefly the extent of philosophical confusion that can exist.

Although the patriots of the American Revolution were limited by primitive communications and other special aspects of their time, the truths which they held to be self-evident constitute an essentially valid set of principles for the guidance of any free and responsible people seeking to govern themselves effectively. At the heart of these principles are the rights of individual citizens to enjoy life, liberty and the pursuit of happiness, to be free and equal in the eyes of the law, and to be respected by their fellow citizens, at least until such time as they prove by their own individual acts (not by implication or association) that they do not deserve that respect.

Modern society appears in many ways to show less and less regard for individuals. If this is a trend, it must be reversed. Each citizen must be accorded the full rights and privileges of citizenship and must be free from artificial barriers which restrict personal development and participation. A stronger philosophy for all Virginia's citizens and a specific philosophy for human services could have no more solid foundation than the single concept of personal freedom. Fully defined and thoroughly explored in its far-reaching social, economic and political ramifications and in its stern requirements of mutual respect and responsible behavior, Liberty is a whole philosophy wrapped in a single word.

NEED TO PROTECT THE INNOCENT

The second final point in need of emphasis is that sometimes abnormal human nature violently resists the gently persuasive approach. There is still much to learn about the responses of distorted personalities in various age groups to various kinds of treatment. But within reasonable limits, knowledgeable and experienced workers in both welfare and corrections should be free to use, based on their professional knowledge and experience, whatever methods and treatments they believe to be most likely to achieve desired results in any given situation. Law-abiding citizens, furthermore, deserve full protection under the law, and ways should be found (perhaps through entirely new kinds of local or personal alarm systems) to give such protection. Law enforcement officers and welfare and correctional workers should receive more training calculated to develop their ability to use maximum imagination in dealing

with the difficult and frequently dangerous situations that confront them almost daily. When imaginative methods fail, however, neither the law enforcement officer, the correctional worker (including juvenile corrections), nor the social worker should be unduly hindered by specific legislation from doing his duty as he sees it.

This is admittedly a most difficult balance to establish. The pendulum has recently swung in the direction of protecting the rights of lawbreakers, and leans far over toward welfare support as a right *regardless*. Perhaps the rights of criminals need fuller study and closer evaluation as against the rights of their victims. Perhaps the rights of welfare recipients need further study in terms of effects on personal responsibility, where this is clearly an issue. Answers to these questions, and many others, await broader knowledge and a generally understood, widely accepted philosophy.

