

**SERVICES TO YOUTHFUL OFFENDERS**

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**REPORT OF THE  
VIRGINIA ADVISORY LEGISLATIVE COUNCIL  
To  
THE GOVERNOR  
And  
THE GENERAL ASSEMBLY OF VIRGINIA**



**House Document No. 16**

**COMMONWEALTH OF VIRGINIA  
Department of Purchases and Supply  
Richmond  
1974**



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Interim Report  
on  
Services to Youthful Offenders  
of the  
VIRGINIA ADVISORY LEGISLATIVE COUNCIL  
to the  
Governor and General Assembly

December 27, 1973  
Richmond, Virginia

To: THE HONORABLE LINWOOD HOLTON, *Governor of Virginia*  
and  
THE GENERAL ASSEMBLY OF VIRGINIA

At the 1972 Session of the General Assembly, the Virginia Advisory Legislative Council was directed to study the system of planning for and delivery of services to youthful offenders and the need for improvements to the probation and parole system, for all offenders. This study was conducted pursuant to House Joint Resolution No. 133 as follows:

HOUSE JOINT RESOLUTION NO. 133

Directing the Virginia Advisory Legislative Council to make  
a study and report on planning for and delivery of services  
to youthful offenders and on probation and parole matters.

Whereas, as has been demonstrated, a need exists for comprehensive planning in the areas of rehabilitation of criminals, particularly in the cases of youthful offenders; and

Whereas, the probation and parole system plays a large part in such rehabilitation; and

Whereas, the methods employed with, and the laws relating to, such rehabilitation should be thoroughly studied; now, therefore, be it

Resolved by the House of Delegates, the Senate concurring, That the Virginia Advisory Legislative Council is directed to make a study and report on devising a system of comprehensive planning for and delivery of services to youthful offenders, and devising a system whereby the system of probation and parole of all offenders may be further improved. The Council shall not be limited to these matters, but shall consider all aspects of the problems relating to these subjects. The Virginia Probation and Parole Board, the Department of Welfare and Institutions, the Virginia State Crime Commission, the Division of Justice and Crime Prevention, the Council on Drug Abuse, and all other interested State agencies shall assist the Council upon requests. The Council shall complete its study and report to the Governor and the General Assembly no later than September one, nineteen hundred seventy-three.

Your Council appointed Senator Lawrence Douglas Wilder, of Richmond, to act as Chairman of the study. Senator Wilder, with the approval of your Council, appointed the following persons to serve as members of the Committee: Mr. France M. Brinkley of Richmond; Mrs. Virginia Crockford of Richmond; Mrs. Margaret Dungee of Glen Allen; Delegate Wyatt B. Durette, Jr., of Falls Church; Senator William E. Fears of Accomac; Mr. Anthony C. Gaudio of Arlington; Mr. Leonard W. Lambert

of Richmond; Reverend J. Fletcher Lowe, Jr., of Richmond; Senator William V. Rawlings of Capron; and Senator Stanley C. Walker of Norfolk.

The Committee held its initial meeting on August 8, 1972. At this meeting, Delegate Wyatt B. Durette, Jr., was elected Vice Chairman of the Committee. The Committee has met on a regular basis, since that date, to pursue its study.

Early in its study, the Committee determined that there was a definite need to obtain as much information as possible concerning the types of programs now being offered by the State to youthful offenders generally and all offenders by the probation and parole system. To this end, the Committee invited each State agency involved in the planning for and delivery of services to youthful offenders and in the probation and parole system to appear before the Committee. At the Committee's meeting of September 12, 1972, representatives of the Division of Drug Abuse Control, the State Department of Education, the Department of Mental Health and Mental Retardation, the Division of Justice and Crime Prevention, the Probation and Parole Board and the Division of Youth Services of the Department of Welfare and Institutions appeared before the Committee. Each speaker gave a presentation on the services provided by his respective agencies and answered questions posed by the members of the Committee. In order to obtain an overview of the planning for services to youthful offenders, the Committee devoted an entire meeting to a presentation by Mr. Otis L. Brown, Secretary of Human Resources.

After hearing from the State agencies involved in planning and delivering services, the Committee felt that it should tour some of the facilities mentioned at its previous meetings to determine how these facilities were operating their programs. To this end, the Committee devoted several of its meetings to tours of selected institutions and facilities. The Committee visited the Adolescent Clinic, the Methadone Clinic and Rubicon East (a drug abuse treatment facility in Richmond.) On this same day, the Committee visited the Bon Air Reception and Diagnostic Center and the Bon Air School for Girls. On another tour, the Committee visited the Southampton Correctional Farm in Capron. These visits were very informative and enlightening to the Committee.

In early spring of 1973, the Committee determined that it would be an impossible task to review all the programs concerned with youthful offenders. At this same time, Mr. William Stephenson of the Division of Justice and Crime Prevention suggested that Law Enforcement Assistance Administration funds would be available for a comprehensive study of the system of planning and delivering services to youthful offenders and the probation and parole system.

Realizing that the Virginia State Crime Commission had been directed to make a study similar to the Committee's study, Senator Wilder contacted the Commission about conducting a joint study with the Law Enforcement Assistance Administration funds, it was agreed that a comprehensive study would be conducted jointly.

At the suggestion of Mr. Stephenson, the Committee interviewed the John Howard Association of Chicago as a possible agency to conduct such a study. The Association is a private nonprofit agency devoted to the prevention and control of delinquency and crime. The Association has conducted a similar study for the state of Maryland and numerous other state and local governments concerning the administration of justice. The Association employs professionals who are active in their respective specialties to conduct the actual study.

In early October of this year, the Association began its study. The scope of the Association's study includes the following:

(A) Provide inventory, evaluation and recommendations on prevention, law enforcement, court, care and custody, and aftercare services to youthful offenders;

(B) Develop a long-range master plan which describes goals, objectives, functions, programs, manpower and facilities, and their organization and administration;

(C) Provide a cost-analysis of present programs and alternative approaches;

(D) Provide specific legislative proposals;

(E) Analyze the various methods which are used for the diagnosis and treatment of youthful offenders;

(F) Suggest ways to establish a system of measuring program performance; and

(G) Examine concepts for diverting youthful offenders from the correctional system.

Realizing the magnitude of the Association's study, it was understood that the report of the Association would not be available until January 15, 1973. Since the life of this Committee expires with the opening of the 1974 Session of the General Assembly, your Council respectfully requests that its study be continued until September one, nineteen hundred seventy-four, in order to review the findings and recommendations of the John Howard Association and to make recommendations of its own to the Governor and General Assembly.

A resolution requesting an extension of the study is appended to this report.

Respectfully submitted,

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Lewis A. McMurrin, Jr., *Chairman*

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Willard J. Moody, *Vice-Chairman*

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Russell M. Carneal

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Joseph V. Gartlan, Jr.

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Jerry H. Geisler

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Arthur R. Giesen, Jr.

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Edward E. Lane

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C. Hardaway Marks

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Stanley A. Owens

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William V. Rawlings

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D. French Slaughter, Jr.

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James M. Thomson

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Lawrence Douglas Wilder

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Edward E. Willey

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SENATE JOINT RESOLUTION NO. —

Directing the Virginia Advisory Legislative Council to continue its study on the planning for and delivery of services to youthful offenders and on probation and parole matters.

Whereas, House Joint Resolution No. 133 of the 1972 Session of the General Assembly directed the Virginia Advisory Legislative Council "to make a study and report on devising a system of comprehensive planning for and delivery of services to youthful offenders, and devising a system whereby the system of probation and parole of all offenders may be improved;" and

Whereas, a Committee of the Council undertook this study and determined it would need more expertise for such a comprehensive study; and

Whereas, with the assistance of federal funds, the Council and the Virginia Crime Commission employed the John Howard Association, a nonprofit consulting agency in the administration of justice field, to conduct a study; and

Whereas, the findings and recommendations of the Association will not be available until January 15, 1973; now, therefore, be it

Resolved by the Senate, the House of Delegates concurring, That the Virginia Advisory Legislative Council is hereby directed to continue its study on devising a system of comprehensive planning for and delivery of services to youthful offenders, and on devising a system whereby the system of probation and parole of all offenders may be further improved. The Council shall not be limited to these matters, but shall consider all aspects of the problems relating to this subject. The Virginia Probation and Parole Board, the Department of Welfare and Institutions, the Virginia State Crime Commission, the Division of Justice and Crime Prevention, and all other interested State agencies shall assist the Council upon request. The Council shall complete its study and make its report to the Governor and the General Assembly no later than September one, nineteen hundred seventy-four.

