

SERVICES TO YOUTHFUL OFFENDERS
REPORT OF THE
VIRGINIA ADVISORY LEGISLATIVE COUNCIL
To
The Governor
And
The General Assembly of Virginia



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SERVICES TO YOUTHFUL OFFENDERS
REPORT OF THE
VIRGINIA ADVISORY LEGISLATIVE COUNCIL

Richmond, Virginia

October 15, 1974

TO: Honorable Mills E. Godwin, Jr., Governor of Virginia

and

The General Assembly of Virginia

INTRODUCTION

The Virginia Advisory Legislative Council Committee to Study Services to Youthful Offenders was organized and is conducting its study pursuant to Senate Joint Resolution No. 17 of the 1974 Session of the General Assembly. That Resolution is as follows:

SENATE JOINT RESOLUTION NO. 17

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 were not available until January fifteen, nineteen hundred seventy-four; 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 is further directed to study the entirety of Chapter 8 of Title 16.1 and the function of the Division of Youth Services, and to recommend such changes and revisions of the law and the Division as to it may seem proper.

The Council shall complete its study and make its report to the Governor and the General Assembly not later than September one, nineteen hundred seventy-five.

HISTORY

The Council originally organized the study of services to youthful offenders pursuant to House Joint Resolution No. 133 of the 1972 Session of the General Assembly which directed a study of the planning for and delivery of services to youthful offenders and the need for improvement to the probation and parole system for all offenders. Pursuant to this Resolution, the Council appointed Senator Lawrence Douglas Wilder, of Richmond, to act as Chairman of the study. Senator Wilder, with the approval of the 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 Fredericksburg; Mr. Leonard W. Lambert of Richmond; Reverend J. Fletcher Lowe, Jr., of Richmond; Senator William V. Rawlings of Capron; and Senator Stanley B. Walker of Norfolk.

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, and to all offenders generally, 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 members. After hearing from these State agencies, 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.

In early spring of 1973, the Council decided that it would be an impossible task to review all the programs concerned with youthful offenders. In conjunction with the State Crime Commission and by

the use of Law Enforcement Assistance Administration funds obtained through the Division of Justice and Crime Prevention as well as funds of the Council and the Commission, a study of the delivery of services to juvenile and youthful offenders and the probation and parole system was conducted by the John Howard Association. Realizing the report of the Association would not be available until February of 1974, the Council submitted an interim report requesting an extension of the study to review this report. The request for extension was approved by the General Assembly.

On February 15, 1974, the John Howard Association submitted its report to the Council and the State Crime Commission. Since that date, the Committee has met on a regular basis to consider the proposals contained in the Association's Report. In order to undertake this review, the Committee studied various parts of the Report by use of subcommittees.

Since the organization of this Committee and the submission of the John Howard Association Report, some changes for the better have been made in the corrections system. The innovative programs, which have been recently implemented, have resulted from the public interest, attention of the news media, and the action of the executive and legislative branches of government. The Virginia General Assembly passed two bills which have had a direct effect on this process, and increased its budget allocation for the strengthening of the Division of Probation and Parole. The first bill separated the Department of Corrections from the former Department of Welfare and Institutions. The second bill created the Rehabilitative School Authority to administer all educational programs within the Department of Corrections. As a result of the former bill, the Department of Corrections is now able to act with an independence which it has not had in over twenty years.

The Council would like to take this opportunity to commend the Division of Youth Services for implementing a number of the recommendations of the John Howard Association. For example, several of the juvenile institutions are being converted to coeducational facilities. The reception and diagnostic function for the entire State at the Reception and Diagnostic Center at Bon Air is slowly being phased out. There are plans to provide more individual rooms in place of the present dormitory living arrangements. The Council realizes, however, that there is much more work to be done before the juvenile offenders can be given the treatment and rehabilitative services needed to make them productive citizens of this Commonwealth.

FINDINGS AND RECOMMENDATIONS

A. GENERAL ADMINISTRATION

The Council recognizes the various problems existing in the administration of the State correctional system and the need for reform. Noteworthy is the fact that some reform has been attempted, one outstanding example being the effectuation of a

separation by the General Assembly of the Division of Corrections from the Department of Welfare and Institutions. The suggestions for administrative reform in the John Howard Report which appear to the Council to have substance are presented hereafter.

The Council has considered the manner in which correctional facilities are planned to fit into the overall concept of the corrections system and the site chosen for a particular facility. The Council recommends more stringent guidelines be observed in the planning of and selection of sites for State correctional facilities since the needs of the incarcerated should be the first consideration. The priority of site selection should be based on the function and mission of the institution. In at least one case brought to the attention of the Council, the site of a correctional facility was chosen "upon the criteria of who wanted it rather than where the facility ought to be." (John Howard Report, Page 7). While the State has to be sensitive to the desires and needs of the local communities, there are circumstances in which the needs of the entire Commonwealth must override the sentiments of the community. The Council strongly urges that special consideration be given to the use of existing facilities before new facilities are built. In regard to such use of existing facilities, the Council believes that it is imperative that the Department of Corrections utilize the potential of the existing space.

The present plans of the State envision the construction of a new facility to serve as a reception and classification center for adult offenders. The Council urges that serious consideration be given to the need for such a functional center. It should be noted that the John Howard Association feels that if the probation and parole system were to be upgraded, then a separate, newly constructed reception and classification center is not needed. If it is determined by further study that such a center is needed, the State should consider the use of an existing facility. If it is unsuitable to use an existing facility, the Council recommends that the site be selected based on the specific needs of those to be incarcerated.

The John Howard Association Report suggests that there should be created a Department of Youth and Adult Offender Services under a separate Secretary of Human Affairs, and they give various arguments to support this, such as a claim that the top level administrative staffs are overwhelmed by their duties and deficient in their skills. The Council recognizes that the 1974 Session of the General Assembly took action to implement this suggestion by creating the Department of Corrections and feels that this Department should be given an opportunity to function in its new role.

Many of the other administrative suggestions included in the John Howard Report are already being implemented by the Department of Corrections. These include improving the records system and reporting of records, the discontinuance of the management training program at the University of Richmond, the upgrading of educational and experience requirements of personnel, especially supervisory personnel within the corrections system, the development of more adequate space for the Department of

Corrections, the elimination of hiring barriers, and retention and promotion of members of the minority groups.

The Council recommends that the following suggestions of the John Howard Report be implemented:

1. In order to attract more adequately trained persons into positions of responsibility, the job descriptions for those to be hired in the corrections field should include a suggested qualification of a Master's degree along with a substantial upgrading in salaries in order to enhance the competitiveness of the Department. The suggested degree qualification should not be mandatory since it could possibly eliminate other persons with good experience and background. Regarding differential in salaries, the Council believes that a distinction should be made between one with a Master's degree, for example, and one without such a degree and that compensation should be based on the level of education as well as experience.

2. The Council agrees that the probation and parole staff is too small and recommends that funds be provided in the next budget to add more adequately trained personnel to the staff, before any more than one medium facility be built. This increase in staff is being accomplished to a certain extent at the present time by the addition of probation and parole personnel in each of the Juvenile and Domestic Relations District Courts and General District Courts.

3. Statistics show that although black youth only comprise 22% of the youth population they account for 47% of the new commitments to the Division of Youth Services, and for 61% of recidivists to the correctional system. Even more startling is the fact that 69% of the blacks, as compared to whites, are felony commitments. Therefore, the Council feels that a program should be developed to provide a greater concentration on developing resources for prevention, diversion and treatment for the black youth population at the community level. This is being accomplished now to an extent by the Division of Youth Services. Training programs for persons involved in the criminal justice system should provide a greater understanding of the problems of black youth. It is further suggested that the Division of Youth Services continue to increase the proportion of black personnel in various components of the criminal justice system working directly with black youth.

To the extent that the State Crime Commission through its Capital Outlay Committee has conducted a space utilization study of existing adult correctional facilities in order to determine current and future needs, the Council feels that this report answers the concern of the John Howard Association regarding the need for an indepth space utilization study. (See Appendix II).

B. JUVENILE OFFENDERS

The study made by the John Howard Association on juvenile services brought to light the urgent need for a complete revamping and reorganization in this entire area. The Report placed great

emphasis on the complexity of administration and financing of juvenile justice services in Virginia, the lack of uniformity existing throughout the juvenile judiciary system and the lack of a uniform reporting system concerning juvenile arrest and detention. The Council agrees with the Association's Report that there is a need for extensive development of the educational program for juveniles within the system. The Council also agrees that there is a need for specialized law-enforcement officers concerned primarily with arrest, detention and referral of juvenile offenders.

As of this reporting date, a task force composed of eleven members appointed by the Council is considering revision of the juvenile code and appropriate recommendations concerning the Division of Youth Services in the Department of Corrections. This study will include the following:

- A. Uniform rules of procedure
- B. Detention and jailing
- C. Jurisdiction
- D. Probation and commitment
- E. Financing and administration
- F. Training and rehabilitation
- G. Recordkeeping
 - (1) type of offense
 - (2) length of stay
 - (3) release, probation and commitment.

The Council agrees with the recommendation of the John Howard Association Report that no new construction for detention beds for juvenile offenders should be approved without a definite showing of need, since it appears that Virginia already has more than the total number of beds needed on a statewide basis. Any detention construction should be for purposes of bringing about a better distribution of space and for improvement of inadequate facilities rather than increasing total capacity. The Council is continuing to study alternatives to detention, and implementation of its recommendations in the final report should substantially reduce the detention rate.

The law should be amended to require each jail and police lockup to report to the State Board of Corrections data concerning each juvenile admitted. The following is suggested as information which may be required:

Upon admission: Name, date admitted,
age, sex, race, offense,
admitting authority.

Upon release: Releasing authority, length of stay,
and to whom or to where released.

In order to accomplish this change, the Council supports House Bill No. 995, as amended, which was carried over from the 1974 Session of the General Assembly. (See Appendix III). This bill provides for mandatory reporting of arrests and convictions of juveniles. The system proposed by the bill would assist in the evaluation of rehabilitation and treatment programs provided to individuals committed to the Division of Youth Services.

There is a need for reduction in the institutional care of delinquent children in Virginia. The Council suggests the following for implementation of this recommendation:

1. Reduction in the number of commitments;
2. Shortening of the period of detention.

The Council trusts these proposals will be carried out by better diagnostic assessment at the community level and by making full use of the five million dollars projected by the Division of Youth Services for probation houses and community residential treatment centers. The Council feels that none of these funds should be used for the expansion of present training schools.

The Council is concerned about the number of juveniles being sent out of State for treatment by the Division of Youth Services and questions this practice. Last year, approximately seventy juveniles were so sent. It is the opinion of the Council that the materials furnished it by the Division of Youth Services are too vague and incomplete on which to base any recommendations. Consequently, the Council strongly urges that the Division conduct a requisite study to better enable the Council to inform citizens of the Commonwealth as to how their moneys are being spent on such services.

Concerning institutional facilities of the Division of Youth Services, the Council is generally encouraged by the innovations in certain institutions. However, reports still persist of the use of corporal punishment which is deplored by the Council. It is encouraging to note that certain institutions are coeducational after many years of sexual segregation. In addition, children in institutions are being placed according to their peer group. The Council is concerned about the incidence of runaways and recommends that the Division of Youth Services explore alternatives to security cottages and report to the Council at the earliest possible date.

Although there have been many commendable advances, the Council realizes that there is still a great deal to be done in order to provide the needed treatment and rehabilitative services.

The Council recognizes the fact that the facilities at the Appalachian Learning Center are outmoded and in a terrible state of disrepair. It is therefore recommended that this facility be closed as

soon as possible. It is recognized, however, that such a facility would serve an important function in the juvenile corrections system as it has in residence those juveniles who cannot be mixed with the general population because of the more serious nature of their offenses and their ages, i.e., ages sixteen to nineteen. The Council understands that the Department has facilities available in which these youth may be accommodated at the present time and urges that their recommendation to close Appalachian Learning Center be effectuated immediately.

The Reception and Diagnostic Center for Children at Bon Air should be phased out as a central receiving center for juveniles from throughout the State and should be used as a multi-purpose center to include a regional treatment center. Devoting an entire institution to diagnosis has proven an ineffective and unwarranted method of assessing juveniles. Also, due to its size and the numbers served, there has been a high incidence of runaways. It is felt by the Council that the physical plant is too well structured to be eliminated and could best be utilized as a training center for corrections personnel and a specialized treatment center for those juveniles requiring more sophisticated services.

The Council commends the General Assembly for creating an independent school division within the Department of Corrections which will provide accreditation, visibility and inter-school division benefits in the future. While it commends the creation of such division, the Council questions the make-up of the Board as it is aware that this is the only school division where the policy-making board has among its members agency administrators. It is apparent that those who implement the policy should not be the ones to create such policy. The Council, therefore, recommends that the statutory language dictating the composition of the Board be changed to allow for the inclusion of additional representative lay members to replace administrative agency members, who in turn would serve as ex officio advisory members. The Council feels that this school division will result in the following:

- A. A uniform educational budget for all institutions.
- B. Educational administrative staff necessary to operate the educational programs properly.
- C. Public involvement and influence over school programs through policy formulation by a school board.
- D. Increased eligibility for federal and State aid to education.

The Council feels that every police department should have someone trained to handle juvenile problems and human relations. Also, a standard procedure should be established in the training program of every police officer concerned with the handling of juvenile cases. The Criminal Justice Officers Training and Standards Commission already has the function of providing standards for the training and education of law enforcement officers, and this Council urges the Commission to include this recommendation in its standards.

In Virginia, the primary responsibility for treatment and rehabilitation of juvenile offenders lies with the Division of Youth Services. As has been stated heretofore, improvements have been made in the methodology used in dealing with and treating juvenile offenders; however, the Division could make additional changes which would make it more effective in dealing with juvenile delinquency in the Commonwealth.

The top priority of the Division should be a comprehensive in-service training program for its personnel. This program should include objective evaluation of its results to determine its effectiveness. Special emphasis should be placed on providing supervisory training for all supervisory personnel in the Division to enable them to have the skills necessary to be effective. A continuous training program should be instituted which would relate the juvenile offender to his particular problem situation. All training should be pointed toward skill development. The Council is encouraged to note that more emphasis is being placed on training with the possible use of a part of the Reception and Diagnostic Center at Bon Air as a training academy.

The Council urges the Division to be more aggressive in identifying and solving problems within its programs. The Council also requests that the Division review its priorities and objectives with a view toward a substantial reduction in the use of institutions as the treatment modality for juvenile offenders. It further suggests that consideration be given to establishing age eleven as the youngest age for institutionalization of juveniles. Special priority should be given to the development and use of non-institutional programs to divert juvenile offenders from the institutions. The Council, as a part of its continuing study, will be reviewing the diversionary programs needed and their costs.

Finally, the Council urges the Division to implement a program for review of treatment modalities which is based on a cost/benefit ratio. The modalities with the lowest cost and the greater effectiveness should be used by the Division. All modalities used should be based on the achievement of clearly defined objectives. To do this, the Division should develop specific objectives for each modality and for its program as a whole. The Division and the State must realize that the treatment and rehabilitation of juvenile offenders requires a high degree of sophistication in its management and support services and that adequate funds must be made available to assure this sophistication.

C. YOUTHFUL OFFENDERS

The Council considered the question of fully implementing the youthful offender law. In its deliberations, it was determined that certain questions would have to be answered concerning the present law and in regard to the recommendations submitted by the Association and the Department of Corrections.

The present law provides that the judge or the jury, in certain cases involving crimes committed by a person under the age of 18 who is tried as an adult or by a person between the ages of 18 and

21, may sentence such person to an indeterminate sentence at a special institution which provides rehabilitative services. As presently written, the law states that a person classified as a youthful offender may be committed, in lieu of other penalty provided, for a period of four years with an initial period of confinement of not more than three years and parole of not less than one year. The youthful offender cannot be committed under this law more than once. Although the judge or the jury may commit a person under this law to the youthful offender facility, the Department may, after testing and evaluation, determine that such person should be confined at another institution.

The John Howard Association recommends that the present law ~~be changed to provide that~~ all persons who may now be committed under the youthful offender law shall be committed under such law, unless commitment is waived after a hearing and good cause is shown. The Association also recommends that the Department's discretion to place an individual in an institution other than the youthful offender facility be eliminated, with a few exceptions. In order to implement the present law with these changes, the Association recommends adequate funding to provide for the diagnostic and rehabilitative functions. The Council agrees that the Youthful Offender Law should be implemented with the following changes:

1. If the Department should decide to commit the youthful offender convicted under the youthful offender law to other than the institution designated by law to house such an offender, then it should furnish to the Director of the Department of Corrections and to the judge under which the commitment was made a written statement of the reasons for not assigning the individual to the youthful offender institution.

2. A misdemeanor sentenced under the youthful offender law who is not deemed suitable for the youthful offender institution should serve a sentence of not more than one year. It is unjustified to maintain a law which allows a youthful offender who has committed a misdemeanor to serve a sentence in other than a youthful offender facility which could be greater than the penalty ordinarily provided for such an offense.

3. The reception and diagnostic function should be kept physically separate from the rehabilitative function.

The Youthful Offender Law presently requires "programs and facilities for counseling, education and vocational training designed for the rehabilitation of prisoners" (§ 63.1-128.2(a)) and "facilities for the study, testing and diagnosis" (§ 53-128.2(b)) at a facility for confinement of the youthful offender.

In its report, the John Howard Association recommends conversion of Southampton Correctional Farm into a youthful offender facility. The Council agrees that a youthful offender facility should be provided but not as a result of replacing a necessary and proven program. In rejecting conversion of Southampton Correctional Farm, the Council considered several factors.

According to the Youthful Offender Law, the youthful offender population could not be mixed with the present Southampton population in order to convert the facility, and the Council recognizes that it would be a most difficult task, if not an impossible one, to accomplish this type of segregation. Such being the case, the only alternative would be to transfer all present Southampton inmates (over 600) to other institutions. Southampton Correctional Farm provides a unique service to a specified group of young adult first offenders up to the age of twenty-three, although there are some in the system that are older, and it is felt that if Southampton were converted it would have to be replaced itself. Southampton has proven its effectiveness since its establishment in 1937, and the Council feels that this type of facility is as important in the system as a youthful offender facility would be. Therefore, the Council recommends the building of a new youthful offender facility, as they conclude that there is no appropriate, existing institution in which to implement the Youthful Offender Law. There should be adequate funding for such implementation. (See Appendix IV).

The Council recommends that, initially, this new facility should house around 300 inmates, but should have a capacity of approximately 500. The Council recognizes the importance of studying any newly proposed program and anticipates that, after such a study, the facility could house up to its capacity. Also, after such a recommended study of approximately three years, evidence may indicate that the youthful offender up to age 25 could be served by the facility. If such were found to be the case, the Council recommends that there be an incremental increase up to age 25.

The Council realizes that, if the Youthful Offender Law were employed in all eligible cases, there would not be adequate space for all in any facility. It concludes, however, that the law would not be employed in every case and that such facilities as Southampton Correctional Farm would continue to function as the appropriate facility for many youthful offenders. (See Appendix IV). To further alleviate the problem of the growing population in institutions, the Council recommends implementation of community service programs, where possible. Such programs will be the subject of further study by the Council.

The Council agrees that there is merit in having a youthful offender reception and diagnostic facility in close proximity to an existing facility such as, for example, the facility at Southampton Correctional Farm. In keeping with the Youthful Offender Law, such populations in different institutions should not be mixed.

In 1973, figures indicated that 63 women would have been eligible for commitment under the Youthful Offender Law. The Council believes that the recommended youthful offender facility should house the female youthful offender as well as the male youthful offender. Females should be afforded the opportunities and benefits of the special staff and programs which would be provided at a youthful offender facility. Furthermore, a major purpose of the Youthful Offender Law is to separate the youthful offender from the adult offender, and to accomplish this for the female youthful offender, it would require that she be placed in the proposed

youthful offender facility, as there exists no viable alternative. *Senator Rawlings stated that he did not agree that the youthful offender institution should house women. He said that he believed this would cause more problems than it would solve.

In summary, the Council recommends implementation of the Youthful Offender Law and proposes that this be accomplished through the building of a youthful offender facility. It is the Council's feeling that "making do with what we have", through replacing one necessary institution (Southampton) with another, would only fill one void by creating another in the corrections system.

D. ADULT PROBATION AND PAROLE

There have been many administrative problems that have faced the Probation and Parole System in Virginia for many years. Efforts are now being made to implement a new reorganizational plan which should clearly delineate specific areas of responsibility from top-level, mid-level and low-level management. The Probation and Parole System has had a low visibility profile which has hindered its viability as a responsive organization. This low visibility profile, the limited funds, and the limited personnel are factors that have contributed to inadequate service to clients and to the probation and parole system as a whole. More importantly, the system's problems have been the lack of clearly defined goals and objectives, the lack of positive principles of management, "crisis" planning and, above all, poor leadership which has made the Probation and Parole System a poor commodity to sell to the community and to the General Assembly.

In regard to administration and organization of the Probation and Parole System, there is a reorganization plan in existence. (See Appendix V). It is an improvement, but it does have its shortcomings as well.

The system has lacked an automated data processing division for many years; unfortunately, it is not included in the reorganization plan. In conjunction with the lack of an automated data processing division there has been little or no planning to develop and implement sophisticated automated word processing to reduce the man hours spent on bureaucratic manual word processing procedures which has inhibited administrative efficiency in the system as a whole. The Council acknowledges that this proposal is presently under study by the Department of Corrections for the entire Department.

The Council compliments the Parole Board for its recent efforts to advise parole applicants promptly of the Board's decisions and to include reasons for the decisions. It hopes that this policy can be expanded to include recommendations as to what the inmate might do in the future to improve himself and enhance his possibilities for favorable consideration at a subsequent time. The Council cannot, however, agree to the John Howard Association's recommendation that the Board render this decision at the time of the hearing, since it believes that there may be many circumstances in which some

time should be allowed for reflection and evaluation of the many factors that must be considered, particularly if the Board is to make recommendations for future behavior and to elaborate fully and understandably on the reasons for its decision. Consequently, the Council recommends that a time limit such as two weeks be set within which the Board must advise the applicant of its decision, the reasons for that decision and the recommendations as to future programs into which the applicant might enter and remedy the defects found by the Board on this occasion. The Council realizes completely that until a broader range of rehabilitative opportunities is available that the Board's advice as to future activities of the applicant seem somewhat abbreviated; nevertheless, the applicant should not only be told what he has done wrong, but, also, what he might do that is right.

It is inconceivable why there is a necessity for static caseloads regarding parolees. The Probation and Parole Board has the ability to discharge a parolee at any time prior to his expiration date. Requiring the parolee to serve all of his remaining time of his original sentence on parole supervision is needless and a total waste of man-hours. Many states have adopted early parole release from supervision, thus reducing needless static caseloads. For example, in the State of West Virginia all parolees are discharged at the end of eighteen months, regardless of the offense. The Council recommends that long-term parolees be considered for discharge based on positive personal and social adjustment and compatibility with the public interest.

The Council feels that it is imperative that a comprehensive misdemeanor probation service with diversion programs be implemented as soon as possible in the State. At the present time those jurisdictions having misdemeanor probation services of any consequence have proven to be highly successful. It is possible that the reason many misdemeanor incarcerated offenders are not considered for parole is the fact that there is no information made available to the Parole Board.

In Virginia, we have twenty-three probation/parole districts and each one functions more or less autonomously. One of the principle reasons for this somewhat autonomous approach has been the lack of leadership at the top, poorly defined goals and objectives in areas of responsibility, and, above all, the inability to provide delivery systems to respond fully to the problems and needs of the field staff. There have been some significant changes to bring about uniformity in training programs both for the new and veteran officers, especially in the establishment of a statewide training supervisor program.

There is no question that there is an obvious lack of diversified treatment techniques being used by the field staff. It is felt that the principle factors for more districts not using diversification in their treatment modalities have been the lack of trained officers and the lack of time to try diversified treatment techniques because of high caseloads and investigative loads. Another important factor affecting diversified treatment techniques has been that in some districts emphasis has been more on surveillance rather than on

treatment and casework counseling. It should be noted that some districts have implemented group counseling programs. For example, District 10 Probation/Parole Office, Arlington, has been running group counseling sessions for the last four years. The group counseling program involves both general and specialized groups. In order to expand the group counseling program, one probation officer with considerable group counseling experience has been training other officers to run groups.

The District 10 Probation/Parole Office has also developed an experimental project on Differential Caseloads/Differential Investigative Load based on the team management approach. (See Appendix V). The project was presented to the Board, and it was unanimously approved for implementation for six months as a demonstration project for possible statewide use. The project involves the establishment of six teams of three officers each and every officer will be responsible for handling an intense, normal and ideal caseload. There will be two specialized teams that will handle primarily pure drug and pure sex cases. Each team will be provided with a student intern support unit which will do all of the preliminary casework preparation for the officers, thus freeing them from many burdensome tasks and allowing the officers more time to do casework. The use of the team approach in a differential caseload supervision will provide decentralized decision making, affording the officers in the team greater flexibility and control in management of their respective caseloads within the established policy and procedural guidelines. The officer is in a better position and should have a better grasp of the need requirements concerning supervision or counseling. The teams will classify and reclassify cases for differential caseload placement and follow-up with the minimum requirements for each designated differential caseload—ideal, normal and intense. Built into the project will be an efficiency rating system which will provide significant measurements as to the client's progress, conduct, and attitude during his probation/parole term. This efficiency rating system is also based on committee decision-making and it is subsequently signed by the client. This project should provide the incentive to reduce caseloads among probationers and parolees. Another important objective is the incentive and motivation for the client to obtain an early discharge from probation or parole based on positive personal and social adjustment.

In order for the officer to balance his role as a surveillance agent, caseworker, and a treatment agent, it is imperative that new approaches interrelating differential caseloads with differential investigative caseloads to maximize the officer's time be implemented to maintain role balance. Therefore, a differential investigative load ratio plan was worked out in the following manner: for every two investigations given the intense caseload officer, six and ten investigations would be given to the normal and ideal caseload officer. To provide a balance between the simple and complex investigations, a point system is set up for all types of investigations to allow for better management of time for the officers to complete them. Essentially, the basic objectives to be achieved in the application of the differential caseload and the differential investigation load project based on team management

are as follows:

- (1) Maximized protection to the community of criminal activities of the probationers and parolees;
- (2) Increased time and attention to be devoted to intensive cases;
- (3) Supervision of each probationer and parolee in accordance with the service required; and
- (4) Sufficient time for the probation/parole officers to accomplish their required tasks.

Optimum caseloads are predicated on the belief that all judges and Parole Boards dispensing probation and parole will discharge each case at the optimum point of demonstrated personal and social adjustment. This belief can only be presumed to be more idealistic than realistic. There are just too many uncontrolled factors to be considered in determining optimum caseloads. However, if we can provide hard and fast measurements clearly indicating successful personal and social adjustment of the probationer and parolee, then and only then will early release be considered, thus resulting in manageable caseloads.

The Council feels that there is no question that in some instances the selection system presently used to hire probation and parole officers has worked to the detriment of minority applicants. There is a need for a comprehensive program to induce minority applicants to apply for positions in the Probation/Parole System.

There is a dire need to develop, implement and maximize the community supportive services program as an adjunct to the treatment and rehabilitation of offenders. Efforts have been made by several of the probation/parole districts to perform this function, but limited time and limited personnel to devote full-time service to this type of delivery system have been serious constraints.

District 10 Probation/Parole Office, Arlington, has had a community supportive service program fully operational for over a year, staffed by fully trained professionals and student interns. The program is designed to develop, implement and organize existing community supportive services as well as seek out new ones that will serve as a conduit for the probation/parole officers, aiding them to select and tailor these community supportive services to meet the treatment and rehabilitation needs of the client. By making use of all forms of communications media and public speaking engagements, the program has engendered community involvement and citizen awareness to the functions, duties and responsibilities of the probation/parole officers and their efforts to rehabilitate the client. The Probation and Parole Board has funded several federal grant program activities relating to the better use of community supportive services. In addition, it is now part of the overall training program for probation/parole officers to understand the need for and utilize community supportive services in treatment planning.

The Council agrees that the Probation and Parole Law should be

revised to allow greater flexibility in parole eligibility, especially for "long termers". Also, the Council urges that consideration be given to a merit system for parole eligibility by which an inmate could reduce his parole eligibility date by successfully participating in certain designated or rehabilitative treatment programs. In conjunction with greater flexibility, there may be a need for an indeterminate sentence law. The Council proposes that the General Assembly direct the Council to make a study of present laws governing sentencing for criminal convictions in Virginia. This study should focus on the present system of jury sentencing and the possibility of implementing an indeterminate sentencing law.

At present, a judge may order a pre-sentence investigation in any felony case. This should be changed to provide that a pre-sentence investigation be conducted in all felony cases as this is the core of the treatment process. The change would result in an estimated increase of twenty-five percent above the present number of investigations. The Council encourages the use of pre-sentence investigations in misdemeanor cases where the defendant may be confined in jail.

The Council is currently studying the possible effects of the restoration of civil rights to first offenders as it believes this to be a most important issue.

There is a necessity for a mandatory release law. High recidivism rates are generally the result of many of our inmates being released from our institutions without any form of supervision. The most critical period pertaining to readjustment in the community for released felons is usually the first six months. A mandatory release law in conjunction with post-release supervision, counseling and the use of community supportive services should markedly reduce the alarming recidivism rate.

Since this report was prepared, many of the recommendations of the John Howard Association and of this Council have been implemented within the Division of Probation and Parole, or are in the process of being implemented. (See Appendix VI).

E. VOLUNTEERS

There can be little doubt that the John Howard Association Report is absolutely correct in its observation that neither the Division of Youth Services, the Division of Probation and Parole nor the Division of Adult Services has nearly begun to utilize the volunteer potential that exists in the Commonwealth for the provision of services within the correctional system. The Division of Youth Services has established the position of volunteer coordinator and the Division of Probation and Parole Services and the Division of Adult Services are contemplating such action. The Council commends the Division of Youth Services and recommends that the other two Divisions and the Department of Corrections establish such position as well. In view of the importance the Council attaches to the utilization of volunteers, it recommends that the coordinator of volunteers report directly to the chief administrative officer of the division or department to which he is attached. The

Council also commends the Governor for establishing the position of State Volunteer Coordinator which will aid the Department of Corrections as well as other State agencies in utilizing the talents of volunteers.

Several states have already established volunteer programs. For example, there is a program in Lansing, Michigan, in which married couples act as volunteer group leaders to conduct counseling sessions with parents of children who have committed misdemeanors or felonies and who have been found within the pervue of the Juvenile Court. The parents are from different social and educational backgrounds, but they have one thing in common—their kids are in trouble. It is estimated that more than one-half of the parents do not care to attend, but since they are sent there pursuant to a court order they likewise do not wish to risk citation for contempt. There is nothing in Virginia that even remotely resembles this pioneering effort.

The proper training and management of volunteers is not something which can be treated casually nor accomplished successfully by the neophyte. It requires a proper understanding of volunteer motivation and capabilities and adequate training in the technique of developing and dealing with volunteers. Volunteers must be brought into the very core of correctional life and given assignments which will challenge their capacities. They cannot just be given menial tasks or they will soon lose interest and motivation.

The Council recommends that each major institution within the Department of Corrections should have a volunteer coordinator and there should be increased emphasis on developing new opportunities for volunteer service. Moreover, serious consideration should be given to providing additional incentives for volunteer participation, such as possible tax advantages, coverage under workmen's compensation and other State insurance programs, use of State vehicles and other facilities, payment of expenses, etc.

The Council has been made aware of the fact that the Juvenile and Domestic Relations District Courts in Portsmouth and in Fairfax have experimented to some extent with volunteers, the probation office in District 10 has shown considerable initiative and Offender Aid and Restoration offices throughout the State have demonstrated their capacity to improve the plight of many persons confined in local and State facilities. The Council recognizes the contributions made to the criminal justice system by these projects and urges more local as well as State participation in such programs.

CONCLUSION

As has already been noted, a task force has been appointed to conduct a study of the need for the revision of the juvenile code of this Commonwealth. The final product of that task force will be thoroughly reviewed by the Council.

In the remaining life of the Committee to Study Services to Youthful Offenders, three important issues will be addressed by it. The first is the need for prevention and diversionary programs at the community level in dealing with the problems of juvenile delinquency. The second is the role which the public school system should play in prevention of juvenile delinquency. The third is the coordination of delivery of services, both public and private, to youthful offenders and potential offenders.

Experience down through the years has shown that no more than 2.5% of the juveniles who commit a criminal offense need institutional treatment. At last count, 4.4% of such juveniles in Virginia were committed to institutions, i.e., training schools. The apparent reason for this is the lack of programs at the community level to provide treatment without institutionalization. Other states have used such programs very effectively. It is the feeling of the Council that community-based non-residential treatment should receive a higher priority. The Council also feels that greater use should be made of community-based residential care facilities such as probation houses and other such residential care facilities. An indepth study will be made of the need for such facilities and programs and how such facilities and programs should fit into the total State program.

The Council feels that a higher priority should be assigned to the prevention of juvenile delinquency. This can be done by improving services to youth, including coordination of existing services, identification of service gaps and the stimulation of needed additional services through public and private agencies. The continuing study will include a major emphasis on prevention programs.

The Committee of this Council will study the public education system with a view toward any changes needed to stimulate interest in the educational program by persons who are drop-outs and habitual truants. Particular attention will be given to the education achievement and adjustment of children committed to the State by the juvenile courts. High school drop-out rates, low levels of school achievement, and the lack of work skills have contributed to the increase in delinquency. The State's present educational goals and programs need to be reviewed in order that those groups of people mentioned above remain within and benefit from our educational system. The Council has concluded that it is far cheaper to prevent delinquency than to deal with it after it has become a pattern of established behavior.

Respectfully submitted.

WILLARD J. MOODY, CHAIRMAN

EDWARD E. LANE, VICE CHAIRMAN

GEORGE E. ALLEN, JR.

VINCENT F. CALLAHAN, JR.

ARCHIBALD A. CAMPBELL

JOSEPH V. GARTLAN, JR.

JERRY H. GEISLER

ROBERT R. GWATHMEY, III

C. HARDAWAY MARKS, JR.

LEWIS A. MCMURRAN, JR.

WILLIAM V. RAWLINGS

JAMES M. THOMSON

LAWRENCE DOUGLAS WILDER

APPENDIX I

A BILL to amend and reenact §19.1-295.2 of the Code of Virginia, relating to commitment to the Department of Corrections for a four-year period, indeterminate in character, in certain cases.

Be it enacted by the General Assembly of Virginia:

1. That § 19.1-295.2 of the Code of Virginia is amended and reenacted as follows:

§ 19.1-295.2. Same; initial study, etc., and ultimate confinement.—Every person committed to the Department under § 19.1-295.1 shall be confined first at the institution established under the provisions of Chapter 5.1 (§ 53-128.1 et seq.) of Title 53 of the Code of Virginia for fully adequate study, testing and diagnosis prior to a determination by the Department as to where such person shall be confined . *If the Department determines such person should be confined in other than a facility established under the provisions of Chapter 51 of Title 53 of this Code, a written statement giving the reasons for such decision shall be submitted to the Director of the Department and to the court which sentenced such person;* provided, however, that any such person may be committed to a mental hospital or like institution, as provided by law during such period or transferred thereto . ; ~~and provided, further, that females so committed shall be confined at the State Industrial Farm for Women for purposes of both initial study and ultimate confinement.~~

A BILL to amend and reenact § 19.1-295.3 of the Code of Virginia, relating to eligibility of release for certain youthful offenders.

Be it enacted by the General Assembly of Virginia:

1. That § 19.1-295.3 of the Code of Virginia is amended and reenacted as follows:

§ 19.1-295.3. Same; eligibility for release.—Any person committed under the provisions of § 19.1-295.1 shall be eligible for release following initial study, testing and diagnosis at any time prior to the completion of three years in confinement. The Virginia Parole Board shall have discretion to release such person upon a determination that he or she has demonstrated that such release is compatible with the interests of society and of such person and his or her successful rehabilitation to that extent. The Department and Parole Board shall make continuous evaluation of their progress to determine their readiness for release. All such persons, in any event, shall be released by the Parole Board after three years' confinement. *Any person committed under § 19.1-295.1 who was convicted of a misdemeanor and is determined to be unsuitable for the institution established under the provisions of Chapter 5.1, of Title 53 of this Code shall be released after one year of confinement or the maximum confinement for the misdemeanor committed, whichever is less.*

SENATE JOINT RESOLUTION NO.....

Directing the Virginia Advisory Legislative Council to conduct a study of sentencing for criminal convictions in Virginia.

Whereas, all persons who are tried by a jury for a criminal offense are also sentenced by that jury; and

Whereas, most modern criminal justice experts feel this practice is archaic and totally incompatible with a progressive criminal justice system; and

Whereas, there have been complaints for years of inconsistencies in sentencing practices of the judges in this Commonwealth; and

Whereas, there is a definite need to review the law of this Commonwealth concerning sentencing of criminal offenders and the practices in sentencing; now, therefore, be it

Resolved by the Senate, the House of Delegates concurring, That the Virginia Advisory Legislative Council is hereby directed to conduct a study of the sentencing laws of this Commonwealth and the practices and procedures involved therein. The Committee shall study specifically the need for indeterminate sentencing in Virginia. The Committee shall also study the need for sentencing by the judge as opposed to sentencing by a jury.

The Council shall include its study and make its report to the Governor and General Assembly prior to September one, nineteen hundred seventy-six.

A BILL to amend and reenact § 22-41.2 of the Code of Virginia, relating to the composition of the board of the Rehabilitative School Authority.

Be it enacted by the General Assembly of Virginia:

1. That § 22-41.2 of the Code of Virginia is amended and reenacted as follows:

§ 22-41.2. Supervision of Authority; composition of board; use of words "the board".—The supervision of the School Authority shall be vested in the board. The board shall be composed of seven members as follows: ~~the chairman of the Probation and Parole Board, the head of the Division of Adult Services, the head of the Division of Youth Services, the director of Vocational Education in the Department of Education, and three members appointed by the governor. The three members who shall be appointed by the Governor shall be appointed for terms of four years each .~~ *The members in office on July one, nineteen hundred seventy-five, who were appointed by the Governor shall continue in office until the end of their respective terms or until June thirty, nineteen hundred seventy-eight, whichever last occurs. The Governor shall appoint two members to serve terms of two years each and two members to serve terms of four years each, each term beginning July one, nineteen hundred seventy-five. Upon the expiration of each of the above terms of membership, members shall be appointed for terms of four years each. Whenever a vacancy occurs other than by expiration of a term, the Governor shall appoint a member to fill the vacancy and serve out the remainder of that term. No member shall serve more than one consecutive four-year term. The chairman of the Probation and Parole Board, the head of the Division of Adult Services, the head of the Division of Youth Services and the director of Vocational Education in the Department of Education shall serve as ex officio members. The words "the board" as used in this chapter shall mean the board of the Rehabilitative School Authority.*

APPENDIX II

COMMONWEALTH OF VIRGINIA



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Theodore V. Morrison, Jr.
A. L. Philpott
William Ferguson Reid

Attorney General of Virginia
Andrew F. Miller

Appointments by the Governor
Erwin S. Solomon, Vice Chairman
William N. Pastou, Jr.
George F. Bicketts

FOR RELEASE: 11:00 A.M., FRIDAY, DECEMBER 6, 1974

STATEMENT OF STATE SENATOR STANLEY C. WALKER, CHAIRMAN, VIRGINIA STATE
CRIME COMMISSION UPON RELEASE OF AN ANALYSIS REPORT FOR IMMEDIATE CAPITAL
OUTLAY NEEDS FOR VIRGINIA ADULT CORRECTIONS

Today, the Virginia State Crime Commission's Subcommittee on Capital Outlay Needs for the Department of Corrections is presenting its report to the Governor, to the Department, and to the members of the General Assembly. The Commission's Capital Outlay Subcommittee worked in close harmony with the Capital Outlay Subcommittee of the Board of Corrections. The consensus of the members of these two subcommittees was that the consultant team called upon to make this study was comprised of persons of keen professional knowledge of the problems, and the subcommittee members were more than pleased with the time, thoroughness and enthusiasm with which they approached the problem.

- more -

Statement/Stanley C. Walker

The Crime Commission, from time to time, has attempted to put the emphasis on the need for viable reception and classification within the system. We are proposing to the Governor and members of the General Assembly that this be given top priority in the approaching session. The priority recommendations are that the adult reception and classification be centered at the Powhatan Correctional Center (formerly Southside State Farm) and the Southampton Correctional Center. This will mean construction and remodeling at Powhatan to provide for expanded reception and diagnosis at an approximate cost of less than \$3-1/2 million. It would require no land acquisition. Powhatan has been used for some classification since February without an escape. The addition there would increase the population by a little more than 100.

At Southampton, those first-felon offenders 23 years of age and under would be received. New construction there would separate this reception facility from the remainder of the center and make for a more efficient operation at an approximate cost of \$2,310,000.

The Crime Commission is unanimously recommending that these two projects be approved by the General Assembly at the earliest practical date. To follow through on this now would enable us to pursue the course set by the recommendations and actions taken by the legislature and administration in the 1974 legislative session, and we consider that this is a must if the new Department of Corrections is to succeed in its efforts to establish in Virginia a meaningful program of corrections.

Statement/Stanley C. Walker

The approximate \$5,758,000 to bring about these two institutions is considerably less than the monies earmarked for the center originally planned at Louisa. We concur with the consultants that the recommendations relating to the Powhatan Correctional Center and the Southampton Correctional Center are the top priority items in this report.

All of their recommendations are of the utmost importance and, as stated in our report, should be carried out when funds are available. We feel that some special attention should be given to the recommendations calling for improvements for Bland Correctional Center and feel just as strongly that the recommendations regarding St. Brides Correctional Center should receive special attention, also. These changes could be accomplished at a minimal cost.

Either prior to the session, or in the early days of the session, the Crime Commission will be pleased to arrange for the availability of the consultant team to the House Appropriations, Senate Finance, House Health, Welfare and Institutions, and Senate Rehabilitation and Social Services Committees, as well as other legislators who would desire to meet with them, for any elaboration and background data on this report they may desire, and to answer any questions they may have. The Capital Outlay Subcommittee, also, would be at the disposal of these committees and legislators to provide the same assistance, if desired.

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COMMONWEALTH OF VIRGINIA



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George M. Warren, Jr.

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L. Ray Ashcraft
Arthur B. Gerson, Jr.
John F. Melbeck
Theodore V. Morrison, Jr.
A. L. Holupin

Attorney General of Virginia
Andrew P. Miller

Appointments by the Governor:
Ewan S. Nicholson, Vice Chairman
William B. Pastore, Jr.
George F. Ricketts

TO THE GOVERNOR AND MEMBERS OF THE GENERAL ASSEMBLY:

For approximately one year, the Crime Commission has been pointing out the imminent need for adequate reception and classification within the Department of Corrections. This was first brought out in our Penitentiary Report of last December, this having been the result of a six months' study of that correctional center, and was characterized to be the most dangerous section within the entire institution.

Throughout the current year, the Crime Commission has urged that steps be taken to bring about adequate and workable reception and classification in order to materially improve the correctional program within the Commonwealth.

The Crime Commission suggested in the Penitentiary Report of December 1973, publicly released on January 7, 1974, that the reception and classification section housed in the penitentiary should be moved as soon as possible to Pocahontas Correctional Unit in Chesterfield County or to a "better facility now standing." This was reiterated in our Report of the Bland Correctional Farm and 13 Field Units in Virginia issued in May, and was stressed in our Interim Report on Phase III Corrections, issued in August 1974. The latter report was made in an attempt to alert the public and members of the General Assembly of the urgency of establishing a viable reception and classification program. This recommendation had the concurrence of the Director and the Department of Corrections.

The close proximity of the facility to medical facilities in nearby Richmond and estimated financial savings played a role in the recommendation. As this was being reviewed by the administration, it was brought to light that there was a clause within the lease with the federal government restricting the use of this land. At this point, the Crime Commission and the State Board of Corrections entered into a joint effort to initiate a capital outlay study.

Since that time, the Crime Commission's Sub-Committee on Capital Outlay has been actively looking into the various facilities within the Department of Corrections and has made a thorough check of four of the major correctional centers and one field unit with the idea of recommending a new location. This Capital Outlay study has been conducted in full cooperation with the Capital Outlay Sub-Committee of the Department of Corrections and four well-qualified correctional consultants who have worked closely with one of our staff representatives.

We have received the report from the consultants who strongly recommend that the reception and classification center be established for adults in one of the wings of the Powhatan Correctional Center and that an additional wing be constructed. Together with other improvements there, that would enable the Department to completely seal off the reception center from the rest of the institution. The consultants further recommend the classification of those first offender felons 23 years of age and under be conducted in proposed permanent facilities at the Southampton Correctional Center. This has been done there on a temporary and overcrowded basis. The consultants have made other recommendations which are strongly endorsed.

The Crime Commission's Sub-Committee on Capital Outlay is turning over this report to the Governor, officers of the administration, and members of the General Assembly with the unanimous recommendation that the program be implemented in several phases, if necessary, as quickly as funds are available.

A summary of recommendations follows:

1. That the Powhatan Correctional Center be remodeled and that construction of a new 120-bed wing be started to provide housing for an adult reception and classification center at a cost of \$3,425,631.
2. That Southampton Correctional Center be used for first-felon offenders 23 years of age and younger, and that construction begin on the reception and classification center there at a cost of \$2,310,000.

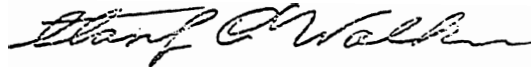
Because of the urgent need for an adequate and effective reception and classification program, it is strongly recommended that work begin as soon as feasible on the necessary improvements at Powhatan and Southampton and that these be given top priority.

3. That Bland Correctional Center be earmarked for recommended improvements and new construction at a cost of \$3,282,334 and that as a temporary facility for continuing education there, a temporary classroom center be constructed at a cost of \$10,000.
4. That the St. Brides Correctional Center now leased from the City of Norfolk be purchased at a cost of \$1,125,000 and that, in the meantime, permission be obtained from the City of Norfolk to remodel certain facilities there at a cost not to exceed \$500,000.

5. That planning funds for prototype 500-bed institutions and comprehensive long-range utilization and facility planning be made available, not to exceed \$1,200,000.
6. That any planning for future institutions should take note of the fact that there are now sophisticated intrusion alarm systems that would materially reduce the personnel costs associated with the maintenance of perimeter security, the last zone of defense, and protection of the public.

The Crime Commission believes that to adopt these recommendations as early as practical would result in significant savings to the Commonwealth and enable the Department of Corrections to move forward progressively within two years.

This report has been reviewed by the members of the Crime Commission and unanimously endorsed.



Stanley C. Walker

AN ANALYSIS REPORT

For

IMMEDIATE CAPITAL OUTLAY NEEDS

Prepared For

THE VIRGINIA STATE CRIME COMMISSION

By

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Wisconsin Department of Corrections

Madison, Wisconsin

December 6, 1974

* - Former Presidents, American Correctional Association

+ - Chairman, Committee on Correctional Architecture,

American Institute of Architects, 1972-73

ANALYSIS OF IMMEDIATE CAPITAL OUTLAY NEEDS

VIRGINIA ADULT CORRECTIONS

The Virginia State Crime Commission and the Department of Corrections, concerned about the capital outlay needs for adult corrections facilities during the next several years, determined that an analysis should be made utilizing the services of consultants experienced in a correctional administration and planning and in architectural planning, design and construction.

The analysis was undertaken by the Crime Commission which asked the Capital Outlay Subcommittee of the new Department of Corrections to advise it on what the department considered its most urgent needs. The analysis was conducted under a grant from the Law Enforcement Assistance Administration through the Division of Justice and Crime Prevention.

At the initial meeting October 7 with the Capital Outlay Subcommittee of the Crime Commission, and with the Chairman of the Board of the Department of Corrections and the Director of Corrections, the Chairman of the Crime Commission made it clear to the consultants that a most pressing problem requiring the earliest possible solution is that of providing suitable space to accommodate a reception-classification program for adult offenders. This program, up until relatively recently, had been carried out at the State Penitentiary and at Southampton Correctional Farm.

The space available at the Penitentiary for this purpose is most inadequate and in view of the plans to phase out the Penitentiary and because of its overcrowded population an alternative facility to accommodate the classification process must be provided. As a stopgap measure, part of

the classification process is now being carried out at the State Farm. Reception and classification of the young first offender continues to be carried out at the Southampton Correctional Farm.

The Crime Commission Chairman strongly feels that the desire of the administration, the members of the General Assembly, and the Department of Corrections is to determine whether a new institution must be built to accommodate a suitable classification process (this was the original plan of the Division of Corrections, now the present Department of Corrections), or whether some existing facility could be adapted for this purpose. Time is of the essence in this matter and additionally, in view of the stringency of finances, the lowest cost reasonable alternative must be ascertained

Offenders presently under the supervision of the Adult Division of the Department of Corrections are housed in the following major facilities:

Institution	Rated Capacity*	Population July 19th
Penitentiary	852	789
Bland Correctional Farm	487	275
Powhatan and Goochland Correctional Centers	1,081	968
Southampton Correctional Center	474	625
Bureau of Correctional Field Units	1,877	2,162
Saint Brides Correctional Center	142	136
Work Release Units	176	241
Pre-Release Center	112	96

*data supplied by Department of Corrections

(As of October 1, and thereafter, all population at Bland are felons.)

The Crime Commission's Capital Outlay Subcommittee includes the Chairman, Senator Stanley C. Walker; Senator George S. Aldhizer, II, Delegate A. L. Philpott, and Erwin S. Solomon, Chairman of its Corrections Committee. The Capital Outlay Subcommittee of the Department of Corrections includes Walther B. Fidler, Chairman; Mrs. John J. DeHart, William P. Kanto and Jack F. Davis, Department Director.

At the briefing session the Chairman of the Crime Commission outlined the Commission's, as well as the Department of Corrections', concern about immediate capital outlay needs and noted the stringency of funds available. He indicated that it was the desire of the Commission to have an analysis at the earliest possible date to form the basis for recommendations to be made to the legislature when it convenes in January of 1975.

The following morning consultants met in a briefing session at the offices of the Department of Corrections and also discussed how the problem might best be approached. During this session, it was pointed out that the most immediate capital outlay need was that for the provision of a suitable facility for the reception and classification of newly admitted adult offenders. The consultants were told that there would appear to be three choices--construction of a totally new center, locating the center at the site of an existing field unit such as Unit Number 2 in Caroline County, or adapting facilities at Powhatan Correctional Center (formerly the State Farm) and Southampton with such new construction as might be needed.

The consultants determined that it would be desirable to visit some of the facilities which might be considered for the site of the reception-classification process and also in order to formulate some idea as to the need for other immediate capital construction. Accordingly visits were

scheduled for Field Unit Number 2, the Powhatan Correctional Center, the Southampton Correctional Center, Bland Correctional Center, and Saint Brides Correctional Center.

Later, during the briefing session, consultants were joined by the Director and selected members of the staff of the Adult Division of the Department of Corrections. During this discussion it was pointed out by Adult Division staff members that they would regard as especially important the provision of appropriate classification facilities at the earliest possible time, the completion of the Mecklenburg Maximum Security Facility, the purchase and conversion of Saint Brides Correctional Center into a permanent unit to accommodate approximately 200 offenders, improvements at Bland Correctional Center to provide single cell occupancy and space for education and recreation, and the provision of \$1,200,000 in planning money for three 500 bed single cell units to be located strategically about the state. The above listing of immediate needs by the department is in the order noted and not necessarily in their proper priority.

Following visits to Caroline, the Powhatan Correctional Center (formerly South Side State Farm) the Southampton Correctional Center, the Bland Correctional Center and Saint Brides Correctional Center, the consultants met in Norfolk Friday, November 1, for a briefing session. At that time each of the facilities was discussed in detail.

CONSULTANTS' INSTITUTIONAL COMMENTS

Brief comments with respect to the major institutions referred to above and which might have some utility or space adaptable for use for reception purposes follows.

Virginia Penitentiary

The Virginia Penitentiary, located at 500 Spring Street in downtown

Richmond, dates back to 1800 and is in generally poor physical condition, outmoded, antiquated, dismal, dreary, poorly maintained and suitable only for the earliest possible abandonment. Under no circumstance should any consideration be given to spending any further money for construction at this site.

Bland Correctional Center

The Bland Correctional Center, located in Bland County, was established in 1946 as the first of two regional farms for misdemeanor offenders. Over the years the proportion of misdemeanants has steadily dropped while the proportion of felons has increased. Presently well over two-thirds of the population are felons; the balance are misdemeanants committed directly by the courts in the area Bland Correctional Center serves. Felony offenders are received by transfer either from the Penitentiary or the State Farm--none are directly committed from the courts.

The Bland facility is poorly located with respect to adaptation for a central reception point and should not be considered for reception purposes unless at some point in the future a decision is made to provide for regional reception of adult offenders. In the meantime, the institution should be continued as it is except for some badly needed additions and improvements in the physical plant. These would include elimination of dormitory housing and substitution of single rooms or cells. Additional school facilities should be provided within the fenced enclosure in order that the educational program may be substantially upgraded and made available to a larger number of offenders. A building should also be constructed to provide for gymnasium/leisure time activity. The lack of such a facility,

in view of the cold and inclement weather during much of the year at Bland, cannot help but contribute to an inmate management problem. Adequate space must also be provided for classification and treatment, medical services and warehousing.

Powhatan Correctional Center

This institution actually consists of two facilities one of which is located in Goochland County while the second is located in Powhatan County. The south or Powhatan facility is the newer of the two and is located on a 2,600 acre site. The buildings are relatively new and of acceptable architectural design, utilizing the conventional telephone pole building arrangement. The north side facility (Goochland) is substantially older, having been constructed before the turn of the century, and is located on 1,200 acres directly across James River from the south facility. The north facility is old, small and not suited in any way for any additional use.

The south side facility, however, would lend itself ideally to the location of a reception-classification program for adults. The addition of one cell block, which was originally planned for this institution, would be needed and is recommended. With the construction of this added cell block, there would be two blocks available for the housing of offenders in reception status and with only minor remodeling there would also be space available under the cell blocks which could be utilized for program purposes--testing, dining, recreation, counseling, and other phases of the reception process. As will be described in more detail later in this report, the addition of the cell block being recommended and appropriate remodeling would make it possible to separate offenders in reception status totally and completely from the balance of the State Farm population. The classification-reception unit then could be separately operated directly under the

Adult Division rather than by the State Farm administration. The classification-reception unit at the Penitentiary should be closed upon completion of the remodeling at State Farm.

The utilization of Powhatan Correctional Center for reception purposes is certainly the most viable alternative available and would provide adequate reception facilities for a fraction of the cost that would be involved in establishing a separate central reception institution.

Southampton Correctional Center

The Southampton Correctional Center is located in Southampton County approximately 70 miles south of Richmond. The institution is located on 2,780 acres of land and provides treatment and training for selected young first felony offenders under 23 years of age. The program stresses vocational training and academic education. Most offenders are in academic or vocational school half days and are employed either on the extensive farm or at other occupations of the remaining half day.

The institution was established in 1937 and most buildings having been constructed by inmate labor. The facilities are reasonably adequate with two glaring exceptions--the lack of a gymnasium to provide a constructive outlet for the leisure time of a relatively young group of offenders and grossly inadequate reception facilities.

The Southampton Center serves as the reception facility for first offenders under age 23 who are determined by the central classification office to be suited for reception at Southampton and possibly further treatment and training there. When the institution was established, it was not intended to serve as a reception point but subsequently, because of an intake larger than could be handled at the Penitentiary, the institution was asked

to develop a reception-classification program. Offenders sent to Southampton for classification are housed in the basement in one of the cell blocks in a situation which is inadequate under whatever standard one might care to apply. The reception quarters lack space for supporting services--testing, counseling, and recreation as well as suitable housing for the offenders and must be replaced.

It is recommended that Southampton continue as the reception point for the young first felony offender, but that a building adequate to support the classification-reception process be constructed. Such a building shall have a capacity of 100 with offenders being housed in single rooms. This recommendation will be elaborated upon further in the report.

Saint Brides Correctional Center

The Saint Brides Correctional Center, formerly the Norfolk City Farm, was leased in August, 1973, by the state at an annual rent of \$125,000 with an option to purchase at a cost of \$1,125,000. The lease which runs for three years covers the buildings and 200 acres of land. Additional substantial farm acreage adjoining the facility is said to be available for purchase from the city. Twenty percent of the annual rental can be applied to the purchase price.

The facility consists of six concrete block buildings within a chain link fenced inner perimeter. An additional fourteen buildings of varying size are located outside the inner perimeter, but within an outer chain link fenced perimeter.

Buildings within the inner perimeter include three inmate housing buildings, a food services building and two small buildings utilized for commissary, library, clothing issue and dispensary. Buildings between the

two perimeters were previously used for storage, maintenance shops, laundry, butcher shop and garages.

The facility is in a poor to fair state of repair with buildings ranging from dilapidated and unusable to structurally sound buildings in need of and capable of renovation.

If the facility is to be purchased, it should be for temporary use only until more suitable permanent facilities for the care and treatment of offenders can be made available. The temporary use might most appropriately be for medium security offenders in need of education and vocational training for which sufficient space can be made available through remodeling. The Department of Corrections shows present capacity to be 142, expandable to 200. This appears to be realistic, but inmate living spaces must be substantially upgraded and the large multiple cells replaced by rooms or cubicles of smaller size. Other facilities will need renovation or remodeling to permit utilization for education and vocational training as well as leisure time activities.

Bureau of Correctional Field Units

The Bureau of Correctional Field Units, an institution in the aggregate, consists of 17 permanent units, and 10 temporary units or "stick" camps. The headquarters of the Bureau is located in Richmond. The field units accommodate felony offenders transferred from the Penitentiary, Southampton, or State Farm along with misdemeanor offenders committed directly by the courts.

None of the field units could accommodate the central reception-classification process unless the site of a field unit was to be utilized as a place to construct a central reception facility. This would be tantamount

to constructing a separate free standing institution with full support at a prohibitive cost and is not recommended for reasons of excessive costs and because existing facilities can be logically changed at greater expediency and lower costs.

Certainly the "stick" camps should be phased out at the earliest possible time, hopefully as a result of a decline in population which could come about if full use is made of probation and parole. If the population does not decline, then present temporary units should nonetheless be closed and be replaced by alternate facilities.

CLASSIFICATION-RECEPTION LOAD

The intake during the six months period (March-August 1974) totaled 1,031. Of this number, the Penitentiary received 259, State Farm South Side received 398, while Southampton received 374. Actually this is an understatement of the intake to be planned for since offenders are held in local jails until they can be accommodated in a reception-classification center. Consultants were advised that sometimes offenders are backed up in jail for as long as eight months, and even longer, before being transferred to a reception center. On occasion offenders are received with only a matter of days remaining to serve because of the provision of Virginia law that credit be given for time spent in jail. At the time of the consultants' initial visit, 127 adults were being held in Richmond City Jail awaiting transportation to a reception facility. This situation obviously could not exist were the state not permitted to receive prisoners only as space became available. Unlike the situation in most states, prisoners are not delivered to the state facilities by local sheriffs, but must be held in jail until space is available and until the state is able itself to provide transportation from a jail to a state correctional facility.

It seems apparent that some standard should be established in terms of the maximum length of time an offender might be held in jail before being picked up by the state for transportation to a reception point. It would seem that a 30 day stay, following sentencing, should be the maximum but in any case some standard should be set which would eliminate long stays in jail where there are no programs or rehabilitative capabilities. It is suggested further that consideration be given to a legislative or policy change to provide for transportation of sentenced offenders to the reception centers by the sheriff or law enforcement agency having custody of the offender at the time of sentence. This would serve to eliminate the "dead" time now being served by too many sentenced offenders.

An in-depth study of local jails launched by the Crime Commission in July conclusively shows an abundance of overcrowding in the local jails, making them more of a holding facility or reservoir. Sheriffs and jailers indicated these conditions during a series of 10 public hearings on a statewide basis and on-the-spot visits to more than 70 local jails. Conservatively more than 350 sentenced offenders are being held in local jails for various reasons. These people are scheduled for transfer into the state system. The Jail Study Task Force is in its first phase. Hearings indicate jail overcrowding is of major concern.

It must be noted that consultants were asked to comment on immediate capital outlay needs and to suggest priorities among them. Time obviously did not permit a sophisticated, in-depth study of total long-term space needs and of the availability and utilization of space available in present facilities (an example of space available and underutilized is a large multi-story building at the women's facility which could accommodate something like 75 aged, infirm, or unemployable offenders now occupying space

at Powhatan which could be put to better use). The space at the Women's Correctional Farm was observed following the visit to the nearby Powhatan Correctional Center.

Several stopgap alternatives to alleviate the present overcrowding and permit some replacement of grossly inadequate facilities (such as some "stick" camps) might be explored. Examples include the rental or purchase of small motels for work or study release programs or of private residential care institutions for minimum security offenders now living in grossly inadequate, temporary facilities, as well as lease or purchase of larger institutional-type buildings and facilities for minimum or medium security personnel. Such programs have been successfully undertaken in several states including Florida, South Carolina and Georgia to alleviate gross overcrowding of permanent facilities. Preliminary checks show that such facilities are available at reasonable bed costs in desirable locations within the Commonwealth. These possibilities should be explored.

Consultants strongly suggest that an in-depth, scientific and careful study be undertaken of space needs and space utilization as a part of a long-range comprehensive plan based on the demographic, population, and other factors which impinge on the need for space to accommodate desirable treatment programs for a scientifically projected offender load.

Following is an elaboration of some of the principal recommendations including a cost analysis for budget purposes and the suggested priorities among the recommendations:

POWHATAN CORRECTIONAL CENTER

The Powhatan Correctional Center (formerly State Farm South) offers an ideal location for a reception-diagnostic center. It is readily accessible from I-64 and Route 6 thus facilitating the movement of prisoners to and

from the facility. Additionally, its proximity to Richmond and Charlottesville would permit utilization of professional staff and university resources in the greater Richmond area and the University of Virginia.

There are 120 beds in one cell block at Powhatan which are devoted to the reception-diagnostic function. The institution was designed to accommodate one added cell block immediately adjacent to the block now utilized for reception and diagnostic purposes. Further, there is a substantial amount of grade level space available under the R & D block and an adjoining cell block which could be utilized for R & D program purposes, if appropriately remodeled.

It is recommended that the planned additional cell block be constructed and that the 120 beds which it will accommodate be utilized for reception-diagnostic purposes along with the block now used for that purpose. No land acquisition would be needed.

The new addition should include office space for the added program areas. The space presently available at grade level under two existing cell blocks along with that in the proposed new block can all be linked by connected space independent of the main corridor now serving the cell blocks. This will permit complete separation of prisoners in reception status from those assigned to State Farm. A roadway and sally port would be added to permit a separate entrance for the admission and transfer of inmates as well as an entrance for staff. The reception-diagnostic facility could receive support services such as food preparation, laundry, stores, utilities and maintenance from Powhatan. Outdoor recreation could take place in the areas at grade level between the cell blocks and could be supplemented by an indoor multipurpose activity area in one or more of the grade level spaces. A minor amount of site work and fencing would complete the project in a time frame of less than two years.

If changing future correctional philosophies dictate regional reception facilities, the recommended addition to State Farm could be used for other institutional purposes.

Following is a cost analysis with respect to this recommendation:

COST ANALYSIS

Total Program Area Required	44,124 sf	
Space Available Through Remodeling	22,450 sf X \$25/sf	\$561,250
New Space To Be Constructed	21,674 sf X \$40/sf	866,960
Remodel Existing 120 Cells	11,300 sf X \$20	226,000
120 Rooms - New	22,200 sf X \$50	= <u>1,110,000</u>
		\$2,764,210
Site Work and Fencing		<u>350,000</u>
		\$3,114,210
10% Contingency		<u>311,421</u>
TOTAL		\$3,425,631*

*January 1975 costs

Excludes cost of survey, legal and accounting A & E fees and moveable equipment.

SOUTHAMPTON CORRECTIONAL CENTER

The need for a separate reception and diagnostic center for the youthful offender can be ideally realized at this site. The location is a sound one from the standpoint of intake policy and the availability of treatment and medical staff. As a satellite of Southampton it can utilize existing food service, laundry, stores, maintenance and similar support services. At Southampton, as at Powhatan Correctional Center, any future change in philosophy regarding regional vs. centralized reception, would leave this unit available for other specialized use within the major institution

The recommended reception and diagnostic facility at Southampton should include 100 single rooms, each with toilet and lavatory; a dining area; spaces for psychological, psychiatric, education and vocational aptitude testing; and area for health status testing, including medical examination; and offices for counselors and necessary administrative staff.

A separate reception and diagnostic facility would require program area of from 450 square feet to 500 square feet per bed. Building at Southampton would permit construction at a maximum level of 350 square feet per bed, a substantial saving.

COST ANALYSIS

350 sf X 100 beds = 35,000 sf X \$50	=	\$1,750,000
Site Work Allowance	=	<u>350,000</u>
		\$2,100,000
10% Contingency		<u>210,000</u>
TOTAL		<u><u>\$2,310,000*</u></u>

*January 1975

Estimated cost exclusive of costs of survey, legal, architectural and engineering fees and moveable equipment.

BLAND CORRECTIONAL CENTER

The institution at Bland essentially provides housing and food services, for offenders primarily engaged in farming with limited programs in education, counseling and health in makeshift quarters. To change the mission of the institution to one having a fully rounded rehabilitative program will require substantial added facilities. The cost analysis follows:

Academic School	13,600 sf X 35	\$476,000
Vocational Shops	13,600 sf X 35	476,000

Gym and Recreation	15,000 sf X 35 =	525,000
Warehouse	8,000 sf X 30 =	240,000
Adm. and Counseling	15,000 sf X 35 =	525,000
Health Care	8,000 sf X 50 =	400,000
Convert Six Dorms to Single Rooms	14,796 sf X 15 =	<u>221,940</u>
		\$2,863,940
	Site Work Allowance	<u>350,000</u>
		3,213,940
	10% Contingency	<u>321,394</u>
		\$3,535,334

If the existing one story dorm housing 120 men were to be converted for use as an academic school, a savings of \$253,000 would result as follows:

Cost of New School	\$476,000
Cost to Remodel 12,300 sf @ \$20	<u>- 246,000</u>
	\$230,000
10% Contingency	<u>+ 23,000</u>
Savings	<u>253,000</u>
TOTAL	<u><u>\$3,282,334*</u></u>

*January 1975 costs

Exclusive of survey, accounting, architectural and engineering fees and moveable equipment

Converting the dormitory would reduce the capacity to 300 residents in single rooms, which would be ideal. If the dormitory is kept it should be changed to cubicles yielding approximately 80 beds or a total rated capacity of 380 beds for the institution.

Spending \$3,535,334 for 300 beds results in a cost per bed of approximately \$11,800, or 40% of the cost of a totally new facility.

Potential Saving

The budget estimates herein assume that perimeter security will continue to be provided by fence and guard towers. There are sophisticated (but practical) electronic intrusion detection systems, which are currently being utilized in new institutions to reduce personnel costs and provide more reliable service. The cost of these systems would range from \$150,000 to \$300,000 per installation, dependent upon length of perimeter and terrain. This cost may be compared to the annual cost of operating five towers manned by five persons each (for around the clock coverage) or 25 personnel at \$8,000 per year each or a total of \$200,000 per year in salaries.

Special Note:

Since the district school which has been leased for needed minimum classroom space is no longer available, temporary space must be provided until permanent facilities can be constructed within the fenced perimeter. It is suggested that such space could be constructed adjoining a trades shop building on the farm. Cost would be minimum, perhaps not more than \$10,000 if inmate labor were used. Lumber is available from the institution sawmill.

SAINT BRIDES CORRECTIONAL CENTER

As noted earlier, the Saint Brides Correctional Center should be purchased pursuant to the terms of the lease/purchase agreement for temporary use, pending development of new permanent well-planned alternate facilities.

Following the purchase some remodeling must be undertaken to provide minimum adequate inmate housing and to convert some existing space for

academic education, vocational training and leisure time activities.

The cost involved would be as follows:

Purchase	\$1,125,000
Remodeling (not to exceed)	500,000

A number of the spaces now being utilized are inadequate and inappropriate, i.e., the medical facilities; the building in which the library, clothing storage and weight room is shared with a hobby shop produced a dusty incompatible situation. This building would be good for library and art program.

The dining area is far too large and could easily be reduced, using part of a partitioned area for inclement weather recreation.

RECOMMENDATIONS

To sum up, the consensus of the consultants as to immediate capital outlay needs, in order of their priority, is as follows:

1. Powhatan Correctional Center - construction and remodeling to provide for reception-diagnosis \$3,425,631
2. Southampton - construction of reception-diagnosis facility 2,310,000
\$5,735,631

Because of the urgent need for an adequate and effective reception and classification program, it is strongly recommended that work begin as soon as feasible on the necessary improvements at Powhatan and Southampton and that these be given top priority.

The foregoing are urgent needs in the Department of Corrections and would add no more

than 120 beds to the Powhatan population.

Future needs, which could easily be termed immediate capital outlay needs should

monies be available, are:

- | | |
|---|-----------|
| 1. Bland Farm - construction and improvements recommended | 3,282,334 |
| Temporary classrooms on farm | 10,000 |

If the recommended changes at Bland must be phased, it is urged that work be undertaken immediately on the conversion of the six dormitories to single-room housing, the remodeling of the one story dormitory housing building for use as an academic school and construction of a vocational training shop facility. The estimated cost of these improvements totals \$1,038,200, including a 10% contingency allowance.

Architectural planning to implement the remaining recommendations should be authorized simultaneously and the construction authorized when such plans are completed. Priorities among the remaining recommendations for Bland, should phasing be necessary, are:

- | | |
|----------------------------------|----------------|
| 1. Gym and Recreation | \$ 525,000 |
| 2. Administration and Counseling | 525,000 |
| Health Care | 400,000 |
| 3. Warehouse | <u>240,000</u> |
| | \$ 1,690,000 |

Plus allowance for contingency and site work.

2. Purchase St. Brides facility	1,125,000
Remodel St. Brides facility	500,000
3. Planning funds for prototype - 500 bed institution and comprehensive long-range utilization and facility plan	<u>1,200,000</u>
TOTAL	\$11,852,965

4. Any planning for future institutions should take note of the fact that there are now sophisticated intrusion alarm systems that that would materially reduce the personnel cost associated with the maintenance of perimeter security, the last zone of defense and protection of the public. Not only is this less costly, but it improves over existing guard tower types of security. Usually, the intrusion alarm systems pay off in approximately a year.

5. As monies become available, purchase for reasonable sums certain privately-owned small motels or other facilities for work-study type release programs or for smaller correctional facilities requiring more counseling than guard-type supervision.

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Report - Offender

APPENDIX III

HOUSE BILL NO. 995

Offered February 11, 1974

A BILL to establish within the Department of Welfare and Institutions the Virginia Juvenile Justice and Information System; to set out its duties and authority; to require certain reports to be made and to require confidentiality of such report.

Patron—Mr. Durette

Referred to the Committee for Courts of Justice

Be it enacted by the General Assembly of Virginia:

1. § 1. (a) There is hereby established within the Department of Welfare and Institutions the Virginia Juvenile Justice and Information System, which shall operate separate and apart from the Central Criminal Records Exchange.

(b) The Director of the Department of Welfare and Institutions is authorized to employ such personnel, establish such offices and acquire such equipment as shall be necessary to carry out the purpose of this act, and he is also authorized to enter into agreements with other State agencies for services to be performed for it by employees of such other agencies.

§ 2. (a) It shall be the duty of the Virginia Juvenile Justice and Information System to receive, classify and file records required to be reported to it by § 3 hereof. It shall also receive, record and file the Federal Bureau of Investigation's record of any juvenile as furnished by the Bureau. The System is authorized to prepare and furnish to all State and local law-enforcement officials and agencies, probation officers, and to clerks of the circuit and juvenile and domestic relations district courts forms which shall be used for the making of such reports.

(b) Records in the Virginia Juvenile Justice and Information System shall be confidential, and shall be furnished only on request of any person, court or agency required to report to it. Such records shall not be made available to the public, nor shall they be made available to the Central Criminal Records Exchange, notwithstanding any provisions of Chapter 1.1 of Title 19.1 to the contrary.

§ 3. (a) Every State official or agency having the power to arrest, the sheriffs of counties, the police officials of cities and towns, other law-enforcement officers, probation officers and clerks of the circuit and juvenile and domestic relations district courts shall make a report to the Virginia Juvenile Justice and Information System in the case of any person coming within the purview of the juvenile and domestic relations district court. Such reports shall contain such information as shall be required by the System.

(b) The clerk of every circuit or juvenile and domestic relations district court shall make a report to the Virginia Juvenile Justice and Information System of any dismissal, nolle prosequi, acquittal or a finding of not innocent as to any person coming within the purview of the juvenile and domestic relations district courts. For each such report made by a clerk of a circuit court, he shall be allowed a fee of fifty cents to be made from the appropriation for criminal charges.

Report - Offender

APPENDIX IV

TABLE 4
 CASES DISPOSED OF BY VIRGINIA JUVENILE COURTS
 (By Disposition, January - December, 1972)^{1/}

	TOTAL		OFFICIAL				UNOFFICIAL			
			White		Black		White		Black	
	#	%	M	F	M	F	M	F	M	F
Dismissed	15,398	24%	8,482	2,715	2,156	706	728	341	165	105
Fine/Restit.	12,405	19%	9,307	1,488	1,362	227	8	0	8	5
Probation	5,926	9%	3,184	858	1,306	362	122	48	36	10
Comm. Local DPW	2,423	4%	898	718	440	361		0	3	2
Comm. State DWI	1,747	3%	710	244	651	138	0	0	3	1
Comm. Jail	673	1%	343	26	276	26	0	0	2	0
All Other	25,618	40%	10,539	4,740	3,936	1,737	2,120	987	1,088	471
TOTAL	64,190	100%	33,463	10,789	10,127	3,557	2,979	1,376	1,305	594

^{1/} Children's Cases Disposed of by Virginia Juvenile Courts, DWI, BRR.

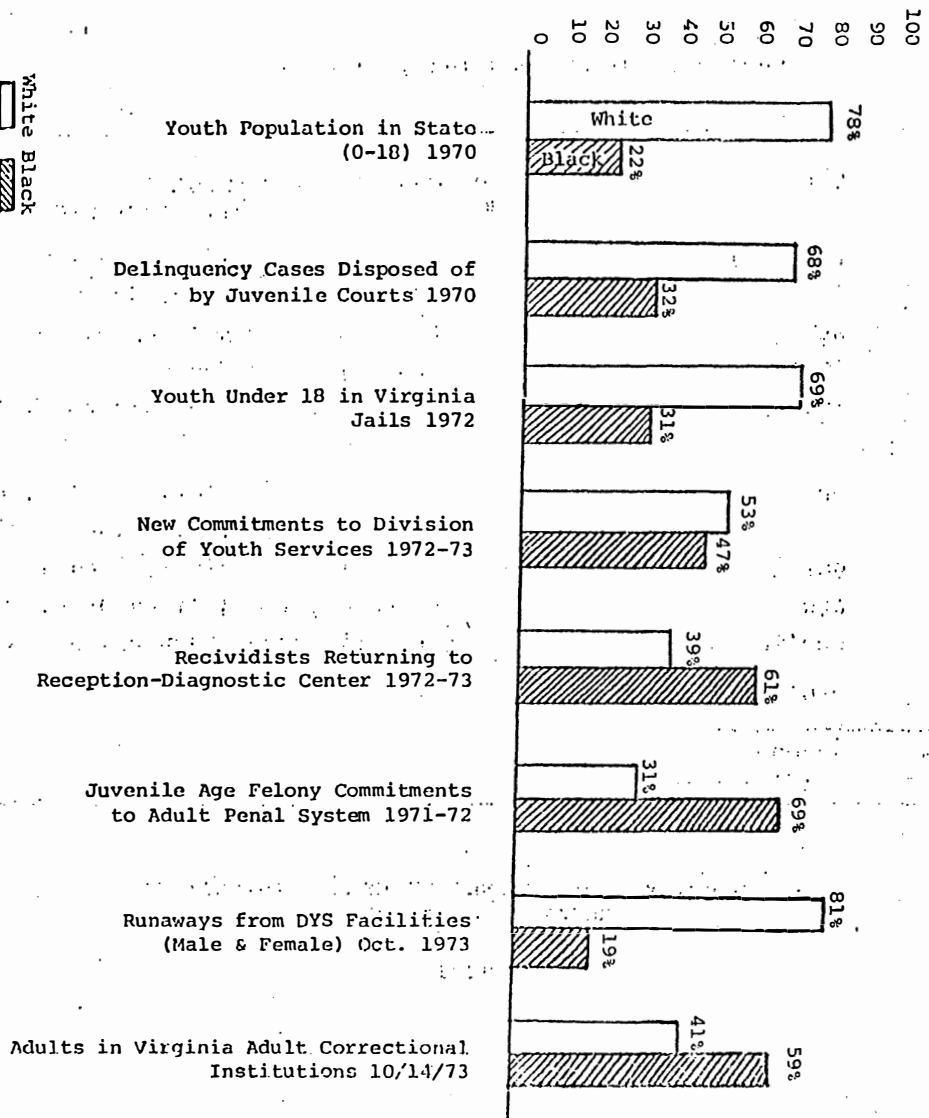
TABLE 9
 CASES RECEIVED BY RECEPTION AND DIAGNOSTIC CENTER ^{1/}
 July 1972 - June 1973

	TOTAL	MALE				FEMALE			
		White		Black		White		Black	
		#	%	#	%	#	%	#	%
New Cases	1,160	444	52.7	398	47.3	211	66.3	107	33.7
Recidivists	<u>223</u>	<u>77</u>	<u>39.3</u>	<u>119</u>	<u>60.7</u>	<u>20</u>	<u>74.1</u>	<u>7</u>	<u>25.9</u>
TOTAL	1,383	521	50.2	517	49.8	231	67.0	114	33.0
Recidivist Rate	16%	15%		23%		9%		6%	

^{1/} "Children Received Into Care By the Reception and Diagnostic Center",
 DWJ, BRR.

FACIAL COMPOSITION OF SELECTED MALE POPULATION GROUPS
VIRGINIA/

TABLE 17



1/ Source: Various documents furnished by Virginia Department of Welfare and Institutions.

White Black

RACE - FELONS

	White	Non-White
15 - 17	37	89
18 - 20	269	308
21 - 24	277	322
25 and over	436	493
N =	(1019)	(1212)

NOTE: Actual numbers rather than percentages were utilized.

Race
(Summary Analysis)

- * Of the total population, 45.7% are white and 54.3% are non-white.
- * More than twice as many non-whites in the 15-17 age grouping are in prison as are whites--70.6% to 29.4%. Other age groupings are not significantly different: 18-20, 46.6% white, 53.4% non-white; 21-24, 46.2% white, 53.8% non-white; 25 and above, 46.9% white, 53.1% non-white.

PROPOSED YOUTHFUL OFFENDER INSTITUTION

Phase 1

Three housing units for 180 population
Vocational training and academic building combination
Food service and food training building to serve final population
of 500
Sewage water and power
Control and administration building
Single fence and lights

Estimated Construction Cost for 1976 - \$4,975,000

Phase 2

Completion of housing units to 500
Construction of academic building
Additional security
Treatment and diagnostic facilities 7,525,000
Complete Estimated Construction
Cost for 1976 \$12,500,000

TABLE I

Felon and Misdemeanant Commitments to the
Department of Welfare and Institutions for the
Fiscal Year Ending June 30, 1972 by Age,
Sex, and Length of Sentence

		LENGTH OF SENTENCE IN YEARS																										
M:	F	MISD.	<1	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21-30	31-40	41-50	>50	Life:
	15	4	/	/	/	/	1	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	1	/	/	/	1
	16	59 1	/	1	/	2	3	3	2	/	2	/	2	/	2	/	/	/	/	/	/	/	/	1	/	/	/	/
	17	86 11	/	3	8	6	10	11	5	/	3	/	8	/	3	/	/	4	/	/	/	/	1	3	1	/	/	/
	18	149 10	/	8	26	33	33	27	6	2	15	1	7	/	5	1	1	2	1	/	/	/	1	1	1	/	/	1
	19	180 8	1	20	46	45	50	29	19	7	10	/	10	/	2	1	1	6	1	/	/	/	2	5	/	/	/	3
	20	147 18	1	18	38	36	24	27	19	5	15	5	8	/	2	1	1	7	/	/	/	1	7	1	1	1	2	3
A	21	125 14	1	24	35	27	21	33	11	4	12	1	6	/	5	/	/	5	/	2	/	/	3	3	3	/	1	/
G	22	144 15	1	21	32	41	30	22	8	3	6	2	11	/	4	/	/	5	/	/	/	4	3	1	/	/	/	3
E	23	132 7	1	13	25	29	25	24	2	4	5	/	10	1	2	/	/	5	/	/	/	7	4	1	/	/	/	2
	24	94 14	1	11	16	29	17	11	10	/	10	1	12	/	1	/	/	2	1	/	1	5	3	2	/	/	/	/
	25	81 11	/	11	19	20	15	15	5	2	6	1	7	1	/	/	/	2	/	/	/	3	2	/	2	1	2	
>	25	1522 131	7 1	84 7	121 10	143 1	83 11	108 8	31 1	18 1	32 3	4 1	43 1	7	24	3	2	15 1	2	3	3	31 1	9 1	12	4	8	16 1	

FISCAL YEAR ENDING JUNE 30, 1972

TABLE II

Male commitments to Department of Welfare and Institutions by age and length of sentence for Fiscal Year ending June 30, 1972.

age	less than (<) 18				18 - 21				22 - 25				greater than (>) 25				GRAND TOTAL
	Misd. & < 1 year	1-3 years	4 years & over	Total	Misd. & < 1 year	1-3 years	4 years & over	Total	Misd. & < 1 year	1-3 years	4 years & over	Total	Misd. & < 1 year	1-3 years	4 years & over	Total	
length of sentence																	
number	149	20	67	236	604	356	491	1451	453	267	334	1054	1529	348	458	2335	5076
percentage of male commitments	2.9	.4	1.3	4.6	11.9	7.0	9.7	28.6	8.9	5.3	6.6	20.8	30.1	6.9	9.0	46.0	100.
percentage of total commitments	2.7	.36	1.2	4.3	11.1	6.6	9.0	26.7	8.3	4.9	6.1	19.4	28.1	6.4	8.4	43.	93.4

TABLE III

Female commitments to Department of Welfare and Institutions by age and length of sentence for Fiscal Year ending June 30, 1972.

age	less than (<) 18				18 - 21				22 - 25				greater than (>) 25				GRAND TOTAL
	Misd. & < 1 year	1-3 years	4 years & over	Total	Misd. & < 1 year	1-3 years	4 years & over	Total	Misd. & < 1 year	1-3 years	4 years & over	Total	Misd. & < 1 year	1-3 years	4 years & over	Total	
length of sentence																	
number	12	1	0	13	50	28	9	87	48	15	12	75	132	18	32	182	357
percentage of female commitments	3.4	.3	0.0	3.6	14.0	7.8	2.5	24.4	13.4	4.2	3.4	21.0	37.0	5.0	9.0	51.0	100.
percentage of total commitments	.2	.01	0.0	.2	.9	.5	.2	1.6	.9	.3	.2	1.3	2.4	.3	.6	3.3	6.5

TABLE IV

Felon and Misdemeanant Commitments to the
Department of Welfare and Institutions for the
Fiscal Year Ending June 30, 1973 by Age
Sex, and Length of Sentence

LENGTH OF SENTENCE IN YEARS

M	F		LENGTH OF SENTENCE IN YEARS																				Life							
	M	S	<1	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19		20	21-30	31-40	41-50	>50		
15	5					1	1	1																						
16	13	2		3	3	7	1		1		6		4	2				3		1			3		1		1		2	
17	66	7		6	12	7	10	8	5	2	4	1	3	2				1	1	2	2	1	3	3	1				1	
18	113	10		10	26	23	19	33	9	1	12		6	2	3			3					6	2					3	
19	106	7	5	5	35	36	26	22	6	5	9		9	3	3	1	1	2		1			10	4			2			
20	90	6	10	14	34	43	28	15	6	3	18	1	13	1	2	3		2	1	1	2		4	2	2	3	2	2		
21	74	8	1	19	31	27	23	23	6	3	9	4	6					1			1		6				3	2		
22	79	12	1	13	26	21	22	19	8	3	10	1	0		2	1	1	2	1				4	5				2		
23	61	15	1	9	20	22	22	13	10	3	7		12	1	1	2	1	3	2				1	2	3	1		4		
24	73	6		9	9	17	9	21	6	4	4	1	11	1	3			7		1			2	4		3	1	5		
25	62	9	1	6	18	14	17	11	8		3	1	5		3		1	4					2	3			1	2		
>25	1006	80	9	74	95	101	78	127	43	16	36	4	53	1	12	2	1	25	5	3	5		29	21	9	3	2	17		

FISCAL YEAR ENDING JUNE 30, 1973

TABLE V

Male commitments to Department of Welfare and Institutions by age and length of sentence for Fiscal Year ending June 30, 1973.

age	less than (<) 18				18 - 21				22 - 25				greater than (>) 25				GRAND TOTAL
	Misd. & < 1 year	1-3 years	4 years & over	Total	Misd. & < 1 year	1-3 years	4 years & over	Total	Misd. & < 1 year	1-3 years	4 years & over	Total	Misd. & < 1 year	1-3 years	4 years & over	Total	
length of sentence																	
number	84	39	77	200	400	303	401	1104	277	184	321	782	1015	270	492	1777	3863
percentage of male commitments	2.2	1.0	2.0	5.2	10.4	7.9	10.4	28.6	7.2	4.8	8.3	20.2	26.3	6.9	12.7	46.0	100.
percentage of total commitments	2.0	.9	1.8	4.8	9.6	2.3	9.6	26.5	6.6	4.4	7.7	18.8	24.4	6.5	11.8	42.6	92.8*

TABLE VI

Female commitments to Department of Welfare and Institutions by age and length of sentence for Fiscal Year ending June 30, 1973.

age	less than (<) 18				18 - 21				22 - 25				greater than (>) 25				GRAND TOTAL
	Misd. & < 1 year	1-3 years	4 years & over	Total	Misd. & < 1 year	1-3 years	4 years & over	Total	Misd. & < 1 year	1-3 years	4 years & over	Total	Misd. & < 1 year	1-3 years	4 years & over	Total	
length of sentence																	
number	4	1	1	6	31	17	9	57	43	15	12	70	80	23	26	129	262
percentage of female commitments	1.5	.4	.4	2.3	11.8	6.5	3.4	21.7	16.4	5.7	4.6	26.7	30.5	8.8	9.9	48.8	100
percentage of total commitments	.1	.02	.02	.2	.8	.4	.2	1.4	1.0	.4	.3	1.6	1.9	.6	.6	3.1	6.2*

*Numbers & percentages represent 4125 or 99% of a total of 4164 commitments. The age of 39 offenders was

Report - Offender

APPENDIX V

COMMONWEALTH OF VIRGINIA



CHARLES P. CHEW
DIRECTOR, PROBATION & PAROLE
N. W. PERDUE
EXECUTIVE SECRETARY

BOARD MEMBERS
CHARLES P. CHEW
PLEASANT C. SHIELDS
MORRIS L. RIDLEY

PROBATION AND PAROLE BOARD
429 SOUTH BELVIDERE STREET
RICHMOND
23220

June 8, 1973

MEMORANDUM TO ALL OFFICERS

RE: Proposed Administrative Reorganization

Attached is a proposed administrative structure for probation and parole. Many of you have discussed this with your supervisors and me.

On June 8 the Board met with the supervisors and endorsed this draft as a part of a total administrative package; the Board must now add certain additional items relating to Board operations and organization. Our efforts have been toward developing a plan of action, and it is our plan to meet again with the Board July 2 to continue our discussion and planning.

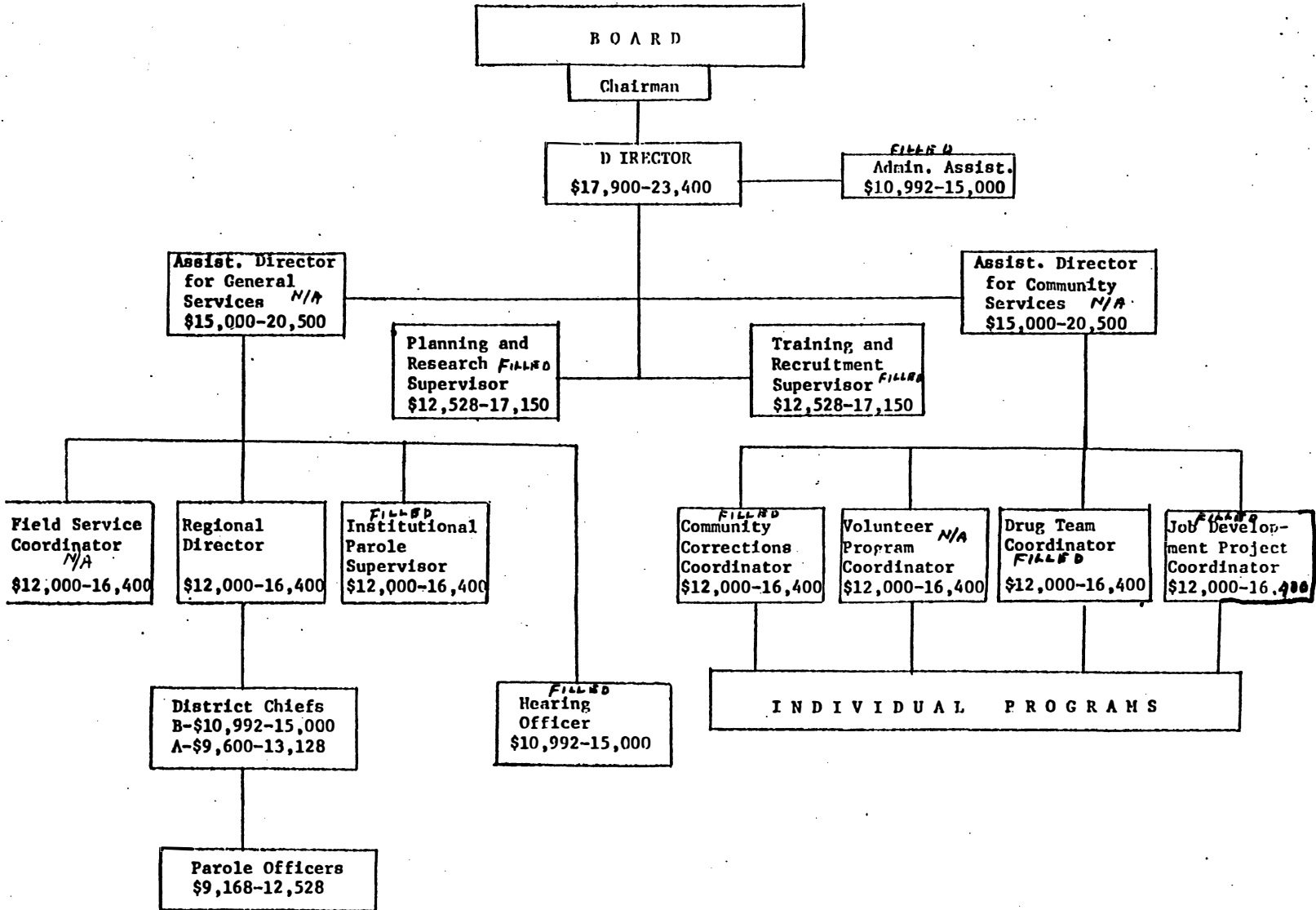
Please review the draft material and direct your ideas and questions to your area supervisor in order that we may have the benefit of your thinking at our meeting July 2.

It is important that you understand that the salaries quoted are tentative and obviously subject to action by State Personnel and the Budget Office. No promises as to future salary structure are made or implied.

Your interest is appreciated.


N. W. Perdue
Executive Secretary

NWP:lg



June 1, 1973

See Appendix #12

Reorganization of Probation and Parole Administration - Second Draft

The Picture as We See it

The Probation and Parole system in Virginia is operating today under essentially the same administrative structure used since its inception. There have been supervisory positions added through the years, but these have not been well-defined or identified as part of an orderly administrative plan. A number of factors should be considered in describing the present situation and planning for the future.

1. The program has grown sharply, especially during the past three years. Considering only the numerical picture related to what might be called the "traditional" program, the picture looks like this:

	<u>3-1-70</u>	<u>3-1-73</u>
Probationers under supervision	3741	5622
Parolees under supervision	1542	2382
Court investigations February	279	514
Board investigations February	203	297
No. of Probation and Parole Officers	99	145
	<u>1968-69</u>	<u>1971-72</u>
Probationers Serviced	6229	7899
Parolees Serviced	2539	2821
Court Investigations	3160	5406
Board Investigations	2703	3673

2. The Board now has some 750 thousand dollars in programs funded by DJCP. This has enhanced the program materially, but it has also increased the number of programs and personnel requiring service and supervision. Grant programs currently fund some 70 positions, including some 40 in Districts 2 and 10 (13 officers in each district). There are 22 additional positions allotted the Community Corrections Program.
3. There is a great need to move toward developing new and additional program capability and to improve the operation of current programs. Some examples:
 - a. There is a need for a considerably broadened program of probation services, including court and institutional diversion, specialized supervision and analysis, use of volunteers, etc.

- b. Services are being demanded by courts not of record; this need is not being met in most districts.
 - c. Volunteer programs should be organized and coordinated
 - d. Specialized programs are needed not only for drug offenders, but for a broad range of offender types
 - f. Action is needed in the area of offender aid and support
4. Planning throughout the system is badly needed. This includes operations planning as well as planning for program development and diversified service to the client and community.
 5. A comprehensive training program is badly needed to reach all segments of our operation and to include a system of certification in professional knowledge and performance.
 6. Staff supervision and development must be improved, providing adequate supervision at all levels.
 7. Closer attention must be given to such administrative tasks as payroll, equipment, supplies, office rent and facilities, budget management, public relations and research.
 8. Central Office operations, including the Board, need careful review and organization to expedite case decisions and followup.
 9. A program of legislation is needed as a part of overall planning.
 10. Systematic attention to employee standards, performance, and pay and benefits is needed.
 11. A thorough review of Board policy and procedure is necessary.
 12. A closer relationship to the Division of Corrections and the total community must be developed.

The situations cited above are not intended as all-inclusive; however, they do represent a fair picture of the needs in current and future program areas.

A Proposal for Action

We have attempted to treat in some detail the need for service, positions, position revisions, salary levels, role and duty clarification, and organizational relationships.

A brief description of the positions' roles and relationships:

Director of Probation and Parole

Appointed by the Chairman with the concurrence of the Board. Responsible to the Board through the Chairman. Responsible for overall management and development of the probation and parole program in accordance with Board policy.

1. Responsible for employment and removal of all agency personnel.
2. Serves as operational spokesman to Board through the Board Chairman.
3. Has principal responsibility for budget development and management.
4. Supervises assistant directors.
5. Supervises staff administrative assistant, training supervisor and planning supervisor.
6. Serves as liaison to other agencies.
7. Serves as agency spokesman to public.
8. Reviews existing or proposed legislation relating to probation and parole programs and makes appropriate interpretations and reports to the Board.

Salary range: \$17900 - 23400

Assistant Directors (2)

Appointed by the Director with concurrence of the Board. Responsible to the Director for the planning and supervision of all activities in one of the major areas relating to the overall program of probation and parole.

1. Supervises subordinate personnel in the appropriate area of responsibility.
2. Develops investigative and case file completion procedures.

3. Has broad responsibility for case supervision guidelines and techniques, including standards and methods of supervision (treatment), specialized treatment programs, innovative approaches to case supervision, and development of community resources.
4. Responsible for liaison with judges in area of probation development.
5. Responsible for developing reporting capability on programs and operations within his area of responsibility.
6. Responsible for budget supervision, monitoring and reporting in area of responsibility.
7. Responsible for the development and integration of programs within their major areas of responsibility.
- ↓ 8. Acts for the Director in his absence.

Salary range: \$15000 - 20500

Administrative Assistant

Appointed by and responsible to the Director.

The administrative assistant will function as a staff assistant to the Director in a management (not clerical) relationship. He will not make policy but will be expected to communicate administrative policy.

1. Responsible for administration of physical services statewide:
 - a. Office Space
 - b. Automobiles
 - c. Supplies
 - d. Equipment
2. Responsible for administration of technical personnel services statewide:
 - a. Preparation and processing P5's
 - b. Payroll management, including insurance, deductions, merit increases, etc.

3. Administration of clerical staff services in Central Office.
 - a. Supervision of secretarial staff, excluding confidential secretaries.
 - b. Work flow management
 - c. Responsible for records and case files.
4. Provides technical budgetary support.
5. Answers general inquiries from other agencies, systems, and individuals.

Salary range: \$10032-13728

Training Supervisor

Appointed by and responsible to the Director. Responsible for:

1. The implementation and administration of the agency's training and staff development program.
2. Assist in development, and responsible for implementation and administration of the agency's recruiting program.
3. Revision and maintenance of the agency's operational and training manuals.
4. Preparation and maintenance of training and reference materials.

Salary range: \$12528 - 17150 (no change)

Planning and Research Supervisor

Appointed by and responsible to the Director. Responsible for:

1. Coordination of overall planning effort at a system level.
2. Compilation of Comprehensive Plans for agency.
3. Development and management of data collection systems. Prepares studies and reports for agency.
4. Coordination and consultation regarding development and evaluation of agency programs and systems.
5. Serves as agency's representative to the Bureau of Research and Reporting, the Bureau of Planning and Program Development and other planning agencies.

Salary range: \$12528 - 17150

Field Services Coordinator (1)

Appointed by the appropriate Assistant Director with the concurrence of the Director.

Responsible to the Assistant Director.

1. Primary responsibility for planning, organizing and directing the administrative tasks relating to case preparation and case handling, including interstate work.
2. Handles inquiries from families, attorneys, employers, etc.
3. Provides consultation and advice on case handling.

Salary range: \$12000 - 16400

Institutional Parole Supervisor

Appointed by Assistant Director with concurrence of the Director.

Responsible to Assistant Director.

Primary responsibility for statewide services relating to parole actions affecting prisoners in the following areas:

1. Classification interview of all felons
2. Follow-up interviews to assess progress and identify problems
3. Response to inmate requests
4. Follow-up specific Board or staff inquiries
5. Coordination of services and plans with institutional staff
6. Pre-release interviews to explain parole conditions and facilitate inmate's return to street

Salary range - \$12000 - 16400

Regional Directors - (Area Supervisors) (6)

Appointed by Assistant Director with the concurrence of the Director.

Responsible to Assistant Director.

1. General responsibility for quality of casework services in area assigned.
2. Responsible for insuring compliance with Board policies and regulations, and practices and rules of the courts.
3. Insures that directions issued by the Assistant Director are carried out.
4. Serves as liaison between the Courts and Assistant Director.
5. General responsibility for training and direction of Chief Probation and Parole Officer; participates in training of Probation and Parole Officers.
6. Reviews requests to suspend monthly report requirement of probationers and parolees.
7. Investigates complaints in area concerning improper behavior or work of chiefs.

Salary range: \$12000 - 16400

Chief Probation and Parole Officers

Appointed by the Regional Director with the concurrence of the Assistant Director.

Responsible to Regional Director.

1. Primary responsibility for administration of district office.
2. Primary responsibility for case supervision and case management in district.
3. Responsible for district planning to include personnel and equipment needs.
4. Major responsibility for training at district level.
5. Establishes and develops program relationship with community resources.
6. Investigates complaints in area concerning improper behavior or work of officers in his district.
7. Responsible for public relations at district level.

Salary range:

Chief B - \$10992 - 15000

Chief A - \$9600 - 13128

Drug Program Coordinator

Appointed by the appropriate Assistant Director with concurrence of the Director.

Responsible to the Assistant Director.

1. In cooperation with the Virginia Probation and Parole Board and the Virginia Department of Vocational Rehabilitation organize and coordinate 10 two-men teams in designated areas of the state that evidence the greatest need for the drug teams.
2. Clarify roles of the Drug Teams as they relate to drug abuse.
3. In cooperation with the Training Supervisor in Probation and Parole design and implement an instructional program which provides for the identified abilities and needs of the drug teams.
4. Provide counseling and guidance for the drug teams to establish good working relationship with the community and seek community participation to assist in helping the drug dependent probationer and parolee.
5. Keep abreast of the latest developments and materials in drug abuse and inform the drug teams of these.
6. Be responsible to ensure that a variety of good drug abuse material and needed supplies are available and are used effectively by the drug teams in casework and community involvement.
7. Maintain a current list of statewide drug treatment facilities and drug resource personnel for referral purposes with the drug teams.
8. Conduct research studies in the area of drug abuse for probationers and parolees. Make available this information to be used in public relations.
9. Assist area field supervisors and district chiefs for planning, evaluating and expanding drug team program.

10. Provide progress reports to the Parole Board about the drug program and of changes influencing the program.
11. Compile and evaluate information concerning the drug program to determine its strengths and weaknesses.

Salary range - \$12000 - 16400

Community Corrections Coordinator

Appointed by the appropriate Assistant Director with the concurrence of the Director.

Responsible to the Assistant Director.

1. In cooperation with the Probation and Parole Board and Department of Welfare and Institutions through its Division of Corrections, determine policy necessary to develop, implement and operate the prescribed program.
2. Develops and maintains a procedures and operations manual.
3. Acquire staff and facilities as needed to initiate and continue an operation of community correctional centers throughout the state.
4. Develop evaluative criteria to be used in examining the efficiency of the program and for assuring quality of operations and maximization of program efforts.
5. Assist in planning overall budget for the program.
6. Provide consultative and supervisory services to the directors of local centers.
7. Provide reports to the Probation and Parole Board and other funding agencies if applicable as necessary.
8. Provide information through proper channels to be used in public relations.
9. In cooperation with the Training Supervisor, coordinate staff development and training.
10. Provide supervision in the development, utilization and coordination of public and private community resources and assist in maintaining a close liaison with such sources.

Salary range: \$12000 - 16400

Volunteer Coordinator

Appointed by the appropriate Assistant Director with the concurrence of the Director.

Responsible to the Assistant Director.

1. Develops and coordinates a system-wide program for the recruiting, training, and use of citizen volunteers.
2. Responsible for integrating volunteer programs into the ongoing programs where applicable.

Salary range: \$12000 - 16400

Job Development Project Coordinator

Appointed by the appropriate Assistant Director with the concurrence of the Director.

Responsible to the Assistant Director.

1. Develops and coordinates a system-wide program of employment programs for probationers and parolees.
2. Provides direct supervision of project director.
3. Responsible for integrating employment program services into the total agency program.

Salary range: \$12000 - 16400

Hearing Officer

Appointed by the appropriate Assistant Director with concurrence of the Director

Responsible to the Assistant Director.

- ✓ 1. Conducts preliminary hearings at district level to determine "probable cause" of parole violation. ✓

2. Prepares reports on evidence presented at preliminary hearings and submits findings to Assistant Director.
3. Evaluates effectiveness of current policies and procedures and participates in the development or revision of policies and procedures relating to the hearing process.
4. Performs such other duties as assigned by the Assistant Director. These additional duties will not conflict with his primary duties as hearing officer.

Salary range: \$10992 - 15000

Job Qualifications for All Professional Probation and Parole Positions

Director of Probation and Parole

Master's degree in administration or the behavioral sciences with six years of progressively responsible administrative, supervisory, or consultative experience. Four years' additional related experience may be substituted for the master's degree.

Assistant Directors

Same as Director's except the experience requirement is four years instead of six.

Training Supervisor

Master's degree in behavioral sciences or education and two years of experience in a social service agency. Four years' additional experience in service-giving. Supervision or teaching may be substituted for the master's degree.

Planning Supervisor

Master's degree in planning, public administration, or the behavioral sciences and two years' experience in a planning or supervisory role. Four years' additional experience in a planning, governmental, or social service agency in which program planning and development were emphasized may be substituted for the master's degree.

Administrative Assistant

Bachelor's degree, preferably in administration or management, and two years' experience in administration or management. Master's degree in administration may be substituted for the two years' experience.

Regional Director

Master's degree in the behavioral sciences and two years' experience in probation and parole, one of which must have been at the supervisory level. Four additional years of service-giving experience may be substituted for the master's degree.

Field Services Coordinator

Institutional Parole Supervisor

Drug Program Coordinator

Community Corrections Coordinator

Job Development Program Coordinator

Volunteer Coordinator

Above six positions same as Regional Director.

Chief Probation and Parole Officer

Master's degree in the behavioral sciences and one year's experience in probation and parole. Four years' additional service-giving experience, at least two of which must have been in probation and parole, may be substituted for the master's degree.

Hearing Officer

Same as Chief Probation and Parole Officer.

Probation and Parole Officer

No change (bachelor's degree plus 1 year's related experience).

THIS MONOGRAPH AND CHARTS ARE
NOT TO BE REPRODUCED WITHOUT
THE PERMISSION OF THE AUTHOR

P.C. Gaudio
A. C. GAUDIO, MSCA, RSW

COMMONWEALTH OF VIRGINIA



PROBATION AND PAROLE OFFICE
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DIFFERENTIAL CASE LOAD/DIFFERENTIAL INVESTIGATIVE LOAD PROJECT -
A TEAM MANAGEMENT APPROACH - PHASE I

I. Introduction:

It is quite apparent that in our office, as well as other offices in the Virginia Probation and Parole System, that mere manipulation of case load size will increase case work supervision, increase investigative output, and insure success or failure under supervision. This "numbers game" is not significant, and it is contradictory to the nature of the supervision and counseling experience, the classification of offenders, officers, types of treatment, and the social systems of the correctional service agency. Our emphasis must be on the types of cases (probation - parole progress), and the amount of work required to provide adequate supervision and counseling. Concurrently, we must relate differential case loads to differential work investigative loads if we are to maximize and utilize the man power in the probation/parole office. We will never have enough personnel and we will never have enough time to provide the ideal case work supervision and counseling and investigative output. It is imperative that we know how to use and manage the time available to perform the job that the community expects of us.

The following quotation is by Walter C. Reckless, in his book, *The Crime Problem*, 5th Edition, page 472, Appleton, Centruy, and Crofts, New York, 1973:

"If we are to assume that the supervising probation officer, with proper selection, training, and office facility, can act in the capacity of a surveillance agent, a social worker, and a guidance counselor, and hold all three functions in appropriate balance, then the salient points of supervision of a probationer will be as follows:

1. Proper initial interpretation of probation conditions, the probationer's responsibilities, and the officer's role.
2. Formulation of a treatment plan, taking into account the goals the probationer wants to reach.
3. Throwing as much responsibility as possible on the probationer for his own improvement and for doing things in his own behalf.
4. Encouragement in the use of, or actual referral to, local resources and agencies.
5. Building up a good relationship with the probationer, so that the officer can be of help.
6. Being active at times of crises and able to extend the necessary support or surveillance.

7. Using tact and discretion in crises situations.
8. Periodically reviewing case progress to see whether there has been movement (improvements or deterioration) and taking appropriate steps."

NOTE: Probation is synonymous with parole.

This quotation clearly implies the necessities for differential supervision and counseling of clients, professional expertise of the probation officer, proper utilization of man power and managing time available to do the job. Furthermore, it relates the three fundamental objectives of our work; public safety, high potentiality for treatability, and reduction of criminality in the offender.

In essence then, the basic objective of the differential case load and differential investigative load approaches must provide a structure that will afford the following:

1. Maximum protection to the community of criminal activities of the probationers and parolees.
2. Increased time and attention to be devoted to intensive cases.
3. Supervision of each probationer/parolee in accordance with the services required.
4. Sufficient time for the probation/parole officers to accomplish the required tasks.

No matter what system is devised, the objectives and results are a direct reflection of the people who make things work; in other words, knowledge, skills, attitude and dedication of the working probation/parole officer.

II. DIFFERENTIAL CASE LOAD SUPERVISION CHART.

Attached (enclosure 1) is a copy of the differential case load supervision chart including bench marks for each grouping and personal factors (8) as the index points. .

In order to understand and assess the client the following groupings and headings are designated:

1. The "Willing" Client - cooperative, tractable - group 1 - "Ideal"
2. The "Reluctant" Client - needs direction, help - group 2 - "Normal"
3. The "Intractable" Client - negative, resistant - group 3 - "Loser"
(The term "loser" is to be used as an incentive motivator with the client.)

It is the consensus of these bench marks under the three groupings which will determine in which differential case load the client will fall - in other words, the client and the bench marks are to be assessed in totality.

The Personal Factors essentially follow the pre-sentence outline and are readily familiar to the officer. In other words, personal factor (a) is related to the significant bench marks of each grouping, reading across, and selecting the appropriate bench marks, and so on down the column until a consensus profile has been attained and assessed for the proper case load category.

III. MINIMUM REQUIREMENTS FOR THE DIFFERENTIAL CASE LOAD CATEGORIES.

A. The Willing Client (Cooperative, Tractable). Minimum ("Ideal") Supervision

1. New Cases

One face-to-face contact every six weeks, office or field, and any additional collateral contacts (employment, social agency, others) deemed necessary to maintain follow-up of the Officer's treatment plan established in the initial contact. This requirement is for case stabilization.

2. Monthly reports will be mandatory.

3. After three months there will be an analysis of the Quarterly-Semi-Annual Casework Recording Form by the "team" which has been staffing it. If they feel that the client has made significant personal and social adjustment, then either one or two face-to-face contacts during a six-month period will be required, depending on the "team's" recommendation. The number of collateral contacts will be determined by the Officer to maintain follow-up or modification of the Officer's Treatment Plan to achieve stabilization.

4. Since monthly reports are mandatory, the clients will be provided with whatever services they themselves request. In addition, matters which are brought to the attention of the Probation Office by outside agencies or persons are given immediate attention. Thus, if an individual presents himself at the Probation Office or calls the Probation Officer in connection with some specific problem, the assistance requested is provided—but nothing more. This, then, is the Minimum supervision caseload. In other words, the Officer will provide only the assistance that is requested by the offender or required by the case. (i.e., a \$50.00 problem does not require \$50,000 worth of counselling).

B. The Reluctant Client—Positive Role (Needs direction, Help). Medium ("Normal") Supervision

1. New Cases

One face-to-face contact a month, office or field, and any additional collateral contacts deemed necessary to demonstrate that the Officer's treatment plan established in the initial contact is stabilized.

2. Monthly reports will be mandatory.

3. After three months there will be an analysis of the Quarterly-Semi-Annual Casework Recording Form by the "team" which has been staffing it. If they

feel that the client has made significant personal and social adjustment, then not less than one face-to-face contact on a quarterly cycle, and not less than three on a semi-annual cycle (office or field) will be required. The number of collateral contacts will be determined by the Officer to maintain follow-up or modification of the Officer's Treatment Plan to achieve stabilization.

C. The Intractable Client (Negative, Resistant) Intensive Supervision

1. New Cases

Not less than two face-to-face contacts a month, office and/or field—and with bi-weekly collateral contacts to specifically demonstrate control of the case and to be sure the treatment plan established in the initial contact is strictly adhered to. The collateral contact receiving the highest priority will be with related social agencies which had been mapped out in the treatment plan of the offender. Employment checks and other collateral contacts will be done as the officer sees fit.

2. Monthly reports will be mandatory.

3. After three months there will be an analysis of the Quarterly-Semi-Annual Casework Recording Form by the "team" which has been staffing it. If the "team" decides that the case has been stabilized, then at least one face-to-face contact per month will be required. If it is decided that the case has not been stabilized, then continuance of not less than two face-to-face contacts per month will be maintained, with the same collateral requirements as listed under No. 1 (see above). If stabilization is achieved, case monitoring will be done with any combination of face-to-face contacts and as many collateral contacts as deemed necessary by the Officer, in order to specifically maintain follow-up or modification of the Officer's treatment plan.

D. Procedural Explanations

- 1. Those persons under "Normal" and "Intensive" supervision are required to submit a written monthly report, like those in "Minimum" supervision, and they will be provided with whatever services they themselves request. The significant difference is the degree of the problem. In addition, matters which are brought to the attention of the Probation Officer by outside agencies or persons are given immediate attention; thus, if any individual presents himself at the Probation Office or calls the Probation Officer in connection with some specific problem, the assistance which is requested is provided, but the degree and severity of the problem will be determined by the Officer who will also determine the intensity of the assistance as requested by the offender or required by the case.**
- 2. Movement from one caseload category to another will be flexible based on personal and social adjustment, positive or negative. The guidelines will be further explained later in this report.**
- 3. The casework recording forms for probationers and parolees will be used in this project.**

4. **The Differential Caseload Progress Checklist will be used in classifying and reclassifying every case into its designated caseload. The Differential Caseload Progress Checklist will be explained below.**
5. **The forms: The Differential Caseload Supervision Chart, the Casework Recording forms, and the Differential Caseload Progress Checklist will have an inter-relationship. They should provide the basis for the measurement needed to target the progress of every case.**

IV. DIFFERENTIAL CASELOAD PROGRESS CHECKLIST

A. Purpose

1. **This form will be used primarily in conjunction with the Quarterly-Semi-Annual Casework Recording Form and/or with the Differential Caseload Chart to determine the client's designated caseload placement (Intense, Normal, Ideal).**
2. **The form is essentially self-explanatory and it has ten items with benchmarks under each and with a point system for each category numbered from one to five. The headings under each number are listed as: Unsatisfactory; Fair; Good; Very good; and Exceptional. For example, under Emotional Maturity, if it is found that the client's emotional maturity is "very good" then the number 4 will be put in the blank on the right of the form. Under each item the committee will vote the number that is appropriate and the total points will be added up; a quick reference to the legend on the bottom of the second page will provide a guideline as to where the case should be placed within the differential caseload.**
3. **The form also provides, in order of importance, three performance requirements which the client must meet to improve his classification.**
4. **The form is then signed by all three team members and approved by the Chief A and Chief B. The officer receiving the case in his designated caseload will discuss the progress checklist with the client in detail, so that the client can have a better understanding of his progress on probation/parole. Hopefully, this will help the client to help himself improve upon his caseload "status" and provide him with the necessary incentive and motivation for a better personal and social adjustment. The client will then sign the form.**
5. **This form will be used for new cases as well as for interstate and intrastate transfers for supervision, if they have been on probation/parole for an appreciable length of time for accurate designated caseload placement. The same procedure as stated above will be followed.**
6. **This form will be used for reclassification by the team.**
7. **To summarize, the procedure is explained as follows:**
 - a. **Any time that a new interstate or intrastate case has been accepted for supervision and is assigned to an Officer on the team, that Officer will fill out an Initial Contact Casework Recording Form, regardless of whether the case be one of Probation or Parole.**

- b. The officer then will take the differential caseload chart and initially place the client in the designated differential caseload.
 - c. At the next team meeting the case will be presented with the use of the differential caseload progress checklist. The team will vote and officially place the client in the proper designated caseload represented by a member of that team. The officer then will do the actual supervision of that respective category.
 - d. Reclassification will follow essentially the same procedure and it will be done by the full team.
8. All casework recording forms will be completed by the Officer prior to transfer to another team member's caseload.

B. Bench Marks to Remember

1. The client will be thoroughly instructed as to the purpose and scope of the differential caseload chart, the casework recording forms, and the differential caseload progress checklist, including reclassification.
2. The client will be thoroughly instructed as to the purpose and scope of the team function.
3. The minimum requirements for each designated caseload category will be explained to the client.
4. Increased time and attention will be devoted to Intensive cases.
5. Supervision of each probationer/parolee will be done in accordance with the services required.
6. Better management of time by probation/parole officers so that they can accomplish their required tasks.
7. A better understanding in assessing clients' needs.

TEAM STRUCTURE

A. Introduction

The use of the team approach in differential caseload supervision will provide decentralized decision-making, affording the officers in the team greater flexibility, control and management of their respective caseloads within established policy and procedural guidelines. The Officer is in a better position and should have a better grasp of the need requirements concerning supervision or counseling. Every Officer in the team has a responsibility to be always mindful of organizational discipline, respect and understanding of the policy and procedural guidelines that are clearly delineated from top level management to every succeeding level of management in the organizational structure. In other words, the ultimate requirements are: mutuality of purpose; mutuality of trust; mutuality of respect, and finally, the community, who renders the final judgement on the service it expects from us.

B. Composition of the Team

1. The team will be made up of three officers, each with a designated caseload for supervision: "Ideal," "Normal," and "Intense."
2. One officer will be designated as the team "leader" of the unit, which will be a rotating position on a six month basis, giving the other team members a chance to perform that function.
3. The team leader will be responsible for the work flow of the unit, including the supervision of the student intern intake support unit (which will be explained below). The team leader will also be responsible for convening meetings for caseload classification and reclassification on a regular basis mutually convenient to the team members.
4. The team leader will provide the necessary guidance by providing equal opportunity for each member to discuss his respective cases for classification and reclassification in order to achieve an equitable committee decision for proper caseload placement.
5. In cases involving violations, the supervising officer will be responsible for its process to final disposition. If the case is restored to supervision, and the officer feels reclassification is needed, the officer will present it to his/her committee for approval. All reclassification will be done by the team whenever the team meets.
6. The Chief A's (DCPPO) and the Chief B (CPPO) may participate in the team meetings only as ex officio members; they will provide only that assistance and advice requested by members of the team. They will not be voting members except in emergencies or the absence of a team member, and only at the request of the team leader. It would be advisable, when practical, to have a member of the Community Supportive Services Staff present as a resource person. This, also, will be at the request of the team leader.
7. In the event that a committee decision cannot be reached concerning proper caseload placement of a client, the team leader and/or members of the team will present the case to the Chief A, who will then make the determination. If there is still controversy concerning the case, the Chief Probation/Parole Officer will make the final determination.
8. The team leaders in each respective division will be responsible to the Chief A's by providing them with an accounting of the number of cases in each designated caseload on a monthly basis. The Chief A's will submit an accounting report to the Chief Probation/Parole Officer and a copy will be forwarded to the Area Supervisor. The Chief Probation/Parole Officer will submit a copy to the Central Office along with a differential caseload progress checklist on each parolee with the quarterly supervision notes.
9. Excluding the decentralized decision-making process of the team regarding differential caseload placement, the day-to-day supervision of the respective divisions by the Chief A's under the terms of the staff supervision policy guidelines directive will remain in full force and effect.

C. Specialized Team

1. In each division there will be one specialized team to handle drug and sex cases with the same differential caseload composition and with a team leader. It is important that the established coordination and liaison with the respective drug treatment centers be maintained. The drug treatment specialists in those teams will be charged with that responsibility.
2. Those clients who are housed in the drug treatment centers will be considered an "Intense-Specialized Caseload" since they are under 24 hour supervision by the treatment center's staff. Established policy has been that the center would provide progress reports for the drug treatment specialists. The drug treatment specialists' role has been to handle crises that arise and to be on call if and when the treatment center requests it. In addition, the drug treatment specialist participates in the treatment centers respective staff meetings when necessary. In other words, the Intense supervision is not the same, relatively speaking, as it is for a client who is in the Intense supervision on an out-patient basis. Therefore, the officer who is assigned as liaison to the respective drug treatment center will handle this specialized caseload.
3. Since all teams will function in the role of a classification and/or screening committee, an additional feature of the team concept is that it will provide six screening committees for all types of offenses. However, the specialized teams will essentially handle "pure" drug and sex cases.

D. The Student Intern Intake Support Unit

1. Three student interns will be assigned to each team in the respective divisions, for the purpose of providing direct support by completing all of the preliminary casework preparation for the officers on that respective team. This will include preparation of the green sheet (background information), record checks, employment checks, assignment of miscellaneous investigations including offense reports, field investigations and any other type of duty to help reduce bureaucratic tasks as much as possible. In addition to the above, the student interns will be trained in every phase of probation/parole work during their 30 week commitment, for which they will receive course credit and, in some instances, a salary.
2. The Student Intern Intake Support Unit will prove itself to be invaluable by allowing the Officers more time to prepare their work; this should enhance not only the work preparation, but the work flow as well. Furthermore, this concept will (hopefully) free the Officer's from much of their "busy work", so that they will have more time to devote to the actual interviewing and supervision of their cases.
3. The team leaders will be responsible for the supervision of the student intern intake support unit to see that it is efficiently and equitably used by the team. The individual teams will have the responsibility of training their student interns.

E. Community Supportive Services Unit

1. In direct support to both divisions and teams will be the Community Supportive Services Division, which will process the referral needs of the clients in the respective teams with follow-up to be done by the respective officers in each divisional team.
2. The Coordinator of the Community Supportive Services Division will be responsible for this division, and his staff will consist of student interns and community volunteers. The Coordinator's duties will include the development of and/or the implementation of all types of community involvement, in order to broaden the treatment modalities in the community for offenders, thereby aiding the Officers in their treatment and planning of their cases. The Coordinator will also be responsible for the training of his students, with the emphasis in their training on community work.
3. The Coordinator of the Community Supportive Services Unit will provide guidance and advice to the Chief A's and information concerning new developments in the Community Supportive Services; he will also serve as a resource person in staff conferences. He will be responsible directly to the Chief Probation/Parole Officer.

VI. DIFFERENTIAL INVESTIGATIVE LOAD

A. Introduction

In order for the officer to balance his role as a surveillance agent, caseworker, and treatment agent, it is imperative that a new approach interrelating differential caseloads with differential investigative loads to maximize the officer's time be implemented to maintain the role balance mentioned above.

We must strive to maintain quantity and quality work in relation to professional competency, output, and results to increase the effectiveness of probation and parole in the criminal justice system.

For the purpose of this project, a six month experimental period will be instituted which will evaluate the operation of the differential caseload/differential investigative load/student intern intake support unit, in relation to the team structure, and the effectiveness of the team's decentralized decision-making capability.

VII. DIFFERENTIAL CASELOAD/DIFFERENTIAL INVESTIGATIVE LOAD RATIOS—EXPERIMENTAL PERIOD

A. Intense Caseload

1. The officer supervising an Intense caseload will have not less than 20 nor more than 25 cases.

B. Normal Caseload

1. The officer supervising a Normal caseload will have not less than 40 nor more than 50 cases.

C. Ideal Caseload

1. The officer supervising an ideal caseload will have not less than 80 nor more than 100 cases.

D. Differential Investigative Load Ratio

1. Last year this office completed 1,381 investigations of all kinds--this comes to about 115 investigations per month--it averages out to about 18 investigations per team, or about 6 plus investigations per officer.
2. For the purpose of this initial experimental period, we will use the ratio 2:6:10. In other words, for every two cases assigned to the Officer having an Intense caseload, six will be assigned to the Officer having the Normal caseload and ten to the Officer having the Ideal caseload, respectively.
3. In order to provide equity, a point system will be used for all types of investigations assigned to Officers in the teams by the Chief A's (DCPPO). It is obvious that some types of investigations take longer than others and they must be weighed accordingly. Therefore, it is incumbent upon the Chief A's to utilize diligence in investigation assignments so that the Officer can plan and accomplish his/her required tasks accordingly.
4. The investigations will be weighed as follows:
 - a. Pre-sentence Investigations--5 points.
 - b. Post-sentence Investigations--4 points (To be completed within 90 days).
 - c. Field Investigations (Parole)--3 points.
 - d. Parole Plan--2 points.
 - e. Out-of-state/In state Investigations--1 point.
 - f. All other miscellaneous investigations--1/2 point.
5. The specialized teams, whenever practical, will normally handle only pure drug and sex offense investigations in their respective divisions. However, it is to be noted that all other teams will have general type investigations which may include drug related and sex related problems.
6. The student intern support unit will handle all of the miscellaneous investigations, such as record checks, offense reports, and field investigations. The completed investigations will be countersigned and approved by any member officer of the team.
7. It must be remembered that the team will have the student interns do all of the preliminary casework preparation. This, in itself, should expedite investigations and will also serve to maximize supervision and counseling time by the Officers.

E. Bench Marks to Remember

1. Team decision making will be used with the respective caseload assignment of the client (Intense, Normal, Ideal).
2. The team leader will be responsible for the work flow of the unit, including supervision of the student intern intake support unit.

3. The team leader will see that meetings for classification and reclassification be held on a regular basis.
4. In cases involving violations (e.g. Morrissey and Scarpelli decisions), the supervising Officer will be responsible for its process to final disposition.
5. The Chief A's and Chief B will function as ex officio members of the teams and will only participate as voting members when an emergency arises, and will do so only at the request of the team leader.
6. The team leaders will be accountable to the Chief A's for a monthly work flow sheet, which will indicate not only the number of cases under supervision in each designated caseload, but will also show the number of cases which have been classified and reclassified. The Chief B will be responsible for providing copies of the monthly work flow sheet, the Differential Caseload Progress Checklist to the Area Supervisor. The Central Office will receive the Differential Caseload Progress Checklist with the quarterly supervision notes (parole only).
7. A specialized team which will handle normally pure drug and sex cases will be part of each division.
8. The Community Supportive Services Unit will be in direct support to both divisions and teams. The Coordinator of the unit will provide guidance and advice to the Chief A's, and will also participate in staff conferences when requested. The Coordinator will also provide resource personnel to the teams when requested. He will be directly responsible to the Chief B.
9. Officers involved in special projects (group counseling) or who intend to be involved in special projects must comply with the policy guidelines and procedures put forth in this report.

VIII. CONCLUSION

- A. In view of the revelations of the Virginia Crime Commission studies on the Correctional System, Adult Probation/Parole, Youthful Offenders—we must be ready to accept new challenges that will be facing our correctional system in the immediate future. We must reorganize our resources and talents and begin to improve the criminal justice system as a whole. Above all, we must meet the needs of our clients compatible with the public interest.**



**A. C. Gaudio, MSCA, RSW
Chief Probation and Parole Officer**

ADDENDUM: I am deeply appreciative of the sage advice and counsel given me by Doctor Reuben S. Horlick, Ph.D, Forensic Clinical Psychologist and to several officers on the staff who provided excellent suggestions and feedback in my preparation of this monograph.



A. C. Gaudio

REFERENCE ATTACHMENTS

- 1. Casework Recording Forms Probation**
- 2. Casework Recording Forms Parole**
- 3. Casework Recording Forms Instructions**
- 4. Differential Caseload Supervision Chart**
- 5. Differential Caseload Progress Checklist**

Anthony J. Rapone Senior Probation Officer, Arlington County
COMMONWEALTH OF VIRGINIA PROBATION AND PAROLE

NOT TO BE REPRODUCED
WITHOUT PERMISSION
OF THE AUTHORS

EVALUATION OF PROBATION PROGRESS

UNOFFICIAL--DEMONSTRATION

Initial Contact

PRINT OR WRITE LEGIBLY

A. C. Gaudio
A. C. Gaudio, MSCA, RSW

Transfer Case _____
Out of State/In State _____
Date _____
Probation/Parole Officer _____

Probationee _____ Case No: _____

DOB: _____ Sex: _____ Race: _____ Educational Level _____

Marital Status: _____ Dependents: _____

Current Address _____

Home Phone _____ Business Phone _____

Currently Employed By: _____

Address _____

Type of Job: _____ Earnings: _____

Offense(s) _____

Sentence(s) _____

Placed on Probation: _____ (Date) _____ (Exp. Date)

Judge: _____ (Court of Record/Not of Record) _____ (County/City)

Special Conditions: Yes _____ No _____; explain: _____

Fines _____ Court Costs _____ Restitution _____

Felony _____ Misdemeanor _____

Prior Probation: Yes _____ No _____ Recidivist: Yes _____ No _____

Client understands Conditions of Probation Yes _____ No _____, accepts Yes _____ No _____

If not, briefly explain why _____

Probationee expectations of, i.e.: goals and objectives for personal and social adjustment, explain briefly _____

NOT TO BE REPRODUCED WITHOUT PERMISSION OF THE AUTHORS

Brief Summary of PO's proposed treatment plan: _____

Treatment classification designated by PO: _____
(tractable/intractable/defective)

ASSETS (Check those that apply—initial impressions)

- | | |
|--|--|
| <input type="checkbox"/> Minor or no prior arrest record | <input type="checkbox"/> Usually optimistic |
| <input type="checkbox"/> Good health (mental) | <input type="checkbox"/> Good physical health |
| <input type="checkbox"/> Good rapport with PO | <input type="checkbox"/> Well motivated |
| <input type="checkbox"/> Industrious | <input type="checkbox"/> Stable family |
| <input type="checkbox"/> Receptive to authority | <input type="checkbox"/> Average intelligence or above |
| <input type="checkbox"/> Well adjusted emotionally | <input type="checkbox"/> Cooperative |
| <input type="checkbox"/> Responsible/dependable | <input type="checkbox"/> Healthy general attitude |

LIABILITIES

- | | |
|--|---|
| <input type="checkbox"/> Significant prior arrest record | <input type="checkbox"/> Freq. pessimistic and/or depressed |
| <input type="checkbox"/> Poor health (mental) | <input type="checkbox"/> Poor physical health |
| <input type="checkbox"/> Poor rapport with PO | <input type="checkbox"/> Poor motivation |
| <input type="checkbox"/> Disinclination to work | <input type="checkbox"/> Alcohol |
| <input type="checkbox"/> Narcotics | <input type="checkbox"/> Gambling |
| <input type="checkbox"/> Resistant to supervision | <input type="checkbox"/> Borderline intelligence or below |
| <input type="checkbox"/> Aggressive | <input type="checkbox"/> Sexual aberration |
| <input type="checkbox"/> Not well adjusted emotionally | <input type="checkbox"/> Uncooperative |
| <input type="checkbox"/> Irresponsible/undependable | <input type="checkbox"/> Unstable family relationships |
| <input type="checkbox"/> General unhealthy attitude | <input type="checkbox"/> Other |

Initial overall evaluation: Very poor ___ Poor ___ Good ___ Very Good ___ Exceptional ___

Any additional brief explanatory comments: _____

COMMONWEALTH OF VIRGINIA PROBATION AND PAROLE

EVALUATION OF PROBATION PROGRESS UNOFFICIAL—DEMONSTRATION

Quarterly/Semi-Annual Report

PRINT OR WRITE LEGIBLY

NOT TO BE REPRODUCED WITHOUT PERMISSION OF THE AUTHORS

[Signature]
E. C. Gaudio, MSCA, RSW

Transfer Case _____
Out of State/In State _____
Date _____
Probation/Parole Officer _____

Probationee _____ Case No: _____

Current Address _____

Home Phone _____ Business Phone _____

Currently Employed By: _____

Address: _____

Type of Job: _____ Earnings: _____

Period Covered by This Report: FROM _____ TO _____

INFORMATION SHOULD REFER ONLY TO THE PERIOD COVERED IN THIS REPORT

Treatment Classification designated by PO: _____
(tractable/intractable/defective)*

BRIEF SUMMARY & EVALUATION OF CONTACTS (include the effectiveness of treatment plan)

Date of Last Personal Contact with Probationee: _____

Number of Contacts: OV _____ HV _____ CV _____ TC _____ Collateral Contacts _____
(job, etc)

ASSETS (Check those that apply)

- | | |
|--|--|
| <input type="checkbox"/> Minor or no prior arrest record | <input type="checkbox"/> Usually optimistic |
| <input type="checkbox"/> Good health (mental) | <input type="checkbox"/> Good physical health |
| <input type="checkbox"/> Good rapport with PO | <input type="checkbox"/> Well motivated |
| <input type="checkbox"/> Industrious | <input type="checkbox"/> Stable family |
| <input type="checkbox"/> Receptive to authority | <input type="checkbox"/> Average intelligence or above |
| <input type="checkbox"/> Well adjusted emotionally | <input type="checkbox"/> Cooperative |
| <input type="checkbox"/> Responsible/dependable | <input type="checkbox"/> General healthy attitude |

LIABILITIES

- | | |
|--|---|
| <input type="checkbox"/> Significant prior arrest record | <input type="checkbox"/> Freq. pessimistic and/or depressed |
| <input type="checkbox"/> Poor health (mental) | <input type="checkbox"/> Poor physical health |
| <input type="checkbox"/> Poor rapport with PO | <input type="checkbox"/> Poor motivation |
| <input type="checkbox"/> Disinclination to work | <input type="checkbox"/> Alcohol |
| <input type="checkbox"/> Narcotics | <input type="checkbox"/> Gambling |

LIABILITIES (cont.)

- Resistant to authority
- Aggressive
- Not well adjusted emotionally
- Irresponsible/undependable
- General unhealthy attitude

- Borderline intelligence or below
- Sexual aberration
- Uncooperative
- Unstable family relationships
- Other

Any additional brief explanatory comments; _____

PO's overall evaluation of probationee's progress: Very poor _____ Poor _____ Good _____
Very good _____ Exceptional _____. Briefly explain: _____

Recommended frequency of reporting by probationee: Monthly _____ Quarterly _____ Semi-Annually _____
Annually _____. Reasons why: _____

(use back of page if necessary)

Reviewed by:

Submitted by:

Chief A

Probation/Parole Officer

NOT TO BE REPRODUCED
WITHOUT PERMISSION
OF THE AUTHORS

Monthly Personal Contact Summary Form UNOFFICIAL--DEMONSTRATION

PRINT OR WRITE LEGIBLY

A. C. Gaudio

A. C. Gaudio, MSCA, RSW

Treatment classification (designated by PO)

Probationees/Parolees

Probation/Parole Officer

Date

(tractable/intractable/defective)

ARRESTS: Yes ___ No ___

Technical Violations: Yes ___ No ___
(Failure to report, etc.)

List all arrests during reporting period, noting date, offense, arresting agency, disposition and date of PO's arrest report; explain technical violations. Please list conditions of probation/parole violated. List circumstances surrounding violation. If technical violation be sure to supply sufficient data to support violation. Use back of sheet if necessary.

Date of last personal contact with PO: _____

Home and Family: Single ___ Married ___ Divorced ___ Separated ___ Dependents ___

Now living with _____ In Apartment ___ House ___
Other (Specify) _____

Explain changes in Column B -- BE SPECIFIC

Column A	Column B
Neighborhood: Residential ___ Business/Industrial ___ Rural ___ Satisfactory Neighborhood ___	___ Submarginal Neighborhood
Client's attitude toward home and living conditions Satisfied ___ Tolerant ___	___ Dissatisfied
Any change in residence, marital status or family since last report No ___	___ Yes
Does Client have a nonconforming/hostile relation- ship with any member of family or household? No ___	___ Yes
EMPLOYMENT-FINANCES: Any job changes during period of this report? No ___	___ Yes
Client has held employment for _____ Averaging \$ _____ per _____ as a _____ (job title)	

Attitude toward present type of work school _____
 Enthusiastic _____ Interested _____ Routine _____

_____ Disinterested

Relationship with employer (or school authorities) _____
 Satisfactory _____

_____ Unsatisfactory

General Financial Condition: Satisfactory _____
 Submarginal _____

_____ Unsatisfactory

Is Client supporting all legal dependents? Yes _____

_____ No

Makes restitution, fines, court costs? Yes _____

_____ No

USE OF LEISURE TIME: Who are his friends: With whom
 does he identify. Reputable groups and/or individuals
 _____ Largely his family _____

_____ Questionable groups,
 individuals or places

ATTITUDE TOWARD AUTHORITY: Does he frequently display a negative or hostile attitude toward authority figures or situations? No _____

_____ Yes

ADJUSTMENT: What adjustment did you see in him/her during the period of this report (check):
 Much improvement _____ Moderate Improvement _____ No Change _____

_____ Lost ground or heads
 for trouble

PO's specific efforts to correct or control liabilities and problems and reasons for improvement or regression; include interested agencies and other treatment resources utilized: (Briefly explain) _____

Is Client currently working with another agency _____
 (Name)

Date assigned _____ Last contact of PO with agency _____

Special problems experienced since last visit: (explain briefly) _____

PO's overall evaluation of the Client's progress: Very poor _____ Poor _____ Good _____
 Very Good _____ Exceptional _____. Explain briefly. _____

Number of Contacts: OV _____ HV _____ TC _____ JV _____ Collateral Contacts _____
 Summarize briefly _____

(use back of page if necessary)

Anthony J. Rapone, Senior Probation Officer, Arlington County

COMMONWEALTH OF VIRGINIA PROBATION AND PAROLE

EVALUATION OF PAROLE PROGRESS

UNOFFICIAL--DEMONSTRATION

NOT TO BE REPRODUCED WITHOUT THE PERMISSION OF THE AUTHORS

Initial Contact

PRINT OR WRITE LEGIBLY

A. C. Gaudio
A. C. Gaudio, MSCA, RSW

Transfer Case _____
Out of State/In State _____
Date _____
Probation/Parole Officer _____

Parolee _____ Inst. No: _____

DOB: _____ Sex: _____ Race: _____ Educational Level _____

Marital Status: _____ Dependents: _____

Current Address _____

Home Phone _____ Business Phone _____

Currently Employed By: _____

Address: _____

Type of Job: _____ Earnings: _____

Placed on Parole: _____
(Date) (Exp. Date) (Time left to serve on sent.)

Length of original sentence _____ Released from: _____
(Inst. or Correctional U.)

Offense(s) _____

Judge: _____ Court: _____
(Court of Record/Not of Record)

County/City _____ Court Date: _____

Special Conditions: Yes ___ No ___ ; explain: _____

Felony _____ Misdemeanor _____

Prior Parole: Yes ___ No ___ Recidivist: Yes ___ No ___ Probation Violator: Yes ___ No ___

Client understands Conditions of Parole: Yes ___ No ___ , accepts Yes ___ No ___

If not, briefly explain why _____

(use back of page if necessary)

Parolee expectations of, i.e.: goals and objectives for personal and social adjustments, explain briefly _____

Brief Summary of PO's proposed treatment plan: _____

Treatment classification designated by PO: _____
(tractable/intractable/defective)*

ASSETS (Check those that apply--initial impressions)

- | | |
|--|--|
| <input type="checkbox"/> Minor or no prior arrest record | <input type="checkbox"/> Usually optimistic |
| <input type="checkbox"/> Good health (mental) | <input type="checkbox"/> Good physical health |
| <input type="checkbox"/> Good rapport with PO | <input type="checkbox"/> Well motivated |
| <input type="checkbox"/> Industrious | <input type="checkbox"/> Stable family |
| <input type="checkbox"/> Receptive to authority | <input type="checkbox"/> Average intelligence or above |
| <input type="checkbox"/> Well adjusted emotionally | <input type="checkbox"/> Cooperative |
| <input type="checkbox"/> Responsible/dependable | <input type="checkbox"/> Healthy general attitude |

LIABILITIES

- | | |
|--|---|
| <input type="checkbox"/> Significant prior arrest record | <input type="checkbox"/> Freq. pessimistic and/or depressed |
| <input type="checkbox"/> Poor health (mental) | <input type="checkbox"/> Poor physical health |
| <input type="checkbox"/> Poor rapport with PO | <input type="checkbox"/> Poor motivation |
| <input type="checkbox"/> Disinclination to work | <input type="checkbox"/> Alcohol |
| <input type="checkbox"/> Narcotics | <input type="checkbox"/> Gambling |
| <input type="checkbox"/> Resistant to supervision | <input type="checkbox"/> Borderline intelligence or below |
| <input type="checkbox"/> Aggressive | <input type="checkbox"/> Sexual aberration |
| <input type="checkbox"/> Not well adjusted emotionally | <input type="checkbox"/> Uncooperative |
| <input type="checkbox"/> Irresponsible/undependable | <input type="checkbox"/> Unstable family relationships |
| <input type="checkbox"/> General unhealthy attitude | <input type="checkbox"/> Other |

Initial overall evaluation: Very poor ___ Poor ___ Good ___ Very Good ___ Exceptional ___

Any additional brief explanatory comments: _____

(use back of page if necessary)

* These are recommendations only. Reporting requirements should not be altered in any way until officially approved by the Parole Board, Supervisor and/or Chief Probation/Parole Officer.

Anthony C. Gaudio, MSCA, RSW Chief Probation/Parole Officer
Anthony J. Rapone, Senior Probation Officer, Arlington County
COMMONWEALTH OF VIRGINIA PROBATION AND PAROLE

EVALUATION OF PAROLE PROGRESS

UNOFFICIAL—DEMONSTRATION

Quarterly/Semi-Annual Report

PRINT OR WRITE LEGIBLY

NOT TO BE REPRODUCED
WITHOUT PERMISSION
OF THE AUTHORS

Transfer Case _____
Out of State/In State _____
Date _____
Probation/Parole Officer _____

Parolee _____ Inst. No: _____

Current Address _____

Home Phone _____ Business Phone _____

Currently Employed By: _____

Address: _____

Type of Job: _____ Earnings: _____

Period Covered by This Report: FROM _____ TO _____

INFORMATION SHOULD REFER ONLY TO THE PERIOD COVERED IN THIS REPORT

Treatment Classification designated by PO: _____
(tractable/intractable/defective)*

BRIEF SUMMARY & EVALUATION OF CONTACTS (include the effectiveness of treatment plan)

Date of Last Personal Contact with Parolee: _____

Number of Contacts: OV _____ HV _____ CV _____ TC _____ Collateral Contacts _____
(job, etc)

ASSETS (Check those that apply)

- | | |
|--|--|
| <input type="checkbox"/> Minor or no prior arrest record | <input type="checkbox"/> Usually optimistic |
| <input type="checkbox"/> Good health (mental) | <input type="checkbox"/> Good physical health |
| <input type="checkbox"/> Good rapport with PO | <input type="checkbox"/> Well motivated |
| <input type="checkbox"/> Industrious | <input type="checkbox"/> Stable family |
| <input type="checkbox"/> Receptive to authority | <input type="checkbox"/> Average intelligence or above |
| <input type="checkbox"/> Well adjusted emotionally | <input type="checkbox"/> Cooperative |
| <input type="checkbox"/> Responsible/dependable | <input type="checkbox"/> General healthy attitude |

LIABILITIES

- | | |
|--|---|
| <input type="checkbox"/> Significant prior arrest record | <input type="checkbox"/> Freq. pessimistic and/or depressed |
| <input type="checkbox"/> Poor health (mental) | <input type="checkbox"/> Poor physical health |
| <input type="checkbox"/> Poor rapport with PO | <input type="checkbox"/> Poor motivation |
| <input type="checkbox"/> Disinclination to work | <input type="checkbox"/> Alcohol |
| <input type="checkbox"/> Narcotics | <input type="checkbox"/> |

LIABILITIES (cont.)

- Resistant to authority
- Aggressive
- Not well adjusted emotionally
- Irresponsible/undependable
- General unhealthy attitude

- Borderline intelligence or below
- Sexual aberration
- Uncooperative
- Unstable family relationships
- Other

Any additional brief explanatory comments; _____

PO's overall evaluation of parolee's progress: Very Poor _____ Poor _____ Good _____
Very good _____ Exceptional _____. Briefly explain: _____

Recommended frequency of reporting by parolee: Monthly _____ Quarterly _____ Semi-Annually _____
Annually _____. Reasons why: _____

(see back of page if necessary)

Reviewed by: _____ Submitted by: _____

Chief A _____ Probation/Parole Officer _____

* These are recommendations only. Reporting requirements should not be altered in any way until officially approved by the Parole Board, Supervisor and/or Chief Probation/Parole Officer.

COMMONWEALTH OF VIRGINIA

PROBATION AND PAROLE OFFICE
DISTRICT 10



1400 N. UHLE STREET, ROOM 300
ARLINGTON, VIRGINIA 22201
TELEPHONE: JACKSON 9-6666

RE: New Procedures in casework recording
(Note: In compliance with Scarpelli and
Morrissey Probation and Parole Violation
Deputy Attorney General 1973. Forms may
be revised after experimental phase.)

Enclosed are copies of the new procedure in casework recording for probationees and parolees which will facilitate a more qualitative personal and social adjustment of the probationee and parolee.

Secondly, this new plan will provide a more efficient plan of keeping chronological recordings up to date by reducing to an absolute minimum the dictating and transcribing of supervision notes, thus enabling the officer to make better use of his time in performing effective casework with his clients, and to free the secretaries from the burdensome task of transcribing the same, thus increasing the work flow in the office.

Thirdly, long range secretarial staffing, equipment, and supply costs would be significantly reduced.

Fourthly, the forms have a multipurpose capability, such as: in-state and out-of-state transfer cases; out-of-state progress reports; probation and parole violation reports; and probation and parole discharge reports.

These forms and/or reports would be color coded for quick identification.

Report form No. 1--the Initial Contact Parole Form

You will note that the Initial Contact form adheres very closely to the initial entry format already being used and the form, as well as the subsequent form, closely follows the requirements of the parole statistical study cards. Many items on the first page are self explanatory. The significant changes include:

1) If the client does not understand the conditions of parole or

raises some objections to them the officer is to note a brief explanation why.

2) On page two, the parole officer will explain briefly the parolee's expectations as to his goals and objectives for personal and social adjustment while on parole.

3) The parole officer will include a brief summary of his proposed treatment plan for the parolee.

4) The treatment classification designated by the PO will be determined by his impressions under Assets and Liabilities. These will provide bench marks for the officer where the parolee is right now based on known information about him already in the file, his initial contact interview, and their relationship to the implementation of the proposed treatment plan and the parolee's goals and objectives for personal and social adjustment.

By a tractable frame of references the client can accept normalcy in authority, counseling, and supervision in relation to the check list under Assets.

The intractable client is just the opposite, the unwilling and/or reluctant client who exhibits a negative role in his behavior patterns in relation to the check list under Liabilities.

The defective client would include those with physical and mental handicaps, as well as chronic alcoholics, severe and moderately severe drug addicts, and significant sexual aberrations in relation to the check list under Liabilities.

This treatment classification provides nothing more than a quick guideline for the officer, not only to better assess his client, but also it would necessitate the officer reading the available information he has on hand concerning his client. Furthermore, you will be able to check his initial overall evaluation of the client with the subsequent Quarterly/Semi-Annual Report form to see if there has been any significant progress in the client, either positive or negative or no significant changes at all.

Please note the form indicates that the officer is to print or write legibly, that he can use the back of the page for his comments if needed. This will afford the officer to be not only brief and concise in his statements but, above all, he can fill out the form while the information is still fresh in his mind. Furthermore, it should give a clear indication of the officer's professional training and expertise in the dynamics in human behavior as well as provide quick reference calling for subsequent counseling sessions.

There is nothing in this form that the officer does not do ordinarily. The form should be more advantageous to the weak inter-

viewer; above all it should correct a lot of the deficiency in our present case recording methods as I alluded to above.

Report form No. 2—the Initial Contact Probation Form

The Initial Contact form for probation is exactly the same. I might add that the Initial Contact Probation form will be used also for misdemeanor probation cases.

Report form No. 3—the Monthly Personal Contact Summary form

This form will be used for the probationee and parolee as well.

This form serves a multipurpose. The officer will fill this form out on his last personal contact with the client during the month. Page two also provides for the number of contacts, by type, for the month, such as, home visit, telephone calls, job visits and collateral contacts. The PO will put in the number of contacts and then give a brief summary of contacts. The form will give the treatment classification designated by the PO, and also list any arrests during the month, technical violations, failure to report, etc. I believe this section will comply with the Morrisey Decision. It would also provide the date of last personal contact with the PO. The form provides for explanation of changes in the questions in column A which will be written in or printed in column B. Here again, these are questions ordinarily asked in the interview with the client.

Significant changes are in the use of leisure time, attitudes toward authority and adjustment.

The form also provides for the PO's explanation and specific efforts to correct or control liabilities or problems, and reasons for improvement or regression, including interested agencies and other treatment resources utilized.

The form also provides for a quick follow up when and if the PO is using any kind of related community agency, providing the date of assignment to that agency/agencies, and the last contact with that agency/agencies, and any special problems experienced since the last visit.

Again, it provides for the probation/parole officers overall evaluation of the client's progress.

Report form No. 4—Quarterly/Semi-Annual report (Probationee/Parolee)

This form will be used as follows:

- 1) For the first three months there will be personal as well as collateral contacts with the probationee/parolee.
- 2) The Quarterly Report will be an evaluation of the probationee or

parolee's progress for the three month period as you can see the form is very similar to the Initial Contact form which enables the probation officer to evaluate the client from his Initial Contact to the Quarterly Report, which will provide a reference for him as to whether a client has made any positive changes, or negative changes, or no changes.

3) Provides for the date of the last personal contact with the parolee. The number of contacts by type for the three-month period, he will reassess the treatment classification, and provide a brief summary and evaluation of contacts, including the effectiveness of the treatment plan; and provide his overall evaluation of the probationee/parolee's progress.

4) The form also provides the recommended frequency of reporting by the probationee/parolee either on a monthly, quarterly, semi-annually, or annually basis and the reasons why. This will be reviewed by the Deputy Chief. The only difference here is explained on the form regarding the parolee that these are recommendations only and the reporting requirements should not be altered in anyway until officially approved by the Parole Board, Supervisor, and/or Chief Probation/Parole Officer. (See addendum page 5)

5) The significant change here is that if the probationee/parolee is to be seen quarterly, semi-annually, or annually, the Monthly Personal Contact Summary form is to be filled out at the same time, this will take care of any intervening changes as well as summarizing the intervening number of contacts by type, as well as maintaining follow up with any related community supportive agency used as part of the client's treatment plan.

Summary and Evaluation

1) These forms will provide qualitative casework rather than quantitative, not only for the probation/parole officer, but it should provide quick reviews for the Deputy Chiefs in larger offices, Chief Probation/Parole Officers, Area Supervisors, Central Office Supervisors, and Parole Board Members.

2) For Parole Board Members, the forms can provide an overall analysis of the client's adjustment on parole prior to any administrative action involving technical violations and revocations, in compliance with the Morrissey Decision. The forms can provide the same assessments for judges or in court actions if necessary, concerning technical violations and revocation proceedings.

3) In intra/interstate transfers of probationees and parolees the supervising officer will have a qualitative report as to the client's exact conduct progress and attitude under supervision.

4) If the forms are adopted state wide more uniform quality control standards in case recording could be established.

- 5) It should provide a greater burden of proof on the parole violator to show cause why his parole should not be revoked, and concurrently the probation/parole officer's justification for his actions and parole violations will be greatly enhanced if he has done his job.
- 6) Use of the forms would greatly enhance the probation/parole officer making more efficient use of his time in working with his cases and increasing his work flow.
- 7) Please refer to paragraph one of this letter concerning the long and short range goals if these forms are adopted.
- 8) In conjunction with these forms I am in the process of developing a supervisor's quality control assessment form for probation officers.

Your comments and critical analysis of these forms would be greatly appreciated. If you feel these forms have merit, then the next step I would like to see taken is an assessment by the Attorney General in order to see that the forms comply with the Morrissey Decision. If affirmative, then the matter could be taken up with the Parole Board for approval. The next step would be a demonstration project in order to test the reliability and validity.

Yours very truly,



A. C. Gaudio, MSCA, RSW
Chief Probation and
Parole Officer

ACG/sle

Addendum:

The Monthly Personal Contact Summary form must be filled out whenever a parole violation occurs during the intervening quarterly/semi-annual period. For example: If an individual is on a quarterly reporting basis and violates in the second month the PO must fill out the Monthly Personal Contact Summary form in compliance with the Morrissey Decision. Then he can use the Quarterly/Semi-Annual Report form to show the extent of the client's personal and social adjustment from the initial contact to date of the violation. This, of course, applies to the semi-annual and annual reporting periods also.

PERSONAL FACTORS	THE WILLING CLIENT	THE RELUCTANT CLIENT	THE INTRACTABLE CLIENT	REMARKS
F) Peer Influences	Exercises self-control over impulses Positive peer group involvement (church groups, civic and social affiliations, etc.)	"Bad" associates Hero-ideal in anti-social Deviant--Rebel Frequents "bad" places All around "drop out" can succeed only in irregular activities	Reputation among peers - Bad Reputation among police - Bad Gang offender Fears rejection by fellow criminals more than constructive peer groups Cultural delinquent	Note sub-cultural groups, i.e.; also note hobbies and/or other recreational interests--positive or negative.
G) Attitude Toward Authority	Mutual self-trust--cooperative Feeling of well-being Strives to achieve good self-concept Minimal loss of self-confidence	Feelings of anxiety, insecurity Loss in self worth Needs self esteem and sense of belonging	Negative transference Feelings of suspicion, hostility, anger--easily distrustful Irritable	
H) Self-Image	Capable of internalizing, integrating authority into normal way of living	Reluctant to change Verbalizes "anti-establishment" attitude Denies anxieties, frustrations Insecure, inadequate, impulsive demeanor Identifies with anti-social group	Projects problems, difficulties on to others Definite "anti-establishment" attitude No close personal relationships Psychiatric, psychological recommendations--negative	Note effects of physical handicaps in relation to treatment and adjustment
Emotional Stability	Normal-minimal neurotic tendencies Minimal external-internal tendencies Minor sexual deviancy Conformist-immature-passive-dependent, socialized Exemplifies "one-time loser" profile Positive psychological/psychiatric recommendations	Moderate drug-alcohol abuse history Lack of empathy toward others Neurotic "acting out" behavior Defenses--Rationalization makes him secure "as is"	Severe alcohol-drug abuse problems Sexual deviancy problems Defenses--projection, rationalization, denial Cunning manipulator type	

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 THE PERMISSION OF THE AUTHOR
A. C. Gaudio
 A. C. GAUDIO, M.S.C.A., R.S.W.

DIFFERENTIAL CASELOAD SUPERVISION CHART

PERSONAL FACTORS	THE WILLING CLIENT Cooperative-Tractable GROUP I "Ideal"	THE RELUCTANT CLIENT Needs Direction--Help GROUP II "Normal"	THE INTRACTABLE CLIENT Negative-Resistant GROUP III "Loser"	
A) Prior Criminality Age of First Arrest-- (Juvenile-Adult) Institutional Adjust- ment	None-traffic offenses only First involvement of consequence with Criminal Justice System Situational/Accidental Offender-- non-violent None--or very trivial	Minor misdemeanor record No commitments--juvenile or adult One probation period--non-violent offenses only--juvenile-adult No revocations No disciplinary reports in deten- tion for year prior to instant offense	Serious felony-misdemeanant, in- cluding military offenses Probation/Parole revocations, BCD, DD with prison time (military), Juvenile commitments with proba- tion/parole revocations Had disciplinary reports and con- trol cell time.	
B) Instant Offense	Misdemeanors Auto Theft--Unauthorized Use Grand Larceny--checks, embezzle- ment, etc. All other non-violent offenses--in- cluding victimless offenses (Poss. of "pot")	Felony-Misdemeanant (Drug related offenses) Property crimes--unarmed robbery, forgery, M&E, Burglary, Non-vio- lent sexual offenses, involuntary manslaughter All other property offenses	Felony against persons (drug-related offenses) Armed Robbery Aggravated assaults Rape/Statutory Rape Serious Drug Distribution offenses Murder, 1st, 2nd degree Voluntary manslaughter, including involuntary manslaughter	Note alcoholic- prone offenders, gamblers, etc.
C) Employment History	Steady--regularly greater than 75% of the time Skilled/semi-skilled--professional job fits life style Supports family	Erratic employment--employed 25- 74% of the time Semi-skilled--general laborer pro- file including tendency to live beyond his means Irregular support of family	Nomadic Employed less than 25% of the time Unskilled--laborer profile Non support of family "Lives by his wife."	
D) Educational Record Intellectual ability	High school diploma or higher--in- cluding Vocational training and institutes Average or better	8th-12th grade, No CED/diploma Irregular school attendance Moderate disciplinary problem Slow learner	Less than 8th grade "Drop out" syndrome in everything Chronic disciplinary--truancy problem Learning difficulties, reading deficiencies, illiterate	
E) Family Background	Stable--close family ties No major difficulties in family unit Acts as model for family	One parent absent Overindulgence, neglect, rejection, "spoiled brat"	Disorganized family unit Alcohol, drug abuse, mental problems in family history Intolerable home situation	

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THE PERMISSION OF THE AUTHOR

A. C. Gaudio
A. C. GAUDIO, MSCA, RSW

Probationer
Parolee _____ Number

DIFFERENTIAL CASELOAD PROGRESS CHECKLIST

	Unsatisfactory	Fair	Good	Very Good	Exceptional	Total
EMOTIONAL MATURITY Developed sufficient controls, insight, judgment, responsibility	1	2	3	4	5	
EMPLOYMENT STABILITY Regularly employed; received promotion, pay raises; learned skills; is respected employee	1	2	3	4	5	
ATTITUDE TOWARD AUTHORITY Motivation towards probation parole requirements	1	2	3	4	5	
FAMILY/MARITAL STABILITY Supports family; positive financial management (savings, budgeting, etc.); family/ mar- ital climate healthy and co- hesive	1	2	3	4	5	
SELF-CONCEPT Responsible for his/her own behavior; self-image is posi- tive as to who he/she is, what he is, why he acts the way he does.	1	2	3	4	5	
LEVEL OF ASPIRATION Future plans, goals and objec- tives are positive, realistic	1	2	3	4		
SELF-IMPROVEMENT Utilizes community supportive services; voluntarily involved in vocational on-the-job train- ing, A.A., drug treatment pro- grams, etc. (including regularity, successful completion)	1	2	3	4	5	
SPECIAL CONDITIONS OF PROBATION/ PAROLE Demonstrates full compliance with positive results from participat- ing agencies-public or private (psychotherapy, court costs, restitution, fines, etc.)	1	2	3	4	5	

	Unsatisfactory	Fair	Good	Very Good	Exceptional	Total
PEER INFLUENCES Peer group involvement, i.e., church groups, civic and social affiliation and other forms or community involvement demonstrating social responsibilities (hobbies and other recreational interests)	1	2	3	4	5	_____
DEPENDABILITY Follows instructions and advice; keeps appointments; sends in monthly reports regularly; regular attendance; public and private community supportive agencies.	1	2	3	4	5	_____
					TOTAL POINTS	_____

IN ORDER OF IMPORTANCE STATE THE THREE PERFORMANCE CHARACTERISTICS WHICH NEED IMPROVEMENT FOR RECLASSIFICATION:

1. _____
2. _____
3. _____

CLASSIFICATION APPROVED:

Intense: _____

Normal: _____

Ideal: _____

Signed: _____
Client's Signature

EVALUATED BY:

DATE: _____

Teamleader: _____

APPROVED BY:

Member: _____

Chief "A" (DCPPO)

Member: _____

Chief "B" (CPPO)

Unsatisfactory: 6-15 points
Fair: 16-25 points
Good: 26-35 points
Very good: 36-45 points
Exceptional: 46-50 points

DATE: _____

APPENDIX VI

Accomplishments in the Division of Probation and Parole Services
A. C. Gaudio, MSCA, RSW

1. Revision of the Qualification Standards for the Probation and Parole Officer

There has been a need to revise the qualification standards for the probation and parole officer in order to provide better flexibility in recruiting applicants and to provide equal opportunity for minority applicants who are vitally interested in getting into the field of probation and parole work.

The revision for the qualification standards for the position of probation and parole officer awaiting approval from the Department of Personnel is as follows:

1. Applicants with a B.S. or B.A. Degree in the related social sciences, criminal justice, law enforcement, public administration, without relevant experience, can be employed as a probation and parole officer after meeting all the requirements for same with a starting salary of \$8040 and every six months for eighteen months they will receive a salary increase to \$9168 per annum.
2. Any applicant with the same requirements as above, except with six-months' relevant experience, the applicant will receive an entrance salary of \$8040 and in six months will go to \$9168 per annum.
3. If an applicant comes in with one year's relevant experience including the above, he will start out at \$9168 per annum.
4. If the applicant comes in with a Master's Degree his salary will be \$9168 per annum.

II. Revision of Job Descriptions for the Area Supervisor, Chief Probation and Parole Officer, Deputy Chief Probation and Parole Officer, and the Case Analyst

These positions were updated in order to provide broader authority and responsibility to the incumbents in these positions, not only for decentralization of our operation, but this will also provide decentralized decision making at the mid-level and lower-level management positions within the perimeters of their authority and responsibility rather than having it done continually at top-level management.

Job descriptions for the Institutional Parole Officers and the secretaries will also be updated in the immediate future.

III. Goals and Objectives

New goals and objectives were written for the Division of Probation and Parole Services including Divisional goals and goals and objectives for the components in the Division.

IV. Establishment of New District Office

District No. 23 will be established very shortly in the Tidewater area at no additional cost in office space to the Division.

V. Drug Treatment Training

The Division of Probation and Parole Services will have completed its drug treatment training under House Bill 216 well in advance of the target date April 16, 1975.

VI. Manual Committee

A Manual Committee has been established to continually revise and update the Probation and Parole Officers Manual.

VII. Computer Access

A computer programmer and analyst have been assigned to the Division. The things we are interested in obtaining are: parolee file, probationer file, halfway house program, parole programs, community services program, district budget program, caseload program, probation and parole officer file.

Accomplishments within the Central Office since August 27, 1974
W. E. Boldin, Jr.

1. Staff Organization

The Central Office staff has been organized into three basic sections as follows:

- A. Administrative Section - This section headed by Mr. Ron Keever as Supervisor has general responsibility and functions within the fiscal, logistical and personnel management area at the Division level including
1. budgetary matters,
 2. accounting matters,
 3. supplies - procurement and issuance,
 4. rental leases and agreements,
 5. monitoring of requirements for recruitment selection and promotional activities and adherence to the guidelines of the E.E.O.,
 6. travel matters including the assignment of state cars.
- B. Casework Section 1 under the supervision of Mr. R. H. Quynn, Jr., has basic general responsibility in the area of essential casework services done at the Central Office level including

institutional parole services, pre-parole services, post-parole services, interstate parole services and case analysis. The involvement of this section is with cases with primary ties to Districts 1, 2, 3, 4, 5, 6, 7, 8, 19 and 21, the place of sentencing initially determining the primary tie.

- C. Casework Section II under the supervision of Mr. John L. Lunsford has basic responsibility of an identical nature to that of Mr. Quynn involving cases with primary ties to Districts 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 20 and 22.

The organization of these sections has tended to bring about a coordination of the efforts within the various service areas (i.e. institutional parole services, pre-parole services, post-parole services, interstate compact services, preliminary hearing services) which previously had been operated as separate entities.

II. Fiscal Matters

Since August 27, 1974, we have obtained the services of a fiscal technician and have also used the services of a Budget Committee set up by the Director to seek a reasonably current information base concerning the Division's economic status and projections for the future. It needs to be pointed out here that there is a time lag between the requisitions made for purchases and the final tabulation by the Bureau of Accounts as to the amount of money actually spent and/or obligated. This has made it extremely difficult for the Division to determine at any time what its financial status is. With the help of the fiscal technician and the Budget Committee an effort is also being made at this time to bring about a situation where the separate districts and operations of the Division will have input into budget preparation and have some responsibility for adherence to the budgeted items funded. It is anticipated that early in 1975 each district or area within the state will have an indication as to how much of the total of appropriated funds it will have designated for its area of expense. Previously, as you know, there has been only one line item budget for the entire Division and the districts' requests have been largely dealt with on a first-come, first-serve basis. The efforts now in progress will attempt to rectify this situation.

In line with the Governor's request for a reduction in expenditures, the Budget Committee has prepared and had issued several guidelines and directives to district offices and other operations concerning the use of material such as stationery, the use of telephones, the use of copying equipment, etc., in an effort to cut expenses. Each district and/or operation that has the use of a copying machine has been required to develop a standard operation procedure which would specify the correct usage of such equipment.

III. Telephone service within the Central Office and Miscellaneous Items

Since August 27, 1974, a complete overhaul of the telephone system at 6767 Forest Hill Avenue has been accomplished. This has combined all incoming lines into a central answering service and has put all lines on a rotating number system. This has been able to lower the monthly telephone rate considerably.

The staff of the Central Office has been involved to varying degrees in training sessions for new officers within the Division and clerical staff within the Division and has participated in training sessions for other departments of the state including the State Police. The Assistant Director for Central Office operations recently spent two weeks at the Wharton School of Finance in Philadelphia as a participant in a Federally-funded Strategic Management Seminar for Correctional Administrators. He will return to Philadelphia for a one week follow-up to this in March or April, 1975.

The Assistant Director for Central Office Operations has also served as a proxy member of the Council of Justice and Crime Prevention on two occasions since August 27th. Other members of the staff have served as members of planning sessions within the Department of Corrections including the Planning Committee involved with inmate records.

There has been a continual effort made to coordinate planning between the Division of Probation and Parole Services and the Probation and Parole Board to eliminate procedural steps in the parole release and parole revocation. Guidelines are currently being drawn to enable Division personnel to take over more of the final steps in these procedures that previously have been handled by Board Members.

Accomplishments in Field Operations Carlton B. Bolte

Since assuming my duties as Assistant Director for Field Operations on August 27, 1974, the number of Probation and Parole Districts have increased from 21 to 22 and we are currently in the process of establishing District No. 23 in Virginia Beach, Virginia. I have personally visited 19 of the 22 districts.

The title of Area Supervisor has been changed to Area Administrator and the number increased from four to seven. This was done without additional costs as we changed the duties of the Hearing Officers to Area Administrators and delegated the preliminary hearings to Chiefs and Deputy Chiefs. By making these changes, it has increased leadership and direction for the field staff.

I have attended a one-week Management Seminar in Pennsylvania. I regularly take part in the Adult Services Training Program and participate in Probation and Parole Training Sessions.

Accomplishments in the Bureau of Special Programs
Randy J. Polisky

1. Establishment of Special Programs Council

There has been the establishment of a Special Programs Council, the function of which is:

- A. To provide the Division with an ongoing monitoring system of its special programs which are currently in operation, especially those which are grant-funded in nature;
- B. To serve as a "planning team" for the preparation, planning and implementation of all new special programs in the Division.

The Council has as its members the Planning Supervisor, the Drug Coordinator, the Training Supervisor, the Employment Coordinator, the Community Correctional Center Coordinator, and its Chairman is the Division's Assistant Director in charge of Special Programs. This Council will allow the Division to "clean its own house" in the area of special programs, thereby increasing the credibility of the Division in the eyes of the Department of Corrections, the Division of Justice and Crime Prevention, the Virginia Crime Commission, the Virginia State Board of Corrections, and the taxpayers.

II. Public Relations

The Special Programs operations of the Division has initiated a public relations campaign on a statewide basis, which began with contact being made with the Richmond radio, television, and newspaper media, and led to various public coverage concerning the Division. Guidelines have been set up for the field staff to apply in their local areas of the state. The idea is to educate the public as to the needs and problems of the Division, and also to inform them of the job our field staff is doing.

III. Student Interns

Guidelines have been established for the standardization of a student intern program on a statewide basis within the Division. It is hoped that through the use of this Special Program in those Districts where it is feasible, three goals may be accomplished:

- A. The broadening of the learning situations being experienced by college students in our Commonwealth;
- B. The "home-growing" within the Division of trained, qualified, and experienced potential probation and parole officers;
- C. The reduction of the workload facing the field staff of the Division.

There are five districts presently using student interns within the Division, and five other districts are negotiating with colleges in their areas to set up such a program.

IV. Volunteer Program

Some members of the Special Programs component of the Division are on a "task force" to research Volunteers in the Criminal Justice System and set up standards. Groundwork is being laid for the establishment of a statewide volunteer program in probation and parole which will be run by a Volunteer Coordinator. However, there will be no volunteer program put into operation until such time as the Division is successful in its efforts to establish and fill the position of Volunteer Coordinator.

V. Drug Program

The Special Programs Council recently approved the formation of two "laboratory districts" to be started in the Arlington and Petersburg districts. This was for the purpose of placing trained specialists in the field of alcohol, on the districts' existing drug screening teams, and who will also handle a strictly "alcohol-related" caseload. If the "laboratory districts" benefit from the alcohol specialists the program will be expanded; if they do not prove their worth they will be discontinued.

Due to the increase in the number of drug and alcohol-related cases in the Commonwealth it appears that the Division Drug Program will have to expand its services. For this reason, the Assistant Director in charge of Special Programs has requested the establishment of the position of Assistant Drug Coordinator, whose job it will be to assist the Drug Coordinator with the job of overseeing all drug treatment efforts of the Division.

VI. Employment Program

Through the efforts of the Special Programs Council, this program has undergone modification of its objectives and of its implementation. The findings of the computerized/research phase of this program are being built in as an integral part of planning for the Division. In addition, this program has recently provided data to the legislature concerning House Bill 45 (still pending); this Bill deals with, among other things, the employment of ex-offenders, and the computerized data concerns the unemployment rate of ex-offenders on a district-by-district breakdown.

VII. Community Correctional Centers

This program has experienced many changes in the past 2 1/2 months. In September, 1974, the previous Director of the Charlottesville CCC was forced to resign because of his administrative inefficiency. This was done after a complete investigation of that Director's

activities and those of the Charlottesville CCC by the Assistant Director of Special Programs and several members of the Special Programs Council. Since that time, it has become apparent, through the efforts of the Special Programs Council, that the continued existence of the Charlottesville CCC cannot be justified. The final day of operation of this Center will be November 30, 1974 and efforts are presently underway to transfer this Community Correctional Center to Roanoke.

