

**REPORT OF THE  
JOINT LEGISLATIVE AUDIT  
AND REVIEW COMMISSION**

**ALTERNATIVES TO STABILIZE  
REGIONAL CRIMINAL JUSTICE  
TRAINING ACADEMY MEMBERSHIP**

**TO THE GOVERNOR AND  
THE GENERAL ASSEMBLY OF VIRGINIA**



**SENATE DOCUMENT NO. 7**

**COMMONWEALTH OF VIRGINIA  
RICHMOND  
2000**

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## Preface

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Since the mid-1980s, concerns have been raised about the instability of membership in the regional criminal justice training academies. Proper training of police officers is essential for the safety of the officers and the public, and disruption of academy training activities due to membership withdrawals has been seen as having an adverse impact on the quality of training. Senate Joint Resolution 411 (1999) directed the Joint Legislative Audit and Review Commission (JLARC) to study methods to stabilize the membership of regional criminal justice training academies. Staff of the Department of Criminal Justice Services (DCJS) were directed to assist in the study.

This review found that membership withdrawals do result in the loss of funding and training resources, which can be disruptive. The academies are largely dependent on officers from member agencies to serve as instructors, and facilities from member agencies are used for some training activities. The loss of such resources makes planning for training programs difficult. These findings are not new, however. DCJS has raised such concerns since 1987, when a consultant completed a review of regional academy operations. The Criminal Justice Services Board has been unable, through its guidelines for the regional academies, to effectively address the membership concerns identified by DCJS staff and academy directors.

Given the long-term nature of the problem, the General Assembly may need to establish the general structure of academy membership. This report outlines five alternative methods by which regional academy membership can be stabilized. Two of these alternatives, which are recommended by the study staff, would create permanent regions for the academies. If permanent regions are not created by the General Assembly, the State may want to consider discontinuation of direct funding for the regional academies, and provide funds for training directly to police agencies and sheriff's offices.

On behalf of the Commission staff, I would like to express our appreciation for the assistance provided by the staff of the Department of Criminal Justice Services in the completion of this report.

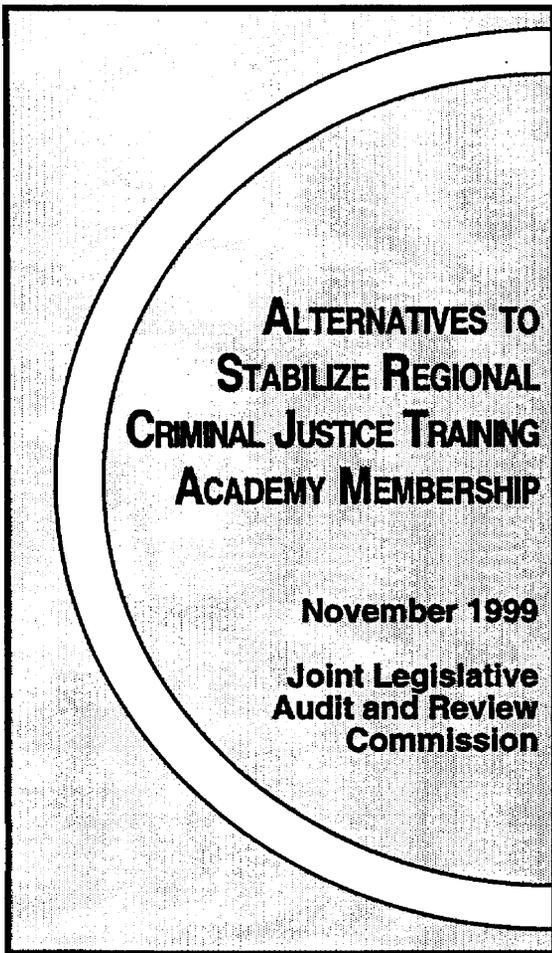


Philip A. Leone  
Director

November 1, 1999



# JLARC Report Summary



**S**enate Joint Resolution 411 (1999) directs the Joint Legislative Audit and Review Commission (JLARC), with the assistance of the Department of Criminal Justice Services (DCJS), to study methods to standardize the membership of the State's ten regional criminal justice training academies. The study was to include a review of financial incentives, the feasibility of permanent boundaries, and alternative methods for member agencies to withdraw from regional academies. This review was in response to a 1998 JLARC study which found that changes in academy membership in recent years created financial and operational problems for the academies. The earlier study also made several recommendations related to training standards, testing policies,

facilities, and field training. The 1999 General Assembly enacted new requirements for certification exams and field training as a result.

In Virginia, local criminal justice agencies are responsible for ensuring that their officers are properly trained and certified as required by law. Some of the larger cities and urban counties operate their own independent academies. Most jurisdictions, however, use the ten State-supported regional training academies (See Map on next page). Currently, these academies serve more than 12,500 officers from 296 agencies.

## **Academy Membership**

The Appropriation Act designates the Criminal Justice Services Board (CJSB) as the entity responsible for establishing the service boundaries for the regional academies. In practice, the CJSB issues guidelines that outline the process for academy membership and withdrawal, but membership is not assigned by either statute or the CJSB. Membership in the regional academies is essentially self-selected instead. In contrast to other regional entities in Virginia, such as community service boards or planning district commissions, local agencies have the flexibility to join and withdraw from regional criminal justice training academies without limitation. Since enforcement authority for the CJSB guidelines for withdrawal, and sanctions for failure to comply with the guidelines, is unclear, the CJSB has been unable to slow the pace of academy membership changes.

Agencies change regional academy membership in response to various factors, including changes in leadership within the agencies, increasing costs, dissatisfaction with the quality of training, or differences of opinion related to the operation of the academy. Since 1995, 38 criminal justice agen-

# Criminal Justice Training Academies

## Regional Academies:

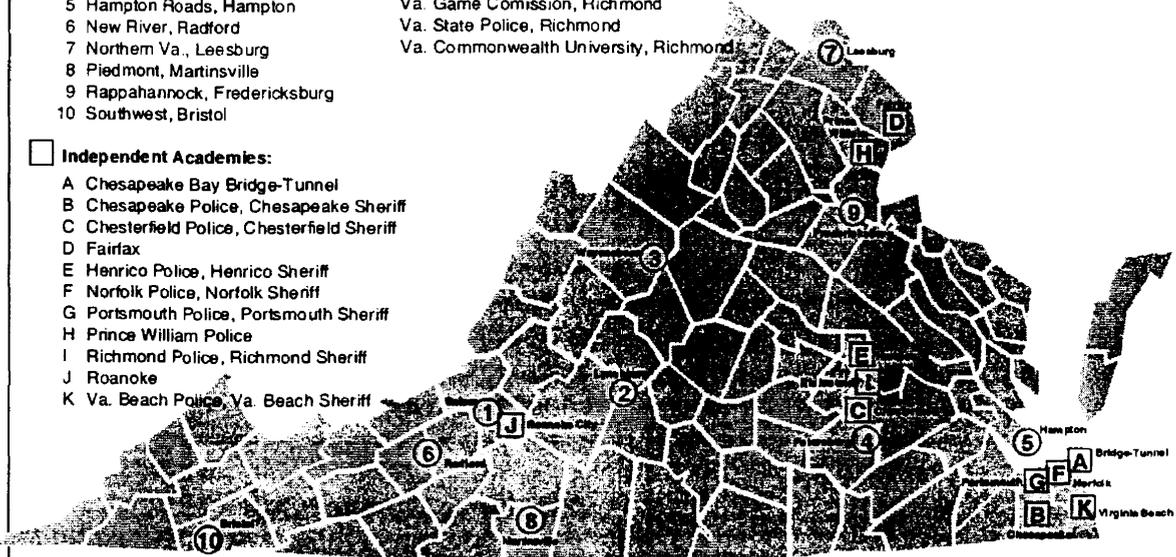
- 1 Cardinal, Salem
- 2 Central, Lynchburg
- 3 Central Shenandoah, Waynesboro
- 4 Crater, Petersburg
- 5 Hampton Roads, Hampton
- 6 New River, Radford
- 7 Northern Va., Leesburg
- 8 Piedmont, Martinsville
- 9 Rappahannock, Fredericksburg
- 10 Southwest, Bristol

## Independent Academies:

- A Chesapeake Bay Bridge-Tunnel
- B Chesapeake Police, Chesapeake Sheriff
- C Chesterfield Police, Chesterfield Sheriff
- D Fairfax
- E Henrico Police, Henrico Sheriff
- F Norfolk Police, Norfolk Sheriff
- G Portsmouth Police, Portsmouth Sheriff
- H Prince William Police
- I Richmond Police, Richmond Sheriff
- J Roanoke
- K Va. Beach Police, Va. Beach Sheriff

## State Agency Academies:

- ABC, Richmond
- Dept. of Corrections, Goochland
- Dept. of Criminal Justice Services, Richmond
- Capitol Police, Richmond
- Va. Game Commission, Richmond
- Va. State Police, Richmond
- Va. Commonwealth University, Richmond



cies have switched regional academies. In the most recent change, 14 agencies withdrew from one academy to join another, resulting in a loss of about 30 percent of the population of officers served by that academy.

## Membership Changes Adversely Impact the Academies

Changes in academy membership can adversely affect funding from member agencies and the State, as well as the training resources of the academy. State funding is based on the relative percentage of officers served by the academy, so large changes in membership can have a substantial impact on academy budgets. To minimize this impact, DCJS has averaged academy membership over a three year period in calculating State assistance to the academies. The loss of local agency fees, on the other hand, has an immediate impact. For example, the most recent change in membership resulted in one academy losing \$179,290 in State and local funding.

Changes in academy membership can also adversely affect training resources for an academy. Most of the instructors used

by regional academies are regular-duty police officers or deputies in member agencies. Eight of the ten regional academies are almost entirely dependent on member agencies permitting their officers to serve as instructors. When 30 percent of the total officer population moves to another academy, as was the case recently for one academy, the loss of volunteer instructors can be a serious problem. Membership changes can also be disruptive because most academies use the facilities of member agencies. The loss of firing ranges or areas for driver training, for example, can be a particular problem. In addition, a consultant hired by DCJS in 1987 found that the current regional arrangement resulted in competition between academies for member agencies and limited the sharing of resources.

## Alternatives to Stabilize Academy Membership

SJR 411 specifically directed this review to examine the feasibility of permanent boundaries for the regional training academies as well as alternative methods for

changes in membership. To address the mandate, JLARC staff, with assistance from DCJS staff, developed five alternatives which include revised regional boundaries and some possible methods for reducing the volume and frequency of membership withdrawals. JLARC staff completed an evaluation of the extent to which each alternative promotes five criteria which reflect goals for academy membership. The criteria for evaluating each of the alternative for academy regions were:

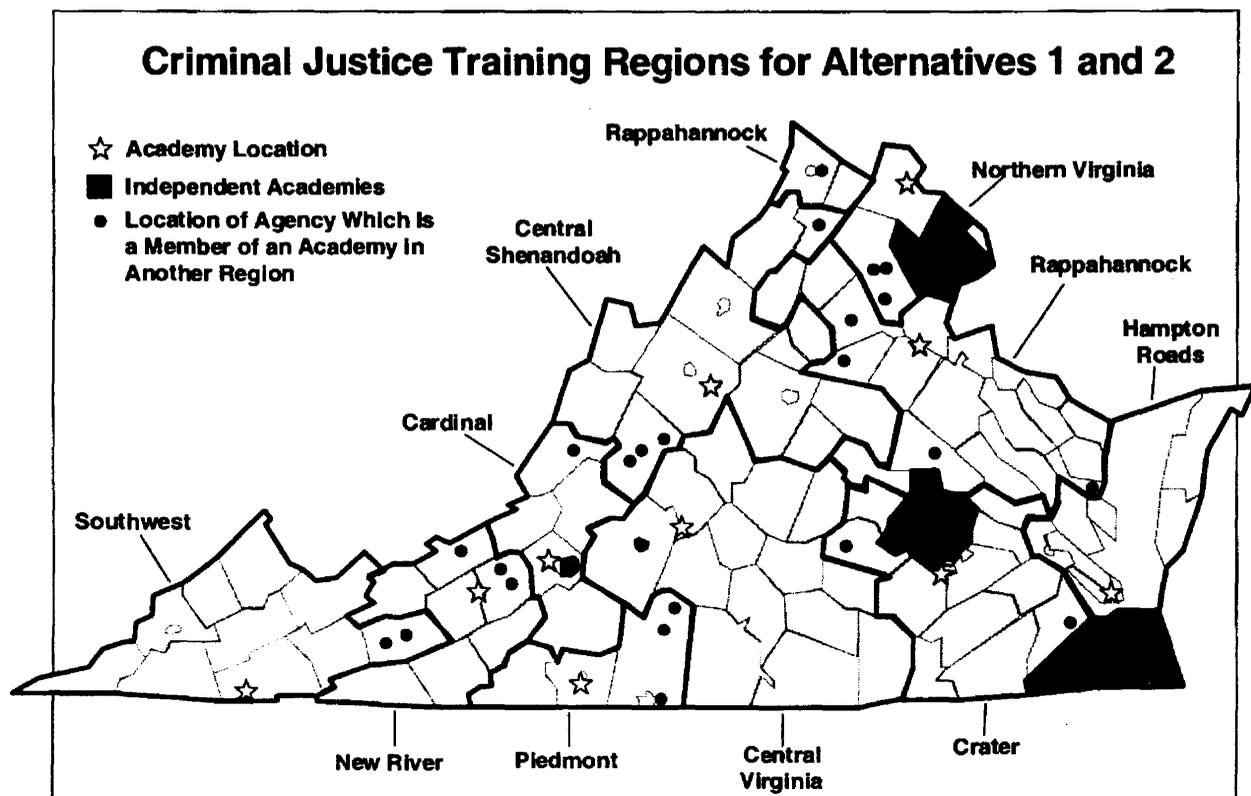
- long-term stability of membership,
- compact geographical arrangement of member agencies,
- more uniform distribution of officers served,
- minimal disruption of existing academy operations, and
- ease of administration.

For each alternative regional configuration developed by JLARC and DCJS staff, the alternative was assessed to have a positive or negative impact for each criterion, or no relevant impact. The criteria are ex-

plained in more detail in Chapter II of the report. Staff also developed maps to illustrate alternative regional configurations and summary tables to show the impact of the alternatives on membership and funding.

For this review, JLARC and DCJS staff developed five potential alternatives. The first two alternatives freeze the existing regions and impose certain restrictions on membership withdrawals. Alternative 1 would permit membership changes only at specified intervals, such as once every five years. Alternative 2 uses the process currently used for regional jails, permitting withdrawals only with the unanimous consent of the other members of the regional academy. These two alternatives do little to promote important goals such as compact geographical regions or uniform distribution of officers. The regions for Alternatives 1 and 2 are illustrated in the map below.

Alternatives 3 and 4 provide for long-term stability in membership by using State-designated, permanent regions. Alternative 3 bases the regions on combinations of the current regional planning district commis-



sions. This alternative was based on an analysis of several existing regional configurations, and planning districts were found to be a reasonable basis for academy regions. The specific combination of planning districts chosen for this alternative minimize the number of agencies which would be required to use a different academy. Alternative 4 is based on regions designed to minimize the distance from each criminal justice agency to a regional training facility. By its design, Alternative 4 promotes compact regions. Both of the alternatives which use permanent regions would strongly promote long-term stability. Alternatives 3 and 4 are illustrated in the maps on the next page.

Alternative 5 is a more substantial change from the existing method for providing State assistance. With this alternative, the State would discontinue its recognition of academy regions, and would provide financial assistance for local criminal justice training directly to the local agencies. The purpose of this alternative is to recognize the self-selection of academies by agencies and to provide maximum flexibility for sheriffs and chiefs of police in determining where they will purchase required training. Under Alternative 5, the criminal justice agencies could contract for training services with any State-certified training academy.

Given the long-term nature of this problem, and the importance of training to the safety of officers and the public, the General Assembly may want to establish a general structure for the regional criminal justice training system. In order to best serve the training needs of officers, the revised structure should provide for a more uniform level and quality of training. To this end, the General Assembly may want to minimize the number of regions, distribute agencies among the regions so as to ensure that agencies are assigned to the closest training facility, and stabilize membership by making the regions permanent. These steps

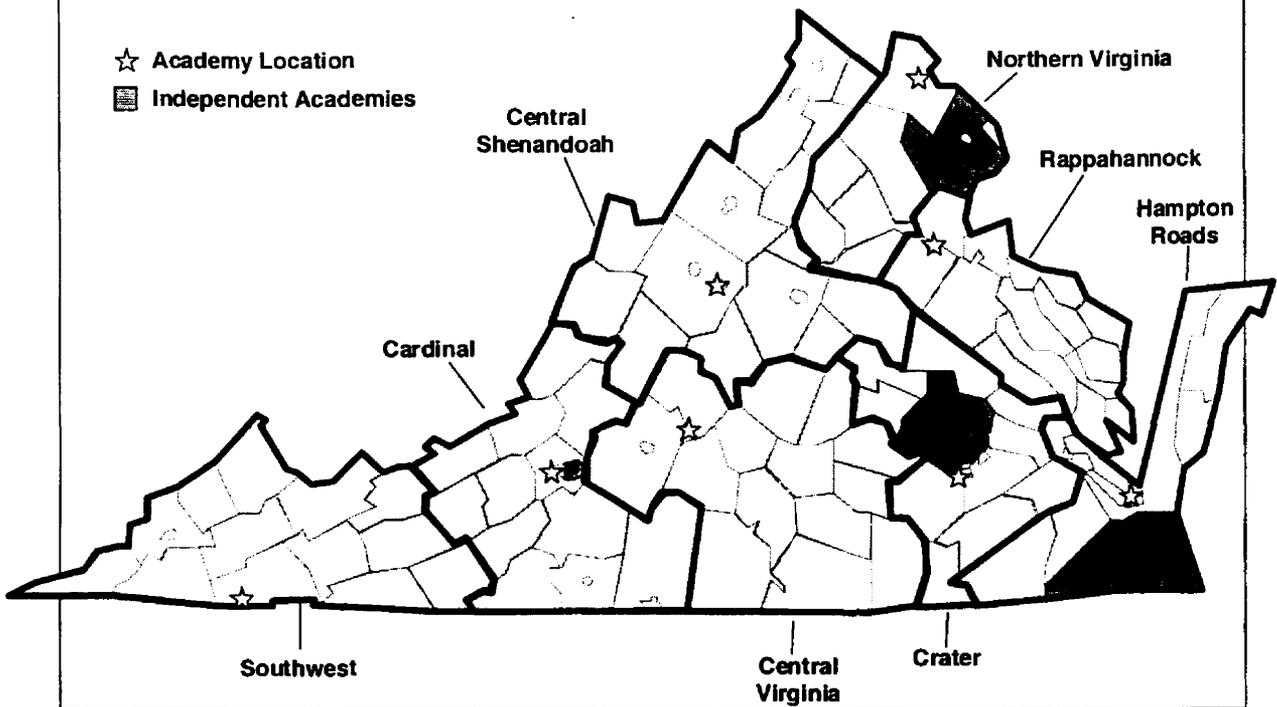
would help to stabilize membership and provide for more uniform resources and improved quality of training.

Based on the analysis completed for this review, it appears that regions based on planning districts or on a compact geographical design better meet these goals. The general structure for academy regions should be established in statute, with implementation and oversight of the regions assigned to the Criminal Justice Services Board and the Department of Criminal Justice Services.

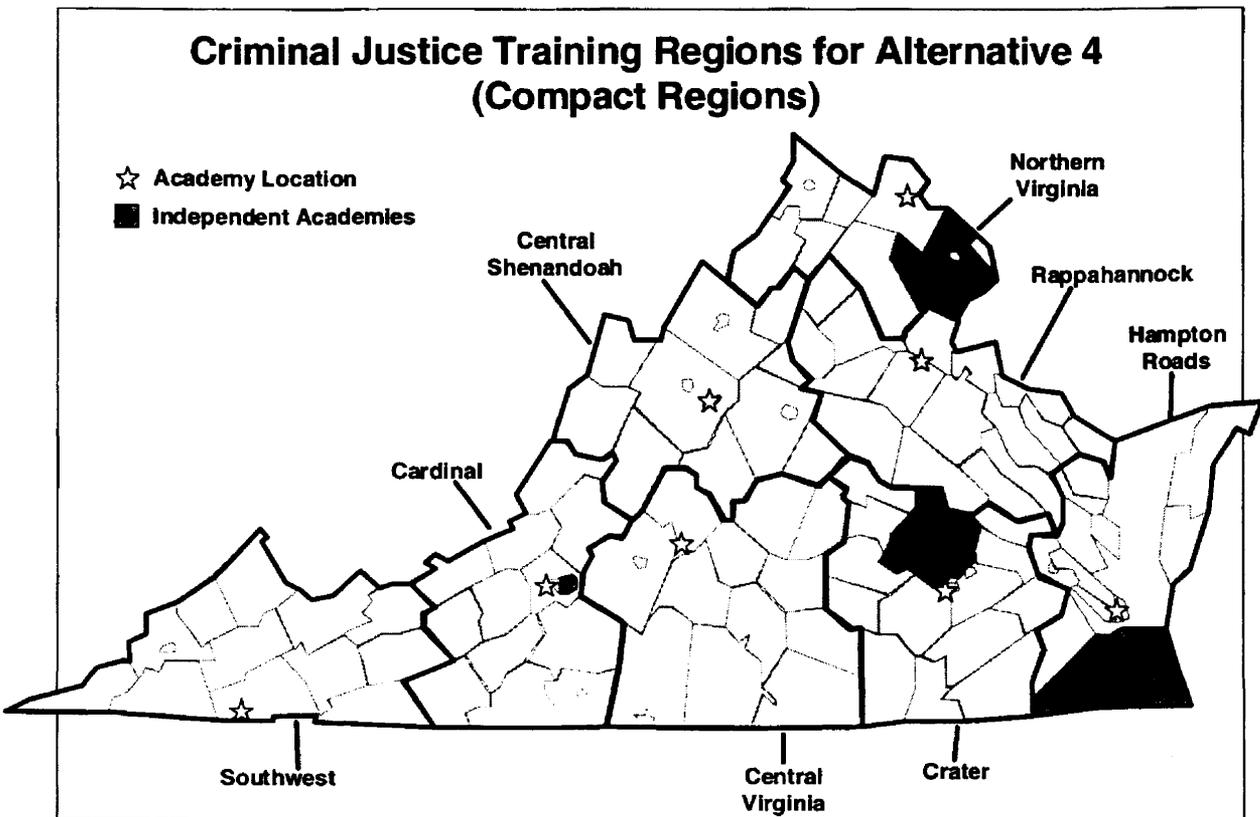
***Recommendation (1).*** The Virginia General Assembly may wish to establish geographical regions for criminal justice training academies based on regional planning districts (Alternative 3) or a compact geographical design (Alternative 4). State funding should be provided to each academy only for officers trained from within its region and only for criminal justice agencies of a local unit of government.

***Recommendation (2).*** The Virginia General Assembly may wish to assign responsibility for implementation, funding, and oversight of the system of regional academies to the Criminal Justice Services Board and the Department of Criminal Justice Services.

### Criminal Justice Training Regions for Alternative 3 (Based on PDCs)



### Criminal Justice Training Regions for Alternative 4 (Compact Regions)





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## I. Introduction

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Senate Joint Resolution 411 (1999) directs the Joint Legislative Audit and Review Commission (JLARC) to study methods of stabilizing the membership of the State's ten regional criminal justice training academies. In particular, JLARC was directed to examine financial incentives, the feasibility of permanent boundaries, and alternative methods for member agencies to withdraw from regional academies (Appendix A). The Department of Criminal Justice Services (DCJS) was directed to assist JLARC in the review.

This study was a result of a 1998 JLARC review of the regional academies, which found that significant changes in academy membership in recent years created potential financial and operational problems for the academies. The regional boundaries are important because they impact the amount of State funding received by each academy and the officer population served by each academy. This report presents several ways for the General Assembly to address the issues related to regional criminal justice academy membership.

### **Criminal Justice Academies in Virginia**

Section 15.2-1706 of the *Code of Virginia* requires that all law enforcement and jail officers be certified through training at an approved criminal justice training academy. Criminal justice training is provided in Virginia by 36 academies, consisting of the ten regional academies, seven academies operated by State agencies, and 19 independent academies operated by local criminal justice agencies (Figure 1). Each academy provides mandated training. Most conduct both entry-level and in-service training. Some provide in-service training only. The academies provide training for police departments, sheriff's offices, local and regional jails, and law enforcement dispatch centers. In addition to such local agencies, the academies may also provide training for State agencies and corporate security departments.

***Criminal Justice Training Programs.*** The *Code of Virginia* requires that all law enforcement officers complete basic training which meets mandatory minimum standards set by the Criminal Justice Services Board (CJSB) and DCJS. Entry-level law enforcement training combines classroom instruction with hands-on practical exercises including driving, firearms, and defensive tactics. Students are generally tested and graded on each topic and exercise. The core curriculum prescribed by DCJS covers eight broad subjects which all law enforcement officers must learn and one optional category relating to physical training. Classroom topics focus on a variety of legal topics, such as the laws of arrest, use of force rules, motor vehicle law, documentation, crime prevention techniques, and courtroom testimony. Practical exercises generally include activities such as building searches, vehicle stops, and criminal and accident investigations.

**Figure 1**

## Criminal Justice Training Academies

**Regional Academies:**

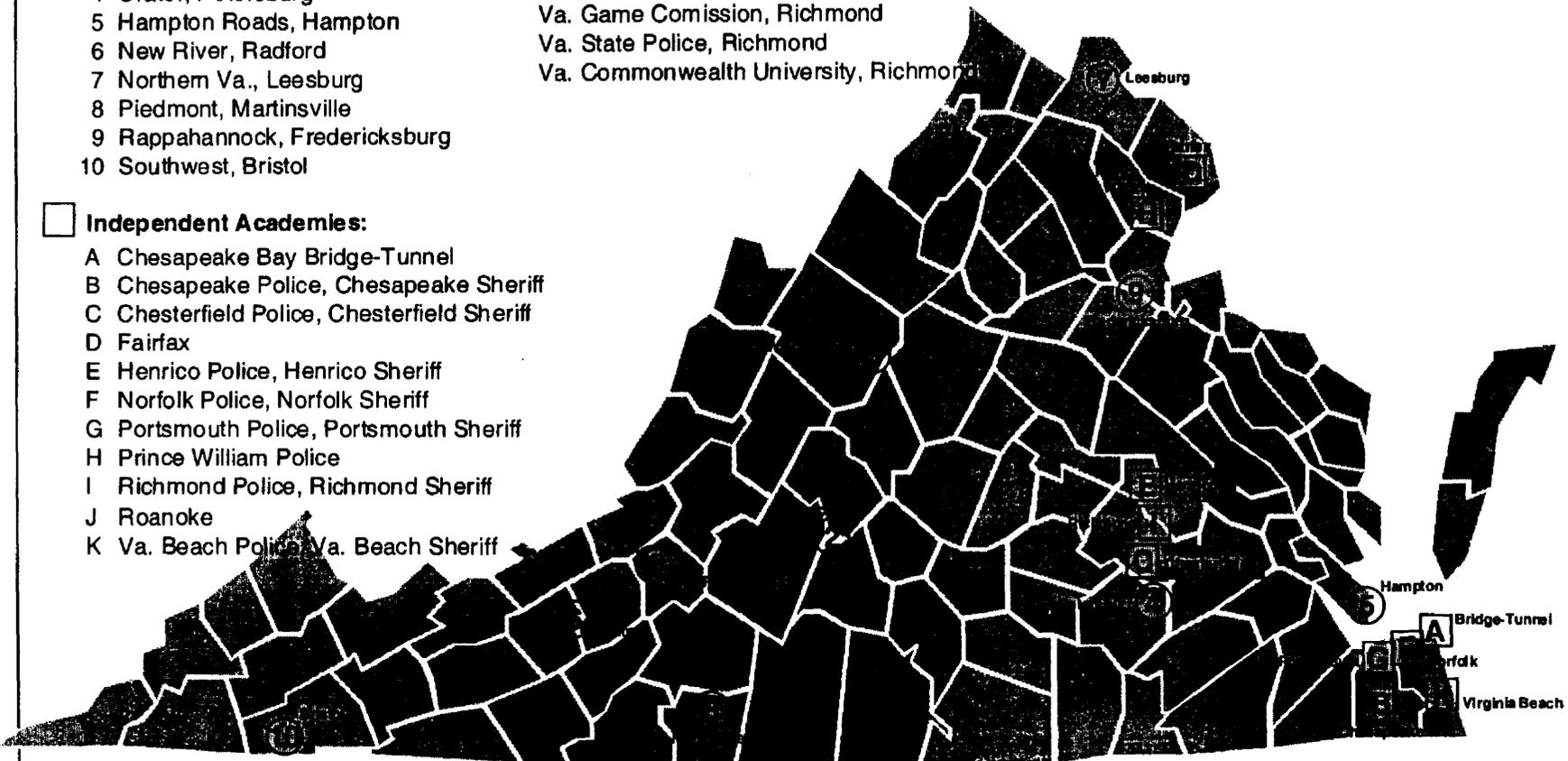
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- K Va. Beach Police, Va. Beach Sheriff



Source: Department of Criminal Justice Services.

Training for jail and custodial officers is specialized for these officers, and covers jail related subjects; legal issues such as the laws of arrest, liability, and juvenile law; community relations; and an overview of the court system. There is also a specialized curriculum tailored to the needs of two groups: court security officers and process servers. All of these trainees are required to have training in firearms, officer safety and arrest techniques, and the proper use of physical restraints as well as job-specific subject matter. In addition, entry-level training is provided to dispatchers of law enforcement agencies.

***Governance of Regional Academies.*** The regional academies are governed by boards consisting of representatives of the member criminal justice agencies. Under regulations of the CJSB, the regional academy boards are responsible for: appointing an academy director; authorizing the academy budget; approving contractual arrangements; adopting academy bylaws; approving the curriculum, policies, rules, and procedures; and other duties established in the bylaws. The management, administration, and operation of the academies is the responsibility of the academy directors.

***Funding of Regional Academies.*** Funding for the regional criminal justice academies consists of local member fees, fees for training provided to non-member agencies, State assistance, and other miscellaneous revenues. Thus, total funding for each academy varies substantially as a result of varying levels of support from member agencies and the State. Table 1 shows revenues for the regional academies for FY 2000. Total funding for the ten regional academies was \$7.6 million in that fiscal year, with about 32 percent of that amount at the Northern Virginia regional academy. The Northern Virginia academy had the lowest proportion of State funding, however, at about 16 percent. Total State funding accounted for 35 percent of total revenues in FY 2000. Member agencies provided as little as 22 percent of revenues for Crater, to a high of 75 percent of academy revenues in Northern Virginia. For several of the academies, training fees paid by non-member agencies also was a significant source of revenues.

Currently, State financial assistance for local criminal justice training is provided directly to the regional training academies. Regional academy funding by the State began in the 1980s when federal grants from the Law Enforcement Assistance Administration (LEAA) were discontinued. No State funding is provided to independent training academies. State funding for the regional academies comes from two sources: general funds and a special fund based on fees. State general funds have historically been the source of financial assistance to the academies. The 1997 General Assembly nearly doubled the funds provided to the academies with the creation of a special fund for regional criminal justice academy training. Deposits into this fund come from a \$1.00 fee attached to each conviction in misdemeanor, felony, and traffic cases statewide. Revenue from this source amounted to \$1,245,708 in FY 1999 and \$1,484,883 in FY 2000. Both general funds and the new special funds are distributed to the academies on the basis of the three-year average of the officer population in the regions served by the academies. Table 2 shows the distribution of general and special funds.

Table 1

## Regional Academy Revenues, FY 2000

<u>Regional Academy</u>	<u>Total State Funds</u>	<u>Member Locality Fees*</u>	<u>Other** Revenues</u>	<u>Total Revenues</u>
Cardinal	\$ 189,243	\$ 173,465	\$ 20,000	\$ 382,708
Central Shenandoah	412,203	643,497	5,000	1,060,700
Central Virginia	253,260	248,080	0	501,340
Crater	208,684	92,147	127,359	428,190
Hampton Roads	443,035	522,558	22,285	987,878
New River	150,058	99,280	0	249,338
Northern Virginia	384,485	1,833,668	215,773	2,433,926
Piedmont	126,213	107,100	0	233,313
Rappahannock	313,329	547,475	81,400	942,204
Southwest	<u>193,344</u>	<u>143,100</u>	<u>42,500</u>	<u>378,944</u>
<b>TOTAL</b>	<b>\$2,673,854</b>	<b>\$4,410,370</b>	<b>\$514,317</b>	<b>\$7,598,541</b>

\* Includes tuition and fees paid by local governments participating in regional academies as charter members.

\*\*Includes fees paid by State agencies, nonmember localities, other agencies and individuals who receive training; grants; facility rental; and other miscellaneous income.

Source: Department of Criminal Justice Services.

Table 2

## Distribution of State General and Special Funds, FY 2000

<u>Regional Academy</u>	<u>Percentage* of Officer Population</u>	<u>State General Funds</u>	<u>State Special Funds</u>	<u>Total State Assistance</u>
Cardinal	7.08%	\$ 84,150	\$ 105,093	\$ 189,243
Central Shenandoah	15.42	183,293	228,911	412,203
Central Virginia	9.47	112,616	140,644	253,260
Crater	7.80	92,794	115,889	208,684
Hampton Roads	16.57	197,002	246,033	443,035
New River	5.61	66,725	83,332	150,058
Northern Virginia	14.38	170,967	213,518	384,485
Piedmont	4.72	56,122	70,090	126,213
Rappahannock	11.72	139,327	174,002	313,329
Southwest	<u>7.23</u>	<u>85,973</u>	<u>107,370</u>	<u>193,344</u>
<b>TOTAL</b>	<b>100.00%</b>	<b>\$1,188,970</b>	<b>\$1,484,883</b>	<b>\$2,673,854</b>

\*Percentage reflects a three-year average, not the current proportions.

Source: Department of Criminal Justice Services.

## **Prior JLARC Review of Academies Found a Need for Improvements**

House Joint Resolution 285 (1998) directed JLARC to review the quality, consistency, and standardization of regional criminal justice academy training and to develop methods for measuring the knowledge, skills, and abilities of criminal justice officers completing basic training. The review was completed in December 1998.

JLARC staff found that the regional training academies meet the State's minimum training requirements for entry level law enforcement, although new officers have widely varying levels of exposure to core law enforcement topics. While standards for the core law enforcement curriculum were increased in 1999, it is likely that the consistency of what new officers learn will continue to vary dramatically. This is because entry level training varies widely in length and content, and because regional academies depend heavily on volunteer instructors and donated services. Weaknesses were found in testing, driver training facilities, and the field training provided to officers upon completion of the entry-level training program.

The report recommended improvements in several areas, including: making instructional content more uniform, strengthening policies on testing, implementing a statewide certification exam for all new officers, improving facilities for driver training of officers, and improving standards for field training. In response to the recommendations, the 1999 General Assembly enacted legislation to require statewide certification exams and standards and certification for field training officers. The General Assembly also directed further study of distance learning for criminal justice training, authorized planning for a statewide driver training facility to be used by the training academies and the Virginia State Police, and directed this review of academy membership.

## **Regional Academy Membership**

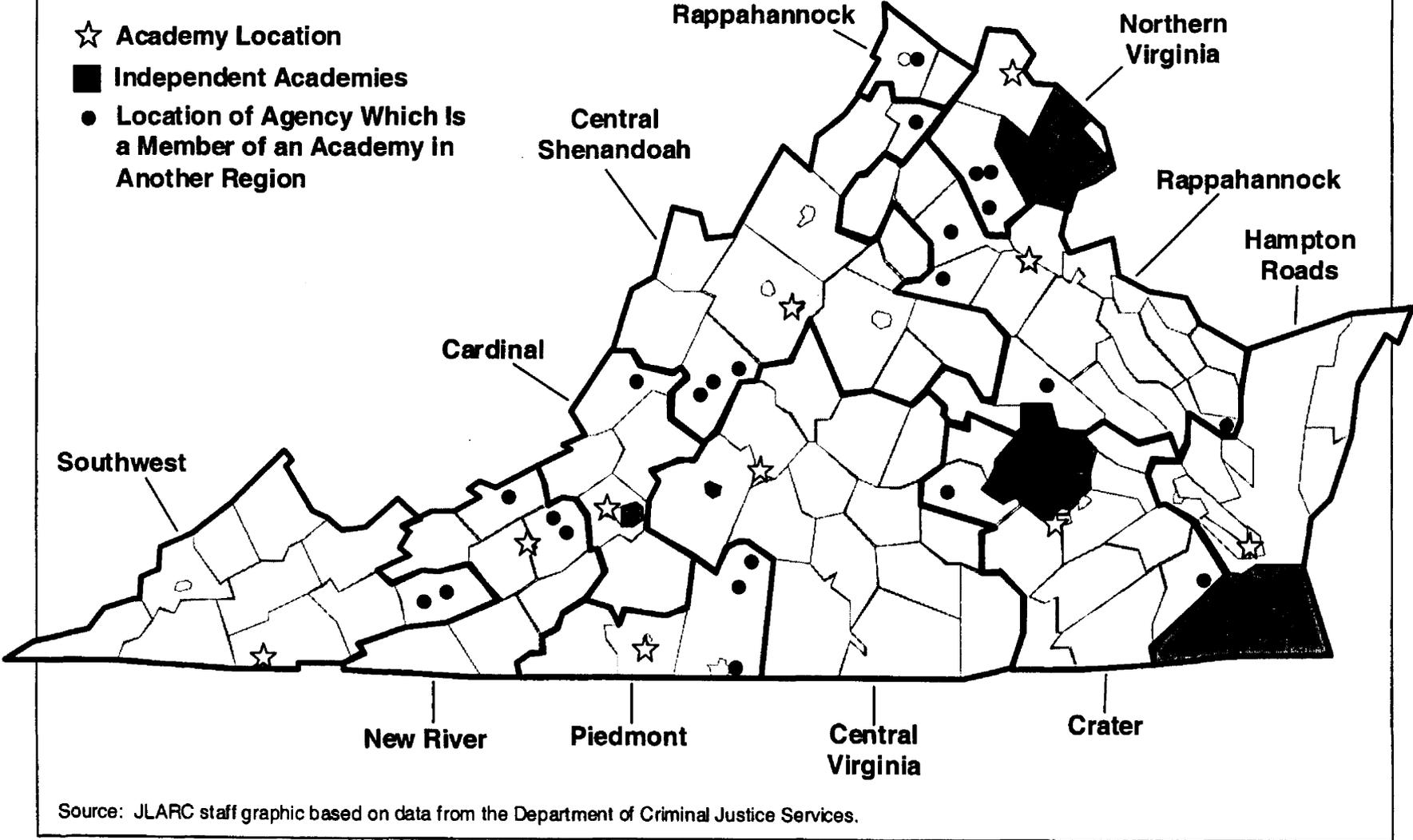
The regions served by the training academies are defined by the criminal justice agencies which have chosen to be members of the academies, rather than by a design to group localities by some common geographical or criminal justice purpose. While the Criminal Justice Services Board has established guidelines for academy membership, there are few restrictions on changes in membership. As a result, some academies serve members within a limited geographic area, while others serve members across a large portion of the State.

**Membership Is Self-Selected.** The Appropriation Act designates the Criminal Justice Services Board as the entity responsible for establishing the service boundaries for the regional academies. In practice, however, the CJSB has established boundaries largely in response to local criminal justice agencies' self-selection of academies. Local jurisdictions may choose to join an existing regional academy, create a new regional academy with other jurisdictions, or establish an independent academy to train its own law enforcement personnel. Figure 2 shows the current regions served by the ten regional academies, and a listing of the members in each region is included in Appendix B.

Figure 2

### Criminal Justice Training Regions

- ☆ Academy Location
- Independent Academies
- Location of Agency Which Is a Member of an Academy in Another Region



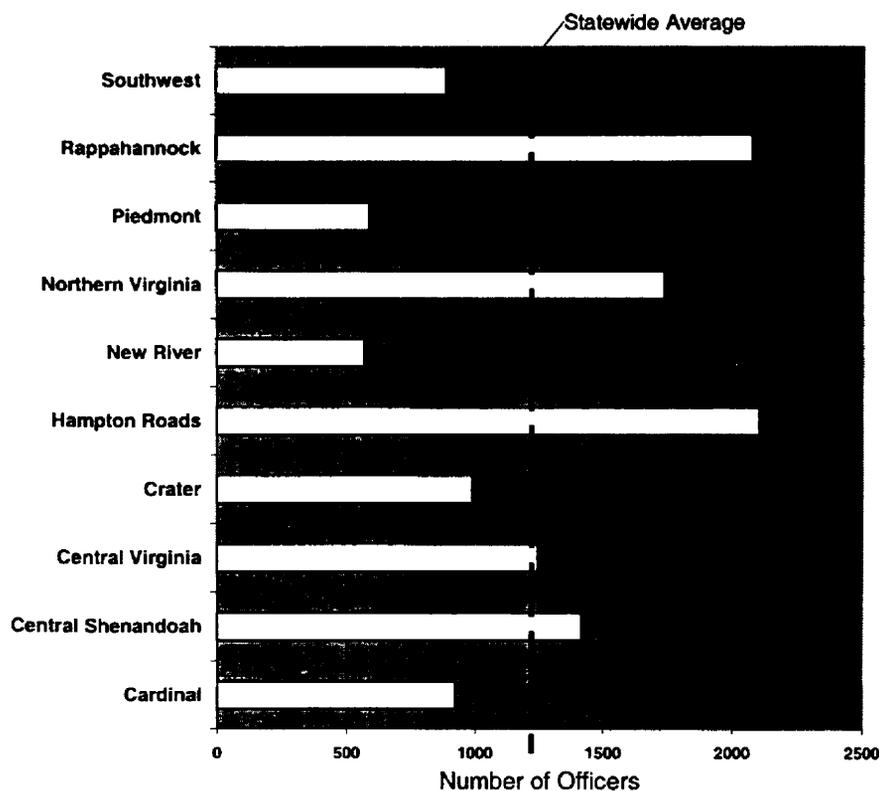
Source: JLARC staff graphic based on data from the Department of Criminal Justice Services.

In contrast to other regional entities in Virginia, such as community service boards or planning district commissions, localities have the flexibility to join and withdraw from the regional criminal justice training academies without limitation. Only the guidelines adopted by the CJSB attempt to provide structure to membership changes. Statutes do not specify which localities are to belong to each regional academy, nor are there any requirements with regard to membership or on the number of academies. Any two or more localities can join together to establish a regional academy, provided they can obtain approval from either the Criminal Justice Services Board or the General Assembly. Since regional academies were first established in the early 1970s, the number of regional academies has varied from a high of 12 to as few as seven in 1986.

There is significant variation in the number of officers served by the regional training academies as a result of the number or size of law enforcement agencies which are members (Figure 3). As of August 1999, the Hampton Roads regional training academy was the largest, serving more than 2,100 officers from 23 agencies. These agencies range in size from 2 to 457 officers, with an average of 91 officers. The Rappahannock academy also serves more than 2,000 officers. The 51 member agencies in the Rappahannock academy range in size from 3 to 173 officers, with an average of

Figure 3

### Number of Officers Served by Regional Training Academies



Source: JLARC staff analysis of DCJS data.

about 41 officers. The region served by this academy stretches from the Chesapeake Bay to the West Virginia state line. The smallest academy is New River, with 571 officers from 21 member agencies. Four member agencies in New River have only one officer.

***Regulations Related to Membership.*** Regional academy membership is governed by guidelines established by the Criminal Justice Services Board. The board is directed to establish such rules by Item 455 of the Appropriation Act:

The Criminal Justice Services Board (CJSB) shall adopt such rules as may reasonably be required for the establishment, operations and service boundaries of state supported regional criminal justice training academies.

The guidelines adopted by the CJSB were last revised in March 1999. The current process for criminal justice agencies to change academy membership has six steps:

- a written request must be sent from the criminal justice agency changing membership to the chairman of the board of the academy for which membership is desired;
- a copy of the request for membership must be sent to DCJS;
- the criminal justice agency must notify in writing the academy from which it is withdrawing of its intent to withdraw;
- the chairman of the academy board must provide the agency the opportunity to address the board to explain its reasons for withdrawing;
- the chairman of the board for the academy where membership is desired must notify the agency of the board's decision to accept or reject the request for membership; and
- upon acceptance by the academy where membership is desired, the criminal justice agency must notify in writing the academy from which it is withdrawing that its membership is being withdrawn. The notice must be provided not less than nine months prior to the effective date of withdrawal.

The CJSB guidelines also require that the withdrawing agency meet all financial obligations for the fiscal year prior to withdrawal, unless released from those obligations by the academy.

If a criminal justice agency fails to comply with any of the CJSB guidelines, the agency is subject to sanctions imposed by the CJSB. The extent to which the guidelines can be enforced is not clear. According to DCJS staff, the guidelines may not be enforceable as rules, because they are not promulgated through the Administrative Process Act. The Committee on Training of the CJSB is responsible for enforcement of the sanctions, which can include (1) continuing to count the officer population of the

agency in the academy from which it has withdrawn for the purposes of State funding, (2) withholding the amount of any financial obligations of the agency from the academy joined and awarding the amount to the academy from which the agency withdrew, (3) withholding State funds for the officers in the agency from the academy joined and awarding the amount to the academy from which the agency withdrew, and/or (4) decertifying the academy joined by the agency until all financial obligations are satisfied. State funds provided to the academies can be adjusted to cover any sanctions. To date, the Committee on Training has not had to use these sanctions as the result of any changes in academy membership which did not comply with the guidelines, so its authority is untested.

### **JLARC/DCJS Review**

SJR 411 directs JLARC to examine methods to stabilize the membership of the regional training academies. The review is to include an examination of incentives and the feasibility of permanent regional boundaries. JLARC staff worked with staff of the Department of Criminal Justice Services to complete the review. This section provides an overview of the study issues and research activities used in this study.

**Study Issues.** To address the study mandate, JLARC staff, with assistance from DCJS staff, developed two issues:

- What incentives, restrictions, or policies could be used to promote stable membership in regional criminal justice academies?
- What alternative groupings of localities could be used to create permanent regions for the criminal justice academies?

With these issues, JLARC and DCJS staff examined the full range of alternative regional configurations for the academies, potential incentives or restrictions, and additional enforcement sanctions which could be used by the CJSB to ensure compliance with membership requirements. The review of alternative regional configurations included some in which the number of academies was reduced to achieve certain goals, such as a more uniform distribution of the officer populations to be served by the academies.

**Research Activities.** Research activities completed for this study included analysis of financial and other data from DCJS and the regional academies and review of prior studies on regional academy operations and structure. A review of financial incentives was completed, but no additional incentives were found to be useful at this time. Staff also completed an analysis of regional configurations used by other organizations, such as regional planning district commissions. Based on the analysis of the regions, staff developed several alternative regional configurations, and estimated the impact of the alternatives on academy membership and funding. In addition, JLARC staff reviewed interview notes with academy directors, sheriffs, and chiefs of police from the initial JLARC study of regional academies completed in the fall of 1998.

**Report Organization.** This chapter has provided background on the regional academies and the guidelines for academy membership. The second chapter discusses the current problems with membership withdrawals, and outlines some alternatives to stabilize academy membership. Chapter II also presents the impact on membership and State funding of each of the alternatives.

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## II. Alternatives to Stabilize Academy Membership

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In Virginia, local criminal justice agencies are responsible for ensuring that their officers are properly trained and certified as required by law. While police chiefs and sheriffs may feel that they should be able to change academies to obtain training from the source which best meets their needs, a continuous string of membership changes is disruptive of academy operations and could threaten the quality of training provided. Regional academies are dependent on member agencies for financial support, instructors, and other training resources. For this reason, some limitations on changes in academy membership may be appropriate. The State could establish permanent regions, or could implement a number of membership restrictions or incentives. This chapter discusses several alternatives to stabilize regional academy membership.

### Impact of Changes in Academy Membership

Agencies change regional academy membership in response to a variety of factors. Several regional academy directors reported that member agencies were more likely to switch academies after a change in leadership in the local agency, such as when a new chief of police is appointed, or when a new sheriff is elected. The new chief or sheriff may decide to change the training academy used by their department because of personal experience with a different regional academy. According to regional directors and several police chiefs and sheriffs, differences of opinion over the location and physical facilities of a regional academy, as well as concern about increasing costs, have also contributed to agency decisions to change academies. As local criminal justice agencies' budgets have been adjusted and sometimes reduced, travel expenses to a more distant regional academy may also have become a problem.

***CJSB Guidelines Do Not Limit Membership Changes.*** The CJSB guidelines specify the number of academies and list which agencies are members of each. The guidelines do not serve as a limit on membership changes, however. To change academies, criminal justice agencies simply follow the CJSB process set out for membership withdrawals. The guidelines are subsequently amended to reflect the changes in membership. Thus, the CJSB guidelines have not slowed the pace of membership withdrawals.

Since 1995, 38 criminal justice agencies (13 percent of all agencies in regional academies) have switched regional academies. Eleven agencies left one regional academy to join another, and three left to join an independent academy. Nine withdrew from the New River Regional Academy and established the Piedmont Regional Criminal Justice Training Academy. In the most recent change, 14 agencies withdrew from the Central Shenandoah academy to join the Rappahannock academy. That change resulted in a loss of 607 officers from Central Shenandoah academy, about 30 percent of the entire population of officers served by the academy.

**Funding and Resources Are Affected by Membership Changes.** The withdrawal of member agencies can have a substantial impact on the funding for an academy. The recent withdrawal of agencies from Central Shenandoah, for example, resulted in a loss of \$138,283 in State funding (about 34 percent of its State assistance) and an additional loss of \$41,007 in member fees. In 1998, the withdrawal of agencies from the New River academy to create the Piedmont academy resulted in a loss of \$131,789 in State funds and member fees for New River. To minimize this impact, DCJS averages officer populations over three years when calculating State allocations, thus spreading the loss of State funds over a three-year period. The loss of member fees is immediate.

Changes in academy membership can also adversely affect training resources for an academy. Most of the instructors used by regional academies are regular-duty police officers or deputies in member agencies. Eight of the ten regional academies are almost entirely dependent on member agencies permitting their officers to serve as instructors. When 30 percent of the total officer population moves to another academy, as was the case recently for Central Shenandoah, the loss of volunteer instructors can be a serious problem. Membership changes can also be disruptive because of arrangements for training facilities. Most academies use the facilities of member agencies for some in-service and other training programs. Firing ranges and areas for driver training are typically donated or loaned from member agencies or private organizations in localities served by the academies. The loss of such facilities can adversely affect the ability of the academies to carry out quality training.

Other problems associated with the existing regional academy structure were identified as long ago as 1987, when Gallagher Research Services completed a review of criminal justice training in Virginia for DCJS. The Gallagher study found competition among the regional academies to be a problem and identified the need for sharing of resources. According to the 1987 study:

Establishing clearly defined regional academy boundaries would facilitate the sharing of resources, increase the variety of training available within a geographic area and reduce competition for students among adjacent academies.

Competition between regional academies based upon personalities or costs does not improve the quality of training. Set[ting] definitive regional academy boundaries would allow sharing of instructors, courses and facilities without the currently perceived fear of losing students or funding.

It is further suggested that the establishment of fixed jurisdictions be tied directly to academy funding and that academies receive reimbursement for only those trainees residing within their jurisdiction....

The report examined the feasibility of a centralized State academy to provide all criminal justice training, but with initial capital and operating costs exceeding \$100

million, such an alternative to regional training was considered unrealistic. Therefore, the report proposed two possible regional configurations, one with eight regions and the other with nine, to address the concerns identified. Both proposals attempted to recognize historical relationships in the existing academies and to account for common local characteristics. However, because the recommendation of the Gallagher report to establish permanent boundaries was not implemented, the problems identified in 1987 persist today.

To stabilize academy membership, the State could implement various membership restrictions or incentives. These range from a freeze of existing memberships to imposition of permanent, State-designated regions. As an alternative, the State could also discontinue funding of regional academies, and instead provide direct assistance for training to criminal justice agencies in the localities. Agencies could then purchase training from any certified academy. JLARC and DCJS staff examined a number of potential alternatives to stabilize membership and developed several criteria to evaluate the alternatives. The remainder of this chapter discusses those alternatives and evaluation criteria.

### **Criteria for Assessing Alternatives to Stabilize Membership**

Five criteria were developed to help evaluate the alternatives considered in this review. The criteria are designed to recognize certain desirable goals for regional academy membership or to promote certain aspects of regional funding by the State. For each alternative developed by JLARC and DCJS staff, the alternative was assessed to have a positive or negative impact for each criterion, or no relevant impact. The five criteria used in the assessment are discussed below.

***Long-term Stability of Membership.*** This first criterion measures the ease with which member agencies can change academy membership. The more restrictive the alternative is in terms of membership withdrawal, the more stable the regions. An alternative which promotes long-term stability will have a positive rating for this criterion. Long-term stability is important because it is necessary in order for the academies to plan for and fund quality training programs.

***Compact Geographical Arrangement of Member Agencies.*** The goal of this criterion is to promote regional arrangements that place member agencies in close proximity to training academy facilities. This is important because closer facilities can help to reduce travel and lodging costs, and can reduce the time that officers are away from their employing agency. The regions should also be composed of member agencies from jurisdictions with similar economic, population, and topographic characteristics, and with similar training requirements.

***More Uniform Distribution of Criminal Justice Officers Served.*** By serving about the same number of officers, the regional academies can expect to be more uniform in the resources they have to draw upon. For example, since the trainers are typically drawn from the member officer population, ensuring that each academy

has some minimum number of officers may help to produce a larger pool of volunteer instructors. A more uniform distribution of officers also improves the funding for academies by ensuring a more level distribution of State funds and member agency fees.

***Minimal Disruption of Existing Operations.*** This criterion recognizes that significant changes in academy membership would likely have a number of adverse impacts on the training programs in the academies. Since the purpose of the study is to reduce the disruption caused by changes in membership, the alternatives should be expected to be more incremental in nature. Also, there should be no need to relocate any academy facilities as a result of any alternative proposed in this review. It should be noted, however, that any change will be disruptive initially. This is because any change will likely have some fiscal impact. Some academies may have long-term financial obligations (for example, debt related to construction of facilities) which may be impacted.

***Ease of Administration.*** This final criterion reflects the need for the regional structure and associated funding methodology to be easy to understand and simple to administer. To the extent that an alternative reduces the need to base funding on complex formulas, it better promotes ease of administration.

### **Alternative Regional Configurations for Criminal Justice Training Academies**

SJR 411 specifically directed that this review examine the feasibility of permanent boundaries for the regional training academies as well as alternative methods for changes in membership. To address that mandate for the review, JLARC staff, with the assistance of DCJS staff, developed five alternatives which include revised regional boundaries and some possible methods for reducing the volume and frequency of membership withdrawals. For each alternative, staff completed an evaluation of the extent to which the revised region and membership requirements promote the five suggested criteria discussed above. Staff also developed maps to display the revised regions and a summary of the impact on changes in membership and State funding. Each of the five alternatives will now be discussed sequentially.

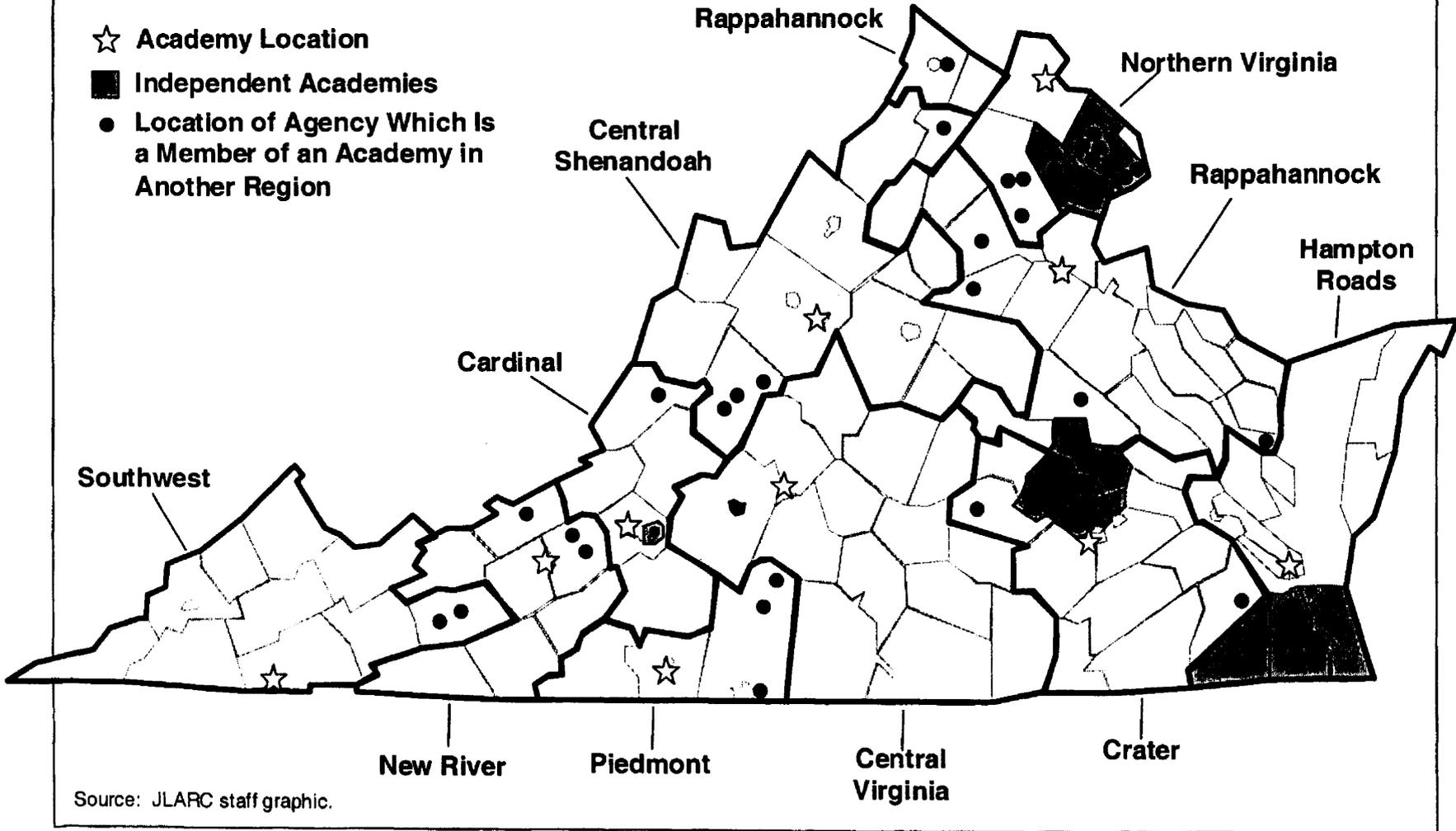
### **ALTERNATIVE 1: FREEZE EXISTING REGIONS AND PERMIT MEMBERSHIP CHANGES AT SPECIFIED INTERVALS**

The first alternative stabilizes academy membership by freezing the regional configurations as they existed on July 1, 1999. The regions are shown in Figure 4. Since the regions would still be based on self-selection by the agencies, changes in membership would be permitted, but only at certain specified time intervals. For example, member agencies might be permitted to change academies once every five years, after providing one year's notice of the intent to move. Changes in membership would not be permitted at any other time.

Alternative 1 promotes stability in membership to some extent by limiting the frequency of membership changes. However, major changes by member agencies on a periodic basis are still a potential problem. This alternative freezes existing regions, which vary significantly in size. As previously mentioned, in one case, the region served by an academy stretches more than 200 miles from the Chesapeake Bay to the West Virginia line and the localities are not even contiguous. Therefore, Alternative 1 does not promote the goal of compact geographical arrangements. Alternative 1 also does not promote uniform distribution of officers because the regions vary in size from as few as 500 to as many as 2,000 officers. Since this alternative freezes the existing membership arrangements, it strongly promotes minimal disruption to the existing operations of the regional academies. Finally, with regard to ease of administration, by limiting membership changes to specified intervals, Alternative 1 minimizes the need to average officer populations over three years to reduce the impact of sudden changes in funding. Overall, however, it has little impact on the funding mechanism used for State assistance. The evaluation of criteria and impact on membership and funding are summarized in Exhibit 1.

Figure 4

### Criminal Justice Training Regions for Alternatives 1 and 2



**Exhibit 1**

**Summary of Alternative 1**

**Description**

Freeze existing regions and permit membership changes only at specified intervals (such as every 5 years).

**Funding Structure**

State general and special funds provided to regional academies on the basis of officer population served.

**Change in Agencies and Officers**

<u>Academy</u>	<u>Current Agencies</u>	<u>Revised Agencies</u>	<u>Current Officers</u>	<u>Revised Officers</u>	<u>Current Funding</u>	<u>Revised Funding</u>
Cardinal	20	20	921	921	\$ 189,243	\$ 189,243
Central Shenandoah	45	45	1,418	1,418	412,203	412,203
Central Virginia	45	45	1,247	1,247	253,260	253,260
Crater	25	25	990	990	208,684	208,684
Hampton Roads	23	23	2,102	2,102	443,035	443,035
New River	21	21	571	571	150,058	150,058
Northern Virginia	14	14	1,734	1,734	384,485	384,485
Piedmont	12	12	591	591	126,213	126,213
Rappahannock	51	51	2,074	2,074	313,329	313,329
Southwest	<u>40</u>	<u>40</u>	<u>888</u>	<u>888</u>	<u>193,344</u>	<u>193,344</u>
Total	296	296	12,536	12,536	\$2,673,853	\$2,673,853

Total Changes in Membership: 0  
 Average Officer Count: 1,254  
 Standard Deviation of Officer Count: 564.65

**Evaluation of Criteria**

Criterion	Impact on Criterion		
	Positive	Negative	None
1. Stability of Membership	●		
2. Compact Geographical Arrangement			●
3. Uniform Distribution of Officers		●	
4. Minimal Disruption	●		
5. Ease of Administration			●

Source: JLARC and DCJS staff analysis.

**ALTERNATIVE 2: FREEZE EXISTING REGIONS AND REQUIRE APPROVAL OF MEMBERSHIP CHANGES SIMILAR TO REGIONAL JAILS.**

This alternative, similar to Alternative 1, freezes the existing regional arrangement in order to stabilize membership (refer to Figure 4 in previous section). Instead of periodic opportunities for membership withdrawals, Alternative 2 would use a process similar to regional jails for approval of withdrawals. Under this process, a member agency could only change membership with the unanimous consent of the governing bodies of the other member jurisdictions. This restriction is designed to ensure that members meet any financial obligations they have prior to withdrawal from the regional organization.

As with Alternative 1, this alternative stabilizes membership by freezing the existing membership arrangements. The requirement for unanimous consent for membership changes would likely minimize the potential for large numbers of membership withdrawals, which remains a potential problem under Alternative 1. Alternative 2 does not promote compact geographical arrangements or uniform distribution of officers because it is based on the existing regions which vary too greatly in size. This alternative freezes the existing membership arrangements, so it results in minimal disruption to the existing operations of the regional academies. As with Alternative 1, it has minimal impact on the ease of administration. The summary of funding, membership, and the evaluation of criteria is shown in Exhibit 2.

**Exhibit 2**

**Summary of Alternative 2**

**Description**

Freeze existing regions and require approval of membership changes similar to regional jails (unanimous consent).

**Funding Structure**

State general and special funds provided to regional academies on the basis of officer population served.

**Change in Agencies and Officers**

<u>Academy</u>	<u>Current Agencies</u>	<u>Revised Agencies</u>	<u>Current Officers</u>	<u>Revised Officers</u>	<u>Current Funding</u>	<u>Revised Funding</u>
Cardinal	20	20	921	921	\$ 189,243	\$ 189,243
Central Shenandoah	45	45	1,418	1,418	412,203	412,203
Central Virginia	45	45	1,247	1,247	253,260	253,260
Crater	25	25	990	990	208,684	208,684
Hampton Roads	23	23	2,102	2,102	443,035	443,035
New River	21	21	571	571	150,058	150,058
Northern Virginia	14	14	1,734	1,734	384,485	384,485
Piedmont	12	12	591	591	126,213	126,213
Rappahannock	51	51	2,074	2,074	313,329	313,329
Southwest	<u>40</u>	<u>40</u>	<u>888</u>	<u>888</u>	<u>193,344</u>	<u>193,344</u>
<b>Total</b>	<b>296</b>	<b>296</b>	<b>12,536</b>	<b>12,536</b>	<b>\$2,673,853</b>	<b>\$2,673,853</b>

Total Changes in Membership: 0  
 Average Officer Count: 1,254  
 Standard Deviation of Officer Count: 564.65

**Evaluation of Criteria**

<b>Criterion</b>	<b>Impact on Criterion</b>		
	<b>Positive</b>	<b>Negative</b>	<b>None</b>
1. Stability of Membership	●		
2. Compact Geographical Arrangement		●	
3. Uniform Distribution of Officers		●	
4. Minimal Disruption	●		
5. Ease of Administration			●

Source: JLARC and DCJS staff analysis.

### **ALTERNATIVE 3: BASE PERMANENT REGIONS ON PLANNING DISTRICT BOUNDARIES**

The third alternative uses a different approach to stabilize academy membership. With this alternative the State would establish permanent academy regions based on combinations of the 21 planning district commission (PDC) regions. The selection of planning districts as the basis for academy regions was the result of an analysis by JLARC staff of a number of other regional configurations. Additionally, PDCs founded the regional training academies through grant requests to the LEAA.

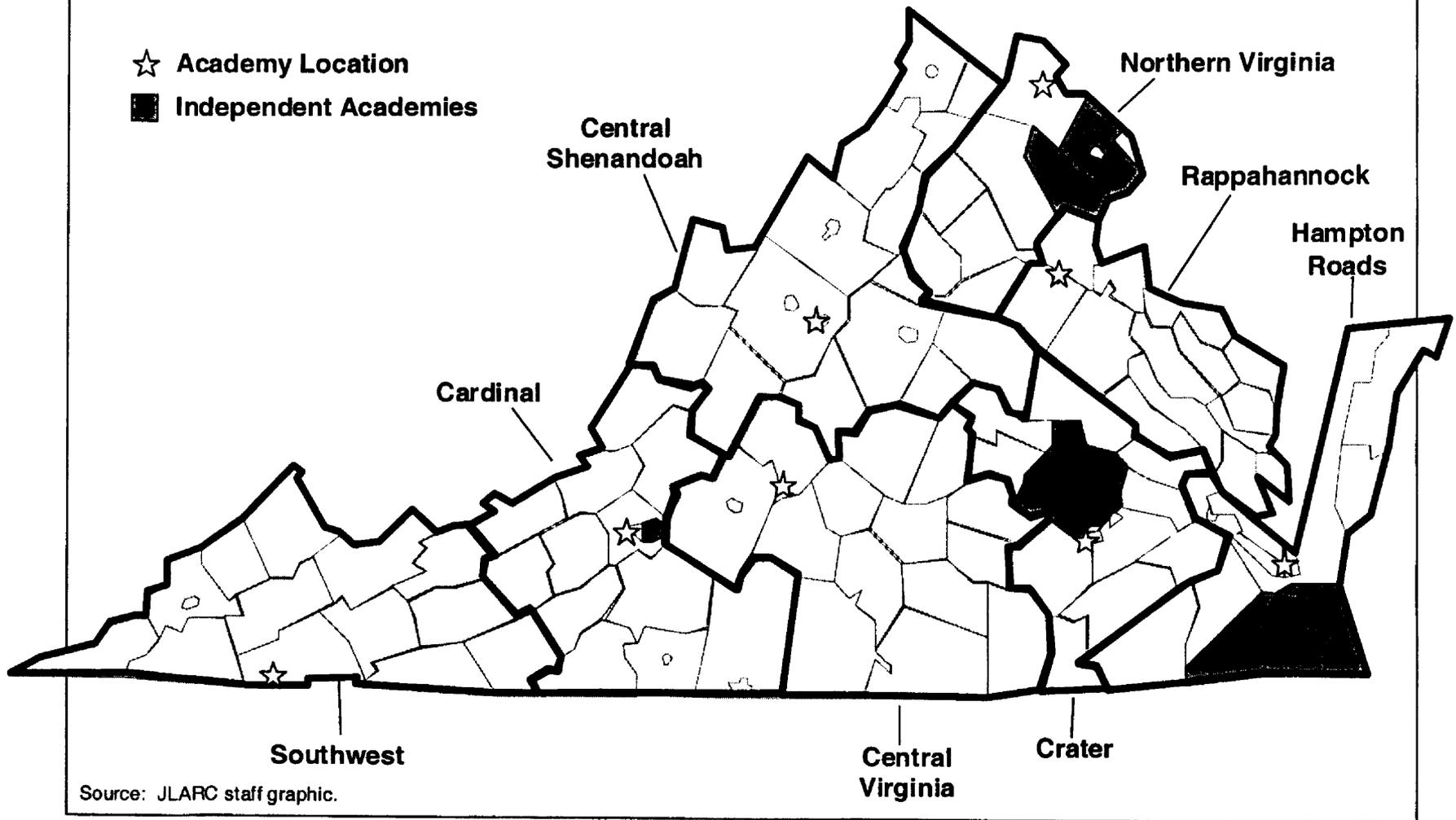
Among the regions examined were Virginia State Police administrative districts, circuit court judicial districts, planning district regions, and Department of Corrections regions. After preliminary analysis, the Corrections regions were found to be too large and were quickly eliminated from further consideration. The other districts and regions examined were found to have some potential as models for organization of the academy regions. Each of the regions and districts was mapped against the existing academy regions to measure the extent of changes in membership that would be required to base the academy regions on those other districts. The purpose was to determine the extent to which the academy regions would have to be modified to match established districts which appear to better reflect common regional characteristics. The regional planning districts were found to best meet this goal. No alternatives were developed based on the other regional models examined. The comparative maps are included in Appendix C.

To illustrate this alternative, JLARC staff, with assistance from DCJS staff, developed one potential regional configuration based on planning districts combined into eight academy regions. The specific combination of planning districts chosen minimizes the number of agencies which would be required to use a different academy. The number of regions was reduced to better meet the goals of geographical compactness and a more uniform distribution of officers. The regions for this alternative are shown in Figure 5.

Because this alternative is based on permanent regions, it promotes long-term stability of membership. Alternative 3 also improves on geographical compactness in comparison to the existing regions, but remains less than ideal due to the nature of the PDC regions used. By reducing the number of academies to eight, it also promotes a more uniform distribution of officers (by combining three smaller regions). This alternative requires the movement of 82 agencies to different academies and would eliminate two smaller academies, so it does not result in minimal disruption to the existing operations of the academies. Administration of State funding is improved because, after the regions are restructured, there would be no subsequent large-scale changes in membership to account for in the existing funding process. A summary of funding, membership, and evaluation of the five criteria is shown in Exhibit 3.

Figure 5

### Criminal Justice Training Regions for Alternative 3 (Based on PDCs)



**Exhibit 3**

**Summary of Alternative 3**

**Description**

Base permanent regions on regional planning district commission boundaries.

**Funding Structure**

State general and special funds provided to regional academies on the basis of officer population served.

**Change in Agencies and Officers**

<u>Academy</u>	<u>Current Agencies</u>	<u>Revised Agencies</u>	<u>Current Officers</u>	<u>Revised Officers</u>	<u>Current Funding</u>	<u>Revised Funding</u>
Cardinal	20	45	921	1,938	\$ 189,243	\$ 413,356
Central Shenandoah	45	56	1,418	1,759	412,203	375,177
Central Virginia	45	43	1,247	1,235	253,260	263,413
Crater	25	23	990	1,114	208,684	237,605
Hampton Roads	23	24	2,102	2,071	443,035	441,724
New River	21	0	571	n/a	150,058	n/a
Northern Virginia	14	29	1,734	2,281	384,485	486,514
Piedmont	12	0	591	n/a	126,213	n/a
Rappahannock	51	27	2,074	1,099	313,329	234,406
Southwest	<u>40</u>	<u>49</u>	<u>888</u>	<u>1,039</u>	<u>193,344</u>	<u>221,608</u>
<b>Total</b>	<b>296</b>	<b>296</b>	<b>12,536</b>	<b>12,536</b>	<b>\$2,673,853</b>	<b>\$2,673,803</b>

Total Changes in Membership: 82  
 Average Officer Count: 1,567  
 Standard Deviation of Officer Count: 500.22

**Evaluation of Criteria**

<b>Criterion</b>	<b>Impact on Criterion</b>		
	<b>Positive</b>	<b>Negative</b>	<b>None</b>
1. Stability of Membership	●		
2. Compact Geographical Arrangement	●		
3. Uniform Distribution of Officers	●		
4. Minimal Disruption		●	
5. Ease of Administration		●	

Source: JLARC and DCJS staff analysis.

### ALTERNATIVE 4: BASE PERMANENT REGIONS ON A GEOGRAPHICALLY COMPACT DESIGN

Alternative 4 also uses permanent regions established by the State in order to stabilize regional academy membership. Instead of using some other existing regional structure as a model, however, this alternative is based on a design intended to provide for geographically compact regions. Developing compact regions is complicated by the shape of the State and by the limitation that academy facilities not be moved to accommodate the revised regions. Given these limitations, JLARC staff developed eight regions by plotting the locations of each regional academy on a map and identifying the half-way point between each facility. The combination of all these half-way demarcations was used to apportion the localities into the region for the academy to which they would be closest. The map with the half-way marks used in this analysis is shown in Figure 6, and the resulting regions are shown in the map in Figure 7.

Alternative 4 promotes long-term stability for regional membership because the regions are permanent. It promotes geographically compact regions because its design apportions localities to the closest academy (within certain limitations). It also promotes a more uniform distribution of officers by reducing the number of academies. As with alternative 4, it does not support minimal disruption of existing operations because it eliminates two academies and requires 82 agencies to change academy membership. Administration of State funding is improved because, after the regions are restructured, there would be no subsequent large-scale changes in membership to account for in the funding process. A summary of funding, membership, and evaluation of the five criteria is shown in Exhibit 4.

Figure 6

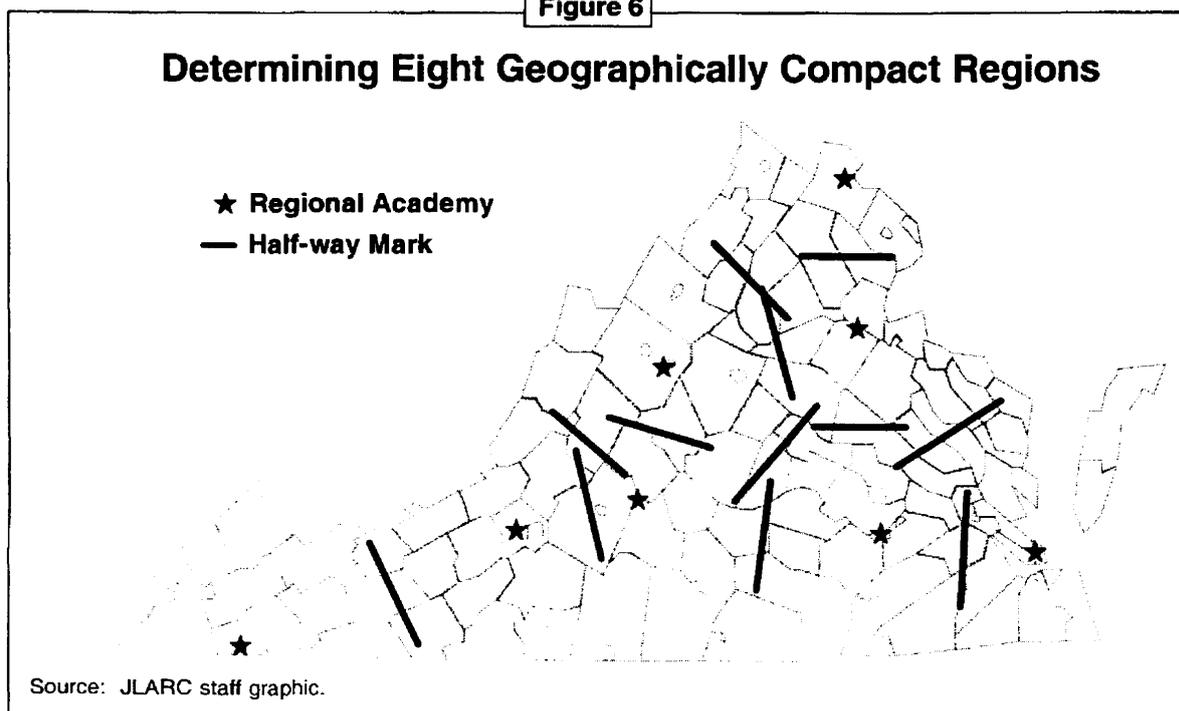
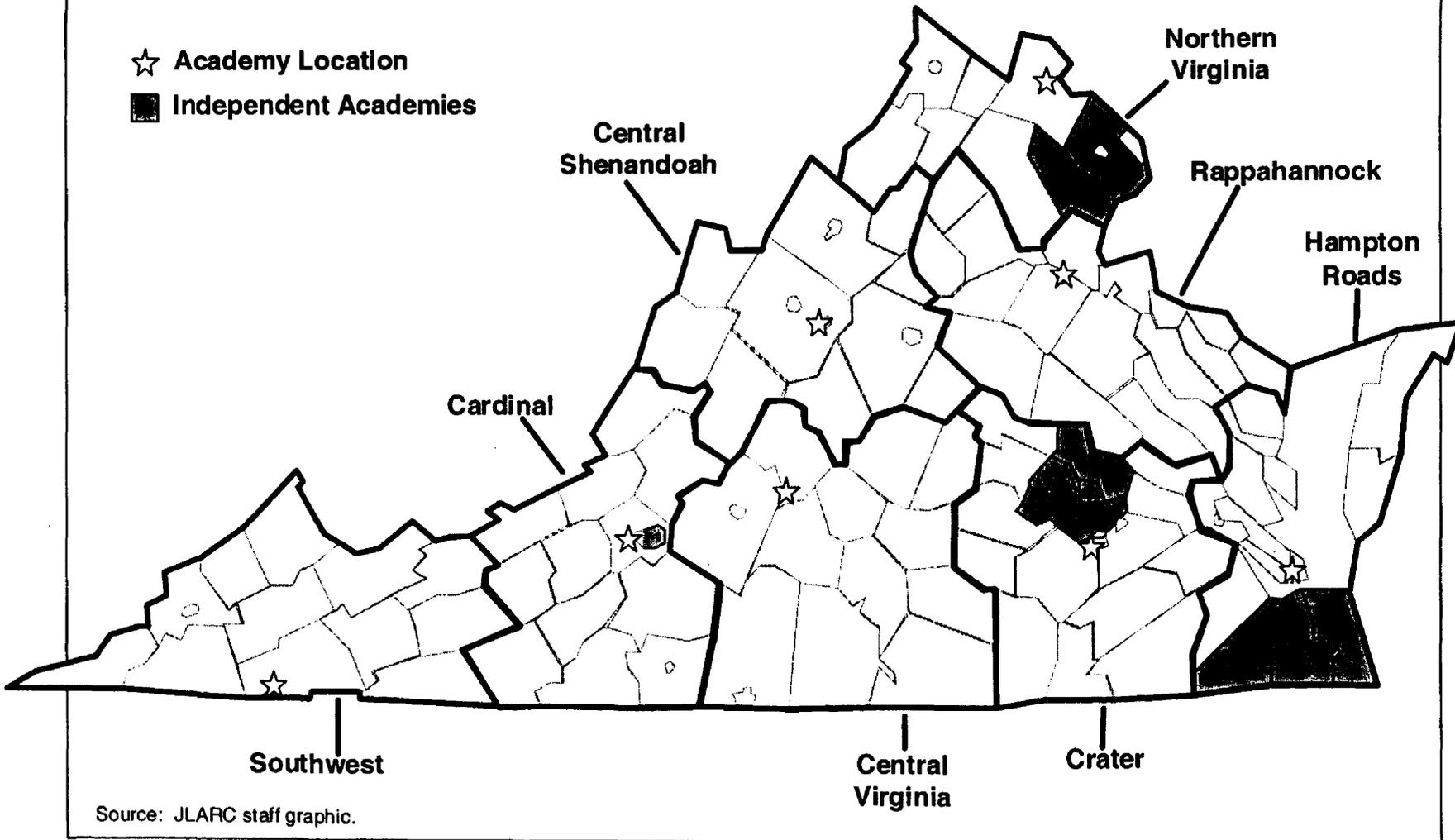


Figure 7

### Criminal Justice Training Regions for Alternative 4 (Compact Regions)

- ☆ Academy Location
- Independent Academies



Source: JLARC staff graphic.

## Exhibit 4

## Summary of Alternative 4

### Description

Base permanent regions on a geographically compact design.

### Funding Structure

State general and special funds provided to regional academies on the basis of officer population served.

### Change in Agencies and Officers

<u>Academy</u>	<u>Current Agencies</u>	<u>Revised Agencies</u>	<u>Current Officers</u>	<u>Revised Officers</u>	<u>Current Funding</u>	<u>Revised Funding</u>
Cardinal	20	39	921	1,622	\$ 189,243	\$ 345,956
Central Shenandoah	45	35	1,418	1,169	412,203	249,336
Central Virginia	45	44	1,247	1,472	253,260	313,963
Crater	25	31	990	1,050	208,684	223,955
Hampton Roads	23	27	2,102	2,188	443,035	466,679
New River	21	0	571	n/a	150,058	n/a
Northern Virginia	14	39	1,734	2,571	384,485	548,369
Piedmont	12	0	591	n/a	126,213	n/a
Rappahannock	51	35	2,074	1,469	313,329	313,323
Southwest	<u>40</u>	<u>46</u>	<u>888</u>	<u>995</u>	<u>193,344</u>	<u>212,224</u>
Total	296	296	12,536	12,536	\$2,673,853	\$2,673,805

Total Changes in Membership: 82

Average Officer Count: 1,567

Standard Deviation of Officer Count: 556.54

### Evaluation of Criteria

Criterion	Impact on Criterion		
	Positive	Negative	None
1. Stability of Membership	●		
2. Compact Geographical Arrangement	●		
3. Uniform Distribution of Officers	●		
4. Minimal Disruption		●	
5. Ease of Administration		●	

Source: JLARC and DCJS staff analysis.

### **ALTERNATIVE 5: DISCONTINUE RECOGNITION OF REGIONS AND FUND LOCAL CRIMINAL JUSTICE AGENCIES DIRECTLY**

Alternative 5 is a more substantial change from the existing method for providing State assistance. With this alternative the State would discontinue its recognition of academy regions, and would provide financial assistance for local criminal justice training directly to the local agencies. The purpose of this alternative is to recognize the self-selection of academies by agencies and to provide maximum flexibility for sheriffs and chiefs of police in determining where they will purchase required training. Under Alternative 5 the criminal justice agencies could contract for training services at any State certified training academy. Many agencies would likely continue to remain members of regional academies because of well-established relationships. Over time, this alternative might result in the closure of some smaller academies because of their inability to compete with larger academies which have better facilities and can offer better programs.

The extent to which Alternative 5 will promote long-term stability is unknown, although initially it could be expected to be somewhat de-stabilizing. Eventually, local agencies could be expected to develop satisfactory contractual relationships with academies, and shopping for services would be minimized. With regard to geographical compactness and uniformity of officers served, this alternative would likely have a negative impact. Certainly, some local agencies might choose to purchase training services from an academy well outside the existing regions. Alternative 5 would improve ease of administration for the State because funding would be based on a flat amount per certified officer in each agency. Of all the alternatives considered in this report, it is the least likely to result in minimal disruption of existing academy operations. A summary of the evaluation of the five criteria is shown in Exhibit 5.

Implementation of this alternative could be complicated by the nature of financial assistance for local criminal justice training. Currently, by funding only regional academies, no financial assistance is provided to localities which operate their own independent academies. If the State were to fund directly the local agencies now using regional academies, it might be considered inequitable to assist only those agencies and not local agencies with independent academies.

To address this potential inequity, the existing total amount of general and special funds could be distributed to all local criminal justice agencies, or the current per-officer amount of \$213 could be used to calculate an amount for all localities. Spreading the existing total funding to all agencies would reduce the funds available to the regional academies (through fees from the local agencies) to less than \$122 per officer – a reduction of 43 percent. On the other hand, using the current per officer amount for all localities would increase State funding for local criminal justice training from \$2.7 million to more than \$4.6 million. Such an increase would require an increase in general funds, the \$1 special fee assessed on misdemeanor, felony, and traffic convictions, or both. If the General Assembly wished to maintain the current funding level, it could still require that State assistance be provided only to agencies which are members of a certified regional academy.

**Exhibit 5**

**Summary of Alternative 5**

**Description**

Discontinue recognition of academy regions and fund local criminal justice agencies directly.

**Funding Structure**

State general and special funds for local criminal justice training provided to local agencies on the basis of the number of officers.

**Change in Agencies, Officers, and Funding**

Unknown (Funding for local agencies is shown in Appendix D.)

**Evaluation of Criteria**

Criterion	Impact on Criterion		
	Positive	Negative	None
1. Stability of Membership		●	
2. Compact Geographical Arrangement		●	
3. Uniform Distribution of Officers		●	
4. Minimal Disruption			●
5. Ease of Administration	●		

Source: JLARC and DCJS staff analysis.

## CONCLUSION AND RECOMMENDATIONS

Criminal justice training is essential for the police, deputies, jailers, and dispatchers serving the citizens of Virginia. It is important for the safety of both the officers and the public. To the extent that the regional structure for training academies detracts from the business of providing officers with high quality training, then the regional training system fails to serve the best interests of the citizens of the Commonwealth. At least since the mid-1980s, concerns about competition between regional academies and the instability of membership have been raised by DCJS. In recent years, substantial numbers of agencies have changed academies, and the administrators of the schools have complained about the financial and resource problems such instability creates. Attempts by the CJSB to address the problem have not been successful. Guidelines established by the board do not serve to limit changes in academy membership.

Given the long-term nature of this problem, and the importance of training to the safety of officers and the public, the General Assembly may want to establish a general structure for the regional criminal justice training system. In order to best serve the training needs of officers, a revised regional structure should provide for a more uniform level and quality of training. To this end, the General Assembly may want to minimize the number of regions, distribute agencies among the regions so as to ensure that agencies are assigned to the closest training facility, and stabilize membership by making the regions permanent. Based on the analysis completed for this review, it appears that regions based on planning districts or on a compact geographical design better meet these goals. The general structure for academy regions should be established in statute, with implementation and oversight of the regions assigned to the Criminal Justice Services Board and the Department of Criminal Justice Services.

***Recommendation (1).*** The Virginia General Assembly may wish to establish geographical regions for criminal justice training academies based on regional planning districts (Alternative 3) or a compact geographical design (Alternative 4). State funding should be provided to each academy only for officers trained from within its region and only for criminal justice agencies of a local unit of government.

***Recommendation (2).*** The Virginia General Assembly may wish to assign responsibility for implementation, funding, and oversight of the system of regional academies to the Criminal Justice Services Board and the Department of Criminal Justice Services.

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## Appendixes

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## Appendix A

### Senate Joint Resolution No. 411 1999 Session

*Directing the Joint Legislative Audit and Review Commission, with the cooperation and assistance of the Department of Criminal Justice Services, to study methods of standardizing regional criminal justice academy membership.*

WHEREAS, it is incumbent upon the Commonwealth to assure the safety of its citizens; and

WHEREAS, well-qualified and well-trained criminal justice officers are paramount in assuring the safety of the general public; and

WHEREAS, 10 regional criminal justice training academies are responsible for training over 91 percent of the criminal justice agencies in the Commonwealth; and

WHEREAS, local criminal justice agencies may join or leave regional academies at will or set up their own academies; and

WHEREAS, the establishment of additional academies requires costly resources to support the development and maintenance of criminal justice training programs and leads to both duplication and inconsistency in training; and

WHEREAS, the withdrawal by local agencies from a regional academy is both disruptive and creates resource gaps which jeopardize training; and

WHEREAS, there is no mechanism in place to enforce an orderly process for governing the movement of local agencies from one academy to another; and

WHEREAS, the Code of Virginia provides the Criminal Justice Services Board authority to promulgate regulations relating to the establishment of regional boundaries for the regional criminal justice academies; now, therefore, be it

RESOLVED by the Senate, the House of Delegates concurring, That the Joint Legislative Audit and Review Commission, with the cooperation and assistance of the Department of Criminal Justice Services, be directed to study methods of standardizing regional criminal justice academy membership. The Commission shall examine methods to stabilize the membership of the 10 regional criminal justice training academies, including financial incentives; report on the feasibility of establishing permanent boundaries for the training academies; and study the feasibility of adopting the method provided in statute for local agencies to withdraw from membership in a regional jail authority.

The Department of Criminal Justice Services shall provide technical assistance to the Commission during the course of the study.

The Commission shall complete its work in time to submit its findings and recommendations to the Governor and the 2000 Session of the General Assembly as provided in the procedures of the Division of Legislative Automated Systems for the processing of legislative documents.

## **Appendix B**

### **Regional Training Academy Members**

#### **Cardinal Regional Criminal Justice Training Academy**

Alleghany Co. Sheriff's Office	Narrows Police Department
Bedford Police Department	Radford City Sheriff's Office
Blacksburg Police Department	Radford Police Department
Boones Mill Police Department	Roanoke City Sheriff's Office
Botetourt Co. Sheriff's Office	Roanoke County Police Department
Clifton Forge Sheriff's Office	Roanoke County Sheriff's Office
Covington Police Department	Rocky Mount Police Department
Craig County Sheriff's Office	Salem City Sheriff's Office
Franklin County Sheriff's Office	Salem Police Department
Lexington Police Department	Vinton Police Department

#### **Central Shenandoah Regional Criminal Justice Training Academy**

Albemarle County Police Department	Harrisonburg Police Department
Albemarle County Sheriff's Office	Highland County Sheriff's Office
Albemarle-C'ville Joint Sec. Com.	Louisa County Sheriff's Office
Augusta Co. Emerg. Operation Ct.	Louisa Police Department
Augusta County Sheriff's Office	Madison County Sheriff's Office
Bath County Sheriff's Office	Mount Jackson Police Department
Bridgewater Police Department	New Market Police Department
Broadway Police Department	Rockbridge Co. Sheriff's Office
Buena Vista Sheriff's Office	Rockbridge Regional Jail
Central Virginia Regional Jail	Rockingham Co. Sheriff's Office
Charlottesville City Sheriff's Office	Shenandoah Emergency Services
Charlottesville Emer. Operation Ctr.	Shenandoah Police Department
Charlottesville Police department	Shenandoah Sheriff's Office
Clifton Forge Police Department	Stanley Police Department
Culpeper Police Department	Staunton City Sheriff's Office
Dayton Police Department	Staunton Police Department
Edinburg Police Department	Timberville Police Department
Elkton Police Department	Warren County Sheriff's Office
Fluvanna County Sheriff's Office	Waynesboro City Emerg. Commuc.
Glasgow Police Department	Waynesboro City Sheriff's Office
Gordonsville Police Department	Waynesboro Police Department
Greene County Sheriff's Office	Woodstock Police Department
Grottoes Police Department	

## **Central Virginia Regional Criminal Justice Training Academy**

Alberta Police Department	Dillwyn Police Department
Altavista Police Department	Drakes Branch Police Department
Amherst County Sheriff's Office	Farmville Police Department
Amherst Police Department	Halifax County Sheriff's Office
Appomattox County Sheriff's Office	Halifax Police Department
Bedford County Sheriff's Office	Hurt Police Department
Blackstone Police Department	Kenbridge Police Department
Blue Ridge Reg. Jail Authority	LaCrosse Police Department
Boydton Police Department	Lawrenceville Police Department
Brookneal Police Department	Lunenburg Co. Sheriff's Office
Brunswick Co. Sheriff's Office	Lynchburg City Communciation Div.
Buckingham Co. Sheriff's Office	Lynchburg City Sheriff's Office
Buena Vista Police Department	Lynchburg Police Department
Burkeville Police Department	Mecklenburg 911 Communications
Campbell Co. Communication Center	Mecklenburg Co. Sheriff's Office
Campbell Co. Sheriff's Office	Nelson County Sheriff's Office
Charlotte Co. Sheriff's Office	Nottoway County Sheriff's Office
Chase City Police Department	Piedmont Regional Jail
Clarksville Police Department	Prince Edward Co. Sheriff's Office
Clover Police Department	South Boston Police Department
Crewe Police Department	South Hill Police Department
Cumberland Co. Sheriff's Office	Victoria Police Department
Danville Adult Detention Ctr.	

## **Crater Regional Criminal Justice Training Academy**

Amelia County Sheriff's Office	McKenney Police Department
Ashland Police Department	New Kent County Sheriff's Office
Boykins Police Department	Petersburg City Sheriff's Office
Charles City Co. Sheriff's Office	Petersburg Police Department
Colonial Heights City Sher. Off.	Powhatan County Sheriff's Office
Courtland Police Department	Prince George Co. Sheriff's Office
Dinwiddie Co. Sheriff's Office	Riverside Regional Jail
Emporia City Sheriff's Office	Southampton Co. Sheriff's Office
Emporia Police Department	Southside Regional Jail
Franklin Police Department	Surry County Sheriff's Office
Greensville Co. Sheriff's Office	Sussex County Sheriff's Office
Hopewell City Sheriff's Office	Waverly Police Department
Isle of Wight Co. Sheriff's Office	

### **Hampton Roads Regional Criminal Justice Training Academy**

Accomack County Sheriff's Office  
Chincoteague Police Department  
Gloucester Co. Sheriff's Office  
Hampton City Sheriff's Office  
Hampton Police Department  
Hampton Roads Regional Jail  
James City Central Dispatch  
James City Co. Sheriff's Office  
James City County Police Department  
Mathews County Sheriff's Office  
Middle Peninsula Security Center  
Newport News City Emerg. Comm.

Newport News City Farm  
Newport News City Sheriff's Office  
Newport News Police Department  
Northampton Co. Sheriff's Office  
Poquoson Police Department  
Smithfield Police Department  
Va. Peninsula Regional Jail  
Williamsburg City Sheriff's Office  
Williamsburg Police Department  
York County Communication Dept.  
York County Sheriff's Office

### **New River Regional Criminal Justice Training Academy**

Bland County Sheriff's Office  
Carroll County Sheriff's Office  
Christianburg Police Department  
Dublin Police Department  
Floyd County Sheriff's Office  
Fries Police Department  
Galax Police Department  
Giles County Sheriff's Office  
Glen Lyn Police Department  
Grayson County Sheriff's Office  
Hillsville Police Department

Independence Police Department  
Montgomery Co. Sheriff's Office  
New River Valley Regional Jail  
Pearisburg Police Department  
Pembroke Police Department  
Pulaski County Sheriff's Office  
Pulaski Police Department  
Rich Creek Police Department  
Rural Retreat Police Department  
Wytheville Police Department

### **Northern Virginia Regional Criminal Justice Training Academy**

Alexandria City Sheriff's Office  
Alexandria Police Department  
Arlington Co. Police Department  
Arlington Co. Sheriff's Office  
Fairfax City Police Department  
Falls Church City Sheriff's Office  
Falls Church Police Department

Fauquier County Sheriff's Office  
Leesburg Police Department  
Loudoun County Sheriff's Office  
Manassas City Police Department  
Manassas Park City Police Dept.  
Middleburg Police Department  
Purcellville Police Department

### **Piedmont Regional Criminal Justice Training Academy**

Chatham Police Department  
Danville City Sheriff's Office  
Danville Emergency services  
Danville Police Department  
Gretna Police Department  
Henry County Sheriff's Office

Martinsv-Henry Co. Joint Disp. Ct.  
Martinsville Police Department  
Martinsville Sheriff's Office  
Patrick County Sheriff's Office  
Pittsylvania Co. Commun. Center  
Pittsylvania Co. Sheriff's Off.

### **Rappahannock Regional Criminal Justice Training Academy**

Berryville Police Department  
Bowling Green Police Department  
Caroline County Sheriff's Office  
Clarke County Sheriff's Office  
Clarke/Fred/Winchester Reg. Jail  
Colonial Beach Police Department  
Culpeper County Sheriff's Office  
Essex Co. Sheriff's Office  
Frederick County Sheriff's Office  
Fredericksburg City Sheriff's Office  
Fredericksburg Police Department  
Front Royal Police Department  
Goochland Co. Sheriff's Office  
Hanover Co. Commuc. Dept.  
Hanover County Sheriff's Office  
Kilmarnock Police Department  
King & Queen Co. Sheriff's Off.  
King George Co. Sheriff's Office  
King William Co. Sheriff's Office  
Lancaster Co. Sheriff's Office  
Luray Police Department  
Middlesex Co. Sheriff's Office  
Middletown Police Department  
Northern Neck Regional Jail  
Northumberland Co. Sheriff's Office  
Occoquan Police Department

Orange County Emergency Com. Ctr.  
Orange County Sheriff's Office  
Orange Police Department  
Page County Sheriff's Office  
Pamunkey Regional Jail  
Peumansend Creek Regional Jail  
Prince William Sheriff's Office  
Prince Wm-Manassas Deten. Cntr.  
Rappahannock Co. Sheriff's Off.  
Rappahannock Regional Jail  
Remington Police Department  
Richmond County Sheriff's Office  
Spotsylvania Co. Sheriff's Off.  
Stafford County Sheriff's Office  
Stephens City Police Department  
Strasburg Police Department  
Tappahannock Police Department  
Town of West Point Police Dept.  
Warrenton Police Department  
Warrenton/Fauquier Jt. Com. Ctr.  
Warsaw Police Department  
Westmoreland Co. Sheriff's Off.  
Winchester City Sheriff's Office  
Winchester Emerg. Comm. Center  
Winchester Police Department

## **Southwest Regional Criminal Justice Training Academy**

**Abingdon Police Department  
Appalachia Police Department  
Big Stone Gap Police Department  
Bluefield Police Department  
Bristol City Sheriff's Office  
Bristol Police Department  
Buchanan County Sheriff's Office  
Cedar Bluff Police Department  
Chilhowie Police Department  
Clinchco Police Department  
Clintwood Police Department  
Coeburn Police Department  
Damascus Police Department  
Dickenson Co. Sheriff's Office  
Gate City Police Department  
Glade Spring Police Department  
Grundy Police Department  
Haysi Police Department  
Jonesville Police Department  
Lebanon Police Department**

**Lee County Sheriff's Office  
Marion Police Department  
Norton City Sheriff's Office  
Norton Police Department  
Pennington Gap Police Department  
Pocahontas Police Department  
Pound Police Department  
Richlands Police Department  
Russell County Sheriff's Office  
Saint Paul Police Department  
Saltville Police Department  
Scott County Sheriff's Office  
Smyth County Sheriff's Office  
Tazewell County Sheriff's Office  
Tazewell Police Department  
Washington Co. Sheriff's Office  
Weber City Police Department  
Wise County Sheriff's Office  
Wise Police Department  
Wythe County Sheriff's Office**

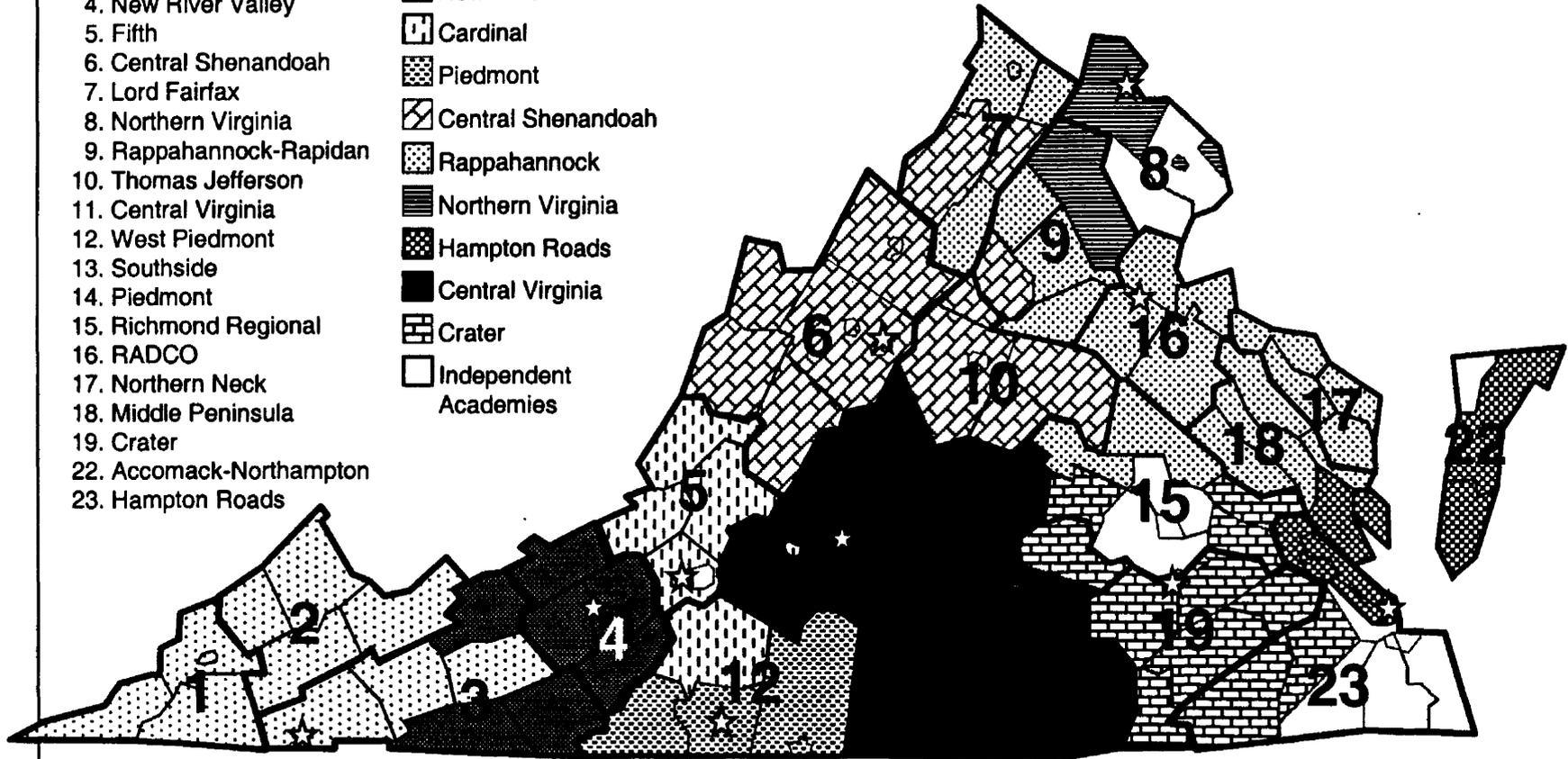


Appendix C

Comparison of Planning Districts with Regional Law Enforcement Academies

- 1. LENOWISCO
- 2. Cumberland Plateau
- 3. Mount Rogers
- 4. New River Valley
- 5. Fifth
- 6. Central Shenandoah
- 7. Lord Fairfax
- 8. Northern Virginia
- 9. Rappahannock-Rapidan
- 10. Thomas Jefferson
- 11. Central Virginia
- 12. West Piedmont
- 13. Southside
- 14. Piedmont
- 15. Richmond Regional
- 16. RADCO
- 17. Northern Neck
- 18. Middle Peninsula
- 19. Crater
- 22. Accomack-Northampton
- 23. Hampton Roads

- ☆ Academy Location
- ☐ Southwest
- New River
- ☐ Cardinal
- ☐ Piedmont
- ☐ Central Shenandoah
- ☐ Rappahannock
- ☐ Northern Virginia
- ☐ Hampton Roads
- Central Virginia
- ☐ Crater
- ☐ Independent Academies

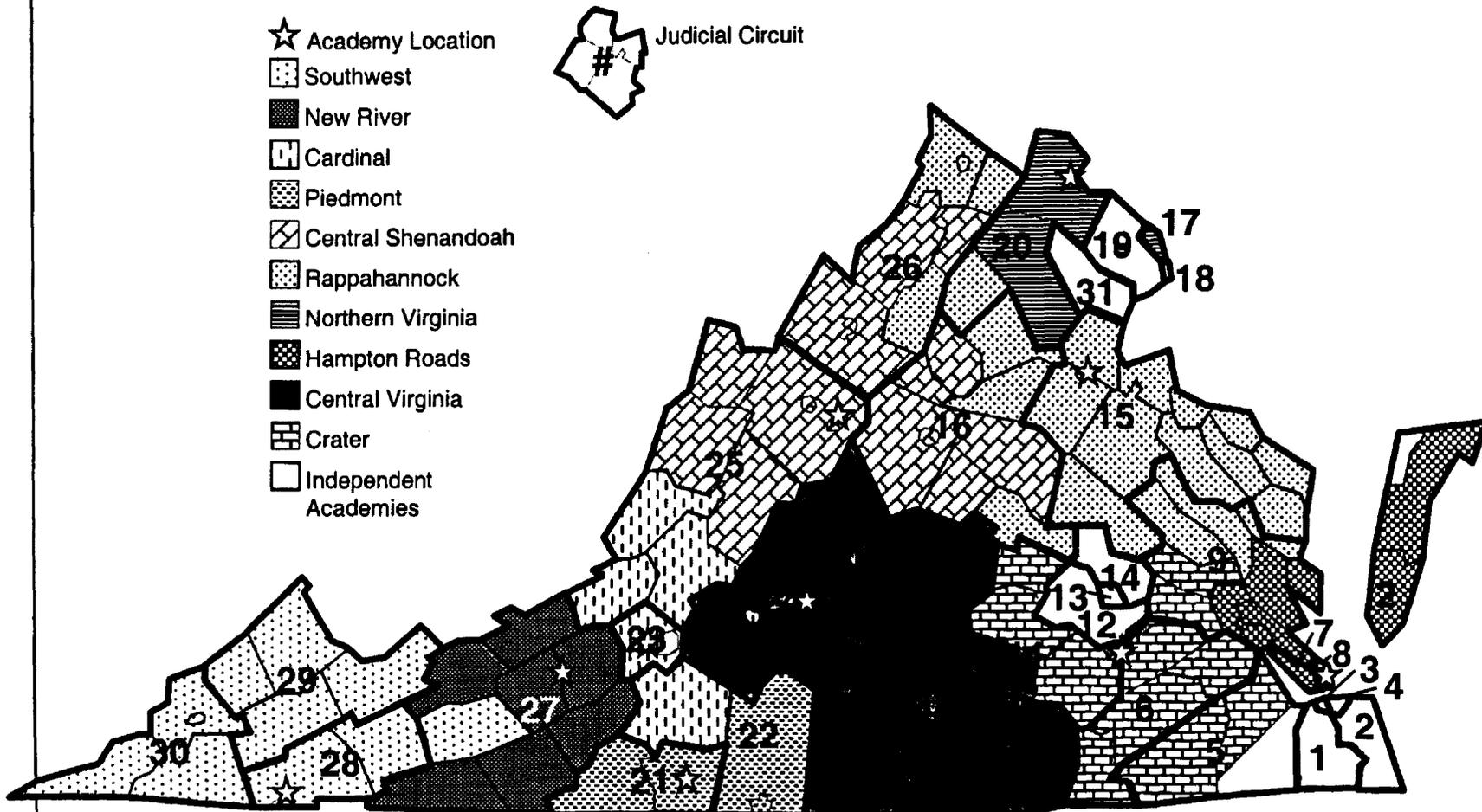


C-1

Source: JLARC staff graphic.

Appendix C (cont.)

Comparison of Judicial Circuits with Regional Law Enforcement Academies

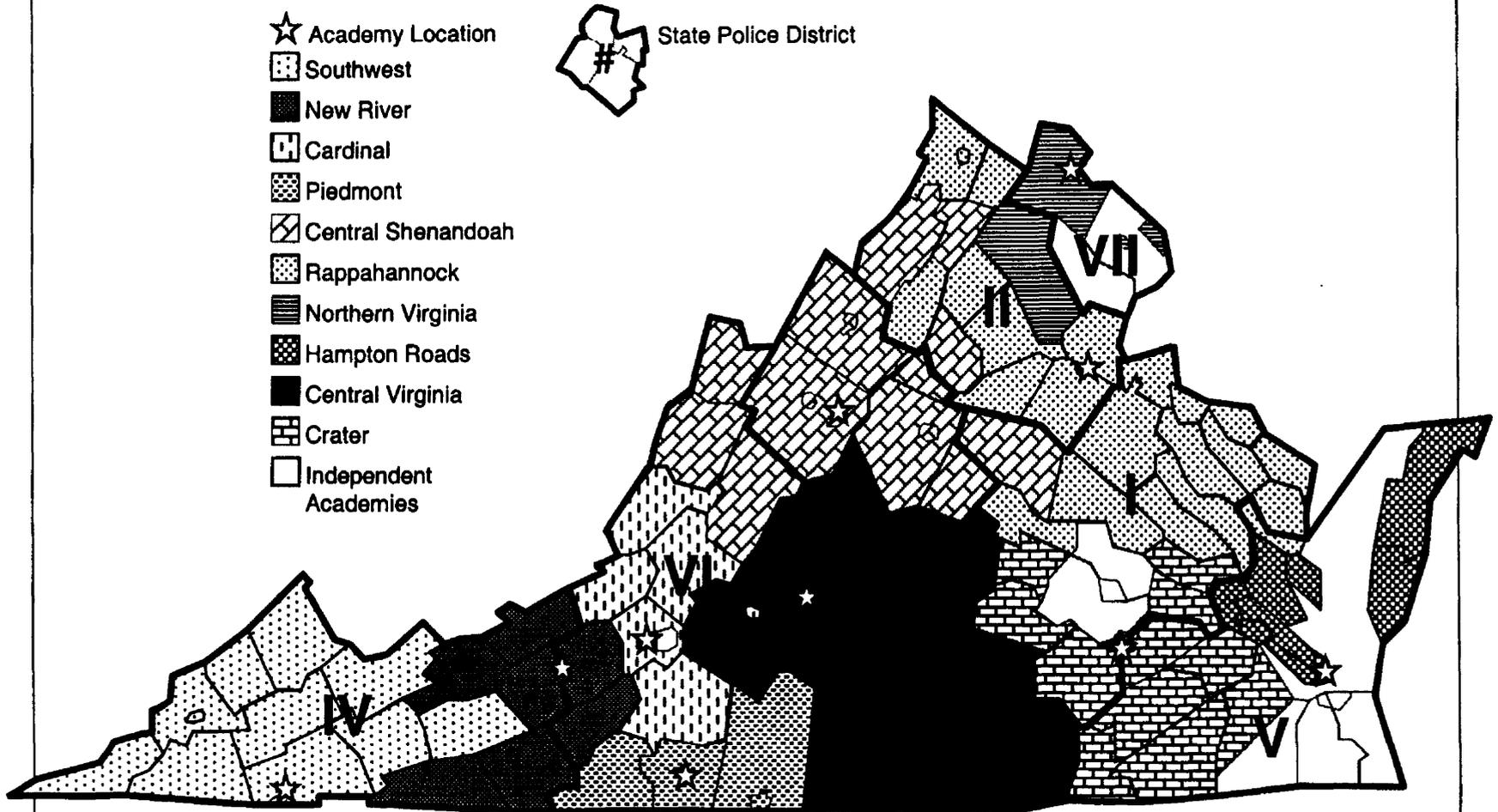


C-2

Source: JLARC staff graphic.

Appendix C (cont.)

### Comparison of State Police Administrative Districts with Regional Law Enforcement Academies



C-3

Source: JLARC staff graphic.



## Appendix D

### Estimated Funding for Local Agencies from Alternative 5

<u>Local Criminal Justice Agency</u>	<u>Officer Count</u>	<u>Estimated Funding Using:</u>	
		<u>Current Total</u>	<u>Current Per Officer</u>
Abingdon Police Department	17	\$2,078.16	\$3,626.00
Accomack County Sheriff's Office	57	\$6,967.93	\$12,157.76
Albemarle County Police Department	104	\$12,713.42	\$22,182.57
Albemarle County Sheriff's Office	15	\$1,833.67	\$3,199.41
Albemarle-C'ville Joint Sec. Com	77	\$9,412.82	\$16,423.63
Alberta Police Department	2	\$244.49	\$426.59
Alexandria City Sheriff's Office	156	\$19,070.14	\$33,273.86
Alexandria Police Department	316	\$38,629.25	\$67,400.89
Alleghany Co. Sheriff's Office	34	\$4,156.31	\$7,251.99
Altavista Police Department	14	\$1,711.42	\$2,986.12
Amelia County Sheriff's Office	23	\$2,811.62	\$4,905.76
Amherst County Sheriff's Office	66	\$8,068.13	\$14,077.40
Amherst Police Department	8	\$977.96	\$1,706.35
Appalachia Police Department	10	\$1,222.44	\$2,132.94
Appomattox County Sheriff's Office	29	\$3,545.09	\$6,185.52
Arlington Co. Police Department	405	\$49,509.00	\$86,384.05
Arlington Co. Sheriff's Office	196	\$23,959.91	\$41,805.61
Ashland Police Department	36	\$4,400.80	\$7,678.58
Augusta Co. Emerg. Operation Ct.	24	\$2,933.87	\$5,119.05
Augusta County Sheriff's Office	99	\$12,102.20	\$21,116.10
Bath County Sheriff's Office	20	\$2,444.89	\$4,265.88
Bedford County Sheriff's Office	69	\$8,434.87	\$14,717.28
Bedford Police Department	26	\$3,178.36	\$5,545.64
Berryville Police Department	6	\$733.47	\$1,279.76
Big Stone Gap Police Department	17	\$2,078.16	\$3,626.00
Blacksburg Police Department	63	\$7,701.40	\$13,437.52
Blackstone Police Department	19	\$2,322.64	\$4,052.59
Bland County Sheriff's Office	13	\$1,589.18	\$2,772.82
Blue Ridge Reg. Jail Authority	161	\$19,681.36	\$34,340.33
Bluefield Police Department	15	\$1,833.67	\$3,199.41
Boones Mill Police Department	1	\$122.24	\$213.29
Botetourt Co. Sheriff's Office	74	\$9,046.09	\$15,783.75
Bowling Green Police Department	7	\$855.71	\$1,493.06
Boydton Police Department	1	\$122.24	\$213.29
Boykins Police Department	1	\$122.24	\$213.29
Bridgewater Police Department	7	\$855.71	\$1,493.06
Bristol City Sheriff's Office	50	\$6,112.22	\$10,664.70
Bristol Police Department	75	\$9,168.33	\$15,997.05
Broadway Police Department	4	\$488.98	\$853.18
Brookneal Police Department	5	\$611.22	\$1,066.47
Brunswick Co. Sheriff's Office	39	\$4,767.53	\$8,318.46
Buchanan County Sheriff's Office	44	\$5,378.76	\$9,384.93
Buckingham Co. Sheriff's Office	26	\$3,178.36	\$5,545.64

## Appendix D

### Estimated Funding for Local Agencies from Alternative 5

<u>Local Criminal Justice Agency</u>	<u>Officer Count</u>	<u>Estimated Funding Using:</u>	
		<u>Current Total</u>	<u>Current Per Officer</u>
Buena Vista Police Department	16	\$1,955.91	\$3,412.70
Buena Vista Sheriff's Office	4	\$488.98	\$853.18
Burkeville Police Department	4	\$488.98	\$853.18
Campbell Co. Communication Center	15	\$1,833.67	\$3,199.41
Campbell Co. Sheriff's Office	52	\$6,356.71	\$11,091.29
Caroline County Sheriff's Office	38	\$4,645.29	\$8,105.17
Carroll County Sheriff's Office	33	\$4,034.07	\$7,038.70
Cedar Bluff Police Department	2	\$244.49	\$426.59
Central Virginia Regional Jail	51	\$6,234.47	\$10,877.99
Charles City Co. Sheriff's Office	14	\$1,711.42	\$2,986.12
Charlotte Co. Sheriff's Office	25	\$3,056.11	\$5,332.35
Charlottesville City Sher. Off.	10	\$1,222.44	\$2,132.94
Charlottesville Emer. Operation Ctr.	55	\$6,723.45	\$11,731.17
Charlottesville Police department	108	\$13,202.40	\$23,035.75
Chase City Police Department	12	\$1,466.93	\$2,559.53
Chatham Police Department	4	\$488.98	\$853.18
Chilhowie Police Department	7	\$855.71	\$1,493.06
Chincoteague Police Department	22	\$2,689.38	\$4,692.47
Christianburg Police Department	43	\$5,256.51	\$9,171.64
Clarke County Sheriff's Office	23	\$2,811.62	\$4,905.76
Clarke/Fred/Winchester Reg. Jail	77	\$9,412.82	\$16,423.63
Clarksville Police Department	11	\$1,344.69	\$2,346.23
Clifton Forge Police Department	16	\$1,955.91	\$3,412.70
Clifton Forge Sheriff's Office	7	\$855.71	\$1,493.06
Clinchco Police Department	1	\$122.24	\$213.29
Clintwood Police Department	4	\$488.98	\$853.18
Clover Police Department	2	\$244.49	\$426.59
Coeburn Police Department	7	\$855.71	\$1,493.06
Colonial Beach Police Department	18	\$2,200.40	\$3,839.29
Colonial Heights City Sher. Off.	9	\$1,100.20	\$1,919.65
Courtland Police Department	1	\$122.24	\$213.29
Covington Police Department	21	\$2,567.13	\$4,479.17
Craig County Sheriff's Office	14	\$1,711.42	\$2,986.12
Crewe Police Department	6	\$733.47	\$1,279.76
Culpeper County Sheriff's Office	72	\$8,801.60	\$15,357.16
Culpeper Police Department	28	\$3,422.84	\$5,972.23
Cumberland Co. Sheriff's Office	18	\$2,200.40	\$3,839.29
Damascus Police Department	4	\$488.98	\$853.18
Danville Adult Detention Ctr.	27	\$3,300.60	\$5,758.94
Danville City Sheriff's Office	66	\$8,068.13	\$14,077.40
Danville Emergency services	16	\$1,955.91	\$3,412.70
Danville Police Department	134	\$16,380.76	\$28,581.39
Dayton Police Department	5	\$611.22	\$1,066.47

## Appendix D

### Estimated Funding for Local Agencies from Alternative 5

<u>Local Criminal Justice Agency</u>	<u>Officer Count</u>	<u>Estimated Funding Using:</u>	
		<u>Current Total</u>	<u>Current Per Officer</u>
Dickenson Co. Sheriff's Office	36	\$4,400.80	\$7,678.58
Dillwyn Police Department	3	\$366.73	\$639.88
Dinwiddie Co. Sheriff's Office	55	\$6,723.45	\$11,731.17
Drakes Branch Police Department	2	\$244.49	\$426.59
Dublin Police Department	8	\$977.96	\$1,706.35
Edinburg Police Department	5	\$611.22	\$1,066.47
Elkton Police Department	12	\$1,466.93	\$2,559.53
Emporia City Sheriff's Office	2	\$244.49	\$426.59
Emporia Police Department	33	\$4,034.07	\$7,038.70
Essex Co. Sheriff's Office	35	\$4,278.56	\$7,465.29
Fairfax City Police Department	70	\$8,557.11	\$14,930.58
Falls Church City Sheriff's Office	12	\$1,466.93	\$2,559.53
Falls Church Police Department	37	\$4,523.04	\$7,891.88
Farmville Police Department	31	\$3,789.58	\$6,612.11
Fauquier County Sheriff's Office	114	\$13,935.87	\$24,315.51
Floyd County Sheriff's Office	25	\$3,056.11	\$5,332.35
Fluvanna County Sheriff's Office	22	\$2,689.38	\$4,692.47
Franklin County Sheriff's Office	83	\$10,146.29	\$17,703.40
Franklin Police Department	41	\$5,012.02	\$8,745.05
Frederick County Sheriff's Office	100	\$12,224.45	\$21,329.40
Fredericksburg City Sher. Office	12	\$1,466.93	\$2,559.53
Fredericksburg Police Department	92	\$11,246.49	\$19,623.04
Fries Police Department	1	\$122.24	\$213.29
Front Royal Police Department	35	\$4,278.56	\$7,465.29
Galax Police Department	35	\$4,278.56	\$7,465.29
Gate City Police Department	5	\$611.22	\$1,066.47
Giles County Sheriff's Office	30	\$3,667.33	\$6,398.82
Glade Spring Police Department	6	\$733.47	\$1,279.76
Glasgow Police Department	1	\$122.24	\$213.29
Glen Lyn Police Department	1	\$122.24	\$213.29
Gloucester Co. Sheriff's Office	108	\$13,202.40	\$23,035.75
Goochland Co. Sheriff's Office	32	\$3,911.82	\$6,825.41
Gordonsville Police Department	6	\$733.47	\$1,279.76
Grayson County Sheriff's Office	24	\$2,933.87	\$5,119.05
Greene County Sheriff's Office	33	\$4,034.07	\$7,038.70
Greensville Co. Sheriff's Office	23	\$2,811.62	\$4,905.76
Gretna Police Department	5	\$611.22	\$1,066.47
Grottoes Police Department	7	\$855.71	\$1,493.06
Grundy Police Department	7	\$855.71	\$1,493.06
Halifax County Sheriff's Office	58	\$7,090.18	\$12,371.05
Halifax Police Department	7	\$855.71	\$1,493.06
Hampton City Sheriff's Office	143	\$17,480.96	\$30,501.04
Hampton Police Department	310	\$37,895.78	\$66,121.13

## Appendix D

### Estimated Funding for Local Agencies from Alternative 5

<u>Local Criminal Justice Agency</u>	<u>Officer Count</u>	<u>Estimated Funding Using:</u>	
		<u>Current Total</u>	<u>Current Per Officer</u>
Hampton Roads Regional Jail	265	\$32,394.78	\$56,522.90
Hanover Co. Commuc. Dept.	36	\$4,400.80	\$7,678.58
Hanover County Sheriff's Office	144	\$17,603.20	\$30,714.33
Harrisonburg Police Department	75	\$9,168.33	\$15,997.05
Haysi Police Department	2	\$244.49	\$426.59
Henry County Sheriff's Office	105	\$12,835.67	\$22,395.87
Highland County Sheriff's Office	19	\$2,322.64	\$4,052.59
Hillsville Police Department	10	\$1,222.44	\$2,132.94
Hopewell City Sheriff's Office	10	\$1,222.44	\$2,132.94
Hurt Police Department	4	\$488.98	\$853.18
Independence Police Department	3	\$366.73	\$639.88
Isle of Wight Co. Sheriff's Office	36	\$4,400.80	\$7,678.58
James City Central Dispatch	17	\$2,078.16	\$3,626.00
James City Co. Sheriff's Office	6	\$733.47	\$1,279.76
James City County Police Department	61	\$7,456.91	\$13,010.93
Jonesville Police Department	5	\$611.22	\$1,066.47
Kenbridge Police Department	7	\$855.71	\$1,493.06
Kilmarnock Police Department	5	\$611.22	\$1,066.47
King & Queen Co. Sheriff's Off.	14	\$1,711.42	\$2,986.12
King George Co. Sheriff's Office	41	\$5,012.02	\$8,745.05
King William Co. Sheriff's Off.	22	\$2,689.38	\$4,692.47
LaCrosse Police Department	1	\$122.24	\$213.29
Lancaster Co. Sheriff's Office	27	\$3,300.60	\$5,758.94
Lawrenceville Police Department	6	\$733.47	\$1,279.76
Lebanon Police Department	10	\$1,222.44	\$2,132.94
Lee County Sheriff's Office	43	\$5,256.51	\$9,171.64
Leesburg Police Department	54	\$6,601.20	\$11,517.87
Lexington Police Department	15	\$1,833.67	\$3,199.41
Loudoun County Sheriff's Office	227	\$27,749.49	\$48,417.73
Louisa County Sheriff's Office	42	\$5,134.27	\$8,958.35
Louisa Police Department	4	\$488.98	\$853.18
Lunenburg Co. Sheriff's Office	14	\$1,711.42	\$2,986.12
Luray Police Department	17	\$2,078.16	\$3,626.00
Lynchburg City Communciation Div.	20	\$2,444.89	\$4,265.88
Lynchburg City Sheriff's Office	27	\$3,300.60	\$5,758.94
Lynchburg Police Department	158	\$19,314.62	\$33,700.44
Madison County Sheriff's Office	21	\$2,567.13	\$4,479.17
Manassas City Police Department	113	\$13,813.62	\$24,102.22
Manassas Park City Police Dept.	23	\$2,811.62	\$4,905.76
Marion Police Department	18	\$2,200.40	\$3,839.29
Martinsv-Henry Co. Joint Disp. Ct.	20	\$2,444.89	\$4,265.88
Martinsville Police Department	52	\$6,356.71	\$11,091.29
Martinsville Sheriff's Office	49	\$5,989.98	\$10,451.40

## Appendix D

### Estimated Funding for Local Agencies from Alternative 5

<u>Local Criminal Justice Agency</u>	<u>Officer Count</u>	<u>Estimated Funding Using:</u>	
		<u>Current Total</u>	<u>Current Per Officer</u>
Mathews County Sheriff's Office	21	\$2,567.13	\$4,479.17
McKenney Police Department	1	\$122.24	\$213.29
Mecklenburg 911 Communications	15	\$1,833.67	\$3,199.41
Mecklenburg Co. Sheriff's Office	71	\$8,679.36	\$15,143.87
Middle Peninsula Security Center	51	\$6,234.47	\$10,877.99
Middleburg Police Department	3	\$366.73	\$639.88
Middlesex Co. Sheriff's Office	18	\$2,200.40	\$3,839.29
Middletown Police Department	4	\$488.98	\$853.18
Montgomery Co. Sheriff's Office	99	\$12,102.20	\$21,116.10
Mount Jackson Police Department	4	\$488.98	\$853.18
Narrows Police Department	6	\$733.47	\$1,279.76
Nelson County Sheriff's Office	14	\$1,711.42	\$2,986.12
New Kent County Sheriff's Office	34	\$4,156.31	\$7,251.99
New Market Police Department	6	\$733.47	\$1,279.76
New River Valley Regional Jail	121	\$14,791.58	\$25,808.57
Newport News City Emerg. Comm.	2	\$244.49	\$426.59
Newport News City Farm	49	\$5,989.98	\$10,451.40
Newport News City Sheriff's Office	153	\$18,703.40	\$32,633.97
Newport News Police Department	457	\$55,865.72	\$97,475.34
Northampton Co. Sheriff's Office	43	\$5,256.51	\$9,171.64
Northern Neck Regional Jail	50	\$6,112.22	\$10,664.70
Northumberland Co. Sheriff's Off.	25	\$3,056.11	\$5,332.35
Norton City Sheriff's Office	3	\$366.73	\$639.88
Norton Police Department	21	\$2,567.13	\$4,479.17
Nottoway County Sheriff's Office	24	\$2,933.87	\$5,119.05
Occoquan Police Department	3	\$366.73	\$639.88
Orange County Emergency Com. Ctr.	10	\$1,222.44	\$2,132.94
Orange County Sheriff's Office	31	\$3,789.58	\$6,612.11
Orange Police Department	15	\$1,833.67	\$3,199.41
Page County Sheriff's Office	46	\$5,623.25	\$9,811.52
Pamunkey Regional Jail	86	\$10,513.02	\$18,343.28
Patrick County Sheriff's Office	36	\$4,400.80	\$7,678.58
Pearisburg Police Department	7	\$855.71	\$1,493.06
Pembroke Police Department	4	\$488.98	\$853.18
Pennington Gap Police Department	11	\$1,344.69	\$2,346.23
Petersburg City Sheriff's Office	86	\$10,513.02	\$18,343.28
Petersburg Police Department	126	\$15,402.80	\$26,875.04
Peumansend Creek Regional Jail	80	\$9,779.56	\$17,063.52
Piedmont Regional Jail	55	\$6,723.45	\$11,731.17
Pittsylvania Co. Commun. Center	6	\$733.47	\$1,279.76
Pittsylvania Co. Sheriff's Off.	98	\$11,979.96	\$20,902.81
Pocahontas Police Department	4	\$488.98	\$853.18
Poquoson Police Department	44	\$5,378.76	\$9,384.93

## Appendix D

### Estimated Funding for Local Agencies from Alternative 5

<u>Local Criminal Justice Agency</u>	<u>Officer Count</u>	<u>Estimated Funding Using:</u>	
		<u>Current Total</u>	<u>Current Per Officer</u>
Pound Police Department	7	\$855.71	\$1,493.06
Powhatan County Sheriff's Office	39	\$4,767.53	\$8,318.46
Prince Edward Co. Sheriff's Office	27	\$3,300.60	\$5,758.94
Prince George Co. Sheriff's Office	9	\$1,100.20	\$1,919.65
Prince William Sheriff's Office	73	\$8,923.85	\$15,570.46
Prince Wm-Manassas Deten. Cntr.	173	\$21,148.29	\$36,899.85
Pulaski County Sheriff's Office	45	\$5,501.00	\$9,598.23
Pulaski Police Department	36	\$4,400.80	\$7,678.58
Purcellville Police Department	8	\$977.96	\$1,706.35
Radford City Sheriff's Office	5	\$611.22	\$1,066.47
Radford Police Department	41	\$5,012.02	\$8,745.05
Rappahannock Co. Sheriff's Off.	20	\$2,444.89	\$4,265.88
Rappahannock Regional Jail	89	\$10,879.76	\$18,983.16
Remington Police Department	2	\$244.49	\$426.59
Rich Creek Police Department	1	\$122.24	\$213.29
Richlands Police Department	19	\$2,322.64	\$4,052.59
Richmond County Sheriff's Office	26	\$3,178.36	\$5,545.64
Riverside Regional Jail	229	\$27,993.98	\$48,844.32
Roanoke City Sheriff's Office	194	\$23,715.42	\$41,379.03
Roanoke County Police Department	133	\$16,258.51	\$28,368.10
Roanoke County Sheriff's Office	83	\$10,146.29	\$17,703.40
Rockbridge Co. Sheriff's Office	29	\$3,545.09	\$6,185.52
Rockbridge Regional Jail	29	\$3,545.09	\$6,185.52
Rockingham Co. Sheriff's Office	142	\$17,358.71	\$30,287.74
Rocky Mount Police Department	13	\$1,589.18	\$2,772.82
Rural Retreat Police Department	1	\$122.24	\$213.29
Russell County Sheriff's Office	45	\$5,501.00	\$9,598.23
Saint Paul Police Department	7	\$855.71	\$1,493.06
Salem City Sheriff's Office	9	\$1,100.20	\$1,919.65
Salem Police Department	74	\$9,046.09	\$15,783.75
Saltville Police Department	8	\$977.96	\$1,706.35
Scott County Sheriff's Office	40	\$4,889.78	\$8,531.76
Shenandoah Emerg. Services	14	\$1,711.42	\$2,986.12
Shenandoah Police Department	3	\$366.73	\$639.88
Shenandoah Sheriff's Office	72	\$8,801.60	\$15,357.16
Smithfield Police Department	25	\$3,056.11	\$5,332.35
Smyth County Sheriff's Office	52	\$6,356.71	\$11,091.29
South Boston Police Department	43	\$5,256.51	\$9,171.64
South Hill Police Department	26	\$3,178.36	\$5,545.64
Southampton Co. Sheriff's Office	72	\$8,801.60	\$15,357.16
Southside Regional Jail	39	\$4,767.53	\$8,318.46
Spotsylvania Co. Sheriff's Off.	129	\$15,769.53	\$27,514.92
Stafford County Sheriff's Office	127	\$15,525.05	\$27,088.33

## Appendix D

### Estimated Funding for Local Agencies from Alternative 5

<u>Local Criminal Justice Agency</u>	<u>Officer Count</u>	<u>Estimated Funding Using:</u>	
		<u>Current Total</u>	<u>Current Per Officer</u>
Stanley Police Department	3	\$366.73	\$639.88
Staunton City Sheriff's Office	5	\$611.22	\$1,066.47
Staunton Police Department	69	\$8,434.87	\$14,717.28
Stephens City Police Department	8	\$977.96	\$1,706.35
Strasburg Police Department	10	\$1,222.44	\$2,132.94
Surry County Sheriff's Office	22	\$2,689.38	\$4,692.47
Sussex County Sheriff's Office	37	\$4,523.04	\$7,891.88
Tappahannock Police Department	11	\$1,344.69	\$2,346.23
Tazewell County Sheriff's Office	53	\$6,478.96	\$11,304.58
Tazewell Police Department	11	\$1,344.69	\$2,346.23
Timberville Police Department	2	\$244.49	\$426.59
Town of West Point Police Dept.	16	\$1,955.91	\$3,412.70
Va. Peninsula Regional Jail	98	\$11,979.96	\$20,902.81
Victoria Police Department	7	\$855.71	\$1,493.06
Vinton Police Department	25	\$3,056.11	\$5,332.35
Warren County Sheriff's Office	71	\$8,679.36	\$15,143.87
Warrenton Police Department	23	\$2,811.62	\$4,905.76
Warrenton/Fauquier Joint Com. Ctr.	19	\$2,322.64	\$4,052.59
Warsaw Police Department	4	\$488.98	\$853.18
Washington Co. Sheriff's Office	92	\$11,246.49	\$19,623.04
Waverly Police Department	12	\$1,466.93	\$2,559.53
Waynesboro City Emerg. Commuc.	22	\$2,689.38	\$4,692.47
Waynesboro City Sheriff's Office	6	\$733.47	\$1,279.76
Waynesboro Police Department	53	\$6,478.96	\$11,304.58
Weber City Police Department	6	\$733.47	\$1,279.76
Westmoreland Co. Sheriff's Off.	31	\$3,789.58	\$6,612.11
Williamsburg City Sheriff's Office	10	\$1,222.44	\$2,132.94
Williamsburg Police Department	51	\$6,234.47	\$10,877.99
Winchester City Sheriff's Office	4	\$488.98	\$853.18
Winchester Emerg. Comm. Center	15	\$1,833.67	\$3,199.41
Winchester Police Department	73	\$8,923.85	\$15,570.46
Wise County Sheriff's Office	63	\$7,701.40	\$13,437.52
Wise Police Department	11	\$1,344.69	\$2,346.23
Woodstock Police Department	14	\$1,711.42	\$2,986.12
Wythe County Sheriff's Office	50	\$6,112.22	\$10,664.70
Wytheville Police Department	31	\$3,789.58	\$6,612.11
York County Communication Dept.	19	\$2,322.64	\$4,052.59
York County Sheriff's Office	<u>90</u>	<u>\$11,002.00</u>	<u>\$19,196.46</u>
<b>Regional Academy Total</b>	<b>12,536</b>	<b>\$1,532,456.51</b>	<b>\$2,673,853.00</b>
Chesapeake Police	560	\$68,456.90	\$119,444.61
Chesapeake Sheriff	355	\$43,396.78	\$75,719.35

## Appendix D

### Estimated Funding for Local Agencies from Alternative 5

<u>Local Criminal Justice Agency</u>	<u>Officer Count</u>	<u>Estimated Funding Using:</u>	
		<u>Current Total</u>	<u>Current Per Officer</u>
Chesterfield Police	690	\$84,348.68	\$147,172.83
Chesterfield Sheriff	173	\$21,148.29	\$36,899.85
Fairfax Public Safety	1,797	\$219,673.29	\$383,289.23
Henrico Police	583	\$71,268.52	\$124,350.37
Henrico Sheriff	284	\$34,717.43	\$60,575.48
Norfolk Police	766	\$93,639.25	\$163,383.17
Norfolk Sheriff	440	\$53,787.56	\$93,849.34
Portsmouth Police	302	\$36,917.83	\$64,414.77
Portsmouth Sheriff	165	\$20,170.34	\$35,193.50
Prince William Police	386	\$47,186.36	\$82,331.47
Richmond Police	776	\$94,861.70	\$165,516.11
Richmond Sheriff	420	\$51,342.67	\$89,583.46
Roanoke Police	239	\$29,216.43	\$50,977.25
Virginia Beach Police	858	\$104,885.74	\$183,006.21
Virginia Beach Sheriff	330	\$40,340.67	\$70,387.00
<b>Independent Academy Total</b>	<b>9,124</b>	<b>\$1,115,358.42</b>	<b>\$1,946,094.03</b>
Cape Charles Police	8	\$977.96	\$1,706.35
Exmore Police	4	\$488.98	\$853.18
Haymarket Police	3	\$366.73	\$639.88
Onancock Police	4	\$488.98	\$853.18
Onley Police	2	\$244.49	\$426.59
Parksley Police	4	\$488.98	\$853.18
Roanoke Communications Center	32	\$3,911.82	\$6,825.41
Saxis Police	1	\$122.24	\$213.29
Suffolk Sheriff	28	\$3,422.84	\$5,972.23
Tangier Police	1	\$122.24	\$213.29
Western Tidewater Regional Jail	124	\$15,158.31	\$26,448.45
White Stone Police	2	\$244.49	\$426.59
<b>Non-Academy Agencies</b>	<b>213</b>	<b>\$26,038.07</b>	<b>\$45,431.61</b>
<b>State Total</b>	<b>21,873</b>	<b>\$2,673,853.00</b>	<b>\$4,665,378.64</b>

Source: JLARC staff analysis of DCJS data.

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