

**THE GOVERNOR'S
PREVENTING CRIME
IN VIRGINIA'S
MINORITY COMMUNITIES
TASK FORCE REPORT**

**Commonwealth of Virginia
March 22, 2005**

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I. Executive Summary

Governor Mark R. Warner's Task Force on Preventing Crime in Virginia's Minority Communities was established in July 2003. Its purpose has been to identify or develop strategies for reducing crime in primarily minority communities. His firm belief that no program to reduce and prevent crime could succeed without the full involvement of the people in the community is reflected in the ethnically diverse, multi-cultural, and geographically diverse membership of this Virginia Task Force.

The Task Force was charged with developing and recommending strategies to reduce crime in minority communities and with identifying programs that are effective in preventing crime. Those recommendations are set forth in this Final Report with the hope that all Virginia localities facing crime in their minority communities will find useful, practical suggestions throughout. Likewise, the Report is also directed at state government and the agencies responsible for developing effective criminal justice policies, procedures, and practices.

The Task Force conducted four community forums throughout the state to hear first hand from local leaders, citizens, and experts about crime problems in minority communities and ways to prevent and reduce them.

Speakers at the meetings included elected and appointed officials, law enforcement professionals and prosecutors, and corrections professionals, including probation officers, and others working in community corrections and post-release programs. Additional speakers represented the experiences of federal and state government in providing resources to address crime issues. Most important was the extensive representation of local government in urban, suburban, and rural localities throughout and beyond Virginia. This group included mayors and other city officials, social services professionals, code enforcement officials, and others. Educators and youth were represented in the form of school principals and counselors and various youth services workers both in education and in community service organizations.

Virginia is fortunate to have many communities who have successfully organized themselves to improve their own ability to prevent and resist crime. Such cities and counties offered their own lessons and recommendations to the Task Force and, through this report, to other localities facing similar problems. Building community coalitions is a cornerstone of crime prevention. Time-tested concepts such as the use of Crime Prevention Through Environmental Design (CEPTED) principles and community policing are strategies included as Task Force recommendations.

Community-based practices in both law enforcement and corrections have played prominent roles in decreasing the overall crime rate of the past 20 years. This report recognizes the need to fulfill the commitment to these programs through increased state funding and the subsequent reduction of caseloads.

Likewise, new ways of dealing with system- involved individuals, such as Drug Court Treatment Programs, should be available on a statewide basis in order to fulfill their promise. Newer models like Youth Court should be further explored and evaluated to determine their long-term benefit.

Successful local programs have taught us that educational and employment opportunities for both youth and adults are also closely related to preventing crime or supporting offender re-entry subsequent to incarceration.

Significant cultural and language barriers continue to exist in many parts of the state. Progress has been made; however, cultural sensitivity training for system professionals and education of all community members is a continuing need. The state needs to continue its work on the issue of biased-based policing. In the long term, only the concerted recruitment of minority individuals at all levels of government will increase the communication that is necessary in order to prevent crime and protect individuals in all Virginia communities.

Officials at both state and local levels have adopted those practices that draw upon the strengths of partners from the public and private sectors. Still, not all Virginians have shared equally in the benefits of reduced crime. Citizens of minority communities in the Commonwealth have been victimized at significantly higher rates than the majority of Virginians. In addition, minority populations are, in some cases, significantly over-represented among those arrested for crimes. Concern has been expressed that social conditions such as poverty, unemployment, or poor school attendance that are present in some minority communities contribute to this disparity.

The Task Force's Final Report provides considerable detail about the community forums and is intended to be a learning experience and a resource in its own right for all Virginia communities.

II. Introduction

In July 2003, Governor Mark R. Warner launched an initiative to develop strategies to reduce crime in primarily minority communities. He indicated that no program to reduce and prevent crime could succeed, or have lasting influence, without the full involvement of the people in the community.

The multi-cultural Governor's Task Force on Preventing Crime in Virginia's Minority Communities was charged with developing and recommending strategies to reduce crime in minority communities; creating a statewide multi-disciplinary network of groups and individuals with expertise in prevention of crimes against minorities; educating crime prevention and criminal justice practitioners about crime-related issues facing minority communities; and identifying strategies and programs in Virginia and nationally that are effective in preventing crime in minority communities.

In launching the initiative, Governor Warner cited communities successfully organizing themselves to improve their own ability to prevent and resist crime. Norfolk, with its PACE program, and Roanoke, with its COPE program, are two of the better-known examples. Richmond has also launched a number of programs during the past decade, such as Virginia Weed and Seed, Blitz to Bloom, and Project EXILE, which all showed how partnering agencies, organizations, and citizens can work together to reduce crime and improve the quality of life in blighted communities.

According to statistics, the crime rate in both Virginia and the country has declined during the past 12 years to a level not seen since the decade of the 1970's. This is certainly good news for Virginians and a strong indicator that many of the crime and violence reduction initiatives of this period have had a positive effect.

Within the Commonwealth, law enforcement and corrections officials at both state and local levels have adopted community-based practices that draw upon the strengths of partners from the public and private sectors. Whereas once these public safety agencies took a narrower view of causation and response issues that focused on their own responsibilities and abilities to impact crime, they have learned the value of broader planning and collaboration to harness the full range of civil and private resources in this effort.

Not all Virginians have shared equally in the benefits of reduced crime. Data gathered by the Department of Criminal Justice Services (DCJS) Research Center clearly indicates that citizens of minority communities in the Commonwealth experience higher crime rates than the majority of Virginians. In Virginia, for example, African-American males are nearly eight times more likely than white males to be homicide victims. The higher crime rates are illustrated in several charts in Appendix A of this document.

It is not the purpose of this Task Force to determine the relationship between crime and other social factors in minority communities. However, there is surely a relationship to factors such as poverty, unemployment, infant mortality rate, poor education, and other

social issues. For an interesting summary of some of these social factors, read the comparative charts in Appendix B of this document. Evidence from recent research and early childhood intervention literature confirms that early education and what happens before kindergarten is crucial to a child's success in school and in life. Healthy Families Virginia (HFV) informs us that, during the last three years, 25% of Virginia's kindergartners and first graders have been assessed as not being ready to read or ready to learn – often the same children who are not reading at grade level in the third grade or fail to be promoted – key predictors of school failure, delinquency, and violence. [*HFV Fiscal Year 2000 Statewide Evaluation of Chief Health*] HFV programs, working with their community partners (libraries, Head Start, and preschools), are directed at ensuring that children are born healthy and enter school ready to learn, and that they succeed as adolescents and adults who become earners, responsible parents, and contributing citizens, not violent offenders.

A National Crime Prevention Council (NCPC) survey also shows that, despite declining crime rates, many Americans do not feel safer. The survey indicates that many would willingly participate in local crime prevention initiatives where they live and work. (DH letter from NCPC Eastern Regional Conference, Cincinnati, OH, 2004) Likewise, the Task Force was told many times that solving crime problems in any community requires the collaboration and cooperation of many parties. Law enforcement is merely one of those parties, which also include the residents themselves, other criminal justice professionals, local government service workers, local businesses, schools and the faith community.

III. Description of Task Force

On November 6, 2003, Governor Warner announced the membership of his Preventing Crime in Virginia's Minority Communities Task Force. The 22-member, multi-cultural Task Force is comprised of citizens and professional leaders from throughout the Commonwealth, and represents groups as diverse as the African-American, Asian, Latino, and Arab-American communities.

Bishop Gerald Glenn (Co-Chair)
New Deliverance Evangelistic Church
Chesterfield, Virginia

The Honorable David Hicks (Co-Chair)
Commonwealth's Attorney
Richmond, Virginia

Ms. Ana Maria Alfaro
Founder, Youth Project, Inc. (Proyecto Juventud)
Arlington, Virginia

Mr. David Canada
City Manager
Petersburg, Virginia

Mr. Clyde Clarke, Sr.
Independent insurance agent
Lynchburg, Virginia

Mr. Marcelo Cornicello
President, Central Virginia Hispanic Chamber of Commerce
Richmond, Virginia

Ms. Pearl Fu
Local Colors
Roanoke, Virginia

Mr. A. Michael Hall
Director, Wythe County Department of Social Services
Wytheville, Virginia

Ms. Okpil Kim
President, Korean American Society of Greater Richmond
Richmond, Virginia

Mr. Lee King
Hampton Roads Empowerment Zone Task Force
Portsmouth, Virginia

Mr. Juan Lopez
Legal Services of Eastern Virginia, Inc.
Norfolk, Virginia

Mr. Esteban Nieto
Cargill Turkey Products
Harrisonburg, Virginia

Mr. Andy Shallal
Executive Committee of the Annandale Community Coalition
Annandale, Virginia

Dr. John Simpson
Superintendent, Norfolk Public Schools
Norfolk, Virginia

Ms. Wanda Stevens
Executive Director, Staunton Housing Authority
Staunton, Virginia

The Honorable Diane Strickland
Judge, 23rd Judicial Circuit (Ret.)
Roanoke, Virginia

Chief Toussaint Summers, Jr.
Herndon Police Department
Herndon, Virginia

The Honorable Wilford Taylor, Jr.
Judge, Hampton Circuit Court
Hampton, Virginia

Ms. Karen Waters
Director, Quality Community Council in Charlottesville
Charlottesville, Virginia

Ms. Stephanie Williams
President and Director, Spanish and English Regional Language Academy
and Training Center
Manassas, Virginia

Ms. Sylvia Wood
Former President, Richmond NAACP
Richmond, Virginia

Sheriff James Woodley
Brunswick County Sheriff's Office
Lawrenceville, Virginia

Staff to the Task Force:

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Director, Division of Programs & Services
Virginia Department of Criminal Justice Services

Tim Paul
Section Chief, Crime Prevention & Law Enforcement Services
Virginia Department of Criminal Justice Services

Dawn Smith
Assistant Secretary of Public Safety
Commonwealth of Virginia

Karen Sullivan
Administrative Planning Specialist
Virginia Department of Criminal Justice Services

Julia Gigante
Consultant
Virginia Department of Criminal Justice Services

IV. Work of the Task Force

The Task Force conducted four community forums throughout the state to hear first hand from local leaders, citizens, and experts about crime problems in minority communities and ways to prevent and reduce them. The Task Force wanted to hear from citizens and organizations at the grass-roots level in order to truly understand the problems and to design effective solutions.

The forums consisted of two parts. Local leaders and subject-matter experts were selected to address the Task Force in each afternoon session. The evening sessions were open forums with members of each community invited to speak to the Task Force, providing information on crime problems or solutions in that particular community.

Community forums were held in the Cities of Richmond, Norfolk and Roanoke and in Arlington County.

The first forum, convened by Governor Mark Warner, was held in Richmond on December 10, 2003 and included Chief Andre Parker, Chief of Police of the City of Richmond, Hon. Cassandra Burns, Commonwealth's Attorney for the City of Petersburg, Floyd Wiggins, Jr., the Director of Safety and Security for Richmond Public Schools, and members of community organizations. Community representatives included those from Boys and Girls Clubs, the National Organization of Black Law Enforcement Executives (NOBLE), Citizens Against Crime, Inc., and the Virginia Crime Prevention Association (VCPA), among others. This first forum focused on community involvement as it relates to preventing crime. Several speakers advocated for a public health model of prevention that views crime as a disease.

The second forum was held in Norfolk on March 23, 2004. This meeting, convened by Secretary of Public Safety John Marshall, focused on the community's response to crime prevention. Speakers from the Tidewater area included Administrator Marty Raiss, representing the Norfolk PACE (Police Assisted Community Enforcement) Program, a program focusing on Norfolk's commitment to building safe neighborhoods through the development of partnerships with the common goal of crime prevention.

Ms. Cynthia Hall, an Assistant City Attorney in Norfolk and a PACE partner, provided information on Norfolk's Environmental Crimes Task Force, which focuses on preventing environmental crimes and eliminating blight that is believed to contribute to such offenses.

Lieutenant Douglas Backman, of the Virginia Beach Police Department, also spoke to that city's nuisance abatement initiative, entitled Building Safer Neighborhoods Through Code Enforcement.

Another speaker, Mr. Joseph Wright, represented the Cavalier Manor Neighborhood Watch program, which serves a large, predominately black neighborhood in the City of Portsmouth. Mr. Wright's citizen group began its meetings and patrols in 1981 with three participants and within two years the crime rate dropped by 82%.

Other speakers at the meeting from the Department of Criminal Justice Services (DCJS) discussed the statewide application of the Neighborhood Watch concept, which was utilized in over 4,700 programs in 119 communities according to a 2002 survey by DCJS. The Cavalier Manor initiative is an example of this model. The Certified Crime Prevention Community Program (CCPC) was also highlighted. This program, implemented in 2002, recognizes communities that have implemented a set of community safety strategies.

There was also a discussion of the issue of biased-based policing (this term includes racial profiling) and the work that was being done by DCJS to respond to concerns related to that issue. Acting under legislation passed in 2002, and at the direction of the Governor, the Department staffed and coordinated the Governor's Advisory Panel on Bias-Based Policing. The Advisory Panel worked throughout 2003 to complete its mission of revising Basic Law Enforcement Officer Training Standards to assure that training of all new law enforcement recruits in Virginia would effectively train them to conduct themselves fairly and without bias to the greatest extent possible.

The mandated training includes advanced training curricula with which to reach in-service officers and to continue to train new officers during their careers. These standards have been duly adopted and disseminated to the approximately 30 law enforcement training centers in Virginia.

A second aspect of the 2002 legislation was the development of a model policy for law enforcement agencies to deal with bias-based policing. This policy was completed and approved by the Advisory Panel and then officially endorsed and issued by the Governor's Office in August 2003. The model policy created an important baseline for law enforcement agencies seeking to establish policy in this area. It was intended to be adopted in whole or adapted to the circumstances of each locality. The Department periodically reviews this model policy to update it appropriately.

Compulsory training standards for law enforcement have been expanded to include training on cultural sensitivity and diversity and the potential for biased-based policing. This grant-funded work is ongoing and a report by the Center for Government at Auburn University-Montgomery on biased-based policing in Virginia is expected to be released early in 2005.

Other members of the community addressed the Task Force including Ms. Beatriz Amberman, who was representing the Governor's Latino Advisory Commission. Ms. Amberman spoke to the lack of crime reporting in the Latino community and encouraged the Task Force to support dialogue between local law enforcement agencies and the Latino community. Informational brochures in Spanish and ride-along programs with officers were thought to be helpful.

Additional speakers included Mr. Joseph Johnson of the National Organization of Black Law Enforcement Executives (NOBLE) who discussed a publication entitled "The Law and You," which is a collaborative effort of NOBLE, Allstate Insurance, and the NAACP. This publication offers suggested procedures to avoid misunderstandings and confrontation if one is stopped by a law enforcement officer.

Among the final speakers was Ms. Sandra Brandt, representing Step-Up Inc., a Norfolk program that is part of the PAPIS Network (Pre- and Post-Incarceration Services). Ms. Brandt's program provides counseling and employment training to individuals who are being released from correctional facilities. Seventy-five percent of program participants are black and 89% of the participants are not re-incarcerated after participation.

On a second day of the Norfolk meeting, the Task Force invited Mr. Patrick Harris, Executive Director of the Virginia Crime Prevention Association, to amplify his presentation in Richmond with respect to proven crime prevention strategies. His presentation focused on widely recognized principles of crime prevention that have been identified by law enforcement professionals, private security practitioners, researchers, and others interested in promoting crime-free environments.

One of the key principles is known as Crime Prevention Through Environmental Design, or simply, CPTED. Testimony before the Task Force emphasized the importance of designing, maintaining, and using the environment in each neighborhood and community according to proven crime prevention techniques.

CPTED enhances safety by altering physical design and encouraging positive social interaction. It offers an alternative to creating fortress-like communities. Three inter-related principles guide CPTED: natural access control, natural surveillance, and territoriality. Natural access control guides people entering and leaving a space through the placement of entrances, exits, fences, landscaping, and lighting. Access control can decrease opportunities for criminal activity by denying criminals access to potential targets and creating a perception of risk for would-be offenders.

Natural surveillance means the use and promotion of greatest visibility of one's environment. It includes the placement of physical features, activities, and people in a way that maximizes visibility. A potential criminal is less likely to attempt a crime if he or she is at risk of being observed. At the same time, we are likely to feel safer when we can see and be seen.

Territoriality promotes a sense of ownership. The use of physical attributes that express ownership such as fences, signage, landscaping, lighting, pavement designs, etc. Defined property lines and clear distinctions between private and public spaces are examples of the application of territoriality. The concept of territoriality can be seen in the example of gateways into a community or neighborhood.

Forum number three was held in Arlington County on May 13, 2004. This meeting primarily focused on individuals who had experienced contact with the criminal justice system or who were at risk of system involvement.

Mr. Calvin Street represented the Eastside Youth Opportunity Center in Baltimore, MD. This program, which opened its doors in 2001 with funding provided by the U.S. Department of Labor, provides services to out-of-school, unemployed youth aged 14-22 who reside in inner city Baltimore. The components of this program include case management and referral to services such as literacy/GED preparation classes, job readiness, life skills training, and social/recreational activities, among others. Mr. Street was accompanied by a young participant from East Baltimore who spoke about his experience in the program. He indicated that he heard about the program from other youth on the street and was currently being assisted by a "job advocate" and taking GED classes. The young man spoke about the positive changes in his life while in the program.

Mr. Dean Renfrow represented the Amer-i-can program, a non-profit organization founded in 1988. This program is a 60-90 hour life management skills curriculum designed to empower individuals to "take charge of their lives and achieve their full potential." Since its inception, the program has trained thousands of individuals including public and private school students, law enforcement officers, prison inmates, and at-risk youth. Reported results of the program in schools indicate a 20% increase in GPAs, a 35% increase in attendance, and a 70% improvement in behavior.

Mr. Charles Sharp, Commonwealth's Attorney for the City of Fredericksburg, explained the success of drug courts in Virginia's criminal justice system. One-third of the jurisdictions in Virginia are served by drug courts. In addition, drug courts are in use at both the adult and juvenile levels. The drug court is a specially designed docket within an existing court system that focuses on substance-abusing offenders. The model combines intensive judicial intervention with comprehensive treatment and probation supervision. In addition, the prosecuting and defense attorneys, as well as law enforcement, play integral roles on the treatment team. Drug courts focus on the coordination of services among each of these agencies and other educational, vocational, and social services entities. They have proven to reduce recidivism, increase judicial efficiency, increase treatment retention, and are a cost-effective alternative to incarceration. He explained that participants in the drug court program are in treatment for no less than one year, and are randomly tested for drugs several times per week. Group, individual, and residential therapy is available to participants, depending on their needs. In Mr. Sharp's experience, forced abstinence does not work

but treatment does. In the Fredericksburg program, of 80 participants, there have only been two re-arrests.

Mr. Marouf Jwanmery and Mr. Tessie Ajala represented the National Crime Prevention Council's Outreach to New Americans program, which promotes the establishment of partnerships between refugee communities and law enforcement agencies in order to bridge the gaps existing between them as they address the problem of crime in refugee communities. The program's mission is to develop and strengthen broad-based community coalitions involving refugees and immigrants, to increase the ability of refugee communities to advocate and understand their rights and responsibilities within the legal system, to partner with law enforcement and other community groups, and to assist refugees and immigrants to become more self-reliant. The program also assists refugee communities in addressing problems such as victimization, family violence, troubled youth, and cultural conflicts.

Sergeant Ron Haugsdahl of the Fairfax County Police Department explained Virginia's 10th Congressional District Gang Task Force, which was formed by Congressman Frank Wolf with federal funding assistance in 2003 as a new regional initiative to curb gang activity in the Northern Virginia area. The Task Force focuses on intelligence gathering and investigations into gang-related matters throughout the region. Both federal and local law enforcement agencies have assigned investigators to the Task Force, which is based in Herndon, Virginia, and is chaired by Chief Toussaint Summers, Jr. of the Town of Herndon Police Department.

Sergeant Haugsdahl listed some of the Task Force's accomplishments, including interviewing more than 800 persons, investigating 61 immigration cases, training and educating 1700 people, and getting guns off of Virginia's streets. He noted that there are over 80 documented gangs in the Northern Virginia area – with approximately a dozen that are criminally active at any given time.

Ms. Leni Gonzalez, representing the League of United Latin American Citizens, explained that the League's mission is to advance the economic condition, educational attainment, political influence, health, and civil rights of the Hispanic population in the United States. She reported a serious lack of communication between the Northern Virginia Hispanic community and the local and state police, especially with regard to House Bill 570/Senate Bill 493 passed in the 2004 General Assembly session. These bills enhance the authority of Virginia law enforcement agencies to arrest illegal aliens. Ms. Gonzalez noted that the Hispanic community has serious concerns that there will be aggressive and biased law enforcement activities under this new measure. Law enforcement members of the Task Force and representatives of the Virginia State Police in attendance agreed that there is the need for law enforcement agencies to communicate with members of the immigrant communities across the state regarding this and other matters.

The final public meeting of the Task Force was held on July 27, 2004 in Roanoke. This meeting primarily focused on system-involved individuals.

Mr. Peter Wonson, Principal of Patrick Henry High School in Roanoke, spoke of the Youth Court model program operating at Patrick Henry High School.

Currently, there are approximately 950 Youth Courts operating in 48 states and the District of Columbia. The first Youth Court in Virginia became operational in January 2004 at Patrick Henry High School in Roanoke. The Court was the product of more than a year of planning by a Task Force composed of judges, attorneys, law enforcement personnel, school administrators, students, and parents. The School Board and the Bar Association received the concept with enthusiasm.

The Bar Association also provided 30 attorney volunteers to serve as mentors. Funding was obtained through the Safe and Drug-Free Schools and Communities Act of 2001.

Patrick Henry High School has approximately 1800 students enrolled, of which nearly 40% are minorities. The school's Youth Court was established as a pilot program in January 2004 by the Greater Roanoke Valley Character Coalition. Patrick Henry's Youth Court is currently the only one operating in Virginia. A preliminary favorable evaluation of the Patrick Henry Youth Court has been conducted by faculty from Virginia Tech and Radford University.

The Youth Court is a real court for juvenile offenders. The only difference is that it is run by high school students who have undergone training from the State Bar Association, with supervision by legal professionals from the Roanoke community.

The Court deals with such offenses as fighting, property damage/vandalism, disruption of school, disrespect, profanity, abusive words or gestures, tobacco possession, theft, and such other cases as referred by the school superintendent or Juvenile and Domestic Relations District Court Judge.

After a student commits one of the offenses listed above during school hours, the principal gives the student and his/her parents the choice of facing charges in Roanoke Juvenile Court or admitting guilt and going to Youth Court. The jury, five fellow students who have been trained in judicial procedure, is responsible for deciding an appropriate disciplinary action. They may assign community service, financial restitution, written apologies, or essays.

Several presenters from the City of Lynchburg addressed the Task Force. Mayor Carl Hutcherson explained that the City of Lynchburg has had a major influx of gang activity since 2002. A community forum held at a local high school drew over 700 citizens to discuss the City's public safety concerns. Since then, the Lynchburg community has been able to make a positive impact on local citizens, including a positive relationship between the Lynchburg Police Department and the community.

Chief Charles Bennett of the Lynchburg Police Department then addressed the Task Force and specifically noted the City's low crime rate. He said there must be trust between the community and government officials to obtain positive results.

Chief Bennett also spoke about the City's gang problem. He said that, in order to address the problem, the City had to first recognize and admit there was a problem, and then initiate successful intervention programs in order to suppress the gang activity. He emphasized that prevention is the key.

The Task Force heard from Mr. Albert Jennings III, Assistant to Lynchburg's City Manager and the Coordinator for the City's Safe Neighborhoods Initiative. The Initiative was a response to the rash of violent criminal activity that started during the summer of 2002.

Mr. Jennings' office was moved from City Hall to a city-owned building, where he can better reach out to inner-city neighborhoods. This puts him "closer to the streets" and enables him to speak to young people who could benefit from the program. Also, by establishing a presence on the streets, city officials are showing the youngsters that the city does care about them and their futures, and that crime, violence, and drug dealing are not acceptable.

In addition to the Safe Neighborhoods Initiative, Mr. Jennings is in charge of the Neighborhood Basketball League, which combines basketball with community awareness and mentoring. Mr. Jennings hopes the program will help the young people involved resist the lures of drugs and gangs. Those involved, approximately 40-50 kids, meet to play basketball before settling down to a free lunch, and then picking up litter in their neighborhoods as a service component of the program. As a result, trust is established between the youth and other neighborhood residents. Additional program highlights include enabling participants to be in contact with positive role models and to develop new friendships and a sense of awareness of the needs of their neighborhoods.

Mr. Jennings specifically expressed his belief that successful minority individuals should embrace the opportunity to become role models to the young people in those communities.

Mr. Tim Johnson, of the U.S. Department of Justice, Community Relations Service (CRS), explained that the Community Relations Service, created by the Civil Rights Act of 1964, is the "peacemaker" for DOJ for community conflicts and tensions arising from differences of race, color, and national origin. The CRS assists state and local government, private and public organizations, and community groups with preventing and resolving racial and ethnic tensions, incidents, and civil disorders, and in restoring racial stability and harmony.

CRS' services are provided by trained, impartial federal mediators on a voluntary and cost-free basis. The kinds of assistance available from CRS include mediation of disputes and conflicts, training in conflict resolution skills, and help in developing ways to prevent and resolve conflicts. Most of CRS' work comes from requests by police chiefs, mayors, school superintendents, and other local and state authorities. Most of the work involves racial conflict or violence involving police agencies or schools. The most volatile situations CRS responds to are incidents involving police use of force, the staging of major demonstrations and counter events, major school disruptions, and organized hate crime activities.

Mr. Rodney Hubbard, Director of the District 23A Court Service Unit (Roanoke, Virginia), told the Task Force that the City of Roanoke, with approximately 100,000 residents, includes 15,000 school-aged children. Between 1999 and 2000, approximately 1000 of these kids – average age 15, and primarily black males, appeared before the Roanoke Juvenile Court.

The Court Service Unit (CSU) provides juvenile probation, parole, and intake services for the Juvenile Court. CSU staff consists of 13 persons, including three intensive supervision officers, who work with surveillance officers. The staff has a regular caseload of approximately 300 kids.

Individual and group substance abuse education and relapse prevention for identified youth are provided, along with community service consisting of court-ordered work projects in increments of eight hours for a variety of *Code*-mandated offenses.

Diversion is utilized, at a rate of about 28%, to address delinquent complaints for which the intervention of the court does not appear to be essential. Youth Support Services provides volunteers to support diversion. Services include individual counseling, offense education, anger management, shoplifters group, and family advocacy.

The CSU works closely with community referrals through groups and programs such as Boys & Girls Club, Office on Youth, GED programs, Vocational Training Program, Reaching Out to Adolescent Dads, Project Youth Build, and various counseling and human service agencies.

Mr. Ivan Tolbert, representing the Governor's Protect & Respect Program, explained that the senior safety and crime prevention program was launched in May 2003. It was created to strengthen the Commonwealth's focus on crime prevention, reduce elder abuse and victimization, help eliminate financial fraud and scams targeting seniors, promote fire safety and teach effective emergency responses, and to provide needed resources to improve the overall quality of life for seniors.

In direct response to these safety and crime prevention concerns, Protect & Respect developed a series of training courses that address these issues. Covering more than 30 topics in all, these courses are offered in training programs at Public Safety Institutes in response to requests from civic groups, senior services organizations, faith institutions, and other organizations.

Following Mr. Tolbert's presentation, Ms. June House, of Big Brothers/Big Sisters of the Roanoke Valley, addressed the Task Force. She explained that the program offers a one-on-one relationship between an adult volunteer and a young person, usually from a single parent home. The adult provides friendship, guidance, and support for the child through activities and companionship. They currently have 44 such matches. The pairs visit each other's homes, get to know each other's families, and work on all sorts of projects together.

Ms. Cheri Hartman then addressed the Task Force to speak about Family Services of Roanoke Valley, which sponsors the Protect & Respect Intergenerational Crime Prevention Teen Outreach Program. This program pairs young people with adult mentors who work with the youth for about one hour per week and go to an elderly person's home to help with decorating, baking, and home projects, or just listening and talking. Results of the program for senior citizens include: having positive contact with helpful young people, feeling less lonely and isolated, experiencing less fear of crime, learning how to avoid scams, and benefiting from home repairs and improvements. Results for teens include learning and applying new skills, feeling appreciated and valuable, and experiencing improved self-respect and a positive outlook for their futures.

The next presenter explained to the Task Force that he is a former substance abuser and a graduate of the Roanoke Drug Court. He is now a mentor for those participating in the drug court program, is pursuing his Master's degree, and resides at an Alumni Oxford House in Roanoke.

He explained that Oxford House, first started in Maryland in 1975, is a self-run, self-supported recovery house program for individuals recovering from alcoholism and drug addiction. The Oxford House assures an alcohol and drug-free living environment for an average of 8-15 residents per house. Generally, an individual comes into an Oxford House following a 28-day rehabilitation program or a 10-day detoxification program.

As the house is self-run, individuals in recovery are permitted to learn responsibility and each house is fully responsible for its own expenses and debts. A recovering individual can live in an Oxford House for as long as he/she does not drink alcohol or use drugs, and pays an equal share of the house expenses. The average stay is around one year.

Another Roanoke Drug Court graduate came forward to describe being arrested for drug possession and distribution and facing a choice of a 25-year prison sentence or the option to enter the drug court program.

She also illustrated the ways in which she is succeeding after her participation in the drug court program. She is married, has her own home, and has reunited with her children and stayed drug free.

This woman shared with the Task Force the difficulty faced by convicted felons even after completion of their sentences in being hired and being retained as an employee. Like others, she was dismissed from employment solely on the basis of having a felony conviction. She advocated for helping released prisoners be restored to full citizenship rights and employability.

Next to speak, Dr. Donna Boone, a Virginia Drug Court consultant, expressed to the Task Force her support for drug courts throughout Virginia. There are currently 26 operational drug courts in Virginia, with the first adult treatment court established in the Salem/Roanoke (23rd) Judicial Circuit in 1995.

She explained that drug courts treat participants for a minimum of one year, which results in a greater success rate for staying clean and out of trouble. There is more incentive for the addict to take treatment seriously when the court is involved. The longer treatment time gives participants more opportunity for adopting and practicing positive habits in their lives.

As program graduates have greatly decreased recidivism (there is only a 5.9% felony recidivism rate among Virginia graduates) and achieve higher levels of recovery, drug courts are an appealing answer to the “revolving door” of drugs and crime. The programs combine immediacy and accountability of legal sanctions with intensive supervision and treatment.

In closing, Dr. Boone asked the Task Force for their support in expanding drug courts to localities in Virginia that don't currently have them.

The development of the Youth Commission within the Roanoke Department of Parks & Recreation was the subject of Ms. Marion Vaughn-Howard's presentation. She is the Superintendent of the Youth Services Division at the Roanoke Department of Parks & Recreation. The Commission is composed of local public and private school youth who are focused on the future development of programs, activities, and leaders.

Members are actively involved with the Youth Services Division and provide guidance and advice for programming activities. One of the future projects the Commission will undertake is the development of the city's Youth Comprehensive Plan for programs, activities, and funding resources for the next 5 to 10 years. Other activities include summer internship, a nutritional program, and the Writing is Fun program, which allows youth the opportunity to share their writing skills.

Several of the Youth Commission members in attendance provided testimony on their involvement on the Commission. These young people spoke about the work experiences they had as a result of the Roanoke Parks & Recreation program, their opportunities to interact with young people in the community, and about their college and career plans.

Dr. Janette Manns also addressed the Task Force about the STRIVE Program, started in 1995 to allow community members to have a voice within their community on issues in education, employment, economics, and community empowerment.

V. Recommendations

1. The Department of Criminal Justice Services should encourage community coalitions that include police, local businesses, local government, residents, service and civic organizations, the faith community, and others. The purpose of the coalitions should be to strengthen the connection between program providers and community members. Efforts should be undertaken to create local crime prevention councils, and ensure minority representation on those councils.

It has long been recognized that crime prevention is a responsibility and duty of citizenship and not solely the duty or prerogative of law enforcement authorities. Successful crime prevention programs like Neighborhood Watch, Weed and Seed, and similar grass-roots efforts involving the residents of a community are present in most successful neighborhoods where crime prevention programs are working.

Such programs are even more necessary in many minority communities where trust and cooperation with law enforcement agencies may not come easily for a variety of reasons. Through such programs and the interaction of participants, working relationships, effective communication, trust, and respect can be established.

Local crime prevention councils established in communities like Lynchburg, Norfolk, and Virginia Beach have demonstrated that involvement of community members and activists is necessary for law enforcement efforts to be truly effective and achieve long-term goals and objectives. Citizens in these communities have the most at stake in protecting themselves against crime and are, therefore, logical partners in such efforts with the police.

When cooperation and communication between authorities and residents of a neighborhood or community are absent, crime tends to flourish. The logical assumption of residents is that the police don't really care about crime committed against minority people in those communities or even that the police are corrupt in refusing to take appropriate crime suppression/crime prevention actions. Law enforcement authorities tend to be frustrated at what they perceive to be lack of cooperation and support from minority community residents when they seek to solve and suppress crime. Failure to achieve effective communication between the parties aggravates and perpetuates these diverging views of each other.

Norfolk has successfully utilized long-standing (and some new) civic leagues as the grass-roots citizen component of local government partnerships. Their PACE program concentrates on solving problems in neighborhoods throughout the city by identifying such problems and then focusing the most appropriate city government services on the solutions. They utilize zoning enforcement, building codes, and fire regulations to great effect in neighborhoods where abandoned buildings, crack houses, or other problem buildings draw the ire of and represent dangers to local residents. Local community service officers are assigned for extended periods to neighborhoods to build working

relationships and lead problem-solving efforts to enable residents to maintain control of their own communities. Similar approaches are taken in Virginia Beach and Lynchburg and other localities throughout the Commonwealth.

A neighborhood or community consists of more than just residents and local government officials. Businesses, schools, industry, commercial districts, health services, and human services organizations are generally also present and are important elements in any community. Neighborhood coalitions must include and involve all of these elements in order to be most effective. It is a rare community indeed that has only a crime problem and no other social, employment, education, or health issues. Drug crimes suggest the need for treatment and prevention alternatives, as well as law enforcement. Similarly, alcohol abuse, domestic abuse, and truancy and disorder problems all suggest the need for resources beyond the scope of mere law enforcement. Compartmentalizing local services stymies creative problem-solving and broad-based approaches to problems that may touch more than one discipline. The wider the community coalition, the more likely successful solutions will be identified and created.

It is generally best when local government and local law enforcement authorities can build such partnerships and coalitions with their minority populations. However, in some localities, the relationship has been strained or merely uncultivated for long periods of time. Under such circumstances, it may be difficult to overcome negative perceptions that have built up on both sides over a long time. The Task Force heard from a representative of the U.S. Department of Justice, Community Relations Service (CRS). The job of CRS is to work in situations, when race, color, or national origin are factors, to overcome past perceptions and divisive issues and help bring distrusting parties together to work cooperatively and collaboratively on the problems that they each identify.

2. The Department of Criminal Justice Services (DCJS) and the Governor's Office of Substance Abuse Prevention (GOSAP) should provide funding for programs that offer mentoring and education opportunities for youth.

Within Virginia's local communities, Departments of Parks, Recreation and Community Services should be encouraged to provide programming, after-school program support, and encouragement for at-risk middle and high school youth and parents. Local school divisions should be encouraged to provide these after-school programs, as well, either at their own site or through partnership with other local organizations.

Today, a substantial body of research exists on the causes and correlates of violence and delinquency. Risk factors and protective factors for violence and delinquency have been identified in many communities, and prevention programs designed to reduce or eliminate risk factors and facilitate protective factors have been implemented. A reduction in risk factors and/or an increase in protective factors should correspond to changes in behavior that will prevent or interrupt the cycle of penetration into the

juvenile justice system for youth and decrease the overall level of crime in the community.

Many programs have proven effective. Mentoring, for example, is one of the best ways to help youth live healthy, happy lives. For children without positive role models, mentors offer valuable guidance, support, and friendship. In fact, children who meet regularly with a mentor are more likely to stay out of trouble, succeed in school, and achieve their goals.

The development of the Youth Commission within the Roanoke Department Parks & Recreation provides an excellent example of such an initiative. The Commission is composed of local public and private school youth who are focused on the future development of programs, activities, and leaders, including a Youth Comprehensive Plan for programs, activities, and funding resources for the next 5 to 10 years. Other activities include summer internship, a nutritional program, and the Writing is Fun program, which allows youth the opportunity to share their writing skills.

Programs that change the climate of schools should be encouraged, including evidence-based programs that have been proven effective, like Dan Olweus' *Bullying Prevention Program* and *Character Counts!* character education programs. Bullying is often an early antisocial act that leads along a continuum to more severe antisocial or delinquent behavior. By changing the climate of the school, and by addressing the victims and offenders of bullying, schools have shown a significant decrease in students' self-reports of bullying. The bullying prevention program appears to slow the natural rate of increase in students' engagement in several other antisocial behaviors. Effective character education does not dismiss the importance of self-esteem but maintains that ethical values must be ranked above expedience and personal preference. Character education sets objective criteria of virtue and encourages young people to adopt them as ground rules for life. *Character Counts!* is used in many schools throughout the Commonwealth.

After-school programs provide structured, safe environments for children in the hours parents are typically at work. A quality after-school or summer program can provide a safe place for kids and additional learning opportunities. These programs can include art, recreation, tutoring, conflict resolution, other life skills, and community service components. They can also serve to refer children to existing extracurricular activities that reinforce pro-social values, like Boys and Girls Clubs, 4-H, athletic teams, drama clubs, etc.

3. The State and all communities should expand employment opportunities for disadvantaged minority youth by exploring funding from the U.S. Department of Labor and by involving local business and community leaders in the development of consumer-driven youth economic programs.

Despite the millions of federal, state, local, and private dollars spent on needy youth and their families, many out-of-school youth are currently being left behind in our economy because of a lack of program focus and emphasis on outcomes. Well-designed workforce investment programs offer youth who have become disconnected from mainstream institutions and systems another opportunity to successfully transition to adult roles and responsibilities.

The Eastside Youth Opportunity Center in Baltimore, MD, which opened its doors in 2001 with funding provided by the U.S. Department of Labor, is one example of an effective workforce development program. The Center provides services to out-of-school, unemployed youth aged 14-22 who reside in inner city Baltimore. The components of this program include case management and referral to services, such as literacy/GED preparation classes, job readiness, life skills training, and social/recreational activities.

The Youth Commission within the Roanoke Department of Parks & Recreation offers another example of how communities can be involved. Several of the Youth Commission members in attendance at the Roanoke Task Force meeting provided testimony about the personal benefit they obtained as a result of the Roanoke Parks & Recreation programs, which provided them with opportunities to interact with young people in the community and opportunities to explore college and career plans.

The Public Safety Secretariat should encourage its agencies to collaborate and participate, as appropriate, in the federal Employment and Training Administration's new strategic vision for the delivery of youth services under the Workforce Investment Act (WIA). The new strategic vision is specifically designed to meet the needs of at-risk and needy youth, with priority given to out-of-school youth, high school dropouts, runaway and homeless youth, youth in foster care, court-involved youth, children of incarcerated parents, and migrant youth.

4. The Department of Criminal Justice Services (DCJS) should expand the youth court model in Virginia through the continuation of Roanoke City’s school-based pilot project and implementation of two court-based pilot projects plus an additional school-based project. DCJS should evaluate these projects to determine the efficacy of the models.

Youth Courts are school and court-based programs that hold youthful offenders accountable for their actions while educating them about the legal system. The courts provide services to promote long-term behavioral changes for juvenile offenders and build competencies in youth by developing problem-solving, communication, and analytical skills. The programs offer an alternative to criminal sanctions and school suspension by affording youthful offenders the opportunity to present their case to a jury of their peers for resolution. Such real-world, practical application of law would be particularly useful to help minority students of non-Western cultures learn and practice American justice principles and practices. Special attention to cultural considerations should be paid to such students when implementing Youth Court actions involving them.

Cases are referred by school administrative personnel and by the Juvenile Court. The offender must admit guilt and all aggrieved parties and parents must agree to the alternative process. A jury of students mentored by a practicing attorney hears the evidence and imposes sanctions including community service, restitution, counseling, life skills sessions, written apologies, and essays. Upon completion of the imposed sanctions, offenders may be required to participate in training to become a juror for a future case.

Victims, offenders, and the entire school community are key stakeholders in a crime-free learning environment. Participation in Youth Court reinforces the concept that violations of laws and rules create obligations and liabilities. Students learn about the principles of restorative justice and the needs of victims. Through Youth Court, students assume ownership for the justice process in their school community and develop important skills for becoming mature, responsible, law abiding citizens.

5. All components of Virginia’s criminal justice system should expand/emphasize minority recruitment and regularly offer diversity training programs. Leadership on this issue should be present and visible at the highest levels of state and local government.

The Task Force heard from many minority community members, including Task Force members, that there is a need to encourage greater participation in public service positions at all levels by minority members. This is one important way of promoting greater awareness of and sensitivity to minority issues and concerns. It is also a recommended way of providing input into policy and decision-making by public servants who have a better understanding of the effects of their actions on various minority populations and communities.

Among those who addressed the Task force was Ms. Beatriz Amberman, who was representing the Governor's Latino Advisory Commission. Ms. Amberman spoke to the lack of crime reporting in the Latino community as illustrative of the distrust and avoidance of many Latinos toward their police forces. She also encouraged the Task Force to support dialogue between local law enforcement agencies and the Latino community.

Ms. Leni Gonzalez, representing the League of United Latin American Citizens, also reported a serious lack of communication between the Northern Virginia Hispanic community and the local and state police, especially with regard to immigration and illegal alien issues facing family members of many Latino citizens. These issues generate serious concerns that there will be aggressive and biased law enforcement activities within Latino communities.

Staff from DCJS reported that recruiting of minority applicants to work in the law enforcement field is a high priority of many police and sheriffs' agencies. One significant effort to encourage and promote diversity in Virginia law enforcement was the Virginia Police Corps program that had to be discontinued in 2004 due to federal funding cutbacks.

6. The Virginia Department of Criminal Justice Services (DCJS) should conduct an annual review of mandated training and model policy on the subject of bias-based policing and awareness of and sensitivity to Virginia's growing diverse populations.

The Department of Criminal Justice Services has statutory responsibilities for training and policy development related to bias-based policing and diversity training. In addition, the Department has responsibilities for promoting community policing in the Commonwealth. Acting under legislation passed in 2002, and at the direction of the Governor, the Department staffed and coordinated the Governor's Advisory Panel on Bias-Based Policing. The Advisory Panel worked throughout 2003 to complete its mission of revising Basic Law Enforcement Officer Training Standards to assure that training of all new law enforcement recruits in Virginia would effectively train them to conduct themselves fairly and without bias to the greatest extent possible.

The mandated training includes advanced training curricula with which to reach in-service officers and to continue to train new officers during their careers. These standards have been duly adopted and disseminated to the approximately 30 law enforcement training centers in Virginia.

A second aspect of the 2002 legislation was the development of a model policy for law enforcement agencies to deal with bias-based policing. This policy was completed and approved by the Advisory Panel and then officially endorsed and issued by the Governor's Office in August 2003. The model policy created an important baseline for law enforcement agencies seeking to establish policy in this area. It was intended to be

adopted in whole or adapted to the circumstances of each locality. The Department periodically reviews this model policy to update it appropriately. The Department should adopt a clear written requirement that this be done annually.

Observations by both Task Force members and DCJS staff, of meetings between law enforcement leaders and minority community groups, also indicate that the need for education on both sides remains. While there is an obvious willingness of both sides to meet, such meetings lack an effective process and format for achieving mutual understandings and for resolving different perspectives on issues. Cultural differences, even more than language problems, seem to be a major obstacle in achieving the trust and confidence that each side needs to work effectively with the other. This problem is most clearly seen in the issue of immigration law enforcement, where lack of clear federal and local guidelines prevents meaningful and trustworthy agreements from being reached.

7. The Secretary of Public Safety should ensure that resources are designated within the Virginia Department of Criminal Justice Services to promote and support the development of community policing in state and local law enforcement agencies.

Through grants and programs, DCJS should promote a community-policing philosophy that strongly emphasizes problem-solving partnerships, strategies, and tactics as proven means of reducing crime. The Department of Criminal Justice Services supports the establishment and implementation of community policing models throughout the Commonwealth. The Task Force heard from several law enforcement officials, DCJS staff, and the Virginia Crime Prevention Association that community policing is the current philosophy of greatest promise for policing.

The philosophy of community policing has proven its value in preventing and suppressing crime and in building more effective relationships with communities in which it is active. It should be apparent from this description that community policing relies upon the active, willing participation of local citizens. Therefore, it bears repeating that cultural and language differences in some minority communities will require special efforts to overcome these barriers to understanding and to cultural sensitivity. Local governments should follow this lead with other government services and regulators.

Community policing is a term that has become common in describing a prevalent philosophy of policing in which law enforcement agencies focus on the core elements of problem-solving, partnerships, and prevention in establishing their service delivery models for their locality. There are several different strategies and approaches to community policing, but they all involve these core elements. All three elements call for citizen involvement in establishing local priorities and solving local problems.

The third element, prevention, refers to a myriad of strategies, tactics, and techniques for preventing crime, many of which predate the establishment of community policing as a philosophy in Virginia. Specifically, communities can eliminate some crime and

suppress other criminal action by adopting principles of Crime Prevention Through Environmental Design (CPTED) and blight removal in affected neighborhoods with the cooperation and involvement of all departments of local government.

The Task Force heard from several sources among police, local government officials, and citizens of the importance of creating and maintaining physically attractive and safe neighborhoods in order to promote and retain personal safety and property security. At the same time, these sources also reported that predictable and severe effects would almost certainly follow the allowing of blighted properties, abandoned buildings, overgrown and unkempt vacant lots, trash accumulation, and other unsafe and unsightly conditions to exist in a neighborhood. The Norfolk PACE Program, the Community Harvest program in Washington, DC, and similar examples in Virginia Beach, Roanoke, and Lynchburg offered recurring examples of the importance of physical conditions in controlling crime and other anti-social activity including drug abuse and gang violence.

DCJS should continue to provide crime analysis training and funding to support and promote significant technological advances in information and data utilization as both a crime deterrence technique and a crime solving strategy. Crime analysis is an important law enforcement tool in problem-solving and prevention strategies of community policing.

Crime analysis is a set of systematic analytical processes directed at providing timely and pertinent information relative to crime patterns and trends. It is used to assist operational and administrative personnel in law enforcement to plan the deployment of resources for the prevention and suppression of criminal activities. Although the use of such techniques as “pin maps” and “modus operandi” go back many years, the process of analyzing crime and the incorporation of crime analysis units into mainstream police operations is still a relatively new phenomenon.

The Task Force recommends that state and local law enforcement agencies establish, expand, or regionalize crime analysis capabilities in local agencies, utilize data from Records Management Systems (RMS) to include offense reports, suspect/arrest reports, and field interview reports, and increase awareness among community and government leaders of the importance of local and regional crime analysis as a decision and policy-making tool.

In addition to the obvious benefit of aiding law enforcement in the apprehension of criminals, the analysis of crime data can help community and government leaders make better-informed decisions regarding public safety policy and community planning. Accurate and thorough local and regional crime analysis can help identify not only crime trends, but also community conditions and social disorder that may contribute to crime. Regional cooperation in crime analysis can help create a full picture of an area’s crime problems. By fully utilizing the vast information that is available through detailed crime analysis and by understanding the real extent of crime in a given community, law enforcement agencies will be able to take a more proactive approach to crime prevention.

8. School divisions, court service units, and judges should work together to enforce the use of existing laws and policies to increase school attendance and reduce the barriers to high school graduation.

Keeping children in school, starting in the elementary level, is one important step to increasing high school graduation rates.

The Task Force has identified the issues of low levels of literacy, high levels of truancy, and dropout rates as impediments to graduation. Local school divisions can benefit from increased resources that enable implementation of instructional strategies and educational approaches that help at-risk and challenged students learn and achieve rather than avoiding school and dropping out. The Governor has put in place two innovative reform initiatives to improve schools and to help children reach their full potential. These programs, implemented by the Virginia Department of Education, are *Education for a Lifetime* and *Project Graduation*.

The *Education for a Lifetime* initiative is designed to achieve excellence in the educational system. The initiative contains an element that strengthens early childhood education and childcare programs in Virginia. It also includes a program for rising high school seniors who have not planned to continue their education beyond high school and are not prepared to enter an occupational or technical career upon graduation. The initiative encourages students to earn their high school diploma, followed by opportunities to obtain technical preparation for a selected industry certification. *Project Graduation* is a program that helps students meet requirements for a standard high school diploma by providing them academic support for success on the Standards of Learning tests. *Project Graduation* includes instructional modules in Algebra I, English: Reading, and English: Writing. On-line tutorials are provided to students for English: Reading, and on-line electronic Practice Assessment Tools (ePAT) help students prepare for the tests.

In order to ensure that standards-based education continues to raise student achievement, the *Education for a Lifetime* initiative will further develop assistance to the lowest academic performing schools in the state and *Project Graduation* will be expanded. State resources to support these efforts should continue.

The Department of Correctional Education (DCE) should continue to provide educational services in youth correctional facilities throughout Virginia. Many of these individuals have been unsuccessful in the public schools and their communities. The Department of Correctional Education programs are geared toward helping individuals realize their potential and become productive members of society. The public benefits from the educational programs provided to inmates because productive and taxpaying citizens make positive contributions to society and are less apt to continue or pursue a life of criminal acts. The DCE programs allow adult inmates and youth offenders the opportunity to become literate before they leave the facility. Such programs focus on instruction that will enhance each student's employment possibilities and life skills, and aid in their transition into the job market and their communities.

9. The Department of Education should expand the availability of adult education, General Equivalency Diploma (GED), and English as a Second Language (ESL) programs.

Adult Education encompasses GED Preparation for those with less than a high school diploma and English language instruction for those with limited English abilities. The funding is largely federal, and is only enough to serve 3% of the population in need of services. In most localities in the Commonwealth, the local school systems administer and provide adult education programs.

In Virginia, there are over one million adults without a high school diploma. Annually, the number of high school dropouts consistently exceeds the number of adults who pass the GED Test. In FY2004, 7,052 successfully passed the GED test, and approximately 13,000 youth dropped out of high school. Also in FY2004, the average GED pass rate for all Virginians tested was 66.5%. For whites, the rate was 76.4%. However, the rate drops for Hispanics to 65.1%, and most significantly for Blacks to 49%. Clearly, more resources are needed to increase the GED completion in general, and specifically for minorities. Many programs have waiting lists for classes. The Department of Correctional Education should continue to provide educational services in correctional facilities throughout Virginia, where the population is particularly reflective of this educational deficiency.

The foreign-born population in Virginia has also increased. Since 1980, the number of foreign-born in the United States rose by 145%, from 14 million to 35 million. In Virginia the increase was 176%, from 418,521 in 1990 to 735,191 in 2000 (1990 and 2000 Census). To further illustrate the need, consider the following: "1) the U.S. has the fifth highest share of foreign-born in its adult population; 2) one-third of the foreign-born adults in the U.S. did not complete high school; and 3) the majority of foreign-born came from non-English-speaking countries and have limited English speaking skills." (Wedgeworth, Robert (2004, September). State of Adult Literacy 2004, Syracuse, NY, www.proliteracy.org). Thus, many individuals start out in ESL class, and once their English skills are sufficient, they go into GED classes.

In October 2004, ProLiteracy Worldwide, "the world's largest community-based adult literacy organization" released a report about adult literacy in the world and in the United States [Wedgeworth, Robert (2004, September). State of Adult Literacy 2004. Syracuse, NY- online at www.proliteracy.org]. In making its case about the condition of adult literacy, the report:

"...focuses on two literacy issues currently affecting the international and the U.S. communities: women's literacy and immigration. The growing interdependence of the world's nations makes it vital that we understand the local implications of global activities."

The report notes that UNESCO's work on Literacy For All calls attention to the fact that, investing in women's literacy development not only increases the lives of the women, but that "Educating women also ensures that their children will be healthier, better nourished, and have a greater chance of going to school and doing well there."

Regarding issues related to immigration, the report notes that "The number of immigrants in the European Union is up 75% since 1980." During this same period, the number of foreign-born in the United States rose by 145%, from 14 million to 35 million. The report states that "The demand for English-as-a-second-language (ESL) services is so high that many ProLiteracy Worldwide programs have ESL waiting lists."

In the final paragraphs of the report, in addition to calling for the United States to adopt the elements of commitment to adult literacy in UNESCO's Education For All strategy, the report concludes by stating that "ProLiteracy also calls upon Congress to authorize programs for adult education through the development of an Omnibus Literacy Bill and through reauthorization of the Adult Education and Family Literacy Act under the Workforce Investment Act."

10. Through the Appropriations Act, the Governor and the General Assembly should ensure adequate staffing to maintain manageable caseloads in all supervision and service programs for juvenile and adult system-involved offenders. Those state agencies responsible for the administration of such programs shall provide training to develop cultural competencies among all professional, supervisory, and treatment staff.

The Department of Juvenile Justice (DJJ) does not utilize a "hard" caseload standard approach to allocating probation/parole supervision resources to juvenile offenders based on two premises. First, many of the officers have mixed job responsibilities including intake, supervision, investigations, and reports. While they may only carry a caseload of 10 juveniles for supervision, other duties may occupy a significant amount of their time. Second, even within strictly supervision caseloads, DJJ expects such supervision to be differential, based on the juvenile's risk level. This leads to more intensive, time-consuming activity for high as compared to low risk supervisees. An officer with a predominantly high-risk caseload would be expected to have a smaller caseload than an officer with a predominantly low-risk caseload.

The DJJ approach to workload (as opposed to strictly "caseload") management is based on a workload study conducted for DJJ by the National Council on Crime and Delinquency in 2000-2001. The study examined the range of activities performed by probation officers, assigning hourly values to those activities. Also studied were the available hours to perform these activities. When the hourly values for the specified activities are computed based on actual work performed (e.g., number of intakes, number of high-risk probation cases, number of investigations) available through their Juvenile Tracking System, they are able to determine if they have sufficient staff

resources to accomplish the amount of case-related work flowing through the agency. These computations are done on both an individual CSU and statewide level.

The most recent analysis was completed for calendar year 2003. This analysis indicated that DJJ was short 23 probation positions. The 2004 General Assembly appropriated funding for an additional 14 positions over the next biennium, bringing the shortfall to nine positions. Of course, actual fluctuations in workload may result in changes in this “bottom line.”

The Virginia Department of Criminal Justice Services (DCJS) has administrative oversight responsibility for local probation and pretrial services programs (Comprehensive Community Corrections Act for Local Responsible Offenders; Pretrial Services Act). DCJS has established 50:1 caseload ratios in probation and 25:1 caseload ratios in pretrial as the target for local programs. However, client populations have grown dramatically since the programs were established in 1995 and have outpaced the growth of funding needed for program staffing. In fact, the population growth in local probation/community corrections and pretrial programs has far outpaced the growth in other correctional options. The average daily caseload for local probation/community corrections has increased 276% since FY95. The average caseload statewide is 76:1 in local probation, and some programs have caseloads in excess of 100:1. The average daily caseload for pretrial services has increased 247% since FY95. The average pretrial supervision caseload statewide exceeds 30:1, with some programs having caseloads of over 50:1 – this, despite the fact that pretrial supervision is only part of the important work of pretrial programs (they also do pretrial investigations, 45,000 last year, to assist judicial officers with factual information to guide release/detain decisions).

Caseloads of this size “water down” the level of supervision and the quality of intervention that can be directed to changing offender behavior and thinking.

Local probation/community corrections and pretrial services are community-based and community-operated. They allow an individual to remain in the community. Under supervision requirements they work, attend school, receive treatment, pay taxes, pay child support, pay restitution, and pay court fines and costs. In FY2003, local program clients paid over \$1.4 million in court fines and costs and over \$1.3 million in restitution payments to victims of crime. The community benefits through unpaid labor of community service work totaling 706,285 hours of community service and, thus, over \$3.4 million in free, unpaid labor.

The Virginia Community Criminal Justice Association (VCCJA) is the statewide membership organization representing local probation and pretrial programs and community corrections programs, generally. In their own examination of staffing, VCCJA determined that caseloads in local probation could be managed effectively at 70:1 and in pretrial at 35:1. However, these determinations preceded growing expectations for these programs to do state mandated assessments and before there

were significant decreases in treatment resources. Again, however, many programs carry caseloads in excess of even these higher ratio standards.

The Virginia Department of Corrections (DOC), Division of Community Corrections directly administers a statewide network of parole, post-release, and probation officers.

All of these community-based programs are also working to do expanded and improved client risk and needs assessments, to integrate evidence-based practices into all programming, and to provide the support needed by drug courts, restorative justice programs, and numerous other local initiatives.

11. The Pre-release and Post-incarceration Services program should be restored to its FY2002 level and additional funding should be provided for program evaluation.

Recognizing that a significant percentage of admissions to prison and jail are recidivists who violate the conditions of their release or probation with a new crime or technical violation, the General Assembly should restore base General Fund support to established reentry programs (previously PAPIS – Pre-release and Post-incarceration Services) in Virginia and should develop a strategy for increasing funding until all localities have such services available to offenders.

Following Virginia's adoption of Truth in Sentencing and the Abolition of Parole in 1995, imprisonment rates and the length of incarceration have increased. The forecast of state-responsible inmates shows this trend continuing. In FY2002, approximately 9800 inmates were released from state institutions. Only 5.5% of these were released under the old discretionary parole law. Another 19% were released on mandatory parole six months prior to their discharge date. The vast majority (72%) were simply discharged. At least 30% of these received no supervision at all.

Not only are institutions full, but releasees are reoffending and returning at an alarming rate. In a 2003 study by the Department of Corrections' Research and Management Services Unit, of offenders released by the Department in 1998, the rate of recidivism was 29.4%. The majority of these occurred within the first two years of release.

During the past three years the state has experienced budget shortfalls, which have had the effect of reducing the number of state employees (including probation and parole officers), and cutting services (such as substance abuse, vocational training) in and out of prisons. "There is less treatment, fewer skills, less exposure to the world of work, and less focused attention on planning for a smooth transition to the outside world" (Travis, Petersilia, 2001). "The longer time in prison translates into a longer period of detachment from family and other social networks, posing new challenges to the process of reintegration. "

The high rates of incarceration in poor neighborhoods create a high level of ongoing disruption in family relationships. Together with the sometimes lengthy distances families must travel to visit their confined loved ones, family ties dwindle and eventual reunification at release is awkward at best. The inescapable conclusion is that we have paid a price for prison expansion, namely a decline in preparation for the return to the community.

Given current high unemployment rates, offenders have even more difficulty in finding employment. Employers are not sufficiently hard pressed to hire individuals that may be a liability to them. According to the National Institute for Literacy, seven out of ten inmates function at the two lowest levels of both prose and numeric literacy, rendering them unable to fill out a Social Security or job application, write a business letter, calculate a price discount, read a bus schedule, or perform many other text- and number-based tasks common to daily life (Larivee, 2001). Additionally, offenders did not have impeccable employment records to their credit before incarceration and they did not receive additional skills while incarcerated. The outlook is even bleaker as the offender ages. An often quoted Texas study recognizes that an unemployed offender is three times more likely to return to prison than an offender who has a job (Eisenberg, 1990).

A more efficient reentry system should begin preparing for the reintegration of offenders well before release. Linkages should be established between in-prison job training, life skills, cognitive skills, and in-prison health care to their counterparts in the community. Proper identity and other documentation should be provided before release so the offender can “hit the ground running” in search of housing, employment, access to social security and other benefits upon release. If necessary, emergency food, housing, clothing, and work tools should be provided upon release.

Many of the key necessities are local functions and the responsibility for providing these things should rest with local or community organizations. The role of state probation and parole officers is to monitor clients for compliance with all conditions of release or probation and impose or seek appropriate sanctions for noncompliance. When community-based resources are available, the officer should refer the offender to those community programs that can best assist him.

Virginia must do a better job of fostering the successful transition of offenders into communities. If we improve their chances of finding and maintaining work and housing, and reduce the incidence of a return to substance abuse, then they and those around them will benefit. The immediate costs of prison population growth result in fewer state resources available for education, mental health, and public health.

In Virginia’s Reentry Plan, spearheaded by the Governor’s Reentry Policy Committee, several plan elements could be realized by the appropriation of state funds. The Committee recommends “pilot sites for Local Reentry Boards.” These would be public/private partnerships that would bring together several disciplines for a “one stop”

approach. Sitting these boards at existing reentry (PAPIS) programs would be a cost-saving approach.

Other elements that could be facilitated by “beefing up” existing reentry programs include developing family counseling and mentoring programs to prepare both offenders and their families for reentry, expanding availability of parenting programs within prisons, and expanding and updating the Productive Citizenship program (Lifeskills).

It currently costs approximately \$1.8 million to run the nine public and private not-for-profit reentry programs in Virginia. Virginia should take over responsibility for funding the base \$1.8M. In addition, another \$300,000 could serve the currently unserved western, northwestern, and “southside” regions (\$100,000 to each region), and an additional \$60,000 would bring transition services to the eastern shore. Funding should also be made available for continuing evaluation and program improvement and refinement.

The Department of Juvenile Justice should continue its Workforce Preparation Program, a pilot program funded through a grant from the U.S. Department of Labor (DOL). Funds from DOL are being used to provide employability skills training and instruction, along with vocational skills instruction by Department of Correctional Education (DCE) employees.

Additionally, the second phase of the Workforce Preparation Program deals with youth on their release from juvenile correctional centers (JCC). A Workforce Preparation Coordinator works with wards, parole officers, and the community-based employment services provider to establish relationships that will support the transition of a ward from the JCC back to the community and provide services to ensure that employment is successful.

12. The Department of Mental Health, Mental Retardation and Substance Abuse Services should ensure that juvenile and adult offenders with mental illnesses or substance abuse problems, both in the community and in confinement, are screened and channeled appropriately to refer them to appropriate community, criminal justice, or other resources.

DJJ has increasingly stressed the use of objective decision-making tools at key points in the juvenile justice process. The reason for this emphasis is to increase objectivity and equity across jurisdictions and to institute structured decision-making processes, an emerging best practice in juvenile justice. In 2003, DJJ implemented the Detention Assessment Instrument (DAI) to guide decisions by intake officers as to whether to detain. The second such tool is DJJ’s Risk Assessment Instrument, completed in conjunction with social history investigations. This empirically-based tool classifies a juvenile in terms of his/her relative risk of reoffending.

Substance abuse and mental health problems are among the most prevalent issues in the population served by DJJ. Until the loss of the Substance Abuse Reduction Efforts (SABRE) program in the 2001-2002 budgets, DJJ screened and assessed all youth who were before the court and for whom social history investigations were conducted. In its last full year of operation, this program screened over 8000 juvenile offenders and results indicated that almost one in three has substance use problems requiring intervention. Funding from SABRE allowed a large majority of juveniles to receive needed services. Since the funding reductions, some CSUs have continued to screen juveniles, albeit at greatly reduced rates and comprehensiveness.

Mental health issues are not routinely screened in juvenile offenders unless they are detained. All detained juveniles are screened with the MAYSE-2, a validated screening tool for juvenile offender populations.

Barriers to juveniles receiving needed substance abuse and mental health services include under-identification of children in need due to lack of comprehensive screening and assessment practices, and lack of resources to provide needed services. Another important barrier is the lack of culturally competent staff to identify problem behavior or other symptomology in some minority communities.

One unfortunate result of lack of appropriate treatment is the over-reliance on the use of secure juvenile detention and other sanction-based juvenile justice interventions.

13. Through the Appropriations Act, the Governor and the General Assembly should provide adequate funding for the operation of drug courts in every judicial circuit.

By action of the 2004 General Assembly, Drug Treatment Courts have been codified and permanent oversight responsibility has been assigned to the Supreme Court. It is now essential that the General Assembly appropriate General Fund support for established drug courts and to develop a plan for cost-assumption of newly established drug courts. The eventual goal should be the creation of a drug court capacity in every Virginia circuit.

State probation and parole services, local pretrial services and local probation programs, and local Community Service Board treatment programs should also receive funds adequate for the continuing collaboration with and support of the Drug Treatment Court programs.

Since the first drug court was implemented in 1989 in Miami (and the first in Virginia in 1995), the number of drug courts has steadily increased in Virginia and throughout the country. The model is now operational in more than 1200 courts in all 50 states, with 26 in Virginia. The research and the literature on the drug court model continue to consistently suggest a positive impact on the offender and the justice system.

Drug courts are not separate courts, but rather specialized dockets. Drug court judges spend an hour or two per week presiding over their drug court docket, with the remainder of their time on the bench spent on a traditional caseload. Because program graduates have greatly decreased recidivism and higher levels of recovery, drug courts are an appealing answer to the revolving door of drugs and crime. Drug courts combine immediacy and accountability of legal sanctions with intensive supervision and treatment. They are developed through a multidisciplinary and interagency effort between judges, Commonwealth's Attorneys, defense attorneys, treatment professionals, local law enforcement and jail staff, and personnel from the Department of Corrections and local Community Corrections and Pretrial programs.

The drug court model includes: a) judicial supervision of structured community-based treatment; b) timely identification of defendants in need of substance abuse treatment and referral to treatment resources soon after arrest; c) regular status hearings before the judge to monitor treatment progress and program compliance; d) increased defendant accountability through a series of graduated sanctions and rewards; and e) mandatory periodic drug testing.

Courts may offer incentives such as reduced or dismissed charges or sentences for graduation from the drug court program. Even with such incentives, Virginia's drug court judges and prosecutors say that many offenders choose incarceration or probation, believing them less obtrusive than the stringent requirements of drug court. Drug court participants agree to frequent (daily or several times per week) drug testing, intensive group and individual outpatient therapy (2-3 times per week), and regular attendance at Narcotics Anonymous or Alcoholics Anonymous meetings. Participants are required to pay court costs, restitution, and, in some cases, all or part of their treatment fees. Additionally, they must be employed or in school full-time. During the minimum program length of one year, participants receive intensive and interactive scrutiny by the judge, probation/parole staff, treatment providers, and drug court staff. A drug court coordinator is responsible for the day-to-day operation of each drug court program. Participants' length of time in the drug court program is increased when they relapse or commit procedural violations.

Reported benefits of specialized drug court dockets include: 1) enhanced public safety as a result of the coordinated efforts of court, criminal justice, and treatment agencies that cooperate to effectively address alcohol abuse, drug use, and recidivism; 2) reduction of overcrowding in local jails; 3) expedited drug case docketing and resulting space for other types of cases; 4) more cost effective drug case management; and 5) expedited drug treatment referral at the crisis point of arrest. All Virginia drug court localities report improved communication and greater camaraderie between agencies charged with handling and treating substance abusing offenders.

National evaluations of recidivism report that rates of drug court graduates are less than half the recidivism rates of those not graduating from a drug court program. Re-arrest rates of drug court participants and graduates are consistently lower than re-arrest rates of drug offenders in traditional probation or parole programs. According to the National

Drug Court Institute, drug court impact studies indicate that graduates of various drug court programs throughout the U.S. have recidivism rates averaging between 5% and 19%. Drug offenders who were not referred to drug court or removed from the program due to non-compliance have recidivism rates averaging between 24% and 66%.

Lower recidivism rates correlate with longer periods of drug court treatment. Drug court participants stay in treatment longer and have much higher success rates than voluntary clients. Without direct court monitoring that ensures offender accountability for treatment progress, only 10%–30% of addicts finish drug treatment. Treatment without the means to continually and immediately enforce compliance “lacks teeth”. In contrast, 60%-70% of drug court clients complete a rigorous regimen of substance abuse treatment (group therapy three times per week, mandated AA or NA attendance, and drug testing three to five times per week). This intensive therapy lasts for an average period of one year to 18 months. Research indicates that addicts who stay in treatment over one year have twice the recovery rates as those who fail to stay in treatment at least one year.

Drug courts appear to be one of the most promising crime reduction strategies now being implemented in the United States. Belenko (1998) examined eight drug court evaluation studies and reported lower recidivism rates for drug court graduates were evident in all studies. While program advocates believe drug court programs save taxpayers significant amounts of money by breaking the cycle of criminal drug involvement, few studies have sought to document the true nature of drug court program benefits versus program costs.

Stable, base funding must be identified for the operation of established drug courts and for the expansion of drug courts into unserved Judicial Circuits. And, while much of the power of these programs comes from their placement in the court system and through the “power of the black robe,” it is important to remember that these courts could not function without the collaboration of other service providers. The drug court coordinators serve to organize the process and the caseload but, also, to secure services to the clients and act as liaison to the service providers. Primary among those providers are the treatment professionals (usually from Community Service Boards) and the supervision professionals (local community corrections staff and state probation and parole staff). Also, in many localities, local Pretrial Services staff members assist with the identification, screening, and assessment of appropriate candidates for the programs. Given that these various collaborating entities are themselves suffering budget shortfalls and unacceptably large caseloads, consideration must be given to providing adequate funding to meet the increased demands on these agencies, as well.

14. The General Assembly should fully restore funding of \$29.1 million for the Virginia Juvenile Community Crime Control Act (VJCCCA).

In 1995, the Virginia General Assembly passed the Virginia Juvenile Community Crime Control Act (VJCCCA) "to establish a community-based system of progressive intensive sanctions and services that correspond to the severity of offense and treatment needs" (*Code of Virginia, §16.1-309.2*). The purpose of the VJCCCA is "to deter crime by providing immediate, effective punishment that emphasizes accountability of the juvenile offender for his actions as well as reduces the pattern of repeat offending" (*Code of Virginia, §16.1-309.2*). VJCCCA is the primary source of state funding for carrying out the goals of reducing the unnecessary use of detention, doing risk-based programming, providing graduated sanctions, and building the competencies youth need to reduce reoffending. After a stabilization of funding to communities for juvenile services, VJCCCA received a 51% decrease in FY2003.

Participation in VJCCCA is voluntary. In order to receive funding, the locality must contribute the same amount of funding they did in FY1995 and they must have a plan for how they will use the funding approved by the Board of Juvenile Justice. All 134 cities and counties in Virginia participate in VJCCCA. Some localities have combined programs and funding across jurisdictions. Development of the plan requires consultation with judges, court service unit directors, and Comprehensive Services Act Community Policy and Management Teams (an interagency body that manages the expenditure of state funding to serve children and families). Rules for using VJCCCA funding are straightforward. Capital expenditures, secure detention, and indirect costs are not allowed. All funding must be used to serve "juveniles before intake on complaints or the court on petitions alleging that the juvenile is a child in need of services, child in need of supervision or delinquent" (§16.1-309.2). Local governing bodies may provide services directly or purchase them from other public or private agencies. There are no specific types of programs or services required. The intent is for programs and services to be developed to fit the needs of each particular locality.

With VJCCCA, judges have additional alternative sentencing options; communities have received additional funding to create or enhance programs that they have needed for some time; localities have greater flexibility to design programs to meet the needs of their communities; the number and variety of programs and services available for youth has increased in most communities; and, programs and services appear to be serving more youth in their own community. Of youth admitted to VJCCCA programs in FY2002, 72% successfully completed the program or service and 60% had no intakes/arrests for a criminal offense within 12 months of admission to the VJCCCA program.

With the 51% cut in funding in FY2003, VJCCCA served 25% fewer youth through 31% fewer placements in FY03 than in FY02. Current allocations are so low it is difficult to implement a balanced approach, risk-based programming, graduated sanctions, build competencies, or maintain programming. Eighteen localities receive less than \$10,000.

Localities tended to cut programs, like mentoring, in the reduction, as most localities focused funding on alternatives to detention and community service.

Current funding is at the level of the Block Grant (with COLA adjustments). This funds community programs at the level of 1970's technology, and holds Virginia back from adopting current best practices in juvenile justice.

15. The Department of Criminal Justice Services (DCJS) should provide grant funding to pilot a restorative justice program for adults and another for juveniles. These programs should be subject to outcome evaluation (together with any currently operational Restorative Justice Programs) and plans should be developed for program expansion if outcomes are positive.

“Restorative justice” is a concept for nonviolent offenders in which physical restraint of the offender is set at an appropriate level to ensure public safety, the offender is held accountable, and victims and the community become the center of the criminal justice process in setting terms of restitution. A system of restorative justice involves putting nonviolent offenders to work in the community with suitable supervision, allowing them to pay back both victims and the community for their crimes.

The growing interest around the country in the concept of “restorative justice” has been fueled by a growing frustration with the shortcomings of our present system and the lack of awareness of the victim’s perspective in the criminal justice process. The current system focuses on punishing the offender; the restorative justice model seeks to repair the harm caused by the crime.

Restorative justice focuses on the role of the victim far more than traditional criminal justice approaches. Crime is seen as an act against individuals within communities as opposed to an act against the state; a retributive justice model. The victim and the community receive the primary emphasis. The restorative justice model holds the offender accountable to the victim who has been harmed and to the community that has been disrupted. The victim is more involved and has an opportunity to participate more directly in the criminal justice process. Interventions are focused on the restoration of material and psychological losses to individuals and the community following the damage that results from criminal behavior. It is a balance between the offender, the victim, and the community.

The restorative justice model incorporates the principles of accountability, community protection, competency development, and balance.

Addressing needs and meeting obligations are central to the healthy reintegration of both victim and offender into the community. Restorative justice seeks to strengthen relationships within a community in the aftermath of a crime. Healthy communities with strong relationships produce less crime and wrongdoing. The Restorative Justice model holds particular promise for minority communities. This approach directly

addresses the offender's behavior (holding accountable; punitive sanctioning; competency development; re-acceptance/reintegration) with the goal of changing criminal behavior and reducing recidivism. If crime is common in minority communities, then victims are common, as well. Restorative justice focuses more attention to victim restoration than any other community-based correctional programs. And, because community involvement is critical to effective policing and to all other efforts to address and reduce crime, the Restorative Justice focus on community involvement provides an important vehicle for initiating and effecting partnerships between community members and law enforcement and other agencies and services (housing assistance; job placement assistance; drug and alcohol treatment; primary prevention initiatives) that are integral to reducing crime and that are guided by the community's own understanding of what will have the greatest impact. Particularly in those communities that have been distrustful of the police and lack faith in the justice system, the Restorative Justice model can yield benefits of increased trust and collaboration, as well as have direct impact on reducing crime.

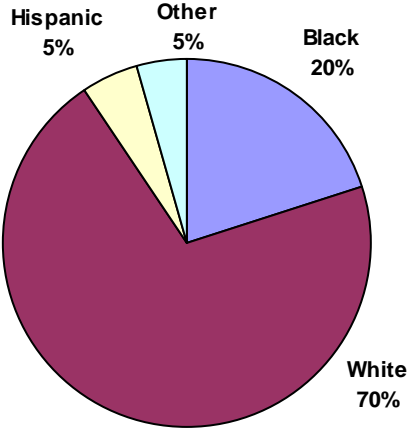
VI. Acknowledgements

The Task Force would like to express its appreciation to Secretary of Public Safety John Marshall and Chief Deputy Secretary of Public Safety Robert Crouch, Jr. for their leadership and vision on this issue. Assistant Secretary of Public Safety Dawn Smith was an invaluable and constant resource to the Task Force. Leonard Cooke, Director of the Department of Criminal Justice Services (DCJS) and Robert Mathieson, Chief Deputy Director, gave graciously of their time and ensured staff and resource support to the Task Force. Fran Ecker, Director of the Division of Programs and Services at DCJS and Tim Paul, Chief of the Crime Prevention/ Law Enforcement Services Section at the Department served as lead staff to the Task Force. Their on-going support of the work of the Task Force was invaluable. DCJS Section Chiefs Dan Catley, Laurel Marks, and Jim McDonough each made professional research, writing, or editorial contributions to the Task Force report. Thanks also go to Karen Sullivan, Administrative Planning Specialist at DCJS, for her assistance in coordinating numerous aspects of the administrative work on this project.

Many people took time from their professional commitments and personal lives to speak before the Task Force at public hearings throughout the state. The Task Force wishes to express its sincere appreciation to each of them. Last, but not least, the Task Force is deeply indebted to those individuals representing the minority communities across the state who came to tell their stories.

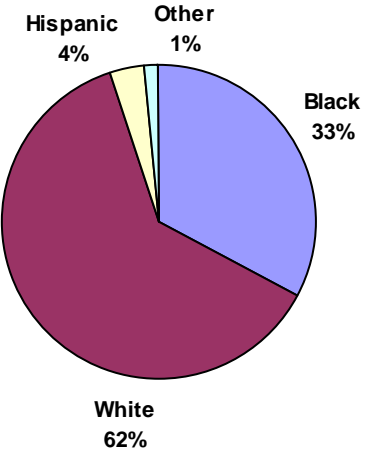
Appendix A

Minorities make up 30% of Virginia's total population

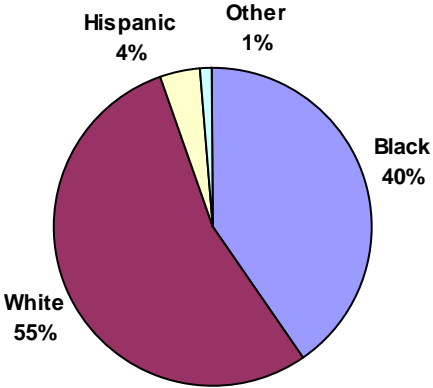


But they make up

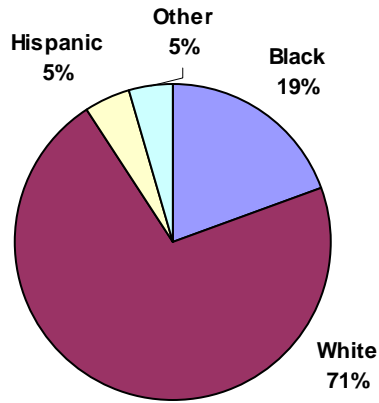
38% of all crime victims



45% of all violent crime victims



Minorities make up 29% of Virginia's population age 10+

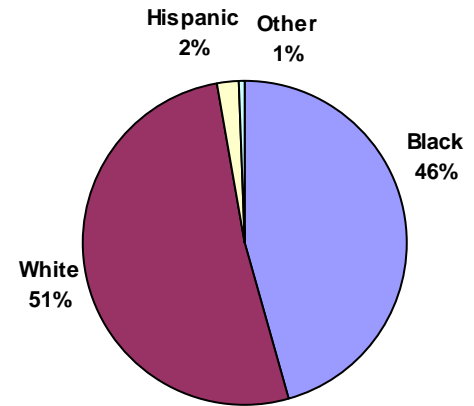
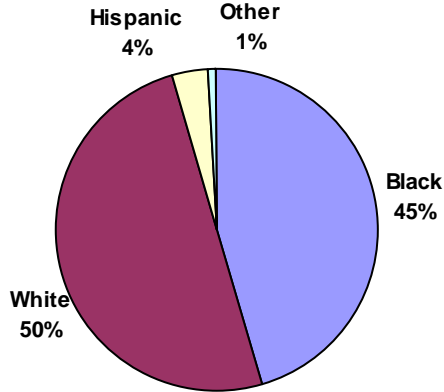
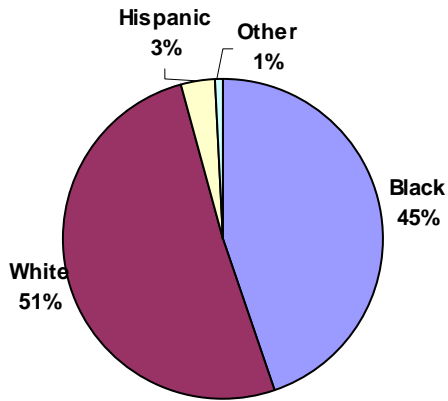


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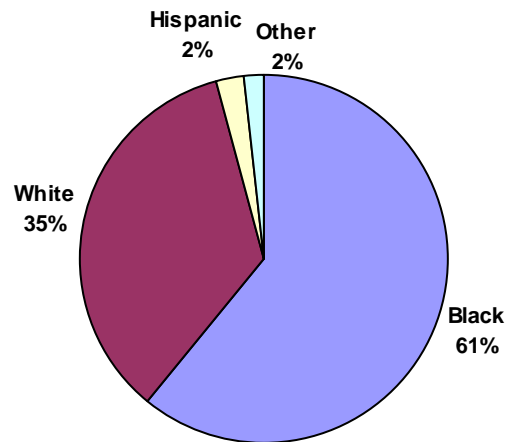
49% of all arrests

50% of all violent crime arrests

49% of all drug crime arrests

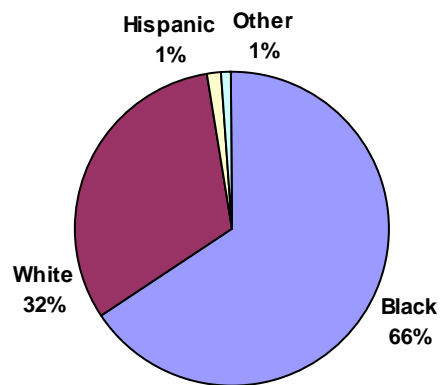


Minorities make up 64% of Richmond-Petersburg's total population

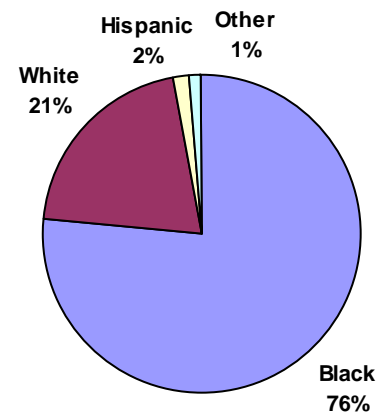


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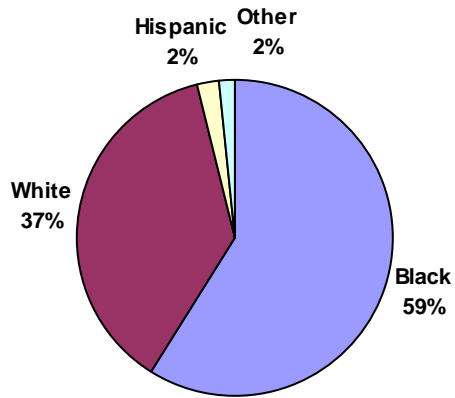
68% of all crime victims



79% of all violent crime victims



Minorities make up 63% of Richmond-Petersburg's population age 10+

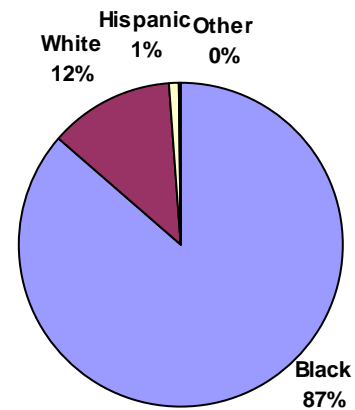
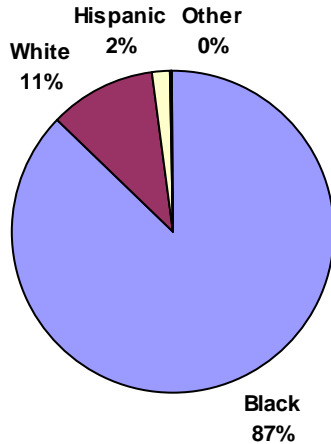
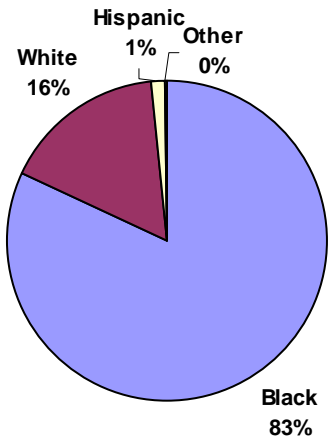


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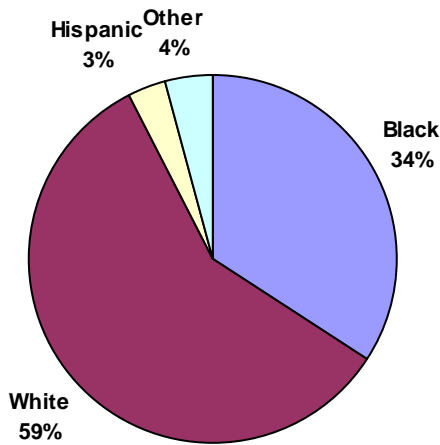
84% of all arrests

89% of all violent crime arrests

88% of all drug crime arrests



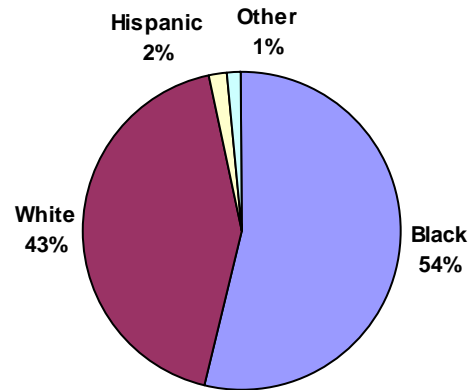
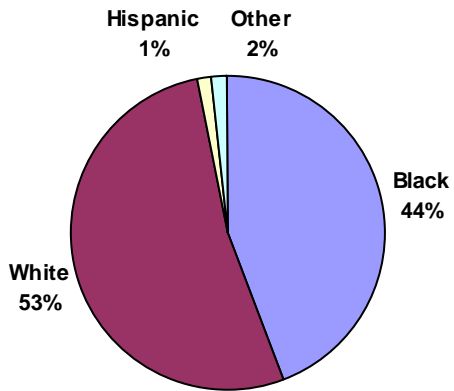
Minorities make up 41% of Tidewater's total population



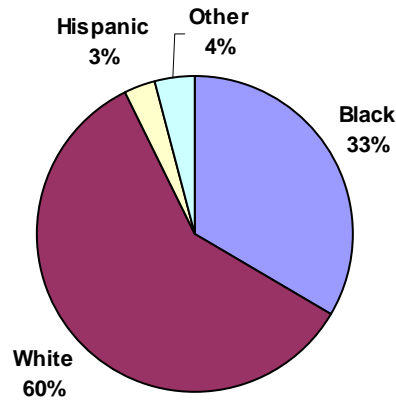
But they make up

47% of all crime victims

57% of all violent crime victims



Minorities make up 40% of Tidewater's population age 10+

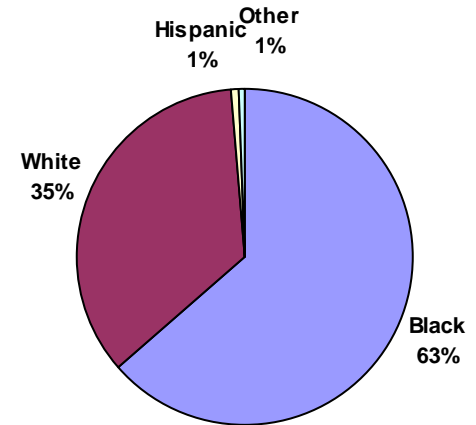
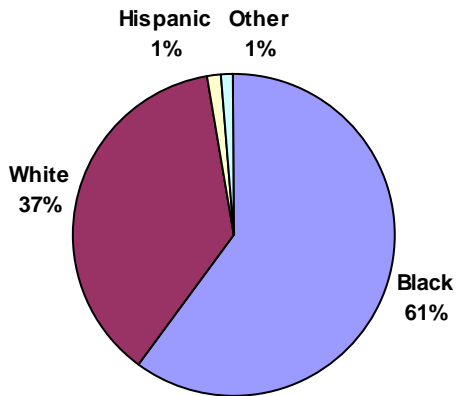
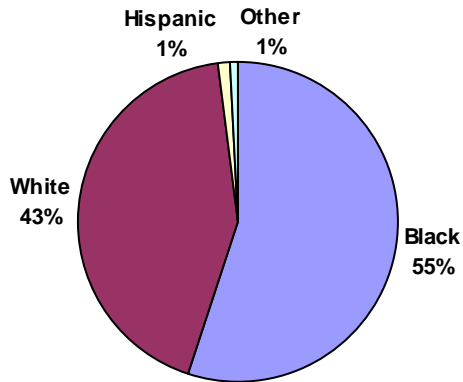


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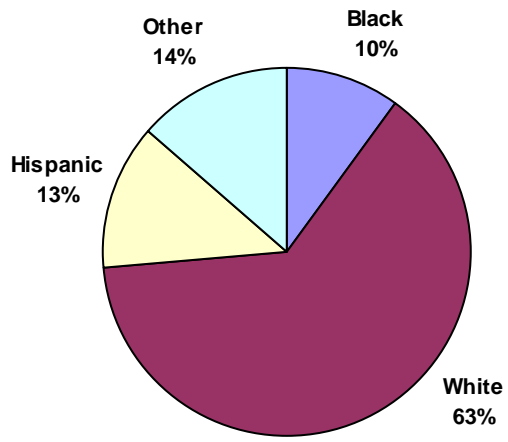
57% of all arrests

63% of all violent crime arrests

65% of all drug crime arrests

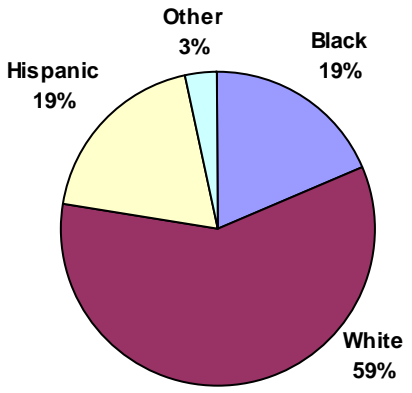


Minorities make up 37% of Northern Virginia's total population

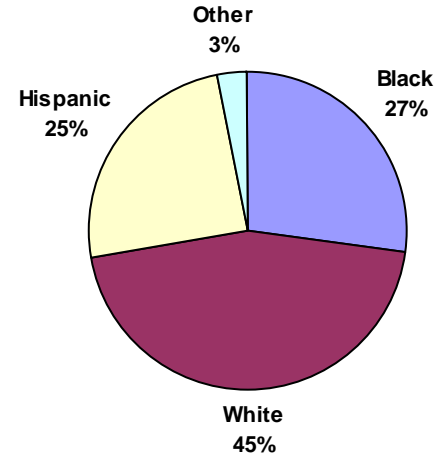


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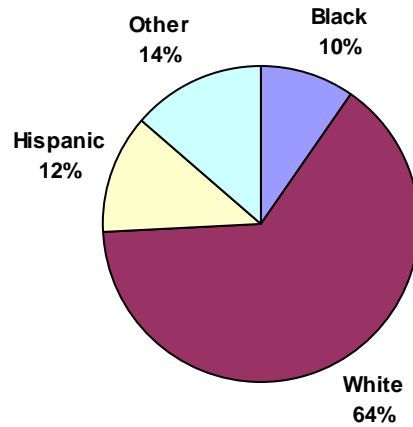
41% of all crime victims



55% of all violent crime victims



Minorities make up 37% of Northern Virginia's population age 10+

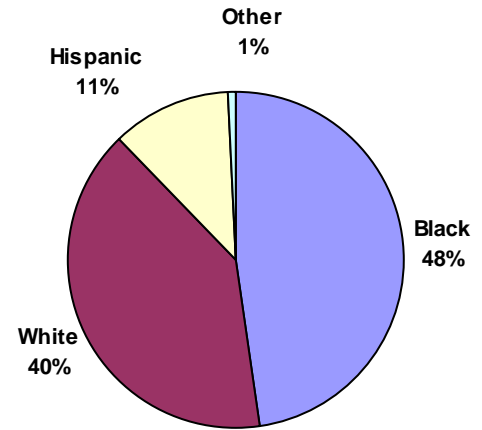
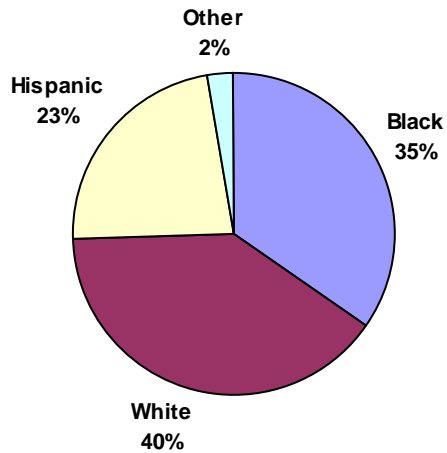
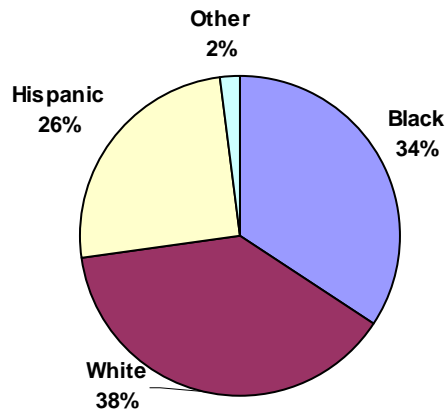


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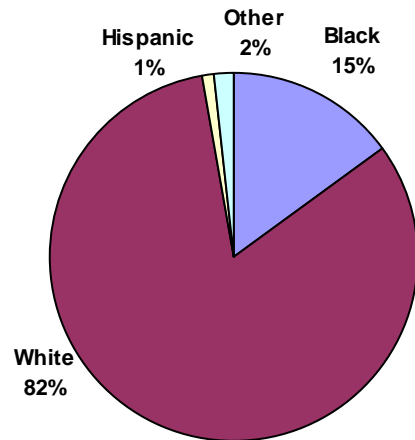
62% of all arrests

60% of all violent crime arrests

60% of all drug crime arrests

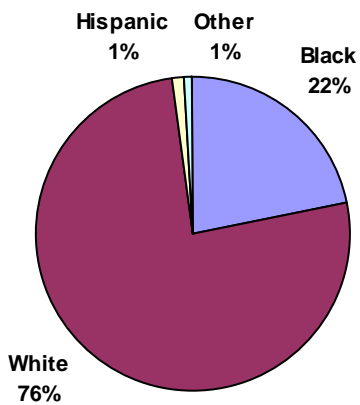


Minorities make up 17% of Roanoke-Salem's total population

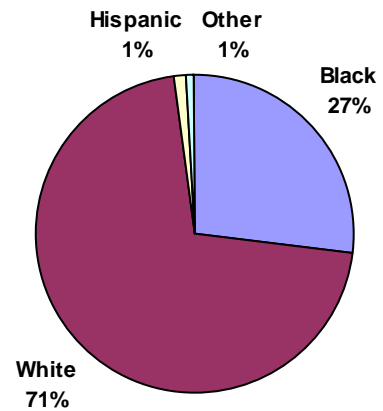


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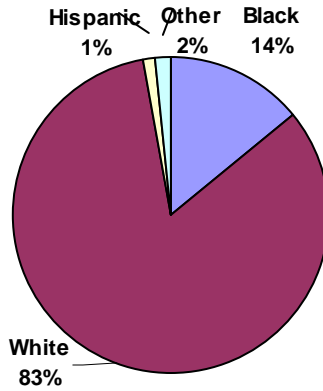
24% of all crime victims



29% of all violent crime victims

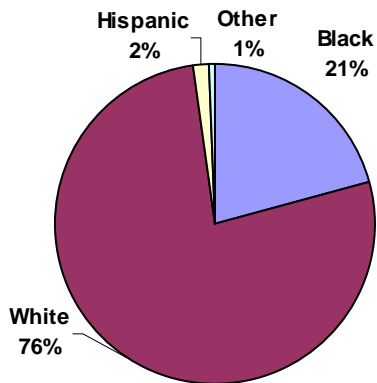


Minorities make up 17% of Roanoke-Salem's population age 10+

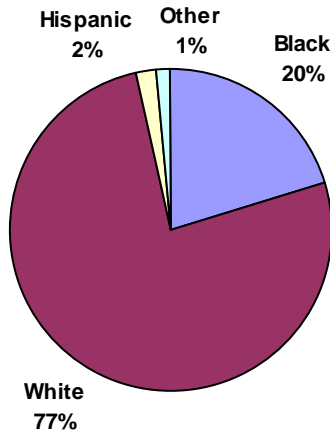


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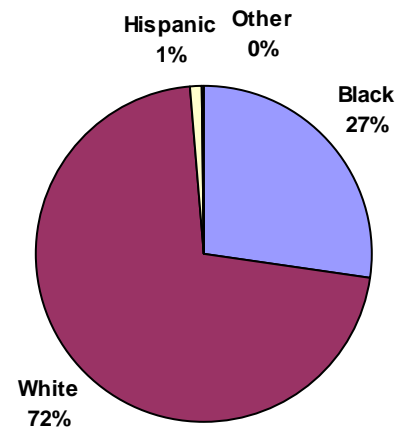
24% of all arrests



23% of all violent crime arrests



28% of all drug crime arrests



Appendix B

Social Indicators for Minority Communities in Virginia and Select Localities

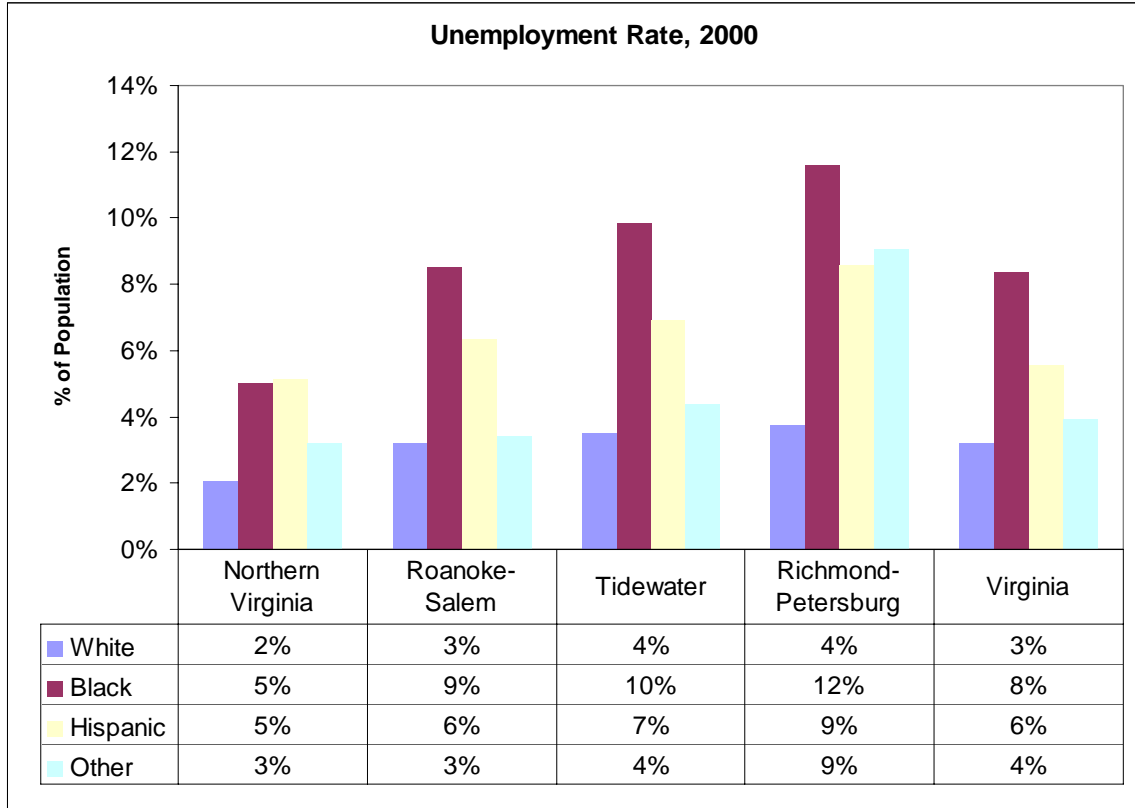
The Task Force was provided with data showing that crime victimization and arrest rates in minority communities are often much higher than in non-minority communities. A community's risk for crime may be influenced by other social factors such as economic, health, and education levels in the community. The charts in this appendix examine how minorities in the communities visited by the Task Force fare on some of these other social factors. Different populations in each community, and in Virginia as a whole, are compared on:

- Unemployment rate
- Poverty rate
- Per capita income
- Infant death rate
- Population age 25+ lacking a high school diploma

Data for these charts came from the U.S. Bureau of the Census and the Virginia Department of Health. Data are for CY 1999 and 2000, the latest years complete data were available.

Unemployment Rate

Unemployment rates for minorities were higher in all regions visited by the Task Force and across Virginia. Black and Hispanic unemployment rates were typically two to three times higher than rates for non-minorities.

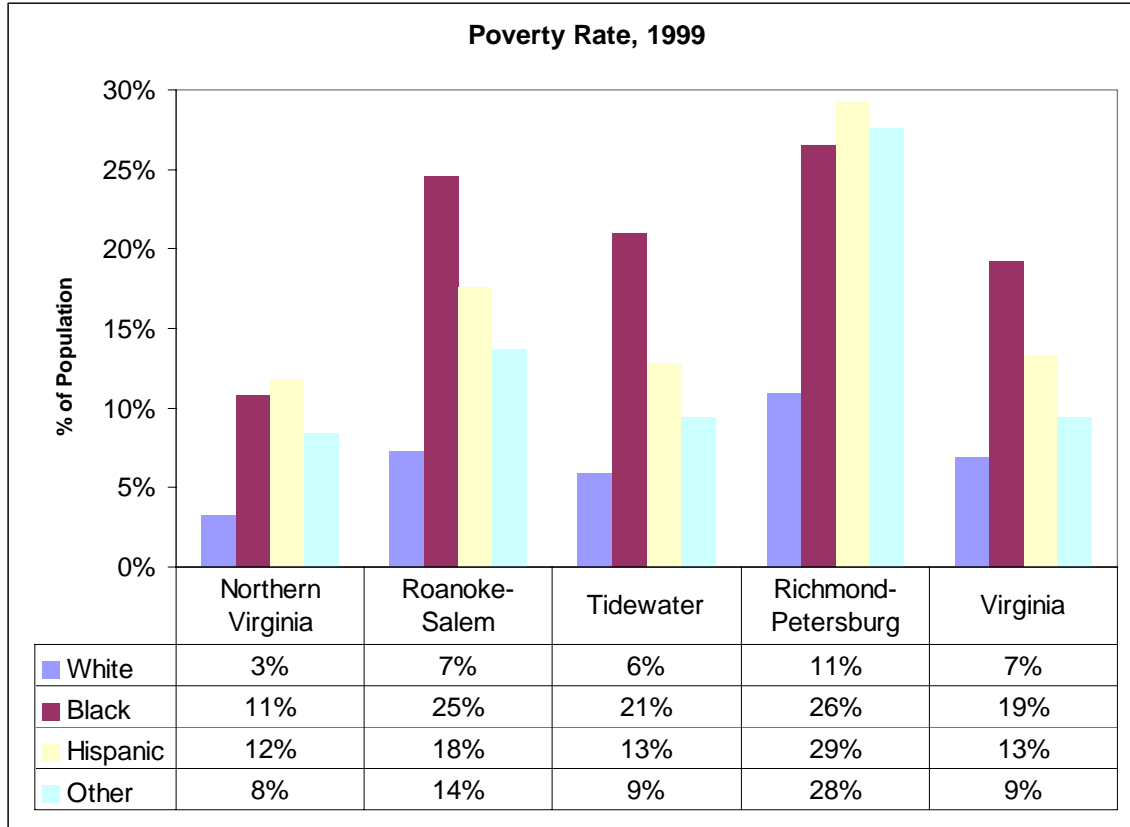


Unemployment rate is defined as the percentage of persons within a single race group who reported themselves as unemployed. For the 2000 census, the Census Bureau classified the unemployed as civilians 16 years old and over who were not employed at a job during the week prior to completing the Census form, were looking for work during the prior four weeks, and were available to start a job.

Note- The percentage of the "Other" unemployed population that is Asian is as follows: Northern Virginia 96%; Roanoke-Salem 66%; Tidewater 84%; Richmond-Petersburg 79%; Virginia 91%.

Poverty Rate

Poverty rates for all minority groups were higher than rates for non-minorities in every region of interest and in Virginia. In Northern Virginia the poverty rate for Hispanics was four times the poverty rate for Whites. In Roanoke-Salem the poverty rate for Blacks was more than triple the poverty rate for Whites.

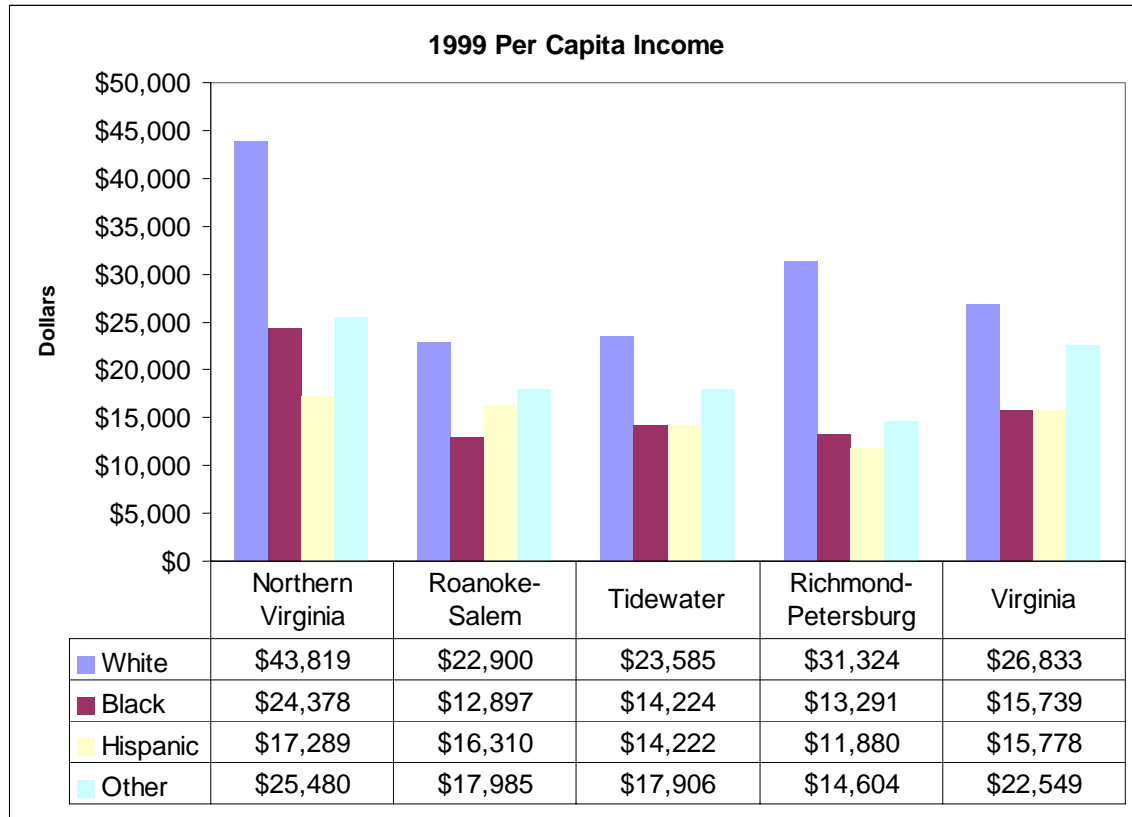


Poverty rate is defined as the percentage of persons within a single racial group who reported 1999 income below the poverty threshold defined by the federal government. Families and persons are classified as below poverty if their total family income was less than the poverty threshold specified by the federal government's official poverty definition.

Note- The percentage of the "Other" poverty population that is Asian is as follows: Northern Virginia 96%; Roanoke-Salem 81%; Tidewater 81%; Richmond-Petersburg 78%; Virginia 91%.

Per Capita Income

Per capita income levels were much lower for minorities than for non-minorities in all regions visited by the Task Force and in Virginia as a whole. In one region, per capita income for each minority group was less than half of the per capita income for Whites.

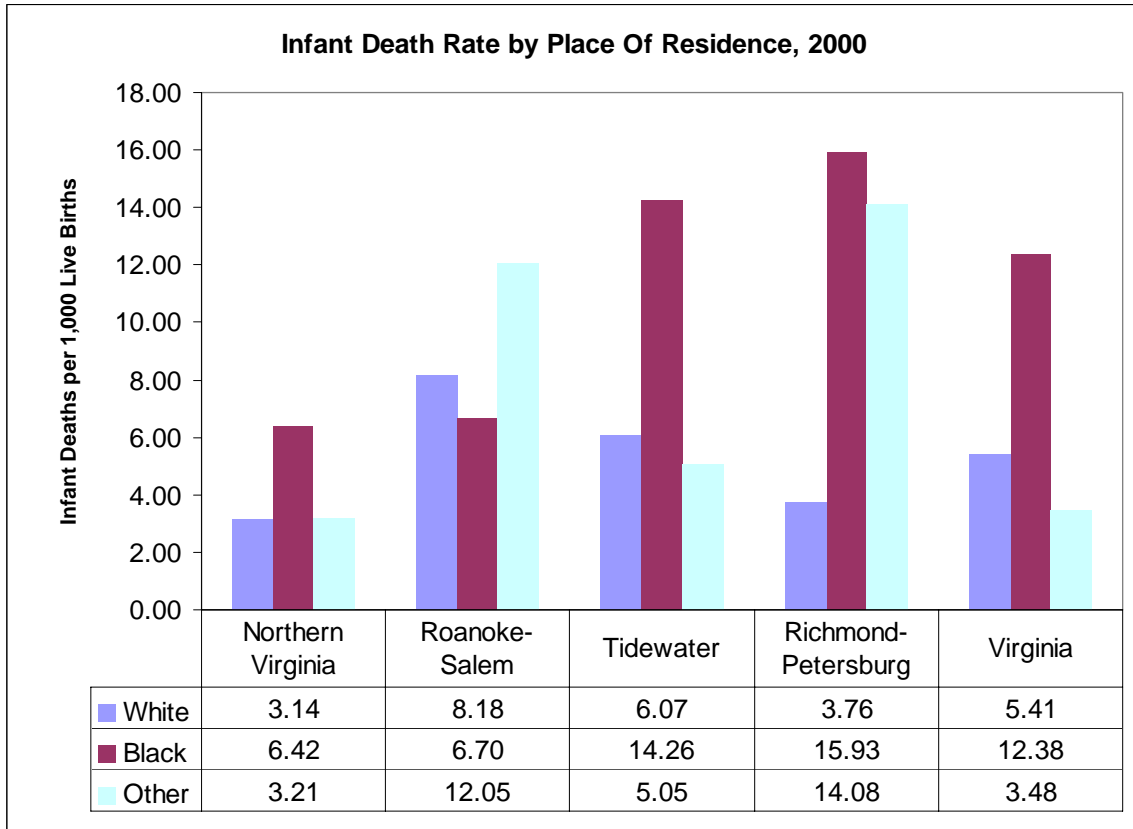


Per capita income is the average income computed for every man, woman, and child in a geographic area. It is derived by dividing the total income of all people 15 years old and over in a geographic area by the total population in that area. Included in the total income are amounts reported for wage or salary income, self-employment income, interest, dividends or income from estates and trusts, Social Security, public assistance or welfare payments, retirement and disability pensions, and all other income. Income is not counted for people under 15 years old, even though those people are included in the calculation of per capita income.

Note- The percentage of the "Other" population shown here that is Asian is as follows: Northern Virginia 96%; Roanoke-Salem 81%; Tidewater 84%; Richmond-Petersburg 79%; Virginia 90%

Infant Mortality

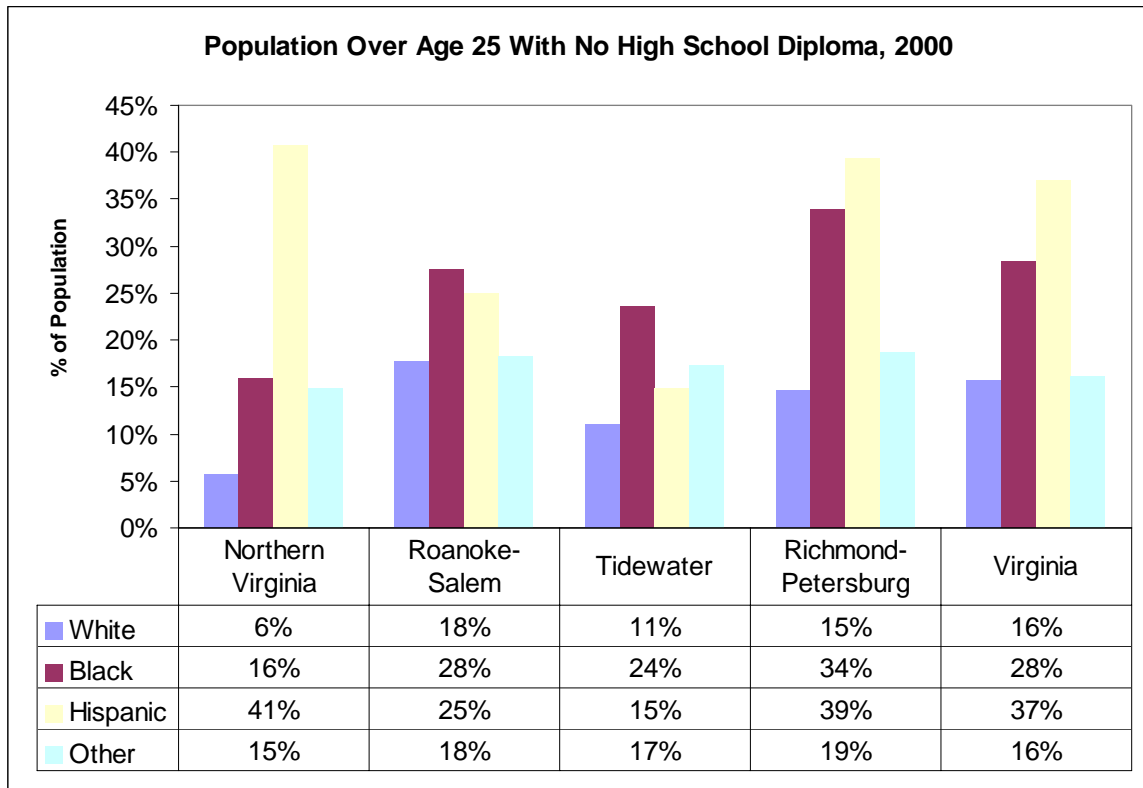
Infant death rates were higher for minorities than for Whites in all areas the Task Force visited, although minorities other than Blacks had lower rates in Virginia as a whole. The higher minority infant death rates were especially pronounced in the Richmond-Petersburg region.



Infant death rate is defined as the number of infant deaths by place of residence per 1,000 live births in the same place of residence. Infant death data is available for three racial groups: White, Black, and Other. Other is defined as all non-white and non-black racial groups. Data is not collected on the ethnicity of infants, so Hispanics are not included as a separate category. Hispanics can be of any race.

Population Age 25+ With No High School Diploma

Lack of a high school diploma among the age 25+ population was greater among minorities than non-minorities in all of the areas visited by the Task Force. In several areas, and in Virginia as a whole, Hispanics fared worst among minorities.



Note- The percentage of the "Other" population shown here that is Asian is as follows: Northern Virginia 97%; Roanoke-Salem 68%; Tidewater 86%; Richmond-Petersburg 75%; Virginia 88%.