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Power of the People:
The Creation of a Citizens Advisory Council for the Richmond Juvenile and Domestic Relations Court

by

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Richmond, Virginia

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PART I

Introduction

Juvenile crime occurs more frequently and more violently in the past few decades, with very little increase in the number of judges and courts to try and resolve these thousands of cases. Juvenile justice reaps much attention in the political arena, but budget restraints make many solutions or improvements impossible. This conflict between a need for improvement and a lack of money plays out on the local arena between the Richmond Juvenile and Domestic Relations (JDR) Court and the City of Richmond.

Across the country, many JDRs have Citizen Advisory Councils which act as an advocate for the Court to the city and state legislatures and the rest of the community. They consist of people who work in the juvenile justice system, who are parents of children in the juvenile justice system, who have economic pull within the city, or those that have the drive to spend time in an effort. The hope is that their work will help the community and those children and employees involved in the complex juvenile justice system.

Early in the Fall of 1996, when we first started interning at the Richmond JDR, we were unsure of what our research and task would involve. We began by observing the judges, attending various meetings, and getting a feel for the juvenile justice system in Richmond. After this orientation, our project evolved into re-establishing a Citizens Advisory Council (CAC) for the Court. The CAC was seen as a mechanism that would fill the void between the Court and its external environment, including the City of Richmond and the community. CACs were seen as being extremely effective in other cities, including neighboring community, Norfolk, VA. Thus, we began our research on what makes a CAC effective, who should become members, what issues they should address, who should be selected to be staff support, what kind of training do

the new members need, and how should a CAC be established in the City of Richmond. Our research led us in many directions, including trips to Phoenix, Arizona and Norfolk, Virginia to investigate their CACs, interviews with key players in the juvenile justice system in Richmond, and meetings with juvenile justice experts. After acquiring all of this information, we analyzed it and found that there was a need for a CAC for the Richmond JDR. Thus, we began the action portion of our project and began to implement the most effective CAC possible with dynamic members, an effective leader, willing staff support, and the necessary training.

Literature Review

The literature review describes the purpose and role of CACs in the juvenile justice system and examine their evolution over time. By having this research as a foundation, both the motivation and the possible methods to create a CAC will be identified.

The Rise of Juvenile Crime

The issue of juvenile crime and ways to combat the upward trend in the United States pervades all fronts of the American culture. While some claim that the issue is blown out of proportion, the statistics show due cause for a panic atmosphere surrounding this topic. A study began in Philadelphia, Pennsylvania in 1945 with a study of 10,000 boys between their tenth and eighteenth birthdays.[1] Subsequent longitudinal studies in other cities over the next fifty years to the present date were done to confirm the findings. The studies show that over one-third of the boys had committed at least one recorded arrest by the age of eighteen. Even more disturbing,

[1]Dilulio, John J., Jr. "The Coming of the Super-Predators." *The Weekly Standard.* November 27, 1995. (24-5).

the most famous finding of the study reveals that 6 percent of the boys committed five or more crimes before they were eighteen, which accounted for over half of the serious crimes and about two-thirds of the most violent crimes. The "6 percent do 50 percent" statistic lingers today. The series of longitudinal studies completed in Philadelphia and other cities in later years confirmed the reality of the statistic. James Q. Wilson predicts with confidence that the "6 percent do 50 percent" statistic combined with the increase in population will mean that 30,000 more murderers, rapists and muggers will be roaming our country's streets by the year 2000.[2]

If those juveniles were divided evenly among all 50 states, that would mean that 600 violent juvenile criminals would occupy Virginia alone. Or even more startling, one girl, Katie, a 17 year-old who lives on the streets of San Francisco, bluntly describes the current state of affairs:

> Sometimes when I'm on the streets, I feel like it's a total society away from society even though we have to live off society. It's like they don't know. They don't care. . . Another thing on the streets a lot is rapes. I don't have them as much, because I'm more smarter, but back when I was fifteen, I was getting raped at least once a month. Each time I would try to learn something, but still you can't really trust your friends on the streets. . . People are only worried about what's going on with their own little world. But just imagine--we're the next generation that's going to be *running* the world. And if we're all fucked up, you're going to have a really f_____-up world.[3]

Katie's description is crude, but hard to ignore. Often statistics do not make an impact, but first hand experience does. By looking at both the statistics and Katie's description, it becomes easy to understand why this topic remains at the top of almost every politician's platform and keeps those involved in the juvenile justice system wondering how they will ever cope with the influx of juvenile criminals.

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[2]Ibid (24-5).

[3]Goodwillie, Susan, ed. and Children's Express. *Voices from the Future*. New York: Crown Publishers, 1993 (53, 774, 78).

Ways to Address Juvenile Crime

The list of potential solutions to this rampage of young criminals is plentiful. Dilulio believes in his "one big idea [that] is borrowed from three well-known child development experts--Moses, Jesus Christ, and Mohammed. It's called religion. If we are to have a prayer of stopping any significant fraction of super-predators short of the prison gates, then we had better say 'Amen,' and fast."[4] While Dilulio works through the issue of separation of church and state, Judy Sheindlin, New York City's toughest family court judge proposes another solution. It focuses on America's families:

> People, not government, create opportunity. America's families are in trouble. The prescription has been to give them more social programs, and that philosophy has failed. Self-discipline, individual accountability and responsible conduct is the answer. It has always been the answer, but America got lost. It is time to get back on course. . . The Constitution guarantees every citizen the right to pursue opportunity. It does not require the government to provide that opportunity. Beyond creating an atmosphere-legal and social-that enables people to grow, no one is owed anything.[5]

Sheindlin looks to the people to solve their own problems, not the government.

While the above individuals focus on non-government solutions, advocates do exist that support increased laws and government activity as the answer to the problem of juvenile crime to curb its increase. Thomas C. Raup, a retired trial court judge of 22 years, supports (1) making juvenile justice an open, instead of secret, process (2) creating strict standards for trying certain types of juvenile offenders as adults (3) converting juvenile lock-ups from government-run facilities to privately operated, and (4) creating volunteer commissions and councils that can

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[4]Dilulio (27).

[5]Sheindlin, Judy. *Don't Pee on My Leg and Tell Me It's Raining.* New York: Harper Collins, 1996 (233, 238).

analyze the problems and offer effective and inexpensive ways to combat the problem.[6] Raup believes that these governmental "reform efforts focus on the source of the crisis of violence."[7]

Dilulio, Sheindlin, and Raup all look to different sections of society to find ways to curb the trend of juvenile crime. However, Bryan Vila[8] asserts that crime control requires a holistic approach. Ecological micro-level and macro-level factors associated with criminal activity evolve over time. This approach "allows us to view crime as a cultural trait whose frequency and type evolve over time as a result of dynamic interactions between individual and group behavior in a physical environment."[9] The effect of this paradigm in terms of solutions to crime is that society must address the evolution of both culture and science in order to impact crime.

His critique of the present day strategies to curb crime helps to illuminate his theory:

> The explanation of criminal behavior provided here suggests that how we approach crime control may be almost as important as *what* we do. I argue that crime will be a persistent and evolving problem, but that it need not be viewed as intractable to control. To succeed, long-term strategies must adapt to constant change. Past attempts to fix fundamental social problems often may have failed because they attempted to 'engineer' change. Engineering implies building a carefully fitted mechanism to solve a problem; this approach assumes that the problem is predictable. Humans now, however, are experiencing more rapid, more sustained, and more pervasive change than during any other period in history. Engineered social programs develop an enormous inertia over time. As they accumulate political, bureaucratic, and economic constituencies, they tend to

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[6]Raup, Thomas C. "Right Reforms Could Curb Juvenile Crime." *The Richmond Times-Dispatch.* September 15, 1996, (K1). The suggestions offered by Raup have already been enacted by some states and localities across the country. His ideas are not new, but consolidated into cohesive steps to take to combat juvenile crime.

[7]Ibid (K1).

[8]Vila is an Assistant Professor of Social Ecology in the Department of Criminology, Law and Society, at the University of California, Irvine. Before becoming an academic, he spent 17 years in law enforcement, as a street cop and supervisor in Los Angeles, as a police chief helping the emerging nations of Micronesia develop innovative law enforcement strategies and as a federal law enforcement officer working on policy issues.

[9]Vila, Bryan. "A General Paradigm for Understanding Criminal Behavior: Extending Evolutionary Ecological Theory." *Criminology.* Volume 32. Number 3. 1994. (346).

> become less efficient and more difficult to change. Effective long-term crime control strategies must be able to evolve efficiently in response to rapidly changing needs and new knowledge.[10]

Vila's logical and intense analysis goes further than the solutions presented by Dilulio, Sheindlin and Raup. Whether it was religion, families or government action, each of their solutions focused on what short-term action could be taken to curb juvenile crime. While this short term action might be expanded upon to address all of the ecological and evolutionary factors that cause criminal behavior, it stops short of describing how the mechanisms will be able to adapt to the changing factors of society so that criminal behavior will eventually fade out of existence.

Vila proposes that the solution requires holistic, strategic planning that looks to the sources of criminal behavior (i.e. families, lack of education, and/or the economy) and then creates a multi-faceted approach to crime. Presently, the approach to crime is compartmentalized. For example, if a juvenile has a drug problem, he or she is sent to drug rehabilitation. Using this approach, officials wait until a problem exists before paying attention to it. Instead, using Vila's paradigm, it could address that factors that lead to the existence of the behavior of addiction long before the behavior ever manifested itself as an addiction. Instead of putting a bandage on a bleeding heart, it seeks to stop what actually caused the bleeding.

What Vila's paradigm requires is people to actually do the work of bringing about this shift of strategy in crime control. Even if the judges, the probation officers or the clerks of the Court believed in this approach to crime control, they do not have the ability, energy nor the time to do the research and then advocate to push policy makers into accepting this paradigm. The citizens of the United States could wait until a leader of the country with this frame of mind took office,

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[10]Ibid (346).

or the citizens could bring about this change themselves, at the local level and then move upwards.

The bottom up approach to crime control is strategic in nature. Instead of trying to push the entire nation into this frame of mind, it works one step at a time. One might call it the kudzu (a plant that runs rampant in Southern U.S.) effect -- it must take root and then spread instead of trying to take over the entire countryside at once. The creation of a CAC enables citizens and officials to obtain the knowledge and capacity through its direct involvement with the Court to bring about strategic change at the local level. They will serve as the root of the kudzu. They will be inside the Court doing the research and collecting the information. Then, they can move outwards and present to local, state and perhaps, national legislative bodies to affect and change the approach to juvenile crime. As Vila states, "twenty years ago Richard Nixon became the first of six successive presidents to declare 'war' on crime. It is time to *evolve* the culture of our society and to become less impulsive, less dependant on coercion, and more sensitive to the needs and suffering of others." By having citizens that have access to the Court do research on juvenile issues, they can help to bring about any necessary evolution.

Citizen Involvement in the Courts

The idea of integrating the citizens of the community into the juvenile justice process is not new. In fact the idea of having a separate justice system for juveniles was inspired by citizen leaders. Historical writings from the late 1880's detail this effort:

> In Chicago it was the social and civic organizations, notably the Chicago Women's Club and the Catholic Visitation and Aid Society that first urged a juvenile law. The Women's Club actually had a bill drafted in 1895 for a separate court for children and a probation department, but their legal advisors told them it was

> unconstitutional, and they abandoned it. They and many other organizations kept up their agitation.[11]

In 1899, a law was established in Illinois that created a separate judicial process for children. However, the citizen action did not stop with this law. Spilling over into the early 20th century, citizen groups and private philanthropists donated large sums of money to fund the probation officers that the court could not pay for, but was authorized by law to provide. However, when the courts did not show immediate success, the concerned citizens drifted away from the juvenile court to other projects and only looked back on the juvenile court with apathy.[12]

Yet, as described above, new interest has been awakened due to the rapid increase in juvenile crime, and with that new interest, comes citizen involvement. As shown in the descriptions of the proposed solutions, they required that the citizens not only learn about the juvenile court, but that they take an active role in decreasing juvenile crime. Several courts across the country have spurred this citizen involvement in the Court by creating a CAC. A CAC serves as an advisory body to the court. The body investigates the current conditions, policies and functions of the Court and reports its findings to the Court personnel and also to the city administration. Courts that have taken this initiative include: Kent County, Michigan; Berrien County, Michigan; Cincinnati, Ohio; San Diego, California; Maricopa County, Arizona; and Norfolk, Virginia. Each of the CACs takes a different and unique approach to becoming a change agent in their area.

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[11]Kehoe, Chuck. Speech at Michigan's Conference on Citizen Advisory Councils. December 4, 1980. Qtd. In *Citizen Advisory Councils: Citizen Participation in Juvenile Courts*. Pontiac: Children's Charter of the Courts of Michigan, Inc., Year Unknown, (3).

[12]Ibid (4).

For example, the San Diego CAC conducts public forums in which they can tell citizens what is going on in the Court and what changes need to be taken. Also, citizens have the opportunity to voice their concerns about juvenile justice issues. This opens up the communication between the Court and the community and allows for the mind set of citizens to begin to evolve to a higher level of understanding. Another example is the legislative efforts of the Norfolk CAC. During the 1996 heated discussion on juvenile crime in the Virginia legislature, they wrote letters about their research in Norfolk on the topic and the chair of the CAC testified before a committee on the topic. She testified that the current belief of "Do Adult Crime. Do Adult Time," for juveniles is incorrect. In fact, it worsens the situation. Similar lobbying efforts were completed by the Maricopa County CAC to influence their legislature on the topic of trying juveniles as adults. The CACS are taking an active role in using their research to create change in their communities and beyond. While their efforts may not create a direct decrease in the amount of juvenile crime, they are working to cause a shift in beliefs on the topic, using their research as support.

The Success and Failure of CACs Nationwide

Little research exists on the topic of successes and failures of juvenile court CACs nationwide. However, some studies have been completed on the success and failure of citizen councils in other areas. For example, the Environmental Protection and Review Committee made up of citizens identified several problems: (1) a lack of consensus as to the role, duties and requirements of members of the community council (2) a lack of consistency on ways to conduct

business in the council (3) a lack of orientation and training for the council, including ignorance of members on the amount of time and commitment they will have to devote to the council (4) a lack of information on the problems that they were supposed to review and (5) lack of funds. The cumulative effect of these problems is that members lost interest in the council.[13] The problems confronted by this council can apply to almost any citizens council. They must be taken into consideration when establishing any citizens council.

Other research done on the success and failure of citizens boards was done by Marci R. Gelpe, Professor of Law at the William R. Richardson School of Law. She served as a member of the citizen board for the Minnesota Pollution Control Agency (MPCA) from 1985 to 1990. This citizens board did not function in an advisory capacity only, it served as the decision making body for one of the most powerful administrative agencies in Minnesota state government, the MPCA.[14] Although this council is in a slightly different category than bodies that are solely advisory; some of the insight gained from her experience can still be used. She cites several strengths of a citizens board. First, it forces staff of the agency to articulate clearly what they want to accomplish because they are talking to uninformed citizens. This prevents staff from hiding behind incomplete ideas and allows the general public to understand why a decision was made.[15] Second, it allows the public to have a greater voice within the agency. This increases the external support for the agency and allows a sometimes different opinion to be heard within the

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[13]"Citizens in Planning." *National Civic Review.* September 1982. (421-2).

[14]Gelpe, Marcia R. "Citizens Boards as Regulatory Agencies." *The Urban lawyer.* Vol. 22, No. 3. Summer 1990. (451).

[15]Ibid (457-8).

agency. Third, it may force the agency to focus on the big picture. By talking to uninformed citizens, the agency often does not get bogged down with insignificant details, but is forced to take a long term, strategic outlook.[16]

Gelpe does cite several weaknesses of citizen boards First, she found that citizen boards often have trouble understanding the technical and complex parts of the agency.[17] Second, they often base their decisions on what would be best for the area in which they come from, instead of looking at what would be best for all of the interests involved. Gelpe suggests that members that are brought onto the council do not have a firm constituency that they represent. Instead, they have a perspective that they bring to the table.[18] Third, they have limited political accountability. Normally, the lack of political accountability is seen as an advantage. However, it may mean that they are less responsive to political changes. Gelpe recommends that the head of the agency inform the council of political changes to avoid this pitfall.[19] Gelpe sees many advantages to a political body; however, she does recommend acknowledging and working on the problems so that it may run more smoothly and effectively. By looking to the experiences of other council in other areas, we can use their expertise in the creation and execution of a CAC for the Richmond JDR Court.

The increase in juvenile crime and future prediction of the exponential increase shows that

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[16]Ibid (458-9).

[17]Ibid (463).

[18]Ibid (469).

[19]Ibid (470).

this issue will not go away. While many possible solutions exist, one of the most hopeful and feasible is to involve citizens in the Court. They have the power to work as a starting point for change at the local level and beyond. Other courts have involved citizens in the court and have seen that CACs can help and provide valuable insight for change. The Richmond JDR Court can also benefit from the work of citizens.

Methodology

We chose action research as our method of researching citizens advisory councils because it provides useful knowledge which can facilitate social change. Action research is intended to improve the operation of a human system or social problem by studying the factors which disrupt the organization from achieving their goals. We feel that by our research and implementation of a citizens advisory council, we will improve the operation of a human system, the Richmond JDR Court. The techniques and approaches used will be detailed in the following paragraphs, allowing for a complete outline of our project.

We chose to use the method of action research after we discovered some history of the Court and its former CAC. The Richmond JDR has had a CAC since the late 1970's. In 1992, their chair, William Smith, resigned because of conflicting interests. When he resigned, the Council attempted to stay active for a while longer, but it quickly deteriorated and never met. Even with Smith as the chair, the CAC was not as effective as it has been shown to be in other cities. They had an all-powerful leader, no regular attendance, and very little success. There are now four judges at the Richmond JDR: Chief Judge Kimberly O'Donnell, Judge Audrey Franks,

Judge Angela Roberts, and Judge Richard Taylor. All four judges have given us their support to reinstate the CAC, recruit members, and orient them. However, in order to effectively re-create the CAC, knowledge of what went wrong and how this CAC can be re-created needed to be gathered before action was taken on the new CAC. Thus, we chose the method of action research to guide our process.

Our steps to re-create a CAC can be classified as action-oriented research. Action research is defined as "planned change as a deliberate and conscious effort to improve the operation of a human system through the application of systematic and appropriate knowledge to create intelligent action and change aimed at the solution of social problems".[20] Our research will collect and apply the appropriate knowledge to create social change within the Richmond JDR Court.

Originally, social scientists wanted to be able to gain knowledge for social change and actually use their research results so "that research data could be used as a basis for the manipulation of the physical and social conditions of work--a basis for change...".[21] Action research combines theory and practice, research and application. R. Rapoport states that action research attempts to contribute to both the "practical concerns of people in an immediate

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[20]Margulies, N. and A. Raia. Action Research. In *Conceptual Foundations of Organizational Development.* New York: McGraw-Hill. 55.

[21]Ibid, 58.

problematic situation and to the goals of social science..."[22] It allows the researcher to have direct involvement with the organization. In looking to our research, our status as interns of the Court allows us to feel involved with the Court and the process of reinstating the CAC. It is a collaborative process between us and the Court. Action research is a "close interdependence of research and social action"[23]; therefore, in our case, it is a process of gathering information and presenting the findings to the Court so that change can occur.

In order to enact action research, Kurt Lewin outlines a five step process: (1) analysis (2) research design and execution (3) action planning (4) implement the action (5) evaluation of the action. By going through these stages, researchers can collect the proper amount of information and conduct the appropriate amount of planning, and then it allows them to actually enact the change that they research. It combines the research and the action into a cohesive process. To guide our project, we have outlined how our project will follow the five steps of action research below.

The first stage is analysis. This requires one to look to determine what the problem is. Upon entering the Court, Chief Judge O'Donnell and the Chief Operating Officer, Tom Dertinger, told us that they were experiencing a problem with the Court. They felt that they did not have a proper advocate in the City of Richmond, or the community. However, it was difficult for them to explain it to us. Thus, we spent our first month at the Court observing meetings and getting a

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[22]Clark, Peter A. *Action Research and Organizational Change.* Harper and Row: London, 1972.

[23]Margulies and Raia, 62.

feel for what was going wrong in the Court. We spent the necessary time analyzing what was wrong so that we then could figure out what the solution to the problem was. Our solution was the Citizens Advisory Council.

In the second stage of action research, research design and execution, we determined what information we needed to collect in order to effectively implement the change within the Court. During the fall of 1996, we interviewed a significant number of people, including members of the former Richmond JDR CAC, members of the Norfolk JDR CAC, the Deputy City Manager, the Sheriff, the Deputy Police Chief, an individual in the School Superintendent's office, the City Attorney, a Circuit Court judge, the Deputy Commonwealth's Attorney, the Deputy Public Defender, the Vice Mayor, the Director of the State Department of Juvenile Justice, the Director of the City Department of Juvenile Justice, a T.C. Williams School of Law professor, and more. We also used the Internet to research the National Center for State Courts, the National Center for Juvenile Justice, the Cincinnati JDR CAC, and the San Francisco JDR CAC. Finally, we had the opportunity to research first-hand the Maricopa County (Phoenix, AZ) JDR CAC. All of this research was done with the goal of making changes within the Richmond JDR Court. By striving for this goal, our research went beyond the mere collection of information to the greater goal of actually using the information to create change. We plan to change the Court by reinstating a CAC for them, while hopefully improving their relations with the City Administration and with the City of Richmond. By combining research and change, it falls within the bounds of action-oriented research.

The third step is action research, determining what action and implementing it. From our

research we have decided that our analysis in step one, to create a CAC, was on target. Thus, in step three, action planning, we created a strategy to accomplish our goal. This included setting up a time line, making plans to recruit members, deciding how we would orient members, and organizing the internal staff support for the CAC. Also, in order to implement the CAC, we had to create by-laws to guide the CAC and provide a mission and purpose for them to follow.

The fourth step is to implement this action. Part of this step will be incomplete upon the completion of this paper. We had to ask both the City Council and the judges to make appointments to the CAC. Included in the by-laws is a provision that the new members are required to attend an orientation retreat. We will have a welcome reception for the new members in late April where they will begin to get to know each other and form bonds. We will provide them with their training manuals at that time. Dr. Dertinger will hold an all-day retreat soon after for the new members to acquaint themselves with each other, the Court, and the juvenile justice system in Richmond and Virginia. They will receive basic training at this point that will help them move forward in developing projects which they would like to undertake. Although training will be on-going, this should be sufficient enough for them to have basic knowledge of the Court and its function in Richmond.

The final step is the evaluation of the action. Once the CAC is intact and operational, we will be able to reflect and evaluate our actions. At this point, we have been able to provide some insight into our actions and what we did right and wrong. This will be included in the discussion part of our paper. However, a complete evaluation will need to take place after the CAC is fully operational. The judges, City Council, and concerned citizens will also have the responsibility to

evaluate the CAC and determine whether they are acting properly or not. As stated in the By-Laws (Part II), the Chief Operating Officer of the Court "shall monitor the activities of the CAC and shall have the authority to recommend removal of any found to have committed unethical or improper behavior". This provides for one form of evaluation, since the COO must attend every CAC meeting. Additionally, an annual evaluation will be conducted to determine whether the CAC is meeting its mission effectively. Lewin echoes the importance of sound evaluation: "Treating action research as a way of developing sound information and knowledge which can be applied directly to practical problems with the intention of bringing about social change"[24] Thus, the importance of evaluation stage cannot be ignored and it must be completed to accomplish the action research.

A positive aspect of our action research is that it is participant action research; it combines the researchers and clients into a collaborative process. Our "clients", the judges, have been involved since the beginning--identifying the problem, suggesting which people to talk to, and helping us along the way. It is important for them to buy into it, which they have, because once we finish in May, we will not be around to make sure it continues in the same spirit in which we began it. Fortunately, since the judges and other Court personnel are aware of it and supportive of it, we think it will succeed. It is important that the Court has claimed ownership of the CAC. This ownership will help to ensure the long-term success and security of the CAC.

Action research studies those factors which disrupt organizational behavior and keep the

[24]Ibid, 63.

organization's members from achieving their goals. We are hoping that a CAC could evaluate the needs of the Court, research them, and present what action needs to be taken to the proper bodies. Thus, the CAC that we are creating will also use action research as a guide for their actions. The CAC will be performing ongoing action research, as it does evaluation and action which will contribute to a positive attitude toward organizational renewal and improvement.

Research Findings

The detailing of our research findings will mirror the five step action research method: (1) Analysis (2) Research Design and Execution (3) Action Planning (4) Implement the Action (5) Evaluation of the Action.

Analysis

The Richmond JDR Court is surrounded by several entities, including the City of Richmond, the Supreme Court and the state legislature. They all play a role in the progress of the Court, and must work together in order to make that progress. Our first month at the Court showed us that the cooperation is not at the level that it should be. Presently, due to the agendas that each of these entities possess, it has become difficult for communication and progress to occur. An example of this lack of coordination was best seen in the efforts to work on the Boot Camp. A Boot Camp program was established with both the Commonwealth of Virginia and the City of Richmond as sponsors. Both the state and city have reserved spaces in which they may refer juveniles to participate in the program. Unfortunately, during each of the intake days, spaces are open and there are no juveniles to fill the spaces. The City is upset because they are paying

for this program that is not filled to its capacity. The Judges refer juveniles to the program, but due to the strict requirements of the City's program, most of the juveniles are turned down. This upsets the judges that their recommendations cannot be made due to the strict requirements.

Recently, the discussion of this topic increased with the publication of the article, "City Wants Control of Unit" in the *Richmond Times-Dispatch*.[25] In this article, the Deputy City Manager, George Musgrove, placed the blame of the low population of juveniles in the program on the probation officers of the Court. The judges believe that the blame was grossly misplaced on the probation officers. They feel that the blame lies on the City for the planning of the program that includes the strict requirements that prevent the City of Richmond's juveniles from entering the program. They responded to these comments in an editorial in the *Richmond Times-Dispatch*. They commented that "surely Musgrove does not mean to suggest that our probation officers are at fault for the administrative decisions made by the members of his staff."[26] The disagreement over the issue of boot camp characterizes the lack of cooperation between the Court and the bodies that surround and support it and the environment that the CAC will confront once it is active.

Our analysis of the situation characterized by the Boot Camp led us to the idea of a Citizens Advisory Council for the Court. We felt that there was a gap between the Court and external entities that led to problems in the running of the Court. A Citizens Advisory Council could serve as the missing link to make things run more smoothly. By having citizen involvement,

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[25]"City Wants Control of Unit." *Richmond Times-Dispatch*. January 16, 1997.

[26]"Judges Support Juvenile Programs." Editorial. *Richmond Times-Dispatch*. January, 1997.

the court can have a body that can reflect and advise on their actions and hopefully allow for improvements to be made. This analysis completed the first stage of our research and moved us into the second.

Research Design and Execution

In researching the creation of a CAC for the Richmond JDR Court, it was imperative that we find a CAC located in a city of a comparable size and environment to that of Richmond. By using a city with comparable characteristics for our research, it would be both much easier and more successful to apply our findings in the creation of the CAC in Richmond. Two CACs were chosen for the research: (1) the Norfolk, Virginia CAC and (2) the Maricopa County, Arizona CAB (community advisory board). Norfolk's CAC was chosen not only because it has a similar organization set-up as the Richmond JDR Court, but also because its CAC was created under the same statute that Richmond hopes to use in creating a CAC. Maricopa County has the same urban atmosphere as Richmond and the committee structure of its CAB was what Richmond hoped to use in its CAC. Site visits, along with extensive interviews and observations, were conducted to acquire an insider's look at the CAC.

Norfolk Juvenile Court Citizens Advisory Council. On October 9, 1996, we traveled to Norfolk to attend the monthly meeting of the CAC. In addition, interviews were completed with their chair, Betty Wade Coyle, the Director of the Court Service Unit, Kevin Moran, and the Chief Judge, William Williams. The Norfolk JDR CAC was established in November of 1984 under Virginia Code Section 16.1-240, Subsection C. Subsection C states that if the governing body does not exercise its option to establish a Council, the Judges may appoint such a Council.

The decision to have the judges appoint the Council was made because the City Council never exercised its right to establish the Council since the inception of the legislation in 1956. The Court order establishing the Council outlines the role of the Council:

1. To advise and cooperate with the Court upon all matters affecting the working of the Juvenile and Domestic Relations Court Law (Virginia Code Section 16.1-226, et seq.) and other laws relating to children, their care and protection, and to domestic relations.
2. To consult and confer with the Court and the Director of the Court Service Unit from time to time relative to the development and extension of the court service program.
3. To select one of its members to serve on the Central Advisory Council which is tasked to consult and confer with the Director and other appropriate staff of the Department of Corrections to assist in carrying out the objectives of the court service program insofar as possible.
4. To encourage the member selected to serve on the Central Advisory Council to visit, as often as that member conveniently can, institutions and associations receiving children under the Juvenile and Domestic Relations Court law and to report to the Court at least annually the conditions and surroundings of the children received by or in charge of any such persons, institutions or associations.
5. To visit yearly all local institutions and associations receiving children under the Juvenile and Domestic Relations Court Law and to report to the Court at least annually the conditions and surroundings of the children received by or in charge of any such institutions and associations.
6. To make themselves familiar with the work of the Court under the Juvenile and Domestic Relations District Court Law.
7. To make an annual report to the Court not later than December 31 of each year.
8. To recommend methods of acquainting the public with the work of the Court under the Juvenile and Domestic Relations District Court Law.
9. To recommend to the Court rules to govern the procedures by which the Council shall fulfill its responsibilities.
10. To perform any other duties which may be assigned from time to time by order of the Court.

In addition to the role of the Council, the Court also ordered that the Clerk provide clerical support and that the Director of the Court Service Unit (CSU) provide support by coordinating the work of the CAC with other agencies and providing any information necessary. The Order

stipulated three year terms for members and three officer positions, chair, vice-chair and secretary.

In appointing members of the Council, suggestions were received from political leaders, court service workers, attorneys, and other citizens. The Council attempted to represent the varied economic, geographical, racial and professional composition of Norfolk. Any employees of the CSU, Division of Social Services or any other agency of the City or members of the Friends of the Court were not allowed to be considered for an appointment, but could be utilized as informants to the Council. It was felt the members that were independent of these agencies would be better able to advise the Court objectively.

After the Council was established, members were oriented during the first few monthly meetings of the CAC, and then in May of 1985, the Court issued an order of two matters for the CAC to study, evaluate and recommend. These matters were: (1) the establishment of Family Oriented Group Homes to which children under the Court's jurisdiction may be committed and (2) the establishment of a Court Appointed Special Advocate (CASA) program.

Presently, the Council receives its assignments through Court Order from the presiding Judges in the JDR. During the meeting on October 9, 1996, the Council addressed the issue of security in the Court. Before this meeting, one of the council members conducted a study on the reported incidents by the deputies at the Court. Present at the meeting were representatives from the police and sheriff's department to give reports to the Council and answer any questions. A high level of respect between these representatives and the Council was readily apparent. Through these reports and a discussion period, the Council decided upon the appropriate

recommendations to give on the issue and a report would be prepared by Kevin Moran, the Director of the CSU and ex-officio member of the Council, to vote upon at the next meeting.

Other issues addressed by the CAC since its inception include:

- Researched the need for an intensive day treatment program for serious juvenile offenders and recommended the formation of an Associated Marine Institute in Norfolk. Worked with Judges and legislators to acquire necessary funding for the Norfolk Marine Institute which began operation in 1994 and continues to be a vital aspect of the Norfolk Juvenile Justice system.
- Thoroughly researched problems associated with domestic and family violence which led to the formation of the Norfolk Family Violence Alliance and numerous other court programs designed to enhance the response to domestic violence, including the development of the Court's SAFE program (Spousal Abuse Friend and Educator).
- Researched the need for interagency collaboration which led to the formation of the Norfolk Interagency Consortium.
- Researched and developed programs that educate separated and divorced parents on the effects of separation/divorce on children.
- Advocated since 1988 for funding for a new and larger juvenile detention facility. This was accomplished in 1996 with the completion of a new 80 bed facility to replace the current 45 year old, 43 bed facility.
- Planned a "Children's Area" in the Court waiting area to be used by young children who have to accompany parents/guardians to court.
- Planned and designed a research study to measure the effect of newly enacted legislation involving serious juvenile offenders.
- Advocated, through personal testimony and letters, for juvenile justice reform legislation and enhanced community treatment and prevention programs.
- Planned a Community Town Hall Meeting in which the public will meet with juvenile court judges and officials during 1997.
- Will conduct a comprehensive evaluation of the Norfolk CASA program and make recommendations to the Judges for the program's improvement.

The success of Norfolk can be seen not only in the high level of praise by the Judges, but also through winning several awards: Silver Medal Finalist for the Governor's Award for Volunteering Excellence and Outstanding Advisory Council to a Court by the National Council of Juvenile and Family Court Judges.

Maricopa County Juvenile Court Community Advisory Board. During December of 1996, we traveled to Phoenix, Arizona to learn about their highly praised Community Advisory Board (CAB).[27] The four day excursion allowed us to: attend their annual report meeting in which they present to the judges their goals of the past and future year; interview key members of the CAB, including the chair and membership committee chair; tour their facilities; and witness projects that the CAB has worked on. While the Norfolk CAC provided a smaller scale version of a CAC with approximately ten members, the Maricopa County CAB with thirty members exemplified what a large scale CAB can accomplish with motivated and informed citizens as members.

The CAB was established on January 7, 1995 under Juvenile Court Administrative Order #95-01 by Presiding Juvenile Court Judge James E. McDougall. According to ARS 8-237, Judge McDougall found that the Juvenile Court has the authority to establish a public council or board which would have as its purpose to prevent juvenile delinquency, "including the improvement of recreational, health and other conditions in the community affecting juvenile welfare". Other reasons that caused the Court to establish the CAB were: (1) the long range strategic plans developed by the Juvenile Court called for more interaction and input from the community; (2) the Chief Justice of the Arizona Supreme Court requested all of the Juvenile Courts to include the community in addressing juvenile crime issues; (3) and finally, that Presiding Judge McDougall appointed a nominating committee to submit names of people for the first CAB. This court order clearly spelled out that the CAB would act in an advisory capacity only and would not have the

[27]Funds for this trip were graciously provided by the Jepson School of Leadership Studies at the University of Richmond through their Research Grant Fund and the Richmond JDR Court.

authority to direct the Presiding Judge, other judges, Commissioners, Director of the Court Service Unit, or other staff or their administrative programs or policies.

The functions and responsibilities of the CAB as laid out in their Bylaws are as follows:

1. The Maricopa County Juvenile Court Community Advisory Board (MCJCCAB) shall act as an advisory board making recommendations on ways the Maricopa County Juvenile Court can continuously improve its services.
2. The MCJCCAB shall identify what the community wants from the Juvenile Court.
3. The MCJCCAB shall evaluate what the community receives from the Juvenile Court.
4. The MCJCCAB shall make recommendations on what the community should be getting from the Juvenile Court.
5. The MCJCCAB shall act as a sounding board fro new ideas from the community and the Maricopa County Juvenile Court.
6. The MCJCCAB shall assist in the development of increased public understanding and support for the Maricopa County Juvenile Court.
7. The MCJCCAB shall recommend legislative changes as appropriate.
8. The MCJCCAB shall recommend changes in Juvenile Court policies or procedures as appropriate.

There are only two officers in the CAB, a chair and vice chair. Each January the CAB has a strategic planning session for the coming year. During this retreat, they identify the major issues which they will face in that year and develop standing committees according to these goals. There is a staff person assigned to each standing committee, so that one staff person does not bear the entire weight of the CAB. This allows the work load of the CAB to be spread out evenly throughout the court staff. For example, even though Cherie Townsend, the Director of the Court Service Unit, is the official staff person and attends all of their meetings, she spends little time on the CAB between meetings, because the other staff members assigned to the committees assume a leadership role.

Also included in the bylaws is the strict criteria that the CAB members must use to select their members. It is stated that they will give consideration "to factors such as occupation, field

of interest, place of residency, demonstrated concern for juveniles, demonstrated interest in being involved in the juvenile justice system in Maricopa County and demonstrated willingness to work."[28] Secondly, there must be two CAB members who are parents of juveniles who have been or are now on probation to the Maricopa County Juvenile Court. Additionally, two CAB members must be victims of a juvenile crime. The competition to become a member of the CAB is intense. Many citizens apply and few are given membership due to the strict criteria established.

The first project undertaken as an official CAB was to review all aspects of the Juvenile Detention Center operation. They investigated and then changed many portions of the Intake and Detention during their first year. They realized that a disturbing problem was that many juveniles were sitting in the detention center for an unnecessary length of time. The changes instituted by the CAB decreased this problem so that not only are juveniles not detained without just cause, the detention center also does not have as many overcrowding problems. Since the completion of that first project, other projects completed include: (1) testifying at legislative committee sessions; (2) helping to interview incoming staff; (3) increasing the public's awareness of the Court; and (4) analyzing the drug trend in the county. This is only a sampling of the projects that the CAB have accomplished in their two year life span. Many lessons have been learned and many plans have been made for future activity.

An important aspect that is stressed by this CAB is orienting their new members. Training takes eight to ten hours and includes: extensive education about the juvenile justice system; tours

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[28] Maricopa County Community Advisory Bylaws, February 2, 1996.

of detention; observations of Court sessions; statistics on juvenile crime; and a one-on-one conversation time with a staff member who serves as a mentor. So that the members do not become overwhelmed with the large influx of information, all facts and details are given to the member in a training manual.

The Maricopa County CAB is highly praised by national leaders in juvenile justice. Hunter Hurst, Director of the National Center for Juvenile Justice, recommended this CAB as an excellent model to study. The Court gives both the time and attention to the CAB and then the CAB members return that with hard work and dedication. The Maricopa County CAB sets the standard for citizen involvement in the juvenile court.

Interviews with Richmond Key Players

We conducted interviews with twenty-two (22) "key players" in the juvenile justice field in Richmond. The questionnaire that we followed during our interviews is included in Appendix A. The interviews allowed us to gain both their expertise and support for our endeavor.

Overall, we learned that they whole-heartedly supported our idea to re-establish the Richmond JDR CAC. Three issues that emerged and were helpful to us were: (1) who should appoint the CAC (2) what should be the purpose of the CAC and (3) who should be on the council.

First, two methods exist in the Code of Virginia (included in Appendix B) for appointing members to the CAC. If the City chooses to, it can appoint up to fifteen members of the CAC and the Chief Judge of the JDR Court can appoint up to five. If the City does not want to act, the Chief Judge can appoint up to fifteen members of the CAC. This was a heated issue due to the

conflict between the Court and the City discussed in the analysis section. There was no consensus strongly either way. However, many of the key players felt that it was absolutely necessary to include City Council on this endeavor (1) if the CAC ever hoped to gain their respect (2) if the CAC ever hoped to be granted funds from the City Council and (3) if the Court hoped to create a bond between themselves and the City Administration. These comments helped us to see what pitfalls could occur if we did not include City Council.

We also wanted to poll key players on what purpose they thought the CAC should play in the Court, the City and the Commonwealth. Several of the key players suggested that the purpose of the CAC should be an advocacy role. They felt that this was important because it is almost impossible for Judges to have the time to advocate for the Court, and many times their role as Judge prevents them from taking such as role. There were some who felt differently and only felt that the CAC should fundraise. Three of those interviewed reminded us of the fact that it is a Citizens **Advisory** Council, and it should not try to make policy but only advise and propose information on administrative and policy-making issues. These comments helped show the apprehension of many of the key players about citizens advisory councils, because their past history with such councils show that some tend to become adversarial, and thus not effective in advising.

Another important topic that the key players brought up was who should be on the CAC. Three of the key players noted that the CAC needs members with strong leadership skills that follow a stated, specific mission and vision. All of the key players supported a diverse CAC that was representative of the demographics of the City of Richmond. A few individuals gave us

names and roles of people that they thought would be beneficial to the CAC, which helped us begin our list of potential CAC members. The suggested roles included the possibility of having a parent of a juvenile who has been through the system, a victim of a juvenile crime, and/or a juvenile that has been through the system. These individuals would be able to provide a first-hand perspective on many issues that the rest of the CAC would not be able to do. The only problem with such individuals, pointed out by a key player, was that these roles could be filled by individuals who are out for revenge for whatever experience they had with the Court. However, most key players believed that the inclusion of these members would add very positive insight into the Court system. Key players believed that the CAC should be a combination of the power players of the City and people with expertise in the field of juvenile justice on our CAC. They recommended to let as little politics as possible influence the CAC to avoid problems that might occur due to politics.

Interviews with Former Richmond JDR CAC Members

Another group of people that we interviewed were former Richmond JDR CAC members. Six of them responded and answered questions concerning: the role and responsibilities of the last CAC; the commitment level of members; the leadership, or lack thereof, in the Council; and what they would do differently if they were starting the CAC over. These interviews were especially helpful, because the minutes and other written documents from the former CAC were not readily available. We also found that we could not obtain complete information about why the CAC failed from people who still worked in the Richmond JDR either.

The past members recommended that we define the mission and purpose of the new CAC. At least half of the members that we interviewed stated that the mission and vision of the former CAC were never clear. Mission and purpose statements are necessary for the followers to see where they are and where they are headed. It is important for the followers and the leaders to buy into these statements and truly believe in them in their endeavors to work towards and fulfill the statements.

The reason the last one fell apart, the former members commented, was partly due to the Chairperson's conflict of interest between his role as a City employee and his role as head of the Council. Most of the former members felt that this added unnecessary politics to the Council. The previous chair was ultimately forced to resign from his position as head of the CAC or be fired from his City job. He resigned, and no one was ever really able to take his place as Chair. For so long, the Council had depended on one person to provide information and tell them what they needed to do, that they did not know how to operate in his absence. Dr. Randall Dalton felt that when Smith was Chair, Smith set the agenda, but when he stepped down, Dr. Dalton (who succeeded Smith) relied on Clarice Booker (CSU Director and staff support at the time) to provide the agenda. This way the CAC's agenda was comprised of issues directly from the Court, and not what Smith thought they should address. However, without Smith's leadership, the CAC could not work effectively.

The former members also noted that they needed more projects and responsibility so that they felt like they were contributing to the success of the Court. It is also necessary to have more staff support so that information will be easy to access and they can feel a sense of independence

in an advisory capacity. Also, none of the members received an orientation, and they felt that would have been very helpful.

When asked for advice for the planning of the new CAC, one respondent indicated that she feels like the new CAC should be more pro-active because she did not feel like they were accomplishing anything in the former CAC. Another respondent echoed that feeling by saying that meetings were non-participatory, and all they did was listen. She did not like this because she did not feel like she was part of the CAC and did not function in the capacity that she thought she was going to be able to. Finally, one interviewee said that the CAC needs to be given responsibilities and charges that will help the judges. CAC members need to feel ownership of it and feel like they are taken seriously.

Our interviews with individuals in Norfolk, Phoenix, and Richmond proved very helpful in increasing our knowledge of CACs and issues facing juvenile justice. They helped to define our project and gave us more understanding and ideas of what we should and should not do with the re-established CAC.

Action Planning

The information gathered in the research design and execution stage gave us a solid foundation upon which to plan the creation of a CAC for the Richmond JDR Court. To do this we concentrated on three areas: (1) deciding how to recruit and appoint the members of the CAC (2) creating the by-laws for the CAC with a specific mission and purpose and (3) developing on a training manual for the CAC so that they would have a complete orientation .

The first part of our action planning consisted of creating the by-laws for the council. The by-laws are included in Part II of the project. Many of the elements that we learned through our interview process were incorporated into the by-laws. A very specific mission and goals for the Council were inserted, which both the key players and the former members of the CAC recommended. We also used the committee structure which the Maricopa County CAB uses and recommends. Also, specific staff support was outlined so that the CAC would have the information that it needs.

The second element was the development of the training manual. This also is included in Part II. Both the Maricopa County CAB and the Norfolk CAC provided solid examples of how a complete orientation helps the new members work effectively in the CAC. Thus, using their manuals as models, a training manual was created for the Richmond JDR CAC.

Finally, a strategy was formed to recruit members for the CAC. One of the key questions in our interviews centered on the appointment and membership process. After consulting the Judges, we decided that it was important to include City Council in the appointment process. The pitfalls that the key players forecasted if City Council was not included persuaded both us and the Judges to include City Council in the process. We wanted to recruit a diverse panel of members for the Council, that was representative of the City of Richmond. The list of potential members that the key players provided was helpful and the judges also held a brainstorming session to come up with names of potential members that would meet the goal of having a diverse council. After doing this, a fax was sent out to each of the potential members asking if they were interested. This gave us a solid list of interested individuals in the Council. We made plans to work with the City

Council in the appointment process. This included working with the City Clerk, Edna Chavis, to discuss the process in which City Council appoints members and to schedule a presentation time for us in front of City Council. These planning steps allowed us to move into the implementation of the action.

Implementation of the Action

The implementation stage consisted of two items: (1) appointing the members to the Council and (2) orienting the members. The first part of appointing the members gave us the opportunity to work directly with the City Council and the Judges. In order to have City Council appoint the members of the CAC, the City Clerk recommended that we present to them during one of their informal sessions. Thus, on Monday, February 24, 1997, we went to the City Council and presented the by-laws of the CAC. This gave them an overview of what the CAC would do and who should be on it. Then, we sent over a list of potential members to the CAC along with their resumes. This gave the City Council an opportunity to review who we would like to be on the CAC. On April 14, 1997, they will complete the appointment process and we do not foresee any problems with them appointing the members that we suggested. Working with the Judges was much easier because we had been at the Court since the beginning of September. They gave us a list of who they would like to see on the Council and we contacted the people and asked them to send us their resume. Then, we sat down with the Judges, reviewed the list, and decided who the Judges would like to appoint. A complete list of the impressive members of the Richmond JDR CAC members and their resumes is in Appendix D.

The second part of the implementation process will occur after we hand in this paper. It will be a welcome meeting with the appointed CAC members at the end of April. We will give them a tour of the Court, have the Judges present their expectations, give them an overview of their role as CAC members, hand out the training manual and pick a date for the retreat. This will give the CAC members a time to get to know each other and court personnel. Also, it will begin the orientation process for the CAC.

Evaluation

The evaluation component, as discussed in the methodology section, will take place after the CAC is operational, and thus after we submit this paper. While we will do an evaluation of our work, we believe that it is also important for the CAC to evaluate its work. Thus, we have put in an evaluation component in the by-laws of the CAC. First, the Chief Operating Officer of the Court is responsible for a continuing evaluation of the work of the Court. At the present time, that position is filled by Dr. Tom Dertinger. He is to attend every full meeting of the CAC and give them feedback on how he thinks they are progressing. Another evaluation component is done by the CAC internally. Each year, they are to give an annual report to the Court to detail their progress and what future endeavors they plan to work on. Also, the CAC is to have a yearly retreat in which they use for reflection on their past and plans for the future. These built in components for evaluation allows the CAC to continually evaluate its work.

By looking at the research findings in the five parts of action-research, one can fully grasp how action research allows one to combine research with change.

Discussion of the Lessons Learned

The action oriented nature of the project produced tangible outcomes and recommendations that can guide the development of other CACs. The tangible products, including the by-laws of the CAC and the training manual, are included in Part II. The recommendations and lessons learned from the project will be explained in full detail below. They will be laid out in chronological order of the process of creating a CAC. The lessons we learned will provide a foundation for others that seek to involve citizens in the workings of the court.

The Environment. Long before the CAC becomes a reality, the Court must have the proper atmosphere to create it. The judges and personnel of the Court must be ready to accept an advisory committee that will both praise and critique the activities of the Court. A member of the Maricopa County CAB commented, "If the judges don't want it, you can forget about it." If the Council is unwanted, it will be ignored and thus have a demoralizing effect on the members of the CAC. Also, it will be unable to complete its duties. Most citizens are not knowledgeable about the workings of the Court. If they are to provide input about the Court in an advisory capacity, they must first understand and learn about the Court. The only people that are capable of serving as teachers are the Court personnel. Without the acceptance of the members of the Court, then, the CAC will not have the information it needs to function properly. In both the cases of Maricopa County and Norfolk, the judges and personnel invited input from the citizens. Thus, the CAC was empowered by the Court to complete its duties. However, this may not be the case of every Court. In some instances, the judges may wish for the activities of the Court to remain veiled from the public eye. If this is so, a CAC will not be accepted and thus not effective.

Communication. An open exchange of views, ideas and perspectives is necessary for the CAC to have the information to advise the Court properly. This requires two factors to be present. First, the communication between the members of the CAC must be honest and open. Members must be willing to express their opinions in an objective manner, dismissing any biases that might arise due to political connections. Three-fourths of this body will be appointed by a political entity, City Council. The members must be willing to not base their opinions on that political connection, but on the reality of the facts that they discover at the Court. While personal needs, desires, motivations and past personal experiences play a part of every person's perceptions, it must not blind the member so much that it leads to biases and errors in advising the Court. As the mayor stated in our presentation to the City Council, "I like it. Politics doesn't play a part."[29] It is the intention of this body to be as non-political as possible, and open and honest communication will maintain that principle.

Second, the communication influx to the body must not be blocked. The CAC thrives on information. If the Court and other juvenile justice entities bar information from reaching the members, the body will be unable to function. The By-laws of the CAC allow for liaisons from the Court Service Unit, Clerk's Office and the City of Richmond to be present at every meeting. The purpose of the attendance of these individuals is to have the necessary resources at the disposal of the CAC. Both the Maricopa County CAB and the Norfolk CAC requires the attendance of court officials at the meetings. They state that this prevents the progress of the CAC from being slowed down due to lack of information. While the attendance of these officials

[29]Chavis, Larry. Informal Meeting of City Council. February 24, 1997.

is to provide information, it is also important that the personal agendas of the Court officials does not bias the information that they provide. The officials are not present to tell the CAC how to advise the Court. Their role is to *provide* the information so that the CAC may then formulate their advisement for the Court.

Membership. The membership of the CAC will ultimately determine whether or not it succeeds. It is important to find members that are dedicated and informed so that their advisement about the workings of the Court will be listened to by the policy makers of the Court. A person that can meet those qualifications is difficult to come by. Thus, the next best thing is to recruit a mixture of experts, power players and dedicated individuals. This was the overwhelming solution of the key players and the former members of the CAC. They felt that if you had a Council that had the following people, you would have the power to provide a thoughtful advisement to the Court and the power to make people listen: (1) people that could provide professional knowledge about juveniles (2) people that had a great deal of power in the City and (3) hard working individuals that were willing to learn about the Court.

The next step is to recruit these individuals to serve on the CAC. It is almost impossible for one person to have the connections to recruit twenty people that fit the above description. Thus, the recruitment process must include input from a number of different court officials. During our research with the key players, we asked them to recommend individuals that they think would be an asset to the council. From the input of those twenty individuals, a list was created to help both the Chief Judge and the City Council appoint the council. By networking

with multiple people that are involved in the Court, a group of people could be recruited to make the CAC a diverse body.

Once the membership is in place, vacancies will occur from time to time, whether they be due to term expiration or other reasons. To empower the CAC to take control of the CAC and also give them the opportunity to recruit the members that it needs, a standing membership committee should exist. The Maricopa County CAB uses this type of committee to fill vacancies. Its role is to recruit and evaluate potential members of the committee. It then suggests names to the full CAB for a vote. If the vote passes with a simple majority, then the names are given to the Chief Judge for approval. We feel that this would be an effective process for the Richmond JDR CAC. While City Council and the Chief Judge would appoint the initial members of the CAC, after that point, the CAC would take control of the CAC and be responsible for picking its own members with the City Council's or Chief Judge's final approval. This would allow the CAC to be self-supportive and empowered. Hopefully, it will also prevent the CAC from becoming such a political entity.

Committee Structure. Another way to motivate the members of the CAC is to allow them the opportunity to choose a project of their choice to work on. This would be facilitated in the form of a committee structure. Again, this aspect is modeled after the Maricopa County CAB. At the beginning of each year, the CAB has a retreat to discuss what their focus will be for the next year. From the topics discussed, they create four committees to support those focuses. This year, the four committees were: (1) Dependency Committee (2) Youth and Family Support Committee (3) Detention Committee (4) Membership Committee. The committee structure

allows each member of the CAB to funnel their energy in a project of their own choosing. This increases the motivation of the members and thus also increases the amount of work completed by the CAB.

The Richmond JDR CAC could benefit from such a process. Former members of the CAC described the monthly meetings as a time when they would sit around the table and listen to the Chair and outside individuals present information to them. After an hour, they would leave and then repeat the process the next month. Because they did not directly participate in the Court, they neither felt personal attachment to the CAC and the Court nor did they feel useful. This decreased the morale of the group and eventually led to multiple resignations from the body. Also, many meetings did not reach quorum because the attendance was so low. To combat this problem, the committee structure would allow the members to choose what project they would work on at the beginning of each year, and also increase the amount of responsibility to the group.

Training. One of the most important ways to involve the members of the CAC in the Court as soon as possible is to provide them with a complete orientation. This immediate knowledge allows them to feel connected with the Court and also have the knowledge to act on that connection. Without it, as former members of the Richmond JDR CAC explained, the members feel lost as to how they can help out in the Court. By providing each new member with a complete training, it prevents that from happening.

Thus, to avoid a lack of orientation, we have developed a complete training manual to guide the members of the Court and CAC in the training process. This not only gives an overview of the Court, but it also provides practical information, such as names, phone numbers, and maps.

This information will help the member feel involved and also allow the Court to see more work in the beginning stages of the CAC because the members have the information upon which to act.

By detailing the lessons we learned, we provide information to the Richmond JDR CAC to use when they are fully formed and to others who are trying to create a citizens advisory council for their court or agency.

Conclusion

Juvenile crime is a problem that will continue to haunt the nation. While many solutions exist, one of the most feasible and hopeful ways to improve the situation is to increase citizen involvement in the Court through the establishment of Citizens Advisory Councils. By following the model of action research, we have gone through the steps of combining research with change. We have provided every part of the foundation for success: from interviewing all of the key players that the CAC will be dealing with in years to come to finding staff support; from inviting dynamic, successful individuals to be a part of this Council to developing by-laws; from creating a training manual to planning an orientation. In the end, we have created a Council that will serve as a positive change agent for the Richmond JDR Court.

Appendix A

Interview Questions for Key Players in the Richmond Juvenile Justice System

1. Do you see the re-establishment of the CAC as a positive thing for the City? for your office? for the Court?

2. There are two ways that this Council can be established. First, the City can exercise its right to originate the Council and appoint up to fifteen members. The Chief Judge would be given the right to appoint up to five members. Second, if the City does not choose to exercise its right, the Chief Judge can appoint up to fifteen members of the CAC. Why way do you think would be more effective?

3. We've been investigating other CACs in Richmond, including the Detention Home Advisory Council, to use as a model. How does the Detention Home CAC work with the City? Do you think it is effective?

4. We desire for the CAC to be independent and apolitical and interested in serving what is best for the juvenile justice system. Is this possible? If so, how do we do it?

5. What was your experience with the prior CAC for the JDR? Did you find that the City worked well with the Council? Was it respected?

6. What projects would you expect the CAC to accomplish?

Appendix B

Virginia Code

*16.1-240. Citizens Advisory council.--A. The governing bodies of each county and city served by a court service unit may appoint one or more members to a citizens Advisory council, in total not to exceed fifteen members; and the chief judge of the juvenile and domestic relations district court may appoint one or more members to the Advisory council, in total not to exceed five members. The duties of the council shall be as follows:

1. To advise and cooperate with the court upon all matters affecting the working of this law and other laws relating to children, their care and protection and to domestic relations;

2. To consult and confer with the court and director of the court service unit from time to time relative to the development and extension of the court service program;

3. To encourage the member selected by the council to serve on the central Advisory council to visit, as often as the member conveniently can, institutions and associations receiving children under this law, and to report to the court from time to time and at least annually in its report made pursuant to subdivision 5 hereof the conditions and surroundings of the children received by or in charge of any such persons, institutions or associations;

4. To make themselves familiar with the work of the court under this law;

5. To make an annual report to the court and the participating governing bodies on the work of this council.

B. Traveling expenses of the members of the citizens Advisory council shall be paid from funds appropriated to the Department of Juvenile Justice in accordance with rules and regulations adopted by the State Board.

C. If the governing body does not exercise its option to appoint a citizens Advisory council pursuant to subsection A of this section, the judge of the juvenile and domestic relations district court may appoint an Advisory board of citizens, not to exceed fifteen members, who shall perform the same duties as provided in this section.

D. One member selected by each citizens Advisory council shall serve on a central Advisory council to consult and confer with the Director and other appropriate staff of the Department to assist in carrying out the objectives of the court service program, insofar as possible. (Code 1950, * 16.1-157; 1956, c. 555; 1968, c. 435; 1977, c. 559; 1989, c. 733.)

Appendix C

Interview Questions for Former Richmond JDR CAC Members

1. What, if any, were the problems with the former CAC?
2. Why did the CAC dissolve?
3. What was the leadership like in the former CAC?
4. What kinds of projects did you work on as part of the CAC?
5. Please give us any advice you might have as we re-establish this CAC.

Appendix D

Appointed Members and Their Resumes

Patron:

COUNCIL APPOINTED BOARDS AND COMMISSIONS

BACKGROUND INFORMATION

Please Print or Type:

Richmond Juvenile Court Citizens Advisory Council

(Name of Board, Commission or Authority)

NAME: Robert E. Shepherd, Jr.

(first, middle, last)

HOME NUMBER: (804) 272-5344 DAYTIME NUMBER: (804) 289-8203

HOME ADDRESS: 8600 Gem Street, Richmond, VA ZIP CODE: 23235

EMPLOYER: Univ. of Richmond POSITION: Law professor HOW LONG?: 18 yrs.

BUSINESS ADDRESS: School of Law, Univ. of Richmond Richmond, VA ZIP CODE: 23173

Is your place of employment located in the City X or County ___?

Are you a City resident? Yes ___ No X NUMBER OF YEARS? ___

Are you registered to vote in the City? Yes ___ No X

If you're not a City resident, in which county do you reside?

Chesterfield

Please describe educational background and experience which you will bring to the Committee.*

former Assistant Attorney General of Virginia and professor of law specializing in juvenile law issues

Other City of Richmond, Boards or Commissions you currently or have previously served on. (Please give dates and office held if applicable)

none

Other Community Involvement:*

board member, Action Alliance for Virginia's Children and Youth; Chair, Virginia Bar Association Commission on the Needs of Children

Robert E. Shepherd, Jr.

Signature

* Attach additional sheets if necessary.

Patron:

COUNCIL APPOINTED BOARDS AND COMMISSIONS

BACKGROUND INFORMATION

Please Print or Type:

Citizens Advisory Council
(Name of Board, Commission or Authority)

NAME: David Karl Hall
(first, middle, last)

HOME NUMBER: (804) 236-4601 DAYTIME NUMBER: (804) 644-9622

HOME ADDRESS: 825 Fox Paw Drive Richmond VA ZIP CODE: 23223

EMPLOYER: Downtown YMCA POSITION: Associate Executive Director ! EOW LONG?: 1½

BUSINESS ADDRESS: 2west Franklin Richmond VA ZIP CODE: 23220

Is your place of employment located in the City ✓ or County ___?

Are you a City resident? Yes ___ No ✓ NUMBER OF YEARS? ___

Are you registered to vote in the City? Yes ___ No ✓

If you're not a City resident, in which county do you reside?

Henrico County

Please describe educational background and experience which you will bring to the Committee.*

Graduated from Hampton University Bachelor of Science in Management

Experience in youth, family & community programs

Other City of Richmond, Boards or Commissions you currently or have previously served on. (Please give dates and office held if applicable)

N/A

Other Community Involvement:*

Member of Metro TEEN Advisory Council

Family Community Programs for at risk youth & families

David K Hall
Signature

* Attach additional sheets if necessary.

Patron:

COUNCIL APPOINTED BOARDS AND COMMISSIONS

BACKGROUND INFORMATION

Please Print or Type:

Citizens Advisory Council - Richmond JDR
(Name of Board, Commission or Authority)

NAME: Sharon S. England
(first, middle, last)

HOME NUMBER: 741-9693 DAYTIME NUMBER: 740-5586

HOME ADDRESS: 3075 Gaskins Rd. ZIP CODE: 23233

EMPLOYER: Sole Practitioner POSITION: attorney HOW LONG?: 10 mos.

BUSINESS ADDRESS: P.O. Box 29177 ZIP CODE: 23242

Is your place of employment located in the City ___ or County ✓?

Are you a City resident? Yes ___ No ✓ NUMBER OF YEARS? ___

Are you registered to vote in the City? Yes ___ No ✓

If you're not a City resident, in which county do you reside?

Henrico

Please describe educational background and experience which you will bring to the Committee.*

See resume

Other City of Richmond, Boards or Commissions you currently or have previously served on. (Please give dates and office held if applicable)

Richmond CASA Boards Directors (1993-1997) President, Chair of Fundraisin
and Child Advocacy Committee Family + Childrens Services Board (1996 to p
Chair - Youth Advisory Committee

Other Community Involvement:*

Habitat for Humanity

Sharon S. England
Signature

* Attach additional sheets if necessary.

Patron:

COUNCIL APPOINTED BOARDS AND COMMISSIONS

BACKGROUND INFORMATION

Please Print or Type:

Citizens Advisory Council, Juvenile & Domestic Relations Court
(Name of Board, Commission or Authority)

NAME: Phyllis C. KATZ
(first, middle, last)

HOME NUMBER: 358-5244 DAYTIME NUMBER: 786.3869

HOME ADDRESS: 207 N. GRANBY St ZIP CODE: 23220

EMPLOYER: Department of Employee Relations Counselors POSITION: Director HOW LONG?: 10 yrs.

BUSINESS ADDRESS: 1313 E. main St, Suite 305 ZIP CODE: 23219

Is your place of employment located in the City X or County ___?

Are you a City resident? Yes X No ___ NUMBER OF YEARS? 19

Are you registered to vote in the City? Yes X No ___

If you're not a City resident, in which county do you reside?

Please describe educational background and experience which you will bring to the Committee.*

teacher, College Administrator, lawyer, state agency head, administrative law judge, mediator

Other City of Richmond, Boards or Commissions you currently or have previously served on. (Please give dates and office held if applicable)

NONE

Other Community Involvement:*

President & Legal Information Network for Cancer.
Bd member YWCA.

Phyllis Katz
Signature

* Attach additional sheets if necessary.

9-130-4096

Patron:

COUNCIL APPOINTED BOARDS AND COMMISSIONS

BACKGROUND INFORMATION

Please Print or Type:

Citizens Advisory Council (CAC)
(Name of Board, Commission or Authority)

NAME: Edward Conrad Green
(first, middle, last)

HOME NUMBER: 730-7607 DAYTIME NUMBER: 745-3550

HOME ADDRESS: 9124 Aaroe Drive ZIP CODE: 23116

EMPLOYER: Richmond Public Schools POSITION: Counselor HOW LONG?: 21 yrs.

BUSINESS ADDRESS: 1301 Whitehead Road ZIP CODE: 23225

Is your place of employment located in the City X or County ___?

Are you a City resident? Yes ___ No X NUMBER OF YEARS? ___

Are you registered to vote in the City? Yes ___ No X

If you're not a City resident, in which county do you reside?

Hanover County

Please describe educational background and experience which you will bring to the Committee.*

Thirty Two Years of experience in public education

Other City of Richmond, Boards or Commissions you currently or have previously served on. (Please give dates and office held if applicable)

None

Other Community Involvement:*

(1) Richmond Area Counselor's Association (2) National Trainer for the Community of Caring (3) National Board Member for the Community of Caring (Kennedy Foundation)

Edward C. Green
Signature

* Attach additional sheets if necessary.

Patron:

COUNCIL APPOINTED BOARDS AND COMMISSIONS

BACKGROUND INFORMATION

Please Print or Type:

Richmond Juvenile and Domestic Relations Court Citizens Advisory Council
(Name of Board, Commission or Authority)

NAME: Virgie Mattie Binford
(first, middle, last)

HOME NUMBER: (804) 782-9870 DAYTIME NUMBER: (804) 782-9870

HOME ADDRESS: 3027 Peabody Lane ZIP CODE: 23223

EMPLOYER: Retired Richmond Public Schools and Educational Consultant POSITION: Teacher and Educ. Administrator HOW LONG?: 37

BUSINESS ADDRESS: J. Sargeant Reynolds Community College - Downtown Campus Adjunct Faculty ZIP CODE: 23219

Is your place of employment located in the City ✓ or County ___?

Are you a City resident? Yes ___ No ✓ NUMBER OF YEARS? 21 years in City, 26 years in City
But I am a City Property Owner

Are you registered to vote in the City? Yes ___ No ✓

If you're not a City resident, in which county do you reside?

Henrico

Please describe educational background and experience which you will bring to the Committee.*

I hold an Ed.D. Degree in Administration and Supervision with a Bachelor of Science and M.S. Degrees in Education. In addition to serving as Educator for the Richmond Public Schools for 37 years, I am a College teacher and National Educational Consultant with employment in the Virgin Islands for 1

Other City of Richmond, Boards or Commissions you currently or have previously served on. (Please give dates and office held if applicable)

American Red Cross, Greater Richmond Chapter, YWCA Advi. Council and Past Board Member Board of Trustees for Presbyterian School of Christian Education.

Other Community Involvement:*

Vice President of Pi Lambda Theta, International Honor Society in Education and Vice President of Phi Delta Kappa, Richmond Chapter, Board of Directors of the National Assn. of Self-Esteem, Elder in All Souls Presbyterian Church.

Virgie M. Binford
Signature

* Attach additional sheets if necessary.

Patron:

COUNCIL APPOINTED BOARDS AND COMMISSIONS

BACKGROUND INFORMATION

Please Print or Type:

RICHMOND JUVENILE AND DOMESTIC RELATIONS COURT CITIZENS ADVISORY COUNCIL
(Name of Board, Commission or Authority)

NAME: AUDREY BROWN BURTON
(first, middle, last)

HOME NUMBER: 355-1905 DAYTIME NUMBER: 355-1905

HOME ADDRESS: 3002 GARRETT STREET ZIP CODE: 23221

EMPLOYER: MRA, INC. POSITION: TEACHER-TRAINER HOW LONG?: 3½ yrs

BUSINESS ADDRESS: 1156 15th St. NW - WASH, DC Su. 910 ZIP CODE: 20005

Is your place of employment located in the City YES or County ___?

Are you a City resident? Yes ✓ No ___ NUMBER OF YEARS? 23 yrs.

Are you registered to vote in the City? Yes ✓ No ___

If you're not a City resident, in which county do you reside?

N/A

Please describe educational background and experience which you will bring to the Committee.*

BA - Sociology; 13 yrs ADULT Prisons and Juvenile ADMINISTRATOR; TEACHER - Middle School; PARADIGM TRAINERS; Community AFFAIRS SPECIALIST.

Other City of Richmond, Boards or Commissions you currently or have previously served on. (Please give dates and office held if applicable)

N/A

Other Community Involvement:* Vol. Teacher - RJDC; ELIJAH House Academy Pres - CARILLON civic ASSOC, CHAIRPERSON - Juv. Detention Center Comm. Adv. BOARD; STEERING Comm - HOPE IN THE CITIES; (NATIONAL/LOCAL) CHAIRPERSON - SCM, INC; STEERING Comm, RESTORATION Presbyterian CHURCH

Audrey Brown Burton
Signature

* Attach additional sheets if necessary.

Patron:

COUNCIL APPOINTED BOARDS AND COMMISSIONS

BACKGROUND INFORMATION

Please Print or Type:

Juvenile and Domestic Relations Court Citizens Advisory Council
(Name of Board, Commission or Authority)

NAME: L. Victor Collins
(first, middle, last)

HOME NUMBER: 320-5758 DAYTIME NUMBER: 828-6672

HOME ADDRESS: 8027 Burford Commons ZIP CODE: 23235

EMPLOYER: VCU POSITION: Director HOW LONG?: 8 yrs

BUSINESS ADDRESS: 901 Floyd Ave., Box 843017 ZIP CODE: 23284

Is your place of employment located in the City ___ or County X ?

Are you a City resident? Yes ___ No X NUMBER OF YEARS? ___

Are you registered to vote in the City? Yes ___ No X

If you're not a City resident, in which county do you reside?

Chesterfield

Please describe educational background and experience which you will bring to the Committee.*

M.A. in Counseling & Personnel; Director of Minority Student Affairs at VCU

Other City of Richmond, Boards or Commissions you currently or have previously served on. (Please give dates and office held if applicable)

Daily Planet Board - 1990 through 1993

Other Community Involvement:*

LMR - Class of '96; Kappa Alpha Psi (Richmond Alumni); Coalition for Access, Affordability and Diversity in Higher Education (President)

L. Victor Collins
Signature

* Attach additional sheets if necessary.

Patron:

COUNCIL APPOINTED BOARDS AND COMMISSIONS

BACKGROUND INFORMATION

Please Print or Type:

Citizens Advisory Board for Juvenile and Domestic Relations Court
(Name of Board, Commission or Authority)

NAME: F. Todd Gray
(first, middle, last)

HOME NUMBER: 672--7833 DAYTIME NUMBER: 321-5115

HOME ADDRESS: 55261 Rockview Curve ZIP CODE: 23228

EMPLOYER: 5th St. Baptist Church POSITION: Pastor HOW LONG?: 2 Years

BUSINESS ADDRESS: 2800 Third Avenue ZIP CODE: 23222

Is your place of employment located in the City X or County ___?

Are you a City resident? Yes ___ No X NUMBER OF YEARS? ___

Are you registered to vote in the City? Yes ___ No X

If you're not a City resident, in which county do you reside?

Henrico

Please describe educational background and experience which you will bring to the Committee.*

Other City of Richmond, Boards or Commissions you currently or have previously served on. (Please give dates and office held if applicable)

None

Other Community Involvement:*

Establishment of Highland Park Leadership Roundtable, Established 1st Community Festival, Organized and Equipped first Citizen's Patrol, Established Mentorship Program with Overby-Sheppard Elementary School, etc. (See Bio)

Signature

Rev. F. Todd Gray

* Attach additional sheets if necessary.

02/27/97 15:50 ☎804 780 8906 RICH.JUV.DOM.CT. 001

Bibliography

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"Citizens in Planning." *National Civic Review*. September 1982.

"City Wants Control of Unit." *Richmond Times-Dispatch*. January 16, 1997.

Clark, Peter A. Action Research and Organizational Change. Harper and Row: London, 1972.

Dilulio, John J., Jr. "The Coming of the Super-Predators." *The Weekly Standard*. November 27, 1995.

Gelpe, Marcia R. "Citizens Boards as Regulatory Agencies." *The Urban lawyer*. Vol. 22, No. 3. Summer 1990.

Goodwillie, Susan, ed. and Children's Express. *Voices from the Future*. New York: Crown Publishers, 1993.

"Judges Support Juvenile Programs." Editorial. *Richmond Times-Dispatch*. January, 1997.

Kehoe, Chuck. Speech at Michigan's Conference on Citizen Advisory Councils. December 4, 1980. Qtd. In *Citizen Advisory Councils: Citizen Participation in Juvenile Courts*. Pontiac: Children's Charter of the Courts of Michigan, Inc., Year Unknown.

Margulies, N. and A. Raia. Action Research. In *Conceptual Foundations of Organizational Development*. New York: McGraw-Hill.

Maricopa County Community Advisory Bylaws, February 2, 1996.

Raup, Thomas C. "Right Reforms Could Curb Juvenile Crime." *The Richmond Times-Dispatch*. September 15, 1996.

Sheindlin, Judy. *Don't Pee on My Leg and Tell Me It's Raining*. New York: Harper Collins, 1996.

Vila, Bryan. "A General Paradigm for Understanding Criminal Behavior: Extending Evolutionary Ecological Theory." *Criminology*. Volume 32. Number 3. 1994.

PART II

By-Laws of the Citizens Advisory Council for the Richmond Juvenile and Domestic Relations Court

Article I - Mission

The mission of the Citizens Advisory Council (CAC) for the Richmond Juvenile and Domestic Relations (JDR) Court shall be: *to provide citizen input into the workings of the Court.*

Article II - Purpose

The CAC of the Richmond JDR is established for the purpose of enhancing the effectiveness of the Court in serving the needs of the Commonwealth of Virginia in the field of juvenile justice and domestic relations and for such purposes as to advise the Court as to the individual community's needs, effectiveness of service programs, and policy matters as seen by the members of the Council.

Article III - Duties and Functions

Section I - Duties

The duties of the CAC are outlined in the Code of Virginia 16.1-240:

1. To advise and cooperate with the court upon all matters affecting the working of this law and other laws relating to children, their care and protection and to domestic relations.
2. To consult and confer with the court and director of the court service unit from time to time relative to the development and extension of the court service program.
3. To encourage the member selected by the council to serve on the central Advisory council to visit, as often as the member conveniently can, institutions and associations receiving children under this law, and to report to the court from time to time and at least annually in its report made pursuant to subdivision 5 hereof the conditions and surroundings of the children received by or in charge of any such persons, institutions or associations.
4. To make themselves familiar with the work of the court under this law.
5. To make an annual report to the court and the participating governing bodies on the work of the council.

Section II - Limitation of Authority

The CAC shall have no authority to direct or control the Judges, the Director of the Court Service Unit or any staff of the Richmond JDR Court in any manner whatever, nor to control the administration of programs, nor to set policy, but shall serve in an Advisory capacity only. The Chief Operating Officer of the Richmond JDR Court shall monitor the activities of the CAC and shall have the authority to recommend removal of any found to have committed unethical or improper behavior.

Article IV-Membership

Section 1-Number and Tenure

The CAC may consist of twenty (20) persons to be appointed by both the Richmond City Council and the Richmond JDR Chief Judge. The City Council may appoint up to fifteen (15) persons, and the judges may appoint up to five (5) persons. Each member of the CAC shall serve a term commencing on the first day of May following his or her appointment, continuing for three (3) years and until his or her successor has been duly appointed and qualified; provided, however, that six (6) of the persons constituting the first Board shall serve for an initial term of one (1) year, seven (7) for an initial term of two (2) years, and seven (7) for an initial term of three (3) years as designated in their respective appointments, and in each case until their respective successors shall have been duly appointed and qualified. The terms of one-third of the CAC, or as nearly so as practical, shall expire each year. Those persons designated to serve on the first CAC for an initial term of less than three (3) years and those appointed to fill a vacancy and serve out an expired term may be reappointed.

Section 2-Nomination and Qualification

According to Virginia Code 16.1-240 A.,

> the governing bodies of each county and city served by a court service unit may appoint one or more members to a citizens Advisory council, in total not to exceed fifteen members; and the chief judge of the Juvenile and Domestic Relations district court may appoint one or more members to the Advisory council, in total not to exceed five members.

The first year, nominations will be solicited from both the judges and the City. Letters will be sent to the nominees, expressing our interest in them to be a part of the CAC. If they are interested, we would ask that they fill out an application form and send a brief biography. In selecting persons to serve on the Council, factors such as occupation, field of interest, place of residence, demonstration of concern for human welfare, and similar factors, to the end that the CAC shall be comprised of persons having a wide scope of abilities, concerns, influence, and be a representative cross section of the City of Richmond. To the extent possible, CAC members should be made up of local community and business leaders and concerned citizens who do not have any personal or business agendas related to the business of the Richmond JDR. There will be no discrimination based on age, sex, race, creed, religion, color, or national origin. All members of the CAC shall reside or work in the City of Richmond.

The following years, the Chairperson shall appoint a membership committee of three (3) CAC members who in concert with the Chief Operating Officer of the Richmond JDR will solicit and consider nominations from the Richmond JDR CAC, the City Council, Richmond JDR judges, staff members in the CSU and Clerk's office of the Richmond JDR, and other individuals and organized bodies who would likely be a source for nominations of persons qualified for CAC membership in accordance with these bylaws. The membership committee in concert with the Chief Operating Officer of the Richmond JDR shall present its recommendations of persons to fill the vacancies for approval. The Chairperson will forward those names along with the CAC's recommendations to the Richmond JDR Chief Judge or City Council for final selection. In selecting persons to serve on the CAC, consideration will be given to the same factors as the first

year.

Upon acceptance by the CAC, City Council, and/or judges, each new CAC member shall complete a required orientation.

Section 3-Vacancies

Any vacancy occurring in the Council and any membership to be filled by reason of an increase in the number of members shall be filled by the consent of the judges or City Council following procedures prescribed by the foregoing Section II of Article IV. A person so appointed to fill a vacancy shall serve for the remainder of the unexpired term of his or her predecessor in office.

Section 4-Compensation

Members of the CAC shall not receive any compensation for their services. Expenses incurred on CAC related travel shall be paid from funds appropriated to the Department of Juvenile Justice in accordance with rules and regulations adopted by the State Board.

Article V-Officers and Duties

Section 1-Officers

The officers of the CAC shall be a Chairperson and Vice Chairperson and such other officers as may be determined from time to time by the CAC.

Section 2-Election and Term of Office

The officers shall be elected annually by the CAC from among its membership at its last meeting preceding the first day of May of each year. New offices may be created and filled at any meeting of the Council. Each Officer shall serve until the end of April or until his or her successor shall have been duly elected and qualified.

Section 3-Removal

Any Officer elected by the Council may be removed by a vote of two-thirds of the existing CAC whenever, in its judgment, the best interest of the CAC and its objectives would be served by so doing.

Section 4-Vacancies

A vacancy in any office because of death, resignation, disqualification, or otherwise may be filled by a recommendation of the CAC, with final approval of the City Council or Chief Judge, for the unexpired term.

Section 5-Chairperson

The Chairperson shall preside at all meetings of the CAC and shall in general supervise and give direction to its activities. He or she shall sign all resolutions and written communications of the Council. The Chairperson or his or her delegate may attend management meetings of the JDR and/or City Council in an ex-officio capacity. The Chairperson shall represent the Richmond JDR CAC at various meetings and activities as appropriate.

Section 6-Vice-Chairperson

In the absence of the Chairperson, or in the event of his or her inability or refusal to act, the Vice-Chairperson shall perform the duties and functions of the Chairperson and when so acting, shall have all the powers of, and be subject to all the restrictions upon the Chairperson. The Vice-Chairperson shall perform other such duties as from time to time may be assigned to him or her by the Chairperson or by the CAC. The Vice-Chairperson shall annually review the bylaws and make recommendations for revisions as needed.

Section 7-Secretary

The secretary shall be responsible for recording the minutes of the meeting and performing any other administrative duties appointed by either the Chairperson or the Executive Director. Support for these administrative duties shall be provided by the staff support from the Clerk's Office, mentioned in Article VIII.

Article VI-Committees and Subcommittees

Section 1-Membership Committee

There shall be a standing membership committee, investigating who they think should be appointed and inquiring to them if they would be interested. The membership committee shall then take these nominees to City Council and the Chief Judge for approval. A chair of the membership committee shall be selected by the committee members.

Section 2-Other Committees

Other standing committees may be created by the CAC on recommendation of the Chairperson to enhance the effectiveness of the CAC, with members of such committees being required to be members of the CAC. Sub-committees may be appointed by action of the CAC for particular purposes to advise and inform the Council on specific matters whenever, in the judgment of the CAC, the services of such a sub-committee would enhance the effectiveness of the CAC. Persons appointed to serve on sub-committees shall not be required to be members of the CAC. A chair of each committee shall be selected by the committee members.

Section 3-Meeting Time of Committees

Committees are expected to meet at least once in between the meetings of the full council. Special meetings of the committees may be called by the chair of the committee.

Article VII-Meetings

Section 1-Time and Place

The CAC shall meet in regular sessions at least quarterly each year. Special meetings of the CAC may be called by the Chairperson, or in the event of his or her failure or refusal to act, by a majority of the CAC. The time and place for the holding of regular meetings may be provided by resolution of the CAC. The time and place for the holding of special meetings shall be stated in the call.

Section 2-Notice

Notice of any meeting of the CAC shall be given not less than five (5) days prior to, by written notice delivered personally or sent by mail or fax machine to each member of the CAC at his or her address as shown by records of the CAC. Any member may waive notice of any meeting.

Section 3-Quorum

A simple majority of the CAC shall constitute a quorum for the transaction of business at any meeting of the CAC, but if fewer than a quorum are present at any meeting, a majority of those present may choose to conduct the meeting unofficially or adjourn without further notice.

Section 4-Manner of Acting

The act of a majority of the members of the CAC present at a meeting at which a quorum is in attendance shall be the act of the CAC.

Section 5-Failure to Attend Meeting

Unless excused by express action of the CAC, the failure of a member to attend three (3) consecutive meetings of the CAC, whether regular or special meetings, following notice as required by these by-laws, the CAC shall operate to terminate such person's membership on the CAC with a resultant vacancy to be filled by consent of the City Council or the Chief Judge, consistent with Article IV, Section 2.

Article VIII - Staff Support

The CAC shall be staffed by the Chief Operating Officer of the Court who will serve as an ex-officio member and as Executive Director. The Court Service Unit and the City Administration shall provide a liaison to serve as an ex-officio member. The Clerk's Office shall provide a person to serve as an ex-officio member and provide support to the secretary of the council.

Article IX - Amendments

These bylaws may be amended or repealed and new bylaws may be adopted by a majority of the quorum of the Richmond JDR CAC present at any meeting with the approval of the Executive Director, provided that not less than fourteen (14) days written notice is given to the members of the CAC of the proposal to amend or repeal or to adopt new bylaws at such meeting; such notice to set forth, specifically, the action to be taken.

These by-laws have been accepted and approved on _____.

_____
Chairperson

_____
Executive Director

Training Manual
for the
Richmond Juvenile and Domestic Relations Court
Citizens Advisory Council

MEETING CALENDAR

The CAC will decide meeting dates, times, and locations for the entire year at their orientation retreat. Each committee will also decide meeting dates, times, and locations.

RICHMOND JUVENILE AND DOMESTIC RELATIONS COURT (JDR) CITIZENS ADVISORY COUNCIL (CAC) COMMITTEES

1. Membership Committee

It will be the responsibility of the membership committee to solicit nominations from the Richmond JDR CAC, the City Council, Richmond JDR judges, staff members in the CSU and Clerk's Office of the Richmond JDR, and other individuals and organized bodies who would likely be a source for nominations of persons qualified for CAC membership. This committee will then, with the help of the Chief Operating Officer, present its recommendations of persons to fill the vacancies to City Council and the Chief Judge for approval.

Other standing committees will be developed at the recommendation of the Chairperson on issues to enhance the effectiveness of the CAC. All members of the CAC are required to serve on a committee.

RICHMOND JDR CAC MAILING ADDRESSES AND PHONE NUMBERS

This list will be compiled after the April 14th meeting of City Council in which they will approve the CAC members.

EX-OFFICIO MEMBERS
The Honorable Kimberly B. O'Donnell
The Honorable Audrey Franks
The Honorable Angela Roberts
The Honorable Richard Taylor, Jr.
The Honorable Harold W. Burgess, Jr.
Dr. Tom Dertinger, COO
Richmond JDR
1600 N. 17th Street
Richmond, VA 23219-1214

Mr. Oliver Hill

City Liaison

Representative from Clerk's Office

Representative from CSU

RICHMOND JDR TELEPHONE NUMBERS

Dr. Tom Dertinger, COO	780-8976
Diane Ickes, secretary to the judges	780-8918
CSU	780-8977
Clerk's Office	780-8900

Key Player Telephone Numbers and Addresses

James Banks, Chair of Public Safety
City Hall, Suite 200
900 East Broad St.
Richmond, VA 23219
698-3500

Viola Baskerville
Vice Mayor
900 East Broad St.
Richmond, VA 23219
780-5426

Robert Bobb
City Manager
900 East Broad St.
Richmond, VA 23219
780-7970

Eric Cantor
Virginia House of Delegates
P.O. Box 28280
Richmond, VA 23228
266-6100

Edna Chavis
City Clerk
City Hall, Suite 200
900 East Broad St.
Richmond, VA 23219
780-7955

Larry Chavis
Mayor of Richmond
900 East Broad St., Room 201
Richmond, VA 23219
780-7977

Patricia Conn
School Superintendent
Richmond Public Schools
301 North 9th St., 17th FL
Richmond, VA 23219
780-7700

Michael Evans
Director of Social Services
900 East Marshall S., Room 330
Richmond, VA 23219
780-7430

Frank Hall
Virginia House of Delegates
2800 Buford Rd., Suite 202
Richmond, VA 23235
272-1515

Susan Hanson
Deputy Public Defender
1600 North 17th St.
Richmond, VA 23219

Sheila Hill-Christian
City Department of Juvenile Justice
900 East Broad St., Room 302
Richmond, VA 23219
780-5987
780-8051 fax

Dwight Jones
Virginia House of Delegates
P.O. Box 2347
Richmond, VA 23218-2347
233-7679

Benjamin Lambert
Senate of Virginia
904 North 1st St.
Richmond, VA 23219
643-3534

Judge Donald Lemons, Circuit Court
John Marshall Courts Building
400 North 9th St.
Richmond, VA 23219
780-6512

Henry Marsh
Senate of Virginia
509 North 3rd St.
Richmond, VA 23219
648-9073

Lundi Martin
Director of Mental Health and Mental Retardation
900 East Marshall St., Suite 160
Richmond, VA 23219
780-5993

Sandra Martin
Detention Home Administrator of Community Programming
780-8936

Michelle Mitchell
City Sheriff
1701 Fairfield Way
Richmond, VA 23223
780-8630

Jerry Oliver
Chief of Police
501 North 9th St., Room G39
Richmond, VA 23219
780-6700

Panny Rhodes
Virginia House of Delegates
P.O. Box 14569
Richmond, VA 23221
285-2718

John Rockecharlie
Deputy Commonwealth's Attorney
1600 North 17th St.
Richmond, VA 23219

John Rupp
City Attorney
900 East Broad St., Room 300
Richmond, VA 23219
780-7946

State Department of Juvenile Justice
P.O. Box 1110
Richmond, VA 23218-1110

Other Helpful Phone Numbers

Center for State Courts
contact--Maria Schmitt, Washington, D.C. office
(703) 841-0200

National Center for Juvenile and Family Court Judges
contact--Hunter Hurst, Pittsburgh, PA
(412) 227-6950
(412) 227-6955

Marion Kelly
Juvenile Justice Specialist for Commonwealth of Virginia
225-4072

Chief Judge William Williams
Norfolk JDR
800 East City Hall Ave.
Norfolk, VA 23510
(804) 683-9301
(804) 683-9396

Kevin Moran
Director of CSU
800 East City Hall Ave.
Norfolk, VA 23510
(804) 664-7663

Virginia Code

*16.1-240. Citizens Advisory council.--A. The governing bodies of each county and city served by a court service unit may appoint one or more members to a citizens advisory council, in total not to exceed fifteen members; and the chief judge of the juvenile and domestic relations district court may appoint one or more members to the advisory council, in total not to exceed five members. The duties of the council shall be as follows:

1. To advise and cooperate with the court upon all matters affecting the working of this law and other laws relating to children, their care and protection and to domestic relations;

2. To consult and confer with the court and director of the court service unit from time to time relative to the development and extension of the court service program;

3. To encourage the member selected by the council to serve on the central advisory council to visit, as often as the member conveniently can, institutions and associations receiving children under this law, and to report to the court from time to time and at least annually in its report made pursuant to subdivision 5 hereof the conditions and surroundings of the children received by or in charge of any such persons, institutions or associations;

4. To make themselves familiar with the work of the court under this law;

5. To make an annual report to the court and the participating governing bodies on the work of this council.

B. Traveling expenses of the members of the citizens advisory council shall be paid from funds appropriated to the Department of Juvenile Justice in accordance with rules and regulations adopted by the State Board.

C. If the governing body does not exercise its option to appoint a citizens advisory council pursuant to subsection A of this section, the judge of the juvenile and domestic relations district court may appoint an advisory board of citizens, not to exceed fifteen members, who shall perform the same duties as provided in this section.

D. One member selected by each citizens advisory council shall serve on a central advisory council to consult and confer with the Director and other appropriate staff of the Department to assist in carrying out the objectives of the court service program, insofar as possible. (Code 1950, * 16.1-157; 1956, c. 555; 1968, c. 435; 1977, c. 559; 1989, c. 733.)

By-Laws of the Citizens Advisory Council for the Richmond Juvenile and Domestic Relations Court

Article I - Mission

The mission of the Citizens Advisory Council (CAC) for the Richmond Juvenile and Domestic Relations (JDR) Court shall be: *to provide citizen input into the workings of the Court.*

Article II - Purpose

The CAC of the Richmond JDR is established for the purpose of enhancing the effectiveness of the Court in serving the needs of the Commonwealth of Virginia in the field of juvenile justice and domestic relations and for such purposes as to advise the Court as to the individual community's needs, effectiveness of service programs, and policy matters as seen by the members of the Council.

Article III - Duties and Functions

Section I - Duties

The duties of the CAC are outlined in the Code of Virginia 16.1-240:

1. To advise and cooperate with the court upon all matters affecting the working of this law and other laws relating to children, their care and protection and to domestic relations.
2. To consult and confer with the court and director of the court service unit from time to time relative to the development and extension of the court service program.
3. To encourage the member selected by the council to serve on the central Advisory council to visit, as often as the member conveniently can, institutions and associations receiving children under this law, and to report to the court from time to time and at least annually in its report made pursuant to subdivision 5 hereof the conditions and surroundings of the children received by or in charge of any such persons, institutions or associations.
4. To make themselves familiar with the work of the court under this law.
5. To make an annual report to the court and the participating governing bodies on the work of the council.

Section II - Limitation of Authority

The CAC shall have no authority to direct or control the Judges, the Director of the Court Service Unit or any staff of the Richmond JDR Court in any manner whatever, nor to control the administration of programs, nor to set policy, but shall serve in an Advisory capacity only. The Chief Operating Officer of the Richmond JDR Court shall monitor the activities of the CAC and

shall have the authority to recommend removal of any found to have committed unethical or improper behavior.

Article IV-Membership

Section 1-Number and Tenure

The CAC may consist of twenty (20) persons to be appointed by both the Richmond City Council and the Richmond JDR Chief Judge. The City Council may appoint up to fifteen (15) persons, and the judges may appoint up to five (5) persons. Each member of the CAC shall serve a term commencing on the first day of May following his or her appointment, continuing for three (3) years and until his or her successor has been duly appointed and qualified; provided, however, that six (6) of the persons constituting the first Board shall serve for an initial term of one (1) year, seven (7) for an initial term of two (2) years, and seven (7) for an initial term of three (3) years as designated in their respective appointments, and in each case until their respective successors shall have been duly appointed and qualified. The terms of one-third of the CAC, or as nearly so as practical, shall expire each year. Those persons designated to serve on the first CAC for an initial term of less than three (3) years and those appointed to fill a vacancy and serve out an expired term may be reappointed.

Section 2-Nomination and Qualification

According to Virginia Code 16.1-240 A.,

> the governing bodies of each county and city served by a court service unit may appoint one or more members to a citizens Advisory council, in total not to exceed fifteen members; and the chief judge of the Juvenile and Domestic Relations district court may appoint one or more members to the Advisory council, in total not to exceed five members.

The first year, nominations will be solicited from both the judges and the City. Letters will be sent to the nominees, expressing our interest in them to be a part of the CAC. If they are interested, we would ask that they fill out an application form and send a brief biography. In selecting persons to serve on the Council, factors such as occupation, field of interest, place of residence, demonstration of concern for human welfare, and similar factors, to the end that the CAC shall be comprised of persons having a wide scope of abilities, concerns, influence, and be a representative cross section of the City of Richmond. To the extent possible, CAC members should be made up of local community and business leaders and concerned citizens who do not have any personal or business agendas related to the business of the Richmond JDR. There will be no discrimination based on age, sex, race, creed, religion, color, or national origin. All members of the CAC shall reside or work in the City of Richmond.

The following years, the Chairperson shall appoint a membership committee of three (3) CAC members who in concert with the Chief Operating Officer of the Richmond JDR will solicit and consider nominations from the Richmond JDR CAC, the City Council, Richmond JDR judges, staff members in the CSU and Clerk's office of the Richmond JDR, and other individuals and

organized bodies who would likely be a source for nominations of persons qualified for CAC membership in accordance with these bylaws. The membership committee in concert with the Chief Operating Officer of the Richmond JDR shall present its recommendations of persons to fill the vacancies for approval. The Chairperson will forward those names along with the CAC's recommendations to the Richmond JDR Chief Judge or City Council for final selection. In selecting persons to serve on the CAC, consideration will be given to the same factors as the first year.

Upon acceptance by the CAC, City Council, and/or judges, each new CAC member shall complete a required orientation.

Section 3-Vacancies

Any vacancy occurring in the Council and any membership to be filled by reason of an increase in the number of members shall be filled by the consent of the judges or City Council following procedures prescribed by the foregoing Section II of Article IV. A person so appointed to fill a vacancy shall serve for the remainder of the unexpired term of his or her predecessor in office.

Section 4-Compensation

Members of the CAC shall not receive any compensation for their services. Expenses incurred on CAC related travel shall be paid from funds appropriated to the Department of Juvenile Justice in accordance with rules and regulations adopted by the State Board.

Article V-Officers and Duties

Section 1-Officers

The officers of the CAC shall be a Chairperson and Vice Chairperson and such other officers as may be determined from time to time by the CAC.

Section 2-Election and Term of Office

The officers shall be elected annually by the CAC from among its membership at its last meeting preceding the first day of May of each year. New offices may be created and filled at any meeting of the Council. Each Officer shall serve until the end of April or until his or her successor shall have been duly elected and qualified.

Section 3-Removal

Any Officer elected by the Council may be removed by a vote of two-thirds of the existing CAC whenever, in its judgment, the best interest of the CAC and its objectives would be served by so doing.

Section 4-Vacancies

A vacancy in any office because of death, resignation, disqualification, or otherwise may be filled by a recommendation of the CAC, with final approval of the City Council or Chief Judge, for the unexpired term.

Section 5-Chairperson

The Chairperson shall preside at all meetings of the CAC and shall in general supervise and give direction to its activities. He or she shall sign all resolutions and written communications of the Council. The Chairperson or his or her delegate may attend management meetings of the JDR and/or City Council in an ex-officio capacity. The Chairperson shall represent the Richmond JDR CAC at various meetings and activities as appropriate.

Section 6-Vice-Chairperson

In the absence of the Chairperson, or in the event of his or her inability or refusal to act, the Vice-Chairperson shall perform the duties and functions of the Chairperson and when so acting, shall have all the powers of, and be subject to all the restrictions upon the Chairperson. The Vice-Chairperson shall perform other such duties as from time to time may be assigned to him or her by the Chairperson or by the CAC. The Vice-Chairperson shall annually review the bylaws and make recommendations for revisions as needed.

Section 7-Secretary

The secretary shall be responsible for recording the minutes of the meeting and performing any other administrative duties appointed by either the Chairperson or the Executive Director. Support for these administrative duties shall be provided by the staff support from the Clerk's Office, mentioned in Article VIII.

Article VI-Committees and Subcommittees

Section 1-Membership Committee

There shall be a standing membership committee, investigating who they think should be appointed and inquiring to them if they would be interested. The membership committee shall then take these nominees to City Council and the Chief Judge for approval. A chair of the membership committee shall be selected by the committee members.

Section 2-Other Committees

Other standing committees may be created by the CAC on recommendation of the Chairperson to enhance the effectiveness of the CAC, with members of such committees being required to be members of the CAC. Sub-committees may be appointed by action of the CAC for particular

purposes to advise and inform the Council on specific matters whenever, in the judgment of the CAC, the services of such a sub-committee would enhance the effectiveness of the CAC. Persons appointed to serve on sub-committees shall not be required to be members of the CAC. A chair of each committee shall be selected by the committee members.

Section 3-Meeting Time of Committees

Committees are expected to meet at least once in between the meetings of the full council. Special meetings of the committees may be called by the chair of the committee.

Article VII-Meetings

Section 1-Time and Place

The CAC shall meet in regular sessions at least quarterly each year. Special meetings of the CAC may be called by the Chairperson, or in the event of his or her failure or refusal to act, by a majority of the CAC. The time and place for the holding of regular meetings may be provided by resolution of the CAC. The time and place for the holding of special meetings shall be stated in the call.

Section 2-Notice

Notice of any meeting of the CAC shall be given not less than five (5) days prior to, by written notice delivered personally or sent by mail or fax machine to each member of the CAC at his or her address as shown by records of the CAC. Any member may waive notice of any meeting.

Section 3-Quorum

A simple majority of the CAC shall constitute a quorum for the transaction of business at any meeting of the CAC, but if fewer than a quorum are present at any meeting, a majority of those present may choose to conduct the meeting unofficially or adjourn without further notice.

Section 4-Manner of Acting

The act of a majority of the members of the CAC present at a meeting at which a quorum is in attendance shall be the act of the CAC.

Section 5-Failure to Attend Meeting

Unless excused by express action of the CAC, the failure of a member to attend three (3) consecutive meetings of the CAC, whether regular or special meetings, following notice as required by these by-laws, the CAC shall operate to terminate such person's membership on the

CAC with a resultant vacancy to be filled by consent of the City Council or the Chief Judge, consistent with Article IV, Section 2.

Article VIII - Staff Support

The CAC shall be staffed by the Chief Operating Officer of the Court who will serve as an ex-officio member and as Executive Director. The Court Service Unit and the City Administration shall provide a liaison to serve as an ex-officio member. The Clerk's Office shall provide a person to serve as an ex-officio member and provide support to the secretary of the council.

Article IX - Amendments

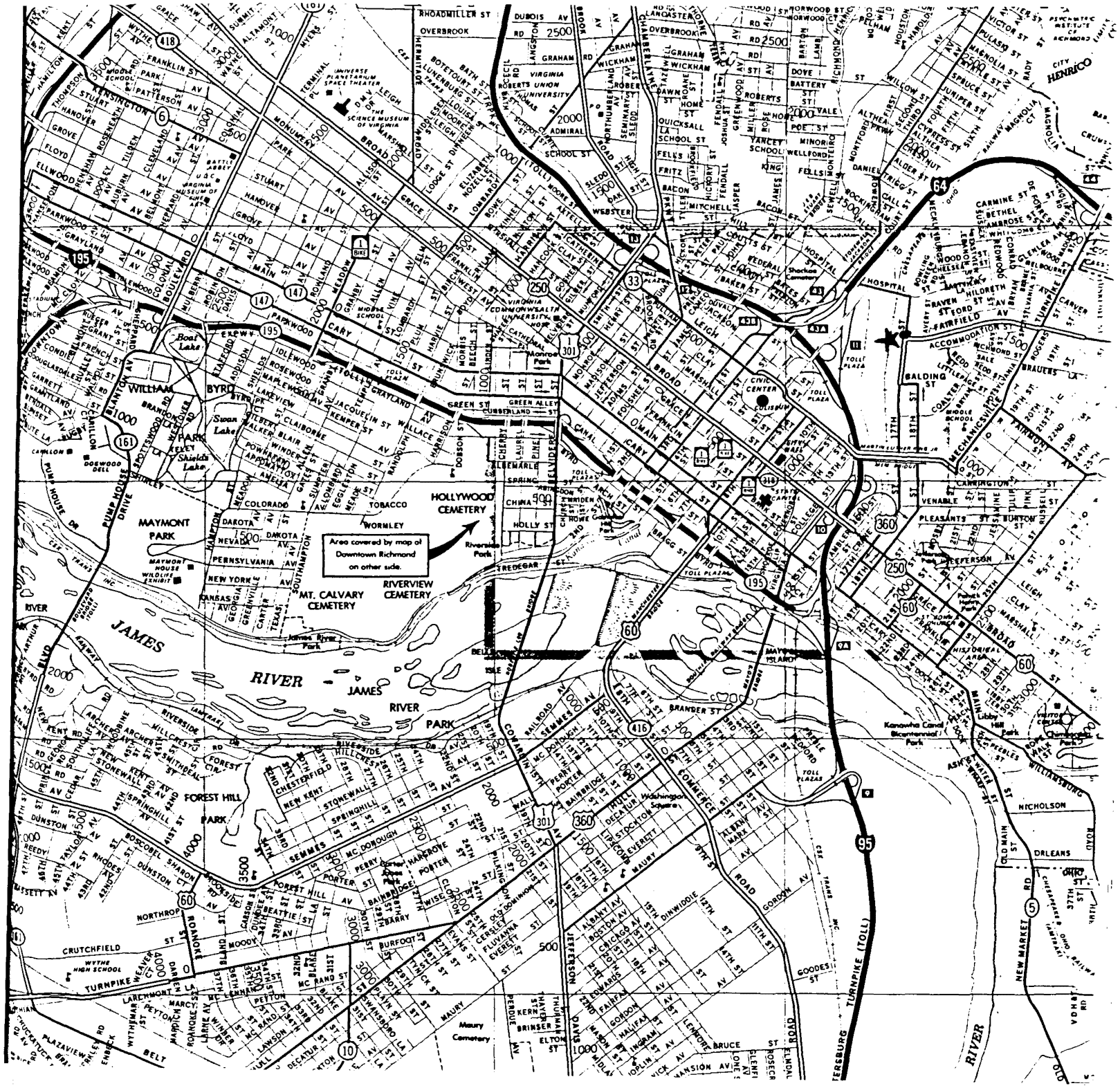
These bylaws may be amended or repealed and new bylaws may be adopted by a majority of the quorum of the Richmond JDR CAC present at any meeting with the approval of the Executive Director, provided that not less than fourteen (14) days written notice is given to the members of the CAC of the proposal to amend or repeal or to adopt new bylaws at such meeting; such notice to set forth, specifically, the action to be taken.

These by-laws have been accepted and approved on _____.

_____
Chairperson

_____
Executive Director

Richmond JDR Location Map



Biographies of CAC Members

Patron:

COUNCIL APPOINTED BOARDS AND COMMISSIONS

BACKGROUND INFORMATION

Please Print or Type:

Richmond Juvenile Court Citizens Advisory Council
(Name of Board, Commission or Authority)

NAME: Robert E. Shepherd, Jr.
(first, middle, last)

HOME NUMBER: (804) 272-5344 DAYTIME NUMBER: (804) 289-8203

HOME ADDRESS: 8600 Gem Street, Richmond, VA ZIP CODE: 23235

EMPLOYER: Univ. of Richmond POSITION: Law professor HOW LONG?: 18 yrs.

BUSINESS ADDRESS: School of Law, Univ. of Richmond Richmond, VA ZIP CODE: 23173

Is your place of employment located in the City x or County ___?

Are you a City resident? Yes ___ No x NUMBER OF YEARS? ___

Are you registered to vote in the City? Yes ___ No x

If you're not a City resident, in which county do you reside?

Chesterfield

Please describe educational background and experience which you will bring to the Committee.*

former Assistant Attorney General of Virginia and professor of law specializing in juvenile law issues

Other City of Richmond, Boards or Commissions you currently or have previously served on. (Please give dates and office held if applicable)

none

Other Community Involvement:*

board member, Action Alliance for Virginia's Children and Youth; Chair, Virginia Bar Association Commission on the Needs of Children

Robert E. Shepherd, Jr.
Signature

* Attach additional sheets if necessary.

Patron:

COUNCIL APPOINTED BOARDS AND COMMISSIONS

BACKGROUND INFORMATION

Please Print or Type:

Citizens Advisory Council
(Name of Board, Commission or Authority)

NAME: David Karl Hall
(first, middle, last)

HOME NUMBER: (804) 236-4601 DAYTIME NUMBER: (804) 644-9622

HOME ADDRESS: 825 Fox Paw Drive Richmond VA ZIP CODE: 23223

EMPLOYER: Downtown YMCA POSITION: Associate Executive Director EOW LONG?: 1½

BUSINESS ADDRESS: 2west Franklin Richmond VA ZIP CODE: 23220

Is your place of employment located in the City ✓ or County ___?

Are you a City resident? Yes ___ No ✓ NUMBER OF YEARS? ___

Are you registered to vote in the City? Yes ___ No ✓

If you're not a City resident, in which county do you reside?

Henrico County

Please describe educational background and experience which you will bring to the Committee.*

Graduated from Hampton University Bachelor of Science in Management

Experience in youth family + community programs

Other City of Richmond, Boards or Commissions you currently or have previously served on. (Please give dates and office held if applicable)

N/A

Other Community Involvement:*

Member of Metro TEEN Advisory Council

Family Community Programs for at risk youth + families

David K Hall
Signature

* Attach additional sheets if necessary.

Patron:

COUNCIL APPOINTED BOARDS AND COMMISSIONS

BACKGROUND INFORMATION

Please Print or Type:

Citizens Advisory Council - Richmond JDR
(Name of Board, Commission or Authority)

NAME: Sharon S. England
(first, middle, last)

HOME NUMBER: 741-9693 DAYTIME NUMBER: 740-5586

HOME ADDRESS: 3075 Gaskins Rd. ZIP CODE: 23233

EMPLOYER: Sole Practitioner POSITION: Attorney HOW LONG?: 10 mos.

BUSINESS ADDRESS: P.O. Box 29177 ZIP CODE: 23242

Is your place of employment located in the City ___ or County ✓?

Are you a City resident? Yes ___ No ✓ NUMBER OF YEARS? ___

Are you registered to vote in the City? Yes ___ No ✓

If you're not a City resident, in which county do you reside?

Henrico

Please describe educational background and experience which you will bring to the Committee.*

See resume

Other City of Richmond, Boards or Commissions you currently or have previously served on. (Please give dates and office held if applicable)

Richmond CASA Boards Directors (1993-1997) President, Chair of Fundraising and Child Advocacy Committee Family & Childrens Services Board (1996 to Chair - Youth Advisory Committee

Other Community Involvement:*

Habitat for Humanity

Sharon S. England
Signature

* Attach additional sheets if necessary.

Patron:

COUNCIL APPOINTED BOARDS AND COMMISSIONS

BACKGROUND INFORMATION

Please Print or Type:

Citizens Advisory Council, Juvenile & Domestic Relations Court
(Name of Board, Commission or Authority)

NAME: Phyllis C. KATZ
(first, middle, last)

HOME NUMBER: 358-5244 DAYTIME NUMBER: 786-3869

HOME ADDRESS: 207 N. GRANBY St ZIP CODE: 23220

EMPLOYER: Department of Employee Relations Counselors POSITION: Director HOW LONG?: 10 yrs.

BUSINESS ADDRESS: 1313 E. main St, Suite 305 ZIP CODE: 23219

Is your place of employment located in the City X or County ___?

Are you a City resident? Yes X No ___ NUMBER OF YEARS? 19

Are you registered to vote in the City? Yes X No ___

If you're not a City resident, in which county do you reside?

Please describe educational background and experience which you will bring to the Committee.*

teacher, College Administrator, lawyer, state agency head, administrative law judge, mediator

Other City of Richmond, Boards or Commissions you currently or have previously served on. (Please give dates and office held if applicable)

NONE

Other Community Involvement:*

President & Legal Information Network for Cancer.
Bd member YWCA.

Phyllis Katz
Signature

* Attach additional sheets if necessary.

9-130-3936

Patron:

COUNCIL APPOINTED BOARDS AND COMMISSIONS

BACKGROUND INFORMATION

Please Print or Type:

Citizens Advisory Council (CAC)
(Name of Board, Commission or Authority)

NAME: Edward Conrad Green
(first, middle, last)

HOME NUMBER: 730-7607 DAYTIME NUMBER: 745-3550

HOME ADDRESS: 9124 Aaroe Drive ZIP CODE: 23116

EMPLOYER: Richmond Public Schools POSITION: Counselor HOW LONG?: 21 yrs.

BUSINESS ADDRESS: 1301 Whitehead Road ZIP CODE: 23225

Is your place of employment located in the City X or County ___?

Are you a City resident? Yes ___ No X NUMBER OF YEARS? ___

Are you registered to vote in the City? Yes ___ No X

If you're not a City resident, in which county do you reside?

Hanover County

Please describe educational background and experience which you will bring to the Committee.*

Thirty Two years of experience in public education

Other City of Richmond, Boards or Commissions you currently or have previously served on. (Please give dates and office held if applicable)

None

Other Community Involvement:*

(1) Richmond Area Counselor's Association (2) National Trainer for the Community of Caring (3) National Board Member for the Community of Caring (Kennedy Foundation)

Edward C. Green
Signature

* Attach additional sheets if necessary.

Patron:

COUNCIL APPOINTED BOARDS AND COMMISSIONS

BACKGROUND INFORMATION

Please Print or Type:

Richmond Juvenile and Domestic Relations Court Citizens Advisory Council
(Name of Board, Commission or Authority)

NAME: Virgie Mattie Binford
(first, middle, last)

HOME NUMBER: (804) 782-9870 DAYTIME NUMBER: (804) 782-9870

HOME ADDRESS: 3027 Peabody Lane ZIP CODE: 23223

EMPLOYER: Retired Richmond Public Schools and Educational Consultant POSITION: Teacher and Educ. Administrator HOW LONG?: 37

BUSINESS ADDRESS: J. Sargeant Reynolds Community College - Downtown Campus Adjunct Faculty ZIP CODE: 23219

Is your place of employment located in the City ✓ or County ___?

Are you a City resident? Yes ___ No ✓ NUMBER OF YEARS? 21 years in City, 26 years in But I am a city Property Owner

Are you registered to vote in the City? Yes ___ No ✓

If you're not a City resident, in which county do you reside?

Henrico

Please describe educational background and experience which you will bring to the Committee.*

I hold an Ed.D. Degree in Administration and Supervision with a Bachelor of Science and M.S. Degrees in Educatio In addition to serving as educator for the Richmond Public Schools for 37 years, I am a College teacher and National Educational Consultant with employment in the Virgi Other City of Richmond, Boards or Commissions you currently or have previously served on. (Please give dates and office held if applicable) Islands for

American Red Cross, Greater Richmond Chapter, YWCA Adv Council and Past Board Member, Board of Trustees for Presbyterian School of Christian Education.

Other Community Involvement:*

Vice President of Pi Lambda Theta, International Honor Society in Education and Vice President of Phi Delta Kappa, Richmond Chapter, Board of Directors of the National Assn. of Self-Esteem, Elder in All Souls Presbyterian Church.

Virgie M. Binford
Signature

* Attach additional sheets if necessary.

Patron:

COUNCIL APPOINTED BOARDS AND COMMISSIONS

BACKGROUND INFORMATION

Please Print or Type:

RICHMOND JUVENILE AND DOMESTIC RELATIONS COURT CITIZENS ADVISORY COUNCIL
(Name of Board, Commission or Authority)

NAME: AUDREY BROWN BURTON
(first, middle, last)

HOME NUMBER: 355-1905 DAYTIME NUMBER: 355-1905

HOME ADDRESS: 3002 GARRETT STREET ZIP CODE: 23221

EMPLOYER: MRA, INC. POSITION: TEACHER-TRAINER HOW LONG?: 3½ yrs

BUSINESS ADDRESS: 1156 15th St. NW - WASH, DC Sw. 910 ZIP CODE: 20005

Is your place of employment located in the City YES or County ___?

Are you a City resident? Yes ✓ No ___ NUMBER OF YEARS? 23 yrs.

Are you registered to vote in the City? Yes ✓ No ___

If you're not a City resident, in which county do you reside?

N/A

Please describe educational background and experience which you will bring to the Committee.*

BA - Sociology; 13 yrs ADULT Prisons and Juvenile ADMINISTRATOR; TEACHER - Middle School; PARADIGM TRAINERS; Community AFFAIRS SPECIALIST.

Other City of Richmond, Boards or Commissions you currently or have previously served on. (Please give dates and office held if applicable)

N/A

Other Community Involvement:* Vol. Teacher - RJDC; ELIJAH House Academy Pres - CARILLON civic ASSOC, CHAIRPERSON - Juv. Detention Cntr. Comm. Adv. BOARD; STEERING Comm - Hope IN THE CITIES; (NATIONAL/LOCAL) CHAIRPERSON - SGM, INC; STEERING Comm, RESTORATION Presbyterian CHURCH

Audrey Brown Burton
Signature

* Attach additional sheets if necessary.

Patron:

COUNCIL APPOINTED BOARDS AND COMMISSIONS

BACKGROUND INFORMATION

Please Print or Type:

Juvenile and Domestic Relations Court Citizens Advisory Council
(Name of Board, Commission or Authority)

NAME: L. Victor Collins
(first, middle, last)

HOME NUMBER: 320-5758 DAYTIME NUMBER: 828-6672

HOME ADDRESS: 8027 Burford Commons ZIP CODE: 23235

EMPLOYER: VCU POSITION: Director HOW LONG?: 8 yrs

BUSINESS ADDRESS: 901 Floyd Ave., Box 843017 ZIP CODE: 23284

Is your place of employment located in the City ___ or County X ?

Are you a City resident? Yes ___ No X NUMBER OF YEARS? ___

Are you registered to vote in the City? Yes ___ No X

If you're not a City resident, in which county do you reside?

Chesterfield

Please describe educational background and experience which you will bring to the Committee.*

M.A. in Counseling & Personnel; Director of Minority Student Affairs at VCU

Other City of Richmond, Boards or Commissions you currently or have previously served on. (Please give dates and office held if applicable)

Daily Planet Board - 1990 through 1993

Other Community Involvement:*

LMR - Class of '96; Kappa Alpha Psi (Richmond Alumni); Coalition for Access, Affordability and Diversity in Higher Education (President)

L. Victor Collins
Signature

* Attach additional sheets if necessary.

Patron:

COUNCIL APPOINTED BOARDS AND COMMISSIONS

BACKGROUND INFORMATION

Please Print or Type:

Citizens Advisory Board for Juvenile and Domestic Relations Court
(Name of Board, Commission or Authority)

NAME: F. Todd Gray
(first, middle, last)

HOME NUMBER: 672--7833 DAYTIME NUMBER: 321-5115

HOME ADDRESS: 55261 Rockview Curve ZIP CODE: 23228

EMPLOYER: 5th St. Baptist Church POSITION: Pastor HOW LONG?: 2 Years

BUSINESS ADDRESS: 2800 Third Avenue ZIP CODE: 23222

Is your place of employment located in the City X or County ___?

Are you a City resident? Yes ___ No X NUMBER OF YEARS? ___

Are you registered to vote in the City? Yes ___ No X

If you're not a City resident, in which county do you reside?

Henrico

Please describe educational background and experience which you will bring to the Committee.*

Other City of Richmond, Boards or Commissions you currently or have previously served on. (Please give dates and office held if applicable)

None

Other Community Involvement:*

Establishment of Highland Park Leadership Roundtable, Established 1st Community Festival, Organized and Equipped first Citizen's Patrol, Established Mentorship Program with Overby-Sheppard Elementary School, etc. (See Bio)

Signature

Rev. F. Todd Gray

* Attach additional sheets if necessary.

JUVENILE AND DOMESTIC RELATIONS COURT

Purpose of the JDR

The purpose of the JDR is to protect the confidentiality of all juveniles coming before the court, and in their commitment to rehabilitate or treat, rather than punish, those who come before the court. The welfare of the child and the family is the paramount concern in the court's proceedings.

Areas of Jurisdiction

The JDR handles cases involving:

-delinquents
-juveniles accused of traffic violations
-children in need of services
-children who have been subjected to abuse or neglect
-spouses who have been subjected to abuse
-adults accused of child abuse or neglect, or of offenses against members of their own family (juvenile or adult)
-adults involved in disputes concerning the support, visitation or custody of a child
-abandonment of children
-foster care and entrustment agreements
-court-ordered rehabilitation services
-court consent for certain medical treatments

JDR Hearings

1. **Petition, Summons, Subpoena and Warrant**

A petition is a legal paper containing the written statement which brings the case involving juveniles into court. The petition contains facts concerning the case and requests a hearing to determine the truth of these facts and to take whatever action is appropriate and permitted by law.

A summons is a legal paper requiring a person to appear in court at the date and time stated on the summons. The petition is delivered with the summons to those people who are required to be in court as parties in the case. No petition is required when a juvenile is arrested and released on a summons written by an arresting officer.

A subpoena is a legal paper delivered to witnesses who are required to be in court, telling them when and where they are required to appear.

A warrant is a legal paper accusing a person of committing crimes, requiring that the person be arrested, be brought before a magistrate for a pre-trial release (bail) hearing, and be required to appear in court to answer the accusations.

2. **Preliminary Hearings**

Adults charged with committing felonies against children or family members are brought into JDR after arrest for a preliminary hearing. This hearing is held to determine if there is probably cause to believe that the accused adult committed the felony. If probable cause is found, the case is transferred to circuit court; otherwise, the case is dismissed.

3. **Adjudicatory Hearing (Trial)**

It is at the adjudicatory hearing that the judge determines whether the facts as stated in the petition are true. During the adjudicatory hearing in delinquency cases, all charges must be proven beyond a reasonable doubt before guilt is established. If the judge finds the juvenile to be guilty, the case is usually continued to another day for the judge to make a disposition decision. This decision is not always made immediately because the judge may require information about all aspects of the child's background, including prior offenses and personal history, before determining what corrective measures to take with the child.

There is no jury trial in this court. A case must be transferred or appealed to circuit court to obtain a jury trial.

4. **Disposition**

The juvenile judge has a wide range of alternatives to choose from in selecting a disposition in cases of involving juveniles. The judge's choice depends greatly upon the individual's prior record, social history, physical and mental condition, environmental circumstances at home, the facts and circumstances of the acts for which the individual was convicted, including the seriousness of the offense, and other factors which help the judge determine the best disposition for the child.

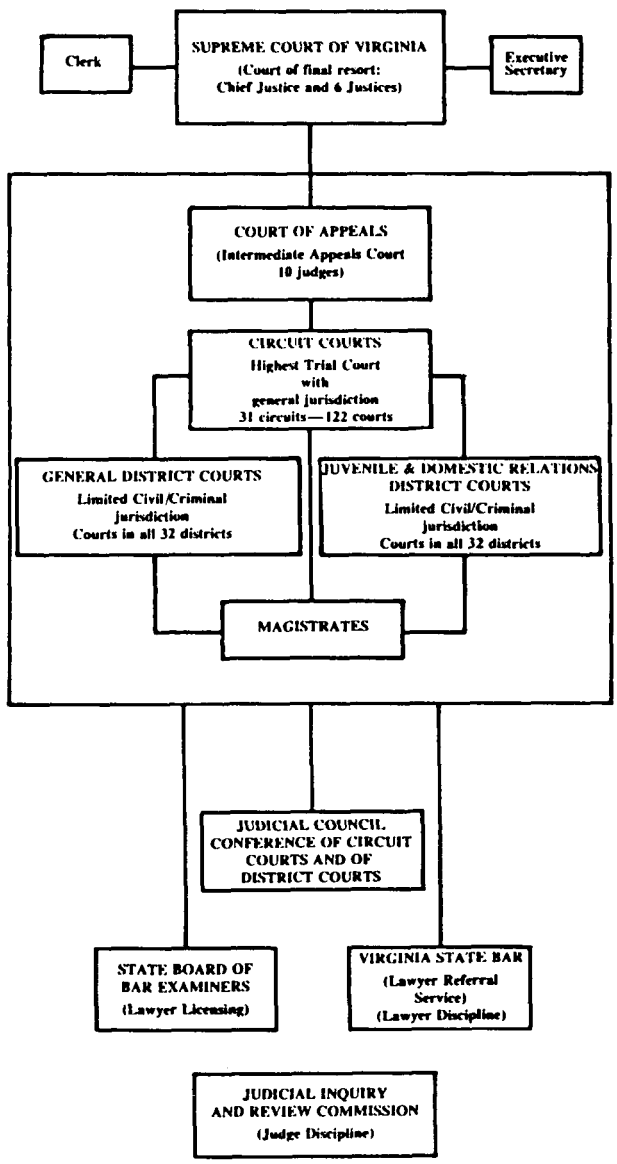
5. **Transfer to Circuit Court for Trial as an Adult**

A case involving a juvenile 15 or older accused of a felony may be transferred to the appropriate circuit court where the juvenile will be tried as an adult. The proceeding is started by

the Commonwealth's Attorney (the prosecutor), but only the judge makes the decision whether or not to transfer the case. Prior to such transfer, a hearing must be held to determine if the child was at least 15 at the time of the alleged offense, if there is probable cause to believe that the child committed the offense, or a lesser-included offense, and if the judge believes that the child cannot be controlled, treated or rehabilitated by juvenile facilities.

Commonwealth of Virginia Judiciary Organizational Chart

The Virginia Judicial System



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A Brief History of The City of Richmond Juvenile and Domestic Relations Court and Detention Home: The First Juvenile Court in Virginia
By Robert E. Shepherd, Jr., Professor of Law at the University of Richmond

The concept of a juvenile court in Richmond was the citizen generated innovation of the Juvenile Protective Society of Richmond. The formation of this Society took place on June 25, 1908, at the Jefferson Hotel. The Society counted among its members former Governor Andrew J. Montague, Richmond News Leader Editor Douglas Southall Freeman and many other prominent citizens.

Less than a year after its formation, the group resolved to draft a "Juvenile Bill" to be introduced in the Virginia General Assembly. Because of its efforts, two bills were enacted in 1910 to regulate the trial of children's cases through special sessions of the police courts.

The new court began its work on April 2, 1912, in two rooms in the northwest corner of the basement of the City Hall. Judge John Jeter Crutchfield was appointed as the presiding Justice and James Hoge Ricks, a lawyer, was chosen as clerk and probation officer of the new court. At Judge Crutchfield's request, a "Steering Committee" was appointed from members of the Society and they sat three times a week with Judge Crutchfield in hearing cases.

Significantly, detention homes were established for white and African-American youths to separate them from adults. Until that time, juveniles were housed with adults.

In 1914, the Juvenile Protective Society obtained the passage of more extensive child welfare legislation by the General Assembly, including authorization for the establishment of a separate juvenile and domestic relations court in cities having populations of 50,000 and over.

A year later, the Richmond City Council adopted an ordinance at the request of the Society to establish such a court, and the court opened its doors on January 1, 1916, at 1112 East Capitol Street, with Ricks as the first Judge of the court.

The Richmond Juvenile Court was the first juvenile court in Virginia.

Judge Ricks served as this court's judge until 1956, a period of more than forty years. Long tenure was much the rule of the day as Sarah B. Roller served as a probation officer for the court from 1912 until 1949.

In August of 1926, the court moved to a new building erected for the purpose at the corner of Twelfth and Clay, with floors dedicated to separate detention homes for white and African-American youths.

An early chief probation officer, Gordon Ambler, later became a judge of the Civil Justice Court, a State Senator, and Mayor of the City of Richmond, in which capacity he contributed significantly to the development and support of the court.

Judge Ricks was a major figure in the history of the juvenile court movement in Virginia and the nation, being a founder of the National Council of Juvenile and Family Court Judges, a two-time President of the National Probation Association, and one of the three founders of the Virginia Association of Juvenile and Domestic Relations Judges in 1946.

Judge Kermit V. Rooke succeeded Judge Ricks and sat on the court until his retirement in 1977. Under his leadership the court moved in 1964 to a new building at 2000 Mecklenburg Street with a modern Detention Home attached. Judge Rooke, like his predecessor, also became a leader in the juvenile justice movement, both nationally and in the Commonwealth of Virginia.

In 1973, the General Assembly of Virginia reorganized the court system statewide and the Richmond Court joined the state system that year as the Juvenile and Domestic Relations District Court for the City of Richmond.

The Richmond court has continued to be a leader in the juvenile court movement in Virginia throughout its history, and its judges have been major players in that movement.

More recently in the summer of 1996, the court moved into a new building, the Oliver Hill Courts Building and City of Richmond Detention Home

Richmond Juvenile Court Dedication Ceremony: A Charge to the Court (August 16, 1996)
By Robert E. Shepherd, Jr., Professor of Law at the University of Richmond

It is indeed an honor and privilege for me to participate in this dedication ceremony and give the charge to those who will serve in this new facility--to those whose vocation, or calling, is that of judge, clerk, probation officer, Commonwealth's attorney, public defender, guardian ad litem, CASA volunteer, detention officer, psychologist, or a variety of other important roles. As we dedicate this building today, it is equally important that we rededicate ourselves as servants to one of society's most important goals--the salvation of our children and our families.

This is a beautiful and functional new building in which to serve, and it is one that is doubly significant because it carries a proud name marked by selfless dedication to the ideals of justice and equality for all of our citizens. Oliver Hill, whom I have known since I began practicing law in Richmond in 1964, is one who, like Eleanor Roosevelt as described in the words of Adlai Stevenson, would rather light a candle than curse the darkness. The inspiration of Oliver Hill should mean much to those who serve in this building because he has always been a servant himself to truth and to the immutable ideal of equal justice under the law.

I am reminded on this important occasion of a similar event about a century and a half ago when Horace Mann, a lawyer and the first significant champion of public education in America, was called upon to speak at the dedication of a new reformatory in his home state of Massachusetts. During the course of his speech, he noted that all the thousands of dollars spent in its construction would be justified if just the life of one solitary child was improved by his stay and treatment in that facility. After his remarks were concluded to much applause, a friend congratulated him on his outstanding oration but then stated that Mann was undoubtedly exaggerating when he said the expensive edifice would be worthwhile if only one child's life were made better--a true New England Yankee. Mann looked him squarely in the eye and said quietly, "What if that one child were your child or mine?"

The juvenile court exists on the twin premises that children are different from adults and that each child is unique and deserving of individualized care and attention. Those who have responded to the call to serve in this place daily answer society's question the same way that Horace Mann answered his friend's question--what if this child were my child or my best friend's child. The dedication of this building reaffirms the commitment of each of us as servants of justice to those twin premises, and it speaks more loudly and answers most profoundly the pessimistic and ignorant calls of those who would simply label our children as "predators" and "young thugs" and condemn them to treatment as adults or simply address the problems of our youth with nothing more than locks, razor wire, and concrete.

This court has long been a pioneer and beacon for juvenile justice in Virginia. This was the first juvenile court in Virginia, and Judges James Hoge Ricks and Kermit Rooke, among others, were giants, both in Virginia and in the nation. That proud heritage establishes a high standard for all of us who follow as their heirs in this new place. Erik Erikson, the eminent child psychiatrist, said that the "deadliest of all possible sins is the mutilation of a child's spirit." This

court, and other like it around the nation, seek to address that mutilation and to heal those spirits. You and I are called to be the healers. You are the ones who have responded to Horace Mann's other charge when he delivered his final valedictory to the graduating class of Antioch College in 1859, just two months before his death. "I beseech you to treasure up in your hearts these, my parting words: Be ashamed to die until you have won some victory for humanity." The victories here may seem small and the defeats large at times, but those who heal mutilated spirits are the true servants of justice, and that is a great leap towards victory. God speed!

The following information is being compiled by the Richmond JDR and will be added at a later date.

Juvenile Justice System/Delinquency and Incorrigibility

Richmond JDR Workload Statistics

Financial, Personal, and Workload Five Year Statistical Summary Report

The Twenty Most Common Reasons for Referral

Richmond JDR Personal Allocations FY 94-97

Richmond JDR 1997

Richmond JDR/Clerk's Office

Each court has a court clerk's office, which processes all case papers, keeps court records and provides information to the people involved in a case (but only to the extent permitted by law). Anyone wishing to make a witness appear at a court hearing may request the issuance of a subpoena (a document used to require a person to come to the court hearing) at the court clerk's office. While court personnel are not permitted to offer legal assistance, they can provide general procedural information. Because of confidentiality laws, the clerk's office can only provide very limited information about a case and then only to those people involved with the case.

Richmond JDR/Court Services Unit

Associated with the JDR is a court service unit, sometimes called the probation department, which serves the court and facilitates the rehabilitation or treatment of those who come before the court. The court service unit's functions include:

Intake--Reviews all complaints and determines whether there are enough facts to involve the court. If so, the intake officer may either proceed informally to make practical adjustments without filing a petition or may authorize the filing of a petition to bring the matter before the judge. Intake does not handle those criminal charges against adults which are started by obtaining a warrant from a magistrate.

Investigation--Conducts all background studies required by the judge, such as examination of a juvenile's social and educational background.

Probation--Supervises delinquent juveniles and children in need of services released into home probation and supervises adults released on probation in support and other cases involving the defendant's relation with family members and individuals to whom he has a support duty.

Parole--Supervises juveniles recently released from state institutional care.

Domestic care--Supervises juveniles being held in detention or shelter care homes. In some localities, the staff of these facilities are independent of the local court service unit.

Richmond JDR/Detention Home

A child may be taken into custody if he/she commits a crime in a police officer's presence, if the police officer believes that he/she committed a felony, (a crime punishable by death or imprisonment for more than one year) or if a judge, intake officer, or clerk (when authorized by the judge) issues a detention order requiring an arresting officer to take a child into custody. If not immediately released by an intake officer or magistrate, the child is held in custody (detention) until being brought before a judge or other court official for a detention hearing. This hearing must occur within 72 hours of the taking of the child into custody.

The detention hearing is not a trial, but merely a hearing to determine whether detention of the child should be continued. If the judge decides that a child is to be released from detention, he also decides who shall have custody and who shall be responsible for the child until trial. Also, the judge decides whether or not the child is to be restricted or be required to do certain things until the trial. He may also require a bond to be posted. The juvenile can be further held in a secure place only if he/she is charged with being a delinquent child. Detention will be continued only if the child is a threat to himself or the community, no parent or other suitable person is able and willing to supervise and take care of the child, or the child's life or health would be placed in danger if he/she is released. Prior notice of the detention hearing must be given to the child's parent or guardian, and to the child if he/she is over 12. The child has the right to be represented by a lawyer at the detention hearing, the right to remain silent concerning the accusation of delinquency, and to be informed of the contents of the petition.

While the child is in a detention home of shelter placement, parents or guardians wishing to visit may do so only during permitted visiting hours, which are usually restricted.
also get info from detention home lady

The following information is being compiled by CSU Director and will be added at a later date.

STRATEGIC PLAN OF THE COURT SERVICES UNIT

Mission

Vision

Core Values

Strategic Issues

Goals and Objectives

Origination of Goals

Strategic Plan

STRATEGIC PLAN OF THE JDR

Corporate Concept

Richmond JDR operates according to a corporate concept. The Chief Judge and other judges act as the Board of Trustees, who always make decisions together. The Chief Judge takes decisions to the "Board" where they will give him/her feedback and make the decision together. The Chief Operating Officer acts as a COO would on a corporation's Board.

Chief Operating Officer of the Court

- Provides an executive component to the court, blending judicial management skills with the disciplines of business and public administration.
- Serves the dual function of increasing the amount of time available to the judges for adjudication, and bringing professional management knowledge and expertise to the judiciary.
- Serves as secretariat for the Court, acting as staff for judicial committees and ensuring effective follow-up on decisions made in Court-wide meetings.
- Assists the Court by serving as a liaison within the justice community and the community at large; providing a means for the Court to obtain feedback from its constituencies on needs for improvement.

Duties
General management and leadership
Caseflow management
Research and advisory services
Personnel management

******The following information is being compiled by the COO and will be added at a later date.******

New Docket System

Reorganization

such worthy servants as Generals Colin Powell and John Shalikashvili, tradition required that the actual presentations to survivors and the lone living recipient come from the hand of the Commander-in-Chief, currently the least of men in the room. In this spectacle, photo opportunity took precedence over honor, respect, courage, and morality — image before ethics once more.

Though all are *created* equal, life choices make a lasting difference.

EDWIN S. HIGGINS.
RICHMOND.

Officers and Gentlemen Don't Harass Women

EDITOR, TIMES-DISPATCH:

I was always taught that respecting others and accepting responsibility for your actions was part of being a man.

Perhaps The Citadel should concentrate on admitting some men before it admits women.

I only hope VMI already has.

ANDREW J. KULES.
BEAVERDAM.

Is Retaining Sales Tax Purely a Political Decision?

EDITOR, TIMES-DISPATCH:

While many people feel that eliminating the sales tax on nonprescription drugs and food certainly would help low-income families, I doubt that many know it has already been enacted but not put into effect.

Yes, the legislators have passed the necessary legislation;

Why are Hanover officials building a city with no streets?

The county currently is trying to attract more commercial and industrial growth on top of an already overloaded transportation system.

I have not heard any discussion of increasing the capacity of the existing roads, which are narrow, winding, and lined with deep ditches.

Take for example, the intersection of route 360 and Lee Davis Road (643) on Friday night or

killing someone is not cruel and unusual punishment is staggering.

If Gingrich Must Go, Then So Must Clinton

EDITOR, TIMES-DISPATCH:

Your editorial, "So Long, Newt?" [December 20], suggesting that Newt Gingrich step aside as Speaker because of his legal troubles was interesting.

Wouldn't it be fair to suggest also that Bill Clinton temporarily step aside because of his legal troubles?

WILLIAM CORCORAN.
RICHMOND.

BOOT CAMPS

Judges Support Juvenile Programs

EDITOR, TIMES-DISPATCH:

In reporting on Richmond's proposal to assume administrative control of the Thirteenth Judicial District's Court Service Unit, a recent TIMES-DISPATCH article contained information from Deputy City Manager George Musgrove that grossly mischaracterized the functions of our court and the many dedicated professionals who work in it ["City Wants Control of Unit," January 16].

According to Musgrove, the blame for the low population in the city-operated and -controlled boot camp program rests with our probation officers, who do not "believe in the boot camp philosophy" and are thus not recommending the program as a sentencing option to the judges. Musgrove's statements reflect an amazing lack of knowledge of the facts.

Since the city first opened the doors to its juvenile boot camp, our judges have made 96 referrals to that program for consideration. Of the 96 the court anticipated as appropriate for entrance into that program, almost one-third were denied entrance based upon criteria enforced by the city. From the very inception of this program, the judges of our court have continuously expressed concern about the referral process itself and the very limiting criteria being used to judge whether a youth was acceptable for entrance into the program. Surely Musgrove does not mean to suggest that our probation officers are at fault for the administrative decisions made by the members of his staff.

Over 10 percent of the youths we referred to the boot camp program were rejected because they could not read at the required level. City officials did not have an adequate understanding of the very special needs of the youths in our community when this program was designed. To attempt to place the blame for the city's poor planning on the probation officers of our court is both unprofessional and irresponsible.

It is not the responsibility of the probation officers to recommend to the judges of the Juvenile and Domestic Relations Court which youths should be placed in which programs. Decisions about which youths are referred to the boot camp program or any other program offered by the city are made by the judges. The fact is that many of these dedicated, professional probation officers have seen their workloads significantly increase because of their desire to make sure that every child referred to the boot camp program was fairly evaluated. They have worked overtime to ensure that immunization records and school records and psychological records were supplied in a timely manner to the boot camp for consideration. They have gone to extraordinary lengths, including working evenings, weekends, and holidays, to try to facilitate the entry of youth into the boot camp program. Musgrove's refusal to acknowledge their contribution shows a disturbing lack of appreciation for their hard work on behalf of youth in our city.

In spite of the many unfair criticisms lodged against members of our staff, we will continue to look for ways to improve our service delivery to the citizens of Richmond. Though we have serious concerns about the motivations of the City Manager's office in its quest to assume responsibility for the operation of our Court Service Unit, we are committed to exploring any option that might help us do our jobs better. If we place our support behind the idea at any time, it will surely not be because of any lack of confidence in our staff.

KIMBERLY B. O'DONNELL,
Chief Judge;
AUDREY FRANKS,
Judge;
ANGELA EDWARDS ROBERTS,
Judge;
RICHARD D. TAYLOR, JR.,
Judge,
Juvenile and Domestic Relations Court,
Thirteenth Judicial District.
RICHMOND.

Richmond Times-Dispatch
THE RICHMOND NEWS LEADER

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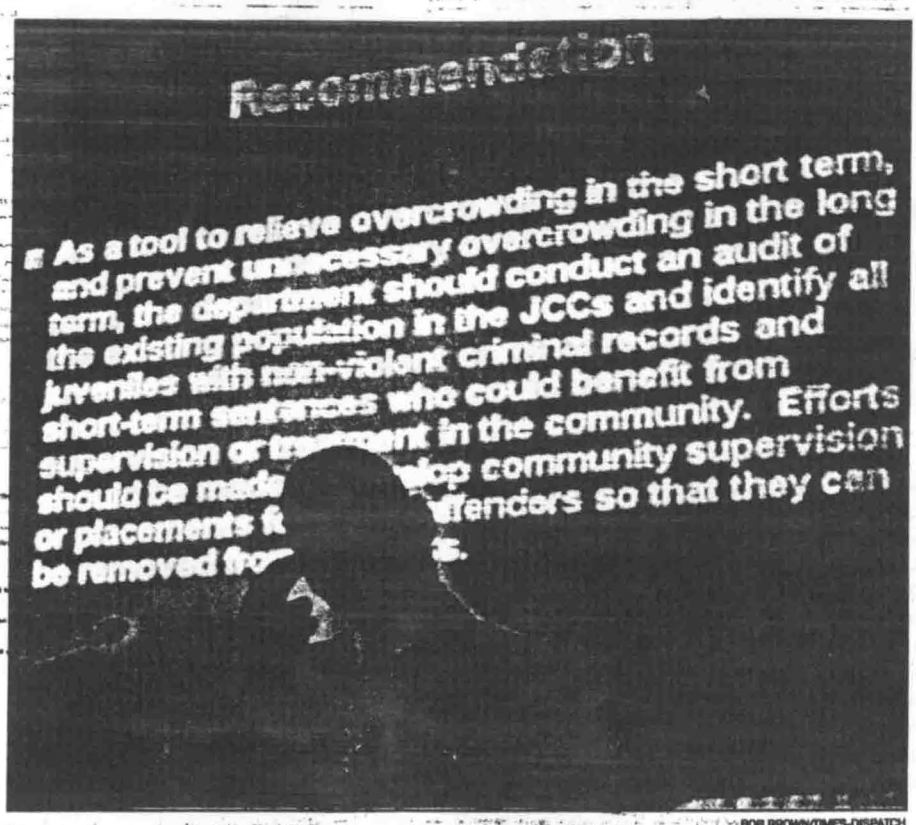
Ailing System



BOB BROWN/TIMES-DISPATCH

JUVENILE TROUBLES. Wayne M. Turnage explained JLARC's findings on juvenile corrections system.

Study questions value of Virginia's handling of juvenile offenders

BY FRANK GREEN
TIMES-DISPATCH STAFF WRITER

Nearly three quarters of the youths who enter Virginia's overtaxed juvenile corrections system are arrested again within three years of their release, according to a study released yesterday.

The report by the Joint Legislative Audit and Review Commission questions the value of the education, rehabilitation and counseling services given delinquent youths as well as their safety while held in juvenile correctional centers.

The rearrest rates "for juveniles in this study are clearly higher than the expectations of the public and the General Assembly," Wayne M. Turnage, JLARC's project leader for the study, told commission members yesterday.

He said the system of treatment "provided by the department, with a few notable exceptions, is fragmented, underfunded and appears increasingly unable to meet the chronic therapeutic needs of juvenile offenders."

On the plus side, the long-term picture was more promising with "only about 40 percent" of the state's "most chronic offenders" winding up in adult prison within 10 years of release, reported Turnage.

Nevertheless, one commission member, Del. Franklin P. Hall, D-Richmond, said, "What you're doing is warehousing these youngsters. There must be a better way."

The study by the investigative arm of the General Assembly is the first of its kind in Virginia and is believed to be the most detailed of any in the nation. It looked at what happened to 436 juveniles who left the system in 1993, and 368 who left in 1986.

It documents, for the first time, the kind of job the juvenile correctional system is doing.

The study looked at not only the correctional centers — the equivalent of adult prisons — but also state-operated after-care facilities, locally operated group homes, private residential facilities and post-sentencing programs.

None of these settings proved any better at curbing repeat arrests than any other. The seven correctional centers, six of them in the Richmond area, hold about 1,240 youths age 11 to 21. About 94 percent of

PLEASE SEE **SYSTEM**, *PAGE* **A12** ▶

"Are we really doing anything other than warehousing these youngsters? There must be a better way."

A legislative panel found these problems in Virginia's juvenile justice system.

■ RESTRAINTS
"Universal shackling" at Bon Air, regardless of need and condition of the juvenile. Also confirmed use of "the cradle," which binds the arms and legs. The practice was banned when the administration learned of it.

■ "HARSH SEGREGATION"
Isolation at Beaumont was to last up to a month and a half. But it was ended the day it began, when the central office learned of it.

■ POOR FORECASTS
Officials "did not adequately anticipate or plan" for increased number of juveniles considered major offenders.

■ ASSAULTS
From 1994 to 1995, increase of 179 percent in serious incidents involving juvenile assaults in all seven correctional centers; assaults at Beaumont went up 273 percent.

■ CROWDING
More than 60 were housed in Beaumont security units designed to hold 24.

■ TURNOVER
Beaumont security guard turnover reached 60 percent for one year.

■ LAX SCHOOLING
Lack of instructional time in violation of state law. Not enough course offerings to help youths graduate from high school. Not enough teachers.

■ COUNSELORS' WORKLOAD
Too much and uneven. Beaumont counselors have an average of 35 juveniles. The number is 29 at Hanover and 20 at Barrett.

■ QUALIFICATIONS
"Growing mismatch" between skill of counselors in the system and treatment needs. Most do not have a master's degree and fewer than two in 10 have a license or special certification.

■ TREATMENT TIME
About 10 percent of juveniles spend more time in the reception and diagnostic center than they do in rehabilitation.

INMATE PROFILE

The JLARC report offered this profile of the juvenile justice system population.

LIVED WITH BOTH NATURAL PARENTS	13%
DYSFUNCTIONAL FAMILY	48%
PARENT DRUG/ALCOHOL USE	45%
PARENT CRIMINAL RECORD	42%
ABUSE VICTIM	32%
TRUANT OR DROPOUT	38%
TREATED WITH	

continued →

Study questions value of Va. juvenile system

Treatment, safety, rearrests criticized

▼ SYSTEM *FROM PAGE A1*

the wards are male.

The study paints a portrait of the Department of Juvenile Justice as an agency that has failed the staff as well as the youths, though it was created with high hopes just six years ago.

JLARC noted there have been "increased resignations and staff burnout due to increased overtime worked in more stressful and dangerous situations." The Beaumont center "had a turnover rate of 60 percent of the security staff during 1996."

Many of the problems result from two factors, JLARC said:

■ The state hasn't given the department enough money to do its job since it began in 1991;

■ The department has been hit hard as "get-tough" legislation and other factors raised new admissions by 45 percent from 1991 to 1995. Allen administration policies have also kept youths in the system for longer terms.

And the department, which runs the state's seven juvenile correctional centers, also has not placed the necessary emphasis on rehabilitation as required by state law, concluded JLARC.

"The staffing needs of this new agency were never properly addressed by the executive branch," said the report.

Because of a lack of oversight by a short-handed central office, "the system developed in an uneven, autonomous manner and was characterized by a number of operational problems" that included a rash of escapes.

The department's current director, Patricia West, who took over in 1994, was given high marks by JLARC for her moves to reduce crowding, improve security and toughen punishment.

West

However, the JLARC study said there had been little progress under her administration in the implementation of sound management practices, providing quality rehabilitation, strengthening oversight and in long-range planning.

Yesterday, West thanked JLARC for the effort and agreed that "the most disturbing finding of this study is, without a doubt," the rearrest rate.

But, she pointed out, the results were based on youths released in 1993. She said, "I'm hopeful that the reforms we have made will make a difference." The JLARC study, she said, will serve as a benchmark.

JLARC's findings also confirmed a number of "questionable" practices in juvenile correctional centers, particularly Beaumont, that also were reported by The Times-Dispatch during the past year. Among them:

■ Use of controversial techniques for restraining juveniles known by various names as "maximum restraint posture," "hog-tying" and "the cradle." Youths are placed on their stomachs, their hands and feet shackled and tied together behind them.

■ The universal shackling of juveniles at the Bon Air Juvenile Correctional Center, including females, regardless of the juveniles' physical or mental condition, or their risk to p lic safety, whenever they are o doors.

■ The initiation of a "harsh" seg gation program at Beaumont that h provisions for isolation periods t could have lasted 45 days.

■ An illegally low number of da instruction hours given youths, a the failure of Department of Corr tional Education staff at the Be mont and Hanover centers to prov instruction to youths in security c tages.

■ Violation of federal law that d tates the teacher/pupil ratio for sp cial education programs, in at le one school.

JLARC laid much of the blame the questionable practices on " oversight." It was noted that the d partment quickly ended the segre tion program and use of "the cradl when they were brought to the atte tion of the central office.

However, youths at Bon Air co tinue to be shackled whenever o side of buildings.

Turnage said the department not adequately anticipate or plan the increasing number of juveni who are now considered major fenders and who stay incarcerat longer.

As a result, there has been a 1 percent increase in assaults by ju niles against each other and staff all seven correctional centers fr 1994 to 1995, and a 273 percent crease for the same year at the m troubled one: Beaumont.

"Over 60 juvenile offenders we housed in the security units at Be mont designed to accommodate 2 Turnage said, adding that sleepi arrangements had included the use mattresses on the floors.

Turnage also said the turnov rate for security guards at Beaum reached 60 percent in just one ye

COMMENTARY

BOOI

THOMAS C. RAUP

Right Reforms Could Curb Juvenile Crim

LYCOMING COUNTY, PA.

The United States is suffering a frightening and unacceptable level of violent juvenile crime. Criminologists are nearly unanimous in predicting substantial continuing increases. The gravest danger is that many Americans don't understand the central nature of the problem and thus can't begin to deal with the available solutions.

The crisis is location-specific. The flood of juvenile predation emanates from bone-poor sections of big cities. In smaller cities, suburbs, and rural areas, there are serious challenges with difficult youth, but with resourcefulness, the juvenile justice system there is truly effective. The problem is being dealt with.

Why then the inner cities' crisis? No recent record more dramatically answers that question than *No Matter How Loud I Shout*, by Edward Humes (Simon & Schuster).

To make Humes' book possible, the juvenile court presiding judge of the United States' largest and most gang-infested city, Los Angeles, gave him access to the otherwise closed system for a year.

During that year, Humes observed proceedings, interviewed officials, and even taught writing and poetry to juveniles locked in detention.

Humes' book poignantly reinforces the observations and conclusions of many professionals, myself included.

Start With Poor Schools

The prime causes: systemic failure of schools, heavy concentrations of narcotics use, astronomic levels of children being born to children with no parenting skills or authority. There is rank poverty and multigenerational unemployment. Gangs are more likely to become established in large cities, and are difficult to dislodge. Worse, there is rampant synergy: The whole is far bigger than the sum of the parts.

Big-city governments are chronically short of cash. Money that may be available in the suburbs to staff programs for truants, incorrigibles, and early offenders simply is nonexistent. The city is overwhelmed by serious crime. Lesser felonies and misdemeanors tend to become decriminalized. Yet such minor criminal and "pre-criminal" behavior is prelude to violent crimes. Thus, children absorb a generalized contempt for the "system," and older miscreants use younger juveniles to front for them, knowing an arrest will be inconsequential.

That must change if there is to be any hope of reform. It must become a crime again in the cities to shoplift, or to steal a bike, or to paint graffiti; and chronic truancy and ungovernability must be as serious there as in small towns.

Reform efforts must focus on the source of the crisis of violence. But while some changes can indeed be limited to the large urban cores, for practical reasons statutory remedies must be statewide. There cannot be one juvenile law for the cities and another for the rest of the state.

Some Structural Reforms

The most immediate and accessible structural reforms should be — but to many are not — obvious:

— 1. Open the doors and windows of juvenile justice — which is now usually both statutorily and traditionally secret.

— 2. Institute tough — and very precisely defined — standards for trying certain types of major juvenile perpetrators as adult criminals.

— 3. While juvenile lockups are usually best operated by government, the private sector is doing a superior job operating nonsecure remedial programs. Privatization is working well where utilized. States that are mired in dependence on public facilities should move to privatization.

■ *Thomas C. Raup this year retired from the trial court in Lycoming County, Pennsylvania, where he had served as judge for 22 years.*

In 1995, the state legislature of Pennsylvania, where I live and have judged juvenile cases, among others, for 22 years, amended its Juvenile Act to allow public access to felony hearings. I was among the jurists who opposed the move. Our traditionalist view was that open hearings would often result in wide publicity of the indiscretions of adolescence, creating a barrier to development of a youth. We were wrong.

Judges in my state have come to realize that the media are covering only serious cases that were usually publicized under prior law. The added exposure of these cases increases public confidence in a good court system. And a lazy or unduly permissive jurist can no longer be hidden in juvenile court — a major problem identified in the Humes book.

The second most promising systemwide reform must address the sentiment, "do an adult crime, do adult time." The challenge is to decide how automatic it should be to transfer an accused teen from juvenile to adult criminal court. How much discretion should be left to judges?

Bumping Murder Charges Up

Most states rightly require that murder charges against adolescents be directly filed in criminal court. States that have no such law, including California when Humes was doing his research, should pass one.

For serious felonies that are not murder, most states give their judges the discretion to transfer juvenile cases to adult courts for a number of reasons, including the seriousness of the offense and/or prior juvenile records. Again, states without such a law should have one. And by opening felony hearings to the public, the occasional judge who refuses to transfer appropriate cases to the adult system will be brought under control.

There is a trend today to move specific violent offenses in addition to murder automatically to the adult system or to give the decision to the prosecutor, tying the judge's hands.

My experience in handling thousands of juvenile cases cries out that invariably there are enormous differences in the degree of involvement, prior record, motivation, remorse, family support, and future promise of juvenile defendants.

It often takes a practiced eye to separate outrageous adolescent behavior from that which is truly sociopathic. William Golding's *The Lord of the Flies* reminds us of the timeless reality of pubescent irresponsibility and the vulnerability of juveniles to peer influence. Except for murder cases, decisions to treat juvenile offenders as adults should be made by a judge. They should neither be automatic nor made by a prosecutor.

Beyond these structural reforms, a number of significant juvenile justice improvements can be achieved at low cost by the big city.

Juvenile probation officers should be offices in schools where they can have daily their probationers. There, they are able immediately if the youth is truant, or was be before by a drunken boyfriend of the mothe

A large city would improve its juveni assigning juvenile court judges to sit in affe nities, where they will tend to identify with be held accountable by its residents.

Decentralize More Authority

Authority can be further decentralize citizen youth commissions established by j in all neighborhoods can provide effective sive ways to address the problems of the e

Many suburbanites respond to new pr "Let the cities stew in their own juic Americans have a major stake in reducii crisis of violence.

Cities need adequate jail space for adults beds for juveniles, and resources to make dential placements of delinquents. Without grants, cities will continue to struggle to h most serious crimes, while tomorrow's cro and they are not all going to stay at home.

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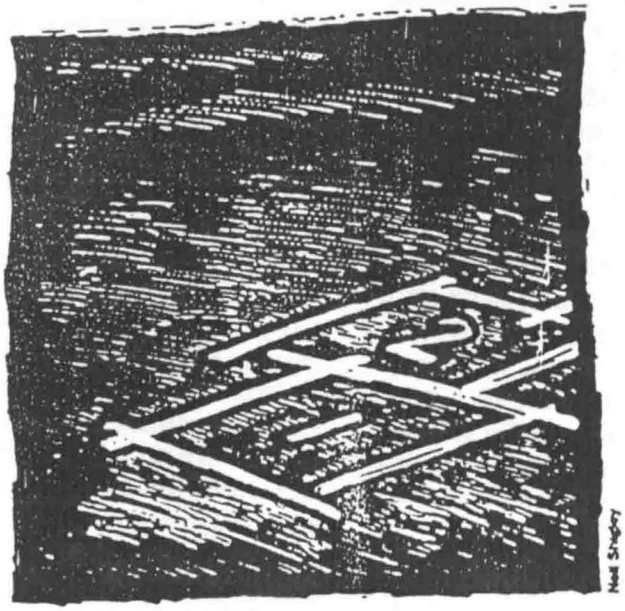
THE COMING OF THE SUPER-PREDATORS

By John J. DiIulio, Jr.

Lynne Abraham doesn't scare easily. Abraham is the no-nonsense Democratic district attorney of Philadelphia. The city's late tough-cop mayor, Frank Rizzo, baptized her "one tough cookie." The label stuck, and rightly so. Abraham has sent more mafiosi to prison than Martin Scorcese, stood up (all 5'2" of her) to violent drug kingpins, won bipartisan support in this Congress for wresting control of the city's jail system from an ACLU-brand federal judge, and, most recently, publicly shamed the know-nothing literati who want to free convicted cop-killer Mumia Abu-Jamal. Today various of her colleagues at the non-partisan National District Attorneys Association describe her as "suite smart and street smart," "a genuine law-and-order liberal," and "probably the best big-city D.A. in the country."



All true. So pay attention, because Lynne Abraham is scared.

In a recent interview, Abraham used such phrases as "totally out of control" and "never seen anything like it" to describe the rash of youth crime and violence that has begun to sweep over the City of Brotherly Love and other big cities. We're not just talking about teenagers, she stressed. We're talking about boys whose voices have yet to change. We're talking about elementary school youngsters who pack guns instead of lunches. We're talking about kids who have absolutely no respect for human life and no sense of the future. In short, we're talking big trouble that hasn't yet begun to crest.

And make no mistake. While the trouble will be greatest in black inner-city neighborhoods, other places are also certain to have burgeoning youth-crime problems that will spill over into upscale central-city districts, inner-ring suburbs, and even the rural heartland. To underscore this point, Abraham recounted a recent town-hall meeting in a white working-class section of the city that has fallen on hard times: "They're becoming afraid of their own children. There were some big beefy guys there, too. And they're asking me what am *I* going to do to control *their* children."

I interviewed Abraham, just as I have interviewed other justice-system officials and prison inmates, as a reality check on the incredibly frightening picture that emerges from recent academic research on youth crime and violence. All of the research indicates that Americans are sitting atop a demographic crime bomb. And all of those who are closest to the problem hear the bomb ticking.

To cite just a few examples, following my May 1995 address to the district attorneys association, big-city prosecutors inundated me with war stories about the ever-growing numbers of hardened, remorseless juveniles who were showing up in the system. "They kill or maim on impulse, without any intelligible motive," said one. Likewise, a veteran beat policeman confided:

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Mary every time I get a call at night involving juveniles. I pray I go home in one piece to my own kids."

On a recent visit to a New Jersey maximum-security prison, I spoke to a group of life-term inmates, many of them black males from inner-city Newark and Camden. In a typical remark, one prisoner fretted, "I was a bad-ass street gladiator, but these kids are stone-cold predators." Likewise, in his just-published book, Mansfield B. Frazier, a five-time convicted felon, writes of what he calls "The Coming Menace": "As bad as conditions are in many of our nation's ravaged inner-city neighborhoods, in approximately five years they are going to get worse, a lot worse." Having done time side-by-side with today's young criminals in prisons and jails all across the country, he warns of a "sharp, cataclysmic" increase in youth crime and violence.

WHAT FRIGHTENS EVERYONE IS NOT WHAT'S HAPPENING NOW; IT'S WHAT'S JUST AROUND THE CORNER—A SHARP INCREASE IN YOUNG PREDATORS

To add my own observations to this pile, since 1980 I've studied prisons and jails all across the country—San Quentin, Leavenworth, Rikers Island. I've been on the scene at prison murders and riots (and once was almost killed inside a prison). Moreover, I grew up in a pretty tough neighborhood and am built like an aging linebacker. I will still waltz backwards, notebook in hand and alone, into any adult maximum-security cellblock full of killers, rapists, and muggers.

But a few years ago, I forswore research inside juvenile lock-ups. The buzz of impulsive violence, the vacant stares and smiles, and the remorseless eyes were at once too frightening and too depressing (my God, these are *children*!) for me to pretend to "study" them.

The numbers are as alarming as the anecdotes. At a time when overall crime rates have been dropping, youth crime rates, especially for crimes of violence, have been soaring. Between 1985 and 1992, the rate at which males ages 14 to 17 committed murder increased by about 50 percent for whites and over 300 percent for blacks.

While it remains true that most violent youth crime is committed by juveniles against juveniles, of late young offenders have been committing more homicides, robberies, and other crimes against adults. There is even some evidence that juveniles are doing study found that juveniles committed about a third of all homicides against strangers, often murdering their victim in groups of two or more.

Violent youth crime, like all serious crime, is predominantly *intra*-racial, not interracial. The surge in violent youth crime has been most acute among black inner-city males. In 1992, black males ages 16 to 19 experienced violent crime at nearly double the rate of white males and were about twice as likely to be violent crime victims as were black males in 1973. Moreover, the violent crimes experienced by young black males tended to be more serious than those experienced by young white males; for example, aggravated assaults rather than simple assaults, and attacks involving guns rather than weaponless violence.

The youth crime wave has reached horrific proportions from coast to coast. For example, in Philadelphia, more than half of the 433 people murdered in 1994 were males between the ages of 16 and 31. All but 5 of the 89 victims under 20 were non-white. In Los Angeles, there are now some 400 youth street gangs organized mainly along racial and ethnic lines: 200 Latino, 150 black, the rest white or Asian. In 1994, their known members alone committed 370 murders and over 3,300 felony assaults.

But what is really frightening everyone from D.A.s to demographers, old cops to old convicts, is not what's happening now but what's just around the corner—namely, a sharp increase in the number of super crime-prone young males.

Nationally, there are now about 40 million children under the age of 10, the largest number in decades. By simple math, in a decade today's 4 to 7-year-olds will become 14 to 17-year-olds. By 2005, the number of males in this age group will have risen about 25 percent overall and 50 percent for blacks.

To some extent, it's just that simple: More boys begets more bad boys. But to really grasp why this spike in the young male population means big trouble ahead, you need to appreciate both the statistical evidence from a generation of birth-cohort studies and related findings from recent street-level studies and surveys.

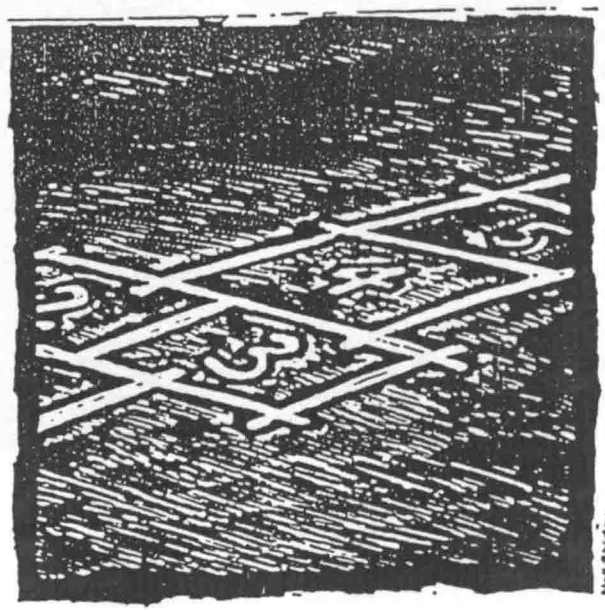
The scientific kiddie-crime literature began with a study of all 10,000 boys born in 1945 who lived in Philadelphia between their tenth and eighteenth birthdays. Over one-third had at least one recorded arrest by the time they were 18. Most of the arrests occurred when the boys were ages 15 to 17. Half of the boys who were arrested were arrested more than once.

Once a boy had been arrested three times, the chances that he would be arrested again were over 70 percent.

But the most famous finding of the study was that 6 percent of the boys committed five or more crimes before they were 18, accounting for over half of all the serious crimes, and about two-thirds of all the violent crimes, committed by the entire cohort.

This "6 percent do 50 percent" statistic has been replicated in a series of subsequent longitudinal studies of Philadelphia and many other cities. It is on this basis that James Q. Wilson and other leading crime doctors can predict with confidence that the additional 500,000 boys who will be 14 to 17 years old in the year 2000 will mean at least 30,000 more murderers, rapists, and muggers on the streets than we have today.

Likewise, it's what enables California officials to meaningfully predict that, as the state's population of 11 to 17-year-olds grows from 2.9 million in 1993 to 3.9 million in 2004, the number of juvenile arrests will increase nearly 30 percent.



But that's only half the story. The other half begins with the less well-known but equally important and well-replicated finding that since the studies began, each generation of crime-prone boys (the "6 percent") has been about three times as dangerous as the one before it. For example, crime-prone boys born in Philadelphia in 1958 went on to commit about three times as much serious crime per capita as their older cousins in the class of '45. Thus, the difference between the juvenile criminals of the 1950s and those of the 1970s and 80s was about the difference between the Sharks and Jets of *West Side Story* fame and the Bloods and Crips of Los Angeles County.

Still, demography is not fate and criminology is not pure science. How can one be certain that the demographic bulge of the next 10 years will unleash an army of young male predatory street criminals who will make even the leaders of the Bloods and Crips—known as O.G.s, for "original gangsters"—look tame by comparison?

The answer centers on a conservative theory of the root causes of crime, one that is strongly supported by all of the best science as well as the common sense of the subject. Call it the theory of moral poverty.

Most Americans of every race, religion, socio-economic status, and demographic description grow up in settings where they are taught right from wrong and rewarded emotionally or spiritually (if not also or always materially) for deferring immediate gratification and respecting others. Most of us were blessed to be born to loving and responsible parents or guardians. And most of us were lucky enough to have other adults in our lives (teachers, coaches, clergy) who reinforced the moral lessons that we learned at home—don't be selfish, care about others, plan for the future, and so on.

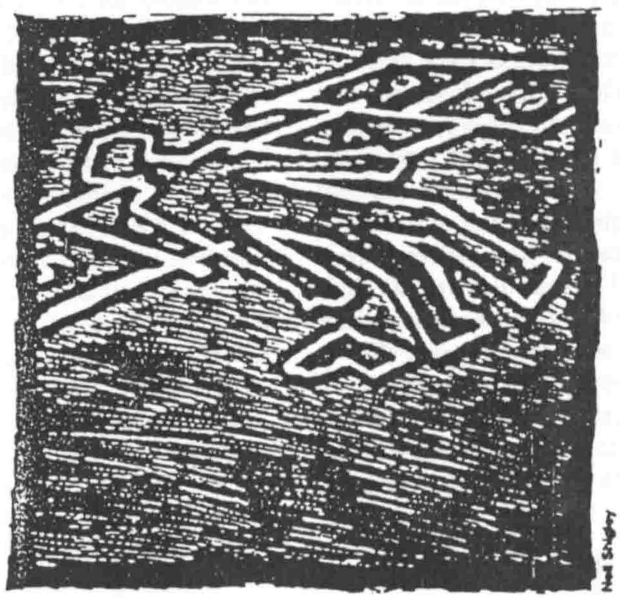
But some Americans grow up in moral poverty. Moral poverty is the poverty of being without loving, capable, responsible adults who teach you right from wrong. It is the poverty of being without parents and other authorities who habituate you to feel joy at others' joy, pain at others' pain, happiness when you do right, remorse when you do wrong. It is the poverty of growing up in the virtual absence of people who teach morality by their own everyday example and who insist that you follow suit.

In the extreme, moral poverty is the poverty of growing up surrounded by deviant, delinquent, and criminal adults in abusive, violence-ridden, fatherless, Godless, and jobless settings. In sum, whatever their material circumstances, kids of whatever race, creed, or color are most likely to become criminally depraved when they are morally deprived.

Most predatory street criminals—black and white, adult and juvenile, past and present—have grown up in abject moral poverty. But the Bloods and Crips were so much more violent, on average, than their 50s counterparts, and the next class of juvenile offenders will be even worse, because in recent decades each generation of youth criminals in this country has grown up in more extreme conditions of moral poverty than the one before it.

The abject moral poverty that creates super-predators begins very early in life in homes where uncondi-

tional love is nowhere but unmerciful abuse is common. One of the best ethnographic accounts of this reality is Mark S. Fleisher's 1995 book on the lives of 194 West Coast urban street criminals, including several dozen who were juveniles at the time he did his primary field research (1988 to 1990). Almost without exception, the boys' families "were a social fabric of fragile and undependable social ties that weakly bound children to their parents and other socializers." Nearly all parents abused alcohol or drugs or both. Most had no father in the home; many had fathers who were criminals. Parents "beat their sons and daughters—whipped them with belts, punched them with fists, slapped them, and kicked them."



Such ethnographic evidence is mirrored by national statistics on the morally impoverished beginnings of incarcerated populations. For example, 75 percent of highly violent juvenile criminals suffered serious abuse by a family member; nearly 80 percent witnessed extreme violence (beatings, killings); over half of prisoners come from single-parent families; over one-quarter have parents who abused drugs or alcohol; nearly a third have a brother with a prison or jail record.

Among other puzzles, the moral poverty theory explains why, despite living in desperate economic poverty, under the heavy weight of Jim Crow, and with plenty of free access to guns, the churchgoing, two-parent black families of the South never experienced anything remotely like the tragic levels of homicidal youth and gang violence that plague some of today's black inner-city neighborhoods.

It also explains why once relatively crime-free white working-class neighborhoods are evolving into white underclass neighborhoods. The out-migration of middle-class types, divorce, out-of-wedlock births, and graffiti-splattered churches have spawned totally unsocialized young white males who commit violent crimes and youth gangs that prefer murder to mischief. (Anyone who doubts it is welcome to tour my old Catholic blue-collar neighborhood in Philadelphia.)

Moral poverty begets juvenile super-predators whose behavior is driven by two profound developmental defects. First, they are radically present-oriented. Not only do they perceive no relationship between doing right (or wrong) now and being rewarded (or punished) for it later. They live entirely in and for the present moment; they quite literally have no concept of the future. As several researchers have found, ask a group of today's young big-city murderers for their thoughts about "the future," and many of them will ask you for an explanation of the question.

Second, the super-predators are radically self-regarding. They regret getting caught. For themselves, they prefer pleasure and freedom to incarceration and death. Under some conditions, they are affectionate and loyal to fellow gang members or relatives, but not even moms or grandmoms are sacred to them; as one prisoner quipped, "crack killed everybody's 'mama.'" And they place zero value on the lives of their victims, whom they reflexively dehumanize as just so much worthless "white trash" if white, or by the usual racial or ethnic epithets if black or Latino.

On the horizon, therefore, are tens of thousands of severely morally impoverished juvenile super-predators. They are perfectly capable of committing the most heinous acts of physical violence for the most trivial reasons (for example, a perception of slight disrespect or the accident of being in their path). They fear neither the stigma of arrest nor the pain of imprisonment. They live by the meanest code of the meanest streets, a code that reinforces rather than restrains their violent, hair-trigger mentality. In prison or out, the things that super-predators get by their criminal behavior—sex, drugs, money—are their own immediate rewards. Nothing else matters to them. So for as long as their youthful energies hold out, they will do what comes "naturally": murder, rape, rob, assault, burglarize, deal deadly drugs, and get high.

What is to be done? I will conclude with one big idea, but my best advice is not to look for serious answers from either crowd in Washington.

Earlier this year, I was among a dozen guests invited to a working White House dinner on juvenile

crime. Over gourmet Szechwan wonton and lamb, the meeting dragged on for three-and-a-half hours. President Clinton took copious notes and asked lots of questions, but nothing was accomplished. One guest pleaded with him to declare a National Ceasefire Day. Wisely, he let that one pass. But another guest recommended that he form (you guessed it) a commission. In mid-July, the president named six members to a National Commission on Crime Control and Prevention. I didn't know whether to laugh or cry.

Meanwhile, Republicans have made some real improvements on the 1994 crime bill. But it is hard to imagine that block-granting anti-crime dollars will work (it never has before). And it is easy to see how the passion for devolution is driving conservatives to contradict themselves. For years they've stressed that drugs, crime, and welfare dependency are cultural and moral problems. Now, however, they talk as if perverse monetary incentives explained everything.

True, government policies helped wreck the two-parent family and disrupted other aspects of civil society. But how does the sudden withdrawal of government lead automatically to a rebirth of civil society, an end to moral poverty, and a check on youth crime? It doesn't, not any more than pulling a knife from the chest of a dead man brings him dancing back to life. Liberal social engineering was bad; conservative social re-engineering will prove worse.

My one big idea is borrowed from three well-known child-development experts—Moses, Jesus Christ, and Mohammed. It's called religion. If we are to have a prayer of stopping any significant fraction of the super-predators short of the prison gates, then we had better say "Amen," and fast.

Why religion? Two reasons. First, a growing body of scientific evidence from a variety of academic disciplines indicates that churches can help cure or curtail many severe socioeconomic ills. For example, a 1986 study by Harvard economist Richard Freeman found that among black urban youth, church attendance was a better predictor of who would escape drugs, crime, and poverty than any other single variable (income, family structure) and that churchgoing youth were more likely than otherwise comparable youth to behave in socially constructive ways. Likewise, a study by a panel of leading specialists just published by the journal *Criminology* concluded that, while much work remains to be done, there is substantial empirical evidence that religion serves "as an insulator against crime and delinquency." And we have long known that many of the most effective substance-abuse prevention and treatment programs, both in society and behind bars, are either explicitly religious or quasi-religious in their orientation.

Second, religion is the one answer offered time and again by the justice-system veterans, prisoners, and others I've consulted. With particular reference to black youth crime, for example, it is an answer proffered in recent books by everyone from liberal Cornel West to neoconservative Glenn Loury, Democrat Jesse Jackson to Republican Alan Keyes.

In a recent forum at Trenton's Mount Zion AME Church, Isaac "Ike" Ballard, executive director of education for the New Jersey prison system, spoke the big truth: "The church is the most potent establishment in every black community. It is the single entity that can take on the mission of economic development and give people, especially young people, an alternative to drugs and crime." To be sure, black churches are in decline in many needy neighborhoods. They are straining to stay open despite lost membership, near-empty coffers, and increasing community demands. Still, they remain the last best hope for rebuilding the social and spiritual capital of inner-city America.

We must, therefore, be willing to use public funds to empower local religious institutions to act as safe havens for at-risk children (church-run orphanages, boarding schools, call them what you please), provide adoption out-placement services, administer government-funded "parenting skills" classes, handle the youngest non-violent juvenile offenders, provide substance-abuse treatment, run day-care and pre-school programs, and perform other vital social and economic development functions.

> MY ONE BIG IDEA IS BORROWED FROM THREE WELL-KNOWN CHILD-DEVELOPMENT EXPERTS—MOSES, JESUS CHRIST, AND MOHAMMED.

Although many government officials are reluctant to admit it—and while data on how much of each government social-services dollar already goes through religious institutions are incredibly sparse—in some places churches are already performing such tasks with direct or indirect public support. We should enable them to do even more.

Obviously, even with increased public support, churches could not come close to saving every child or solving every social problem. But I'd bet that the marginal return on public investments that strengthen the community-rebuilding and child-protection capacities

of local churches would equal or exceed that of the marginal tax dollar spent on more cops, more public schools, and more prisons.

Such proposals raise all sorts of elite hackles. But most Americans believe in God (90 percent) and pray each day (80 percent). The trouble is that our faith in God and religion is not reflected in federal, state, and local social policies, courtesy of the anti-religious and non-religious liberal and conservative pseudo-sophisticates of both parties. Let them argue church-state issues (anyone remember the Northwest Ordinance or what the Founding Fathers really said about religion?) all the way to the next funeral of an innocent kid caught in the crossfire. Let these theoretic politicians, as Madison would disparagingly call them, trifle with non-issues concerning which level of government ought to take the lead in protecting lives and property. (Answer: all.)

No one in academia is a bigger fan of incarceration than I am. Between 1985 and 1991 the number of juveniles in custody increased from 49,000 to nearly 58,000. By my estimate, we will probably need to incarcerate at least 150,000 juvenile criminals in the years just ahead. In deference to public safety, we will have little choice but to pursue genuine get-tough law-enforcement strategies against the super-predators.

But some of these children are now still in diapers, and they can be saved. So let our guiding principle be, "Build churches, not jails"—or we will reap the whirlwind of our own moral bankruptcy. ♦