



**City Of Richmond, Virginia  
Office of the City Clerk**

**Request to Withdraw Legislation**

Paper Number: Res. No. 2016-R022

Chief Patron: President Michelle Mosby

Introduction Date: March 14, 2016

Chief Patron Signature: *Michelle Mosby*

*For Office Use Only*

Attestation: *Jean N. Epel*

Effective Date: *May 9, 2016*

INTRODUCED: March 14, 2016

A RESOLUTION No. 2016-R022

To encourage the development of strategies designed to significantly reduce the jail population in the city of Richmond and end “mass incarceration” by proactively decreasing reliance on incarceration through changes in sentencing policy, jail policy and social policy to provide alternatives to incarceration:

\_\_\_\_\_  
Patron – President Mosby

\_\_\_\_\_  
Approved as to form and legality  
by the City Attorney  
\_\_\_\_\_

PUBLIC HEARING: APR 25 2016 AT 6 P.M.

WHEREAS, the United States has the largest prison population in the world with approximately 2,200,000 million adults incarcerated in its prisons and jails according to a count in 2014 by the United States Department of Justice, Bureau of Justice Statistics, a phenomenon known as “mass incarceration”; and

WHEREAS, in addition to the approximately 2,200,000 million actual inmates, there are also approximately 4.8 million adults in the United States who are under the supervision of federal, state and local probation and parole agencies, with the result that one in 36 adults exists within the purview of the criminal justice system; and

AYES: \_\_\_\_\_ NOES: \_\_\_\_\_ ABSTAIN: \_\_\_\_\_

ADOPTED: \_\_\_\_\_ REJECTED: \_\_\_\_\_ STRICKEN: \_\_\_\_\_

WHEREAS, the Commonwealth of Virginia has approximately 58,600 adults incarcerated in its prisons and jails and approximately 56,700 under the supervision of probation and parole for a total population of 114,500 adults under the control of Virginia's criminal justice system in 2013, also according to the United States Department of Justice, Bureau of Justice Statistics; and

WHEREAS, the Council of the City of Richmond supports policy reforms by city administrators that address societal causes leading to criminal behavior and, ultimately, incarceration; and

WHEREAS, the Council of the City of Richmond supports cost-effective alternatives to incarceration aimed at significantly reducing the number of adults placed in correctional facilities; and

WHEREAS, the Council of the City of Richmond supports the established collaborations between the Circuit Court of the City of Richmond, General District Court of the City of Richmond, the City's Department of Justice Services, the Richmond Behavioral Health Authority, and community treatment agencies, all aiming to provide alternatives to incarceration, mental health and substance abuse treatment under the auspices of the mental health docket, and the crisis triage center; and

WHEREAS, the Council of the City of Richmond also encourages development of a model of best practices for creating opportunities for jobs, housing, treatment or skills training and interventions that are proven to reduce arrests and recidivism of nonviolent felony offenders; and

WHEREAS, the Council of the City of Richmond supports initiatives to end "mass incarceration" in the United States by promoting the development of a plan in the city of Richmond for the purposes of significantly reducing the number of persons at risk of being incarcerated in jail and prison, reducing the length of stay when persons are incarcerated, ensuring that the

conditions of confinement are conducive to rehabilitation and training, and increasing the numbers of persons who are released with necessary support when returning to their communities; and

WHEREAS, the Council of the City of Richmond believes that it is in the best interest of the citizens of the City of Richmond that the Council encourage intolerance of biased enforcement of criminal laws and practices against any racial, ethnic or religious group; and

NOW, THEREFORE,

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF RICHMOND:

That the Council of the City of Richmond does hereby encourage the development of strategies designed to significantly reduce the jail population in the city of Richmond and end “mass incarceration” by proactively decreasing reliance on incarceration through changes in sentencing policy, jail policy and social policy to provide alternatives to incarceration.

BE IT FURTHER RESOLVED:

That the Council hereby requests that the Chief Administrative Officer cause the City Administration, where appropriate, to do the following:

1. Convene a diverse team of leaders from multiple agencies committed to reducing the number of people in corrections facilities.
2. Collect in-depth prevalence data pertaining to background and needs of adults entering correctional facilities and assess their recidivism risk for the purpose of establishing baseline information to guide criminal justice policies.
3. Determine which treatment programs and services have the programming and capacity necessary to assist adults at risk of becoming involved or who are currently involved with the criminal justice system.

4. Identify funding and policy barriers at the state and local level that prevent the execution of adequate treatment programs and services in the community.
5. Taking into consideration information learned from collecting prevalence data, classifying viable treatment programs and services, and identifying funding and policy barriers, develop a plan to reduce incarceration which includes a system of measuring outcomes.
6. Focus on strategic outcome measures that provide economic sustainability for at-risk members of the community and for those returning to our communities from correctional facilities for the purpose of reducing the high rate of recidivism.
7. Compile and produce an impact statement that analyzes the demographics of the incarcerated population, including citizens on probation and parole, and the communities to which incarcerated citizens return.
8. Implement the plan by using methodologies grounded in research in social policy.
9. Using the measurable outcomes of the plan to reduce incarceration, compile and make publicly available an annual report to track the progress.



# Richmond City Council

The Voice of the People

Richmond, Virginia

Lou Brown Ali  
Council Chief of Staff

## Office of the Council Chief of Staff

### Council Ordinance/Resolution Request

**TO** Allen L. Jackson, Richmond City Attorney

**THROUGH** Lou Brown Ali, Council Chief of Staff *LB*

**FROM** Joyce L. Davis, Council Policy Analyst *JLD*  
Office of the Council Chief of Staff

**COPY** Michelle Mosby, 9<sup>th</sup> District Council member  
Haskell Brown, Deputy City Attorney  
Vincent Jones, Deputy Council Chief of Staff *V Jones*  
Uzziah Harris, 9<sup>th</sup> District Liaison

**DATE** March 3, 2016

**PAGE/s** 1 of 4

**TITLE:** Resolution to Support Strategies to End Mass Incarceration

RECEIVED

MAR 04 2016

OFFICE OF CITY ATTORNEY

This is a request for the drafting of an/a  Ordinance  Resolution

**REQUESTING COUNCILMEMBER/PATRON**

Council member Michelle Mosby

**SUGGESTED STANDING COMMITTEE**

Education and Human Services

**ORDINANCE/RESOLUTION SUMMARY**

Resolution to Support Strategies to End Mass Incarceration

**BACKGROUND**

Mass Incarceration in the United States is the Human Rights Issue of the 21<sup>st</sup> Century. The United States with 2.2 people in prison Incarcerates the largest prison population than any other nation in the world.<sup>1</sup> The Bureau of Justice Statistics reports in its Correctional Supervision 2014 report, 1 in 36 adults (or 2.8%) in the U.S are under some form of correctional supervision, with approximately 7 million people total under the supervision of the U.S. adult correctional systems. Of the 2.2 million people Incarcerated, 209,600

<sup>1</sup> National Research Council. *The Growth of Incarceration in the United States: Exploring Causes and Consequences*. Washington, DC: The National Academies Press, 2014. Retrieved March 3, 2016: "The U.S. penal population of 2.2 million adults is by far the largest in the world. Just under one-quarter of the world's prisoners are held in American prisons."

are in U.S. federal prisons and 1,263,800 are in state prisons. In local jails, 744,600 are incarcerated and more than 5 million additional persons are under community supervision on probation or on parole.<sup>2</sup>

In Virginia, the Bureau of Justice Statistics reports, 58,600 adults were incarcerated in Virginia's prisons or local jails and 56,700 were on probation or parole community supervision for a total correctional population of 114,500 adults at the end of year 2013.<sup>3</sup>

Of the number of persons in local jails in Virginia, in the City of Richmond's local jail, the average daily population of incarcerated persons is 1200.<sup>4</sup> The population has been downward trending since 2011 when the incarcerated census was an average daily population of 1500. The Richmond Community Criminal Justice Board (CCJB) has set goals of lowering the number of individuals incarcerated and reducing recidivism in the city by implementing evidenced-based practices, policies, and programs with an eye towards reducing the jail census. The FY 2011-2012 CCJB Biennial Plan includes reforms in pretrial release and bail decisions, greater utilization of community-based sentencing options, and treatment for individuals with mental illness and co-occurring substance use disorders. Section 9.1-175 of the Code of Virginia requires that each CCJB adopt and approve a biennial plan of its objectives and goals, and the strategies for implementing the programs and meeting the objectives and goals of the CCJB.

This Resolution is to support initiatives to end Mass Incarceration in the United States through encouraging the development of a plan in the city of Richmond with objectives of achieving a major reduction in the number of persons at risk of entering jail and prison, reducing the length of stay when persons are incarcerated, ensuring conditions of confinement that are conducive to rehabilitation and training, and increasing the number of persons who are safely released from jail and prison facilities as well as their preparation and support when returning to their communities.

### **Sample Resolution to Support Ending Mass Incarceration in the United States**

Whereas, Mass Incarceration in the United States is the Human Rights issue of the 21<sup>st</sup> Century; and

Whereas, 2.2 million people were incarcerated in 2014 in United States prisons and jails, the U.S. has the largest prison population in the world;

<sup>2</sup> United States Department of Justice, Bureau of Justice Statistics, *Correctional Populations in the U.S.*, 2014, December, 2015, NCJ249513. <http://www.bjs.gov/content/pub/pdf/cpus14.pdf>, pg.2, Retrieved March 3, 2016

<sup>3</sup> Bureau of Justice Statistics, December, 2015, NCJ249513. <http://www.bjs.gov/content/pub/pdf/cpus14.pdf>, pg.17

<sup>4</sup> Richmond Justice Center Jail Costs Report, 2015, page 1

and

Whereas, there are 7 million people under the supervision of the U.S. adult correctional system in state and federal prisons, local jails and probation and parole community supervision, this translates to 1 in 36 adults in the U.S. as incarcerated; and

Whereas, in the Commonwealth of Virginia, the Bureau of Justice Statistics Report, 2013 reports, 58,600 adults incarcerated in Virginia's prisons or local jails and 56,700 on probation or parole community supervision for a total correctional population of 114,500 adults; and

Whereas, Richmond City Council encourages multi-system collaboration to help formerly incarcerated individuals successfully re-enter society; and

Whereas, Richmond City Council aims to strengthen and provide cost-effective alternatives to incarceration and drug treatment programs and regular, systemic evaluations of the criminal justice system to support efforts to end mass incarceration in the United States; and

Whereas, Richmond City Council encourages the City of Richmond Administration to ensure criminal justice reforms for systemic transformation to address societal conditions that lead to criminalization, crime and high levels of incarceration; and

Whereas, Richmond City Council will ensure fairness in its laws, practices and regulations that criminal law is not by its terms of enforcement biased against any racial, ethnic, or religious group; and

WHEREAS, the City of Richmond has developed collaborative partnerships to provide initiatives to help people stay out of jail offering mental health and substance use disorder treatment to include a mental health docket, a mental health alternative sentencing program and a crisis triage center which are in collaboration with Criminal Justice Stakeholders, the Richmond General District Court, City of Richmond Department of Justice Services, Richmond Behavioral Health Authority and community treatment resource agencies;

NOW, THEREFORE, LET IT BE RESOLVED, THAT RICHMOND CITY COUNCIL, does hereby sign on to reduce the number of people in our local jail, and encourage all city officials, employees and human service organizations to participate in a multi-system collaboration to improve our criminal justice system by reducing the number of people who needlessly enter the criminal justice system by conducting an assessment and evaluation of the treatment and supportive services in the community, designing intervention approaches in the community aimed at reducing the incarceration population by allowing offenders to re-enter society and transition out of confinement with treatment and supportive services in the



community.

Convene or draw on a diverse team of leaders and decision makers from multiple agencies committed to reducing the number of people in jails.

- Collect and review prevalence numbers and assess individuals' needs to better identify adults entering jails and their recidivism risk, and use that baseline information to guide decision making at the system, program, and case levels.
- Examine treatment and service capacity to determine which programs and services are available in the city for people with risk factors and involvement with the criminal justice system.
- Identify state and local policy and funding barriers to minimize contact with the justice system and providing treatment and supports in the community.
- Develop a plan with measurable outcomes that draws on the jail assessment and prevalence data and the examination of available treatment and service capacity, while considering identified barriers.
- Implement research-based approaches that advance the plan.
- Create a recommendation for a process to track progress using data and information systems, and to report on successes, annually.
- Annually, incorporate this process into a criminal justice reporting process.

**FISCAL IMPACT STATEMENT**

Fiscal Impact	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
Budget Amendment Required	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>

Attachment/s Yes  No

Richmond City Council Ordinance/Resolution Request Form/updated 12.22.08/ss