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SENATE BILL NO. 5084

Offered August 18, 2020

Prefiled August 17, 2020

A BILL to amend and reenact § 9.1-102 of the Code of Virginia and to amend the Code of Virginia by adding in Chapter 1 of Title 9.1 an article numbered 16, consisting of sections numbered 9.1-193 through 9.1-196, relating to community care teams and mental health awareness response and community understanding services (MARCUS) alert system.

Patrons—McClellan, Favola and Hashmi

Referred to Committee on the Judiciary

Be it enacted by the General Assembly of Virginia:

1. That § 9.1-102 of the Code of Virginia is amended and reenacted and that the Code of Virginia is amended by adding in Chapter 1 of Title 9.1 an article numbered 16, consisting of sections numbered 9.1-193 through 9.1-196, as follows:

§ 9.1-102. Powers and duties of the Board and the Department.

The Department, under the direction of the Board, which shall be the policy-making body for carrying out the duties and powers hereunder, shall have the power and duty to:

1. Adopt regulations, pursuant to the Administrative Process Act (§ 2.2-4000 et seq.), for the administration of this chapter including the authority to require the submission of reports and information by law-enforcement officers within the Commonwealth. Any proposed regulations concerning the privacy, confidentiality, and security of criminal justice information shall be submitted for review and comment to any board, commission, or committee or other body which may be established by the General Assembly to regulate the privacy, confidentiality, and security of information collected and maintained by the Commonwealth or any political subdivision thereof;

2. Establish compulsory minimum training standards subsequent to employment as a law-enforcement officer in (i) permanent positions, and (ii) temporary or probationary status, and establish the time required for completion of such training;

3. Establish minimum training standards and qualifications for certification and recertification for law-enforcement officers serving as field training officers;

4. Establish compulsory minimum curriculum requirements for in-service and advanced courses and programs for schools, whether located in or outside the Commonwealth, which are operated for the specific purpose of training law-enforcement officers;

5. Establish (i) compulsory minimum training standards for law-enforcement officers who utilize radar or an electrical or microcomputer device to measure the speed of motor vehicles as provided in § 46.2-882 and establish the time required for completion of the training and (ii) compulsory minimum qualifications for certification and recertification of instructors who provide such training;

6. [Repealed];

7. Establish compulsory minimum entry-level, in-service and advanced training standards for those persons designated to provide courthouse and courtroom security pursuant to the provisions of § 53.1-120, and to establish the time required for completion of such training;

8. Establish compulsory minimum entry-level, in-service and advanced training standards for deputy sheriffs designated to serve process pursuant to the provisions of § 8.01-293, and establish the time required for the completion of such training;

9. Establish compulsory minimum entry-level, in-service, and advanced training standards, as well as the time required for completion of such training, for persons employed as deputy sheriffs and jail officers by local criminal justice agencies and correctional officers employed by the Department of Corrections under the provisions of Title 53.1. For correctional officers employed by the Department of Corrections, such standards shall include training on the general care of pregnant women, the impact of restraints on pregnant inmates and fetuses, the impact of being placed in restrictive housing or solitary confinement on pregnant inmates, and the impact of body cavity searches on pregnant inmates;

10. Establish compulsory minimum training standards for all dispatchers employed by or in any local or state government agency, whose duties include the dispatching of law-enforcement personnel. Such training standards shall apply only to dispatchers hired on or after July 1, 1988;

11. Establish compulsory minimum training standards for all auxiliary police officers employed by or in any local or state government agency. Such training shall be graduated and based on the type of duties to be performed by the auxiliary police officers. Such training standards shall not apply to auxiliary police officers exempt pursuant to § 15.2-1731;

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59 12. Consult and cooperate with counties, municipalities, agencies of the Commonwealth, other state
60 and federal governmental agencies, and institutions of higher education within or outside the
61 Commonwealth, concerning the development of police training schools and programs or courses of
62 instruction;

63 13. Approve institutions, curricula and facilities, whether located in or outside the Commonwealth,
64 for school operation for the specific purpose of training law-enforcement officers; but this shall not
65 prevent the holding of any such school whether approved or not;

66 14. Establish and maintain police training programs through such agencies and institutions as the
67 Board deems appropriate;

68 15. Establish compulsory minimum qualifications of certification and recertification for instructors in
69 criminal justice training schools approved by the Department;

70 16. Conduct and stimulate research by public and private agencies which shall be designed to
71 improve police administration and law enforcement;

72 17. Make recommendations concerning any matter within its purview pursuant to this chapter;

73 18. Coordinate its activities with those of any interstate system for the exchange of criminal history
74 record information, nominate one or more of its members to serve upon the council or committee of any
75 such system, and participate when and as deemed appropriate in any such system's activities and
76 programs;

77 19. Conduct inquiries and investigations it deems appropriate to carry out its functions under this
78 chapter and, in conducting such inquiries and investigations, may require any criminal justice agency to
79 submit information, reports, and statistical data with respect to its policy and operation of information
80 systems or with respect to its collection, storage, dissemination, and usage of criminal history record
81 information and correctional status information, and such criminal justice agencies shall submit such
82 information, reports, and data as are reasonably required;

83 20. Conduct audits as required by § 9.1-131;

84 21. Conduct a continuing study and review of questions of individual privacy and confidentiality of
85 criminal history record information and correctional status information;

86 22. Advise criminal justice agencies and initiate educational programs for such agencies with respect
87 to matters of privacy, confidentiality, and security as they pertain to criminal history record information
88 and correctional status information;

89 23. Maintain a liaison with any board, commission, committee, or other body which may be
90 established by law, executive order, or resolution to regulate the privacy and security of information
91 collected by the Commonwealth or any political subdivision thereof;

92 24. Adopt regulations establishing guidelines and standards for the collection, storage, and
93 dissemination of criminal history record information and correctional status information, and the privacy,
94 confidentiality, and security thereof necessary to implement state and federal statutes, regulations, and
95 court orders;

96 25. Operate a statewide criminal justice research center, which shall maintain an integrated criminal
97 justice information system, produce reports, provide technical assistance to state and local criminal
98 justice data system users, and provide analysis and interpretation of criminal justice statistical
99 information;

100 26. Develop a comprehensive, statewide, long-range plan for strengthening and improving law
101 enforcement and the administration of criminal justice throughout the Commonwealth, and periodically
102 update that plan;

103 27. Cooperate with, and advise and assist, all agencies, departments, boards and institutions of the
104 Commonwealth, and units of general local government, or combinations thereof, including planning
105 district commissions, in planning, developing, and administering programs, projects, comprehensive
106 plans, and other activities for improving law enforcement and the administration of criminal justice
107 throughout the Commonwealth, including allocating and subgranting funds for these purposes;

108 28. Define, develop, organize, encourage, conduct, coordinate, and administer programs, projects and
109 activities for the Commonwealth and units of general local government, or combinations thereof, in the
110 Commonwealth, designed to strengthen and improve law enforcement and the administration of criminal
111 justice at every level throughout the Commonwealth;

112 29. Review and evaluate programs, projects, and activities, and recommend, where necessary,
113 revisions or alterations to such programs, projects, and activities for the purpose of improving law
114 enforcement and the administration of criminal justice;

115 30. Coordinate the activities and projects of the state departments, agencies, and boards of the
116 Commonwealth and of the units of general local government, or combination thereof, including planning
117 district commissions, relating to the preparation, adoption, administration, and implementation of
118 comprehensive plans to strengthen and improve law enforcement and the administration of criminal
119 justice;

120 31. Do all things necessary on behalf of the Commonwealth and its units of general local

government, to determine and secure benefits available under the Omnibus Crime Control and Safe Streets Act of 1968 (P.L. 90-351, 82 Stat. 197), as amended, and under any other federal acts and programs for strengthening and improving law enforcement, the administration of criminal justice, and delinquency prevention and control;

32. Receive, administer, and expend all funds and other assistance available to the Board and the Department for carrying out the purposes of this chapter and the Omnibus Crime Control and Safe Streets Act of 1968, as amended;

33. Apply for and accept grants from the United States government or any other source in carrying out the purposes of this chapter and accept any and all donations both real and personal, and grants of money from any governmental unit or public agency, or from any institution, person, firm or corporation, and may receive, utilize and dispose of the same. Any arrangements pursuant to this section shall be detailed in the annual report of the Board. Such report shall include the identity of the donor, the nature of the transaction, and the conditions, if any. Any moneys received pursuant to this section shall be deposited in the state treasury to the account of the Department. To these ends, the Board shall have the power to comply with conditions and execute such agreements as may be necessary;

34. Make and enter into all contracts and agreements necessary or incidental to the performance of its duties and execution of its powers under this chapter, including but not limited to, contracts with the United States, units of general local government or combinations thereof, in Virginia or other states, and with agencies and departments of the Commonwealth;

35. Adopt and administer reasonable regulations for the planning and implementation of programs and activities and for the allocation, expenditure and subgranting of funds available to the Commonwealth and to units of general local government, and for carrying out the purposes of this chapter and the powers and duties set forth herein;

36. Certify and decertify law-enforcement officers in accordance with §§ 15.2-1706 and 15.2-1707;

37. Establish training standards and publish and periodically update model policies for law-enforcement personnel in the following subjects:

a. The handling of family abuse, domestic violence, sexual assault, and stalking cases, including standards for determining the predominant physical aggressor in accordance with § 19.2-81.3. The Department shall provide technical support and assistance to law-enforcement agencies in carrying out the requirements set forth in subsection A of § 9.1-1301;

b. Communication with and facilitation of the safe return of individuals diagnosed with Alzheimer's disease;

c. Sensitivity to and awareness of cultural diversity and the potential for biased policing;

d. Protocols for local and regional sexual assault response teams;

e. Communication of death notifications;

f. The questioning of individuals suspected of driving while intoxicated concerning the physical location of such individual's last consumption of an alcoholic beverage and the communication of such information to the Virginia Alcoholic Beverage Control Authority;

g. Vehicle patrol duties that embody current best practices for pursuits and for responding to emergency calls;

h. Criminal investigations that embody current best practices for conducting photographic and live lineups;

i. Sensitivity to and awareness of human trafficking offenses and the identification of victims of human trafficking offenses for personnel involved in criminal investigations or assigned to vehicle or street patrol duties; and

j. Missing children, missing adults, and search and rescue protocol;

38. Establish compulsory training standards for basic training and the recertification of law-enforcement officers to ensure sensitivity to and awareness of cultural diversity and the potential for biased policing;

39. Review and evaluate community-policing programs in the Commonwealth, and recommend where necessary statewide operating procedures, guidelines, and standards which strengthen and improve such programs, including sensitivity to and awareness of cultural diversity and the potential for biased policing;

40. Establish a Virginia Law-Enforcement Accreditation Center. The Center may, in cooperation with Virginia law-enforcement agencies, provide technical assistance and administrative support, including staffing, for the establishment of voluntary state law-enforcement accreditation standards. The Center may provide accreditation assistance and training, resource material, and research into methods and procedures that will assist the Virginia law-enforcement community efforts to obtain Virginia accreditation status;

41. Promote community policing philosophy and practice throughout the Commonwealth by providing community policing training and technical assistance statewide to all law-enforcement

182 agencies, community groups, public and private organizations and citizens; developing and distributing
183 innovative policing curricula and training tools on general community policing philosophy and practice
184 and contemporary critical issues facing Virginia communities; serving as a consultant to Virginia
185 organizations with specific community policing needs; facilitating continued development and
186 implementation of community policing programs statewide through discussion forums for community
187 policing leaders, development of law-enforcement instructors; promoting a statewide community policing
188 initiative; and serving as a statewide information source on the subject of community policing including,
189 but not limited to periodic newsletters, a website and an accessible lending library;

190 42. Establish, in consultation with the Department of Education and the Virginia State Crime
191 Commission, compulsory minimum standards for employment and job-entry and in-service training
192 curricula and certification requirements for school security officers, including school security officers
193 described in clause (b) of § 22.1-280.2:1, which training and certification shall be administered by the
194 Virginia Center for School and Campus Safety (VCSCS) pursuant to § 9.1-184. Such training standards
195 shall be specific to the role and responsibility of school security officers and shall include (i) relevant
196 state and federal laws; (ii) school and personal liability issues; (iii) security awareness in the school
197 environment; (iv) mediation and conflict resolution, including de-escalation techniques such as a physical
198 alternative to restraint; (v) disaster and emergency response; (vi) awareness of cultural diversity and
199 implicit bias; (vii) working with students with disabilities, mental health needs, substance abuse
200 disorders, and past traumatic experiences; and (viii) student behavioral dynamics, including child and
201 adolescent development and brain research. The Department shall establish an advisory committee
202 consisting of local school board representatives, principals, superintendents, and school security
203 personnel to assist in the development of the standards and certification requirements in this subdivision.
204 The Department shall require any school security officer who carries a firearm in the performance of his
205 duties to provide proof that he has completed a training course provided by a federal, state, or local
206 law-enforcement agency that includes training in active shooter emergency response, emergency
207 evacuation procedure, and threat assessment;

208 43. License and regulate property bail bondsmen and surety bail bondsmen in accordance with
209 Article 11 (§ 9.1-185 et seq.);

210 44. License and regulate bail enforcement agents in accordance with Article 12 (§ 9.1-186 et seq.);

211 45. In conjunction with the Virginia State Police and the State Compensation Board, advise criminal
212 justice agencies regarding the investigation, registration, and dissemination of information requirements
213 as they pertain to the Sex Offender and Crimes Against Minors Registry Act (§ 9.1-900 et seq.);

214 46. Establish minimum standards for (i) employment, (ii) job-entry and in-service training curricula,
215 and (iii) certification requirements for campus security officers. Such training standards shall include, but
216 not be limited to, the role and responsibility of campus security officers, relevant state and federal laws,
217 school and personal liability issues, security awareness in the campus environment, and disaster and
218 emergency response. The Department shall provide technical support and assistance to campus police
219 departments and campus security departments on the establishment and implementation of policies and
220 procedures, including but not limited to: the management of such departments, investigatory procedures,
221 judicial referrals, the establishment and management of databases for campus safety and security
222 information sharing, and development of uniform record keeping for disciplinary records and statistics,
223 such as campus crime logs, judicial referrals and Clery Act statistics. The Department shall establish an
224 advisory committee consisting of college administrators, college police chiefs, college security
225 department chiefs, and local law-enforcement officials to assist in the development of the standards and
226 certification requirements and training pursuant to this subdivision;

227 47. Assess and report, in accordance with § 9.1-190, the crisis intervention team programs established
228 pursuant to § 9.1-187;

229 48. In conjunction with the Office of the Attorney General, advise law-enforcement agencies and
230 attorneys for the Commonwealth regarding the identification, investigation, and prosecution of human
231 trafficking offenses using the common law and existing criminal statutes in the Code of Virginia;

232 49. Register tow truck drivers in accordance with § 46.2-116 and carry out the provisions of
233 § 46.2-117;

234 50. Administer the activities of the Virginia Sexual and Domestic Violence Program Professional
235 Standards Committee by providing technical assistance and administrative support, including staffing, for
236 the Committee;

237 51. In accordance with § 9.1-102.1, design and approve the issuance of photo-identification cards to
238 private security services registrants registered pursuant to Article 4 (§ 9.1-138 et seq.);

239 52. In consultation with the State Council of Higher Education for Virginia and the Virginia
240 Association of Campus Law Enforcement Administrators, develop multidisciplinary curricula on
241 trauma-informed sexual assault investigation;

242 53. In consultation with the Department of Behavioral Health and Developmental Services, develop a
243 model addiction recovery program that may be administered by sheriffs, deputy sheriffs, jail officers,

administrators, or superintendents in any local or regional jail. Such program shall be based on any existing addiction recovery programs that are being administered by any local or regional jails in the Commonwealth. Participation in the model addiction recovery program shall be voluntary, and such program may address aspects of the recovery process, including medical and clinical recovery, peer-to-peer support, availability of mental health resources, family dynamics, and aftercare aspects of the recovery process;

54. Establish compulsory minimum training standards for certification and recertification of law-enforcement officers serving as school resource officers. Such training shall be specific to the role and responsibility of a law-enforcement officer working with students in a school environment and shall include (i) relevant state and federal laws; (ii) school and personal liability issues; (iii) security awareness in the school environment; (iv) mediation and conflict resolution, including de-escalation techniques; (v) disaster and emergency response; (vi) awareness of cultural diversity and implicit bias; (vii) working with students with disabilities, mental health needs, substance abuse disorders, or past traumatic experiences; and (viii) student behavioral dynamics, including current child and adolescent development and brain research;

55. Establish a model policy for the operation of body-worn camera systems as defined in § 15.2-1723.1 that also addresses the storage and maintenance of body-worn camera system records;

56. Establish compulsory minimum training standards for detector canine handlers employed by the Department of Corrections, standards for the training and retention of detector canines used by the Department of Corrections, and a central database on the performance and effectiveness of such detector canines that requires the Department of Corrections to submit comprehensive information on each canine handler and detector canine, including the number and types of calls and searches, substances searched for and whether or not detected, and the number of false positives, false negatives, true positives, and true negatives;

57. Establish compulsory training standards for basic training of law-enforcement officers for recognizing and managing stress, self-care techniques, and resiliency; ~~and~~

58. Assess and report, in accordance with § 9.1-196, the community care teams established pursuant to § 9.1-193; and

59. Perform such other acts as may be necessary or convenient for the effective performance of its duties.

Article 16.

Mental Health Awareness Response and Community Understanding Services (Marcus) Alert System and Community Care Teams.

§ 9.1-193. Establishment of mental health awareness response and community understanding services (Marcus) alert system and community care teams.

A. As used in this article, unless the context requires a different meaning:

"Area" means a combination of one or more localities or institutions of higher education contained therein that may have law-enforcement officers as defined in § 9.1-101.

"Body-worn camera system" means the same as that term is defined in § 15.2-1723.1.

"Community care team" means a group of mental health service providers working with registered peer recovery specialists and law-enforcement officers as a team, with the mental health service providers leading such team, to help stabilize individuals in crisis situations. In addition to serving as a co-response unit, community care teams may, at the discretion of the employing locality, engage in community mental health awareness and services.

"Dispatcher" means the same as that term is defined in § 56-484.16:1.

"Historically economically disadvantaged community" means the same as that term is defined in § 56-576.

"Mental health awareness response and community understanding services (Marcus) alert system" means a process in which a call for service or other communication to an emergency 911 system or that is communicated with any other equivalent reporting system gets routed for the appropriate services, including calls for service being directed to a community care team.

"Mental health service provider" means the same as that term is defined in § 54.1-2400.1.

"Registered peer recovery specialist" means the same as that term is defined in § 54.1-3500.

B. By January 1, 2021, the Department of Criminal Justice Services and the Department of Behavioral Health and Developmental Services, in collaboration with law-enforcement and mental health stakeholders, shall support the development and establishment of a Marcus alert system that uses community care teams in localities and areas throughout the Commonwealth. The community care teams shall respond to crisis situations involving persons whose behaviors are consistent with mental illness, substance abuse problems, or both and ensure individuals experiencing a mental health crisis, including individuals experiencing a behavioral health crisis, secondary to mental illness, substance use problems, developmental or intellectual disabilities, or any combination thereof. The goals of the Marcus alert

305 system shall be:

306 1. Providing immediate response and services by specially trained mental health service providers,
307 registered peer recovery specialists, and law-enforcement officers, who shall serve as back up if the
308 scene becomes unstable or unsafe;

309 2. Affording persons whose behaviors are consistent with mental illness, substance abuse problems,
310 or both a sense of dignity in crisis situations;

311 3. Reducing the likelihood of physical confrontation;

312 4. Decreasing arrests and use of force incidents by law-enforcement officers;

313 5. Identifying underserved populations in historically economically disadvantaged communities whose
314 behaviors are consistent with mental illness, substance abuse problems, or both and ensuring individuals
315 experiencing a mental health crisis, including individuals experiencing a behavioral health crisis,
316 secondary to mental illness, substance use problems, developmental or intellectual disabilities, or any
317 combination thereof, are directed or referred to, or provided with appropriate care, including follow-up
318 and wrap-around services to individuals, family members, and caregivers to reduce the likelihood of
319 future crises;

320 6. Providing support and assistance for mental health service providers and law-enforcement
321 officers;

322 7. Decreasing the use of arrest and detention of persons whose behaviors are consistent with mental
323 illness, substance abuse problems, or both by providing better access to timely treatment;

324 8. Providing a therapeutic location or protocol to bring individuals in crisis for assessment that is
325 not a law-enforcement or jail facility;

326 9. Increasing public recognition and appreciation for the mental health needs of a community;

327 10. Decreasing injuries during crisis events;

328 11. Reducing inappropriate arrests of individuals whose behaviors are consistent with mental illness
329 in crisis situations;

330 12. Decreasing the need for mental health treatment in jail;

331 13. Accelerating access to care for individuals in crisis through improved and streamlined referral
332 mechanisms to mental health services;

333 14. Improving the notifications made to the community care team and the public of an individual
334 experiencing a mental health crisis if the individual poses an immediate public safety threat or threat to
335 self; and

336 15. Decreasing the use of psychiatric hospitalizations as treatment for mental health crises.

337 C. The Department, in collaboration with the Department of Behavioral Health and Developmental
338 Services, shall establish criteria for the development of community care teams that shall include
339 assessment of the effectiveness of the locality's or area's plan for community involvement, including
340 engaging with and providing services to historically economically disadvantaged communities; training;
341 and therapeutic response alternatives.

342 D. By July 1, 2021, the Department and the Department of Behavioral Health and Developmental
343 Services shall submit to the Joint Commission on Health Care a report outlining the status of the
344 Marcus alert system, including copies of any requests for proposals and the criteria developed for such
345 areas.

346 E. By January 1, 2022, every locality shall have established, or be part of an area that has
347 established, a Marcus alert system that uses a community care team.

348 **§ 9.1-194. Community care team training.**

349 The Department, in consultation with the Department of Behavioral Health and Developmental
350 Services, the Department for Aging and Rehabilitative Services, and law-enforcement, brain injury, and
351 mental health stakeholders, shall develop a training program for all persons involved in the Marcus
352 alert system and community care teams, and all team members and dispatchers shall receive this
353 training.

354 **§ 9.1-195. Community care team protocol.**

355 A. Each community care team shall develop a protocol that permits the community care team to
356 release a person whose behaviors are consistent with mental illness, substance abuse problems, or both
357 whom they encounter in crisis situations when the community care team has determined the person is
358 sufficiently stable and to refer him for emergency treatment services.

359 B. Community care teams shall only be armed with non-lethal weapons and shall only use non-lethal
360 force. Community care team members shall not wear uniforms used by law-enforcement officers and
361 shall not drive or operate law-enforcement-marked motor vehicles. All law-enforcement members who
362 are part of a community care team shall wear and use and keep free from obstruction a body-worn
363 camera system whenever such community care team is responding to a call for service. Community care
364 teams shall not be housed in any law-enforcement facility, jail, or detention center.

365 **§ 9.1-196. Community care team assessment.**

366 The Department and the Department of Behavioral Health and Developmental Services shall assess

367 *and report on the impact and effectiveness of the community care teams in meeting their goals. The*
368 *assessment shall include the consideration of the number of incidents, injuries to the parties involved,*
369 *successes and problems encountered, the overall operation of the Marcus alert system and community*
370 *care teams, and recommendations for improvement. The Department and the Department of Behavioral*
371 *Health and Developmental Services shall submit a report to the Joint Commission on Health Care by*
372 *November 15, in the years 2022, 2023, and 2024.*

373 **2. That the Department of Criminal Justice Services and the Department of Behavioral Health and**
374 **Developmental Services shall coordinate a public service campaign to run from July 1, 2021, until**
375 **January 1, 2022, announcing the development and establishment of community care teams and**
376 **mental health awareness response and community understanding services (Marcus) alert systems**
377 **in localities and areas throughout the Commonwealth.**

378 **3. That this act shall be referred to as the Marcus-David Peters Act.**