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HOUSE BILL NO. 611

Offered January 12, 2022

Prefiled January 11, 2022

A BILL to amend and reenact § 9.1-102 of the Code of Virginia and to amend the Code of Virginia by adding a section numbered 15.2-1722.2, relating to conduct of law-enforcement officers; establishment of an Early Identification System.

Patrons—Bourne, Bagby, Jenkins and McQuinn

Committee Referral Pending

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 a section numbered 15.2-1722.2 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. Such compulsory minimum training standards shall include crisis intervention training in accordance with clause (i) of § 9.1-188;

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;

12. Consult and cooperate with counties, municipalities, agencies of the Commonwealth, other state

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59 and federal governmental agencies, and institutions of higher education within or outside the
60 Commonwealth, concerning the development of police training schools and programs or courses of
61 instruction;

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

119 31. Do all things necessary on behalf of the Commonwealth and its units of general local
120 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 systemic and individual racism, cultural diversity, and the potential for racially biased policing and bias-based profiling as defined in § 52-30.1, which shall include recognizing implicit biases in interacting with persons who have a mental illness, substance use disorder, or developmental or cognitive disability;

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;

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

k. The handling and use of tear gas or other gases and kinetic impact munitions, as defined in § 19.2-83.3, that embody current best practices for using such items as a crowd control measure or during an arrest or detention of another person;

38. Establish compulsory training standards for basic training and the recertification of law-enforcement officers to ensure (i) sensitivity to and awareness of systemic and individual racism, cultural diversity, and the potential for racially biased policing and bias-based profiling as defined in § 52-30.1, which shall include recognizing implicit biases in interacting with persons who have a mental illness, substance use disorder, or developmental or cognitive disability; (ii) training in de-escalation techniques; and (iii) training in the lawful use of force, including the use of deadly force, as defined in § 19.2-83.3, only when necessary to protect the law-enforcement officer or another person;

39. Review and evaluate community-policing programs in the Commonwealth, and recommend where necessary statewide operating procedures, guidelines, and standards that strengthen and improve such programs, including sensitivity to and awareness of systemic and individual racism, cultural diversity,

182 and the potential for racially biased policing and bias-based profiling as defined in § 52-30.1, which
183 shall include recognizing implicit biases in interacting with persons who have a mental illness, substance
184 use disorder, or developmental or cognitive disability;

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

191 41. Promote community policing philosophy and practice throughout the Commonwealth by
192 providing community policing training and technical assistance statewide to all law-enforcement
193 agencies, community groups, public and private organizations and citizens; developing and distributing
194 innovative policing curricula and training tools on general community policing philosophy and practice
195 and contemporary critical issues facing Virginia communities; serving as a consultant to Virginia
196 organizations with specific community policing needs; facilitating continued development and
197 implementation of community policing programs statewide through discussion forums for community
198 policing leaders, development of law-enforcement instructors; promoting a statewide community policing
199 initiative; and serving as a statewide information source on the subject of community policing including,
200 but not limited to periodic newsletters, a website and an accessible lending library;

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

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

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

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

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

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

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

243 49. Register tow truck drivers in accordance with § 46.2-116 and carry out the provisions of

§ 46.2-117;

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

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

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

53. In consultation with the Department of Behavioral Health and Developmental Services, develop a 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 systemic and individual racism, cultural diversity, and implicit bias; (vii) working with students with disabilities, mental health needs, substance use 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;

58. Establish guidelines and standards for psychological examinations conducted pursuant to subsection C of § 15.2-1705;

59. Establish compulsory in-service training standards, to include frequency of retraining, for law-enforcement officers in the following subjects: (i) relevant state and federal laws; (ii) awareness of cultural diversity and the potential for bias-based profiling as defined in § 52-30.1; (iii) de-escalation techniques; (iv) working with individuals with disabilities, mental health needs, or substance use disorders; and (v) the lawful use of force, including the use of deadly force, as defined in § 19.2-83.3, only when necessary to protect the law-enforcement officer or another person;

60. Develop a uniform curriculum and lesson plans for the compulsory minimum entry-level, in-service, and advanced training standards to be employed by criminal justice training academies approved by the Department when conducting training;

61. Adopt statewide professional standards of conduct applicable to all certified law-enforcement officers and certified jail officers and appropriate due process procedures for decertification based on serious misconduct in violation of those standards;

62. Establish and administer a waiver process, in accordance with §§ 2.2-5515 and 15.2-1721.1, for law-enforcement agencies to use certain military property. Any waivers granted by the Criminal Justice Services Board shall be published by the Department on the Department's website;

63. Establish compulsory training standards for basic training and the recertification of law-enforcement officers to include crisis intervention training in accordance with clause (ii) of § 9.1-188;

64. Advise and assist the Department of Behavioral Health and Developmental Services, and support local law-enforcement cooperation, with the development and implementation of the Marcus alert system, as defined in § 37.2-311.1, including the establishment of local protocols for law-enforcement participation in the Marcus alert system pursuant to § 9.1-193 and for reporting requirements pursuant to

305 §§ 9.1-193 and 37.2-311.1; and

306 65. Establish a best practices model for the implementation, training, and management of an Early
307 Identification System (EIS) as defined in §15.2-1722.2;

308 66. Establish and administer written policies and procedures for law-enforcement agencies to report
309 to the Office of the Attorney General all judgments or settlements in cases relating to negligence or
310 misconduct of a law-enforcement officer as defined in § 9.1-101, including how such data shall be
311 collected and how often such data shall be reported; and

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

314 **§ 15.2-1722.2. Early Identification System; requirements and training.**

315 A. As used in this section:

316 "Early Identification System" means a system through which a law-enforcement agency collects and
317 manages data to identify and assess patterns of behavior, including misconduct and high-risk behavior,
318 or performance of law-enforcement officers and law-enforcement agency employees.

319 "Law-enforcement agency" means a police department established pursuant to § 15.2-1701, a campus
320 police department of any public institution of higher education of the Commonwealth employing a
321 law-enforcement officer established pursuant to § 23.1-809, or a sheriff's department.

322 "Law-enforcement officer" means any person, other than a chief of police, who, in his official
323 capacity is (i) authorized to make arrests and (ii) a nonprobationary officer of a (a) police department,
324 bureau, or force of any political subdivision; (b) campus police department of any public institution of
325 higher education of the Commonwealth; or (c) sheriff's department.

326 "Locality" shall be construed to mean a county or city as the context may require.

327 B. It shall be the duty of the sheriff or chief of police of every locality to implement procedures for
328 an Early Identification System (EIS) by July 1, 2024, in accordance with the best practices model
329 developed by the Department of Criminal Justice Services pursuant to § 9.1-102. The EIS established by
330 each locality shall include:

331 1. Defined behaviors and relevant history that shall be considered when a law-enforcement officer is
332 subject to review, including the law-enforcement officer's past assignments, prior complaints made
333 against the law-enforcement officer, any prior interventions taken against the officer, and any
334 commendation, departmental award, or recognition that the law-enforcement officer had received;

335 2. Identification of threshold levels of behaviors or complaints that shall initiate an individualized
336 review of a law-enforcement officer as determined by a supervising officer or appropriate departmental
337 board;

338 3. Guidelines for how a review of a law-enforcement officer shall be conducted;

339 4. Guidance for (i) non-remedial assistance to a law-enforcement officer who is subject to
340 intervention, including (a) mental health counseling or other mental health assistance, (b) additional
341 training, and (c) mentoring programs, or (ii) appropriate remedial action as necessary; and

342 5. Requirements for maintaining data regarding patterns of behavior and releasing periodic public
343 reports about such data.

344 C. Law-enforcement officers shall receive training on the EIS prior to implementation and annually
345 after implementation. Law-enforcement officers who serve in a supervising position shall receive
346 additional training related to recognizing and identifying incidents that may affect a law-enforcement
347 officer's performance and analyzing patterns of behavior.

348 D. The EIS shall be managed by the local department responsible for overseeing a law-enforcement
349 agency's professional standards.