

SUSPENDED PROGRESS 2018

An Update on the State of Exclusionary Discipline &
Alternative Education in Virginia's Public Schools

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 LEGAL AID
JUSTICE CENTER

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The Legal Aid Justice Center (LAJC) fights injustice in the lives of individual Virginians while rooting out exploitative policies and practices that keep people in poverty. LAJC uses impact litigation, community organizing, and policy advocacy to solve urgent problems in areas such as housing, education, civil rights, immigration, healthcare and consumer finance. LAJC's primary service areas are Charlottesville, Northern Virginia, Richmond, and Petersburg, but the effects of its work are felt statewide.

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Executive Summary

For the past two years, the Legal Aid Justice Center has released *Suspended Progress*, our issue brief on the state of exclusionary discipline in the Commonwealth of Virginia’s public school system for the most recent academic year. In both reports, the findings were appalling: hundreds of thousands of students excluded from school for weeks and months at a time, with the majority of suspensions issued for non-violent, minor misbehavior (often labeled as “defiance” or “disrespect”) and “status” offenses, including attendance violations—local divisions were excluding children from school for not coming to school. The Commonwealth was using access to education as a punishment for misbehavior, to devastating effect.

Across these school years, Black students and students with disabilities were suspended and expelled at much higher rates than their white and non-disabled peers. Tens of thousands of suspensions were issued to very young students in elementary grades. And children across the Commonwealth lost hundreds of thousands of instruction days, placing them further and further behind in their studies, and ever closer to dropping out.

These egregious results led us to several critical conclusions: First, in the wake of a tremendous response from policymakers, media, and Virginia students and families to our 2016 and 2017 reports, we have committed to continue releasing this report annually, to offer ready access to this data, our analysis, and our policy recommendations in order to help drive positive reform of our public school discipline system.

Second: the unconscionable disciplinary data reported here for the 2016-17 school year demands that policymakers and communities implement a bold, comprehensive plan of meaningful change. In this 2018 update to *Suspended Progress*, we found that during the 2016-17 academic year:

- Virginia schools issued over 127,800 out-of-school suspensions to over 73,000 individual students.
- Virginia schools continue to use exclusionary discipline with very young students at an astonishing rate, issuing nearly 18,000 short-term suspensions and at least 111 long-term suspensions just to children in pre-k through 3rd grade—a marked increase for that population over the prior year’s results.
- The vast majority of suspensions continued to be issued for minor offenses, with approximately two-thirds of all suspensions issued for behavior offenses like: possession of cell phones, minor insubordination, disrespect, and using inappropriate language.

Third: We became increasingly concerned by what we *didn’t* see—what happened to these students after they were suspended or expelled? Where and how did they continue to be educated, and were they still making adequate progress toward graduation? Did they return to their home schools? *Were* they educated at all? Those resistant to reform of Virginia’s exclusionary discipline system consistently point to the alternative education system as a remedy for any collateral consequences of classroom or school removal, but neither localities nor the state seem to track achievement or behavioral outcomes for excluded students. Our conclusion: the quality, accessibility, transparency, and accountability systems of Virginia’s alternative education system must improve.

Perhaps most disturbing in the 2016-17 data is an increase in the already astonishing rate that Virginia schools continue to disproportionately suspend Black students. The suspension rate for Black students was **4.5 times higher** than for Hispanic and white students—up from 3.8 times higher in 2015-16. Students with disabilities were suspended at a rate 2.3 times higher than their non-disabled peers. When examining the effects of race, sex, *and* disability, the results were especially troubling: Black male students with disabilities were still more than 20 times more likely to be suspended than white female students without disabilities.

Virginia’s school discipline system is built upon a flawed foundation of exclusion. Children and youth who are disconnected and isolated from academic, social, and community environments are not safe, not healthy, and not able to grow into the strong, educated community members we all want and need them to be.

- Children suspended from school in Virginia are more likely to experience academic failure, drop out of school, have substance abuse issues, have mental health needs, and become involved in the justice system.
- When underlying issues are left unaddressed, students who return to school from suspension or expulsion (if they are able to return) often face deep academic, emotional, health, and social challenges.
- Students who are suspended or expelled may have a significant history of trauma and/or ongoing trauma in their lives—situations and experiences that demand connection with safe, caring adults and peers, not exclusion and isolation, which can exacerbate or even create new trauma.
- Exclusion can also have harsh effects on students’ basic care and safety: a suspended student may be alone and/or unsupervised during the day, and may also be missing meals if they rely on school lunch and breakfast.
- Schools with high suspension rates generally have poor school climate ratings, as well as lower test scores and graduation rates.

A system that separates children from their education and leaves them unsupported at a time when they most need help is a broken system. The good news is: there are proven ways we can fix it. Virginia schools’ use of exclusionary discipline is myopic and harmful, especially when students have little or no access to high-quality education or the supportive services they need to learn. As we have advocated time and again: at both state and local levels, Virginia should scale back use and duration of all suspensions and expulsion.

Most critically: Virginia must develop and implement a plan to eliminate disparities in the use of school exclusion against Black and disabled students. Black and disabled students, for far too long and with tragic effect, have borne the disproportionate brunt of school suspensions, expulsions, reassignments, seclusion and restraints, and arrests compared to their white and non-disabled peers. The Commonwealth has the knowledge and power to close these gaps; what has lacked is the will and momentum to prioritize the issue. This must change immediately.

In the rare event exclusionary discipline is used, students should still access quality educational services that keep them on track toward returning promptly to their home school, achieving a diploma, and pursuing opportunities for college and/or employment. Virginia should ensure academic success for any students removed from a classroom by thoughtfully reconstructing our alternative education options so all are consistently of high-quality and academically challenging; tailored to students’ strengths and needs; rooted in a plan that ensures students have a viable opportunity to transition back into their school of origin or comparable setting; and responsible to student achievement and behavioral goals through data tracking and analysis.

The Commonwealth and localities should direct greater resources toward in-school supports like school counselors, psychologists, social workers, and nurses, as well as alternatives to exclusion, like restorative practices, Positive Behavioral Interventions and Supports (PBIS), Virginia Tiered Systems of Support (VTSS), and Social and Emotional Learning (SEL). These are all “root-cause” interventions that—when implemented with fidelity and sustained—are proven to reduce disciplinary incidents, prevent repeated or more serious offenses, build critical skills like conflict resolution, and treat underlying student health and well-being needs.

School administrators, educators, and staff, along with community partners, parents, and students should engage with each other in discussing relevant community and school data, which can lead to designing collaborative codes of conduct and reframing discipline in ways that focus on strengthening students and schools, rather than defaulting to punishment and isolation, which often lead to negative outcomes.

In addition to helping to meet our state constitutional duty of providing a high-quality public education for all students, these are all policies and investments that improve school safety and climate for everyone. This update to *Suspended Progress* provides detailed school discipline data, both in the aggregate and by locality, for the 2016-2017 school year, the most recent year data is available as of this release. We examine current trends in school discipline policy in Virginia and offer timely recommendations for lawmakers, policymakers, local school boards, communities, students, and families. This brief serves to accompany, not replace, our 2016 *Suspended Progress* report and our 2017 follow-up.

Suspended Progress: 8 Troubling Facts about Suspension & Expulsion in Virginia Schools during 2016-17

#1: Virginia schools continued to issue a huge number of out-of-school suspensions.

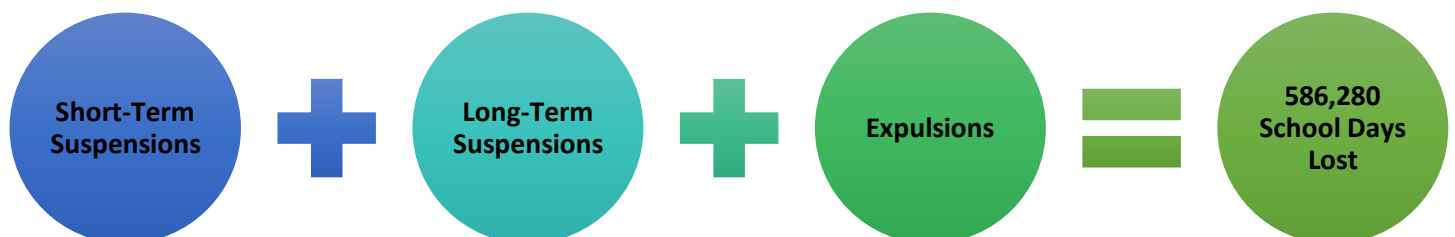
Virginia schools issued: 123,729 short-term suspensions to 69,134 students; 2,814 long-term suspensions to 2,712 students; 218 expulsions to 218 students, and 1,039 modified expulsions to 1,004 students. Over 10% of ninth graders were suspended at least once. Middle and high schools issued 1.5 out-of-school suspensions for every 10 students. Thousands more students were subjected to bus suspensions, in-school suspensions, reassignments to alternative schools and programs, and other disciplinary consequences that may cause them to miss critical instruction time.

The average length of short-term suspensions, long-term suspensions, modified expulsions, and expulsions were three, 54, 23, and 180 school days, respectively. In aggregate, students missed approximately 586,280 school days due to suspension or expulsion, which amounts to at least 33,224,540 instructional hours.

Definitions*

Short-Term Suspension:	Banning a student from school for up to 10 school days*
Long-Term Suspension:	Banning a student from school for 11 school days to 364 calendar days*
Expulsion:	Banning a student from school for one calendar year at a time
Modified Expulsion:	Expelling a student from school, but then modifying the expulsion to a lesser consequence, such as a long-term suspension
Reassignment:	Requiring a student found to have committed a “serious offense or repeated offenses” of the code of conduct to attend an alternative education placement

*Definitions as applied to the 2016-17 academic year data included in this report. Current definitions, which narrow suspension duration for long-term suspensions to no more than 45 days and for short-term suspensions to no more than 3 days for students in pre-k through third grade, came into effect July 1, 2018.



#2: Short-term suspensions in Virginia schools continued to soar into the six figures.

From 2010-11 to 2013-14, the statewide rate of students short-term suspended declined by over 20%. Then, from 2013-14 to 2014-15, the rate of students short-term suspended remained approximately the same. Most recently, from 2014-15 to 2015-16, the rate of students short-term suspended increased by 1.8%. In 2016-17, the overall short-term suspension totals have decreased slightly, back in line with the 2014-15 figures, but still reveal that multiple short-term suspensions are given to many individual students in the same academic year.

The long-term suspension rate remained virtually unchanged from 2014-15 to 2016-2017, while the number of expulsions has steadily declined from 553 in 2011-12 to 218 in 2016-17.

Short-term suspensions may not seem harmful at face value, but they have cumulative effects that can set students (especially very young students and students with disabilities) on a direct path to dropping out:

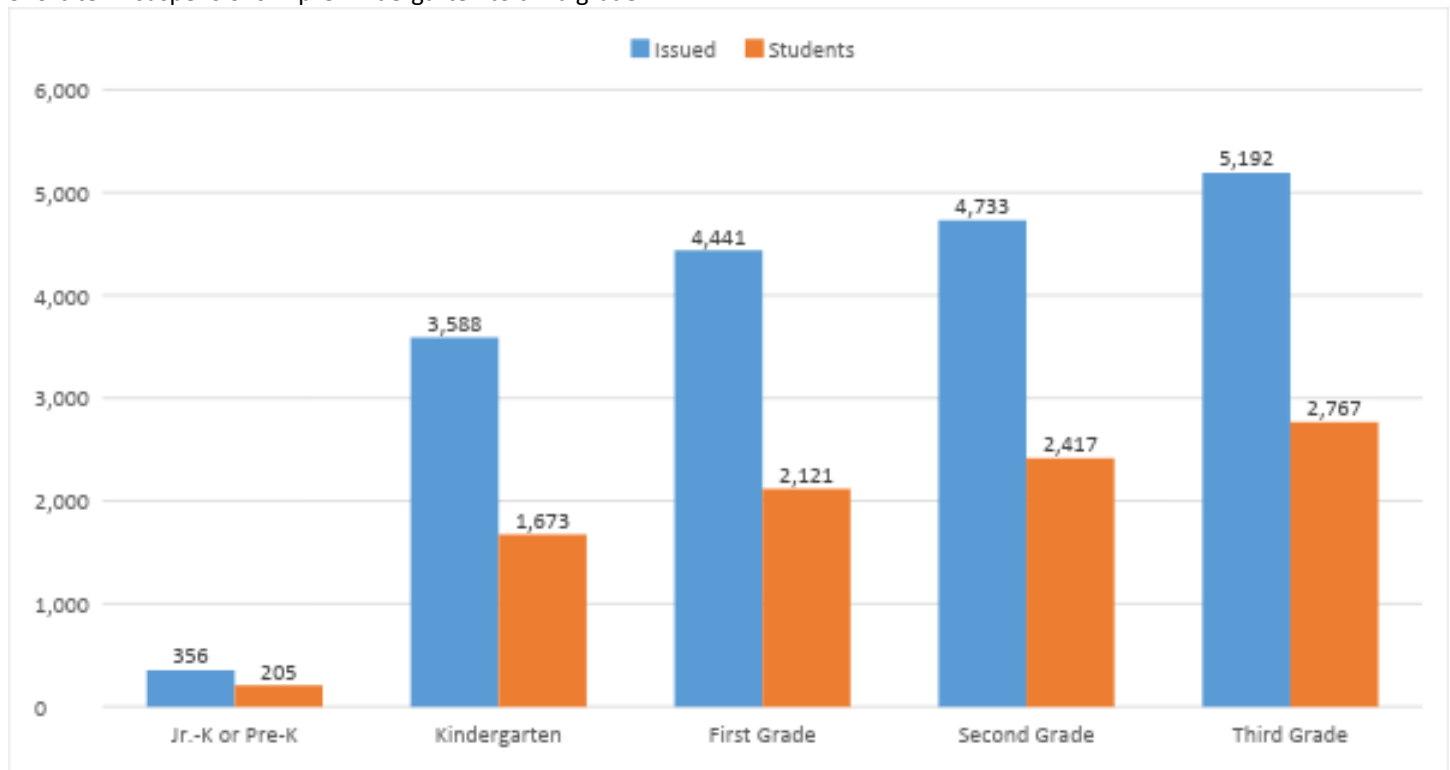
- A short-term suspension can be given for as long as 10 school days, which equates to two full weeks of school—a significant period of academic time, especially for elementary-age students.
- After an initial short-term suspension is issued, suspension often becomes the default response for any subsequent behavioral issues, and for longer durations, which creates a downward spiral of exclusion and makes it even more difficult for a student to catch up.
- Students with disabilities subjected to short-term suspension are not entitled under the Individuals with Disabilities Education Act (IDEA) to consideration of their disability's relationship to the behavioral offense or its consequence—a short-term suspension is not considered a “change in placement” under IDEA, so students with disabilities may be short-term suspended out of school even if their behavior was a manifestation of their disability.

In digging deeper into several school divisions from geographically diverse areas of the state, we have also observed a disturbing trend: school divisions regularly short-term suspending students for up to 10 days, at which point those students are unilaterally reassigned, sometimes in perpetuity, to alternative education placements. As such, these school removals will be reflected in the short-term suspension data, but the reassignments are not tracked for purposes of understanding the full scope of students' disciplinary consequences, even though they most closely resemble a long-term suspension.

#3: Virginia schools continued issuing huge numbers of suspensions to very young students.

Virginia schools issued 17,954 short-term suspensions and at least 111 long-term suspensions to students in pre-kindergarten through third grade—a marked increase for this population from the prior year. For these young students, school exclusion can be especially detrimental. For instance, very young students may be exhibiting the first signs of as-yet unidentified disabilities or other developmental, physical health and mental health, or support needs. Out-of-school suspension can delay identification and exacerbate symptoms. Young students are also forming their attendance habits and displaying academic strengths and needs in these young grades, both of which are worsened through exclusion. There is also evidence that young students do not associate out-of-school time as being a consequence of misbehavior, so the suspension days simply become lost instructional time rather than a perceived consequence.

Short-term suspensions in pre-kindergarten to third grade



#4: Virginia schools continued to issue most suspensions for relatively minor, non-violent offenses.

55% of all short-term suspensions and 15% of all long-term suspensions were issued for the ten relatively minor, non-violent offenses in the table below.

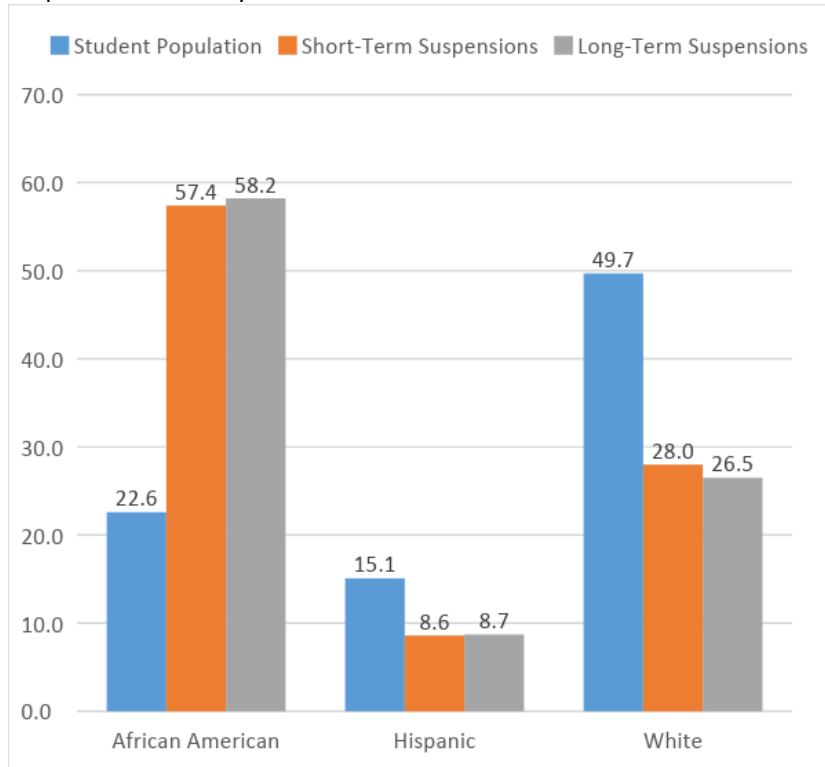
Offense	Short-Term Suspensions		Long-Term Suspensions	
	Issued	Students	Issued	Students
Attendance	539	454	*	*
Cellular Telephones	1,647	1,413	*	*
Classroom or Campus Disruption	14,876	11,116	77	77
Defiance of Authority/Insubordination	16,709	11,862	101	101
Disrespect/Walking Away	7,390	6,049	28	28
Disruptive Demonstrations	14,225	10,271	187	185
Electronic Devices	122	122	*	*
Inappropriate Personal Property (food/beverage, clothing, toys, etc.)	371	345	*	*
Minor Insubordination	3,510	2,726	*	*
Using Obscene/Inappropriate Language/Gestures	8,433	7,036	24	24
Total	67,822	51,394	417	415

* The VA Dept. of Educ. suppresses data points between one and 10; therefore, these figures cannot be calculated.

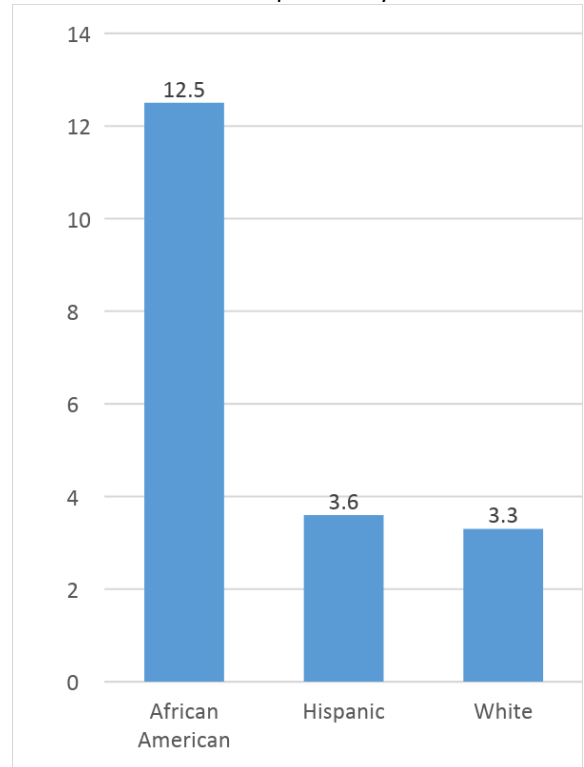
#5: Virginia schools continued to disproportionately suspend Black students.

Black students made up 23% of the statewide student population, but received 57% of short-term suspensions, 58% of long-term suspensions, 50% of expulsions, and 37% of modified expulsions. The suspension rate for Black students was 4.5 times larger than the suspension rate for Hispanic and white students.

Suspensions issued by race



Students short-term suspended by race



#6: Virginia schools continued to disproportionately suspend students with disabilities.

Approximately 10.8% of students with disabilities were short-term suspended at least once, compared to 4.6% of students without disabilities. The rate of short-term suspensions issued to students with disabilities was 2.3 times larger than the rate for students without disabilities. The disparities are the worst in the following divisions (among divisions with at least ten students with disabilities and ten students without disabilities suspended).

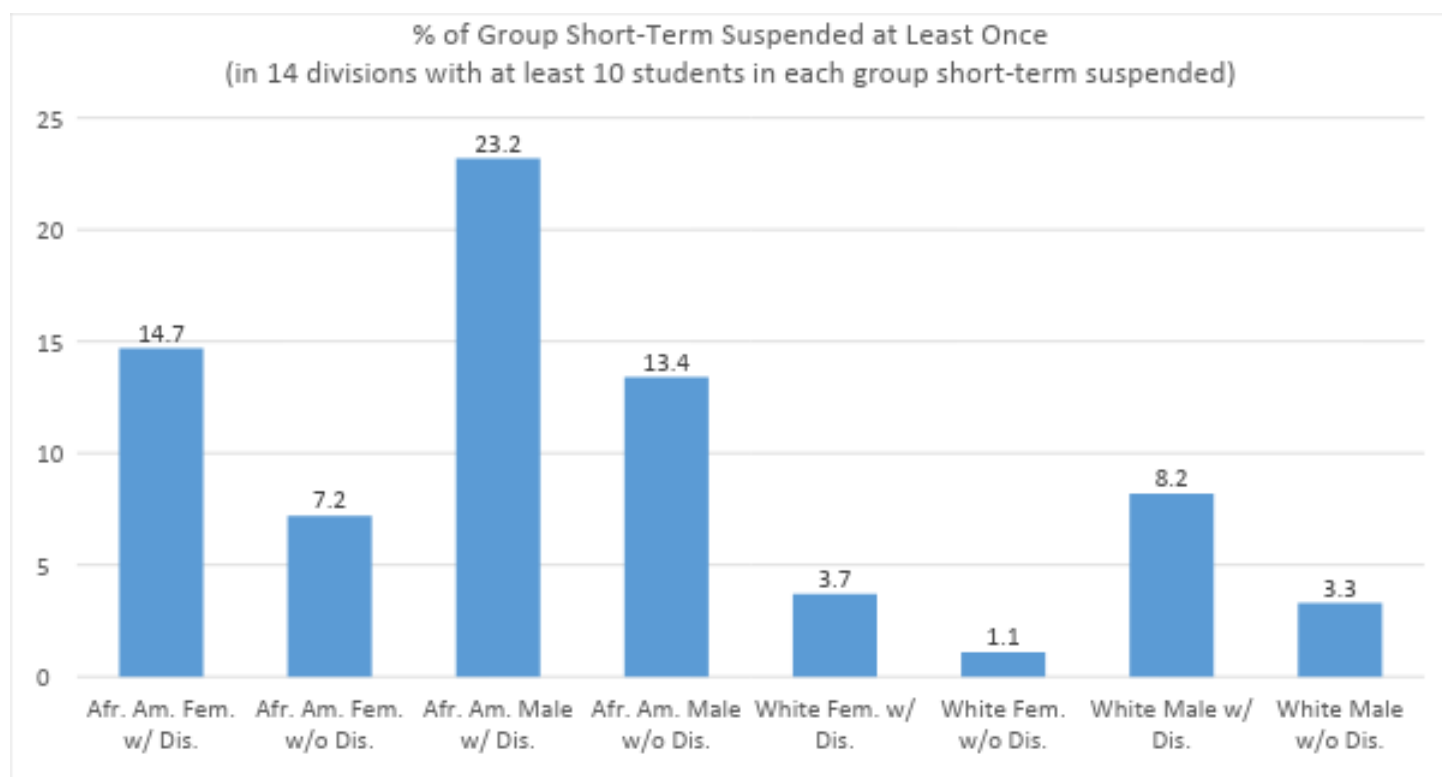
Divisions with largest disability disparities in short-term suspension

Division	% of Students with Disabilities Short-Term Suspended	% of Students without Disabilities Short-Term Suspended	Risk Difference
King and Queen County	25.00	4.44	20.56
Franklin City	41.80	22.27	19.54
Colonial Beach	26.92	7.51	19.41
Lunenburg County	25.29	11.95	13.34
Hampton City	25.33	12.02	13.31
Richmond City	25.02	13.34	11.68
Newport News City	21.08	9.66	11.41
Radford City	14.62	3.66	10.96
Norfolk City	22.47	11.55	10.92
Nottoway County	17.83	6.92	10.91

Northumberland County	17.99	7.10	10.89
Nelson County	16.47	5.70	10.77
Culpeper County	16.41	5.68	10.73
Pulaski County	15.66	5.07	10.59
Fredericksburg City	17.26	6.84	10.42
Southampton County	20.47	10.40	10.07

#7: Disparities in suspension are especially pronounced when examining the overlap of race, sex, and disability.

Nearly one-quarter of Black male students with disabilities were suspended at least once. In the 14 divisions with at least 10 students in each group, they were more than 20 times more likely than white female students without disabilities to be suspended.



#8: The same school divisions have high suspension rates year after year after year.

An entire generation of students is being harmed by exclusionary discipline practices. Many of the divisions with the highest suspension rates are also some of Virginia’s most economically disadvantaged divisions—meaning that Virginia’s most vulnerable students are also most likely to be pushed out of school.

The following 18 divisions have been among the 25 divisions with the highest short-term suspension rates in Virginia each of the last six years: Brunswick County, Danville City, Franklin City, Greensville County, Hampton City, Hopewell City, Lancaster County, Lynchburg City, Mecklenburg County, Newport News City, Norfolk City, Petersburg City, Portsmouth City, Richmond City, Roanoke City, Southampton County, Surry County, and Sussex County. Northampton County has been in the top 25 in five of the last six school years.

Divisions with highest short-term suspension rates by year

Division	Students Short-Term Suspended at Least Once											
	2011-12		2012-13		2013-14		2014-15		2015-16		2016-17	
	%	Rank	%	Rank	%	Rank	%	Rank	%	Rank	%	Rank
Franklin City	15.89	10	14.45	11	11.45	18	16.15	5	18.2	3	24.20	1
Petersburg City	22.32	2	21.88	2	21.09	1	20.17	2	18.24	2	22.18	2
Danville City	19.70	3	20.75	3	17.69	4	18.26	3	19.49	1	19.76	3
Sussex County	23.24	1	24.85	1	17.45	5	15.41	6	14.17	12	16.27	4
Portsmouth City	12.84	18	11.76	19	13.67	12	14.73	8	16.33	6	15.50	5
Richmond City	14.69	14	14.59	19	16.27	6	13.37	13	17.63	4	15.37	6
Mecklenburg County	15.93	8	17.96	4	14.33	9	16.88	4	15.17	8	15.17	7
Brunswick County	19.06	4	17.86	5	19.94	2	22.51	1	16.2	7	14.94	8
Greensville County	16.73	7	15.13	8	9.69	24	10.77	21	11.82	18	14.06	9
Northampton County	10.39	29	11.85	17	14.36	8	15.38	7	13.00	14	14.03	10
Lancaster County	12.85	17	14.04	13	13.84	10	13.69	12	16.65	5	14.00	11
Hampton City	13.29	16	12.43	16	10.42	22	12.64	16	14.18	11	13.73	13
Norfolk City	15.53	12	13.18	15	11.52	17	14.21	9	14.23	10	12.99	14
Lynchburg City	16.80	5	15.91	7	13.26	13	12.26	17	10.96	21	11.98	16
Southampton County	16.77	6	15.99	6	14.43	7	13.79	11	11.74	20	11.64	17
Newport News City	11.52	20	11.69	21	11.96	15	10.63	22	12.25	17	10.99	19
Hopewell City	10.64	25	11.31	24	11.64	16	11.65	18	11.75	19	10.44	21
Surry County	15.73	11	14.30	12	13.81	11	13.84	10	12.54	16	9.81	23
Roanoke City	13.90	15	11.48	22	11.14	20	11.35	20	10.73	22	9.67	24

Disciplinary Alternative Education in Virginia Schools: What Happens After a Student Is Suspended?

What is “alternative education” in the school discipline context?

In Virginia, when students are given disciplinary consequences such as suspension or expulsion, they are excluded from their home school (at least functionally, if not physically) and not entitled by statute to educational services during that period of exclusion. What kind of education a student receives—and most critically, IF a student is educated—after a disciplinary incident is largely based on local school division policies, which differ widely across the Commonwealth.

After a suspension:

Few school divisions provide formal or meaningful education during a short-term suspension, which is when students are excluded from school for 10 days or fewer. Some school divisions provide some form of educational services during long-term suspensions (11-45 days, or up to 364 days under some circumstances), but these programs and services also vary tremendously in quality, duration, effectiveness, and appropriateness. And even in more formal alternative education programs or schools, students are still isolated from their home school community, prevented from participating in activities and events, and detached from school supports such as college/career counseling and achievement opportunities that bolster higher education and job applications.

Even if a suspension is not issued:

Local school divisions have nearly unilateral authority to “reassign” students to alternative education programs under a wide litany of circumstances. Va. Code §22.1-277.2:1 authorizes local school boards to reassign students out of their home school and into any alternative educational setting not just when a student is charged or found guilty of certain criminal offenses, but also when a student is suspended, expelled, or simply “found to have committed a serious offense or repeated offenses in violation of school board policies.” This means, for example,

a student may be reassigned out of their home school and into an alternative education setting—for an indeterminate period of time—for the subjective offense of being deemed disrespectful or disruptive on more than one occasion. Students can be kept in these alternative placements for weeks, months, years, or even for the remaining duration of their public school career.¹

What do disciplinary alternative education placements look like in Virginia?

Disciplinary alternative education programs vary widely across the Commonwealth, with some students seeing a teacher or tutor only a few hours a week. School divisions have almost unlimited discretion when it comes to designing their disciplinary alternative education programs. Some programs consist only of short visits with a tutor—who may not be a licensed teacher—provided by the school at the student’s home for just a few hours a week. Others implement an almost entirely computer-based curriculum with little or no instruction from a live teacher, without regard for a student’s aptitude for self-directed online learning or access to appropriate technology. Still others fail to provide transportation to the alternative program, requiring parents and caregivers to cover it with no reimbursement or support. Some programs are even scheduled during evening hours, at locations such as local malls, which complicates family schedules and raises student safety concerns.

Examples of disciplinary alternative education programs:

- Full-day separate schools where disciplined students are all educated together
- Full-day classrooms, housed in the student’s existing school, but physically and functionally separated from the mainstream school environment
- Partial-day or after-hours program (which may be paired with existing nontraditional programs, like night school)
- “Home-bound” or “home-based” in the student’s home, with an internet-based curriculum or live tutor check-in for a limited number of hours per week

Alternative education programs in Virginia take many forms and serve many different types of students. An alternative education program is “night school, adult education, or **any other education program designed to offer instruction to students** for whom the regular program of instruction may be inappropriate.” VA. CODE §22.1-276.01 (emphasis added). School divisions have the authority to assign students to alternative education programs for a variety of reasons, including in response to student misconduct. Specifically, a school can reassign a student to alternative education programs when the student has been (1) found to have committed a serious offense or repeated offenses in violation of school board policies, (2) long-term suspended, or (3) expelled. VA. CODE §22.1-277.2:1.

In 2009, the Virginia Commission on Youth (VCOY) published a report based on its three-year study of the Commonwealth’s “alternative education options.” Through surveys of local school divisions on existing practices and examination of data, research, and state and federal education law, VCOY and an advisory group associated with the study issued findings and recommendations in an attempt to understand existing options and put forth proposals for reform.

VCOY and the advisory group, however, noted serious data, information, and local practice gaps in its major findings, including: the lack of information on the availability of local programs that provide alternative educational services; the lack of guidance/standards for local alternative education schools/programs; no central point of contact for alternative education; lack of tracking students when they attend alternative education; and a shortage of school-based prevention programs.²

¹ §22.1-277.2:1 authorizes the reassignment after written notice to the student and parent, which includes the opportunity to participate in a hearing conducted by the superintendent or their designee regarding the placement.

² Virginia Commission on Youth. 2009. Report Document 470, Study of Alternative Education Options.

- Only half of Virginia’s school divisions offered all disciplined students some form of educational services, and of the 123 school divisions that responded to the VCOY survey, 57% reported occurrences where suspended/expelled students were not offered any educational services.
- Of the programs surveyed, 26% did not allow students to earn verified credits.
- Only just over 50% of programs surveyed had a primary goal of transitioning students back to their regular academic setting.
- Approximately 25% of programs surveyed offered fewer than 20 hours of services per week.

Recommendations proposed by VCOY and its advisory group included: amending the Standards of Accreditation to include provisions for enabling high-suspending/expelling school divisions to implement evidence-based alternatives to exclusion; and establishing a mechanism using the individual student tracking number system to provide achievement and enrollment data for students assigned to alternative education programs. Unfortunately, these proposals were never implemented, and now—nearly a decade later—we still know little-to-nothing about alternative programs and their efficacy.

What happens with students who are placed in disciplinary alternative education settings?

The short, unacceptable answer is: We don’t really know. As a Commonwealth, we know almost nothing about which or how many students are being placed into disciplinary alternative education programs, how they perform—academically and behaviorally—after they enter the program, and what happens to them after they leave (if they ever transfer back into their home school, or even if they graduate). Although Virginia schools often resort to assignments to disciplinary alternative education programs to address student code of conduct violations, they do not track and make available even the most basic information about these students.

What does the existing data tell us?

With the exception of the Regional Alternative Schools and a few local brick-and-mortar alternative schools that are under their own accreditation plans, localities do not report to VDOE on enrollment or achievement data for their alternative education placements separate from overall performance data for the entire local school division. As such, any successes to be replicated or issues to be addressed are absorbed within the locality’s overall performance, hidden from public view.

Data we obtained from a few select surveyed school divisions—in the limited instances where data were readily available at all—suggest troubling features of disciplinary alternative education programs that mirror Virginia’s overall school discipline issues:

- Black boys tend to be over-represented in the students assigned to disciplinary alternative education programs.
- Students with disabilities regularly enter alternative education programs for disciplinary reasons, even though the program may lack the basic features of a regular classroom without opportunities to interact with non-disabled peers (which federal law requires).

RECENT CASE STUDIES IN VIRGINIA:

STUDENT A, a first-grader, was assigned to an alternative education program scheduled from 3:00 PM to 5:00 PM, with no interaction with same- or similar-aged peers.

STUDENT B, a student with a disability, was assigned to a home-based program by a school board discipline committee without the required involvement of the student’s special education (IEP) team, and then received no educational services for months following the assignment.

STUDENT C, a seventh-grader with a disability, was assigned to a classroom with only two other students, bullied for months without intervention, and then long-term suspended for behavior related to the disability.

6 Recommendations Lawmakers and School Divisions Can and Should Enact in the Next Year:

#1: The General Assembly should continue to enact legislation that limits the use and duration of suspension and expulsion.

Exclusion from school as a disciplinary response should be an extremely rare occurrence, if it is ever used. School divisions can and should be employing alternatives to exclusion that *build* skills, including parent conferences, referrals to supports or special education, restorative practices, and—if necessary—brief, in-school “cooling off” periods that keep children connected and engaged. Virginia’s current school discipline system is built upon a statutory scaffolding of all the ways schools can *keep kids out*; the General Assembly should instead, through statute, outline ways that school divisions and its partners can and must address the root causes of behavioral concerns while maintaining students’ connection to their education and the school community.

The General Assembly should:

- Eliminate all out-of-school suspensions and expulsions for students in pre-k through third grade.
- Shorten the possible duration of all short-term suspensions and require school divisions to demonstrate the out-of-school time was necessary to address underlying support needs before the student returns.
- Eliminate the use of all out-of-school suspensions and expulsions for code of conduct violations that are “status offenses,” such as attendance violations, possession of otherwise legal items such as cell phones, and violations of dress codes or other appearance-related issues.
- Eliminate the use of long-term suspension and expulsion for code of conduct violations that do not involve serious injury or serious credible threat to others.

#2: The General Assembly should require the continued provision of free, high-quality education for all students removed or reassigned from public K-12 classrooms or schools for disciplinary reasons. Additionally, the General Assembly should direct the Virginia Department of Education to collect and report data, disaggregated by race, sex, grade, and disability, on alternative education programs provided by local school divisions to students subject to disciplinary measures like suspension and reassignment.

Even though our Virginia constitution includes a right to high-quality public education for all, students currently have no statutory right to continued education during a suspension or an expulsion (except in some instances of students with disabilities suspended for more than 10 days for behavior directly related to their disability). **Most school divisions offer no meaningful opportunity to maintain educational progress while a student is excluded from school.** Missing months, weeks, or even just days of school can leave many students in the traumatic and detrimental situation of feeling isolated, frustrated, struggling to maintain their self-esteem, and perpetually attempting to catch up. Some students are forced to repeat grades. Tragically, many students who endure out-of-school suspension and expulsion are driven to drop out of school entirely. For school divisions that provide some form of alternative education, there is currently little accountability or transparency: Virginia does not keep track of the type, quality, duration, outcomes, or enrollment totals of many programs considered to be “alternative education” offered to students under Va. Code §22.1-277.2:1 and 8 VAC 20-330-10.

Alternative education in Virginia functions as a kind of “invisible school system,” in that student data is masked by a school division’s overall performance. We don’t know what these programs entail, how many students attend, how long students stay or if they ever return to their home school, or how students fare in them, academically or socially.

The General Assembly should, through legislation, demand that local school divisions provide high-quality, tailored alternative education options for disciplined students and report a variety of performance and enrollment indicators to VDOE, which should compile and publicly report this data.

Recommendations:

1. Virginia should require local school divisions to provide high-quality educational instruction to all students excluded or reassigned from their school of origin, adhering to the same standards and goals set for all students in the Virginia Constitution and Code of Virginia.
2. As a first step toward ensuring education for all students, regardless of disciplinary status, Virginia should require local school divisions to report enrollment, demographic, and achievement data for its alternative education programs, disaggregated from overall division performance data.
3. Virginia should establish baseline, uniform structural and performance standards for all disciplinary alternative education placements. **These standards should hold both the home comprehensive school and the alternative program responsible for meeting student performance goals.**

Accountability and transparency are the first steps toward ensuring that “alternative education” isn’t a one-way ticket to a second-rate education.

#3: The Governor and the General Assembly, collaborating with localities, should immediately develop and implement a comprehensive plan to address and eliminate race and disability disparities in Virginia’s school discipline system, setting ambitious near-term goals.

Black and disabled students—and most especially students who are Black *and* disabled—are bearing the full, destructive brunt of our exclusionary school discipline system. Suspension and expulsion disparities by race have widened significantly in just one year: during 2015-16, Black students were 3.8 times more likely to be suspended than their white peers; **by 2016-17, Black students were 4.5 times more likely to be excluded.** Disability disparities have stayed steadily, unacceptably wide for years.³ These gaps mirror the national picture: a 2018 report from the Government Accountability Office (GAO) found that Black students and students with disabilities were disproportionately disciplined, and “this pattern...persisted regardless of the type of disciplinary action, level of school poverty, or type of public school these students attended.”⁴ Many additional studies have shown that Black students face harsher and more frequent discipline than their white peers even when controlling for offense type, disciplinary history, school attended, and background characteristics.⁵

The Commonwealth should seize the opportunity to conduct rigorous study of research, programs, and practices across the country that are tackling the race equity gap in education and discipline. There are even lessons to be learned in our own backyard: programs such as MyTeachingPartner,⁶ a system of professional development supports designed by the Center for Advanced Study of Teaching and Learning at the University of Virginia Curry School of Education, has been shown in trials to nearly eliminate racial disparities.⁷ Similarly, the use of threat assessments for incidents related to threats against others—as recommended by Dr. Dewey Cornell of UVA’s Curry School—has also shown to nearly eliminate racial disparities in school responses to student behavior. The path exists for Virginia schools to address these egregious results, which have persisted for far too long.

Policymakers and communities must prioritize eliminating race and disability discrimination from our schools.

³ VDOE data shows students with disabilities 2.3-2.6 times more likely to receive suspension than non-disabled peers for the academic years 2010-11 through 2016-17.

⁴ GAO report to Congressional Requesters: K-12 Education, Discipline Disparities for Black Students, Boys, and Students with Disabilities | GAO-18-258

⁵ Education Research Alliance for New Orleans, *What Are the Sources of School Discipline Disparities by Student Race and Family Income?*,

<https://educationresearchalliancenaola.org/files/publications/111417-Barrett-McEachin-Mills-Valant-What-Are-the-Sources-of-School-Discipline-Disparities-by-Student-Race-and-Family-Income.pdf>, (last accessed Oct. 23, 2018).

⁶ University of Virginia Curry School of Education, *MyTeachingPartner*, <https://curry.virginia.edu/myteachingpartner>, (last accessed Oct. 23, 2018).

⁷ Angela Giolfi and Dewey Cornell, *Prevention v. Punishment: Threat Assessment, School Suspensions, and Racial Disparities*,

https://curry.virginia.edu/uploads/resourceLibrary/UVA_and_JustChildren_Report_-_Prevention_v._Punishment.pdf (last accessed Oct. 23, 2018).

#4: The Governor and the General Assembly should fully fund the Virginia Board of Education’s 2016 revisions to the Standards of Quality and lift constraints on school support staff positions, most especially school counselors, social workers, psychologists, and nurses.

The General Assembly must prioritize K-12 public education and provide adequate funding for Virginia’s schools in order to provide maximum support to students, decrease disciplinary offenses, and create a positive school climate. While many of the proven alternatives to suspension and expulsion cost *less* than the current exclusionary school discipline approach, state funding for public education falls far short of student and local school division needs.

In November 2016, the Virginia Board of Education issued recommended revisions to the Standards of Quality, the foundational framework for Virginia’s public education system. Recognizing a 39 percent increase in economically disadvantaged students over the last decade, the Board recommended changes to the Standards of Quality that would result in nearly \$600 million more per year in additional support for all students. The recommendations included minimum staffing levels for school social worker, psychologist, and nurse positions, which are vital for creating a positive and supportive school climate, implementing positive behavioral interventions and supports, and addressing behavior on an individual basis according to student needs. The Board also recommended lifting the support position cap, an arbitrary recession-era change to the school funding formula that limits state funding for other crucial support positions, including attendance staff, maintenance workers, and school transportation staff.

Students may not always be able to articulate their needs as clearly and directly as adults would like them to; still, even the data shows that youth are asking for help: according to the 2015-2016 Virginia Department of Criminal Justice Services School Safety Audit, half of the 9,238 school threat assessments conducted that year involved suicide or self-harm. From both Virginia and national studies, we also know that one in five children has a mental health condition, and only one in five of those children receives the help they need. Increasing school counselor positions in our schools will not only improve school safety, but also improve school climate, by expanding counselors’ ability to spend the great majority of their time directly helping more students, rather than assisting with overflowing administrative duties, such as proctoring tests.

The General Assembly should develop an ambitious plan to eliminate the support staff cap and fully fund the Board’s revisions to the Standards of Quality. Legislators should increase the ratio of school counselors to students in all schools to 1:250, as recommended by the National Association of School Counselors.

#5: The General Assembly, in collaboration with local governments and school divisions, should direct adequate resources into proven alternatives to suspension and expulsion, like restorative practices, multi-tiered systems of supports, and Social and Emotional Learning programs.

There is no evidence to suggest that suspension or expulsion of students deter misconduct or improve school safety. But it doesn’t have to be this way—we already have strong examples of evidence-backed alternatives to exclusion that strengthen students’ relationship with school and improve school climate.

Restorative practices are non-punitive methods that provide meaningful, appropriate accountability for a student’s specific behavior issue. Restorative responses focus on repairing the harm done, developing a workable plan for restoring relationships or damage, and including victims and others affected by the conduct in the process. In many cases, actual restitution can occur—a restorative plan can include property repair, tailored school service projects, and relationship skill-building. We have identified more than a dozen Virginia school divisions that have already employed restorative practices with great results, including Chesterfield, Richmond City, Harrisonburg, Fairfax, Spotsylvania, Loudoun, and Roanoke, among others. In these and other school

divisions that implement restorative practices: school discipline incidents decrease; academic achievement increases; students report more positive school climate in general; peer-to-peer accountability increases; and students and teachers learn invaluable conflict resolutions skills. **The General Assembly, the Virginia Department of Education, and local school divisions should direct resources toward building strong restorative practices in all Virginia schools.**

Multi-tiered systems of supports (MTSS) and Social and Emotional Learning (SEL) programs both use positive, skill-building frameworks that include both students and school staff. MTSS uses academic and behavioral interventions that range from school-wide practices that improve climate for all students to interventions that are tailored and scaled to specific student needs, rather than using a one-size-fits-all (or one-size-removes-all) approach. Serious conduct issues, for example, would generate a behavioral assessment, an individualized intervention plan, and wraparound services to address a student’s specific needs. SEL helps students and adults develop emotional, behavioral, and social competencies that promote strong relationships, responsible decision-making, and self-management.

#6: Local school divisions, community partners, parents, and students should engage with one another in designing codes of conduct to reframe school discipline in ways that focus on strengthening students and schools, rather than defaulting to punishment and isolation.

Local school boards should collaboratively build and adopt student codes of conduct that are consistent with adolescent development, promote fundamental fairness, and assure that students receive consistent, quality education even when under a disciplinary consequence. **Such codes of conduct should:**

- Be consistent with Positive Behavioral Interventions and Supports;
- Emphasize students’ rights as well as responsibilities and describe expectations of staff;
- Tier consequences by grade level and offense;
- Describe prohibited conduct with adequate specificity;
- Require that administrators consider mitigating factors before meting out discipline;
- Describe and require the use of available interventions and alternatives to exclusion;
- Define uncommon words and jargon and be comprehensible to those with lower reading levels.

School divisions should also assure that these codes of conduct are developed in partnership with community stakeholders, which should not only include students and families, but also teachers, support staff, community advocates, and service providers. School boards and administrators should regularly engage in conversation with stakeholders to review codes of conduct, school discipline data, and other aspects of local school policy.

Local school divisions can also establish opportunities for students—including and especially students who have been through the disciplinary process, with attention to diversity of race, gender, and disability—to serve in leadership positions and on governance or oversight groups that both create and administer accountability measures laid out in codes of conduct.

Recent Positive Developments in Virginia

In 2018, the Virginia General Assembly passed and Gov. Northam signed SB 170, a bill that significantly scaled back the use of suspension and expulsion for students in pre-K through third grade, and HB 1600, a bill that capped most long-term suspensions at no more than 45 school days. These bills mark a significant first step in disassembling Virginia’s exclusionary discipline system so that—in line with research, best practices, and outcomes seen in other states—the Commonwealth can build a school accountability system based in student skill-building and restoration.

Governor Northam and the General Assembly also increased funding for Positive Behavioral Interventions and Support by \$1 million—a step in a positive direction, though the program is still not funded at a level that enables all school divisions to implement PBIS with fidelity.

Suspended Progress: Virginia Suspension & Expulsion Data (2016-17)

Notes about the Data

The sources of the data in this report are:

- Data provided by the Virginia Department of Education (VDOE) in response to a public records request;
- VDOE's Safe Schools Information Resource (SSIR); and
- VDOE's Fall Membership Reports.

Other notes

- "<" is used to represent data points that are less than 10 because the VDOE suppresses such points.
- "--" is used to represent unreported data from VDOE.
- This report does not include data from Virginia regional education centers and programs.

	# Issued (Students Duplicated)				# of Students (Unduplicated Count)			
	Short-Term Suspensions	Long-Term Suspensions	Expulsions	Modified Expulsions	Short-Term Suspensions	Long-Term Suspensions	Expulsions	Modified Expulsions
Total	123,729	2,814	218	1,039	69,134	2,712	218	1,004
School Level								
Elementary School Grades	31,391	213	≤10	13	16,873	205	≤10	13
Middle School Grades	46,432	1,050	≥35	175	24,946	1,007	≥35	168
High School Grades	45,896	1,541	173	836	27,359	1,490	173	809
Grade Level								
Pre-K	356	<	0	0	205	<	0	0
K	3,588	<	0	<	1,673	<	0	<
1	4,441	19	0	<	2,121	18	0	<
2	4,733	34	0	<	2,417	30	0	<
3	5,192	58	<	<	2,767	57	<	<
4	6,288	43	0	<	3,601	43	0	<
5	6,793	59	<	13	4,089	57	<	13
6	14,989	255	<	26	7,713	247	<	26
7	16,249	349	13	65	8,651	335	13	60
8	15,194	446	22	84	8,582	425	22	82
9	18,265	596	61	223	9,976	576	61	212
10	12,631	413	55	242	7,529	400	55	233
11	8,268	285	34	193	5,326	278	34	189
12	6,732	247	23	178	4,528	236	23	175
Sex								
Male	89,767	1,969	174	786	48,730	1,896	174	756
Female	33,962	845	44	253	20,404	816	44	248
Race								
Black	71,062	1,637	108	385	36,552	1,570	108	372
Hispanic	10,673	245	19	195	6,999	240	19	190
White	34,585	747	83	375	21,200	728	83	361
Disability								
Students with Disabilities	35,629	628	66	263	17,576	598	66	250
Students without Disabilities	88,100	2,186	152	776	51,685	2,115	152	754

- Divisions that had at least 10 students short-term suspended at least once and that were in the top quartile of percent of student short-term suspended at least once are noted in purple.
- Divisions with at least 20 students long-term suspended are noted in blue.
- Divisions with at least 10 students expelled are noted in green.

Division	Total Student Population	# of Students Short-Term Suspended at Least Once	% of Students Short-Term Suspended at Least Once	# of Students Long-Term Suspended at Least Once	# of Students Expelled at Least Once	# of Students with Modified Expulsion
Accomack County	5,266	558	10.60	<	<	0
Albemarle County	13,790	532	3.86	<	0	36
Alexandria City	15,301	415	2.71	<	0	0
Alleghany County	2,244	114	5.08	18	0	0
Amelia County	1,808	105	5.81	0	0	0
Amherst County	4,142	337	8.14	15	0	<
Appomattox County	2,304	163	7.07	<	0	0
Arlington County	26,176	261	1.00	0	0	<
Augusta County	10,384	557	5.36	<	<	<
Bath County	562	13	2.31	<	0	0
Bedford County	9,702	443	4.57	62	<	<
Bland County	771	46	5.97	<	0	0
Botetourt County	4,654	131	2.81	0	<	<
Bristol City	2,299	115	5.00	0	0	0
Brunswick County	1,720	257	14.94	<	0	0
Buchanan County	2,922	197	6.74	<	<	0
Buckingham County	2,054	157	7.64	<	<	<
Buena Vista City	959	41	4.28	<	0	0
Campbell County	8,020	618	7.71	82	10	0
Caroline County	4,299	235	5.47	13	0	0
Carroll County	3,836	268	6.99	0	0	0
Charles City County	679	0	0.00	0	0	0
Charlotte County	1,924	116	6.03	<	0	0
Charlottesville City	4,471	177	3.96	<	0	0
Chesapeake City	40,192	3,101	7.72	59	41	<
Chesterfield County	60,060	3,090	5.14	<	<	196
Clarke County	1,995	<	NA	<	0	0
Colonial Beach	597	60	10.05	0	0	0
Colonial Heights City	2,837	148	5.22	<	<	0
Covington City	1,064	38	3.57	<	0	<
Craig County	615	46	7.48	0	0	0
Culpeper County	8,202	550	6.71	14	<	<
Cumberland County	1,364	79	5.79	0	0	0
Danville City	5,956	1,177	19.76	12	<	0
Dickenson County	2,189	104	4.75	0	0	0
Dinwiddie County	4,394	315	7.17	23	<	17
Essex County	1,406	115	8.18	0	<	0
Fairfax County	187,479	3,092	1.65	114	0	185
Falls Church City	2,670	<	NA	0	0	0
Fauquier County	11,070	302	2.73	18	<	0
Floyd County	2,042	53	2.60	0	0	0
Fluvanna County	3,588	143	3.99	26	0	0
Franklin City	1,128	273	24.20	0	0	0
Franklin County	7,352	490	6.66	<	<	0
Frederick County	13,338	385	2.89	<	0	<
Fredericksburg City	3,581	280	7.82	<	0	<
Galax City	1,332	52	3.90	<	0	0
Giles County	2,401	160	6.66	0	<	<

Gloucester County	5,500	367	6.67	34	<	<
Goochland County	2,594	97	3.74	0	<	0
Grayson County	1,644	70	4.26	0	0	<
Greene County	3,177	153	4.82	0	0	0
Greensville County	2,547	358	14.06	<	0	<
Halifax County	5,187	458	8.83	<	0	0
Hampton City	20,286	2,786	13.73	118	<	70
Hanover County	18,039	398	2.21	14	0	0
Harrisonburg City	6,187	311	5.03	0	0	<
Henrico County	51,425	3,077	5.98	80	<	0
Henry County	7,508	687	9.15	0	0	<
Highland County	218	13	5.96	0	0	0
Hopewell City	4,292	448	10.44	<	0	0
Isle of Wight County	5,451	353	6.48	21	<	0
King and Queen County	852	60	7.04	0	0	0
King George County	4,347	179	4.12	<	0	0
King William County	2,199	108	4.91	<	0	0
Lancaster County	1,221	171	14.00	<	<	<
Lee County	3,262	135	4.14	0	0	<
Lexington City	510	0	0.00	0	0	0
Loudoun County	78,382	763	0.97	<	0	<
Louisa County	4,864	274	5.63	20	<	<
Lunenburg County	1,563	209	13.37	0	0	0
Lynchburg City	8,500	1,018	11.98	<	0	0
Madison County	1,741	124	7.12	0	0	0
Manassas City	7,713	347	4.50	<	<	0
Manassas Park City	3,588	84	2.34	0	0	0
Martinsville City	2,041	259	12.69	0	0	0
Mathews County	1,091	40	3.67	0	0	0
Mecklenburg County	4,424	671	15.17	<	0	<
Middlesex County	1,240	88	7.10	<	<	0
Montgomery County	9,674	335	3.46	<	0	0
Nelson County	1,898	134	7.06	<	0	0
New Kent County	3,156	133	4.21	11	0	0
Newport News City	28,843	3,171	10.99	181	0	58
Norfolk City	31,436	4,085	12.99	219	<	0
Northampton County	1,668	234	14.03	0	0	0
Northumberland County	1,302	113	8.68	0	0	<
Norton City	789	26	3.30	<	0	0
Nottoway County	2,165	178	8.22	12	0	0
Orange County	5,109	218	4.27	<	0	<
Page County	3,438	86	2.50	0	0	0
Patrick County	2,752	114	4.14	0	0	0
Petersburg City	4,275	948	22.18	38	0	0
Pittsylvania County	9,182	862	9.39	14	33	<
Poquoson City	2,058	69	3.35	<	0	0
Portsmouth City	14,611	2,264	15.50	<	14	<
Powhatan County	4,266	106	2.48	10	0	0
Prince Edward County	2,134	242	11.34	<	0	0
Prince George County	6,446	439	6.81	10	<	0
Prince William County	89,346	3,624	4.06	56	0	115
Pulaski County	4,270	288	6.74	<	0	0
Radford City	1,659	84	5.06	0	<	<
Rappahannock County	866	<	NA	0	0	0
Richmond City	24,868	3,821	15.37	464	27	40
Richmond County	1,314	67	5.10	0	0	0

Roanoke City	13,686	1,323	9.67	0	0	41
Roanoke County	14,235	412	2.89	<	<	<
Rockbridge County	2,844	87	3.06	0	0	0
Rockingham County	11,853	513	4.33	<	0	0
Russell County	3,979	91	2.29	0	0	0
Salem City	3,852	156	4.05	<	0	0
Scott County	3,732	105	2.81	<	0	<
Shenandoah County	6,010	285	4.74	<	24	<
Smyth County	4,505	281	6.24	0	0	<
Southampton County	2,750	320	11.64	<	<	0
Spotsylvania County	23,597	857	3.63	86	0	0
Stafford County	28,386	1,618	5.70	68	<	34
Staunton City	2,679	180	6.72	<	0	<
Suffolk City	14,284	1,365	9.56	15	<	0
Surry County	826	81	9.81	<	0	0
Sussex County	1,106	180	16.27	0	0	0
Tazewell County	5,969	371	6.22	<	<	0
Virginia Beach City	69,085	2,688	3.89	526	<	104
Warren County	5,385	242	4.49	0	0	<
Washington County	7,264	309	4.25	0	0	<
Waynesboro City	3,173	253	7.97	13	0	0
West Point	806	50	6.20	0	0	0
Westmoreland County	1,703	155	9.10	<	0	<
Williamsburg-James City County	11,607	390	3.36	49	0	<
Winchester City	4,471	216	4.83	<	0	<
Wise County	5,889	191	3.24	0	0	<
Wythe County	4,220	268	6.35	0	0	0
York County	12,691	469	3.70	26	0	0

- Divisions that had at least 10 Black students short-term suspended and that were in the top quartile of divisions with the highest percentages of Black students suspended are noted in purple.
- Risk difference is the percent of one subgroup affected subtracted from the percent of another subgroup affected. Divisions that had at least 10 Black students and 10 white students short-term suspended, and that were in the top quartile of divisions with the highest Black to white student risk differences, are noted in blue.
- Divisions that had at least 10 students with disabilities short-term suspended and that were in the top quartile of divisions with the highest percentages of students with disabilities suspended are noted in green.
- Divisions that had at least 10 students with disabilities and 10 students without disabilities short-term suspended, and that were in the top quartile of divisions with the highest students with disabilities to students without disabilities risk differences, are noted in red.

Division	% of Black Students Short-Term Suspended at Least Once	% of White Students Short-Term Suspended at Least Once	Black – White Risk Difference	% of Students with Disabilities Short-Term Suspended at Least Once	% of Students without Disabilities Short-Term Suspended at Least Once	Students with Disabilities – Students without Disabilities Risk Difference
Accomack County	17.51	7.23	10.28	16.11	9.72	6.39
Albemarle County	9.66	3.05	6.61	11.54	2.87	8.67
Alexandria City	4.56	0.66	3.90	5.84	2.34	3.50
Alleghany County	12.35	4.43	7.92	7.28	4.72	2.56
Amelia County	6.92	5.90	1.02	11.76	5.12	6.64
Amherst County	11.66	7.11	4.55	10.49	7.76	2.73
Appomattox County	11.83	5.37	6.46	9.55	6.81	2.73
Arlington County	2.50	0.54	1.96	2.58	0.76	1.81
Augusta County	9.27	5.33	3.95	10.03	5.06	4.97
Bath County	0.00	2.54	-2.54	NA	2.09	NA
Bedford County	9.46	4.24	5.22	11.95	3.67	8.29
Bland County	NA	6.18	NA	NA	5.83	NA
Botetourt County	9.90	2.76	7.14	7.42	2.09	5.34
Bristol City	8.47	4.72	3.76	7.21	4.65	2.56
Brunswick County	16.80	10.91	5.88	14.54	15.27	-0.73
Buchanan County	NA	6.77	NA	8.76	6.36	2.40
Buckingham County	9.93	6.14	3.79	13.31	6.76	6.55
Buena Vista City	NA	4.55	NA	NA	4.29	NA
Campbell County	11.52	7.03	4.50	12.22	7.20	5.03
Caroline County	7.45	4.63	2.82	9.70	4.97	4.74
Carroll County	NA	7.18	NA	12.42	5.89	6.53
Charles City County	0.00	0.00	0.00	0.00	0.00	0.00
Charlotte County	8.67	4.83	3.85	10.08	5.43	4.65
Charlottesville City	7.44	1.31	6.13	10.58	3.00	7.59
Chesapeake City	14.38	4.12	10.27	15.45	6.25	9.20
Chesterfield County	10.68	2.79	7.89	11.28	4.32	6.96
Clarke County	NA	NA	NA	NA	NA	NA
Colonial Beach	21.97	5.19	16.78	26.92	7.51	19.41
Colonial Heights City	10.62	3.85	6.77	12.73	3.84	8.89
Covington City	9.09	2.61	6.49	NA	3.31	NA
Craig County	NA	7.63	NA	9.23	7.01	2.22
Culpeper County	14.19	5.38	8.81	16.41	5.68	10.73
Cumberland County	8.35	4.13	4.22	11.19	5.24	5.95
Danville City	25.52	6.87	18.65	26.47	18.64	7.83
Dickenson County	NA	4.77	NA	10.03	3.72	6.31
Dinwiddie County	9.71	5.70	4.01	11.61	6.58	5.03
Essex County	10.55	4.78	5.77	14.02	7.13	6.89
Fairfax County	4.65	0.96	3.69	4.45	1.22	3.23
Falls Church City	NA	NA	NA	NA	NA	NA

Fauquier County	6.34	2.48	3.87	6.32	2.19	4.13
Floyd County	0.00	2.69	-2.69	0.00	3.00	-3.00
Fluvanna County	8.41	3.45	4.96	9.38	3.33	6.05
Franklin City	27.41	NA	NA	41.80	22.27	19.54
Franklin County	9.71	6.39	3.31	12.34	5.64	6.71
Frederick County	5.02	2.84	2.18	6.43	2.41	4.01
Fredericksburg City	12.94	2.71	10.23	17.26	6.84	10.42
Galax City	11.83	3.20	8.63	10.53	3.05	7.48
Giles County	NA	6.47	NA	12.46	5.69	6.77
Gloucester County	10.28	6.32	3.96	11.51	5.97	5.54
Goochland County	6.18	3.07	3.11	9.52	2.88	6.65
Grayson County	NA	4.21	NA	7.78	3.57	4.21
Greene County	8.20	4.52	3.68	9.48	4.14	5.34
Greensville County	17.56	5.05	12.51	20.81	12.99	7.82
Halifax County	13.30	5.31	7.99	14.35	7.67	6.68
Hampton City	17.53	6.55	10.98	25.33	12.02	13.31
Hanover County	5.43	1.78	3.65	6.53	1.54	4.99
Harrisonburg City	10.05	3.61	6.44	10.11	4.44	5.67
Henrico County	11.94	2.56	9.38	14.39	4.83	9.55
Henry County	12.37	8.35	4.02	14.37	8.34	6.03
Highland County	NA	5.63	NA	NA	NA	NA
Hopewell City	13.95	6.06	7.88	13.97	9.98	3.99
Isle of Wight County	10.20	4.93	5.27	14.02	5.48	8.53
King and Queen County	8.45	7.37	1.08	25.00	4.44	20.56
King George County	8.11	3.20	4.91	10.02	3.34	6.68
King William County	8.22	4.10	4.11	12.16	3.78	8.38
Lancaster County	18.25	9.03	9.22	21.08	12.89	8.19
Lee County	NA	4.14	NA	7.57	3.49	4.08
Lexington City	0.00	0.00	0.00	0.00	0.00	0.00
Loudoun County	2.32	0.75	1.57	3.25	0.70	2.55
Louisa County	8.79	4.86	3.93	12.96	4.08	8.89
Lunenburg County	20.84	10.03	10.82	25.29	11.95	13.34
Lynchburg City	18.10	4.34	13.77	17.12	11.23	5.90
Madison County	12.59	6.66	5.93	10.20	6.73	3.47
Manassas City	9.40	2.37	7.03	8.95	3.89	5.06
Manassas Park City	2.96	1.55	1.41	4.04	2.12	1.92
Martinsville City	15.56	8.61	6.95	15.21	12.45	2.76
Mathews County	NA	3.63	NA	NA	3.31	NA
Mecklenburg County	20.96	10.84	10.11	20.62	14.52	6.10
Middlesex County	10.33	6.20	4.13	10.49	6.65	3.83
Montgomery County	5.01	3.57	1.44	9.32	2.99	6.33
Nelson County	9.24	7.08	2.17	16.47	5.70	10.77
New Kent County	10.41	3.51	6.90	8.95	3.43	5.52
Newport News City	15.80	5.12	10.69	21.08	9.66	11.41
Norfolk City	17.77	5.01	12.76	22.47	11.55	10.92
Northampton County	20.05	9.80	10.25	22.39	12.88	9.50
Northumberland County	12.85	5.40	7.45	17.99	7.10	10.89
Norton City	NA	2.56	NA	8.70	2.37	6.32
Nottoway County	9.40	7.33	2.07	17.83	6.92	10.91
Orange County	6.42	3.82	2.60	8.91	3.72	5.19
Page County	NA	2.51	NA	5.36	2.13	3.22
Patrick County	NA	4.32	NA	5.43	3.92	1.51
Petersburg City	23.41	NA	NA	26.15	21.75	4.40
Pittsylvania County	14.53	8.04	6.49	15.95	8.48	7.47
Poquoson City	0.00	3.19	-3.19	10.19	2.55	7.63
Portsmouth City	18.69	6.68	12.00	22.32	14.66	7.66
Powhatan County	4.49	2.39	2.10	6.20	1.96	4.25

Prince Edward County	14.27	7.81	6.46	14.67	10.80	3.87
Prince George County	10.83	4.95	5.87	10.72	6.27	4.45
Prince William County	7.32	2.33	4.99	9.77	3.29	6.47
Pulaski County	12.88	6.05	6.83	15.66	5.07	10.59
Radford City	7.95	4.36	3.58	14.62	3.66	10.96
Rappahannock County	0.00	NA	NA	NA	NA	NA
Richmond City	19.64	2.14	17.50	25.02	13.34	11.68
Richmond County	9.09	3.61	5.48	11.18	4.25	6.93
Roanoke City	14.88	5.13	9.75	15.06	8.80	6.27
Roanoke County	7.47	2.62	4.85	7.79	2.01	5.78
Rockbridge County	NA	3.15	NA	3.98	2.91	1.07
Rockingham County	6.90	4.20	2.70	8.69	3.87	4.82
Russell County	NA	2.18	NA	6.19	1.73	4.46
Salem City	9.53	3.19	6.34	8.53	3.36	5.17
Scott County	NA	2.83	NA	6.31	2.15	4.16
Shenandoah County	13.61	4.35	9.26	11.36	3.78	7.58
Smyth County	NA	6.24	NA	11.11	5.46	5.65
Southampton County	18.67	6.73	11.94	20.47	10.40	10.07
Spotsylvania County	7.14	2.73	4.42	8.56	2.97	5.58
Stafford County	10.11	4.25	5.86	14.23	4.81	9.43
Staunton City	13.62	4.52	9.09	10.42	6.10	4.32
Suffolk City	13.61	4.66	8.95	17.33	8.52	8.81
Surry County	10.98	7.77	3.20	17.95	8.46	9.49
Sussex County	17.83	12.56	5.28	22.22	15.19	7.04
Tazewell County	12.88	5.86	7.03	11.85	5.33	6.52
Virginia Beach City	8.40	2.28	6.12	8.49	3.30	5.19
Warren County	8.48	4.35	4.13	10.40	3.64	6.76
Washington County	NA	4.27	NA	8.45	3.52	4.93
Waynesboro City	11.78	6.98	4.79	15.51	7.18	8.33
West Point	12.20	6.66	5.54	NA	5.97	NA
Westmoreland County	12.92	6.22	6.69	13.33	8.46	4.88
Williamsburg-James City County	8.62	1.76	6.86	9.33	2.44	6.88
Winchester City	9.92	4.09	5.83	11.20	3.80	7.40
Wise County	NA	3.24	NA	7.52	2.61	4.91
Wythe County	15.54	5.82	9.73	11.61	5.75	5.86
York County	7.52	3.13	4.39	10.10	3.01	7.09