Title: Criminal History Background Checks for Direct Consumer Care Personnel in Adult Substance Abuse Treatment Programs

RECIPIENTS:
- Executive directors and substance abuse services managers of community services boards (CSBs), administrative policy boards (APBs), behavioral health authorities (BHAs), and local government departments (LGDs) with policy advisory CSBs
- Directors of licensed substance abuse treatment programs
- Chair, Virginia Association of Community Services Boards (VACSB) Substance Abuse Services Council

PURPOSE:
To help potential employers fully understand sections of the Code of Virginia that determine exceptions to requirements for criminal background checks for direct care providers in adult substance abuse treatment programs.

BACKGROUND:
Virginia Code § 37.1-183.3 and § 37.1-197.2 require criminal history background checks for applicants who accept employment in direct consumer care positions. These two sections were amended during the 2003 Session of the Virginia General Assembly and the statutory amendments became effective on July 1, 2003. The information contained below is current as of September 2004 and is subject to amendment during subsequent sessions of the Virginia General Assembly.

- § 37.1-183.3 contains background check requirements for every licensed private provider;
- § 37.1-197.2 contains background check requirements for every operating community services board, administrative policy board, local government department with a policy-advisory board, behavioral health authority, and agency licensed pursuant to § 37.1-179 et seq. that provides services under a contract with a community services board, behavioral health authority or local government department. For the purposes of this document, the entities described in § 37.1-197.2 will be referred to collectively as “CSBs.”
TERMINOLOGY:

1. “Barrier crimes” mean certain crimes that automatically bar an individual convicted of same from employment or volunteer services in adult substance abuse treatment programs or other health care settings.

2. “Provider,” per § 37.1-179, means any person, entity or organization, excluding an agency of the federal government by whatever name or designation, that provides services to persons with mental illness, mental retardation or substance addiction or abuse.

3. “Service,” per § 37.1-179, means individually planned interventions intended to reduce or ameliorate mental illness, mental retardation or substance addiction or abuse through care, treatment, training, habilitation or other supports that are delivered by a provider to individuals with mental illness, mental retardation, or substance addiction or abuse. Services include but are not limited to:
   a. Detoxification, treatment or rehabilitation of persons with drug addiction through the use of the methadone or other opioid replacements;
   b. Outpatient services; intensive in-home services; inpatient psychiatric hospitalization; community gero-psychiatric residential services; assertive community treatment and other clinical services; day support; day treatment; partial hospitalization; psychosocial rehabilitation and habilitation services; case management services; and supportive residential, special school, halfway house and other residential services; and
   c. Day support, in-home support and crisis stabilization services provided to individuals under the Individual and Families Developmental Disabilities Support Waiver.

4. “Licensed provider” means a provider that the Commissioner of the Department of Mental Health, Mental Retardation and Substance Abuse Services (DMHMRSAS) has deemed to be suitable for establishing, maintaining, operating or having charge of any service as defined in § 37.1-179, under authority designated in § 37.1-179.1,

5. “Direct consumer care position” (per § 37.1-183.3 G and § 37.1-197.2 G) means any position with a job description that includes responsibility for:
   a. Treatment, case management, health, safety, development or well-being of consumers; or
   b. Immediately supervising persons in positions with such responsibility.
6. “Hire for compensated employment” (per § 37.1-183.3 H and § 37.1-197.2 H):

   a. Includes, but is not limited to:

      i. Promotion or transfer from an adult substance abuse treatment position to any
         mental health or mental retardation direct consumer care position within the same
         licensed program or CSB; or

      ii. New employment in any mental health or mental retardation direct consumer care
          position in another office or program of the same licensed program or CSB for
          which the person has previously worked in an adult substance abuse treatment
          program.

   b. Does not include:

      i. Promotion from one adult substance abuse treatment position to another such
         position within the same licensed program or CSB; or

      ii. New employment in an adult substance abuse treatment position in another office or
          licensed program or CSB if the person:

          1. Was employed in a licensed program prior to July 1, 1999; and

          2. Had no convictions in the five years prior to the application date for
             employment.

Thus, the regulations specify that individuals are exempt from the barrier crime
restrictions if they were employed in a licensed program prior to July 1, 1999.

POLICY:

1. The information in this Guidance Bulletin is intended to help clarify regulations and
   procedures concerning criminal background checks for direct care providers in adult
   substance abuse treatment programs. For more complete information, please refer to the
   Criminal Background Checks Procedures (CBCP) information package for licensed private
   providers supplied through the DMHMRSAS Background Investigations Unit (BIU).
   Contact information for the DMHMRSAS-BIU is found on the last page of this document.

2. To comply with the law, licensed private providers (§ 37.1-183.3) must complete procedures
   and use forms contained in the Criminal Background Checks Procedures information
   package supplied through the DMHMRSAS Background Investigations Unit (BIU).
CSBs may develop their own forms and procedures, but are still held accountable to all of
the legal requirements for criminal background checks as per § 37.1-197.2.

3. While § 37.1-183.3 and § 37.1-197.2 do not require background checks involving
fingerprinting for contracted employees in direct care positions, Rules and Regulations for
the Licensing of Providers of Mental Health, Mental Retardation and Substance Abuse
Services require that licensed private providers, including CSBs, develop a policy for the
criminal history and registry checks for all employees, contractors, students and volunteers
(12 VAC 35-105-400). “The policy shall contain, at a minimum, a disclosure statement
concerning whether the person has ever been convicted of or is the subject of pending
charges for any offense.” Except for employment in children’s residential services,
employers are not prohibited from engaging the services of contract personnel with
criminal backgrounds. However, such histories should give employers reason to carefully
consider the contractor’s suitability for employment in direct care positions in adult
substance abuse treatment services.

SCREENING PROCESS: Applicants With Barrier Crime Histories
Who Are Seeking Compensated Employment in Adult Substance
Abuse Treatment Programs

1. Screening Eligibility and Referral. All licensed private providers and all CSBs must
require that applicants who accept employment in any direct consumer care position submit
to fingerprinting and provide personal descriptive information to be forwarded through the
Central Criminal Records Exchange to the Virginia State Police and the Federal Bureau of
Investigation (FBI) in order to obtain their national criminal history record. The Central
Criminal Records Exchange will prepare a report that contains the individual’s criminal
record or notification that no record exists.

   a. Licensed Private Programs: If an applicant for compensated employment in a
      licensed private program has been convicted of a barrier crime:

      i. The DMHMRSAS-BIU will notify the program that the applicant’s criminal
         history contains a barrier crime and that the applicant is eligible for a
         screening; and

      ii. The licensed program must refer eligible applicants to a specialist on the
          DMHMRSAS approved list of screeners for a screening and assessment.
b. **CSBs**: If an applicant for compensated employment in a CSB has been convicted of a barrier crime:

   i. The CSB will receive the applicant’s criminal history directly and will determine if the individual is eligible for screening;
   
   ii. The CSB must refer eligible applicants to a specialist on the DMHMRSAS approved list of screeners for a screening and assessment.

c. **Eligibility**: Applicants are eligible for screening, per § 37.1-183.3 C and § 37.1-197.2 C, if they:

   i. have completed all prison or jail terms;
   
   ii. have no pending charges in any locality;
   
   iii. have paid all fines, restitution and court costs for any prior convictions;
   
   iv. are not currently under probation or parole supervision and have not been under probation or parole supervision for at least five years; and
   
   v. provide supplemental information as the CSB or provider requires (see also 2 a, Supplemental Information Required, below.)

d. **Cost**: Applicants must pay for the cost of the screening unless the licensed private provider or CSB decides, at its option, to do so.

2. **Screening and Assessment by a DMHMRSAS Approved Screening Specialist**: The hiring licensed private provider or CSB shall require a screening and assessment of any applicant whose criminal history records contains a violation on the list of barrier crimes listed in Appendix A, attached. The screening/assessment must be performed by a DMHMRSAS approved specialist.

   a. **Supplemental Information Required**: In addition to supplemental information that the applicant may be required or may wish to present to the screening specialist, § 37.1-183.3 C and § 37.1-197.2 C require the applicant to provide the following items:

      i. A statement from the most recent probation or parole officer, if any, indicating compliance with particular requirements and the time period for supervision; and
      
      ii. A copy of any pre-sentencing or post-sentencing report.

   b. **Determination**: The screening specialist will make a determination concerning the individual’s eligibility for compensated employment at adult substance abuse treatment facilities.
i. The screening specialist will provide the results of the assessment to the referring licensed private program or CSB.

ii. The screening specialist may provide a copy of the assessment results to the DMHMRSAS-BIU, if the applicant was referred by a licensed private program, but is not required to do so.

3. Making Hiring Decisions:

a. Applicants who have been convicted of certain barrier crimes (see Appendix A and item #7, below) may be eligible for compensated employment at adult substance abuse treatment facilities if the screening specialist has determined that:

   i. The applicant’s behavior was substantially related to the use of substances; and
   ii. The applicant has been successfully rehabilitated; and
   iii. The applicant is not a risk to consumers based on his/her criminal history background and substance use, abuse or addiction history.

b. Each CSB and licensed private provider is responsible for evaluating the information obtained from the applicant and the investigation results obtained from the criminal history record, including:

   i. Determining whether the applicant is fit for employment; and
   ii. Deciding whether to hire the individual or continue his/her employment.

c. The DMHMRSAS-BIU is not responsible for making employment decisions for licensed private providers or CSBs.

4. Denial of Employment:

a. If an applicant has been convicted of one or more barrier crimes (see Appendix A), employment or retention is prohibited, unless the applicant meets all eligibility criteria in 3, above (Making Hiring Decisions) and 7 below (“Screenable” Barrier Crimes or “Exemptions”).

b. If individuals have been permitted to provide services pending receipt of the criminal history record information, the provider may suspend the individual or deny the individual unsupervised access to individuals with disabilities until a final determination is made.
5. **Applicant Challenge of Investigative Results:** If an applicant is denied employment because of information received through the Central Criminal Records Exchange (Virginia State Police and/or FBI record) and disputes the information upon which the denial is based, the applicant may request a copy of the criminal history record in writing (§ 37.1-183.3 A. and § 37.1-197.2 A.). Per 28 CFR 16.34, applicants may submit an application directly to the agency that contributed the questioned information. Alternatively, applicants may direct challenges to the FBI Criminal Justice Information Services Division, which will forward the challenge to the agency to verify or correct the challenged entry. Upon receipt of an official correction from the agency that contributed the original information, the FBI will make any necessary changes.

   a. The criminal history record can be modified only after the record is challenged, and the contributing agency corrects it and reports the correction to the FBI or the Virginia State Police.

   b. Procedures for obtaining a copy of the criminal history record will be provided to the applicant by:

      i. DMHMRSAS-BIU if the applicant is seeking employment with a licensed private provider (§ 37.1-183.3 A); or
      
      ii. The CSB’s executive director or personnel director, if the applicant is seeking employment with a CSB (§ 37.1-197.2 A).

   c. Once the record has been corrected, the CSB or the DMHMRSAS-BIU (if the requestor is a licensed private provider) can resubmit a request to obtain a copy of the accurate record.


   a. Licensed private providers and CSBs may permit an applicant to see his/her own criminal history record, but may not furnish copies to any party.

   b. Providers must:

      i. Safeguard the criminal history record and its content.
      
      ii. Maintain criminal history records in a file separate from the personnel file.
      
      iii. Destroy the criminal history record by shredding or incineration when it has served the purpose for which it was obtained; and
      
      iv. Document compliance with the background check statute by retaining certain information in a separate confidential file.
c. The Criminal Background Checks Procedures information package supplied through the DMHMRSAS Background Investigations Unit (BIU) contains additional information regarding documentation of fitness for employment in direct consumer care positions and compliance with background check regulations.

7. “Screenable” Barrier Crimes or “Exemptions”:

a. If applicants are eligible for screening (#1 c, above) AND are found by an approved screener to meet the conditions in described in # 3 a, above, licensed private providers (§ 37.1-183.3 B) and CSBs (§ 37.1-197.2 B) may hire for compensated employment at adult substance abuse treatment facilities individuals who have been convicted of violations on this list of “screenable” barrier crimes or “exemptions”:

i. A misdemeanor violation relating to:
   - Unlawful hazing (§ 18.2-56); or
   - Reckless handling of a firearm (§ 18.2-56.1).

ii. Any misdemeanor or felony related to:
   - Reckless endangerment of others by throwing objects (§ 18.2-51.3);
   - Threat (§ 18.2-60);
   - Breaking and entering a dwelling house with intent to commit other misdemeanor (§ 18.2-92); or
   - Possession of burglarious tools (§ 18.2-94).

iii. Any felony violation relating to the distribution of drugs (§ 18.2-247 et seq.), except offenses pursuant to subsections H 1 and H 2 of § 18.2-248, which refer to “any person who was the principal or one of several principal administrators, organizers or leaders of a continuing criminal enterprise who manufactures, sells, gives, distributes or possesses with the intent to manufacture, sell, give or distribute” heroin, cocaine, ecgonine or methamphetamine, the derivatives, salts, isomers, or salts of isomers of those substances, or marijuana.

iv. Or an equivalent offense in another state.

b. Under certain conditions, licensed private providers (§ 37.1-183.3 D) and CSBs (§ 37.1-197.2 D) may hire for compensated employment at adult substance abuse treatment programs, individuals who have been convicted of not more than one misdemeanor offense under § 18.2-57 (“simple assault” or “assault and battery”) or § 18.2-57.2 (“assault and battery against a family or household member”):

i. If they are eligible for screening (#1 c, above); and
ii. If ten (10) years have elapsed following the conviction; and
iii. If the offense was not committed in the scope of his/her employment in a direct consumer care position; and
iv. If the screening specialist has determined that the individual meets the criteria described in #3 a, above.

c. These exemptions pertain ONLY to applicants seeking compensated employment in adult substance abuse treatment programs. The Code still prohibits hiring individuals with barrier crime convictions for compensated employment in mental health and mental retardation programs, and any employment (including volunteer work and the provision of contractual services) at children’s residential facilities.

8. Child Abuse and Neglect: Under § 37.1-183.3 E and § 37.1-197.2 E, licensed private providers and CSBs also must require that all applicants, as a condition of compensated employment, provide written consent and personal information necessary to obtain a search of the registry of founded complaints of child abuse and neglect maintained by the Department of Social Services, pursuant to § 63.2-1515. Employers are not prohibited from hiring individuals with founded complaints if these are not associated with criminal convictions. However, such histories should give employers reason to carefully consider the individual’s suitability for employment in direct care positions in adult substance abuse treatment services.

9. Operators of children’s residential facilities: Background checks are required under § 63.2-1726 for all licensed providers (including CSBs) that operate residential facilities for juveniles.

a. This document addresses only requirements regarding criminal history background checks for applicants with barrier crime histories who are seeking employment in adult substance abuse treatment programs.

b. Operators of children’s residential facilities must process requests for criminal background investigations through the Office of Interdepartmental Regulations Background Investigation Unit (OIR-BIU). Contact information for the OIR-BIU is found on the last page of this document.
10. **Liability:** *Virginia Code §§ 37.1-183.3(I) and 37.1-197.2(I)* state “A person who complies in good faith with the provisions of this section shall not be liable for any civil damages for any act or omission in the performance of duties under this section unless the act or omission was the result of gross negligence or willful misconduct.”
APPENDIX A: BARRIER CRIMES

FOR HELP DETERMINING IF AN OFFENSE IS CONSIDERED SCREENABLE, CONTACT DMHMRSAS-BIU AT (804) 786-6384 OR (804) 786-0607.

Per § 37.1-183.3 A and § 37.1-197.2 A, except as otherwise listed in #6 and #7 of this Guidance Bulletin, no licensed providers or CSBs may hire for compensated employment individuals who have been convicted of the following crimes:

- Abduction with Intent to Extort Money or for Immoral Purposes (§ 18.2-48);
- Abduction - Kidnapping (§ 18.2-47 A);
- Abuse and Neglect of Children (§ 18.2-371.1), Including Failing to Secure Medical Attention for an Injured Child (§ 18.2-314);
- Abuse and Neglect of Incapacitated Adults (§ 18.2-369);
- Adulteration of Food, Drink, Drugs, Cosmetics, etc. (§ 18.2-54.2);
- Aggravated Malicious Wounding (§ 18.2-51.2);
- Aggressive Use of a Machine Gun (§ 18.2-290);
- Assault and Battery (§ 18.2-57);
- Assault and Battery (Misdemeanor) in the Ten Years Prior to Application Date (§ 18.2-57);
- Assault and Battery Against a Family or Household Member (§ 18.2-57.2);
- Assault and Battery Against a Family or Household Member (Misdemeanor) in the Ten Years Prior To Application Date (§ 18.2-57.2);
- Assault and Battery Against Law Enforcement (Pertains to convictions prior to 1997 when law was repealed) (§ 18.2-57.1);
- Attempted Aggravated Sexual Battery (§ 18.2-67.5);
- Attempted Forcible Sodomy (§ 18.2-67.5);
- Attempted Object Sexual Penetration (§ 18.2-67.5);
- Attempted Rape (§ 18.2-67.5);
- Attempted Sexual Battery (§ 18.2-67.5);
- Attempts to Poison (§ 18.2-54.1);
- Bodily Injuries Caused by Prisoners, Probationers, or Parolees (§ 18.2-55);
- Breaking and Entering Dwelling House with Intent to Commit Other Misdemeanor (§ 18.2-92);
- Burglary (§ 18.2-89);
- Burning Building or Structure While in Such Building or Structure with Intent to Commit Felony (§ 18.2-82);
- Burning or Destroying Any Other Building or Structure (§ 18.2-80);
- Burning or Destroying Dwelling House, etc. (§ 18.2-77);
- Burning or Destroying Meeting House, etc. (§ 18.2-79);
- Burning or Destroying Personal Property, Standing Grain, etc. (§ 18.2-81);
- Carelessly Damaging Property by Fire (§ 18.2-88);
- Carjacking (§ 18.0-58.1);
- Carnal Knowledge of Certain Minor (§ 18.2-64.1);
- Carnal Knowledge of Child Between 13 And 15 (§ 18.2-63);
- Carnal Knowledge of Inmate, Parolee, Probationer and Pretrial or Post-trial Offender (§ 18.2-64.2);
- Causing, Inciting, etc. Threats to Bomb or Damage Buildings or Means of Transportation; False Information as to Danger to Such Buildings, etc. (§ 18.2-84);
- Certain Premises Deemed Common Nuisance (§ 18.2-258);
- Crimes Against Nature Involving Children (§ 18.2-361);
- Delivery of Drugs to Prisoners (§ 18.2-474.1);
- Distribution of Certain Drugs to Persons Under 18 (§ 18.2-255);
- Drive-By Shooting (§ 18.2-286.1);
- Drug Attempts (§ 18.2-257);
- Drug Conspiracy (§ 18.2-256);
- Electronic Facilitation of Pornography (§ 18.2-374.3);
- Employing or Permitting Minor to Assist in Obscenity and Related Offenses (§ 18.2-379);
- Entering Bank, Armed, with Intent to Commit Larceny (§ 18.2-93);
- Enter Dwelling House, etc. with Intent to Commit Larceny, Assault and Battery or Other Felony (§ 18.2-91);
- Enter Dwelling House, etc. with Intent to Commit Murder, Rape or Robbery (§ 18.2-90);
- Escape from Jail (§ 18.2-477);
- Extortion by Threat (§ 18.2-59);
- Felonies by Prisoner (§ 53.1-203);
- Firearms – Allowing Access by Children (§ 18.2-56.2);
- Hazing (§ 18.2-56);
- Homicide (§ 18.2-33);
- Incest (§ 18.2-33);
- Involuntary Manslaughter (§ 18.2-36);
- Maiming, etc. of Another Resulting from Driving While Intoxicated (§ 18.2-51.4);
- Maintaining a Fortified Drug House (§ 18.2-258.02);
- Malicious Bodily Injury by Means of Any Caustic Substance or Agent or Use of Any Explosive (§ 18.2-52);
- Malicious Bodily Injury to Law Enforcement Officers (§ 18.2-51.1);
- Malicious Wounding by Mob (§ 18.2-41);
- Manufacture, Possession, Use, etc. of Fire Bombs or Explosive Materials or Devices (§ 18.2-85);
- Manufacturing, Selling, Giving, or Distributing a Controlled Substance or an Imitation Controlled Substance (§ 18.2-248);
- Money Laundering (Pertains to convictions prior to 1999, when law was repealed) (§ 18.2-248.7);
- Murder, Capital (§ 18.2-31);
- Murder, First and Second Degree (§ 18.2-32);
- Obscenity Offenses (§ 18.2-374.1);
- Obtaining Drugs, Procuring Administration of Controlled Substances, etc. by Fraud, Deceit or Forgery (§ 18.2-258.1);
- Pandering (§ 18.2-355);
- Pointing Laser at Law Enforcement (§ 18.2-57.01);
- Possession and Distribution of Flunitrazepam (§ 18.2-251.2);
- Possession and Distribution of Gamma-Butyrolactone or 1,4 - Butanediol (§ 18.2-251.3);
- Possession and Distribution of Illegal Stimulants and Steroids (§ 18.2-248.5);
- Possession of Burglarious Tools, etc. (§ 18.2-94);
- Possession of Child Pornography (§ 18.2-374.1:1);
- Possession of Drugs (Felony) and Continue on Probation or Parole or Failure to Pay Required Court Costs (§ 18.2-248/250);
- Possession of Drugs (Felony) in the Five Years Prior to Application Date (§ 18.2-248/250);
- Possession of Infectious Biological Substances (§ 18.2-52.1);
- Production, Publication, Sale, Possession with Intent to Distribute, Financing, etc. of Sexually Explicit Items Involving Children (§ 18.2-374.1);
- Rape (§ 18.2-61);
- Reckless Endangerment (§ 18.2-51.3);
- Reckless Handling of Firearms; Reckless Handling While Hunting (§ 18.2-56.1);
- Robbery (§ 18.2-58);
- Sale of Drugs on or Near Certain Properties (§ 18.2-255.2);
- Setting Fire to Woods, Fences, Grass, etc. (§ 18.2-86);
- Setting Off Chemical Bombs Capable of Producing Smoke (§ 18.2-87.1);
- Setting Woods, etc. on Fire Intentionally Whereby Another is Damaged or Jeopardized (§ 18.2-87);
- Sexual Assault – Marital (§ 18.2-67.2:1);
- Sexual Battery (§ 18.2-67.4);
- Sexual Battery – Aggravated (§ 18.2-67.3);
- Sexual Battery – Infected (§ 18.2-67.4:1);
- Sexual Penetration – Object (§ 18.2-67.2);
- Shooting, etc. in Committing or Attempting a Felony (§ 18.2-53);
- Shooting, Stabbing, etc. with Intent to Maim, Kill, etc. (§ 18.2-51);
- Sodomy – Forcible (§ 18.2-67.1);
- Stalking (Felony) (§ 18.2-60.3);
- Taking, Detaining, etc. Person for Prostitution etc. or Consenting Thereto (§ 18.2-355);
- Taking Indecent Liberties with Child by Person in Custodial or Supervisory Relationship (§ 18.2-370.1);
- Taking Indecent Liberties with Children (§ 18.2-370);
- Threats of Death or Bodily Injury (§ 28.2-60);
- Threats to Bomb or Damage Buildings or Means of Transportation; False Information as to Danger to Such Buildings, etc. (§ 18.2-83);
- Transporting Controlled Substances into the Commonwealth (§ 18.2-248.01);
- Use of a Machine Gun in a Crime of Violence (§ 18.2-289);
- Use of a Sawed-Off Shotgun in a Crime of Violence (§ 18.2-300 A);
- Use or Display of Firearm in Committing a Felony (§ 18.2-53.1);
- Voluntary Manslaughter (§ 18.2-35)
APPENDIX B: CONTACT INFORMATION

BACKGROUND SCREENING
OF APPLICANTS FOR EMPLOYMENT IN
ADULT SUBSTANCE ABUSE TREATMENT PROGRAMS:

Office of Substance Abuse Services
Virginia Dept. of Mental Health, Mental Retardation
and Substance Abuse Services (DMHMRSAS)
PO Box 1797
Richmond, VA 23218-1797
(804) 786-3906

Background Investigations Unit (BIU)
Virginia Dept. of Mental Health, Mental Retardation
and Substance Abuse Services (DMHMRSAS)
PO Box 1797
Richmond, VA 23218-1797
(804) 786-6384

BACKGROUND SCREENING
OF APPLICANTS FOR EMPLOYMENT IN
CHILDREN’S RESIDENTIAL FACILITIES:

Background Investigations, Interdepartmental Regulation Program
Virginia Department of Social Services (VDSS)
7 North 8th Street
Richmond, VA 23219-3301
(804) 726-7095