

Annual Report of General Assembly
Approved Jail Projects
October 1, 2013

Prepared by the
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Virginia Department of Corrections
The Department of Criminal Justice Services and the Department of the Treasury

Table of Contents

Page 2	Introduction
Page 3	General Assembly Approved Projects
Pages 4	Meherrin River Regional Jail
Pages 5-9	RSW Regional Jail
Pages 10-14	Richmond City Jail
Pages 15-29	Central Virginia Regional Jail
Pages 29-51	Southwest Virginia Regional Jail
Pages 52-56	Community Corrections Required Funding
Page 57	Suggested Financing

Introduction

Chapter 799 Item 386 B. of the 2012-2014 Biennium Budget Bill requires that “The Department of Corrections shall provide an annual report on the status of jail construction and renovation projects as approved for funding by the General Assembly. The report shall be limited to those projects which increase bed capacity. The report shall include a brief summary description of each project, the total capital cost of the project and the approved state share of the capital cost, the number of beds approved, along with the net number of new beds if existing beds are to be removed, and the closure of any existing facilities, if applicable. The report shall include the six-year population forecast, as well as the double-bunking capacity compared to the rated capacity for each project listed. The report shall also include the general fund impact on community corrections programs as reported by the Department of Criminal Justice Services, and the recommended financing arrangements and estimated general fund requirements for debt service as provided by the State Treasurer. Copies of the report shall be provided by October 1 of each year to the Chairmen of the Senate Finance and House Appropriations Committees and to the Director, Department of Planning and Budget.”

For the 2012-2014 Biennium Budget the General Assembly has approved two new projects, a 200-bed expansion of the Central Virginia Regional Jail and a 512-bed expansion of the Southwest Virginia Regional Jail.

Currently approved projects by the General Assembly

The following projects have been approved by the General Assembly and are either completed or under construction:

Amherst Facility of Blue Ridge Regional Jail – Has a rated capacity 380 beds – Opened January 1, 2012

Central Virginia Regional Jail – Will add 200 new beds – Due to open January, 2016

Loudoun County Adult Detention Center – Has a rated capacity increase of 264 beds- Opened June, 2012

Meherrin Regional Jail -Brunswick Facility- Has a rated capacity 400 beds- Opened July 2012/ **Mecklenburg Facility** has a rated capacity 80 beds – Open January 2013

RSW Regional Jail – rated capacity 375 beds –Date of anticipated completion is July 2014.

Richmond City Jail – rated capacity 1032 beds- Date of anticipated occupation of the mail facility is February 2014 with completion of total facility scheduled for November 2014.

Southwest Virginia Regional Jail- Adding 512 new beds – Date of anticipated completion is April 2014.

Approved Funding

Funding included in the 2013-2014 Biennial Budget for the Commonwealth's reimbursement of a portion of the approved capital costs as determined by the Board of Corrections and other interest costs as provided in §§ 53.1-80 through 53.1-82.2 of the Code of Virginia, for the following:

Project	Commonwealth Share of Approved Capital Costs
Loudoun County Adult Detention Center Phase 2	\$ 8,389,677
Blue Ridge Regional Jail	\$ 31,664,995
Meherrin River Regional Jail	\$ 32,189,469
Richmond City Jail Replacement	\$ 29,702,708
Newport News Public Safety Building Life Safety Renovation	\$ 875,294
RSW Regional Jail	\$ 32,840,850
Southwest Virginia Regional Jail	\$ 16,910,186
Central Virginia Regional Jail	\$ 8,464,891
Total Approved Capital Costs	<u>\$161,038,070</u>

The following projects were approved by the Legislature since the introduction of the language in the Acts of the Assembly

Meherrin River Regional Jail

The Meherrin River Regional Jail Authority is comprised of the counties of Brunswick, Dinwiddie and Mecklenburg. The authority had originally planned to construct two facilities for a total rated capacity of 798 beds to meet its 10-year inmate forecast.

The reason for having two facilities is to allow Mecklenburg County to continue to operate its work release program. Another reason is that some jurisdictions in Mecklenburg County have only one law enforcement officer working and it would leave the jurisdiction unprotected if the officer has to transport an arrestee to the facility in Brunswick County.

In 2009, the Legislature approved for the authority to construct one, 400-bed facility of which the Commonwealth's portion was not to exceed \$50 million. In 2010, the Board of Corrections approved a two-facility regional jail with a rated capacity of 468 beds. The regional jail will be comprised of a new facility that will have a DOC-rated capacity of 400 beds. The second facility will be the Mecklenburg County Jail, which has a rated capacity of 68 beds. This facility was to be renovated and remain open but be operated by the authority. The Board of Corrections' approved cost for this project is \$64,461,738 of which 50% or \$32,230,869 would be the Commonwealth's portion.

Upon further investigation, the Meherrin River Jail Authority determined that renovation of the existing Mecklenburg facility would not be cost effective. They were able to determine that due to the decrease in construction costs, the authority would be able to construct an 80-bed satellite facility in Mecklenburg and remain within the original approved amount of \$64,378,939 of which up to 50%, or \$32,189,469 would be the

Commonwealth's share. This was a revenue neutral request and the Board approved the requested amendment to the Planning Study on March 16, 2011.

Double Bunking – Double bunking is an operational decision of the localities. It is not mandated by Standards and therefore double bunking capacity is only an estimate. Most facilities do not double bunk maximum-security cells. Medium cells are usually doubled at 100% and minimum-security dormitories are doubled at approximately 50% above rated capacity. The Mecklenburg facility of the Meherrin River Regional Jail will have approximately 20 maximum-, 20 medium- and 40 minimum-security beds. If the medium-security beds are doubled at 100% and the minimum beds at 50%, then the double-bunked capacity of the Mecklenburg facility of the Meherrin River Regional Jail would be 120 beds.

RSW Regional Jail

The Counties of Rappahannock, Shenandoah and Warren have established the RSW Regional Jail Authority and are seeking approval of their Community-Based Corrections Plan (CBCP) to justify the construction of a 375-bed facility.

The current revised CBCP and Addendums have undergone interagency reviews and are felt to be in compliance with Board Standards. The submission of their CBCP had been reviewed in light of its exemption from the current funding moratorium under Item 388-4 b. "The Counties of Warren, Page, Rappahannock, and Shenandoah (all or any combination of three of them), in order to proceed in planning for a regional jail facility."

Notwithstanding the provisions of § 53.1-82.3 of the Code of Virginia, the Authority shall submit the required community-based corrections plans, facility specifications and expected financing costs to the Department of Corrections by March 1 of any given year and, the Governor may include a recommendation for funding the following year.

Analysis:

- Breakdown of the current rated capacities for the current Rappahannock, Shenandoah and Warren County jails are 7 for Rappahannock, 55 for Shenandoah and 79 for Warren for a total DOC-rated operational capacity of 141 beds.
- The average daily inmate population for the jails from December 2008 through May 2009 was Rappahannock County 31, Shenandoah 102.6, Warren 126.2 for a total ADP of 259.8 or 184% of the jails' rated capacities.

Existing Facilities

- The Rappahannock County Jail, located in the Town of Washington, was built in the late 1830's and renovated/expanded in 1991; a two-story historic brick structure with a basement, the facility is located adjacent to the Rappahannock County Court complex. The facility has an operating capacity of 7 inmates; the

ADP was 14 during the first six months of 2006, and the facility was operating at an average 195% of capacity in 2006.

- Shenandoah County Jail is located on South Main Street in Woodstock, Virginia, adjacent to the Circuit Court Building; a two-story brick structure with a basement. The jail design is the old style “linear indirect supervision” model characterized by small cells placed in a back-to-back arrangement of rows; opened in 1969 with an expansion in 1991, the facility has an operating capacity of 55; an ADP of 84 was reported during the first six months of 2006, and the jail was operating at 153% of capacity in 2006.
- Warren County Jail, located in the Town of Front Royal, was opened in 1950 and expanded in 1989. A work-release center (separate from the main jail) opened in 2001. The jail has an operating capacity of 79, and the ADP was 157 in the first six months of 2006. The jail was operating at an average 199% of capacity in 2006.
- All three facilities are in need of some major renovations and will be closed once the new facility is opened.

Current Jail Programs

Rappahannock County Jail

Except for occasional educational or AA volunteer services, the jail offers few elective programs and services. The jail generally has four trustees at any given time. While two are assigned to “grounds maintenance” outside the facility and two are assigned to laundry services and kitchen duty, there are no jobs- or skill-enhancement programs. The Rappahannock County Jail has no work release or electronic monitoring programs nor is there a community work force program.

Shenandoah County Jail

This jail operates a work-release program. An officer is assigned to the program (along with other duties) to manage the program and to conduct “work inspections.” The work-release inmates are housed on the same level as the “trustees.” For the 11-month period ending November 2006, the program average population was 18.5 inmates. On average, there were 3.3 females and 15.3 males on work release.

A home incarceration/electronic monitoring program (EIP) was initiated in June 2005. Since its inception, 11 offenders have participated in the program. The 2006 average monthly EIP caseload through November 2006 was 2 females and 1.3 males.

Warren County Jail

This jail operates a fairly large and viable work-release program. In addition to having a separate facility for housing male work-release participants (the small number of females in the program are housed in the main jail), the program has two full-time administrators and seven part-time staff. The facility is staffed at all times. On the day of the site visit, there were 38 participants – 36 males sleeping at the facility and two females sleeping at the main jail. In addition, the jail has an agreement with the State to house 20 jail contract bed (JCB) inmates in the program. Ten of the 38 participants on December 13, 2006, were JCB inmates.

Work-Release personnel also supervise the Home Electronic Monitoring (HEM) program.

Existing Alternative Programs

Shenandoah and Warren Counties are provided local community corrections and ASAP services by the Old Dominion Community Corrections Program located at 317 South Cameron Street in Winchester. These counties do not have a pre-trial services program. Intensive probation and parole supervision services are provided by Probation and Parole District 11 in Winchester. Rappahannock County receives community corrections services from the Fauquier County Office of Adult Court Services (in Warrenton), and ASAP services from the District Nine ASAP located in Culpeper. Rappahannock County receives no pre-trial services, and intensive probation and parole supervision services are provided by District 25 in Leesburg.

Proposed Programming

None of the counties have basic pre-trial services. Placements in any pre-trial services program are made either by the magistrate at the initial bail hearing at the time of arrest or by the judge at the initial court appearance or any subsequent bond hearing. In addition to providing verification of the defendant's background and criminal history, officers provide supervision and monitoring of any special conditions of release. The pre-trial program provides community supervision and monitoring of defendants released on bail with conditions established by the court. The localities are planning to establish a pre-trial services program. Available services should include an electronic monitoring component for use by this program and the proposed regional jail. Consideration should be given to: (1) placing the program organizationally under the regional jail authority/board with operational management provided by the proposed regional jail superintendent, and (2) providing space for the program in the proposed regional jail.

Population Forecast

The Community Based Corrections Plan (CBCP) and planning forecast for a proposed regional jail configuration for the Counties of Rappahannock, Shenandoah, Page and

Warren were submitted to the Board of Corrections as required by the Standards. After the CBCP was submitted, Page County elected to withdraw from the planning project. An addendum to the CBCP amended the original report and provided a revised forecast for the jail bed needs for the (combined) Counties of Rappahannock, Shenandoah and Warren. Earlier projections were based on data and monthly jail population trends reported through mid-2006. The addendum contains a summary of updated projections based on population trends reported through May 2009. The planning forecasts for each locality were generated separately and summed together. Forecasts for both Warren and Shenandoah Counties were completed based on projections of historical jail population trends that were reported from 2002 through 2009. Since it has such a small sampling size, growth in the Rappahannock County jail population is assumed to mirror the average projected growth for the Shenandoah and Warren jail populations combined.

Since the original projections were completed, jail populations have declined in many localities both in Virginia and across the country, and the expectation was that updated projected bed space needs for the combined regional jail service area would decrease. This was found to be the case. Based on available information, the original forecasts for Shenandoah and Rappahannock Counties were below current population levels -- the original forecast for the Warren County Jail was above the reported actual population.

While updated projections for both Rappahannock and Shenandoah Counties increased over earlier forecasts, the forecast for Warren County declined. The net result is that a total of 394 beds are projected for the service area in the year 2021, the original planning target date. This represents 66 fewer beds than were projected in the previous update.

Several forecasts were developed for Shenandoah and Warren Counties using Exponential Smoothing and ARIMA (commonly called Box Jenkins models). The various models were developed using a software program titled Forecast Pro, developed by Business Forecast Systems.

The population forecast developed for the proposed regional jail service area indicates a total expected population (ADP) of 394 in July 2021 and 426 in the year 2024. The forecast was developed without allowances for implementing new programs for pre-trial diversion or post-sentence, non-confinement alternatives.

Due to budget constraints and planned implementation of non-confinement programs such as alternatives to pre-trial incarceration that will potentially offer the opportunity to reduce future capacity needs, the RSW Regional Jail Authority is opting to build a 375-bed facility. The Authority will rely on double bunking to accommodate extra inmates and will plan for additional core space in the first phase of construction.

Regional Jail Configuration

The population forecast developed for the proposed regional jail service area indicates a total expected population (ADP) of 394 in July 2021 and 426 in the year 2024. The forecast was developed without allowances for implementing new programs for pre-trial diversion or post sentence non-confinement alternatives. The implementation of non-confinement programs potentially offers to reduce the projected future needs of the jail.

Due to budget constraints, the RSW Regional Jail partners have opted to construct a facility with a general population bed space count of 375 beds of rated capacity.

At present, the combined DOC-rated capacity of the three existing jails is 175 beds. These jails will be closed once the new facility is opened.

The required mix of maximum-, medium- and minimum-general-population beds for a 375- bed facility is charted below.

RSW Regional Jail : Proposed Bed Combination by Security Level					
	Maximum	Medium	Minimum	Total	
Male Beds	60	120	139	319	85 %
Female Beds	12	24	20	56	15 %
Totals	72	144	159	375	
	<i>20 %</i>	<i>38 %</i>	<i>42 %</i>	<i>100%</i>	

Double Bunking – Double bunking is an operational decision of the localities. It is not mandated by Standards and, therefore, the double-bunking capacity is only an estimate. Most facilities do not double bunk maximum-security cells. The RSW Regional Jail will have 303 medium- and minimum-security beds. If these are doubled, then the double-bunked capacity of the RSW Regional Jail would be 678 beds.

Richmond City Jail

The City of Richmond is seeking approval of its Community-Based Corrections Plan (CBCP) to justify expansion of its current facility by 150 beds.

The current revised CBCP has undergone interagency reviews and has been determined to be in compliance with Board of Corrections' Standards.

The submission of the City of Richmond's CBCP has been reviewed in light of its exemption under item 388 4.g. of the 2010 Budget Bill, *"The City of Richmond, in order to proceed in planning for the replacement of the existing jail and the development of associated community corrections services. Included within the required submissions to the Department of Corrections from the City of Richmond shall be a report indicating the costs and benefits to the City and the Commonwealth of a regional versus a local jail, including a comparative analysis of the long term operating costs and documentation that the City has determined whether or not there is interest in the surrounding jurisdictions in developing a regional jail project."*

Analysis:

- Breakdown of the current DOC-rated capacity of the City of Richmond Jail is 882 beds divided between the main jail located at 1701 Fairfield Way and the Annex at 501 North Ninth Street. Richmond also maintains an additional 75 beds at the Peumansend Creek Regional Jail in Caroline County for a total of 957 beds.
- The average daily population (ADP) for inmates in 2007 was 1586 inmates per day including those at Peumansend Creek. In 2010, the ADP was 1386, which reflects a trend that has shown a slight reduction in ADP statewide.
- The City of Richmond did make every attempt at trying to partner with other localities in order to create a regional jail. However, all surrounding jurisdictions are currently involved in regional jails, and the few single-jurisdiction jails that showed an interest decided not to join due to high transportation costs.

Current Physical Plant:

The main jail was constructed in the early 60s and opened in 1964. A 100-bed addition for females (four dormitory units) was completed in 1991. Although the jail has not had extensive renovations, numerous changes have occurred to accommodate jail crowding. Most of these changes have involved modifying the use of cell/dorm areas and converting program and administrative space to dormitories. Documented renovations of note include the following:

- The roof of the Main Jail was replaced in 1985.
- In 1992, general renovations resulted in: (1) the replacement or repair of sliding door mechanisms and associated control panels in the main cell blocks; (2) plumbing improvements to basic service piping and the installation of sinks and mirrors in dayroom areas; (3) improved lighting in dormitory dayrooms and facility walkways.
- In 1993, improvements were made to the perimeter fence.
- In 1995, additional exterior security cameras were added.
- In 2007, outdated cell locks were replaced with Folger Adams retrofit devices. The replacement included 286 sliders and 11 control panels throughout 11 tiers. The \$900,000 project was completed in June 2007.

The Annex was operational in 1962 and the HVAC system was modified in 1980. The Annex has not been renovated or expanded. Due to their age, both facilities are in need of renovation and repair. It is reasonable to assume that maintenance and repair costs will only escalate in the future.

Current Jail Programs

Study analysis indicates that the Richmond City Jail provides services to detainees, and there are various in-house program participation opportunities. The jail utilizes volunteers for educational and religious programs:

- Church services and Bible study are available on a weekly basis.
- Residential Substance Abuse programming is available for male and female offenders through the Jail's BELIEF (Becoming Experienced, Liberated, Introspective, Encouraged and Free) program. The program employs two counselors, a supervisor, one part-time intern and three deputies. The focus of the program is substance abuse treatment and re-entry.

Since April 1, 2007, the female B.E.L.I.E.F. Program has had 34 participants. Currently there are 14 females in the program. Since April 1, 2007, the male B.E.L.I.E.F. Program has had 57 participants. There are currently 40 males in the program.

- A Work Release (WR) Program has been in place since July 1998 and WR offenders are housed at the Annex. Two staff members are assigned to the program, and an average of 20 adults per month participated in Work Release in FY07. In FY07, a total of 80 offenders participated in the program (74 males and 6 females), and a total of 75 successfully completed the program.

- Started in September 2007, the Community Action Revival for Empowerment (CARE) program provides offenders with basic vocational training skills designed to enhance their opportunities for gainful employment upon release from the jail. The program is designed for low-risk offenders who have expressed a willingness to participate in a comprehensive vocational training program. Participants are self-referred and participation is voluntary. At the end of CY07, seven offenders were enrolled in the program and attended vocational classes at the Richmond Technical Center.
- Home Electronic Incarceration (HEI) allows eligible offenders to remain employed in the community while being monitored electronically at their residences when not working. Program participants are sentenced, nonviolent offenders. During FY07, there were 19 participants. Seventeen offenders successfully completed their sentences in the program. An average of 4 male and female offenders were in the HEI program during FY07 at any one time.
- There is fairly large Weekender Program. The jail houses offenders assigned by the courts to serve their sentences on weekends. These offenders are housed in the Annex. In FY07, a total of 5,915 participants were in the Weekender Program. On average, in FY07 there were 114 offenders housed at the jail each weekend.
- Men's Educational Community. This is a single-housing dormitory that offers basic literacy skills and GED preparation. "Community" classes are held each school day from 8:30 AM to 3:30 PM. All testing areas of the GED exam are covered, along with an array of skills such as preparing a resume, job interviewing, surviving after release, places to sleep and eat, medical services, educational opportunities and job hunting. ESL (English as a Second Language) classes are offered to the increasing Hispanic population at the jail. Many of those inmates with mental health issues at the jail are also housed on the "School Tier." An average of 50 male participants per day was reported to be participating in the Educational Community.

GED Preparation for Females and Juveniles is offered for all who wish to attend. Planning is under way to provide Computer Literacy training for females. Two Special/Exceptional Education teachers work with inmates up to age 22, who have been identified as needing literacy remediation in the public schools. Female GED classes average 12-15 participants.

School of Computer Learning represents a three-month course of basic word processing, spreadsheet, desktop publishing and webpage creation skills instruction. The program is presently available for male detainees.

The three-month Computer Instruction sessions begin with up to 35 students. That number decreases as inmates leave the jail or are removed for disciplinary reasons. Daily enrollment in basic and advanced computer classes averaged 25-30 in FY07.

The jail operates two alternative sentencing programs: (1) the New Environmental Action Team (NEAT), and (2) the Misdemeanor Community Service Program (MCSP). MCSP is designed to allow sentenced misdemeanants who are employed to remain employed while completing their sentences and performing community service work on the weekends. NEAT is designed as a daily work program (detail) whereby sentenced misdemeanants work eight hours per day. In FY07, a total of 1,637 offenders participated in NEAT (an average of 31 per week), and a total of 3,085 offenders (an average of 59 per week) participated in MCSP.

Alternative Programs

- The Richmond pretrial services program provides background investigations for decision making and supervision of persons released on bail from the time of arrest until trial. Approximately half of pretrial services recommendations were accepted by the Court in FY07. A “no bail” recommendation was made in 445 (19.2% of the total) instances; this recommendation was accepted by the Court 21.5% of the time.
- The Community Corrections Program provides local probation services for sentenced “local-responsible” felons and misdemeanants. This program provides dispositional alternatives for consideration by the courts for the non-violent offender population. Offenders sentenced to any term of incarceration in an adult facility are eligible for the program. The entire sentence of incarceration may be suspended, or, if the court elects, may include a split sentence.

Population Forecast

Forecasts for the ADP are done to show the projected needs for 10 years past the estimated construction completion date. This is to ensure the jail would not be overcrowded for 10 years. The original forecasted ADP conducted in 2007, with an estimated completion date of 2012 and forecast to the year 2022, showed a projected ADP of 2,023 inmates per day including 75 inmates at Peumansend Creek.

Since there has been an overall decline in the jail population over the last year, a second forecast was conducted in June 2009 that shows a projected ADP of 1,812 inmates per day including 75 inmates at Peumansend Creek. This, again, reflects a current slowdown in ADP growth. Three forecasts were developed for the future confined population. Forecasts were generated using a Winters Exponential Smoothing model and ARIMA models (commonly called Box Jenkins models). The various models were developed using a software program

titled Forecast Pro developed by Business Forecast Systems. The Box-Jenkins models demonstrated superior diagnostic statistics. Furthermore statistics associated with them were nearly the same. These models demonstrated higher Adjusted R Square values, smaller BIC and MAD values and smaller Forecast Errors.

Proposed Jail Construction:

Due to the current economic situation and the fact that the City of Richmond was unable to obtain 50% reimbursement because of the inability to form a regional jail, the City proposes to do a combination of new construction and renovation. The City plans to construct a building on the existing jail site. This building would contain 572 new beds. It will also demolish and remove a majority of the existing jail and close the Annex. The remaining existing structure will be renovated to accommodate a new core infrastructure and renovate some dorms to maintain 460 existing beds. This would give a total DOC-rated capacity of 1,032 beds. Although this is shy of the jail’s current ADP, the City will be requesting a waiver to double bunk approximately 50% of the cells. This will add approximately 518 beds for a total of 1,548 beds. This, along with the 75 beds at Peumansend Creek, would meet their current needs.

Richmond City Jail Configuration

The female population will continue to be housed in the current female wing of the jail. The security breakdown of the new construction is as follows

Richmond City Jail : Proposed Bed Combination by Security Level					
	Maximum	Medium	Minimum	Total	
Male Beds	144	240	188	572	100%
Female Beds	0	0	0	0	0
Totals	144	240	188	572	
	<i>25%</i>	<i>42%</i>	<i>33 %</i>	<i>100%</i>	

Double Bunking - Double bunking is an operational decision of the localities. It is not mandated by Standards and, therefore, the double-bunking capacity is only an estimate. Most facilities do not double bunk maximum-security cells. The Richmond City Jail will be requesting a waiver from the Board of Corrections to allow 50% double bunking. This would bring the total number of general population beds to 1,548.

CENTRAL VIRGINIA REGIONAL JAIL

Background:

- The Central Virginia Regional Jail Authority is seeking approval of its Community-Based Corrections Plan (CBCP) and Planning Study to justify the construction of a 200-bed addition.
- The current revised CBCP and Planning Study have undergone inter-agency reviews and are in compliance with Board Standards.
- The Central Virginia Regional Jail Authority is requesting reimbursement from the Commonwealth based on Priority 3 Funding: “Expansion of an existing local or regional jail facility experiencing overcrowding which is expected to continue based upon factors described in the Community-Based Corrections Plan.”

Request Analysis:

- The Central Virginia Regional Jail serves the counties of Fluvanna, Greene, Louisa, Madison and Orange.
- The jail currently has a Department of Corrections- (DOC) rated operational capacity of 96 beds. However, the jail contains 146 beds that were built with federal money, and they are under contract to hold federal inmates. These additional beds and the federal inmates are not included in the ADP and overcrowding figures.
- The average daily population (ADP) for the jail for Fiscal Year (FY) 2010 was 281 inmates per day or 292% of rated capacity. Thus far for FY 2011, the ADP has been 269 inmates per day or 280% over rated capacity.

Current Facilities:

The original jail was constructed with state and local funds at a rated capacity of 96 beds. Subsequent to the original construction, additional beds (along with special purpose, administrative, program and support space) were added in 1995 and again in 2000 exclusively utilizing federal funds.

These additional housing units and 146 beds are identified in column A as housing units I, J, K and SHU. With the additional units, DOC has rated the jail as a 242-bed facility (see column F). The rated capacity of CVRJ is reported as both 96 and 242. In its annual Cost Report, the State Compensation Board lists the DOC-rated operating capacity at 242 beds. For staffing purposes, however, the state supplements staff based on a rated capacity of 96 and provides 52 Compensation Board positions. This rated-capacity figure (96) is also used in the 2010 Board of Corrections bed count report to the Legislature where the jail is listed as one of the most crowded jails in the Commonwealth.

The following table provides a detailed breakout of the existing housing units at the jail. Included in the table is a listing of each housing unit, housing type, gender and security level, the rated capacity of each unit, the number of beds, the number of inmates in each unit when a census was taken, estimates of cell or dormitory size, the total square feet (SF) associated with each unit and the SF per rated beds.

Central Virginia Regional Jail											
Housing Unit Square Feet by Unit											
A	B	C	D	E	F	G	H	I	J	K	L
Unit	Cell/ Dorm	Type	Gender	Security	Rated	Beds	11/15/2010 Population	Square Feet			
								Cell Size	Dayroom	Total	Per Rated
A	Dorm	Dorm	Male	Min	16	32	22	n/a	1400	1400	87.5
B	Dorm	Dorm	Male	Min	16	32	21	n/a	1400	1400	87.5
C	Cells	Single	Male	Max/Seg	8	8	8	80	0	640	80.0
D	Cells	Single	Male	Med/Max	8	16	12	80	750	1390	173.8
E	Cells	Quad	Male	Med	16	32	28	205	900	1720	107.5
F	Cells	Quad	Male	Med	16	32	22	205	900	1720	107.5
G	Cells	Single	Female	Med/Max	8	16	14	80	820	1460	182.5
H	Cells	Single	Female	Med/Max	8	16	15	80	820	1460	182.5
			Sub-Total		96						
I	Dorm	Dorm		Min/Med	50	100	81	n/a	4480	4480	89.6
J	Dorm	Dorm		Min/Med	48	50	45	n/a	4800	4800	100.0
K	Dorm	Dorm		Min/Med	28	32	32	n/a	2300	2300	82.1
SHU	Cells	Single	Male	Max	20	20	15	80	750	2350	117.5
			Sub-Total		146						
			Grand Total		242						

Current Jail Programs

A summary of jail-based programs is provided in this section of the report, along with program participation data for the end of FY08.

Home Electronic Monitoring (HEM)

- The jail has an Electronic Home Monitoring program.

Weekend Sentencing

- The jail has an active alternative sentencing (weekender) program.

Work Release

- From 2008-2010 there was an average of 20-25 work release participants.

County Work Force

- The jail operates an inside work force program only.

Local Re-entry

- The jail does not currently operate a local re-entry program

In addition, the jail operates the following classes and programs:

1. Graduate Equivalency Degree (GED) Class – Male/Female (Ongoing) - Provides instruction to develop skills and knowledge needed to pass the GED test.
2. Special Education (SPED) Class - Male/Female (Ongoing) - Provides special education services for the learning disabled, mentally retarded and emotionally disturbed.
3. Adult Basic Education (ABE) Class - Male/Female (Ongoing) - Provides educational services for low-level readers and those with poor academic skills.
4. English as a Second Language (ESL) Class – Male (Ongoing) - Provides English Language training for non-English-speaking inmates.
5. Alcoholics Anonymous - Male/Female - Provides AA services to male and female inmates.
6. Bible Study Class - Male/Female - Bible study is offered in both English and Spanish for males and females. Study is also provided for those of the Muslim faith.
7. Literacy Training – Provide tutorial instruction in learning to read through definition & comprehension of the word's root/base and expanding to prefix and suffixes attached to said root word, as opposed to memorization of word's definition.
8. Substance Abuse Counseling - Male/Female - General substance abuse counseling is provided by community volunteers for both male and female inmates.
9. Living with Life – Females - This class is provided by an instructor that includes instruction in Nia, an activity which not only addresses physical exercise and weight loss but also meditation and positive thinking.

Existing Alternative Programs

The Comprehensive Community Corrections Act for Local-Responsible Offenders provides the legal authority and funding authorization for establishing a community-based probation program. For localities that establish a community-corrections program and seek state funding for the operation, the *Act* mandates the provision of certain services and programs. The mandated programs and services are:

- community service,
- home incarceration with or without electronic monitoring,
- electronic monitoring, and
- substance abuse assessment, testing and treatment.

In addition, the *Act* provides for the establishment of optional programs that are identified below:

- local day reporting center programs and services,
- local halfway house programs and services for the temporary care of adults placed on probation, and,
- law enforcement diversion into detoxification center programs.

Localities establishing community-corrections programs are also required to establish a community criminal justice board and submit biennial plans to the Department of Criminal Justice Services identifying the components of the local correctional program and specifying the funding required to operate them.

An overview of community-based programs available within the Regional Jail Service Area is displayed in the table that follows.

<i>Program/Service</i>	<i>Administrative Responsibility</i>
Pre-trial Services	OAR/Jefferson Area Community Corrections
Community Service	OAR/Jefferson Area Community Corrections
Electronic Monitoring (EM)	Regional Jail
Home Incarceration	Regional Jail
Probation Supervision/ substance abuse assessment, testing & treatment	<i>Local</i> OAR/Jefferson Area Community Corrections
	<i>State</i> P&P Districts 9, 25 and 26
Day Reporting Center (optional)	Not available
Halfway House Programs and Services (optional)	Not available
Law Enforcement Diversion - Detox Center Programs (optional)	Available
Adult Drug Court	OAR/Jefferson Area Community Corrections
Re-entry Programming	<i>Local</i> OAR/Jefferson Area Community Corrections
	<i>State</i> Department of Corrections
Restorative Justice Program	OAR/Jefferson Area Community Corrections

Note: The OAR/Jefferson Area Community Corrections Program collaborates with, and is a partner with several criminal justice programs, including the Central Virginia restorative Justice Program, and the Charlottesville/Albemarle Adult Drug Treatment Court.

Pre-trial Services

The OAR / Jefferson Area Community Corrections Program provides local pre-trial supervision for the City of Charlottesville and the Counties of Albemarle and Nelson. In January 2008, OAR assumed the administration of the pre-trial program at the Central Virginia Regional Jail.

The OAR Pre-trial Program provides services to Albemarle, Charlottesville, Fluvanna, Louisa, Madison, Nelson and Orange Counties. Services are primarily targeted for those

arrested for non-violent crimes or those offenders for whom bail is set but remain detained in jail following an initial bond hearing. Supervision includes substance-abuse testing, assessment and weekly contact with pre-trial officers.

Local Probation

The OAR/Jefferson Area Community Corrections program provides local probation supervision for the City of Charlottesville and the Counties of Albemarle, Fluvanna, Goochland, Greene, Louisa, Madison, Nelson and Orange. The primary focus is to divert local-responsible offenders from local jails and require them to complete court-ordered community service, payment of restitution and/or court costs and any specific treatment interventions. Typical interventions include substance-abuse education, anger management and mental health counseling.

State Probation and Parole Districts 9, 25 and 26

Probation and Parole District #9 provides probation services to state-responsible (SR) offenders residing in Fluvanna and Louisa Counties. Probation District #25 provides SR services to Greene County, and Probation District #26 provides services to the Counties of Madison and Orange.

Proposed Programming

Proposed Staffing to Support Future Jail-Based Programming

The proposed jail facility expansion will provide the additional housing and support services space to accommodate future post-dispositional programming at the jail. The existing staff configuration is not sufficient to support future program growth. The following staff configuration is recommended to support the ongoing expansion and viability of the County Work Force, HEM and Work Release programs.

<i>Central Virginia Regional Jail</i>				
<i>Proposed Staffing Configuration for Jail-Based Programming</i>				
Jail Program	Position	FTE	FTE Salary	Annual Personnel
Programs Lieutenant	Jail Program Coordinator	1	\$44,200.00	\$44,200.00
Programs Clerk	Clerk	1	\$28,600.00	\$28,600.00
Work Release	Coordinator	1	\$41,200.00	\$41,200.00
	Officer	3	\$33,900.00	\$101,700.00
HEM	Officer	1	\$33,900.00	\$33,900.00
Community Work Force	Officer	5	\$33,900.00	\$169,500.00
Total		12		\$419,100.00

Note: Salaries are based on reported actual 2010 at CVRJ, and it is assumed that additional support will be provided by existing security staff.

The jail program coordinator will oversee and assume responsibility for all programs, as well as directly oversee the HEM program. Four positions are proposed to oversee the Work Release and Weekender programs. Five positions are proposed to coordinate the Community Work Force Program, allowing work crews to operate in each of the five localities. The total estimated funding for 12, full-time positions to support future programming is \$419,100 per year in 2011 dollars.

Pre-trial and Local Probation Programming

Pre-trial services programs perform two important functions in the effective administration of local criminal justice systems:

- They gather and present information about newly arrested defendants and about available release options for use by judicial officers in deciding what conditions are to be set for defendants' release before trial.
- They supervise the defendants released from custody during the pre-trial period by monitoring their compliance with release conditions and helping ensure they appear for scheduled court events.

When both functions are performed well, localities can minimize “unnecessary” pre-trial detention, reduce jail crowding, protect the public and ensure appearance at court hearings.

Pre-trial services programs are specifically designed to reduce the number of individuals held in jail awaiting trial. The reasons for holding an individual in secure confinement until trial are: (1) to ensure that the individual appears for all scheduled court appearances or (2) to remove an accused person from society if that individual poses a threat to public safety, or to himself.

Persons considered a danger to themselves include those individuals who are intoxicated or under the influence of drugs. This type of threat to oneself is normally a short-term condition and is generally followed by release on a non-secured or secured bond. The threat to public safety is a subjective determination that is initially established by the magistrate and reviewed by the bench. For the individuals in this category (flight risk/nonappearance for future court dates), pre-trial services programs provide valuable information that may assist a judge with reviewing the magistrate's bail decision.

With a pre-trial services program, newly arrested persons are interviewed and information is collected. After investigating and verifying the employment and family status and evidence of community ties and criminal history, recommendations are made to the court concerning the conditions of bail.

These conditions may range from release on personal recognizance or on secure bond, or release under the supervision of the pre-trial program. Statewide, the level of pre-trial

supervision may range from electronic monitoring, house arrest, or periodic visits to the home and place of employment. Additionally, pre-trial programs can assist with ensuring court appearances by individuals released on their own recognizance by reminding an individual of their scheduled court appearance.

- When compared with other localities in the state, pre-trial services are comparatively underutilized by the courts in the CVRJ service area. Most of the pre-trial referrals are through the magistrates. While investigations occur on a daily basis, court arraignments are typically on a weekly basis. This contributes to a backlog of defendants confined in pre-trial status in the regional jail. Decision makers should consider implementing “cross arraignment” procedures for first appearances in order to streamline pre-trial processing.
- Current pre-trial and local probation staff levels should be increased to ensure that the percentage of cases eligible for pre-trial intervention, who do not receive pre-trial interviews, is reduced to an acceptable level.
- The current forecast calls for a 40 percent increase in the jail population. It is recommended that planning be initiated for a similar increase in pre-trial and probation workloads associated with the CVRJ service area.
- Supervision of pre-trial and local probation services has been the responsibility of OAR/Jefferson Area Community Corrections for a relatively short time (FY08). There should be a phased plan for the development and expansion of pre-trial and local probation services and program options to coincide with the jail planning. Such an effort should be a collaborative among decision makers at all levels of the justice system and should include a strong consensus-building component.
- The localities should consider utilizing the services of an outside consultant(s) to facilitate the planning. Pre-trial and local probation expertise can be provided by national experts such as the Pre-trial Justice Institute who has assisted localities to develop and implement viable programs.
- It is recommended that a total of \$75,000 be budgeted to pay for consulting services.
- It is recommended that the plan to develop and implement expanded pre-trial, local probation and jail-based programming coincide with the proposed schedule associated with the jail expansion. One outcome of the planning agenda should be to identify specific program elements (i.e., personnel) needed to implement the program expansion.
- This group should consider adopting a formal planning strategy which includes defining the purpose of the jail, gathering information to define challenges, identifying alternative courses of action and recommending preferred alternatives.

The outline of a recommended three-year plan, to begin in FY 2012, is presented below.

First Year (FY 2012)

1. Hold meetings to discuss the options and requirements associated with expanding pre-trial, local probation and confinement alternative services.
2. Identify specific program/services for implementation or expansion.
3. Reach a decision regarding who should provide the services.
4. Address administrative and legal issues associated with selected provider.
5. Estimate the annual cost of providing pre-trial and local probation services.

Second Year (FY 2013)

1. Begin the process of seeking state funding for programs/services.
2. Write a letter to DCJS expressing interest and amount of money required.
3. Approach members of House Appropriations and Senate Finance and Courts of Justice Committees to support a budget amendment for DCJS for the services.

Third Year (FY 2014)

1. Upon approval to proceed, prepare grant in accordance with DCJS annual Program Guide.
2. Receive grant and hire personnel upon receipt of grant.
3. Develop Standard Operating Procedures, hold meetings with judges, Commonwealth's Attorneys, key decision makers; swear in and train staff.
4. Initiate services.

Budget for Expanding CVRJ Pre-trial and Local Probation Services

It is recommended that \$75,000 be budgeted for planning consultant services to assist the planning group, recommend improvements and coordinate consensus building in the service area. This consultant should also be in a position to suggest funding sources to support planning group initiatives.

In addition, the following budget is proposed to enhance pre-trial and local probation by providing increased staff for the CVRJ service area establishing a full-time personnel presence in Orange.

Suggested Staffing and Funding Requirements for Community Corrections/Pre-trial Services Serving CVRJ Counties	
Position	Total
CVRJ Region Director	1
Clerical	1
Pre-trial Officer	2
Local Probation Officer	2
Total	6
Funding Requirement Estimate	
	\$300,000

Note: the Director is responsible for caseload as well as administrative duties.

Other Strategies for Reducing the Jail Population

Investigate ways to reduce intake. Programs and administrative practices aimed at reducing intake should be evaluated and implemented. Early and effective pre-trial programming should be implemented with the goal of reducing future intake pressure

Good Time Awards. The CVRJ does an excellent job of maximizing good time awards. Continuing to maximize extra good time awards to those inmates eligible to receive it through Public Work Force or Work Release Education or other programs will serve to reduce pressure on jail capacity needs. The Code of Virginia states that the jailer may grant the prisoner additional (good time) credits for performance of institutional work assignments, participation in classes or participation in local work force programs, if available at the facility, at the rate of five days for every 30 days served. The time so deducted shall be allowed to each prisoner for such time as he/she is confined in jail. It shall be the responsibility of the jailer in each facility to determine the manner in which these additional credits may be awarded and to include this information in the written policy. For each violation of the rules prescribed herein, the time so deducted shall be added until it equals the full sentence imposed upon the prisoner by the court.

However, any prisoner committed to jail upon a felony offense committed on or after January 1, 1995, shall not earn good conduct credit, sentence credit, earned sentence credit, other credit, or a combination of any credits in excess of that permissible under Article 4 (§ 53.1-202.2 et seq.) of Chapter 6 of this title. So much of an order of any court contrary to the provisions of this section shall be deemed null and void.

Work Release space is not adequate. It is likely that the program could be expanded and existing operations enhanced with the provision of sufficient space. Adequate housing should be provided in any jail expansion for expanded work release programming. The additional space will require extra personnel to oversee the program.

Expand HEM. This confinement alternative is not widely used in Virginia. Effective monitoring, however, of pre-trial and sentenced offenders who would otherwise be incarcerated in jail provides a viable and effective mechanism for controlling jail crowding. It is recommended that HEM be expanded for both pre-trial and sentenced offenders. Additional staff should be assigned to the program.

Implement pre-release/re-entry programming. This provides an additional programming tool. Consideration should be given to implementing this program in the regional jail. Consideration of this program and associated costs and benefits should be considered during the proposed planning process.

Increase system coordination, goal setting, oversight and improved planning information and regular dissemination to decision makers. The regional jail service area contains five jurisdictions representing differing approaches to justice administration. As the regional jail moves forward to expand jail operations, consideration should be given to establishing a permanent formal planning group to coordinate the planning process and oversee ongoing operations. The existing CCJB, or a smaller sub-group of the board representing only the CVRJ jurisdictions, may form the core of this ongoing planning effort. It is recommended that strong staff support be made available to this group. The authority may wish to investigate the possibility of contacting appropriate University of Virginia graduate school programs to engage a long-term commitment to provide staff support in this area. Data collection methods should be developed which support reliable and valid information describing offender movements throughout the criminal justice process – from arrest to release. This information should allow for both input and access by the criminal justice entities in the service area so that information regarding arrest, charges, court actions, treatment, placements and dispositions are using consistent data elements for descriptions and measurements. This will permit a more transparent and comprehensive understanding of offenders within the system as well as provide the ability to evaluate various actions and measure recidivism.

Population Forecast

Forecast Methodology – Central Virginia Regional Jail

A number of different forecast models were developed for projecting the future confined population. Forecasts were generated using Exponential Smoothing models (Holt and Winters) and as many as 20 different ARIMA models (commonly called Box Jenkins models). Using available diagnostic information, the three best models were selected and compared. In addition, a linear regression model was generated to provide a graphic long-term trend line. All models used to project the population are based upon the assumption that long-term historical trends in population levels can be extrapolated into the future. The models were developed using a software program titled Forecast Pro, developed by Business Forecast Systems.

A series of criteria were reviewed in selecting a method and then a specific model for forecasting the population. These criteria included the Adjusted R-squared value, the Durbin-Watson and the BIC, with primary emphasis on the BIC.

Interpretation of Comparative Statistical Measures

Adjusted R-Square: ***higher values are desired***; this statistic measures “how certain” we can be in making predictions with a model; the proportion of variability in the data set that is accounted for by a model.

MAD (Mean Absolute Deviation): ***lower values are desired***; this statistic measures the size of error (the difference between the predicted and actual historical monthly population in the database); measures “how accurate” a model predicts historical data; unlike the forecast error, this statistic does not take into account positive (+) and negative (-) signs.

Durban-Watson (DW): ***values close to 2.0 are desired***; this statistic measures problems with a model’s capacity to result in good projections (it measures serial correlation problems); as a rule of thumb, values of less than 1.2 or greater than 3.7 indicate serial correlation issues; however, empirical research seems to indicate that making a model more complex in order to obtain a non-significant Durbin-Watson statistic does not result in increased forecasting accuracy.

Standardized BIC: ***lower values are desired***; rewards goodness of fit to the historical data and penalizes model complexity; the model with a lower BIC will generally be the more accurate. For criminal justice data, the BIC is generally a more appropriate statistic upon which to base a selection, due to the less stable aspects in the criminal justice data series caused by one-time events and other factors.

Diagnostic information associated with three ARIMA models is presented below. These three models displayed superior diagnostic information and represent the three “best” models. For comparison purposes, information associated with a linear regression model is also presented. It should be stressed that the statistical properties associated with the regression model are extremely weak, and this model was not given any serious consideration. It is displayed in tables that follow merely to illustrate the long term straight trend in the historical data.

<i>Central Virginia Regional Jail Forecast Model Options</i>				
Statistic	Linear Regression	Box-Jenkins		
		(1,1,2)*(1,1,1)	(1,1,3)*(1,1,3)	(1,1,3)*(0,1,3)
Adj. R-Square	0.90	0.97	0.98	0.98
Durbin-Watson	0.34	1.95	1.94	1.92
Forecast Error	15.13	7.69	7.10	7.37
MAD	12.56	5.58	5.15	5.26
Standardized BIC	15.60	8.30	8.03	8.20

Overall, based on the comparative statistics displayed in the table above, the Box-Jenkins (1,1,3)*(1,1,3) model demonstrated the superior diagnostic statistics; this model demonstrated the highest R-Square value, the smallest forecast error; the smallest MAD

value and smallest BIC statistic.

The resulting forecasts for each of the models are presented in four-year intervals (for July of the year identified) in the table that follows:

<i>Comparison of Model Forecasts Projected Jail Population</i>				
July Each Year	Linear Regression	Box-Jenkins		
		(1,1,2)*(1,1,1)	(1,1,3)*(1,1,3)	(1,1,3)*(0,1,3)
2013	332.88	335.14	329.44	327.59
2017	393.22	395.40	387.31	383.34
2021	453.55	455.67	444.85	439.10
2025	513.89	515.93	502.39	494.85

- In the projected year 2025, the average projected jail population for the three models under consideration was 504.4 with the range from a low of 494.9 (Box-Jenkins 1,1,3*0,1,3 model); a high of 515.9 (Box-Jenkins 1,1,2*1,1,1 model), and a range of 21 inmates. Overall, considering a 15-year forecast time horizon) the three models produced fairly similar projection results.

<i>Model Results: Comparison of Fits</i>					
Month	Actual ADP	Linear Regression	Box-Jenkins		
			(1,1,2)*(1,1,1)	(1,1,3)*(1,1,3)	(1,1,3)*(0,1,3)
May-10	267.16	288.80	273.00	277.44	276.05
Jun-10	269.87	290.11	278.96	265.09	268.11
Jul-10	280.45	291.41	285.75	268.94	278.00
Aug-10	263.97	292.72	291.05	270.20	278.55
Sep-10	265.60	294.02	295.90	273.53	279.45
Oct-10	278.32	295.33	299.87	282.70	286.32
Average	270.9	292.1	287.4	273.0	277.7
Number Difference		21.2	16.5	2.1	6.9
Percent Difference		7.8%	5.7%	0.8%	2.5%

On average during the six-month period, the (1,1,3)*(1,1,3) model projected the actual population to within two inmates per month and demonstrated an average monthly error of less than one percent.

Forecast Selection/ Comparison of Forecasts

- Based on the better diagnostic information associated with the Box-Jenkins (0,1,0)*(0,1,3) model and the superior historical fit, that model and the resulting forecast was selected for the planning forecast.

The actual historical monthly ADP and the forecast for future years are depicted in the graph that follows. The monthly planning forecast values for the years 2011-2025 are displayed in a table following the graph for the selected model.

- The Regional Jail service area jail population (excluding all Federal prisoners) is projected to increase from an average of 281 inmates in November 2010 to 359 in July 2015 – an increase of 78 inmates and 27.7 percent growth.
- By July 2025, the inmate population for whom the Authority is responsible is projected to increase to 502 inmates.

<i>Central Virginia Regional Jail Inmate Population Forecast 2010 - 2025</i>																
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Jan		285	299	320	332	348	362	376	390	405	419	434	448	462	477	491
Feb		286	296	323	333	349	363	377	391	406	420	435	449	463	478	492
Mar		281	304	326	338	353	367	381	396	410	425	439	453	468	482	497
Apr		277	323	318	339	351	366	380	395	409	424	438	452	467	481	496
May		282	329	315	340	351	366	380	395	409	424	438	452	467	481	495
Jun		284	321	321	340	353	368	382	397	411	425	440	454	469	483	497
Jul		293	316	329	344	359	373	387	402	416	430	445	459	474	488	502
Aug		293	327	328	347	359	374	389	403	417	432	446	461	475	489	
Sep		295	329	331	350	363	378	392	406	421	435	449	464	478	492	
Oct		305	327	336	353	366	381	395	410	424	438	453	467	482	496	
Nov	281	297	320	331	347	361	375	389	404	418	433	447	461	476	490	
Dec	281	292	312	324	339	354	368	382	397	411	425	440	454	469	483	

- Over the preceding five years (between 2005-2010), the total jail population increased by 47.4 percent for an addition of 91 inmates.
- The Central Virginia Regional Jail Population (excluding federal inmates) is projected to increase by approximately 15 detainees per year between 2015 and 2025 – a total increase of approximately 40 percent.
- Based on the forecast and without adjustment for the implementation of any pre-trial program and expansion of any non-incarceration alternative programs, the forecast is for a population of 502 inmates in July 2025.
- Central Virginia Regional Jail Authority’s contract for the federal beds will expire in 2014 thus giving a rated capacity of 242 beds. This, plus the 200-bed expansion, will give the facility a rated capacity of 442 beds. If alternatives to incarceration are implemented, then this should be sufficient through the year 2025.

Planning Study

- The Planning Study proposes the construction of a 200-bed expansion and renovation of the Central Virginia Regional Jail to house the inmate population for the involved localities. This expansion adds primarily dormitory beds with associated special-purpose cells. The net gain for the facility would be 203 new beds. The renovation and expansion also include a new kitchen and food service area, intake area renovation and additional mechanical, storage and support space. The project includes what is needed to accommodate the existing population and future needs.
- A staffing analysis by the Local Facilities Unit, based on the project's schematic designs and planned operating program, indicates staffing meets required criteria.
- The project will undergo a Value Engineering Study at the end of the design-development stage to further address cost and design efficiency.
- The project's cost estimates have been reviewed, and approval of funding for the eligible project cost of \$16,928,382, of which 50% or \$8,464,191 would be reimbursable, is recommended.
- The project, as proposed, is efficiently designed with a projected cost per bed of \$84,642, substantially lower than other projects that have been submitted recently, which has frequently exceeded \$100,000 per bed for new facilities.

Double Bunking – Double bunking is an operational decision of the localities. It is not mandated by Standards and, therefore, double-bunking capacity is only an estimate. Most facilities do not double bunk maximum-security cells. Medium cells are usually doubled at 100%, and minimum-security dormitories are doubled at approximately 50% above rated capacity. The 200-bed expansion of the Central Virginia Regional Jail will contain all minimum-security dormitories. If these beds are doubled at a rate of 50%, the total double bunking capacity of the expansion would be 300 new beds.

Southwest Regional Jail

Background:

- The Southwest Virginia Regional Jail Authority (SWVRJA) is seeking approval of their Community-Based Corrections Plan (CBCP) to justify the construction of a 592-bed expansion spread out over three of its facilities.
- The current revised CBCP and addendums have undergone interagency reviews and are in compliance with Board Standards.

- Notwithstanding the provisions of § 53.1-82.3 of the Code of Virginia, the authority shall submit the required community-based corrections plans, facility specifications and expected financing costs to the Department of Corrections by January 1 of any given year, and the Governor may include a recommendation for funding the following year.
- The SWVRJA service area includes Abingdon, Buchanan, Dickenson, Duffield, Haysi, Lee, Scott, Tazewell and Wise Counties and the City of Norton.
- The SWVRJA is comprised of four facilities located in Abingdon, Duffield, Haysi and Tazewell with a total Virginia Department of Corrections rated capacity of 896 beds.
- During Fiscal Year (FY) 2010, the average daily population (ADP) was 1,377 inmates per day or 154% of the rated capacity.
- The ADP through November of FY 2011 was 1,509 inmates per day or 167% of rated capacity.
- During a peak period, the ADP was 1,649 or 184% of rated capacity.

The SWVRJA Facilities

Abingdon Regional Jail Facility

The date of substantial completion was April 8, 2005.

The current operating capacity, as established by the Department of Corrections (DOC), is 366 general-population beds. The total number of current beds is 673.

The existing jail facility is a single-story structure with primarily two-level housing units containing approximately 159,853 square feet. One, two-level section includes dormitory-style, general-population housing and work release.

The operating capacity and the total number of beds for each of the housing areas are described below.

Design Capacity	Operational Custody Level	Actual Bed Count Capacity
Male		
33	Minimum Security Dorm D	66
38	Minimum Security Dorm	70

Design Capacity	Operational Custody Level	Actual Bed Count Capacity
48	Minimum Security Cells	95
48	Medium Security Cells1	84
48	Medium Security Cells2	84
24	Medium Security Cells	47
24	Maximum Security Cells	47
24	Maximum Security Cells	48
Female		
30	Minimum Security Dorm D	38
16	Medium Security Cells	32
16	Medium Security Cells	31
16	Maximum Security Cells	31

The following chart gives a comparison between the required square footage per inmate and the actual square footage due to overcrowding.

Design Square	Operational Custody Level	Operational Sq. Footage
Male		
85	Minimum Security Dorm Dormitory	42.5
85	Minimum Security Dorm Dormitory	46.1
105	Minimum Security Cells	53.1
185	Medium Security Cells2	105.7
185	Medium Security Cells4	105.7
105	Medium Security Cells	53.6
105	Maximum Security Cells	53.6
105	Maximum Security Cells	52.5
Female		
85	Minimum Security Dorm Dormitory	67.1
105	Medium Security Cells	52.5
105	Medium Security Cells	54.2
105	Maximum Security Cells	54.2

¹ 115 square foot multiple (double) occupancy cells.

² 115 square foot multiple (double) occupancy cells.

Duffield Regional Jail Facility

The date of substantial completion was May 12, 2005.

The current operating capacity, as established by the DOC, is 278 general-population beds. There are currently 509 beds in the facility due to overcrowding.

The existing jail facility is a single-story structure of approximately 119,028 square feet with primarily two-level housing units.

The operating capacity and the total number of beds for each of the housing areas are described below.

Design Capacity	Operational Custody Level	Actual Bed Count
Male		
22	Minimum Security Dorm	62
23	Minimum Security Dorm	50
12	Minimum Security Cells	24
48	Minimum Security Cells ³	72
48	Medium Security Cells ⁶	60
24	Medium Security Cells	48
24	Maximum Security Cells	48
24	Maximum Security Cells	48
Female		
13	Minimum Security Dorm	34
12	Minimum Security Cells	24
12	Medium Security Cells	24
8	Maximum Security Cells	15

³ 115 square foot multiple (double) occupancy cells.

Design Square Footage	Operational Custody Level	Operational Square Footage
Male		
85	Minimum Security Dormitory	30.2
85	Minimum Security Dormitory	39.1
105	Minimum Security Cells	52.5
185	Minimum Security Cells 4	123.3
185	Medium Security Cells 8	148.0
105	Medium Security Cells	52.5
105	Maximum Security Cells	52.5
105	Maximum Security Cells	52.5
Female		
85	Minimum Security Dormitory	32.5

The following chart gives a comparison between the required square footage per inmate and the actual square footage due to overcrowding.

⁴ 115 square foot multiple (double) occupancy cells.

105	Minimum Security Cells	52.5
105	Medium Security Cells	52.5

Haysi Regional Jail Facility

The date of substantial completion was April 21, 2005.

The current operating capacity as established by the DOC is 163 general-population beds. The facility currently contains 318 beds.

The existing jail facility is a single story structure, containing approximately 79,867 square feet with primarily two-level housing units.

The operating capacity and the total number of beds for each of the housing areas described below.

<u>Design Capacity</u>	<u>Operational Custody Level</u>	<u>Actual Bed Count</u>
Male		
12	Minimum Security	50
24	Minimum Security Dorm	48
12	Minimum Security Cells	24
24	Medium Security Cells	48

24	Medium Security Cells	48
12	Maximum Security Cells	24
12	Maximum Security Cells	24
Female		
5	Minimum Security Dorm	12
8	Minimum Security Cells	16
8	Medium Security Cells	16
4	Maximum Security Cells	8

The following chart gives a comparison between the required square footage per inmate and the actual square footage due to overcrowding.

<u>Square Footage available per inmate</u>	<u>Operational Custody Level</u>	<u>Operational Square Footage</u>
Male		
85	Minimum Security Dorm	20.4
85	Minimum Security Dorm	42.5
105	Minimum Security Cells	52.5
105	Medium Security Cells	52.5
105	Maximum Security Cells	52.5
105	Maximum Security Cells	52.5
Female		
85	Minimum Security Dorm	35.4

⁵ Dormitory (85 sf/inmate), Single Cells (70 sf/inmate, plus 30 sf/inmate in dayroom, Multiple (Double) Occupancy Cells (70 sf for first inmate and 45 sf for each additional inmate, plus 35 sf of dayroom per inmate)

105	Minimum Security Cells	52.5
105	Medium Security Cells	52.5
105	Maximum Security Cells	52.5

Tazewell Regional Jail Facility

The substantial completion date was April 10, 2000. This facility is owned by the Industrial Development Authority (IDA) of Tazewell County, Virginia. Tazewell County leases the courthouse and jail from the IDA. It sublets the jail portion to the SWVRJA. Tazewell was not an original member of the SWVRJA and joined on July 1, 2005. Due to lack of space, the Tazewell facility houses primarily pre-trial and work release inmates.

The current operating capacity, as established by the DOC, is 89 general-population beds. The facility currently contains 185 beds.

The existing jail facility is a five-story structure containing approximately 46,413 square feet plus basement with primarily two-level housing units of both cells and dormitories.

The operating capacity and the total number of beds for each of the housing areas is described below:

<u>Design Capacity</u>	<u>Operational Custody Level</u>	<u>Actual Bed Count</u>
Male		

12	Minimum Security Dorm	26
6	Minimum Security Cells	16
12	Minimum Security Cells	26
12	Minimum Security Cells	26
12	Medium Security Cells	25
12	Maximum Security Cells	25
Female		
6	Minimum Security Dorm	41

The following chart gives a comparison between the required square footage per inmate and the actual square footage due to overcrowding.

<u>Design Sq. Ftge.</u> ⁶	<u>Operational Custody Level</u>	<u>Operational Sq. Ftge.</u>
Male		
85	Minimum Security Dorm	39.2
105	Minimum Security Cells	39.4
105	Minimum Security Cells	48.5
105	Medium Security Cells	48.5
105	Medium Security Cells	50.4
105	Maximum Security Cells	50.4
Female		
85	Minimum Security Dorm	12.4

⁶ Dormitory (85 sf/inmate), Single Cells (70 sf/inmate, plus 30 sf/inmate in dayroom, Multiple (Double) Occupancy Cells (70 sf for first inmate and 45 sf for each additional inmate, plus 35 sf of dayroom per inmate)

Southwest Virginia Regional Jail Facility

The SWVRJA, as a whole, has a DOC operational capacity of 896 general-purpose beds and a total of 1,685 beds. The four units contain approximately 405,161 square feet. All of the facilities are in excellent physical condition and with the exception of Tazewell, have been designed with this expansion in mind. The operating capacity and total number of beds for each housing area is described below.

<u>Design Capacity</u>	<u>Operational Custody Level</u>	<u>Actual Bed Count</u>
Male		
164	Minimum Security Dorm	372
84	Minimum Security Cells	211
48	Minimum Security Cells ⁷	72
120	Medium Security Cells	228
144	Medium Security Cells ¹⁴	216
132	Maximum Security Cells	264
Female		

⁷ 115 square foot multiple (double) occupancy cells.

54	Minimum Security Dorm	125
20	Minimum Security Cells	40
58	Medium Security Cells	103
28	Maximum Security Cells	54

Jail Based Programming

The following is a summary of the types of programs offered by SWVRJA to persons confined in its system as described in the CBCP.

Abingdon

The Abingdon Jail provides six programs/services to the inmate population to reduce their future recidivism.

The facility provides academic education 4 days a week for 2 hours a day. Instructors help the inmates prepare for the GED exam, and the facility is a GED testing site. Mentally ill inmates are provided counseling three times per week by a specially trained mental health counselor and are seen once a week (if needed) by a psychiatrist through telepsychiatry.

Substance-abuse education and relapse prevention are provided 2 hours a day, twice a week to those with addiction problems. Inmates with anger and rage issues are assigned to an anger management group that meets twice a week for 2 hours. Men and women who have been the victims of abuse are assigned to the domestic violence group that meets twice a week for 2 hours. Lack of impulse self control, poor judgment, family

conflict and substance use/abuse have been well-documented as risk factors leading to future recidivism.⁸

The DRIVE Re-entry Program (Developing and Restoring Inmates to Victory and Excellence) is a 5-day a week intensive program for substance abusers who are nearing their release to the community. Inmates report to the DRIVE classroom for 6 hours daily where they participate in relapse prevention, anger management, parenting, job readiness and re-entry preparation.

⁸ Andrews, D.A., Bonta, J. Wormith, J.S. *The Recent Past and Near Future of Risk and/or Need Assessment*. Crime & Delinquency, Vol. 52 No. 1, January 2006.

Duffield

The Duffield Jail operates 11 programs/services for its inmate population.

Mentally ill inmates are served by a contracted psychiatrist, two mental health counselors and a nurse. Duffield collaborates with Frontier Health, a CSB provider, to conduct psychological assessments on inmates identified by jail staff who exhibit bizarre behavior. The mental health counselors are on-site once a week and the psychiatrist is available through telepsychiatry once a week.

Similar to Abingdon, Duffield offers academic education, GED preparation and testing, substance abuse education, relapse prevention, anger management and AA/NA support groups (AA/NA is conducted by volunteers from the community). Unique to Duffield are programs such as Thinking for Change, a nationally recognized cognitive behavioral treatment program that teaches pro-social attitudes, values and thinking patterns that lead to pro-social behavior. Landenberger, N.A. and Lipsey, M. W. (2005) examined 58 studies and found that cognitive behavioral treatment (CBT) resulted in an average of 25%-52% reduction in recidivism. Offenders who were involved in CBT had a one-and-one-half-times greater likelihood of not recidivating after discharge from correctional supervision than those who were not involved in CBT".⁹

Duffield also addresses responsibility within its programs (a national Principle of Effective Intervention).¹⁰ They deliver a gender-specific domestic violence/conflict resolution program for males and females. Other unique programs are life skills preparation for release, employment skills readiness and pregnancy prevention for men and women. Programs range from 2 hours a week to 4.5 hours per week.

Only one counselor is available to deliver seven of the programs compared to 4 counselors available at the Abingdon facility.

Haysi

The Haysi Jail operates six programs/services for its inmate population.

Similar to the other facilities, Haysi offers academic education, GED preparation and testing, substance abuse education, relapse prevention, anger management and mental health services.

⁹ Landenberger, Nana A., Lipsey, Mark W. *The Positive Effects of Cognitive-Behavioral Programs for Offenders: A Meta-Analysis of Factors Associated with Effective Treatment*. In press, Journal of Experimental Criminology, 2005.

¹⁰ Latessa, E. , Lowenkamp, C. What Works in Reducing Recidivism? The Principles of Effective Intervention. University of St. Thomas Law Journal. 2006.

Unique to Haysi is a parenting program that teaches parent disciplining skills, conflict resolution skills and family problem skills. Family conflict is identified by national researchers as one of the risk factors for future recidivism.¹¹

Four of the classes are taught by a Certified Alcohol and Drug Counselor with the assistance of two lieutenants. The academic education class is taught by two GED instructors from the local School Board. In 2009, the Haysi facility inmates earned more GED certificates than the local adult literacy program in the community indicating the commitment of inmates and staff toward education.

Similar to the other SWVRJA facilities, Haysi has begun a re-entry program that prepares offenders for release to the community. The jail administrator has developed a Memorandum of Understanding with the coal and gas companies and Workforce Development to train inmates in these industries to provide job readiness skills and to offer them an interview for a job upon release from the facility.

Tazewell

The Tazewell facility operates nine programs/services for its inmate population.

Similar to the other facilities, Tazewell offers academic education, GED preparation and testing, anger management, domestic violence reduction, alcohol and drug education, healthy relationships and financial management. Tazewell has a Memorandum of Agreement with a local minister, the School Board and the Clinch Valley Community Action agency to deliver the programs to persons in custody.

In addition, Tazewell provides a Shoplifting Diversion Program and a Fatherhood Program, which is unique from the other facilities.

Summary

Each of the facilities focuses on three or more criminogenic needs because this approach has proven to produce the highest reduction in future recidivism.¹² Due to the lack of certified drug and alcohol counselors, most of the inmates do not receive treatment for substance-abuse addictions based on the Stages of Change model, an evidence-based program. All facilities are further developing their re-entry program to prepare offenders for release and to develop a community phase of their re-entry program.

¹¹ Bourgon, G., Armstrong, B. *Transferring the Principles of Effective Treatment Into A "Real World" Prison Setting*. Criminal Justice and Behavior. Vol 32 No. 1, February 2005.

¹² Gendreau, P., French, S.A., and A. Taylor (2002). What Works (What Doesn't Work) Revised 2002. Invited Submission to the International Community Corrections Association Monograph Series Project.

The Southwest jail system is discussing with WECARE, a faith-based, volunteer network to develop a community re-entry phase to help the person during the first 6 months of their discharge from jail.

Pre-trial Services and Post Trial Alternatives to Incarceration

Pre-trial services are only offered in Tazewell by the Clinch Valley Community Corrections. This is a not-for-profit organization and it is not certified through the Department of Criminal Justice Services as per the Pre-trial Services Act.

Electronic monitoring is offered in several jurisdictions of the SWVRJA catchment area. These are offered by private companies and people have been placed on this type of monitoring directly by the court and not through the authority of the sheriff or regional jail administrator.

The SWVRJA underutilizes alternatives to incarceration. During FY 2010, there were 20 referrals to Home Electronic Monitoring (HEM) with an ADP of 6 inmates. HEM frees up jail bed space, but only an average of 6 beds per day was saved using this method. A major cause of low usage of HEM by the SWVRJA is because courts are placing offenders directly to private companies operating in the area.

There were 171 referrals to work release with an ADP of 35 inmates. Work release, the most utilized form of sentencing alternative, does not free up any beds since the inmates are required to remain at the jail during their time off work.

A total of 151 individuals creating an ADP of 13 inmates per day were referred to serve weekends. Weekenders save beds during the week, but they have to be furnished a place to stay during the weekend and therefore actually raise the amount of required bed space.

The jail does have a trustee work force, and inmates that are assigned to it earn extra good time. In FY 2010, 605 inmates earned a total of 4,945 extra days of good time credit for an ADP reduction of 8.12 inmates per day.

Planned Expansion of Alternatives to Incarceration

Development of a Sequential Intercept Model for Diversion of Mentally Ill Defendants

Working in collaboration with the law enforcement community and the Community Services Boards serving the Southwest Virginia region, officials will develop a **Mental Health Sequential Intercept Model for the region**. Southwest Virginia Region officials plan to participate in the training on this model in 2011 hosted by the Department of Behavioral Health. Mentally ill defendants will be intercepted at the following stages:

- First Intercept: the SWVRJA is in discussion with the sheriffs on their SWVRJA Board and local police departments to take mentally ill persons in need of protective custody to a mental health treatment provider or hospital instead of the jails. Local Memoranda of Agreements will be developed with the sheriffs and local police departments. The Highlands, Cumberland Mountain and New River Community Services Boards will be requested to train local law enforcement on the Crisis Intervention Team Model (CIT) used in other jurisdictions in Virginia.
- Second Intercept: As a post-booking intervention, SWVRJA jail staff will identify mentally ill detainees at booking and refer them to treatment providers or hospitals as is done by the New River Valley Jail. SWVRJA will notify the Highlands, Cumberland Mountain and Blue Ridge Mountain Community Service Boards of the persons who are booked who may be eligible for Assertive Community Treatment.
- Third Intercept: SWVRJA will support the exploration of the development of a Mental Health Court for the Southwest Virginia region.

Through interagency collaboration, indirect funding for these services will be sought from the Virginia Department of Behavioral Health and Developmental Services.

Creation of Pre-trial Services Programs in Abingdon, Duffield, Haysi, and Expansion in Tazewell

Pre-trial investigators will screen defendants using the Virginia Pre-trial Assessment Instrument on arrested state and local warrants and persons who are detained in the jails awaiting hearings, at initial appearance, advisement or arraignment, or at other subsequent hearings. Investigators will provide a pre-trial investigation report with recommendations to assist the courts in granting or reconsidering bail.

Pre-trial supervisors will provide:

- A substance abuse screening of defendants using the GAIN Screening Tool to determine the need for further substance abuse assessment.
- Weekly screening of pre-trial jail inmates with the assistance of jail staff to identify eligible candidates.

- Face-to-face contact with the defendant at a minimum once every other week (DCJS, Part IV, 4.5, *Minimum Standards for Local Community Corrections and Pre-trial Services, 2004.*)
- Random drug and alcohol tests on defendants ordered by the court for testing or persons ordered to refrain from the use of alcohol and illegal drugs.
- Electronic monitoring supervision of high-risk defendants daily through GPS and random home visits at a minimum of once a week.
- Supervise defendants who report daily to the, to be established, Day Reporting Center.
- Telephone contacts on a weekly basis.
- Facilitation of placements with local Community Service Boards for substance-abuse education and regular/intensive treatment services and mental health treatment.
- Vouchers for transitional living (Motel 6 or single resident occupancy).
- Facilitation of placements with Workforce Development for job readiness and job placement.
- Recruit and facilitate a network of volunteer mentors from community-based organizations (WECARE, other faith-based organizations, Salvation Army, etc.) for needed support.

Expansion of Local Community Corrections Services at Southwest Virginia and Clinch Valley Community Corrections

Through the expansion of staff and other resources at the Southwest Virginia and Clinch Valley Community Corrections, the number of misdemeanants and nonviolent locally responsible felons housed in jail is expected to decline. To achieve this objective, the following program elements will be delivered:

- Victim restitution will be required for all property offenders.
- Community-service work will be a requirement of probation.
- High-moderate and high-risk sentenced offenders will be required to report to a Day Reporting Center located in Abingdon and Tazewell. Offenders will participate in adult literacy (high school and GED preparation); substance abuse education and “regular/intensive outpatient treatment”; mental health “regular/intensive outpatient treatment”; cognitive behavioral treatment targeted at criminogenic risk factors such as anger management, anti-social values, thinking and behavior patterns, problem solving skills, conflict resolution skills; job readiness, job seeking and job retention skills.
- Face-to-face home contacts by probation officers at a minimum every other month for low risk, once a month for moderate risk and weekly for high risk.
- Some high-risk offenders will be placed on electronic monitoring and will receive once-a-week home visits.
- Referrals will be made to the Highlands, Cumberland Mountain and Blue Ridge Mountain Community Service Boards for substance-abuse education and regular/intensive outpatient services and mental health services.

- Vouchers for transitional living (Motel 6 or single resident occupancy) will be available for emergency shelter.
- Referrals to Workforce Development will be made for job readiness and job placement services for offenders to help them become gainfully employed.
- Community Corrections staff will recruit and facilitate a network of volunteer mentors from community-based organizations (WECARE, other faith-based organizations, Salvation Army, etc.) for needed support.

Create a Jail Re-entry Community Phase

Each jail will work with the Community Corrections agencies to establish a Phase III of the Jail Re-entry Program in the Abingdon and Duffield jails. Jail staff will identify sentenced offenders who have graduated from Phase II of the in-custody Jail Re-entry Program and will step them down to the community phase. Discussions have been initiated with the court to develop an agreed-upon protocol that gives the jail staff the criteria they must use for the offender to be eligible for the community phase. The jail staff will be trained in and administer the Offender Screening Tool (OST) to determine risk to the community and level of need. Offenders will be placed in Phase III where they will be monitored a minimum of six months following discharge.

A re-entry coordinator will be hired for Abingdon and Duffield to prepare the re-entry plan with the consultation of the in-custody program staff. The re-entry coordinator will make arrangements for transitional housing, assist offenders concerning reinstating their federal benefits so they can obtain their prescribed medications upon release, facilitate with the Community Service Board for substance-abuse education and regular/intensive outpatient treatment and mental health regular/intensive outpatient treatment. The re-entry coordinator will also make contact with departments of social services for assistance with dependent children facilitate appointments with Workforce Development and Occupational Enterprises and other wraparound services. The re-entry coordinator will develop memoranda of agreements with community-based treatment agencies for wraparound services. Through WECARE, a network of community volunteers, offenders will be matched with mentors to assist them with transportation and emergency child care.

Note: Southwest Virginia requests technical assistance from the Department of Criminal Justice Services to further develop the plan for pre-trial services and for expansion of Community Corrections.

Budget Planning Assumptions

Pre-trial Investigators

1 Pre-trial Investigator for the region: based on 80 pre-trial investigations per month, 3-4 investigations per day based on 22 work days. For each FTE pre-trial investigator, DCJS assumes 2 investigations per hour, 14 per day. Due to the low volume in the southwest

region, it is assumed that 1 pre-trial investigator would be justified for the region. However, this may not be feasible due to the distance between each facility.

Pre-trial Supervisors

Abingdon: 1 FTE Pre-trial Supervisor per 56 defendants. DCJS standards recommend the ratio of 1 pre-trial supervisor to 40 defendants. (Note: an option could be to budget 1:40 and then assign investigations to this same position so there is an investigator located in Abingdon.)

Assumes 6 defendants on electronic monitoring based on assumption of 10 percent of the caseload will require monitoring so electronic monitoring equipment needs to be budgeted. Based on legal standards across the U.S., indigent defendants should not be excluded due to inability to pay and thus should be given the same opportunity for release as those who have the ability to pay.

Duffield: 1 FTE pre-trial supervisor per 52 defendants. 5 defendants on electronic monitoring.

Haysi: 1 FTE pre-trial supervisor/Investigator per 31 defendants. 4 defendants on electronic monitoring.

Tazewell: 1 FTE pre-trial supervisor per 56 defendants. 5-6 defendants on electronic monitoring.

Local Probation Officers for Locally Responsible Sentenced Misdemeanants and Felons

Abingdon: 1 FTE probation officer per 69 offenders; 7 offenders on electronic monitoring; 1 FTE re-entry coordinator.

Duffield: 1 FTE probation officer per 45 offenders; 5 offenders on electronic monitoring; 1 FTE re-entry coordinator.

Haysi: 1 PT probation officer per 20 offenders; 4 offenders on electronic monitoring

Tazewell: 1 ¼ time probation officer per 11 offenders.

Estimated Budgets

A. **Pre-trial Supervision:** \$298,000 (\$258,000 Personnel; \$40,000 Operations)

B. **Community Corrections:** \$224,000 (\$196,000 Personnel; \$28,000 Operations)

C. **Jail Re-entry Program:** \$110,408 (\$90,408 Personnel; \$20,000 Operations)

Population Forecast

Forecast Methodology Description

Two nationally accepted forecast methodologies were used to determine the “baseline” forecast; Exponential Smoothing Model (1) and Ordinary Least Squares Model (2). Both are described below.

Model 1:

The Exponential Smoothing Model (ES Model) was used on historical monthly average daily population (ADP) data during FY06 – September 2010, resulting in 63 data points. Years FY08-FY10 was given higher weight in this model than FY06-FY07. For any month, the smoothed ADP value (S) is calculated as follows:

$S = (\alpha \times (\text{prior smoothed ADP}) + (1-\alpha) \times (\text{prior actual ADP}))$, where α is the smoothing constant (between 0 and 1).

This model was the best fit for two facilities (Duffield and Tazewell). This model was selected because there were dramatic fluctuations in the monthly data in these facilities, and these needed to be minimized so that a stable future trend could be predicted. The best α value varied between 0.1 and 0.5, depending on the facility and sex.

After the data were smoothed, the percent change from month to month and an average annual percent change was determined. Using the exponential smoothing model and the average annual percentage change, projections were calculated for FY11-FY20.

Model 2:

The Ordinary Least Squares Model (OLS Model) was used for two facilities (Abingdon and Haysi) to forecast their monthly ADP for 2011-2020. This model was the best fit after examining their monthly and yearly average daily population during FY06-September 2010.

A linear regression was used to model the relationship between the exponentially smoothed historical ADP for these facilities and this was correlated with adult population trends. Trends in average daily population and adult population trends (18+ older) were found to have a strong correlation of $R^2 > 0.7$. The model found the “best-fit” values of two parameters (Average daily population and demographic population). The OLS model predicted the future ADP assuming that the same historical trend continues. It was chosen because it smoothed out the fluctuations in the historical ADP data (sum of squares distances between the historical ADP and population data).

Mitigated Forecast Model

Using both models, planning assumptions were applied to mitigate the number of beds needed in the future in compliance with the Board of Corrections' requirements. A multi-faceted approach, consisting of an expansion of the Southwest Virginia Regional Jail system, the development of new Pre-Trial Supervision Programs and the expansion of Community Corrections Jail Alternative programs, is required in order to effectively address significant overcrowding conditions as detailed throughout this Community-Based Corrections Plan.

Based on the inmate forecasts the projected FY 2025 inmate population is 2,348. In order to bring this percentage down to a more manageable and reasonable level, implementation of new Pre-Trial Supervision and Community Corrections Jail Alternatives Programs is required. Assuming full scale implementation and funding of the Pre-Trial and Jail Alternatives programs, the mitigated FY 2025 population, which assumes an estimated inmate population reduction of 19 percent, would result in a projected FY 2025 inmate population of 1,880.

Forecast Populations

	<i>2014</i>	<i>2015</i>	<i>2016</i>	<i>2017</i>	<i>2018</i>	<i>2019</i>	<i>2020</i>	<i>2021</i>	<i>2022</i>	<i>2023</i>	<i>2024</i>	<i>2025</i>
Baseline	1,723	1,785	1,847	1,910	1,976	2,042	2,110	2,153	2,196	2,240	2,285	2,331
Mitigated	1,390	1,439	1,490	1,542	1,594	1,649	1,703	1,738	1,772	1,807	1,844	1,880

Recommendations for Number and Type of Cells

Based upon the inmate forecasts set forth in Chapters 1 and 6, an expansion of the Southwest Virginia Regional Jail system is required in order to reduce significant overcrowding problems which will only grow worse with time. As noted in Chapters 1 and 6, the Southwest Virginia Regional Jail system operated at 54 percent over the DOC Rated Capacity in FY 2010 on an average daily basis. Additionally, thus far in FY 2011, the Southwest Virginia Regional Jail system operates at 67 percent over the DOC Rated Capacity on an average daily basis. Of course, maximum daily populations frequently exceed the averages, with the DOC Rated Capacity frequently exceeded by 75 percent or more. This overcrowding problem has resulted in such measures as triple bunking in dorms/cells and housing of four (4) inmates in double-occupancy cells.

The original SWVRJA system was planned, designed and constructed with future expansion in mind. Areas for construction of future housing units were provided and the administrative core infrastructure was initially constructed to facilitate a 50 percent expansion at the Abingdon, Duffield, and Haysi Regional Jail facilities. Similar capabilities are not as readily available at the Tazewell Regional Jail facility, which joined the SWVRJA following construction of the original SWVJRA system. However, the Tazewell Regional Jail facility is essentially a pre-trial facility, and the SWVRJA system absorbs the total population from Tazewell following sentencing.

The expansion of the SWVRJA system should be accomplished by the construction of selected renovations of 14 additional housing units as follows (see the SWVRJA Planning Study for further details relative to floor plans, type of housing units, type of cells, breakdown of classifications, etc):

- 1) Abingdon: Six (6) units;
- 2) Duffield: Four (4) units; and
- 3) Haysi: Four (4) units

The current DOC rated capacity is 896 inmates. Construction of the additional housing units as noted above is projected to increase the DOC rated capacity to 1,408, which is broken down as follows:

Recommended Size of the Proposed Facilities

JAIL FACILITY	CURRENT VDOC RATED CAPACITY	PROJECTED DOC RATED CAPACITY
Abingdon	366	606
Duffield	278	422
Haysi	163	291
Tazewell	89	89
Total	896	1408

Planning Study

- Southwest Virginia Regional Jail serves the counties of Russell, Smyth, Washington, Lee, Scott, Wise, Buchanan, Dickenson, Tazewell and the City of Norton. The Regional Jail has facilities located at four sites, Abingdon, Haysi, Duffield and Tazewell. The Tazewell facility is primarily a pre-trial facility and no work is being done at this facility.
- The Community-Based Corrections Plan supporting the need for the 512 beds was approved by the Board of Corrections at its May 2011 meeting.
- The Planning Study proposes the construction of a 512-bed expansion and renovation of Southwest Virginia Regional Jail to house the inmate population for the involved localities. The Abingdon facility will be expanded by six housing units, Duffield by four housing units and Haysi by four housing units. This expansion adds primarily housing for all custody levels and associated special purpose cells. The renovation and expansion include additions for kitchen and food service area, intake area renovation, medical infirmary and one small vehicular sally port addition.
- A staffing analysis by the Local Facilities Unit based on the project's schematic designs and planned operating program indicates staffing meets required criteria.
- The project will undergo a Value Engineering Study at the end of the design-development stage of planning to further address cost and design efficiency.

- The original facility was designed with future expansion in mind and this well thought out planning has kept the cost of the housing infill project to a minimum. The project, as proposed, is efficiently designed with a projected cost per bed of \$66,055, substantially lower than other projects submitted recently which have frequently exceeded \$100,000 per bed for new facilities.
- The project's cost estimates have been reviewed and if approved, the eligible project cost of \$33,820,372, of which up to 50% or \$16,910,186, would be reimbursable.

Double Bunking – Double bunking is an operational decision of the localities. It is not mandated by Standards and, therefore, double-bunking capacity is only an estimate. Most facilities do not double bunk maximum-security cells. Medium cells are usually doubled at 100% and minimum-security dormitories and multiple-occupancy cells are doubled at approximately 50% above rated capacity. The Southwest Virginia Regional Jail Authority will be adding 592 new beds. Of these, 80 are single-bed cells, 192 are dormitories and 320 are multiple-occupancy (quad) cells. The single cells would not be doubled. The 512 might be doubled at 50% giving an approximate double bunking of 768 new beds.

Community Corrections Funding Required by Jail Expansion Plans Department of Criminal Justice Services

Pursuant to § 53.1-82.1 of the Code of Virginia, there are requirements to submit a community-based corrections plan to the Board of Corrections for approval of a jail project. Two regional jails submitted jail expansion projects, along with corresponding community-based corrections plans, to the Board of Corrections within the past year. On May 18, 2011 and July 20, 2011, the Board of Corrections approved jail expansion projects submitted by the Central Virginia Regional Jail Authority and the Southwest Virginia Regional Jail Authority. Item 377.A6 of the Appropriation Act states that:

“If the Board of Corrections approves a request, the Department of Criminal Justice Services shall submit to the Department of Planning and Budget by September 1 a summary of the alternatives to incarceration included in the community-based corrections plan approved for the project, along with a projection of the state funds needed to implement these programs.”

The following summaries, based on the two community-based corrections plans approved by the Board of Corrections, are submitted in response to the above requirement.

Southwest Virginia Regional Jail Authority

The SWVRJA is experiencing significant overcrowding within its existing regional jail system. The jail system consists of four separate jail facilities serving 10 localities. The facilities are in Abingdon, Duffield, Haysi and Tazewell. The planned expansion will take place as infill at three of the four locations and is expected to increase bed space by 512 beds. Development and expansion of Community Corrections are projected to accommodate the equivalent of a fourth additional facility.

The confinement rate for all four facilities exceeds the statewide confinement rate, suggesting there is potential for use of alternatives to incarceration. The projected jail population forecast is predicated on full implementation of pretrial investigation and supervision services and expanded Community Corrections options, along with further collaboration among local criminal justice and community stakeholders.

Existing Alternative Programming

The area is served currently by local probation, state probation, Virginia Alcohol Safety Action Program (VASAP), Home Electronic Monitoring and a small pretrial/HEM program in Tazewell. Three state probation and parole districts cover the jail catchment areas (Districts 17, 18 and 43), as do two Alcohol Safety Action Program (ASAP) agencies (Southwest Virginia ASAP and Mt. Rogers ASAP). State probation impacts the jail population primarily when offenders under state probation supervision are arrested on technical violations and returned to the jail pending and subsequent to a court hearing. VASAP provides services to offenders as provided by statute for specific violations of driving under the influence of alcohol or drugs. Electronic monitoring serves seven of

the counties and is provided by four private companies who charge offenders \$11.50 - \$17.00 per day to participate. The court must approve HEM placement.

The most significant direct alternative to incarceration in the regional jail is the local probation supervision provided through the Southwest Virginia Community Corrections Agency (serving 9 localities) and the Clinch Valley Community Corrections Agency (serving Tazewell County). None of the localities has DCJS-approved pretrial services. Tazewell has a small, partial pretrial/HEM program run under agreement with the Clinch Valley Community Action Agency.

Proposed Programming

Among all four jail facilities, pretrial and locally responsible, sentenced misdemeanants are the most frequent admissions. Jail alternatives have not yet been fully developed. The SWRJA plan calls for the following:

1. Develop a sequential intercept model for diversion of mentally ill defendants. Through inter-agency training and collaboration and making more community resources available, the region will be able to more effectively identify and appropriately divert mentally ill defendants.
2. Establish DCJS-approved pretrial services for the entire region, with both pretrial investigation and supervision services available for defendants charged in all localities served by the regional jail. This would include developing pretrial services for Abingdon, Duffield and Haysi, and replacing the small program in Tazewell with an evidence-based program meeting state pretrial standards. The services will include pretrial investigations using the Virginia Pretrial Risk Assessment Instrument (VPRAI), a pretrial Home Electronic Monitoring component, drug testing and face-to-face supervision contacts. Establishing pretrial services is projected to require staffing of 4 pretrial investigators and 4 pretrial supervision officers (one of each at each facility) because of the volume and distance between each facility. Their duties will include working with defendants released on a home electronic monitoring device.
3. Expand local probation services at Southwest Virginia and Clinch Valley Community Corrections. By expanding staff and other resources at the existing two agencies providing local probation, the number of locally responsible jail inmates should decrease. Evidence-based practices will be central to service delivery, with more structured and frequent contacts and services targeted to medium- and high-risk sentenced offenders. The services will include a Home Electronic Monitoring component, day reporting, drug testing, face-to-face supervision contacts and additional referrals to community mental health, educational and vocational resources and mentors. Expanding resource capacity for local probation services will require the addition of four probation officers for the region, whose duties will include working with sentenced offenders under electronic monitoring.

4. Create a jail reentry community phase. Two reentry coordinators will work with the Abingdon and Duffield facilities to prepare offenders for release, network extensively with local resources for transitional housing, employment and counseling assistance as appropriate.

Note: The construction of the current regional jail system 10 years ago included a plan to implement pretrial services but that component was not funded. Had it been implemented and fully utilized, the jail's current overcrowding may not been as extensive.

Projected Cost

Year 1: \$400,000 – Planning and partial staffing

Year 2: \$800,000 – Full Implementation

Central Virginia Regional Jail Authority

The CVRJ serves the counties of Fluvanna, Greene, Louisa, Madison and Orange. It plans to expand its existing facility in Orange to increase capacity by 200 beds as well as implement an aggressive community-based corrections strategy to divert an additional average daily population, eventually reaching 60 to 100 persons. The projected jail population forecast is predicated on expansion of existing pretrial investigation and supervision services and expanded community-corrections services along with further collaboration among local criminal justice and community stakeholders.

Existing Alternative Programming

The current community based services include state probation and parole, the Virginia Alcohol Safety Action Program (VASAP), local probation and pretrial services. State Probation and Parole Districts 9 and 13 provide supervision to state-responsible offenders in the jail's service area. District 9 and James River (Alcohol Safety Action Program) ASAP programs serve the regional jail localities. They provide alternatives to convictions and post-conviction punishment for persons convicted of DUI, alcohol- or drug-related driving offenses. Home Electronic Monitoring is used rarely.

Existing pretrial and local probation services are targeted to the locally responsible population and are coordinated by the OAR/Jefferson Area Community Corrections agency. OAR is headquartered in Charlottesville, with a pretrial office in the town of Orange. While using other offices located in county courthouses, staff can access several criminal justice programs. Compared to other localities in the state, pretrial services are comparatively underutilized by the courts in the CVRJ service area. Most pretrial placements are through the magistrates with court arraignments usually on a weekly, rather than a daily basis. The weekly arraignment schedule contributes to a backlog of defendants in jail awaiting arraignment.

Proposed Programming

The CVRJ plan calls for the following:

1. Work with decision-makers to consider using “cross arraignment” procedures for first appearances in court to expedite pretrial processing.
2. Establish a full-time presence of the pretrial and local probation services in the CVRJ service area with a 6-person office in Orange.
 - a. Increase pretrial investigation and supervision staffing so all eligible defendants receive a pretrial investigation and risk assessment.
 - b. Increase local probation staffing to facilitate additional placements with appropriate supervision tied to risk based supervision plans.
3. Adopt a formal planning strategy for expanding community-based supervision services that is a collaborative effort between decision-makers at all levels of the local system.
4. Expand use of Home Electronic Monitoring for both pretrial and sentenced locally responsible populations.

Projected Cost

Year 1: \$150,000 Planning process, hiring of coordinator and investigator, establish office space and equipment.

Year 2: \$400,000 Full implementation with 6 staff and full-time office

Localities Required to Have New Pretrial and/or Community-Based Probation Services Based on Jail Projects and Community-Based Corrections Plans Previously Approved by the Legislature But Never Funded

In addition to the 15 localities projected to receive services through the two current-year jail projects, there are another 15 localities with community-based corrections plans requiring new pretrial or local probation services that were approved in prior years but not funded. Also, there are many more localities required, but not funded, to have expanded pretrial and local probation services as part of jail projects previously approved by the Board of Corrections during the past several years.

Given the lack of any pretrial services at all in 40 localities (after the addition of Southwest localities through the current project) and the state’s resource limitations, the priority should be establishing at least basic pretrial investigation and supervision services to those areas that do not have services, but which are required. This is the most direct way to divert some of the locally responsible jail population using a strategic, evidence-based service. Within that group, further priority can be set by beginning with

the localities where existing organizational structures and local willingness to work with neighboring agencies and jurisdictions reduce the projected cost incurred to establish the service. The following projects from this group are priority for funding:

Year 1: \$1,040,000

Localities Mandated: **Amherst County, Appomattox County**
(Lynchburg Community Corrections Agency)
Amount: \$300,000/year

Localities Mandated: **Charles City County**
(Colonial Community Corrections)
Amount: \$120,000/year

Localities Mandated: **Shenandoah County, Warren County**
(Northwest Regional Adult Detention Center)
Amount: \$260,000/year

Localities Mandated: **Culpeper County**
(Culpeper Community Corrections)
Amount: \$180,000/year

Localities Mandated: **Montgomery County**
(New River Community Corrections)
Amount: \$180,000/year

Year 2: \$1,360,000 (includes Year 1 plus additions below):

Localities Mandated: **Petersburg, Dinwiddie County**
(Petersburg Community Corrections)
Amount: \$120,000/year

Localities Mandated: **Accomack County, Northampton County**
(Community Corrections)
Amount: \$200,000/year

TOTAL FUNDING

Year 1: \$1,590,000

Year 2: \$2,560,000

Recommended financing arrangements and estimated general fund requirements for debt service as provided by the Department of Treasury.

- **Central VA Regional Jail, 200-Bed Expansion**- Based on approved costs of \$16,928,382, annual debt service for the VPBA's reimbursement of the \$8,464,191 State share would be approximately \$623,290 each year for 20 years.
- **Southwest VA Regional Jail, 512-Bed Expansion**- Based on approved costs of \$33,820,372, annual debt service for the VPBA's reimbursement of the \$16,910,186 State share would be approximately \$1,244,580 each year for 20 years.
- **RSW Regional Jail, 375-Bed Expansion**- Based on approved costs of \$65,681,700, annual debt service for the VPBA's reimbursement of the \$32,840,850 State share would be approximately \$2,429,200 each year for 20 years.
- **Richmond City Jail, 1032-Bed Expansion**- Based on approved costs of \$118,810,832, annual debt service for the VPBA's reimbursement of the \$29,702,708 State share would be approximately \$2,188,400 each year for 20 years.

All estimates were computed using a budgeted interest rate assumption of 4.00%. The actual interest rate will be based on market conditions at the time of the transaction. Also the estimates only relate to reimbursement of approved project costs and do not include reimbursement of the state's share of the regional authorities' financing (interest) costs from construction midpoint through completion, which will also be determined and at completion based on the timing and terms of their respective financings.

Since Board of Corrections approval has been obtained, the Department of Treasury will establish a file for each of these and monitor for General Assembly authorization during future sessions after which they will be added to our list of authorized jail projects.