

FIRST DRAFT

A COMMUNITY-BASED CORRECTIONS PLAN

PREPARED FOR THE

ROCKINGHAM-HARRISONBURG
REGIONAL JAIL

November 20, 2014

MOSELEYARCHITECTS
A PROFESSIONAL CORPORATION

ARCHITECTURE • ENGINEERING • PLANNING • INTERIOR DESIGN • CONSTRUCTION SERVICES

RICHMOND, VA.

Table of Contents

Section	Page
Summary of Findings	1
Section 1: Population Profile	12
Section 2: Criminal Justice Trends	16
Section 3: Jail Population	43
Section 4: Jail Facility Layout and Jail-Based Programs	72
Section 5: Existing and Recommended Programs	93
Section 6: Inmate Population Forecast	122
Section 7: Summary and Recommendations	134

Summary of Findings

Scope

This Community Based Corrections Plan (CBCP) was prepared for the Rockingham-Harrisonburg Regional Jail between July - November 2014 by Moseley Architects. This document presents summaries of criminal justice trends, programs and services in the Jail Service Area (Rockingham County and the City of Harrisonburg); the physical layout of existing jail; profiles of persons admitted and confined in the existing jail; an inmate population forecast through the year 2029 based on the assumption that historical population trends continue and policies, procedures and administrative practices operating in the localities. Recommendations associated with and improving the effectiveness of the local criminal justice system, expanding jail-alternative programs and expanding existing jail capacity are also provided.

Background

The planning, design and reimbursement process for local and regional jail construction is governed by state statutes and regulations. The Commonwealth of Virginia will reimburse up to twenty-five percent (25%) of the approved cost of construction for expansion of a local jail. If the project is a regional jail project, the reimbursement is up to fifty percent (50%) of the approved cost of construction. The development of a Community-Based Corrections Plan is the first step in the process for requesting State reimbursement for the new construction or Jail expansion. The Plan is also required by any locality seeking to expand the capacity of its jail, regardless of whether or not State reimbursement is being requested.

This plan has been initiated as part of the C-BCP and Planning Study process. The requirements that govern the content and required analysis of a Community-Based Corrections Plan are defined in the Board of Corrections' Standards for Planning, Design, Construction and Reimbursement of Local Correctional Facilities. As a review of this report will support, this Plan meets the standards set forth in that document.

Over the course of this project, the consultants attended a number of planning sessions and formal discussions with City and County officials concerning the local criminal justice system generally, and options for addressing current and future jail capacity needs more specifically; attended "Listening Sessions" where citizens expressed their concerns, opinions and recommendations regarding the local criminal justice system and ways for improving the system and addressing local requirements; reviewed available automated local data and case record folders; held discussions with State officials and analyzed data prepared by State agencies including the Department of Criminal Justice Services and Office of the Supreme Court; observed jail and Magistrate procedures and operations, and conducted structured interviews with over 20 local officials.

In conducting this study, it became apparent that the jail population in general was older and less transient than in many local jails in the Commonwealth. It was also apparent that many offenders are "revolving door" jail offenders that repeatedly offend, enter jail, and are released only to reoffend and enter jail. The evidence uncovered during this project suggests that several key offender groups should be targeted in order to control future jail population growth: (1) offenders in un-sentenced awaiting trial (approximately 40% of the inmate population); (2) probation violators (by several measures a disproportionately large offender group), and (3)

offenders with substantial substance/mental health issues that are associated with repeated criminal behavior and contribute to the jail's "revolving door."

Findings

The Rockingham-Harrisonburg Regional Jail is located at 25 South Liberty Street in Harrisonburg, Virginia. Constructed in the early 1990's and opened in 1994, the Jail is located adjacent to the District Courts building and is connected to this building by a skywalk that extends over South Liberty Street.

The jail is supervised and operated by the Rockingham County Sheriff's Department on behalf of the County and the City of Harrisonburg, and the Sheriff is responsible for safety and security of the facility. The three story masonry structure consists of 98,000 square feet (SF) with a rated capacity as established by the Department of Corrections of 208 inmates. Currently there are approximately 350 inmates incarcerated in the Jail. In addition, over 100 Rockingham-Harrisonburg inmates are held in the nearby Middle River Regional Jail in Verona, Virginia under a leased-bed arrangement.

- At the time that this study was initiated the Regional Jail was operating at over 160% rated capacity with an additional 100 inmates housed at the Middle River Regional Jail due to crowding.
- With a rated capacity of 208, the existing jail facility contains insufficient space to accommodate the number of persons incarcerated in jail today, much less the number of persons projected to be incarcerated in the year 2028. The Jail is experiencing overcrowding that is expected to increase in the future.

Demographics

- In 2010, the total Virginia population totaled eight million people, and grew by approximately one million (13.0%) between 2000 and 2010; by comparison the City's general population increased at nearly twice that rate and by 20.9%, and the County population increased by just under 13%.
- Between the years 2010 and 2030 the Rockingham County community is projected grow by 18.4%; the Harrisonburg City population is projected to grow by 34.5%, and the combined communities are projected to increase by just under 25% - well above the State average. This population growth will continue to exert pressure on community infrastructure systems and services needs in the future, including the educational, public health and criminal justice systems.
- When the populations of both Harrisonburg and Rockingham are compared, 60.9% of the community resides in the County and 39.1% reside in the City. This percentage distribution is generally reflected in the makeup of the Jail population.

Criminal Justice Trends

Reported Crime

- Reported crime in the jail Service Area (the combined County and City) increased from 4,284 in 2009, to 4,789 in 2013 – a total increase of 11.6% over the five year period
- 75% of crime reported by the City and County combined is reported by Harrisonburg City; crime increased in Rockingham County by just under 60% between 2009 -2013, and by 7.3% in 2013; despite a one year increase in reported crime of 9.4% in 2013, crime in Harrisonburg increased by less than 2% between 2009-2013.
- While reported crime increased at a much faster pace in Rockingham County between 2009-2013, approximately 75% of reported crime in the Service Area is reported by the City of Harrisonburg.

Adult Arrests

- Despite a 60% increase in reported total crime in Rockingham County between 2009-2013 and a 2% increase in reported crime in Harrisonburg during the same period, adult arrests in Rockingham County and the City of Harrisonburg combined in 2013 were 9.6% below the number reported in 2009. There were 5,704 adult arrests in 2009, and 5,156 (548 fewer arrests) in 2013.
- Arrests for more serious (Group A) offenses have been increasing. In Harrisonburg, arrests for less serious (Group B) offenses declined by 27.9%, while arrests for more serious offenses increased by 45.3% between 2009-2013.
- In Rockingham County, arrests for more serious offenses increased by 53.6% between 2009-2013, while arrests for less serious crimes declined by 14.6% over the same period.

Circuit Court Caseload Trends

- By all available metrics - court caseloads, workloads, case processing times, number of defendants and number of jury trials have all increased over the past five years
- The number of commenced criminal cases in Circuit Court has exceeded the number of concluded cases since at least 2009 - in 2013, 208 more criminal cases were commenced than were concluded.
- There were 233 more circuit court criminal defendants reported in 2013 than were reported in the year 2009 – a 36.3% increase in criminal defendants.
- Probation Violators and persons admitted to jail for violating conditions of supervision represent one of the largest categories of offenders admitted and confined in Regional Jail. Circuit Court criminal reinstatement cases are associated with felony and misdemeanor probation violation hearings. Since 2011 there has been a 29.8% increase in the number of reinstatement cases in Circuit Court; the number of hearings associated with misdemeanor cases nearly doubled over the past five years.

The voluntary case processing time guidelines developed by the Supreme Court of Virginia suggest that 90% of all felony cases should be adjudicated or otherwise concluded within 120 days from the date of arrest, 98% within 180 days, and 100% within one year.

- Criminal case processing times for felony cases have been consistently below reported State averages when measured against the 120 day and 180 day benchmarks, and processing times appear to be increasing.
- In 2009, the Court concluded 61.4% of felony cases within 180 days - by 2013 this percentage decreased to 55.2%.

Jail Population Trends

- The percentage of crowding in the Regional Jail, as measured by the number of inmates for whom the Jail is responsible and the rated capacity of the Jail as established by the Department of Corrections, has increased each year since 2006.
- June 2014 the Jail system was operating at 204% of capacity making it one of the most crowded jails in the Commonwealth.
- During the last half of fiscal year 2014, the number of inmates incarcerated in the Harrisonburg facility reached an average monthly high of 357 inmates in February of that year; during that month the jail operated at 161% of rated capacity, and 149 more inmates than the jail was designed to hold, and that National and State standards suggest is appropriate; an additional 100 Rockingham-Harrisonburg inmates were housed at the Middle River Regional Jail.
- Between June 2013 – December 2013 the average number of Rockingham-Harrisonburg offenders housed in Middle River Regional Jail (MRRJ) increased from 32 to 54 inmates; during the first 6 months of 2014 the average number of offenders increased from 54 to 109 – a 103% increase in the number of Rockingham-Harrisonburg offenders incarcerated at MRRJ.
- The 109 inmate beds at Middle River represent 52.4% of the Rockingham-Harrisonburg jail rated capacity – 24.2% of the inmates for whom Rockingham-Harrisonburg is responsible were confined at MRRJ at the end of fiscal year 2014.

A sample of 251 case records of admitted and classified persons who were released over the last half of fiscal year 2014 provides a profile of “who” is admitted to the Regional Jail. Based on the sample:

- Male ages ranged between 18 – 67 years of age, and an average age of 32.2 years; female ages ranged from 18 – 57, and an average age of 30.4 years
- Just under half of cases were classified in misdemeanor status, and 39.3% were classified in felony status.
- According to written records, 25.2% of persons were admitted with “revocation of suspended sentence” recorded as the offense for which they were admitted to jail – by far the single largest offense category.

- For an additional 34.7% of cases, a number of different court or program based violations were noted in the sample records such as contempt of court, failure to comply and failure to appear.
- Just under 40% of persons for which data were available reported having two or more children; approximately 12% of the sample reported having four or more children.
- 42.9% of admissions did not complete high school; 7.4% reported dropping out of school before the eighth grade.
- 69.1% reported being unemployed at the time of admission to jail.
- Approximately half (53.6%) the sample had current charge/conviction severity codes reported as “low” severity offenses.
- 65.1% of cases received moderate to high “prior conviction” seriousness scores.
- Over half of cases had prior felony convictions in their criminal history records, and 32.9% of cases had two or prior felony convictions.
- Cases where prior felony convictions were noted had an average of 5.8 prior convictions.
- For 98.2% of sample cases alcohol or drug abuse resulting in assaultive behavior, social, economic or legal problems was noted.
- Most cases (65.1% of the sample with data available) received initial scores of “Minimum Custody”; 32.9% received “Medium Custody” classifications, and 1.3% received initial scores of “Maximum Custody.”

Confined Population Characteristics

- Between fiscal years 2005 – 2013, length of stay (LOS) in jail for sentenced inmates increased by 45.1%; length of stay those persons transferred to other institutions increased by just under 14%, and overall average LOS increased by 30.4% over the nine year period.
- On August 29, 2014, 51.5% of inmates for whom Rockingham-Harrisonburg is responsible were classified as Minimum custody; 39.6% were classified as Medium custody, and 8.9% were classified as Maximum custody inmates.
- Representing 21.8% of the total population, the most frequently reported charge for all inmates incarcerated on a single day in August 2014 was a “Probation Violation” charge; followed by Drug charges (20.5% of the inmate population) and Property crime charges (15.1% of the total); 22.1% of the inmate population was confined for either a violent crime or person crime charge.
- On August 24, 2014 there were 339 persons confined in the Harrisonburg Jail. Of this number: 35.1% (119) were in un-sentenced awaiting trial status; 25.4% (86) were sentenced but “awaiting” the outcome of additional charges; 31.6% (107) were serving sentences, and 8.0% (27) were federal prisoners.
- The un-sentenced awaiting trial population (pretrial), as a percentage of the total jail population has not substantially changed over the eight year period ending June 2013; this population comprised 37.3% of the total population in FY-06 and comprised 41.7% in FY-13.
- The total awaiting trial population, including those inmates awaiting trial in pretrial status and those already convicted on other charges but awaiting hearings on additional

charges has varied from a low of 51.6% of the total population in 2010/2011, to a high of 61.2% in FY-13.

Existing Jail Facility

- The Jail is operating with an average daily population that far exceeds its design capacity – approximately 350 detainees are confined in a facility designed to house 208. Not counting the inmates being held at Middle River Regional Jail, the current facility is operating at approximately 160% of rated capacity.
- Administrative space and ancillary resources are inadequate for the number of inmates who are normally incarcerated; the density of the detainees in general population housing, combined with the lack of program space contributes to the potential for management problems.
- Practically every area of the Jail is crowded and congested; deficiencies are noted in virtually all areas referenced in the Virginia Standards for local correctional facilities.
- The facility does not contain dormitory minimum custody or community custody housing despite the fact that only 10% of the inmate population is considered to require maximum security housing.
- Work Release programming (and similar jail-based community programs) is not provided due to lack of space; there is no way separate these detainees from the general population; there is no separate entry and exit for persons on work release as required by Standards
- Administrative space and ancillary resources are inadequate; the density of the detainees in general population housing, combined with the lack of program space contributes to the potential for management problems.

Jail Based Programs

- Jails across Virginia that operate the most robust jail-based programs have several important characteristics in common, they have: (1) sufficient space to provide programs and services (in both housing and support areas); (2) formed viable collaborations with community volunteer and community agency groups; (3) demonstrated commitments to providing programs and services to offenders through their jail operations, and (4) program options that have the support of key decision makers in their communities.
- Due to space limitations associated with jail crowding, the Jail operates very few programs; has virtually no available space for providing services and programs such as work/educational release, public work force, and residential substance abuse treatment and does not have adequate space to accommodate volunteer treatment providers.
- The Jail has relied on space at the Middle River Regional Jail to accommodate offenders sentenced to serve weekend sentences. The County has been notified that Middle River will no longer be able to provide space for this program.

Community Services and Programs

Rockingham-Harrisonburg Magistrate

- Magistrate services are provided by the 26th Judicial District Rockingham County Magistrate. Persons arrested are brought before the Magistrate and all persons admitted to jail must have a Magistrate's commitment order. At the time of the initial hearing, the Magistrate may release defendants of their own recognizance until trial, order unsecured bond, order secured bond or order "no bond".
- The total number of charges brought before the Magistrate for consideration for commitment to jail between the years 2012-2014 increased from 14,089 in 2012, to 15,309 in 2014 – an increase of 8.6% over the three year period.
- In 2014, there were as many as 1,585 charges brought before the Magistrate in a single month.
- In 2014, the number of charges brought before the Magistrate increased by 1,087 over reported 2013 figures – a one year increase of just under eight percent.
- In 2014, 13.7% of charges resulted in "release on recognizance" decisions; 33.6% of charges resulted in "secured bond;" 7.6% resulted in "unsecured bond," and 45.1% of charges resulted in "no bond" decisions.
- Between 2012 – 2014, the number of decisions resulting in a "no bond" decision increased by 972, and 16.6%; in FY-14, 36.3% of secured bonds were for \$1,500 or less.

Rockingham-Harrisonburg Court Services Unit (CSU)

- The CSU program provides pretrial and local probation supervision services to the local community. The agency provides pretrial, probation and related services to approximately 1,100 adult offenders/ defendants annually.
- Overall, the number of pretrial placements has declined since the end of FY-12, from 583 in FY-12 to 558 in FY-14 - a decline of 4.3%.
- The average annual caseloads of pretrial detainees has remained largely unchanged (despite the reduced caseload reported in FY-14) over the past three fiscal years (between 157-168 cases) while the length of time on supervision has increased.
- In FY-14, a total of 559 local responsible offenders were placed in the CSU local probation program; at the end of June 2014, the average probation supervision caseload for 3.5 probation officers was approximately 130 offenders per officer.

Inmate Population Forecast

- If existing policies, programs, procedures and administrative practices remain unchanged in the future, the Rockingham-Harrisonburg Regional Jail inmate population (excluding federal prisoners) is projected to reach 524 inmates in FY2021, and 675 inmates by the year FY2029.

Recommendations

System Planning and Coordination

- Decision makers should initiate a long range planning strategy to investigate, develop and implement a continuum of jail-based programs, and community-based sanctions and programs. Based on an initial review of the available data, decision makers may wish to initially focus on jail-based programming options, programs and services for persons with mental health and substance abuse issues, and programs and services which target the probation violator population which are utilizing a substantial portion of jail beds.
- Decision makers should investigate and plan for enhancing current offender processing procedures throughout the local criminal justice system. Reducing existing and future jail bed needs by implementing new programs alone that divert people from jail is not an easy task. For example, if one inmate uses a jail bed for 30 days, 12 inmates must be diverted from jail each year to save a single jail bed. The initial focus should be on the “front end” of the system and decision making associated with pretrial jail admissions.
- Increase system coordination, goal setting, oversight and improved planning information and regular dissemination to decision making. The community has a formal Community Criminal Justice Board (CCJB) with the statutory responsibility to: (1) advise on the development and operation of local pretrial services and community-based probation programs and services for use by the courts in diverting offenders from local correctional facilities; (2) assist community agencies in establishing and modifying programs and services for offenders; (3) evaluate and monitor community programs, services and facilities; and (4) develop and amend criminal justice plans. This group should oversee an ongoing planning effort that focuses the issues associated continuing crowding at all levels of the local system.

As Rockingham-Harrisonburg moves forward, this planning group can greatly assist the coordination providing effective services for individuals moving through the local justice system. This group should adopt 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

It is recommended that several smaller sub-committees, whose membership consists of persons with specific areas of expertise in various areas of the local system, be established to focus on and investigate portions of the system by reviewing, analyzing and identifying processes and programs within the system that can be enhanced to create a more effective and efficient criminal justice system. These sub-committees should include a broad spectrum of representatives from the criminal justice, public health, higher education communities, as well as concerned citizens.

Establish a new Jail Planning Coordinator position to work exclusively on improving data systems, gathering data and informing decision making. Critical to support the ongoing

planning effort, it is recommended that strong staff support be made available to decision makers. Consideration should be given to filling the position with an experienced in the criminal justice planner and data analyst. Data collection methods for the community 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 various criminal justice entities so that information regarding arrest, charging, court actions, treatment, placements and dispositions are is consistent and relevant.

Generate valid and reliable planning data. Create a mechanism to systematically collect, maintain and disseminate useful and timely planning data for decision making. While an offender (jail-based) automated information system exists, much of the data needed to conduct more than a cursory analysis for planning is either not collected, not entered into the system, or stored in a manner that is not readily available to answer decision makers' planning questions. For example, while some data is available for persons confined in jail "today," there is no mechanism apparent for generating profiles of annual jail admissions or releases, and answering many of the questions that arose over the course of this project.

Jail Capacity

Projected increased jail crowding should be addressed by implementing an aggressive community based strategy and expanding existing jail capacity.

Planning for and implementing new strategies and programs for controlling inmate population growth is a long term process and there is no immediate solution to solving the existing overcrowding problem. The current jail capacity is insufficient to house the existing inmate population and grossly insufficient to house the number of inmates projected in the future. If current policies, procedures and administrative practices remain unchanged it is reasonable to expect that Rockingham-Harrisonburg will be required to have sufficient jail capacity for at least 675 inmates in the year 2029.

The existing jail is intended to house offenders requiring high maximum and medium security confinement, and does not match the apparent security needs of the existing population. There is virtually no physical space available to support offender program and treatment needs. Based on information uncovered during this study, there is a need for lower minimum custody and community custody jail housing. Since enlarging the existing facility may not be possible due to its location, decision makers should consider constructing a new minimum security, treatment and program based building with space to support necessary ongoing programs.

System Enhancements and Strategies

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

Investigate pretrial confinement policies, procedures and administrative practices. While this report contains an initial profile of persons detained in pretrial status, further investigation is recommended to determine risk levels of persons incarcerated, bond statuses and reasons for confinement. There are, for example, a large number of

detainees how are confined without bond for reasons that are not apparent. In addition, available data suggests that over 90% of ordered secure bonds are for amounts of \$5,000 or less – amounts that poor people may not be able or willing to pay. In the face of research that suggests that requirements of small secured bond amounts is not related to public safety or appearances in court, further investigation is recommended.

Increase current pretrial and local probation staff levels. Decision makers should consider funding new positions rather waiting for the State funding process which can take several years. There should be phased plan for the expansion of Pretrial and Local Probation services and program options to coincide with the jail planning. A total of 6.5 pretrial and local probation officers combined to provide services to a community with over 125,000 residents with an annual operating budget of just over \$635,000 is not adequate to provide services and programs for the offender population, and certainly does support any future expansion of programs and services in the community. Current staff levels for both pretrial and local probation services are inadequate to cope with current and projected workloads and should be increased (at a minimum) to a level in keeping with the projected growth in the offender population.

Expand home electronic monitoring and GPS monitoring as pre- and post- trial supervision options. While not widely used in Virginia, effective electronic monitoring of both pretrial and sentenced offenders who would otherwise be incarcerated in jail provides a viable and effective mechanism for controlling jail crowding.

Investigate/implement an Adult Drug Court program. Substance abuse among offenders in Rockingham-Harrisonburg is pervasive. Jail classification records reviewed in this study revealed that 98% of classified offenders have alcohol and drug abuse issues resulting in social, economic or legal problems or result in assaultive behavior. It is widely accepted that Drug Courts reduce recidivism for persons who complete the program. The process of treating substance abuse is a long one requiring a long term commitment of resources, and success rates for participants are traditionally fairly low. As such, this program should probably not be looked at as a program that will reduce jail bed needs in the near term but be recognized as one alternative program within the system.

Investigate/Implement a Day Reporting program. This program should be investigated as a jail-alternative program for the increasing probation violator population within the jail. Intermediate sanction programs such as intensive probation supervision, house arrest, electronic monitoring and day reporting are intended to serve as a step between the security and punishment of jails. Day Reporting allows for treatment and supervision in a setting that is more secure than ordinary probation but less secure than jail confinement. While at a center participants typically receive close monitoring and supervision, substance abuse screening, educational services, vocational training, drug counseling and treatment, and other services. This program has the potential to have a near term impact on jail bed needs by allowing targeted offenders to be removed from jail and admitted to this program.

Implement and strengthen new jail-based programs. Jail-based programming needs are many. Basic jail-based programs are not available due to the lack of space and personnel, including: Work Release, Education Release, Public Work Force, Electronic Home Monitoring, Weekend Sentencing (non-consecutive sentencing). In the consultants' experience the jails across Virginia that operate the most robust jail-based

programs have several important characteristics in common, they have: (1) sufficient space to provide programs and services (in both housing and support areas); (2) formed viable collaborations with community volunteer and community agency groups; (3) demonstrated commitments to providing programs and services to offenders through their jail operations, and (4) program options that have the support of key decision makers in their communities.

Expand and strengthen reentry services for incarcerated offenders. The nature and extent of existing reentry programming was not entirely clear over the course of this project. However, the provision of reentry and transition services is an important service delivery component of many jail-based programs.

Provide expanded Mental Health and Substance Abuse services within the jail. Increasingly, offenders with chronic mental health issues are residing in local and regional jails, and greatly contributing to the “revolving jail door” that is apparent in Rockingham-Harrisonburg. There are several basic components to an effective programming effort in this regard. First, it should be collaborative effort between the public/mental health and criminal justice systems, and a jail treatment team composed of certified/licensed professionals is necessary to provide effective therapy, administer an expanded formulary of psychotropic medications, and conduct psychological and forensic evaluations. Second, transitional planning is critical for providing the appropriate behavioral health care to enhance clinical stability and community re-integration and to reduce the probability of future re-arrest and incarceration. Third, effective programming will require, the cooperation of the prosecutors, public defenders, judges, local law enforcement personnel, correctional facility staff, housing providers, probation officers, mental health service providers and advocates.

Section 1
**Population Profile for the
Rockingham – Harrisonburg Regional Jail Service Area**

DRAFT

Jurisdiction Demographic Profile

Significant Finding: Growth and declines in jail populations generally do not mirror growth in the general population. Population decline/growth, population density and the economic climate are factors that have varying influences on jail capacity needs. Increases in community populations, as well as changes in the demographic texture of the community can place extraordinary pressure on jail system resource requirements. Community population growth in Rockingham County and the City of Harrisonburg (referred to as the Jail Service Area) is projected to continue to grow at rate well above the State wide average. This population growth will continue to exert pressure on community infrastructure systems and services needs in the future, including the educational, public health and criminal justice systems.

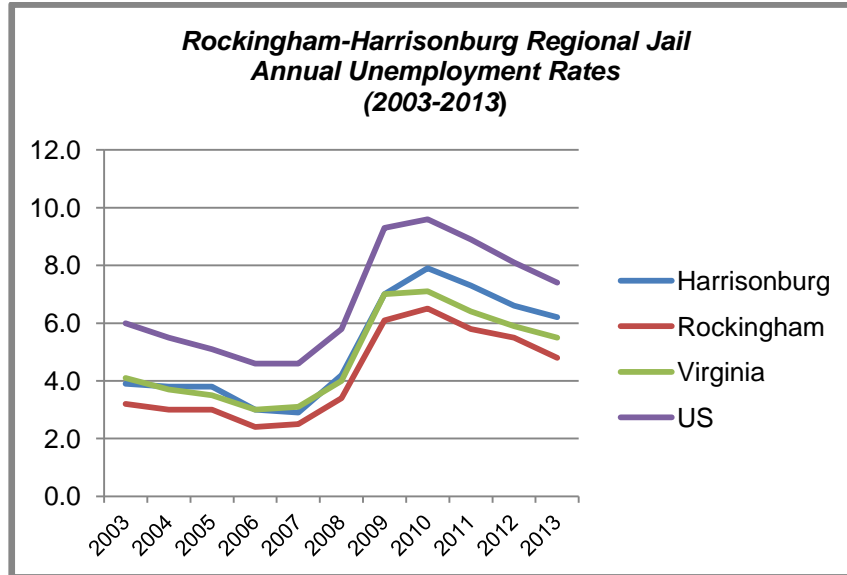
A summary overview of the demographic composition of the localities (Rockingham County and the City of Harrisonburg) participating in the Regional Jail is displayed the following table.

Rockingham-Harrisonburg Regional Jail Service Area								
Demographic Profile of Participating Localities								
Locality	White	Black	Other	Median Household Income	Percentage Between 20-39 Years of Age	Population Below Poverty Level	Area/Sq. Miles	Persons/Sq. Miles
Harrisonburg City	78.4%	6.4%	15.2%	\$36,853	50.0%	35.0%	17.4	2808.2
Rockingham County	93.3%	1.7%	5.1%	\$51,721	22.8%	10.7%	849.1	89.9
Virginia	68.6%	19.4%	12.0%	\$63,636	34.5%	11.1%	39,490.1	202.6

- With a total population of approximately 125,000 in Rockingham County and Harrisonburg combined, the City of Harrisonburg incorporates a total of 17.4 square miles, and the County of Rockingham incorporates 849.1 square miles. In stark contrast to each other, there are 2,808 persons per square mile in the City and 89.9 persons per square mile in the County. Median household income in both localities is below the Virginia average. Due to the large college student population in Harrisonburg half of the population residing in the City are between the ages of 20-39 years; 23% of the Rockingham County community are 20-39 years of age.

The exhibit below displays the 2003-2013 trends in unemployment rates for the City and County compared to the Virginia and the United States.

- The unemployment rate in Rockingham County has consistently been below the State average

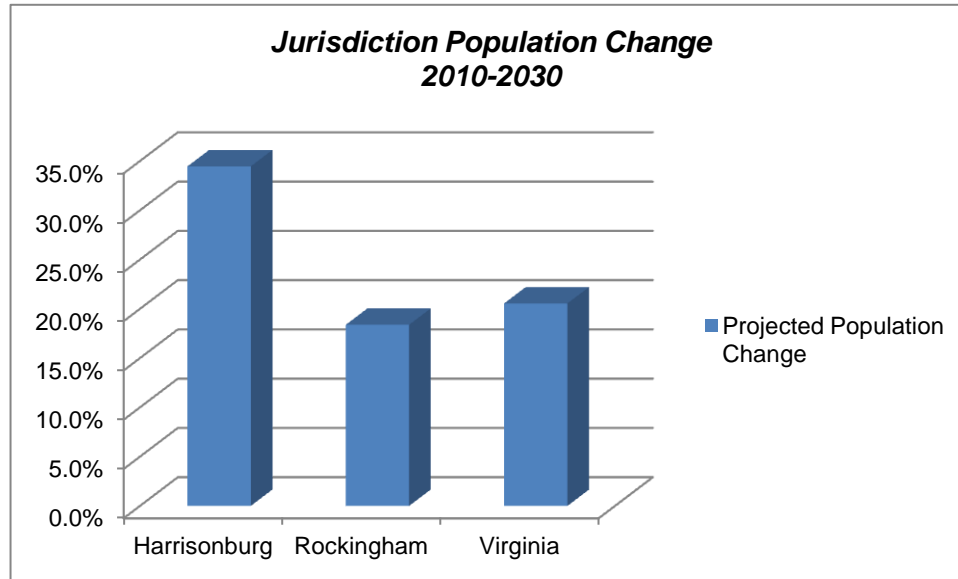


- In 2010, the Virginia population totaled 8 million people, and grew by approximately one million (13.0%) between 2000 and 2010; by comparison the City's general population increased at nearly twice that rate, and by 20.9%, and the County population increased by just under 13%.
- The combined population in the two localities increased by just over 17,000 people between 2000-2010 – 15.8% growth.

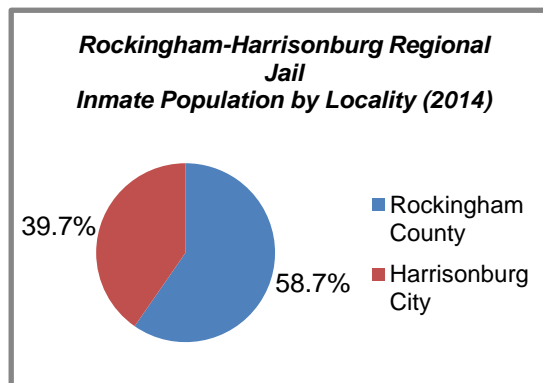
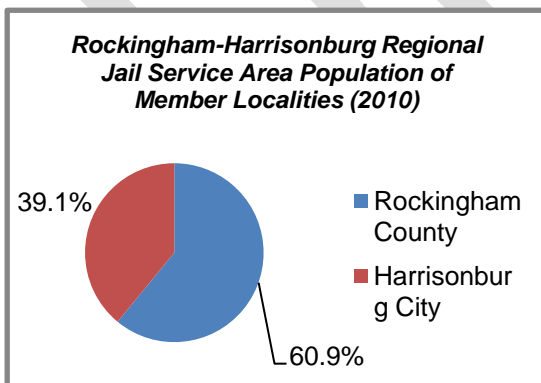
Rockingham-Harrisonburg Regional Jail General Population Change								
Year	Rockingham County		Harrisonburg City		Virginia		Jail Service Area	
	Number	Change	Number	Change	Number	Change	Number	Change
2000	67,714	--	40,453	--	7,079,030	--	108,167	--
2010	76,314	12.7%	48,914	20.9%	8,001,024	13.0%	125,228	15.8%
2020	83,431	9.3%	57,114	16.8%	8,811,512	10.1%	140,545	12.2%
2030	90,341	8.3%	65,768	15.2%	9,645,281	9.5%	156,109	11.1%
2040	97,249	7.6%	75,015	14.1%	10,530,228	9.2%	172,264	10.3%

- Between 2000-2010 the combined general population in Rockingham and Harrisonburg increased at a faster rate than the State as a whole.
- The general population residing in Harrisonburg and Rockingham is projected to continue to increase in the future at a rate of growth far faster than the State as a whole.
- Between the years 2010 and 2030 the Rockingham County community is projected grow by 18.4%; the Harrisonburg City population is projected to grow by 34.5%, and the

combined communities are projected to increase by just under 25% - well above the State average.



- When the populations of both Harrisonburg and Rockingham are compared, 60.9% of the community resides in the County and 39.1% reside in the City. This percentage distribution is generally reflected in the makeup of the Jail population.
- The County of Rockingham contributes approximately 60% of local inmates confined in the Regional Jail, and Harrisonburg City inmates make up approximately 40% of the jail population.



Section 2
Criminal Justice System Trends

DRAFT

Criminal Justice System Trends

This section of the report presents an analysis of the criminal justice system data associated with reported crime, crime rates, adult arrests and circuit court caseloads for the Rockingham-Harrisonburg Regional Jail Service Area. The information in this section of the report was obtained primarily from the *Crime in Virginia* report published annually by the Virginia State Police and the Commonwealth of Virginia's *Circuit Court Caseload Reporting System* maintained by the Office of the Executive Secretary, Supreme Court of Virginia. Both the annual reports from the State Police and the Circuit Court Caseload Reporting System are based on information submitted by City, County and University Police Departments, Sheriff's Departments and Circuit Courts. This section is organized as follows:

- Section A, presents an overview of crime trends and law enforcement resources for the five year period ending in calendar year 2013.
- Section B, presents trends in adult arrests over a five year period for both Group A (more serious) and Group B (less serious) offenses.
- Section C, presents a review of the Circuit Court criminal caseload activity and case processing times between 2009 - 2013.

Section A – Reported Crime, Crime Rates & Law Enforcement Personnel

The State Police reports both "Crime Incidents" and "Crime Offenses." Multiple offenses can be associated with a single incident. When the number of incidents are expressed as a "rate/100,000 population", it is referred to as the incident rate. The difference is that the rate, by incorporating the civilian population into the calculation, allows comparisons with prior years (by adjusting for population changes) and to other jurisdictions (by adjusting for differences in the total civilian population).

Significant Finding: 75% of crime reported by the City and County combined is reported by Harrisonburg City; crime increased in Rockingham County by just under 60% between 2009 -2013, and by 7.3% in 2013; despite a one year increase in reported crime of 9.4% in 2013, crime in Harrisonburg increased by less than 2% between 2009-2013.

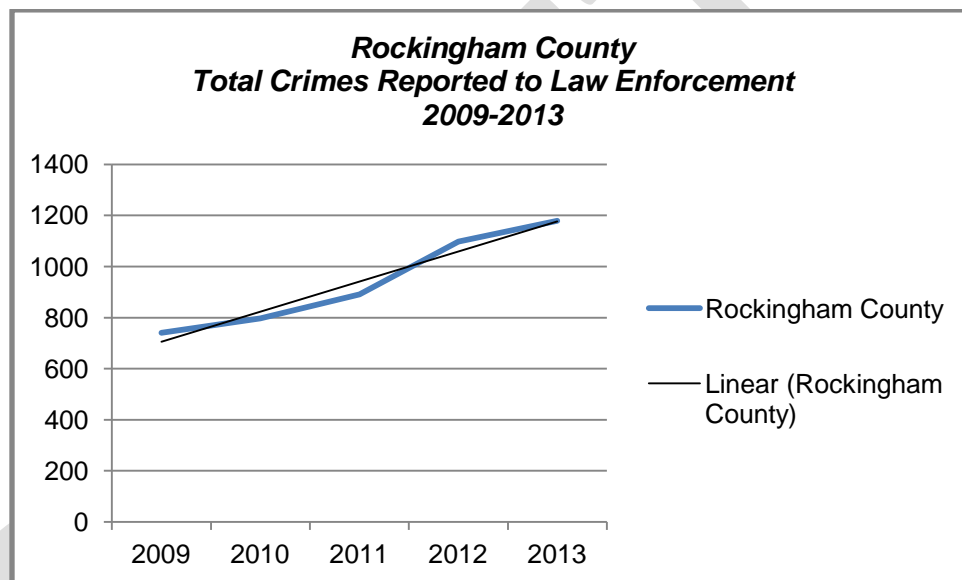
Reported Crime

Summaries of crime trends are displayed for Rockingham County, the City of Harrisonburg, and the combined Regional Jail service area, in the text, tables and Exhibits that follow.

Rockingham County

- Five offense categories represented approximately 80% of all reported crime in Rockingham County in 2013 – the most recent year for which data are available. The top five most frequently reported criminal offenses in 2013 were: Larceny (22.7% of offenses); Drugs (22.4%); Vandalism (16.4%); Burglary (10.5%), and Simple Assault (7.5% of offenses).

- Reported Drug and Narcotic offenses represented 22.4% of reported offenses in 2013 – basically the same percentage of total reported crime in 2009.
- The number of crime incidents reported to law enforcement in the County increased from 655 in 2009, to 1,010 in 2013 – an increase of 355 incidents and 54.2% growth.
- Noteworthy increases in reported offense categories over the past five years are observed in the categories of Aggravated Assault (+245.5%), Forgery (+550.0%), Pornography (+233.3%), Drug/Narcotic Offenses (65.0%) and Burglary (+63.2%).
- The number of criminal offenses reported to law enforcement has trended upward each year since 2009, with annual increases between 7% - 23% per year, and an average of 12.5% per year over the five year period.

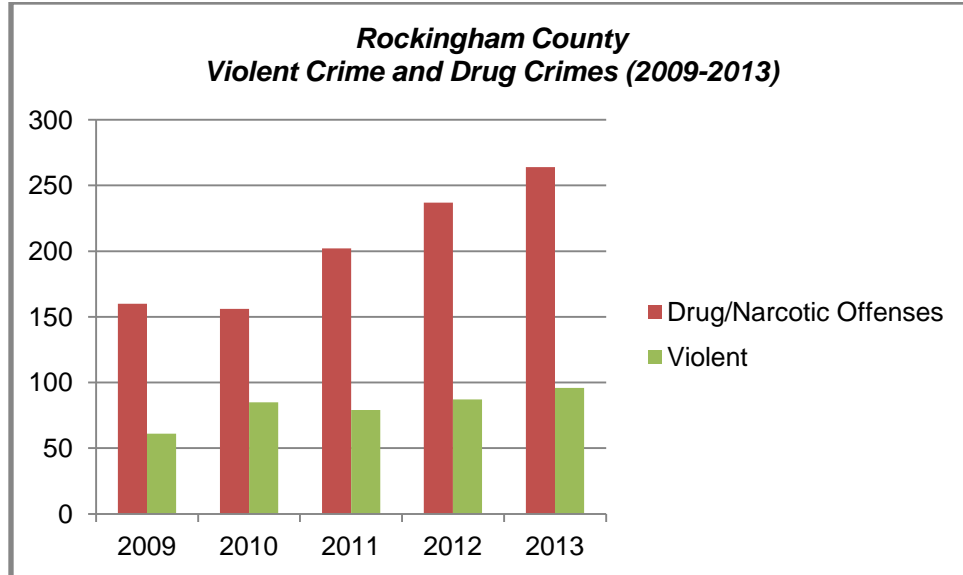


- While the general population of the County grew by an estimated approximate one percent per year, reported crime increased by 12 times this growth.
- The number of Drug/Narcotic offenses reported to law enforcement increased from 160 in 2009, to 264 in 2013 – an increase of 65%.
- The number of violent criminal offenses (murder, rape, robbery, kidnapping, and forcible sex offenses) reported to law enforcement increased from 61 in 2009, to 96 in 2013 – an increase of 57.3%.
- The crime incident rate per 100,000 residents in Rockingham County increased from 852.8 in 2009, to 1,362.8 in 2013 – an increase of 510 incidents per year and 59.8% growth.

Rockingham County					
2009 - 2013 Crimes Reported to Law Enforcement					
	2009	2010	2011	2012	2013
Population	59,448	57,533	58,516	58,705	58,997
Incident Rate/100,000	852.8	1,011.6	1,027.1	1,228.2	1,362.8
Total Incidents	655	697	781	942	1,010
Murder/Manslaughter	2	0	1	0	0
Kidnapping/Abduction	2	3	6	2	11
Forcible Rape	13	14	17	11	11
Other Forcible Sex Offenses	26	42	28	33	35
Robbery	7	1	2	4	1
Aggravated Assault	11	25	25	37	38
Simple Assault	53	72	69	74	88
Arson	9	4	4	0	4
Extortion	0	0	0	0	2
Burglary	76	79	75	133	124
Larceny	146	203	209	256	268
Auto Theft	29	21	25	27	18
Forgery	4	9	13	15	26
Fraud	42	28	37	47	50
Embezzlement	4	5	7	4	4
Stolen Property	5	12	17	8	3
Vandalism	129	95	121	176	193
Drug/Narcotic Offenses	160	156	202	237	264
Non-forcible Sex Offenses	3	5	0	3	0
Pornography	3	5	8	5	10
Gambling	0	0	0	0	1
Prostitution	0	0	0	0	0
Bribery	0	0	0	0	0
Weapon Law Violation	17	18	25	26	28
Total	741	797	891	1,098	1,179
Change	59.1%				

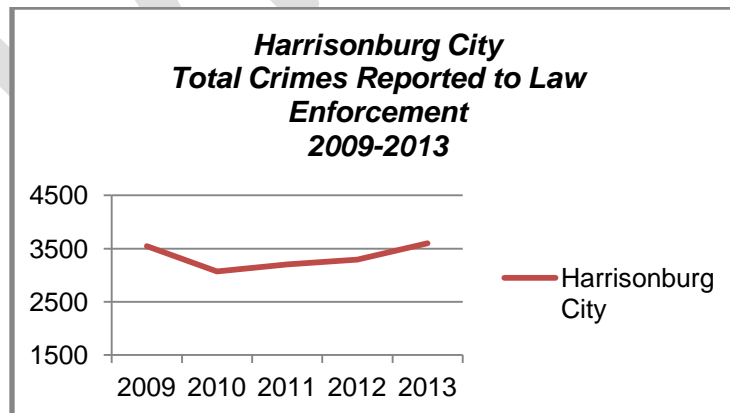
Rockingham County					
2009 - 2013 Crimes Reported to Law Enforcement					
	2009	2010	2011	2012	2013
Population	59,448	57,533	58,516	58,705	58,997
Incident Rate/100,000	853	1,012	1,027	1,228	1,363
Total Incidents	655	697	781	942	1,010
Murder/Manslaughter	0.3%	0.0%	0.1%	0.0%	0.0%
Kidnapping/Abduction	0.3%	0.4%	0.7%	0.2%	0.9%
Forcible Rape	1.8%	1.8%	1.9%	1.0%	0.9%
Other Forcible Sex Offenses	3.5%	5.3%	3.1%	3.0%	3.0%
Robbery	0.9%	0.1%	0.2%	0.4%	0.1%
Aggravated Assault	1.5%	3.1%	2.8%	3.4%	3.2%
Simple Assault	7.2%	9.0%	7.7%	6.7%	7.5%
Arson	1.2%	0.5%	0.4%	0.0%	0.3%
Extortion	0.0%	0.0%	0.0%	0.0%	0.2%
Burglary	10.3%	9.9%	8.4%	12.1%	10.5%
Larceny	19.7%	25.5%	23.5%	23.3%	22.7%
Auto Theft	3.9%	2.6%	2.8%	2.5%	1.5%
Forgery	0.5%	1.1%	1.5%	1.4%	2.2%
Fraud	5.7%	3.5%	4.2%	4.3%	4.2%
Embezzlement	0.5%	0.6%	0.8%	0.4%	0.3%
Stolen Property	0.7%	1.5%	1.9%	0.7%	0.3%
Vandalism	17.4%	11.9%	13.6%	16.0%	16.4%
Drug/Narcotic Offenses	21.6%	19.6%	22.7%	21.6%	22.4%
Non-forcible Sex Offenses	0.4%	0.6%	0.0%	0.3%	0.0%
Pornography	0.4%	0.6%	0.9%	0.5%	0.8%
Gambling	0.0%	0.0%	0.0%	0.0%	0.1%
Prostitution	0.0%	0.0%	0.0%	0.0%	0.0%
Bribery	0.0%	0.0%	0.0%	0.0%	0.0%
Weapon Law Violation	2.3%	2.3%	2.8%	2.4%	2.4%
Total	100.0%	100.0%	100.0%	100.0%	100.0%

- The number of Drug/Narcotic offenses reported to law enforcement increased from 564 in 2009, to 647 in 2013 – an overall increase of 15.3% over the five year period, and a 14.5% increase between 2012-2013.
- The number of violent criminal offenses (murder, rape, robbery, kidnapping, and forcible sex offenses) reported to law enforcement declined from 154 in 2009, to 121 in 2013 – a decrease of 21.4%.



City of Harrisonburg

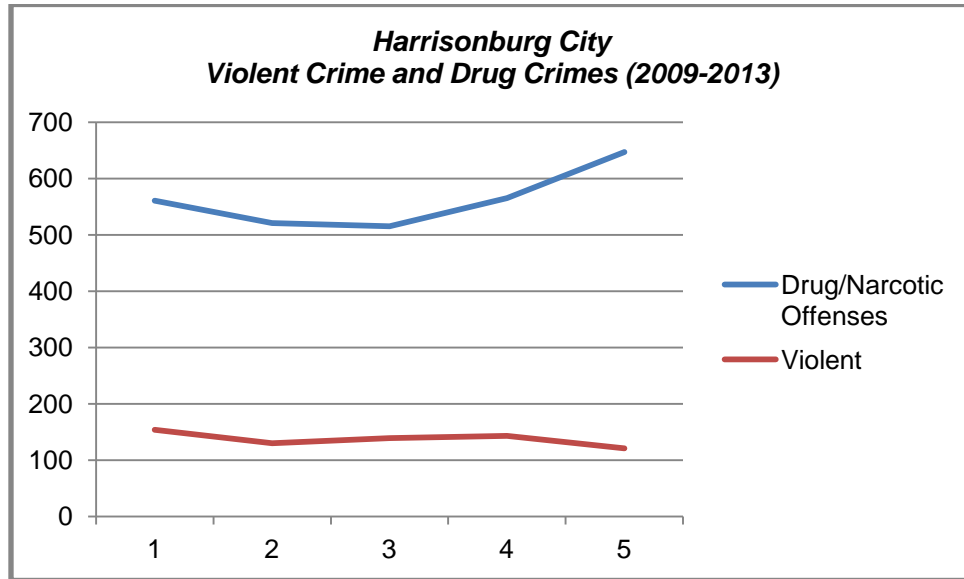
- Similar to Rockingham County, the most commonly reported crimes in the City of Harrisonburg in 2013 were Larceny (31.5% of total offenses), Drug Offenses (18.0%) Simple Assault (16.9%), and Vandalism (15.2% of offenses) – these four offense categories represented 81.6% of all crime reported in 2013.
- The proportion of Drug and Narcotic offenses reported to law enforcement in the City are somewhat lower than in Rockingham County; in 2013, Drug offenses represented 22.4% of crime in the County, while in the City Drug offenses represented 18.0% of total crime.
- The total number of criminal offenses reported to law enforcement each year in Harrisonburg declined between 2009 – 2012 by 250 offenses per year (-7.1%) before increasing from 3,293 to 3,601 between 2012-2013 – a one year increase of 9.4%.



- Due to the large reported increase in the general population of the City, the incident rate per 100,000 population in the City of Harrisonburg declined from 5,892 incidents in 2009, to 5,429 incidents in 2013 – decrease of 7.9%.

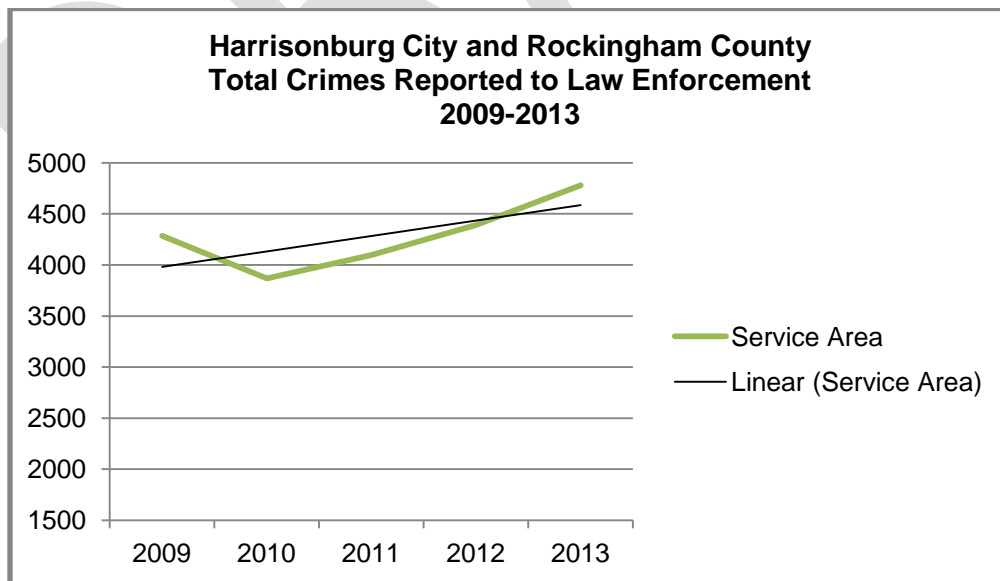
City of Harrisonburg					
2009 - 2013 Crimes Reported to Law Enforcement					
	2009	2010	2011	2012	2013
Population	46,896	48,914	50,057	50,862	52,127
Incident Rate/100,000	5,891.8	4,949.1	4,966.3	5,082.4	5,429.0
Total Incidents	3,031	2,643	2,744	2,859	3,045
Murder/Manslaughter	0	1	1	1	1
Kidnapping/Abduction	7	17	21	14	7
Forcible Rape	10	12	13	15	16
Other Forcible Sex Offenses	11	20	17	17	10
Robbery	27	13	19	25	16
Aggravated Assault	99	67	68	71	71
Simple Assault	480	444	487	578	609
Arson	5	11	7	6	1
Extortion	1	1	1	0	1
Burglary	187	139	159	154	181
Larceny	1,012	914	881	902	1135
Auto Theft	59	36	37	28	36
Forgery	44	53	53	29	38
Fraud	185	165	180	194	189
Embezzlement	2	16	16	15	19
Stolen Property	17	10	8	13	15
Vandalism	775	568	657	587	546
Drug/Narcotic Offenses	561	521	515	565	647
Non-forcible Sex Offenses	1	1	1	0	2
Pornography	1	6	3	11	2
Gambling	0	0	0	0	0
Prostitution	1	2	2	2	4
Bribery	0	0	0	2	0
Weapon Law Violation	58	53	59	64	55
Total	3,543	3,070	3,205	3,293	3,601
Change	1.6%				

City of Harrisonburg					
2009 - 2013 Crimes Reported to Law Enforcement					
	2009	2010	2011	2012	2013
Population	46,896	48,914	50,057	50,862	52,127
Incident Rate/100,000	5,892	4,949	4,966	5,082	5,429
Total Incidents	3,031	2,643	2,744	2,859	3,045
Murder/Manslaughter	0.0%	0.0%	0.0%	0.0%	0.0%
Kidnapping/Abduction	0.2%	0.6%	0.7%	0.4%	0.2%
Forcible Rape	0.3%	0.4%	0.4%	0.5%	0.4%
Other Forcible Sex Offenses	0.3%	0.7%	0.5%	0.5%	0.3%
Robbery	0.8%	0.4%	0.6%	0.8%	0.4%
Aggravated Assault	2.8%	2.2%	2.1%	2.2%	2.0%
Simple Assault	13.5%	14.5%	15.2%	17.6%	16.9%
Arson	0.1%	0.4%	0.2%	0.2%	0.0%
Extortion	0.0%	0.0%	0.0%	0.0%	0.0%
Burglary	5.3%	4.5%	5.0%	4.7%	5.0%
Larceny	28.6%	29.8%	27.5%	27.4%	31.5%
Auto Theft	1.7%	1.2%	1.2%	0.9%	1.0%
Forgery	1.2%	1.7%	1.7%	0.9%	1.1%
Fraud	5.2%	5.4%	5.6%	5.9%	5.2%
Embezzlement	0.1%	0.5%	0.5%	0.5%	0.5%
Stolen Property	0.5%	0.3%	0.2%	0.4%	0.4%
Vandalism	21.9%	18.5%	20.5%	17.8%	15.2%
Drug/Narcotic Offenses	15.8%	17.0%	16.1%	17.2%	18.0%
Non-forcible Sex Offenses	0.0%	0.0%	0.0%	0.0%	0.1%
Pornography	0.0%	0.2%	0.1%	0.3%	0.1%
Gambling	0.0%	0.0%	0.0%	0.0%	0.0%
Prostitution	0.0%	0.1%	0.1%	0.1%	0.1%
Bribery	0.0%	0.0%	0.0%	0.1%	0.0%
Weapon Law Violation	1.6%	1.7%	1.8%	1.9%	1.5%
Total	100.0%	100.0%	100.0%	100.0%	100.0%



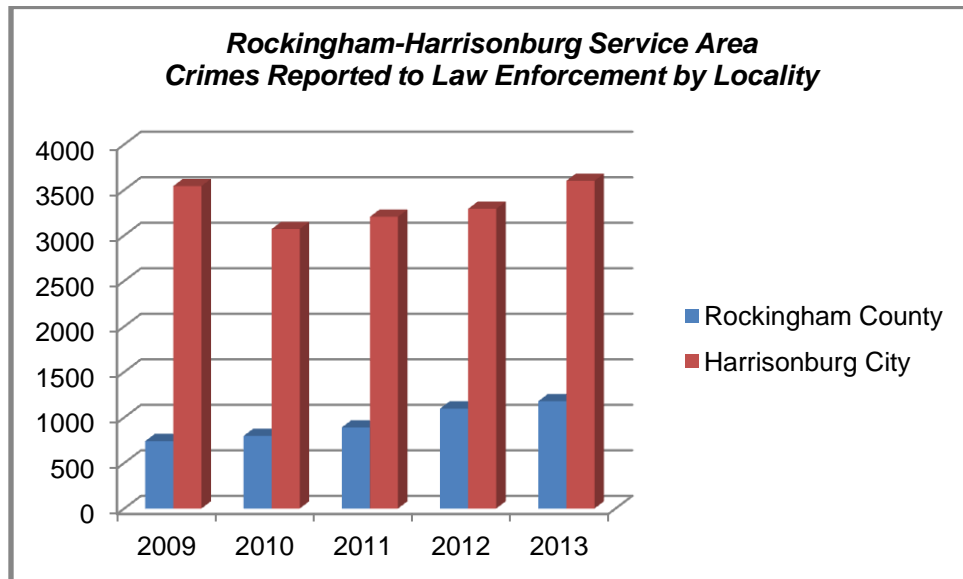
Rockingham-Harrisonburg Regional Jail Service Area

- As seen in the table that follows in this section of the report, reported crime in the jail Service Area (the combined County and City) increased from 4,284 in 2009, to 4,789 in 2013 – a total increase of 11.6% over the five year period.

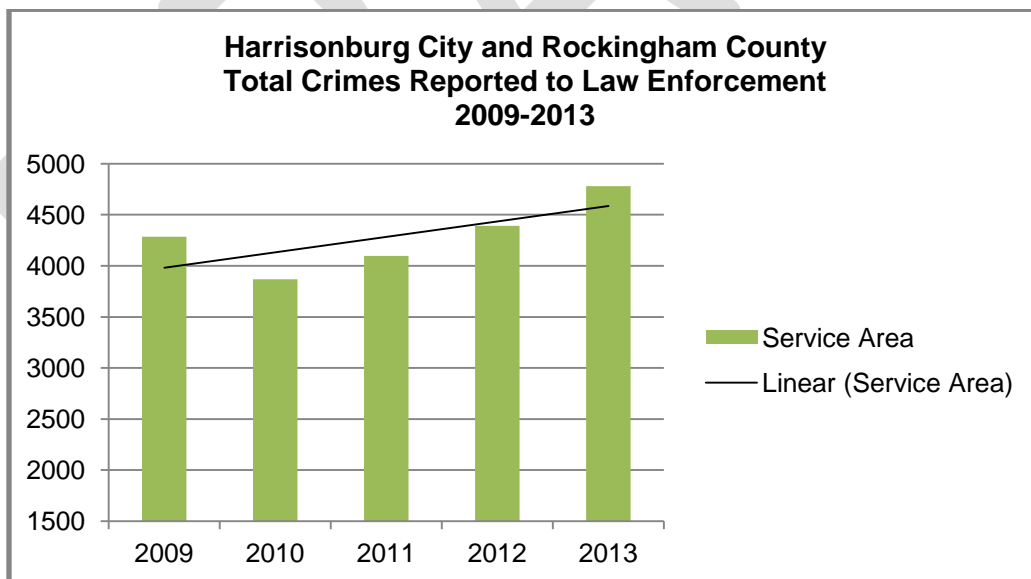


- Reported offenses declined between 2009-2011, from 4,284 – 4,096 per year; between 2011-2013 total reported crime increased by 684 offenses per year, and a two year increase of 16.7%.
- Noteworthy increases in the combined City and County are reported for the offenses of Embezzlement (+283.3%); Pornography (+200.0%); Kidnapping/Abduction (+100.0%); Forgery (+33.3%) and Drugs (+26.4%).

Rockingham - Harrisonburg Regional Jail Service Area					
2009 - 2013 Crimes Reported to Law Enforcement					
	2009	2010	2011	2012	2013
Population	106,344	106,447	108,573	109,567	111,124
Incident Rate/100,000	--	--	--	--	--
Total Incidents	3,686	3,340	3,525	3,801	4,055
Murder/Manslaughter	2	1	2	1	1
Kidnapping/Abduction	9	20	27	16	18
Forcible Rape	23	26	30	26	27
Other Forcible Sex Offenses	37	62	45	50	45
Robbery	34	14	21	29	17
Aggravated Assault	110	92	93	108	109
Simple Assault	533	516	556	652	697
Arson	14	15	11	6	5
Extortion	1	1	1	0	3
Burglary	263	218	234	287	305
Larceny	1,158	1,117	1,090	1,158	1,403
Auto Theft	88	57	62	55	54
Forgery	48	62	66	44	64
Fraud	227	193	217	241	239
Embezzlement	6	21	23	19	23
Stolen Property	22	22	25	21	18
Vandalism	904	663	778	763	739
Drug/Narcotic Offenses	721	677	717	802	911
Non-forcible Sex Offenses	4	6	1	3	2
Pornography	4	11	11	16	12
Gambling	0	0	0	0	1
Prostitution	1	2	2	2	4
Bribery	0	0	0	2	0
Weapon Law Violation	75	71	84	90	83
Total	4,284	3,867	4,096	4,391	4,780
Change					11.6%



- While reported crime increased at a much faster pace in Rockingham County between 2009-2013, approximately 75% of reported crime in the Service Area is reported by the City of Harrisonburg.



Law Enforcement Personnel Trends

The number of law enforcement personnel in a locality has been shown to be related to arrest volume; arrest volume generally (although not always) is associated with jail intake volume. In general arrest volume organically varies with the number of officers available to make arrests.

- In the reporting localities the number of law enforcement personnel in the community has not increased significantly.
- Statewide, the number of law enforcement personnel increased by approximately 3% between 2009 - 2013. The number of sworn officers in Rockingham County, the City of Harrisonburg and James Madison University increased from 202 officers in 2009, to 210 in 2013 – an increase of 4.0%.

Rockingham - Harrisonburg Regional Jail Service Area							
Changes in Law Enforcement Resources (2009 - 2012)							
Jurisdictions	2009	2010	2011	2012	2013	Change	
						Number	Percent
Rockingham County							
Sheriff's Office	51	51	55	47	53	2	3.9%
Bridgewater PD	9	9	9	9	9	0	0.0%
Broadway PD	4	4	4	4	4	0	0.0%
Dayton PD	8	7	7	7	8	0	0.0%
Elkton PD	6	6	6	6	6	0	0.0%
Grottos PD	5	5	5	6	6	1	20.0%
Timberville PD	4	4	4	4	4	0	0.0%
Harrisonburg PD	87	81	87	85	89	2	2.3%
James Madison University PD	28	30	31	31	31	3	10.7%
TOTAL	202	197	208	199	210	8	4.0%

Section B - Arrest Data

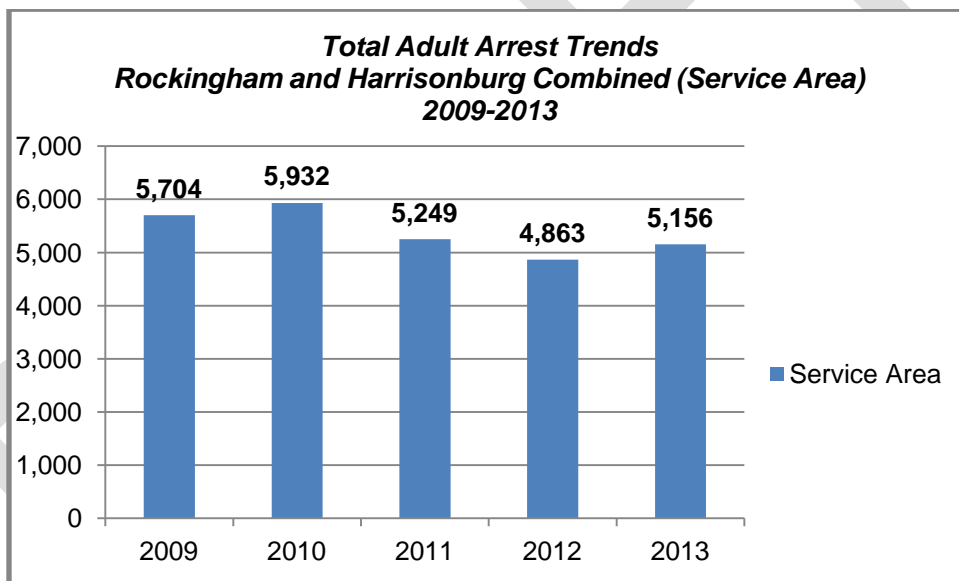
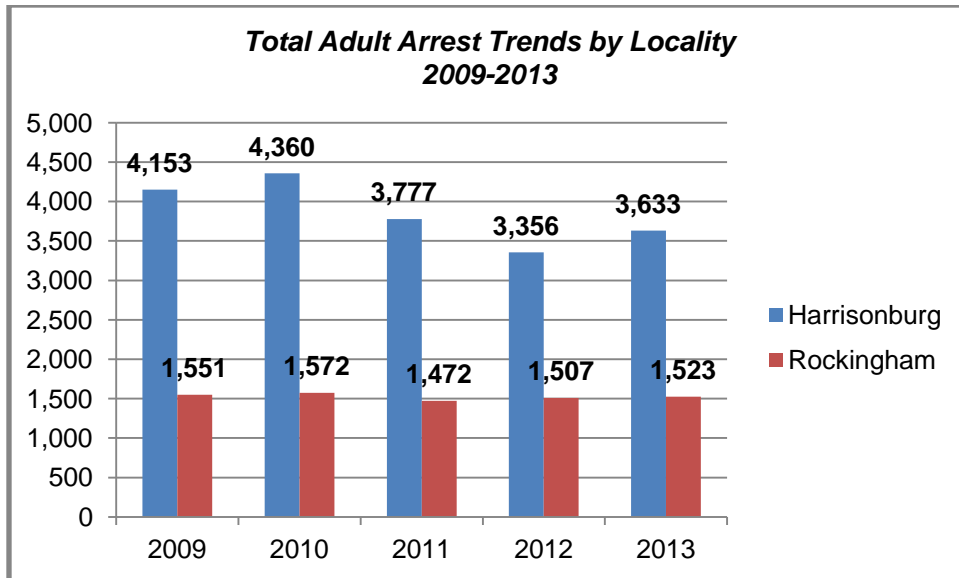
Significant Finding: Despite a 60% increase in reported crime in Rockingham County between 2009-2013, and a 2% increase in reported crime in Harrisonburg during the same period, adult arrests in Rockingham and Harrisonburg combined reported in 2013 were 9.6% below the number reported in 2009; there were 5,704 adult arrests in 2009, and 5,156 (548 fewer arrests) in 2013.

Significant Finding: Arrests for more serious offenses are increasing. In Harrisonburg, while arrests for less serious crime declined by 27.9%, arrests for more serious offenses increased by 45.3% between 2009-2013. In Rockingham County, arrests for more serious offense increased by 53.6% between 2009-2013, while arrests for less serious crimes declined by 14.6%.

Arrest data for calendar years 2009 through 2013 for Rockingham County and the City of Harrisonburg were obtained from the *Crime in Virginia* reports issued by the Virginia State Police. The individual arrests, by locality and the combined Service Area are reported by group (category), and summarized by Group A and Group B categories in the tables and exhibits that follow.

Rockingham-Harrisonburg Regional Jail Service Area

- A total of 26,904 adult arrests were made by law enforcement in Rockingham and Harrisonburg over the five year period ending 2013 – an average of approximately 5,400 per year.
- Overall, in the combined Service Area, adult arrests reported in 2013 were 9.6% below the number reported in 2009; there were 5,704 adult arrests in 2009, and 5,156 (548 fewer arrests) in 2013.
- Over the last five years the most frequently occurring specific reported arrest offense categories have been: (1) “All Other” (32.1% of the total); (2) Drunkenness (16.3% of the total), and (3) Drug and Narcotic Crimes (9.2% of the total).
- 77.5 % of arrests in 2013 were by Harrisonburg law enforcement; 22.5% of arrests occurred in the County.



For ease of analysis and presentation, the arrests for 2009-2013 are grouped into 10 broad categories.

- **Violent Crimes** - Murder/Manslaughter, Kidnapping/Abduction, Forcible Rape, Other Forcible Sex Offenses, Robbery and Aggravated Assault.
- **Simple Assault**
- **Burglary**
- **Larceny**
- **Destruction/Damage/Vandalism of Property**
- **Drug/Narcotic Offenses**

- **Other Property** - Arson, Extortion/Blackmail; Motor Vehicle Theft, Counterfeiting/Forgery, Fraud, Embezzlement, Stolen Property, Bribery, and Bad Checks.
- **Other Sex Offenses** - Non-forcible Sex Offenses, Pornography, Prostitution, and Family Offenses
- **Alcohol Related** – DUI, Drunkenness, and Liquor Law Violations
- **All others** - Gambling, Weapon Law Violations, Curfew, Disorderly Conduct, Peeping Tom, Runaway, Trespass, Conspiracy and all others (except traffic).

The number of arrests and the percent of the total represented by each crime type for Rockingham County and Harrisonburg are presented in the two tables and exhibits that follow.

Rockingham- Harrisonburg Service Area Adult Arrests by Category (2009-2013)								
Offense Category	2009	2010	2011	2012	2013	TOTAL	Number Change	Percent Change
Violent	89	84	58	92	72	395	-17	-19.1%
Simple Assault	267	304	306	354	331	1,562	64	24.0%
Weapon Law Violations	37	53	38	41	28	197	-9	-24.3%
Burglary	43	25	35	50	39	192	-4	-9.3%
Larceny	177	267	292	350	445	1,531	268	151.4%
Vandalism	56	49	77	56	65	303	9	16.1%
Drug/Narcotic Offenses	368	502	522	470	614	2,476	246	66.8%
Other Property	335	330	354	273	308	1,600	-27	-8.1%
Other Sex	2	8	9	8	8	35	6	300.0%
Alcohol	2,114	2,068	2,009	1,788	1,623	9,602	-491	-23.2%
Other	2,216	2,242	1,549	1,381	1,623	9,011	-593	-26.8%
Total	5,704	5,932	5,249	4,863	5,156	26,904	-548	-9.6%

- Arrests for the most serious offenses involving crimes against persons (murder, manslaughter, forcible rape, robbery and aggravated assault) declined by 19.1% over the last five years.
- Arrests for Larceny, Drug/Narcotic Offenses, Simple Assault and “Other Sex” offenses all increased between 2009 – 2013 – these categories comprised 27% of adult arrests in 2013.
- Over the five year period ending 2013, arrests for Alcohol offenses, Weapon Law Violations, Burglary and Other Property Offenses all declined.
- The percentage of arrests by major category for the five year study period are depicted in the table that follows. The “all other offenses” arrest category, which accounts for about a third of all arrests in Rockingham and Harrisonburg combined, is the single

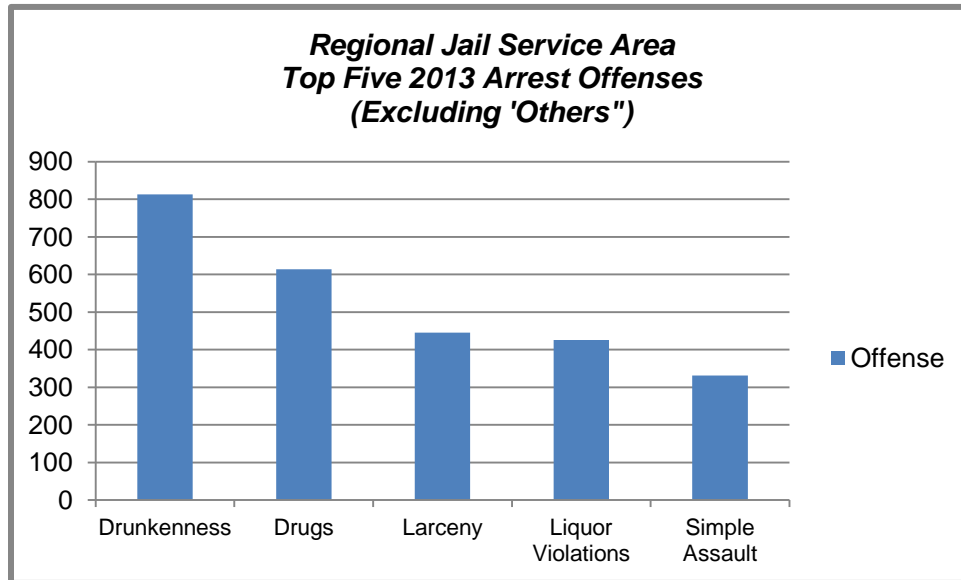
largest category. This category generally includes less serious offenses such as (but not limited to) abduction, bigamy, blackmail, contempt of court, probation/parole violations, perjury, possession of burglary tools and trespassing.

Rockingham Harrisonburg Service Area Adult Arrests by Category (2009-2013)						
Offense Category	2009	2010	2011	2012	2013	TOTAL
Violent	1.6%	1.4%	1.1%	1.9%	1.4%	1.5%
Simple Assault	4.7%	5.1%	5.8%	7.3%	6.4%	5.8%
Weapon Law Violations	0.6%	0.9%	0.7%	0.8%	0.5%	0.7%
Burglary	0.8%	0.4%	0.7%	1.0%	0.8%	0.7%
Larceny	3.1%	4.5%	5.6%	7.2%	8.6%	5.7%
Vandalism	1.0%	0.8%	1.5%	1.2%	1.3%	1.1%
Drug/Narcotic Offenses	6.5%	8.5%	9.9%	9.7%	11.9%	9.2%
Other Property	5.9%	5.6%	6.7%	5.6%	6.0%	5.9%
Other Sex	0.0%	0.1%	0.2%	0.2%	0.2%	0.1%
Alcohol	37.1%	34.9%	38.3%	36.8%	31.5%	35.7%
Other	38.8%	37.8%	29.5%	28.4%	31.5%	33.5%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

- Detailed annual arrest data for the combined Service Area is presented in the table that follows.

Rockingham - Harrisonburg Regional Jail Service Area 2009 - 2013 Adult Arrests by Offense						
Offense	2009	2010	2011	2012	2013	Total
Murder/Manslaughter	4	2	1	1	0	8
Kidnapping/Abduction	5	13	14	12	12	56
Sex Offenses, Forcible	14	23	12	16	13	78
Robbery	11	6	13	18	10	58
Aggravated Assault	55	40	18	45	37	195
Simple Assault/Intimidation	267	304	306	354	331	1,562
Arson	6	7	0	0	1	14
Extortion/Blackmail	0	0	0	0	1	1
Burglary	43	25	35	50	39	192
Larceny	177	267	292	350	445	1,531
Motor Vehicle Theft	4	3	6	5	9	27
Counterfeiting/Forgery	19	35	38	25	22	139
Fraud	55	63	60	63	56	297
Embezzlement	20	14	18	9	13	74
Stolen Property	20	12	17	9	10	68
Vandalism	56	49	77	56	65	303
Drug/Narcotic Offenses	368	502	522	470	614	2,476
Sex Offenses, Nonforcible	2	3	3	2	2	12
Pornography	0	1	3	4	1	9
Gambling	0	0	0	0	0	0
Prostitution	0	4	3	2	5	14
Bribery	0	0	0	3	0	3
Weapon Law Violations	37	53	38	41	28	197
TOTAL GROUP A	1,163	1,426	1,476	1,535	1,714	7,314
Bad Checks	90	69	128	69	74	430
Curfew/Loitering/Vagrancy	0	0	0	0	0	0
Disorderly Conduct	54	51	20	27	42	194
Driving Under the Influence	543	398	388	427	384	2,140
Drunkenness	842	831	989	909	813	4,384
Family Offenses, Nonforcible	32	28	17	41	25	143
Liquor Law Violations	729	839	632	452	426	3,078
Peeping Tom	2	1	0	2	3	8
Runaway	0	0	0	0	0	0
Trespass of Real Property	121	127	87	90	122	547
Conspiracy	2	5	1	9	2	19
All Other (except Traffic)	2,126	2,157	1,511	1,302	1,551	8,647
TOTAL GROUP B	4,541	4,506	3,773	3,328	3,442	19,590
Grand Total	5,704	5,932	5,249	4,863	5,156	26,904

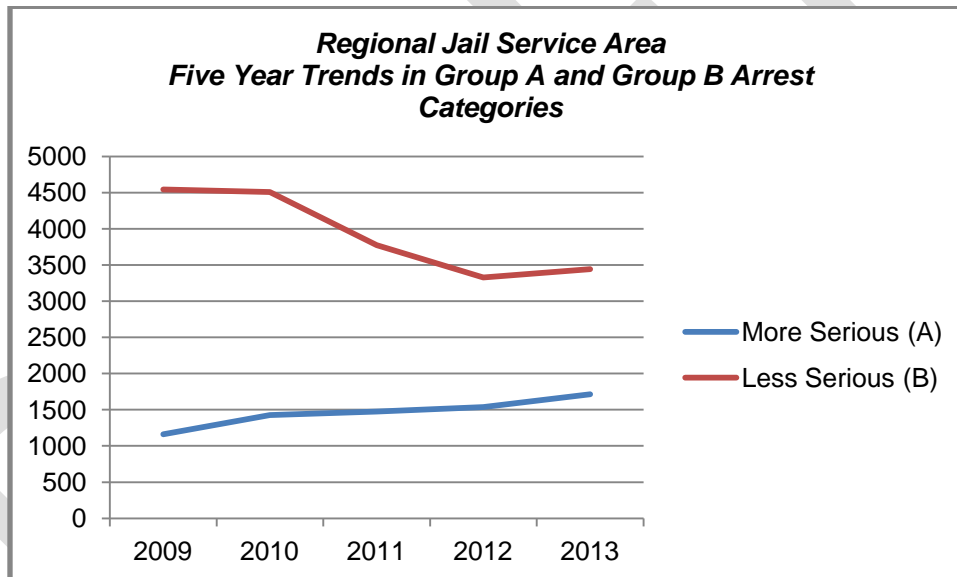
The following graph displays the top five most prevalent arrest categories in the Service Area in 2013.



The table below displays a comparison in the arrest trends reported for Rockingham County and Harrisonburg City separately. While there has been a decline in total arrests collectively between 2009-2013, there are significant differences in trends in both localities when Group A (more serious offenses) and Group B (less serious arrest categories) are separated.

- While overall arrests have declined over the past five years, arrests for more serious Group A offenses have increased.
- In Harrisonburg, while arrests for less serious crime declined by 27.9%, arrests for more serious offenses increased by 45.3% between 2009-2013.
- In Rockingham County, arrests for more serious offense increased by 53.6% between 2009-2013, while arrests for less serious crimes declined by 14.6%.

Rockingham-Harrisonburg Regional Jail Service Area								
Five Year Trend in Group A and Group B Arrest Categories								
	Harrisonburg				Rockingham			
	Group A		Group B		Group A		Group B	
Year	Number	Change	Number	Change	Number	Change	Number	Change
2009	872	--	3,281	--	291	--	1,260	--
2010	1,082	24.1%	3,278	0.0	344	18.2%	1,228	-2.5%
2011	1,092	0.9%	2,685	-0.2	384	11.6%	1,088	-11.4%
2012	1,104	1.1%	2,252	-0.2	431	12.2%	1,076	-1.1%
2013	1,267	14.8%	2,366	0.1	447	3.7%	1,076	0.0%
Total Change		45.3%		-27.9%		53.6%		-14.6%



- The tables that follow display summary adult arrest data trends for the City and County separately.

Rockingham County

Rockingham County Adult Arrests by Category (2009-2013)								
Offense Category	2009	2010	2011	2012	2013	TOTAL	Number Change	Percent Change
Violent	29	26	20	26	18	119	-11	-37.9%
Simple Assault	45	64	54	61	64	288	19	42.2%
Weapon Law Violations	13	19	21	20	11	84	-2	-15.4%
Burglary	25	5	17	29	16	92	-9	-36.0%
Larceny	33	51	55	83	86	308	53	160.6%
Vandalism	16	13	20	13	19	81	3	18.8%
Drug/Narcotic Offenses	99	141	152	167	211	770	112	113.1%
Other Property	97	90	153	123	91	554	-6	-6.2%
Other Sex	1	3	4	1	0	9	-1	-100.0%
Alcohol	553	480	469	500	434	2,436	-119	-21.5%
Other	640	680	507	484	573	2,884	-67	-10.5%
Total	1,551	1,572	1,472	1,507	1,523	7,625	-28	-1.8%

Rockingham County Adult Arrests by Category (2009-2013)						
Offense Category	2009	2010	2011	2012	2013	TOTAL
Violent	1.9%	1.7%	1.4%	1.7%	1.2%	1.6%
Simple Assault	2.9%	4.1%	3.7%	4.0%	4.2%	3.8%
Weapon Law Violations	0.8%	1.2%	1.4%	1.3%	0.7%	1.1%
Burglary	1.6%	0.3%	1.2%	1.9%	1.1%	1.2%
Larceny	2.1%	3.2%	3.7%	5.5%	5.6%	4.0%
Vandalism	1.0%	0.8%	1.4%	0.9%	1.2%	1.1%
Drug/Narcotic Offenses	6.4%	9.0%	10.3%	11.1%	13.9%	10.1%
Other Property	6.3%	5.7%	10.4%	8.2%	6.0%	7.3%
Other Sex	0.1%	0.2%	0.3%	0.1%	0.0%	0.1%
Alcohol	35.7%	30.5%	31.9%	33.2%	28.5%	31.9%
Other	41.3%	43.3%	34.4%	32.1%	37.6%	37.8%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

City of Harrisonburg

Harrisonburg City Adult Arrests by Category (2009-2013)								
Offense Category	2009	2010	2011	2012	2013	TOTAL	Number Change	Percent Change
Violent	60	58	38	66	54	276	-6	-10.0%
Simple Assault	222	240	252	293	267	1,274	45	20.3%
Weapon Law Violations	24	34	17	21	17	113	-7	-29.2%
Burglary	18	20	18	21	23	100	5	27.8%
Larceny	144	216	237	267	359	1,223	215	149.3%
Vandalism	40	36	57	43	46	222	6	15.0%
Drug/Narcotic Offenses	269	361	370	303	403	1,706	134	49.8%
Other Property	238	240	201	150	217	1,046	-21	-8.8%
Other Sex	1	5	5	7	8	26	7	700.0%
Alcohol	1,561	1,588	1,540	1,288	1,189	7,166	-372	-23.8%
Other	1,576	1,562	1,042	897	1,050	6,127	-526	-33.4%
Total	4,153	4,360	3,777	3,356	3,633	19,279	-520	-12.5%

Harrisonburg City Adult Arrests by Category (2009-2013)							
Offense Category	2009	2010	2011	2012	2013	TOTAL	
Violent	1.4%	1.3%	1.0%	2.0%	1.5%	1.4%	
Simple Assault	5.3%	5.5%	6.7%	8.7%	7.3%	6.6%	
Weapon Law Violations	0.6%	0.8%	0.5%	0.6%	0.5%	0.6%	
Burglary	0.4%	0.5%	0.5%	0.6%	0.6%	0.5%	
Larceny	3.5%	5.0%	6.3%	8.0%	9.9%	6.3%	
Vandalism	1.0%	0.8%	1.5%	1.3%	1.3%	1.2%	
Drug/Narcotic Offenses	6.5%	8.3%	9.8%	9.0%	11.1%	8.8%	
Other Property	5.7%	5.5%	5.3%	4.5%	6.0%	5.4%	
Other Sex	0.0%	0.1%	0.1%	0.2%	0.2%	0.1%	
Alcohol	37.6%	36.4%	40.8%	38.4%	32.7%	37.2%	
Other	37.9%	35.8%	27.6%	26.7%	28.9%	31.8%	
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	

Section C - Circuit Court Data

This section of the document presents a summary of annual Circuit Court case processing data associated with the Rockingham Circuit Court. The Circuit Courts are the trial courts in Virginia and have jurisdiction over felony trials, misdemeanor appeals and misdemeanor cases originating from grand jury indictments. Data concerning the judicial workload in the Rockingham Circuit were collected, analyzed, and the findings and conclusions are presented in this section of the report.

Circuit Court case processing times impact the amount of time that pretrial prisoners and persons awaiting probation revocation hearings remain incarcerated awaiting the outcomes of their trials or hearings, as well as the serving times for sentenced offenders awaiting appeals.

Significant Findings: The number of commenced criminal cases in Circuit Court has exceeded the number of concluded cases since at least 2009; in 2013, 208 more criminal cases were commenced than were concluded; court caseloads, workloads case processing times, have increased over the past five years.

Significant Finding: Criminal reinstatement cases are associated with felony and misdemeanor probation violation hearings; since 2011 there has been nearly a 29.8% increase in the number of probation violator hearings in Circuit Court; the number of hearings associated with misdemeanor cases nearly doubled over the past five years.

As seen in the table that follows below, court caseloads and workloads by all available metrics have increased over the past five years – the number commenced criminal cases, concluded cases, the number of reinstatement cases (probation violation hearings), number of defendants and the number of jury trials have all increased.

Rockingham - Circuit Court Caseload Statistics							Five Year Change	
Category		2009	2010	2011	2012	2013	Num	%
Commenced Cases	Felony 1 & 2	9	7	10	26	12	3	33.3%
	Other Felony	1,870	1,703	1,989	2,122	2,170	300	16.0%
	Misdemeanor	489	477	557	591	689	200	40.9%
	Total	2,368	2,187	2,556	2,739	2,871	503	21.2%
Concluded Cases	Felony 1 & 2	10	8	6	23	19	9	90.0%
	Other Felony	1,769	1,818	1,673	2,148	2,062	293	16.6%
	Misdemeanor	445	535	498	639	582	137	30.8%
	Total	2,224	2,361	2,177	2,810	2,663	439	19.7%
Reinstatement Cases	Felony	810	641	633	712	820	10	1.2%
	Misdemeanor	68	104	96	149	126	58	85.3%
	Total	878	745	729	861	946	68	7.7%
Number of Defendants	Felony	477	499	552	603	629	152	31.9%
	Misdemeanor	165	170	170	196	246	81	49.1%
	Total	642	669	722	799	875	233	36.3%
Number of Jury Trials	Felony	6	5	6	10	10	4	66.7%
	Misdemeanor	2	1	0	2	3	1	50.0%
	Total	8	6	6	12	13	5	62.5%

Commenced Criminal Cases

- Between 2009 – 2013, the number of criminal cases commenced in the Circuit Court increased from 2,368 to 2,871 – an increase of 503 cases per year and 21.2% growth.
- Between 2012-2013, the number of commenced cases increased by 4.5%.
- Growth in the number of commenced misdemeanor cases has outpaced that of felony cases; since 2009, the number of commenced misdemeanor cases has increased 40.9%.
- Approximately 75% of commenced criminal cases are felony cases.

Concluded Criminal Cases

- The number of concluded felony and misdemeanor cases combined increased as well between 2009-2013; there were a total of 2,224 concluded cases in 2009, and there were 2,663 concluded cases in the year 2013.
- Between 2009-2013, there was a 21.2% increase in new criminal cases and a 19.7% increase in concluded cases.
- Between 2012-2013, concluded cases declined by 5.2%

Number of Defendants

- There were 233 more circuit court criminal defendants reported in 2013 than were reported in the year 2009 – a 36.3% increase in criminal defendants.
- Between 2012-2013, the number of criminal defendants increased by 9.5%

Number of Criminal Reinstatement Cases

- Criminal reinstatement cases are associated with felony and misdemeanor probation violators; since 2011 there has been nearly a 30% increase (29.8%) in the number of probation violator hearings in Circuit Court.
- Probation Violators and persons admitted to jail for violating conditions of supervision represent one of the largest category of offenders admitted and confined in jail.
- The number of Misdemeanor reinstatement cases in Circuit Court nearly doubled over the past five years.

Rockingham Circuit Court Criminal Reinstatement Cases						
Year	Felony		Misdemeanor		Total	
	Number	Change	Number	Change	Number	Change
2009	810	--	68	--	878	--
2010	641	-20.9%	104	52.9%	745	-15.1%
2011	633	-1.2%	96	-7.7%	729	-2.1%
2012	712	12.5%	149	55.2%	861	18.1%
2013	820	15.2%	126	-15.4%	946	9.9%
Total Change	10	1.2%	58	85.3%	68	7.7%

The information presented in the following table displays caseload percentage statistics for the Rockingham Circuit Court.

Rockingham - Circuit Court Caseload Statistics					
Category	2009	2010	2011	2012	2013
Commenced Cases					
Felony 1 & 2	0.4%	0.3%	0.4%	0.9%	0.4%
Other Felony	79.0%	77.9%	77.8%	77.5%	75.6%
Misdemeanor	20.7%	21.8%	21.8%	21.6%	24.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Concluded Cases					
Felony 1 & 2	0.4%	0.3%	0.3%	0.8%	0.7%
Other Felony	79.5%	77.0%	76.8%	76.4%	77.4%
Misdemeanor	20.0%	22.7%	22.9%	22.7%	21.9%
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Reinstatement Cases					
Felony	92.3%	86.0%	86.8%	82.7%	86.7%
Misdemeanor	7.7%	14.0%	13.2%	17.3%	13.3%
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Number of Defendants					
Felony	74.3%	74.6%	76.5%	75.5%	71.9%
Misdemeanor	25.7%	25.4%	23.5%	24.5%	28.1%
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Number of Jury Trials					
Felony	75.0%	83.3%	100.0%	83.3%	76.9%
Misdemeanor	25.0%	16.7%	0.0%	16.7%	23.1%
Total	100.0%	100.0%	100.0%	100.0%	100.0%

Age of Concluded Felony Cases

The age of concluded felony cases and the percentage represented by each case processing time category are presented in the following tables, followed by the data for misdemeanor cases.

- The voluntary case processing time guidelines developed by the Supreme Court of Virginia suggest that 90% of all felony cases should be adjudicated or otherwise concluded within 120 days from the date of arrest, 98% within 180 days, and 100% within one year.

Age of Concluded Felony Cases - Rockingham					
Days	2009	2010	2011	2012	2013
0 to 60	338	268	237	312	309
61 to 120	324	350	408	458	383
121 to 180	431	461	372	445	462
181 to 365	486	513	510	748	752
365+	200	234	152	208	175
Total	1,779	1,826	1,679	2,171	2,081

- The percentage of felony cases concluded within 120 days declined from 37.2% of all felony cases in 2009, to 33.2% of the total in 2013.

- In 2009, the Court concluded 61.4% of felony cases within 180 days; by 2013 this percentage decreased to 55.2%.

Age of Concluded Felony Cases (%) - Rockingham					
Days	2009	2010	2011	2012	2013
0 to 60	19.0%	14.7%	14.1%	14.4%	14.8%
61 to 120	18.2%	19.2%	24.3%	21.1%	18.4%
121 to 180	24.2%	25.2%	22.2%	20.5%	22.2%
181 to 365	27.3%	28.1%	30.4%	34.5%	36.1%
365+	11.2%	12.8%	9.1%	9.6%	8.4%
Total	100.0%	100.0%	100.0%	100.0%	100.0%

The following two tables display the percentage of felony cases concluded within 120 and 180 days in the Rockingham Court compared to the State average and State benchmarks.

- Case processing times for felony cases have been consistently below reported State averages when measured against the 120 day and 180 day benchmarks, and processing times appear to be increasing.

Felony Cases Adjudicated Or Otherwise Concluded Within 120 Days From The Date Of Arrest					
Statistic/Year	2009	2010	2011	2012	2013
Guidelines	90.0%	90.0%	90.0%	90.0%	90.0%
State Average	45.3%	45.2%	43.2%	41.9%	41.7%
Rockingham	37.2%	33.8%	38.4%	35.5%	33.3%

Felony Cases Adjudicated Or Otherwise Concluded Within 180 Days From The Date Of Arrest					
Statistic/Year	2009	2010	2011	2012	2013
Guidelines	98.0%	98.0%	98.0%	98.0%	98.0%
State Average	64.6%	64.6%	63.3%	61.0%	61.2%
Rockingham	61.4%	59.1%	60.6%	56.0%	55.5%

Age of Concluded Misdemeanor Cases

The voluntary case processing time guidelines developed by the Supreme Court of Virginia suggest that 90% of all misdemeanor cases should be adjudicated or otherwise concluded within 60 days from the date of arrest, and 100% within 90 days.

- In 2013, 44.5% of misdemeanor cases were concluded within 60 days of arrest.

Age of Concluded Misdemeanor Cases - Rockingham					
Days	2009	2010	2011	2012	2013
0 to 60	183	249	217	248	259
61 to 120	124	106	164	171	158
121 to 180	50	73	63	135	86
181 to 365	65	66	35	69	67
365+	23	41	19	16	12
Total	445	535	498	639	582

The percentage of misdemeanor cases concluded within 60 days of commencement is displayed in the following table and compared to the Statewide average.

- Based on available data, the Rockingham Circuit Court misdemeanor case processing times are below the reported statewide average.

Age of Concluded Misdemeanor Cases (%) - Rockingham					
Days	2009	2010	2011	2012	2013
0 to 60	41.1%	46.5%	43.6%	38.8%	44.5%
61 to 120	27.9%	19.8%	32.9%	26.8%	27.1%
121 to 180	11.2%	13.6%	12.7%	21.1%	14.8%
181 to 365	14.6%	12.3%	7.0%	10.8%	11.5%
365+	5.2%	7.7%	3.8%	2.5%	2.1%
Total	100.0%	100.0%	100.0%	100.0%	100.0%

- The Rockingham Circuit Court has been fairly close the reported Statewide averages since the year 2009; the percentage of misdemeanor cases concluded within 60 days is increasing in the Circuit.

Misdemeanor Cases Adjudicated Or Otherwise Concluded Within 60 Days From The Date Of Arrest					
Statistic/Year	2009	2010	2011	2012	2013
Guidelines	90.0%	90.0%	90.0%	90.0%	90.0%
State Average	50.7%	48.6%	46.7%	45.8%	45.6%
Rockingham	41.1%	46.5%	43.6%	38.8%	44.5%

Section 3
Analysis of the Confined Population

DRAFT

Regional Jail Inmate Population Trends

The other sections of this report summarize the condition and incarceration capacity of the Regional Jail, review crime and arrest trends, and quantify the changes in Circuit Court Criminal caseloads. This section summarizes increases in the number of offenders held in the Jail; changes in lengths of stay in jail; document changes in the composition of the confined population, and present profiles of persons confined and admitted to the jail.

Significant Findings: The percentage of crowding in the Regional Jail, as measured by the number of inmates for whom the Jail is responsible and the rated capacity of the Jail as established by the Department of Corrections has increased each year since 2006; by June 2014 the Jail was operating a capacity of 204% - one of the most crowded jails in the Commonwealth.

Significant Findings: At the end of calendar year 2012 when there were 288 inmates for whom Rockingham-Harrisonburg was responsible for; by June 2014 that figure increased to 424 inmates – an increase of 136 inmates and 47.2% growth over the 18 month period.

Significant Findings: During the last half of fiscal year 2014, the number of inmates incarcerated in the Harrisonburg facility reached an average monthly high of 357 inmates in February of that year; during that month the jail operated at 161% of rated capacity, and 149 more inmates than the jail was designed to hold, and that National and State standards suggest is appropriate; an additional 100 Rockingham-Harrisonburg inmates were housed at the Middle River Regional Jail.

- The Regional Jail, with a current operating capacity of 208, has consistently operated over rated capacity for many years.

Rockingham - Harrisonburg Regional Jail Total Jail Population as Percentage of Rated Capacity January 2006 - June 2014									
	2006	2007	2008	2009	2010	2011	2012	2013	2014
Jan	125.5%	108.7%	128.8%	144.7%	144.7%	148.6%	163.0%	136.1%	197.1%
Feb	138.0%	117.3%	121.6%	139.9%	142.8%	150.0%	168.8%	136.5%	203.9%
Mar	144.2%	121.2%	116.8%	135.6%	145.7%	154.8%	162.5%	141.8%	205.7%
Apr	131.7%	122.6%	124.5%	144.2%	144.7%	159.1%	158.7%	145.2%	211.7%
May	131.3%	128.4%	130.8%	150.5%	141.3%	153.4%	166.8%	146.6%	211.3%
Jun	129.3%	138.0%	129.8%	154.3%	145.2%	153.8%	179.8%	169.6%	203.9%
Jul	113.0%	128.4%	140.9%	150.0%	156.3%	146.2%	163.0%	168.5%	
Aug	113.0%	136.1%	134.6%	141.8%	156.3%	154.3%	159.1%	187.4%	
Sep	127.4%	141.3%	147.6%	146.2%	161.5%	168.3%	161.5%	187.4%	
Oct	121.6%	129.8%	147.6%	152.9%	157.7%	165.4%	157.2%	183.1%	
Nov	126.9%	128.8%	145.7%	149.5%	155.8%	155.8%	147.6%	184.4%	
Dec	111.5%	126.9%	143.8%	145.2%	144.2%	157.7%	138.5%	185.7%	

- Since January 2006, the number of persons incarcerated in the Harrisonburg facility (excluding Federal inmates) coupled with inmates held in a regional jail due to crowding has increased steadily.
- The percentage of overcrowding, as measured by the number of inmates for whom the Jail is responsible and the rated capacity of the Jail as established by the Department of Corrections has increased each year since 2006; by June 2014 the Jail was operating a capacity of 204% - one of the most crowded jails in the Commonwealth.
- In June 2014, Rockingham and Harrisonburg was responsible for 424 inmates – approximately 350 detainees in the Harrisonburg facility and 100 inmates incarcerated at Middle River Regional Jail.

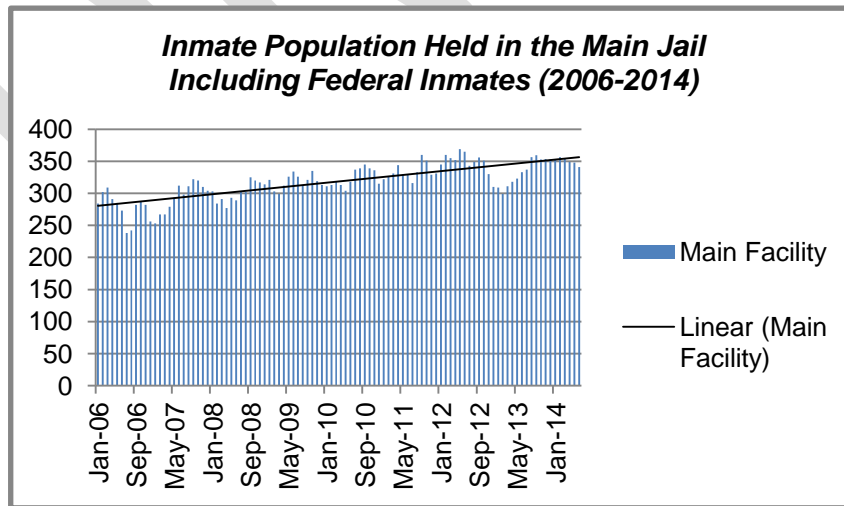
Three major inmate groups compose the total population for which the Jail is responsible: (1) local responsible inmates housed in the main facility (referred to as the “in-house” population); (2) local inmates housed in a nearby regional jail due to crowding in the main jail, and (3) federal prisoners housed in jail under contract. The following tables display monthly trends for each of these groups.

Rockingham-Harrisonburg Regional Jail Inmate Population Trends

Main Jail Inmate Population Trends

- The number of persons confined in the main Jail has increased by an average of 3.0% per year since 2006 – approximately 10 inmates per year.
- Across the State many jails saw their jail populations level off or decline between 2008-2011. This was not the case at the Rockingham-Harrisonburg jail. At the end of calendar year 2006 there were 256 inmates incarcerated in the main jail; at the end of (fiscal year) 2014, there were 341 prisoners incarcerated – an increase of 85 inmates and 33.2% growth.
- During the last half of fiscal year 2014, the number of inmates incarcerated in the Harrisonburg facility reached an average monthly high of 357 inmates in February of that year; during that month the jail operated at 161% of rated capacity, and 149 more inmates than the jail was designed to hold, and that National and State standards suggest is appropriate.

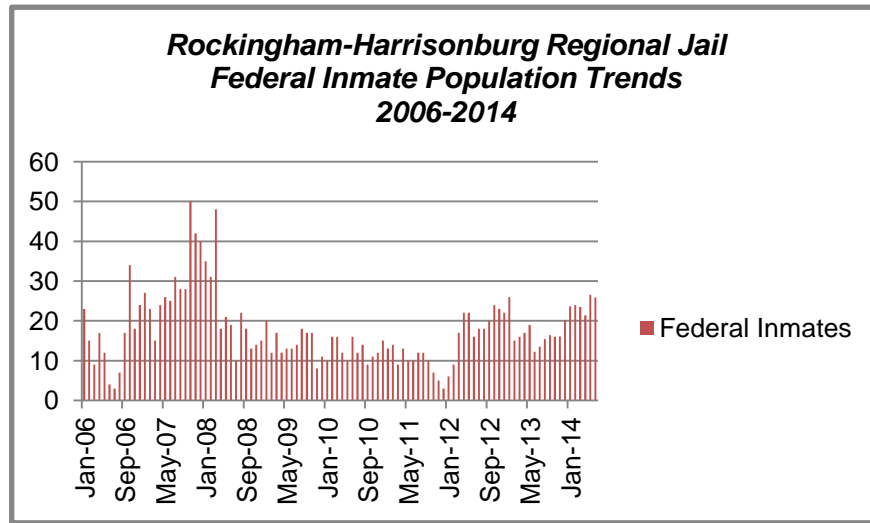
Rockingham - Harrisonburg Regional Jail Total In-House Population Including Federal Prisoners									
	2006	2007	2008	2009	2010	2011	2012	2013	2014
Jan	284	253	303	321	311	322	345	309	353
Feb	302	267	284	303	313	326	360	299	357
Mar	309	267	291	299	319	331	355	311	354
Apr	291	279	277	312	313	344	352	318	349
May	285	293	293	326	304	329	369	323	348
Jun	273	312	289	334	318	330	365	333	341
Jul	238	298	303	326	337	316	343	337	
Aug	242	311	302	313	339	333	349	356	
Sep	282	322	325	321	345	360	356	359	
Oct	287	320	320	335	339	351	351	353	
Nov	282	310	317	319	336	329	330	353	
Dec	256	304	314	313	315	331	310	353	
Average	278	295	302	319	324	334	349	334	350
High	309	322	325	335	345	360	369	359	357
Low	238	253	277	299	304	316	310	299	341
Change									
Number	--	17	7	17	6	9	15	-15	17
%	--	6.2%	2.3%	5.6%	1.8%	2.9%	4.6%	-4.3%	5.0%



Federal Inmates Held Locally by Contract

- For the last several years for which data were available, the number of beds utilized by federal prisoners has varied between monthly averages of 10 – 30 inmates.
- During the last six months of fiscal year 2014, a monthly average of 24 federal inmates and a monthly high average of 27 were reported by the jail – 27 inmates represent 13% of the rated capacity of the jail.

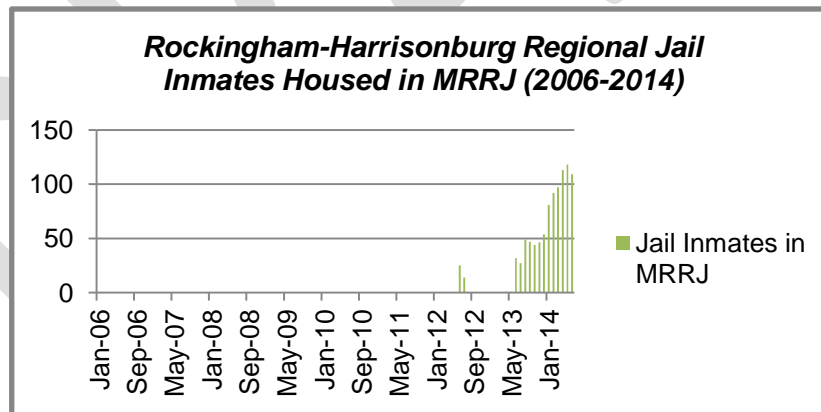
Rockingham - Harrisonburg Regional Jail Total Federal Inmate Population									
	2006	2007	2008	2009	2010	2011	2012	2013	2014
Jan	23	27	35	20	10	13	6	26	24
Feb	15	23	31	12	16	14	9	15	24
Mar	9	15	48	17	16	9	17	16	24
Apr	17	24	18	12	12	13	22	17	21
May	12	26	21	13	10	10	22	19	27
Jun	4	25	19	13	16	10	16	12	26
Jul	3	31	10	14	12	12	18	14	
Aug	7	28	22	18	14	12	18	15	
Sep	17	28	18	17	9	10	20	16	
Oct	34	50	13	17	11	7	24	16	
Nov	18	42	14	8	12	5	23	16	
Dec	24	40	15	11	15	3	22	20	
Average	15	30	22	14	13	10	18	17	24
High	34	50	48	20	16	14	24	26	27
Low	3	15	10	8	9	3	6	12	21
Change									
Num		15	-8	-8	-2	-3	8	-1	7



Rockingham-Harrisonburg Jail Inmates Held in Middle River Regional Jail (MRRJ)

- In June 2012, the local officials elected to begin sending inmates to the Middle River Regional Jail (MRRJ) to alleviate crowded conditions in the Jail. Between August 2012 and March 2013, no inmates were transferred to MRRJ.
- Between June – December 2013 the average number of inmates housed in MRRJ increased from 32 to 54 inmates; during the first 6 months of 2014 the average monthly number of inmates increased from 54 to 109 – a 103% increase in the number of persons incarcerated.
- The 109 inmate beds at Middle River represent 52.4% of the Rockingham-Harrisonburg jail rated capacity – 24.2% of the inmates for whom Rockingham-Harrisonburg is responsible were confined at MRRJ at the end of fiscal year 2014.

Inmates Housed in MRRJ			
	2012	2013	2014
Jan	0	0	81
Feb	0	0	92
Mar	0	0	97
Apr	0	1	113
May	0	1	118
Jun	25	32	109
Jul	14	27	--
Aug	0	49	--
Sep	0	47	--
Oct	0	44	--
Nov	0	46	--
Dec	0	54	--
Average	3	25	102
High	25	54	118
Low	0	0	81
Change			
Num	--	22	77



Standards for a Community Based Corrections Plan as established by the Board of Corrections define a locality's total inmate population as the sum of all local inmates (including local inmates sentenced to the State but held in local jails) housed in the local or regional jail; local inmates housed in other jails due to crowding. Standards also require that any Federal inmates be subtracted from the total.

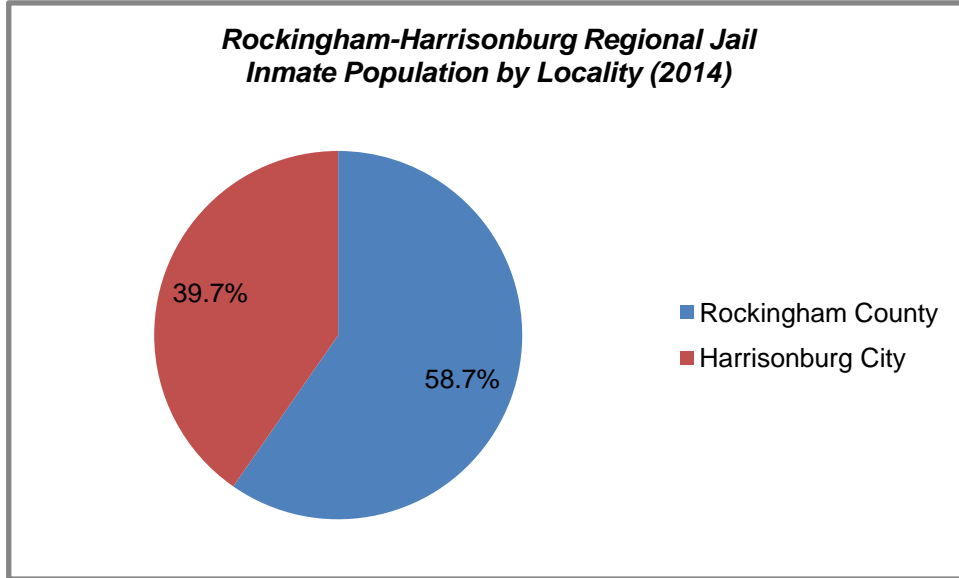
The following table displays the monthly inmate trends that are used for developing the planning forecast described in a later section of this report. The tables and graphs that follow display

monthly population levels for the total Rockingham-Harrisonburg inmate population, excluding federal inmates, for the period January 2006 through June 2014.

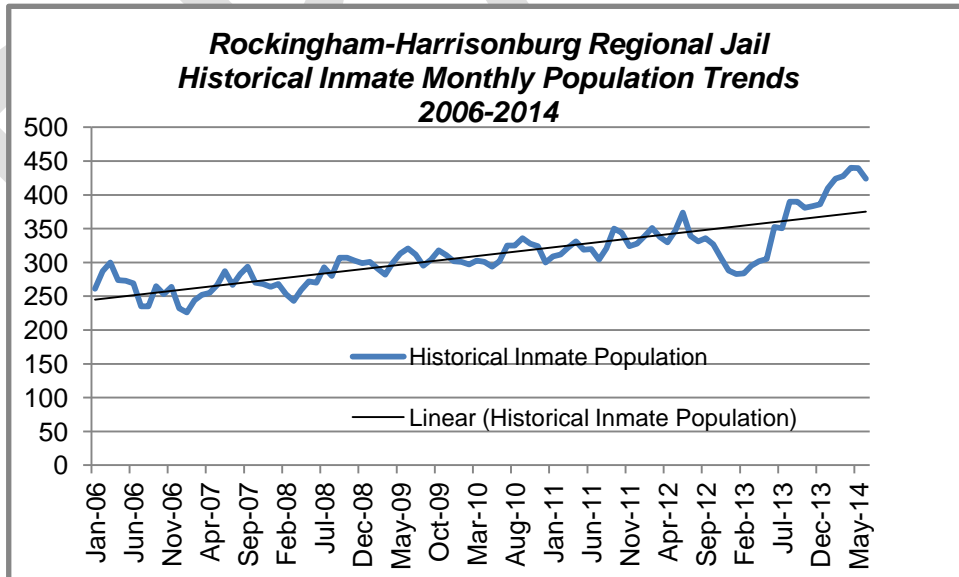
Rockingham - Harrisonburg Regional Jail Population Local Responsible Inmate Population Trends (2006 - 2014)									
	2006	2007	2008	2009	2010	2011	2012	2013	2014
Jan	261	226	268	301	301	309	339	283	410
Feb	287	244	253	291	297	312	351	284	424
Mar	300	252	243	282	303	322	338	295	428
Apr	274	255	259	300	301	331	330	302	440
May	273	267	272	313	294	319	347	305	440
Jun	269	287	270	321	302	320	374	353	424
Jul	235	267	293	312	325	304	339	350	
Aug	235	283	280	295	325	321	331	390	
Sep	265	294	307	304	336	350	336	390	
Oct	253	270	307	318	328	344	327	381	
Nov	264	268	303	311	324	324	307	384	
Dec	232	264	299	302	300	328	288	386	
Average	262	265	280	304	311	324	334	342	428
High	300	294	307	321	336	350	374	390	440
Low	232	226	243	282	294	304	288	283	410
Change									
Num	--	2	15	25	7	12	10	8	86
%	--	0.9%	5.6%	8.8%	2.4%	4.0%	3.2%	2.4%	25.1%

- Since 2006, the total inmate population increased from an annual average of 262 in 2006, to an average of 428 inmates in the first six months of 2014 – an increase of 166 inmates; 63.4% growth, and an average annual growth rate of 6.5% per year.
- If we look at end of fiscal year monthly inmate population changes, the population increased from 269 in June 2006, to 424 in June 2014 – an increase over the eight year period of 155 inmates; 57.6% total growth, and fiscal year-to-year growth of 6.4% per year.
- Prior to the year 2011, the monthly average jail population varied from a low of 232 in December 2006, to a monthly high of 336 inmates in September 2010.
- At the end of calendar year 2012 when there were 288 inmates for whom Rockingham-Harrisonburg was responsible for; by June 2014 that figure increased to 424 inmates – an increase of 136 inmates and 47.2% growth over the 18 month period.

When the general population in the community of Rockingham County and the City of Harrisonburg are combined, 60.9% of the total jail population resides in the County, and 39.1% of the general population resides in the City. This breakout is reflected in composition of the inmate population.



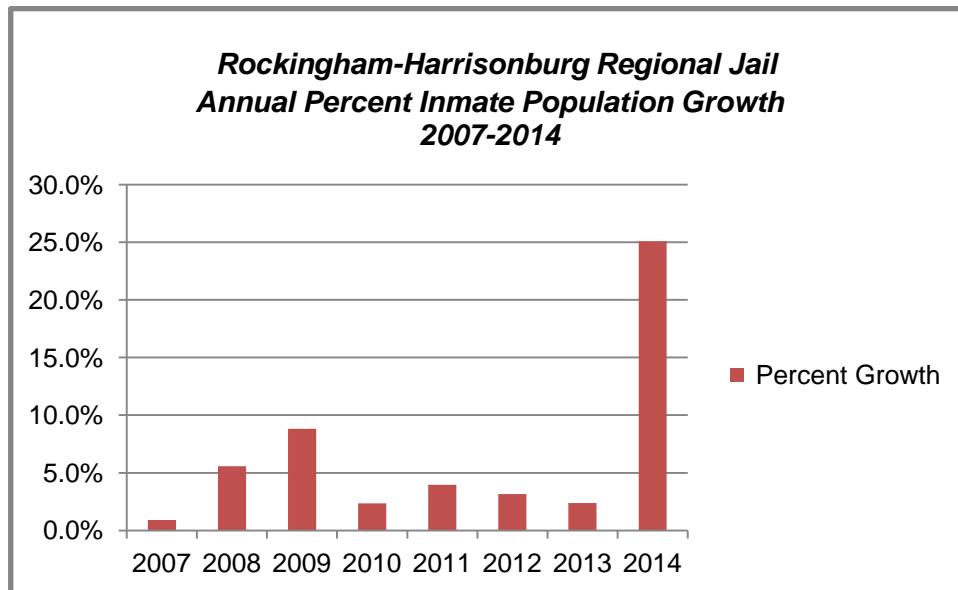
The monthly trend in inmate population growth (excluding federal inmates and including MRRJ inmates) from 2006-2014 is displayed in the following exhibit.



- With the exception of the period between approximately July 2012 through February 2013 when the inmate population declined from 339 to 284 inmates, unlike many jails in

the Commonwealth, the Rockingham-Harrisonburg inmate population continued to grow throughout the recent recession.

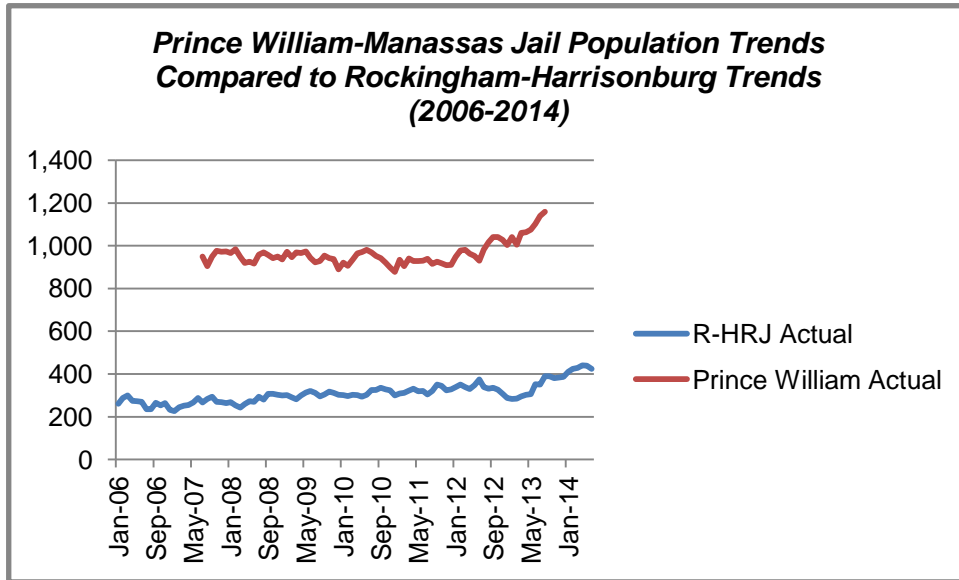
- Beginning in June 2013, however, the inmate population began a significant upward growth trend.



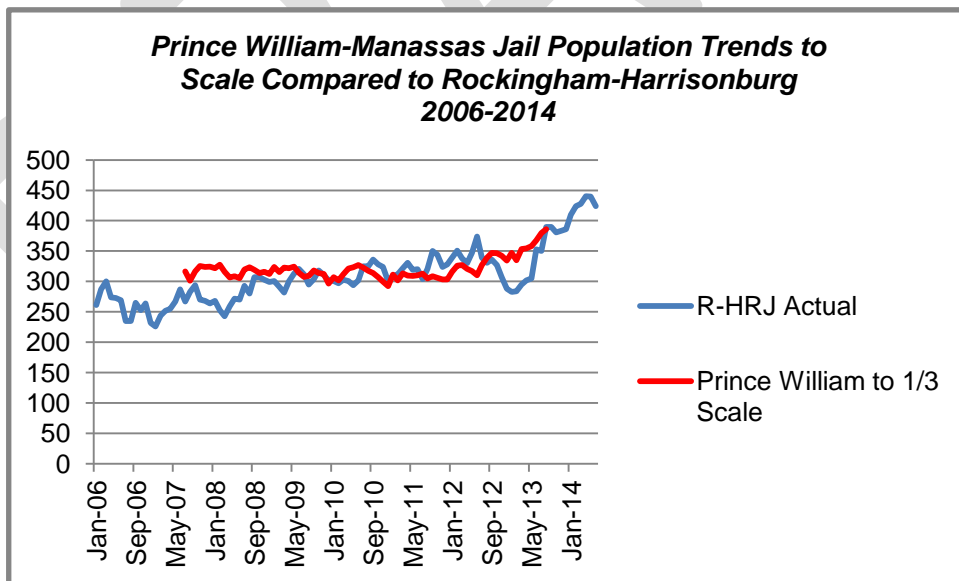
Decision makers have asked on a number of occasions “why” the trend in the inmate population in Rockingham-Harrisonburg began a fairly substantial upturn in approximately June 2012. Not unexpectedly, interviews and discussions with decision makers provided no explanation for what appears to be a “sudden” upturn. As this report will show the upturn was likely the result of an overcrowded system that eventually expanded once additional beds were available at MRRJ, and can likely be attributed to a number of factors including recent increases in the probation violators returned to jail, an overburdened and crowded court system, continued growth in the community, and the accumulation of a growing number of offenders with substance abuse issues.

Other factors likely include the end of the recession, the recent and continuing closure of State prisons resulting in backup of State prisoners housed in local jails, as well as funding reductions and other policies and procedures at the State level. The consultant recently completed a study for the Prince William – Manassas Regional Jail where a similar inmate population trend was observed – slow growth followed by a fairly sharp uptrend. Rockingham-Harrisonburg and Prince William-Manassas have a number of things in common: they are close to each other geographically; they are both have fast growing populations; both have inmates housed in nearby jails due to crowding; both systems operated with reduced funding during the recent recession, and both have very overburdened court systems.

- A comparison of the Rockingham-Harrisonburg inmate population and the Prince William –Manassas jail population is displayed in the following exhibit.



The similarity between the trends in the two systems is more apparent when the Prince William inmate population for each month is divided by 3, maintaining the same trend while allowing for a closer visual comparison.



- Some differences in the two jail population trend lines are observed: (1) the Prince William population trend remained effectively “flat” between 2008-2012, while the RHRJ inmate population continued to increase; (2) the Prince William jail population trend began a significant upward trend in approximately January 2012, while the RHRJ jail

population displayed a downward turn before beginning its upward trend in approximately June 2012.

- Despite some variation, the long term trends, including recent high growth patterns, are very similar in both Virginia localities.
- While the similarity between historical inmate population trends between these two nearby localities does not “explain” the reasons for near term growth in the populations, the similarities between the trends suggests there may be regional and statewide factors that may help to explain at least a portion of the growth. For example, the two localities operate in the same policy and economic environments which likely play roles in driving jail bed needs that are not clearly understood the resulting similar trends.

DRAFT

Regional Jail Annual Admissions and Releases

The long term annual trend in total commitments to the Jail over the last ten years for which data are available is relatively stable.

- Over the last five years of available data, between the years 2010 - 2014 the number males admitted to jail increased by 129 – an increase of 4.0%; the number of females increased by 113 – a 14.4% increase, and the total number increased by 332, which represents a total annual 8.2% increase.
- In 2010 there were a total of 3,249 male admissions to the Jail; this figure increased to a high of 3,495 in the year 2012; between 2013 - 2014 (estimated), there will be an estimated one year increase of 90 males – an increase of 2.7%.

Rockingham-Harrisburg Regional Jail Trend in Jail Admissions (2005-2013)									
Year	Jail Admissions								
	Males			Females			Total		
	Number	Number Change	Percent Change	Number	Number Change	Percent Change	Number	Number Change	Percent Change
2005	3,435	--	--	589	--	--	4,024	--	--
2006	3,633	198	5.8%	747	158	26.8%	4,380	356	8.8%
2007	3,264	-369	-10.2%	670	-77	-10.3%	3,934	-446	-10.2%
2008	3,362	98	3.0%	717	47	7.0%	4,079	145	3.7%
2009	3,339	-23	-0.7%	729	12	1.7%	4,068	-11	-0.3%
2010	3,249	-90	-2.7%	793	64	8.8%	4,042	-26	-0.6%
2011	3,381	132	4.1%	865	72	9.1%	4,246	204	5.0%
2012	3,495	114	3.4%	878	13	1.5%	4,373	127	3.0%
2013	3,288	-207	-5.9%	847	-31	-3.5%	4,135	-238	-5.4%
2014	3,378	90	2.7%	906	59	7.0%	4,284	239	5.8%

Source: Rockingham-Harrisonburg Regional Jail; 2014 figures are based on data reported through 10/21/14 and prorated through the end of the calendar year.

- Since 2005, the numbers of females admitted to jail each year has increased by 53.8% - far outpacing male admissions.
- An estimated 906 females were admitted in 2014, compared to 793 females admitted in 2010; this represents an increase of 113 females, and 14.2% growth in annual female admissions.
- A total of 4,042 male and females were admitted to jail 2010; five years later in 2014, it is estimated that a total of 4,284 will be admitted to jail (based on actual reported through 10/21/14). This represents a total admissions increase of 242 annual admissions and a 6.0% increase.

- It is estimated that by the end of 2014 there will be 149 more persons admitted to jail than were admitted in the year 2013 – a one year increase of 3.68% growth.

Rockingham-Harrisonburg Regional Jail Trend in Jail Releases (2005-2013)									
Year	Jail Releases/Transfers								
	Males			Females			Total		
	Number	Number Change	Percent Change	Number	Number Change	Percent Change	Number	Number Change	Percent Change
2005	3,431	--	--	586	--	--	4,017	--	--
2006	3,644	213	6.2%	754	168	28.7%	4,398	381	9.5%
2007	3,226	-418	-11.5%	653	-101	-13.4%	3,879	-519	-11.8%
2008	3,351	125	3.9%	720	67	10.3%	4,071	192	4.9%
2009	3,347	-4	-0.1%	729	9	1.3%	4,076	5	0.1%
2010	3,263	-84	-2.5%	785	56	7.7%	4,048	-28	-0.7%
2011	3,350	87	2.7%	869	84	10.7%	4,219	171	4.2%
2012	3,499	149	4.4%	891	22	2.5%	4,390	171	4.1%
2013	3,260	-239	-6.8%	839	-52	-5.8%	4,099	-291	-6.6%
2014	--	--	--	--	--	--	--	--	--

Source: Rockingham-Harrisonburg Regional Jail.

One factor that can lead to jail crowding is the occurrence of more admissions into jail than there are releases from jail. Unfortunately the available release/transfer information does not include releases of Rockingham-Harrisonburg inmates from Middle River and is only reflective of the main jail.

Rockingham-Harrisonburg Regional Jail Admissions - Releases/Transfers Comparison			
Year	Admissions	Releases	Admissions - Releases Difference
2005	4,024	4,017	7
2006	4,380	4,398	-18
2007	3,934	3,879	55
2008	4,079	4,071	8
2009	4,068	4,076	-8
2010	4,042	4,048	-6
2011	4,246	4,219	27
2012	4,373	4,390	-17
2013	4,135	4,099	36

Source: Rockingham-Harrisonburg regional Jail; note that releases include inmates transferred to the MRRJ where they continue to be the responsibility of the Jail.

Profile of Persons Admitted and Classified by the Jail

A very large number of persons “committed” to jail are released immediately or very shortly after being committed to bond or on their own recognizance. It is likely that all commitments who are released on their own recognizance (promise to appear), and a high proportion of those who receive unsecured and low secured bonds fall into this category. The following table displays initial bond decisions by the local Magistrate over a three year period.

Rockingham - Harrisonburg Magistrate Initial Bond Decisions per Charge			
Decision	Fiscal Year		
	2012	2013	2014
Release on Recognizance	2,364	2,096	2,078
Secured Bond	4,339	4,226	5,096
Unsecured Bond	1,349	1,174	1,160
No Bond	5,872	6,569	6,844
Missing	165	157	131
Total	14,089	14,222	15,309

Sample Background

This section of the report presents a profile of persons committed to jail during the six month ending July 2014, based on a sample of 251 paper records reviewed in the Fall of 2014. Persons who do spend any significant time in jail are committed to and classified by jail staff for placement into jail. This classification process entails reviews of criminal records and face-to-face interviews with each detainee, and results in an internal risk score based on a widely accepted internal classification instrument. At the time of being classified additional background information is recorded for each detainee.

Manual (hard copy) are retained in the classification unit for six months and a sample of these records were recorded and analyzed. The total number of classifications completed during the six month time period is not known. It should be stressed that the sample selected is not a statistically exact sample; was obtained by recording data from every fourth case file, and is assumed to represent 25% of total classifications during the six month period. In the absence of automated data, findings are intended to be a “first look” at “who” is admitted to the Regional Jail.

The number of records reviewed, by month, is shown in the table that follows.

Rockingham-Harrisonburg Classification Sample by Month	
Month	Number of Classifications
February	14
March	57
April	64
May	47
June	35
July	34
Total Cases	251

Sample Findings

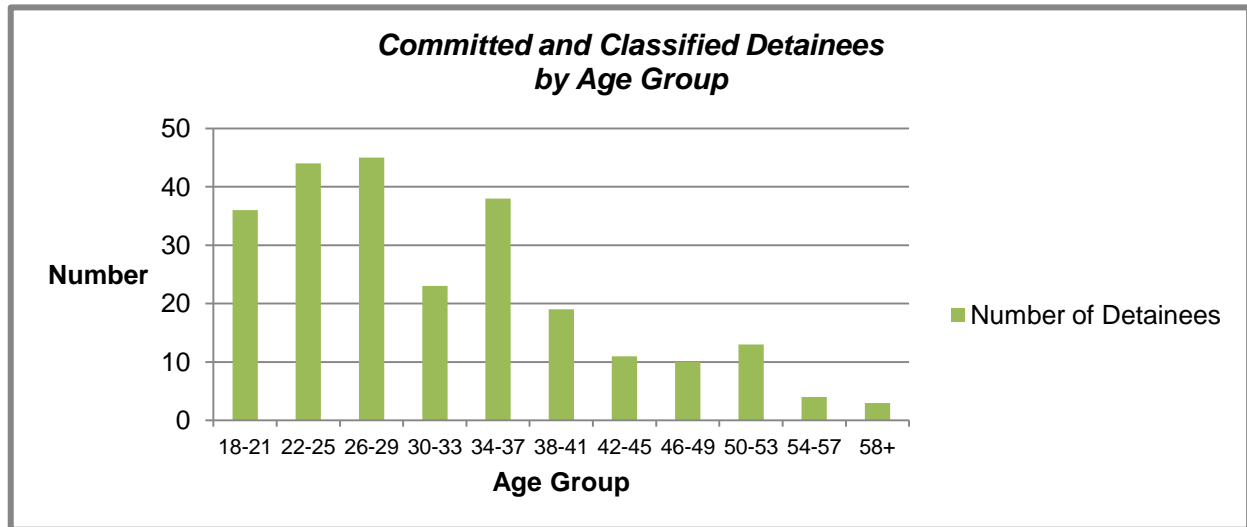
Classified Detainees by Gender and Age

- Of the 251 records reviewed, 81% (n=204) of the sample were male detainees and 19% (n=47) were females.
- Male ages ranged between 18 – 67 years of age, and an average age of 32.2 years; female ages ranged from 18 – 57, and an average age of 30.4 years

Age at Admission		
Sex	Average	Age Range
Males	32.2 years	18 - 67 years
Females	30.4 years	18 - 57 years

Rockingham-Harrisonburg Regional Jail Persons Admitted and Classified in the Jail by Age Groups and Gender February 2014 -July 2014			
Age Group	Male	Female	Total
18-21	28	8	36
22-25	35	9	44
26-29	38	7	45
30-33	17	6	23
34-37	31	7	38
38-41	17	2	19
42-45	8	3	11
46-49	7	3	10
50-53	11	2	13
54-57	4	0	4
58+	3	0	3
Totals	199	47	246

- Approximately a third of those admitted to jail and classified were between 18-25 years of age; half of detainees were under 30 years; 12% were over 45 years old.



Commitment Status

- Just under half of cases were classified in misdemeanor status, and 39.3% were classified as felons; if federal inmates are not considered in the analysis, 55% of the sample was classified as misdemeanor admissions and 45% were classified as felon admissions.

Commitment Status		
Status	Number	Percent
Misdemeanor	112	47.9%
Felony	92	39.3%
Federal	30	12.8%
Missing	17	--
Total	251	100.0%

- According to written records, 25.2% of the sample were admitted with “revocation of suspended sentence” recorded as the offense for which they were admitted to jail – by far the single largest offense category.
- For 34.7% of sample cases, a number of different court or program based violations were noted in the records such as contempt of court, failure to comply and failure to appear.

Recorded Offense at Admission to Jail Sample of 2014 Cases		
Recorded Offense	Number	Percent
Revocation of suspended sentence, revocation	56	25.2%
Detainer, warrant, program failure, contempt	77	34.7%
New charge	40	18.0%
Other	42	18.9%
Federal/ICE/Immigration	7	3.2%
Missing	29	--
Total	251	100.0%

Marital Status

- Based on the available data, 19.6% (n=45) of sample for which data were available reported being married at the time of admission; 61.3% (n=141) were single and 19.1% (n=44) reported being either widowed or divorced.

Marital Status		
Status	Number	Percent
Married	45	19.6%
Single	141	61.3%
Widowed/Divorced	44	19.1%
Unknown	21	--
Total	251	100.0%

Number of Children

- Just under 40% of persons for which data were available reported having two or more children; approximately 12% of the sample reported having four or more children.

Number of Children		
Reported	Number	Percent
None	84	37.3%
1	53	23.6%
2	42	18.7%
3	18	8.0%
4	22	9.8%
5+	6	2.7%
Missing	26	--
Total	251	100.0%

Highest Grade Completed

- 42.9% of reporting detainees did not complete high school; 7.4% reported dropping out of school before the eighth grade.

Highest Grade Completed		
	Number	Percent
Some College	16	7.9%
High School	87	42.9%
8th-11th grade	72	35.5%
7th grade or less	15	7.4%
GED	13	6.4%
Total	203	100.0%

Employment at Time of Arrest

- For 165 sample cases for which data were available, 69.1% reported being unemployed and 30.9% reported having a job at the time of admission to jail.

Employment at Time of Arrest		
	Number	Percent
Unemployed	114	69.1%
Employed	51	30.9%
Missing	86	--
Total	251	100.0%

- 75.9% of females and 67.6% of males reported being unemployed at the time of admission to jail.

Employment at Time of Arrest by Gender						
Gender	Employed		Unemployed		Total	
	Number	Percent	Number	Percent	Number	Percent
Males	44	32.4%	92	67.6%	136	100.0%
Females	7	24.1%	22	75.9%	29	100.0%

Classification Items

There are seven classification items on the formal classification instrument used in the Regional Jail. Each item (identified as items A through G) is reproduced below (without comment) along with the written instructions and scores received by the sample cases. In general the following observations are made:

- Approximately half (53.6%) the sample had current charge/conviction severity codes reported as “low” severity offenses.
- 65.1% of cases received moderate to high “prior conviction” seriousness scores.
- Over half of cases (51.4% of cases) had prior felony convictions in their criminal history records, and 32.9% of cases two or prior felony convictions.
- Cases where prior felony convictions were noted had an average of 5.8 prior convictions.
- For 98.2% of sample cases alcohol or drug abuse resulting in assaultive behavior, social, economic or legal problems was noted.
- Most cases (65.1% of the sample with data available) received initial scores of “Minimum Custody”; 32.9% received “Medium Custody” classifications, and 1.3% received initial scores of “Maximum Custody.”

A. SEVERITY OF CURRENT CHARGE/CONVICTIONS (Use Severity of Offense Scale; rate most serious charge/conviction, including any detainer/warrants)

Current Charge		
Score	Number	Percent
Low	126	53.6%
Moderate	99	42.1%
High	10	4.3%
Highest	0	0.0%
Missing	16	--
Total	251	100.0%

B. SERIOUS OFFENSE HISTORY (Use Severity of Offense Scale; rate most serious prior conviction)

Severity of the Most Serious Prior Conviction		
Score	Number	Percent
None to Low	76	34.9%
Moderate	76	34.9%
High	66	30.3%
Highest	0	0
Missing	33	--
Total	251	100.0%

Two items C and D on the classification instrument address escape histories and prior disciplinary reports. They are not reproduced here as nearly all sample cases contained missing data on these items or cases receiving scores were reported as “none.”

E. PRIOR FELONY CONVICTIONS (Excluding current charges)

Prior Felony Convictions		
	Number	Percent
None	105	48.6%
One	40	18.5%
Two or More	71	32.9%
Missing	35	--
	251	100.0%

F. ALCOHOL/DRUG ABUSE

Alcohol and Drug Abuse		
Item	Number	Percent
No social or legal problems related to abuse	4	1.9%
Abuse resulting social, economic or legal problems	184	85.2%
Abuse resulting in assaultive behavior	28	13.0%
Missing	35	--
Total	251	100.0%

G. STABILITY FACTORS

Note that for each stability factor a person receives a score of “-1” and there is no way to differentiate the absence of a score from missing data. As such, the number of cases receiving scores of “-1” are displayed with caveat that one case can receive scores more than one item.

Stability Factors	Yes
Age 26 or over	166
Employed or attending school for six months prior to arrest	60
Lived at same address for 12 months prior to arrest	121

The table below displays the custody levels indicated by the scores in the sample. It is included in this report as the distribution based on a standardized and accepted classification instrument supports the notion that minimum custody beds are needed in the jail system.

Custody Level Indicated by Score		
	Number	Percent
Minimum Custody	148	65.8%
Medium Custody	74	32.9%
Maximum Custody	3	1.3%
Missing	26	--
	251	100.0%

Care should be taken, however, in interpreting the distribution for several reasons. First, the scores displayed are what are referred to as “comprehensive custody total scores.” Many scores are over-ridden (known as “over-rides”) by classification staff for any number of reasons as there are often factors not captured by the instrument that strongly suggest the need for a higher custody level. Second, it is reasonable to assume that the sample is over-representative of low scores due to the fairly short sample period; it is likely that persons requiring higher levels of custody are under-represented in the sample. Lastly, in the consultant’s experience the number of detainees receiving reduced custody levels due to the “Stability Factors” contained on the instrument was very high. That is, the sample cases tended to be older than in many jail systems (over 26 years of age), and less transient than in many communities (lived at the same address for 12 months prior to arrest). The instrument should be validated on the Rockingham-Harrisonburg population.

Length of Stay in Jail

Historical length of stay (LOS) in jail data from the Local Inmate Data System compiled by the State Compensation Board and retained in a statewide inmate database were available for the Regional Jail by fiscal year for the years 2005 through May 2013.

Significant Finding: Between fiscal years 2005 – 2013, LOS for sentenced inmates increased by 45.1%; LOS for those persons transferred to other institutions increased by just under 14%, and overall average LOS increased by 30.4% over the nine year period

The information in the table that follows displays LOS trends as reported by the State, by release status, for persons released from the Regional Jail who were local responsible inmates. The data exclude federal and state responsible inmates. In addition, data reflects only the average serving times for persons admitted and released from the main Jail.

Rockingham-Harrisonburg Regional Jail					
State Reported Average Length of Stay in Days					
Local Responsible Inmates by Jail Release Status					
FY	To Bond	Sentence Served	Transferred Jails**	Other	Total
2005	2.2	36.0	35.6	56.1	15.8
2006	2.1	50.9	34.5	46.1	16.7
2007	2.0	46.7	23.9	58.8	17.1
2008	2.5	50.9	29.4	56.4	19.0
2009	2.4	52.7	43.5	56.0	19.3
2010	2.3	49.6	42.4	54.6	18.7
2011	2.0	55.5	48.7	41.5	19.7
2012	2.2	58.4	45.8	48.2	19.2
2013*	2.2	52.3	40.4	63.3	20.6
Change					
Num	--	16.3	4.8	7.2	4.8
%	--	45.1%	13.6%	12.8%	30.4%

*FY2013 data include July 2012-May 2013

**Inmates transferred to another jail are identified as releases in LIDS.

Data Source: Data from the Local Inmate Data System provided by the Compensation Board, June 2013; based on data provided by DCJS, July 2014.

The overall average length of stay for local responsible inmates in the Regional Jail has increased over the years.

- Between fiscal years 2005 – 2013, LOS for sentenced inmates increased by 45.1%; LOS for those persons transferred to other institutions increased by just under 14%, and overall average LOS increased by 30.4% over the nine year period.

- The LOS (about 2 days) for detainees released to Bond did not increase between 2005-2013.

The following tables display the number of local responsible inmates released, by release status, in each historical year.

Rockingham-Harrisonburg Regional Jail					
Count of Jail Releases/Transfers: Local Responsible Inmates					
FY	To Bond	Sentence Served	Transferred Jails**	Other	Total
2005	2,541	499	217	500	3,757
2006	2,504	428	330	549	3,811
2007	2,397	437	289	506	3,629
2008	2,323	437	266	584	3,610
2009	2,498	514	252	512	3,776
2010	2,488	544	221	523	3,776
2011	2,511	576	244	766	4,097
2012	2,795	521	279	675	4,270
2013*	2,323	452	267	545	3,587

*FY2013 data include July 2012-May 2013

**Inmates transferred to another jail are identified as releases in LIDS.

Data Source: Data from the Local Inmate Data System, provided by the Compensation Board, June 2013; based on data provided by DCJS, July 2014.

As a cautionary note, State reported length of stay figures may understate local responsible inmate's serving times in ways that are not entirely clear. It is not entirely clear, for example, how serving times are recorded for local responsible inmates begin their serving times as local responsible inmates who eventually receive State Department of Corrections sentences (change their status) and who remain in jail awaiting transfer to State prisons. It is likely that these inmates have longer serving times due to the severity of their charges, and their periods of confinement may not be reflected in State reported LOS data. For example if the State-reported serving times for local responsible inmates are combined with the number of cases upon which reported lengths of stay are based in fiscal year 2013, 203 "local responsible" jail beds in the year 2013 are accounted for.

Number of Jail Beds Utilized by Confinement Status Local Responsible Persons Released From Jail by Release Status Fiscal Year 2013				
Status	Number of Releases	LOS in Days	Number of Bed Days	Number of Jail Beds
To Bond	2,323	2.2	5,082	14
Sentence Served	452	52.3	23,622	65
Transferred Jails**	267	40.4	10,794	30
Other	545	63.3	34,475	94
Total	3,587	20.6	73,973	203

Profile of Persons Confined in the Jail

This section of the report contains trends in the average daily population of the Regional Jail by confinement status for the years 2006-2013 as reported by the State Compensation Board. Also presented is a one-day “snapshot” of the confined population by reason confined and up to three charges.

Significant Finding: On August 29, 2014, 51.5% of inmates for whom Rockingham-Harrisonburg is responsible were classified as Minimum custody; 39.6% were classified as Medium custody, and 8.9% were classified as Maximum custody inmates.

Significant Finding: The un-sentenced awaiting trial population (pretrial), as a percentage of the total jail population has not substantially changed over the eight year period ending June 2013; this population comprised 37.3% of the total population in FY-06 and comprised 41.7% in FY-13.

Significant Finding: Representing 21.8% of the total population, the most frequently reported charge for all inmates incarcerated on a single day in August 2014 was a “Probation Violation” charge; followed by Drug charges (20.5% of the inmate population) and Property crime charges (15.1% of the total); 22.1% of the inmate population was confined for either a violent crime or person crime charge.

Inmate Housing at the Existing Jail Facility

The rated capacity of the existing Harrisonburg facility as established by the Virginia Department of Corrections is 208. The Jail is a three story facility of approximately 100,000 SF (square feet) containing 20 housing units for male and female detainees. On average, there are currently approximately 350 inmates in the main Jail, and an additional 100 inmates held at the Middle River Regional Jail in Verona under a leased-bed arrangement.

Custody Level Distributions of Confined Inmates

A breakout of the August 29, 2014 inmate population – including inmates housed in Middle River by level of security and gender is displayed in the following table.

Rockingham - Harrisonburg Regional Jail Inmate Population Classification Breakout by Gender (8-29-2014)						
	Males		Females		Total	
	Number	Percent	Number	Percent	Number	Percent
Minimum	192	51.3%	33	52.4%	225	51.5%
Medium	146	39.0%	27	42.9%	173	39.6%
Maximum	36	9.6%	3	4.8%	39	8.9%
	374	100.0%	63	100.0%	437	100.0%

Note: Data include inmates housed in the main facility and at Middle River Regional Jail.

- On August 29, 2014, 51.5% of inmates for whom Rockingham-Harrisonburg is responsible were classified as Minimum custody; 39.6% were classified as Medium custody, and 8.9% were classified as Maximum custody inmates.

A more complete breakout of the population on September 29, 2014 by housing location, gender and security level is displayed in the following table.

Rockingham-Harrisonburg Regional Jail						
Total Inmate Population by Custody Level (09/29/14)						
Main Jail						
	Males		Females		Total	
Custody Level	Number	Percent	Number	Percent	Number	Percent
Minimum	117	44.2%	24	52.2%	141	45.3%
Medium	118	44.5%	19	41.3%	137	44.1%
Maximum	30	11.3%	3	6.5%	33	10.6%
Total	265	100.0%	46	100.0%	311	100.0%
Middle River Regional Jail						
	Males		Females		Total	
Custody Level	Number	Percent	Number	Percent	Number	Percent
Minimum	75	72.8%	9	52.9%	84	70.0%
Medium	28	27.2%	8	47.1%	36	30.0%
Maximum	0	0.0%	0	0.0%	0	0.0%
Total	103	100.0%	17	100.0%	120	100.0%
Total Inmate Population						
	Males		Females		Total	
Custody Level	Number	Percent	Number	Percent	Number	Percent
Minimum	192	52.2%	33	52.4%	225	52.2%
Medium	146	39.7%	27	42.9%	173	40.1%
Maximum	30	8.2%	3	4.8%	33	7.7%
Total	368	100.0%	63	100.0%	431	100.0%

Inmate Population Trends by Confinement Status

This section of the report presents a summary of State Compensation Board profile data compiled for Regional Jail for the years 2006 - 2013 as required by the Standards. Note that this data does not include inmates housed in Middle River Regional Jail and only reflects the characteristics of offenders incarcerated at the main Jail.

Rockingham - Harrisonburg Regional Jail										
State Compensation Board Inmate Population Breakout by Status										
Average Monthly Jail Population (2006-2013)										
Status	2006	2007	2008	2009	2010	2011	2012	2013	Number Change	Percent Change
Pretrial	101	100	96	122	113	118	146	132	30	30.1%
Sentenced Pending Charges	51	48	47	47	54	50	60	62	11	22.0%
Misdemeanor	24	25	36	34	35	38	39	30	6	25.5%
Local Responsible Felon	26	36	37	30	44	37	37	33	7	28.1%
State Responsible	45	47	52	56	51	64	40	36	-8	-18.4%
Local Ordinance	10	11	13	13	13	10	7	4	-6	-56.7%
Federal	15	30	22	14	13	10	18	19	3	22.0%

Source: Data from the Local Inmate Data System, provided by the Compensation Board, June 2013 through the Department of criminal Justice Services; 2013 data through May 2013.

The following observations concerning the composition of the incarcerated in the main jail are provided:

- The un-sentenced awaiting trial population (pretrial), as a percentage of the total jail population has not substantially changed over the eight year period ending June 2013; this population comprised 37.3% of the total population in FY-06 and comprised 41.7% in FY-13.
- The total awaiting trial inmate population, including those inmates awaiting trial in pretrial status and those already convicted on other charges but awaiting hearings on additional charges has varied from a low of 51.6% of the total population in 2010/2011, to a high of 61.2% in FY-13.
- On average, between FY-06 and FY-13, 24.9% of the total population has been in local responsible felon, local responsible misdemeanor or local ordinance status.
- The State Responsible inmate population as a proportion of the total population in the main jail has declined since fiscal year 2006.
- In fiscal year 2013, 11.5% of the inmate population in the main jail was State Responsible sentenced inmates.

Rockingham - Harrisonburg Regional Jail								
State Compensation Board Inmate Population Breakout by Status								
Status Percentage of Total Population (2006-2013)								
Status	2006	2007	2008	2009	2010	2011	2012	2013
Pretrial	37.3%	33.7%	31.6%	38.6%	34.9%	36.2%	42.2%	41.7%
Sentenced Pending Charges	18.7%	16.2%	15.4%	14.7%	16.7%	15.4%	17.3%	19.6%
Misdemeanor	8.7%	8.4%	12.0%	10.8%	11.0%	11.6%	11.2%	9.4%
Local Responsible Felon	9.6%	12.2%	12.1%	9.5%	13.6%	11.4%	10.6%	10.6%
State Responsible	16.4%	15.7%	17.3%	17.6%	15.8%	19.5%	11.6%	11.5%
Local Ordinance	3.7%	3.6%	4.4%	4.2%	4.1%	2.9%	1.9%	1.4%
Federal	5.6%	10.1%	7.3%	4.5%	4.0%	3.0%	5.2%	5.9%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: Data from the Local Inmate Data System, provided by the Compensation Board, June 2013 through the Department of Criminal Justice Services; 2013 data through May 2013.

- On average in FY-13, federal prisoners represented 5.9% of the total main jail inmate population.

The table that follows displays a breakout of the average daily un-sentenced pretrial inmate population by most serious committing charge as reported by the State Compensation Board through May 2013, and prepared by the Department of Criminal Justice Services for the fiscal years 2006 through 2013.

Rockingham-Harrisonburg Regional Jail							
Pretrial End-of-Month Population, Distribution by Most Serious Committing Charge							
FY	Violent Felony	Drug Felony	Nonviolent Felony	Violent Misdemeanor	Drug Misdemeanor	Nonviolent Misdemeanor	Ordinance Violation
FY06	31.1%	21.3%	37.9%	1.4%	0.9%	8.2%	0.0%
FY07	25.0%	25.0%	36.3%	2.5%	1.3%	11.0%	0.0%
FY08	27.4%	17.7%	41.5%	3.3%	1.0%	9.8%	1.0%
FY09	31.2%	15.6%	41.0%	2.0%	0.8%	10.2%	0.8%
FY10	30.0%	16.2%	42.9%	1.8%	0.5%	9.1%	0.9%
FY11	28.0%	16.2%	41.2%	2.7%	0.8%	11.6%	0.8%
FY12	30.3%	15.1%	38.1%	2.8%	1.1%	13.0%	0.0%
FY13*	24.9%	20.5%	40.5%	2.1%	0.7%	11.7%	0.0%

*FY2013 data include July 2012-May 2013

Data Source: Data from the Local Inmate Data System, provided by the Compensation Board, June 2013;

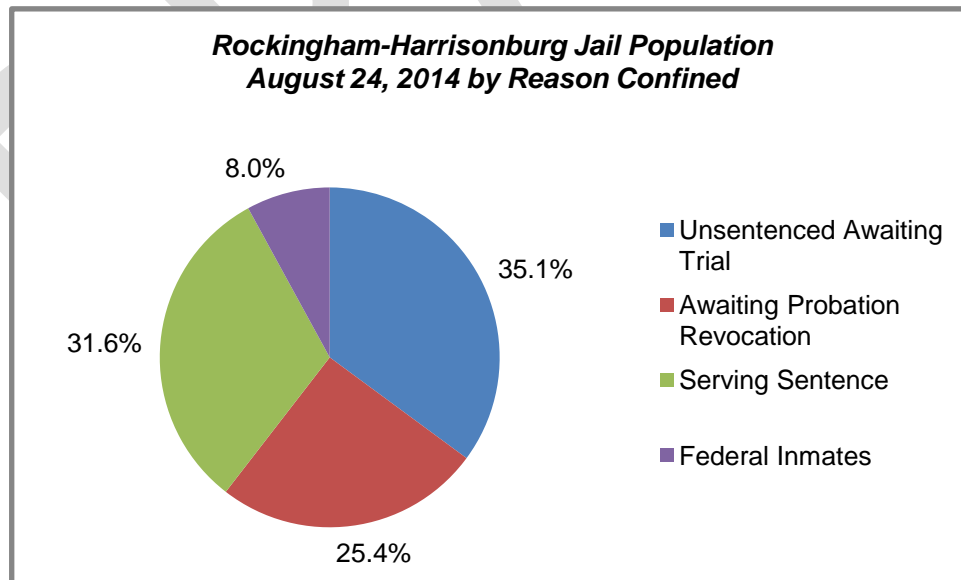
Analysis by the Department of Criminal Justice Services, July 2014.

One Day Snapshot of the Confined Inmate Population

This section of the report presents profiles of inmates confined in the main Jail on a single day in August 2014 (August 24, 2014), and presents data for male and female inmates by “reason confined,” and by charge type.¹

Rockingham - Harrisonburg Regional Jail						
Total Inmate Population Confinement Reason and Gender						
Reason	Male		Female		Total	
	Number	Percent	Number	Percent	Number	Percent
Un-sentenced Awaiting Trial	97	33.4%	22	44.9%	119	35.1%
Awaiting Probation Revocation	73	25.2%	13	26.5%	86	25.4%
Serving Sentence	96	33.1%	11	22.4%	107	31.6%
Federal Inmates	24	8.3%	3	6.1%	27	8.0%
Total	290	100.0%	49	100.0%	339	100.0%

- Based on data provided by the jail personnel, there were 290 males, 49 females and a total of 339 detainees incarcerated in the main jail on a single day in August. 33.4% of males and 44.9% of females were detained in un-sentenced pretrial status.



¹ Data displayed in these tables was provided by jail personnel and obtained from the existing automated information system. An attempt was made to generate several snap-shot profiles from several historical dates. The information system does not allow for retrieving valid and reliable historical data as it appears that historical data is over-written as confinement statuses change over time.

Persons confined in jail are often held on multiple charge/offenses. The tables that follow display up to three offenses/charges associated with each individual that are ranked from more serious to less serious charges. For example, “Drug” charges are ranked as the fourth most serious (with a code of 4), and an individual with a Drug charge could not have another charge with a ranking of 1 – 3, but could have additional charges noted that are ranked less serious. These less serious charges are displayed in categories 2 or 3.

All Male and Female Confined Inmates					
Sentenced, Un-sentenced Awaiting Trial, and Federal Inmates (N=339)					
Code	Charge Type	Most Serious Charge		Seriousness 2	Seriousness 3
		Number	Percent		
1	Violent Crime	33	10.6%		
2	Person Crime	36	11.5%	10	
3	Firearms	13	4.2%	6	
4	Drugs	64	20.5%	10	2
5	Property	47	15.1%	30	4
6	Probation Violation	68	21.8%	57	18
7	FTA/Contempt/Failure	28	9.0%	21	14
8	DUI/Traffic	11	3.5%	11	13
9	Other	12	3.8%	17	21
	(Federal)	27	--		
	Total	339	100.0%		

- Representing 21.8% of the total population, the most frequently reported charge for all inmates is a “Probation Violation” charge; followed by Drug charges (20.5% of the inmate population) and Property crime charges (15.1% of the total).
- 22.1% of the inmate population was confined for either a violent crime or person crime charge.

Male Inmates

A disaggregation of all males confined in the Jail by charge type and confinement status is displayed in the following tables.

<i>Males Confined in Jail</i>					
All Non-Federal Males Confined (N=266) By Offense Category					
Code	Charge Type	Most Serious Charge		Seriousness 2	Seriousness 3
		Number	Percent		
1	Violent Crime	29	10.9%		
2	Person Crime	32	12.0%	10	
3	Firearms	13	4.9%	6	
4	Drugs	51	19.2%	10	2
5	Property	40	15.0%	24	4
6	Probation Violation	56	21.1%	48	17
7	FTA/Contempt/Failure	25	9.4%	15	11
8	DUI/Traffic	10	3.8%	9	10
9	Other	10	3.8%	13	16
	Total	266	100.0%		

<i>Males Confined in Jail</i>					
All Un-sentenced Awaiting Trial Males Confined (N=97)					
Code	Charge Type	Most Serious Charge		Seriousness 2	Seriousness 3
		Number	Percent		
1	Violent Crime	19	19.6%		
2	Person Crime	12	12.4%	4	
3	Firearms	8	8.2%	5	
4	Drugs	25	25.8%	4	1
5	Property	9	9.3%	12	
6	Probation Violation	1	1.0%	2	1
7	FTA/Contempt/Failure	14	14.4%	3	8
8	DUI/Traffic	4	4.1%	3	2
9	Other	5	5.2%	10	4
	Total	97	100.0%		

- The most prevalent charge type associated with males in un-sentenced awaiting trial status is drugs – 25.8% of males had a most serious charge of drugs, and an additional five males had drug charges that were not their most serious charges.

<i>Males Confined in Jail</i>					
<i>All Sentenced Males (N=96) By Offense Category</i>					
Code	Charge Type	Most Serious Charge		Seriousness 2	Seriousness 3
		Number	Percent		
1	Violent Crime	4	4.2%		
2	Person Crime	11	11.5%	3	
3	Firearms	3	3.1%		
4	Drugs	16	16.7%	4	
5	Property	16	16.7%	5	1
6	Probation Violation	25	26.0%	17	7
7	FTA/Contempt/Failure	10	10.4%	9	2
8	DUI/Traffic	6	6.3%	2	4
9	Other	5	5.2%	3	8
	Total	96	100.0%		

- 26.0% of the male inmate population in sentenced status had probation violation as their most serious offense.

<i>Males Confined in Jail</i>					
<i>All Males Awaiting Revocation Hearings (N=73) By Offense Category</i>					
Code	Charge Type	Most Serious Charge		Seriousness 2	Seriousness 3
		Number	Percent		
1	Violent Crime	6	8.2%		
2	Person Crime	9	12.3%	3	
3	Firearms	2	2.7%	1	
4	Drugs	10	13.7%	2	1
5	Property	15	20.5%	7	3
6	Probation Violation	30	41.1%	29	9
7	FTA/Contempt/Failure	1	1.4%	3	1
8	DUI/Traffic		0.0%	4	4
9	Other		0.0%		8
	Total	73	100.0%		

- There were 73 male inmates in awaiting probation revocation hearing status; of this number 57.5% had additional charges associated with a more serious offense.

Female Inmates

The following tables display reason confined and charge/offense type for female inmates confined on August 24, 2014.

<i>Females Confined in Jail</i>					
All Nonfederal Females Confined (N=46) By Offense Category					
Code	Charge Type	Most Serious Charge		Seriousness 2	Seriousness 3
		Number	Percent		
1	Violent Crime	4	8.7%		
2	Person Crime	4	8.7%		
3	Firearms	0	0.0%		
4	Drugs	13	28.3%		
5	Property	7	15.2%	6	
6	Probation Violation	12	26.1%	9	1
7	FTA/Contempt/Failure	3	6.5%	6	3
8	DUI/Traffic	1	2.2%	2	3
9	Other	2	4.3%	4	5
	Total	46	100.0%		

- The most frequent offense for which females were incarcerated on a single day in August 2014, was Drugs - 28.3% of all confined females were held for drug offenses.

<i>Females Confined in Jail</i>					
Un-sentenced Awaiting Trial (N=22) By Charge Category					
Code	Charge Type	Most Serious Charge		Seriousness 2	Seriousness 3
		Number	Percent		
1	Violent Crime	4	18.2%		
2	Person Crime	3	13.6%		
3	Firearms	0	0.0%		
4	Drugs	7	31.8%		
5	Property	3	13.6%	4	
6	Probation Violation	0	0.0%	3	
7	FTA/Contempt/Failure	3	13.6%	4	2
8	DUI/Traffic	0	0.0%		3
9	Other	2	9.1%	2	2
	Total	22	100.0%		

- 31.8% of the female population in un-sentenced awaiting trial status had Drug charges; an additional 32% were confined in un-sentenced awaiting status for Person or Violent crime charges.

<i>Females Confined in Jail</i>					
<i>All Sentenced Females (N=11) By Offense Category</i>					
Code	Charge Type	Most Serious Charge		Seriousness 2	Seriousness 3
		Number	Percent		
1	Violent Crime		0.0%		
2	Person Crime	1	9.1%		
3	Firearms		0.0%		
4	Drugs	3	27.3%		
5	Property	2	18.2%	1	
6	Probation Violation	4	36.4%	2	
7	FTA/Contempt/Failure		0.0%	2	
8	DUI/Traffic	1	9.1%	1	1
9	Other		0.0%	1	2
	Total	11	100.0%		

- 11 sentenced females were incarcerated on August 24, 2014. Of this number 36.4% had probation violations as their most serious charge.

<i>Females Confined in Jail</i>					
<i>Awaiting Probation Revocation Hearing (N=13) By Offense Category</i>					
Code	Charge Type	Most Serious Charge		Seriousness 2	Seriousness 3
		Number	Percent		
1	Violent Crime		0.0%		
2	Person Crime		0.0%		
3	Firearms		0.0%		
4	Drugs	3	23.1%		
5	Property	2	15.4%	1	
6	Probation Violation	8	61.5%	4	1
7	FTA/Contempt/Failure	0	0.0%	1	
8	DUI/Traffic	0	0.0%		
9	Other	0	0.0%	1	1
	Total	13	100.0%		

- A total of 13 females on August 24, 2014 were awaiting probation revocation hearings; additional charges for these individuals included Drugs, Property charges and failure to appear.

DRAFT

Section 4

Jail Facility Layout and Jail-Based Programs

DRAFT

Jail Facility and Jail-Based Programs

This chapter of the Community-Based Corrections Plan presents a description of the existing Regional Jail facility, and a summary of jail-based programming.

Significant Finding: The Regional Jail is operating with an average daily population that far exceeds its design capacity. As such, practically every area of the Jail is crowded, congested and deficiencies are noted in virtually all areas referenced in the Virginia Standards for local correctional facilities.

Significant Finding: Administrative space and ancillary resources are inadequate; the density of the detainees in general population housing, combined with the lack of program space contributes to the potential for management problems.

Significant Finding: Due to space limitations associated with jail crowding, the Jail operates very few programs, has virtually no available space for providing services and programs such as work/educational release, public work force, and residential substance abuse treatment and does not have adequate space to accommodate volunteer treatment providers.

Regional Jail - General Description:

The Rockingham-Harrisonburg Regional Jail is located at 25 South Liberty Street in Harrisonburg, Virginia. The Jail is located adjacent to the District Courts building and is connected to this building by a skywalk that extends over South Liberty Street. The Circuit Court is located one block from the Jail and prisoners are transported by van or escorted to Court on foot by Sheriff's staff as necessary.



The jail is supervised and operated by the Rockingham County Sheriff's Department on behalf of the County and the City of Harrisonburg, and the Sheriff is responsible for safety and security of the facility. The three story masonry structure consists of 98,000 square feet (SF) with a rated

capacity as established by the Department of Corrections of 208 inmates. Currently there approximately 350 inmates incarcerated in the Jail. In addition, over 100 Rockingham-Harrisonburg inmates are held in the nearby Middle River Regional Jail in Verona, Virginia under a leased-bed arrangement. While extremely overcrowded, the facility is well maintained and is secure.

Date of Construction and Expansions/Renovations:

The Jail was constructed in the early 1990s and opened in 1994. There have been no renovations or expansions.

Operating Capacity and Facility Overview:

The Department of Corrections rated operating capacity for the Jail is 208. General purpose housing units are located on the 2nd and 3rd floors.

- 12 cells in the general purpose housing area reserved for inside Trustee on the 2nd floor.
- 16 cells are used for segregation. Of the 16 segregation cells, 12 are reserved for male inmates and the remaining 6 are reserved for females; one cell is padded.
- Additional special use areas include 8 cells for inmates awaiting classification; a detox special purpose area on the first floor contains 5 cells for males and 2 cells for females.
- An inmate property area is located on the first floor along with laundry space; the jail contains indoor and outdoor recreation space.
- A medical unit (1,022 SF) includes space for a doctor's waiting room, head nurse, medical examination, file and medical storage, 2 holding cells and a medical ward.

Rockingham-Harrisonburg Regional Jail Inmate General Purpose Housing:

General Purpose inmate housing is located on the second and third floors of jail. There are two large housing units on each floor. Each Housing Unit contains 5 cell blocks. Two classification cell blocks are included the official rated capacity of the jail. There is no dormitory space in the jail. A breakout of the inmate population by floor, housing unit and cell block is displayed in the table that follows.

Rockingham-Harrisonburg Regional Jail General Purpose Housing								
Floor	Cell Block	Use	Operating Capacity	Number of Cells	Number of Beds	SF/ Cell	SF/ Dayroom	SF/ Inmate
2nd	South							
	1	Male	8	8	8	71	635	79
	2	Trustee	12	12	24	108	945	39
	3	Male	10	10	10	71	660	66
	4	Male	10	10	10	71	660	66
	5	Male	10	10	20	110	660	33
2nd	North							
	1	Female	10	10	20	110	660	66
	2	Female	10	10	20	110	660	66
	3	Female	10	10	10	71	660	66
	4	Male	10	10	10	71	660	66
	5	Male	10	10	20	110	660	66
3rd	South							
	1	Male	10	10	20	110	660	33
	2	Male	10	10	20	110	660	33
	3	Male	10	10	10	71	660	66
	4	Male	10	10	10	71	660	66
	5	Male	10	10	20	110	660	33
3rd	North							
	1	Male	10	10	20	110	660	33
	2	Male	10	10	20	110	660	33
	3	Male	10	10	10	71	660	66
	4	Male	10	10	10	71	660	66
	5	Male	10	10	20	110	660	33
Classification		Male	6	6	6	--	--	--
Classification		Female	2	2	2	--	--	--
		Total	208	208	320			

Special Purpose Cells:

There are a total of 16 segregation cells. Each segregation cell is approximately 70 SF and designed for inmates that require separation from the general population.

Rockingham-Harrisonburg Regional Jail Special Purpose Cells			
Cell Block	Inmate Classification	Number of Cells	Number of Beds
Seg 1	Male Segregation	12	12
Medical	Cell	2	2
Seg 2	Female Segregation	3	3
Medical	Ward	1	2
Seg PC	Padded Cell	1	0
Intake/Booking			
Intake	Male Holding	5	21*
Intake	Female Holding	2	2**

* Holding capacity = 21; ** Holding capacity = 2.

Administrative, Operating and Inmate Program Space:

The following table displays the primary administrative and operating space by functional area and square footage.

Administration and Operating Space		
Space	SF	Description
PCA	858	Visitor receiving and reception; also includes dispatch space, equipment room, storage space and public restroom
Sheriff Admin	6,408	Sheriff's office, two secretaries, offices for a Major, two Captains, conference room, property storage, Magistrate, offices for non-jail function supervision and computer/telephone space (additional non-jail administrative space as well).
Magistrate	313	includes Magistrates offices, public waiting and restroom.
Chaplain	64	area for chaplain to maintain files and prepare for church services.
Records	138	Jail records
Classification	428	space for inmate interviews, office and records.
Locker Room	377	space for male employees to store personal effects while on duty.
Transportation	335	space where inmates prepare for exiting the jail.
Video Conferencing	98	space for closed circuit conferencing with court rooms.
Other		Miscellaneous additional space is located on the first floor including space for: interviews, storage, armory, fingerprinting and processing, booking, exchange, release and employee break space.
Laundry	752	contains 2 large washing machines, 3 small washers, 3 large dryers and storage for uniforms and bedding.
Contact Visitation		space for legal visits, with waiting area and restrooms.

Physical Plant Space		
Space	SF	Description
Central Stores	1,185	contains dry storage, loading dock, walk-in coolers and other storage space.
Mechanical	1,632	includes boilers and associated heating equipment, an electrical room; a maintenance shop, storage and a small break room.
Maintenance Office	242	also used for storage.

Inmate Program Space		
Space	SF	Description
Indoor Recreation	840	maximum of 21 inmates are allowed in this space at a time.
Library	190	
Classroom	380	used for classroom instruction and church services.
Teacher's Office	60	Space intended for storage used for teacher records and workspace.
Outdoor Recreation	1,850	space for 25 inmates to exercise; includes separate room for correctional officer monitoring and storage for recreation supplies.
Medical Ward	1,022	
Counseling Visitation	95	small office for mental health interviews and counseling.
Multi-purpose Room	330	classroom, multipurpose.
Multi-purpose Room	467	classroom, multipurpose.

Facility Certification:

The jails in the Commonwealth are audited for compliance with the Board of Corrections operating standards every third year. In the intervening years, the jails are inspected by the Department of Corrections. Jail operations was found to be in compliance with the Standards. The Jail was unconditionally certified for holding adult male and female inmates.

Impact of Physical Plant Limitations Relative to Operations and Security:

The existing facility if operated near the rated capacity of 208, generally does not pose any significant physical limitations relative to operations or security. The flow of arrestees from the salleyport to the booking/intake area is secure. The movement into and out of the jail from the transportation vehicle is within enclosed salleyports. The movement of inmates from the intake to the housing units and the movement from the cell block to the transportation area for movement to the courts is also secure. Movement from the jail to the District Court is via a secure skywalk.

That said, the jail is operating well above its capacity and, as such, deficiencies are noted in a multitude of areas. The jail is operating at approximately 165% of rated capacity and approximately 350 detainees are confined in a facility intended to house 208.

- The Jail is operating with an average daily population that far exceeds its design capacity. Not counting the inmates being held at Middle River Regional Jail, the current facility is operating at approximately 160% of rated capacity. As such, practically every area of the Jail is crowded and congested.
- Administrative space and ancillary resources are inadequate for the number of inmates who are normally incarcerated.
- The density of the detainees in general population housing, combined with the lack of program space contributes to the potential for management problems.

The following additional concerns and issues exist.

- There is inadequate kitchen, loading dock and food storage space. In addition, freezer and dry storage areas were intended to service 208 inmates and are required to service up to 350 inmates per day. By current Standards, the food service area should be increased by 500 square feet. At a minimum, an additional 200 square feet of food storage space is needed.
- The intake and booking areas are inadequate to for the number of intakes and releases at the facility. For the number of inmates held, additional holding space is needed for 35 detainees. Seventeen individual holding cells are required. With only 5 individual cells currently, existing capacity is deficient by approximately 20.
- Special purpose cells (segregation, isolation and medical cells) are inadequate for the population served. A minimum of 10 additional cells are needed.
- There is insufficient space for general storage for inmates and facility supplies.
- There is insufficient storage and work space for maintenance workers.
- The visitation space for both contact and noncontact visits is inadequate and does not meet Standards for the number of inmates confined in the jail, resulting in a burden for visitors and staff.
- Inmate interview and meeting space is inadequate.
- There is inadequate class room, indoor and outdoor recreation space for the number of inmates held in the jail.
- Medical space is inadequate for the number of persons in the facility and there is no negative pressure space for contagious inmates; there is no dental space; mental health treatment space is inadequate.
- Library space is not adequate.

- Program space is inadequate; there is no work/education release program or housing space.
- Classroom and multipurpose use space is inadequate.
- The facility does not contain dormitory minimum custody or community custody housing despite the fact that only 10% of the inmate population is considered to require maximum security housing.
- Work Release programming (and similar jail-based community programs) is not provided due to lack of space and there is no way separate these detainees from the general population. There is no separate entry and exit for persons on work release as required by Standards.

Jail-Based Programs and Services:

The Jail operates with a contingent of 83 authorized sworn and civilian personnel. Due to extreme crowded conditions the Jail does not have adequate program, program support space and program staff to provide more than the most basic programs for detainees. All existing programs are managed by volunteers under the supervision of jail personnel. Often program schedules are intermittent due to schedule conflicts associated with the lack of space. A list of the existing programs are displayed in the table that follows.

Rockingham-Harrisonburg Regional Jail Jail-Based Programs		
Program	Frequency	Number of Participants
Women's Devotional Class	Weekly	8 per Month
Women's Literacy/ Computer Programming	2-3 times per Week	
Men's Drug/Alcohol	Weekly	9 per Session
Women's Drug Program	Weekly	3 per Session
Women's Bible Study	Weekly	3 per Session
Women's AA	Weekly	4 per Week
GED/Literacy/ Computer		10 per Month
Men's AA	Weekly	7 per Month
Men's Bible Study	Weekly	13 per Month
Spanish Bible Class	Weekly	3-5 per Session

Weekender Program

The Jail does not have local space available for a Weekender program (whereby offenders serve their sentences on weekends and maintain employment in the community). This program has historically been provided for Rockingham-Harrisonburg offenders at the Middle River Regional Jail. Sheriff's staff have been notified this program will soon be discontinued.

At the present time, however, the Jail reports that there an average of 13 offenders participating in the program at Middle River Regional Jail. It is reasonable to assume that if this program were available within the county, participation would increase. Reported participation data for the years 2011 through 2014 is displayed in the following table.

Rockingham-Harrisonburg Regional Jail				
Number of Split Sentence (Weekenders)				
	2011	2012	2013	2014 *
Males	21	68	52	43
Females	5	17	17	16
Total	26	85	69	59

* 2014 data is through September 2014.

Due to space limitations, the Jail does not operate the following programs commonly operated in jails around the Commonwealth: Work/Educational Release, Public Work Force and Electronic Home Monitoring.

Examples of Jail-Based Programming in Other Localities

The current Regional Jail does not have either the physical plant or personnel to provide most of the jail-based programming options that are in-place around the State. This section of the report provides examples of programs that currently exist in the Commonwealth. While by no means an exhaustive list, it does provide examples of successful program options.

Work Release (WR) Program

Nearly all jails in the Commonwealth operate work release. There is presently no space available to operate a program. Work Release programs offer inmates the opportunity to maintain employment or seek new employment while incarcerated. Many programs work with employers, probation officers, family members and the court system. Global positioning system (GPS) units and random drug testing are used to monitor inmates on the program may be component of the program. Often participants are required to attend programs such as AA, NA and various life skills classes, and have other responsibilities as assigned by the Court.

Prince William County reports that approximately 1,000 offenders are placed in their adult detention Work Release program each year.

The City of Richmond jail has operated a WR program since 1998. Two staff are assigned to the Richmond program that provides programming for an average of approximately 20 offenders per month.

The Henrico County Regional Jail maintains an active work release program. With the approval of the court, inmates who meet the following criteria are allowed to leave jail, go to work and report back to jail at the end of the work day. Participants must (1) have a full time job; (2) work a minimum of 36 hours each week; (3) work not more than 12 hours per day, including travel time; (4) must have their own reliable transportation and (5) are required to pay \$10 per day for each day of work. Based on the most recent data available to the Consultant, between 200-250 inmates per year participate in the Henrico work release program.

Public Work Force Program

Many jails in the Commonwealth maintain a Work Force Program consisting of inmates who have been screened and meet the criteria to perform community-based work under the supervision of correctional officers. Daily work activity for the Work Force may include such activities as seasonal mowing, landscaping, painting and maintenance projects. Some programs are responsible limited janitorial services in the County or City as well as trash pickup details along roadways.

Prince William County operates a fairly large program out of its regional adult detention center. In addition to normal maintenance tasks in public spaces, the Prince William County program provides services to maintain the grounds of government offices and a number of historical cemeteries. During inclement weather work force participants assist in the removal of debris, snow and ice. It is estimated that this program provides between 8,000 – 10,000 hours of service to the community. Five correctional officers typically manage their large program and supervise the inmates assigned to it.

The City of Richmond operates two alternative sentencing programs that are not technically “Inmate Work Force” 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 misdemeanors work eight hours per day. Based on the most recent data available a total of 1,637 offenders participate in NEAT (an average of 31 per week), and a total of 3,085 offenders (an average of 59 per week) participate in MCSP.

The Pamunkey Regional Jail (in Hanover County) Work Force program consists of inmates who have been screened and meet the criteria to perform community-based work under the supervision of correctional officers. Daily work activity for the program includes work at the landfills, the Bowling Green waste treatment plant, the public parks in the area and with various non-profit organizations. In fiscal year 2012, the program completed 10,256 man hours of work in nearby communities and reported a total of \$74,356 in savings to local government.

Electronic Monitoring (EM) Programs

The use of these programs across the Commonwealth is more sporadic. While most jails operate work release, educational release and public work force programs, the implementation of electronic monitoring or “electronic incarceration” programs managed by jail personnel requires a degree of cooperation between local decision makers that may be difficult to attain.

The Prince William Adult Detention Center maintains one of the largest electronic incarceration programs in the Commonwealth. An extension of its Work Release Program, inmates on this program are able to remain at home and work in the community. All participants are monitored by GPS units to ensure compliance with program rules and regulations. In fiscal year 2012, there were 35 placements, and an average daily program population of 13 offenders.

In the consultant’s experience the jails across Virginia that operate the most robust jail-based programs have several important characteristics in common, they have:

- (1) sufficient space to provide programs and services (in both housing and support areas);
- (2) formed viable collaborations with community volunteer and community agency groups;
- (3) demonstrated commitments to providing programs and services to offenders through their jail operations, and
- (4) program options that have the support of key decision makers in their communities.

Brief program descriptions from three jails that offer robust jail-based programming are provided below.

Henrico County Regional Jail (rated capacity = 787)

Medical and Mental Health Services

Medical and Mental Health services are available at two jails (Jail East and Jail West) operated by the County facilities 24 hours per day, and seven days per week by both employed and contracted personnel. A minimum of three nurses are on duty daily, in addition to support staff, and medical services are supervised by a full time Medical Director who is an employee of the Sheriff’s Office. All other staff in the medical department are contract staff. A Nurse Practitioner and Primary Physician rotate schedules between the two facilities. Sick call is held daily at both facilities and pharmaceuticals are provided by contracts with local pharmacies. While there are two examination rooms at Jail West, there is no infirmary; all inmates requiring infirmary care are transported to Jail East. Medical staff include a Medical Director, Nurse Practitioner, a full-time Registered Nurse Health Administrator, one Registered Nurse, four part-time and 13 full time LPNs.

Mental health services include the traditional management of psychotropic medications, individual and group counseling and extensive formal substance abuse treatment and counseling. The Henrico County Department of Mental Health provides a Psychologist and two Mental Health Counselors onsite at Jail West 40 hours per week; additional

personnel schedule regular visits to the facility. Mental health personnel at Jail East include a Psychiatrist, a Mental Health Specialist, three Mental Health Clinicians and various substance abuse treatment specialists.

Educational and Vocational Programs

Henrico County Jail Education Service provides an array of academic and vocational programs at both facilities. The teachers and instructors are all licensed with the Virginia Department of Education and are Henrico County public schools teachers contracted by the Sheriff's office to work with jail programs. Education staff include one administrative assistant and nine teachers. Jail West has two academic instructors; Jail East has four teachers, and three vocational education instructors. A special education coordinator works at both sites. The education program includes literacy and general education as well as ABD, pre-GED, GED preparation and testing, special education instruction, and "English as a Second Language". Vocational instruction includes instruction in Automotive technology, Computer technology, Keyboarding, Business Computer Applications and Cosmetology.

Substance Abuse Treatment

Henrico County operates a large and nationally recognized Residential Substance Abuse Program for inmates that includes substance abuse counseling, both individual and group, as well as AA, NA programming. In addition, at Jail East there are 152 beds dedicated to the "Recovery In a Secure Environment" (RISE) program. This phased residential substance program is provided for both male and female detainees. Begun in August 2000, in a 36 bed direct supervision housing pod, the program consists of separate housing for participants, a 12-14 hour per day schedule of activities and in-house substance treatment. Upon release from jail, graduates participate in twice-a-week follow-up aftercare sessions. Approximately 1,100 offenders per year entered the RISE program over that past three fiscal years ending 2010.

Home Electronic Monitoring (HEM)

The Jail has an Electronic Home Monitoring program that allows participants to serve their sentences in the confines of their home. Home Incarceration must be ordered by sentencing court, and HEM must be granted on each charge before the offender is placed in the program. As of 2011, participants must sign a behavior contract, have an operable telephone, pay an initial \$25 processing fee, and are required to reimburse the County at a rate of \$10 per day. In 2010, 24 offenders were ordered into the program – twice the number placed in the prior year.

Alternative Non-consecutive Sentencing (Weekend Sentencing)

There are a large number of offenders who report to jail to serve their sentences on weekends. As with work release and home incarceration, non-consecutive sentences must be ordered by the Court. Jail personnel report that historically as many as 120 offenders report to jail each weekend under this program.

Pamunkey Regional Jail (rated capacity = 290)

The Pamunkey Regional Jail has four major program areas: Educational, Substance Abuse, Religious Services and Self Improvement Programs. In addition to classroom space, additional program space is provided adjacent to each housing unit. A given program may be offered in the multipurpose space adjacent to the housing units in a

classroom depending on the number of inmates participating in the program. Programs are conducted/coordinated by Jail staff, volunteers and outside agencies.

Educational Programs. Classes meet year-round and inmate attendance is voluntary. Instruction in the various classes is provided by the Jail staff which includes one full time certified teacher (funded by the Hanover School Board). The programs include: General Equivalency Diploma (GED) – GED preparatory classes combining class room instruction with self study modules. Special Education (SPED) – for inmates who are 18 to 22 years old and who have special education needs.

Inmate Programs. Offender Aid and Restoration (OAR) OAR of Richmond, Inc. is a nonprofit, private organization that provides services and referrals to inmates. An OAR case manager is available three days per week to provide the following services:

- Intake interviews and “service needs assessments”
- Pre-release planning group
- AA/NA and parenting educational groups
- Literacy/Education tutors
- Drug and alcohol treatment referrals
- Forms for social security cards and birth certificates
- Job training and placement assistance

A variety of self improvement programs and services are also provided to detainees at the Pamunkey Regional Jail, including:

Alcoholics Anonymous and Narcotics Anonymous: Brings weekly 12-step meetings to detainees.

Anger Management: Helps inmates explore the nature and impact of anger in order to establish a life free of violence.

Healthy Relationships: Teaches inmates relationship-building skills that lead to positive, violence-free relationships.

Life Without a Crutch (8 weeks): Educates offenders on different types of addition and how to recover from them.

Male Responsibility (10 weeks): Teaches males how to develop healthy attitudes and behaviors regarding relationships, marriage, employment and family.

Parenting Education Group (8 weeks): Provides group support for incarcerated mothers while separated from their children. The program goals are to help mothers maintain relationships with their children and improve parenting skills.

Productive Citizenship (6 weeks): The goal is to prepare offenders for their release by discussing topics such as dealing with emotions, substance abuse, employment, money management, housing and community resources.

Responsibilities of Fatherhood (6 weeks): The goal is to help offenders learn financial and emotional responsibilities of fatherhood while developing positive communication skills.

Resume Workshop: The program assists offenders to complete resumes for employment.

Prince William Manassas (ADC) Adult Detention Center (rated capacity = 667)

The ADC has 17 authorized in-house medical staff; assigns 6 staff to Work Release, and 4 staff to the Public Work Force program. In addition to a large number of volunteers, there are currently 13 Classification personnel assigned to inmate programs. The facility offers a broad array of educational services, substance abuse counseling, religious programming and recidivism prevention.

Classification Department Inmate Programs

A variety of programs and services is provided for inmates. They include General Education Development (GED), AA/NA, Parenting Skill classes, Church Services and Bible Study. Supervised by an Inmate Programs Coordinator who is responsible for overseeing volunteer services, volunteers attend a three-hour orientation session giving them information on the inmate population, classification levels, rules and regulations. There were approximately 350 volunteers reported in FY-11, and 390 reported in FY-12.

Medical Services

In FY-11 it was comprised of Registered and Licensed Practical Nurses Correctional Health Assistants as well as two Mental Health Therapists. The medical section has examination rooms, a nurse's station and a negative pressure room designed to accommodate inmates with respiratory diseases. The ADC also contracts for medical services and includes one Physician Assistant on site for 8 hours per week; maintains three tele-psychiatry sessions per week, and on-site psychiatric counseling. The ADC also contracts for dental and mobile x-ray services on an "as needed" basis.

Work Release

The program offers inmates the opportunity to maintain employment or seek new employment while incarcerated. This program works with employers, probation officers, family members and the court system. Global positioning system (GPS) units and random drug testing are used to monitor offenders in the program. Many participants are required to attend programs such as AA, NA and various life skills classes. In FY-12 there an average of 64 inmates per day participating in the program.

Chaplain Services and Programs

Chaplaincy services inside the ADC are provided by the Good News Jail and Prison Ministry. The Chaplain oversees a broad array of inmate programs in conjunction with a number of local volunteer agencies, and: (1) recruits volunteers for services; (2) plans, schedules and oversees all religious services; (3) coordinates pastoral visitation services, and (4) oversees all faith-based programming.

Life Skills and Behavioral Change

A life skills program is managed by D&A Behavioral Solutions, Inc. The goal of the program is to reduce recidivism by equipping inmates to understand and identify "flawed thinking, beliefs, attitudes and values that have caused their problems, as well as learned personal self-management, general social skills, and personal responsibility, e.g., accountability vs. excuses." The emphasis is on developing "personal dignity, which is the vital catalyst to changing aberrant behavior." Participation is voluntary and the program claims a successful completion rate in excess of 80%.

Section 5

Existing and Recommended Community and Jail-Based Programs

DRAFT

COMMUNITY PROGRAMS PROCESS AND STRUCTURE OVERVIEW

Jails provide the judicial system with two types of confinement services. Jails provide secure confinement for individuals awaiting trial on criminal charges, and offenders sentenced by the court to serve time as a part of their sentences. Alternative detention and diversion programs are designed to provide these services in a manner other than by confinement in jail. These programs can be conceptually divided into: (1) pretrial programs, and (2) post-sentence alternative programs. Both provide the system with options other than secure confinement.

Recognizing the high cost of secure confinement and the potential cost effectiveness of alternatives, the 1994 Special Session of the Virginia General Assembly enacted the Pretrial Services Act, and the Comprehensive Community Corrections Act for Local Responsible Offenders. Each of these Acts provide the statutory framework and funding pipeline for local development of “alternatives to incarceration” programs. Program options can be implemented that target both pre- and post-trial populations.

Presently nearly all localities in the Commonwealth operate pretrial and community corrections programs that are largely funded through State grants. With FY-15 operating expenses of \$637,697 the Rockingham-Harrisonburg Court Services Unit provides services throughout the local area. The Department of Criminal Justice Services (DCJS) administers general appropriation funds designated for the purpose of supporting the Comprehensive Community Corrections Act for Local-Responsible Offenders (CCCA) and the Pretrial Services Act (PSA) as discretionary grants to local units of government. Approximately 80% of expenses are paid by the Commonwealth.

Agencies are encouraged to work with each other and within their local criminal justice system to increase the efficiency and effectiveness of their services. Agencies are also encouraged to create partnerships with community organizations beyond the criminal justice system for the purpose of education, collaboration, and inclusion in the decision-making and planning process. Each local government is required to have an active Community Criminal Justice Board (CCJB) to serve as an advisory body to the local governing body on matters pertaining to local criminal justice issues. The composition of the CCJB is specified in §9.1-178 of the *Code of Virginia*.

Pretrial Diversion and Related Services were first created in Virginia in 1989, pursuant to authorizing language in the Appropriations Act. In 1995, Pretrial Services were authorized by statute with the passage of the Pretrial Services Act (PSA, § 19.2-152.2 COV). Pretrial services agencies provide information and investigative services to judicial officers (judges and magistrates) to help them decide whether persons charged with certain offenses and awaiting trial need to be held in jail or can be released to their communities subject to supervision.

Local community-based probation agencies were created in 1995 by the Comprehensive Community Corrections Act (CCCA, §9.1-173 COV). They were created to provide an alternative to incarceration for persons convicted of certain misdemeanors or non-violent felonies for which sentences would be 12 months or less in a local or regional jail. Local community-based probation services agencies provide the following services: community service; home incarceration with or without electronic monitoring; electronic monitoring; and substance abuse screening, assessment, testing and treatment.

Non-Confinements Alternatives

Pretrial Programs

The primary role of pretrial services agencies in Virginia is to provide information to judicial officers to assist with bail decisions and to monitor conditions of bail and provide supervision services to defendants. Pretrial services agencies also provide judicial officers with alternatives to detention by identifying detained defendants that can be safely released to the community. There are currently 31 pretrial services agencies in Virginia, providing services in 97 of the 133 localities in the Commonwealth.

Pretrial 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 (if any) conditions are to be set for defendants' release before trial.
- They supervise the defendants released from custody during the pretrial 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" pretrial detention, reduce jail crowding, protect the public and ensure appearance at court hearings. Pretrial services programs are specifically designed to reduce the number of individuals held in jail awaiting trial. The only 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 from society if that individual poses a threat to the public safety, or to himself. Persons considered a threat 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-secure or secure 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), pretrial services programs provide valuable information that may assist a judge in reviewing the magistrate's bail decision.

Magistrate

Over the years in Virginia, the magistrates' discretion (certainly as a lone decision maker) has been reduced, and there are two statutes associated with the initial detain/release decision that can "drive" the size of the incarcerated pretrial detained population. Section 19.2-120, first enacted in its present form in 1996, had less than a half dozen offenses for which a denial of bail, subject to rebuttal, by a magistrate is required (a translation of "no condition or combination of conditions will reasonably assure the appearance of the person or the safety of the public..."). Over the past eight years starting in 1999 the number of offenses has been increased to 86. A second statute also requires "[a]ny person arrested for a felony who has previously been convicted of a felony, or who is presently on bond for an unrelated arrest in any jurisdiction, or who is on probation or parole, may be released only upon a secure bond. This provision may be waived with the approval of the judicial officer and with the concurrence of the attorney for the Commonwealth..."

This amendment was also introduced in 1999 so the court at the initial appearance must get concurrence from the Commonwealth Attorney if the intent is to release on other than a secured bond. The Magistrate Manual directs the magistrate under Sections D and F, specifically the second paragraph of each, to "...hold a defendant without bail" if arrested for any of the "trigger" offenses and that under 19.2-123 a magistrate can "release on a simple recognizance or unsecured bond only with the concurrence of the Commonwealth Attorney."

- Existing statutes and guidelines serve to reinforce the importance of coordinating informed decision making early in the processing of defendants through the justice system. Early release decision making can have a substantial impact on the size of the pretrial jail populations.

Information available to the magistrate at an initial hearing is at best minimal and the magistrate often does not have verified information on the arrestee's prior criminal, employment, or residential/community histories. Often limited to self-reported information from the arrestee, and from the arresting officer, and with minimal reliable information available, the judicial officer may lean to minimizing the risk to the public safety by committing the individual to incarceration.

- Increasing the availability of reliable information to inform magistrate decision making should be a priority.

When the accused appears in court on the following morning, the information available to the District Court Judge, without a pretrial services program, will generally not have improved significantly from the information available to the magistrate. At arraignment, a Judge reviews the conditions of bail established by the magistrate, and may amend any conditions by raising or lowering the level of a secure bond, or converting a secure bond to a non-secure bond. The review of the conditions of bail is the second point in the criminal justice system when pretrial services can be instrumental in reducing the number of individuals incarcerated while awaiting trial. The availability of pretrial services programming increases the probability that reliable information is used in decision making.

26th Judicial District Rockingham County Magistrate

The Magistrate office serving the Rockingham-Harrisonburg community is located at 25 South Liberty Street in Harrisonburg, outside the secure perimeter of the Regional Jail at on the first floor.

The following table displays the initial commitment bond decisions made by the Magistrate for persons brought before the Magistrate by law enforcement for the years 2012 through 2014. The Magistrate is required to make bond decisions on each charge, and one person can, and often does, have multiple charges. Data were available in most cases by charges rather than persons.

Rockingham - Harrisonburg Summary of Magistrate Commitment Hearings			
	Fiscal Year		
	2012	2013	2014
Number of Charges	14,089	14,222	15,309
Estimate of Number of Commitment Events *	9,429	9,188	9,743
Average Number of Charges per Event	1.5	1.6	1.6

* Estimates of commitment events are based on the number of unique CBR codes, where a unique CBR code is assumed to represent a single defendant/commitment event.

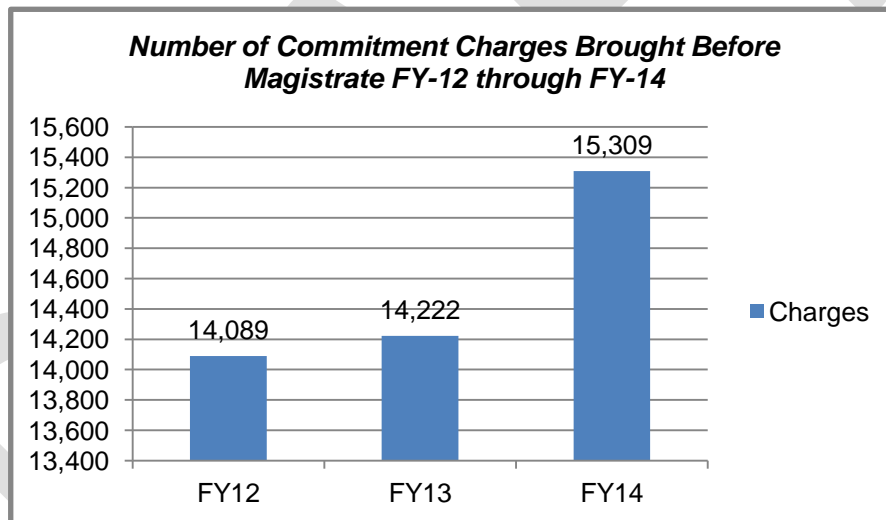
- The total number of charges brought before the Magistrate between the years 2012-2014 increased from 14,089 in 2012, to 15,309 in 2014 – an increase of 8.6% over the three year period.

Rockingham - Harrisonburg Magistrate Initial Bond Decisions per Charge			
Decision	Fiscal Year		
	2012	2013	2014
Release on Recognizance	2,364	2,096	2,078
Secured Bond	4,339	4,226	5,096
Unsecured Bond	1,349	1,174	1,160
No Bond	5,872	6,569	6,844
Missing	165	157	131
Total	14,089	14,222	15,309

The following table displays the total number of charges brought before the Magistrate for each year, as well as the monthly ranges for dispositions in over the three years.

Number of Commitment Charges by Month				
2012 - 2014				
	Cases	Low	High	Average
FY-12	14,089	978	1,391	1,174
FY-13	14,222	890	1,417	1,185
FY-14	15,309	1,146	1,585	1,276

- In 2014, there were as many as 1,585 charges brought before the Magistrate in a single month.
- In 2014, the number of charges brought before the Magistrate increased by 1,087 over reported 2013 figures – a one year increase of just under eight percent.
- The number of charges resulting in decisions of “release on recognizance” and “unsecured bond” declined between 2012-2014.



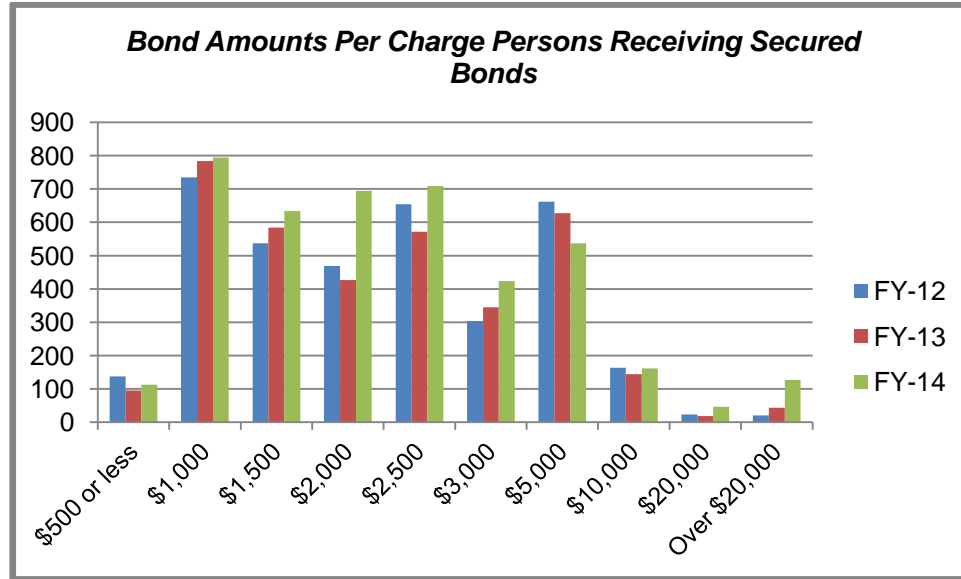
- Between the years 2012 – 2014, the number of decisions resulting in a “no bond” decision increased by 972, and 16.6%

The following table displays a breakout over the past three years of the bond amounts for charges which resulted in decisions of “secured bond.”

Bond Amounts Per Charge for Persons Receiving Secured Bonds									
Fiscal Years 2012 - 2014									
	FY-12			FY-13			FY-14		
Amount	Number	%	Cumulative	Number	%	Cumulative	Number	%	Cumulative
\$500 or less	138	3.7%	--	95	2.6%	--	113	2.7%	--
\$1,000	735	19.8%	23.6%	784	21.5%	24.1%	794	18.7%	21.4%
\$1,500	537	14.5%	38.0%	584	16.0%	40.2%	634	15.0%	36.3%
\$2,000	469	12.7%	50.7%	427	11.7%	51.9%	694	16.4%	52.7%
\$2,500	654	17.6%	68.3%	572	15.7%	67.6%	709	16.7%	69.4%
\$3,000	304	8.2%	76.5%	345	9.5%	77.1%	424	10.0%	79.4%
\$5,000	662	17.9%	94.4%	627	17.2%	94.3%	537	12.7%	92.1%
\$10,000	164	4.4%	98.8%	144	4.0%	98.3%	162	3.8%	95.9%
\$20,000	23	0.6%	99.4%	19	0.5%	98.8%	46	1.1%	97.0%
Over \$20,000	21	0.6%	100.0%	44	1.2%	100.0%	127	3.0%	100.0%
Total	3,707	100.0%		3,641	100.0%		4,240	100.0%	

Note: Secured bonds are based on charges, not persons; a single person may have many charges; figures represent the specific amounts referenced.

- While the number of charges increased between 2012-2014, the relative amount of the secured bonds required has not varied much over the three year period.
- Between 92%-94% of secured bonds over the three year period have been for \$5,000 or less; between 96%-99% of secured bonds have been \$10,000 or less.
- In FY-14, 36.3% of secured bonds were for \$1,500 or less.



Alternative Detention Programs

For some crimes, sanctions that involve community service, restitution, continuation of employment and maintenance of family connections are acceptable to the public and are more cost effective than jail incarceration. Alternative-to-confinement programs provide the judiciary with sentencing options.

After an offender has been found guilty, the bench has a number of sentencing options. If the individual is found guilty of a felony, sentencing is normally delayed until completion of the pre-sentence investigation (PSI) report. Often the pretrial conditions of bail/incarceration are continued until the completion of the pre-sentence report. PSI reports generally take approximately 60 days to complete and, upon completion, a sentence is normally imposed. The sentence may involve incarceration, a suspended sentence, some level of probation, fines, restitution or any combination of the aforementioned.

If designed to allow continuation of employment, provide some level of community service, provide counseling and/or provide an opportunity for victim restitution, alternatives can be effective in providing the desired level of punishment while ensuring that the public safety function is not compromised. These programs can be effective in assisting those convicted of nonviolent crimes in maintaining family and community ties. If an offender's sentence involves incarceration, normally that individual will be released back to society at some future date. Transition services, job training programs, halfway houses and residential programs can assist in the return to society and can have a positive impact on released inmates remaining "crime free" after release.

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 of such a program, 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 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 Rockingham-Harrisonburg area is displayed in the table that follows.

DRAFT

Program/Service	Administrative Responsibility
Pretrial Services	Rockingham-Harrisonburg Court Services Unit
Community Corrections	Rockingham-Harrisonburg Court Services Unit
Electronic Monitoring (EM)	Rockingham-Harrisonburg Court Services Unit
Home Incarceration	Not Available
Probation Supervision/ substance abuse assessment, testing & treatment	<i>Local</i>
	Rockingham-Harrisonburg Court Services Unit
	<i>State</i>
	P&P District 39
Day Reporting Center (optional)	Not available
Halfway House Programs and Services (optional)	Not available
Law Enforcement Diversion - Detox Center Programs (optional)	Not available
Adult Drug Court	Not available
Reentry Programming	<i>Local</i>
	Local Reentry Council
	<i>State</i>
	Department of Corrections

Rockingham-Harrisonburg Court Services Unit (CSU)

The CSU program provides pretrial and local probation supervision services to the local community. The agency provides pretrial, probation and related services to approximately 1,100 adult offenders/defendants annually. The FY-15 Budget and Staffing configuration is displayed in the following table.

Rockingham-Harrisonburg Court Services Unit	
Fiscal Year 2015 Staffing and Budget	
Administration	
Position	Number
CSU Director	1
Administrative Assistant	1
Pretrial Services	
Senior Pretrial Officer	1
Pretrial Officer	2
Local Probation	
Probation Officers	3.5
Total	
8.5	
FY-15 Budget	
Category	Dollars
Pretrial Services	\$208,972
Local Probation (Court Services)	\$252,766
Crisis Intervention Team	\$68,112
Litter Control Program	\$41,598
Information Systems Project	\$66,249
	\$637,697

- Staffing for the CSU for pretrial and local probation services should be increased at least to a level in keeping with the projected growth in the inmate population. A total of 6.5 pretrial and local probation officers combined to provide services to a community with over 125,000 residents with an annual operating budget of just over \$635,000 is not adequate to provide services and programs for the offender population, and certainly does support any future expansion of programs and services in the community. The average annual operating budgets for similar agencies operating in the localities of Hanover county, Charlottesville, Henrico county and Richmond averages in excess of \$1.2 million per year.

In addition to providing pretrial and local probation services, the CSU operates the following programs:

Crisis Intervention Team Program (CIT): The CIT is a well documented and successful model of improving law enforcement interactions with people experiencing acute episodes of mental illness. Where law enforcement officers historically may have seen jail confinement as the only recourse, this training program is designed to educate and prepare law enforcement officers who come into contact with people in crisis, to recognize the signs and symptoms of mental illness and to respond effectively and appropriately. This program is funded in FY-15 at \$68,112 per year.

Litter Control Program (LCP): A locally funded alternative program for incarceration/deferred judgment cases. This program was funded \$41,598 for FY-15.

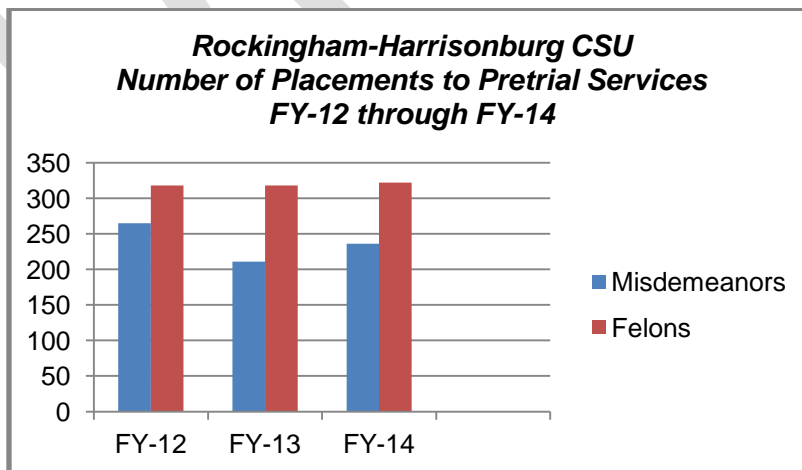
Integrated Criminal History Records Information Systems Project (ICHRIS): The project is a collaboration between local enforcement agencies that are connected to a regional database system and attempts to facilitate the timely exchange of computer information between agencies. This locally funded project was for \$66,697 in FY-15.

Rockingham-Harrisonburg Pretrial Services

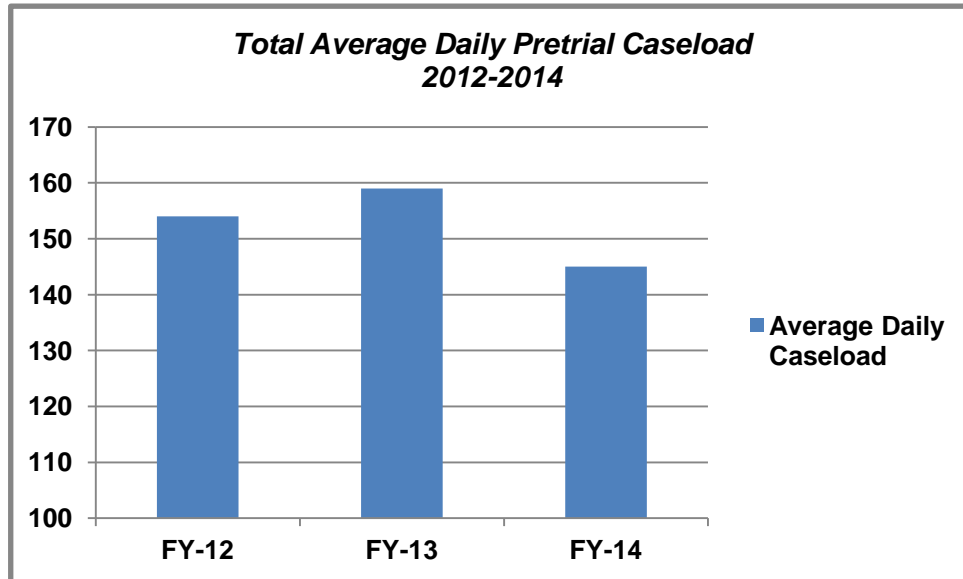
The Rockingham-Harrisonburg Court Services Unit Program provides local pretrial supervision for the County of Rockingham and City of Harrisonburg.

Rockingham-Harrisonburg Court Services Unit - Pretrial Services									
Statistic	Misdemeanants			Felons			Total		
	FY-12	FY-13	FY-14	FY-12	FY-13	FY-14	FY-12	FY-13	FY-14
Total Placements for the Year	265	211	236	318	318	322	583	529	558
Total Placements in Last Month of FY	19	18	10	33	23	31	52	41	41
Active Caseload Last Day of FY	57	48	42	111	120	115	168	168	157
Total Supervision Days for the Year	16,375	14,410	18,840	40,040	45,363	43,468	56,415	59,773	62,308
Average Daily Caseload for the Year	45	35	39	109	124	106	154	159	145
Average Length of Supervision (Days)	62	68	80	126	143	135	97	113	112

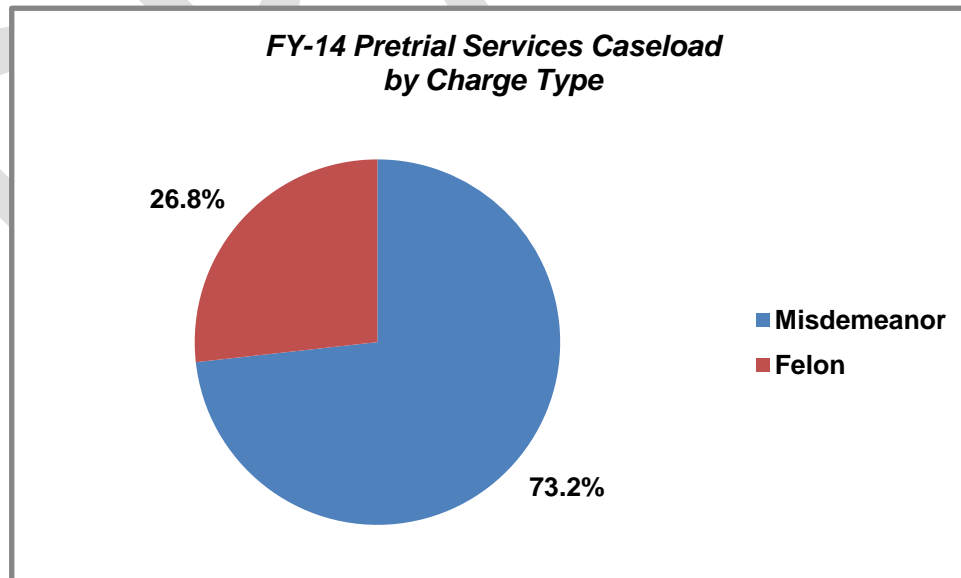
- Overall, the number of pretrial placements has declined since the end of FY-12, from 583 in FY-12 to 558 in FY-14 - a decline of 4.3%.
- The number of felons placed on pretrial supervision over the past three years has remained steady while the number of misdemeanors placed declined modestly.



- The average annual caseloads of pretrial detainees has remained largely unchanged (despite the reduced caseload reported in FY-14) over the past three fiscal years (between 157-168 cases), while the length of time on supervision has increased.



- The majority of the active pretrial caseload are persons with felony charges; 27% of the caseload at the end of FY-14 had misdemeanor charges.



- Services are primarily targeted toward those arrested for non-violent crimes or those offenders who receive a bail but remain detained in jail following an initial bond hearing. Services provided in FY-14 were primarily associated with substance abuse testing.
- 190 of 204 reported services provided FY-14 were periodic drug tests of offenders.

Rockingham-Harrisonburg Court Services Unit FY-14 Pretrial Services Provided		
New Service Placements	Number	Percent
1. Substance Abuse Testing	190	93.1%
2. Substance Abuse Education	1	0.5%
3. Substance Abuse Screening	0	0.0%
3. Substance Abuse Counseling	1	0.5%
4. Alcohol Testing	0	0.0%
5. Anger Management	0	0.0%
6. Shoplifters Group	0	0.0%
7. Domestic Violence Group	0	0.0%
8. Sex Offender Treatment	0	0.0%
9. Electronic Monitoring (EM)	11	5.4%
10. Mental Health Assessment	0	0.0%
11. Mental Health Screening	0	0.0%
12. Home Incarceration	0	0.0%
13. Other	1	0.5%
Total	204	100.0%

- There were a total of 2,194 pretrial interviews conducted in FY-14; of this number 1,053 were not investigated.

Rockingham-Harrisonburg Court Services Unit Pretrial Screening and Investigations (FY-14)			
	Felony	Misd.	Total
Total Screenings	1,077	1,117	2,194
Number Screened Out	481	495	976
Reasons for Screening Out			
Drunk in Public	1	277	278
Juvenile Defendant	1	0	1
Parole Violator	2	0	2
Detainer(s)	74	46	120
Other	403	172	575
Total Number Investigated	129	36	165
Total # Not Investigated	467	586	1,053
Refused Interview	32	9	41
Debilitated/Alcohol/Drugs	71	37	108
Behavior not Conducive	18	7	25
Released Bond Before Interview	298	309	607

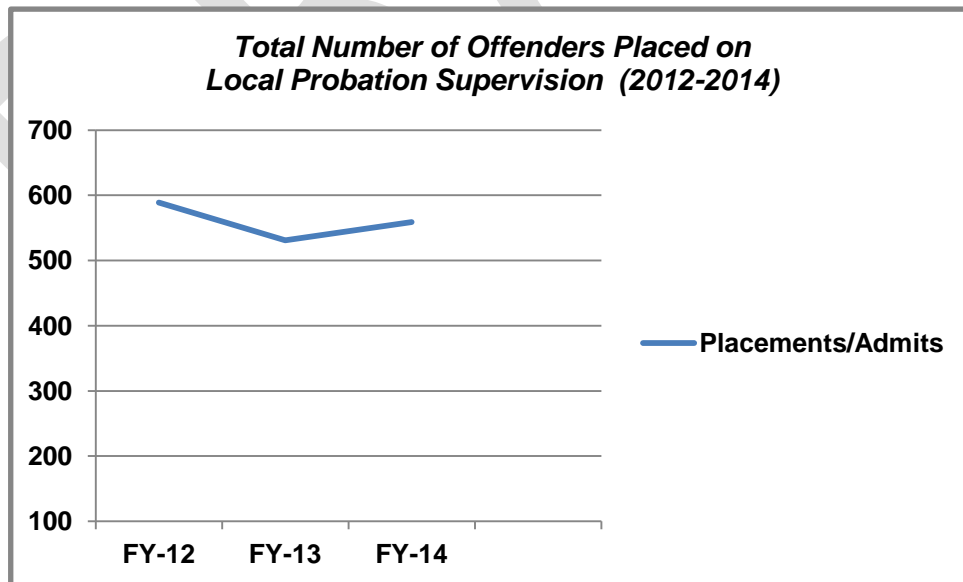
Rockingham-Harrisonburg Local Probation Services

This program is intended to provide 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. "State Responsible Felons" are not eligible for this program and placements in the Community Corrections Program are made by the sentencing judge.

In addition to ordering specific periods of local probation supervision, the Court may order offenders to comply with other conditions that are monitored by probation officers. Statewide, additional conditions may include community service, payment of restitution, participation in mental health counseling, anger management, substance abuse counseling or treatment programs, or drug testing.

Rockingham-Harrisonburg Court Services Unit - Local Probation Services									
Statistic	Misdemeanants			Felons			Total		
	FY-12	FY-13	FY-14	FY-12	FY-13	FY-14	FY-12	FY-13	FY-14
Total Placements for the Year	579	521	548	10	10	11	589	531	559
Total Placements in Last Month of FY	34	37	36	1	1	1	35	38	37
Active Caseload Last Day of FY	422	407	451	9	11	14	431	418	465
Total Supervision Days for the Year	176,553	157,721	158,986	3,776	2,959	4,536	180,329	160,680	163,522
Average Daily Caseload for the Year	482	257	436	10	8	12	492	265	448
Average Length of Supervision (Days)	305	303	290	378	296	412	306	303	293
Total Community Service Hours							9,644	6,121	6,528
Restitution							\$136,567	\$99,885	\$70,213
Court Costs and Fines							\$24,341	\$26,216	\$21,887
Program Fees							\$42,597	\$37,922	\$36,368

- The number of misdemeanor cases placed on supervision declined from 579 in FY-12, to 548 in FY-14 – a decline of just over 5%; the number of felons placed in the program is very small and has remained at 10-11 per year.
- The local probation program received from offenders \$70,213 in court ordered restitution; \$21,887 in court costs and fines, and \$36,368 in program fees.



- End-of-year local probation caseloads increased between FY-12 and FY-14, from 431 in FY-12 to 465 in FY-14.

- At the end of June 2014, the average probation supervision caseload for 3.5 probation officers was approximately 130 offenders per officer.
- In FY-14, a total of 559 local responsible offenders were placed in the CSU local probation program. The table that follows displays the services that were provided.

Rockingham-Harrisonburg Court Services Unit FY-14 Local Probation Services Provided		
New Service Placements	Number	Percent
1. Substance Abuse Testing	385	41.8%
2. Community Service	181	19.7%
3. Substance Abuse Screening	0	0.0%
4. Anger Management	15	1.6%
5. Domestic Violence Group	4	0.4%
6. Shoplifters Group	76	8.3%
7. Substance Abuse Assessment	31	3.4%
8. Substance Abuse Counseling	71	7.7%
9. Sex Offender Treatment	2	0.2%
10. Parenting Class	0	0.0%
11. Substance Abuse Education	40	4.3%
12. Alcohol Testing	0	0.0%
13. Mental Health Screening	2	0.2%
14. Mental Health Treatment	11	1.2%
15. Mental Health Assessment	5	0.5%
16. Electronic Monitoring	1	0.1%
17. Other	97	10.5%
Total	921	100.0%

- Of 921 specific services reported to have been provided to offenders in FY-14, 527 (57.2% of the total) were associated with substance abuse – substance abuse testing, assessment, counseling or education.

State Probation and Parole District 39

State Probation and Parole District #39, located at 30-A Water Street in Harrisonburg provides probation and parole services to State Responsible (SR) offenders residing in the Rockingham-Harrisonburg area. This agency is responsible for supervising offenders receiving felony sentences or probation. This State agency currently supervises approximately 1,500 felony probationers in the District. Staff include 13 probation officers; of which 2 have sex offender caseloads, 1 gang officer, and 1 intensive supervision officer.

Alcohol Safety Action Program (ASAP)

The Rockingham/Harrisonburg ASAP program is located at 350 North Main Street in Harrisonburg, and provides ASAP services to Rockingham County and the City of Harrisonburg. It is staffed by a Director, 3 Case Managers, an Enrollment Officer, an Office Manager and a Special Programs Clerk.

This program provides an alternative to conviction and a post-conviction punishment alternative for any person convicted of a first or second offense D.U.I. (or similar offense), drug possession, or other alcohol or drug related offense. It's stated Mission is to:

- Reduce the level of accidents, injuries, fatalities, and property damage as a result of drunk drivers by evaluating such drivers as referred by the court and appropriately placing them in an education or counseling program, which is designed to change driving while intoxicated behavior.
- Prevent the citizens of our community from driving while intoxicated by increasing the awareness of the problem, modifying the general public's attitude and beliefs about driving while intoxicated to a position where they choose not to drive while intoxicated.

Probationers are placed under the supervision of the ASAP program for twelve months for a first offense, and up to thirty-six months for subsequent offenses. After intake and classification, the probationer is required to be involved in one or more of the following interventions:

- *Education* – 20 hour education program and random breath testing.
- *Intensive Education* - Ten 2 hour sessions (total 20 hours) closely monitored, small groups, breath testing at every session.
- *Ignition Interlock*
- *Young Offender Program*
- *Driver Improvement*
- *Driver Suspended Program*

Other services in the ASAP programs include:

- *Reinstatement Evaluation*
- *Habitual Offender Interventions*

As required by the Standards, the following table summarizes annual data associated with placements for the Rockingham-Harrisonburg ASAP program.

Rockingham-Harrisonburg Safety Action Program Number of Program Referrals (2012 - 2014)			
Referral Type	FY-12	FY-13	FY-14
Community Service	755	760	706
Young Offender	650	648	533
ASAP	475	383	426
Drug Offender	215	211	270
Drug Testing Only	50	162	115
Reckless Driving	43	40	68
Other	349	272	339
Total Referrals	2,537	2,476	2,457

Statement Regarding the Viability of a Public Inebriate Center

The Standards governing a Community Based Corrections Plan require a state regarding the viability of a Public Inebriate Center. According to arrest data compiled by the Virginia State Police, over the last five years the annual number of arrests for Public Drunkenness varied between 813 and 989 per year, and there have been an average of 877 arrests per year since 2009. The following table displays the number of commitments to jail, by year, for the City and County.

Drunk in Public Commitments Brought Before Magistrate (Code Section 18.2-388)			
Calendar Year	Commitments		Total
	Harrisonburg	Rockingham	
2011	801	395	1,196
2012	633	351	984
2013	642	316	958

Source: Magistrate 26th Judicial District.

Persons arrested for drinking in public (a violation of Virginia code section 18.2-388) are brought before the Magistrate where they are typically placed in a holding cell adjacent to the Magistrate’s office for several hours before being released on their own recognizance with a citation. The Magistrate “committed to the jail” an average of 80 persons per month in 2013, and about three per day.

- As long as sufficient and appropriate space exists in the jail’s intake unit, this number would not justify the creation of a separate public inebriate center. The cost for establishing and operating a separate facility to house public inebriates would not be a cost effective approach.

Recommended Jail-Based and Community-Based Programs

Significant Finding: Rockingham-Harrisonburg should initiate a long range planning strategy to investigate, develop and implement a continuum of jail-based programs, and community-based sanctions and programs. Based on an initial review of the available data, decision makers may wish to initially focus on jail-based programming options, programs and services for persons with mental health and substance abuse issues, and programs and services which target the probation violator population which appears to be utilizing a substantial portion of jail beds.

This section of the report contains specific program options to be considered that target two key subgroups within the offender population: (1) probation violators, and (2) offenders with chronic substance abuse issues that are associated with criminal behavior. Both of these groups can be expected to continue to increase bed space needs in the Regional Jail.

The specific programs are Adult Drug Court, jail-based mental health and substance abuse treatment programming, and Day Reporting. All three programs have the potential of reducing the “recycling” through the system by offenders who continue to recidivate and have the potential for reducing future jail beds needs. Where possible, examples of existing programs and funding requirements are referenced.

In Virginia, a large array of programs, policies, procedures and practices associated with alternatives to incarceration exist. A summary overview is provided in the table below.

Law Enforcement Diversion	Instead of arrest, law enforcement may counsel, reprimand, handle administratively issue a summons, or refer.
Specialized Judicial Dockets and Courts	Specialized court dockets for managing special populations such as defendants with mental health needs, and specialized courts such as drug court, DUI court and mental health court exist throughout the State.
Release on Recognizance	Person brought before Virginia magistrates can be released on their promise to appear on unsupervised release; local authorities may implement policies broadening authority to implement.
Probation Diversion/Supervision	Person receives supervised or unsupervised probation in lieu of confinement; like pretrial diversion, is State funded, and exists in nearly all localities for sentenced local offenders.
Pretrial Release/Supervision	Exists in nearly all Virginia localities; State funded program that includes pretrial screening, release recommendations and supervision.
Day Reporting	Person required to appear at the reporting center to provide daily schedules; may include the requirement to attend programs and participate in activities; may include a number of structured requirements.
House Arrest	Person required to remain confined at home during specified times; may include GPS or electronic monitoring as well as day reporting.
Deferred Prosecution (Diversion)	Commonwealth's Attorney agrees to defer prosecution of charges if the person agrees to certain conditions.
Community Service	The court orders the person to provide unpaid time in lieu of confinement.
Electronic Monitoring	Tracking device attached to person to monitor movement.
Job Programs	A myriad of programs are intended to provide vocational training, placement, readiness or reentry.
Counseling	Also a component of many programs and takes many forms.
Mediation	As an alternative to court, a trained mediator helps to resolve disputes.
Restitution	Restitution programs require offenders to repay victims and/or the community through payment of fines or community service.
Intensive Supervision	This program/service takes many forms in Virginia; is aimed at providing a higher level of supervision and monitoring than regular supervision.
Work/Educational Release	This program exists in nearly all localities in some form and allows participants to work or pursue their education while reporting to jail at night.
Split Sentences	Also widespread in Virginia and alternatively called weekend or alternative sentences; allows person to maintain employment while typically serving a sentence on weekends.
Halfway House	Associated with State sentenced offenders; more structured than Day Reporting and less structured than jail or prison;

Adult Drug Court

Significant Finding: It is widely accepted that Drug Courts reduce recidivism for persons who complete the program. The process of treating substance abuse is a long one requiring a long term commitment of resources. Success rates for participants are traditionally fairly low. The City of Richmond reports a 25% success rate that is comparable to other drug courts – three out of four persons who enter the program do not successfully complete it. As such, it probably should not be looked at as a program that will not reduce jail bed needs in the near term and is one alternative program within the system.

Background

The General Assembly enacted the Virginia Drug Treatment Court Act (§18.2-254.1) in 2004. The Act authorizes the Supreme Court of Virginia to provide administrative oversight of all drug treatment courts, and establishes the statewide Drug Treatment Court Advisory Committee chaired by the Chief Justice. According to the “Virginia’s Drug Treatment Courts 2011 Annual Report,” prepared by the Virginia Supreme Court, there were 30 operational drug treatment courts in Virginia in 2011: 16 adult, nine juvenile, three family and two DUI Drug Treatment Courts. The goals of Virginia drug treatment courts are to:

- reduce drug addiction and drug dependency among offenders;
- reduce recidivism;
- reduce drug-related court workloads;
- increase personal, familial and societal accountability among offenders; and,
- promote effective planning and use of resources among the criminal justice system and Community agencies.

Adult Drug Courts are specially-designed court dockets, the purposes of which are to achieve a reduction in recidivism and substance abuse among nonviolent substance abusing offenders and to increase the offender’s likelihood of successful rehabilitation through early, continuous, and intense judicially supervised treatment, mandatory periodic drug testing, community supervision, and use of appropriate sanctions and other rehabilitation services. They serve as an alternative to incarceration for drug-dependent offenders. Instead of imprisoning offenders, the Drug Court offers a voluntary, therapeutic program designed to break the cycle of addiction and crime by addressing the underlying cause of repeated criminal behavior.

According to the Virginia Supreme Court, “the scientific evidence is overwhelming that adult drug courts reduce crime, reduce substance abuse, improve family relationships, and increase earning potential. In the process drug courts return net dollar savings back to their communities that are at least two to three times the initial investments”. According to the National Center for State Courts, in a report entitled “Virginia Adult Drug Treatment Courts,” (October 2012), in fiscal year 2011, Drug Courts in Virginia saved taxpayers \$19,234 per person as compared to traditional case processing, and that Drug Courts reduced recidivism rates for the persons completing a program.

- Despite a general consensus that Drug Courts save money and reduce recidivism, any impacts on local jail bed needs have not been studied. While it is reasonable to assume that an effectively implemented and managed Drug Court program in Rockingham-

Harrisonburg will reduce jail bed needs in future, the eventual impact on bed requirements is not known.

Funding for Drug Court

The fourteen (14) original drug treatment courts in Virginia were initially implemented and operated with federal grant funds. After the federal grants expired (in 2005), the State provided funding for the programs. Today, ten adult and four juvenile drug treatment courts are included in this funding. The remaining programs around the State are funded through local funds; augmented in some cases by federal grant funds and other resources (two DUI drug courts operated by the local Alcohol Safety Action Program are funded through the use offender paid fees). Drug Courts receiving state funds administered through the Supreme Court of Virginia use the funds primarily for drug court personnel. Treatment services for drug court participants are generally provided through Virginia Community Services Boards (CSBs). Through a memorandum of agreement with their local CSB for needed treatment services agreed upon financial and/or clinical personnel arrangements are provided. A key hallmark of all Drug Courts in Virginia is the high degree of collaboration between the judicial, criminal justice and substance abuse treatment systems. Funding streams from multiple agencies for staffing and operations makes specifying the “costs” of the program very difficult.

A Program Example: Henrico Drug Court

The Drug Court Program was initiated in January of 2003. The Drug Court provides intense supervision and treatment, frequent judicial reviews, mandatory drug testing, graduated sanctions, aftercare, and other rehabilitative services to nonviolent, substance abusing offenders for a minimum of twelve months, with the average participation lasting eighteen months. There are up to forty new participants placed in the program each year that have their progress closely monitored and evaluated by program staff.

The Henrico Drug Court is a post-adjudication model targets probation violators with histories of substance abuse, with the goals of reducing crime, reducing recidivism and expediting court processing of nonviolent felony probation violators. According to program personnel, working with other organizations and agencies is key to the success of the Drug Court in Henrico County. The program coordinates its efforts with other County agencies and nonprofit organizations in the region to help deliver the program’s services. In addition, the Sheriff provides one part-time Investigator to the program as a local in-kind County contribution. The Commonwealth’s Attorney’s Office, Henrico Mental Health and Developmental Services (MH/DS), the Circuit Court and the Community Corrections Program also provide local in-kind contributions to the program.

- Approximately 20% of the 6,000 criminal cases concluded each year in Henrico Circuit Court are new charges for probation violations. While a comparison number for the Rockingham Circuit Court is not known, 33 percent of criminal cases on the docket in 2013 were reported to be probation violation cases.

In Henrico Drug Court, the offender’s prison sentence is re-suspended on the sole condition that he or she successfully completes Drug Court and its stringent behavioral requirements. Successful completion of Drug Court takes 12 to 18 months. If the participant fails to comply, the suspended prison sentence is imposed. Up to 40 new

participants enter Drug Court each year, and the program had had 56 active participants in fiscal year 2014.

This Drug Court is a structured four phase program. Each phase allows participants the opportunity to earn their way from one phase to the next, with each phase becoming less structured. Failure to comply with the phase requirements will result in immediate sanctions, including incarceration, at Drug Court. Drug Court is held every Friday at 1:00 p.m. at the Henrico Circuit Courthouse.

The following is a brief overview of each phase of Drug Court.

Phase One: The goal of Phase One is the cessation and early stabilization of alcohol and drug use.

Urine drug and alcohol screens at least 3 times a week

- Group counseling 3 times per week
- Attendance at 3 Narcotics Anonymous (NA) or Alcoholics Anonymous (AA) meetings per week, weekly court appearance, weekly probation supervision meeting
- Home contact 2 times per month

Phase Two: The goal of Phase Two is to increase recovery skills and resources.

- Urine drug and alcohol screens 2 times per week, group counseling 3 times per week
- Attendance at 3 NA/AA meetings per week, court appearance every other week
- Weekly probation supervision meeting, obtain employment or enroll in school
- Establish a payment plan for any outstanding court costs/fines
- Establish stable housing, home contact at least 1 time per month

Phase Three: The goal of Phase Three is to continue recovery and improve the manageability of participant's lives.

- Urine drug and alcohol screens 2 times per week
- Individual progress sessions as needed. group counseling 1 time per week
- Attendance at 2 NA/AA meetings per week, court appearance every 3 weeks
- Home contact as needed, maintain stable employment or education
- Stay current on court payment plan, develop relapse prevention plan
- Probation supervision meeting every other week, home contacts at least once, and as needed

Phase Four: The goal of Phase Four is preparation for ongoing recovery and integration into society.

- Random drug and alcohol screens at least 3 times per month, group counseling 1 time per week
- Family sessions and individual counseling as needed, court appearance once a month

- Attendance at 2 NA/AA meetings per week, probation supervision meetings 2 times per month, maintain employment or education program, stay current on court payment plan

Henrico Drug Court Staffing and Budget

The program is a collaborative effort between the Circuit Court, Commonwealth Attorney, Sheriff's office, Police Department, area mental health, local Community Corrections and State Probation and Parole. At the end of fiscal year 2014, one (1) Senior Management Specialist (Program Administrator) position; one (1) County Probation Officer, one (1) Office Assistant, and two (2) Clinicians are funded for Drug Court.

In fiscal year 2014, Henrico County operated a program with 56 active participants with a total budget of \$423,375. Of this figure, \$341,148 (80%) was for personnel, and \$82,227 was operating costs. The County received \$232,000 (55%) from the Commonwealth; \$12,352 (3%) was received from probation fees, and \$179,023 (42%) was provided by the County.

Jail Based Mental Health and Residential Substance Abuse Treatment

Significant Finding: Expanded Mental Health services within the jail should be provided and decision makers should consider a implementing a jail based drug treatment program as part of the mental health component. This will require jail space that is adequate to provide these services and will likely require local funding to operate these programs. Increasingly, the Commonwealth seems willing to assist through personnel salary subsidies provided by the Compensation Board.

Residential Substance Abuse Treatment (RSAT) programs, also referred to as Therapeutic Communities, exist at several jails within the State including the Henrico County Regional Jail, Pamunkey Regional Jail (converting a dormitory for the program), the Arlington Adult Detention Center (23 bed male dormitory and 9 bed female dormitory) and at the Virginia Peninsula Regional Jail (12 beds allocated) to provide intensive substance abuse counseling to addicted offenders. Most represent a sentencing alternative and convicted offenders are typically placed in these jail based treatment programs by the convicting judge as a disposition. The goals of the RSAT programs is to break the cycle of drugs and violence by reducing the demand for, use, and trafficking of illegal drugs; provide residential substance abuse treatment for incarcerated inmates; prepare offenders for their reintegration back into the community.

The federal government has provided grants for these programs in the past and has identified a number of program elements that are considered important for any residential drug treatment program: (1) participation is for at least three months; (2) every effort should be to separate RSAT participants from the general population; (3) focus on offenders' substance abuse problems, and (4) the objective of the programs is on developing offenders' behavioral, social, vocational and other skills to solve substance abuse and related issues. In providing the funds,

Funding for Mental Health and Residential Substance Abuse Treatment

Funding for Mental Health services and Residential Substance Abuse Treatment within the jail would likely come from a several sources, including the Department of Behavioral Health and Developmental Services (DBHDS), the Virginia Department of Criminal Justice Services

(DCJS), and the Virginia Compensation Board. Implementing comprehensive mental treatment for jail residents will also require the cooperation of a number of local agencies including the Sheriff's office, and the Harrisonburg Rockingham CSB.

- The CSB estimates that a total of \$420,692 per year (from State, local and perhaps federal sources) would be required to implement and maintain a local system of viable mental health services for persons admitted, confined and released from the Regional Jail. While it's possible that a small Residential Substance Abuse Treatment program could be operated and maintained within the jail without additional program funds, it is reasonable to assume that an additional two (2) mental health counselors would be needed at an estimated additional annual personnel cost of \$145,350. Again, it is not known at this time if the State, through the State Compensation Board, would provide all or a portion of these costs.

A Program Example: Henrico County Regional Jail RISE Program

Individual and group substance abuse counseling, as well as AA, NA programming is provided to all inmates at the Henrico facility. In addition, there are 152 beds dedicated to the "Recovery in a Secure Environment" (RISE) program. This phased residential substance program is provided for both male and female offenders. Begun in August 2000, in a 36 bed direct supervision housing pod, the program consists of separate housing for participants, a 12-14 hour per day schedule of activities and in-house substance treatment. Upon release from jail graduates participate in twice-a-week follow-up aftercare sessions. Approximately 1,100 offenders per year have entered the RISE program over the past three fiscal years, and on average, at any given time there are just under 300 inmates participating in the RISE program. On average, the length of stay on the program is three months.

RISE focuses on the 12-step philosophy for addiction recovery, and the county's Mental Health and Substance Abuse staff develops, monitors and adjusts the programming. The voluntary program has developed into a four-phase sequence that gives offenders more responsibility to be active in his recovery. Participants are housed in a separate facility from the main jail population and often have 12-hour days of therapy and classes.

A Program Example: Arlington Detention Center

With a rated capacity of 474, and approximately 650 jail beds, the Arlington Detention Center operates a fairly sophisticated mental health program, including Residential Substance Abuse programming. Mental health services for the general population, the population in a specialized mental health housing unit and staffing for the substance abuse treatment program are administered by the local Community Services Board, in cooperation with local jail staff and focuses on providing clinical services "behind the walls."

The Arlington County jail has established the Addictions, Corrections and Treatment (ACT) Unit which is a residential substance abuse treatment program inside the direct-supervision jail. Offenders are sentenced to the program by the courts. According to Arlington Detention Center personnel, the current annual budget for all jail based mental health services is \$1.3 million (in Northern Virginia dollars). All but \$88,000 in operating expenses are associated with staff salaries and services are provided by 11 FTE

positions. Six of the 11 FTEs are assigned to the substance abuse treatment unit which consists of a 23 bed male housing unit and a nine bed female unit. A staffing configuration is displayed in the following table.

Mental Health Services and Jail-Based Residential Substance Abuse Treatment Arlington County Adult Detention Center		
Position	FTE	Description
Mental Health Services		
Program Manager	1	50% clinical services, 50% administrative
MH Therapist (General)	3	Alternate on-call days to cover new assessment and crises that arise
MH Housing Unit Therapist	1	Primary therapist for MH housing unit
Residential Drug Treatment		
Program Manager	1	Supervises treatment program
MH Program Therapist	1	Completes assessments and treatment plans
Male Unit MH Therapist	2	Works with male offenders
Female Unit MH Therapist	2	Works with female offenders
Total	11	
FY 2014		
Personnel Cost		\$1,212,000
Operating Cost		\$88,000
Total Cost		\$1,300,000

The Harrisonburg Rockingham CSB was asked to provide a recommended staffing configuration and order of magnitude costs for providing duplicative mental health services at the Rockingham-Harrisonburg Regional Jail given the approximate level of growth that is anticipated in the initial “status quo” inmate population forecast.

The table that follows displays the FTE positions, job tasks, and associated costs recommended by the CSB. The total cost associated with hiring 5.5 FTE positions is \$420,692. No assumption is made about the funding sources for the positions. It is reasonable to assume that staffing and operation of a residential substance abuse treatment unit would require additional positions and costs.

Position	FTE	Estimated Cost	Description
Program Manager	1	\$89,040	50% clinical services, 50% administrative
MH Therapist	2	\$145,348	Assessments and counseling
MH Unit Case Manager	2	\$106,234	Group therapy and assessments
Psychiatric Nurse Practitioner	0.5	\$52,547	Medical evaluation and prescribing
Total	5.5		
Personnel costs		\$393,169	
Administrative Costs		\$27,523	
Total Cost (Approximate)		\$420,692	

Day Reporting Centers

Significant Finding: Day Reporting allows for treatment and supervision in a setting that is more secure than ordinary probation but less secure than jail confinement. While at a Day Reporting Center participants typically receive close monitoring and supervision, substance abuse screening, educational services, vocational training, drug counseling and treatment, and other services. This program has the potential to have a near term impact on jail bed needs by allowing targeted offenders to be removed from jail and admitted to this program.

Background

Day Reporting Centers are an intermediate sanction where arrested individuals and convicted offenders in the program live at home and report to the center on a regular, often daily, basis. Intermediate sanction programs such as intensive probation supervision, house arrest, electronic monitoring and day reporting are intended to serve as a step between the security and punishment of jails and the supervision without the security provided in probation. Day Reporting allows for treatment and supervision in a setting that is more secure than ordinary probation but less secure than jail confinement. While at a center participants typically receive close monitoring and supervision, substance abuse screening, educational services, vocational training, drug counseling and treatment, and other services.

The facility itself can be located as a “store front” facility located in the community, or co-located within the local jail or judicial complex where other facilities and programs (i.e., work release, pretrial, reentry, halfway houses, etc.) are operated. The advantage of this arrangement is that staff and program sharing allows for a cost-effective use of staff and resources.

Day Reporting can be adapted to a number of different populations. In Virginia, they are utilized to offer enhanced treatment and supervision to probationers or sentenced offenders not on probation; to monitor early released inmates from jail; to monitor arrested persons prior to trial; as a halfway-out step for inmates who have shown progress in community corrections or work-

release centers; and as a halfway-in step for offenders who are in violation of probation. Sometimes referred to as a “one-stop” shop, a Day Reporting Center offers many of programs and services that best practices suggests reduces the likelihood of reoffending; reduces recidivism, and eventually reduce jail bed space requirements, including: individual and group counseling, substance abuse education, anger management, domestic violence prevention, cognitive and life skills training, parenting and family reintegration, community service, education/GED preparation, and reentry services.

Funding for Day Reporting

As with many programs in Virginia, determining the cost associated with implementing and operating a Day Reporting Center in the Rockingham - Harrisonburg area depends on many factors, including the size of the program, management structure, location and program goals and objectives. Annual costs of operating Day Reporting programs in Virginia range from a low of less than \$100,000 per year for a 16 person program in Grayson County, to a high of approximately \$900,000 per year in the City of Richmond for a 160 person program and 11 staff. To the Consultant’s knowledge all funding for Day Reporting is by local government.

A Program Example: Giles County Virginia Day Reporting Program

Giles County established the Giles County Day Report Center in 2009 through the combined efforts of Giles County Administration, the Commonwealth’s Attorney’s Office and both local court systems. The Giles program is seen in that County as an alternative sentencing program for nonviolent offenders who are on pretrial release, probation or parole and that they are required to attend regularly. The center provides an intense substance abuse treatment program and regular, random drug screening, coupled with general life skills instruction and serves as an intermediate sanction for an identified “at risk” population, all in an effort to reduce recidivism of high-risk offenders. The Giles County day report center averages between 25 - 30 participants in the program.

A Program Example: Grayson County Day Reporting

The Grayson County Day Reporting program has an average of 16 participants in its program. It is operated by one (1) FTE position funded by the locality, and contracts with a local mental health agency for counseling services. It operates annually for approximately \$100,000 per year.

Unlike the Giles County program that includes pretrial defendants in its program, the Grayson County Day Reporting Center provides a community-based probation option for qualifying offenders who have been convicted of a felony and have been sentenced to an active term of incarceration. Admission into the program requires a sentencing order. To be considered for the Day Reporting program in Grayson County, an offender must not have been convicted of a violent crime, a sex crime, a crime involving juveniles, or other offense which may indicate that the offender poses a threat to society. Based upon review of the offender’s case by the Circuit Court Judge, the Commonwealth’s Attorney, the Probation Officer, and the Day Report Manager, an acceptable candidate is provided the opportunity to participate in the program as an alternative to serving an active jail sentence. Compliance with all Day Report Center program components becomes a condition of probation. Failure to comply with the program terms and conditions will most likely result in the offender’s return to jail to serve his / her full original sentence.

While in the program, participants must perform community service work: forty hours per week for participants who are not employed, twelve hours per week for those who are. If unemployed, a participant must demonstrate continued efforts to find a job. All participants must attend mandatory Life Skills and Substance Abuse classes each week. Frequent random drug and alcohol testing is performed on every participant. All participants must remain drug-free and alcohol-free, and must not accrue any additional convictions during their period of assignment to the program.

A Program Example: Chesterfield County Day Reporting (Victoria Trent 318-8244)

Chesterfield County's Day Reporting Center is called the Center of Risk Reduction (CORR). It is intended to provide a sentencing alternative to the Courts of Chesterfield County and the City of Colonial Heights. It serves as a sentencing alternative for the courts and serves nonviolent offenders facing at least three months in jail that could be served with appropriate treatment interventions in the community while under supervision. This program is founded on evidence-based practices and is intended to fill the gap for those who have an identified need for treatment based on risk factors and are between probation and jail or prison, both in terms of severity and personal restrictions imposed on the offender.

An individual sentenced to CORR must report frequently, often daily, to the program, which not only monitors his/her activities and whereabouts, but also assesses the offender's treatment needs and provides rehabilitative services onsite. Participants, referred by the courts or by probation, are required to seek or maintain employment and perform community service. Treatment, educational resources and supervision are intended to provide the opportunity for offenders to become employed, drug free and "pro-social" members of the community.

Services include intensive supervision, outpatient substance abuse therapy, individual/family counseling, frequent drug screening, community service monitoring, and job skill training.

A Program Example: City of Richmond Day Reporting Center

The City of Richmond opened a 150 capacity Day Reporting Center in March 2014 by contracting with a private provider to manage and operate the Center. Located downtown in the City's old General District Court office building, was implemented with a specific goal of helping alleviate overcrowding at the City's new 1,032 bed jail by targeting sentenced offenders who are facing 6-12 month sentences and meet the criteria for entry into the program.

The city contracted with GEO, a Florida-based private provider of corrections services, to run the day center; appropriated \$880,000 for the first year of the operation, and the contract can extend for up to five years. At mid-year 2014, the day center served approximately 60 participants. The program operates with an 11 person staff that includes four case managers, one substance abuse counselor, one job development officer and four client services specialists.

Offenders referred to a Day Reporting Center go through a multi-phase program that includes frequent reporting to the center. Offenders go to the Day Reporting Center for up to 180 days. Individuals are placed at different levels of treatment and training based on assessed risks and needs, which includes use of validated risk assessment tools. Program staff monitor offenders closely with daily check-ins, ongoing drug and alcohol testing and intensive case management. Failure to comply with program rules and guidelines results in increased sanctions, including tighter curfews, additional classes, more frequent reporting, house arrest or re-incarceration. When offenders complete the program, they return periodically for Aftercare.

Programs include group therapy, employment preparation, substance abuse treatment and education, life skills, anger management and parenting skills. The program also has a strong reentry component and attempts to link offenders with local resources to stabilize their lives in the community. Offenders attend regular presentations from local service providers such as employment, housing, and mental health treatment agencies, faith-based organizations, and vocational/technical schools and programs.

Implementing New Programs: The Jail Bed Space Impact

Reducing existing and future jail bed needs by implementing new programs that divert people from jail alone is not an easy task. For example, if one inmate uses a jail bed for 30 days, 12 inmates must be diverted from jail each year to save a single jail bed. No attempt is made at this early stage of a long term planning process to specifically quantify any reduction in jail bed needs.

The State Compensation Board reports that the average length of stay for sentenced local responsible inmates released from the Regional Jail in fiscal year 2013 was 52.3 days. The overall length of stay in the jail if cases released to bond are excluded from the calculation is approximately the same - 54.5 days. With a 54.5 day length of stay in the jail, between 6-7 inmates must be diverted from jail each year to save a single jail bed. The following table displays a simplified example of jail bed reductions associated with diverting varying numbers of offenders, who based on the assumption that would spend average of 54.5 days in jail.

Number of Jail Beds Saved by Diverting Offenders From Jail		
Number of Offenders Diverted From Jail Each Year	Assumed Jail Length of Stay	Jail Beds Avoided
6	54.5	1
50	54.5	7
75	54.5	11
100	54.5	15
150	54.5	22
175	54.5	26
200	54.5	30
250	54.5	37
275	54.5	41
300	54.5	45
375	54.5	56
400	54.5	60
475	54.5	71
500	54.5	75

- Rockingham - Harrisonburg should initiate a long range planning strategy to investigate, develop and implement a continuum of jail-based programs and community-based sanctions and programs. Based on an initial review of the available data, decision makers may wish to initially focus on jail-based programming options, programs and services for persons with mental health and substance abuse issues, and programs and services which target the probation violator population which appears to be utilizing a substantial portion of jail beds.
- To coordinate the planning process decision makers should convene a structured planning body to review, analyze and identify processes and programs within the local system that can be enhanced to create a more effective and efficient criminal justice system. This planning group should include a broad spectrum of representatives from the criminal justice, public health, higher education communities, as well as concerned citizens. Consideration should be given to establishing sub-committees with specific areas of focus whose membership consists of persons with specific areas of expertise in portions of the local system.

Section 6
Inmate Population Forecast

DRAFT

Inmate Population Forecast

The following narrative presents the forecasting methodology and a planning forecast of the incarcerated inmate population for the Rockingham-Harrisonburg Regional Jail (Jail) through the year 2029, based on the assumption that existing policies, programs, procedures and administrative practices remain unchanged.

Also included is a description of the data upon which the forecast is based; the methodology used, and the outcomes of the forecasting procedures. The guidelines for a planning forecast that is submitted to the State require a forecast of the expected inmate population for a period of no less than 10 years beyond the expected date of occupancy of any new or expanded facility. Consequently, the planning forecast is for the expected population in June 2029. The forecast method, diagnostics and eventual model selection conforms to State guidelines.

- *Significant Finding:* If existing policies, procedures and administrative practices remain unchanged in the future, the Rockingham-Harrisonburg Regional Jail inmate population (excluding federal prisoners) is projected to reach 524 inmates in FY-21, and 675 inmates by the year FY-29.

Methods used to produce the forecast contained in this document are based on analyzing historical population trends and projecting those trends into the future. The assumption has been made that history provides a sound basis upon which to build planning estimates, and long term trend associated with increasing and decreasing jail populations will largely continue in the future. The assumption has also been that policies, procedures, programs and administrative practices impacting population levels in the recent past will continue in the future. No assumption has been made that new policies, procedures, programs or administrative practices will reduce or increase the future jail population.

In general, jail populations increase or decline based on two key factors: (1) the number of persons admitted to jail, and (2) the amount of time they remain confined (length of stay). For example, if admissions decline and length of stay remains unchanged, capacity needs decrease. Historical jail population data (in the case of the enclosed forecast those conditions existing between 2006 and 2014) reflect a set of conditions that existed during a given time. A cautionary note is that a number of things outside of mathematical changes in monthly jail population figures influence changes in jail populations. The sentencing practices, sentence guidelines, correctional policy, community attitudes towards non-incarceration alternatives, state and local responsibility definitions, for example, may be significantly different from the conditions experienced in the future.

The opening or closing of state prison facilities results in “short term increases or decreases” in the historical number of state responsible felons incarcerated at the local level.

Forecasting most future criminal justice populations is at best a difficult task, and estimating future jail population levels is no exception. While forecasts that are too “high” can lead to costly and unnecessary construction projects, forecasts that are too “low” can result in poorly managed systems, overcrowding and facilities that are unsafe for offenders and jail personnel. The goal of the forecasting effort is to provide a reasonable estimate of future population levels for planning purposes based on documented and defensible methods that minimize the probability of either under-projecting or over-projecting.

Forecast Database

To develop the forecast, historical monthly average daily population figures from the LIDS (Local Inmate Data) database compiled by Jail personnel and submitted to the Virginia Compensation Board were prepared for the period January 2006 through June 2014. Historical monthly populations do not include Federal inmates and include inmates housed in the Middle River Regional Jail. Historical monthly data for the key inmate population groups are presented in the following tables.

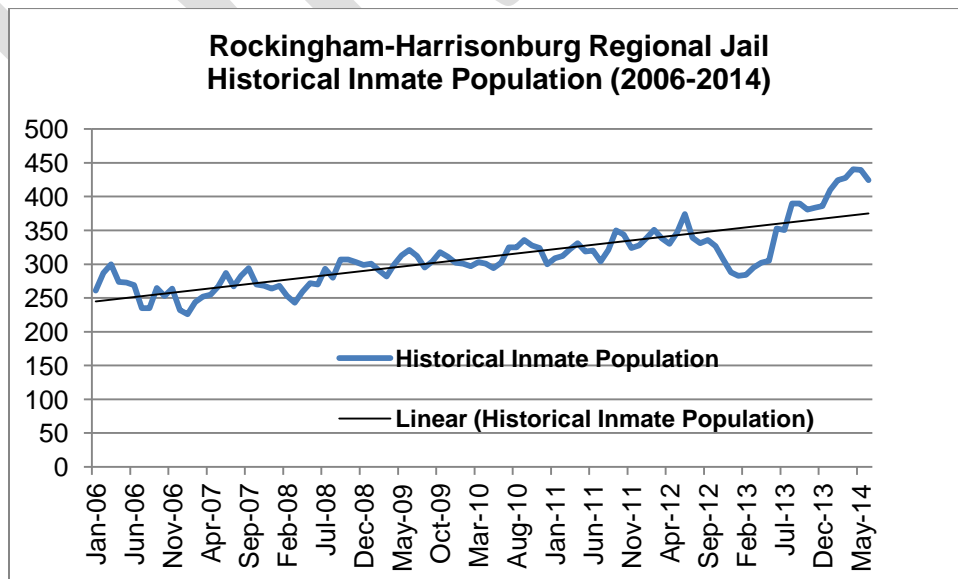
- The average number of inmates housed at the Harrisonburg facility was compiled for each month between January 2006 – June 2014; from these figures the number of federal inmates was subtracted each month, and the number of inmates housed in the Middle River Regional Jail was added.

Rockingham - Harrisonburg Regional Jail Revised Forecast Database 2006 - 2014									
	2006	2007	2008	2009	2010	2011	2012	2013	2014
Jan	261	226	268	301	301	309	339	283	410
Feb	287	244	253	291	297	312	351	284	424
Mar	300	252	243	282	303	322	338	295	428
Apr	274	255	259	300	301	331	330	302	440
May	273	267	272	313	294	319	347	305	440
Jun	269	287	270	321	302	320	374	353	424
Jul	235	267	293	312	325	304	339	350	
Aug	235	283	280	295	325	321	331	390	
Sep	265	294	307	304	336	350	336	390	
Oct	253	270	307	318	328	344	327	381	
Nov	264	268	303	311	324	324	307	384	
Dec	232	264	299	302	300	328	288	386	
Average	262	265	280	304	311	324	334	342	428
High	300	294	307	321	336	350	374	390	440
Low	232	226	243	282	294	304	288	283	410
Change									
Num	--	2	15	25	7	12	10	8	86
%	--	0.9%	5.6%	8.8%	2.4%	4.0%	3.2%	2.4%	25.1%

- The number of Harrisonburg-Rockingham inmates housed in Middle River was added to the forecast database each month is displayed in the table that follows.

Rockingham-Harrisonburg Inmates Housed in MRRJ			
	2012	2013	2014
Jan	0	0	81
Feb	0	0	92
Mar	0	0	97
Apr	0	1	113
May	0	1	118
Jun	25	32	109
Jul	14	27	--
Aug	0	49	--
Sep	0	47	--
Oct	0	44	--
Nov	0	46	--
Dec	0	54	--
Average	3	25	102
High	25	54	118
Low	0	0	81
Change			
Num	--	22	77

- The forecast database is displayed graphically (accompanied by a linear trend line) as a line graph in the chart that follows.



Forecast Methodology: Rockingham-Harrisonburg Regional Jail Inmate Population

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 a number of 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 various 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 inmate population. These criteria included the Adjusted R-squared value, the Durbin-Watson and the BIC (Schwarz Information Criterion), 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 (Box Jenkins) 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.

Rockingham-Harrisonburg Regional Jail Regional Jail Inmate Population Forecast Model Options				
Statistic	Linear Regression	Box-Jenkins		
		(0,1,1)*(1,1,3)	(0,1,1)*(0,1,1)	(2,1,1)*(1,1,3)
Adj. R-Square	0.68	0.94	0.92	0.93
Durbin-Watson	0.34	2.02	1.96	2.02
Forecast Error	26.27	11.71	13.29	11.94
MAD	19.33	8.07	9.7	8.21
Standardized BIC	27.21	12.79	13.76	13.5

- Based on the comparative diagnostic statistics in the above table, the Box-Jenkins (0,1,1)*(1,1,3) model demonstrated the superior diagnostic statistics; this model demonstrated the highest R-Square value, the smallest forecast error and MAD value, as well as the smallest BIC statistic.

The resulting forecasts for each of the models are presented in three year intervals (for June of the year identified) in the table that follows.

Comparison of Model Forecasts Projected Regional Jail Population					
June Each Year	Linear Regression	Box-Jenkins			Average (Excluding Regression)
		(0,1,1)*(1,1,3)	(0,1,1)*(0,1,1)	(2,1,1)*(1,1,3)	
2017	421	449	497	453	466
2020	468	503	571	510	528
2023	514	560	644	570	591
2026	560	618	717	629	655
2029	607	675	791	689	718

- In the projected year 2029, the average projected Jail population (including Middle River inmates and excluding federal prisoners) for the three models under consideration was 718 with the range from a low of 675; a high of 791.

A comparison of the “fits” of each of the forecasts to the actual ADP for a historical five month period is presented in the table that follows.

Model Results: Comparison of Fits					
			Box-Jenkins		
Month	Actual ADP	Linear Regression	(0,1,1)*(1,1,3)	(0,1,1)*(0,1,1)	(2,1,1)*(1,1,3)
Jan-14	410	354.0	384.0	387.0	386.0
Feb-14	424	355.0	383.0	391.0	384.0
Mar-14	428	356.0	385.0	393.0	387.0
Apr-14	440	357.0	395.0	396.0	394.0
May-14	440	358.0	398.0	400.0	396.0
Jun-14	424	359.0	396.0	419.0	400.0
Average	427.7	356.5	390.2	397.7	391.2
Number Difference	--	-71.2	-37.5	-30.0	-36.5
Percent Difference	--	-16.6%	-8.8%	-7.0%	-8.5%

- The Box-Jenkins (0,1,1)*(0,1,1) model produced the superior historical “fit” for the six month period. That is to say, this model more accurately projected the monthly Jail population for the six month period ending June 2014.
- Due in large part to the relatively high rate of growth in the later part of the database, all three models under projected the reported actual inmate population between January 2014 - June 2014, by an average of 8.1% per month.

Selection of Forecast Model

The inmate populations projected by the three models under consideration ranged from a low of 675 in June 2029, and a high of 791 – a range of 116 inmates. All three models have put more weight on more recent historical high growth population rates and result in higher population projections than the linear regression model.

- Based on diagnostic statistics the Box-Jenkins (0,1,1)*(1,1,3) model is the superior model. This model scored highest in all diagnostic categories. This model demonstrated the highest R-Square value, the smallest forecast error and MAD values, as well as the smallest Standardized BIC statistic.

- Monthly projected inmate populations are displayed in the table that follows for the years 2014 through 2029.

Rockingham - Harrisonburg Regional Jail Draft Projected Inmate Population 2014 through 2029																
	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029
Jan	--	424	386	427	436	460	477	497	516	535	554	574	593	612	631	650
Feb	--	421	382	433	438	464	480	500	519	538	557	576	596	615	634	653
Mar	--	416	386	433	440	464	481	501	520	539	558	578	597	616	635	654
Apr	--	416	392	437	445	469	486	506	525	544	563	582	602	621	640	659
May	--	424	396	441	448	473	489	510	528	548	567	586	605	624	643	662
Jun	--	426	419	449	463	485	503	522	541	560	580	599	618	637	656	675
Jul	424	421	411	443	456	478	496	516	535	554	573	592	611	630	650	669
Aug	417	406	423	443	462	481	500	519	538	558	577	596	615	634	653	672
Sep	440	425	435	458	475	495	514	533	553	572	591	610	629	648	667	686
Oct	438	420	430	453	470	490	509	528	547	567	586	605	624	643	662	681
Nov	433	410	422	444	462	482	501	520	539	558	577	596	616	635	654	673
Dec	424	390	417	433	454	472	492	511	530	549	568	587	606	625	645	664
Average	429	417	408	441	454	476	494	514	533	552	571	590	609	628	647	667
High	440	426	435	458	475	495	514	533	553	572	591	610	629	648	667	686
Low	417	390	382	427	436	460	477	497	516	535	554	574	593	612	631	650
Change																
Num	--	-13	-8	33	13	22	18	20	19	19	19	19	19	19	19	19
%	--	3.0%	2.0%	8.1%	2.9%	4.8%	3.7%	4.0%	3.7%	3.6%	3.5%	3.4%	3.2%	3.1%	3.0%	3.0%

Note: Figures exclude Federal prisoners and include prisoners housed in Middle River Regional Jail.

- A summary of end of fiscal year inmate populations for the historical period June 2006 through June 2014, and the projected period June 2015 through June 2029 is displayed in the table that follows.

Rockingham - Harrisonburg Regional Jail Annual Historical and Projected Inmate Population			
Year	Inmate Population June all Years	Change	
		Number	Percent
2006	269		
2007	287	18	
2008	270	-17	-5.9%
2009	321	51	18.9%
2010	302	-19	-5.9%
2011	320	18	6.0%
2012	374	54	16.9%
2013	353	-21	-5.7%
2014	424	72	20.3%
Average Historical Change			6.4%
Total 8 Year Change		155	
2015	426	2	--
2016	419	-8	-1.8%
2017	449	30	7.3%
2018	463	14	3.1%
2019	485	21	4.6%
2020	503	18	3.7%
2021	522	20	3.9%
2022	541	19	3.6%
2023	560	19	3.6%
2024	580	19	3.4%
2025	599	19	3.3%
2026	618	19	3.2%
2027	637	19	3.1%
2028	656	19	3.0%
2029	675	19	2.9%
Average Projected Change			3.4%
Total 14 Year Change		251	

Section 7
Summary and Recommendations

DRAFT

SUMMARY AND RECOMMENTATIONS

Over the course of this project, the consultants attended a number of planning sessions and formal discussions with City and County officials concerning the local criminal justice system generally, and options for addressing current and future jail capacity needs more specifically; attended “Listening Sessions” where citizens expressed their concerns, opinions and recommendations regarding the local criminal justice system and ways for improving the system and addressing local requirements; reviewed available automated local data and case record folders; held discussions with State officials and analyzed data prepared by State agencies including the Department of Criminal Justice Services and Office of the Supreme Court; observed jail and Magistrate procedures and operations, and conducted structured interviews with over 20 local officials.

Structured interviews were held with over 20 representatives of the City and County administrations, Circuit Court, General District Court and Juvenile and Domestic Relations Court personnel, current and retired judges, Magistrate’s office, office of the Commonwealth’s Attorney, Police Department, Sheriff’s Department, State Probation and Parole, County Social Services, Community Service Board, ASAP and local defense attorneys. In general, local officials felt that the local jail had the dual role protecting the public and rehabilitating offenders. Most felt the criminal justice system was extremely crowded and overburdened, and that additional personnel were needed in order to change existing operations. When asked if they had specific program recommendations, those respondents that answered in the affirmative suggested providing additional resources for the local pretrial and local probation operations – the most visible and active alternative currently available in the community.

Most citizens attending the public “Listening Sessions,” were vocally opposed to expanding jail capacity and expressed frustrations at what they perceived was a lack of jail alternative programs and treatment options for persons processed through the local criminal justice system.

In contrast, the majority of decision makers interviewed seemed to feel that the decision to either expand existing jail capacity or expand jail-alternative options was not an “either-or” decision. The majority felt that additional jail capacity was needed along additional program options and improved efficiencies in the system. Most felt that they did not have enough objective information about the composition of the jail (who’s in jail) and their supervision, program and services needs to make any specific program recommendations. All local officials were supportive of establishing a formalized ongoing planning effort that focused on program alternatives, system efficiencies and reducing or controlling the local jail population.

In conducting this study, it became apparent that the jail population in general was older and less transient than in many local jails in the Commonwealth. It was also apparent that many offenders are “revolving door” jail offenders that repeatedly offend, enter jail, and are released only to reoffend and re-enter jail.

- The evidence uncovered during this project suggests that several key offender groups should be targeted in order to control future jail population growth: (1) offenders in unsentenced awaiting trial (approximately 40% of the inmate population); (2) probation violators (by a number of measures a disproportionately large offender group), and (3) offenders with substantial substance/mental health issues that are associated with repeated criminal behavior and contribute to the jail’s “revolving door.”

Recommendations

System Planning and Coordination

- Decision makers should initiate a long range planning strategy to investigate, develop and implement a continuum of jail-based programs, and community-based sanctions and programs. Based on an initial review of the available data, decision makers may wish to initially focus on jail-based programming options, programs and services for persons with mental health and substance abuse issues, and programs and services which target the probation violator population which are utilizing a substantial portion of jail beds.
- Decision makers should investigate and plan for enhancing current offender processing procedures throughout the local criminal justice system. Reducing existing and future jail bed needs by implementing new programs alone that divert people from jail is not an easy task. For example, if one inmate uses a jail bed for 30 days, 12 inmates must be diverted from jail each year to save a single jail bed. The initial focus should be on the “front end” of the system and decision making associated with pretrial jail admissions.
- Increase system coordination, goal setting, oversight and improved planning information and regular dissemination to decision making. The community has a formal Community Criminal Justice Board (CCJB) with the statutory responsibility to: (1) advise on the development and operation of local pretrial services and community-based probation programs and services for use by the courts in diverting offenders from local correctional facilities; (2) assist community agencies in establishing and modifying programs and services for offenders; (3) evaluate and monitor community programs, services and facilities; and (4) develop and amend criminal justice plans. This group should oversee an ongoing planning effort that focuses the issues associated continuing crowding at all levels of the local system.

As Rockingham-Harrisonburg moves forward, this planning group can greatly assist the coordination providing effective services for individuals moving through the local justice system. This group should adopt 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

It is recommended that several smaller sub-committees, whose membership consists of persons with specific areas of expertise in various areas of the local system, be established to focus on and investigate portions of the system by reviewing, analyzing and identifying processes and programs within the system that can be enhanced to create a more effective and efficient criminal justice system. These sub-committees should include a broad spectrum of representatives from the criminal justice, public health, higher education communities, as well as concerned citizens.

Establish a new Jail Planning Coordinator position to work exclusively on improving data systems, gathering data and informing decision making. Critical to support the ongoing planning effort, it is recommended that strong staff support be made available to decision makers. Consideration should be given to filling the position with an experienced in the criminal justice planner and data analyst. Data collection methods for the community 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 various criminal justice entities so that information regarding arrest, charging, court actions, treatment, placements and dispositions are consistent and relevant.

Generate valid and reliable planning data. Create a mechanism to systematically collect, maintain and disseminate useful and timely planning data for decision making. While an offender (jail-based) automated information system exists, much of the data needed to conduct more than a cursory analysis for planning is either not collected, not entered into the system, or stored in a manner that is not readily available to answer decision makers' planning questions. For example, while some data is available for persons confined in jail "today," there is no mechanism apparent for generating profiles of annual jail admissions or releases, and answering many of the questions that arose over the course of this project.

Jail Capacity

Projected increased jail crowding should be addressed by implementing an aggressive community based strategy and expanding existing jail capacity.

Planning for and implementing new strategies and programs for controlling inmate population growth is a long term process and there is no immediate solution to solving the existing overcrowding problem. The current jail capacity is insufficient to house the existing inmate population and grossly insufficient to house the number of inmates projected in the future. If current policies, procedures and administrative practices remain unchanged it is reasonable to expect that Rockingham-Harrisonburg will be required to have sufficient jail capacity for at least 675 inmates in the year 2029.

The existing jail is intended to house offenders requiring high maximum and medium security confinement, and does not match the apparent security needs of the existing population. There is virtually no physical space available to support offender program and treatment needs. Based on information uncovered during this study, there is a need for lower minimum custody and community custody jail housing. Since enlarging the existing facility may not be possible due to its location, decision makers should consider constructing a new minimum security, treatment and program based building with space to support necessary ongoing programs.

System Enhancements and Strategies

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

Investigate pretrial confinement policies, procedures and administrative practices. While this report contains an initial profile of persons detained in pretrial status, further investigation is recommended to determine risk levels of persons incarcerated, bond statuses and reasons for confinement. There are, for example, a large number of detainees how are confined without bond for reasons that are not apparent. In addition, available data suggests that over 90% of ordered secure bonds are for amounts of \$5,000 or less – amounts that poor people may not be able or willing to pay. In the face of research that suggests that requirements of small secured bond amounts is not related to public safety or appearances in court, further investigation is recommended.

Increase current pretrial and local probation staff levels. Decision makers should consider funding new positions rather waiting for the State funding process which can take several years. There should be phased plan for the expansion of Pretrial and Local Probation services and program options to coincide with the jail planning. A total of 6.5 pretrial and local probation officers combined to provide services to a community with over 125,000 residents with an annual operating budget of just over \$635,000 is not adequate to provide services and programs for the offender population, and certainly does support any future expansion of programs and services in the community. Current staff levels for both pretrial and local probation services are inadequate to cope with current and projected workloads and should be increased (at a minimum) to a level in keeping with the projected growth in the offender population.

Expand home electronic monitoring and GPS monitoring as pre- and post- trial supervision options. While not widely used in Virginia, effective electronic monitoring of both pretrial and sentenced offenders who would otherwise be incarcerated in jail provides a viable and effective mechanism for controlling jail crowding.

Investigate/implement a Adult Drug Court program. Substance abuse among offenders in Rockingham-Harrisonburg is pervasive. Jail classification records reviewed in this study revealed that 98% of classified offenders have alcohol and drug abuse issues resulting in social, economic or legal problems or result in assaultive behavior. It is widely accepted that Drug Courts reduce recidivism for persons who complete the program. The process of treating substance abuse is a long one requiring a long term commitment of resources, and success rates for participants are traditionally fairly low. As such, this program should probably not be looked at as a program that will reduce jail bed needs in the near term but be recognized as one alternative program within the system.

Investigate/Implement a Day Reporting program. This program should be investigated as a jail-alternative program for the increasing probation violator population within the jail. Intermediate sanction programs such as intensive probation supervision, house arrest, electronic monitoring and day reporting are intended to serve as a step between the security and punishment of jails. Day Reporting allows for treatment and supervision in a setting that is more secure than ordinary probation but less secure than jail confinement. While at a center participants typically receive close monitoring and supervision, substance abuse screening, educational services, vocational training, drug counseling and treatment, and other services. This program has the potential to have a near term impact on jail bed needs by allowing targeted offenders to be removed from jail and admitted to this program.

Implement and strengthen new jail-based programs. Jail-based programming needs are many. Basic jail-based programs are not available due to the lack of space and personnel, including: Work Release, Education Release, Public Work Force, Electronic Home Monitoring, Weekend Sentencing (non-consecutive sentencing). In the consultants' experience the jails across Virginia that operate the most robust jail-based programs have several important characteristics in common, they have: (1) sufficient space to provide programs and services (in both housing and support areas); (2) formed viable collaborations with community volunteer and community agency groups; (3) demonstrated commitments to providing programs and services to offenders through

their jail operations, and (4) program options that have the support of key decision makers in their communities.

Expand and strengthen reentry services for incarcerated offenders. The nature and extent of existing reentry programming was not entirely clear over the course of this project. However, the provision of reentry and transition services is an important service delivery component of many jail-based programs.

Provide expanded Mental Health and Substance Abuse services within the jail. Increasingly, offenders with chronic mental health issues are residing in local and regional jails, and greatly contributing to the “revolving jail door” that is apparent in Rockingham-Harrisonburg. There are several basic components to an effective programming effort in this regard. First, it should be collaborative effort between the public/mental health and criminal justice systems, and a jail treatment team composed of certified/licensed professionals is necessary to provide effective therapy, administer an expanded formulary of psychotropic medications, and conduct psychological and forensic evaluations. Second, transitional planning is critical for providing the appropriate behavioral health care to enhance clinical stability and community re-integration and to reduce the probability of future re-arrest and incarceration. Third, effective programming will require, the cooperation of the prosecutors, public defenders, judges, local law enforcement personnel, correctional facility staff, housing providers, probation officers, mental health service providers and advocates.

DRAFT