

A COMMUNITY-BASED CORRECTIONS PLAN

FOR THE CITY OF

RICHMOND, VIRGINIA



February 2, 2009

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Appendix #9

City of Richmond Community-Based Corrections Plan

Summary of Findings

- *Significant Finding:* Nearly all areas of the existing City Jail are congested and the physical plant is inadequate for both the number of inmates currently confined there, and the number of offenders projected to be incarcerated in the future. The Jail's jurisdictional population (including offenders housed in the Peumansend Creek Regional Jail) is projected to increase from 1,604 in the six month period ending September 2007, to 2,023 in July 2022. Based on the assumption that 100 of the projected 2,023 inmates will be housed at the Regional Jail, Richmond Jail facility capacity should be expanded to accommodate 1,923 offenders.

Overview

This document has been prepared as part of the City of Richmond's planning efforts to expand available jail capacity. The 1996 Virginia General Assembly, by language in the Appropriations Act, imposed a moratorium on the review of Community-Based Corrections Plans and Planning Studies by the Board of Corrections. This moratorium has been continued by each subsequent session of the General Assembly and the current Appropriations Act included language which will continue the moratorium into the future. The moratorium has the effect of eliminating the development of new jail facilities and the expansion of existing jails unless the jail project is exempted from the moratorium. During the 2008 General Assembly Session the City of Richmond was granted an exemption to the moratorium.

The planning, design and reimbursement process for regional and local jail construction in Virginia 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 construction. The development of a Community Based Corrections Plan (CBCP) is the first step in the planning process. Based on the information contained in this Community Based Corrections Plan, this project satisfies the criteria for State Priority 3 funding. Priority 3 funding is defined as the "Expansion of an existing local correctional facility experiencing overcrowding which is expected to continue based upon factors described in the Community-Based Corrections Plan."

The City is submitting this document as a single jurisdiction "Local Jail." The City has undertaken an exhaustive search for a regional partner to participate in a cooperative Regional Jail configuration. At the present time no locality has expressed interest in joining with the City in establishing a new Regional Jail; neither has any locality expressed interest in having the City join an existing Regional Jail Authority or Board. The City will continue to seek regional partners. Upon securing a regional partner, the City intends to amend current planning documents and submit a Service Agreement adopted by the City of Richmond and regional partner(s) detailing the financial and operational responsibilities among the participating localities.

Population, Crime and Circuit Court Trends

- The general population in the City is projected to continue a very modest decline. Demographic pressures on criminal justice resource needs from population growth in surrounding localities will continue in the future.

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Reported Crime

Significant Finding: Overall, reported crime is down 17% over the last 5 years; reported drug crimes are increasing.

- Six offense categories represented just under 85% of all reported crime in 2006. The top six most frequently reported offenses in 2006 were: Larceny (23.8% of offenses); Simple Assault (18.2% of offenses); Vandalism (18.1% of offenses); Drugs (10.4%), Burglary (8.4%), and Auto Theft (5.5% of offenses).
- While the reported population of the City declined by less than 1% between 2002-2006, the number of crime incidents reported to law enforcement declined from 30,333 incidents in 2002, to 25,149 in 2006 – a decrease of 17.1% over the last five years.
- By offense categories, noteworthy decreases over the last five years are reported in the following categories: Prostitution (-70.3%, 84 offenses in 2006); Arson (-63.4%, 70 offenses in 2006); Larceny (-47.3%, 6,421 offenses in 2006); Auto Theft (-42.0%, 1,467 offenses in 2006), and Forcible Rape (-37.0%, 75 offenses in 2006).
- By offense categories, noteworthy increases over the last five years are reported in the following categories: Fraud (+324.8%, 548 offenses in 2006); Embezzlement (+166.7%, 64 offenses in 2006); Drug/Narcotic Crimes (+82.8%, 2,808 in 2006), and Forgery (+64.8%, 295 offenses in 2006).
- The trend in the City crime rate is much the same as the trend in reported crime. The crime incident rate per 100,000 City population declined from 15,717 in 2002, to 13,096 in 2006 – a 16.7% decline over the five year period.

Adult Arrests

Significant Finding: Overall adult arrest volume is substantially unchanged over the past 5 years (-1.4%); arrests for violent crime represent 7% of the total; arrests for drug and alcohol offenses represent 30% of all arrests.

- Overall, adult arrests reported in 2006 were approximately the same as reported in 2002 - there were 10,435 adult arrests in 2002, and 10,288 arrests in 2006.
- As a percentage of total arrests over the five year period ending 2006, the following offense categories represent the most frequent arrest groups, and represented 75.1% of arrest volume: "All Other" (except traffic) 35.8%; Drug/Narcotics 14.8%; Simple Assault (13.4%); Drunkenness (6.0%), and Larceny (5.1%).
- Arrests for Alcohol, "Other," Vandalism, Burglary, Simple Assault and Violent crimes, declined between 2002-2006.
- Arrests for Larceny, Drugs, and "Other Property" increased between 2002-2006.

Arrests for the more serious offenses involving crimes against persons (murder, manslaughter, forcible rape, robbery and aggravated assault), burglary, drugs and alcohol related offenses are more likely to result in detention prior to trial, and if the offender is convicted of the offense, will probably result in a sentence involving confinement.

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- Arrests for Alcohol related crimes, “Other,” Vandalism, Burglary, Simple Assault and Violent crimes, declined between 2002-2006.
- Arrests for Larceny, Drugs/Narcotics and “Other Property” crimes increased between 2002-2006.
- Arrests for Other Property crimes nearly doubled between 2002-2006, while Drug/Narcotic arrests increased by 75.1%
- Arrests for the more serious offenses involving crimes against persons (murder, manslaughter, forcible rape, robbery and aggravated assault) declined by just under two percent between 2002-2006.

Circuit Court Case Processing

Significant Finding: In general growth in the number of criminal cases commenced outpaced the growth in concluded criminal cases between 2002-2006; the average time it takes to conclude both misdemeanor and felony cases is below statewide average case processing times.

Commenced Criminal Cases

- Between 2002-2006, the total number of criminal cases commenced in the 13th Circuit increased from 7,545 in 2002, to 8,330 in 2006 – a total increase of 10.4% and an average of just under three percent per year.
- Between 75%-80% of commenced cases were associated with felony offenses.
- Between 2002-2006, the number of commenced felony cases increased by 16.3%, or approximately four percent per year.
- During this time period, the number of commenced misdemeanor cases declined by 7.8%, or two percent per year.

Concluded Criminal Cases

- Between 2002-2006, the total number of concluded criminal cases also increased from 7,443 to 7,713 – an increase of 3.6%.
- There was a 10.5% increase in the number of concluded felony cases (compared to a 10.4% increase in felony cases commenced over the five year period); there was a 16.6% decline in concluded misdemeanor cases (compared to a 7.8% decline in commenced misdemeanor cases)

Pending Criminal Cases

- Between 2002-2006, the number of criminal cases pending increased from 3,588 to 4,223 – an increase of 17.7%. The number of pending cases reported in 2006 was the highest reported over the past five years.

Number of Defendants

- The total number of felony defendants increased between 2002-2006 (from 2,226 to 2,843), while the number of misdemeanor defendants declined from 1,087 to 975 over the same period.

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Age of Concluded Circuit Court 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.
- In general, the percentage of felony cases concluded by the 13th Circuit within the 120 day and 180 day benchmarks was above the statewide average.

Physical Plant (Jail Space)

Significant Finding: The Jail is operating with an average daily population that far exceeds its design capacity. As such, practically every area of the Jail is congested.

The success of current operations in overcoming the design and space problems are a credit to the Sheriff and the personnel operating the jail.

- Administrative space and ancillary resources is inadequate for both the rated capacity of the facility as well as the number of inmates who are normally incarcerated.
- Program space, for an operating capacity of 882, is significantly undersized. For the operating capacity, approximately 27,000 SF is required under existing standards (including recreation space). Indoor recreation space is inadequate, and program space is nearly non-existent. Including a small classroom, the chapel and a multipurpose room in the female housing area, there is less than 2,600 square feet of indoor program space.
- Noncontact visitation space is adequate for the rated capacity of the facility; contact space is inadequate for both the rated capacity and the number of inmates housed in the facility. Both visitation spaces are inadequate for the existing level of crowding.
- Inmate storage space is insufficient as is commissary and canteen space.
- Medical, dental and mental health areas are inadequate.
- The administrative area of the Jail is probably adequate for the rated capacity but is significantly undersized for the number of inmates who are normally incarcerated. The expansion of the jail will require additional space for administrative and operational functions.
- The intake/booking areas and holding cells are adequate (based on the *Standards*) for the rated capacity. The inmate entrances to both facilities do not pose any general security concerns.
- The City has developed a number of well-intended, jail-based programs for the offender population. The long term success of existing programming aimed at reducing both recidivism and crowding is hampered by the serious degree of overcrowding in the Jail.

Confined Population

Significant Finding: The City Jail (Main Jail and Annex combined), with an operating capacity of 882, has consistently operated with a population of approximately 1,500 over the

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past eight years. Since 1997 the number of detainees in the Jail at the end of each fiscal year has varied from a low of 1,272 in 1997 to a high of 1,554 in the year 2000.

- The City does not fully utilize its allotted 100 beds at Peumansend Creek. Throughout FY07, Richmond utilized an average of 76 of the 100 beds allocated.
- Between FY03 and FY07, the total Jail annual Average Daily Population (ADP) increased from 1,332 to 1,524 - an increase of 14.4%.
- Based on analysis of annual Local Inmate Data System (LIDS) information provided by the State Compensation Board, over the past five fiscal years the number of individuals with felony offenses increased from 984 (73.8% of the total ADP), to 1,175 (77.1% of the total ADP) – an increase of 19.4%.
- The number of detainees with misdemeanor charges has remained fairly steady at an average of 347 over the last five fiscal years. Very few ordinance violators and federal prisoners are held in the City Jail.
- The City Jail has operated at between 151% and 173% of official DOC operating capacity over the past five years.
- In general, LIDS data portrays a Jail that has consistently held as many offenders as the facility can physically accommodate. At the same time, the number of felons has increased while the number of misdemeanor/ordinance offenders has declined.
- As a percentage of total ADP, the proportion of offenders with felony charges increased from 73.8% in FY03, to 77.1% in FY07.
- On average, 216 females have been confined in Jail over the past 10 years; over the past five fiscal years an average of 211 females have been confined in the Jail.
- Females in the Jail have consistently composed approximately 15% of the total Jail population over the past 10 fiscal years.
- As a percentage of rated capacity, the total ADP has varied between 132.3% and 211.2% since July 1998.
- The unsentenced awaiting trial population, which composed 37.7% of the total population in FY03, presently accounts for approximately 40% of the incarcerated population.
- While the total population levels between FY03-FY07 was fairly steady according to Tuesday Report data¹, the un-sentenced awaiting trial population increased from 485 in FY03, to 594 in FY07. The opening of the Regional Jail has allowed City officials to move a number of locally sentenced offenders to that facility.
- The State Responsible population as a percentage of total Jail population remained fairly steady between FY03 and FY07; on average 13.2% of total population have been state responsible inmates since FY03.

¹ The Tuesday Report is produced by the State Compensation Board and is a “snapshot” of the incarcerated population on the first and third Tuesdays of each month.

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- Since at least the beginning of 2004, the trend in the number of new admissions into awaiting trial status is increasing.

Jail Inmate Population Forecast

Significant Finding: Projections suggest a bed space need of approximately 2,000 in the year 2022 (including inmates incarcerated in the Regional Jail). Based on the assumption that 100 offenders will be incarcerated in Peumansend Creek, an expanded Richmond Jail should be configured to house just over 1,900 offenders.

- The Jail's jurisdictional population (including the Regional Jail population) is projected to increase from an average of 1,604 in the six month period ending September 2007, to 1,767 in July 2012 – a total increase of 10.2% for the five year period, and average annual growth of approximately 2%.
- During the historical five year period of FY02 – FY07, the average annual population increased by 11.8%, and an average of just over 2% per year.
- Richmond's jurisdictional inmate population is projected to increase by approximately 25 detainees per year between 2012 and 2022 – a total increase of 14.5%, and annual average growth of just over 1% per year.
- Based on the projection and without adjustment for the implementation of any pre-trial program and expansion of any non-incarceration alternative programs, the forecast is for a population (including those housed in the Regional Jail) of 2,023 in July 2022.

System Challenges

- High percentage of State Responsible prisoners housed in the Jail
- Local Responsible jail population(s) across the State are at a rapid rate
- Increase Jail Space
- Utilize available Regional Jail beds
- Reduce Intake
- Maximize Good Time Awards
- Improve Video Conferencing within the Jail
- Explore Residential/Day Reporting program alternatives to Jail
- Work Release space is not adequate, and it is likely that the program could be expanded.
- Expand Home Electronic Incarceration
- Mental health jail diversions
- Increase system coordination, goal setting and oversight
- Improve planning information access and regular dissemination to aid decision making
- Improve early and effective pretrial intervention
- Expedite transfer of State Responsible inmates

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Section I

Introduction

INTRODUCTION

The Richmond Jail System is significantly overcrowded, and the secure detention capacity available to the City of Richmond is inadequate to support the future incarceration needs of the City. The Jail is presently operating at approximately 170% of its official rated operational capacity². In FY07, an average of 1,524 offenders were incarcerated in a Jail designed to hold 882. In the Fall of 2007, Richmond decision makers initiated a planning process for the expansion of Richmond City Jail capacity. Work on this document began in late Fall 2007, and was largely completed in the Spring of 2008.

Background

The planning, design and reimbursement process for regional and local jail construction in Virginia 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 planning process.

The 1996 Virginia General Assembly, by language in the Appropriations Act, imposed a moratorium on the review of Community-Based Corrections Plans and Planning Studies by the Board of Corrections. This moratorium has been continued by each subsequent session of the General Assembly and the current Appropriations Act included language which will continue the moratorium into the future. The moratorium has the effect of eliminating the development of new jail facilities and the expansion of existing jails unless the jail project is exempted from the moratorium. During the 2008 General Assembly Session the City of Richmond requested an exemption to the moratorium.

The approved language in the 2008 Budget Bill reads as follows:

“The City of Richmond, in order to proceed in planning for the replacement of the existing jail and the development of associated community corrections services. Included within the required submissions to the Department of Corrections from the City of Richmond shall be a report indicating the costs and benefits to the City and the Commonwealth of a regional versus a local jail, including a comparative analysis of the long term operating costs and documentation that the City has determined whether or not there is interest in the surrounding jurisdictions in developing a regional jail project.”

The requirements that govern the content and required analysis of a Community-Based Corrections Plan are defined in the Board of Corrections Regulation 6VAC-15-80: Standards for Planning, Design, Construction and Reimbursement of Local Correctional Facilities. As a review of this report will support, this Community-Based Corrections Plan meets the standards set forth in that document

The Community-Based Corrections Plan is required to contain “A statement identifying which Board of Corrections priority or priorities the plan and jail project addresses.” The funding priorities are provided in § 2.12 *Funding Priorities* of the *Standards for Planning, Design, Construction and Reimbursement of Local Correctional Facilities*. Based on the information contained in this Plan, this project satisfies the criteria for Priority 3 funding. Priority 3 funding is defined as the “Expansion of an existing local correctional facility experiencing overcrowding

² Throughout this document, the terms “operational capacity,” “rated capacity” and “capacity” are used to refer to the official capacity of a facility as defined by the Department of Corrections.

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which is expected to continue based upon factors described in the Community-Based Corrections Plan.”

The City is submitting this document as a single jurisdiction “Local Jail.” The City has undertaken an exhaustive search for a regional partner to participate in a cooperative Regional Jail configuration. At the present time no locality has expressed interest in joining with the City in establishing a new Regional Jail; neither has any locality expressed interest in having the City join an existing Regional Jail Authority or Board. The City will continue to seek regional partners. Upon securing a regional partner, the City intends to amend current planning documents and submit a Service Agreement adopted by the City of Richmond and regional partner(s) detailing the financial and operational responsibilities among the participating localities.

Richmond Jail System

The Richmond Jail has three main components: the Main Jail, the City Annex and the Peumansend Creek Regional Jail (100 beds of the 336 bed operating capacity). The Main Jail, located at 1701 Fairfield Way, was constructed in 1963-1965. In 1991, a 100 bed expansion project was completed and opened in 1992. This expansion presently provides space for female detainees. The management of the City Annex, located in the Public Safety Complex (501 North Ninth Street) was transferred to the Sheriff's Office in 1974. In 1995, Richmond joined five other jurisdictions to form the Peumansend Creek Regional Jail Authority. The Authority constructed a regional jail with a capacity of 336, and Peumansend Creek started operations in September 1999. The operating capacity of the Richmond City Jail System is 982 with 882 of that capacity within in the city limits and the other 100 bed capacity located in Caroline County. This Community-Based Corrections Plan focuses on the two main components of the system – the Main Jail and Annex. Unless otherwise specified, data relating to the Peumansend Creek Regional Jail is not included in this document.

This document presents summaries of various components of Richmond adult criminal system and quantifies the local jail bed space needs of the City through the year 2022. The primary focus of this document is on the future physical space needs of the City.

C-BCP Organization

During the development of this plan, objective and subjective data were collected and analyzed. The analysis of that data formed the basis for the conclusions and recommendations contained in this report. The report is organized to present the information required in a Community-Based Corrections Plan in the following sequence.

Section I	Includes a brief introduction to the study, and the organization of the report.
Section II	Presents population profiles of the civilian population in the jurisdiction.
Section III	Contains an analysis of the criminal justice system serving the City. Information concerning crime trends, arrests and judicial criminal caseloads for the jail service area are presented and analyzed
Section IV	Presents a summary of the physical layout of the jail, and descriptions of programs available for detainees.

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Section V	Presents an analysis of the characteristics of the confined population as contained in the "Tuesday Report," and the Local Inmate Data System (LIDS) concerning the composition of the inmate population.
Section VI	Reviews the existing and planned non-confinement alternative programs in the City that are used by the criminal justice system in lieu of jail confinement, and presents suggestions for improving the efficiency of the criminal justice system.
Section VII	Presents a population projection methodology, and an inmate ³ population forecast to the year 2022, approximately ten years after the opening of the proposed expansion of the jail.
Section VIII	Quantifies the general population and special cell requirements for the proposed jail facility. Presents the conclusions derived from the analysis of the data collected during the development of this Community-Based Corrections Plan, and the recommendations resulting from those conclusions.
Attachment	FY-06 Expenditure comparison between Regional Jails and the Richmond City Jail

³ Throughout this document, the terms "detainee" and "inmate" are used interchangeably.

Section II

***Population Profile for the
City of Richmond***

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POPULATION PROFILE

With a total population of approximately 192,000, the City of Richmond incorporates a total of 62.6 square miles. The population density of this urban area is 3,292.6 persons/sq. mile, while the state average population density is 178.8 persons/sq. mile. The median age of the residents of the City, according to the data in the *Population Projections for Virginia Cities and Counties* (published by the Virginia Employment Commission), is below the statewide average – 33 years. As in most urban areas in the Commonwealth, the average age of the general population is increasing. Just over 20% of the population live below the poverty line.

Table 2.1

City of Richmond Demographics							
Jurisdiction	State Population Rank	Median Age	Percent 20-44 Years Old	Persons Below Poverty	Square Miles	Density/Sq. Mile	
						Population	Housing Units
Richmond	10	33.2	41%	21%	62.6	3,292.6	1,536.2
Virginia	n/a	35.7	36%	10%	39,598	178.8	73.3

The vast majority of jail inmates nationwide are between 20-44 years of age. According to Census data, 41% of the general population in the City was between the ages of 20-44 years in 1990. By the year 2020, this percentage is projected to decline to 32.7% of the total.

During the past two decades, the total population statewide increased by 32.3%. During the same period, the City population declined by just under 10%. Based on population projections for 2010 - 2030 developed by VEC, this modest declining trend will continue. The population of the City is projected to decline by 3.1% between 2000 – 2010, and by 1.0% between 2010 – 2020. By comparison, the overall State population is projected to increase by 11.5% and 9.0% respectively during the same periods. The population for selected years and the growth rate by decade (both actual and projected) are presented in the two tables that follow.

Table 2.2

General Population Change						
Jurisdiction	Census ¹			Projection ²		
	1980	1990	2000	2010	2020	2030
Richmond City	219,214	203,056	197,790	191,600	189,600	189,600
Virginia	5,346,818	6,187,358	7,078,515	7,892,900	8,601,900	9,275,101

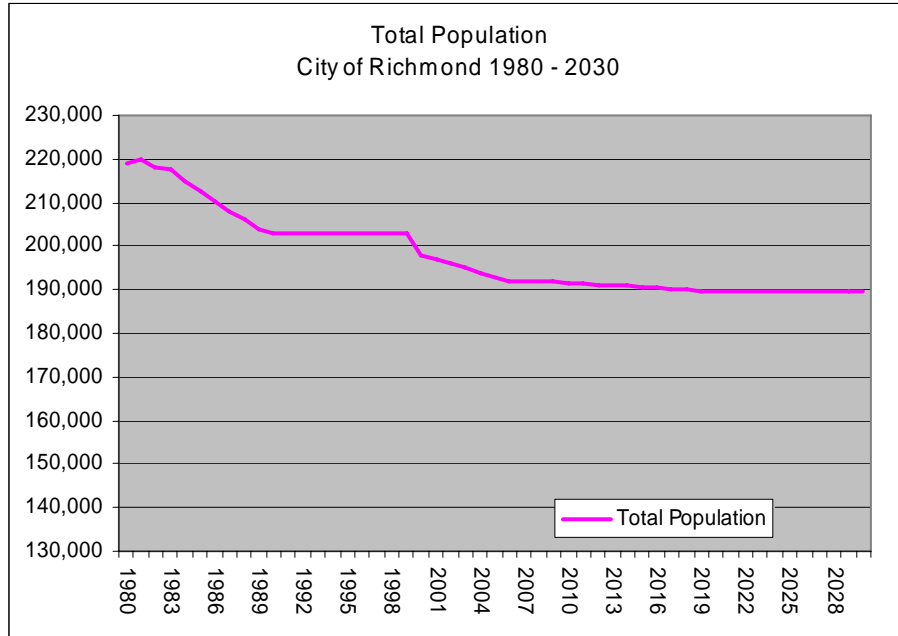
1 data from U. S. Bureau of the Census

2 Population Projections obtained from the VA Employment Commission

Table 2.3

Actual and Projected Demographic Growth Rates (%)					
Jurisdiction	1980 to 1990	1990 to 2000	2000 to 2010	2010 to 2020	2020 to 2030
Richmond City	-7.4%	-2.6%	-6.0%	-1.0%	0.0%
Virginia	15.7%	14.4%	11.5%	9.0%	7.8%

Exhibit 2.1



In summary, while the City population residents are somewhat younger than the State average, the population is getting older. Based on available projections, the general population within the City limits is projected to continue a modest decline. Demographic growth in surrounding areas is projected to continue to grow. While growth in the outlying areas of the City no doubt has an influence on jail capacity requirements, its impact is difficult to quantify.

Population decline/growth, population density and the economic climate are factors that have varying influence on jail capacity needs. Additional factors such as crime rates, arrests and court caseloads are some of the additional factors that will be quantified, analyzed and presented in other sections of this C-BCP.

Section III

Criminal Justice System Trends

Criminal Justice System Trends

This section of the Community-Based Corrections Plan presents an analysis of the criminal justice system data associated with reported crime, crime rates, adult arrests and circuit court caseloads for the City of Richmond. The data in this section 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 Caseload Reporting System are based on information submitted by City and County Police Departments, Sheriff's Departments and Circuit Courts. This section is organized as follows:

Section A - presents an overview of crime trends for a five year period and the growth in law enforcement personnel.

Section B - presents trends in adult arrests over a five year period for both Group A and Group B offenses.

Section C - presents a review of the Circuit Court criminal caseload activity between 2002 - 2006.

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

Reported Crime

- Six offense categories represented just under 85% of all reported crime in 2006. The top six most frequently reported offenses in 2006 were: Larceny (23.8% of offenses); Simple Assault (18.2% of offenses); Vandalism (18.1% of offenses); Drugs (10.4%), Burglary (8.4%), and Auto Theft (5.5% of offenses).
- While the reported population of the City declined by less than 1% between 2002-2006, the number of crime incidents reported to law enforcement declined from 30,333 incidents in 2002, to 25,149 in 2006 – a decrease of 17.1% over the last five years.
- By offense categories, noteworthy decreases over the last five years are reported in the following categories: Prostitution (-70.3%, 84 offenses in 2006); Arson (-63.4%, 70 offenses in 2006); Larceny (-47.3%, 6,421 offenses in 2006); Auto Theft (-42.0%, 1,467 offenses in 2006), and Forcible Rape (-37.0%, 75 offenses in 2006).
- By offense categories, noteworthy increases over the last five years are reported in the following categories: Fraud (+324.8%, 548 offenses in 2006); Embezzlement (+166.7%, 64 offenses in 2006); Drug/Narcotic Crimes (+82.8%, 2,808 in 2006), and Forgery (+64.8%, 295 offenses in 2006).

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Table 3.1

City of Richmond 2002 - 2006 Crimes Reported to Police					
	2002	2003	2004	2005	2006
Population	193,000	195,300	192,900	193,300	192,032
Incident Rate/100,000	15,716.6	12,903.2	14,000.5	14,318.7	13,096.3
Total Incidents	30,333	25,200	27,007	27,678	25,149
Murder/Mans	77	93	94	84	77
Kidnapping	144	121	158	131	122
Forcible Rape	119	97	103	83	75
Other Forcible Sex Offenses	172	156	140	142	130
Robbery	1,294	1,182	1,362	1,207	993
Aggravated Assault	1,138	1,133	1,194	1,045	917
Simple Assault	4,965	4,286	4,897	4,720	4,903
Arson	191	86	94	83	70
Extortion	3	1	3	3	6
Burglary	2,994	2,850	2,698	2,497	2,271
Larceny	12,191	9,077	8,161	8,293	6,421
Auto Theft	2,544	2,724	2,416	2,248	1,476
Forgery	179	206	283	287	295
Fraud	129	86	244	347	548
Embezzlement	24	20	34	33	64
Stolen Property	10	4	5	19	23
Vandalism	6,349	4,777	4,838	5,108	4,890
Drug/Narcotic Offenses	1,536	1,381	1,778	2,535	2,808
Non-forcible Sex Offenses	10	10	13	11	3
Pornography	0	2	1	4	1
Gambling	4	2	0	1	1
Prostitution	283	341	257	189	84
Bribery	0	2	0	1	0
Weapon Law Violation	743	712	773	820	818
Total	35,099	29,349	29,546	29,891	26,996

Crime Rates

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).

- The trend in the City crime rate is much the same as the trend in reported crime. The crime incident rate per 100,000 City population declined from 15,717 in 2002, to 13,096 in 2006 – a 16.7% decline over the five year period.

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Exhibit 3.1

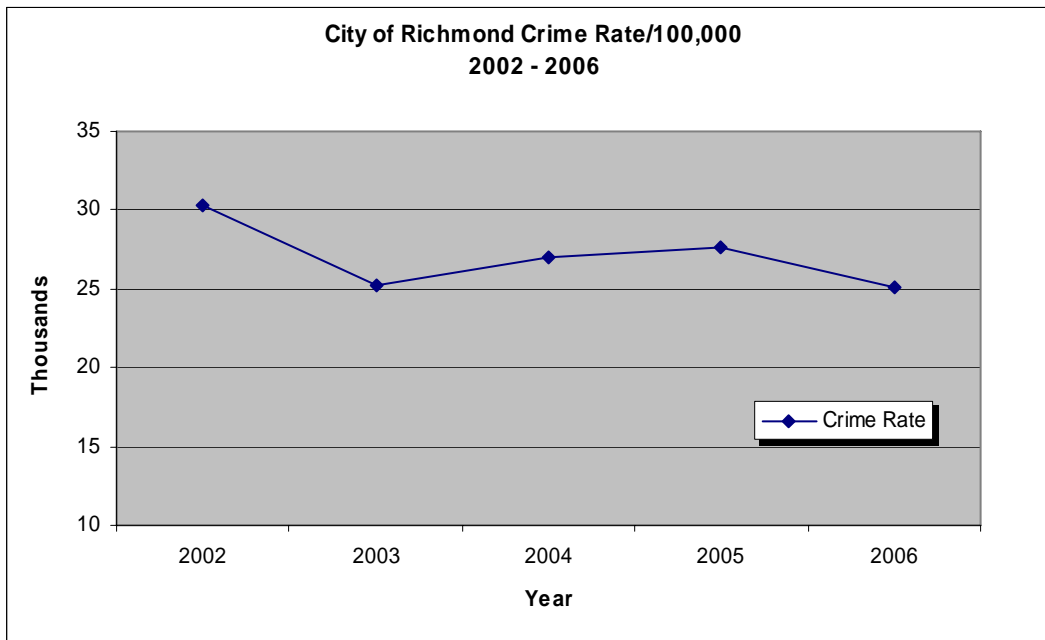


Table 3.2

2006 Crime Rate Per 100,000 Statewide versus Richmond City		
	Richmond	Virginia
Murder/Manslaughter	40.1	5.2
Kidnapping	63.5	28.3
Other Forcible Sex Offenses	106.8	71.6
Robbery	517.1	67.5
Aggravated Assault	477.5	152.6
Simple Assault	2,553.2	1,243.9
Arson	36.5	22.7
Extortion	3.1	1.4
Burglary	1,182.6	412.5
Larceny	3,343.7	1,908.4
Auto Theft	768.6	193.2
Forgery	153.6	111.2
Fraud	285.4	273.3
Embezzlement	33.3	46.1
Stolen Property	12.0	21.9
Vandalism	2,546.5	1,264.2
Drug/Narcotic Offenses	1,462.3	587.9
Non-forcible Sex Offenses	1.6	3.3
Pornography	0.5	3.9
Gambling	0.5	2.1
Prostitution	43.7	13.5
Bribery	0.0	0.3
Weapon Law Violation	426.0	141.5

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Law Enforcement Personnel

The number of law enforcement personnel (defined by Richmond PD personnel figures) increased from 632 in 2002, to 690 in 2006 – an increase of 9.2%.

Table 3.3

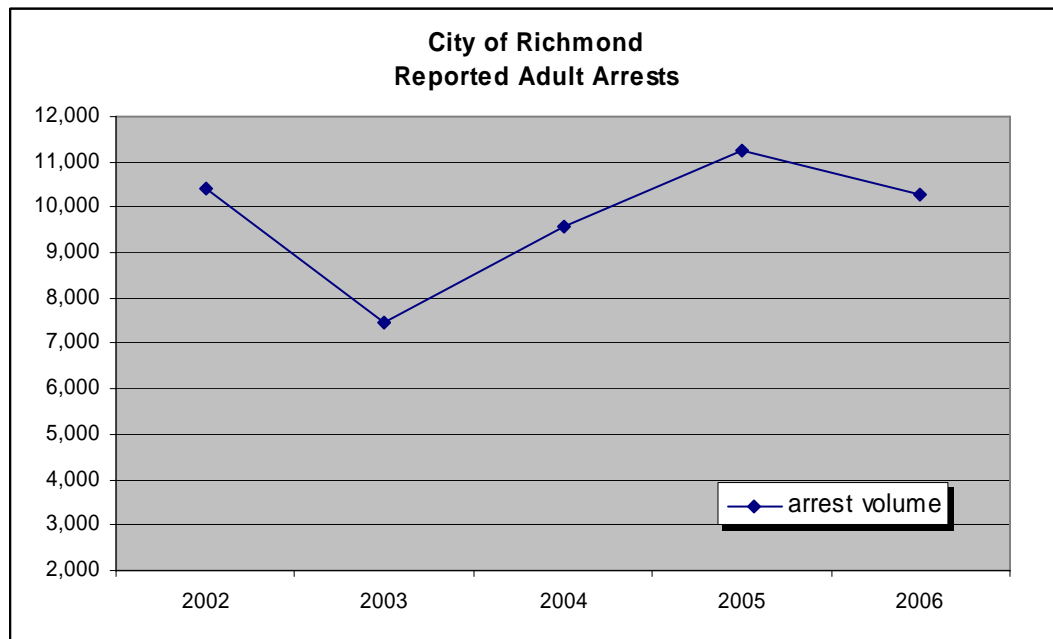
Trend in the Number of Sworn Law Enforcement Personnel Richmond Police Department 2002 - 2006					
	2002	2003	2004	2005	2006
Sworn Officers					
Richmond PD	632	632	678	696	690

Section B - Arrest Data

Arrest data for calendar years 2002 through 2006 were obtained from the *Crime in Virginia* report. The individual arrests are reported by group (category), and summarized by Group A and Group B categories in the tables and graphs that follow.

- Overall, adult arrests reported in 2006 were approximately the same as reported in 2002; there were 10,435 adult arrests in 2002 and 10,288 arrests in 2006.

Exhibit 3.2



- Arrests declined between 2002-2003, before increasing between 2003-2005.
- An 8.6% decline in arrests was reported between 2005-2006.

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Table 3.4

City of Richmond 2002 - 2006 Adult Arrests by Offense					
	2002	2003	2004	2005	2006
Murder/Manslaughter	22	41	66	60	39
Kidnapping/Abduction	44	54	91	63	66
Sex Offenses, Forcible	64	36	48	46	53
Robbery	178	145	188	166	185
Aggravated Assault	402	330	409	331	354
Simple Assault/Intimidation	1,407	1,114	1,380	1,325	1,354
Arson	10	7	5	5	8
Extortion/Blackmail	0	0	1	2	1
Burglary	202	131	152	139	164
Larceny	523	383	529	541	547
Motor Vehicle Theft	151	128	116	105	69
Counterfeiting/Forgery	73	50	49	52	52
Fraud	19	47	92	151	131
Embezzlement	6	10	20	17	15
Stolen Property	3	13	27	29	34
Vandalism	169	102	109	129	119
Drug/Narcotic Offenses	1,184	874	1,190	1,948	2,073
Sex Offenses, Non-forcible	6	5	5	4	2
Pornography	0	0	1	0	0
Gambling	1	1	0	0	0
Prostitution	200	164	106	95	42
Bribery	0	0	0	2	0
Weapon Law Violations	199	108	136	170	204
Total Group A	4,863	3,743	4,720	5,380	5,512
Bad Checks	98	57	54	38	22
Curfew/Loitering/Vagrancy	3	0	0	0	0
Disorderly Conduct	106	87	120	142	95
Driving Under the Influence	337	255	264	217	169
Drunkenness	658	503	671	621	470
Family Offenses, Non-forcible	31	75	185	195	181
Liquor Law Violations	0	8	30	32	38
Peeping Tom	0	3	1	2	1
Runaway	0	0	0	0	0
Trespass of Real Property	29	126	331	583	427
Conspiracy	7	0	1	0	0
All Other (except Traffic)	4,303	2,597	3,208	4,047	3,373
Total Group B	5,572	3,711	4,865	5,877	4,776
Grand Total	10,435	7,454	9,585	11,257	10,288

Appendix #9

Table 3.5

City of Richmond 2002 - 2006 Adult Arrest Percentages by Offense						
	2002	2003	2004	2005	2006	Total
Murder/Manslaughter	0.2%	0.6%	0.7%	0.5%	0.4%	0.5%
Kidnapping/Abduction	0.4%	0.7%	0.9%	0.6%	0.6%	0.6%
Other Sex Offenses, Forcible	0.6%	0.5%	0.5%	0.4%	0.5%	0.5%
Robbery	1.7%	1.9%	2.0%	1.5%	1.8%	1.8%
Aggravated Assault	3.9%	4.4%	4.3%	2.9%	3.4%	3.7%
Simple Assault/Intimidation	13.5%	14.9%	14.4%	11.8%	13.2%	13.4%
Arson	0.1%	0.1%	0.1%	0.0%	0.1%	0.1%
Extortion/Blackmail	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Burglary	1.9%	1.8%	1.6%	1.2%	1.6%	1.6%
Larceny	5.0%	5.1%	5.5%	4.8%	5.3%	5.1%
Motor Vehicle Theft	1.4%	1.7%	1.2%	0.9%	0.7%	1.2%
Counterfeiting/Forgery	0.7%	0.7%	0.5%	0.5%	0.5%	0.6%
Fraud	0.2%	0.6%	1.0%	1.3%	1.3%	0.9%
Embezzlement	0.1%	0.1%	0.2%	0.2%	0.1%	0.1%
Stolen Property	0.0%	0.2%	0.3%	0.3%	0.3%	0.2%
Vandalism	1.6%	1.4%	1.1%	1.1%	1.2%	1.3%
Drug/Narcotic Offenses	11.3%	11.7%	12.4%	17.3%	20.1%	14.8%
Sex Offenses, Non-forcible	0.1%	0.1%	0.1%	0.0%	0.0%	0.0%
Pornography	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Gambling	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Prostitution	1.9%	2.2%	1.1%	0.8%	0.4%	1.2%
Bribery	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Weapon Law Violations	1.9%	1.4%	1.4%	1.5%	2.0%	1.7%
TOTAL GROUP A	46.6%	50.2%	49.2%	47.8%	53.6%	49.4%
Bad Checks	0.9%	0.8%	0.6%	0.3%	0.2%	0.5%
Curfew/Loitering/Vagrancy	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Disorderly Conduct	1.0%	1.2%	1.3%	1.3%	0.9%	1.1%
Driving Under the Influence	3.2%	3.4%	2.8%	1.9%	1.6%	2.5%
Drunkenness	6.3%	6.7%	7.0%	5.5%	4.6%	6.0%
Family Offenses, Non-forcible	0.3%	1.0%	1.9%	1.7%	1.8%	1.4%
Liquor Law Violations	0.0%	0.1%	0.3%	0.3%	0.4%	0.2%
Peeping Tom	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Runaway	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Trespass of Real Property	0.3%	1.7%	3.5%	5.2%	4.2%	3.1%
Conspiracy	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%
All Other (except Traffic)	41.2%	34.8%	33.5%	36.0%	32.8%	35.8%
Total Group B	53.4%	49.8%	50.8%	52.2%	46.4%	50.6%
Grand Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

- As a percentage of total arrests over the five year period ending 2006, the following offense categories represented the largest arrest groups: "All Other" (except traffic) 35.8%; Drug/Narcotics 14.8%; Simple Assault (13.4%); Drunkenness (6.0%) and Larceny (5.1%).

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For ease of analysis and presentation, the arrests for 2002-2006 were grouped into 10 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** - Nonforcible 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 are presented in the two tables that follow.

Table 3.6

City of Richmond Adult Arrests by Offense Category								
						2002-06	2002-06	Average
Category	2002	2003	2004	2005	2006	Total	% Change	Annual
Violent	710	606	802	666	697	3,481	-1.8%	-0.5%
Simple Assault	1,407	1,114	1,380	1,325	1,354	6,580	-3.8%	-0.9%
Burglary	202	131	152	139	164	788	-18.8%	-4.7%
Larceny	523	383	529	541	547	2,523	4.6%	1.1%
Vandalism	169	102	109	129	119	628	-29.6%	-7.4%
Drug/Narcotic Offenses	1,184	874	1,190	1,948	2,073	7,269	75.1%	18.8%
Other Property	389	438	695	984	759	3,265	95.1%	23.8%
Other Sex	237	244	297	294	225	1,297	-5.1%	-1.3%
Alcohol	995	766	965	870	677	4,273	-32.0%	-8.0%
All Other	4,619	2,796	3,466	4,361	3,673	18,915	-20.5%	-5.1%

- Arrests for Alcohol related crimes, "Other," Vandalism, Burglary, Simple Assault and Violent crimes, declined between 2002-2006.
- Arrests for Larceny, Drugs/Narcotics and "Other Property" crimes increased between 2002-2006.
- Arrests for Other Property crimes nearly doubled between 2002-2006, while Drug/Narcotic arrests increased by 75.1%
- Arrests for the more serious offenses involving crimes against persons (murder, manslaughter, forcible rape, robbery and aggravated assault) declined by just under two percent between 2002-2006.

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Table 3.7

City of Richmond						
Adult Arrest Percentages by Offense Category						
Category	2002	2003	2004	2005	2006	Total
Violent	6.8%	8.1%	8.4%	5.9%	6.8%	7.1%
Simple Assault	13.5%	14.9%	14.4%	11.8%	13.2%	13.4%
Burglary	1.9%	1.8%	1.6%	1.2%	1.6%	1.6%
Larceny	5.0%	5.1%	5.5%	4.8%	5.3%	5.1%
Vandalism	1.6%	1.4%	1.1%	1.1%	1.2%	1.3%
Drug/Narcotic Offenses	11.3%	11.7%	12.4%	17.3%	20.1%	14.8%
Other Property	3.7%	5.9%	7.3%	8.7%	7.4%	6.7%
Other Sex	2.3%	3.3%	3.1%	2.6%	2.2%	2.6%
Alcohol	9.5%	10.3%	10.1%	7.7%	6.6%	8.7%
All Other	44.3%	37.5%	36.2%	38.7%	35.7%	38.6%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

- Arrests for violent offenses accounted for approximately seven percent of adult arrests between 2002–2006.
- Approximately 24% of all arrests were for drug crimes and/or alcohol related offenses.

The percent of arrests by major category for the five year study period are depicted in the chart that follows. The “all other offense” arrest category, which accounts for approximately 38% of arrests, 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.

Section C - Circuit Court Data

This section of the document presents a summary of annual Circuit Court case processing data associated with the City of Richmond. 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. As required in a C-BCP, data concerning the judicial workload in the 13th Circuit were collected and analyzed. The findings and conclusions are presented in this section.

- Circuit Court case processing times impact the amount of time that pretrial prisoners remain incarcerated awaiting the outcomes of their trials. While case processing benchmarks in the Circuit are better than Statewide averages, it is recommended that every effort be made to assure that cases are processed as efficiently as possible. It is reasonable to assume that additional court staff will be needed to address increasing workload.

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- As seen in the table that follows, caseloads and workloads have increased over the last five years in the 13th Circuit as measured by increases in the number of commenced, concluded and pending cases reported.

Table 3.8

Thirteenth Circuit - Circuit Court Caseload Statistics						
Category		2002	2003	2004	2005	2006
Commenced Cases	Felony 1& 2	94	60	77	117	n/a
	Other Felony	5,599	6,034	6,202	6,074	6,622
	Misdemeanor	1,852	1,802	1,817	1,523	1,708
	Total	7,545	7,896	8,096	7,714	8,330
Concluded Cases	Felony 1& 2	151	78	81	112	
	Other Felony	5,401	5,801	6,439	6,322	6,136
	Misdemeanor	1,891	1,785	1,940	1,557	1,577
	Total	7,443	7,664	8,460	7,991	7,713
Pending Cases	Felony	3,137	3,553	3,386	3,340	3,684
	Misdemeanor	451	490	390	420	539
	Total	3,588	4,043	3,776	3,760	4,223
Number of Defendants	Felony	2,226	2,386	2,300	2,279	2,843
	Misdemeanor	1,087	1,056	1,164	981	975
	Total	3,313	3,442	3,464	3,260	3,818
Number of Jury Trials	Felony	82	104	160	196	n/a
	Misdemeanor	11	10	12	10	n/a
	Total	93	114	172	206	n/a

Commenced Criminal Cases

- Between 2002-2006, the total number of criminal cases commenced in the Circuit increased from 7,545 in 2002, to 8,330 in 2006 – a total increase of 10.4% and an average of just under three percent per year.
- Between 75%-80% of commenced cases were associated with felony offenses.
- Between 2002-2006, the number of commenced felony cases increased by 16.3%, or approximately four percent per year.
- During this time period, the number of commenced misdemeanor cases declined by 7.8%, or two percent per year.

Concluded Criminal Cases

- Between 2002-2006, the total number of concluded criminal cases also increased from 7,443 to 7,713 – an increase of 3.6% and an average of less than one percent per year.
- There was a 10.5% increase in the number of concluded felony cases (compared to a 10.4% increase in felony cases commenced over the five year period); there was a 16.6% decline in concluded misdemeanor cases (compared to a 7.8% decline in commenced misdemeanor cases).

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Pending Criminal Cases

- Between 2002-2006, the number of criminal cases pending increased from 3,588 to 4,223 – an increase of 17.7%.
- The number of pending cases reported in 2006 was the highest reported over the past five years.

Number of Defendants

- The total number of felony defendants increased between 2002-2006, while the number of misdemeanor defendants declined.

The information presented in the following table displays caseload percentage statistics for the 13th Circuit.

- Felony cases represent approximately 80% of new cases commenced annually and approximately 90% of the annual pending caseload.

Table 3.9

Thirteenth Circuit - Circuit Court Caseload Statistics						
Category		2002	2003	2004	2005	2006
Commenced Cases	Felony 1& 2	1.2%	0.8%	1.0%	1.5%	n/a
	Other Felony	74.2%	76.4%	76.6%	78.7%	79.5%
	Misdemeanor	24.5%	22.8%	22.4%	19.7%	20.5%
	Total	100.0%	100.0%	100.0%	100.0%	100.0%
Concluded Cases	Felony 1& 2	2.0%	1.0%	1.0%	1.4%	n/a
	Other Felony	72.6%	75.7%	76.1%	79.1%	79.6%
	Misdemeanor	25.4%	23.3%	22.9%	19.5%	20.4%
	Total	100.0%	100.0%	100.0%	100.0%	100.0%
Pending Cases	Felony	87.4%	87.9%	89.7%	88.8%	87.2%
	Misdemeanor	12.6%	12.1%	10.3%	11.2%	12.8%
	Total	100.0%	100.0%	100.0%	100.0%	100.0%
Number of Defendants	Felony	67.2%	69.3%	66.4%	69.9%	74.5%
	Misdemeanor	32.8%	30.7%	33.6%	30.1%	25.5%
	Total	100.0%	100.0%	100.0%	100.0%	100.0%
Number of Jury Trials	Felony	88.2%	91.2%	93.0%	95.1%	n/a
	Misdemeanor	11.8%	8.8%	7.0%	4.9%	n/a
	Total	100.0%	100.0%	100.0%	100.0%	n/a

Felony Cases – Age of Concluded 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.

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- Annually, between 45% - 66% of felony cases were concluded within 120 days, and between 68% - 83% per year were concluded in a time period of 180 days or less.

Table 3.10

Age of Concluded Felony Cases - 13th Circuit					
Days	2002	2003	2004	2005	2006
0 to 60	1,810	1,401	1,384	1,638	1,531
61 to 120	1,853	1,835	1,555	1,773	1,653
121 to 180	945	1,262	1,495	1,175	1,266
181 to 365	695	1,018	1,664	1,392	1,229
365+	249	363	422	456	457
Total	5,552	5,879	6,520	6,434	6,136

Table 3.11

Age of Concluded Felony Cases (%) - 13th Circuit					
Days	2002	2003	2004	2005	2006
0 to 60	32.6%	23.8%	21.2%	25.5%	25.0%
61 to 120	33.4%	31.2%	23.8%	27.6%	26.9%
121 to 180	17.0%	21.5%	22.9%	18.3%	20.6%
181 to 365	12.5%	17.3%	25.5%	21.6%	20.0%
365+	4.5%	6.2%	6.5%	7.1%	7.4%
Total	100.0%	100.0%	100.0%	100.0%	100.0%

- In general, the percentage of felony cases concluded by the 13th Circuit within the 120 day and 180 day benchmarks was above the statewide average.

Table 3.12

Felony Cases Adjudicated Or Otherwise Concluded Within 120 Days From The Date Of Arrest					
Statistic/Year	2002	2003	2004	2005	2006
Guidelines	90.0%	90.0%	90.0%	90.0%	90.0%
State Average	50.1%	51.5%	49.3%	47.1%	n/a
13th Circuit	66.0%	55.0%	45.1%	53.0%	49.5%

Table 3.13

Felony Cases Adjudicated Or Otherwise Concluded Within 180 Days From The Date Of Arrest					
Statistic/Year	2002	2003	2004	2005	2006
Guidelines	98.0%	98.0%	98.0%	98.0%	98.0%
State Average	69.1%	71.2%	69.0%	66.1%	n/a
13th Circuit	83.0%	76.5%	68.0%	71.3%	69.2%

- The 13th Circuit ranked 9th highest in the State in felony case processing efficiency in 2006.

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Misdemeanor Cases – Age of Concluded Cases

- Approximately 85% of misdemeanor cases in the 13th Circuit were concluded within 120 days over the five year study period.
- Between 2002-2006, the length of time required to conclude misdemeanor cases remained fairly steady.

Table 3.14

Age of Concluded Misdemeanor Cases - 13th Circuit					
Days	2002	2003	2004	2005	2006
0 to 60	1,367	1,273	1,299	928	970
61 to 120	227	251	316	382	327
121 to 180	72	114	134	111	136
181 to 365	76	89	126	76	84
365+	149	58	65	60	60
Total	1,891	1,785	1,940	1,557	1,577

- The percentage of misdemeanor cases concluded within 60 days has varied between 59% - 72% per year over the past five years.

Table 3.15

Age of Concluded Misdemeanor Cases (%) - 13th Circuit					
Days	2002	2003	2004	2005	2006
0 to 60	72.3%	71.3%	67.0%	59.6%	61.5%
61 to 120	12.0%	14.1%	16.3%	24.5%	20.7%
121 to 180	3.8%	6.4%	6.9%	7.1%	8.6%
181 to 365	4.0%	5.0%	6.5%	4.9%	5.3%
365+	7.9%	3.2%	3.4%	3.9%	3.8%
Total	100.0%	100.0%	100.0%	100.0%	100.0%

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.

- As with the felony case processing times, the 13th Circuit has been consistently above the statewide average in the percentage of misdemeanor cases concluded within 60 days.

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Table 3.16

Misdemeanor Cases Adjudicated Or Otherwise Concluded					
Within 60 Days From The Date Of Arrest					
Statistic/Year	2002	2003	2004	2005	2006
Guidelines	90.0%	90.0%	90.0%	90.0%	90.0%
State Average	53.0%	53.2%	51.4%	48.7%	n/a
13th Circuit	72.3%	71.3%	67.0%	59.6%	62.3%

- The 13th Circuit ranked 9th highest (out of 31 Circuits statewide) in misdemeanor case processing efficiency in 2006.

Section IV

Jail System

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Jail System

Information associated with the Richmond City Jail (Main Jail and Annex) is presented in this section of the Community Based Corrections Plan, and is organized into the following two main sections.

Part A - provides a detailed description of the Main Jail and Annex facilities;

Part B - provides a description of existing jail-based programs and services.

According the Compensation Board's FY06 Cost Report, the Richmond Jail is the State's third largest jail based on the number of offenders housed there (behind Norfolk and Virginia Beach). The Jail ranks 39th out of 66 facilities in terms of overcrowding based on FY06 average daily population. It costs \$53.47 per day to confine each detainee and 46.3% of the operational costs are paid for by the Commonwealth. While there are a large number of "informal trades" with local jails in the surrounding area, the City paid no money to house inmates in other jails due to overcrowding in FY06.

PART A – DESCRIPTION OF CITY JAIL

Overview:

The Richmond City Main Jail, located within the city limits at 1701 Fairfield Way, is a three story brick/block structure. The City Annex is located at 501 North Ninth Street, approximately one mile from the main jail, and is in the basement level of the Public Safety Building. Richmond is one of the six member jurisdictions of the Peumansend Creek Regional Jail Authority and by the Authority's Service Agreement, has the right to occupy 100 beds of the 336 bed capacity. Located in Caroline County, the Regional Jail is a minimum/medium security facility that accepts sentenced local-responsible offenders from member localities. The Peumansend Creek complex was constructed between 1997-1999, and became operational in September 1999. The condition, capacity, functional space, and inmate programs related to the Peumansend Creek Regional Jail will not be addressed in the remainder of this section.

Richmond City Jail - General Description:

The Richmond City Jail houses pretrial and sentenced inmates (both local and state responsible awaiting transfer to the state system). Booking of inmates occurs at the City Annex. Upon being booked, detainees are moved to the Main Jail. Entrance for visitors and staff at the Main facility is from the front of the structure and is controlled by a separate "control room." Inmates are moved into and out of the jail from an enclosed salleyport directly adjacent to the intake/holding area. The entrance for professional visitors and staff at the Annex is from the basement level of the building and detainees are moved into the Annex from an enclosed salleyport directly adjacent to the intake processing area. The rear of the Annex is adjacent to the General District courts located in the Public Safety Complex. The John Marshall (Circuit) Court Building is across the street. The Manchester General District Court Complex is located approximately 2 miles from the Annex.

Date of Construction and Expansions/Renovations:

The main jail was constructed in the early sixties and opened in 1964. A 100 bed addition for females (four dormitory units) was completed in 1991. The jail has not had extensive renovations, however numerous changes have occurred to accommodate jail crowding. Most of

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these changes have involved modifying the use of cell/dorm areas and converting program and administrative space to dormitories. Documented renovations of note include the following.

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

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

Operating Capacity:

The operating capacity (excluding Peumansend Creek), as established by the Department of Corrections, is 882. Both male and female adults are held in the Jail. The facility is certified to hold juveniles.

Facility Type, Number of Stories and Aggregate Floor Space:

The main jail is a three story structure. Some parts of the complex are two stories and the 1992 dormitory addition is one story building with a mezzanine level. The aggregate floor space in the main jail is approximately 195,000 square feet. The Annex contains approximately 15,800 square feet and is contained on one basement level.

General Population Operating Capacity:

The capacities of the jails in the Commonwealth were established as part of a Joint Legislative Audit and Review Commission (JLARC) study in the mid 1980's. The capacity for each jail was based on the cell count and the dormitory square footage. Since the study, the use of various cell blocks and dormitories within the Richmond Jail Complex, as it relates to general population and special population usage, has changed and the current usage will not match the 1980's usage when the capacity was established. However, the capacity of 882 as established in the mid 1980's is presented in the table on the following page. While it is believed that the table is reasonably accurate, the derivation of the 882 can not be verified.

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Table 4.1

Richmond City Main Jail & Jail Annex Capacity						
Location	Block	Type	Operating Capacity		Other	
			Cells	Dorm	Holding	Special
Jail	A	Cells	48			18
	B	Cells	72			
	C	Cells	72			
	D	Cells	72			
	E	Dorm		120		
	F	Dorm		120		
	G	Dorm		120		
	H	Dorm		100		
	I	Dorm		19		
	J	Dorm		19		
	K	Dorm		21		
	L	Cells				4
	M	Cells				4
	N	Dorm		7		
Annex	A - J	Cells	92		34	
Subtotal			356	526	34	26
Operating Capacity			882			

Note: The Annex is a temporary holding facility for Intake, Work Release, Court Holds and Weekenders. For the purpose of distributing official operating capacity into "general population" and "holding," 34 cells are assumed to be excluded from the official operating capacity figure.

The two tables that follow display summaries of the housing units, their usage, operating capacity, occupancy and square footage.

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Richmond City Jail C-BCP

Table 4.5

Richmond City Jail General Population Beds									
Location/ Building	Unit Name	Unit Type	Number Cells/Dorms Per Unit	Operating Capacity	Unit OP Capacity x Sq. Ft.	Dayroom OP x Sq. Ft.	No. Perm. Beds Per Unit	Cell SF Per Bed	Dayroom SF Per Bed
Main/A	A1	Cell	24	24	24x35=840	24x45=1,078	24	35	45
	A2	Cell	18	18	18x35=630	18x70.6=1,272	18	35	70.6
	A3	Cell	24	24	24x35=840	24x45=1,078	24	35	45
Main/B	B1	Cell	24	24	24x35=840	24x45=1,078	24	35	45
	B2	Cell	24	24	24x35=840	24x45=1,078	24	35	45
	B3	Cell	24	24	24x35=840	24x45=1,078	24	35	45
Main/C	C1	Cell	24	24	24x35=840	24x45=1,078	24	35	45
	C2	Cell	24	24	24x35=840	24x45=1,078	24	35	45
	C3	Cell	24	24	24x35=840	24x45=1,078	24	35	45
Main/D	D1	Cell	24	24	24x35=840	24x45=1,078	24	35	45
	D2	Cell	24	24	24x35=840	24x45=1,078	24	35	45
	D3	Cell	24	24	24x35=840	24x45=1,078	24	35	45
Main/E	E1	Dorm	1	40	40x70.3=2,812	n/a	100	n/a	28.1
	E2	Dorm	1	40	40x70.3=2,812	n/a	100	n/a	28.1
	E3	Dorm	1	40	40x70.3=2,812	n/a	100	n/a	28.1
Main/F	F1	Dorm	1	40	40x70.3=2,812	n/a	100	n/a	28.1
	F2	Dorm	1	40	40x70.3=2,812	n/a	100	n/a	28.1
	F3	Dorm	1	40	40x70.3=2,812	n/a	100	n/a	28.1
Main/G	G1	Dorm	1	40	40x70.3=2,812	n/a	100	n/a	28.1
	G2	Dorm	1	40	40x70.3=2,812	n/a	100	n/a	28.1
	G3	Dorm	1	40	40x70.3=2,812	n/a	84	n/a	33.5
Main/H	H1	Dorm	1	25	25x72.9=1,823	n/a	58	n/a	31.4
	H2	Dorm	1	25	25x72.9=1,823	n/a	58	n/a	31.4
	H3	Dorm	1	25	25x72.9=1,823	n/a	58	n/a	31.4
Main/A	H4	Dorm	1	25	25x72.9=1,823	n/a	58	n/a	31.4
	I	Dorm	1	18	18x74.9=1,349	n/a	45	n/a	30.0
	J	Dorm	1	18	18x74.9=1,349	n/a	45	n/a	30.0
	K	Dorm	1	20	20x68.8=1,376	n/a	45	n/a	30.0
	L	Cell	4	4	4x35=140	4x56=224	4	35	56.3
	M	Cell	4	4	4x35=140	4x56=224	4	35	56.3
	N	Dorm	1	7	7x72=504	n/a	7	n/a	72
	B	Cell	10	10	10x40=400	n/a	10	40	0
	C	Cell	6	6	6x40=240	0	6	40	0
	D	Cell	10	10	10x40=400	n/a	10	40	0
	E	Cell	18	18	18x40=720	0	18	40	0
	F	Cell	19	19	19x40=760	0	19	40	0
	G	Cell	19	19	19x40=760	0	19	40	0
	H	Cell	20	20	20x40=800	0	20	40	0
	I	Cell	20	20	20x40=800	0	20	40	0
	J	Cell	4	4	4x40=160	0	4	40	0

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Table 4.6

Richmond City Jail					
Unit Name	Current Usage	Population 11/10/07	Total SF Per Person in Unit	Total SF Per Person in Dayroom	Total SF Per Person
Main Jail					
A1	Female Special	12	35.0	89.8	124.8
A2	Male/Female Special	13	35.0	82.9	117.9
A3	Male Medical	23	35.0	46.9	81.9
B1	Male Level 2	21	35.0	51.3	86.3
B2	Male Level 2	18	35.0	59.9	94.9
B3	Male Level 2	18	35.0	59.9	94.9
C1	Male Level 1	18	35.0	59.9	94.9
C2	Male Segregation	20	35.0	53.9	88.9
C3	Male Segregation	18	35.0	59.9	94.9
D1	Male Level 2	23	35.0	46.9	81.9
D2	Male Level 1,2	23	35.0	46.9	81.9
D3	Male Mixed	16	35.0	67.4	102.4
E1	Male Level 4,5	88	32.0	0.0	32.0
E2	Male Level 4,5	100	28.1	0.0	28.1
E3	Male Level 4,5	82	34.3	0.0	34.3
F1	Male Level 3	115	24.5	0.0	24.5
F2	Male Level 3	123	22.9	0.0	22.9
F3	Male Level 3	93	30.2	0.0	30.2
G1	Male Level 5	106	26.5	0.0	26.5
G2	Male Level 4	80	35.2	0.0	35.2
G3	School/Mental Health	72	39.1	0.0	39.1
H1	Female Level 5	17	107.2	n/a	107.2
H2	Female Level Mixed	35	52.1	n/a	52.1
H3	Female Level 3	52	35.1	n/a	35.1
H4	Female Level 2	42	43.4	n/a	43.4
I	Male Belief/CARE	35	38.5	n/a	38.5
J	Male Intake	44	30.7	n/a	30.7
K	Male Kitchen	36	38.2	n/a	38.2
L	Male Mixed	2	35.0	112.0	147.0
M	Storage	0	35.0	n/a	35.0
N	Male Mixed	7	72.0	n/a	72.0
Annex					
B	Female Holding	10	40.0	0.0	40.0
C	Mixed/Trustee	6	40.0	0.0	40.0
D	Holding	10	40.0	0.0	40.0
E	WR	18	40.0	0.0	40.0
F	WR	19	40.0	0.0	40.0
G	Manchester	19	40.0	0.0	40.0
H	Weekend/Court	20	40.0	0.0	40.0
I	Holding	20	40.0	0.0	40.0
J	Female to Court	4	40.0	0.0	40.0

Appendix #9

Special Purpose Cells:

The following tables display summaries of special purpose housing.

Table 4.7

Special Purpose - Isolation/ Segregation						
Unit #	Type	Current Usage	Capacity	# of Cells	Occupancy (11/10/07)	SF/Cell
A-1	Cells	Female Segregation	24	24	12	35
A-2	Cells	Male Segregation	18	18	13	35
A-3	Cells	Medical – Male	24	24	23	35
C-2 L	Cells	Isolation	12	12	10	35
C-3 L	Cells	Isolation/ Segregation	12	12	9	35
C-3 R	Cells	Isolation	12	12	9	35
Total Special Purpose			102			

Note: The designations L and R denote housing divisions within the cell blocks.

Table 4.8

Special Purpose – Temporary Holding						
Unit #	Type	Current Usage	Number of Cells	Square Footage		Capacity
				Per Cell	Area	
Main Jail						
Lv. 2	Cell	Female Jail Intake	1		72	3
Lv. 2	Cell	Male Jail Intake	1		180	10
Annex						
B	Cells	Holding	10	40		10
D	Cells	Holding - DUI/DIP	10	40		10
H	Cells	Weekend & Court Holding	20	40		20
I	Cells	Holding	20	40		20
J	Cells	Female Movement to Court	4	40		4
	Cell	Intake – Female	1		168	9
	Cell	Intake – Male	1		288	17
	Cell	Court holding/movement			40	1
Total Holding Capacity						104

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Administrative, Operating and Program Space:

The square footage devoted to specific jail functions is presented below:

Table 4.9

Richmond Jail Complex – Square Footage by Functional Area				
Main Jail and Jail Annex				
Function	Main Jail	Annex	Total	% of Total
Holding & Booking		2,606	2,606	1.2%
Intake & Classification	2,974	2,000	4,974	2.4%
Inmate Housing	99,804	2,240	102,044	48.4%
Inmate Programs & Services	7,248		7,248	3.4%
Medical & Dental Services	1,949		1,949	0.9%
Operations & Facility Support	18,461	128	18,589	8.8%
Mechanical, Electrical & Maintenance	6,198	25	6,223	3.0%
Inmate Property and Facility Storage	9,127	272	9,399	4.5%
Administrative Offices	2,719	400	3,119	1.5%
Security & Control	633	336	969	0.5%
Circulation, walls & Pipe Chases	45,983	7,806	53,789	25.5%
Total Square Footage	195,096	15,813	210,909	100.0%

General Condition of the Jail:

The intake and booking functions for the jail are provided at the remote Annex. The Annex contains approximately 16,000 square feet; has 138 cells (40 SF each), and two holding areas that are approximately 288 and 168 square feet respectively. Several cells are used for supplies and records storage. The Annex is in generally poor condition with inadequate lighting, ventilation and water issues. Ceiling deterioration results in periodic leaks throughout the facility. Located in the basement level of the Public Safety Complex, there are no exterior windows or natural light; lighting in the cell blocks is poor.

The Main Jail, consisting of cell blocks, dormitories, food service and administrative offices is approximately 45 years old and is in fair condition for a structure its age. The 100-bed dormitory addition, which provides housing for females, is approximately 15 years old and is in very good condition. The building structure is heated by boilers that are fired by natural gas. The female section of the facility is air conditioned but the male housing sections are not. Fresh air ventilation is provided by 96 exhaust fans. Most administrative offices are cooled by wall/window conditioners. The Jail is clean and well maintained.

- The Jail is operating with an average daily population that far exceeds its design capacity. As such, practically every area of the Jail is congested.
- The density of the detainees in general population housing, combined with the lack of program space contributes to the potential for management problems.

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- Administrative space and ancillary resources are inadequate for both the rated capacity of the facility as well as the number of inmates who are normally incarcerated.
- Program space, for an operating capacity of 882, is significantly undersized. For the operating capacity, approximately 27,000 SF is required under existing standards (including recreation space).
- Indoor recreation space is inadequate, and program space is nearly non-existent. Including a small classroom, the chapel and a multipurpose room in the female housing area, there is less than 2,600 square feet of indoor program space.
- Noncontact visitation space is adequate for the rated capacity of the facility; contact space is inadequate for both the rated capacity and the number of inmates housed in the facility. Both visitation spaces are inadequate for the existing level of crowding.
- Inmate storage space is insufficient, as is commissary and canteen space.
- Medical, dental and mental health areas are inadequate.
- The administrative area of the Jail is probably adequate for the rated capacity but is significantly undersized for the number of inmates who are normally incarcerated. The expansion of the jail will require additional space for administrative and operational functions.
- The intake/booking areas and holding cells are adequate (based on the *Standards*) for the rated capacity. The inmate entrances to both facilities do not pose any general security concerns.

Impact of Physical Plant Limitations Relative to Operations and Security:

In general, nearly all areas of the Jail are congested and the physical plant is inadequate for the number of inmates confined there. The flow of arrestees from the salleyport to the booking/intake area within the Annex is secure. Movement into, and out of, the Main Jail from vehicles is within enclosed salleyports. The movement of inmates from intake to the housing areas and the movement from cell blocks to the transportation area for movement to court is also secure. Meals are provided at a centralized mess hall. As such, all general population inmates are moved from housing areas to the dining area for meals three times per day.

- On days when the Jail is housing 1,500 offenders, potential operational concerns emerge as 4,500 movements to the dining room, and 4,500 movements returning from the dining area raise potential security concerns.

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. The Jail is certified for holding male and female inmates. There are currently no corrective action plans underway.

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PART B – JAIL BASED PROGRAMS AND SERVICES

The jail provides services to detainees and there are various in-house program participation opportunities. The Jail utilizes volunteers for educational and religious programs.

- A GED program is available.
- Church services and bible study are available on a weekly basis.
- A recreation yard, which includes a basketball court, is available on a daily basis.
- Commissary and library (including a law library) are available on a scheduled basis.
- Medical Services are provided by LPN's and Correctional Health Assistants employed by the Jail. Medical staff also have access to contract MDs who visit the jail regularly.
- Dental services are provided and are primarily for relief of pain. The staff include one full time technician and a contract dentist that visits weekly.
- There is a Trustee Program, and trustees are selected for this program on an individual basis based on length of sentences, admitting offenses, histories of institutional infractions, and institution behavior. The following trustee positions are utilized: (1) kitchen staff; (2) laundry; (3) barber; (4) inside trustee; (5) outside trustee, and (6) community service trustee.
- Residential Substance Abuse programming is available for male and female offenders through the Jail's BELIEF (Becoming Experienced, Liberated, Introspective, Encouraged and Free) program. The program employs two counselors; a supervisor; one part time intern and three deputies. The focus of the program is on substance abuse treatment and reentry.

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

- A Work Release (WR) Program has been in place since July 1998 and WR offenders are housed at the Annex. Two staff are assigned to the program, and an average of 20 adults per month participated in Work Release in FY07. In FY07 a total 80 offenders participated in the program (74 males and 6 females), and a total of 75 successfully completed the program.
- Begun in September 2007, the Community Action Revival for Empowerment (CARE) program provides offenders with basic vocational training skills designed to enhance their opportunities for gainful employment upon release from the Jail. The program is designed for low risk offenders who have expressed a willingness to participate in a comprehensive vocational training program. Participants are self-referred and participation is voluntary. At the end of CY07, seven (7) offenders were enrolled in the program and attended vocational classes at the Richmond Technical Center.
- Home Electronic Incarceration (HEI) allows eligible offenders to remain employed in the community while being monitored electronically at their residences when not working. Program participants are sentenced nonviolent offenders. During FY07, there were 19

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participants; 17 offenders successfully completed their sentences in the program. An average of 4 male and female offenders were in the HEI program during FY07 at any one time.

- There is fairly large Weekender Program. The Jail houses offenders assigned by the courts to serve their sentences on weekends. These offenders are housed in the Annex. In FY07 a total of 5,915 participants were in the Weekender Program. On average, in FY07 there were 114 offenders housed at the jail each weekend.
- Men's Educational Community. Though severely hampered by lack of programming space, the Jail provides a fairly robust educational program. There is a "live-in" school located in a single housing dormitory that offers basic literacy skills and GED preparation. "Community" classes are held each school day from 8:30 AM to 3:30 PM. All testing areas of the GED exam are covered along with an array of skills such as preparing a resume, job interviewing, surviving after release, places to sleep and eat, medical services, educational opportunities, and job hunting. ESL (English as a Second Language) classes are offered to the increasing Hispanic population at the Jail. Many of the "mental health" inmates at the jail are also housed on the "School Tier." While this living situation is less than ideal, these inmates would have a very difficult time on other jail tiers. As many as 30 mental health detainees are housed on the School Tier at any given time. Members assist in tending to, and managing these mental health inmates. In FY07, an average of 50 male participants per day were reported to be participating in the Educational Community.

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

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

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

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

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Summary

The success of current operations in overcoming the design and space problems are a credit to the Sheriff and the personnel operating the jail. There are serious crowding issues associated with current operations and the jail needs to be expanded to provide sufficient cell and dormitory space to accommodate the number of offenders regularly incarcerated; to provide sufficient program and administration space, and to address security and management issues identified in this section of the report. The City has developed a number of well-intended, jail-based programs for the offender population. The long term success of existing programming aimed at reducing both recidivism and crowding is hampered by the serious degree of overcrowding in the Jail.

Section V

Analysis of the Confined Population

Appendix #9

The other sections of this report summarize the condition and incarceration capacity of the Richmond City Jail, review the trends in arrests, and quantify the changes in Circuit Court Criminal caseloads. This section will summarize increases in the number of offenders held in the Jail (Main Jail and Annex), and document changes in the composition of the confined population.

Peumansend Creek Bed Utilization

- The City does not fully utilize its allotted 100 beds at the Regional Jail. At the end of FY07, Richmond utilized 76 of the 100 beds allocated.

Established in 1999, the Peumansend Creek Regional Jail (PCRJ) is a 336-bed, co-ed, medium and minimum security, direct supervision facility located in Bowling Green. The jail is an extension facility for the cities of Alexandria and Richmond, and the counties of Arlington, Prince William, Loudoun and Caroline. The Jail does not incarcerate direct booking inmates but admits sentenced inmates who have completed the booking and intake processes at the participating jurisdictions. The end-of-fiscal year population counts for the City Jail and Peumansend Creek Regional Jail are displayed in the table that follows.

Table 5.1

City of Richmond Inmate Population June Population FY-97 to FY-07			
June/Year	City Jail	Regional Jail	Total Population
1997	1,272.4	0.0	1,272.4
1998	1,358.8	0.0	1,358.8
1999	1,544.3	0.0	1,544.3
2000	1,553.7	67.6	1,621.3
2001	1,409.4	64.8	1,474.2
2002	1,280.9	74.1	1,355.0
2003	1,459.8	67.5	1,527.3
2004	1,538.7	74.5	1,613.2
2005	1,372.0	79.5	1,451.5
2006	1,487.5	79.0	1,566.5
2007	1,509.9	76.1	1,586.0

- The City Jail, with an operating capacity of 882, has consistently operated with a population of approximately 1,500 over the past nine years. Since 1997 the number of detainees in the Jail at the end of each fiscal year has varied from a low of 1,272 in 1997 to a high of 1,554 in the year 2000.
- At the end of FY07, 1,510 offenders (95 percent of the population for whom Richmond is responsible) were housed in the City Jail; 76 sentenced offenders were held in the Regional Jail.

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Average Daily Population – Local Inmate Data System (LIDS)

The *Standards* governing the development of a C-BCP require the annual average daily population (ADP) to be calculated from prisoner days for felony, misdemeanor and ordinance violator offense categories for a five year period. The LIDS data base, which is maintained by the State Compensation Board was initiated in December 1996. The first completed fiscal year for operation of the LIDS data system was FY98 (July 1997 to June 1998). The information concerning average daily population calculated from prisoner days is presented below. Unless noted, *federal inmate days* have been excluded from the calculations of ADP presented in this section. In addition, data represent the City Jail population and do not include Richmond inmates held at the Peumansend Creek Regional Jail.

Richmond City Jail

The Average Daily Population (ADP) for the Jail is presented in tables that follow.

Table 5.2

Richmond City Jail					
Total Average Daily Population Calculated From Bed Days					
Category	FY-03	FY-04	FY-05	FY-06	FY-07
LIDS Data Base					
Felony Offenses	983.8	1,168.5	1,041.2	1,013.9	1,174.7
Misdemeanor Offenses	344.9	357.2	360.6	329.1	342.4
Ordinance Offenses	3.5	3.1	6.3	4.1	6.7
Total ADP (excluding federal inmates)	1,332.2	1,528.8	1,408.1	1,347.0	1,523.9
Tuesday Report ATP	1,302.4	1,544.9	1,464.9	1,336.9	1,500.3
Capacity	882	882	882	882	882
Federal ADP –LIDS	1.5	1.1	1.3	1.8	2.3
Federal ATP – TR	0.8	0.6	0.8	1.4	1.7
% incarcerated for felony	73.8%	76.4%	73.9%	75.3%	77.1%
ADP % of capacity	151.0%	173.3%	159.6%	152.7%	172.8%

- Between FY03 and FY07, the total Jail ADP increased from 1,332 to 1,524 - an increase of 14.4%.
- Based on analysis of annual LIDS bed days data, over the past five fiscal years, the number of individuals with felony offenses increased from 984 (73.8% of the total ADP) to 1,175 (77.1% of the total ADP) – an increase of 19.4%.
- The number of detainees with misdemeanor charges has remained fairly steady with an average of 347 over the last five fiscal years. Very few ordinance violators and federal prisoners are held in the Jail.
- Based on LIDS bed days data, the City Jail has operated at between 151% and 173% of official operating capacity over the past five years.

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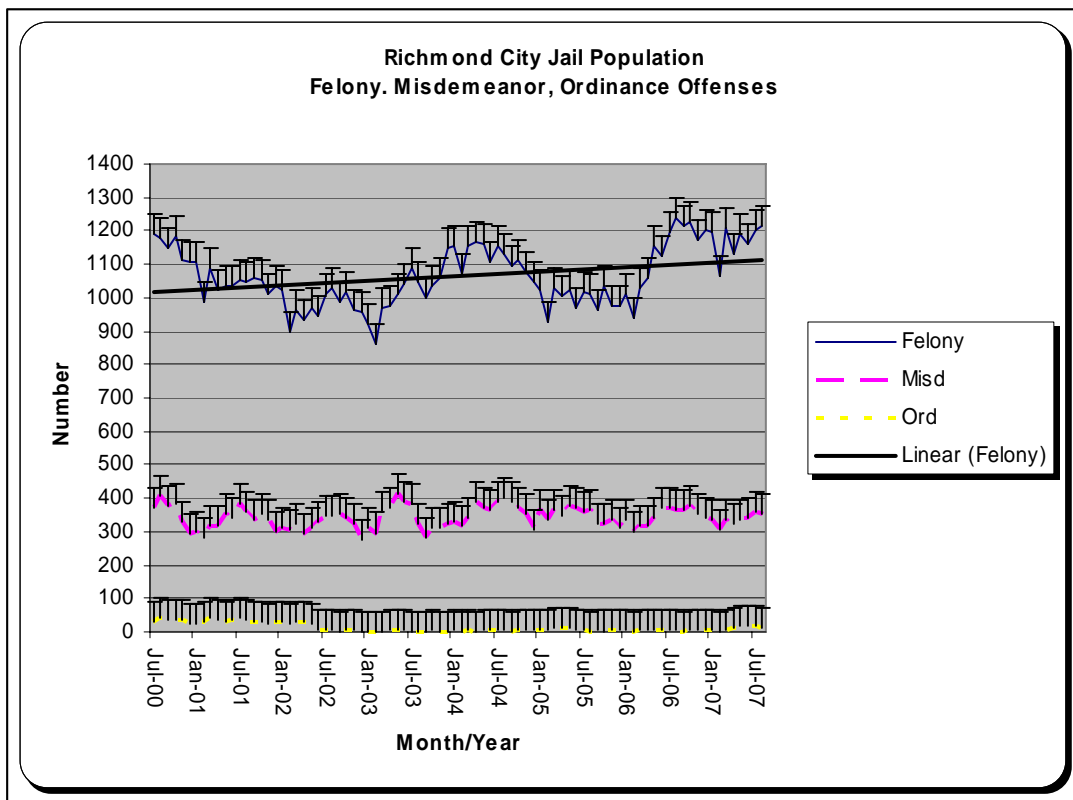
- In general, LIDS data portrays a Jail that has consistently held as many offenders as the facility can accommodate. At the same time, the number of felons has increased while the number of misdemeanor/ordinance offenders has declined.
- As a percentage of total ADP, the proportion of offenders with felony charges increased from 73.8% in FY03, to 77.1% in FY07.

Table 5.3

Richmond City Jail					
ADP Percentages by Offense Type (Calculated From Bed Days)					
Category	FY-03	FY-04	FY-05	FY-06	FY-07
LIDS Data Base					
Felony Offenses	73.8%	76.4%	73.9%	75.3%	77.1%
Misdemeanor Offenses	25.9%	23.4%	25.6%	24.4%	22.5%
Ordinance Offenses	0.3%	0.2%	0.4%	0.3%	0.4%
Total ADP	100.0%	100.0%	100.0%	100.0%	100.0%

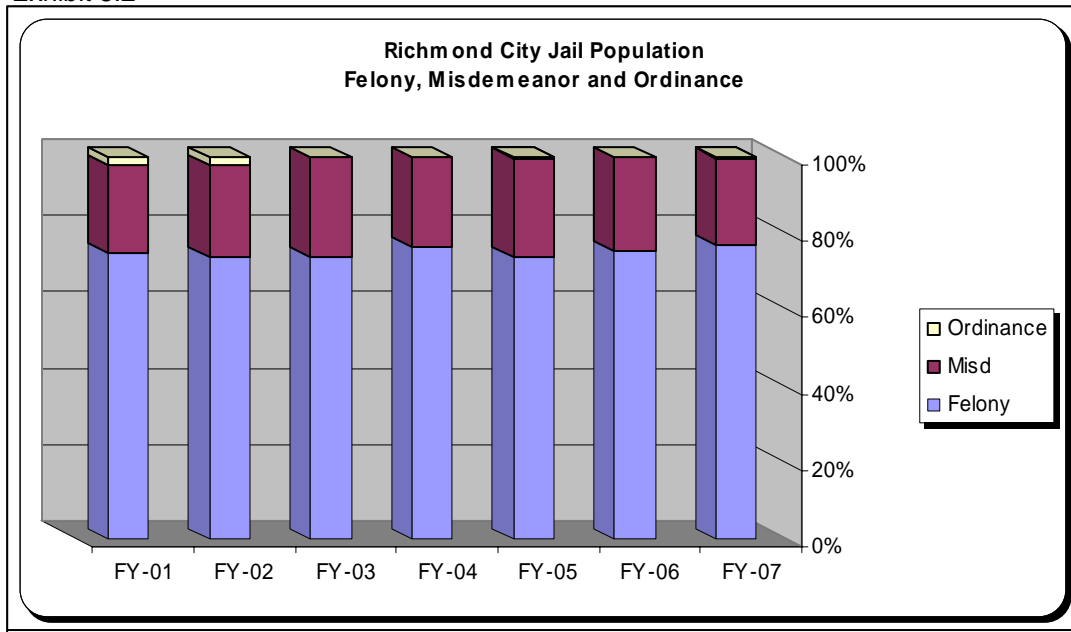
- The breakout of the Jail population by felony, misdemeanor and ordinance offense categories are displayed in the two graphs that follow.

Exhibit 5.1



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Exhibit 5.2



- Over the last 10 years, an average of 1,240 males have been confined in the Jail; this figure represents 141% of the official rated capacity of the Jail.
- Throughout FY07, 150% of the rated capacity of the Richmond Jail was utilized by male offenders.

The table that follows displays the 10 year monthly ADP trends for males housed in the Jail.

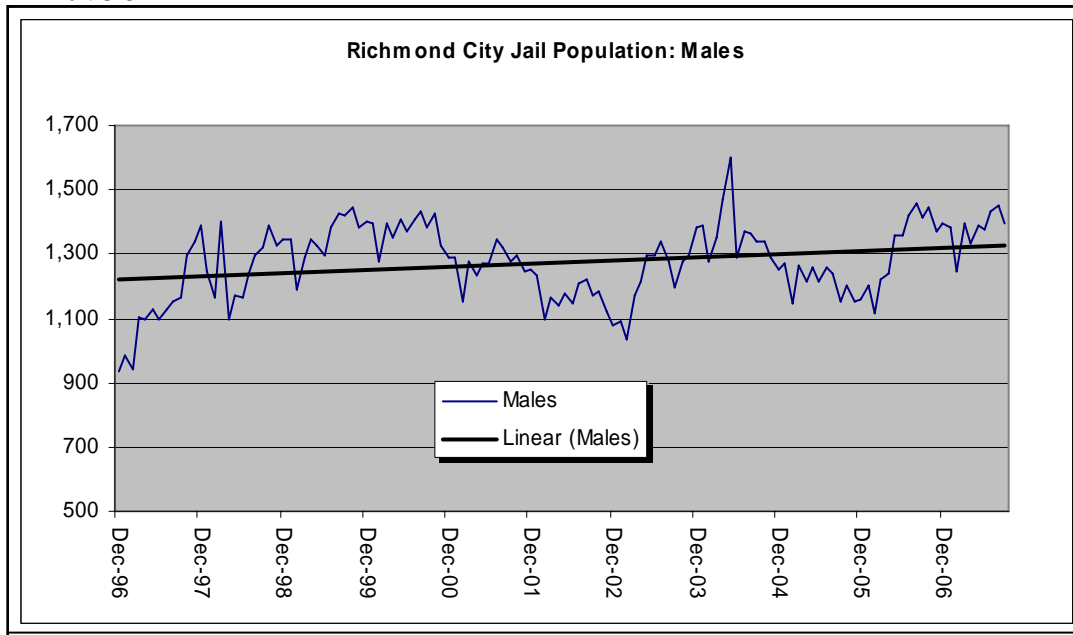
Table 5.4

Richmond City Jail (RIC Only)										
Average Daily Population: Males										
Month/Yr.	FY-98	FY-99	FY-00	FY01	FY-02	FY-03	FY-04	FY-05	FY-06	FY-07
July	1,129.1	1,238.6	1,385.8	1,335.2	1,263.6	1,145.5	1,269.8	1,304.3	1,189.1	1,356.3
Aug	1,154.4	1,293.9	1,425.4	1,366.4	1,241.4	1,158.8	1,210.3	1,303.4	1,168.6	1,384.9
Sept	1,167.4	1,319.1	1,422.3	1,325.3	1,211.7	1,108.4	1,135.1	1,275.5	1,085.4	1,348.5
Oct	1,295.1	1,391.4	1,446.4	1,361.6	1,236.9	1,120.4	1,216.2	1,272.3	1,138.1	1,370.9
Nov	1,339.0	1,326.0	1,385.4	1,247.9	1,173.8	1,058.4	1,235.2	1,222.8	1,094.8	1,308.4
Dec	1,387.4	1,342.6	1,400.0	1,209.4	1,177.2	1,024.5	1,324.6	1,173.4	1,102.6	1,335.8
Jan	1,249.1	1,345.3	1,397.7	1,218.4	1,171.9	1,032.5	1,332.4	1,191.6	1,152.8	1,326.3
Feb	1,164.8	1,192.4	1,278.4	1,103.5	1,043.7	986.5	1,216.1	1,083.8	1,066.5	1,189.9
Mar	1,402.6	1,290.2	1,367.2	1,233.2	1,111.5	1,122.4	1,286.7	1,194.6	1,158.0	1,331.9
Apr	1,094.4	1,342.6	1,285.9	1,178.7	1,079.8	1,150.8	1,410.5	1,146.9	1,181.2	1,264.6
May	1,172.6	1,328.2	1,347.8	1,210.3	1,109.8	1,230.4	1,534.3	1,185.7	1,288.5	1,317.8
Jun	1,164.3	1,295.4	1,312.6	1,206.8	1,077.9	1,231.6	1,224.4	1,147.0	1,288.5	1,303.6
Average	1,226.7	1,308.8	1,371.2	1,249.7	1,158.3	1,114.2	1,283.0	1,208.4	1,159.5	1,319.9

The trend in the number of males housed in the Jail over the last 12 years has drifted moderately upward. Since 1998, the male inmate population has remained steady.

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Exhibit 5.3



- On average, females in the Jail have consistently composed approximately 15% of the total Jail population over the past 10 fiscal years.

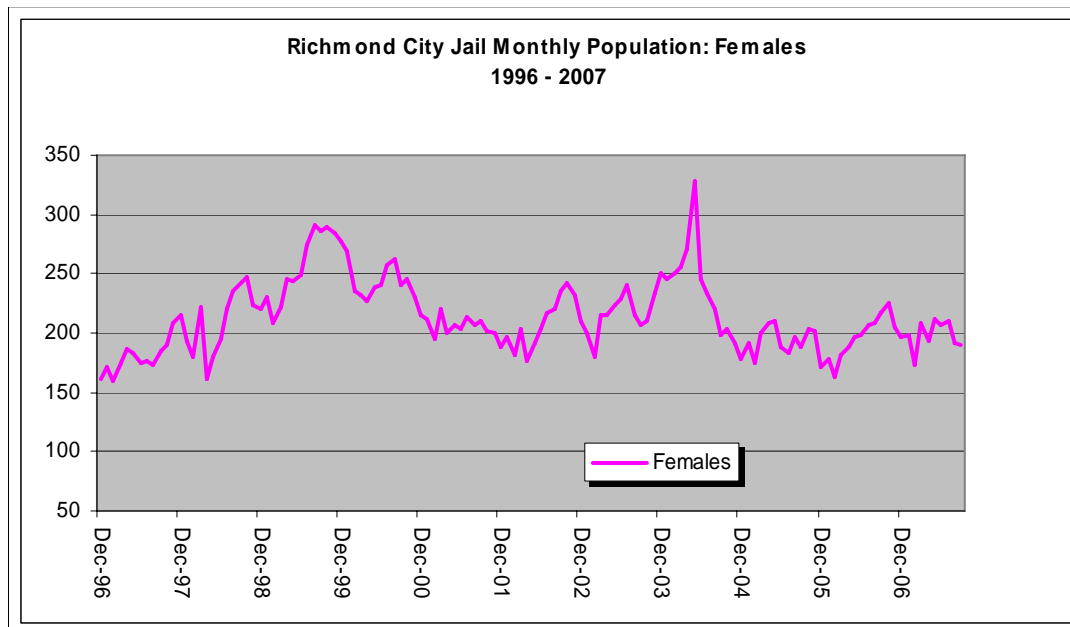
Table 5.5

Richmond City Jail										
Average Daily Population: Females										
Month/Yr.	FY-98	FY-99	FY-00	FY01	FY-02	FY-03	FY-04	FY-05	FY-06	FY-07
July	177.0	219.5	273.6	257.5	212.7	216.7	239.7	234.4	182.9	206.5
Aug	172.6	235.6	291.3	261.8	207.2	220.4	214.7	219.8	197.0	208.1
Sept	184.1	241.6	285.2	239.7	210.6	235.0	205.9	197.9	187.4	217.0
Oct	190.1	246.6	289.7	246.0	202.3	241.9	209.9	203.3	204.0	225.7
Nov	208.1	224.1	284.2	229.6	199.3	232.0	233.1	191.9	201.3	204.5
Dec	215.2	220.1	277.1	214.9	187.5	209.9	250.1	178.2	171.4	195.8
Jan	193.7	231.1	269.8	211.9	197.3	200.5	245.4	191.0	178.1	198.0
Feb	180.2	209.1	235.6	195.3	181.3	180.2	250.3	174.3	163.5	172.8
Mar	221.1	222.3	232.6	219.8	202.6	215.2	256.3	199.2	180.9	208.3
Apr	161.5	245.6	226.7	200.0	177.1	214.4	271.1	208.0	187.5	193.6
May	180.3	243.1	238.6	206.3	192.1	223.0	328.8	210.4	197.0	211.9
Jun	194.5	248.9	241.1	202.6	203.0	228.2	244.8	187.5	199.0	206.3
Average	189.9	232.3	262.1	223.8	197.8	218.1	245.8	199.6	187.5	204.0

- The female monthly ADP over the past 10 fiscal years has varied from a low of 162 in April 1998 to a high of 329 in May 2004.
- On average, 216 females have been confined in Jail over the past 10 years; over the past five fiscal years an average of 211 females have been confined in the Jail.

Appendix #9

Exhibit 5.4



- Over the past 10 years, an average of 1,456 total inmates have been housed in the Jail; on average, 1,524 offenders were incarcerated in FY07.

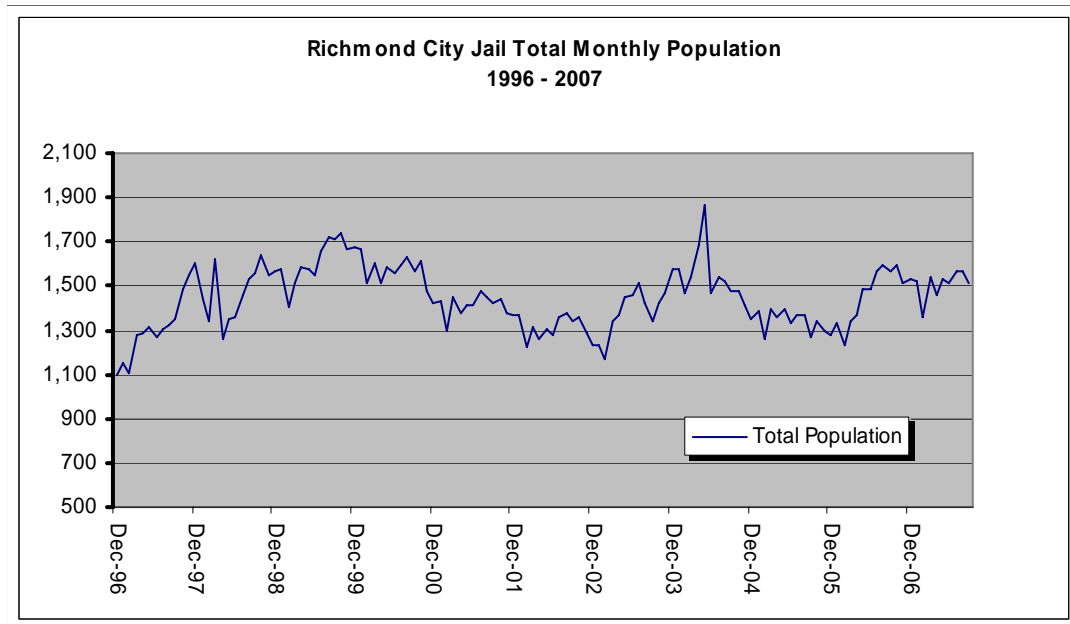
Table 5.6

Richmond City Jail										
Total Average Daily Population: Total Population										
Month/Yr.	FY-98	FY-99	FY-00	FY01	FY-02	FY-03	FY-04	FY-05	FY-06	FY-07
July	1,306.1	1,458.1	1,659.5	1,592.7	1,476.3	1,362.2	1,509.5	1,538.7	1,372.0	1,562.8
Aug	1,326.9	1,529.5	1,716.7	1,628.2	1,448.7	1,379.2	1,424.9	1,523.2	1,365.6	1,593.0
Sept	1,351.6	1,560.7	1,707.5	1,565.1	1,422.3	1,343.4	1,341.0	1,473.3	1,272.8	1,565.5
Oct	1,485.2	1,638.0	1,736.1	1,607.7	1,439.3	1,362.3	1,426.1	1,475.6	1,342.1	1,596.6
Nov	1,547.0	1,550.1	1,669.6	1,477.5	1,373.1	1,290.4	1,468.3	1,414.7	1,296.1	1,513.0
Dec	1,602.7	1,562.7	1,677.1	1,424.2	1,364.7	1,234.4	1,574.7	1,351.6	1,274.0	1,531.6
Jan	1,442.8	1,576.3	1,667.5	1,430.2	1,369.2	1,233.0	1,577.8	1,382.6	1,331.0	1,524.2
Feb	1,345.0	1,401.5	1,514.0	1,298.8	1,225.0	1,166.7	1,466.4	1,258.1	1,230.0	1,362.6
Mar	1,623.7	1,512.5	1,599.8	1,452.9	1,314.1	1,337.7	1,543.0	1,393.8	1,338.9	1,540.2
Apr	1,255.9	1,588.2	1,512.6	1,378.8	1,256.9	1,365.2	1,681.6	1,354.9	1,368.7	1,458.1
May	1,352.9	1,571.3	1,586.4	1,416.6	1,301.8	1,453.4	1,863.1	1,396.1	1,485.5	1,529.8
Jun	1,358.8	1,544.3	1,553.7	1,409.4	1,280.9	1,459.8	1,469.3	1,334.5	1,487.5	1,509.9
Average	1,416.5	1,541.1	1,633.4	1,473.5	1,356.0	1,332.3	1,528.8	1,408.1	1,347.0	1,523.9

Based on reported bed days, since FY03 as few as 1,167 inmates have been confined in Jail (February 2003). The highest monthly ADP reported over the last five fiscal years was in May 2004, when 1,863 inmates were reported.

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Exhibit 5.5



- The Richmond City Jail has operated at an average of 165% of official rated capacity over the last 10 fiscal years.
- As a percentage of rated capacity the total monthly ADP has varied between 132.3% and 211.2% since July 1998. Average annual ADP has varied between 151.1% and 185.2% of capacity.

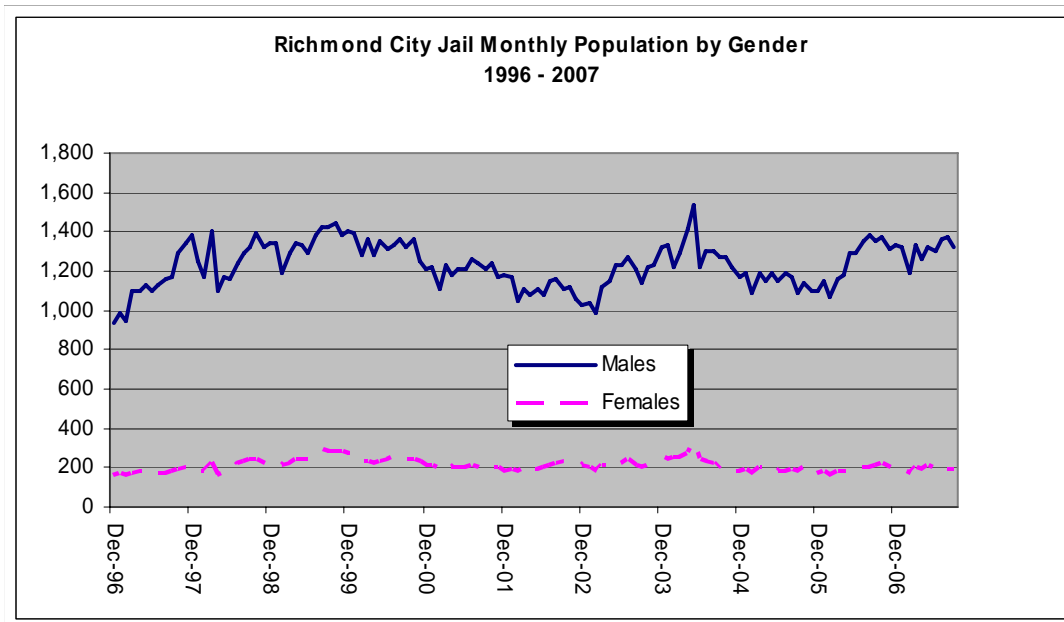
Table 5.7

Richmond City Jail										
Total Average Daily Population: Percent of Capacity										
Month/Yr.	FY-98	FY-99	FY-00	FY01	FY-02	FY-03	FY-04	FY-05	FY-06	FY-07
July	148.1%	165.3%	188.1%	180.6%	167.4%	154.4%	171.1%	174.5%	155.6%	177.2%
Aug	150.4%	173.4%	194.6%	184.6%	164.2%	156.4%	161.6%	172.7%	154.8%	180.6%
Sept	153.2%	177.0%	193.6%	177.4%	161.3%	152.3%	152.0%	167.0%	144.3%	177.5%
Oct	168.4%	185.7%	196.8%	182.3%	163.2%	154.5%	161.7%	167.3%	152.2%	181.0%
Nov	175.4%	175.7%	189.3%	167.5%	155.7%	146.3%	166.5%	160.4%	147.0%	171.5%
Dec	181.7%	177.2%	190.1%	161.5%	154.7%	140.0%	178.5%	153.2%	144.4%	173.6%
Jan	163.6%	178.7%	189.1%	162.2%	155.2%	139.8%	178.9%	156.8%	150.9%	172.8%
Feb	152.5%	158.9%	171.7%	147.3%	138.9%	132.3%	166.3%	142.6%	139.5%	154.5%
Mar	184.1%	171.5%	181.4%	164.7%	149.0%	151.7%	174.9%	158.0%	151.8%	174.6%
Apr	142.4%	180.1%	171.5%	156.3%	142.5%	154.8%	190.7%	153.6%	155.2%	165.3%
May	153.4%	178.2%	179.9%	160.6%	147.6%	164.8%	211.2%	158.3%	168.4%	173.4%
Jun	154.1%	175.1%	176.2%	159.8%	145.2%	165.5%	166.6%	151.3%	168.7%	171.2%
Average	160.6%	174.7%	185.2%	167.1%	153.7%	151.1%	173.3%	159.6%	152.7%	172.8%

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The graph that follows displays a summary of the total monthly ADP broken out by gender for the period 1997-2007.

Exhibit 5.6



Average Tuesday Population – Tuesday Reports

A snapshot of the incarcerated population is developed for the first and third Tuesdays of each month by the Compensation Board and presented in the Compensation Board's Tuesday Report. This section of the report presents a summary of Tuesday Report fiscal year data for the period FY03 - FY07, as required by the Standards.

It should be pointed that for a number of reasons, data contained in historical Tuesday Reports will not match total ADP data. Population levels on "Tuesday" do not include weekend populations which are traditionally the highest periods of the week. None-the-less, the information derived from the Tuesday Report provides insight into the composition of the incarcerated population.

The following observations concerning the composition of the individuals incarcerated in the Richmond City Jail are provided:

- On average, since FY03 the incarcerated population has been 85.2% male.
- The unsentenced awaiting trial population, which composed 37.7% of the total population in FY03, presently accounts for approximately 39.5% of the incarcerated population.

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Table 5.8

Richmond City Jail Average Annual Tuesday Report Population FY-03 through FY-07					
	FY-03	FY-04	FY-05	FY-06	FY-07
Operating Capacity	882.0	882.0	882.0	882.0	882.0
Juveniles	0.0	0.0	0.0	0.0	0.0
Female Adults	212.3	252.9	213.1	184.3	197.6
Male Adults	1,090.0	1,291.9	1,251.8	1,152.5	1,302.7
Held for Other Locality	189.3	203.0	204.4	197.8	217.8
Unsent. Awaiting Trial	485.2	574.3	493.8	510.0	594.0
Unsent. Awaiting Trial Ordinances Only	0.2	0.1	0.2	0.3	0.5
Awaiting Trial (Pending Felony) with Sent.	307.5	398.7	379.4	352.6	414.6
Awaiting Trial (Pending Misd) with Sent.	58.9	57.7	58.5	50.9	59.0
Awaiting Trial (Pending ORD) with Sent. ORD	0.2	0.2	0.4	0.3	0.4
All Misdemeanor Sentences	143.2	180.9	191.5	134.5	130.2
All Ord. Sentences	2.3	2.1	4.0	1.7	3.4
LR - Sent. <= 2 Years	0.0	0.0	3.0	2.0	0.6
SR - Sent. > 2 Years	0.0	0.8	11.4	7.9	5.7
SR Felon B Within 1st 30 Days of Sentencing	0.0	0.0	0.0	0.0	0.0
LR - Sent. < 1 Year	100.0	107.0	112.2	96.1	89.7
SR - Sent. => 1 Year	108.5	142.4	160.9	130.1	151.7
SR Felon A Within 1st 30 Days of Sentencing	28.2	28.7	28.8	31.2	35.7
LR - Sent. = 12 Months	25.4	21.2	20.8	19.3	14.8
SR - Held by Agreement	42.7	28.6	0.0	0.0	0.0
SR - Jail Contract Bed	0.0	0.0	0.0	0.0	0.0
SR - JCB/Work Release	0.0	0.0	0.0	0.0	0.0
Fed. Inmates	0.8	0.6	0.8	1.4	1.7
Contract Inmates	0.0	0.0	0.0	0.0	0.0
Private Transport	0.0	0.0	0.0	0.0	0.0
Total Local Resp. Pop. (Female)	190.7	236.2	202.1	168.3	180.0
Total Local Resp. Pop. (Male)	932.3	1,106.8	1,066.9	1,007.0	1,132.4
Total Local Resp. Pop.	1,123.0	1,342.2	1,263.8	1,167.6	1,307.3
Total State Resp. Pop. (Female)	21.7	16.8	13.9	18.0	19.1
Total State Resp. Pop. (Male)	157.7	185.8	187.3	151.3	174.0
Total State Resp. Pop.	179.4	202.6	201.1	169.3	193.1
Grand Total	1,303.2	1,545.5	1,465.8	1,338.3	1,502.0

Note: The number of inmates reportedly "held for other localities" is not considered to be reliable, and is no longer captured on the Compensation Board's Tuesday Report.

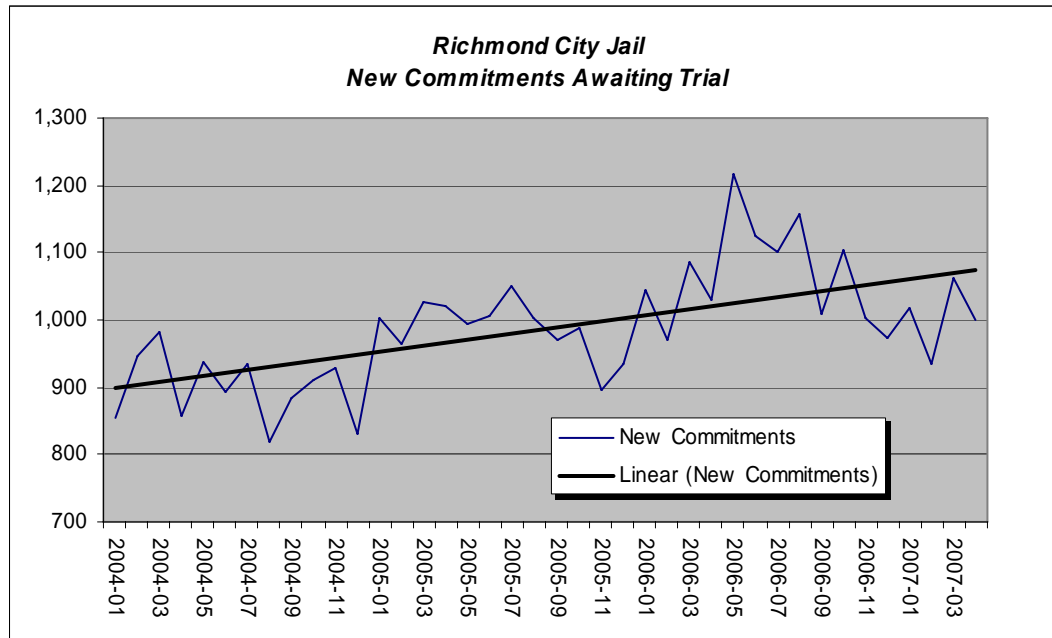
- The unsentenced awaiting trial population has increased. While the total population levels between FY03-FY07 was fairly steady according to Tuesday Report data, the unsentenced awaiting trial population increased from 485 in FY03, to 594 in FY07. The opening of the Regional Jail has allowed City officials to move a number of locally sentenced offenders to that facility.

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- On average, between FY03 and FY07, 86.7% of the total population has been in “local responsible” status.
- The local-sentenced population has declined over the past five fiscal years both in number and as a percent of the total Jail ADP.
- In FY03, an average of 271 local-responsible offenders (20.8% of total population) were housed in the Jail; in FY07, an average of 239 offenders (15.9% of the total) were in the Richmond Jail.
- On average, between FY03 and FY07, approximately 20% of the total Jail population has been in “local-responsible” sentenced status.
- The state responsible population as a percentage of total Jail population remained fairly steady between FY03 and FY07; on average 13.2% of total population have been state responsible inmates since FY03.

Since at least the beginning of 2004, the trend in the number of new admissions into awaiting trial status is increasing.

Exhibit 5.7



The Standards require a comparison of annual arrests and New Commitments to the jail in awaiting trial status (LIDS Code 10). These data are displayed in the following table. Comparisons do not appear valid as the number of new commitments awaiting trial has regular exceeded the number of reported adult arrests over the last several years.

Table 5.9

Comparison of Arrests and Jail New Commitment Awaiting Trial				
	CY-04	CY-05	CY-06	CY-07
Adult Arrests	9,585	11,257	10,288	n/a
NC's Awaiting Trial	10,785	11,860	12,820	12,045

Section VI

Community Programs

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.

NON-CONFINEMENT ALTERNATIVES

Pretrial Programs

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.

With a pretrial services program, newly arrested persons are interviewed and information is collected. After investigating and verifying the employment and family status, evidence of community ties and criminal history, recommendations are made to the court concerning the conditions of bail. These conditions may range from release on personal recognizance or on secure bond, or release under the supervision of the pretrial program. Statewide, the level of pretrial supervision may range from electronic monitoring, house arrest, or periodic visits to the

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home and place of employment. Additionally, pretrial programs can assist in assuring court appearances by individuals released on their own recognizance by reminding an individual of their scheduled court appearance by post card or phone contact.

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.

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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.

EXISTING ALTERNATIVE PROGRAMS

Pretrial and Local Probation services are coordinated and supervised by the Richmond Department of Justice Services. The Pretrial program component is located in the Public Safety

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Building at 501 North 9th St. The Local Probation offices are located at 921 Hull Street. The City receives ASAP services from the Capital Area ASAP program located at 4915 Augusta Avenue. The District 1 Probation and Parole Office is responsible for providing supervision to state responsible probationers and parolees residing in the City, as well as for providing services to the Circuit Court.

Richmond Pretrial Services Program

Typically placements in the Pretrial Services Program are made by the magistrate at the initial bail hearing at the time of arrest, or by the judge at the initial court appearance or any subsequent bond hearing. In addition to providing verification of the defendant's background and criminal history, officers provide supervision and monitoring of any special conditions of release. Rarely does the Richmond program intervene at the magistrate level. The Pretrial Program provides community supervision and monitoring of defendants released on bail with conditions established by the court. These conditions may include:

- Intensive Supervision,
- Drug Testing,
- Curfew,
- Seeking and maintain employment, and
- Compliance with protective orders.

The Richmond pretrial services program provides background investigations for decision making and supervision of persons released on bail from the time of arrest until trial. The FY07 budget for pretrial services was \$491,032. The staffing for the Pretrial Program is presented in the following table.

Table 6.1

Richmond Department of Justice Services Pretrial Services FY-07 Program Staffing	
Position	Total
Program Manager	1
Administration	1
Investigators	3.5
Supervision Officers	4.5
Total	10

The table that follows displays an overview of FY07 Richmond Pretrial Services screening activity.

- In FY07, a total of 2,348 investigations (45 per week) were conducted by pretrial personnel.
- Throughout FY07, less than half (47.1%) of total admissions awaiting trial were screened by the program; just over half (51.5%) of "eligible" admissions resulted in investigations.

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Table 6.2

Pretrial Services FY-07 Screening/Investigation Overview	
Screening/Investigation Activity	
Total Admissions to Jail Awaiting Trial	10,196
Total Screenings	4,798
Percentage Screened	47.1%
Number Screened Out	240
Total Investigations	2,348
% "Eligible" Screenings Investigated	51.5%
Number NOT Investigated	2,208

- Of the 2,208 jail admissions "eligible" for investigations in FY07, 41.6% were moved from intake/booking to the Main Jail before interviews could take place.

Table 6.3

Reasons for NOT Doing Pretrial Investigation		
Reason Not Investigated	Number	Percent
Refused	904	40.9%
Debilitated	63	2.9%
Behavior	124	5.6%
Released Bond Before Interview	199	9.0%
Moved to Main Jail/Staff not Available	918	41.6%
Total	2,208	100.0%

The table that follows displays the outcomes/recommendations of FY07 investigations.

- Approximately half of pretrial services recommendations were accepted by the Court in FY07. A "no bail" recommendation was made in 445 (19.2% of the total) instances; this recommendation was accepted by the Court 21.5% of the time.
- Supervised released recommendations were made in 455 of 2,318 instances – the Court accepted 17% of these recommendations.

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Table 6.4

FY-07 Pretrial Screening Recommendations and Outcomes				
	Recommendations		Accepted by Court	
Pretrial Recommendations	Number	Percent	Number	Percent
1. PR without Supervision	168	7.2%	40	3.6%
2. Supervised Release - PR Bond	454	19.6%	77	6.9%
3. Supervised Release - Secure Bond	1	0.0%	1	0.1%
4. Reduced Bond	309	13.3%	140	12.5%
5. Same Bond	940	40.6%	624	55.5%
6. Increased Bond	1	0.0%	0	0.0%
7. No Bail	445	19.2%	242	21.5%
	2,318	100.0%	1,124	100.0%

The table that follows presents a summary of Pretrial Services supervision services for FY07.

Table 6.5

FY-07 Pretrial Services Provided		
New Service Placements	Number	Percent
1. Substance Abuse Testing	456	75.6%
2. Substance Abuse Education	4	0.7%
3. Substance Abuse Counseling	127	21.1%
4. Short Term Detox	0	0.0%
5. Anger Management	4	0.7%
6. Shoplifters Group	0	0.0%
7. Domestic Violence Group	1	0.2%
8. Sex Offender Treatment	0	0.0%
9. Electronic Monitoring (EM)	0	0.0%
10. Home Incarceration (no EM)	0	0.0%
11. Other	11	1.8%
Total	603	100.0%

Statistics describing Pretrial Program activity over a three year period are displayed in the table that follows.

Table 6.6

Pretrial Services Program Statistics						
Statistic	Misdemeanants			Felons		
	FY-05	FY-06	FY-07	FY-05	FY-06	FY-07
Placements	155	154	149	614	654	660
Total Supervision Days	15,736	9,976	9,680	54,093	43,007	54,656
Average Length of Supervision (Days)	102	65	65	88	66	83
Average Daily Caseload	43	27	27	148	118	150

- Based on current data, 42 percent of eligible jail admissions are moved from the Annex to the Main Jail before pretrial interviews could take place. This suggests that

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additional staff is needed. It is recommended that additional staff positions be added to the Pretrial program to reduce this percentage.

Richmond Community Corrections Program

The Community Corrections Program provides local probation services for sentenced “local-responsible” felons and misdemeanants. The FY07 operating budget for this program was \$925,102. Staffing for local probation is presented below.

Table 6.7

Richmond Department of Justice Services Community Corrections FY-07 Program Staffing	
Position	Total
Program Manager	1
Probation Officer	13
Senior Probation Officer	1
Intake Clerk	1
Administrative Assistant	1
Total	17

This program provides dispositional alternatives, for consideration by the courts, for the non-violent offender population. Offenders sentenced to any term of incarceration in an adult facility are eligible for the program. The entire sentence of incarceration may be suspended, or if the court elects, may include a split sentence. “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.

- In FY07, a total of 1,329 local responsible offenders were placed in the Richmond Community Corrections program. The table that follows displays the services that were provided.

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Table 6.7

FY-07 Local Probation Services Provided		
New Service Placements	Number	Percent
1. Substance Abuse Testing	338	25.4%
2. Substance Abuse Education	108	8.1%
3. Substance Abuse Counseling	275	20.7%
4. Short Term Detox	-	0.0%
5. Anger Management	98	7.4%
6. Shoplifters Group	16	1.2%
7. Domestic Violence Group	12	0.9%
8. Sex Offender Treatment	2	0.2%
9. Electronic Monitoring (EM)	-	0.0%
10. Home Incarceration (no EM)	-	0.0%
11. Community Service	430	32.4%
12. Other	50	3.8%
Total	1,329	100.0%

- In FY07, Community Service was the most commonly provided single program component – 32.4% of offenders placed in the program had court-ordered community service sanctions.
- With the exception of Community Service (and a small number of offenders receiving Anger Management services) (7.4% of the total), probation services were primarily associated with Substance Abuse Testing, Counseling and Education. Just over half of supervision activities were associated with substance abuse monitoring and treatment in FY07.

As required by the Standards, program statistics associated with the Richmond Community Corrections/Local Probation program are presented below.

Table 6.8

Community Corrections Program - Local Probation						
Statistic	Misdemeanants			Felons		
	FY-05	FY-06	FY-07	FY-05	FY-06	FY-07
Total Placements	1,611	1,358	909	31	13	94
Total Supervision Days	282,054	304,983	238,811	23,019	3,204	14,588
Average Daily Caseload	773	836	654	13	9	16
Average Length of Supervision (Days)	170	225	263	155	246	164
	FY-05	FY-06	FY-07			
Total Community Service Hours	22,573	26,162	22,743			
Amount of Restitution Paid	\$60,311	\$32,793	\$33,870			
Program Fees Completed	\$43,890	\$54,886	\$46,749			
Program Fees Required	\$85,955	\$103,254	\$85,950			

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Alcohol Safety Action Program (ASAP)

The Capital Area ASAP Program provides ASAP services to the City of Richmond as well as the Counties of Goochland and Hanover. 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.

Probationers are placed under the supervision of the 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 Capital Area ASAP 1st Offender Drug, and DUI programs.

Table 6.9

Capital Area ASAP - City of Richmond			
Statistic	FY-05	FY-06	FY-07
DUI Referrals (Richmond)	454	575	531
1 st Offender Drug Program (Richmond)	89	88	132

Adult Probation and Parole Supervision

Probation and Parole District 1 is responsible for supervising state responsible adult offenders in the City of Richmond. The following table provides end-of-year probation caseload numbers, and annual placements onto probation supervision.

Table 6.10

Probation and Parole District 1 State Probation Caseloads and Placements						
	Probation Caseloads			Probation CY Placements		
Year	2004	2005	2006	2004	2005	2006
Number	2,249	2,381	2,587	1,123	1,310	1,420

Note: Caseloads are end of fiscal year.

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Statement Regarding the Viability of a Public Inebriate Center

Over the last three years the annual number of arrests for Public Drunkenness varied between 470 and 671 per year, and there have been an average of 587 arrests per year since CY04. Arrests for Public Drunkenness, Liquor Law Violations and DUI (combined) have averaged 837 per year since CY04. On average in CY06, there were fewer than 3 arrests per day for public drunkenness. This number would not justify the creation of a public inebriate center. The cost for establishing and operating a separate facility to house public inebriates would not be a cost effective approach.

EXPANSION OF ALTERNATIVE PROGRAMS

A summary listing of the required services and the availability of those services are presented below.

Table 6.11

Program/Service	Administrative Responsible
Pretrial Services	Richmond Department of Justice Services Pretrial Program
Community Service	Richmond Department of Justice Programs Community Corrections Program
Electronic Monitoring (EM)	Not available
Home Incarceration	Not available
Probation Supervision/ substance abuse assessment, testing & treatment	<i>Local</i> Richmond Department of Justice Programs Capital Area ASAP <i>State</i> State Probation and Parole services are provided to Richmond City Probation and Parole District 1. This office provides intensive and regular probation and parole supervision services to the courts serving the jurisdictions for state responsible inmates.
Day Reporting Center (optional)	Not available
Halfway House Programs and Services (optional)	Not available
Law Enforcement Diversion - Detox Center Programs (optional)	Not available

- The current forecast calls for a 27 percent increase in the current jail population. It is recommended that planning be initiated to plan for a similar increase in pretrial and probation workloads. A 27 percent increase in existing budgets and staff suggests that

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the Pretrial budget should be increased to at least \$623,120 annually, and the Local Probation budget should be increased to at least \$1,174,000.

- Current pretrial staff levels should be increased to ensure that the percentage of cases eligible for pretrial intervention, who do not receive pretrial interviews, is reduced to an acceptable level.
- There should be phased plan for the development and expansion of Pretrial and Local Probation services and program options to coincide with the jail planning. It is recommended that the plan to develop and implement expanded pretrial and local probation services coincide with the construction schedule of the new facility. The outline of a recommended four year plan, to begin in FY 2009, is presented below.

First Year (FY 2009)

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

Second Year (FY 2010)

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

Third Year (FY 2011)

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

Fourth Year (FY 2012)

Initiate services.

CRIMINAL JUSTICE SYSTEM IMPROVEMENTS PROGRAM STRATEGIES FOR REDUCING THE JAIL POPULATION

Summary of Recommended improvements and Strategies for Reducing the Jail Population and Improving System Management:

- Utilize available Regional Jail beds
- Reduce Intake
- Maximize Good Time Awards
- Improve Video Conferencing within the Jail
- Explore Residential/Day Reporting program alternatives to Jail
- Work Release space is not adequate, and it is suspected that the program could be expanded.
- Expand HEI

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- Mental health jail diversion
- Increase system coordination, goal setting and oversight
- Improve planning information access and regular dissemination to aid decision making
- Early and effective pretrial intervention
- Expedite transfer of State Responsible inmates

Utilize available Regional Jail Beds. The City of Richmond currently utilizes approximately 75% of available beds at Puemansend Creek Regional Jail. To the extent possible efforts should be made to place offenders in that facility to ease crowding.

Investigate ways to reduce intake. The number of new commitments awaiting trial has been increasing over the last few years. Programs and administrative practices aimed at reducing intake should be evaluated and implemented. Early and effective pretrial programming should be implemented with the goal of reducing future intake pressure.

Good Time Awards. Maximizing extra good time awards to those inmates eligible to receive it through Public Work Force or Work Release Education or other programs would serve to reduce pressure on jail capacity needs. The Code of Virginia states that the jailer may grant the prisoner additional (good time) credits for performance of institutional work assignments, participation in classes, or participation in local work force programs, if available at the facility, at the rate of five days for every 30 days served. The time so deducted shall be allowed to each prisoner for such time as he/she is confined in jail. It shall be the responsibility of the jailer in each facility to determine the manner in which these additional credits may be awarded and to include this information in the written policy. For each violation of the rules prescribed herein, the time so deducted shall be added until it equals the full sentence imposed upon the prisoner by the court. However, any prisoner committed to jail upon a felony offense committed on or after January 1, 1995, shall not earn good conduct credit, sentence credit, earned sentence credit, other credit, or a combination of any credits in excess of that permissible under Article 4 (§ 53.1-202.2 et seq.) of Chapter 6 of this title. So much of an order of any court contrary to the provisions of this section shall be deemed null and void."

Improve Video Conferencing within the Jail. Improved video conferencing capacity throughout the system, would greatly enhance efficiencies. The use of video teleconferencing may significantly reduce the movement of inmates for court appearances, as well as increase efficiencies associated with transferring inmates between jails in the Commonwealth. Any jail expansion should include adequate space for this activity within the facility.

Residential/Day Reporting program alternatives to Jail. Consideration should be given to developing Diversion and Day Reporting programming.

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

Expand HEI. This confinement alternative is not widely used in Virginia. Effective monitoring, however, of pretrial and sentenced offenders who would otherwise be incarcerated in jail provides a viable and effective mechanism for controlling jail crowding. It is recommended that HEI be expanded for pretrial and sentenced offenders and administered by the Department of Justice Services.

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Mental Health jail diversion. The average jail population in 2007 was 1,534 inmates. Approximately twenty percent of inmates presented with some form of mental illness. On an average day, twelve to fourteen percent of these individuals are isolated as being severely mentally challenged. The cost to detain, care for and treat these persons in jail is \$453,583 per month, using the current rate of \$49.41 per inmate/per day. It is estimated that many of these individuals can be safely and appropriately diverted from jail to treatment programs and maintained in the community at an acceptable public safety risk level. Providing judicial officers with a defendant's mental health information at the pretrial release/detention hearing without presenting options to address the mental health needs of defendants would likely lead to more unnecessary pretrial detention of those with mental illness. The following three points are made with respect to the issue of mental health diversion. It is important that pretrial release options include a range of integrated services, including housing, financial assistance, transportation assistance, and employment counseling, and address the needs of defendants with co-occurring substance abuse and mental health disorders. Secondly, a jail treatment team that is composed of certified/licensed professionals is necessary to provide effective therapy, administer an expanded formulary of psychotropic medications, and conduct psychological and forensic evaluations. Thirdly, 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.

Finally, individuals who endure a mental illness are languishing in the criminal justice system. An effective system will require, at minimum, 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. Data sharing, screening, tracking and compliance, pre-release/transitional plans, post booking intervention strategies, as well as an increase in treatment and residential facilities will allow efficient enhancements to the system.

Increase system coordination, goal setting, oversight and improved planning information and regular dissemination to decision making. Consideration should be given to establishing a jail expansion planning group. As the City moves forward in planning to expand the jail consideration should be given to establishing a formal planning group to coordinate the planning process. This group should consider adopting a formal planning strategy which includes defining the purpose of the jail, gathering information to define challenges, identifying alternative courses of action and recommending preferred alternatives. It is recommended that strong staff support be made available to this group. Data collection methods for the City 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 using consistent data elements for descriptions and measurements. This will permit a more transparent and more comprehensive understanding of offenders within the system as well as provide the ability to evaluate various actions and measure recidivism.

Generate valid and reliable planning data. Create a mechanism to systematically disseminate useful and timely planning data for decision making.

State Responsible Inmates. The Jail incarcerates a fairly large number of State Responsible inmates. To the extent possible, steps should be taken to continuously expedite transfer of State Responsible inmates into the prison system.

Section VII

Population Forecast

POPULATION FORECAST

This section of the report presents the forecasting methodology and a forecast of the confined population for the Richmond City Jail through the year 2022. 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 requirements for a Community-Based Corrections Plan forecast specify a forecast of the expected inmate population for a period of no less than 10 years beyond the expected date of occupancy of the new or expanded facility. Consequently, the planning forecast is for the expected population in July 2022.

Background

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.

Historical data reflects a set of conditions that existed during a given time period and these conditions (sentencing practices, sentence guidelines, correctional policy, community attitudes towards non-incarceration alternatives, state and local responsibility definitions) may be significantly different from the conditions experienced in the future. Changes to the local and state responsibility definitions often complicate the use of the historical data. In the mid-to-late 1990's, these problems were exacerbated by the changes in local and state responsibility definitions for inmates convicted for crimes committed prior to and after January 1995. In addition, the opening of new state facilities results in "short term decreases" in the historical number of state responsible felons incarcerated at the local level. In general, projections based on historical data are based on the assumption that State capacity increases will continue in the future.

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 for the Richmond City Jail 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. In developing the forecast of the incarcerated population, a number of factors were considered. It is reasonable to expect that demand for jail bed space will continue to increase in the future.

Forecast Database

The population data contained in the LIDS database for the Average Daily Population (ADP) and Tuesday Report database for the average Tuesday population were both reviewed for suitability for the forecast. The Tuesday Report does not reflect weekend population numbers and therefore "understates" the inmate population. It was decided that LIDS bed days data, and resulting calculated monthly ADP figures from that database provided a much sounder basis upon which to base the forecast.

To develop this forecast monthly ADP figures were calculated from LIDS data supplied by the Compensation Board for the Richmond City Jail. Beginning in October 1999, Richmond began utilizing beds in the Peumansend Creek Regional Jail. The decision was made to include in the forecast database "Richmond-responsible" inmates who were incarcerated in the Regional Jail.

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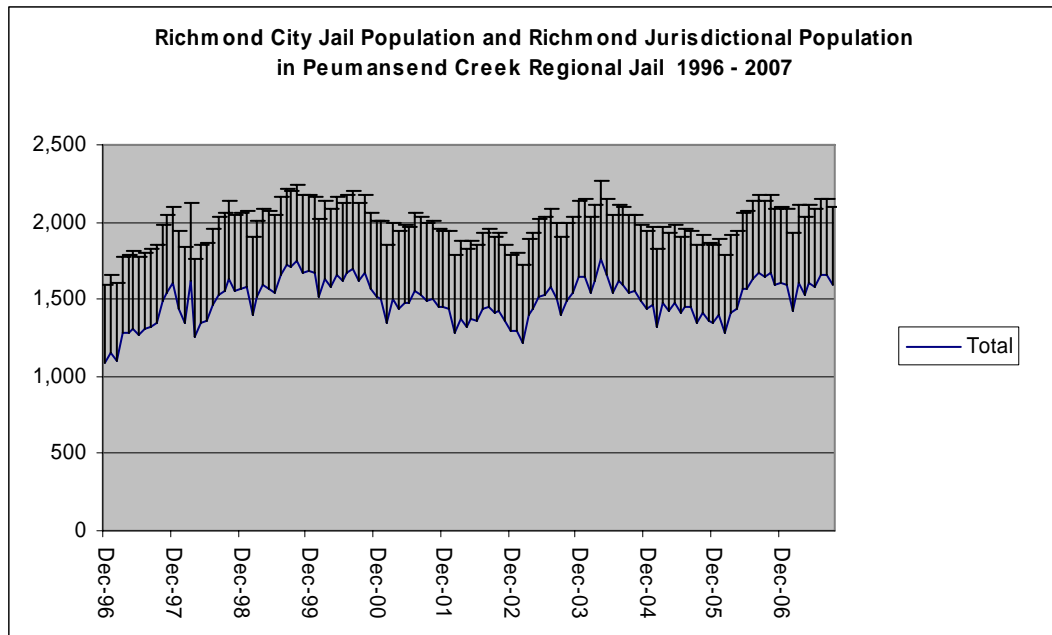
Federal inmates housed in the Jail are excluded from the forecast database. According to data supplied by the Compensation Board, the calculated monthly ADP for Richmond inmates in the Regional Jail is presented in the following table.

Table 7.1

Richmond Inmates in Peumansend Creek Regional Jail								
Month/Yr.	FY-00	FY-01	FY-02	FY-03	FY-04	FY-05	FY-06	FY-07
July		81.4	80.9	69.7	72.7	74.5	79.5	74.6
Aug		72.5	79.8	71.1	71.7	72.8	78.8	81.9
Sept	0.5	59.0	66.6	65.4	64.2	69.8	73.9	74.0
Oct	8.6	69.7	66.1	66.1	66.0	74.3	69.3	80.7
Nov	5.7	84.9	76.4	65.3	69.3	71.5	67.7	74.1
Dec	3.9	86.0	81.5	56.7	68.7	85.6	73.1	68.4
Jan	2.0	73.5	70.7	62.6	67.8	81.8	64.2	66.3
Feb	1.9	50.6	58.9	55.7	70.9	66.4	56.0	63.3
Mar	33.2	46.0	64.0	56.3	70.1	76.7	72.1	69.0
Apr	72.4	58.1	68.2	70.9	65.3	75.0	69.7	69.5
May	70.4	64.4	76.5	68.0	74.9	80.5	79.3	80.1
Jun	67.6	64.8	74.1	67.5	73.7	75.4	79.0	76.1
Average	26.6	67.6	72.0	64.6	69.6	75.3	71.9	73.2

Data for the period December 1996 through September 2007, comprise the database for projecting future populations. A trend of these two combined populations are displayed in the graph that follows.

Exhibit 7.1



Forecast Methodology – Richmond City Jail

In reviewing the data streams, the following basic data properties are evident: there are no strongly significant regressors, the examined series is trended and non-seasonal, and the data appear to be homogeneous. With the above properties, univariate methods are appropriate.

A series of criteria were reviewed in selecting a method for forecasting the population. This 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.

Forecast – Richmond Jail

Three forecasts were developed for the future confined population. Forecasts were generated using a Winters Exponential Smoothing model and ARIMA models (commonly called Box Jenkins models). The various models were developed using a software program titled Forecast Pro, developed by Business Forecast Systems. Diagnostic information associated with three models - one Exponential Smoothing and two ARIMA models - is presented below.

For comparison purposes, information associated with a linear model procedure 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.

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Table 7.2

Forecast Models				
Statistic	Linear Regression	Exponential Smoothing	Box-Jenkins	
			(0,1,0)*(0,1,1)	(0,1,0)*(0,1,2)
Adj. R-Square	0.040	0.80	0.83	0.83
Durbin-Watson	0.44	1.88	2.30	2.26
Forecast Error	133.5	61.08	55.9	55.39
MAD	110.12	n/a	33.7	34.44
Standardized BIC	137.51	63.86	56.73	57.06

- Overall, based on the comparative statistics displayed in the table above, the Box-Jenkins models demonstrated the superior diagnostic statistics; furthermore statistics associated with them were nearly the same. These models demonstrated higher Adjusted R Square values; smaller BIC and MAD values, and smaller Forecast Errors.

The resulting forecasts for each of the models are presented in three year intervals, for July of the year identified in the table that follows.

Table 7.3

Comparison of Model Forecasts Projected Jail Population				
July Each Year	Linear Regression	Exponential Smoothing	Box-Jenkins	
			(0,1,0)*(0,1,1)	(0,1,0)*(0,1,2)
2013	1,597	1,774	1,781	1,793
2016	1,625	1,838	1,856	1,870
2019	1,653	1,902	1,930	1,946
2022	1,681	1,967	2,004	2,023

- In the projected year 2022, the average ADP for the three models under consideration was 2,005, with the range from a low of 1,967 (Exponential Smoothing Model), and a high of 2,023 (the second Box-Jenkins Model). Overall the three models produced fairly similar projection results.

A comparison of the “fits” of each of the forecasts to the actual ADP for the historical six month period April – September 2007, is presented in the table that follows.

Table 7.4

Model Results: Comparison of Fits				
Month	Actual ADP	Exponential Smoothing	Box-Jenkins	
			(0,1,0)*(0,1,1)	(0,1,0)*(0,1,2)
Apr-07	1,528	1,528	1,595	1,587
May-07	1,610	1,609	1,650	1,617
Jun-07	1,586	1,528	1,624	1,583
Jul-07	1,652	1,610	1,694	1,653
Aug-07	1,653	1,653	1,706	1,654
Sep-07	1,594	1,594	1,665	1,610
Average	1,604	1,587	1,656	1,617
Difference		17	-52	-14

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- The Box Jenkins (0,1,0)*(0,1,2) model produced a better 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 September 2007.

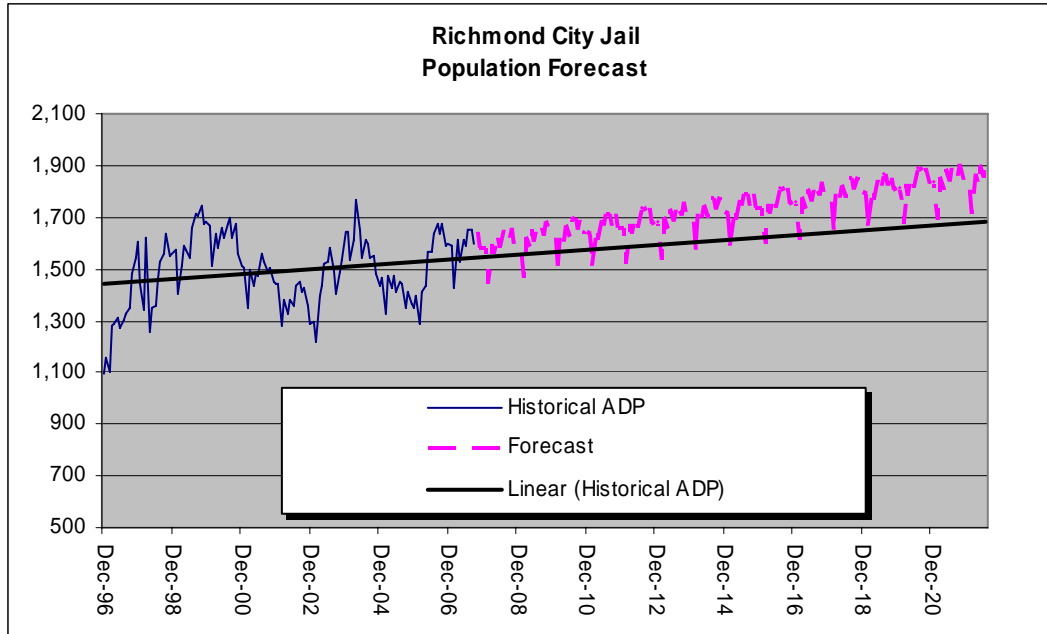
Forecast Selection/Comparison of Forecasts

The July 2022 populations projected by the two Box-Jenkins models, as well as the diagnostic information associated with them were not substantially different – and were clearly superior. From a planning standpoint the Box-Jenkins models produced populations that were, for all practical purposes the same. Based on its capacity to more accurately “back-cast” the historical six month period the (0,1,0)*(0,1,2) model was selected as the planning forecast.

- In reviewing the statistics for the six month historical “fit” of the forecast comparison, the Box Jenkins model (0,1,0)*(0,1,2), was superior.
- Based on the better diagnostic information associated with the Box-Jenkins (0,1,0)*(0,1,2) model, that model and the resulting forecast was selected for the planning forecast.

The actual historical monthly ADP and the forecast for future years are depicted in the graph that follows. The planning forecast values for the years 2012-2022 are displayed in a table following the graph for the selected model.

Exhibit 7.2



- The Jail’s jurisdictional population (including the Regional Jail population) is projected to increase from 1,604 in the six month period ending September 2007, to 1,767 in July 2012 – a total increase of 10.2% for the five year period, and average annual growth of approximately 2%.

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- During the historical five year period of FY02 – FY07, the average annual population increased by 11.8%, and an average of just over 2% per year.
- Richmond's jurisdictional inmate population is projected to increase by approximately 25 detainees per year between 2012 and 2022 – a total increase of 14.5%, and annual average growth of just over 1% per year.
- Based on the forecast and without adjustment for the implementation of any pretrial program and expansion of any non-incarceration alternative programs, the forecast is for a population (including those housed in the Regional Jail) of 2,023 in July 2022.

Table 7.5

Richmond City Jail Population Forecast	
Year	July
2012	1,767
2013	1,793
2014	1,818
2015	1,844
2016	1,870
2017	1,895
2018	1,921
2019	1,946
2020	1,972
2021	1,997
2022	2,023

Short and Long Term Impact of State Responsible Prisoners Held In Local Jails

- The short term impact: approximately 200 City Jail beds are occupied by state responsible inmates.
- The long term impact: the State's capacity to ensure that prison capacity increases keep pace with population growth is not known.

Over the past four fiscal years, an analysis of Tuesday Report categories relating to the state responsible prisoners incarcerated in the Richmond City Jail indicates the total number of state responsible prisoners remained fairly steady between FY03 and FY07. By comparison, the number of state responsible prisoners incarcerated in local jails system wide increased by 15.5% between FY03 and FY07.

- On average 189 state responsible inmates were housed in the City Jail during the five year period.
- In FY07, state responsible prisoners utilized, on average, 21.9% of the available rated capacity of the Richmond City Jail; statewide state responsible prisoners housed in local and regional jails represent just under 30% of available capacity.

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Based on the information contained in the Tuesday Report - State Summary (Compensation Board Report), since July 2001 local jail capacity across the state has grown by 12.3%. During the same time, the number of local responsible inmates increased by 39.0%.

Table 7.8

Date	7/3/2001	7/2/2002	7/1/2003	7/6/2004	7/5/2005	7/4/2006	7/3/2007	% Growth
Operational Capacity	16,398	16,845	16,865	16,897	17,642	18,051	18,419	12.3%
Local Responsible (LR)	15,136	15,470	17,368	18,532	18,690	20,458	21,046	39.0%
State Responsible (SR)	5,770	5,829	5,352	5,375	4,781	5,416	6,183	7.2%
Total LR+SR	20,906	21,299	22,720	23,907	23,471	25,874	29,019	38.8%
% utilization	127%	126%	135%	142%	133%	143%	158%	
SR % of Capacity	35.2%	34.6%	31.7%	31.8%	27.1%	30.0%	29.7%	

- Across the State, capacity utilization in the local jail system increased from 127% to 158%, between July 2001 and July 2006.

The longer term impact of state responsible inmates is more difficult to assess.

- Over the past five years, the total state responsible inmate population (housed in both State and local facilities) has grown by 13.1%.
- Between FY01 - FY07, the state's local responsible jail population grew at twice the rate of the state responsible inmate population; furthermore local jail populations are projected to grow at twice the rate of the projected state responsible population.
- The state responsible inmate population is projected to increase by 17.7% between 2007 – 2013; by comparison the local responsible jail population across the State is projected to increase by 32.3% during the same period.

Table 7.9

Type Offender	Annual Growth Rate	
	2001-2006 Actual	2007 – 2013 Projected
State Responsible	13.1%	17.7%
Local Responsible	27.4%	32.3%

If increases in system capacity for State inmates do not keep pace with current projected population levels, the back-up of state responsible inmates in the jail system will continue to increase; jail crowding will intensify. Should current statewide forecasts be low, it is reasonable to expect continued and increased crowding in the State's local and regional jail system.

Section VIII

Richmond City Jail Conclusions and Jail Design Configuration

Appendix #9

The Richmond City Jail was designed and constructed to the standards existing in the mid 1960's. It does not contain sufficient space for the number of offenders incarcerated there to meet the current program and operational standards of the Board of Corrections. Virtually all areas of the facility are congested. The population in the facility jail has exceeded the rated capacity of facility for many years.

The forecasted inmate (including offenders housed in the Peumansend Regional Jail) exceeds 2,000 by July 2022. The forecast was developed without allowances for any expansion of confinement alternatives or improvements in the criminal justice system in the City.

Based on analyses and subsequent findings contained in this C-BCP, the City of Richmond should initiate steps to obtain a waiver to the moratorium on jail construction, and should move forward with developing the required planning documents for submittal to the Board of Corrections.

Planning Steps for the Expansion of the City Jail

The following steps provide a general outline of the activities required to expand the City Jail. Dates associated with each step are based on an assumption that the required C-BCP and Planning study documents are submitted to the Board of Corrections on March 1, 2009.

Review options concerning legislative approval to proceed	2008
Initiate action to obtain a legislative waiver to the moratorium	2008
Submit C-BCP and Planning Study to the Board of Corrections	March 2009
Gain approval from the Board to proceed	November 2009
Notice to Proceed	January 2010
Complete Schematic Design	May 2010
Complete Design Development	September 2010
Complete Construction Documents	March 2011
Begin Construction	May 2011
Substantially Complete Construction	December 2013
Complete Shakedown of Facility/Punchlist	February 2014
Load Inmates	March 2014

City Jail Configuration

The Richmond City Jail expansion should be sized to provide sufficient jail incarceration services to satisfy the forecasted capacity requirements for 2022. The projected capacity need for the year 2022 is a capacity of 2,023. This projection includes inmates housed in the Peumansend Creek Regional Jail, and represents 1,100 inmates above the 992 rated capacity of the City Jail and Regional Jail combined.

For purposes of this document the assumption is made that: (1) the City will continue to contract for 100 beds at the Regional Jail, and (2) that a new facility will be constructed which has a rated capacity of 1,923 beds.

Appendix #9

General Population, Special Cells and other Considerations

The required number of general population beds, the security mix, temporary holding spaces, special purpose cells, visiting spaces, multipurpose and recreational space and food service area for a given general population capacity are detailed in the Standards for Design, Construction and Reimbursement of Local Correctional Facilities - Part V. For a facility with a general population capacity of 1,923, the following cell/bed counts and other areas are required.

Table 8.1

General Population Cell/Bed Count for Operating Capacity of 1,923				
Item	Security Level			Total
	Maximum (20%)	Medium (40%)	Minimum (40%)	
Beds/Cells	384.6	769.2	769.2	1,923
Allowable range	345 to 422	692 to 846	692 to 846	
Maximum Beds/Housing unit	24	48	48	n/a
% multiple occupancy (maximum)	0%	50%	100%	n/a
Other Design Considerations/Requirements				
Temporary Holding (Intake)				
Capacity				192
% multiple occupancy (maximum)				50%
Special Purpose Cells				
Capacity (including medical & protective custody)				192
Visiting				
Non-Contact Spaces				80
Professional – secure contact				38
Other Design Considerations/Requirements (continued)				
Multipurpose Space (including recreation)				
Total requirement				15,000 SF
Recreational Space (included in the 15,000 SF total)				5,000 SF
Minimum of three recreation spaces; indoor recreation required And outdoor recreation recommended.				
Food Service				
Total requirement (Minimum)				1,608 SF
Total Square Footage (not to exceed)				769,200

Appendix #9

- The requirements described above are the minimum as specified in the *Standards*. Deviations from the above require a request for a modification from the Board of Corrections in the Planning Study.

In addition, the following recommendations are offered for consideration:

- At least 50% of the minimum security general population beds should be dormitory style. Consideration should be given to 75% - 100% of the minimum security general population beds in dormitory style.
- A maximum of 50% of the medium security capacity can be designed as multiple occupancy cells or rooms; at least 50% of the general population housing for medium security detainees must be single occupancy cells.
- Outdoor and indoor recreation areas must be provided.
- All Annex functions should be consolidated at a single jail facility.
- A Work Release Housing Unit should be included in the expansion of the Jail. The work release component should be separated from the general population to minimize the opportunities for introduction of contraband into general population housing units.
- Consideration should be given to requesting approval for creating part of the capacity as a community custody facility. This facility (or section of the new facility) would accommodate work release offenders and individuals serving weekend sentences. At the present time, it is estimated that Community Custody capacity would be 70 beds.
- The design for the new facility should include provision for video conferencing.
- Not less than 15,000 SF should be devoted to program space (multipurpose rooms, classrooms, counseling, recreation, etc.).
- Attention should be given to designing space for the jail's various existing and anticipated education, counseling and training programs.
- Sufficient administrative space should be included so that the administration of various components of the City's justice system can be accommodated at the new facility (i.e., pre-trial, local probation, magistrate). It is recommended that current Annex functions be co-located within any new facility. This would facilitate cooperation and coordination.

Operating Capacity Split – Male and Female

While the standards do not specify any percentage breakdown between the male and female general population capacity, typically designs for females are between 13% - 15% of the total operating capacity of a new facility. The historical Richmond Jail population generally reflects this breakdown.

- The relative proportion of the total Jail ADP over the past 10 fiscal years that are females has remained fairly steady at approximately 15%. It is recommended that 10% - 15% of the capacity of a new facility be designed for females.

Community Custody Facility Standards

Community Custody, as defined in the *Standards*, “means inmates incarcerated by the judicial system and classified for involvement in local work forces; participating in work, education and rehabilitation release; and weekend and non-consecutive sentencing.” The forecasting process does not allow direct disaggregation of the detainee population into custody levels. However, the types of offenders who would qualify as community custody can be inferred from the forecasting data base and Tuesday Report information.

In general, pretrial detainees would not qualify for community custody, as it is reasonable to assume that they would be in a Pretrial Program or would otherwise have been diverted. In addition, based on judicial sentencing decisions, sentenced inmates awaiting transfer to the state system (state responsible), and “local responsible” sentenced offenders would not initially qualify for community custody. In most jurisdictions, if offenders initially qualified for community custody security levels, the logical judicial sentencing decisions would have been to place the offenders on local or state probation. Individuals sentenced to weekends (or a non-consecutive sentence), by judicial decision, are “community custody security level” detainees. While work release and work force detainees initially were not community custody inmates when admitted (by judicial decision), based on their behavior and criminal histories, these offenders may later be placed in assignments that qualify as a community custody security level.

The current offender populations in the City Jail that would qualify for a community custody facility designation are:

- Work Release – there is currently approximately an average of 20 participants;
- HEI – there was an ADP of four in FY07;
- Weekenders and non-consecutive sentencing – the Jail reports that there were an average of 114 offenders per weekend in this program in FY07; this equates to between 30-40 permanent jail beds;

Due to a number of factors (including the lack of housing and program space) it is not entirely clear how many offenders would qualify as Community Custody offenders. It is recommended that decision makers review the potential for expanding programs such as the existing Work Release, HEI (HEM) and Community Work Force prior to submitting a finalized C-BCP. It appears to be the consensus of decision makers in the City that this population could be greatly expanded if space and resources were available to support such programming.

The Structure of Virginia Regional Jails

At the time this report was written, the City of Richmond had not yet decided whether to expand jail capacity as an independent local jail or enter into a Regional Jail configuration. This final section of the Community Based Corrections Plan describes a number of options for moving forward with some type of Regional Jail structure based on the Virginia experience. For reference, a table which compares FY-06 expenditures of the Richmond City Jail and all Regional Jails (combined) is attached to this report.

Within the Virginia regional jail system, there are a number of “regional jail models”. The original regional jail concept envisioned a regional jail as a replacement for three or more small local jails. This initial concept has evolved over the years to include a number of regional jail models. These models generally follow one of the patterns described below:

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- **Single location, full service regional jail** – provides incarceration of pre-trial and sentenced inmates and replaces three or more local jails. Achieves some level of staffing efficiency and program flexibility not possible with the smaller local jails. Examples of this type of regional jail are the Middle Peninsula Regional Jail, the Piedmont Regional Jail, the Pamunkey Regional Jail, the Botetourt-Craig Regional Jail and the New River Regional Jail.
- **Multiple location, full service regional jail** – provides incarceration of pre-trial and sentenced inmates from multiple locations. Generally replaces three or more local jails and achieves some level of staffing efficiency and program flexibility not possible with the smaller local jails. Examples of this type of regional jail are the Blue River Regional Jail and the Southwestern Virginia Regional Jail.
- **Single location, “overflow” regional jail** – provides incarceration services for segments of the sentenced inmates from multiple jurisdictions. Within the multiple jurisdiction, local jails continue to operate and provide full service operations. The regional construct provides an opportunity for more work opportunities and programs for the inmates than can be feasibly and cost effectively operated at the local jail. Examples of this type of regional jail are 1) the Peumansend Creek Regional Jail which serves six jurisdictions, four of which continue to operate a full service local jail and the other two jurisdictions participate in a single location, full service regional jail and 2) the Hampton Roads Regional Jail which accepts all types of inmates (sentenced or pre-trial) and provides extensive medical services.
- **Single location, “overflow” and full service regional jail** – provides incarceration for pre-trial and sentenced inmates from member jurisdictions. This model is similar to the previous model with the exception that some of the jurisdictions operate local detention centers. In this particular model, the participating jurisdictions do not consider expansion of the local jail as a viable option and are utilizing the regional jail as a substitute for expanding the local jail capacity. Examples of this type of regional jail are the Riverside Regional Jail (RRJ) and the Clark Fauquier Frederick Winchester (CFFW) Regional Jail. In the RRJ configuration, two of the participating jurisdictions maintain a full service local jail and five of the jurisdictions use the regional jail for all of their incarceration needs. In the CFFW configuration, Fauquier County maintains a full service local jail and the other three jurisdictions use the regional jail for all of their incarceration needs.

Examples of each of these regional jail types are summarized in the table that follows.

Appendix #9

Regional Jail Types

Table 8.2

Type	Examples
Single location, full service regional jail	Piedmont Regional Jail Pamunkey Regional Jail New River Regional Jail Botetourt-Craig Regional Jail
Multiple location, full service regional jail	Blue River Regional Jail (5 locations)* Southwestern Virginia Regional Jail (3 locations)
Single location, "overflow" regional jail	Hampton Roads Regional Jail (all inmates) Peumansend Creek Regional Jail (sentenced)
Single location, "overflow" & full service regional Jail	Riverside Regional Jail CFFW Regional Eastern Shore Regional Jail

Note: Blue Ridge is currently in the design development phase of adding a facility to serve Amherst and Appomattox Counties.

As previously mentioned, the original regional jail concept envisioned a regional jail as a replacement for three or more small local jails. This concept has broadened over the past decade to allow participation in a regional jail authority/board while continuing to operate a local detention facility. Examples are shown in the table below:

Table 8.3

Jurisdiction	Operates "local Jail"	Participates in Regional Jail	Participates in more than one Regional Jail System
Alexandra	✓	✓ PCRJ	✓ ACDC
Hampton	✓	✓ HRRJ	
Newport News	✓	✓ HRRJ	*Jail Farm
Norfolk	✓	✓ HRRJ	
Fauquier	✓	✓ CFFW	
Petersburg	✓	✓ RRJ	
Portsmouth	✓	✓ HRRJ	
Richmond	✓	✓ PCRJ	
Arlington	✓	✓ PCRJ	
Chesterfield	✓	✓ RRJ	
Loudoun	✓	✓ PCRJ	
Prince William	✓	✓ PW/MRJ	✓ PCRJ

Appendix #9

Richmond City Jail C-BCP

ATTACHMENT

FY-06 Per Diem Expenditures
Richmond City Jail and Regional Jails Statewide

Appendix #9

Cost Comparison of FY-06 Expenditures for Richmond City Jail and All Regional Jails Combined

The State Compensation Board publishes an annual report entitled: Annual Jail Revenues and Expenditures Report. The FY 2006 report was used to compare per diem expenses displayed in the table below. Figures for Regional Jails represent the average per diem expenses for all regional jails reporting in FY 2006.

Expenditures in Fiscal Year 2006 Expenses Per Inmate Day		
Compensation Board Expenditure Categories	Regional Jails Statewide	Richmond City Jail
Personal Services	\$36.39	\$33.35
Food Services	\$3.47	\$2.38
Medical Services	\$4.51	\$9.32
Inmate Programs	\$0.11	\$0.00
Transportation	\$0.51	\$0.62
Direct Jail Support	\$6.86	\$3.28
Capital Accounts-Operating	\$1.34	\$0.81
Other Indirect Expenses	\$0.01	\$3.71
Sub-total Operating	\$53.20	\$53.47
Capital Accounts-Long Term	\$0.05	\$0.00
Debt Service	\$16.96	\$0.00
Total Expenses	\$70.21	\$53.47

Source: FY 2006 Jail Cost Report: Annual Jail Revenues and Expenditures Report. Virginia Compensation Board.

Explanation of expenditure categories:

A description for each of the budget categories is provided below along with a description of the estimating methodology.

Personnel Services (salary and benefit costs) All wages, salaries and benefit expenses for staff employed/assigned to the jail. Only the staff required to run the jail are included (i.e., correctional officers, cooks, nurses and jail clerical/administrative personnel).

Food Services reflects all direct non-payroll expenses related to providing food for the inmates. Included are food service costs that are for outside contracted services, if relevant.

Appendix #9

Medical Services reflects all non payroll expenses related to providing medical services to the inmates. Included are any medical service costs that are for an outside contracted service. If medical services are an internal function, included are all direct medical supplies and outside charges.

Inmate Programs reflects all non-payroll expenses to provide programs such as general education, substance abuse and other counseling, recreation, etc.

Transportation reflects all vehicle expenses including replacement, purchase, maintenance, repairs, fuel, lubricants, tires and insurance costs.

Direct Jail Support reflects all direct support expenses related to jail operations including, but not limited to, non-payroll office expenses including office equipment, utilities, trash removal and communications expenses of the jail; direct expenses for inmate and correctional officer uniforms, bed covering and cleaning/laundry; expenses to keep the facility clean, facility maintenance and all fire and property insurance.

Capital Accounts reflects operating includes all expenses related to capital funding of the physical jail facility. Expenses of work performed by the maintenance section of the jail considered to be capital in nature are included in this category.

Other Indirect Expenses includes all other allowable jail expenses not classified in the categories above.

Capital Accounts – Long Term reflects all expenses related to capital funding of an expansion/major renovation. No capital expenditures that would later be reported as debt service is included in the category.

Debt Service reflects all debt service expenses for the physical facility, including principal, interest and bond issuance expense.

Gilmer, Rhonda A. - DJS

From: Thomas, James W. - DPW
Sent: Tuesday, March 03, 2009 1:57 PM
To: Gilmer, Rhonda A. - DJS
Cc: Winter, John F. - DPW; Wrinkle, Davis - DPW
Subject: RE: Community Criminal Justice Board Meeting Agenda

Rhonda,

The language for the CBCP & Planning Study were approved, along with the transmittal letter to the state DOC. Moseley delivered copies to the state DOC and provided a number of copies to our group for distribution. Mr. Wrinkle is in the process of getting copies of both documents delivered later today. The CBCP is dated February 2, 2009 and the PS is dated February 27, 2009.

The approved language for the CBCP is included on Page 75 & 76 as Footnote #5 to the second sentence in the City Jail Configuration paragraph of Section VIII, Richmond City Jail Conclusions and Jail Design Configuration. The Footnote reads as follows:

"This forecast is based upon the assumption that existing policies, procedures, programs and administrative procedures will continue into the future. Since the completion of the CBCP, it is the desire of the City to investigate how current and new alternative programs can potentially impact the incoming jail population and reduce the number of jail beds. At the present time, the City is developing a Jail Improvement Project to: (1) construct additional new bed space at the existing jail site; (2) renovate and continue to utilize a portion of the housing units in the existing jail; (3) build new overall core jail infrastructure, and (4) demolish and remove the majority of the existing jail facility. Referencing the above, local government officials are committed to systematically studying and assessing all available options to develop and implement the most responsible and cost effective project solution for the City. Based upon analysis of implementing new alternative programs, coupled with efficiencies in existing policies, procedures and administrative practices, that reasonably indicate fewer beds being required in the Jail Improvement Project, an Addendum to this C-BCP will be prepared and submitted to support the final project."

The same statement is included in Section 1, Synopsis of the Required Number of Beds, Page 2, Paragraph 3 of the Planning Study, but starts with, ***"Since the completion***

The final draft of the cover letter is as follows:

February 27, 2009

Mr. William T. Wilson, Local Facilities Supervisor
 Compliance & Accreditation Unit
 Virginia Department of Corrections
 6900 Atmore Drive
 Richmond, Virginia 23225

RE: Community Based Corrections Plan & Planning Study
 Richmond Jail Improvement Project
 City of Richmond

Dear Mr. Wilson:

Enclosed are four (4) copies each of the Community Based Corrections Plan and Planning Study for the City of Richmond Jail Improvement Project. We are submitting these documents for review and approval by your

03/03/2009