



MAYOR'S COMMISSION ON CITY JAIL ISSUES

FINAL REPORT

**PRESENTED TO THE HONORABLE L. DOUGLAS WILDER
MAYOR, CITY OF RICHMOND**

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BRIEF OVERVIEW

The Commission on City Jail Issues (“The Commission”) was created in July, 2005 by Mayor L. Douglas Wilder to review various aspects of the Richmond City Jail. On August 3, 2005 Mayor Wilder convened the first meeting of the Commission and charged it with assessing the functionality, policies and procedures, physical plant issues and overall general effectiveness and efficiency of the jail and its operations. The Commission was tasked with making recommendations to the Mayor through interviews, assessments and then “deliberations on an aggressive schedule” to inform the Mayor’s budget priorities for the next fiscal year (FY). Additionally, the Commission could include in its review the possibility and/or necessity for building a new jail. The Mayor requested a report from the Commission on or before December 31, 2005.

Mayor Wilder appointed the following persons as members of the Commission: **Rodney D. Monroe**, Chief of Police (Chair); **Leonard Cooke**, Director, Department Criminal Justice Services; **Marla Graff Decker**, Deputy Attorney General, Office of the Attorney General; **Walter McFarlane**, Esq., Department of Correctional Education; **Walter Ridley**, Consultant and Former Director of the Department of Corrections-Washington, DC; **Faye Taxman**, Professor, Virginia Commonwealth University; and **Izeta Wade**, Program Manager, Division of Motor Vehicles and Former Parole Examiner, Virginia Parole Board. The Commission was initially staffed by **Pamela O’Berry Evans**, Richmond Police General Counsel; **Rhonda Gilmer**, Criminal Justice Planner, Department of Justice Services; **Patrick Roberts**, Senior Assistant to the Chief Administrative Officer, City of Richmond and **Banci Tewolde**, Assistant Attorney General, Office of the Attorney General. After the election of C.T. Woody as Sheriff, **Delores Anderson**, Chief of Staff to Sheriff Woody joined the Commission. On May 2, 2006, Mayor Wilder appointed **Pamela O’Berry Evans**, Virginia ABC Commissioner, to the Commission. **D. Brian Cummings**, Richmond Police Interim General Counsel, joined the Commission staff in March 2006.

The Commission has set forth in this report many recommendations to improve jail operations and ultimately the entire criminal justice system in the City of Richmond. The Commission fully recognizes the dramatic budgetary impact of its recommendations. The City Jail, because of years of benign neglect preceding the current Jail Administration, has suffered significant consequences resulting from a stagnant budget and under funding. Appropriation of funding necessary to accomplish the Commission’s recommendations is consistent with the Mayor’s desire to improve the quality of life in the City of Richmond. The majority of recommended changes and funding are intended to dramatically improve the infrastructure and systems to not only improve jail operations but also to enable Jail Administration to prepare inmates to lead law abiding and productive lives post-incarceration. The Commission, where possible, has identified external funding sources such as the Department of Criminal Justice Services (DCJS), the National Institute of Corrections, the Virginia Department of Corrections, other grants and public/private partnerships to fund certain key recommendations.

METHODOLOGY

The Interim Report, issued on December 30, 2005, described the methodology utilized by the Commission. Commission members and staff were initially assigned to specific working groups based upon his or her expertise. Meetings were held at least once each month to share progress and status reports. Each working group established its own schedule to visit the jail, review records, conduct interviews, and obtain information from comparable facilities.

From late August, 2005 through November 10, 2005, the Commission working groups conducted its work by reviewing documents, conducting interviews and assessing the physical facility (including locking mechanisms) with varying degrees of cooperation from Sheriff Michelle Mitchell and her staff. On November 10, 2005, two days after Sheriff Mitchell was defeated by C.T. Woody in the Richmond City General Election, Sheriff Mitchell had her staff notify the Commission that the Sheriff's office would no longer cooperate with the Commission, nor provide it any information, tours or access to the jail.

Due to this development, the Interim Report did not represent final or comprehensive findings and recommendations of the jail and its operations. Mayor Wilder authorized the Commission to continue its work into 2006 in order to present complete findings, which could be verified by more reliable data, unfiltered and uncensored interviews of staff and inmates, and direct access to all jail documents. The administration of C.T. Woody was extremely cooperative with the Commission and attended every meeting after the election while also providing unfettered access to jail personnel and jail documents. In its final report, the Commission relied on documents and information as provided by Sheriff C.T. Woody and his staff.

The Commission's final report focuses on seven (7) areas:

1. Jail Security
2. Information Technology
3. Feasibility of Population Reduction
4. Construction of a New Jail
5. Health Care/Medical
6. Policy/Accreditation/Training
7. Education

JAIL SECURITY

A. Background

The Interim Report addressed the issue of the jail security throughout the various sections of the report: Physical Facility, Administration, Classification, and a section on Medical Assessment. The jail is a complex organization. It is a primary resource for the City of Richmond's criminal justice system. At its very core, the jail provides for the

security, control and safety of male and female inmates who are there for the following reasons:

- Recently arrested and pending arraignment, trial, conviction, and sentencing
- Sentenced to jail time
- Probation, parole, or bail-bond violations pending revocation proceedings.
- Sentenced for probation or parole violations
- Convicted and awaiting transfer to state or federal institutions
- Held for violation of court ordered conditions such as failure to pay fines, contempt, failure to appear in court, violations of restraining orders, or failure to attend counseling
- Juveniles charged as adults or waiting transfer to juvenile authorities
- Held under contract for other local, state, or federal jurisdictions
- Witnesses for court

As mentioned in the Interim Report, the rated capacity for the Richmond City Jail is 882 and yet the average daily population of the City Jail since April, 2006 is approximately 1,530 inmates. The sheer numbers of inmates and consequent overcrowding require a very well defined and functioning security program. Additionally, a highly visible and actively engaged management staff, a fully staffed and trained workforce, a well-defined classification system, an adequate physical plant with required equipment and a fully implemented set of policies and procedures (including but not limited to such critical elements as emergency procedures, inmate accountability, key and tool control, and inmate discipline) are essential in maintaining a safe and orderly operation of the Richmond City Jail.

In an effort to attract and retain qualified and professional individuals and to stabilize the current workforce, the Jail Administration has:

- Requested additional budgetary funds during spring 2006 from the Commonwealth of Virginia and the Richmond City Council to help raise the minimum salary for a Deputy Sheriff from the current \$29,000 (which is approximately \$2,500 less than the surrounding jurisdictions) to \$33,000. The funding request was rejected by City Council. Base salary increases for Deputy Sheriffs would allow for;
 - Increased recruitment and retention;
 - The ability to attract more skilled professionals; and,
 - A higher return on training investment that averages approximately \$5,800 per new deputy.

The Interim Report made certain critical recommendations designed to improve overall jail security. The specific recommendations most critical to jail security were:

- Jail Administration should receive cost bids for installation of a camera system in critical areas of the existing jail.
- Jail Administration should immediately review the functionality of the camera system in the women's facility.
- Jail Administration should immediately acquire emergency back-up generators.
- Jail Administration should address the critical lack of space throughout the facility.
- Jail Administration should review the Dewberry and Davis proposals for renovations to the existing facility and determine the most critical and cost-effective recommendations for jail security purposes.
- The City of Richmond should construct a new state of the art facility.
- Jail Administration should train all jail personnel in the proper and complete use of the Inmate Management Tracking System (IMATS), an off-the shelf data system, to track inmate movement.
- Jail Administration should update all jail logs and routine paperwork.
- Jail Administration should conduct a random audit of all current jail logbooks.
- Jail Administration should immediately review and revise the jail's search practices.
- Jail Administration should review and assess the current custody levels and actual application of Objective Jail Classification (OJC) policies and procedures.
- Jail Administration should implement an initial classification/screening process for temporary cell housing within eight (8) hours of entry to the jail.
- Jail Administration should assign medical staff to assess health risks in the initial classification/screening process.
- Jail Administration should review all medical treatments/services and conduct a cost/benefit analysis with the assistance of the City and a consultant.

B. Action Taken

The new Jail Administration, as will be reflected throughout this report, appears to have taken measures to address the recommendations contained in the Interim Report. With respect to the high priority security recommendations detailed above, the Jail Administration has advised the Commission that it has taken the following steps:

- Installed nine (9) video surveillance cameras inside and outside the facility. This represents Phase I of a two-phase project that will provide an additional nine (9) cameras inside the facility. Phase II of the camera installation is slated for completion by the end of calendar year 2006. The monies for this project enhancement are made available from existing grant funds. This will provide, for the first time, security cameras to the Jail entrance, male housing facilities and the Internal Affairs Division (IAD).

- City and Jail Administrations are moving forward to replace the locking mechanisms on all cell doors in the facility, at a cost of approximately \$1 million dollars. Project work will begin in October, 2006 with an estimated completion of all cell doors by Summer 2007. In the interim, additional Sheriff's Deputies are assigned to high custody tiers, cells and details.
- During the first six months of its Administration, Jail staff assessed the physical location and security requirements for each department in the facility. This assessment resulted in moving the Medical, Classification and Records departments. They are now co-located which allows for maximum-security oversight and minimum inmate traffic.
- In February, 2006, Jail Administration assigned a medical staff person to Lock-Up to provide initial medical assessment screenings during the intake process and is currently working on developing procedures to begin health screenings prior to inmate classification.
- Jail Administration staff and personnel implemented the following security procedures and enhancements to ensure employee, visitor and inmate security:
 - Installation of metal detectors and use of hand and wand searches on all persons, to include employees, entering the facility.
 - Definition of walk areas for the inmate population to use when moving through the facility. This provides more controlled movement of large groups. Jail administration requires that inmates walk only in the designated taped off areas and that they stop and place their backs against the wall when staff or visitors are in the hallway.
 - Conducting scheduled and unscheduled searches of inmate cells and living areas to remove weapons, drugs and other illegal items from the facility.
- Performance of random drug screening of all Richmond Sheriff's Office (RSO) employees.

C. Additional Recommendations

The Jail Administration should continue to implement the recommendations as set forth by the Commission in the Interim Report. The Jail Administration has advised the Commission that it tracks its progress on each of the recommendations in a spreadsheet entitled "Mayor's Jail Commission-Status Update". The Jail Administration should continue to utilize the spreadsheet and provide an updated status report to the Mayor, Chief Administrative Officer, and Commission Chairman every ninety (90) days until such time that all recommendations have been fully implemented. The Commission further recommends the following:

- Jail Administration complete the assessment checklists monthly in order to assess improvements made on critical aspects of jail operations and jail management. This will permit the Sheriff to determine if short-term and long-term goals in critical areas have been reached.

- Jail Administration should conduct a staffing analysis to ascertain the appropriate staffing levels and whether any or all of the below listed items and/or conditions exist within the organization/facility.
 - Unnecessary overtime costs
 - Staff morale
 - Attrition
 - Understaffing in essential posts and vacancies
 - Inability to supervise inmates properly or provide needed programs or services
 - Increased incidents of assaults and introduction of contraband as a result of staffing shortage
 - Inability to provide breaks for staff
 - Lack of proper staff backup to handle emergencies
 - Inability to supervise staff properly
 - Inability to provide adequate staff training
 - Too few authorized full-time positions to provide coverage in critical areas

NOTE: The staffing analysis can be accomplished through the National Institute of Corrections (NIC) and its' technical assistance program. The Institute requires a letter from the Sheriff outlining the Jail Administration's requirements for the staffing analysis and will allocate a maximum amount of \$10,000 for the project. If requested by the end of October 2006, the staffing analysis can be accomplished during calendar year 2006.

INFORMATION TECHNOLOGY

A. Background

The Commission's review evidenced the need for improvements in the area of information technology. The Commission, in the Interim Report, recommended that the Richmond Sheriff's Office and the Richmond Police Department collaborate to develop and use a compatible records management system to facilitate information sharing between the Sheriff's Office and the Police Department. The Jail currently uses a Jail Management System (JMS) called IMATS. The vendor no longer supports the system and only a handful of Jail personnel are trained to use the system. The Commission formed a subcommittee on technology issues to assess the technology needs of the Jail. The subcommittee had the following objectives:

1. To assess the current capacity and functionality of the Jail's records management technology;
2. To make recommendations about the future of the current technology in the Jail and its use in the future;
3. To locate funding sources for the technology needs of the Jail;
4. To review other Jail records management systems and to compile best practices; and,

5. To ultimately recommend a long-term technology action plan for the Jail's critical functions and to form a partnership with the RPD.

The subcommittee consisted of the following members: **Michael Baker**, Systems Developer Leader, City of Richmond Department of Information Technology; **William Hobgood**, Systems Developer Leader, City of Richmond Department of Information Technology; **Steven Hollifield**, Information Services Manager, Richmond Police Department; **Linda Gallaspie**, Systems Operations Analyst II, Richmond Police Department; **Ben Wood**, Technical Services Unit Chief, Department of Criminal Justice Services; **Spencer Stone**, Information Systems Director, Richmond Sheriff's Office; and **Delores Anderson**, Chief of Staff to Sheriff Woody.

On May 3, 2006, Mr. Baker (Chairman of the Subcommittee) presented an Executive Summary of its report and PowerPoint presentation to the Commission outlining its findings and recommendations. The subcommittee used the Business Technology Planning (BTP) process for assessing the Jail Operations Division of the Sheriff's Department. That process consists of defining the organization's current state, target state, and then developing a roadmap to achieve the desire target state. In its analysis of the organization's current state, the subcommittee identified certain critical issues that must be corrected and certain non-critical issues that need to be corrected and identified thirty-six (36) key issues and ranked them as high/medium/low. The subcommittee then identified and diagrammed the target state of the organization and identified thirty-four (34) items to achieve in the target state, ranking them also as high/medium/low.

The items on the Technology Roadmap that fall into the critical area would cost the City and Jail Administration more than \$400,000 to implement. Most of this cost is to replace the JMS. These changes are required to provide the minimum technology standards that are expected in today's business environment. The Jail Administration is confronted with attempting to update a technology infrastructure in a facility that does not have an existing wiring and data cable infrastructure to support the types of automation changes required to become more effective and efficient in its business operations.

B. Action Taken

Since receiving the Information Technology Subcommittee's report, the Jail Administration has advised the Commission that it has accomplished or is in the process of accomplishing the following:

- In April 2006, Jail Administration obtained an additional sixty-seven (67) computers using monies from the State Compensation Board and City at a cost of approximately \$90,000.
- Jail Administration joined the City's Department of Information Technology's (DIT) Microsoft Licensing Agreement purchase plan to ensure PC software licenses are current and that available vendor support is available if necessary.

Licensing for the more than 120 PCs cost the Jail Administration approximately \$60,000 in July 2006.

- Jail Administration's Information Technology staff is working with City and Richmond Police technology teams to make a final recommendation on the cost and functional adequacy of the new JMS.
- Jail Administration staff completed the Business Technology Planning session with City DIT personnel and leaders in September, 2006. This process provides a comprehensive technology roadmap to assist the Jail Administration in strategically forecasting budget priorities, identifies automation challenges, and provides ways to leverage existing technologies in other agencies.
- The Jail Administration is actively pursuing grant-funding opportunities to help implement the recommended technology changes and enhancements. It will submit an application before October 31, 2006 that, if awarded, would help pay for the new JMS.

C. Additional Recommendations

The Jail Administration and the City Administration should take immediate action to address the identified critical issues contained in the subcommittee's Executive Summary. All of the critical issues are high risk items that if not addressed may cost the Sheriff's Department significant hard or soft dollars (i.e. hardware failure, lost productivity due to an inefficient network, and unrecoverable data due to lack of back-up procedures). The most important and expensive item is replacing the existing IMATS¹ with a new JMS (Jail Management System). The JMS is a mission critical system. It will support the daily operations of the jail and interface with the Virginia state Local Inmate Data System (LIDS) and is a major source of funding for the Jail. The Commission recommends OSSI's JMS system for all the reasons contained in the subcommittee's Executive Summary.

The purchase of a new Jail Management System (JMS) would enhance the Jail Administration's capability to track and maintain inmate data and services. Jail Administration staff would be able to compile and analyze data from the automated system to develop sound business practices and make short and long term planning decisions. Immediate benefits gained from implementing and installing a new JMS include, but are no way limited to the following:

- A new JMS, at a cost of approximately \$250,000, would allow for the interface and data exchange with other law enforcement entities (e.g., Richmond Police Department, State Compensation Board, etc.) for data access and reduction of efforts related to obtaining fingerprints, mug shot photos, gang-related information, etc.
- A new JMS would permit comprehensive training of personnel on system use, features, data entry and retrieval that will ensure accurate documenting and

¹ Inmate Management Tracking System

reporting of inmate population data as a management tool. This is required to ascertain an accurate picture of the inmate population, services rendered and all associated costs. Jail staff and personnel could then access up-to-date inmate data to perform their tasks and/or update inmate records.

- A new JMS would reduce and eliminate duplicative efforts currently performed by Jail personnel. Currently, inmate records are maintained in both manual and automated systems. Maintaining one inmate record, accessible by all personnel will free up human resources to perform other jail operation functions.
- A new JMS would reduce the opportunity for errors by using one system to house all data. Personnel currently enter the same inmate data in several different locations and formats.
- A new JMS would improve the classification process in the following ways:
 1. Produce bar-coded inmate wristbands for identification and tracking purposes. A hand-held device would update the inmate's record by reading barcode labels. This will provide a more complete and accurate accounting of inmate location, services received and those services still outstanding.
 2. Permit real-time classification reassessment of inmates to ensure they are housed appropriately.
 3. Use mug shot photos already on file with RPD eliminating duplication of work.
 4. Generate automated logbooks to record inmate service requests and jail response time in providing those services.
 5. Classification staff would be able to classify and re-classify from any location within Jail Operations because they would be trained and have access to a computer; thus expediting the classification process. This should only be done by classification staff not all personnel.
 6. Record personal data to identify inmate needs and facility reentry program status for classification and treatment programs.
 7. Automate medical intake assessment to immediately identify the health status of an inmate before classifying into population. This information can be made available to the Classification personnel.
 8. Provide the ability to track and maintain citizenship status of inmates to determine eligibility for reimbursement of non-citizens.
 9. Permit automated logbook entries by Jail staff and personnel to document actions taken such as writing of incident reports, disciplinary action and ability to generate reports that meet DOC requirements. All Jail personnel would be able to review pertinent inmate records, other than medical records, for Jail operation purposes.

- A new JMS would improve the delivery of medical services benefits in the following ways:
 1. Inmates' medical records would be automated and be part of each inmate's history. This data would be accessible only to medical personnel. The system would ensure that inmate medical records would remain confidential.
 2. Medical costs per inmate would be captured and Jail Administration staff would have the ability to track costs by inmate.
 3. Medical requests by inmates would be entered into the system, tracked and closed in the system; thus providing a timeline of services requested and received.
 4. Initial medical intake screenings would be automated and immediately available to the Classification personnel to determine housing unit.
 5. Inmate records would indicate any available medical insurance, previous medical condition before incarceration and any discharge medical instructions upon release.
 6. Medication dispensing information would be entered into the inmate record with associated costs.

The Commission further recommends that the Subcommittee on Technology work closely with the medical staff within the Sheriff's Office in following the roadmap set forth by the Subcommittee on Technology. The subcommittee has developed an aggressive twelve (12) month timeline for completion of the roadmap.

FEASIBILITY OF POPULATION REDUCTION

A. Background

The Pre-Trial and Post-Conviction Subcommittee of the Commission previously found the following:

- Insufficient resources available at the arrest to pretrial stage to assure that thorough investigations are carried out on all arrestees.
- Only judges are making pretrial release decisions while magistrates make some of the release decisions in other parts of Virginia such as Fairfax, Norfolk, Chesterfield, Fauquier, and OAR-Jefferson Area (Charlottesville).

A pretrial release program provides a cost effective substitute to incarceration. If properly managed, it provides the Richmond courts with information about an arrestee so that judges can make informed decisions concerning the most effective method of ensuring the arrestee's appearance in court. The goals of these services include: decreasing failure to appear, increasing public safety, protecting the presumption of innocence, expediting court processing, efficiently managing jail space, effectively utilizing criminal justice and community resources and reducing disparity in bail decisions. When these tasks are performed well and goals are met, unnecessary

pretrial detention, for minor offenses, is minimized and jail crowding is reduced while maintaining public safety.

Richmond City established pretrial services as defined by the *Code of Virginia* and interpreted by the Department of Criminal Justice Services (DCJS) in 1995. Services were rendered through a performance-based contract with a nonprofit organization established as a criminal justice agency. Currently, Richmond City pretrial services are administered by staff of the Department of Justice Services and funded by general appropriation funds allocated by the Virginia General Assembly. The fund is designated for the purpose of supporting the Comprehensive Community Corrections Act for Local Responsible Offenders and the Pretrial Services Act. These funds are monitored by DCJS through discretionary grants to local units of government. As a recipient of these funds, Richmond City is required to provide pretrial services using one of the two following models adopted by the Commonwealth of Virginia:

Pretrial Interview/Investigation for First Appearance/Arraignment in any district or circuit court with Pretrial Supervision and Services: This model is designed to provide defendant-based information and bail release recommendations. It is primarily designed to provide information to the judge(s) of the District Court(s) at the initial appearance of defendants who have been admitted to bail but not released due to their inability to meet the requirements of a secure bond OR have been denied bail. Admission to bail is the process used by a judicial officer to establish terms of release and the conditions with which defendants must comply upon release on bail. Supervision and services are provided for those released to the custody of the program.

Jail-Based Central Intake Services with Pretrial Supervision and Services: This is a jail-based program model that seeks to integrate and combine the process of investigating defendants for pretrial release with the jail admission/intake process. Defendant-based information, assessment of risk, and bail release recommendations are provided to assist judicial officers and can also be used as the initial inmate classification information for those not released on bail. Supervision and services are provided to those released to the custody of the program.

During FY04 and FY05 (illustration below) there was an increase of 27.49% in the number of pretrial investigations conducted by Richmond Pretrial Services. However, the number of placements decreased 27.60% between the same two years. Factors that may have contributed to the decrease of placements are 1) the judicial trust factor resulting from the administration of pretrial services by two different vendors in the past three years; and 2) the combination of secure bond and pre-trial placements resulting in longer detention when bond is not met.

Description	FY03	FY04	FY05
Investigations/Risk Assessments	1623	1528	1948
Total # of New Placements	1067	1076	779
• Placement with Secure Bond	535	396	156
• Placements without Secure Bond*	532	680	623
Average Daily Caseload	217	262	191
Average Length of Supervision	79	91	91
Successful Closures	454	372	489
Unsuccessful Closures	240	229	192

Source: Annual PTCC Statistical Report FY05

Currently, the pretrial services program conducts investigations and it serves the Richmond General District Court and Juvenile and Domestic Relations Court. The program does not provide investigative services to defendants charged at the Manchester General District Court or Circuit Courts due to limited staff resources. Therefore, in order for pretrial services to be effective, courts must insist on receiving the information and recommendations prior to make a pretrial decision.

Based on a random population analysis for the months of July 2005 and March 2006, the average number of pretrial commitments was 1,107 and the average number of pretrial releases was 784. When compared to the number of offenders convicted and sentenced during the same months, the data revealed the average length of jail days for pretrial defendants exceeded convicted offenders by 2.25 days. Given the overcrowded conditions, a reduction of one day will have a significant impact on population management. In accordance with standard pretrial services guidelines, no defendant should be withheld an investigation and recommendation based on the nature of the charge except those defendants charged with a crime punishable by death or who have a detainer imposed by federal or state government (i.e. correctional facility). Between the months of March 2006 and August 2006, Richmond City Jail housed approximately 4,489 non-violent pretrial defendants. Of those, 2,841 were charged with non-violent misdemeanors such as trespass, driving on a suspended license, failure to pay child support, petit larceny and DUI and 1,648 were charged with non-violent felonies such as credit card fraud, identity theft, larceny, forgery and uttering, and narcotic possession (without weapons). While it may appear that defendants charged with these offenses would pose very low risk for failure to appear, re-offending or as a threat to public safety while in the community, it is the quality of the risk assessment that should determine if release is suitable. Risk assessment coupled with multiple levels of supervision and judicial reliance on pretrial investigation reports has the potential to substantially impact overcrowding.

There are many non-violent convicted offenders incarcerated whose rehabilitation/punishment may be better attained through alternative means other than traditional incarceration. Placing these inmates in alternative programs will meet society's objective to deter crime, punish, rehabilitate criminals in a cost effective manner, and reduce the overcrowded conditions at the Richmond City Jail. Such

programs include work release and home confinement with or without electronic monitoring.

The Commission recommends the establishment of a separate Mayor's Commission to work, in conjunction with the Jail Administration as well as other local officials and experts in the area, to develop a pretrial services agency that will provide an array of services that correspond with defendant risk levels. Services may include the following:

- Mental health screenings
- Drug court eligibility assessments
- Intensive supervision
- Specialized supervision (i.e. mental health/co-occurring disorders with outpatient treatment)
- Substance abuse treatment
- Referrals to medical care
- Education
- Employment assistance

The primary benefit of a pretrial services agency that provides community supervision is the cost savings that it offers as an alternative to incarceration in the jail. In FY05, it cost \$50.19 per day to house a person in jail as compare to less than \$4.00 per day to supervise the person in the community. A secondary benefit is that, as an alternative to incarceration, supervision allows individuals to live with their families, maintain employment, seek educational and vocational training, have better access to an attorney to participate in their own defense, and be productive members of society while awaiting trial. An agency with multiple treatment services or partnerships with various treatment providers can also be utilized for pretrial diversion. These individuals are offered alternatives to traditional criminal justice where the end result is a dismissal of charges, or its equivalent, if the diversion program participant successfully completes the program.

A pretrial services agency staffed with trained investigators, supervision officers and clinicians to provide treatment services could cost significantly less than the daily cost of a jail bed day for a period of time, but could eventually balance the cost of jail beds as its maximum capacity is reached. In Richmond, an agency with expanded services as described above would cost a minimum of \$1.6 million annually or \$4,384 per day. The cost would include approximately \$1,235,200 in personnel, \$65,000 in operational cost and \$300,000 in clinical services. Growth in the number of pretrial placements of a minimum of 75% more than FY05 would result in an increase in the daily cost per defendant supervision from \$4.00 per day to \$13.00.

B. Action Taken

- Three full-time pretrial officer positions have been approved in the Mayor's FY07 budget to increase investigations during evenings and weekends.

- Jail Administration and City Administration have ongoing discussions with the Chief Magistrate regarding pretrial investigations, recommendations, and release decisions.
- The Richmond Community Criminal Justice Board has included monitoring, evaluation and expansion of pretrial services as a FY07-08 biennial goal.
- In September 2006, the Jail Administration began using a new, state-of-the-art Global Positioning System (GPS) monitoring device on individuals who receive a sentence of home incarceration. This technology streamlines the monitoring process, while providing more accurate and timely information on the offender's movements. The cost of these new devices is consistent with the cost inmates incurred on the previous monitoring devices (\$10 per day). The benefits of a state of the art GPS electronic monitoring system include:
 - The ability to monitor more individuals than the current system;
 - The ability to identify the exact location and position of individuals wearing monitoring devices;
 - Reduction of human capital to monitor the system;
 - Real-time reports on tracking individuals; and,
 - Overall reduction in costs associated with maintenance and use of the system compared to the current system.
- In an effort to further reduce the inmate population, the Jail Administration has worked with the Department of Corrections (DOC) to identify 105 state DOC inmates who should no longer be housed at the Richmond City Jail because of the prescribed time limitations on housing state inmates in local facilities. Jail Administration has been assured by DOC management that DOC will remove the non-compliant inmates in a timely manner.

C. Additional Recommendations

The Commission makes the following recommendations that City Administration, Jail Administration and other stakeholders should collectively work on implementation:

- Develop a pretrial services strategic plan outlining the direction of the agency over a defined period of time to serve as a benchmark for future system improvements. If outsourced, a comprehensive plan could cost approximately \$50,000.
- Conduct a study with technical assistance by the National Pretrial Resource Center and the Department of Criminal Justice Services to determine the pretrial service model that will expedite release decisions in Richmond and minimize unnecessary pretrial detention. If outsourced, such a study would cost approximately \$8,000.
- Utilize the Magistrate's Office for pretrial release decisions. The volume of investigation reports for consideration will likely result in a need to increase the number of magistrates by two FTEs at a cost of \$88,000.
- Increase staff resources to provide a greater impact on the number of investigations conducted including those scheduled for an initial appearance at

the Manchester General District Court. Around the clock (24/7) staff availability will require an additional six (6) FTEs for a cost of \$264,000.

- Establish a mechanism to systematically review detained population awaiting trial for release on bail. A process should be established to review and update investigation reports for defendants who remain in jail after the initial appearance.
- Develop and implement pretrial diversion programs for first time non-violent offenders. Legislation should be reviewed and/or drafted to establish diversion programs, which non-violent offenders can participate in lieu of incarceration.
- Coordinate with courts to release critically ill and terminally ill defendants who are of limited risk to public safety to community supervision.
- Consult with the judiciary, Commonwealth's Attorney and defense bar to establish staggered arraignment schedules for General District and Circuit Courts. Arraignment schedules will accommodate pretrial representation to explain policy and/or program requirements and answer questions regarding risk assessment.
- Develop and implement a process to respond to noncompliance with conditions imposed by the program. This will enhance an offender's observance of court requirements affecting the agency's overall supervision outcomes.
- Explore the efficacy of current pretrial risk assessment and the effectiveness of graduated risk assessments (i.e. first time offenders charged with misdemeanor offenses.)
- Increase coordination with treatment providers and social service agencies. Sanctioned-based treatment programs such as drug court, residential treatment, and mandatory participation in outpatient drug treatment should be reviewed and implemented if possible.
- Review the current Good Time Policy to ensure that it meets the requirements of § 53.1-116 of the *Code of Virginia*. The process should be clearly outlined to the inmate population to encourage participation. As part of this policy, the Sheriff's Office should:
 - Consider jail conduct and education initiatives as incentives.
 - Investigate the opportunity of offering the additional five (5) days credit for performance of institutional work assignments, participation in classes, or participation in local workforce programs (Virginia Code § 53.1-116).
 - Delineate in the Jail's Inmate Handbook the manner in which Good Time Credit may be obtained as well as the process in which it can be lost.
 - Implement and apply the grievance process for inmates whereby inmates can appeal the loss of credits and other decisions by the administration.
- The Jail Administration should continue to meet and discuss with the judiciary and implement a work release program and halfway houses.
- The City should adopt a model of offender reentry for those currently incarcerated. The strategies designed by the Virginia Prisoner Reentry Policy Academy may be referred to as a reference for implementation. The model should include the faith based community and the private sector to help build the capacity of those currently incarcerated and afford opportunities for those released to the community.

CONSTRUCTION OF A NEW JAIL

A. Background

The Richmond City Jail consists of two physically separate buildings: the main City Jail located at Fairfield Way and 17th Streets, and the City Lock-Up approximately two miles away at 501 N. 9th Street. The City of Richmond also houses approximately seventy (70) prisoners at Peumansend Creek Regional Jail, located in Caroline County, which is a minimum/medium security regional jail.

The City of Richmond's contract with the Peumansend Creek Regional Jail is for one hundred (100) beds at a FY07 budgeted cost of \$1,429,623. During FY06, twenty-five (25) beds were leased to a non-participating locality which generated \$136,584 in rental income for the City of Richmond. While this arrangement terminated in December 2005, City Administration is pursuing the possibility of a lease/purchase of at least twenty-five (25) beds with other localities. The regional board that oversees this facility enforces strict criteria on the types of inmates that jurisdictions may house such that only low level custody inmates without any medical problems are permitted to transfer to the Regional Jail. The Richmond City Jail currently has one hundred (100) beds at the facility, seventy (70) of which are occupied by Richmond City jail inmates who meet the regional board's strict criteria.

The City Lock-Up was erected as part of the Public Safety Complex and was completed in 1962. The management of the Lock-Up was transferred to the Sheriff's Office in 1974. Inmates are booked at the City Lock-Up and are moved into the Lock-Up from an enclosed salleyport. Inmates are moved to and from the main jail and other locations via a second salleyport.

The main City Jail houses pre-trial and sentenced inmates (local and state responsible inmates awaiting transfer to the state corrections system). The main City Jail was constructed between 1963 and 1965. In 1991, an additional 100 bed dormitory unit was completed to accommodate inmate population growth. Over the years, alternative changes to cell/dorm use as well as converting some spaces to accommodate overcrowding conditions have been made by jail staff. There has been no subsequent comprehensive jail renovation. With the exception of the HVAC system modification in 1980, the Lock-Up has not been expanded or renovated.

The Commission, in the Interim Report, strongly recommended and advocated for the construction of a new state-of-the-art facility. A new facility will allow for greater efficiency and effective use of tax dollars. A new facility will provide for a better quality of life for inmates as well as a healthy, safe work environment for employees.

B. Action Taken

An architecture/engineering firm is working with the City to develop a rendering for a four-story expansion to the existing jail. The rendering will provide an estimated cost for expansion.

C. Additional Recommendations

The Commission recommends and strongly advocates for a new jail for the City of Richmond. Overcrowding and antiquated physical conditions support this recommendation. Initial indications are that a new jail will cost between \$75 and \$80 million. There are two current renderings: one with a brick façade and one with a modular structure. The new jail will house between 1600 and 2000 beds and will provide for anticipated growth of the jail population. When considering alternatives to incarceration such as expanded electronic home monitoring and diversion through a new pretrial services agency, the number of beds should be sufficient for future growth. The Commission recommends the construction of a new jail as its primary recommendation in this area rather than renovation of the existing jail. The reasons for this are that a new jail will afford the Jail Administration and the City the opportunity to creatively design and build a facility that will allow for innovative programs, utilization of the facility consistent with the public safety and criminal justice goals for the City, and state of the art security measures necessary for the operation of today's jails. In the area of innovative programs, the Commission refers to areas such as education, medical services, and administrative functions. Additional benefits recognized by the construction of a new facility rather than renovation and expansion of the existing facility are that it will meet constitutional standards, provide for a better quality of life for inmates and a healthy, wholesome work environment for employees.

There are many potential funding avenues that City Administration can pursue for the construction of the new jail. Among the options are existing efforts currently underway with the United States Marshal's Service and that agency's CAP (Capital Assistance Program) that offers financing to build facilities that will potentially house federal offenders. Discussions with area Congressmen may result in special appropriations for the construction of a new jail. Finally, the Commission strongly recommends that City Administration enter into partnerships to achieve private/public financing to pay for the construction.

HEALTH CARE/MEDICAL

A. Background

The Commission, in preparing for the production of the Interim Report, spent considerable time reviewing the operation of the Richmond City Jail with respect to the delivery of medical services. The Interim Report included the following recommendations:

- A complete review by the Jail Administration of all medical treatment/services and a cost-benefit analysis, with the assistance of the City and a medical costs consultant, to determine if medical services should be contracted out to a private vendor.
- Consideration by the Jail Administration of a possible contract with a local hospital for the provision of hospitalization and emergency care for inmates who cannot be treated in the jail.
- An audit of current emergency services to determine whether some of the emergency services can or should be handled in-house.
- A review of pharmaceutical costs to determine if the process currently in place is cost efficient and managed properly.
- Jail Administration pursues the option of purchasing generic drugs or low cost alternatives such as a formulary.
- Jail Administration should work closely with the local courts for early release of critically ill and terminally ill inmates.
- Jail Administration should develop male and female cellblocks or tiers exclusively designated to the treatment of inmates in need of medical observation and treatment. Cells in such medical units should be designed for single occupancy.
- Jail Administration should promulgate Universal Precautions procedures and train staff in the handling and storage of infectious materials.
- Jail Administration should overhaul and reorganize the systematic procedures used in the medical section and focus its review on the following: regular sick calls; availability of doctors or other medical personnel; intake screening; putting medical protocol and procedures in writing; infectious disease procedures and testing for inmates; coordination between security staff, medical staff and classification; procedure for obtaining prescriptions; and provisions for hospitalization and emergency services.
- Jail Administration should review the specific policies and procedures for mental health services.
- Jail Administration should make it a priority to computerize medical services records to permit immediate access to medical records and medical services provided.
- Jail Administration should implement a system that ensures inmates' requests for medical visits or medication will be handled confidentially. The Commission recommended the placement of a locked box in high security and isolation cells for medical drops.
- Jail Administration should promulgate specific procedures and guidelines for medical treatment and reviews of injury reports by supervisors and team leaders during their shift for accountability and completeness.
- Jail Administration should benchmark with other jails in Virginia as it considers medical services for inmates in jails.

B. Action Taken

The Jail Administration has much work ahead in the area of medical services and health care. Pursuant to the Commission's Interim Report recommendations, the Jail Administration advises that it has taken the following actions:

- On March 27, 2006, the Jail Administration presented to City Council an overview of its current medical expenses. The Administration cited its medical expenses as one of four major challenges not funded in FY07. Some of the specific concerns presented to Council were the significant costs incurred by the Administration on expensive HIV and psychotropic medications, hospitalizations, and mental health services.
 - The City Jail's medical expense budget increased by \$700,000 between FY03 and FY06, while actual expenditures increased by \$1.6 million.
 - Richmond City Jail retains a lower medical cost, per inmate per year, than comparative costs in Virginia and West Virginia prisons, national averages, and the medical care costs of U.S. residents. The average daily medical cost in 2005 for inmates at the City Jail was approximately \$11.00.
- In June 2006, the Jail Administration co-located the Medical department with the Classification and Records departments. This process allows Medical personnel to screen and process inmates within the first seventy-two (72) hours of incarceration. Inmates who cannot be housed in general population areas for medical reasons are identified prior to the classification process, thus decreasing the chance of spreading communicable diseases.
- In August 2006, the Jail Administration began strict enforcement of documenting and collecting the \$10 charge for inmate physician visits and \$5 for sick calls and dental sick calls.
- Effective November 1, 2006, the Jail Administration will require inmates to pay \$3.50 for prescription refills.
- During the Summer 2006, the Jail Administration allocated space for a mental health tier. This population receives specialized care and treatment and can be more closely monitored. Central State Hospital sends a triage team into the Jail to work with the mental health inmates.
- The Jail Administration teamed with Central State Hospital and the Community Criminal Justice Services Board (of which Sheriff Woody is a member) to apply for a \$250,000 Mental Health grant. Award decisions will be announced in the Fall of 2006.
- Jail Administration worked with their pharmaceutical provider (Westwood Pharmacy) to review and decrease expenditures for medicine, as well as to provide in-service training to staff. This effort includes:
 - Jail Administration eliminated automatic prescription refills until the inmate is seen by a physician.
 - Jail Administration limited prescriptions to a seven day supply when the inmate leaves the facility.

- Jail Administration restricted staff who can call in and fax prescriptions to pharmacies on behalf of an inmate.
- The Medical Department has established two clinical days per week and one evening per week for physician care visits.
- Over a three-month period (July to September 2006), the Jail Administration was able to release two terminally ill patients. These individuals required care beyond the Jail's limited capacity as well as expensive treatment and medicines.
- The Jail Administration has developed new policies and procedures in this area, specifically on the critical topics of housing and dispensing of pharmaceuticals and administration of medical physicals.

C. Additional Recommendations

The Commission believes that medical care services must receive high priority by the Jail Administrators and the City. A review of the City Jail's inmate health care expenditures from FY01 through FY06 reflects that expenditures continue to trend upwards and have recently met or exceeded \$5 million annually. Two-thirds (2/3) to three-fifths (3/5) of that amount are for inpatient hospital services. Another almost \$1 million was spent in FY06 on pharmaceuticals and drugs. The Commission recognizes the difficulties experienced by the Jail Administration in this area due to cost. The Administration faces challenges until such time that it can clearly analyze the costs by line item associated with health care and medical services, contract out for certain services, and purchase certain pharmaceuticals in bulk. The Commission recommends a complete review of all medical treatment/services and a cost-benefit analysis, with the assistance of the City and a medical consultant, to determine if medical services should be contracted out to a private vendor and to evaluate the efficiency of the services currently provided. The work of the consultant should also focus on the overhaul and reorganization of the systematic procedures used in the medical section including the following: regular sick calls; availability of doctors or other medical personnel; intake screening; putting medical protocol and procedures in writing; infectious disease procedures and testing for inmates; coordination between security staff, medical staff and classification; procedure for obtaining prescriptions; and provisions for hospitalization and emergency services. The Commission understands that the National Institute of Corrections (NIC) will conduct the recommended complete review, upon the request of the Sheriff, for a maximum of \$10,000.

The Commission recommends dramatic improvements in the medical billing process. Currently, medical billing is largely a manual process that is neither cost effective nor efficient. The process itself makes it difficult to extract information necessary to analyze the budgetary needs of the Jail and, more important, to secure timely reimbursements from the Department of Corrections (DOC) for DOC inmates being housed at the Jail and Medicaid reimbursement for hospitalization. The Jail Administration should continue to implement policies and procedures directed at streamlining these processes and improving efficiency. The implementation of the new

JMS, as discussed earlier in this report, should also serve to improve the efficiency of operations in this area, particularly in the billing process.

Improvements to the area of health care and medical services have been highlighted in other sections of the report, most notably jail security and information technology sections. Actions taken by the Jail Administration pursuant to recommendations made in those respective sections of this report should also improve the delivery of services in this area.

POLICY/ACCREDITATION/TRAINING

A. Background

The Commission, in the Interim Report, attempted to emphasize the importance in all areas of jail operations of clear policies that satisfy legal requirements and correctional standards, accreditation through the American Correctional Association's (ACA) Commission on Accreditation for Corrections (CAC), and ongoing training for jail personnel. It recommended that the Jail Administration can take advantage of relatively cost free opportunities offered by the Virginia Department of Criminal Justice Services (DCJS) and the Virginia Department of Corrections (DOC) as well as partnering with the Richmond Police Department for training opportunities.

B. Action Taken

The Jail Administration advises that it has taken several proactive steps in this very important area. They include:

- An ongoing collaborative effort with the Richmond Police Department for certain training in the areas of computers and information technology, firearms, and defensive tactics.
- Mandatory NIMS (National Incident Management System) training for all RSO personnel began in May, 2006. All employees completed the first training course. Staff and other personnel continue their Emergency Operations Center training by attending scheduled session with Richmond Emergency Services Coordinator Ben Johnson at the Richmond City Emergency Operations Center (EOC).
- Paid membership dues, in March 2006, to the Virginia Sheriff's Association for all deputies who have been in the office for two or more years. The benefits of membership in VSA are:
 - i. Demonstrates the Administration's commitment to expose all RSO personnel to the best practices in the industry.
 - ii. VSA is the Sheriff's professional trade organization representing all Virginia Sheriffs and their Deputies.
 - iii. VSA is the only lobbying group during the General Assembly that represents the interests of Sheriffs and their Deputies.

- iv. VSA provides access to professional training opportunities, technology updates, and law enforcement and correctional expertise.

C. Additional Recommendations

One of the most important steps that the Jail Administration can take in addition to reviewing policies and procedures and developing additional policies and procedures in critical areas, is to become accredited through the American Correctional Association's (ACA) Commission on Accreditation for Corrections (CAC). This is a private, non-profit organization that administers the only national accreditation program for all components of adult and juvenile corrections. The program's "Performance-Based Standards for Adult Local Detention Facilities" cover the following areas: Safety, Security, Order, Care, Program and Activity, Justice, and Administration and Management. The specific standards under each area cover all of the areas of jail operations and address all of the findings of the Jail Commission. The most important benefits of engaging in the Accreditation program are the ability to request a preaccreditation assessment, the self-assessment process and self-evaluation report based on the standards, and the standards compliance audit by a visiting committee to measure the agency's operation against the standards.

The preaccreditation assessment, technical assistance and the actual assessment will cost the Richmond City Jail \$10,000. Once accredited, the Jail will be accredited for a three (3) year period. It is critical to note that in order for the jail to achieve assessment or audit readiness, there are a number of issues that must be addressed in the areas of physical plant, population, and policies and procedures. Each will have an associated cost as reflected previously in the November 4, 2004 Dewberry Study Prioritization Report (as outlined in the Commission's Interim Report) and the August 27, 2003 report on Capital Improvement Projects for the City Jail. Most, if not all, of the recommendations contained in those reports are still relevant and the estimated current cost to achieve those recommendations exceeds \$15 million. The Commission strongly recommends that the Jail Administration work collaboratively with City Administration and other partners to develop a plan focusing on how to strategically address accreditation as a major objective for the City Jail. The plan should include preliminary measures, costs, available funding sources, and a timeline for completion.

EDUCATION

A. Background

The Commission, in the Interim Report, reported observations of extreme idleness of inmates at the City Jail. Such idleness greatly contributes to criminality, disciplinary issues and general disorder in the jail. It was clear that the space limitations significantly limited the ability to have extensive programs in the jail, but the Commission suggested that some attempt should be made to develop more programs in the existing facility. Under the new Jail Administration, the City Jail has a variety of

programs: tutoring opportunities, daily classroom instruction, English as a Second Language courses, GED preparation sessions and the GED examination, one-on-one instruction, computer training, the women’s education program and the BELIEF program (a substance abuse program, BELIEF stands for Becoming, Experienced, Liberated, Introspective, Encouraged & Free). Implementation of more education programs would enhance the City Jail environment. Generally education programs in correctional facilities serve two purposes: (1) They help to control the jail environment by reducing the inherent risks of inmate idleness; and (2) They reduce recidivism. A 1996 study by Virginia Commonwealth University (VCU) and the Department of Correctional Education (DCE) showed that those who completed a DCE course, either academic or vocational, only recidivated at a rate of 20 percent, while those who took no courses recidivated at a rate of 49 percent. Reducing recidivism saves taxpayer dollars by eliminating future criminal activity and making the ex-inmate a tax-paying citizen. Inmate populations also have a high illiteracy level. Federal studies showed that in the federal system between 60 percent and 80 percent of inmates were functionally illiterate. Additionally, studies suggest that up to 60 percent of inmate populations have some level of learning disability.

B. Action Taken

Since Sheriff Woody took office, the Education Tier has expanded from thirteen (13) resident participants to over fifty (50) who live on the tier. Additionally, inmates from the jail’s general population are now brought to the Education Tier during the day in an effort to increase the number of students participating in the educational program. The jail has a staff of two employees who coordinate coursework, enroll daily participants, escort day students coming into the tier and return exiting students at the end of the program day. Sheriff Woody has also resumed the Women’s Education program since his election. The following chart reflects a statistical comparison of the inmates served by the Sheriff’s Education Department during previous years and in the first 9 months of 2006, under the new administration. The Jail Administration anticipates exceeding the 2004 and 2005 benchmark statistics this year in all of the below categories.

SERVICE AREAS	2004	2005	Through 09/27/06
Total male inmates served	420	550	665
Total female inmates served	30	0	82
Total males passing GED	31	34	24
Total females passing GED	2	0	4
Total GED’s awarded	33	34	28
Average daily attendance in school (all classes)	90	115	125
Average computer students	27	32	39
Total daily computer class graduates	32	38	36

C. Additional Recommendations

The Commission reiterates its recommendations as set forth in the Interim Report.

- Jail Administration should continue to increase its GED program. The GED program is the most feasible because of the higher cost of a high school diploma program.
- Jail administration should pursue development and implementation of the “Work Keys” program. This is a learning program utilized after students have reached a certain literacy level to aid them to more rapid advancement.
- Jail Administration should explore implementation of the Productive Citizenship program. This is a life skills program that was created by DCE and the Virginia Department of Corrections (DOC) and is used in DCE’s Community Corrections schools (which are similar to jails inasmuch as inmates are in the schools from six months to a year before release).
- Jail administration should consider the following as it relates to implementation of new programs, and/or reorganization of existing programs:
 - i. Suggested Class Size: Smaller classes are preferable because of the different learning levels of the students and the constant change in student populations as students leave incarceration and others are incarcerated. The jail should strive to teach 200 inmates a year in a formal classroom setting with 15 to 20 students in a class at a time.
 - ii. Necessary Resources: Teaching 200 inmates a year will require at least one full time teacher and one part time, five days a week. Inmate tutors should be utilized to aid in the teaching.
 - iii. Suggested Teaching Environment: The ideal teaching environment separates the students from the other inmate population. Where separate classrooms are unavailable, students should be segregated into an education pod where half the students attend class in the morning and half in the afternoon.
 - iv. Jail administration should seek the free assistance of the Virginia Department of Correctional Education to obtain information and resources related to these programs.

CONCLUSION

The Commission submits this as its final report. While there are many recommendations that the Commission presented in both its Interim Report and this Final Report, it is critical that the Jail Administration focus its implementation on specific recommendations. The Jail Administration should therefore update its “Mayor’s Jail Commission Status Update” to reflect new recommendations made by this Commission. Based on the Commission’s reports and the availability of resources, the Jail Administration should prioritize the recommendations of the Commission and develop a working plan to implement these recommendations. The Jail Administration should

provide a written update to Mayor L. Douglas Wilder, Chief Administrative Officer William Harrell, and Commission Chairman Chief Rodney D. Monroe every ninety (90 days) until the achievement of all recommendations. The Jail Administration, working together with City Administration, should immediately commence an economic analysis of the costs associated with the implementations of the above recommendations in order to prioritize the recommendations, develop the work plan, and request additional funding for upcoming Fiscal Years in order to accommodate the accomplishment of the recommendations.

The Jail Administration is fully capable of prioritizing the recommendations of the Commission, but the Commission highlights a number of its recommendations that it considers as critical to the improvement of jail operations, efficiency and cost savings. They are:

- The construction of a new jail facility.
- Complete adoption of the work plan recommended by the Commission's Technology Subcommittee including but not limited to the purchase and implementation of a Jail Management System (JMS).
- The immediate completion of a staffing analysis.
- A complete review of all medical treatment/services and a cost-benefit analysis, with the assistance of the City and a medical costs consultant, to determine if medical services should be contracted out to a private vendor. The work of the consultant should also focus on the overhaul and reorganization of the systematic procedures used in the medical section including the following: regular sick calls; availability of doctors or other medical personnel; intake screening; putting medical protocol and procedures in writing; infectious disease procedures and testing for inmates; coordination between security staff, medical staff and classification; procedures for obtaining prescriptions; and provisions for hospitalization and emergency services.
- The participation in the Accreditation process through the American Correctional Association's (ACA) Commission on Accreditation for Corrections (CAC)
- The immediate completion of the assessment checklists as provided by the Commission.

The Commission further places great weight in the area of Pre-Trial Release/Post-Conviction Release/Population Reduction and recommends that the City Administration work collaboratively with the Jail Administration and other stakeholders to:

- Conduct a study with technical assistance by the national Pretrial Resource Center and the Department of Criminal Justice Services (DCJS) to determine the pretrial service model that will expedite release decisions in Richmond and minimize unnecessary pretrial detention.
- Develop a pretrial services strategic plan. A plan will be instrumental in outlining the direction of the agency over a defined period of time and serve as a benchmark for future system improvements.

- Adoption and implementation of Pre-trial and Post Incarceration monitoring methods to save space and costs.

The Commission, while recognizing the budgetary impact of its recommendations, encourages the City Administration to place its recommendations at the top of the City's list of priorities for budgetary and programmatic purposes. Implementation of the recommendations will establish key infrastructure components necessary for the successful operation of the City Jail and consequent enhancement of the operation of the entire criminal justice system in the City of Richmond.

The Commission visited the City Jail on Friday September 29th for a final walkthrough and witnessed dramatic improvements in all areas covered in this report. Commission members, who toured the Jail under the previous administration, were impressed by the facility improvements/reorganization and security measures in place such as the security cameras and designated walk areas for the inmates, improvements in the health care/medical area, and the quantity of inmates they observed in the educational setting. While noting that the improvements in no way eliminate the need for implementation of such critical Commission recommendations as the new JMS and construction of a new jail, the Commission found the facility to be physically and programmatically in a condition far superior to its initial observations in 2005.

Costs of Primary Recommendations in Report

Category of Report	Recommendation	Cost
Jail Security	Complete a Staffing Analysis	\$10,000
Information Technology	Implement a new JMS	\$250,000
	Complete the remainder of the Technology Roadmap	\$150,000
Feasibility of Population Reduction	Develop comprehensive Pretrial Services Strategic Plan	\$50,000
	Conduct study to determine Pretrial Services model	\$8,000
	Increase the number of magistrates by two for purposes of pretrial release decisions	\$88,000
	Increase staff resources to increase number of investigations	\$264,000
Construction of New Jail	Build a new jail	\$75,000,000 - \$80,000,000
Health/Care Medical	Conduct complete review of medical treatment/services and cost benefit analysis	\$10,000
Policy/Accreditation/Training	Seek accreditation through ACA's Commission on Accreditation for Corrections	\$10,000 ** (however, recommendations from Dewberry and Capital Improvements reports must be addressed ~ approximate cost of \$15 million)