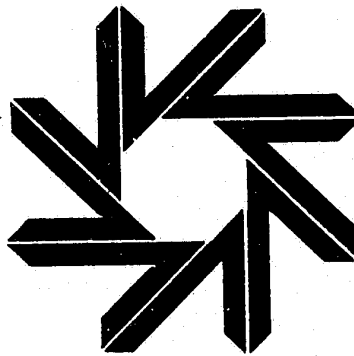


**FINAL REPORT**  
**EVALUATION OF THE JOINT  
CONFINEMENT AND CORRECTIONS  
OPERATIONS PROJECT**



**VIRGINIA DEPARTMENT  
OF CORRECTIONS**

*DIVISION OF ADMINISTRATION  
BUREAU OF RESEARCH, REPORTING & EVALUATION*

*AUGUST 1978  
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CONTENTS

## ACQUISITIONS

Page

Acknowledgements . . . . .	i
List of Figures and Tables . . . . .	ii
I. <u>INTRODUCTION</u> . . . . .	1
A. Summary . . . . .	1
B. General Problem Statement . . . . .	4
II. <u>PROJECT DESCRIPTION</u> . . . . .	8
A. Project History . . . . .	8
B. Project Goals and Objectives . . . . .	10
C. Project Evaluation Activities . . . . .	12
D. Project Operations . . . . .	14
III. <u>DATA ANALYSIS</u> . . . . .	20
A. Survey . . . . .	20
B. Monitoring Activities . . . . .	39
C. Transportation Data . . . . .	80
D. Cost Data . . . . .	83
IV. <u>CONCLUSIONS AND RECOMMENDATIONS</u> . . . . .	91
A. Assessment - Project Goals and Objectives . . . . .	91
B. Assessment - Project Operations . . . . .	94
C. Cost Analysis . . . . .	95
<u>REFERENCES</u> . . . . .	97
<u>APPENDIX</u> . . . . .	98

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## LIST OF FIGURES AND TABLES

Fig. 1 -	<u>Average Daily Population of All Jails in Virginia By Month, 1964 - 1990</u>	Page 6
Fig. 2 -	<u>Total Prisoner Days Versus Average, Fiscal Year 1965 - 1977: Clarke, Warren, and Frederick County Jails</u>	Page 7
Fig. 3 -	<u>Population Breakdown: Frederick County Jail, July 27, 1976 - April 4, 1978</u>	Page 74
Fig. 4 -	<u>Population Breakdown: Warren County Jail July 27, 1976 - April 4, 1978</u>	Page 75
Fig. 5 -	<u>Population Breakdown: Clarke County Jail July 27, 1976 - April 4, 1978</u>	Page 76
Fig. 6 -	<u>Percentage Breakdown: Frederick County Jail July 27, 1976 - April 4, 1978</u>	Page 77
Fig. 7 -	<u>Percentage Breakdown: Warren County Jail July 27, 1976 - April 4, 1978</u>	Page 78
Table 1 -	<u>Frederick, Warren and Clarke County Jail Expenditures: 1976 - 1978</u>	Page 84
Table 2 -	<u>Accomack, Caroline, and Grayson County Jail Expenditures: 1976 - 1978</u>	Page 88
Table 3 -	<u>Frederick, Warren, and Clarke County Jail Expenditures: 1976 - 1978 - Breakdown of State and Local Funding</u>	Page 90

I.

INTRODUCTION

A. Summary

This final report concludes the Virginia Department of Corrections' long-term evaluation activities of the Joint Confinement and Corrections Operations Project.

This program, also designated as the Selective Housing Project, concluded its first year of operation on February 28, 1978. An agreement among the Department of Corrections, the Division of Justice and Crime Prevention, and the project staff specified that a final evaluation report would be prepared and issued subsequent to the completion of that first year's operation.

The departmental staff and local officials of Clarke, Warren, and Frederick Counties affiliated with the project must be commended for their initiative in attempting to deal with pressing local correctional problems in a new and untried manner. The specific plan of action adopted by the localities was the regionalizing or pooling of jail and related resources for a cooperative service delivery in a multi-jurisdictional local setting.

The management and participants of the Joint Confinement and Corrections Operations Project have experienced success in adopting and maintaining a generally high level of cooperation among the sheriffs, judges, jail staff, local officials, and state personnel affiliated with the project. They have also been successful in implementing the operational

aspects of the model testing phase of the program. These latter aspects include the hiring and training of program staff, the development of the transportation system, and the actual movement of inmates from one locality to another.

In addition, the results of a survey administered to project participants and interested local officials indicate the majority favor continuation of the program in their area.

Weekly field visits were made to the Clarke, Warren, and Frederick County Jails. The visits were intended to obtain, on an unannounced and random basis, information concerning the housing patterns within the three jails. The weekly field visits indicated that the Joint Confinement Project was for the most part meeting the housing pattern goals.

The three jails have historically experienced difficulties in complying with the Department of Corrections rules and regulations directing the housing of prisoners, primarily caused by overcrowding. These difficulties largely prompted the adoption of the Joint Confinement concept.

However, some data analyses and recommendations contained in this report indicate limitations of the Joint Confinement and Corrections Operations Project in completely achieving some of the project goals and objectives. Secondly, the cost analyses indicate that the Joint Confinement program resulted in substantial increases in the cost per inmate per day statistic after program implementation. Compared with

three other randomly selected counties, this cost was more than six times greater over the same time period.

It is recommended that the Department of Corrections, the Division of Justice and Crime Prevention, and other state and local agencies interested in the regionalization approach conduct further study of the cost aspects of this particular project. In addition, it is recommended that cost projections be conducted prior to implementation of regionalization in another locale.

This report has been organized in order to detail the rationale of the program, its operations, and discussions and analyses of various programmatic aspects. Specifically, Section II of this report, PROJECT DESCRIPTION, will briefly describe the history of the Joint Confinement and Corrections Operations Project, highlight the project operations, and detail the evaluative activities during the first year's operation of the model-testing phase of the project.

Section III is entitled DATA ANALYSIS. This section will discuss the principal data collected for this evaluation and their implications in determining program success.

The last section, IV: EVALUATIVE CONCLUSIONS AND RECOMMENDATIONS will present the findings of this evaluation and recommend suggested courses of action by the Department of Corrections, other state agencies, and the program staff in viewing the Joint Confinement Project and the regionalization concept.

## B. General Problem Statement

Recent computer analyses conducted jointly by the Virginia Department of Corrections and the Division of Justice and Crime Prevention indicate that a general trend increase in statewide local jail population has occurred over the past 15 years. Figure 1, entitled "Average Daily Population of All Jails in Virginia By Month, 1964-1990" graphically represents this phenomenon.

Figure 2, entitled "Total Prisoner Days Versus Average, Fiscal Year 1965-1977: Clarke, Warren, and Frederick County Jails" confirms that this general trend has been experienced in this region.

Impressionistic information from departmental personnel indicates that the increased population trend has outdistanced increases in statewide total rated jail capacities. This general problem has also been intensified in recent years by the departmental housing requirements specified in Section II of the "Rules and Regulations for the Administration of Local Jails and Lockups." For example, the introduction of a single female prisoner into a county facility may result in the restriction of an entire cell block area solely to other female prisoners for the duration of the confinement.

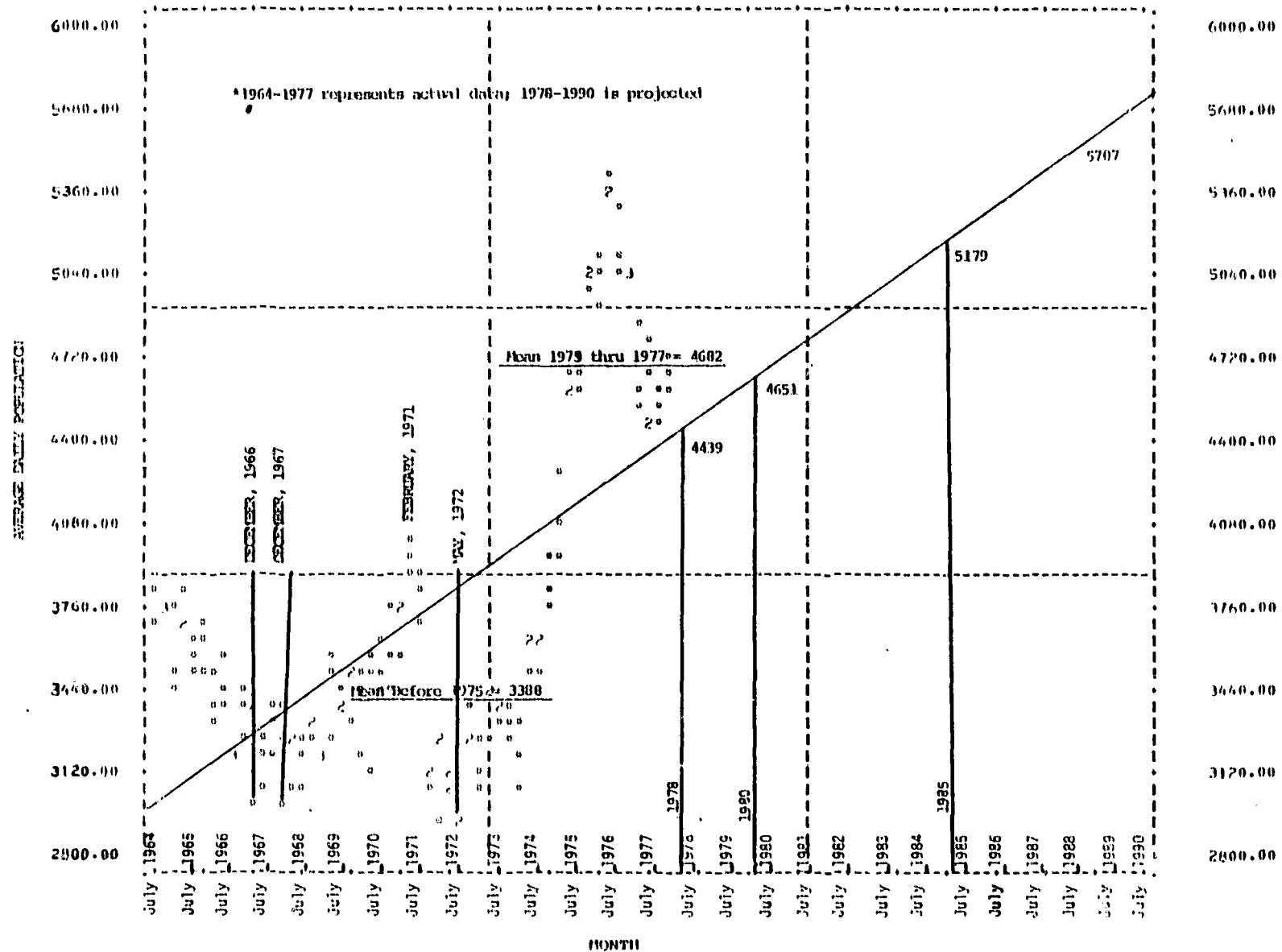
The Department of Corrections has therefore considered a formal testing of the regionalization concept to be an appropriate response to the problem of housing an increased



number of inmates in accordance with the Department's "Rules and Regulations", and given the unavailability of local funds for jail construction.

AVGAGE DAILY POPULATION OF ALL JAILS IN VIRGINIA BY MONTH, 1964 - 1990\*

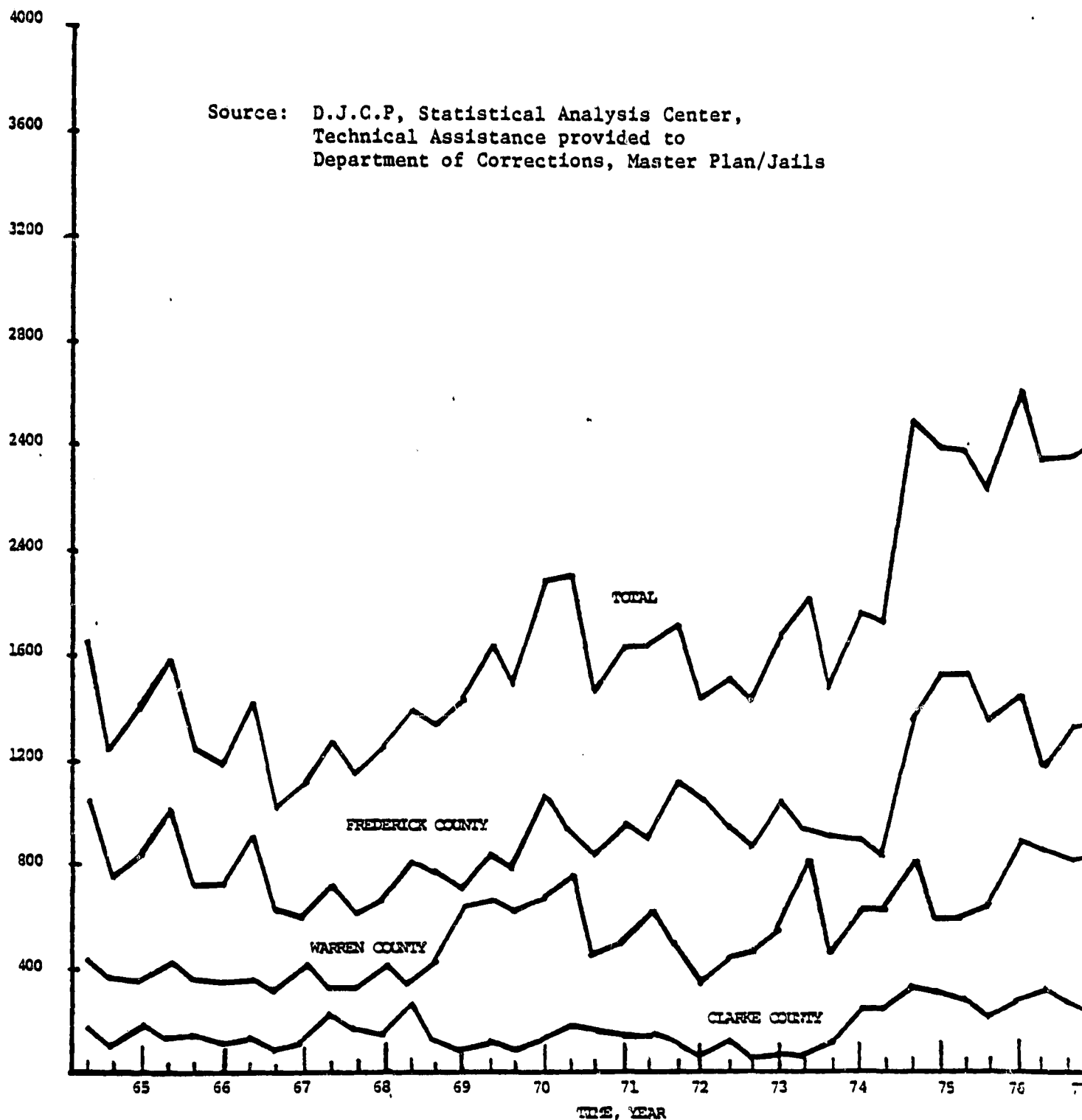
Fig. 1



Source: D.J.C.P., Statistical Analysis Center, Technical Assistance provided to Department of Corrections Master Plan/Jails

Fig. 2

TOTAL PRISONER DAYS VERSUS AVERAGE OF EACH 4 MONTHS IN SUCCESSION\* FROM FY-1976  
TO FY-1977 FOR CLARKE, FREDERICK, AND WARREN COUNTY JAILS AND THE TOTAL FOR EACH  
OF THE THREE JAILS



\*First time point is July, August, September, and October 1964; Other time points represents 4 months intervals

## II. PROJECT DESCRIPTION

### A. Project History

The three county region of Clarke, Warren, and Frederick Counties has historically experienced difficulties in complying with the housing patterns specified in the Department of Corrections' "Rules and Regulations for the Administration of Local Jails and Lockups." These difficulties derive from severe overcrowding in the case of Frederick County Jail, traditional jail designs that may at times be incompatible with contemporary housing mandates, and the uniqueness of the region, in that the three county region is the only area of the state more than 50 miles from a juvenile detention center.

The concept of regionalization, by which the three counties would pool their correctional resources, was presented by the Department of Corrections for consideration by the localities as a means of enabling Clarke, Warren, and Frederick County Jails to better fulfill jail classification and housing regulations.

The Bureau of Research, Reporting and Evaluation conducted a feasibility study during 1976 to determine the various options for implementing and maintaining this regionalization concept. The subsequent specifications for implementing the regionalization plan were made in Bureau of Research, Reporting and Evaluation Report number 7621 Conversion to Selective Housing in the Clarke, Warren,

and Frederick County Jails; A Feasibility Study and Evaluation Proposal under the section "Recommendations for Conversion".

1. All women and all juveniles will be transferred, upon arrest and completion of intake processing, to the Clarke County Jail, and returned there to serve local sentences or await transfer to a state institution.
2. All adult male pre-trial detainees will be transferred, upon arrest and completion of intake processing, to the Warren County Jail.
3. All tried adult males, following sentencing, will be housed in the Frederick County Jail, either to serve local sentencing or await transfer to a state institution.

Following the adoption of the regionalization concept, the three counties established a "Governing Board" comprised of representatives from Clarke, Warren, and Frederick Counties, the City of Winchester, the four sheriffs of those jurisdictions, and a representative from the Department of Corrections. Formation of the Governing Board was upon the recommendation contained in the addendum to the Feasibility Study (cf. "Conversion to Selective Housing in the Clarke County, Warren County, and Frederick County - Winchester City Jails: Executive Summary with Revisions and Proposed Timetables"). It was suggested in this addendum that the Governing Board would make key decisions concerning the project during its implementation phase, monitor program progress throughout the course of the first year of operation, and serve as an advisory council to the Project Coordinator for the feasibility study (p. 2).

The Governing Board held its first meeting on December 16, 1976. One of its first acts was to designate Colonel Richard Rollason as Project Director.

Subsequent project developments included the approval of Action Grant number 76A-3977E from the Division of Justice and Crime Prevention, which became effective on March 1, 1977, and the appointment of Mr. James Allamong as Project Coordinator.

Procurement of D.J.C.P. funding from a grant source financed the costs of a transportation van, additional jail personnel, and the salary of the Project Coordinator. It should be noted that the Joint Confinement Project has been awarded a continuation grant (# 78A-4401E) of \$35,550 for the second year of operation.

Reallocations of the jail population, according to the project housing objectives, were begun on April 15, 1977.

Other program developments that have occurred to date include implementation of the Detox Program and the proposed implementation of the Pre-Trial Diversion Program. Although implementation of the Detox Program did not occur until the second year of operation of the Joint Confinement Program and the Pre-Trial Diversion will not start up until September, 1978, both programs impact upon the Joint Confinement Project. They will be discussed in Section IV of this report.

#### B. Project Goals and Objectives

The initial task in this evaluation was to develop

specific goals and objectives for evaluating the Model Testing Phase. This was a difficult task given the absence of an operational or "action plan" and the proliferation of goals and objectives listed in the original grant application (cf. Appendix), the "Operations Guidelines" contained in Appendix C of that grant application, and from goals and objectives enumerated in the Feasibility Study.

The set of goals and objectives below were initially included as an integral part of the Evaluation Proposal: Selective Housing Project (pp. 3-4). They were agreed to by the Division of Justice and Crime Prevention, and the Project Director and Coordinator.

#### JOINT CONFINEMENT AND CORRECTIONS OPERATIONS PROJECT

##### MISSION

To test a selective housing model in the Clarke, Warren, and Frederick Counties and City of Winchester jails as one alternative to the detention problems of proper classification, overcrowding, and lawful juvenile detention.

##### GOALS

1. To alleviate critical prisoner housing shortages in the jails of Clarke County, Frederick County - Winchester City, and Warren County by pooling jail resources in a coordinated, cooperative, operation of the participating jails.
2. To achieve better compliance by the participating jails with Virginia Department of Corrections prisoner segregation rules by selective housing of prisoners, placing female and juvenile prisoners in the Clarke County Jail, adult male prisoners awaiting trial in the Warren County Jail, and convicted adult male prisoners in the Frederick County - Winchester City Jail.

### OBJECTIVES

1. All women and all juveniles will be transferred, upon arrest and completion of intake processing, to the Clarke County Jail, and returned there to serve local sentences or await transfer to a state institution.
2. All adult male pre-trial detainees will be transferred, upon arrest and completion of intake processing, to the Warren County Jail.
3. All tried adult males, following sentencing, will be housed in the Frederick County Jail, either to serve local sentencing or await transfer to a state institution.

#### C. Project Evaluation Activities

During 1976 the Bureau of Research, Reporting and Evaluation drafted the feasibility study for Selective Housing conversion in Clarke, Warren, and Frederick Counties. These efforts resulted in the issuance of Report number 7621, Conversion to Selective Housing in the Clarke, Warren, and Frederick County Jails: A Feasibility Study and Evaluation Proposal.

The Evaluation Section's "Short-Term Evaluation Model" (cf. Evaluation Concepts and Planning Guide, pp. 66-67) was modified for use in evaluating the Selective Housing model, if adopted by the Department of Corrections and the localities concerned.

With a decision rendered to proceed with implementing the Selective Housing model in the three county region and



funding for the necessary items and additional personnel procured from the D.J.C.P. action grant, the Bureau of Research, Reporting and Evaluation was charged with evaluating the Joint Confinement Project. The Director of the Bureau formally assigned this evaluator to the project on March 9, 1977.

The Interim Evaluation Report listed proposed evaluation activities for the remainder of the project (pp. 14-15). These activitiy areas have been adhered to and include the following:

1. On-Site Monitoring.
2. Data Collection.
3. Data Analysis.

Unannounced, weekly field visits were made to the three county region. The Clarke, Warren, and Frederick County Jail facilities were visited during January and February of 1978 in order to obtain a precise inmate population breakdown. The population breakdowns provided the data required to assess the ability of the Joint Confinement Project to fulfill the housing patterns specified in the goals and objectives.

In addition to data acquired from the on-site monitoring visits, data collection activities focused upon obtaining population reports and transportation statistics collected by the Project Coordinator. Cost data concerning jail costs and operations of the three facilities was requested from the Bureau of Reimbursement to Localities within the Department

of Corrections.

The administration of a survey questionnaire completed the data collection phase. The questionnaire was administered to 25 persons affiliated with the Joint Confinement Project in order to obtain field responses concerning program management and operational aspects.

The data analysis phase of final evaluation activities included review and analysis of survey information, monitoring data, population data (specifically, departmental population records), and jail cost data. The cost data were analyzed jointly by this evaluator and a field representative from the Bureau of Reimbursement to Localities. The jail cost analysis were conducted on a "before" and "after" basis to discover cost changes resulting from implementation of the Joint Confinement Project and how the changes compared with three other randomly selected counties.

#### D. Project Operations

The Joint Confinement Project has progressed from abstract form in the Feasibility Study to an intricate set of operational rules and guidelines. The project operations fundamentally stem from the operationalized objectives listed under the Joint Confinement and Corrections Operations Goals, (cf. Appendix), which detail the basic regionalization concept instituted in the three counties.

The operations plan also includes joint resolutions passed by the respective localities included in the project, court orders, and guidelines from the project management.

All were enacted at the beginning of the first year of operation.

The Joint Confinement management added qualifications to the above housing objectives, specifying that the above objectives would not be "...mandatory in every instance." These qualifications were added in order to provide the local correctional facilities with the required flexibility to deal with special prisoners, work releasees, and to enhance smooth jail operations. These exceptions to the housing objectives, originally listed in "Appendix C" of Action Grant Application number 76A-3977E, are reproduced below:

Housing of Prisoners

- 3.1 - The housing pattern of females and juveniles in Clarke County, pre-trial adult males in Warren County, and convicted adult males in Frederick County - Winchester is an objective, not mandatory in every instance.
- 3.2 - Exceptions to the objective housing pattern will normally be made in the following instances.
  - 3.2.a - Prisoners newly arrested and likely to be bonded out or appear in court within twenty-four hours will be held in the arresting jurisdiction unless directed otherwise by the sheriff of that jurisdiction.
  - 3.2.b - Prisoners awaiting scheduled transportation will be held until the next scheduled transport van unless directed otherwise and provided with non-scheduled transportation by the sheriff of the holding jurisdiction.

- 3.3 - Exceptions to the objective housing pattern may be made in the following instances by authority of the officer indicated.
- 3.3.a - Convicted prisoners required for trusty duties may be held in the convicting jurisdiction by the sheriff of that jurisdiction.
- 3.3.b - Work-release prisoners whose employment is in a different jurisdiction than would result from the objective housing pattern may be assigned to an appropriate jurisdiction by the Director.
- 3.3.c - Other prisoners may be assigned to specific jurisdiction without regard to the objective housing pattern in special cases such as disciplinary problems, facility overcrowding, etc. by the (Project) Director.

In order to extend authority to the sheriff's deputies and law enforcement officers within the three counties, the governing bodies of Clarke, Warren, Frederick Counties, and the City of Winchester adopted a "Resolution of Mutual Aid".

#### Transportation of Prisoners

1. The Sheriff of Warren County is responsible for providing all scheduled transportation of prisoners between the participating jails.
2. The Sheriff of each jurisdiction is responsible for providing all non-scheduled transportation of prisoners in his custody including all transportation of juvenile prisoners. In any instance where assistance is required, the Sheriff requiring assistance will notify the Coordinator/Classification Supervisor as soon as possible.
3. Juvenile prisoners may be transported by scheduled transportation.
4. Scheduled transportation will be provided as follows:

a. Mondays through Fridays except holidays.

- 1) Leave Front Royal about 6:30 a.m.;  
leave Winchester about 7:25 a.m.;  
leave Berryville about 8:20 a.m.;  
arrive Front Royal about 9:00 a.m.
- 2) Leave Front Royal about 5:00 p.m.;  
leave Winchester about 5:55 p.m.;  
leave Berryville about 6:50 p.m.;  
arrive Front Royal about 7:30 p.m.

b. Saturdays, Sundays and holidays.

- 1) Leave Front Royal about 6:30 a.m.;  
leave Winchester about 7:25 a.m.;  
leave Berryville about 8:20 a.m.;  
arrive Front Royal about 9:00 a.m.

c. Above schedules and routing may be varied by the Transportation Officer on duty when prisoner transportation requirements so dictate. In such instances the Transportation Officer will notify the nearest Sheriff's department requesting that department to notify other affected departments.

5. Sheriffs requiring prisoners from another jurisdiction will notify the holding jurisdiction at least one hour before the scheduled departure time of the transport van from the holding jurisdiction. The transportation of prisoners required at other times is the responsibility of the jurisdiction requiring the prisoner.
6. Female prisoners, when transported in the transport van, will be placed in a separate compartment from male prisoners.
7. Juvenile prisoners may be transported in the transport van, but in no instance with adult prisoners.
8. Priorities for scheduled transportation of prisoners are:
  - 1st - Prisoners transported to and from court.
  - 2nd - Prisoners, with personal belongings, transported for incarceration or release.
  - 3rd - Prisoners transported to and from attorney conferences.

4th - Prisoners transported to and from work release point.

9. No prisoner will be transported from one jurisdiction to another, whether by scheduled or non-scheduled transportation, without an accompanying completed "Transportation and Confinement Authorization."

The reader is referred to the Appendix of this report for a review of additional items such as security, inmate feeding, and required reports. Though the guidelines were revised during the second year of operation and sections "A" and "B" (Project Objectives and "Responsibilities and Authorities" of project management, respectively) have been altered, the operations related to inmate movement and housing have remained constant.

Implementation of the housing model also required additional jail personnel. Two transportation officers were assigned to the Warren County Jail for inmate transportation according to the above guidelines. With Clarke County Jail designated for juveniles and female offenders, five correctional institution lay counselor positions were created to provide adequate supervision. The above five positions were authorized for hiring on April 1, 1977.

However, concerns have been expressed in regard to insufficient training for the female correctional lay institution counselors assigned to the Clarke County Jail.

During preparation of Grant number 3977E, which partially funded the Joint Confinement Project, the Division of Justice and Crime Prevention determined that female correctional officers or matrons would not provide sufficient supervision

of female and juvenile offenders at Clarke County. D.J.C.P. officials determined that the job description of a correctional institution lay counselor (crisis intervention, counseling, and family services to name a few skills) could best provide the needs for Clarke County clientele. Funding for the required five slots at the Clarke County Jail would only be given to salary a lay counselor and not a female correctional officer or matron.

Correspondence from the Division of Justice and Crime Prevention (cf. Joint Confinement Files, March 14, 1978) to the Project Coordinator, however, stated that a training plan submitted by the Joint Confinement staff concerning a training format for the lay counselors was deemed inadequate. This letter briefly outlined a training format to be implemented by the Joint Confinement Project.

Concerns for this problem has surfaced on several occasions during the course of this project. Although the Joint Confinement Project participants have scheduled a series of orientation training, it is nevertheless recommended that the Joint Confinement Project staff and Clarke County officials secure the necessary training and comply with the job description for correctional institution lay counselors in the future.

### III. DATA ANALYSIS

#### A. Survey

A survey questionnaire was administered to persons affiliated with the Joint Confinement Project during the month of April 1978. The purpose of the survey was to obtain direct feedback from key project staff and interests concerning project management, operations, and to identify problem areas.

The questionnaire was distributed to 25 participants. The list of participants included the Joint Confinement Program Director (including the Project Director for the first year of operation, who relinquished this position on February 28, 1978) and the Project Coordinator, one representative from the Department of Corrections' Community Facilities Section active in various phases of the project, the four sheriffs of the concerned jurisdictions, the circuit, general district court, and juvenile judges, all members of the Governing Board, and probation officers.

Nineteen of the 25 persons solicited completed and returned the questionnaire. This is a computed response rate of 76.0%.

The questionnaire consists of 25 questions arranged on a 5-point response scale:

- |                       |                            |
|-----------------------|----------------------------|
| 1 - strongly agree    | 3 - no opinion (no change) |
| 2 - agree             | 4 - disagree               |
| 5 - strongly disagree |                            |



Five open-ended questions proceed the 25 categorized response questions.

The survey participants were instructed not to sign their questionnaires. This directive was intended to promote objectivity of the responses by assuring some degree of anonymity. An additional guarantee was made that the questionnaires would not be given outside distribution. However, job titles and the location of that position (indicated by "county" on the questionnaire) would enable comparisons to be made among the participants. Unfortunately, two of the respondents failed to provide this information, creating a 10.5% degree of bias concerning comparative analysis.

The remainder of this sub-section will summarize the results of the survey. The reader is referred to the Appendix of this report for a sample copy of the survey form used in this project.

The 25 categorized response questions were broken down into seven programmatic areas:

1. Transportation System
2. Project Finances
3. Jail Programs and Services
4. Cooperation
5. Program Goals and Objectives
6. Jail Facilities
7. Selective Housing Concept

The overwhelming majority of the respondents displayed consensus concerning knowledge of the program operations, the sufficiency of program goals and objectives, and satisfactory performance by the project management.

The following is a breakdown of the survey results for each question. Response percentages have been rounded off to the nearest tenth value. Percentage totals that should be 100% but exceed or fall below this appropriate value due to rounding are identified (\*).

Section A: Transportation

Question 1

Since the beginning of the Selective Housing Program, the transportation system of inmates among the three jails has been sufficient.

Responses:

1 - Strongly agree	8	( 42.1%)
2 - Agree	10	( 52.6%)
3 - No opinion (no change)	1	( 5.3%)
4 - Disagree	0	
5 - Strongly disagree	0	
	N = 19	100%

Ninety-four point seven percent of the respondents indicated general sufficiency of the transportation system.

Question 2

Since the beginning of the Selective Housing Program, the transportation system of inmates to and from court has been sufficient.

Responses:

1 - Strongly agree	6	( 31.6%)
2 - Agree	11	( 57.9%)
3 - No opinion (no change)	2	( 10.5%)
4 - Disagree	0	
5 - Strongly disagree	0	
	N = 19	100%

Eighty-nine point five percent of the respondents expressed specific satisfaction with this aspect of the

transportation system.

### Question 3

Since the beginning of the Selective Housing Program, the transportation system of inmates has experienced few problems, such as security and scheduling.

#### Responses:

1 - Strongly agree	6	( 31.6%)
2 - Agree	11	( 57.9%)
3 - No opinion (no change)	2	( 10.5%)
4 - Disagree	0	
5 - Strongly disagree	0	
	<u>19</u>	<u>100%</u>
	N =	

Clearly, 89.5% of the respondents expressed satisfaction with the transportation system designed and operated for the Joint Confinement Project. The remainder of the responses (5.3%, 10.5%, and 10.5% respectively) were in the "no opinion" category and cannot therefore be considered detrimental comments concerning the transportation network.

### Section B: Finances

#### Question 4

Finances from the three counties, D.J.C.P., and the Department of Corrections, have been adequate for the Selective Housing Project.

#### Responses:

1 - Strongly agree	3	( 15.8%)
2 - Agree	10	( 52.6%)
3 - No opinion (no change)	5	( 26.3%)
4 - Disagree	0	
5 - Strongly disagree	0	
- No response	1	( 5.3%)
	<u>19</u>	<u>100%</u>
	N =	

The majority (68.4%) were in agreement with this statement. It must be noted that there were no disagreements concerning program financial adequacy. It is interesting to note that two of the "no opinion" and a single "no response" were judges.

#### Question 5

Distribution and expenditures of the pooled financial resources, for the Selective Housing Project, have been fair and successful.

#### Responses:

1 - Strongly agree	5	( 26.3%)
2 - Agr.	8	( 42.1%)
3 - No opinion (no change)	5	( 26.3%)
4 - Disagree	0	
5 - Strongly disagree	0	
- No response	1	( 5.3%)
N = 19		100%

An almost identical majority (68.4%) were in agreement, indicating success by the participating localities in the assignment and allocation of fiscal responsibilities and expenditures. No disagreements (or, in this case, dissatisfactions) were expressed. Similarly as in the last question, two of the "no opinion" and the single "no response" were indicated by judges.

### Section C: Jail Programs and Services

#### Question 6

The Selective Housing Project will facilitate implementing inmate programs and services.

## Responses:

1 - Strongly agree	5	( 26.3%)
2 - Agree	7	( 36.8%)
3 - No opinion (no change)	4	( 21.1%)
4 - Disagree	2	( 10.5%)
5 - Strongly disagree	0	
- No response	1	( 5.3%)
	N = 19	100%

Increased variation distributed among the responses was noted in this question, with two (10.5%) of the respondents expressing disagreement with this statement. However, the majority (63.1%) of the respondents did agree that the Joint Confinement Program would enhance the implementation of jail programs and services.

Section D: Cooperation

## Question 7

The Selective Housing project has increased cooperation among the three counties and local officials.

## Responses:

1 - Strongly agree	12	( 63.2%)
2 - Agree	7	( 36.8%)
3 - No opinion (no change)	0	
4 - Disagree	0	
5 - Strongly disagree	0	
	N = 19	100%

One hundred percent of the respondents were in agreement with this question, the majority indicating a "strongly agree" preference.

## Question 8

The Selective Housing project has increased cooperation among the four sheriffs.

## Responses:

1 - Strongly agree	10	( 52.6%)
2 - Agree	8	( 42.1%)
3 - No opinion (no change)	1	( 5.3%)
4 - Disagree	0	
5 - Strongly disagree	0	
	N = 19	100%

Virtually all (94.7%) of the respondents agreed with this statement. The remaining 5.3% (1 response) was a "no opinion" or "no change" response.

## Question 9

The Selective Housing project has increased cooperation among judges.

## Responses:

1 - Strongly agree	3	( 15.8%)
2 - Agree	6	( 31.6%)
3 - No opinion (no change)	9	( 47.4%)
4 - Disagree	0	
5 - Strongly disagree	0	
- No response	1	( 5.3%)
	N = 19	100.1%*

The single largest response (47.4%) indicated "no opinion" or "no change". However these responses may be misleading. One of the judges did not mark a response (No response category) but stated that the level of cooperation has been "always good", a sentiment possibly shared by the other judges.

## Question 10

The Selective Housing project has increased cooperation between local officials and the Department of Corrections.

## Responses:

1 - Strongly agree	1	( 5.3%)
2 - Agree	15	( 78.9%)
3 - No opinion (no change)	3	( 15.8%)
4 - Disagree	0	
5 - Strongly disagree	0	
N = 19		100%

The respondents overwhelmingly indicated (84.2%) that the Joint Confinement Program has promoted better ties between the Department of Corrections and the localities.

## Question 11

The Selective Housing project has increased cooperation between local officials and the Division of Justice and Crime Prevention (D.J.C.P.).

## Responses:

1 - Strongly agree	4	( 21.1%)
2 - Agree	13	( 68.4%)
3 - No opinion (no change)	2	( 10.5%)
4 - Disagree	0	
5 - Strongly disagree	0	
N = 19		100%

The respondents again overwhelmingly indicated (89.5%) that the program has increased cooperation between the localities and the Division of Justice and Crime Prevention.

## Question 12

The level of cooperation among members of the Governing Board has been excellent.

## Responses:

1 - Strongly agree	8	( 42.1%)
2 - Agree	7	( 36.8%)
3 - No opinion (no change)	1	( 5.3%)
4 - Disagree	2	( 10.5%)
5 - Strongly disagree	0	
- No response	1	( 5.3%)
N =	19	100%

The majority of the respondents (78.9%) agreed with this statement. It is interesting to note that two respondents disagreed with this statement, one indicating a need for redefining the role and responsibilities of the Governing Board.

In summation of this section of the questionnaire, the overwhelming majority of the respondents indicated that the level of cooperation among program affiliates, particularly the operational implications of that cooperation, has been more than adequate. There are also indications that the Joint Confinement Project has enhanced cooperation among some sectors of the local jurisdiction affiliated with the project.

Section E: Program Goals and Objectives

## Question 13

I am very familiar with the goals and objectives of the Selective Housing project.

## Responses:

1 - Strongly agree	5	( 26.3%)
2 - Agree	11	( 57.9%)
3 - No opinion (no change)	1	( 5.3%)
4 - Disagree	2	( 10.5%)
5 - Strongly disagree	0	
N =	19	100%



Eighty-four point two percent indicated familiarity with the project goals and objectives, 10.5% or two of the respondents indicating non-familiarity.

#### Question 14

I believe that the Selective Housing project has met all its goals and objectives.

#### Responses:

1 - Strongly agree	3	( 15.8%)
2 - Agree	12	( 63.2%)
3 - No opinion (no change)	2	( 10.5%)
4 - Disagree	2	( 10.5%)
5 - Strongly disagree	0	
	N = 19	100%

Two of the 19 respondents (10.5%) indicated that the Joint Confinement Project did not meet all the goals and objectives. The majority (79%) indicated that the project has been successful in fulfilling all its goals and objectives. It is interesting to note that two respondents deviated from the majority by disagreeing with Question number 14.

#### Question 15

I think that the goals and objectives of the Selective Housing Project are sufficient and do not have to be changed.

#### Responses:

1 - Strongly agree	1	( 5.3%)
2 - Agree	12	( 63.2%)
3 - No opinion (no change)	4	( 21.1%)
4 - Disagree	2	( 10.5%)
5 - Strongly disagree	0	
	N = 19	100.1%*

The majority of the respondents (68.5%) indicated that the project goals and objectives were sufficient and did not

have to be changed. It should be noted that two disagreement responses were indicated.

#### Question 16

The inmate target allocations specified in the Selective Housing project goals and objectives have substantially been followed.

#### Responses:

1 - Strongly agree	1	( 5.3%)
2 - Agree	15	( 78.9%)
3 - No opinion (no change)	3	( 15.8%)
4 - Disagree	0	
5 - Strongly disagree	0	
N =	19	100%

The majority of those surveyed (84.2%) indicated that the project has been predominately successful in adhering to the housing specifications. None of the respondents specifically disagreed with this statement, the remainder (15.8%) indicating "no opinion."

#### Question 17

The additional staff specified and hired by the Selective Housing project is sufficient for program needs.

#### Responses:

1 - Strongly agree	3	( 15.8%)
2 - Agree	14	( 73.7%)
3 - No opinion (no change)	1	( 5.3%)
4 - Disagree	0	
5 - Strongly disagree	0	
- No response	1	( 5.3%)
N =	19	100.1%*

The overwhelming majority of the respondents (89.5%) indicated that the additional staff hired for the Joint Confinement Project has been sufficient. No negative

responses were elicited.

Question 18

The program management for the Selective Housing project (Project Director, Project Coordinator, Governing Board) has done a satisfactory job.

Responses:

1 - Strongly agree	7	( 36.8%)
2 - Agree	10	( 52.6%)
3 - No opinion (no change)	1	( 5.3%)
4 - Disagree	0	
5 - Strongly disagree	0	
- No response	1	( 5.3%)
N =	19	100%

The overwhelming majority (89.4%) of the responses indicated satisfaction with the job performance of the Joint Confinement Project Director, Project Coordinator, and Governing Board.

Section F: Jail Facilities

Question 19

The existing three jail facilities are sufficient to successfully continue the Selective Housing Project.

Responses:

1 - Strongly agree	1	( 5.3%)
2 - Agree	10	( 52.6%)
3 - No opinion (no change)	4	( 21.1%)
4 - Disagree	4	( 21.1%)
5 - Strongly disagree	0	
N =	19	100.1%*

This question and the remaining items in this section of the questionnaire elicited the greatest diversity of responses. Though a majority (57.9%) indicated sufficiency of the present jail structures to successfully continue the

Joint Confinement Project, there were mixed opinions concerning renovation for each facility as indicated by the responses in Question 20.

Question 20

I believe that the following jail facilities require extensive renovation to enable successful program operation.

Clarke County Jail

Responses:

1 - Strongly agree	1	( 5.3%)
2 - Agree	7	( 36.8%)
3 - No opinion (no change)	5	( 26.3%)
4 - Disagree	4	( 21.1%)
5 - Strongly disagree	0	
- No response	2	( 10.5%)
	<u>19</u>	<u>100%</u>

N = 19

Warren County Jail

Responses:

1 - Strongly agree	1	( 5.3%)
2 - Agree	5	( 26.3%)
3 - No opinion (no change)	7	( 36.8%)
4 - Disagree	2	( 10.5%)
5 - Strongly disagree	1	( 5.3%)
- No response	3	( 15.8%)
	<u>19</u>	<u>100%</u>

N = 19

Frederick County Jail

Responses:

1 - Strongly agree	3	( 15.8%)
2 - Agree	6	( 31.6%)
3 - No opinion (no change)	7	( 36.8%)
4 - Disagree	2	( 10.5%)
5 - Strongly disagree	0	
- No response	1	( 5.3%)
	<u>19</u>	<u>100%</u>

N = 19

## Question 21

To enhance Selective Housing operations, a new jail (or jails) should be constructed.

## Responses:

1 - Strongly agree	7	( 36.8%)
2 - Agree	5	( 26.3%)
3 - No opinion (no change)	6	( 31.6%)
4 - Disagree	0	
5 - Strongly disagree	1	( 5.3%)
	<u>19</u>	<u>100%</u>

As was expected, the percentages of respondents agreeing or disagreeing with the renovation question answered according to the greatest perceived need. That is, Frederick County Jail, the most overcrowded of the three facilities, received the highest percentage of agreements with renovation (47.4%). Warren County Jail, under the Joint Confinement System the most "space efficient" (in terms of a moderate number of a fixed category of inmates, that is, pre-trial males), received the lowest agreement statistic (31.6%).

However, the majority of respondents (63.1%) indicated a preference for new jail construction according to question number 21. There was only a single dissenting response to this question.

It is of interest to note that "no opinion" responses to the above three questions in this section, and mixtures of "no opinion" with agreements and disagreements (and extremes) were distributed among all groups of respondents: judges, Governing Board members, project staff, and jail staff. Such diversity may indicate that questions concerning

short-term and long-range solutions are very much "live" issues and questions requiring resolution.

### Section G: Selective Housing Concept

#### Question 22

The Selective Housing Jail Project is a worthwhile concept.

#### Responses:

1 - Strongly agree	11	( 57.9%)
2 - Agree	8	( 42.1%)
3 - No opinion (no change)	0	
4 - Disagree	0	
5 - Strongly disagree	0	
	N = 19	100%

One hundred percent indicated that they believed the Joint Confinement Corrections and Operations Project to be a worthwhile concept.

#### Question 23

The Selective Housing concept can and should be applied to other areas in Virginia.

#### Responses:

1 - Strongly agree	7	( 36.8%)
2 - Agree	8	( 42.1%)
3 - No opinion (no change)	4	( 21.1%)
4 - Disagree	0	
5 - Strongly disagree	0	
	N = 19	100%

The majority (78.9%) indicated that the Joint Confinement concept could be implemented in other areas. The four "no opinion" responses were distributed throughout the response group.

## Question 24

The present Selective Housing Program should be expanded to include Page and Shenandoah Counties.

## Responses:

1 - Strongly agree	4	( 21.1%)
2 - Agree	4	( 21.1%)
3 - No opinion (no change)	3	( 15.8%)
4 - Disagree	6	( 31.6%)
5 - Strongly disagree	2	( 10.5%)
	<u>19</u>	<u>100.1%*</u>

Responses to this question were evenly divided, the only occurrence in this questionnaire.

Page and Shenandoah are the remaining two counties that, with Clarke, Warren and Frederick Counties, comprise the Lord Fairfax Planning District Commission (or P.D.C. number 7). Before and during program implementation, there had been consideration given to including Page and Shenandoah in the Joint Confinement Project. Sentiment then and now was divided as to the advantage of additional jail resources (including a juvenile detention facility in Shenandoah County) and the offsetting disadvantage of increased transportation distances and costs.

Those in disagreement or of no opinion included judges, jail staff, and other local officials on the Governing Board, a fairly random grouping.

## Question 25

The Selective Housing Project should be continued in this area.

## Responses:

1 - Strongly agree	10	( 52.6%)
2 - Agree	9	( 47.4%)
3 - No opinion (no change)	0	
4 - Disagree	0	
5 - Strongly disagree	0	
	N = 19	100%

The responses to this last question (100% approval rate) reflect the deep commitment of those affiliated with the Joint Confinement Project.

In summation, the overwhelming majority of the survey respondents indicated that the Joint Confinement Project is performing satisfactory concerning its management, operations, and direction.

Open-Ended Questions

Open-ended questions were used in this questionnaire to solicit information concerning program problems or aspects not covered by the 25 questions. All but one respondent replied to at least one of the questions.

The responses for this section of the questionnaire included the following:

1. Do you think that the present inmate allocation system of females and juveniles at Clarke, male pre-trials to Warren, and sentenced at Frederick - is sufficient?

The majority of the respondents, 14 or 73.7% answered "yes" to the question posed. Two respondents gave no response.

The three negative responses included a comment that "Warren and Frederick" were not sufficient, and a statement from one of the program managers, that the Clarke County



Jail was insufficient to provide for four categories of inmates with only three housing sections.

2. What programs and services would you like to see implemented at the three jails?

One of the respondents provided a list of items that either partially or generally concurred with ten (52.6%) of the other respondents:

1. Counseling services
2. Expanded use of work release
3. Library facilities
4. Educational and vocational programs
5. Post-release job placement services
6. Increased visitation
7. Increased recreation

Suprisingly, a significant number of survey respondents, nine or 47.4% of the total, did not provide a response to this question, or in the case of three provided negative responses. The negative responses went the gamut from "none", to the remark that "...programs...were not necessary if the...jails were used only for temporary lockups." The third statement was extremely negative, that jails should be "more punitive" and "less rehabilitative for sentenced inmates." Therefore, good programs should be "kept to a minimum."

3. If you think there is a need for new jail construction what type(s) would you like to see built? Location?

Of the diverse responses, the majority of respondents (12 or 63.2%) indicated that new jail construction should be made of a "regional jail" centrally located to the three counties. Solitary responses for other options included a

new local facility in Front Royal (Warren County), a work/study release center, and a dormitory, minimum security facility. One respondent indicated "no" new construction was needed.

4. Have you experienced unique problems not covered by this questionnaire?

Ten or 52.6% of the 19 total respondents stated "no" to question number four. Six (31.6%) of the respondents gave no response.

The remaining three responses included the following:

1. problem with juvenile commitments,
2. that Frederick County does not "know when the inmates go to court", and
3. problem with the transportation of juveniles.

Through previous discussions with the Project Coordinator, program staff are aware of these problems and are attempting to deal with them.

5. What changes would you like to see made in the Selective Housing Project?

The largest category of responses, eight out of the 19 or 42.1%, responded "none" to this question. Seven or 36.8% provided no response.

The remaining four responses (21.1%) included the following:

1. Include Page and Shenandoah Counties in the project.
2. Need (for the project) a minimum security facility for work release.
3. Incorporate the transportation of juveniles into a transportation network partially serviced by the Division of Youth Services.

4. Make the project more meaningful, strive to do better.

These responses in one form or another have been covered by other questions in the survey. The project management is also well aware of these concerns.

#### B. Monitoring Activities

During the interim evaluation phase, numerous occurrences of non-compliance with the project objectives and departmental housing regulations were observed (cf. Interim Evaluation Report: Selective Housing Project, pp. 17-20). Subsequent to the Interim Report, the Bureau of Research, Reporting and Evaluation determined that intensified field visits would be required to facilitate assessing the ability of the Joint Confinement Project to satisfy the housing objectives and identify, through a greater representation of monitoring data, key problem areas.

A series of weekly field visits were therefore conducted through the months of January and February 1978 at the Clarke, Warren and Frederick County Jails. All monitoring was performed during regular business hours. Weekends were excluded. Scheduling for the visits was selected on a random basis (two Mondays, two Tuesdays, one Wednesday, one Thursday, one Friday the final "pick") and were not announced beforehand to any persons affiliated with the project, with the exception of the Project Coordinator who accompanied this evaluator during the visits.

Seven trips were conducted during this phase of the project:

1. January 5, 1978
2. January 10, 1978
3. January 23, 1978
4. February 3, 1978
5. February 8, 1978
6. February 13, 1978
7. February 21, 1978

Eight trips were originally scheduled. However, the "second" trip, scheduled during the week of January 16 - 20 1978, was cancelled due to inclement weather.

This monitoring data obtained during the seven field visits primarily consisted of inmate housing records at the three county jails. At each jail the population/housing rosters, posted adjacent to the jail entrances at the three facilities, were recorded. The entries were then transferred to specially prepared worksheets that list the following items:

1. cell occupancy (name entered or "vacant" shown for empty cell),
2. age (listed as "adult" or "juvenile"),
3. sex (listed as "male" or "female"),
4. judicial or holding status (listed as "sentenced", "awaiting trial", "felon" or "misdemeanant"),
5. other information (if offender is "work release", "trusty", etc.).

This format was adopted in order to offset the shortcomings of the Daily Jail Population Reports, a reporting instrument used by the Joint Confinement Project staff throughout the first year of operation. This report unfortunately does not provide location data for persons housed in

the jails. That is, it is not possible to determine precise housing locations for a reported number of inmates on a given day. On-site monitoring of inmate housing therefore provided a more accurate means of assessing the ability of the Joint Confinement Project to fulfill the housing objectives.

Numerous instances of non-compliance with project objectives and departmental housing requirements were observed during the field visits. However, caution must be exercised in interpreting the findings due to the presence of mitigating circumstances for some occurrences. Secondly, an analysis of jail data provides some indication of general trend improvements for Warren and Frederick County Jails. These qualifications, to be discussed at the end of this sub-section, soften to a degree the general complexion of inmate housing.

Before listing the findings of the seven field visits, the project goals and objectives and departmental housing regulations must be introduced. The reader must bear in mind that the inmate housing aspect is the most important aspect of the Joint Confinement Project. Historical inabilities to properly house inmates in the region substantially promoted the adoption of the Selective Housing Concept. All other programmatic concerns derive from the housing aspect. These issues are reflected by the Joint Confinement Project Goals and Objectives:

Goal:

1. To alleviate critical prisoner housing shortages in the jails of Clarke County, Frederick County

- Winchester City, and Warren County by pooling jail resources in a coordinated, cooperative, operation of the participating jails.
- 2. To achieve better compliance by the participating jails with Virginia Department of Corrections prisoner segregation rules by selective housing of prisoners, placing female and juvenile prisoners in the Clarke County Jail, adult male prisoners awaiting trial in the Warren County Jail, and convicted adult male prisoners in the Frederick County - Winchester City Jail.

Objectives:

1. All women and all juveniles will be transferred, upon arrest and completion of intake processing, to Clarke County Jail, and returned there to serve local sentences or await transfer to a state institution.
2. All adult male pre-trial detainees will be transferred, upon arrest and completion of intake processing, to the Warren County Jail.
3. All tried adult males, following sentencing, will be housed in the Frederick County Jail, either to serve local sentences or await transfer to a state institution.

The departmental housing rules and regulations, previously mentioned in this report and in Goal # 2 above, are contained in Section II - "Housing" of the Rules and Regulations for the Administration of Local Jails and Lockups, promulgated by the Virginia Department of Corrections. These regulations complement the use of the project objectives in assisting project performance.

## II. HOUSING

A. Juveniles shall be housed separately from adults within the institution. To the

degree possible, young adults shall be separated from older adults and misdemeanants from felons.

B. Pre-trial detainees shall be housed separately from inmates who have been sentenced, whenever possible.

C. Males shall be housed separately from females.

D. Inmates who are vulnerable to attack, physically and/or sexually, should be insured all possible protection.

E. Major jails should seek to establish separate wards, cells or facilities for inmates with major medical problems.

F. When inmates are separated for their own protection, privileges which otherwise would have been available to them shall not be denied.

Housing regulations "A", "B", and "C" are specifically important in reviewing the field visit findings.

The following entries are complete monitoring reports for the seven field visits. The names of inmates have been deleted to insure anonymity. An entry of three asterisks (\*\*\*) indicates a person detained. The remainder of the prisoner information has been left intact.

Field Visit # 1 - January 5, 1978

Clarke County Jail

Cell Block # 1

Cell # 1	Vacant
Cell # 2	Vacant
Cell # 3	Vacant
Cell # 4	Vacant

## Cell Block # 2

Cell # 1	Vacant
Cell # 2	Vacant
Cell # 3	Vacant

## Cell Block # 3 (All Adult Female)

Cell # 1		Vacant
Cell # 2	***	Sentenced
Cell # 3	***	Sentenced
Cell # 4	***	Sentenced
Cell # 5		Vacant

No problems are indicated at the Clarke County Jail  
for this visit.

Warren County Jail

## 1st floor

## Cell Block # 1 (All Adult Male)

Cell # 1	Vacant
Cell # 2	Vacant
Cell # 3	Vacant
Cell # 4	Vacant

## Cell Block # 2 (All Adult Male)

Cell # 1	***	Sentenced
Cell # 2	***	Pre-trial
Cell # 3	***	Pre-trial
Cell # 4	***	Pre-trial

## Cell Block # 3 (All Adult Male)

Cell # 1	***	Pre-trial
Cell # 2	***	Pre-trial
Cell # 3	***	Pre-trial
Cell # 4		Vacant

## Cell Block # 4 (All Adult Male - Work Release)

Cell # 1	***	Sentenced
Cell # 2		Vacant
Cell # 3	***	Sentenced
Cell # 4	***	Sentenced

Sick Room	Vacant
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## 2nd floor

## Cell Block # 5 (All Adult Male)

Cell # 1	***	Pre-trial
Cell # 2	***	Pre-trial
Cell # 3	***	Pre-trial
Cell # 4	***	Pre-trial

## Cell Block # 6 (All Adult Male-Trusty)

Cell # 1	***	Sentenced
Cell # 2	***	Sentenced
Cell # 3	***	Pre-trial
Cell # 4	***	Sentenced

## Cell Block # 7 (All Adult Male)

Cell # 1	***	Pre-trial
Cell # 2		Vacant
Cell # 3		Vacant
Cell # 4	***	Pre-trial

## Cell Block # 8 (All Adult Male)

Cell # 1	***	Pre-trial
Cell # 2	***	Pre-trial
Cell # 3	***	Sentenced
Cell # 4	***	Pre-trial

Sick Room		Vacant
-----------	--	--------

Mixtures of pre-trial and sentenced inmates were noted in Cell Blocks # 2, # 6 and # 8.

According to the jail staff at Warren County, the sentenced inmate in Cell Block # 8 had been scheduled for transfer to Frederick County Jail. The pre-trial detainee in Block # 6, a trusty, had been assigned to house with other trusty status inmates for internal security purposes. These instances may be considered permissible.

However it must be pointed out that Cell Block # 1, containing four cells, was completely vacant at the time of the visit. Therefore, the instances of sentenced housed

with pre-trial detainees could have been rectified using available jail space at the Warren County Jail.

Frederick County Jail

Cell Block # 1	(All Adult Male)
Cell # 1	*** Pre-trial *** Pre-trial
Cell # 2	(All Adult Male) *** Sentenced (waiting State pick-up) Vacant *** Pre-trial *** Pre-trial *** Pre-trial *** Pre-trial
Cell # 3	(All Adult Male-Trusty) *** Sentenced *** Sentenced *** Sentenced *** Sentenced *** Sentenced *** Sentenced
Cell # 4	(All Adult Male-Work Release) *** Sentenced *** Sentenced *** Sentenced *** Sentenced *** Sentenced *** Sentenced *** Sentenced *** Sentenced *** Sentenced
Cell # 5	(All Adult Male) *** Sentenced *** Sentenced (waiting State pick-up) *** Sentenced (waiting State pick-up)
Cell # 6	(All Adult Male) *** Sentenced *** Pre-trial *** Pre-trial *** Pre-trial *** Sentenced *** Pre-trial

Cell # 7		(All Adult Male)
	***	Sentenced
	***	Pre-trial (and fugitive, NC)
	***	Sentenced
	***	Sentenced
	***	Sentenced

Cell # 8		(All Adult Male)
	***	Sentenced
	***	Sentenced (and fugitive, NC)
	***	Sentenced
	***	Sentenced
	***	Sentenced

Again, the instances where pre-trial and sentenced inmates are housed together (Cell # 2, # 6, and # 7) are contrary to objectives number 2 and 3 and Housing Regulations "B".

Field Visit # 2 - January 10, 1978

Clarke County Jail

Cell Block # 1

Cell # 1	***	Juvenile-Male-Pre-trial
Cell # 2		Vacant
Cell # 3		Vacant
Cell # 4		Vacant

Cell Block # 2

Cell # 1	***	Adult-Female-Pre-trial
Cell # 2		Vacant
Cell # 3	***	Adult-Male-Pre-trial

Cell Block # 3

Cell # 1		Vacant
Cell # 2	***	Adult-Female-Sentenced-Felon
Cell # 3	***	Adult-Female-Sentenced-Misd.
Cell # 4	***	Adult-Female-Sentenced-Felon
Cell # 5		Vacant

According to the jail staff, the adult male inmate in Cell Block # 2 had been brought to the Clarke County Jail the morning of the monitoring visit for court. He was scheduled

for pick-up at 5:00 p.m. back to Warren County Jail.

The occurrence in Cell Block # 1 is a violation of Housing Regulation "C". However, the presence of sentenced females in Cell Block # 3 and a juvenile in Cell Block # 1 prevented Clarke County from housing the adult male scheduled for court without violating one of the housing regulations or project objectives. Movement of the female in Cell Block # 2 to one of the other areas would have fulfilled the mandate to separate males from females, but this movement would also have resulted in non-compliance.

The requirement of the Clarke County Jail to satisfy the multitude of housing requirements (such as male-female, adult-juvenile from female-juvenile, etc.) with only three distinct housing areas (and a limited capacity of 12 cells) has created problems. Further examples will be illustrated later in this section.

#### Warren County Jail

##### 1st floor

#### Cell Block # 1 (All Adult Male)

Cell # 1	***	Pre-trial
Cell # 2	***	Pre-trial
Cell # 3		Vacant
Cell # 4		Vacant

#### Cell Block # 2 (All Adult Male)

Cell # 1	***	Pre-trial
Cell # 2	***	Pre-trial
Cell # 3	***	Pre-trial
Cell # 4	***	Pre-trial

## Cell Block # 3 (All Adult Male)

Cell # 1	***	Pre-trial
Cell # 2	***	Pre-trial
Cell # 3	***	Pre-trial
Cell # 4		Vacant

## Cell Block # 4 (All Adult Male- Work Release)

Cell # 1	***	Sentenced
Cell # 2	***	Sentenced
Cell # 3	***	Sentenced
Cell # 4		Vacant

Sick Room		Vacant
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## 2nd floor

## Cell Block # 5 (All Adult Male)

Cell # 1	***	Pre-trial
Cell # 2	***	Pre-trial
Cell # 3	***	Pre-trial
Cell # 4	***	Pre-trial

## Cell Block # 6 (All Adult Male- Trusty)

Cell # 1	***	Sentenced
Cell # 2	***	Sentenced
Cell # 3	***	Pre-trial
Cell # 4	***	Sentenced

## Cell Block # 7 (All Adult Male)

Cell # 1	***	Pre-trial
Cell # 2	***	Pre-trial
Cell # 3		Vacant
Cell # 4	***	Pre-trial

## Cell Block # 8 (All Adult Male)

Cell # 1	***	Pre-trial
Cell # 2	***	Pre-trial
Cell # 3	***	Pre-trial
Cell # 4	***	Pre-trial

Sick Room		Vacant
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The pre-trial trusty in Cell Block # 6 was housed with the other inmates assigned to trusty status for security considerations. No problems were noted on this visit.

Frederick County Jail

Cell # 1	(All Adult Male)
***	Pre-trial
***	Sentenced
Cell # 2	(All Adult Male)
***	Sentenced
***	Pre-trial (fugitive warrant, WV)
***	Pre-trial
***	Sentenced
***	Sentenced
***	Sentenced
Cell # 3	(All Adult Male- Trusty)
***	Sentenced
***	Sentenced
***	Sentenced
***	Sentenced
***	Sentenced
Cell # 4	(All Adult Male- Work Release)
***	Sentenced
***	Sentenced
***	Sentenced
***	Sentenced
***	Sentenced
***	Sentenced
***	Sentenced
***	Sentenced
Cell # 5	(All Adult Male)
***	Sentenced
***	Sentenced
***	Sentenced
Cell # 6	(All Adult Male)
***	Sentenced
***	Sentenced
***	Sentenced
***	Sentenced
***	Pre-trial
Cell # 7	(All Adult Male)
***	Sentenced
***	Sentenced
***	Pre-trial
Cell # 8	(All Adult Male)
***	Sentenced
***	Sentenced (Fugitive NC)
***	Sentenced
***	Pre-trial
***	Sentenced

The pre-trial inmate in Cell # 1 according to jail staff was under special doctor's care, the reason why he was detained at Frederick County Jail on the day of this visit.

In the opinion of this evaluator, some of the non-compliance instances (pre-trial inmates housed with sentenced) may have been minimized using available jail space on that particular day. Movements of inmates internally, such as the pre-trial detainees to Cell # 7 and the sentenced inmates to Cells # 6 and # 8 could have maximized compliance with departmental housing regulation "B".

Field Visit # 3 - January 23, 1978

Clarke County Jail

Cell Block # 1

Cell # 1		Vacant
Cell # 2	***	Juvenile Male-Sentenced-Felon
Cell # 3		Vacant
Cell # 4		Vacant

Cell Block # 2

Cell # 1	***	Adult Female-Pre-trial
Cell # 2		Vacant
Cell # 3		Vacant

Cell Block # 3

Cell # 1	***	Adult Female-Sentenced
Cell # 2		Vacant
Cell # 3	***	Adult Female-Pre-trial
Cell # 4	***	Adult Female-Sentenced
Cell # 5		Vacant

The pre-trial female in Cell Block number 3 could have been moved to Cell Block # 2 to satisfy Housing Requirement "B". However, both pre-trial females were "crime partners", being detained and tried for the same criminal occurrences. Their separation therefore resulted from a directive from the

Clarke County sheriff. This is not an uncommon jail practice in many jurisdictions.

Warren County Jail

1st Floor

Cell Block # 1

Cell # 1	***	Adult-Male-Pre-trial
Cell # 2		Vacant
Cell # 3		Vacant
Cell # 4		Vacant

Cell Block # 2 (All Adult Male)

Cell # 1	***	Pre-trial
Cell # 2	***	Pre-trial
Cell # 3	***	Pre-trial
Cell # 4		Vacant

Cell Block # 3 (All Adult Male)

Cell # 1	***	Parole Violator - Felon
Cell # 2	***	Sentenced - Misdemeanant
Cell # 3	***	Awaiting extradition LA
Cell # 4	***	Pre-trial

Cell Block # 4 (All Adult Male - Work Release)

Cell # 1	***	Sentenced
Cell # 2	***	Sentenced
Cell # 3	***	Sentenced
Cell # 4		Vacant

Sick Room		Vacant
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2nd Floor

Cell Block # 5 (All Adult Male)

Cell # 1	***	Pre-trial
Cell # 2	***	Pre-trial (awaiting extradition WV)
Cell # 3	***	Pre-trial
Cell # 4	***	Pre-trial

Cell Block # 6 (All Adult Male)

Cell # 1	***	Sentenced-Work Release
Cell # 2	***	Sentenced-Trusty
Cell # 3	***	Sentenced-Trusty
Cell # 4		Vacant



## Cell Block # 7 (All Adult Male)

Cell # 1	***	Awaiting extradition MD
Cell # 2	***	Pre-trial
Cell # 3		Vacant
Cell # 4		Vacant

## Cell Block # 8 (All Adult Male)

Cell # 1	***	Pre-trial
Cell # 2	***	Pre-trial
Cell # 3		Vacant
Cell # 4	***	Pre-trial

Sick Room		Vacant
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Again, movement of the pre-trial detainees to other cell blocks within the jail on that day might have eliminated these non-compliance occurrences. Cell Blocks # 1 and # 8 respectively could have handled the pre-trial detainees with available vacancies listed for this day. No explanation can be given for the single work releasee to be housed with the trusty inmates in Cell Block # 6. The work releasee could have been assigned to the vacancy listed in Block # 4. Housing work releasees separate from other inmate classifications minimizes security problems and is an arrangement recommended by the U.S. Bureau of Prisons (cf. The Jail: It's Operation and Management, p. 172.)

Frederick County Jail

Cell # 1		(All Adult Male)
	***	Pre-trial
	***	Sentenced
	***	Pre-trial
	***	Sentenced

Cell # 2	(All Adult Male)
***	Sentenced
***	Sentenced
***	Pre-trial
***	Sentenced
***	Sentenced
	Vacant
Cell # 3	(All Adult Male-Trusty)
***	Sentenced-Misd.
***	Sentenced-Misd.
***	Sentenced-Felon
***	Sentenced-Felon
Cell # 4	(All Adult Male-Work Release)
***	Sentenced
***	Sentenced
***	Sentenced
***	Sentenced
***	Sentenced
***	Sentenced
***	Sentenced
***	Sentenced
Cell # 5	(All Adult Male)
***	Pre-trial-Felon
***	Sentenced-Felon
Cell # 6	(All Adult Male)
***	Sentenced-Misd.
***	Pre-trial-Misd.
Cell # 7	(All Adult Male)
***	Sentenced-Felon
***	Sentenced-Felon
Cell # 8	(All Adult Male)
***	Sentenced-Felon
***	Sentenced- (Fugitive from NC)
***	Pre-trial-Felon
***	Sentenced-Felon
***	Sentenced-Felon

Again, movement of the pre-trial detainee from cell # 2 to # 1 and the two sentenced inmates from # 1 to # 2 would have eliminated these occurrences. On paper, room could also have been found for the sentenced inmate in Cell # 5. For

example, a vacancy was listed on that day in cell # 7,  
housing two other sentenced inmates.

Visit # 4 - February 3, 1978

Clarke County Jail

Cell Block # 1

Cell # 1	***	Juvenile Male-Sentenced-Misd.
Cell # 2	***	Juvenile Male-Sentenced-Misd.
Cell # 3		Vacant
Cell # 4		Vacant

Cell Block # 2

Cell # 1	***	Adult Female-Pre-trial
Cell # 2	***	Adult Male-Pre-trial
Cell # 3	***	Adult Male-Pre-trial

Cell Block # 3

Cell # 1	***	Adult Female-Sentenced-Felon
Cell # 2		Vacant
Cell # 3	***	Adult Female-Pre-trial-Felon
Cell # 4	***	Adult Female-Sentenced-Felon
Cell # 5		Vacant

Two juveniles were housed on this day in Cell Block # 1. The adult female in Block # 2 could not have been moved to Block # 1, nor could she have been moved to Block # 3 where three other females were being held due to the special legal considerations discussed in the January 23, 1978 monitoring visit section. Limited space again prevented Clarke County Jail from adequately fulfilling project goal # 2 and housing mandates.

Warren County Jail

1st Floor

Cell Block # 1 (All Adult Male)

Cell # 1	***	Pre-trial
Cell # 2	***	Pre-trial
Cell # 3		Vacant
Cell # 4		Vacant

## Cell Block # 2 (All Adult Male)

Cell # 1	***	Pre-trial-Felon
Cell # 2	***	Pre-trial-Felon
Cell # 3	***	Pre-trial-Felon
Cell # 4	***	Pre-trial-Felon

## Cell Block # 3 (All Adult Male)

Cell # 1	***	Parole Violator-Felon
Cell # 2	***	Sentenced-Misd.
Cell # 3	***	Pre-trial-Felon
Cell # 4	***	Pre-trial-Felon

## Cell Block # 4 (Adult Male - Work Release)

Cell # 1	***	Sentenced-Misd.- Work Release
Cell # 2		Vacant
Cell # 3		Vacant
Cell # 4		Vacant

Sick Room		Vacant
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## 2nd Floor

## Cell Block # 5 (All Adult Male)

Cell # 1	***	Pre-trial-Felon
Cell # 2	***	Pre-trial-Felon
Cell # 3	***	Pre-trial-Felon
Cell # 4	***	Pre-trial-Felon

## Cell Block # 6 (All Adult Male - Trusty)

Cell # 1	***	Sentenced-Felon-Work Release
Cell # 2	***	Sentenced-Felon-Trusty
Cell # 3	***	Sentenced-Felon-Trusty
Cell # 4	***	Pre-trial-Felon-Trusty

## Cell Block # 7 (All Adult Male)

Cell # 1	***	Pre-trial-Felon
Cell # 2	***	Sentenced-Misd.
Cell # 3	***	Pre-trial-Felon
Cell # 4	***	Pre-trial-Felon

## Cell Block # 8 (All Adult Male)

Cell # 1	***	Pre-trial-Felon
Cell # 2	***	Pre-trial-Felon
Cell # 3	***	Pre-trial-Felon
Cell # 4	***	Pre-trial

Sick Room		Vacant
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Moving the two pre-trial detainees in Block # 3 to Block # 1, the parole violator in Block # 3 to Block # 7, and the sentenced - misdemeanant from Block # 7 to Block # 3 might have eliminated some non-compliance occurrences.

```

Cell # 1      (All Adult Male)
***      Pre-trial-Felon
***      Sentenced-Felon
***      Pre-trial-Felon
***      Sentenced-Felon

Cell # 2      (All Adult Male)
***      Sentenced-Felon
***      Sentenced-Felon
***      Sentenced-Felon
***      Sentenced-Felon

Cell # 3      (All Adult Male - Trusty)
***      Sentenced-Misd.
***      Sentenced-Misd.
***      Sentenced-Felon
***      Sentenced-Felon

Cell # 4      (All Adult Male - Work Release)
***      Sentenced-Felon
***      Sentenced-Misd.
***      Sentenced-Misd.
***      Sentenced-Felon
***      Sentenced-Felon
***      Sentenced-Felon
***      Sentenced-Felon
***      Sentenced-Felon
***      Sentenced-Misd.

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Cell # 5           (All Adult Male)  
                   \*\*\*     Sentenced-Felon  
                   \*\*\*     Sentenced-Felon  
                   \*\*\*     Federal Prisoner-Federal Charge

Cell # 6           (All Adult Male)  
                   \*\*\*     Sentenced-Misd.  
                   \*\*\*     Sentenced-Misd.  
                   \*\*\*     Pre-trial-Misd.  
                   \*\*\*     Sentenced-Misd.  
                   \*\*\*     Sentenced-Misd.  
                   \*\*\*     Sentenced-Misd.  
                   \*\*\*     Sentenced-Misd.

Cell # 7           (All Adult Male)  
                   \*\*\*     Sentenced-Felon  
                   \*\*\*     Sentenced-Felon

Cell # 8           (All Adult Male)  
                   \*\*\*     Sentenced-Felon  
                   \*\*\*     Sentenced-Felon (Fugitive NC)  
                   \*\*\*     Sentenced-Felon  
                   \*\*\*     Sentenced-Felon  
                   \*\*\*     Sentenced-Felon

Down Detention

\*\*\*     Sentenced-Misd.-Trusty

The only minor problems noted on this visit were mixtures of sentenced with pre-trial inmates in Cells # 1 and # 6. It must be noted that jail staff preferred to house inmates in Cell # 1 and # 6 by seriousness of offense (felons with felons and misdemeanants with other misdemeanants). Given the overcrowded conditions and jail management factors, these exceptions may have been legitimate management practices.

Field Visit # 5 - February 8, 1978

Clarke County Jail

Cell Block # 1

Cell # 1     \*\*\*     Juvenile Male-Sentenced-Misd.  
 Cell # 2     \*\*\*     Juvenile Male-Sentenced-Misd.  
 Cell # 3     \*\*\*     Juvenile Male-Sentenced-Work Release  
 Cell # 4     \*\*\*     Vacant

## Cell Block # 2

Cell # 1		Vacant
Cell # 2		Vacant
Cell # 3	***	Adult Male-Sentenced-Misd.-Trusty

## Cell Block # 3 (All Adult Female)

Cell # 1	***	Sentenced-Felon
Cell # 2		Vacant
Cell # 3		Vacant
Cell # 4	***	Sentenced-Felon
Cell # 5	***	Pre-trial-Misd.

The presence of juvenile males in Cell Block # 1 and an adult male in Cell Block # 2 discouraged movement of the female pre-trial detainee to another area. The adult male in Cell Block # 2 was assigned to the Clarke County Jail and was used as a "trusty" inmate. Assignment of a male to Clarke County Jail has been considered a legitimate exception to the housing pattern (and is referred to in part 3.3.a, "Housing of Prisoners" in "Appendix C" of Grant Application # 76A-3977E).

The presence of the adult male in Block # 2 also discouraged movement of the juvenile work release in Block # 1 to Block # 2. The lack of a separate work release facility, previously referred to by a survey respondent in Section III - A of this report, has placed Clarke County Jail staff at a disadvantage in maximizing jail space.

Warren County Jail

## 1st Floor

## Cell Block # 1 (All Adult Female)

Cell # 1	***	Pre-trial-Misd.
Cell # 2	***	Pre-trial-Felon
Cell # 3		Vacant
Cell # 4		Vacant

## Cell Block # 2 (All Adult Male)

Cell # 1	***	Pre-trial-Misd.
Cell # 2	***	Pre-trial-Felon
Cell # 3	***	Pre-trial-Felon
Cell # 4		Vacant

## Cell Block # 3 (All Adult Male)

Cell # 1	***	Parole Violator-Waiting State Pickup
Cell # 2	***	Pre-trial-Felon
Cell # 3	***	Pre-trial Felon
Cell # 4	***	Pre-trial-Felon

## Cell Block # 4 (All Adult Male - Work Release)

Cell # 1	***	Sentenced-Felon-Work Release
Cell # 2		Vacant
Cell # 3		Vacant
Cell # 4		Vacant

Sick Room		Vacant
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## 2nd Floor

## Cell Block # 5 (All Adult Male)

Cell # 1	***	Pre-trial-Felon
Cell # 2	***	Pre-trial-Felon
Cell # 3	***	Pre-trial-Felon
Cell # 4		Vacant

## Cell Block # 6 (All Adult Male - Trusty)

Cell # 1	***	Sentenced-Felon-Trusty & Work Release
Cell # 2	***	Sentenced-Felon-Trusty
Cell # 3	***	Sentenced-Misd.-Trusty
Cell # 4	***	Pre-trial-Felon-Trusty

## Cell Block # 7 (All Adult Male)

Cell # 1	***	Pre-trial-Felon
Cell # 2		Vacant
Cell # 3	***	Pre-trial-Felon
Cell # 4	***	Pre-trial-Felon

## Cell Block # 8 (All Adult Male)

Cell # 1	***	Pre-trial-Felon
Cell # 2	***	Pre-trial-Felon
Cell # 3	***	Pre-trial-Felon
Cell # 4	***	Pre-trial-Felon

Sick Room		Vacant
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The vacancies in Cell Blocks # 1 and # 2 (and another vacancy in Cell Block # 5) vacancy housing three pre-trial detainees on felony charges provide, on paper, three mathematical combinations of properly housed groups, ample room for housing the above inmates in accordance with Project Goal # 2 and with Housing Regulation "A".

Frederick County Jail

Cell # 1	(All Adult Male)
***	Pre-trial-Felon
***	Sentenced-Felon
***	Pre-trial-Felon
***	Sentenced-Felon
Cell # 2	(All Adult Male)
***	Sentenced-Felon
***	Sentenced-Felon
***	Sentenced Felon
***	Sentenced-Felon
***	Sentenced-Felon
Cell # 3	(All Adult Male - Trusty)
***	Sentenced-Misd.
***	Sentenced-Misd.
***	Sentenced-Felon
***	Sentenced-Felon
Cell # 4	(All Adult Male)
***	Sentenced-Misd.
***	Sentenced-Misd.
***	Sentenced-Felon
***	Sentenced-Felon
***	Sentenced-Felon
***	Sentenced-Felon
Cell # 5	(All Adult Male)
***	Sentenced-felon-awaiting state pickup
***	Pre-trial-Felon
***	Federal Prisoner-Fed. charge
Cell # 6	(All Adult Male)
***	Sentenced-Misd.
***	Sentenced-Misd.
***	Pre-trial-Misd.

\*\*\* Sentenced-Misd.  
 \*\*\* Sentenced-Misd.  
 \*\*\* Sentenced-Misd.  
 \*\*\* Sentenced-Misd.  
 \*\*\* Sentenced-Misd.

Cell # 7 (All Adult Male)  
 \*\*\* Sentenced-Felon-awaiting state pickup  
 \*\*\* Sentenced-Felon-awaiting state pickup  
 \*\*\* Sentenced Felon-awaiting state pickup

Cell # 8 (All Adult Male)  
 \*\*\* Pre-trial-Felon  
 \*\*\* Sentenced-Felon (Fugitive NC)  
 \*\*\* Sentenced-Felon  
 \*\*\* Pre-trial-Felon-awaiting sentence  
 \*\*\* Sentenced-Felon-awaiting state pickup  
 \*\*\* Sentenced-Felon-awaiting state pickup

Down Detention

\*\*\* Adult Male-Sentenced-Misd.-Trusty

Up Detention I

\*\*\* Adult Male-Pre-trial-Misd.

Up Detention II

\*\*\* Adult Male-Sentenced-Misd.

Although there were numerous violations noted on this day (mixtures of pre-trial and sentenced inmates), overcrowded conditions at the Fredericksburg County Jail staff to satisfy project objectives and state housing specifications.

Field Visit # 6 - February 13, 1978

Clarke County Jail

Cell Block # 1

Cell # 1 \*\*\* Juvenile Male-Sentenced-Misd.  
 Cell # 2 Vacant  
 Cell # 3 \*\*\* Juvenile Male-Sentenced-Misd.  
 Cell # 4 Vacant

## Cell Block # 2

Cell # 1	***	Adult Female-Pre-trial-Felon.
Cell # 2		Vacant
Cell # 3	***	Adult Male-Sentenced-Misd.-Trusty

## Cell Block # 3

Cell # 1	***	Adult Female-Sentenced-Felon
Cell # 2		Vacant
Cell # 3	***	Adult Female-Sentenced-Felon
Cell # 4	***	Adult Female-Sentenced-Felon
Cell # 5		Vacant

Juveniles in Block # 1 and females in Block # 3 discouraged assignments of the adult male trusty to either of these areas. The special legal problem noted under the January 23, 1978 visit description discouraged reassignment of the adult female in Block # 2.

Warren County Jail

## 1st Floor

## Cell Block # 1 (All Adult Male)

Cell # 1	***	Pre-trial-Felon
Cell # 2	***	Pre-trial-Misd.
Cell # 3	***	Pre-trial-Misd.
Cell # 4		Vacant

## Cell Block # 2 (All Adult Male)

Cell # 1	***	Pre-trial-Felon
Cell # 2	***	Pre-trial-Felon
Cell # 3	***	Pre-trial-Felon
Cell # 4	***	Pre-trial-Felon

## Cell Block # 3 (All Adult Male)

Cell # 1	***	Parole Violator-awaiting state pickup
Cell # 2		Vacant
Cell # 3	***	Pre-trial-Felon
Cell # 4	***	Pre-trial-Felon

## Cell Block # 4 (Adult Male - Work Release)

Cell # 1	***	Sentenced-Felon-Work Release
Cell # 2		Vacant

Cell # 3	Vacant
Cell # 4	Vacant

Sick Room	Vacant
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## 2nd Floor

## Cell Block # 5 (All Adult Male)

Cell # 1	***	Pre-trial-Felon
Cell # 2	***	Pre-trial-Felon
Cell # 3	***	Pre-trial-Felon
Cell # 4		Vacant

## Cell Block # 6 (All Adult Male - Trusty)

Cell # 1	***	Sentenced-Felon-Work Release & Trusty
Cell # 2	***	Sentenced-Felon-Trusty
Cell # 3	***	Sentenced-Felon-Trusty
Cell # 4	***	Pre-trial-Felon-Trusty

## Cell Block # 7 (All Adult Male)

Cell # 1	***	Pre-trial-Felon
Cell # 2	***	Pre-trial-Felon
Cell # 3	***	Pre-trial-Felon
Cell # 4	***	Pre-trial-Felon

## Cell Block # 8 (All Adult Male)

Cell # 1	***	Pre-trial-Felon
Cell # 2	***	Pre-trial-Felon
Cell # 3	***	Pre-trial-Felon
Cell # 4	***	Pre-trial-Felon

Sick Room	Vacant
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On paper, the single pre-trial felon detainee in Cell Block # 1 could have been moved to vacancies in Block # 3 (housing three other pre-trial felons) or Block # 5 with a similar housing arrangement at the time. Available jail space, then, may have increased compliance with departmental housing regulations on this day.

Frederick County Jail

Cell # 1	(All Adult Male)
***	Pre-trial-Felon
***	Pre-trial-Felon
***	Sentenced-Felon
Cell # 2	(All Adult Male)
***	Sentenced-Felon-awaiting state pickup
***	Sentenced-Felon
***	Sentenced-Felon
***	Sentenced-Felon
***	Sentenced-Felon
***	Sentenced-Felon
Cell # 3	(All Adult Male - Trusty)
***	Sentenced-Felon-Trusty
***	Sentenced-Misd.-Trusty
***	Sentenced-Felon-Trusty
***	Sentenced-Felon-Trusty
Cell # 4	(All Adult Male - Work Release)
***	Sentenced-Misd.-Work Release
***	Sentenced-Misd.-Work Release
***	Sentenced-Felon-Work Release
***	Sentenced-Felon-Work Release
***	Sentenced-Felon-Work Release
***	Sentenced-Felon-Work Release
***	Sentenced-Felon-Work Release
Cell # 5	(All Adult Male)
***	Pre-trial-Misd.
***	Pre-trial-Misd.
***	Pre-trial-Misd.
Cell # 6	(All Adult Male)
***	Sentenced-Misd.
***	Sentenced-Misd.
***	Pre-trial-Misd.
***	Sentenced-Misd.
***	Sentenced-Misd.
***	Pre-trial-Misd.
***	Sentenced-Misd.
***	Sentenced-Misd.
Cell # 7	(All Adult Male)
***	Sentenced-Felon
***	Sentenced-Felon

Cell # 8	(All Adult Male)
***	Pre-trial-Felon
***	Sentenced-Felon
***	Sentenced-Felon
***	Sentenced-Felon
***	Sentenced-Felon
***	Sentenced-Felon

Up Detention I	
***	Sentenced-Felon

Up Detention II	
***	Pre-trial-Misd.

Down Detention	
***	Pre-trial-Felon

The sentenced inmate in Cell # 1 (housing two pre-trial detainees) could have been moved to a vacancy in Cell # 7, which at the time was housing two other sentenced inmates on felony charges. Similarly, the pre-trial detainee in Cell # 8 could have been moved to Cell # 1, eliminating both problems.

Concerning mixtures of pre-trial and sentenced misdemeanants in Cell # 6, the jail staff again apparently decided to keep felon and misdemeanants separated. Given the overcrowded conditions, this housing pattern may be considered a proper response.

Field Visit # 7 - February 21, 1978

Clarke County Jail

Cell Block # 1

Cell # 1	Vacant
Cell # 2	Vacant
Cell # 3	Vacant
Cell # 4	Vacant

Cell Block # 2

Cell # 1	***	Adult Female-Pre-trial-Felon
Cell # 2		Vacant
Cell # 3		Vacant

## Cell Block # 3

Cell # 1	***	Adult Female-Sentenced-Felon
Cell # 2		Vacant
Cell # 3	***	Adult Female-Sentenced-Felon
Cell # 4	***	Adult Female-Sentenced-Felon
Cell # 5		Vacant

No discrepancies with housing objectives or regulations were recorded for this field visit.

Warren County Jail

## 1st Floor

## Cell Block # 1 (All Adult Male)

Cell # 1	***	Pre-trial-Felon
Cell # 2	***	Pre-trial-Felon
Cell # 3	***	Pre-trial-Misd.
Cell # 4		Vacant

## Cell Block # 2 (All Adult Male)

Cell # 1	***	Pre-trial-Misd.
Cell # 2	***	Pre-trial-Felon
Cell # 3	***	Pre-trial-Felon
Cell # 4	***	Pre-trial-Felon

## Cell Block # 3 (All Adult Male)

Cell # 1	***	Parole Violator (awaiting state pick-up)
Cell # 2	***	Pre-trial-Misd.
Cell # 3	***	Pre-trial-Felon
Cell # 4	***	Pre-trial-Felon

## Cell Block # 4 (Adult Male - Work Release)

Cell # 1	***	Sentenced-Felon-Work Release
Cell # 2		Vacant
Cell # 3		Vacant
Cell # 4		Vacant

Sick Room		Vacant
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## 2nd Floor

## Cell Block # 5 (All Adult Male)

Cell # 1	***	Pre-trial-Felon
Cell # 2	***	Pre-trial-Felon

Cell # 3	***	Pre-trial-Felon
Cell # 4		Vacant
Cell Block # 6		(All Adult Male - Trusty)
Cell # 1	***	Sentenced-Felon-Trusty & Work Release
Cell # 2	***	Sentenced-Felon-Trusty
Cell # 3	***	Sentenced-Felon-Trusty
Cell # 4		Pre-trial-Felon
Cell Block # 7		(All Adult Male)
Cell # 1		Vacant
Cell # 2	***	Pre-trial-Felon
Cell # 3		Vacant
Cell # 4	***	Pre-trial-Felon
Cell Block # 8		(All Adult Male)
Cell # 1	***	Pre-trial-Felon
Cell # 2	***	Pre-trial-Felon
Cell # 3	***	Pre-trial-Felon
Cell # 4	***	Pre-trial-Felon
Sick Room		Vacant

The two pre-trial felons in Block # 1 could have been assigned to other areas housing other pre-trial felons, freeing-up this area for pre-trial misdemeanants. For example, one vacancy was noted in Block # 5 and two vacancies were observed in Block # 7. Additional vacancies would have resulted through the movement of all pre-trial misdemeanants to Block # 7 and dispersing the two pre-trial felons to other appropriate housing areas.

#### Frederick County Jail

Cell # 1		(All Adult Male)
	***	Sentenced-Felon
	***	Sentenced-Felon
	***	Pre-trial-Felon-Awaiting Sentencing
	***	Sentenced-Felon
Cell # 2		(All Adult Male)
	***	Sentenced-Felon
	***	Sentenced-Felon
	***	Sentenced-Felon



\*\*\* Sentenced-Felon  
 \*\*\* Sentenced-Felon  
 \*\*\* Sentenced-Felon  
 \*\*\* Sentenced-Felon

Cell # 3 (All Adult Male - Trusty)  
 \*\*\* Sentenced-Felon-Trusty  
 \*\*\* Sentenced-Misd.-Trusty  
 \*\*\* Sentenced-Felon-Trusty  
 \*\*\* Sentenced-Felon-Trusty

Cell # 4 (All Adult Male - Work Release)  
 \*\*\* Sentenced-Misd.-Work Release  
 \*\*\* Sentenced-Misd.-Work Release  
 \*\*\* Sentenced-Misd.-Work Release  
 \*\*\* Sentenced-Felon-Work Release  
 \*\*\* Sentenced-Felon-Work Release  
 \*\*\* Sentenced-Felon-Work Release  
 \*\*\* Sentenced-Felon-Work Release

Cell # 5 (All Adult Male)  
 \*\*\* Sentenced-Misd.  
 \*\*\* Sentenced-Misd.  
 \*\*\* Pre-trial-Misd.

Cell # 6 (All Adult Male)  
 \*\*\* Sentenced-Misd.  
 \*\*\* Sentenced-Misd.  
 \*\*\* Sentenced-Misd.  
 \*\*\* Sentenced-Misd.  
 \*\*\* Pre-trial-Misd.

Cell # 7 (Adult Male)  
 \*\*\* Sentenced-Felon  
 \*\*\* Sentenced-Felon

Cell # 8 (All Adult Male)  
 \*\*\* Sentenced-Felon  
 \*\*\* Sentenced-Felon  
 \*\*\* Sentenced-Felon  
 \*\*\* Sentenced-Felon  
 \*\*\* Pre-trial-Felon  
 \*\*\* Sentenced-Felon

Down Detention  
 \*\*\* Pre-trial-Misd.

Up Detention II  
 \*\*\* Pre-trial-Felon

Possible solutions to the mixtures of pre-trial and sentenced inmates noted above might have been to move the pre-trial inmate in Cell # 6 to # 5, and the two sentenced misdemeanants from Cell # 5 to # 6. Room was also available on this day for housing the pre-trial detainee in Cell # 8 to # 7.

A cursory review of the entire monitoring data above appears to present frequent non-compliances with project goals and objectives and departmental housing regulations. One point repeatedly made throughout this sub-section is that better use of available jail space may have reduced some non-compliance occurrences.

However, the reader must be made aware of the following qualifications in interpreting the above monitoring data:

1. the presence of certain mitigating factors, such as special exceptions to the housing objectives;
2. limited jail facilities;
3. a population analysis indicating overall trend improvements (which will be discussed later in this sub-section).

Some housing occurrences that appeared to be deviations from the project objectives were documented exceptions. Examples of these exceptions include assignment of the adult male to the Clarke County Jail on a trusty basis, and the pre-trial, under special doctor's care, to the Frederick County Jail.

Because Frederick County is by far the most populous of the three counties, it is also not unanticipated that some pre-trial detainees would be housed at that facility as overflow from the Warren County Jail.

It is also admitted that in some cases the movement of inmates on paper in this section may not have taken into account such circumstances as special housing for administrative or security reasons.

Due to the limited configuration and number of cells at the Clarke County Jail, non-compliances with project housing objectives and departmental regulations may have been unavoidable. The Clarke County facility has 12 cells arranged in three sections: 4, 3, and 5 cells. However, project housing objectives and departmental housing requirements specify six separate classifications for this jail:

1. Female/Juvenile - Pre-trial
2. Female/Juvenile - Sentenced
3. Female/Adult - Pre-trial
4. Female/Adult - Sentenced
5. Male/Juvenile - Pre-trial
6. Male/Juvenile - Sentenced

The presence of a single male/adult for trusty purposes can compound these difficulties.

Limited jail space has traditionally been a problem at Frederick County Jail. The Frederick County jail staff have been compelled to employ multiple-bunking of inmates for

years, a circumstance that may also render manipulations contained in this sub-section a moot point.

An analysis of jail data of the Clarke, Warren, and Frederick County Jails, taken from the "Population Survey of Local Correctional Institutions," indicates that general improvements have occurred since the inception of the Joint Confinement Project. The analysis for the same time period also revealed that there was a general trend increase in total jail population at Warren and Frederick County Jails, a factor compounding their problems.

The Population Survey, formerly a weekly survey of all jails and lockups in Virginia, is presently collected on the first Tuesday of each month by the Community Facilities Section within the Virginia Department of Corrections.

Jail population information for the Clarke, Warren, and Frederick County Jails was obtained from the Population Survey. Various population components were graphed on a monthly basis, starting July 27, 1976 through April 4, 1978.

Figures 3 and 4 indicate a general trend increase in total jail population for Frederick and Warren County Jails respectively, especially noted since the beginning of inmate transfers according to the project objectives (starting April 14, 1977). These general increases have limited the flexibility of the jail staff to completely fulfill state housing mandates and project specifications.

The most interesting features illustrated by Figures 3 and 4 are that there are discernable trends noted: a

general increase in the number of sentenced inmates and a subsequent decrease in the number of pre-trial inmates at Frederick County Jail, and the general increase in the number of pre-trial inmates and a general decrease in sentenced inmates at the Warren County Jail.

Figure 5 graphically represents population components at the Clarke County Jail for this same time period.

There was a general population decline at the Clarke County Jail during this period. The reader must also note that there was a slight increase in the number of juveniles housed at Clarke County Jail after implementation of the housing plan in April 1977. There was a more pronounced increase in the number of females detained during this period. However, the reader must bear in mind that relatively lower numbers are concerned and the significance of a trend discernable to the eye may be lower than represented in graphic form.

Figures 6 and 7 graph the percentages of sentenced and pre-trial to total jail population and appear to exemplify this fact.

Evaluation activities did not intend to be concerned with all features of jail operations and management during the tenure of this project. However, the separation of jail management and service delivery (and the absence of services) from the pure regionalization concept has been at times indistinct.

Representatives of the Commission on Accreditation for Corrections of the American Correctional Association, the

# POPULATION BREAKDOWN

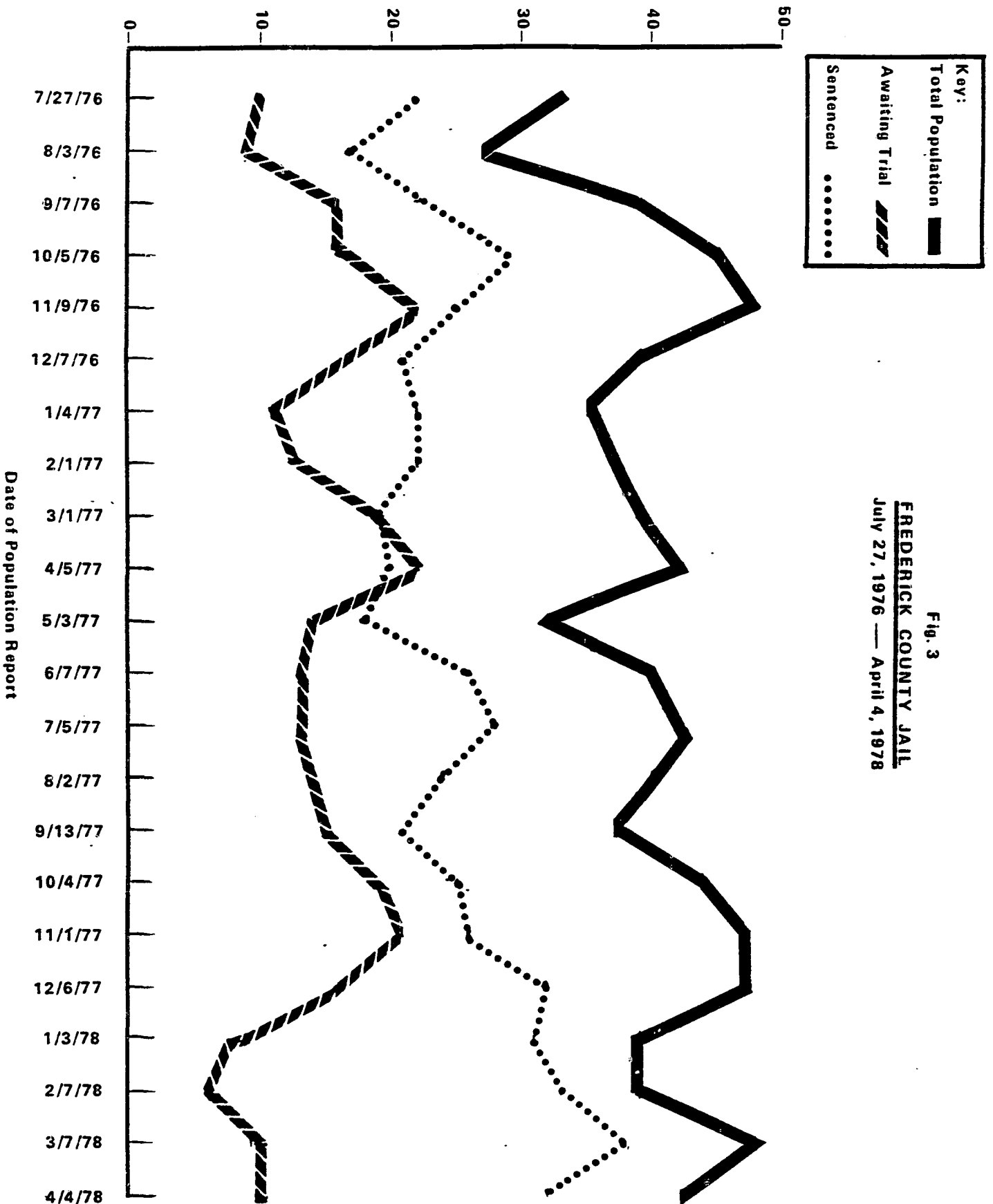
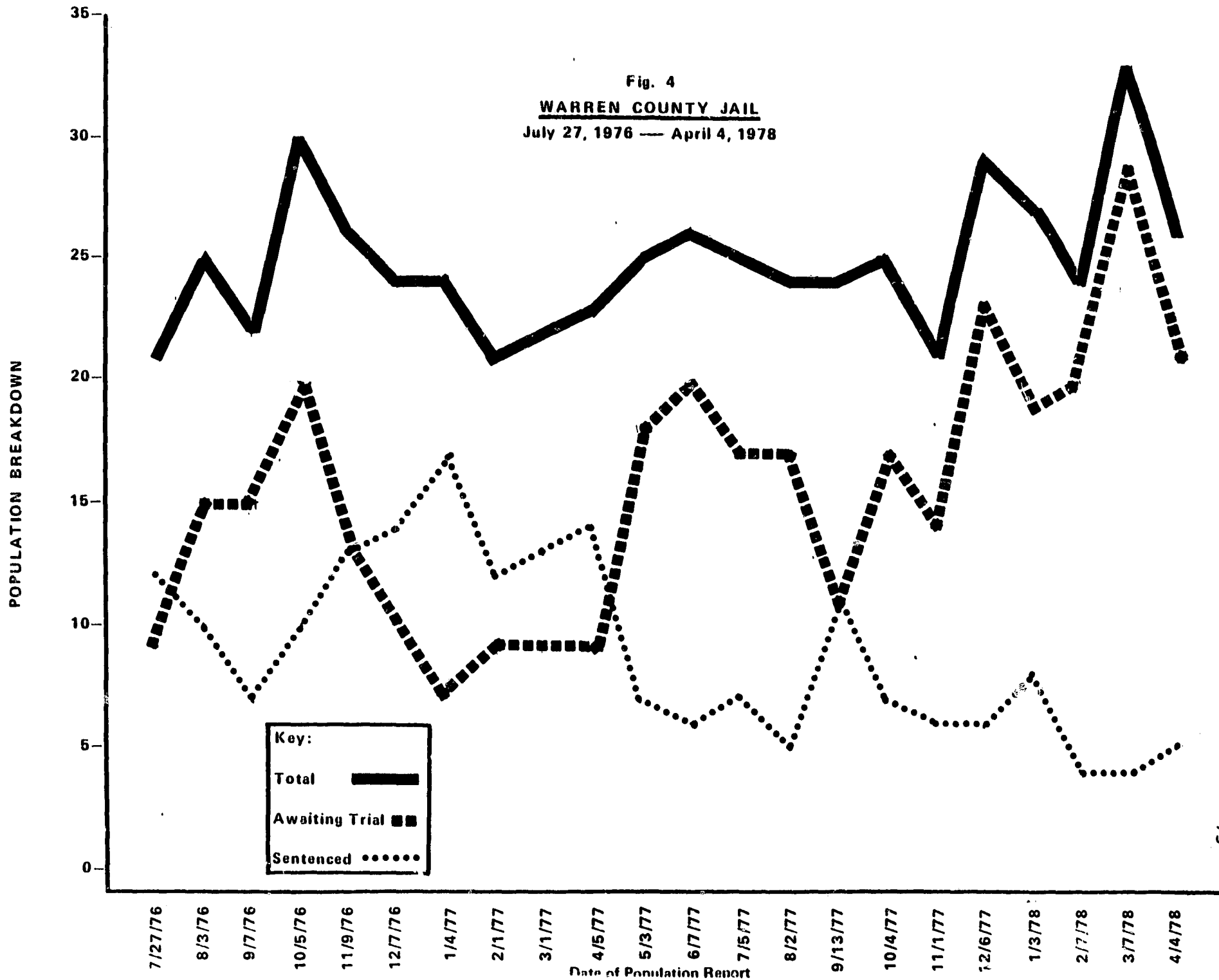


Fig. 3  
FREDERICK COUNTY JAIL  
 July 27, 1976 — April 4, 1978



# POPULATION BREAKDOWN

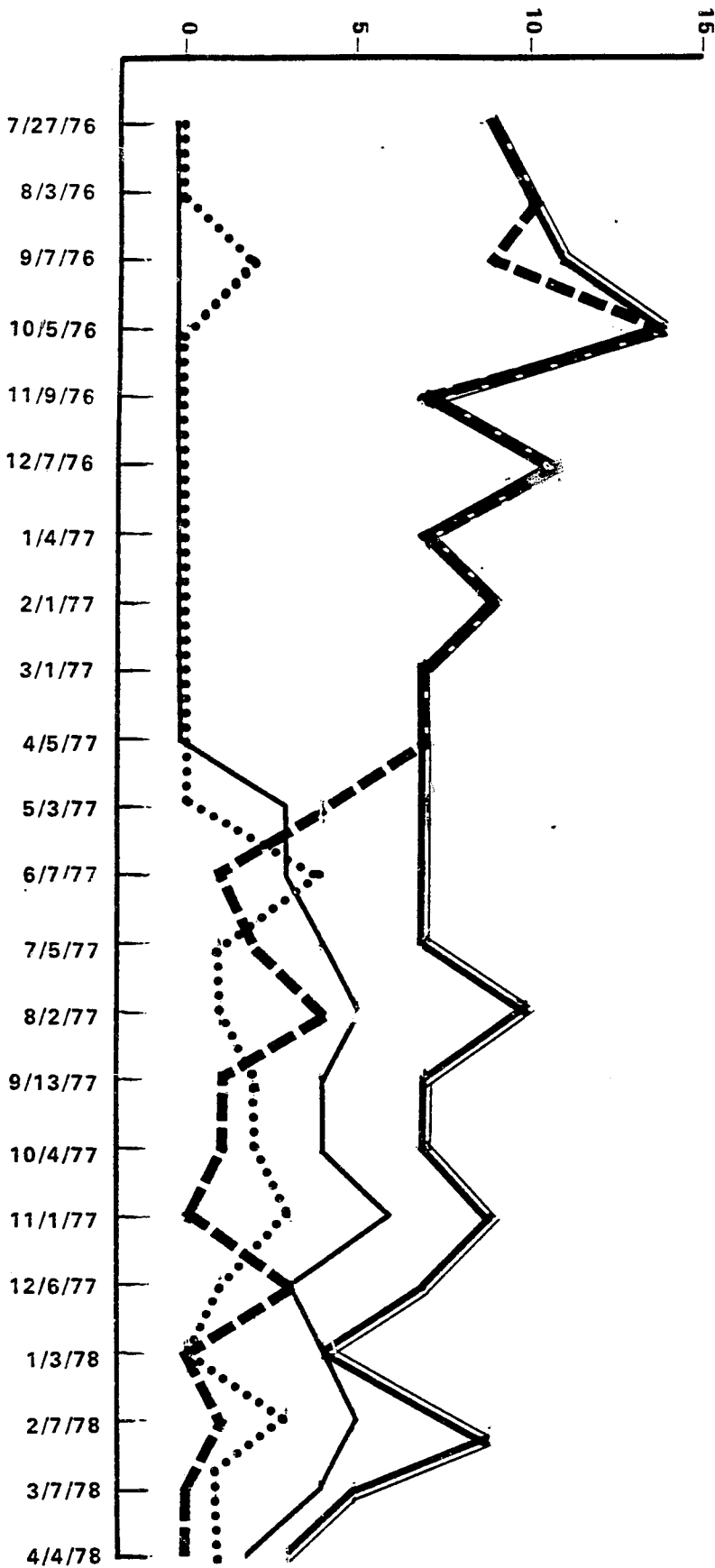


Fig. 5  
CLARKE COUNTY JAIL  
July 27, 1976 — April 4, 1978

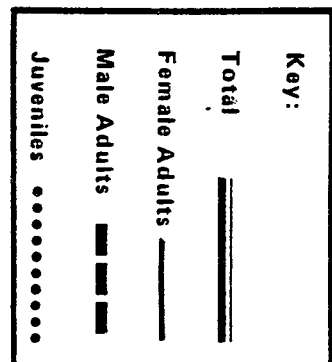
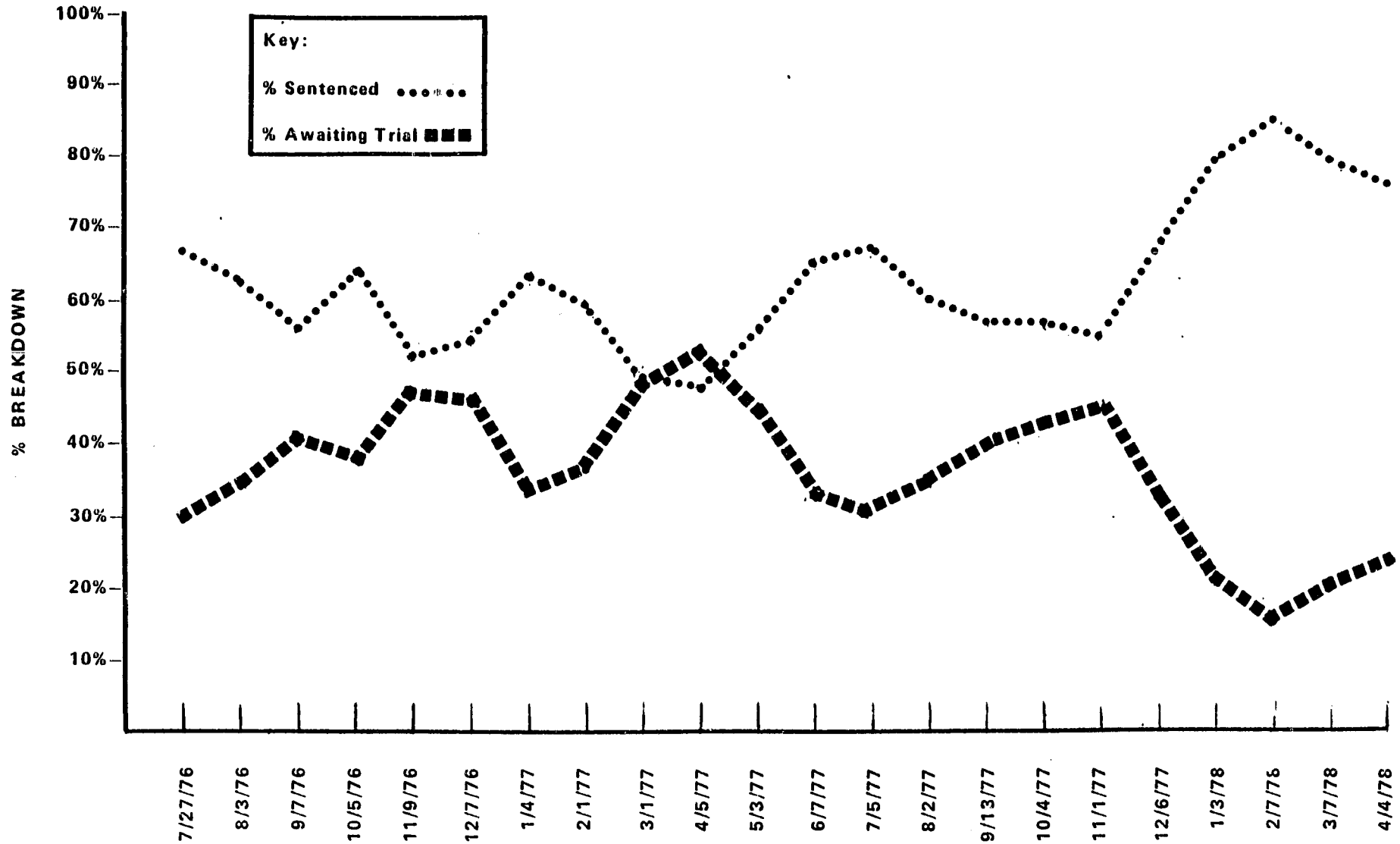




Fig. 6  
FREDERICK COUNTY JAIL  
 July 27, 1976 — April 4, 1978



% BREAKDOWN

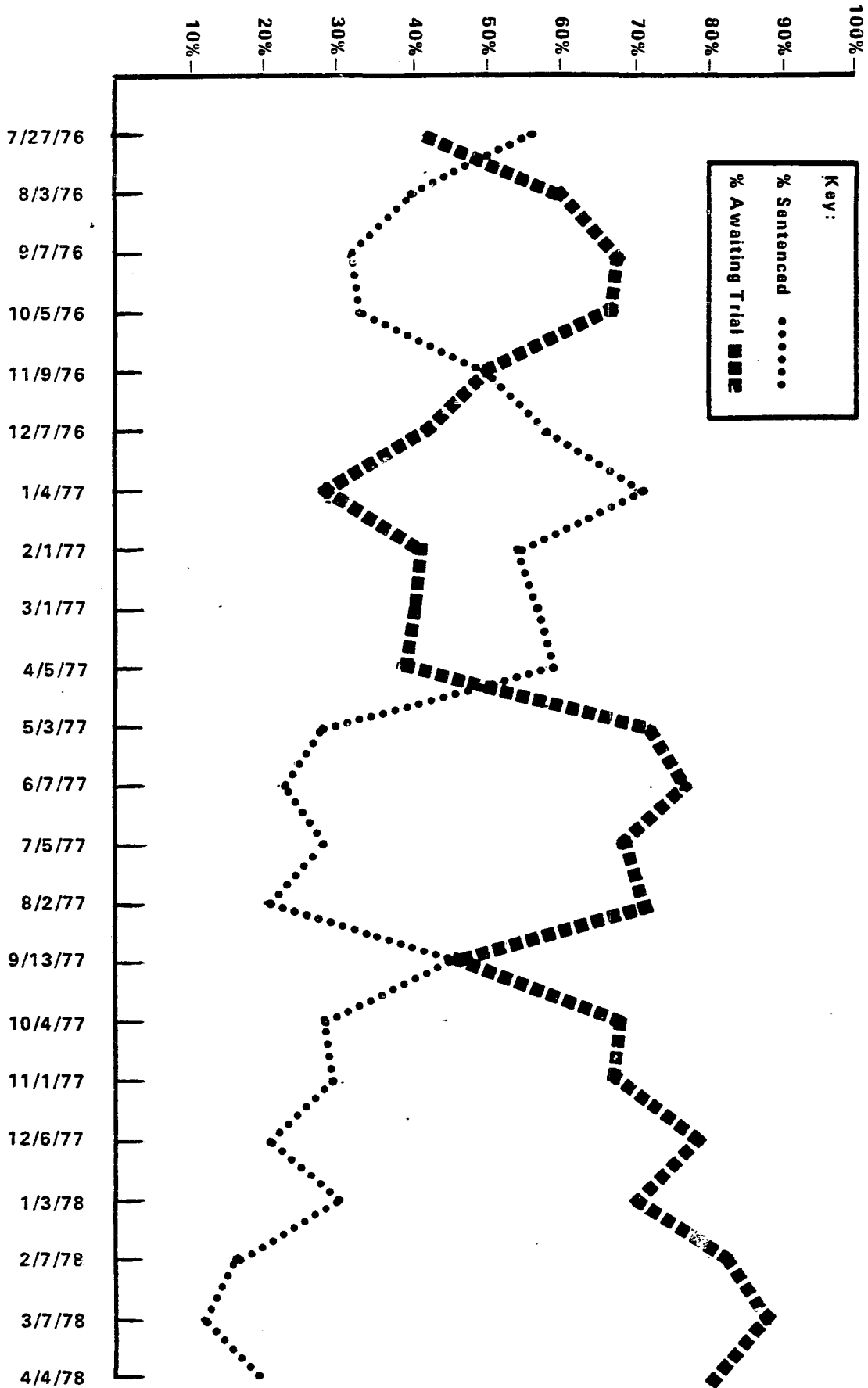


Fig. 7  
WARREN COUNTY JAIL  
July 27, 1977 — April 4, 1978

National Clearinghouse for Criminal Justice Planning and Architecture, the Program to Improve Health Care in Jails of the American Medical Association, and the Law Enforcement Assistance Administration conducted a review of the three jails and Joint Confinement Project operations on October 25, 1977. The representatives assessed the detention needs and services of each jail and the impact of the Joint Confinement Project. A report detailing the findings of the representatives was issued on January 20, 1978 (Joint Assessment Project Report for the Counties of Clarke, Frederick, and Warren Virginia).

In brief, the representative from the American Medical Association was critical of present medical services in the three jails. This representative proposed the three counties adopt a regional medical services delivery system. The National Clearinghouse identified inadequacies in the existing jail facilities and recommended that the localities consider the construction of a new, single facility to serve all three counties. Representatives from the Commission on Accreditation conducted a partial survey of the three facilities based upon its Manual of Standards for Adult Local Detention Facilities. Certain aspects of jail operation and management, such as jail administration, training and staff development, safety and sanitation, and food services, received low marks from this team.

To conclude this sub-section, mention must be made concerning the utility of the monitoring data for future

housed at the three jails over a two month period. The monitoring information contained in this section may therefore be used as baseline data for comparative purposes. Use of this reporting system on a cell-by-cell, rather than an aggregate basis, can help to pinpoint problem areas and facilitate considering refinements to the housing model.

### C. Transportation Data

Part II, Section D - "Project Operations" - in this report briefly outlined the transportation system implemented and operated by the Joint Confinement Project. In brief, the excerpts from the "Operations Guidelines" reproduced in this report state that the sheriff of Warren County is responsible for the scheduled transportation of inmates. They additionally state that two transportation officers are assigned to the Warren County Jail for these purposes.

Inmates transported on the scheduled runs are conveyed in the transportation van, a vehicle acquired for the project through grant funds. The vehicle used is a 1976 Dodge Tradesman 100 van. The van was purchased locally and modified for project use (siren, warning light, paint job, radio, and security screens).

The interior of the van has been partitioned by security screens into two sections: front section (capacity 3) and rear (capacity 4). This enables the transport vehicle to convey two classes of prisoners at a time.

A complete round trip, according to the "Operations Guidelines" and information from the project staff, includes the following stops and mileage:

- a. Front Royal (Warren) to Winchester (Frederick)  
20 miles.
- b. Winchester (Frederick) to Berryville (Clarke)  
9 miles.
- c. Berryville (Clarke) to Front Royal (Warren)  
22 miles.

A total of 51 miles.

According to the table of "First Year Expenditures" for the Joint Confinement Project (cf. Appendix of this report) the cost of the van and security modifications was the following:

<u>Equipment</u>	<u>D.J.C.P. Funds</u>
Van	\$6,127.78
Security	<u>950.07</u>
	\$7,077.85

Total costs of van operation for the first year of project operation (April 14, 1977 - March 31, 1978) were:

<u>Prisoner Van Operation</u>	<u>D.J.C.P. Funds</u>
Insurance	\$ 155.00
Maintenance	85.71
Gasoline	<u>146.14</u>
	\$ 386.85

The grand total of the transportation system, including the personnel costs for the two transportation officers (15,399.42) was the following:

Total Van	-	\$ 7,077.85
Van Operation	-	386.85
Trans. Officers	-	<u>15,399.42</u>
		\$22,864.12

The "Transportation Summary" in the Appendix of this report was prepared by the Project Coordinator. The chart summarizes the inmate transports for the first year of program operation. Unfortunately, the grand total on the left side of p. 2 of the chart does not correspond exactly with the total on the right (892 versus 889), and it must be noted that the Grand Total on the left is incomplete, excluding the entries for February and March of 1978. Computing an accurate transportation cost per inmate is therefore not possible at this time.

However, the higher value of 892 was used to compute an approximate cost per transport:

$$\frac{\$22,864.12 \text{ Total cost}}{892 \text{ Total Transports}} = \$25.63 \text{ cost/transport}$$

This is a crude approximation given the absence of depreciation of the van and equipment and the use of other jail personnel and equipment for preparing, receiving, or transporting inmates (such as a female prisoner requiring the presence of a female correctional officer, or night transports).

It must additionally be noted that the "Transportation Summary" chart lists transports to Shenandoah, Page, Rockingham, and other localities. Clarke, Warren, and Frederick Counties have maintained a mutual aid agreement for inmate housing with Shenandoah and Page Counties, the other participating counties within the 26th Judicial District. According to the project staff, the transportation van is also used

Because there is no standard available with which to compare the above transportation costs, further analysis is not possible at this time.

#### D. Cost Data

The cost data and analytic assistance contained in this section were provided by the Bureau of Reimbursements to Localities, located within the Department of Corrections' Division of Finance.

Table 1 lists the expenditures for the Clarke, Warren, and Frederick County jail operations for 1976-1978. The reader will note that the time period has been divided into two periods: June 1976 to May 1977 and June 1977 to March 1978. These periods roughly correspond to "before" and "after" the Joint Confinement Project was implemented. These time periods were established for comparative purposes.

The expenditure category "Total Line Items" includes all jail expenditures, such as food, inmate clothing, utilities, and medical costs. The "Salaries and Fees" category includes payment to the physician at Frederick County for his services, salaries of the two transportation officers at Warren County, and the salaries of the lay counselors at Clarke County. The sheriffs' and local correctional officers of the three jails, paid by the Compensation Board, are not included in this analysis. Nor are numerous "hidden" costs (such as clerical, landscaping, building upkeep) included.

**CONTINUED**

**1 OF 2**



TABLE I  
FREDERICK, WARREN, AND CLARKE COUNTY JAIL EXPENDITURES: 1976-1978

	FREDERICK COUNTY		WARREN COUNTY		CLARKE COUNTY		TOTALS	
	6/76-5/77	6/77/-3/78*	6/76-5/77	6/77-3/78*	6/76-5/77	6/77-3/78*	76-77	77-78*
Total Line Items	\$54,998	\$58,642	\$40,091	\$36,463	\$17,064	\$15,238	\$112,153	\$110,343
Salaries and Fees	3,000	2,500	5,189	15,165	6,611	30,214	14,800	47,879
Total	\$57,998	\$61,142	\$45,280	\$51,628	\$23,675	\$45,452	\$126,953	\$158,222
Prisoner Days	15,294	13,929	9,999	8,098	3,320	2,415	28,613	24,442
Per Diem Cost	\$ 3.79	\$ 4.39	\$ 4.52	\$ 6.38	\$ 7.13	\$ 18.82	\$ 4.44	\$ 6.47
% Change 76-77, 77-78	15.83%		41.15%		163.95%		45.72%	

\*The reader should note that the 77-78 time period is for 10 months.

Source: Financial data provided by Bureau of Reimbursement to Localities.

The total "Prisoner Days" for the time period were initially contained in the J-6 Forms submitted to the Bureau of Reimbursements by the localities on a monthly basis for reimbursement purposes. These statistics were used to compute the "Per Diem Cost":

$$\frac{\text{Total (expenditure)}}{\text{Prisoner Days}} = \frac{\text{Per Diem Cost}}{\text{Cost}}$$

where one prisoner day is defined as one prisoner serving sentence or detained one day.

A review of the "Total" row across the table indicates that sizeable increases in expenditures occurred at all three facilities from 1976-1977 to 1977-1978. Computation of the per diem costs for each county revealed percentage increases of 15.83%, 41.15%, and 163.95% respectively.

The "Totals" columns compare combined expenditures of all three counties on a before and after Joint Confinement Project basis. Similar computation indicates a gross percentage expenditure increase of 45.72%. Computation of a mean ( $\bar{X}$ ) value of the three separate percentage values produced a mean percentage increase of 73.64%.

Some Joint Confinement Project expenditures were not included in the "Total Line Items" or "Salaries and Fees". These expenditures for the 1977-1978 time period included the costs of the transportation van (including its operation, maintenance, and equipment), the salary of the Project Coordinator, and project support costs.

These costs were extracted from the "First Year Expenditures" table in the Appendix of this report. Total costs

for the above listed items is \$21,817.67.

The "Totals" column was revised by adding this amount to the 1977-1978 "Total Line Items" and "Salaries and Fees":

	<u>Totals</u>	
	<u>1976-1977</u>	<u>1977-1978</u>
Total Line Items	\$112,153.00	\$110,343.00
Salaries and Fees	14,800.00	47,879.00
*Project Expenditures	---	21,817.67
Total	<u>\$126,953.00</u>	<u>\$180,039.67</u>
Prisoner Days	\$ 28,613.00	\$ 24,442.00
Per Diem Cost	4.44	7.37
Percent Change	65.99%	

This evaluator and Bureau of Reimbursement staff then randomly selected three other counties in Virginia to obtain similar cost data. Table 2 lists jail expenditures for Accomack, Caroline, and Grayson Counties. Computed percentage changes were - 6.95%, + 18.55%, and + 23.0% respectively. The gross percentage change was 7.05%; the mean percentage change computed to 11.53%.

In the opinion of this evaluator and Bureau of Reimbursements staff, the gross 7.05% increase in jail expenditures for the three randomly selected counties can legitimately be attributed to inflationary aspects (based on an 8% inflation rate). The rate of increase for these selected counties was highest at Grayson County (23.0%), an increase higher than Frederick County (15.83%). Bureau of Reimbursements staff,

however, stated that the increase was accelerated at Grayson County by virtue of this locality opting for a fixed \$2.00 per meal food contract which resulted in significantly increasing food expenditures. The reader must also note the decrease in one of the randomly selected counties.

The 65.99% percentage increase in expenditures can partially be explained by inflation. However, this rate is approximately 6 1/2 times higher than the increase for the randomly selected counties and can only be legitimately explained by the implementation of the Joint Confinement Project. A review of Table 1 will show that the primary areas of increase from 1976-1977 to 1977-1978 are under "Salaries and Fees", particularly Warren and Clarke Counties. Salary increases here are reflective of the additions of the transportation officers at Warren and the lay counselors at Clarke County.

Table 3 is a breakdown of state and local funding for Frederick, Warren, and Clarke County Jails for 1976-1978.

Pursuant to Section 53-179 of the Laws of Virginia, the Commonwealth must reimburse the localities certain costs incurred in housing inmates who have violated the State Code. According to the Bureau of Reimbursements, 95% of the "Total Line Items" are paid by the Commonwealth. This figure could be more but is not less. Two-thirds of the "Salaries and Fees" are also paid to the localities by the State. The localities then must pay for the remainder: 5%

TABLE II  
ACCOMACK, CAROLINE, AND GRAYSON COUNTY JAIL EXPENDITURES: 1976-1978

	ACCOMACK COUNTY		CAROLINE COUNTY		GRAYSON COUNTY		TOTALS	
	6/76-5/77	6/77/-3/78*	6/76-5/77	6/77-3/78*	6/76-5/77	6/77-3/78*	76-77	77-78*
Total Line Items	\$40,689	\$26,498	\$22,653	\$17,183	\$18,171	\$15,668	\$ 81,513	\$ 59,349
Salaries and Fees	1,200	800	3,600	2,700	1,061	719	5,861	4,219
Total	\$41,889	\$27,298	\$26,253	\$19,883	\$19,232	\$16,387	\$ 87,374	\$ 63,568
Prisoner Days	12,656	8,856	7,612	4,865	3,401	2,359	23,669	16,080
Per Diem Cost	\$ 3.31	\$ 3.08	\$ 3.45	\$ 4.09	\$ 5.65	\$ 6.95	\$ 3.69	\$ 3.95
% Change 76-77, 77-78	6.95%		18.55%		23.0%		7.05%	

\*The reader should note that the 77-78 time period is for 10 months.

Source: Financial data provided by Bureau of Reimbursement to Localities.

of line items and 33% of salaries and fees. These policies were used for the computations in Table 3.

In the "Totals" columns, the percentage increase for the State's share was 37.62%. The localities' share increased by 138.59%. Mean increases for State and Local shares were 60.14% and 174.68% respectively. It can therefore be concluded that the local shares for their respective jails increased significantly higher than the State's share.

The cost analysis in this section provides some indication that the per diem costs of inmates increased significantly through Joint Confinement. In addition, secondary analysis revealed that local expenditure increases far outdistanced the Commonwealth's share. These implications will be discussed in the next and final section of this report.

TABLE III  
FREDERICK, WARREN, AND CLARKE COUNTY JAIL EXPENDITURES: 1976-1978  
BREAKDOWN OF STATE AND LOCAL FUNDING

	FREDERICK COUNTY		WARREN COUNTY		CLARKE COUNTY		TOTALS	
	6/76-5/77	6/77/-3/78	6/76-5/77	6/77-3/78	6/76-5/77	6/77-3/78	76-77	77-78
State Total Line Items (95%)	\$52,248	\$55,757	\$38,086	\$34,639	\$16,210	\$14,476	\$106,544	\$104,872
State Salaries and Fees (66 2/3%)	2,001	1,667	3,461	10,115	4,410	20,152	9,872	31,934
Total	\$54,249	\$57,424	\$41,547	\$44,755	\$20,620	\$34,628	\$116,416	\$136,806
Prisoner Days (95%)	14,529	13,232	9,499	7,693	3,154	2,294	27,182	23,219
Per Diem -State	\$ 3.73	\$ 4.34	\$ 4.37	\$ 5.82	\$ 6.54	\$ 15.10	\$ 4.28	\$ 5.89
% Change 76-77, 77-78	16.35%		33.18%		130.89%		37.62% increase	
	*****							
Local Line Items (5%)	\$ 2,749	\$ 2,934	\$ 2,004	\$ 1,823	\$ 853	\$ 762	\$ 5,606	\$ 5,519
Local Salaries and Fees (33 1/3%)	1,000	832	1,728	5,050	2,201	10,061	4,929	15,943
Total	\$ 3,749	\$ 3,766	\$ 3,732	\$ 6,873	\$ 3,054	\$10,823	\$ 10,535	\$ 21,462
Prisoner Days (5)%	765	696	500	405	166	121	1,431	1,222
Per Diem Local	\$ 4.90	\$ 5.41	\$ 7.46	\$ 16.97	\$ 18.40	\$ 89.45	\$ 7.36	\$ 17.56
% Change 76-77, 77-78	10.41%		127.48%		386.14%		138.59% increase	
	State X% increase: 60.14%		Local X% increase: 174.68%					

#### IV. CONCLUSIONS AND RECOMMENDATIONS

##### A. Assessment - Project Goals and Objectives

Based upon the information collected and made available, it must be concluded that the Joint Confinement and Corrections Operations Project has not completely achieved its goals and objectives during the first year of program operation. However, much of the constraints limiting program performance were due to facility space limitations and severe overcrowding.

Instances of non-compliance with the project housing objectives and Department of Corrections' housing rules and regulations were observed during on-site monitoring.

The extent of the violations may have been reduced through better use of available jail space.

##### RECOMMENDATION # 1:

THAT JOINT CONFINEMENT AND JAIL STAFF INTENSIFY EFFORTS TO COMPLY WITH PROJECT HOUSING OBJECTIVES AND DEPARTMENTAL HOUSING REQUIREMENTS BY MAXIMIZING AVAILABLE JAIL SPACE.

Although there have been numerous instances of non-compliance with project housing objectives and departmental requirements, there is also evidence to suggest that there has been a trend toward gradual improvement in meeting the requirements and objectives on a project-wide basis.

Additionally, space limitations and overcrowding may have limited fulfillment of the housing objectives. Figures 1, 2, 4 and 5 in Section III, B of this report describe gradual improvements in the housing complexion at the Warren and Frederick County Jails. Specifically, there have been



increases in pre-trial and sentenced inmates and reciprocal decreases at the Warren and Frederick County Jails respectively. These phenomena may be indicative of increased commitment to Joint Confinement goals and objectives and heightened awareness of Project benefits.

Critical statements made in the Joint Assessment and those contained in this report suggest that there is room for substantial improvement concerning jail and program management, particularly in reference to improved (or developed) inmate services and better utilization of available jail space.

RECOMMENDATION # 2:

THAT THE JOINT CONFINEMENT PROJECT CONTINUE TO IMPROVE PROGRAM DEVELOPMENT EFFORTS AND CONSIDER PROGRAM AND SERVICE RECOMMENDATIONS CONTAINED IN THE JOINT ASSESSMENT REPORT.

The results of this evaluation support the conclusions presented by the National Clearinghouse representatives in the Joint Assessment report. This report stated that the Clarke, Warren, and Frederick County Jails are inadequate in providing the following:

1. Sufficient space for proper inmate classification.
2. Adequate space for inmate programs.
3. Appropriately configured and sized housing facilities.

Throughout the course of this project, this evaluator has empathized with the frustrations experienced by jail and project staff and other criminal justice participants in the three county area in attempting to service too many with too little. Clarke County Jail, with only three distinct housing areas (4 cells, 3 cells, 5 cells) and requirements for a minimum of six separate classifications is one obvious limitation. During the monitoring visits, multiple-bunking of inmates at the Frederick County Jail is the only method of housing the number committed.

At present, there appears to be significant need for extensive renovation or new jail construction in the area, a recommendation made by the National Clearinghouse. However, in the absence of the Feasibility Study (initially to have been completed by the end of the first grant year) recommendations for long-range solutions to the detention problems in Clarke, Warren, and Frederick Counties cannot be made in this report.

The format used for monitoring inmate housing in the three facilities is recommended for future use by project and evaluation staff. It is one means of collecting and reporting housing data that can be used for comparative purposes and in pinpointing key problem areas.

RECOMMENDATION # 3:

THAT THE MONITORING DATA AND FORMAT CONTAINED IN THIS REPORT BE USED FOR FUTURE COMPARATIVE ANALYSIS AND ADMINISTRATIVE PURPOSES.

In concluding this sub-section, the blanket need for RECOMMENDATION # 2 in the above must also be qualified. The Joint Confinement Project staff and local officials have identified several key program needs during the first year of program operation: the high incidence of alcohol related offenders committed to the Warren and Frederick County jurisdictions, and pre-trial diversion.

Breakdowns of the jail populations, a part of the computer analyses performed during the course of the Joint Confinement Project, indicated significant numbers of alcohol related offenses among those committed. The Joint Confinement Project staff were subsequently instrumental in securing D.J.C.P. grant funding (# 79A-4775E) to establish the Detox Program, an alcohol diversionary program operated by the Lord Fairfax Council on Alcoholism serving the region.

Federal funds have also been recently secured for the Pre-Trial Diversion program, to become operational in Frederick County on September 1, 1978. Both programs should have a favorable impact on strained jail resources by diverting the selected number from jail detention. The Joint Confinement Project staff and participating localities must be lauded for these efforts.

#### B. Assessment - Project Operations

Virtually all the survey respondents indicated that operational aspects of the Joint Confinement Project (transportation, security, etc.) had operated satisfactorily

during the first year of operation. Other than the areas covered in the previous section, the findings of this report substantially concur with the survey respondents.

However, insufficient training for the female correctional lay institution counselors assigned to the Clarke County Jail remains.

The following recommendation is therefore made in order to ensure that specifications for the hiring of future lay counselors and training of present lay counselor staff at the Clarke County Jail are met.

RECOMMENDATION # 4:

THAT THE JOINT CONFINEMENT PROJECT STAFF AND PARTICIPANTS SECURE THE NECESSARY TRAINING AND COMPLY WITH THE JOB DESCRIPTION FOR THE CLARKE COUNTY JAIL CORRECTIONAL INSTITUTION LAY COUNSELORS.

C. Cost Analysis

The "before" and "after" comparison of jail expenditures for the three jail operations indicated an increase of 45.72%, or the more appropriately revised increase (which includes grant expenditures) of 65.99%. Three county jails selected at random, however, revealed a 7.05% increase for the comparable period, an increase compatible with and explainable by currently accepted inflationary rates.

Although part (or approximately 8%) of the 65.99% increase can be attributed to inflation, the additional expenses incurred in establishing the regionalization concept, particularly the additional personnel, were clearly responsible for this significant increase.

Further analyses indicated that the localities share of expenditures has increased by a far greater proportion than the state's reimbursement share, or 138.59% compared with 37.62% respectively.

It is unknown what specific cost effects might be incurred by other counties comprising a region who desire to implement a similar regionalization plan. Though not a specific recommendation for the Joint Confinement Project, it is nevertheless recommended that other localities considering the regionalization approach "cost out" the effects a Joint Confinement plan would have.

Because the lion's share of the fiscal burdens of facilities and the operation of the jails falls upon the State of Virginia, the Department of Corrections must continue to explore questions raised by the cost analyses in this report. Particular efforts should be directed to address the questions: Is the regionalization concept the most cost efficient response to Virginia's local jail problems? and, Can cost increases by regionalizing be minimized?

RECOMMENDATION # 4

THAT THE DEPARTMENT OF CORRECTIONS CONTINUE TO  
EXPLORE THE COST EFFECTIVENESS OF THE REGIONAL-  
IZATION CONCEPT.

REFERENCES

Commission on Accreditation for Corrections of the American Correctional Association.

Program to Improve Health care in Jails of the American Medical Association.

National Clearinghouse for Criminal Justice Planning and Architecture

- 1978 Joint Assessment Project Report for the Counties of Clarke, Frederick and Warren Virginia (Submitted to the Law Enforcement Assistance Administration)

Commonwealth of Virginia  
Department of Corrections

- 1975 Rules and Regulations for the Administration of Local Jails and Lockups
- 1976 Conversion to Selective Housing in the Clarke, Warren, and Frederick County Jails; A Feasibility Study and Evaluation Proposal. Bureau of Research, Reporting and Evaluation. Report # 7621.
- 1977 Interim Evaluation Report: Selective Housing Project. Bureau of Research, Reporting and Evaluation. Report # 7706.

United States Bureau of Prisons

- 1970 The Jail: It's Operation and Management.

APPENDIX

## PROJECT GOALS AND OBJECTIVES

The purposes of the Joint Confinement and Corrections Operations Project were initially defined in Action Grant Application number 76A-3977E under the following goals:

Goal #1: To conduct a feasibility study to assess long-range detention needs, both adult and juveniles, and to analyze and recommend ways of meeting these needs in Clarke, Warren, and Frederick Counties and the City of Winchester.

### Objectives - Goal # 1

1. To document the functionalism of the jail housing pattern in use prior to implementation of the selective housing model.
2. To project criminal justice statistics which impact the area, specifically, jail population, court practices (adult and juvenile), nature of the juvenile offender population, etc.
3. To utilize these statistics in long-range planning for adult and juvenile offender detention in the area.
4. To recommend alternatives for the improvement of detention facilities in the region.
5. To recommend to other branches of the criminal justice system methods which would increase the efficiency of the model in use, or of recommended alternatives.

Goal #2: To test a selective housing model in the Clarke, Warren, and Frederick Counties and City of Winchester jails as one alternative to the detention problems of proper classification, overcrowding, and lawful juvenile detention.



Objectives - Goal # 2

1. To implement a three jail selective housing model in an effort to better meet state classification regulations for local facilities, specifically the separation of juveniles from adults, males from females, and pre-trial detainees from those tried.
2. To monitor and evaluate the model for one year and submit a report on the assessment of its success or failure.
3. To determine the feasibility of its continuance as a solution to offenders' detention problems.
4. To determine whether a regional approach to the jail conditions in the area is a feasible one.
5. To determine program selection for jails based on offender and community needs and resources.
6. To fully assess the nature of the juvenile offender problem, and recommend solutions.

Operation Guidelines  
for  
JOINT CONFINEMENT AND CORRECTIONS  
OPERATIONS PROJECT

Revised, May 1978

A. Project Objectives

1. Short-range project objectives are as follows:
  - a. To alleviate critical prisoner housing shortages in the jails of Clarke County, Frederick-Winchester City, and Warren County by pooling jail resources in a coordinated, cooperative, operation of the participating jails.
  - b. To achieve better compliance by the participating jails with Virginia Department of Corrections prisoner segregation rules by selective housing of prisoners, placing female and juvenile prisoners in the Clarke County jail, adult male prisoners awaiting trial in the Warren County jail, and convicted adult male prisoners in the Frederick County-Winchester City jail.
  - c. To conduct periodic evaluations of the effectiveness of operations toward attainment of the foregoing short-range objectives.
2. Long-range project objectives are as follows:
  - a. Using data generated during the first one to three years of project operations, to conduct a feasibility study to determine the most practicable solutions for adult and juvenile confinement and corrections problems in the areas of the participating jurisdictions;
  - b. To coordinate potential community resources for programs which should provide the three county jails additional needed services. Additional research to locate revenue for such programs is also imperative;
  - c. To develop additional sources of revenue to supplement and/or extend the selective housing project as outlined in objective 1.b;
  - d. To implement a regional classification system to develop alternate opportunities for compliance with the Virginia Department of Corrections prisoner segregation rules.

## B. Responsibilities and Authorities

1. The Sheriff of each participating jurisdiction has complete responsibility and authority for the operation of his jail in accordance with applicable provisions of the Code of Virginia, 1950, as amended.
2. The Project Governing Board provides: (a) overall policy guidance for the project; and, (b) liaison with the governing bodies of the Counties of Clarke, Frederick and Warren and the City of Winchester.
3. The Project Director is responsible to the Governing Board and oversees the interjurisdictional operations of the project, giving administrative assistance and guidance support to the project staff and the Sheriffs Departments, as may be required and necessary to insure progress toward attainment of project objectives.
  - a. The Classification Supervisor is responsible for coordinating those activities of the participating Sheriffs' Departments having a direct bearing on the project objectives; and, supervises the work and assignments of the Classification Officer, in the preparation and submission of such studies, evaluations and reports as may be required to reflect progress toward accomplishment of project objectives.
  - b. The Classification Officer is responsible for providing assistance to the Classification Supervisor and the Project in meeting the desired goals as outlined in the Division of Justice and Crime Prevention Grants #76-A3977E and #78-A4401E. Specifically:
    1. preparation and submission of the feasibility study;
    2. maintaining and monitoring of the project housing pattern;
    3. continue gathering, assembling and evaluating information in the area of jail detention;
    4. maintain records, prepare reports and type correspondence as required by the project;
    5. prepare monthly statistical reports on jail population and prisoner movement within the project; and,
    6. monitor the Winchester Division of Court Services' pre-trial diversion program, the Winchester/Front Royal detoxification program and work release program.

4. Under the provisions of a mutual aid agreement adopted by the participating jurisdictions, the law enforcement officers of each jurisdiction have the same authorities in the other jurisdictions as they have in their home jurisdictions when acting in support of this project.
5. The project staff will be responsible to the Project Governing Board to provide (a) the Feasibility Study; (b) preparation, implementation and submission of such studies, evaluations and reports as may be required to reflect progress toward attainment of project objectives and (c) coordination of community programs and services to local jails.

#### C. Housing of Prisoners

1. The housing pattern of females and juveniles in Clarke County, pre-trial adult males in Warren County, and convicted adult males in Frederick County-Winchester is an objective, not mandatory in every instance.
2. Exceptions to the objective housing pattern will normally be made in the following instances:
  - a. Prisoners newly arrested and likely to be bonded out or appear in court within forty-eight hours will be held in the arresting jurisdiction, unless directed otherwise by the Sheriff of that jurisdiction;
  - b. Prisoners awaiting scheduled transportation will be held until the next scheduled transport van unless directed otherwise and provided with non-scheduled transportation by the Sheriff of that jurisdiction.
3. Exceptions to the objective housing pattern may be made in the following instances by authority of the officer indicated:
  - a. Convicted prisoners required for trusty duties may be held in the convicting jurisdiction by the Sheriff of that jurisdiction.
  - b. Work-release prisoners whose employment is in a different jurisdiction than would result from the objective housing pattern may be assigned to an appropriate jurisdiction by the Sheriff or Classification Supervisor.
  - c. Other prisoners may be assigned to specific jurisdiction without regard to the objective housing pattern in special cases such as disciplinary problems, facility overcrowding; etc. by the Sheriff or Classification Supervisor.

#### D. Transportation of Prisoners

1. The Sheriff of Warren County is responsible for providing all scheduled transportation of prisoners between the participating jails.
2. The Sheriff of each jurisdiction is responsible for providing all non-scheduled transportation of prisoners in his custody including all transportation of juvenile prisoners. In any instance where assistance is required, the Sheriff requiring assistance will notify the Coordinator/Classification Supervisor as soon as possible.
3. Juvenile prisoners may be transported by scheduled transportation.
4. Scheduled transportation will be provided as follows:
  - a. Mondays through Fridays except holidays.
    - a.1. Leave Front Royal about 6:30 a.m.; leave Winchester about 7:25 a.m.; leave Berryville about 8:20 a.m.; arrive Front Royal about 9:00 a.m.
    - a.2. Leave Front Royal about 5:00 p.m.; leave Winchester about 5:55 p.m.; leave Berryville about 6:50 p.m.; arrive Front Royal about 7:30 p.m.
  - b. Saturdays, Sundays and holidays.
    - b.1. Leave Front Royal about 6:30 a.m.; leave Winchester about 7:25 a.m.; leave Berryville about 8:20 a.m.; arrive Front Royal about 9:00 a.m.
  - c. Above schedules and routing may be varied by the Transportation Officer on duty when prisoner transportation requirements so dictate. In such instances the Transportation Officer will notify the nearest Sheriff's department requesting that department to notify other affected departments.
5. Sheriffs requiring prisoners from another jurisdiction will notify the holding jurisdiction at least one hour before the scheduled departure time of the transport van from the holding jurisdiction. The transportation of prisoners required at other times is the responsibility of the jurisdiction requiring the prisoner.

6. Female prisoners, when transported in the transport van, will be placed in a separate compartment from male prisoners.
7. Juvenile prisoners may be transported in the transport van, but in no instance with adult prisoners.
8. Priorities for scheduled transportation of prisoners are:
  - 1st - Prisoners transported to and from court.
  - 2nd - Prisoners, with personal belongings, transported for incarceration or release.
  - 3rd - Prisoners transported to and from attorney conferences.
  - 4th - Prisoners transported to and from work release point.
9. No prisoner will be transported from one jurisdiction to another, whether by scheduled or non-scheduled transportation, without an accompanying completed "Transportation and Confinement Authorization."

#### E. Security of Prisoners

1. Primary responsibility for security of prisoners rests with the Sheriff having official custody of each prisoner. Official custody transfers from one Sheriff to another upon execution of the receipt portion of a "Transportation and Confinement Authorization."
2. Secondary (back-up) responsibility for security of prisoners in scheduled and non-scheduled transport is as follows:
  - a. Between Front Royal and Double Toll Gate along Routes 522 and 340 - Sheriff of Warren County.
  - b. Between Double Toll Gate and Winchester along Route 522 and between Winchester and the Frederick/Clarke County line along Route 50 - Sheriff of Frederick County.
  - c. Between Frederick/Clarke County line and Berryville along Routes 50 and 340 and between Berryville and Double Toll Gate along Route 340 - Sheriff of Clarke County.
3. All prisoners transported from one jurisdiction to another will be handcuffed. Additional restraints (belts, leg irons) may be used when considered warranted by either the dispatching Sheriff or the Transportation Officer on duty.

#### F. Feeding of Prisoners

1. Each sheriff is responsible for the feeding of prisoners in his official custody during regularly scheduled meal times.

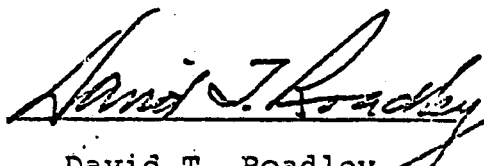
#### G. Informal Reports

1. Officers transporting prisoners from one jurisdiction to another will report by radio as follows:
  - a. To the Sheriff of Warren County when leaving Front Royal.
  - b. To the Sheriff of Frederick County when passing north through Double Toll Gate at the intersection of U.S. Routes 522 and 340.
  - c. To the Sheriff of Frederick County when leaving Winchester.
  - d. To the Sheriff of Clarke County when entering Clarke County along Route 50.
  - e. To the Sheriff of Clarke County when leaving Berryville.
  - f. To the Sheriff of Warren County when passing south through Double Toll Gate at the intersection of U.S. Route 522 and U.S. Route 340.

#### H. Formal Reports and Funding

1. Daily transportation records will be kept by all officers transporting prisoners in support of the project. These records will be filed with the Warren County Sheriff's Department and summarized by project staff.
2. The Chief Correctional Officer of each participating jurisdiction will report the following information by Insta-phone to the Dispatcher in Front Royal between 9:30 and 11:30 a.m. each day:
  - a. Number of prisoners on hand from previous day by adult males, adult females, juvenile males and juvenile females;
  - b. Number of prisoners received during past twenty-four hours by same categories;
  - c. Number of prisoners released or transferred during past twenty-four hours by same categories;
  - d. Number of prisoners on hand by same categories;

3. A population survey will be conducted by the Chief Correctional Officer each Tuesday to assess the commitment status of all persons incarcerated in their jails. This report will be submitted to the Project Coordinator/Classification Supervisor at the staff office in Winchester.
  - a. Periodic population surveys will be conducted by the Project Staff in addition to regular monitoring reports.
4. Monitoring will be conducted to evaluate project objectives of the Frederick County/Winchester pre-trial diversion program as well as the detoxification program.



David T. Roadley  
Project Director



VIRGINIA: IN THE CIRCUIT COURTS OF THE COUNTY OF CLARKE, THE COUNTY OF FREDERICK, THE COUNTY OF PAGE, THE COUNTY OF SHENANDOAH, THE COUNTY OF WARREN AND THE CITY OF WINCHESTER

RE: HOUSING AND TRANSFER OF INMATES IN AND AMONG JAILS OF CLARKE COUNTY, WARREN COUNTY AND FREDERICK COUNTY

ORDER

IT APPEARING to the Courts that because of the crowded conditions for several years past and presently of the penal institutions of the Commonwealth operated by the Department of Corrections, and because of legislative enactments either giving the Director thereof discretion in admitting inmates thereto, to wit, emergency amendment of 1972 to present §19.2-310 and enactment in 1976 of §19.2-310.1, or eliminating certain persons from admission thereto, to wit, 1976 amendment of §53-135.1, the jails of Clarke County, Warren County and Frederick County, which also houses City of Winchester inmates, are or have been overcrowded or threatened therewith and the danger thereof will likely continue, especially in view of requirements of statute for segregation of inmates by sex and by age; and

IT FURTHER APPEARING from Report No. 7621 of August, 1976, of the Department of Corrections that said jails individually are insufficient to house inmates properly under all circumstances, but collectively they may be sufficient; and

IT FURTHER APPEARING that the named localities through their governing bodies have approved using said jails collectively for housing

inmates from their jurisdictions and have established a governing board for the operation of such a project, which governing board has appointed a Director for it;

In consideration whereof, and in pursuance of §53-139, Code, 1950,

**IT IS ADJUDGED AND ORDERED:**

1. Said jails are hereby adopted as the jail for Clarke County, Frederick County, Warren County and the City of Winchester for a period ending February 28, 1978 unless sooner terminated, extended, or modified by appropriate order.

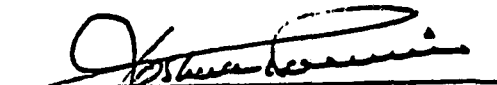
2. During such period the Clarke County jail shall be used primarily to house inmates who are juveniles or females; the Warren County jail shall be used primarily to house adult male inmates awaiting trial; and the Frederick County jail shall be used primarily to house adult male inmates who have been convicted and sentenced to imprisonment.

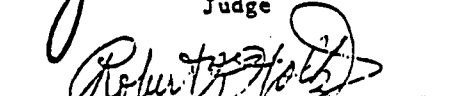
3. The project Director aforesaid may for good cause vary the foregoing housing pattern in instances of convenience or necessity in the operation of the project or of the courts affected thereby; and is authorized in instances of convenience or necessity to accept into those jails inmates from the Page County jail and the Shenandoah County jail, as well as, with the concurrence of the respective Sheriffs concerned, to place inmates from the jails in the project in the Page County jail and the Shenandoah County jail.

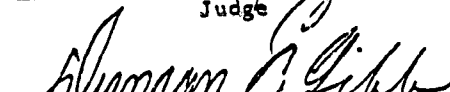
**IT IS FURTHER ORDERED** that the Clerk of the Circuit Court of Warren County record this Order in the Law Order Book, transmit an attested copy thereof to the Director of the Department of Corrections, and

an attested copy to the respective clerks of the Circuit Court of each other  
county and the city mentioned herein who shall record the same in the Law  
Order Book of such Court:


Entered this 4 day of April, 1977:

  
Judge

  
Judge

  
Judge

CERTIFIED TO BE A TRUE COPY:

Test.  Clerk

VIRGINIA: IN THE CIRCUIT COURTS OF THE COUNTY OF CLARKE, THE COUNTY OF  
FREDERICK, THE COUNTY OF PAGE, THE COUNTY OF SHENANDOAH, THE  
COUNTY OF WARREN AND THE CITY OF WINCHESTER

RE: HOUSING AND TRANSFER OF INMATES IN AND AMONG JAILS OF CLARKE  
COUNTY, WARREN COUNTY AND FREDERICK COUNTY

ORDER


IT APPEARING to the Courts that the order entered April 4, 1977  
specified an ending date of subject project on February 28, 1978; and

IT FURTHER APPEARING that the period of the project should be  
extended;

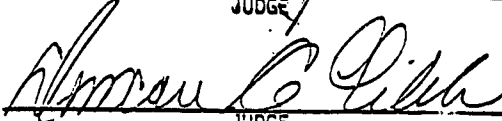
IT IS ADJUDGED AND ORDERED that the project be continued for a  
period ending February 28, 1979 unless sooner terminated, extended, or  
modified by appropriate order.

IT IS FURTHER ORDERED that the Clerk of the Circuit Court of  
Warren County record this Order in the Law Order Book, transmit an attested  
copy thereof to the Director of the Department of Corrections, and an  
attested copy to the respective clerks of the Circuit Court of each other  
county and the city mentioned herein who shall record the same in the Law  
Order Book of such Court.

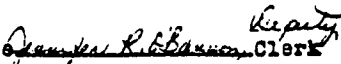
ENTERED this 17<sup>th</sup> day of February, 1978.

  
JUDGE

  
JUDGE

  
JUDGE

CERTIFIED TO BE A TRUE COPY:

Test  Clerk

SURVEY  
SELECTIVE HOUSING PROJECT

Purpose:

This questionnaire will provide invaluable information in assessing the Selective Housing Project. The findings will be eventually reported in the final evaluation report.

Please complete this questionnaire and return it to Mr. Jeffrey Schaffer, Program Evaluation Specialist, in the enclosed envelope.

Instructions:

Please circle the number corresponding to the response that you feel best expresses your views for each topic.

Completion of the remaining open-ended questions will provide this and future evaluators and program staff with indications that changes in the program, if any, are required.

Mr. James Allamong, Project Coordinator, has been instructed in administering this form. If you have any questions concerning filling out this questionnaire, please contact Mr. Allamong (703) 667-6696.

Survey: Selective Housing Project

Job Title: \_\_\_\_\_

County: \_\_\_\_\_

A. Transportation

Question 1

Since the beginning of the Selective Housing Program, the transportation system of inmates among the three jails has been sufficient.

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree

Question 2

Since the beginning of the Selective Housing Program, the transportation system of inmates to and from court has been sufficient.

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree

Question 3

Since the beginning of the Selective Housing Program, the transportation system of inmates has experienced few problems, such as security and scheduling.

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree

B. Finances

Question 4

Finances from the three counties, D.J.C.P., and the Department of Corrections, have been adequate for the Selective Housing Project.

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree

Question 5

Distribution and expenditures of the pooled financial resources, for the Selective Housing Project, have been fair and successful.

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree

C. Jail Programs and Services

Question 6

The Selective Housing Project will facilitate implementing inmate programs and services.

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree

D. Cooperation

Question 7

The Selective Housing project has increased cooperation among the three counties and local officials.

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree

Question 8

The Selective Housing Project has increased cooperation among the four sheriffs.

- 1- strongly agree      2- agree      3- no opinion (no change)  
4- disagree      5- strongly disagree

Question 9

The Selective Housing Project has increased cooperation among judges.

- 1- strongly agree      2- agree      3- no opinion (no change)  
4- disagree      5- strongly disagree

Question 10

The Selective Housing Project has increased cooperation between local officials and the Department of Corrections.

- 1- strongly agree      2- agree      3- no opinion (no change)  
4- disagree      5- strongly disagree

Question 11

The Selective Housing Project has increased cooperation between local officials and the Division of Justice and Crime Prevention (D.J.C.P.).

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree

Question 12

The level of cooperation among members of the Governing Board has been excellent.

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree



E. Program Goals and Objectives

Question 13

I am very familiar with the goals and objectives of the Selective Housing Project.

- |                   |                      |               |
|-------------------|----------------------|---------------|
| 1- strongly agree | 2- agree             | 3- no opinion |
| 4- disagree       | 5- strongly disagree |               |

Question 14

I believe that the Selective Housing Project has met all its goals and objectives.

- |                   |                      |                |
|-------------------|----------------------|----------------|
| 1- strongly agree | 2- agree             | 3- no opinion. |
| 4- disagree       | 5- strongly disagree |                |

Question 15

I think that the goals and objectives of the Selective Housing Project are sufficient and do not have to be changed.

- |                   |                      |               |
|-------------------|----------------------|---------------|
| 1- strongly agree | 2- agree             | 3- no opinion |
| 4- disagree       | 5- strongly disagree |               |

Question 16

The inmate target allocations specified in the Selective Housing Project goals and objectives have substantially been followed.

- |                   |                      |               |
|-------------------|----------------------|---------------|
| 1- strongly agree | 2- agree             | 3- no opinion |
| 4- disagree       | 5- strongly disagree |               |

Question 17

The additional staff specified and hired by the Selective Housing Project is sufficient for program needs.

- |                   |                      |               |
|-------------------|----------------------|---------------|
| 1- strongly agree | 2- agree             | 3- no opinion |
| 4- disagree       | 5- strongly disagree |               |

Question 18

The program management for the Selective Housing Project (Project Director, Project Coordinator, Governing Board has done a satisfactory job.

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree

F. Jail Facilities

Question 19

The existing three jail facilities are sufficient to successfully continue the Selective Housing Project.

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree

Question 20

I believe that the following jail facilities require extensive renovation to enable successful program operation.

Clarke County Jail

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree

Warren County Jail

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree

Frederick County Jail

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree

Question 21

To enhance Selective Housing operations, a new jail (or jails) should be constructed.

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree

G. Selective Housing Concept

Question 22

The Selective Housing Jail Project is a worthwhile concept.

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree

Question 23

The Selective Housing concept can and should be applied to other areas in Virginia.

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree

Question 24

The present Selective Housing Program should be expanded to include Page and Shenandoah Counties.

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree

Question 25

The Selective Housing Project should be continued in this area.

- 1- strongly agree      2- agree      3- no opinion  
4- disagree      5- strongly disagree

Open-ended Questions

1. Do you think that the present inmate allocation system—  
females and juveniles at Clarke, male pre-trials to  
Warren, and sentenced at Frederick - is sufficient?

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2. What programs and services would you like to see  
implemented at the three jails?

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3. If you think there is a need for new jail construction  
what type(s) would you like to see built?

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Location?

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4. Have you experienced unique problems not covered by this questionnaire?

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5. What changes would you like to see made in the Selective Housing Project?

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JOINT CONFINEMENT AND CORRECTIONS OPERATIONS PROJECT  
First Year Expenditures - # 76A-3977E  
April 14, 1977 - March 31, 1978

Category	Study		Operations	
	DJCP	DJCP	DOC Supplemental Funds	Total
<b>Personnel</b>				
Coordinator/Supervisor	\$ 8,865.36	\$ ---	\$ ---	\$ 8,865.36
Counselors	---	12,087.19	24,174.38	36,261.57
Trans. Officers	---	5,133.14	10,266.28	15,399.42
P.T. Clerical	862.85	---	---	862.85
<b>Fringe</b>				
Coordinator	\$ 836.60	\$ ---	\$ ---	\$ 836.60
Counselors	---	1,704.59	---	1,704.59
Trans. Officers	---	382.61	---	382.61
Clerical	13.70	---	---	13.70
Consultants	\$ 1,385.00	\$ ---	\$ ---	\$ 1,385.00
<b>Travel</b>				
Coordinator	\$ 921.41	\$ ---	\$ ---	\$ 921.41
Director	190.17	---	---	190.17
Conference	96.11	---	---	96.11
<b>Equipment</b>				
Van	\$ ---	\$ 6,127.78	\$ ---	\$ 6,127.78
Radio	---	---	---	---
Security	---	950.07	---	950.07
<b>Supplies and Other Operations</b>				
<b>Prisoner Van Op</b>				
Insurance	\$ ---	\$ 155.00	\$ ---	\$ 155.00
Maintenance	---	85.71	---	85.71
Gasoline	---	146.14	---	146.14
<b>Project Director/Coordinator</b>				
Postage	\$ 16.50	\$ ---	\$ ---	\$ 16.50
Telephone	516.48	---	---	516.48
Office	462.53	---	---	462.53
Miscellaneous	186.26	---	---	186.26
<b>TOTAL</b>	<b>\$14,352.97</b>	<b>\$26,772.23</b>	<b>\$34,440.66</b>	<b>\$75,565.86</b>

# TRANSPORTATION SUMMARY

Month	From Jurisdiction	Frederick County	Warren County	Clarke County	Shenandoah County	Page County	Rockingham County	Other (Specify)	Cumulative Mileage	People Transported				Total
										Male Adult	Male Juvenile	Female Adult	Female Juvenile	
April, 1977	Frederick Co. Warren Co. Clarke Co.		2	1	11				104	12		2		14
									830					
May, 1977	Frederick Co. Warren Co. Clarke Co. Shenandoah Co. Page Co. Rockingham Co.	8 12 1	12 13 2 1 1	7 18 1	4	1	1			40	3	12		55
									2,755					
June, 1977	Frederick Co. Warren Co. Clarke Co. Shenandoah Co. Page Co. Other	12 12	21 14 2 2 1	3 24	2	2		1		55	8	11		74
								1	5,020					
July, 1977	Frederick Co. Warren Co. Clarke Co.	19 13	18 17	11 20						60	6	16	1	83
									7,013					
Aug. 1977	Frederick Co. Warren Co. Clarke Co. Rockingham Co.	15 16	22 14 1	7 22			1			68	4	22		94
									9,199					
Sept. 1977	Frederick Co. Warren Co. Clarke Co. Other	18 20 1	20 21 3	17 28	1			1		60	11	32	1	104
								1	11,822					
Oct. 1977	Frederick Co. Warren Co. Clark Co. Other	19 15	19 19 5	11 23	1			2 2		40	21	13	2	76
									14,986					

Month	From	Frederick County	Warren County	Clarke County	Shenandoah County	Page County	Rockingham County	Other (Specify)	Cumulative Mileage	People Transported				Total	
										Male	Juvenile	Female	Juvenile		
										Adult		Adult			
	Jurisdiction														
	Frederick Co.		23	3				1							
	Warren Co.	18		10				2							
Nov.	Clarke Co.	10	4							57	4	7		68	
1977	Other		1	2					16,915						
	Frederick Co.		25	10				1							
Dec.	Warren Co.	23		12											
1977	Clarke Co.	13	8							92	12	1		105	
	Other		3						19,520						
	Frederick Co.		18	6											
	Warren Co.	13		15				5							
Jan.	Clarke Co.	11	12							35	11	2	2	50	
1978	Shenandoah Co.		1												
	Other	2	3		1				21,702						
	Frederick Co.														
Feb.	Warren Co.														
1978	Clarke Co.	No documentation							24,195	78	2	16	1	97	
	Frederick Co.														
	Warren Co.														
March	Clarke Co.	No documentation							26,652	55	4	10	0	69	
1978															
Totals		271	328	251	20	3	2	17	26,652	652	86	144	7	889	



**END**