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Inmate Population Flow in the Virginia Correctional System

Virginia Dept of Corrections, Richmond

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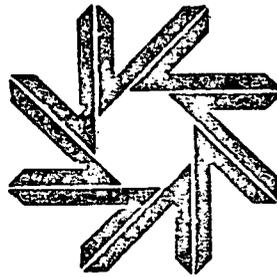
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INMATE POPULATION FLOW

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VIRGINIA CORRECTIONAL SYSTEM



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RESOLUTIONS

Virginia Department of Corrections
Division of Administration
Bureau of Research, Reporting and Evaluation

April, 1977

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Any questions concerning the data contained in the report should be directed to the Bureau of Research, Reporting and Evaluation.

Thomas R. Foster
Director
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PURPOSES

1. To determine the source of the decline in the number of felons with sentences greater than six months in the local jails.
2. To determine the source of the increase in the population of the state correctional system.

TENTATIVE CONCLUSIONS

1. The decline in the number of felons with sentences greater than six months in the local jails is probably due to Central Classification's ability to process more inmates from the local jails to the state system, rather than a decline in felon convictions.
2. The observed increase in the population of the state correctional system is due to the interaction of several significant factors. The total number of convictions for Virginia crimes appears to be increasing. Central Classification appears to be processing inmates from the local jails to the state correctional system at a faster rate than in the past. The turnover rate in the state correctional system is declining. The number of inmates being released from the state correctional system is significantly lower than it has been in the past.

There are other significant factors which contribute to the population flow within the Virginia correctional system without directly contributing to the population increase. It appears that a greater percentage of people convicted of crimes are being placed on probation now than ever before. Between 1968 and 1975 felon parole releases nearly doubled while felon gate discharges remained fairly constant.

Additional research is needed to establish the disposition of cases coming before the courts, the diversion of cases from the state correctional system once conviction has been obtained, and the effect of trends in sentencing on the Department of Corrections. It is recommended that reporting systems within the Department of Corrections be improved.

The first section of the present report is a discussion of the reliability of the data base on which the report rests. Significant sections are the jail data, the court data, the commitment and confinement data, the discharge and release data, and the probation data. The body of the report follows with a discussion about the local jail population flow and an overview of the changes which have occurred in the Virginia correctional system.

RELIABILITY OF THE DATA BASE

Jail Data

The jail information contained in this report is probably less accurate than any other data presented. The figures on the number of people confined in the local jails are best considered estimates. Because of differences in methods of reporting, the figures from 1973 or earlier are not directly comparable to those of later years. More accurate data were used to show the changes in the jail population since they are derived from weekly samples gathered each Tuesday. It is not known whether the population of the jails on Tuesday is representative of the population on other days of the week or the weekend. Except for the initial section of the report which uses the more reliable information from the local correctional institutions, jail data should be considered estimates that are not reliable.

Court Data

The presented court data are reliable. There is so little court data presently available, however, that trends in the actions of the courts must be inferred rather than documented. As has been indicated in the present report, this situation will be rectified when the Division of Justice and Crime Prevention (DJCP) completes its files.

Commitment and Confinement Data

The commitment and confinement data are extracted from departmental annual reports. The methods of gathering the data for these annual reports and the definitions of some data elements, have varied somewhat over the years. They are, however, reasonably consistent and accurate. Caution should be exercised in interpreting the presented figures on confinement. The figures are not "average" confinement figures, they are the number of people confined on the last day of the fiscal year. It is not known if these figures are reasonable representations of the "average" number of people confined during the year. Seasonal variations could affect the degree to which these figures are representative.

Discharge and Release Data

The discharge and release data are, for the most part, derived figures and not actual counts (the exceptions are noted within the report). As derived figures, they depend on the accuracy of the information from which they are derived. If there is a consistent, non-random bias in the commitment and confinement data, it would be compounded in the release data. For the purpose here, any error is considered random.

Probation Data

Probation data have not been consistently reported except for the last three years. Problems with earlier reports are many and varied. Definitions of terms and the categories of probationers that have been reported have changed over the years. Probation figures for all categories of courts have only been reported for the last three years. The reports published in the departmental annual reports have never contained cases from courts not of record. For at least two years, 1969-1970, no probation figures were included in the annual report. The

data are scarce. Little reliability or consistency can be assumed for the probation data.

Overall the data base on which this report rests is reliable only to the extent already expressed. There are many gaps in the reported information. The focus of the report is on those factors which effect, either directly or indirectly, the population housed in Adult Services. The degree to which each factor is discussed is dependent upon the available information. To the extent possible, the courts, the probation population, the flow of inmates through local correctional facilities, the parole population, and all other identifiable release data are discussed.

THE POPULATION FLOW

The Local Jail Population Flow

Beginning in July of 1976, the Weekly Population Survey of Local Correctional Institutions included more information than it had in the past. It became possible to extract not only the number of felons, misdemeanants and pre-trial inmates, but also the number in confinement who had sentences of six months or greater. Since the state correctional system is no longer obligated to pick-up prisoners with less than six months to serve, the report effectively distinguishes between those inmates in whom the Department of Corrections has a direct interest, and those prisoners who will probably serve their sentences in the local correctional facility.

The data displayed in Figure 1 represent changes in the population of local correctional institutions for the period of July through December 1976. Other months are not included because a comparable population breakdown is not available. Scrutiny of the data indicates a drop over the period in the total population

FIGURE I

POPULATION BREAKDOWN OF LOCAL CORRECTIONAL INSTITUTIONS
BY MONTH FROM JULY TO DECEMBER, 1976

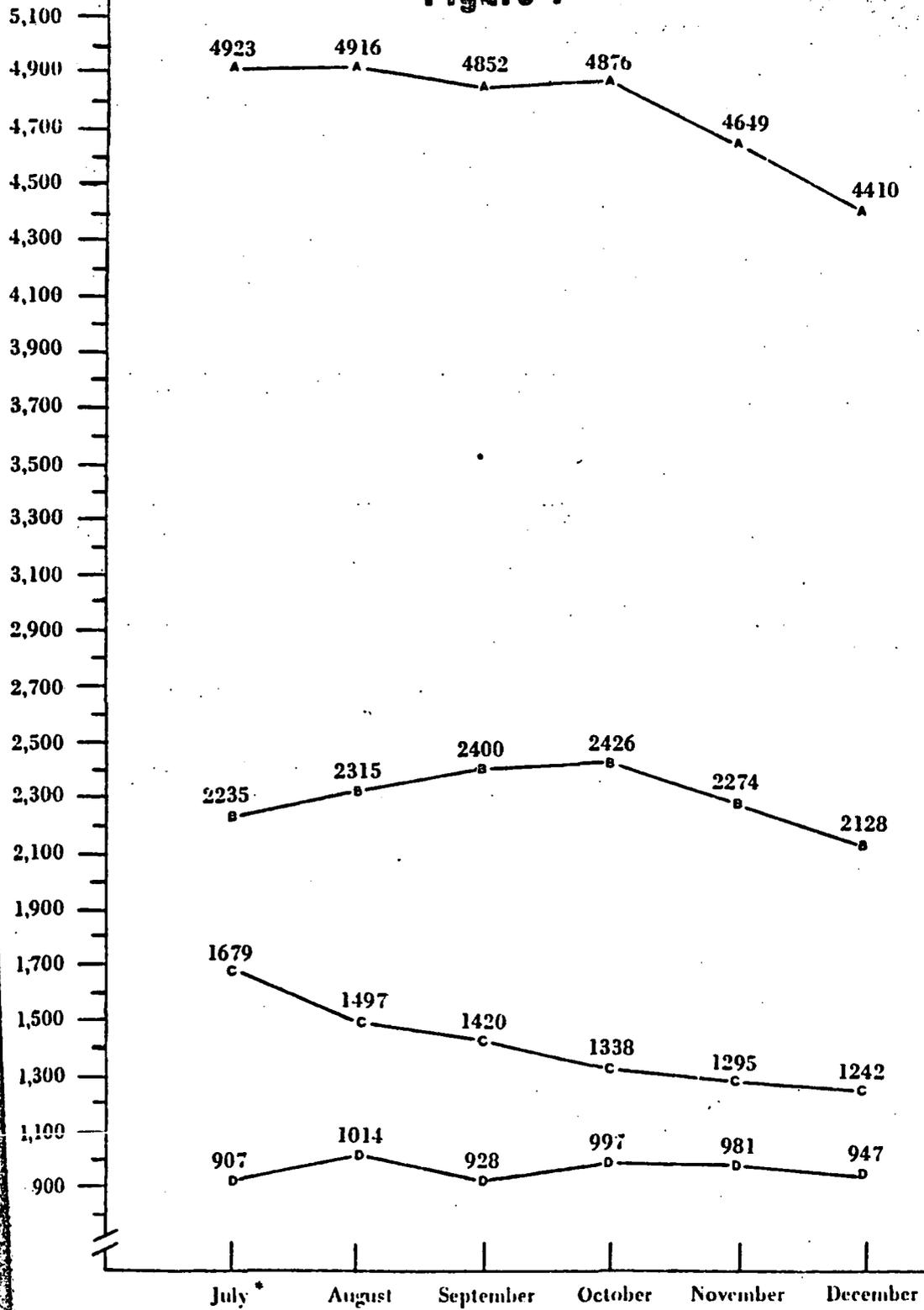
Legend

- A———A Average Daily Population of Local Correctional Institutions. (The Average Daily Population figures include approximately 100 people serving time for non-support that are not included in the other figures).
- B———B Average Number of People in Pre-Trial Confinement.
- C———C Average Number of People Serving Sentences of Six Months or Greater (includes felons and misdemeanants).
- D———D Average Number of People Serving Sentences of Less than Six Months (includes felons and misdemeanants).

* The figures for July reflect a single sample for that month.

Source of Data: Weekly Population Surveys of Local Correctional Institutions. The survey is taken Tuesday of each week and does not represent either a true average population or peak confinement figures for the week.

Figure 1



housed in local correctional institutions. By December, 1976, 513 fewer people were housed in local jails than were in July of the same year. Over the same period there is a substantial decline in the number of inmates serving sentences of six months or greater. In July, 1976, 437 more people were serving such sentences than are reflected in the figures for December. The decline in inmates serving six months or greater sentences is only 76 less than the decline in the total population. (Notably, the inmate population in Adult Services rose from 6,389 in July to 7,026 in December--an increase of 637. That gain in Adult Services is 200 more than the decline in the population of the local jails). Both the population serving time for pre-trial confinement and the inmate serving a sentence of less than six months are relatively stable for the period. There is a slight decrease in the number of people serving time for pre-trial confinement but that change is well within the fluctuation limits for the variable.

It is not clear from the jail data alone whether the decline in inmates serving sentences of six months or greater represents a decline in the number of convictions for crimes which would get sentences of that magnitude or, conversely, an increase in the capability of the state to pick up those inmates assigned to it. However, since both pre-trial confinement and inmates serving sentences of less than six months are relatively stable, it is tentatively projected that the change represents an increase in Central Classification's ability to move inmates from the jails to state custody.

In order that a more positive statement might be made concerning the decrease in the number of prisoners confined in the local jails with sentences greater than six months, the Division of Justice and Crime Prevention was contacted concerning cases before the courts and conviction data. It was determined that the DJCP is currently collecting conviction and sentencing data from the courts but that their files are not complete. When their files for 1974 and 1975

are completed more definite statements can be made concerning the population flow through the local jails.

Presented for information purposes is Central Classification's list of priorities for scheduling inmates to be processed into the Virginia state correctional system. The list, entitled Priorities for Scheduling Inmates into the Virginia State Correctional System, is reproduced below:

- Priority 1* Major Medical Problems. This category includes all convicted felons having at least one of the following:
- a. Contagious disease
 - b. Medical necessity requiring immediate medical or dental attention
 - c. Physically disabled requiring special correctional attention
- Priority 2* Trouble Makers - These are individuals who, if retained in the jail situation, will create custodial problems for themselves or employees. It includes:
- a. Violent inmates
 - b. A felon requiring protection that cannot be afforded by the jail facility.
 - c. Agitators, activists, and racists, who react or cause others to react against constituted authority.
 - d. Known homosexuals
 - e. Drug addicts and alcoholics
- Priority 3 Parole Eligibility of the Felon. (§ 53-211 and § 53-253, Code of Virginia)
- Priority 4 Felons wanted by the Attorney General's Office for extradition.

*Inmates cleared by Executive Agent only.

Priority 5 Overcrowded Jail Conditions. Priority will be given to those jails who have not or cannot receive relief from the intra-jail transfer program coordinated by the Department of Corrections. Priority will be assigned as follows:

- a. Jails whose populations exceed their rated bed capacity.
- b. Jails whose populations equal their rated bed capacity.
- c. Jails whose populations are less than their rated bed capacity.

Priority 6 Felons with the longest time physically spent in the jail.

It is noted that the document does not address priorities for bringing misdemeanants into the state correctional system. If the document is taken literally, misdemeanants would only fit into priorities 1, 2 and 5. The other priorities specify felons.

The Virginia Correctional System -- An Overview:

Table 1 and the accompanying Figure 2 were compiled to give an overview of the changing population that is confined in the Commonwealth of Virginia. Both depict a comparison among the total number of people confined in the local correctional institutions, the number of inmates confined in the state correctional system and the combined total of all inmates confined in both systems for the years 1961-1976. In addition a breakdown of the population confined in the state correctional system is included.

Several things are significant about Figure 2. First, starting about 1974, there was a sharp increase in the number of inmates confined in the local jails. That increase is reflected in the figures for the total population. The felon population housed in the Virginia correctional system began a gradual increase around 1968 that has continued to the present. At the same time, the misdemeanant

TABLE I

FELON AND MISDEMEANANT CONFINEMENTS, TOTAL STATE
CONFINEMENTS, LOCAL JAIL CONFINEMENTS, AND
THE TOTAL CONFINEMENTS IN BOTH STATE AND
LOCAL SYSTEMS FOR THE FISCAL YEARS
1961 THROUGH 1976

YEAR	FELON CON- FINEMENTS	MISDEMEANANT CONFINEMENTS	TOTAL STATE CON- FINEMENTS	LOCAL JAIL CON- FINEMENTS	TOTAL CON- FINEMENTS
1961	5,847	1,318	7,165	3,622	10,787
1962	5,692	1,066	6,758	3,611	10,369
1963	5,243	1,514	6,757	3,537	10,294
1964	5,039	1,695	6,734	3,749	10,483
1965	4,690	1,717	6,407	3,674	10,081
1966	4,340	1,552	5,892	3,481	9,373
1967	4,111	1,651	5,762	3,229	8,991
1968	4,133	1,605	5,738	3,224	8,953
1969	4,244	1,356	5,600	3,212	8,812
1970	4,568	1,445	6,013	3,428	9,441
1971	4,912	1,090	6,002	3,760	9,762
1972	5,137	892	6,029	3,649	9,678
1973	5,189	593	5,782	3,293	9,075
1974	5,306	580	5,885	3,395	9,281
1975	5,398	546	5,940	4,217	10,157
1976	5,646	577	6,223	5,127	11,350

Source of Data: State Confinements--Annual Statistical Report of Felons and Misdemeanants Confined in the State Penal System, Department of Welfare and Institutions, 1961-1974.
Annual Statistical Report of Felons and Misdemeanants Confined in the Virginia State Penal System, Commonwealth of Virginia Department of Corrections, 1975-1976.

Local jail confinement: The confinement figures are derived from reimbursement reports the local jails submit to the state. The total commitment figures are divided by the number of days in a year to arrive at an average commitment figure. Since commitments to the local jails are relatively short, commitments are assumed to equal confinements for the year.

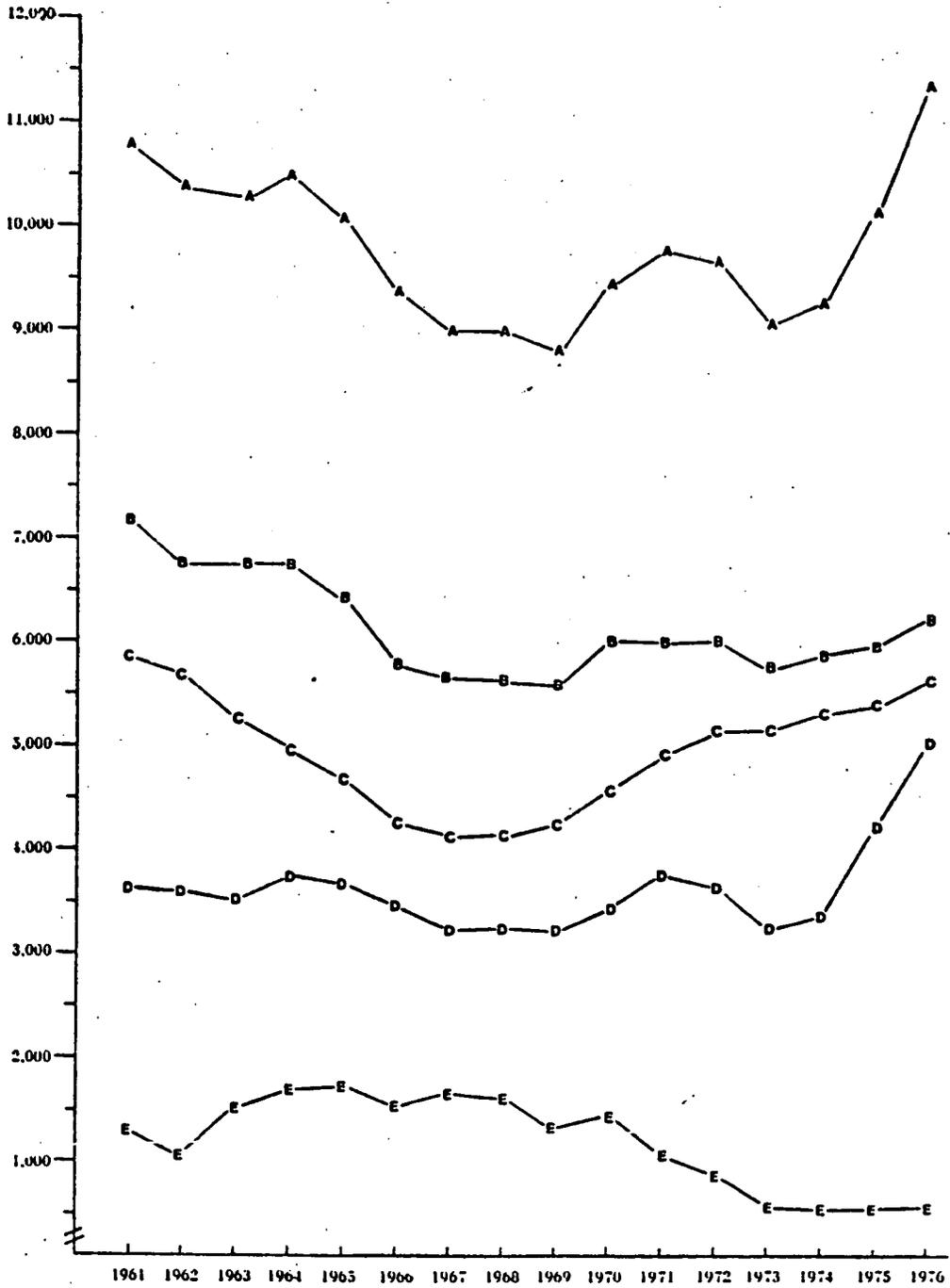
FIGURE 2

FELON AND MISDEMEANANT CONFINEMENTS, TOTAL STATE
CONFINEMENTS, LOCAL JAIL CONFINEMENTS, AND
THE TOTAL CONFINEMENTS IN BOTH STATE AND
LOCAL SYSTEMS FOR THE FISCAL YEARS
1961 THROUGH 1976

Legend

- A——A Total number of inmates confined in local correctional institutions and the state correctional system by year.
- B——B Total number of inmates confined in the state correctional system by year (includes both felons and misdemeanants).
- C——C The average number of felons confined in the state correctional system.
- D——D The Average number of inmates confined in the local correctional institutions by year.
- E——E The average number of misdemeanants confined in the state correctional system.

Figure 2



population in the state correctional system began to decline--again a trend that has continued to the present. The net result of these population changes has been a gradual increase in the number of inmates housed in the Virginia correctional system since the late 1960's.

But the fact of a population increase in the state correctional system is less significant than the makeup of that population. Compared to the late 1960's or early 1970's, the current population has a greater proportion of felons. It is a simple fact that felons have longer sentences than misdemeanants. This report will show that the proportion of felons increased and the rate of release declined. Felons, with significantly longer sentences than misdemeanants, simply occupy bedspace longer. In the course of three years, six to nine misdemeanants will occupy the same bedspace as a single felon. With a declining number of misdemeanants in the total population of Adult Services, the effects are long term. Even if commitment rates were not increasing there would be population growth simply because rates of release were declining. Felons entering the correctional system now will effect the population totals for years into the future.

The next section of this report will explore felon release data that will be followed by a section on misdemeanor releases and a comparison between commitment and release rates. The final section of the report will deal with probation and other court data.

Felon Release Data:

Changes have occurred in the mode of release of the felon population which affect the population statistics. Felons may be discharged at the end of their sentence (gate releases), on parole, at death, or because they escape. Deaths

and escapes do not materially affect the population in the state correctional system and are not considered in this analysis. The major modes of felon release are gate discharges and parole releases. The available data from 1970 to the present is displayed in Table II. The absolute number of gate discharges has not significantly changed over the period covered. It varies from a low in 1974 of 632 to a high in 1972 of 1,056. Excluding the 1974 figure, the gate releases vary within ± 114 discharges. There is no apparent trend. However, when the gate discharges are considered as a percent of the total number of felons committed, a trend is apparent. A lower percentage of felons are being discharged now than in past years.

On the other hand the number of parole releases dramatically increased between 1971 and 1972. Since 1972, the absolute number of parole releases has been reasonably consistent, with an average of 116 felons being paroled each month. When felon parole releases are considered as a percentage of the total felons released, a trend is apparent. A greater percentage of felon inmates are being released on parole now than in past years.

Table III illustrates gate discharges, parole releases, and total felon releases as a percentage of the total number of felons committed.

It is apparent from the table that the number of felons being released is less than the number being committed for every year except 1973. The average rate of growth for the felon population is 7.4% for each year covered by the table. During that same period the total number of confined felons increased from 4,563 to 5,464--an increase of 1,078 or 24%.

Table IV displays commitment and release data and rates of increase or decrease in the felon population by year. It should be noted that the figures

TABLE II

FELON GATE DISCHARGES AND PAROLE RELEASES AS A PERCENT
OF THE TOTAL FELON RELEASES FOR THE FISCAL YEARS
1970 THROUGH 1975

FISCAL YEAR	GATE DISCHARGES	PERCENTAGE	PAROLE RELEASES	PERCENTAGE	TOTAL RELEASES
1970	854	54%	742	46%	1,596
1971	998	57%	738	43%	1,736
1972	1,056	47%	1,202	53%	2,258
1973	828	35%	1,490	64%	2,318
1974	632	31%	1,418	69%	2,050
1975	906	43%	1,224	57%	2,130
1976*	888	35%	1,629	65%	2,517

* The data for 1976 are not yet in print but are available from the Bureau of Management Information, Department of Corrections.

Source of Data: Prisoners Paroled and Discharged from the State Penal System, Department of Welfare and Institutions, 1970-1974. Felons Paroled and Discharged from the State Penal System, Commonwealth of Virginia Department of Corrections, 1975.

TABLE III

FELON GATE DISCHARGES, PAROLE RELEASES AND TOTAL RELEASES
AS A PERCENT OF FELONS COMMITTED* FOR THE FISCAL YEARS
1970 THROUGH 1976

FISCAL YEAR	FELONS COMMITTED*	GATE DISCHARGES	PERCENT GATE DISCHARGES COMMITMENTS	PAROLE RELEASES	PERCENT PAROLE RELEASES COMMITMENTS	TOTAL RELEASE	PERCENT TOTAL RELEASES COMMITMENTS
1970	1,859	854	46%	742	40%	1,596	86%
1971	2,019	998	49%	738	37%	1,736	86%
1972	2,494	1,056	42%	1,202	48%	2,258	91%
1973	2,230	828	37%	1,490	67%	2,318	104%
1974	2,061	632	31%	1,418	69%	2,050	99%
1975	2,331	906	39%	1,224	53%	2,130	91%
1976 **	2,673	888	33%	1,629	61%	2,517	94%

* The figures for felons committed do not reflect parole violators. Currently there are about 200 inmates per year incarcerated for parole violation without separate charges being brought. Parole violators for earlier years are not known.

** The data for 1976 are not yet in print but are available from the Bureau of Management Information, Department of Corrections.

Source of Data: Commitment - Annual Statistical Report of Felons and Misdemeanants Committed to the State Penal System, Department of Welfare and Institutions, 1970 - 1974. Annual Statistical Report of Felons and Misdemeanants Committed to the Virginia State Penal System, Commonwealth of Virginia Department of Corrections, 1975 - 1976.

Discharge and Releases - Prisoners Paroled and Discharged from the State Penal System, Department of Welfare and Institutions, 1970 - 1974. Felons Paroled and Discharged from the State Penal System, Commonwealth of Virginia Department of Corrections, 1975.

TABLE IV

THE NUMBER OF FELONS COMMITTED*, THE NUMBER OF FELONS RELEASED**,
THE NET POPULATION CHANGE AND THE RATE OF INCREASE OR
DECREASE IN THE FELON POPULATION FOR THE FISCAL YEARS
1958 THROUGH 1976

FISCAL YEAR	FELONS COMMITTED*	FELONS RELEASED**	NET CHANGE	PERCENT INCREASE	PERCENT DECREASE
1958	2,099	1,698	+401	19%	
1959	2,155	1,816	+339	16%	
1960	1,971	1,860	+111	6%	
1961	2,031	2,096	-65		3%
1962	1,762	1,917	-155		9%
1963	1,966	2,415	-449		23%
1964	1,707	1,911	-204		12%
1965	1,487	1,836	-349		23%
1966	1,504	1,854	-350		23%
1967	1,439	1,668	-229		16%
1968	1,562	1,540	+22	1%	
1969	1,549	1,438	+111	7%	
1970	1,850	1,526	+324	18%	
1971	2,019	1,675	+344	17%	
1972	2,494	2,269	+225	9%	
1973	2,230	2,178	+52	2%	
1974	2,061	1,944	+117	6%	
1975	2,331	2,242	+89	4%	
1976	2,673	2,421	+252	9%	

*The figures for felons committed do not reflect parole violators. Currently there are about 200 inmates per year incarcerated for parole violation without separate charges being brought. Parole violators for earlier years are not known.

**The figures in this table for felons released are derived from commitment and confinement data and are not actual counts.

Source of Data: Annual Statistical Report of Felon and Misdemeanants Committed to the State Penal System, Department of Welfare and Institutions, 1958 - 1974. Annual Statistical Report of Felons and Misdemeanants Committed to the Virginia State Penal System, Commonwealth of Virginia Department of Corrections, 1975 1976.

which appear in the column marked "Felon Released" do not correspond to the figures reported in the preceding table. The figures in the present table are derived from commitment and confinement data. The data in Table III are from a different report. Overall the figures differ in the two Tables \pm 5%. Available data does not allow an assessment of the accuracy of either set of figures.

In any case, trends can be extracted from Table IV with reasonable confidence, even if the absolute numbers cannot be wholly trusted. For the period between 1961 and 1967 the felon population was decreasing. The average decrease in the population was 10.6% per year. For the period the confined felon population decreased from 5,912 to 4,111--a decrease of 1,801 or 30%. From 1968 to the present, the felon population has been increasing. The average rate of increase in the felon population is 8% per year. For this period the number of confined felons rose from 4,111 to 5,646--an increase of 1,535 or 37%. The available data for fiscal 1977 indicates the felon population is continuing to rise.

Misdemeanant Release Data

The available data on misdemeanants in the Virginia correctional system are scant. The availability of data concerning the modes of release of misdemeanants is currently being researched. At present, overall misdemeanant release data can be derived from the annual reports back to 1962. Misdemeanant commitment and release data are displayed in Table V. For the period from 1968 to the present the misdemeanant population has decreased an average of 4% per year. For the same period the misdemeanant population decreased from 1,605 to 577--a decrease of 1,028 or 64%. It is clear that as the felon population increased, the misdemeanant population decreased. A brief look at rates of population turnover will clarify why the overall population in the Virginia correctional system is increasing.

THE NUMBER OF MISDEMEANANTS COMMITTED*, THE NUMBER OF MISDEMEANANTS RELEASED**, THE NET POPULATION CHANGE AND THE RATE OF INCREASE OF DECREASE IN THE MISDEMEANANT POPULATION FOR THE FISCAL YEARS 1962 THROUGH 1976

FISCAL YEAR	MISDEMEANANTS COMMITTED*	MISDEMEANANTS RELEASED**	NET CHANGE	INCREASE PERCENTAGE	DECREASE PERCENTAGE
1962	3,137	3,389	-252		8%
1963	3,414	2,966	+448	13%	
1964	3,758	3,577	+181	5%	
1965	3,715	3,693	+22	1%	
1966	3,596	3,761	-165		5%
1967	3,817	3,718	+99	3%	
1968	3,762	3,808	-46		1%
1969	3,587	3,836	-249		7%
1970	3,537	3,448	+89	3%	
1971	3,443	3,798	-355		10%
1972	2,963	3,061	-98		3%
1973	1,938	2,237	-299		15%
1974	1,603	1,616	-13		1%
1975	1,576	1,610	-34		2%
1976	1,587	1,556	+31	2%	

*The figures for misdemeanants committed do not reflect parole violators. Although the figures are not available it appears that misdemeanant parole violators are less than one percent of the misdemeanant commitments.

**The figures for misdemeanants released are derived from commitment and confinement data and are not actual counts.

Source of Data: Annual Statistical Report of Felon and Misdemeanants Committed to the State Penal System, Department of Welfare and Institutions, 1958 - 1974. Annual Statistical Report of Felons and Misdemeanants Committed to the Virginia State Penal System, Commonwealth of Virginia Department of Corrections, 1975 - 1976.

Commitment and Release Rates

To the extent that the number of inmates confined on June 30 of a given year represents the average number of inmates confined on any day during the year, Table VI may be interpreted as follows: The lower the rate of confinement, the longer the length of time necessary to achieve the current population level. Conversely, the higher the rate of confinement, the shorter the length of time necessary to achieve the current population.

For specific interpretation consider the year 1962 on Table VI. The felon commitment rate is .31. This means that for every felon confined in fiscal 1962, .31 felons were committed to the state. The "month" figure, 38.8, means that at the current rate of commitment for felons it would take 38.8 months to achieve the population which was confined at the end of the fiscal year. For misdemeanants the data are interpreted exactly the same way. In 1972 the rate of commitment was 2.94. That means that for every misdemeanor confined on June 30 of that year that 2.94 misdemeanants were committed during the year. The "months" figure, 4.1, means that at the current rate of commitment it would take 4.1 months to achieve the misdemeanor population shown as confined at the end of fiscal year 1972. The total figures are similarly interpreted. For the fiscal year 1962, .72 inmates were committed for each inmate confined at the end of the fiscal year. At that rate of commitment it would take 16.6 months to achieve the inmate population on June 30 of the fiscal year.

It should be noted that there is no "ideal" rate of commitment. A rate of commitment of "1.00", for instance, merely means that the number of inmates committed equals the number of inmates confined at the end of the year. If all sentences were one year and an equal number were received each day the rate of commitment would be "1.00". To effectively interpret rates of commitment, the rates must be compared to the rates of release for the same year. For that

TABLE VI

FELONS COMMITTED AND CONFINED, MISDEMEANANTS COMMITTED AND CONFINED, TOTAL INMATES COMMITTED AND CONFINED, RATES OF INMATE COMMITMENT AND THE NUMBER OF MONTHS NECESSARY TO ACHIEVE THE POPULATION AT THE PRESENT RATE, FOR FELONS, MISDEMEANANTS, AND THE TOTAL POPULATION FOR THE FISCAL YEARS 1961 THROUGH 1976

FISCAL YEAR	FELONS		RATE OF COMMITMENT	MO.	MISDEMEANANTS		RATE OF COMMITMENT	MO.	TOTAL		RATE OF CONFINEMENT	MO.
	COMMITTED	CONFINED			COMMITTED	CONFINED			COMMITTED	CONFINED		
1961	2,031	5,847	.35	34.5	3,130	1,318	2.37	5.1	5,161	7,165	.72	16.7
1962	1,762	5,692	.31	38.8	3,137	1,066	2.94	4.1	4,899	6,758	.72	16.6
1963	1,966	5,243	.37	32.0	3,414	1,514	2.25	5.3	5,380	6,757	.80	15.1
1964	1,707	5,039	.34	35.4	3,758	1,695	2.22	5.4	5,465	6,734	.81	14.8
1965	1,487	4,690	.32	37.8	3,715	1,717	2.16	5.5	5,202	6,407	.81	14.8
1966	1,504	4,340	.35	34.6	3,596	1,552	2.32	5.2	5,100	5,892	.87	13.9
1967	1,439	4,111	.35	34.3	3,817	1,651	2.31	5.2	5,256	5,762	.91	13.2
1968	1,562	4,133	.38	31.8	3,762	1,605	2.34	5.1	5,324	5,738	.93	12.9
1969	1,549	4,244	.36	32.9	3,587	1,356	2.65	4.5	5,136	5,600	.92	13.8
1970	1,850	4,568	.40	29.6	3,537	1,445	2.45	4.6	5,387	6,013	.90	13.4
1971	2,019	4,912	.41	29.2	3,443	1,090	3.16	3.7	5,462	6,002	.91	13.2
1972	2,494	5,137	.49	24.7	2,963	892	3.31	3.6	5,457	6,029	.91	13.3
1973	2,230	5,189	.43	27.9	1,938	593	3.27	3.7	4,168	5,782	.72	16.6
1974	2,061	5,306	.39	30.9	1,603	580	2.76	4.3	3,664	5,886	.62	19.3
1975	2,331	5,398	.43	27.8	1,576	546	2.89	4.2	3,907	5,940	.66	18.2
1976	2,673	5,646	.47	25.3	1,587	577	2.75	4.4	4,260	6,223	.68	17.5

reason, rates of release are presented in Table VII. Interpretation of the rates of release parallel the rates of confinement.

For fiscal year 1962, the rate of felon release is .34. That means that for every felon confined, .34 inmates were released during the fiscal year. At the rate of release of felons for 1962, it would have taken 35.6 months to release all felons confined in the state correctional system. The misdemeanor data for 1962 indicate that 3.18 inmates were released for every inmate that was confined on June 30 and that it would have taken 3.8 months to release all confined misdemeanants. The total rate of release for 1972 indicated that .79 inmates were released for every inmate confined on June 30 of the fiscal year. It would have taken 15.2 months to release all of the inmates confined on that date.

It should be remembered that just as there is no "ideal" commitment rate, there is no "ideal" release rate. A release rate of "1.00" would merely mean that the number of confined equaled the number released.

It is apparent from the two presented tables that both the rate of commitment and the rate of release are generally declining. A comparison of the two rates is presented in Table VIII. Commitment and release rates, the number of months necessary to either achieve or release the population present at the end of the fiscal year, and difference data are presented. A negative figure in the difference column indicated that more inmates were released than were committed during the fiscal year. A positive figure in the difference column indicates more commitments than releases and is an indicator of population growth. The degree of growth or decline in the population is indicated by the difference rate. The difference rate is also expressed as the number of months necessary to achieve equity between commitment and releases. Negative figures may be loosely interpreted as the number of months the department is "ahead", and positive figures as the number of months the

TABLE VII

FELONS RELEASED AND CONFINED, MISDEMEANANTS RELEASED AND CONFINED, TOTAL INMATES RELEASED AND CONFINED, RATES OF INMATE RELEASE, AND THE NUMBER OF MONTHS NECESSARY TO RELEASE THE POPULATION AT THE PRESENT RATE FOR FELONS, MISDEMEANANTS, AND THE TOTAL POPULATION FOR THE FISCAL YEARS 1962 THROUGH 1976

FISCAL YEAR	FELONS		RATE OF FELON RELEASE	MO.	MISDEMEANANTS		RATE OF MISDEMEANANT RELEASE	MO.	TOTAL		RATE OF RELEASE	MO.
	RELEASED	CONFINED			RELEASED	CONFINED			RELEASE	CONFINED		
1962	1,917	5,692	.34	35.6	3,389	1,066	3.18	3.8	5,306	6,758	.79	15.3
1963	2,415	5,243	.46	26.1	2,966	1,514	1.96	6.1	5,381	6,757	.80	15.1
1964	1,911	5,039	.38	31.6	3,577	1,695	2.11	5.7	5,488	6,734	.81	14.7
1965	1,836	4,690	.39	30.7	3,693	1,717	2.15	5.6	5,529	6,407	.86	13.9
1966	1,854	4,340	.43	28.1	3,761	1,552	2.43	4.9	5,615	5,892	.95	12.6
1967	1,668	4,111	.41	29.6	3,718	1,651	2.25	5.3	5,386	5,762	.93	12.8
1968	1,540	4,133	.37	32.2	3,808	1,605	2.37	5.1	5,348	5,738	.93	12.9
1969	1,438	4,244	.34	35.4	3,836	1,356	2.83	4.2	5,274	5,600	.94	12.7
1970	1,526	4,568	.33	35.9	3,448	1,445	2.39	5.0	4,974	6,013	.83	14.5
1971	1,675	4,912	.34	35.2	3,798	1,090	3.48	3.4	5,473	6,002	.91	13.2
1972	2,269	5,137	.44	27.2	3,061	892	3.43	3.5	5,330	6,029	.88	13.6
1973	2,178	5,189	.42	28.6	2,237	593	3.77	3.2	4,415	5,782	.76	15.7
1974	1,944	5,306	.37	32.8	1,616	580	2.79	4.3	3,560	5,886	.60	19.8
1975	2,242	5,398	.42	28.9	1,610	546	2.95	4.1	3,852	5,940	.65	18.5
1976	2,421	5,646	.43	28.0	1,556	577	2.70	4.4	3,977	6,223	.64	18.8

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TABLE VIII

POPULATION TURNOVER RATES IN THE VIRGINIA CORRECTIONAL SYSTEM COMPARED AS RATES AND AS MONTHS TO ACHIEVE OR RELEASE THE CONFINED POPULATION, AND DIFFERENCE SCORES FOR THE RATES AND NUMBER OF MONTHS FOR THE FISCAL YEARS 1962 THROUGH 1976

FISCAL YEAR	INMATE COMMITMENT RATE	NUMBER OF MONTHS TO ACHIEVE CURRENT POPULATION	INMATE RELEASE RATE	NUMBER OF MONTHS TO RELEASE CURRENT POPULATION	DIFFERENCE	
					RATE	MONTH
1962	.72	16.6	.79	15.3	-.07	1.3
1963	.80	15.1	.80	15.1	.00	0.0
1964	.81	14.8	.81	14.7	+.00	0.1
1965	.81	14.8	.86	13.9	-.05	0.9
1966	.87	13.9	.95	12.6	-.08	1.3
1967	.91	13.2	.93	12.8	-.02	.4
1968	.93	12.9	.93	12.9	.00	0.0
1969	.92	13.8	.94	12.7	-.02	1.1
1970	.90	13.4	.83	14.5	+.07	1.1
1971	.91	13.2	.91	13.2	.00	0.0
1972	.91	13.3	.88	13.6	+.03	0.3
1973	.72	16.6	.76	15.7	-.04	0.9
1974	.62	19.3	.60	19.8	+.02	0.5
1975	.66	18.2	.65	18.5	+.01	0.3
1976	.68	17.5	.64	18.8	+.04	1.3

department is "behind". During the period covered by the table the department has moved from a position of being 1.3 months "ahead" to being 1.3 months "behind". It should be noted that the department was further behind in fiscal 1976 than any other year covered by the chart.

Probation Data:

The probation data presented are from annual reports prepared by the Department of Corrections. The figures have not been taken from court records. At the present time the available data does not allow an estimation of conviction rates, the total number of cases before the courts, or reliable rates of confinement. The DJCP is currently collecting court data for 1974 and 1975. When it becomes available, it will be included in this report.

Table IX compares the number of probation cases received from courts of record* with the total number of inmates committed to the Virginia correctional system. The data displayed does not include probation information from courts not of record.* The table indicates a significant change not only in the number of people being placed on probation, but also in the percent probation cases represented in the total cases. In 1966 there were 1,735 people placed on probation by the courts of record. By fiscal 1976 that figure had risen to 5,136--an increase of 3,401 or 196% of the 1966 total. In the same period the number of commitments fell from 5,100 to 4,260--a drop of 840 or 16%.

*Courts of record generally are circuit courts. Courts of record are empowered to try felony cases. Charges before courts of record may be reduced to misdemeanor charges. Courts not of record try juvenile, domestic relations and misdemeanor cases. Courts not of record cannot try felony cases, although they can dismiss such cases or certify them to be heard before courts of record.

For the purposes of this report, courts of record try both felony and misdemeanor cases while courts not of record can try only misdemeanor cases. The explanation above is not meant to be inclusive. It is intended that the two types of courts be presented as they relate to the types of cases presented in the present paper.

TABLE IX
 PROBATION CASES RECEIVED FROM THE COURTS OF RECORD AS A
 PERCENT OF THE TOTAL CASES* FOR THE FISCAL YEARS
 1966 THROUGH 1976

FISCAL YEAR	PROBATION CASES FROM COURTS OF RECORD	PERCENT OF TOTAL CASES	MISDEMEANANT AND FELON COMMITMENTS	PERCENT OF TOTAL CASES	TOTAL CASES*
1966	1,735	25%	5,100	75%	6,835
1967	1,656	24%	5,256	76%	6,912
1968	**		5,324		
1969	**		5,136		
1970	**		5,387		
1971	**		5,462		
1972	**		5,457		
1973	**		4,168		
1974	3,680	50%	3,664	50%	7,344
1975	4,915	56%	3,907	44%	8,822
1976	5,136	55%	4,260	45%	9,396

* Total cases are the probation cases from the courts of record plus the total commitments for the year. The figures do not represent the total number of convictions by the courts.

** Figures not available.

Source of Data: Probation - Annual Report, Virginia Department of Welfare and Institutions 1966 - 1974. Annual Report, Virginia Department of Corrections as corrected by the Division of Probation and Parole, 1975 - 1976.

Commitments - Annual Statistical Report of Felons and Misdemeanants Committed to the State Penal System, Department of Welfare and Institutions, 1966 - 1974. Annual Statistical Report of Felons and Misdemeanants Committed to the Virginia State Penal System, Commonwealth of Virginia Department of Corrections, 1975 - 1976.

In fiscal 1966 probation cases from the courts of record represented 25% of the total cases. By 1974 that figure had risen to 50%. In fiscal 1976 it was 55%. Even for a ten year period, the increases are dramatic. Apparently, the courts of record are placing an ever increasing number of people on probation.

Data from courts not of record are available for the last three years. The data are displayed in Table X. As indicated by the table both the absolute number of cases placed on probation by the courts not of record, and the percentage of the total cases represented by that number have increased. In fiscal 1974 there were 785 people placed on probation by the courts not of record. During fiscal 1976 that figure had risen to 1,347--an increase of 562 or 72%. Over the same period commitments rose from 3,664 to 4,260--an increase of 596 or 16%.

In fiscal 1974 the probation cases from courts not of record represented 18% of the total cases. By fiscal 1976 the figure had risen to 24%. The data indicate that courts not of record are placing an ever increasing number of people on probation.

The combined data from the courts of record and courts not of record are presented in Table XI. On this table the figures for total cases represents all of the cases that have gone through the courts for which the Department of Corrections has some responsibility. It should be noted that total case figures do not represent the number of cases that came before the courts. Over the three years contained on the table, the total cases rose from 8,129 to 10,743--an increase of 2,614 or 32%. The number of cases placed on probation has risen from 4,465 to 6,483--an increase of 2,018 or 45%. The number of commitments rose from 3,664 in fiscal 1974 to 4,260 in fiscal 1976. The increase was 596 or 16% of the 1974 total.

TABLE X
PROBATION CASES RECEIVED FROM THE COURTS NOT OF RECORD AS A
PERCENT OF THE TOTAL CASES* FOR THE FISCAL YEARS
1974 THROUGH 1976

FISCAL YEAR	PROBATION CASES FROM COURTS NOT OF RECORD	PERCENT OF TOTAL CASES	MISDEMEANANT AND FELON COMMITMENTS	PERCENT OF TOTAL CASES	TOTAL CASES*
1974	785	18%	3,664	82%	4,449
1975	1,141	23%	3,907	77%	5,048
1976	1,347	24%	4,260	76%	5,607

* Total cases are the probation cases from the courts not of record plus the total commitments for the year. The figures do not represent the total number of convictions by the courts.

Source of Data: Probation - A special report compiled by the Division of Probation and Parole Services, Department of Corrections.

Commitments - Annual Statistical Report of Felons and Misdemeanants Committed to the State Penal System, Department of Welfare and Institutions, 1974. Annual Statistical Report of Felons and Misdemeanants Committed to the Virginia State Penal System, Commonwealth of Virginia Department of Corrections, 1975 - 1976.

TABLE XI
 PROBATION CASES RECEIVED FROM ALL COURTS AS A PERCENT
 OF THE TOTAL CASES* FOR THE FISCAL YEARS
 1974 THROUGH 1976

FISCAL YEAR	PROBATION CASES FROM ALL COURTS	PERCENT OF TOTAL CASES	MISDEMEANANTS AND FELON COMMITMENTS	PERCENT OF TOTAL CASES	TOTAL CASES*
1974	4,465	55%	3,664	45%	8,129
1975	6,056	61%	3,907	39%	9,963
1976	6,483	60%	4,260	40%	10,743

* Total cases in this table represents all cases placed on probation by all courts plus the total commitments for the year. The figures represent the total number of convictions from the courts over which the Department of Corrections has some degree of control.

Source of Data: Probation - A special report compiled by the Division of Probation and Parole Services, Department of Corrections.

Commitments - Annual Statistical Report of Felons and Misdemeanants Committed to the State Penal System, Department of Welfare and Institutions, 1974. Annual Statistical Report of Felons and Misdemeanants Committed to the Virginia State Penal System, Commonwealth of Virginia Department of Corrections, 1975 - 1976.

Court Data

The courts are important because they represent the route by which people enter the correctional system. Complete court data including the number of felon and misdemeanor cases tried, conviction rates and the disposition of those cases convicted would be helpful. Unfortunately that data does not currently exist in a form which could be readily used in this report. At some point in the future, court records will provide the source data for an analysis of the processing of prisoners arrested for criminal offenses since the Division of Justice and Crime Prevention (DJCP) is currently collecting the data. According to DJCP, data for 1974 were collected only from a stratified sample of jurisdictions. Data are currently being collected for 1975 from the courts of all jurisdictions. In those courts where data had not been collected for 1974, that 1974 data are also being collected.

The data for 1974 which were collected from a stratified sample of jurisdictions indicate that of 3,973 adult cases before the district courts on felonies charged, 1,085 or 27% were convicted of felonies and 1,330 or 33% were convicted of misdemeanors. Approximately 60% of the adults charged with felonies and appearing before the court were convicted. It should be noted that the disposition of the cases is not indicated by the current data. There is no indication whether those convicted were fined, given probation, or sentenced to a term in prison. In addition, there is no report on the number of adult misdemeanants arrested, the number convicted, or the disposition of those cases. The court data is absolutely essential to accurate needs assessment for the Department of Corrections.

To illustrate the point, a comparison will be made between the makeup of the population entering the control of the Department of Corrections in the years of 1966 and 1967. Since the data are not complete, several assumptions will be

made which could materially affect the results. The assumptions will be described and it is left to the reader to decide if they are reasonable and valid.

The first assumption is that the total population entering into some degree of control of the Department of Corrections may be reasonably described as the number placed on probation by the courts, plus the number committed to state institutions, plus the number committed to local correctional facilities during the fiscal year. It can readily be seen that the figure for the "total" population will be inflated since inmates committed to the local jails may have been committed more than once to the local jail or to both the local jail and a state facility during the fiscal year. The inflation of the total population figures is assumed to be proportional for the two years described.

The effects of a second assumption are more serious. For the year 1976, the total number of people placed on probation by courts of record and courts not of record are known. For the year 1966, only the number placed on probation by the courts of record are known. The number of people placed on probation by courts not of record has been estimated and included in the probation figure for 1966. It was observed that the percent of cases placed on probation by courts not of record steadily increased from 1974 through 1976. It was 21% in 1974, 23% in 1975, and 26% in 1976. From that information it could be projected that an even lower percent of cases would have been placed on probation by courts not of record in fiscal 1966. In order to be reasonably sure that the estimate for cases placed on probation for 1966 was inflated rather than underestimated, the percentage figures for 1974, 21% was used for the estimates. It is probable that the estimate for 1966 is greater than the actual total number of people placed on probation. Keeping in mind the constraints on the data Table XII is presented.

TABLE XII
POPULATION BREAKDOWN FOR PERSONS COMING UNDER SOME DEGREE OF
CONTROL OF THE DEPARTMENT OF CORRECTIONS FOR THE
YEARS 1966 AND 1967

Fiscal Year	Probation Cases	Percent of Total	Committed to State	Percent of Total	Committed to Jail	Percent of Total	Total Population
1966	2,099	20%	5,100	48%	3,481	33%	10,680
1976	6,483	41%	4,260	27%	5,127	32%	15,870

It should be noted that the percent of the total population committed to the local jails is approximately equal for the two years. The differences in the table are in the percent committed to the state and the percent placed on probation. But the point is this, if the same percentage of the total population had been placed on probation in 1976, as were put on probation in 1966, the total number committed to the state would have risen by 3,309 people. Instead of 4,260 inmates committed to the state, the total would have been 7,569.

It is not within the scope of the present report, to make a judgment about the percent of people coming before the courts who should be placed on probation. But even given the inaccurate and estimated figures presented, it is obvious that a far greater percentage of people are being placed on probation now than have been in the past. The figures presented merely point to the need for accurate and complete court data in order to properly assess the needs of the Department of Corrections. It would appear that basing population projections either on the number of felony arrests or on current rates of diversion by the courts, would be valid in the short term, but only to the degree that those rates of diversion did not change.

As for a long term model for prediction of future populations housed by the Department of Corrections, it would seem inappropriate to use a model which did not account for changes in the disposition of cases by the courts. It would appear

from the present data that the disposition of cases by the courts and the availability of space within the Department of Corrections are correlated. Constraints on the availability of court data preclude checking the hypothesis. It may be possible, in the future, to determine the relationship between available space and disposition of cases. But at the present time, any statement concerning sentencing from the courts and available bedspace, is speculation; and any conclusion drawn or decision made based on such speculation, is inappropriate.

Basic research is needed to determine the significant elements of inmate flow through the state correctional system. A determination should be made as to the adequacy of the present data retrieval and transmission systems to meet the needs of the Department of Corrections.

Jail Release and Court Diversion

At the present time convicted inmates serving time in the local jails are under the jurisdiction of the committing court. Even if a warrant has been issued the prisoner is still under the control of the court until the state picks him up. It appears that the judge is not obligated to issue a warrant. If a local sheriff wishes to make a man a trustee or needs a cook for the jail, the prisoner may be diverted from the state by the failure of the judge to issue a warrant. As long as the inmate is housed in a local jail, the possibility exists the judge may issue a court order releasing him early. It appears that judges depend a great deal on the opinion of local sheriffs concerning early release.

By state law, a sentence is considered served once the prisoner has spent two-thirds of the committing sentence in confinement, unless, of course he has attempted escape or created other problems while serving his time. In the state correctional system, an inmate is eligible for parole after serving one quarter of his committing sentence. But being eligible for parole does not necessarily mean

that parole will be granted. Apparently because of the overcrowded conditions in the state correctional system, inmates in the local jails who are approaching their parole date are asked whether or not they want to be considered for parole. Since a man cannot be considered for parole while he is in the local jail, the decision he makes determines whether or not he will be picked up by the state. If he chooses not to be considered then he must sign a waiver of his right to a parole hearing.

It appears that the courts role in determining and modifying the sentences of law violators is becoming more and more important. Diversion from the state correctional system at the entry level is increasing. The section of this report on probation indicates that a greater percentage convicted felons and misdemeanants are being placed on probation now than ever before. More information is needed concerning diversion by the courts after conviction and incarceration. A study entitled Misdemeanants in Virginia was conducted by the Bureau of Research and Evaluation* in September of 1975. The report indicated that there were 216 misdemeanants who had been tried and were serving sentences in the Richmond City Jail during the month of November, 1974. Of that number 143 were released during the month:

64	were released by court order
2	escaped
1	was released to a state correctional facility
11	were released to other civil authority
3	were released to a mental hospital
1	was released to another jail
8	were released, bonded
3	were released, fine and costs paid
50	were released, sentence served

Notably, 45% of all the releases were by court order while only 35% served their entire sentence. In other words 45% of all misdemeanants releases were diversions by the court. Comparable data should be gathered for the same period in 1975 and

*In July, 1976 the Bureau became the Bureau of Research, Reporting and Evaluation.

1976 to determine if rates of diversion for misdemeanants have changed significantly. In addition, comparable data on the convicted felon population would be useful. Changes in rates of diversion at the level of the local jails are important in determining the needs of the Department of Corrections.

Diversion of convicted prisoners occur at several levels. Some prisoners by court order are kept in the local jails to serve their sentences. Sentenced prisoners may be granted court permission to serve their sentences in a work release status, which permits them to continue in their jobs at the same time they spend their off-job time in jail service their sentences. Some of the larger jails have a work release counselor who discusses work release with the prisoners, and helps them with their petition to the court to have their sentences amended to work release status.

The courts are also using weekend sentences to permit offenders to continue working while serving their sentences. Under this arrangement the offender is allowed to function normally during the week but must spend his weekends in jail. Because of overcrowding in some of the jails, some people with weekend sentences are required to call the jail to find out if there is space for them. If the jail is full the offender is allowed to spend the weekend outside the jail but is credited with the time.

Under both work release and weekend programs, offenders may serve their sentences in the local jails and not be transferred to state institutions. There are cases where prisoners who have been transferred to state institutions have been returned to local jails in order to participate in such work programs.

The courts may order a prisoner released to a mental hospital. If psychological examination determines a mental problem which led to the commission of the

offense, the prisoner will receive treatment in the mental hospital. After treatment the hospital may recommend the prisoner be placed on probation or returned to serve his sentence. The recommendations of the hospital are usually followed by the courts.

While it is not within the scope of this report to determine the degree to which diversion should be used by the courts, it is observed that rates of diversion are changing. The data are not complete enough to establish current rates or to indicate trends in them. Since rates of diversion partially determine the number of inmates received by the state correctional system, it is recommended that further study be done. Basic research is needed both to describe the situation as it now exists, and to establish a historic base to which current data can be compared.

Summary and Recommendations:

The population of inmates with sentences greater than six months in the local jails is declining. The decline is probably due to an increased ability on the part of Central Classification to process inmates from the local jails to the state correctional system, rather than a decline in convictions. The conclusion is based on the fact that both pre-trial confinement and inmates serving sentences of less than six months are relatively stable. It is assumed that a decline in convictions would be distributed in such a way that the effects would be reflected in both of these populations.

The population in Adult Services is increasing. The increase is due to the interaction of several significant factors. The total number of convictions for crimes committed in Virginia appears to be increasing. The data are incomplete but the trend is apparent. At least two indices of the number of convictions are increasing--the number of people placed on probation by the courts and the number

of inmates brought into the state correctional system. The number placed on probation is increasing even faster than the population in Adult Services. It appears that one of the biggest constraints on population growth is the absolute size of the state correctional system. While it is not an issue which can be settled by the data presented, it appears that the disposition of cases by the courts is affected by bedspace within the correctional system.

Central Classification appears to be processing inmates from the local jails to the state system at a faster rate than in the past. It is noted that this conclusion is inferred rather than documented. The present reporting system does not allow a direct assessment of the level of activity in Central Classification. As vital as the activities of Classification are to the Department of Corrections, there does not appear to be a report generated by which their activities can be monitored. Since the Classification and Treatment Section has the responsibility for reclassification of inmates as well as initial classification, it would seem important for them to produce a monthly report in order that inmate flow within the system could be tracked.

The turnover rate in the state correctional system is declining. During fiscal 1976, the release rate fell behind the commitment rate by 1.3 months. The present reporting system does not allow monitoring of the relationships between the commitment and release rates. Reports are not generated which specify either the number of inmates coming into the state correctional system, or the number being released from the system. If such reports were made on a monthly basis, it would be possible to monitor significant changes in the population housed by the Department. Knowing gross population figures is not sufficient for that purpose.

It is recommended that a study be done of the current reporting system to determine where the data gaps exist and what would be necessary in order to fill

those gaps. With the current interest and concern over the population housed by the Department of Corrections, it would seem important to be able to monitor the significant factors which contribute to the population statistics. With the current level of reporting from the field, such monitoring is not possible.

At the present time neither the data from the courts nor the data from the local jails are sufficient for a proper monitoring project. Unless more complete data are retained, proper assessment of the needs of the Department of Corrections will not be possible. The present level of reporting allows one to see changes in the overall population within the Department of Corrections or within the local jails, but does not allow an assessment of the causes of those changes. Strong recommendation is made to improve the reporting system so that decisions and planning within the department can be based on data rather than ineffectuous speculation.

END

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