



COMMONWEALTH of VIRGINIA
Board of Corrections

(804) 674-3235
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October 1, 2012

P.O. BOX 26963
RICHMOND, VIRGINIA 23261

Peter G. Decker, III, Chairman
Cynthia M. Alksne, Vice Chairman

Jonathan T. Blank
Kurt A. Boshart
Felipe Q. Cabacoy
Linda D. Curtis
William E. Osborne
Reverend Anthony C. Paige
Carl R. Peed

The Honorable Walter A. Stosch
Chairman, Senate Finance Committee
Innsbrook Centre
4551 Cox Road, Suite 110
Glen Allen, VA 23060-6740

The Honorable Lacey E. Putney
Chairman, House Appropriations Committee
P. O. Box 127
Bedford, VA 24523

The Honorable Marla Graff Decker
Secretary of Public Safety
Patrick Henry Building
1111 East Broad Street
Richmond, VA 23219

Dear Senator Stosch, Delegate Putney and Madame Secretary:

The Board of Corrections has recently completed its Survey on Actual Capacity of the Local and Regional Jails in Virginia; the survey data is attached. As you know, the information in this report was gathered directly from local and regional jails in an effort to help the Legislature analyze correctional services in the Commonwealth. We recognize and support the Legislature's continuing effort in this area.

The survey documents that we have more permanent beds than there are offenders in the system. In 2011, the average daily population was 28,409. Local facilities had over 34,000 beds available to house these offenders, and an additional 2,500 beds available on a temporary basis. Of the approximately 28,000 inmates, roughly 5,100 were state-responsible inmates waiting to be transferred to the State Department of Corrections.

At first blush, it might appear that that the data conclusively establishes that we have sufficient and appropriate bed space in Virginia. However, this would be an over-simplified analysis and we do not have sufficient data to justify such a conclusion. Bed space or capacity cannot be analyzed globally; it must be assessed within each individual facility in order to get an accurate picture of the health of our correctional system. For example, extra minimum-security bed space in Loudoun

The Honorable Walter A. Stosch
The Honorable Lacey E. Putney
The Honorable Marla Graff Decker
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County does not help the Superintendent in Hampton Roads who needs a bunk for an offender with severe psychiatric disorders. Moreover, this data does not answer the looming question: what is the maximum population level for each facility in order for it to remain safe and secure for the public, the staff and the offender? The answer to this core question simply cannot be determined because no one has ever analyzed each of Virginia's 74 local facilities for a capacity rating focused on this most central issue.

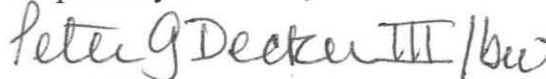
We do have a "design capacity" for each facility. The "design capacity" is the number assigned to the facility by the architect when it was first built. It does not take into account changes in the number of beds or bunks in cells, changes in staffing supervision systems, improvements in technology or best practices, quality of leadership or the history of the facility. In Virginia, all of our facilities have been functioning at a much higher level than the "design capacity" without serious safety problems for years. In short, the term "design capacity" has been rendered almost meaningless in the field as a factor in determining the number of offenders who can safely occupy a jail.

It might be tempting to take the number of beds in each facility as the marker for the amount of offenders that it can safely and Constitutionally hold, and make that number the new capacity figure of record. Unfortunately, it is not that simple. While administrators have increased the number of beds in the facilities to far over the "design capacity," they have done so to provide flexibility to manage their specific needs and fluctuating offender populations, not so they could fill each bunk each day. Indeed, local facilities do not have sufficient staffing to safely fill each bunk and they know it. For example, a medium-security cell might be safe with two men in it, or it might not, depending on the men, the cell block, and the available supervision. The manner in which that cell is filled is a serious decision and not one that lends itself to an Excel spreadsheet. Whatever our analysis, we must insure that local officials have the leeway to make critical safety determinations.

One final point about the limitations of the data. We all hope that offenders who are granted leave of the correctional system "graduate" and do not return. Successful re-entry is our common goal. But this seems to raise an additional challenge: when the local facilities are filled beyond capacity, they cannot afford to provide the kind of re-entry services or programmatic help that is needed to decrease the chances of recidivism. We know you share this concern.

Thank you for this opportunity to serve the Commonwealth. If we can provide any more assistance or you have any questions, please do not hesitate to contact us.

Respectfully submitted,



Peter G. Decker, III
Chairman



Cynthia M. Alksne
Vice-Chairman

PGD/CMA

Attachments: 2012 Actual Capacity Report and Supporting Letters

2012 Board of Corrections
Jail Bed Capacity Report

Jail	Number of Permanent Beds	Number of Temporary Beds	Number of Special Purpose Beds	Number of Showers	Number of Toilets/Urinals	Total Number of Inmates in Housing Unit on 11/15/11	Number of Inmates in Temporary Beds in Housing Unit	Rated Capacity	2011 - ADP (as per Comp Board)	Notes
Accomack	103	0	0	11	53	79	0	46	74	
Alb/Charl/Nelson Reg	615	24	32	53	40	505	0	329	532	
Alexandria City	185	149	78	24		284	57	340	420	
Allegany/Covington	108	0	7	14	46	92	0	56	87	
Appomattox										closed
Arlington County	717	1	184	52		427	0	474	441	attach letter from Major
Botetourt /Craig Regional	188	1	36	23	123	113	0	124	108	
Bristol City	137	0	4	11	83	144	12	67	145	
BRRJA Amherst	692	0	70			424	0	340	n/a	opened 1/1/12
BRRJA Bedford	96	2	3	10		95	2	55	108	
BRRJA Campbell	133	16	3	12	13	136	16	79	131	
BRRJA Halifax	209	14	9	18		182	14	147	161	
BRRJA Lynchburg	753	23	22	52		640	22	429	599	
BRRJA Moneta										closed
Brunswick County										closed
Central VA Regional	166	6	30	15	69	176	1	242	370	
Charlotte County	96	0	4	9	14	73	0	29	68	
Chesapeake City	1085	98	77	83	44	1020	89	543	1073	
Chesterfield County	521	0	6	43	200	285	0	250	323	
Culpeper County	69	5	2	4	9	68	5	37	76	
Danville City Farm	95	15	0	18	24	171	65	120	171	
Danville City Jail	334	0	24	28	120	250	0	213	263	
Dinwiddie County									51	closed
Eastern Shore Reg. Jail	260	8	16	21	137	87	0	148	83	
Fairfax County	1443	330	25	186	134	1312	163	1260	1246	
Fauquier County	127	0	0	11	53	85	0	56	112	
Franklin County	70	0	0	9	5	57	0	49	57	
Gloucester County	94	0		11	27	61	0	42	75	

2012 Board of Corrections
Jail Bed Capacity Report

Hampton City	244			21	129	215		468	387	
Hampton Roads Regional	1433	0	162	100	854	1165	0	798	1197	
Henrico Reg East	584	0	71			488	0	458	1179	show combined with West as per Comp Board
Henrico Reg West	676	77	282	39	312	659	77	329		
Henry County	131	28		11	48	155	27	67	155	
Lancaster County	46	3	3			22	0	26	26	
Loudoun County ADC	345	0	44			208	0	460	207	
Martinsville City/Annex	129	0	0	16	19	114	3	79	119	
Mecklenburg County	124	5	6	16	64	131	5	68	120	
Meherrin River	628	0	34	n/a	n/a	420	0	400	n/a	opened 7/2/12
Middle Peninsula Reg	282	0	8	26	93	181	0	121	175	
Middle River Regional Jail	821	0	83			510	0	396	551	
Montgomery County	94		28			76	0	60	88	
New River Valley	950		112	60	60	755	0	859	765	
Newport News City	642	12	9	45	142	507	12	300	517	see attached letter from Sheriff
Newport News City Farm	264	0	6			149		137	161	
Norfolk City	1661	85	116	379	103	1346	14	833	1351	
Northern Neck Reg	92	0	0	18	83	87	0	234	372	
Northwestern ADC	871	0	55	90	127	388	173		561	
Page County	82	9	0	6	6	89	9	34	81	
Pamunkey Reg	480	89	0	52	14	454	23	290	423	
Patrick County	137	0	0	17	15	69	0	63	55	
Petersburg City Jail /Annex	234	0	12	17	136	245	0	195	225	
Peumansend Creek Reg	361	0	23	48	95	274	0	336	265	see email from Superintendent
Piedmont Reg	704	74	0	40	124	656	27	181	565	
Pittsylvania County	82	65	0	6	9	142	65	36	119	
Portsmouth City	512	304	4	34	48	402	24	288	409	
Prince William /Manassas	1172	8	159	88	481	829	0	667	846	
Rappahannock County	28	0	0	3	10	27	0	7	24	
Rappahannock Regional	1387	9	252	112	801	1452	106	1024	1367	
Richmond City	1461	0	510	73	493	1380	0	882	1357	

2012 Board of Corrections
Jail Bed Capacity Report

										see attached letter from Superintendent
Riverside Regional	1957	364	172	246	1361	1471	226	1372	1339	
Roanoke City	409	341	86	66	103	606	0	409	621	
Roanoke County	113	29	9	14	11	136	29	108	132	
Rock/Harrison Regional	312	10	34	47	20	325	10	208	334	
Rockbridge Regional	102	0	2	13	54	87	0	56	84	
Shenandoah County	108	1	7	8	51	81	1	55	90	
Southampton County	59	0	0	8	42	45	0	90	97	
Southampton County Anx	100	3	0	9	14	47	0	32		combined with County as per Comp Board
Southside Regional	260	8	9	19	16	207	0	100	205	
Sussex County	84	0	4	9	39	67	0	28	69	
SWVARJ (Abingdon, Tazewell, Duffield, Haysi)										
SWVARJ - Abington	597	135	104	38	306	672	45	366	658	
SWVARJ - Duffield	459	109	57	28	203	491	37	278	516	
SWVARJ - Haysi	310	22	29	21	138	263	0	163	273	
SWVARJ -Tazewell	183	49	15	14	78	189	21	89	192	
Virginia Beach City	1576	16	1	120	648	1379	0	800	1440	
Virginia Peninsula Reg	510	32	39	35	270	332	0	290	410	
Warren County	147	4	0	15	17	123		79	131	
Western Tidewater Reg	1070	3	119	71	51	653	0	552	669	
Western Virginia RJ	981	0	63	81	41	717	0	605	708	
Totals:	34290	2586	3361	2897	8923	28252	1380	21251	28409	

Population count for BRRJ
Amherst ADC and Meherrin River
Regional Jail were taken on 9/7/12
as they were not open when survey
was completed.

Woodhouse, Barbara L. (VADOC)

From: David Kidwell [Dkidwe@arlingtonva.us]
Sent: Thursday, September 20, 2012 4:20 PM
To: Woodhouse, Barbara L. (VADOC)
Subject: RE: Copy of Jail Capacity Report FOR COMMENT NLT COB 9/19 to B. Woodhouse; Copy of Pregnant Inmate Restraints spreadsheet

Barbara,

I would like to add additional comments to the Arlington County Jail Section.

Although the number of permanent beds are at 717 we feel that a more realistic number would be 533. The reason for this is that we are a Direct Supervision Facility that uses an objective classification system that separates inmates into 4 separate custody levels that range from minimum to maximum security. We also have special housing units for Inmates with Mental Health challenges, and Substance abuse issues. It becomes unsafe and difficult to separate and manage the different custody levels at a population above 533.

Thank you !!

Major David Kidwell
Arlington County Sheriff's Office
1425 N. Courthouse RD. Rm 9100
Arlington, VA. 22201
(703) 228-4492

From: Woodhouse, Barbara L. (VADOC) [<mailto:Barbara.Woodhouse@vadoc.virginia.gov>]
Sent: Wednesday, September 19, 2012 11:44 AM
To: hrrj@hr.rj.virginia.gov; tdjones@cchsheriff.com; smdraper@ci.martinsville.va.us; gabemorgan@nngov.com; dhackwor@cityofchesapeake.net; mschuster@vbso.net; thacker@pcrj.org; faylor@cvrj.org; ted@nnri.state.va.us; ttrent@brrja.state.va.us; wminton@rrjva.org; Beth Arthur; David Kidwell; jonsalroberts@verizon.net; deSocio, Robyn (SCB); Dickens, Marissa A.
Cc: Gardner, Debra D. (VADOC); Paige, Anthony; Osborne, William; Boshart, Kurt A.; Alksne, Cynthia M.; Cabacoy, Felipe H.; Curtis, Linda D.; Decker, III, Peter G.; Peed, Carl R.; Blank, Jonathan T.; Wilson, William T. (VADOC); Ballard, Brooks (VADOC); Parks, James E. (VADOC); Bruce, James G. (VADOC)
Subject: Copy of Jail Capacity Report FOR COMMENT NLT COB 9/19 to B. Woodhouse; Copy of Pregnant Inmate Restraints spreadsheet

Good morning – as discussed during this morning's Liaison Committee meeting, please review the jail capacity spreadsheet and return to me with comments no later than 5:00 on Thursday, September 19.

Also attached is the spreadsheet compiled by Board Member Jonathan Blank which contains the proposed pregnant inmate restraints language to be discussed and decided upon by the Board.

Thank you!

Barbara L. Woodhouse

Administrative Staff Assistant

Virginia Department of Corrections

Office of the Chief Deputy Director

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Richmond, VA 23261-6963

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barbara.woodhouse@vadoc.virginia.gov



Gabriel A. Morgan
Sheriff

Office of the Sheriff

CITY OF NEWPORT NEWS

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January 31, 2012

Peter G. Decker, III, Chairman
Board of Corrections
P.O. Box 26963
Richmond, Virginia 23261

Re: Actual Jail Capacity Survey

Dear Mr. Decker:

The survey requested by the board, on actual jail capacities, was completed and submitted to Bill Wilson on Friday January 27, 2012. I would like to ask that this letter be attached as an addendum to that survey. I understand that special considerations are being given to jails built prior to 1980. The Newport News Jail was built in 1976. The total number of permanent beds, based on your guidelines to the survey, is 642. However 312 of these beds are double bunks that were added out of necessity due to severe overcrowding. These beds are in square footages of jail space that should never have been more than 1. Given this information, our actual permanent bed number should be 330. It should also be noted that we are now under mandate by the Fire Marshal for the City of Newport News to strictly limit the number of individuals on each floor, to include staffing. This also prevents us from utilizing some permanent beds.

Should you have any additional questions, please don't hesitate to contact me.

Sincerely,

Gabe Morgan
Sheriff

Cc: William T. Wilson

Woodhouse, Barbara L. (VADOC)

From: Sandra Thacker [thacker@pcrj.org]
Sent: Thursday, September 20, 2012 4:12 PM
To: Woodhouse, Barbara L. (VADOC)
Subject: Bed Capacity Report

Barbara

The following comments are in regards to Peumansend Creek Regional Jail.

The number of permanent beds is 361.

The number of Special Purpose beds is 25.

The number of showers is 48.

The number of toilets is 95.

It may appear Peumansend Creek has space for additional inmates due mainly to the classification of inmates. Not all inmates have the same set of needs and risks which determine their classification and their placement in housing. Inmates are housed according to their needs and risks, known as their classification. Housing one set of inmates of a particular classification with inmates of another classification not only puts public safety at risk but always places a danger on the inmates themselves and the staff who monitor them. There may appear to be additional beds in one classification (housing) of inmates when another classification (housing) has no beds or are in temporary bed status. It is also important to note the numbers of inmates meeting certain classification are always changing and management is always in a state of preparation.

Peumansend Creek is a program based facility for inmates returning to the community after finishing their sentence. Due to financial restraints in the previous years, we have had to RIF several of our programming staff. As a result the remaining program staff have had to absorb the program duties for a population which continues to grow. If additional inmates are admitted, this puts a strain on the program staff who are already taxed to their limit.

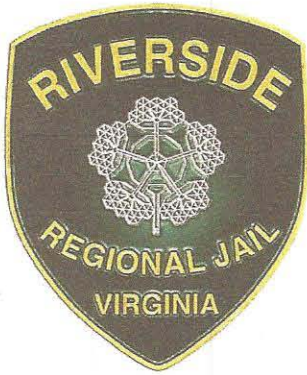
With the national emphasis on re-entry of offenders to the community, we must also take into account the space at the facility and the available staff to monitor this process. Inmates housed in temporary beds, increasing the number of inmates for security staff to monitor, would put such a burden on the security function that safety becomes an issue. When safety becomes an issue, programs become a secondary function. Inmates housed in temporary beds with taxed program staff are not likely to obtain successful re-entry skills. If our programs fail to establish non recidivist numbers, the program itself can not solely be faulted but the entire process of temporary bed usage, which affects security, must be examined.

We must not forget the functions of our support staff such as laundry, food service, medical, etc. The continuing use of temporary beds put a strain on the physical plant and the duties of the support staff. When support duties are compromised, security readily becomes at risks. When this happens, programs, once again, takes on a secondary function and jeopardizes our re-entry goals.

If you have any questions or if I am not clear on an issue, please let me know.

Thank you.

Sandra Thacker, Superintendent
Peumansend Creek Regional Jail
(804) 633-0043 x122
thacker@pcrj.org



Riverside Regional Jail

Colonel Jeffery L. Newton, CJM
Superintendent

December 14, 2011

Virginia Board of Corrections
Mr. Peter G. Decker, III, Chairman
Post Office Box 26963
Richmond, Virginia 23261-6963

SUBJECT: Board of Corrections Jail Bed Capacity Report 2011

Dear Mr. Decker,

I have reviewed the Board of Corrections Actual Jail Bed Capacity Report 2011 prepared by my staff and accompanying this letter. My staff has been in contact with Mr. Bill Wilson at the Department of Corrections to clarify the submission for Riverside Regional Jail. One main point of discussion for clarification is that the Jail was built with holding cells in our Intake/Booking area, some of which contain beds while others contain seating only. These beds are captured on the last two (2) lines of the spreadsheet report. According to Mr. Wilson, he will be "backing out" those beds from the Riverside Regional Jail numbers when the report is submitted further. The result will be a subtraction of 14 permanent beds and 42 temporary beds from the Report spreadsheet totals. Therefore, the Report will reflect 1943 Permanent Beds and 322 Temporary Beds for Riverside Regional Jail.

I would like to take this opportunity to explain several sections of our spreadsheet Report.

1. You will notice that there are several sections of Riverside that we report **NO INMATES HOUSED** on November 15, 2011. This is NOT an oversight. Jail Management made tough choices due in part to the Compensation Board defunding a number of staff in FY11 and FY12. In FY11 the Jail lost 21 positions, twelve (12) of which were security officers. In FY12 the Jail lost another 10 positions, five (5) of which were security staff. These de-funded positions coupled with other economic downturn related events left the Jail with the need to consolidate the inmate population. We also used the Consolidation to free 11 staff to attend required Basic Jailer Academy training so the Jail remains in compliance with DCJS Training standards. This consolidation resulted in two temporarily empty housing units, HU-1 and HU-4.
2. Further, several newly constructed areas (Classification A&B and Juvenile A&B) remain closed as a budget saving.
3. By consolidating the inmates we have used temporary beds in the three (3) remaining housing units. The Jail realizes savings on staff and utilities for these

A Nationally Accredited Jail

1000 River Road, Post Office Box 1041, Hopewell, VA 23860
Phone: (804) 524-6600 Fax: (804) 524-6659
www.rrjva.org

temporarily unused inmate living areas. The necessity to consolidate the inmates does not allow us to optimize the programs and opportunities for inmates and has increased their stressors. The trade-off is that inmates are squeezed into double bunked cells which have caused a sharp increase in the number of inmate-inmate assaults and inmate-staff assaults. There has been a noticed increase in Mental Health issues for inmates which we are studying at this time. The consolidation has allowed the Jail some financial "breathing room" while we analyze areas that we can realize long-term cost savings.

The net effect of the above decisions is not adequately reflected in the Report spreadsheet. The number of Permanent beds after the adjustment noted in the first paragraph totals 1943. As stated before 453, or 23% of available permanent beds, are not available for use due to the Housing Consolidation as mentioned above. The resulting net beds available on November 15, 2011, was actually 1490. In addition, the Jail used 226 Temporary beds to house inmates that could have been in Permanent beds.

The Jail Management has explored options to increase the number of inmates and boost revenues. As many of the Board of Corrections, Legislators, and Department of Corrections personnel will recall the Jail hosted, for a period of time, Central State Mental Health Forensic unit in one of the Pods. We have been approached from time to time to again host such a venture. However, nothing has come to fruition. We also are hosting other Non-member inmates with special needs that could not be met by their local Jails. We have expanded our Work Release Program and are hosting a number of DOC JCB inmates. It must be noted that there is a limit to the number of JCB inmates that can be housed in the jail due to the current per diem rate of \$12.00. We can only use available beds that do not cause an increase in staff. Opening additional housing areas that are currently closed would cost far more in staff and services than the \$12 per diem would pay. Riverside Regional Jail is open to discussion on realistic per diems that would allow us to better utilize the capacity that was built.

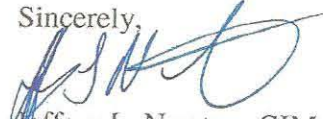
It should be noted that a recent "snap-shot" of a limited number of Virginia Jails conducted by Mr. Dick Hickman appears to indicate that the inmate population has shown a definite shift to a higher classification level, which in turn indicates a propensity to more aggression and challenge to authority. We have also noted an apparent rise in the number of inmates being identified in Gang Activity. This in conjunction with the necessity to consolidate our inmate population appears to be responsible for our spike in inmate assaultive behaviors. To further use temporary beds and overcrowding would make for a potentially dangerous environment in any jail.

Riverside Regional Jail

SUBJECT: Board of Corrections Jail Bed Capacity Report 2011

I respectfully make myself available to the Board of Corrections, Legislators, or Department of Corrections staff if you have further questions about our Actual Jail Bed Capacity Report 2011 submission or this document outlining the Jail operations.

Sincerely,



Jeffery L. Newton, CJM
Superintendent

JLN/cb

Enclosure 2011 Jail Bed Capacity Report