



COMMONWEALTH of VIRGINIA  
*Board of Corrections*

(804) 887-7850  
(804) 674-3587 (FAX)

**Phyllis J. Randall, Chairman**  
**Bobby N. Vassar, Vice Chairman**  
**John F. Anderson, Jr., Secretary**

P.O. BOX 26963  
RICHMOND, VIRGINIA 23261

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**Carl Peed**  
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October 1, 2015

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

The Honorable Charles J. Cogan  
Co-Chairman, Senate Finance Committee  
10660 Aviation Lane  
Manassas, Virginia 20110-2701

The Honorable S. Chris Jones  
Chairman, House Appropriations Committee  
P. O. Box 5059  
Suffolk, VA 23435

The Honorable Brian Moran  
Secretary of Public Safety and Homeland Security  
Patrick Henry Building  
1111 East Broad Street  
Richmond, VA 23219

Dear Senator Stosch, Senator Cogan, Delegate Jones and Mister Secretary:

The Survey on Actual Capacity of the Local and Regional Jails in Virginia 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. From July 1, 2014 through June 30, 2015, the average daily population was 28,940 inmates. Local facilities had over 34,800 beds available to house these offenders, and an additional 2,600 beds available on a temporary basis. Of the approximate 29,000 inmates, roughly 7,900 were state-responsible inmates waiting to be transferred to the State Department of Corrections. Of the 7,900 approximately 4,900 were 91 days past their sentencing date.

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Although it may appear that that the data conclusively establishes that we have sufficient and appropriate bed space in Virginia, 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 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,

*Phyllis Randall*

Phyllis Randall  
Chairman

PR/bc  
Attachments: 2015 BOC Jail Bed Capacity Report

2015 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	Rated Capacity	ADP 7/1/14-6/30/15 (as per Comp Board)
Accomack	103	0	0	11	53	46	92
Alb/Charl/Nelson Reg	615	24	32	53	40	329	460
Alexandria City	185	149	78	24		340	371
Alleghany/Covington	108	0	7	14	46	56	101
Arlington County	717	1	184	52		474	440
Botetourt /Craig Regional	188	1	36	23	123	124	131
Bristol City	137	0	4	11	83	67	144
BRRJA Amherst	692	0	70			340	332
BRRJA Bedford	96	2	3	10		55	91
BRRJA Campbell	133	16	3	12	13	79	134
BRRJA Halifax	209	14	9	18		147	158
BRRJA Lynchburg	753	23	22	52		429	474
Central VA Regional	166	6	30	15	69	242	352
Charlotte County	96	0	4	9	14	29	70
Chesapeake City	1085	98	77	83	44	555	893
Chesterfield County	521	0	6	43	200	250	335
Culpeper County	69	5	2	4	9	37	81
Danville City Farm	95	15	0	18	24	120	158
Danville City Jail	334	0	24	28	120	213	281
Eastern Shore Reg. Jail	260	8	16	21	137	148	99
Fairfax County	1443	330	25	186	134	1260	1076
Fauquier County	127	0	0	11	53	56	107
Franklin County	70	0	0	9	5	49	64
Gloucester County	94	0		11	27	42	38
Hampton City	589			21	129	468	355
Hampton Roads Regional	1433	0	162	100	854	798	1052

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<b>Henrico Reg East</b>	584	0	71			458	590
<b>Henrico Reg West</b>	676	77	282	39	312	329	687
<b>Henry County</b>	131	28		11	48	67	186
<b>Lancaster County</b>	46	3	3			26	24
<b>Loudoun County ADC</b>	345	0	44			460	390
<b>Martinsville City/Annex</b>	129	0	0	16	19	79	131
<b>Meherrin River Alberta</b>	628	0	34			400	359
<b>Meherrin River Mecklenburg</b>	100	7	5	22	49	400	55
<b>Middle Peninsula Reg</b>	282	0	8	26	93	121	264
<b>Middle River Regional Jail</b>	821	0	83			396	707
<b>Montgomery County</b>	94		28			60	82
<b>New River Valley</b>	950		112	60	60	859	878
<b>Newport News City</b>	642	12	9	45	142	300	462
<b>Norfolk City</b>	1661	85	116	379	103	833	1194
<b>Northern Neck Reg</b>	92	0	0	18	83	234	341
<b>Northwestern ADC</b>	871	0	55	90	127	556	716
<b>Page County</b>	82	9	0	6	6	34	79
<b>Pamunkey Reg</b>	480	89	0	52	14	290	436
<b>Patrick County</b>	137	0	0	17	15	63	96
<b>Petersburg City</b>	234	0	12	17	136	195	200
<b>Peumansend Creek Reg</b>	361	0	23	48	95	336	278
<b>Piedmont Reg</b>	704	74	0	40	124	181	699
<b>Pittsylvania County</b>	82	65	0	6	9	36	109
<b>Portsmouth City</b>	512	304	4	34	48	288	288
<b>Prince William /Manassas</b>	1172	8	159	88	481	667	972
<b>Rappahannock Regional</b>	1387	9	252	112	801	1024	1293
<b>Richmond City</b>	1032	0	100	73	493	1032	1132
<b>Riverside Regional</b>	1957	364	172	246	1361	1372	1456
<b>Roanoke City</b>	409	341	86	66	103	409	614

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<b>Roanoke County</b>	113	29	9	14	11	108	136
<b>Rock/Harrison Regional</b>	312	10	34	47	20	208	294
<b>RSW</b>	500		38			375	340
<b>Rockbridge Regional</b>	102	0	2	13	54	56	112
<b>Southampton County Annex</b>	59	0	0	8	42	90	52
<b>Southampton County</b>	100	3	0	9	14	32	36
<b>Southside Regional</b>	260	8	9	19	16	100	115
<b>Sussex County</b>	84	0	4	9	39	28	47
<b>SWVARJ (Abingdon, Tazewell, Duffield, Haysi)</b>							
<b>SWVARJ - Abingdon</b>	979	163	129	105	406	619	900
<b>SWVARJ - Duffield</b>	657	100	103	97	268	405	421
<b>SWVARJ - Haysi</b>	455	57	44	48	180	257	400
<b>SWVARJ -Tazewell</b>	197	49	15	16	80	95	200
<b>Virginia Beach City</b>	1576	16	1	120	648	800	1434
<b>Virginia Peninsula Reg</b>	510	32	39	35	270	290	443
<b>Western Tidewater Reg</b>	1070	3	119	71	51	552	654
<b>Western Virginia RJ</b>	981	0	63	81	41	605	749
<b>Totals:</b>	<b>34874</b>	<b>2637</b>	<b>3061</b>	<b>3042</b>	<b>9039</b>	<b>22878</b>	<b>28940</b>