



COMMONWEALTH of VIRGINIA  
*Board of Corrections*

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September 21, 2016

The Honorable Thomas K. Norment, Jr.  
Co-Chairman, Senate Finance Committee  
P.O. Box 396  
General Assembly Building  
Richmond, Virginia 23218

The Honorable Emmett W. Hanger, Jr.  
Co-Chairman, Senate Finance Committee  
P.O. Box 396  
General Assembly Building  
Richmond, Virginia 23218

The Honorable S. Chris Jones  
Chairman, House Appropriations Committee  
P. O. Box 406  
Richmond, Virginia 23218

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

Dear Senator Norment, Senator Hanger, Delegate Jones and Mister Secretary,

The Survey on Actual Capacity of the Local and Regional Jails in Virginia is attached. 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 shows that there are more permanent beds than there are offenders in the system. From July 1, 2015 through June 30, 2016, the average daily population was 28,521 inmates. Local facilities had just over 35,000 beds available to house these offenders, and additionally over 2,600 beds available on a temporary basis. Of the

29,000 approximate number of inmates, roughly 7,900 were state-responsible inmates waiting to be transferred to the State Department of Corrections. Of the 7,900 approximately 4,500 were 91 days past their sentencing date.

While it may appear that that the data conclusively establishes that we have sufficient and appropriate bed space in Virginia, this analysis would be over-simplified, and we do not have sufficient data to justify such a conclusion. Bed space or capacity 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 75 local facilities for a capacity rating focused on this most central issue.

There is a "design capacity" for each facility. The "design capacity" is the number assigned to the facility by the A/E when it was originally constructed. 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, the quality of leadership or the history of the facility. In Virginia, nearly 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" really has little bearing in the field as a factor in determining the number of offenders who can safely occupy a jail.

It would seem that by taking the number of beds in each facility as the marker for the amount of offenders that it can safely and Constitutionally hold, this would be the capacity figure of record. It is however, not that simple. While administrators have increased the number of beds in the facilities to far beyond the "design capacity," this has been done to provide flexibility in order 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.

A final point about the limitations of the data. We all hope that offenders who are granted leave of the correctional system do indeed "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 are confident 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  
Chairman

PR/bc

Attachments: 2016 BOC Jail Bed Capacity Report

2016 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 7/1/15-6/30/16 (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	393
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	34	15	69	242	352
Charlotte County	96	0	4	9	14	29	70
Chesapeake City	1085	286	142	122	239	555	887
Chesterfield County	526	0	7	44	200	250	335
Culpeper County	69	5	2	4	9	37	73
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	1039
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	451	100	854	798	904
Henrico Reg East	584	0	71			458	590
Henrico Reg West	676	77	282	39	312	329	687
Henry County	131	28		11	48	67	186
Lancaster County	46	3	3			26	24
Loudoun County ADC	345	0	44			460	390
Martinsville City/Annex	128	0	4	16	34	79	135
Meherrin River Alberta	628	35	34	107	317	400	320
Meherrin River Mecklenburg	100	11	4	24	55	68	50
Middle Peninsula Reg	282	20	8	26	93	121	264
Middle River Regional Jail	821	0	83			396	707
Montgomery County	94		28			60	82
New River Valley	1372	44	110	88	667	859	849
Newport News City	642	0	9	45	142	300	462
Norfolk City	1661	85	116	379	103	833	1194

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Northern Neck Reg	92	0	0	18	83	234	341
Northwestern ADC	911	0	67	76	422	787	679
Isle of Wight County	75	0	0	7	30	34	79
Pamunkey Reg	481	89	0	52	271	290	412
Patrick County	137	0	0	17	49	126	85
Peumansend Creek Reg	361	0	24	48	95	336	230
Piedmont Reg	704	74	0	40	124	274	699
Pittsylvania County	82	65	0	6	9	36	114
Portsmouth City	439	56	18	36	270	288	373
Prince William /Manassas	1172	8	159	88	481	667	972
Rappahannock Regional	1387	9	250	112	898	1024	1308
Richmond City	1032	0	100	73	493	1032	1132
Riverside Regional	1957	364	172	246	1361	1372	1456
Roanoke City	409	341	86	66	103	409	614
Roanoke County	113	29	9	14	11	108	136
Rock/Harrison Regional	312	10	26	47	20	208	294
RSW	500		38			375	340
Rockbridge Regional	102	0	2	13	54	56	112
Southampton County Annex	59	0	0	8	42	90	52
Southampton County	100	3	0	9	14	32	36
Sussex Regional	260	8	6	18	105	100	142
Sussex County	84	0	4	9	39	28	47
SWVARJ (Abingdon, Tazewell, Duffield, Haysi)							
SWVARJ - Abingdon	979	163	129	105	406	619	900
SWVARJ - Duffield	657	100	103	97	268	405	421
SWVARJ - Haysi	455	57	44	48	180	257	400
SWVARJ -Tazewell	197	49	15	16	80	95	200
Virginia Beach City	1519	16	1	120	648	889	1355
Virginia Peninsula Reg	553	50	42	35	270	290	442
Western Tidewater Reg	1070	3	119	71	51	552	749
Western Virginia RJ	1023	4	82	92	493	605	749
<b>Totals:</b>	<b>35055</b>	<b>2681</b>	<b>3445</b>	<b>3201</b>	<b>11513</b>	<b>22827</b>	<b>28521</b>