



COMMONWEALTH of VIRGINIA

Board of Corrections

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September 20, 2017

The Honorable Thomas K. Norment, Jr.
Co-Chairman, Senate Finance Committee
Pocahontas Building (Room E603)
P.O. Box 396
Richmond, Virginia 23218

The Honorable Emmett W. Hanger, Jr.
Co-Chairman, Senate Finance Committee
Pocahontas Building (Room E507)
P.O. Box 396
Richmond, Virginia 23218

The Honorable S. Chris Jones
Chairman, House Appropriations Committee
Pocahontas Building (Room W1312)
900 East Main Street
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 documents that there are more permanent beds than there are offenders in the system. From July 1, 2016 through June 30, 2017, the average daily population was 28,501 inmates. Local facilities had just over

36,000 beds available to house these offenders, and additionally over 2,500 beds available on a temporary basis. Of the 28,501 inmates, 5,785 were state-responsible inmates waiting to be transferred to the Department of Corrections. Of this number, approximately 2,900 were 61 days past their sentencing date.

While it may appear that the data conclusively establishes that we have sufficient and appropriate bed space in Virginia, this analysis would be over-simplified, and we in fact do not have sufficient data to justify such a conclusion. Bed space or capacity cannot be analyzed globally as 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 72 local facilities for a capacity rating focused on this most central issue.

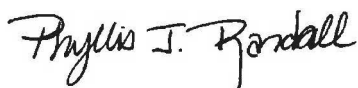
There is a "design capacity" for each facility. The "design capacity" is the number assigned to the facility by the A/E when it was originally constructed. It does not take into account changes in the number of beds or bunks in cells, changes in staffing supervision systems, improvements in technology or best practices, the quality of leadership or the history of the facility. Here in Virginia, nearly all of our facilities have been functioning for years at a much higher level than the "design capacity" without serious safety problems. 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. Unfortunately, it is 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 every day. Indeed, local facilities do not have sufficient staffing to safely fill each bunk and they are fully aware of 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, it must be insured that local officials have the leeway to make critical safety determinations.

One final point regarding 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 additional assistance, or if you have any questions, please do not hesitate to contact us.

Respectfully submitted,



Phyllis Randall
Chairman

PR/bc

Attachment: 2017 BOC Jail Bed Capacity Report

2017 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	100.42
Alb/Charl/Nelson Regional	615	24	32	53	40	329	454.03
Alexandria City	185	149	78	24		340	380.43
Allegany/Covington	108	0	7	14	46	56	93.73
Arlington County	717	1	184	52		474	502.96
Botetourt/Craig Regional	188	1	36	23	123	124	106.34
Bristol City	137	0	4	11	83	67	144.59
BRRJA - Amherst	692	0	70			340	359.46
BRRJA - Bedford	96	2	3	10		55	61.98
BRRJA - Campbell	133	16	3	12	13	79	107.47
BRRJA - Halifax	209	14	9	18		147	137.39
BRRJA - Lynchburg	753	23	22	52		429	407.36
Central VA Regional	382	16	44	54	151	442	370.43
Charlotte County	96	0	4	9	14	29	63.42
Chesapeake City	1085	286	142	122	239	555	995.49
Chesterfield County	526	0	7	44	200	250	320.9
Culpeper County	69	4	5	7	43	37	80.26
Danville City Farm	95	15	0	18	24	120	125.81
Danville City Jail	334	0	24	28	120	213	244.49
Eastern Shore Regional	260	8	16	21	137	148	90.11
Fairfax County	1443	330	25	186	134	1260	1052.83
Fauquier County	127	0	0	11	53	56	85.51
Franklin County	70	0	0	9	17	49	59.22
Gloucester County	94	0		11	27	42	40.54
Hampton City	589			21	129	468	337.42
Hampton Roads Regional	1433	0	451	100	854	798	1,110.54
Henrico Regional - East	584	0	71			458	647.78
Henrico Regional - West	676	77	282	39	312	329	744.79
Henry County	126	0	5	11	48	67	179.37
Lancaster County	46	3	3	8	26	26	25.59
Loudoun County ADC	345	0	44			460	372.46
Martinsville City/Annex	128	0	4	16	34	79	142.74
Meherrin River - Alberta	628	35	34	107	317	400	355.59
Meherrin River - Mecklenburg	100	11	4	24	55	80	23.87
Middle Peninsula Regional	282	20	8	26	93	121	173.24
Middle River Regional	886	0	71	78	78	396	829.86
Montgomery County	94		28			60	87.26
New River Valley	1183	44	110	88	667	859	913.8
Newport News City	615	0	9	46	143	300	475.05
Norfolk City	1862	125	0	91	370	833	1146.3

2017 Board of Corrections
Jail Bed Capacity Report

	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)
Northern Neck Regional	496	20	47	45	143	234	403.5
Northwestern ADC	912	0	77	84	438	556	654.21
Page County	75	0	0	7	30	34	75.91
Pamunkey Reg	519	89	0	52	271	302	425.62
Patrick County	137	0	0	17	49	63	106.72
Peumansend Creek Regional	361	0	24	48	95	336	95.02
Piedmont Regional	746	0	0	40	124	274	597.2
Pittsylvania County	82	65	0	42	6	36	108.83
Portsmouth City	439	56	18	36	270	288	211.91
Prince William /Manassas	1172	8	159	88	481	667	962.81
Rappahannock Regional	1386	9	250	112	898	1024	1378.77
Richmond City	1032	0	100	73	493	1032	1012.66
Riverside Regional	2087	310	469	246	1361	1372	1510.09
Roanoke City	409	341	86	66	103	409	560
Roanoke County	147	30	14	16	141	108	131.01
Rock/Harrison Regional	312	0	34	47	255	208	323.46
RSW	588	0	78	69	324	375	317.45
Rockbridge Regional	102	0	2	13	54	56	122.94
Southampton County Annex	100	0	3	9	14	90	30
Southampton County	59	0	2	9	42	32	44.89
Southside Regional	260	8	6	18	80	100	125.48
Sussex County	84	0	4	9	39	28	49.31
SWVARJ (Abingdon, Duffield, Haysi, Tazewell)							
SWVARJ - Abingdon	979	163	129	105	406	619	783.24
SWVARJ - Duffield	657	100	103	97	268	405	656.36
SWVARJ - Haysi	455	57	44	48	180	257	307.36
SWVARJ - Tazewell	197	49	15	16	80	95	182.51
Virginia Beach City	1519	16	1	120	648	889	1357.72
Virginia Peninsula Regional	553	50	42	35	270	290	486.77
Western Tidewater Regional	1070	3	119	71	51	552	672.14
Western Virginia Regional	1023	4	82	92	493	605	856.1
Goochland Jail @ VCCW						4	
Powhatan Jail @ State Farm						15	
Totals:	36052	2582	3747	3185	12,750	22,776	28,501