



# COMMONWEALTH of VIRGINIA

## *Board of Corrections*

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September 19, 2018

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 23219

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,

Chapter 2, Item 388 D of the 2018 Virginia Acts of Assembly states that “The Board of Corrections shall include within its reporting formats on the capacity of each local and regional jail, a measure of the actual jail capacity, which shall include double-bunking, with exceptions as

appropriate, in the judgement of the Board, for isolation, segregation, or medical cells, or similar units which would not normally be double-bunked. Exceptions to this measure of capacity may also be made for jails which were constructed prior to 1980. A report including the double-bunked capacity, as well as the standard Board of Corrections measure of rated capacity, for each jail shall be presented to the Secretary of Public Safety and the Chairmen of the Senate Finance and House Appropriations Committees by October 1 of each year.

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, 2017 through June 30, 2018, the average daily population was 28,648 inmates. Local facilities had just over 36,000 beds available to house these offenders, and additionally over 2,300 beds available on a temporary basis. Of the 28,648 inmates, 5,069 were state-responsible inmates waiting to be transferred to the Department of Corrections. Of this number, approximately 2,947 were 61 days past their sentencing date.

Although 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 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 since no one has ever analyzed each of Virginia's 72 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 A/E when it was first 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 for years at a much higher level than the "design capacity" without serious safety problems. 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 is perhaps 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 as this would be the capacity figure of record. Unfortunately, it is not that simple. While some administrators have increased the number of beds in their facilities to a level beyond the "design capacity," they have done so to provide flexibility in managing their specific needs along with the 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 feel confident that 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,

A handwritten signature in black ink, appearing to read 'Vernie W. Francis, Jr.', written in a cursive style.

Vernie W. Francis, Jr.  
Chairman

PR/bc

Attachments: 2018 BOC Jail Bed Capacity Report

**2018 Board of Corrections  
Jail Bed Capacity Report**

<b>Jail</b>	<b>Number of Permanent Beds</b>	<b>Number of Temporary Beds</b>	<b>Number of Special Purpose Beds</b>	<b>Number of Showers</b>	<b>Number of Toilets/Urinals</b>	<b>Rated Capacity</b>	<b>ADP 7/1/17-6/30/18 (as per Comp Board)</b>
Accomack	103	0	0	11	53	46	105.28
Alb/Charl/Nelson Regional	615	24	32	53	196	329	411.9
Alexandria City	185	149	78	24		340	380.11
Alleghany/Covington	108	3	2	14	46	56	98.68
Arlington County	717	1	184	52		474	515.56
Botetourt /Craig Regional	188	1	36	23	123	124	115.12
Bristol City	137	0	4	11	83	67	151.24
BRRJA - Amherst	692	0	70			340	373.19
BRRJA - Bedford	96	2	3	10		55	72.64
BRRJA - Campbell	133	16	3	12	13	79	117.13
BRRJA - Halifax	209	14	9	18		147	136.29
BRRJA - Lynchburg	753	23	22	52		429	385.64
Central VA Regional	382	16	44	54	151	442	381.15
Charlotte County	96	0	4	9	14	29	59.16
Chesapeake City	1085	286	142	122	239	555	1046.63
Chesterfield County	526	0	7	44	200	250	300.48
Culpeper County	75	4	5	7	45	37	86.23
Danville City Farm	95	15	0	18	24	120	131.95
Danville City Jail	334	0	24	28	120	213	252.62
Eastern Shore Regional	260	8	16	21	137	148	92.95
Fairfax County	1443	330	25	186	134	1260	1020.26
Fauquier County	127	0	0	11	53	56	90.15
Franklin County	70	0	0	9	21	49	52.5
Gloucester County	94	0		11	27	42	37.03
Hampton City	589			21	129	468	301.46
Hampton Roads Regional	1433	0	451	100	854	798	1,090.08
Henrico Regional - East	584	0	71	84	408	458	679.18
Henrico Regional - West	676	77	282	39	312	329	776.2
Henry County	126	0	5	11	48	67	176.28
Lancaster County	46	3	3	8	26	26	18.91
Loudoun County ADC	345	0	44			460	423.08
Martinsville City/Annex	128	0	4	16	34	79	135.24
Meherrin River - Alberta	628	35	34	107	317	400	394.03
Meherrin River - Mecklenburg	100	11	4	24	55	68	24.4
Middle Peninsula Regional	282	20	8	26	93	121	208.78
Middle River Regional	908	37	75	78	78	396	880.42
Montgomery County	94	0	28	15	38	60	88.22
New River Valley	1183	44	110	88	667	859	866.72
Newport News City	615	0	9	46	143	300	442.67
Norfolk City	1925	89	0	91	370	833	1106.23

**2018 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 7/1/17-6/30/18 (as per Comp Board)
<b>Northern Neck Regional</b>	496	20	47	45	143	234	444.79
<b>Northwestern ADC</b>	978	0	166	84	438	556	616.63
<b>Page County</b>	75	0	0	7	30	34	75.81
<b>Pamunkey Reg</b>	519	89	6	55	271	302	424.31
<b>Patrick County</b>	137	0	0	17	49	126	131.95
<b>Piedmont Regional</b>	704	74	0	40	124	274	659.78
<b>Pittsylvania County</b>	82	65	0	42	47	36	108.69
<b>Portsmouth City</b>	439	56	18	36	270	288	203.84
<b>Prince William /Manassas</b>	1172	8	159	88	481	667	997.21
<b>Rappahannock Regional</b>	1386	9	250	112	898	1024	1427.98
<b>Richmond City</b>	1032	0	100	73	493	1032	966.39
<b>Riverside Regional</b>	2311	0	469	246	1361	1372	1515.24
<b>Roanoke City</b>	409	341	86	66	103	409	560.7
<b>Roanoke County</b>	147	30	14	16	141	108	154.06
<b>Rock/Harrison Regional</b>	312	0	45	47	255	208	321.63
<b>RSW</b>	622	0	78	69	324	375	355.03
<b>Rockbridge Regional</b>	102	7	2	13	54	56	115.63
<b>Southampton County Annex</b>	100	0	3	9	14	90	30
<b>Southampton County</b>	59	0	2	9	42	32	41.38
<b>Southside Regional</b>	260	8	6	18	80	100	122.15
<b>Sussex County</b>	84	0	4	9	39	28	48.34
<b>SWVARJ (Abingdon, Duffield, Haysi, Tazewell)</b>							
<b>SWVARJ - Abingdon</b>	979	163	129	105	406	619	800.45
<b>SWVARJ - Duffield</b>	657	100	103	97	268	405	592.51
<b>SWVARJ - Haysi</b>	455	57	44	48	180	257	310.44
<b>SWVARJ -Tazewell</b>	197	49	15	16	80	95	177.11
<b>Virginia Beach City</b>	1495	0	2	120	648	889	1426.17
<b>Virginia Peninsula Regional</b>	553	15	57	44	348	290	497.61
<b>Western Tidewater Regional</b>	1070	3	119	71	51	552	665.89
<b>Western Virginia Regional</b>	1023	4	82	92	493	605	830.63
<b>Goochland Jail @ VCCW</b>						4	
<b>Powhatan Jail @ State Farm</b>						15	
<b>Totals:</b>	<b>36040</b>	<b>2306</b>	<b>3844</b>	<b>3248</b>	<b>13,382</b>	<b>22,491</b>	<b>28,648</b>