



COMMONWEALTH of VIRGINIA

Board of Corrections

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September 18, 2019

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

The Honorable S. Chris Jones
Chairman, House Appropriations Committee
Pocahontas Building (Room W1312)
900 East Main Street
Richmond, Virginia 23219

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, VA 23218

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

Chapter 854, 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 the actual capacity of the local and regional jails in Virginia is attached. The information in this report was gathered directly from the jail facilities in an effort to help the Legislature analyze correctional services in the Commonwealth. The Board recognizes and supports 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, 2018 through June 30, 2019, the average daily population was 28,178 inmates. Local facilities had over 36,200 beds available to house these offenders, and additionally over 2,300 beds available on a temporary basis. Of the 28,648 inmates, 3,825 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.

It may appear that the data in the survey establishes there is sufficient and appropriate bed space in Virginia. However, this would be an over simplified analysis as we in fact do not have sufficient data to justify this conclusion. Bed space or capacity needs to be assessed within each individual facility in order to obtain an accurate picture of the health of our correctional system. As an example, extra minimum-security bed space in Fairfax County does not help the Superintendent in Hampton Roads who needs a bunk for an offender with severe psychiatric disorders. In addition, this data does not answer the question as to what is the maximum population level for each facility to remain safe for the public, the staff, and the offender. The answer to this basic question cannot be determined since no one has ever analyzed each of Virginia's local facilities for a capacity rating focused on this issue.

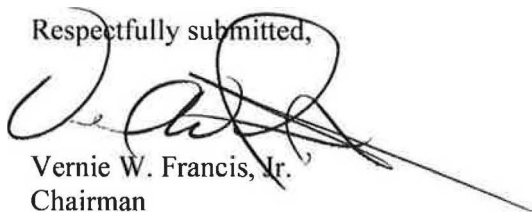
Each facility has a "design capacity" which is the number assigned to the facility by the Architect/Engineer when it was first constructed. Determining this number does not take into account changes in the number of beds or bunks in the cells, staffing supervision changes, any improvements in technology or best practices, and the quality of leadership and history of a particular facility. Typically in Virginia, all of the facilities have been functioning at a much higher level than the "design capacity" without any serious safety problems. In reality, the "design capacity" has little to do in determining the number of offenders who can safely occupy a jail.

It may seem that by simply using the number of beds in each facility as the marker for the number of offenders it can safely hold would be the capacity figure of record. However, it is not that simple. Some administrators have increased the number of beds in their facility beyond the "design capacity" in order to provide flexibility in managing their specific needs along with the fluctuation in offender populations. It is not done to fill each bunk every day. It is indeed true, and local facilities are fully aware that they do not have sufficient funding to support staffing to safely fill each bunk. As an example, a medium-security cell with two offenders in it may or may not be safe depending on the individuals, the cell block, and the supervision available. How a particular cell is filled is a serious decision that does not lend itself to an Excel spreadsheet. It must be insured that local officials have the freedom to make critical safety determinations regardless of the analysis.

Successful re-entry is the common goal in that we hope the offenders who are granted leave of the correctional system do in fact "graduate" and not return. However, when the local facilities are filled beyond their capacity, they cannot afford to provide the kind of re-entry services or programs that are needed to decrease the possibility of recidivism. We are 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,



Vernie W. Francis, Jr.
Chairman

VWF/bc

Attachment: 2019 BOC Jail Bed Capacity Report

**2019 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 7/1/17-6/30/18 (as per Comp Board)
Accomack	103	0	0	11	53	46	104.88
Alb/Charl/Nelson Regional	615	24	32	53	196	329	472.23
Alexandria City	185	149	78	24		340	378.85
Alleghany/Covington	108	3	2	14	64	56	100.41
Arlington County	717	1	184	52		474	407.07
Botetourt /Craig Regional	269	0	12	24	137	124	119.87
Bristol City	132	0	4	11	82	67	155.42
BRRJA - Amherst	692	0	70			340	389.11
BRRJA - Bedford	96	2	3	10		55	75.16
BRRJA - Campbell	133	16	3	12	13	79	116.96
BRRJA - Halifax	209	14	9	18		147	116.54
BRRJA - Lynchburg	753	23	22	52		429	454.76
Central VA Regional	642	16	46	59	144	442	403.3
Charlotte County	96	0	4	9	14	29	62.26
Chesapeake City	1085	286	142	122	239	747	995.16
Chesterfield County	526	0	7	44	200	250	288.12
Culpeper County	75	4	5	7	45	37	80.16
Danville City Farm	95	15	0	18	24	120	141.11
Danville City Jail	334	0	24	28	120	213	240.05
Eastern Shore Regional	260	8	16	21	137	148	83.65
Fairfax County	1339	407	28	134	1094	1260	958.71
Fauquier County	127	0	0	11	53	56	79.44
Franklin County	70	0	0	9	21	49	47.92
Gloucester County	94	0		11	27	42	36.49
Hampton City	589			21	129	468	283.19
Hampton Roads Regional	1420	0	373	100	854	798	1,038.49
Henrico Regional - East	584	0	71	84	408	458	660.1
Henrico Regional - West	676	77	282	39	312	329	757.12
Henry County	126	0	5	11	48	67	172.37
Lancaster County	46	3	3	8	26	26	20.01
Loudoun County ADC	345	0	44			460	407.29
Martinsville City/Annex	128	0	4	16	34	79	139.81
Meherrin River - Alberta	628	35	34	107	317	400	386.71
Meherrin River - Mecklenburg	100	11	4	24	55	80	22.46
Middle Peninsula Regional	282	20	8	26	93	121	175.47
Middle River Regional	909	0	78	77	399	396	926.17
Montgomery County	94	0	28	15	38	60	89.04
New River Valley	1183	44	110	88	667	859	886.89
Newport News City	615	0	9	46	143	300	494.55
Norfolk City	1925	89	0	91	370	833	1047.62

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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)
Northern Neck Regional	496	20	46	45	141	234	437.5
Northwestern ADC	949	8	209	84	438	556	619.77
Page County	75	0	0	7	30	34	67.16
Pamunkey Reg	519	89	6	55	271	302	394.06
Patrick County	155	0	0	18	50	63	97.27
Piedmont Regional	720	16	17	37	114	274	667.48
Pittsylvania County	82	65	0	7	47	36	100.49
Portsmouth City	439	56	18	36	270	288	204.13
Prince William /Manassas	1172	8	159	88	481	667	977.23
Rappahannock Regional	1386	9	250	112	898	1024	1385.68
Richmond City	1032	0	100	73	493	1032	766.62
Riverside Regional	2311	0	469	246	1361	1372	1371.51
Roanoke City	409	341	86	66	103	409	546.88
Roanoke County	147	30	14	16	141	108	154.25
Rock/Harrison Regional	312	0	45	47	255	208	313.12
RSW	622	0	78	69	324	375	455.51
Rockbridge Regional	102	25	4	13	54	56	135.41
Southampton County Annex	100	0	3	9	14	90	30
Southampton County	59	0	2	9	42	32	37.98
Southside Regional	260	8	6	18	80	100	148.27
Sussex County	84	0	4	9	39	28	50.61
SWVARJ (Abingdon, Duffield, Haysi, Tazewell)							
SWVARJ - Abingdon	979	163	129	105	406	619	803.86
SWVARJ - Duffield	657	100	103	97	268	405	621.71
SWVARJ - Haysi	455	57	44	48	180	257	296
SWVARJ -Tazewell	197	49	15	16	80	95	171.76
Virginia Beach City	1495	0	2	120	648	889	1432.13
Virginia Peninsula Regional	553	15	57	44	348	290	463.55
Western Tidewater Regional	1070	3	119	71	51	552	726.22
Western Virginia Regional	1023	4	82	92	493	605	887.3
Totals:	36265	2313	3811	3164	14,676	22,613	28,178