



# COMMONWEALTH of VIRGINIA

## *Board of Local and Regional Jails*

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September 23, 2021

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

The Honorable Janet D. Howell  
Chairman, Senate Finance Committee  
Pocahontas Building (Room E509)  
900 East Main Street  
Richmond, Virginia 23219

The Honorable Luke E. Torian  
Chairman, House Appropriations Committee  
Pocahontas Building, (Room W1304)  
900 East Main Street  
Richmond, Virginia 23219

Dear Mister Secretary, Senator Howell and Delegate Torian,

Chapter 1289, Item 398 D of the 2020 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 shows that there are more permanent beds than there are offenders in the system. From July 1, 2020 through June 30, 2021, the average daily population was 23,454 inmates. Local facilities had just over 36,500 beds available to house these offenders, and additionally over 2,300 beds available on a temporary basis.

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 local facilities for a capacity rating focused on this most central issue.

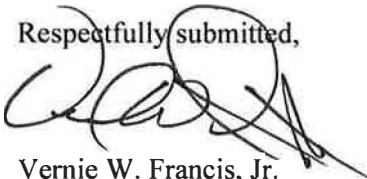
There is a "design capacity" for each facility. The "design capacity" is the number assigned to the facility by the A/E when it was originally constructed. It does not take into account changes in the number of beds or bunks in cells, changes in staffing supervision systems, improvements in technology 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 if you have any questions, please do not hesitate to contact us.

Respectfully submitted,



Vernie W. Francis, Jr.  
Chairman

VF/mp

Attachments: 2021 BOLRJ Jail Bed Capacity Report

## BOLRJ Jail Capacity Report - 2021

Jail	Number of Permanent Beds	Number of Temporary Beds	Number of Special Purpose Beds	Number of Showers	Number of Toilets/Urinals	Rated Capacity	ADP 7/1/20-6/30/21 (as per Comp Board)
Accomack	103	0	0	11	53	46	106.35
Alb/Charl/Nelson Regional	615	24	32	53	196	329	357.69
Alexandria City	185	149	78	24		340	111.51
Alleghany/Covington	108	3	2	14	64	56	98.67
Arlington County	717	1	184	52		474	240.22
Botetourt /Craig Regional	269	0	12	24	137	124	145.04
Bristol City	132	0	4	11	82	67	148.44
BRRJA - Amherst	692	0	70			340	411.93
BRRJA - Bedford	96	2	3	10		55	88.25
BRRJA - Campbell	133	16	3	12	13	79	128.4
BRRJA - Halifax	209	14	9	18		147	139.1
BRRJA - Lynchburg	753	23	22	52		429	459.46
Central VA Regional	642	16	46	59	144	442	328.34
Charlotte County	96	0	4	9	14	29	50.77
Chesapeake City	1085	286	142	122	239	747	983.32
Chesterfield County	526	0	7	44	200	250	350.12
Culpeper County	75	4	5	7	45	37	85.05
Danville City Farm	95	15	0	18	24	120	84.13
Danville City Jail	334	0	24	28	120	213	228.39
Eastern Shore Regional	260	8	16	21	137	148	70.95
Fairfax County	1339	407	28	134	1094	1260	567.53
Fauquier County	127	0	0	11	53	56	49.0
Franklin County	70	0	0	9	21	49	57.76
Gloucester County	94	0		11	27	42	35.77
Hampton City	589			21	129	468	161.43
Hampton Roads Regional	1422	0	373	100	854	798	692.79
Henrico Regional - East	584	0	71	84	408	458	
Henrico Regional - West	676	77	282	39	312	329	1210.09
Henry County	126	0	5	11	48	67	166.01
Lancaster County	46	3	3	8	26	26	27.04
Loudoun County ADC	345	0	44			460	229.68
Martinsville City/Annex	128	0	4	16	34	79	137.95
Meherrin River - Alberta	628	35	34	107	317	400	374.41
Meherrin River - Mecklenburg	100	11	4	24	55	80	7.53
Middle Peninsula Regional	282	20	8	26	93	121	162.3
Middle River Regional	909	0	78	77	399	396	821.23
Montgomery County	94	0	28	15	38	60	79.15
New River Valley	1183	44	110	88	667	859	922.37
Newport News City	615	0	9	46	143	300	401.32
Norfolk City	1925	89	0	91	370	833	833.81
Northern Neck Regional	496	20	48	45	141	234	266.62

## BOLRJ Jail Capacity Report - 2021

	Number of Permanent Beds	Number of Temporary Beds	Number of Special Purpose Beds	Number of Showers	Number of Toilets/Urinals	Rated Capacity	ADP 7/1/19-6/30/20 (as per Comp Board)
Northwestern ADC	874	56	99	84	438	556	638.15
Page County	75	0	0	7	30	34	66.53
Pamunkey Reg	519	89	6	55	271	302	294.74
Patrick County	155	0	0	18	50	63	130.61
Piedmont Regional	680	16	17	37	125	274	349.35
Pittsylvania County	82	65	0	7	47	36	67.17
Portsmouth City	439	56	18	36	270	288	150.67
Prince William /Manassas	1172	8	159	88	481	667	573.75
Rappahannock Regional	1386	9	250	112	898	1024	1298.08
Richmond City	1032	0	100	73	493	1032	739.26
Riverside Regional	2311	0	469	246	1361	1372	1192.39
Roanoke City	777	357	84	42	243	409	347.66
Roanoke County	147	30	14	16	141	108	131.69
Rockbridge Regional	102	25	4	13	54	56	114.11
Rock/Harrison Regional	312	0	45	47	255	208	293.10
RSW	634	0	74	69	324	375	412.85
Southampton County Annex	100	0	3	9	14	90	
Southampton County	59	0	2	9	42	32	67.03
Southside Regional	260	8	6	18	80	100	185.51
Sussex County	84	0	4	9	39	28	47.13
SWVARJ (Abingdon, Duffield, Haysi, Tazewell)							
SWVARJ - Abingdon	979	163	129	105	406	619	742.40
SWVARJ - Duffield	657	100	103	97	268	405	617.62
SWVARJ - Haysi	455	57	44	48	180	257	335.67
SWVARJ -Tazewell	197	49	15	16	80	95	146.19
Virginia Beach City	1495	0	2	120	648	889	1058.31
Virginia Peninsula Regional	553	0	57	44	348	290	365.07
Western Tidewater Regional	1070	3	119	71	51	552	517.42
Western Virginia Regional	1023	4	82	92	493	605	754.40
<b>Totals:</b>	<b>36,532</b>	<b>2362</b>	<b>3697</b>	<b>3140</b>	<b>14,827</b>	<b>22,981</b>	<b>23,454</b>