

# **State Assistance for Local and Regional Jails**

**Senate Finance Committee  
Public Safety Subcommittee  
January 25, 2008**

## Overview

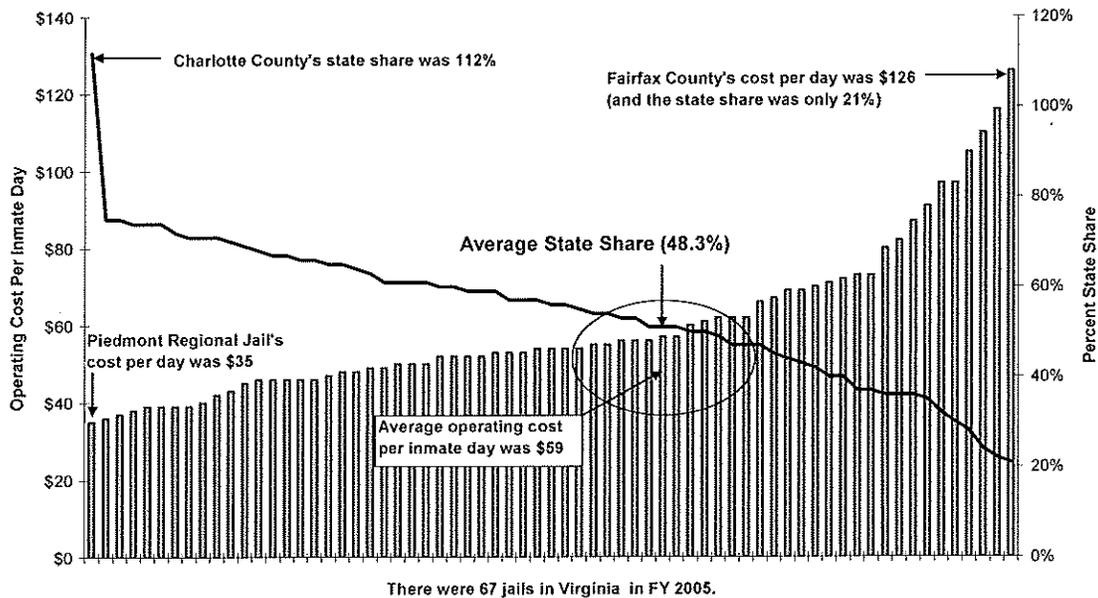
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- The Commonwealth pays up to 50 percent of the capital costs for regional jails (up to 25 percent for local jails), and a substantial portion of the operating costs as well.
  - Capital projects totaling \$863.9 million (all funds) since 1993 have doubled Virginia's jail capacity from 9,200 to over 18,400 beds.
  - The General Assembly has approved another \$692.2 million in capital projects (all funds), which will add over 4,700 more beds over several years.
- As of June 19, 2007, the total population of all 67 jails in Virginia was 29,169, including:
  - Local-responsible offenders                      21,134
  - State-responsible offenders                      6,181
  - Federal (or contract) inmates                      1,854
- Total jail capacity statewide was 18,419, so technically our jails were operating at 58 percent over capacity.
  - However, this is potentially overstated, because the State Board of Corrections, which rates the capacity of each jail, does not recognize double-bunking in setting the capacity.

# Jail Operating Costs

- The Compensation Board paid \$260.9 million in salaries and benefits, per diems and other payments for jails in FY 2005. This represented 48.3 percent of the total operating costs (\$539.7 million) for all jails in Virginia.
- The average state share has declined from 58 to 48 percent over the five years from FY 2000 to 2005.

**JAIL COST PER DAY AND PERCENT STATE FUNDING  
(FY 2005)**

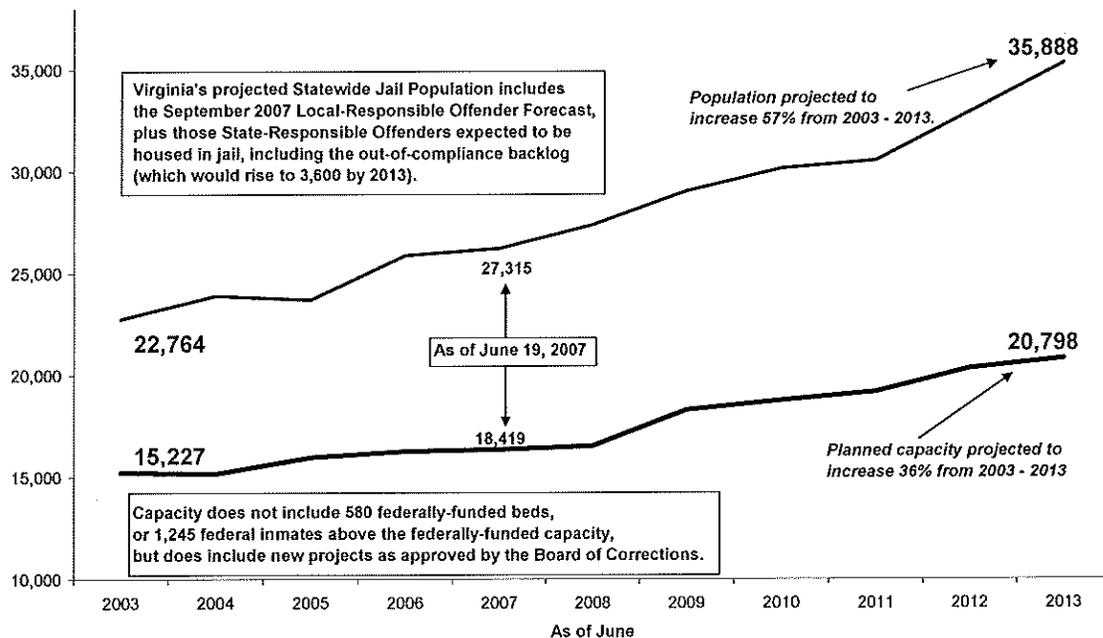


- The average operating cost per inmate day was \$58.68 in FY 2005 (from all funds) for all 67 jails (or an average annual cost of \$21,418 per bed).

# Local-Responsible Offender Forecast

- The local-responsible population in jails is expected to grow by an average of 4.8 percent each year through 2013.
- In order to reduce the statewide double-bunking rate in jails by 2013 to 50 percent above rated capacity, over 2,100 more beds would be required (beyond those already approved by the Board of Corrections).

**STATEWIDE JAIL CAPACITY AND POPULATION**



- Additional jail capacity is required. As shown in this chart, the statewide double-bunking rate is projected to increase to 64 percent, with a backlog of 3,600, by 2013.

## Project Approval and Finance

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- The appropriation act requires legislative approval for a jail capital project to be considered by the Board of Corrections (an “exemption” from the “moratorium”).
- Following approval of a language amendment in the appropriation act authorizing a project to proceed to planning, the project must be approved by the Board of Corrections and the Governor.
- The Board requires submission of a Community Based Corrections Plan and Planning Study for its approval.
- Upon approval by the Board of Corrections, the state share may be paid either in a lump sum or over time.
  - The state share of the capital cost for large projects has typically been funded with bonds issued by the Virginia Public Building Authority (VPBA).
  - The Treasury Board budget now includes \$30.3 million in debt service on VPBA bonds issued for the state share of jail projects.
- Unless the state pays cash up front, the state share counts against Virginia’s debt capacity.

## Projects Already Approved

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- At least 2,890 additional beds have been approved by the Board of Corrections and are moving forward in the following projects, totaling over \$400 million (with the state share at over \$200 million):
  - Blue Ridge Regional Jail (expansion)
  - Loudoun County Jail
  - New River Valley Regional Jail (expansion)
  - Pr. William-Manassas Regional Jail (expansion)
  - Rappahannock Regional Jail (expansion)
  - Rappahannock-Warren-Shenandoah
  - Riverside Regional Jail (expansion)
  - Western Virginia Regional Jail
  
- Legislative approval has also been granted for:
  - Brunswick-Dinwiddie-Mecklenburg\* (534 beds)
  - Culpeper County\* (204 beds)
  - Newport News (but with no state funding)
  - Patrick-Henry-Martinsville
  - Roanoke City
  - Rockbridge Regional Jail\* (114 beds)

\* Three of the projects shown above (the Brunswick-Dinwiddie-Mecklenburg and Rockbridge Regional Jails and the Culpeper County Jail) total 918 beds and \$148.5 million (including both the state and local shares).

## Where Do We Stand Today?

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- Amendments for the following projects have been submitted and are now before the committee.
  - Chesapeake City Jail Expansion
  - Richmond City Jail (or Regional Jail)
  - Danville-Pittsylvania Regional Jail (SB 546)
  - Virginia Peninsula Regional Jail (work release)
  - Virginia Beach City Jail (work release)
- The capital costs for these projects are not yet known.
- Legislation pending before the committee will have the long-term effect of increasing the state's commitment to these and future projects.
  - SB 546 (Hurt) authorizes the City of Danville and Pittsylvania County to proceed to planning for a jail project, and provides that any two cities or counties with population of at least 100,000 and land area of 1,000 square miles or more may receive up to 50 percent state reimbursement.
  - SB 589 (Howell) provides that any locality may receive up to 50 percent state reimbursement if the project increases capacity by at least 150 beds. (See also HB 921-Joannou and HB 1392-Sherwood)

## Conclusion

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- In the 1980's the General Assembly made the decision to significantly increase the incentives for localities to upgrade and expand their jails.
  - This has resulted in a significant upgrade of the physical plant of Virginia's jails.
- The General Assembly approves most jail projects for reimbursement before firm project cost estimates and numbers of beds have been finalized.
  - The subcommittee has traditionally deferred to localities the decision on how best to balance the cost of construction of secure facilities with the expansion of diversion programs.
  - Accordingly, jail projects have typically received less scrutiny than other types of capital projects.
- **The debt authorized for the state share of jail projects counts against the Commonwealth's debt capacity.**
- The subcommittee may wish to review these concerns in greater detail during the interim.

## New Local and Regional Jail Capacity (Since 1993)

(Capital Cost Including Both State and Local Shares)

Jail Facility	Date Opened	Net New Beds	Capital Cost (\$ millions)
<i>Virginia's Jail Capacity (July 1, 1993)</i>		9,208	
Chesterfield County Jail	Sep-93	96	\$3.5
Arlington/Alexandria/Falls Church Regional Jail	Dec-93	340	\$45.0
Rockingham/Harrisonburg Regional Jail	Jan-94	163	\$14.8
Northern Neck Regional Jail	Jun-95	76	\$6.5
Roanoke City Jail	Jan-96	171	\$10.0
Portsmouth City Jail	Jul-96	40	\$0.8
Henrico/New Kent/Goochland Regional Jail	Sep-96	699	\$61.6
Norfolk City Jail	Mar-97	255	\$24.8
Chesapeake City Jail	Jun-97	332	\$38.3
Virginia Peninsula Regional Jail	Jun-97	183	\$24.0
Riverside Regional Jail	Jul-97	736	\$65.2
Northern Neck Regional	Jul-97	50	NA
Hampton Roads Regional Jail	Jul-97	798	\$62.2
Martinsville City Jail	Aug-97	30	NA
Hampton City Jail (warehouse conversion)	Oct-97	308	\$6.3
Pamunkey Regional Jail	Jan-98	207	\$23.1
Roanoke County Jail Expansion	Jul-98	60	\$1.6
Danville City Jail	Nov-98	38	NA
Southside Regional Jail (Greensville County/Emporia)	Dec-98	68	\$9.0
Henry County Jail	Dec-98	15	NA
Virginia Beach City Jail	Feb-99	27	NA
Middle Peninsula Regional Jail	Feb-99	80	\$10.1
Western Tidewater Regional Jail (federal capacity)	Apr-99	180	NA
New River Valley Regional Jail	Apr-99	238	\$28.2
Blue Ridge Regional Jail (Lynchburg, etc.)	Jul-99	429	\$49.6
Tazewell County Jail (now part of SW VA Regional Jail)	Aug-99	49	\$6.5
Peumansend Creek (A.P. Hill) Regional Jail	Sep-99	336	\$23.5
Rappahannock Security Center	Jun-00	438	\$47.5
Fairfax County/City Regional Jail	Aug-00	671	\$66.5
Northern Neck Regional Jail (federal capacity)	Dec-00	154	NA
Alleghany County/Covington Regional Jail	Jan-01	21	\$8.0
Albemarle County/C'ville Joint Security Complex	Jan-01	120	\$15.1
Central Virginia Regional Jail (federal capacity)	Jan-01	146	NA
Charlotte County Jail	Jun-02	12	NA
Danville City Jail	Oct-02	13	NA
Blue Ridge Regional Jail (Lynchburg, etc.)	Oct-02	20	NA
Piedmont Regional Jail (federal capacity) (a)	Mar-03	78	NA
Page County Jail	Jun-03	7	NA
Southwest Virginia Regional Jail (Net Increase of 504 Beds)			
<i>New Facilities Opened (Total of 807 new beds opened)</i>			\$77.4
Abingdon	Apr-05	366	
Duffield	Apr-05	278	
Haysi	Apr-05	163	
<i>Old Jails Closed (Total of 303 old beds closed as of about June, 2005)</i>			
Buchanan County Jail		-34	
Dickenson County Jail		-32	
Lee County Jail		-32	
Russell County Jail		-36	
Scott County Jail		-32	

Smythe County Jail		-40	
Washington County Jail		-54	
Wise County Jail		-43	
Virginia Beach City Jail	Aug-05	299	\$45.2
Chesterfield County Jail (154 Replacement Beds)	Aug-06	0	\$25.0
Middle River Regional Jail (New Facility Has 396 Beds)	Apr-06	306	\$45.4
Closed Augusta County Jail (Closed 90 Beds)			
Northwestern Virginia Regional Jail (Winchester)			\$19.2
Work Release Center	Jun-06	204	
Expansion of Existing Regional Jail (86 new beds - 18)		68	
All other adjustments (net)		169	NA

**Plus: Net Increase in Capacity (1993 - 2006)** 9,234 \$863.9

**Virginia's Jail Capacity (June 30, 2006) (b)** 18,442

**Additional Capacity Approved by State Board of Corrections**

Eastern Shore Regional Jail	Apr-07	148	\$17.0
Northampton County Jail closed in May 2007		-57	
Loudoun County Jail	Jun-07	196	\$19.2
Loudoun County closed its old jail in December 2006		-109	
Botetourt/Craig Regional Jail	Nov-07	124	\$14.6
Old Botetourt County Jail closed		-38	
Botetourt-Craig Regional Jail (Cost Overrun)		0	\$2.9
Northwestern Regional Jail (Cost Overrun)		0	\$1.1
Riverside Regional Jail (Cost Overrun)		0	\$17.0
Gloucester County Jail ( c )	Mar-08	52	\$10.2
Prince William-Manassas Regional Jail Expansion	Aug-08	200	\$31.8
Riverside Regional Jail Expansion	Dec-08	684	\$76.5
Rappahannock Regional Jail Expansion	Feb-09	432	\$48.8
Western Virginia Regional Jail (New 605-Bed Facility)	Mar-09	605	\$71.0
Board of Corrections has voted to permit Roanoke County (108 beds), Montgomery County (60 beds), and Franklin County (49 beds) continue to operate their older jails, and not close them, as originally planned when this project was originally approved			
Loudoun County Jail - Additional Expansion	Jul-09	264	\$33.6

**Sub-Total** 2,501 \$343.7

**Approved by General Assembly But Not Yet Approved by Board of Corrections**

Brunswick-Dinwiddie-Mecklenburg Regional Jail		534	\$92.4
Brunswick County has joined the regional authority			
Culpeper County Jail		204	\$31.4
Blue Ridge Regional Jail (add Amherst and Appomattox Counties and Mor)		420	\$63.3
Newport News City Jail Expansion		?	?
This jail annex will be constructed with local dollars only			
New River Valley Regional Jail Expansion		488	\$59.7
Patrick County Jail (see Southern Virginia Regional Jail, below)		0	\$0.0
Roanoke City (also has option of joining Western Virginia Regional Jail)		?	?
Rockbridge Regional Jail Expansion		114	\$24.7
Warren-Rappahannock-Shenandoah Regional Jail		486	\$77.0

**Sub-Total** 2,246 \$348.5

***Additional Requests for Approval by General Assembly***

Chesapeake City Jail	?	?
Danville-Pittsylvania Regional Jail (SB 546)		
Richmond City Jail	?	?
Southern Regional Jail (Patrick and Henry Counties and Martinsville)	?	?
Virginia Beach City Jail (Work Release/Quarantine Facility)	?	?
Virginia Peninsula Regional Jail (Work Release Center Addition)	?	?

***Sub-Total***

***Notes***

- a Does not include capacity in a separate building for ICE at Piedmont Regional Jail*
- b Virginia's total jail capacity as of June 20, 2006 included 584 federal bed capacity, including 180 beds at Western Tidewater, 154 beds at Northern Neck, 146 beds at Central Virginia, and 100 beds at Alexandria City Jail.*
- c Gloucester County is not pursuing this project, but is exploring the possibility of sending inmates to the Middle Peninsula Regional Jail*

*Note: Does not include capital cost for small, single-jurisdiction expansion projects (shown as NA)  
Source: Senate Finance Committee staff compilation of Department of Corrections data (January 25, 2008)*