



# COMMONWEALTH of VIRGINIA

## *Board of Local and Regional Jails*

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November 26, 2024

TO: The Honorable Glenn Youngkin  
Chair of the Senate Committee on Rehabilitation and Social Services  
Chair of the House Committee on Public Safety  
Chair of the House Committee for Courts of Justice  
Speaker of the House of Delegates  
President pro tempore of the Senate

FROM: Board of Local and Regional Jails

SUBJECT: Calendar Year 2023 Annual Report of Jail Death Reviews, Audits and Inspections

Governor Youngkin, Senator Favola, Delegate Simon, Delegate Hope, Speaker Scott and Senator Lucas,

The State Board of Local and Regional Jails is statutorily obligated to annually report to the General Assembly and the Governor on the results of jail audits and inspections, as well as the circumstances surrounding the deaths of inmates in the custody of local correctional facilities. This report provides the detailed information required as listed in the Code of Virginia, §53.1-5 and §53.1-69.1.

Please contact me if I may provide any additional information at  
[Brian.Flaherty@vadoc.virginia.gov](mailto:Brian.Flaherty@vadoc.virginia.gov) or (804) 762-3207.

Sincerely,

  
Brian Flaherty  
Executive Director

cc: The Honorable Terrance C. Cole  
The Honorable Charles Jett, Chair

**Board of Local and Regional Jails  
Calendar Year 2023  
Annual Report of Jail Death Reviews,  
Audits and Inspections**

**November 26, 2024**

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## PURPOSE

The Board of Local and Regional Jails (BLRJ) is statutorily obligated to annually report to the General Assembly and the Governor on the results of jail audits and inspections, and the reviews of deaths of inmates in the custody of local correctional facilities.

### **Code of Virginia §53.1-5. Powers and duties of the Board (7.)**

*To report annually on or before December 1 to the General Assembly and the Governor on the results of the inspections and audits of local, regional, or community correctional facilities conducted pursuant to §53.1-68 and the reviews of the deaths of inmates that occur in any local, regional, or community correctional facility conducted pursuant to §53.1-69.1. The report shall include (i) a summary of the results of such inspections, audits, and reviews, including any trends identified by such inspections, audits, and reviews and the frequency of violations of each standard established for local, regional, or community correctional facilities, and (ii) any recommendations for changes to the standards established for local, regional, or community correctional facilities or the policies and procedures for conducting reviews of the death of inmates to improve the operations, safety, and security of local, regional, or community correctional facilities.*

### **Code of Virginia §53.1-69.1. (E.)**

*The Board shall publish an annual report summarizing the reviews conducted by the Board within that year. Such report shall include any trends or similarities among the deaths of inmates in local correctional facilities and present recommendations on policy changes to reduce the number of deaths in local correctional facilities. The Board shall publish such report on its website and submit the report to the Governor, the Chairmen of the Senate Committee on Rehabilitation and Social Services and the House Committee on Public Safety, the Chair of the House Committee for Courts of Justice, the Speaker of the House of Delegates, and the President pro tempore of the Senate.*

## BOARD ROLES & RESPONSIBILITIES

The BLRJ is established in Article 2 (§53.1-2 et seq.) Code of Virginia and is comprised of eleven gubernatorial appointees with specific expertise and is authorized to establish operational and fiscal standards governing the operation of local and regional correctional facilities; establish minimum standards for health care services in local, regional, and community correctional facilities and procedures for enforcing such minimum standards; develop and implement policies and procedures for the review of the death of any inmate that the Board determines warrants review that occurs in any local, regional, or community correctional facility; establish minimum standards for the construction, equipment, administration, and operation of local correctional facilities and lockups.

## DATA SOURCES

Sources for this report include

- Facility Reports
- Investigative Reports
- Reports of Audits and Inspections

Facilities are responsible for reporting inmate deaths to the BLRJ with accompanying relevant information. BLRJ jail death investigators utilize the following information within the scope of their duties

- Intake Records
- Medical/Mental Health Records
- Inmate Requests, Complaints, Grievances
- Inspection Notes
- Jail Reports, Records, Logs
- Inmate Records
- Video Footage
- Medical Examiner Reports
- Staff and Witness Interviews
- Autopsy reports
- Third-party investigations, interviews, documents (locality, federal) when applicable
- Triennial Audits and Annual Life, Health, Safety Inspections

## JAIL DEATH REVIEW PROCESS

The BLRJ is responsible for reviewing the death of any inmate who was incarcerated in a local or regional jail at the time of their death, to determine whether the circumstances surrounding the death violated the minimum standards pursuant to Code of Virginia §53.1-69.1.

### Review Process

1. Facilities are required to notify the BLRJ of the death within 24 hours of the death. Notification is provided using the designated Report of Inmate Death form.
2. The jail death investigator requests a Report of Autopsy from the Office of the Chief Medical Examiner via the Department of Corrections' Special Investigations Unit.
3. The death investigator reviews all relevant information regarding the death and reports to the Jail Review Committee.
4. Following review of relevant facts and circumstances surrounding each death, the Jail Review Committee makes one of the following recommendations to the BLRJ:
  - a. Close the review with finding of no evidence that indicated the facility was out of compliance with the regulations promulgated by the BLRJ;
  - b. Close the review with finding of evidence which indicates the facility was out of compliance with the regulations and the facility took corrective actions such that no further measures were necessary; or
  - c. Recommend that the BLRJ proceed with adjudication under the Administrative Process Act, Article 3 (§2.2-4018 et seq.).
5. Upon completion, findings are reported to the Governor, the Speaker of the House of Delegates, and the President pro tempore of the Senate, in accordance with Code of Virginia §53.1-69.1 (D).

## DEATH REVIEW FINDINGS

The BLRJ' Jail Review Committee met fifteen (15) times during calendar year 2023 (CY23) and reviewed 130 total deaths. Due to the level of detail, volume of material, and length of time required to complete investigations, reviews date back to previous calendar years.

### **CY20 Reviews by BLRJ in CY23**

Two (2) deaths reported in CY20 were reviewed by the BLRJ in CY23

- One (1) resulted in no violations
- One (1) resulted in violations
  - 6VAC15-40-360. Twenty-four-hour emergency medical and mental health care (1)

### **CY21 Reviews by BLRJ in CY23**

Thirty-six (36) deaths reported in CY21 were reviewed by the BLRJ in CY23

- Thirty-one (31) resulted in no violations
- Five (5) resulted in violations
  - 6VAC15-40-360. Twenty-four-hour emergency medical and mental health care (3)
  - 6VAC15-40-1045. Supervision of inmates (2)

### **CY22 Reviews by BLRJ in CY23**

Forty-nine (49) deaths reported in CY22 were reviewed by the BLRJ in CY23

- Thirty-nine (39) resulted in no violations
- Ten (10) resulted in violations
  - 6VAC15-40-1045. Supervision of inmates (6)
  - 6VAC15-40-360. Twenty-four-hour emergency medical and mental health care (3)
  - 6VAC15-40-110 Serious incident reports (1)
- Five (5) resulted in compliance plan agreements, currently open
- Three (3) resulted in suspected violations, currently open and in adjudication

### **CY23 Reviews by BLRJ in CY23**

Twenty-one (21) deaths reported in CY23 were reviewed by the BLRJ in CY23

- Eighteen (18) resulted in no violations
- Three (3) resulted in violations
  - 6VAC15-40-1045. Supervision of inmates (2)
  - 6VAC15-40-102. Classification & 6VAC15-40-1045. Supervision of inmates (1)
- One (1) resulted in a compliance plan agreement and is currently open
- Three (3) resulted in suspected violations, which remain open and are in adjudication

### **CY23 BLRJ Action**

Of the one hundred thirty (130) total reviews, one hundred eight (108) were closed

- Eighty-nine (89) resulted in no violations
- Nineteen (19) resulted in violations
  - 6VAC15-40-1045. Supervision of inmates (10)
  - 6VAC15-40-360. Twenty-four-hour emergency medical and mental health care (7)
  - 6VAC15-40-110. Serious incident reports (1)
  - 6VAC15-120. Classification & 6VAC15-1045. Supervision of Inmates (1)
- Six (6) resulted in compliance plan agreements, these reviews remain open
- Six (6) resulted in suspected violations, these reviews remain open and in adjudication
- Ten (10) deaths reported in CY23 were presented, reviewed and closed by BLRJ in CY24

## **Facility Action**

- Enhanced policies/procedures, revised to address violations
  - e.g., expedite processes for calling 911 in case of a medical emergency
- Additional training for staff
  - e.g., formal re-training of staff regarding safety procedures
- Additional security staff to monitor inmate mental health
- Enhanced supervision
  - e.g., additional staff to observe inmates, additional checks for those with mental health needs
- Accountability of staff and administration
- Enhanced medical care
  - e.g., additional medical staff
- Change health care contracted providers
- Adequate assessment of offender medical and behavioral health needs
  - e.g., additional mental health professionals for screening, evaluations, and treatment
- Administrative and clinical mortality reviews
- Continuous Quality Improvement Program in health care services
- Incorporation of internal audits by supervisory and administrative staff to ensure compliance with regulations

## DEATHS BY FACILITY

The following table reflects number of deaths reported by CY22, CY23, with biennial totals.

LOCATION	CY22	CY23	TOTALS
Accomack County Jail	0	0	0
Albemarle-Charlottesville Regional Jail	1	2	3
Alexandria Detention Center	1	1	2
Arlington County Detention Center	1	2	3
Blue Ridge Regional Jail Authority – Amherst	2	2	4
Blue Ridge Regional Jail Authority – Halifax	1	1	2
Blue Ridge Regional Jail Authority – Lynchburg	3	0	3
Botetourt-Craig Regional Jail	1	0	1
Bristol City	0	closed	0
Central Virginia Regional Jail	0	0	0
Charlotte County Jail	1	0	1
Chesapeake Correctional Center	1	3	4
Chesterfield County Jail	0	0	0
Culpeper County Jail	0	1	1
Danville Adult Detention Center	1	1	2
Danville City Jail	1	0	1
Fairfax County Adult Detention Center	3	1	4
Fauquier County Adult Detention Center	1	0	1
Hampton City Jail	1	1	2
Hampton Roads Regional Jail	1	1	2
Henrico County Jail West	3	2	5
Henrico County Jail Home Electronic Monitoring	0	0	0
Henry County Jail	2	1	3
Loudoun County Jail	0	0	0
Middle River Regional Jail	0	1	1
Montgomery County Jail	1	0	1
New River Valley Regional Jail	2	0	2
Newport News City Jail	0	0	0
Norfolk City Jail	2	0	2
Northwestern Regional Adult Detention Center	3	1	4
Page County Jail	0	0	0
Page County Home Electronic Monitoring	0	0	0
Pamunkey Regional Jail	2	0	2
Piedmont Regional Jail	0	0	0
Portsmouth/Chesapeake Correction Center	1	0	1
Portsmouth City Jail	1	4	5
Prince William County-Manassas Adult Detention Center	1	0	1
Rappahannock Regional Jail	3	4	7



RSW (Rappahannock-Shenandoah-Warren Regional Jail)	2	0	2
Richmond City Justice Center	3	4	7
Riverside Regional Jail	4	2	6
Roanoke County Jail	0	2	2
Roanoke City Jail	0	3	3
Rockingham-Harrisonburg Regional Jail	0	1	1
Southwest Virginia Regional Jail Authority – Abingdon	4	4	8
Southwest Virginia Regional Jail Authority – Duffield	3	0	3
Southwest Virginia Regional Jail Authority – Haysi	1	0	1
Southwest Virginia Regional Jail Authority – Tazewell	1	0	1
Virginia Beach Correctional Center	3	2	5
Virginia Peninsula Regional Jail	0	0	0
Western Tidewater Regional Jail	1	1	2
Western Virginia Regional Jail	5	2	7
<b>TOTALS</b>	<b>68</b>	<b>50</b>	<b>118</b>

## MANNER-OF-DEATH

The following table reflects the manner of death by calendar year with CY22-CY23 comparison.

MANNER	CY22	CY23	CY22-CY23 Comparison
Natural Causes	31	15	-16
Suicides	20	17	-3
Accident or Drug Overdoses	14	11	-3
Homicides	1	2	+1
“Undetermined” *	2	0	-2
“Unknown” **	0	4	+4
“Pending” ***	0	1	+1
<b>TOTALS</b>	<b>68</b>	<b>50</b>	<b>-18</b>

\* Undetermined is a classification used when the Office of the Chief Medical Examiner cannot determine a manner of death.

\*\* Unknown identifies a review that the Office of the Chief Medical Examiner did not investigate the death.

\*\*\* Pending is a temporary classification used when the cause and manner of death are awaiting additional testing (e.g., toxicology).

## JAIL AUDITS AND INSPECTIONS

Three regulatory compliance inspectors conduct annual, in-person life, health and safety inspections and triennial certification audits of local and regional jails and lockups. Inspections and audits determine compliance with the Minimum Standards for Jails and Lockups, 6VAC15-40 of the Virginia Administrative Code (VAC). If a citation is noted, the facility is required to submit a plan of corrective action. Follow-up inspections are conducted to confirm corrective action has been established.

### **Audit and Inspection Results**

The following information details jail and lockup audit and inspection results and citations noted during the CY23.

- The BLRJ completed twenty-two (21) audits and sixty-five (67) inspections at eighty-eight (88) local and regional jails and lockup locations.
- Thirty-seven (37) locations were found in full compliance for audits (12) and inspections (25)
- Four (4) locations were temporarily closed during CY23
- There were one hundred four (104) total regulatory citations
- The most frequently cited regulation was 6VAC15-40-395. Management of sharps. This regulation requires facilities to maintain a written policy, procedure and practice that shall govern the control, storage, and use of sharps including at a minimum needles, scalpels, lancets and dental tools. Fourteen (14) facilities were cited in this area.
- The second most frequently cited regulation was 6VAC15-40-1100. (local and regional jails) & 6VAC15-40-1380. (lockups) Fire safety inspections. These regulations require facilities to have state or local fire safety inspections conducted every 12 months, with written reports of the fire inspection on file. Twelve (12) facilities were cited in these areas.
- The third most frequently cited regulation was 6VAC15-40-545. Standards for inmate food service workers. This standard requires that written policy, procedure, and practice shall ensure that a visual medical examination of each inmate assigned to food service occurs no more than thirty (30) days prior to assignment and quarterly thereafter. Additionally, each inmate food service worker shall be given a TB skin test prior to food service assignment. Ten (10) facilities were cited in this area.

## AUDIT AND INSPECTION FINDINGS

FACILITY	TYPE	MONTH	CITATION
Accomack County Jail	Audit	December	1045
Albemarle/Charlottesville Regional Jail	Audit	July	400, 980
Alexandria Detention Center	Inspection	December	Compliant
Alleghany Regional Jail	Audit	January	Compliant
Arlington County Detention Facility	Inspection	June	395
Blackstone Town Lockup	Inspection	June	Compliant
Botetourt -Craig County Regional Jail	Audit	December	Compliant
Blue Ridge Regional Jail Authority-Amherst	Inspection	February	420, 545, 940, 945, 950
Blue Ridge Regional Jail Authority-Bedford	Temporarily Closed		
Blue Ridge Regional Jail Authority-Campbell	Temporarily Closed		
Blue Ridge Regional Jail Authority-Halifax	Inspection	March	395
Blue Ridge Regional Jail Authority-Lynchburg	Inspection	August	540
Carroll County Lockup	Inspection	July	1380
Caroline County Detention Center Fed Ice	Inspection	September	Compliant
Central Virginia Regional Jail	Inspection	March	Compliant
Charlotte County Jail	Inspection	March	390, 405, 1100
Chesapeake City Jail	Inspection	August	450, 1080, 1100
Chesterfield County Jail	Audit	February	395, 400, 980, 985
Culpeper County Jail	Inspection	April	400, 420, 450, 540, 545, 940, 1045
Danville City Jail	Inspection	July	1045
Danville City Adult Detention Center	Inspection	June	393
Dinwiddie County lockup	Audit	June	1380
Eastern Shore Regional Jail	Audit	May	Compliant
Essex County Lockup	Inspection	January	1380
Fairfax County Adult Detention Center	Inspection	December	400, 1100
Farmville Detention Center Fed Ice	Inspection		Compliant
Fauquier County Adult Detention Center	Inspection	April	Compliant
Floyd County Lockup	Audit	February	Compliant
Fluvanna County Lockup	Audit	July	Compliant
Franklin County Jail	Inspection	May	Compliant
Galax City Lockup	Inspection	July	Compliant
Gloucester County Jail	Inspection	March	Compliant
Grayson County Lockup	Audit	February	Compliant
Greene County Lockup	Inspection	March	1380
Hampton City Jail	Temporarily Closed		
Hampton City Jail/Community Corrections	Inspection	March	393, 395
Hampton Roads Regional Jail	Consent Agreement Inspection	May	400, 440, 545, 1045

Henrico County East	Inspection	November	Compliant
Henrico County West	Consent Agreement Inspection	December	1045
Henry County Jail	Initial Certification Audit	April	400, 440, 1100
Highland County Lockup	Audit	January	Compliant
Lancaster County Jail	Audit	October	540, 980, 1100
Loudoun County Jail	Audit	June	1045
Louisa County Lockup	Inspection	August	Compliant
Madison County Lockup	Inspection	March	Compliant
Martinsville City and Annex	Inspection	October	Compliant
Meherrin River Regional-Alberta	Inspection	August	393, 450, 1080
Meherrin River Regional-Boydton	Temporarily Closed		
Middle Peninsula Regional Jail	Inspection	April	395, 940
Middle River Regional Jail	Inspection	April	393, 395, 450, 545, 1080
Montgomery County Jail	Audit	July	1080
Mount Vernon Lockup	Temporarily Closed		
New River Regional Jail	Inspection	November	393, 450, 1080
Newport News City Jail and Annex	Inspection	August	393, 395, 450, 950, 1080
Norfolk City Jail	Inspection	June	400, 420, 545, 1030
Northwestern Regional Jail	Inspection	May	420, 545
Northern Neck Regional Jail	Audit	January	Compliant
Page County Jail	Audit	February	Compliant
Pamunkey Regional Jail	Inspection	May	390, 395, 405, 545, 560, 740, 945, 1030
Patrick County Jail	Inspection	July	Compliant
Piedmont Regional Jail	Inspection	September	540
Pittsylvania County Jail	Inspection	June	540
Portsmouth City Jail and Annex	Inspection	June	Compliant
Prince William/Manassas Regional Adult Detention Center	Inspection	May	395, 545
Rappahannock Regional Jail	Inspection	August	395, 545
Richmond City Justice Center	Inspection	February	Compliant
Riverside Regional Jail	Consent Agreement Inspection	August	Compliant
Roanoke City Jail	Inspection	August	Compliant
Roanoke County Jail	Inspection	August	Compliant
Rockbridge Regional Jail	Inspection	July	1045, 1100
Rockingham/Harrisonburg Regional Jail	Inspection	April	Compliant
Rappahannock-Shenandoah-Warren Regional Jail (RSW)	Inspection	March	395

Smithfield Lockup	Inspection	October	1380
Southampton County Jail and Annex	Audit	March	Compliant
Southside Regional Jail	Audit	November	Compliant
Southwest Virginia Regional Jail-Abingdon	Inspection	November	Compliant
Southwest Virginia Regional Jail-Duffield	Inspection	November	Compliant
Southwest Virginia Regional Jail-Haysi	Inspection	August	395
Southwest Virginia Regional Jail-Tazewell	Inspection	August	Compliant
Surry County Lockup	Inspection	August	1380
Sussex County Jail	Audit	October	Compliant
Virginia Beach Correctional Center	Inspection	December	393, 450, 540, 1080
Virginia Beach Lockup #2	Inspection	March	Compliant
Virginia Beach Lockup #3	Audit	August	1240
Virginia Peninsula Regional Jail	Inspection	June	395, 1045
Western Tidewater Regional Jail	Audit	January	1030
Western Virginia Regional Jail	Inspection	February	395, 545
Wythe County Lockup	Inspection	July	Compliant

CY23 audit and inspections citations are listed below and the entire Minimum Standards for Jails and Lockups may be found at <https://law.lis.virginia.gov/admincode/title6/agency15/chapter40/>.

**CY23 6VAC15-40 Citations**

- 390 Training and competency of staff (2)
- 393 Universal precautions (7)
- 395 Management of sharps (14)
- 400 Management of pharmaceuticals (7)
- 405 Automatic external defibrillator (2)
- 420 Transfer summaries of medical records (4)
- 440 Medical care provided by personnel other than physician (2)
- 450 Suicide prevention and intervention plan (7)
- 540 Standards for food service equipment and personnel (6)
- 545 Standards for inmate food service workers (10)
- 560 Meals prepared, delivered and served under direct supervision (1)
- 740 Requirements for linens and towels (1)
- 940 Culinary items (3)
- 945 Tools (2)
- 950 Flammable, toxic and caustic materials (2)
- 980 Restraint equipment (3)
- 985 Restraint of pregnant offenders (1)
- 1030 Assessments of inmates in disciplinary detention and administrative segregation (3)
- 1045 Supervision of inmates (8)
- 1080 Emergency plans and fire drills (7)
- 1100 Fire safety inspections (6)
- 1240 Inspection requirements (1)
- 1380 Fire safety inspections (6)

## CONCLUSION

The BLRJ is responsible for developing and establishing operation and fiscal standards governing local and regional correctional facilities. The BLRJ is also charged with offering recommendations for changes to those standards resulting from the findings of inspections, audits, and reviews.

The BLRJ recognizes that any loss of life is a tragic event that profoundly impacts individuals, families, jail staff, jail inmates, and surrounding communities. Upon reviewing the jail death by facility and manner of death findings there was a reduction of eighteen (18) deaths from CY22 in comparison to CY23.

Based on these report findings, BLRJ's primary focus will be on the supervision of inmates, health and mental health needs, management of sharps, fire safety inspections, and food service worker screening. BLRJ is currently in the process of revising Minimum Standards for Jails and Lockups (6VAC15-40) and anticipates completion in CY25.