

Thomas Jefferson Area Community Criminal Justice Board

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Albemarle • Charlottesville • Fluvanna • Greene • Louisa • Madison • Nelson • Orange

Meeting Notes

1/13/21 CCJB Meeting

Present: Susan Morrow, Clarissa Berry, Ross Carew, Jim Hall, Sena Magill, Jeff Haislip, Khalil Perine, Amy Morris, Kevin McGhee, Hosea Mitchell, Neta Davis, Stephanie McDonald, Sherri Stader, Avnel Coates, Marie Durrer, Ted Voorhees, Joe Hatter, Ray Szwabowski, Neal Goodloe

Updates:

The CCJB welcomed Stephanie MacDonald, Chief Probation Officer for Virginia DOC District 26, which serves the counties of Culpeper, Greene, Orange and Madison Counties (the last three being CCJB member jurisdictions).

Ross and Susan: OAR is operating under COVID-19 restrictions, with 50% of staff in the office at a time. Officers are using oral swabs when drug testing is needed. Most supervision contacts are taking place by phone, and Zoom sessions are being used for treatment groups (MRT). Clients in drug court and the Therapeutic Docket are being seen face to face.

OAR has received approximately \$500,000 in Federal grant money to implement a reentry program at CVRJ. This effort will be managed by Alex MacDougall of OAR, and will include the implementation of the COMPAS risk assessment at the jail to guide programming development and reentry planning decisions.

Cherita Jones of OAR has been named the coordinator of the new drug court in Fluvanna County Circuit Court. The Fluvanna County Drug Court has also secured substantial Federal grant funding to proceed with implementation.

Clarissa Berry: A planning team has been meeting for over a year to organize an Orange / Madison Drug Court. These meetings have resulted in the establishment of eligibility requirements, program structure and rules of operation, which have been codified in a program manual. The planning team is awaiting the Drug Court judge's approval to submit a Supreme Court application. Approval to operate is required by the Supreme Court. Funding still needs to be arranged, although both Madison and Orange County Boards of Supervisors will be approached to provide support during their upcoming budget deliberations.

Stephanie MacDonald: A Culpeper Drug Court is also under development. The COVID-19 pandemic has delayed implementation. The Culpeper Drug Court has Supreme Court approval to operate.

Amy Morris: In light of the spike in COVID positive cases in Virginia, new guidance for managing the pandemic has been received from the Virginia Department of Corrections, halting fingerprinting and DNA collection for the time being. Only handheld drug testing is being conducted for those probationers at highest risk. The District 9 office is open every day, and officers are going to court every day in all five jurisdictions. Home contacts remain suspended. The volume of DOC releases has been increasing. Cases coming directly from court or from local jails were down for a while, but are once again on the rise.

Neta Davis: Region Ten pivoted to telemedicine a few months into the pandemic. This has proven especially challenging to the operation of residential programs. Region Ten had to lay off 40 staff who had been working in the schools. The agency is trying to continue serving clients in need of medical services face to face. An effort is currently to vaccinate staff and consumers.

Presentation:

Neal Goodloe, the Criminal Justice Planner, presented the CCJB with a comparative summary of trends at the Albemarle-Charlottesville Regional Jail and Central Virginia Regional Jail over the past decade. Some of the key findings are below:

General Population Trends:

- ACRJ and CVRJ jurisdictional populations grew at essentially the same rate over the last decade (8.9% and 8.5% respectively).
- However, as of 2019, the ACRJ footprint population (171,526) was 27% larger than the CVRJ footprint (134,992).
- Albemarle County (with 109,330 residents) accounted for more than a third of the total population of the two jail footprints combined (306,518).
- Louisa County had the fastest population growth, at 12.9%, followed by Albemarle (10.4%) and Orange (10.3%).
- The two smallest jurisdictions, Madison and Nelson, had slight decreases in population (down 0.3% and 0.6%, respectively).

Reported Crime:

- The ACRJ footprint generally had higher reported crime rates, compared to the CVRJ footprint from 2010 to 2019.
- Reductions in both crimes against property and crimes against person were observed within both jail footprints, but fell at a steeper rate in ACRJ jurisdictions than in CVRJ jurisdictions.
- Crimes against society (including drug and weapons violations) were up in both footprints, but the rate of increase among CVRJ jurisdictions was three times that of ACRJ jurisdictions.
- Charlottesville was the only jurisdiction in which a decrease in crimes against society was observed.

Felony Drug Seizures:

- From 2001 to 2019, the rate of increase in felony drug certifications by DFS in the CVRJ footprint rose 270%, more than four times the rate of increase in the ACRJ footprint (up 63%).
- Cocaine was, by far, the most frequently certified felony narcotic in the ACRJ footprint throughout most of the time period, but methamphetamine has grown significantly in the last five years, as has opioids to a lesser extent.
- In the CVRJ footprint, opioids were the most frequently certified felony narcotic over the last decade, and in real numbers, were greater than the opioid certifications recorded in the larger ACRJ footprint population.

Jail Bookings (charges):

- Booking volume at ACRJ increased 20% from 2010 to 2019, while CVRJ booking volume rose 6.2% from 2011 to 2019.
- Per capita, ACRJ booking volume was up 11%, while CVRJ booking volume dropped 2%.
- CVRJ had 14% more bookings (8,790) during 2019 than did ACRJ (7,698), even though the ACRJ footprint population was 27% larger.
- In 2019, CVRJ's booking rate per 1000 residents (65.1) was 45% higher than ACRJ (44.9).
- One reason for this difference can be found in the ratio of bookings to intakes. For every inmate taken into CVRJ in 2019, there were an average of 2.7 bookings associated with that intake. At ACRJ, the average was 1.8.

Jurisdiction Share of Booking Volume:

- At ACRJ, Nelson County's share of booking volume rose 140% from 2010 to 2019, while Albemarle County's share increased 9%, and Charlottesville's share of ACRJ bookings dropped 22%.
- At CVRJ, Greene County's share of booking volume rose 75% from 2011 to 2019, while Orange County's share increased 24.5%, and Madison County's share rose 12.5%. Fluvanna County's share of CVRJ bookings dropped 17%, while Louisa County's share fell by 13.8%.
- Booking share is one of several factors that contribute to cost, the others being the number of inmates booked in, the severity of the charges they are booked on, and their length of stay.

Federal Inmate Bookings:

- CVRJ had a total of 4,436 bookings of Federal inmates between 2011 and 2019, while ACRJ had 910 between 2010 and 2019.
- Both jails experienced a decrease in Federal inmate bookings over their respective time frames, but the impact on CVRJ's operation was more significant, given the per diem paid by the Federal Bureau of Prisons to house a larger number of Federal inmates.
- CVRJ's Federal inmate booking volume dropped from 953 in 2011 to a low of 226 in 2017, before rebounding somewhat to 409 in 2019.
- ACRJ's Federal inmate booking volume has dropped from 192 in 2011 to 31 in 2019.

Bookings by Charge Level:

- Significant differences were observed in the charge level data of the two jails.
- For the duration of the study period, CVRJ booked more felony offenses than misdemeanors, while the opposite was true for ACRJ.
- Felony bookings rose at a greater rate than misdemeanor bookings at both jails. However, felony bookings at ACRJ (up 52%) increased at more than four times the rate observed at CVRJ (up 12%).
- Still, in 2019, 61% of CVRJ's booking volume was associated with felony offenses, compared to 45% of booking volume at ACRJ.

Bookings by Race, Gender and Age:

- Bookings of White inmates at both jails grew at a faster rate than did Black inmates.
- Bookings of Female inmates grew faster than did bookings of male inmates at both jail.
- Felony bookings of older inmates (age 50+) increased 203% at ACRJ and 39% at CVRJ.
- Misdemeanor bookings of the youngest inmates (age 18-24) dropped significantly at both jails.

Bookings by VCC Crime Category:

- VCC Codes are assigned to each crime in Virginia Code. VCC Codes have a three-Alpha prefix that designates each crime type. This analysis tallies the top ten VCC prefixes associated with bookings at each jail.
- The most prevalent VCC prefixes associated with bookings at ACRJ were DWI, alcohol offenses, assaults, larcenies, narcotics offenses, operator's license offenses, probation violations, contempt of court, fraud and weapons offenses. These ten offense categories represented 75% of all ACRJ bookings.
- The most prevalent VCC prefixes associated with bookings at CVRJ were larcenies, probation violations, narcotics offenses, DWI, assault, Federal offenses, fraud, operator's license offenses, contempt of court and burglary. These ten offense categories represented 70% of all CVRJ bookings.

Bookings by Charge Level and Type:

- At ACRJ, weapons offenses represented the greatest increase in booking volume from 2010 to 2019 (up 150%), followed by drug felonies (up 98.4%), violent felonies (up 98.6%) and felony probation violations (up 87.3%).
- At CVRJ, felony probation violations represented the greatest increase in booking volume from 2011 to 2019 (up 310%), followed by sex offenses (up 89%), drug felonies (up 57%) and misdemeanor probation violations (up 44%).
- The greatest reductions in booking volume at ACRJ were observed among child support cases (down 73.9%), alcohol offenses (down 45.8%), and property misdemeanors (down 9.5%).
- The greatest reductions in booking volume at CVRJ were observed among Federal prisoners (down 76%), child support cases (down 69%), alcohol offenses (down 53%) and property felonies (down 31%).

Intakes:

- The number of individuals taken into ACRJ increased 10% from 2010 to 2019, although, once population growth is factored in, the rate of growth per 1000 residents was nearly flat.
- Meanwhile, the number of individuals taken into CVRJ fell 15% from 2011 to 2019. Per capita, the intake rate at CVRJ dropped 22% during that time frame.
- In 2011, ACRJ took in 4,169 inmates while CVRJ took in 4,095. In 2019, ACRJ took in 4,318 inmates, while CVRJ took in only 3,313.

Intakes by Race, Gender and Age

- Intakes of White inmates were up 11% at ACRJ, nearly twice the rate of increase among Black inmates (up 6%).
- Intakes of White inmates at CVRJ were up a modest 2%, while intakes of Black inmates dropped significantly (down 32%).
- Intakes of female inmates were up 25% at ACRJ, more than four times the rate of increase among male inmates (up 6%).
- Intakes of female inmates at CVRJ were up a modest 3%, while intakes of male inmates dropped significantly (down 18%).
- Intakes for the youngest inmate group (age 18-24) dropped significantly at both jails (down 35% at ACRJ and 39% at CVRJ).
- Increases in intakes were observed for all other age groups at ACRJ, except for 45-49 year olds.
- Intakes were either down or flat for all age groups at CVRJ.
- In 2019, the ACRJ inmate age group over 50 had the second highest number of intakes (800), surpassed only by the 25-29 age group (807).
- Consequently, the ACRJ inmate population is aging at a faster rate (up 8%) than at CVRJ (up 3%).

Individuals Incarcerated Year-over-Year:

- This metric captures the number of distinct individuals taken into each of the two jails in a given year, regardless of the number of times in that year they were taken in.
- The number of individuals taken into ACRJ dropped 14% from 2010 to 2019, while dropping 18% at CVRJ.
- This trend, coupled with intake data, suggests that fewer individuals were known to both jail in 2019 than in 2010-11.
- However, intake trends also suggest that at ACRJ, individuals known to the jail were being booked in 24% more frequently in 2019 than in 2010.

Average Length of Stay:

- ACRJ and CVRJ had significantly different trends on this metric.
- At ACRJ, the average length of an inmate's stay fell 25%, while at CVRJ, the opposite was true (up 28%).
- This factor had a direct impact on differences in bed day expenditure trends at the two jails over the last decade.
- At ACRJ, the length of stay for Black inmates dropped 34%, compared to 10% for White

inmates. At CVRJ, length of stay for Black inmates rose 36%, compared to 24% for White inmates.

- Black inmates served longer jail stays than White inmates at both jails throughout the decade (except for 2014 at CVRJ).
- In 2019, Black ACRJ inmates served an average of 9.25 days longer than White inmates, while at CVRJ, Black inmates served an average of 12.2 days longer than White inmates
- At ACRJ, the length of stay for female inmates dropped 6%, compared to 27% for male inmates. At CVRJ, length of stay for female inmates rose 78%, compared to 24% for male inmates.
- Male inmates served longer jail stays than female inmates at both jails, although the differences narrowed somewhat during the decade.
- Average length of stay dropped for every inmate age group at ACRJ, except for a 13% increase among inmates over age 50.
- Average length of stay rose among every inmate age group at CVRJ. At ACRJ, the longest average lengths of stay were associated with the charge categories of burglary, weapons offenses, probation violations, narcotics offenses, fraud, larceny, reckless driving, assault, obstruction of justice and vandalism.
- At CVRJ, the longest average lengths of stay were associated with obscenity, weapons offenses, burglary, assault, narcotics offenses, probation violations, fraud, larceny, vandalism, and suspended sentence violation.

Bed Day Expenditures:

- ACRJ expended 12% fewer bed days from 2010 to 2019, while CVRJ expended 8.2% more bed days from 2012 to 2019.
- Per 1000 residents, ACRJ expended 18% fewer bed days, while CVRJ's bed day expenditures did not change appreciably over the same time frames.
- At ACRJ, both Albemarle and Nelson County increased their share of the overall percentage of bed days expended at the jail (up 23% and 67% respectively), while Charlottesville's share dropped 19%.
- Every CVRJ jurisdiction saw at least a modest increase in share of bed day expenditures except for Fluvanna. One reason for this was a dip in the percentage of Federal inmate bed day expenditures from 2014 to 2017.
- At ACRJ, Black inmates expended 22% fewer bed days over the last decade, compared to a 4% increase among White inmates.
- At CVRJ, Black inmates expended 4% more bed days over the last decade, compared to a 28% increase among White inmates.
- At ACRJ, female inmates expended 10% more bed days over the last decade, compared to a 6% decrease among male inmates.
- At CVRJ, female inmates expended 77% more bed days over the last decade, compared to a 8% increase among male inmates.
- Bed days expended on inmates over the age of 50 at ACRJ increased 63% from 2010 to 2019, and 36% at CVRJ from 2012 to 2019.
- In 2019, there were more bed days expended at ACRJ on inmates over 50 (22,839) than among inmates in any other age group.
- More bed days were expended in association with felony probation violations than any other charge type, at both jails.
- At ACRJ, the greatest increases in bed day expenditures were observed among weapons offenses (up 36%), misdemeanor probation violations (up 30%), and violent felonies (up

21%). The greatest decrease in bed day expenditures were observed among alcohol offenses (down 38%), sex offenses (down 28%) and traffic offenses (down 12%).

- At CVRJ, the greatest increases in bed day expenditures were observed among felony probation violations (382%), misdemeanor probation violations (up 114%) drug felonies (up 89%) and violent felonies (up 56%). The greatest decrease in bed day expenditures were observed among property misdemeanors (down 36%), property felonies (down 24%), and sex offenses (down 26%).

Costs per Inmate Day:

- Inmate bed day costs rose 79% at CVRJ from 2012 to 2019. Meanwhile, inmate bed day costs increased 24% at ACRJ from 2010 to 2019.
- Per 1000 residents, bed day costs rose 65% at CVRJ from 2012 to 2019, while inmate bed day costs increased 13% at ACRJ from 2010 to 2019.
- These differences can be attributed, in part, to increases in the average length of stay and bed days expended at CVRJ, along with increased jail operational costs following expansion of CVRJ in 2016.

Return-to-Custody Rates:

- 26% of inmates released from ACRJ in 2018 returned to ACRJ custody during 2019, the same return to custody rate observed at CVRJ.
- 36.5% of inmates released from ACRJ in 2017 returned to ACRJ custody during either 2018 or 2019, compared to a 33% return to custody rate observed at CVRJ over the same time frame.
- The one-year return to custody rate increased 12% at ACRJ from 2011 to 2019, while increasing 18% at CVRJ from 2012 to 2019.
- The two-year return to custody rate increased 11% at ACRJ from 2012 to 2019, while increasing 19% at CVRJ from 2013 to 2019.

Conclusion:

- In terms of both bookings and intakes, increases at ACRJ have outpaced CVRJ over the past decade, particularly at the felony level. This occurred despite sizeable decreases in reported crime against persons and property in the ACRJ footprint.
- Much of the growth in bookings and intakes at ACRJ was observed among inmates over the age of 50.
- Younger people (age 18-24) are getting booked into both jails less often in 2019 than at the beginning of the decade and are expending fewer bed days.
- CVRJ saw a significant increase in inmates' average length of stay, while the average length of stay among ACRJ inmates dropped sharply.
- Greater numbers of bookings and intakes at ACRJ were mitigated by shorter lengths of stay, resulting in fewer bed days expended overall.
- Longer lengths of stay at CVRJ were mitigated somewhat by a fairly flat booking trend and lower intake volume. That combination led to modest increases in bed day expenditures.
- The two jails had remarkably similar return-to-custody rates over the past decade.