

Annual Report Albemarle-Charlottesville Regional Jail

Executive Summary

2011-2021

Criminal Justice Planner

Jefferson Area Community Criminal Justice Board

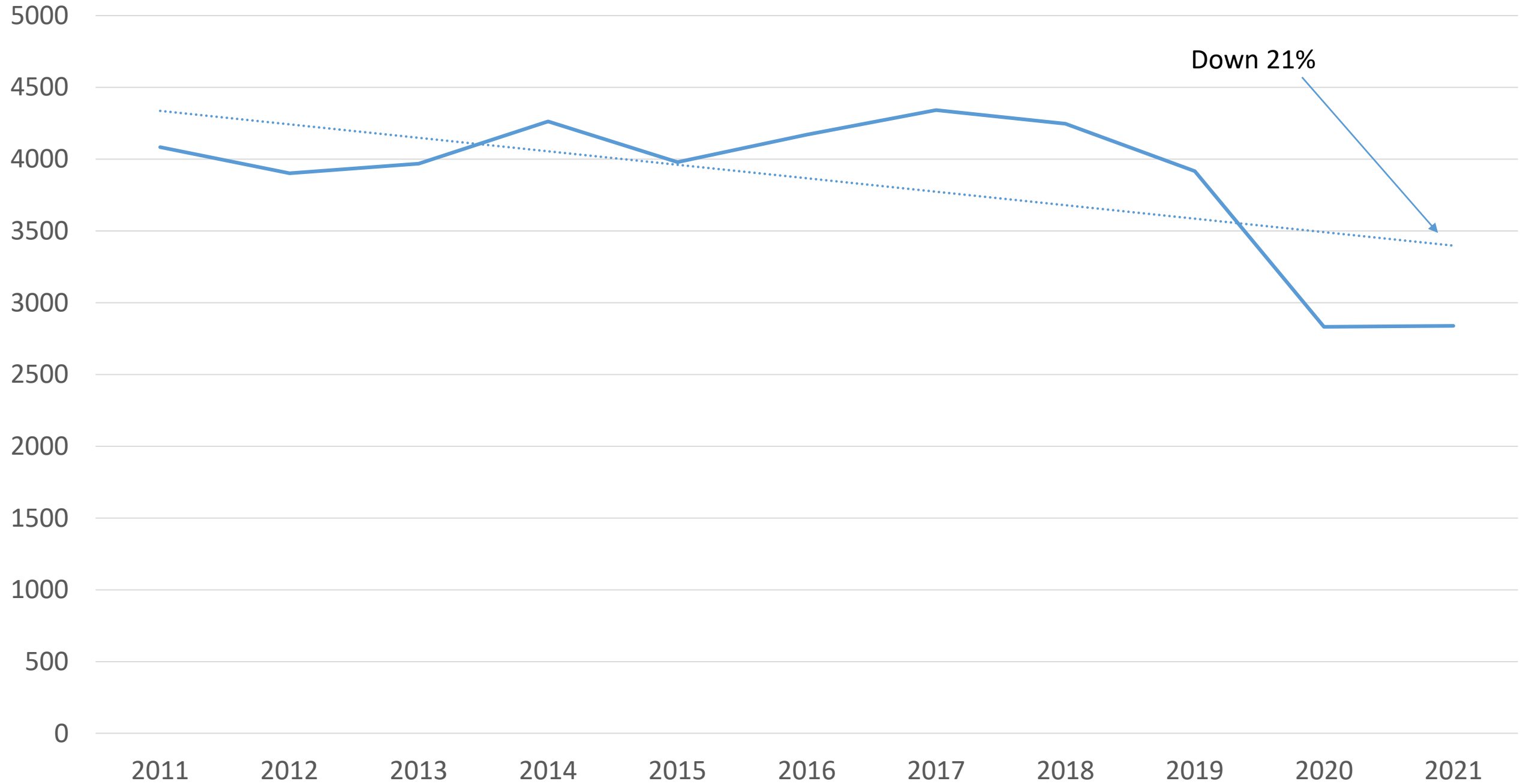
Introduction

- This is the third in a series of annual reports generated by the Criminal Justice Planner, documenting trends in various key metrics at the Albemarle-Charlottesville Regional Jail (ACRJ).
- These key metrics include the number of inmates entering and leaving the jail, their charges, their race, gender and age, and their length of stay. The report shows how these metrics impact the total number of bed days expended during each year, and how they contribute to the average daily population at the jail over time.
- This analysis also assesses the impact of the COVID-19 pandemic years (2020 and 2021) on longer-term trends.
- All data was extracted either from the ACRJ operational management system, or from the Virginia Compensation Board's LIDS system.
- A supplemental report will be issued in August 2022, documenting trends in reported crime within the three member jurisdictions of the ACRJ authority (pending the publication of 2021 data by the Virginia State Police).

Intakes

- An “intake” is an event in which a person is taken into ACRJ, no matter how long their stay, or how many charges they have lodged against them.
- For the purpose of this analysis, inmates serving multiple weekends were removed from the tallies, given the considerable differences in the way in which weekenders were recorded in ACRJ’s legacy system (Pistol) and its current system (New World). Weekenders are the subject of a separate analysis.
- From 2011 through 2021, intake volume dropped by 21%.
- Prior to 2020, intake volume had remained relatively steady. In 2019, the last pre-pandemic year, there were 3,916 intake events at ACRJ.
- During the pandemic years of 2020 and 2021, intake volume dropped to 2,832 and 2,839 respectively, down nearly a third from the pre-pandemic yearly average of 4,097.

ACRJ Intakes (Weekenders Excluded)



ACRJ Intakes by Jurisdiction

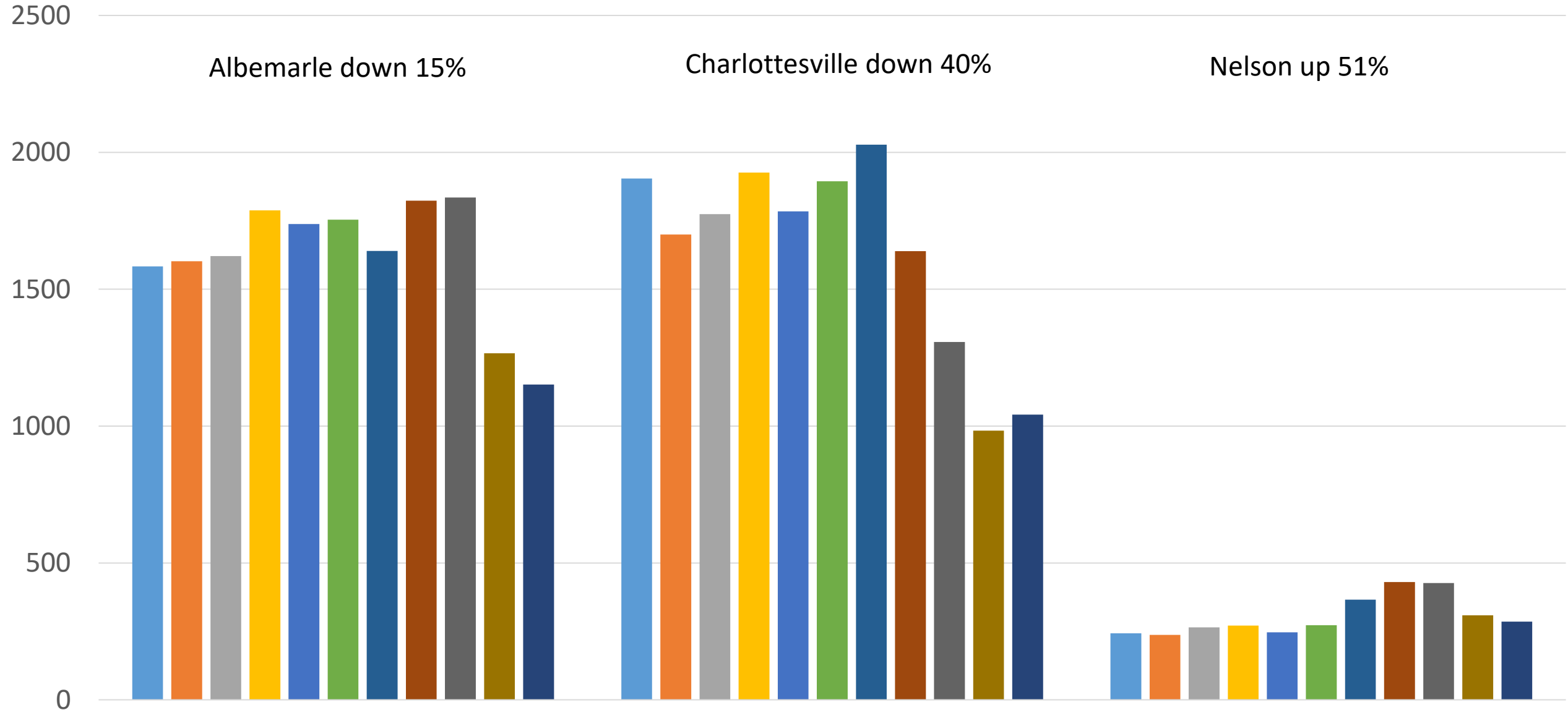
- Intakes of Albemarle County inmates dropped 15% from 2011 to 2021, while intakes of Charlottesville inmates dropped 40%.
- Following steady increases in both jurisdictions during much of the decade, Albemarle County's intake volume began falling in 2020, while Charlottesville's intake volume began falling two years earlier, in 2018. Charlottesville's intake volume in 2021 was nearly half that of 2017.
- Decreases in Albemarle and Charlottesville intakes were partially offset by a 51% increase in intakes of Nelson County inmates, most of which occurred between 2017 and 2019.
- As a result, Nelson's share of ACRJ intakes more than doubled from 2011 to 2021, while Albemarle's share rose a modest 9% and Charlottesville's fell by 25%.

ACRJ Intakes by Jurisdiction

Albemarle down 15%

Charlottesville down 40%

Nelson up 51%



Albemarle Intakes

Charlottesville Intakes

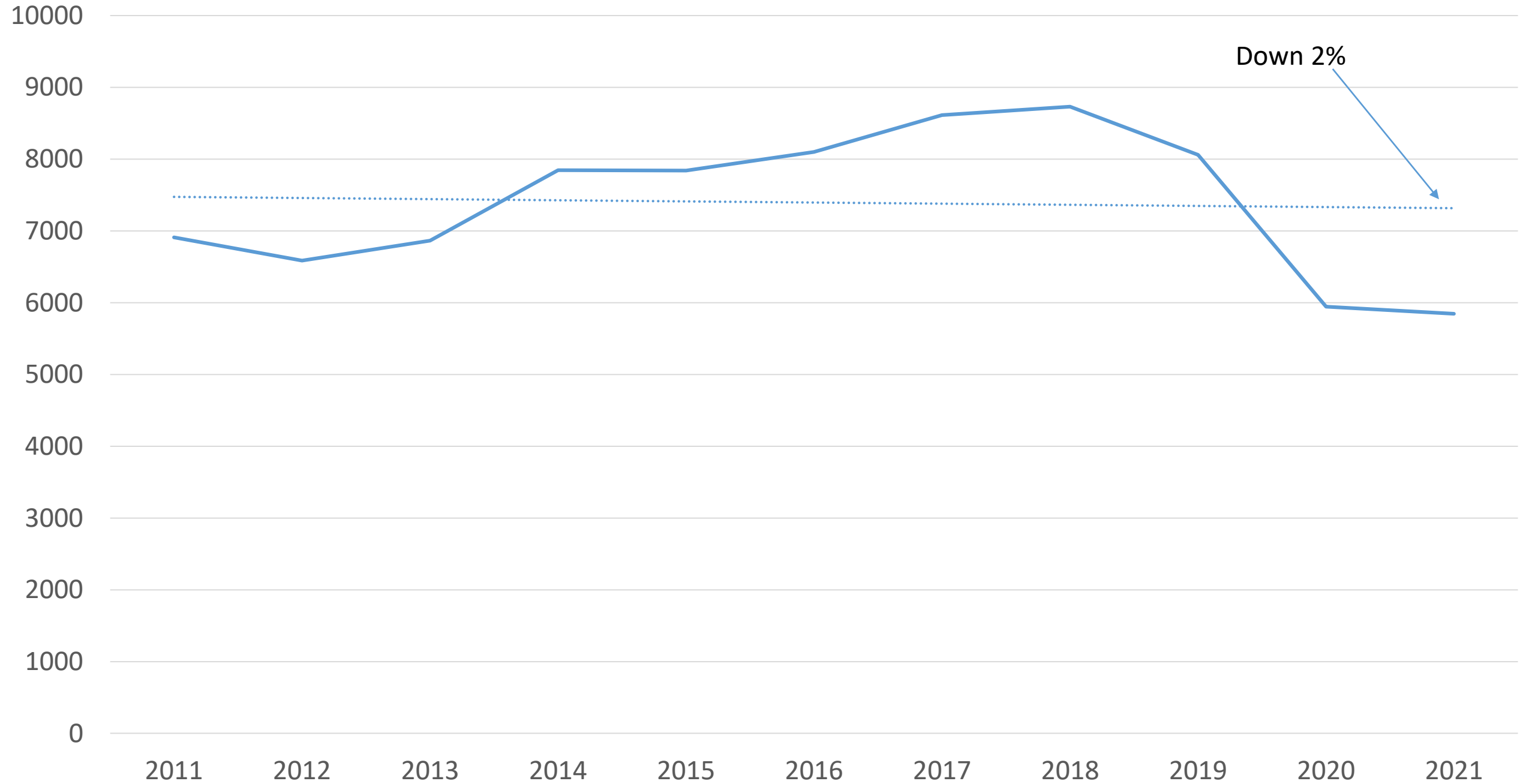
Nelson Intakes

2011 2012 2013 2014 2015 2016 2017 2018 2019 2020 2021

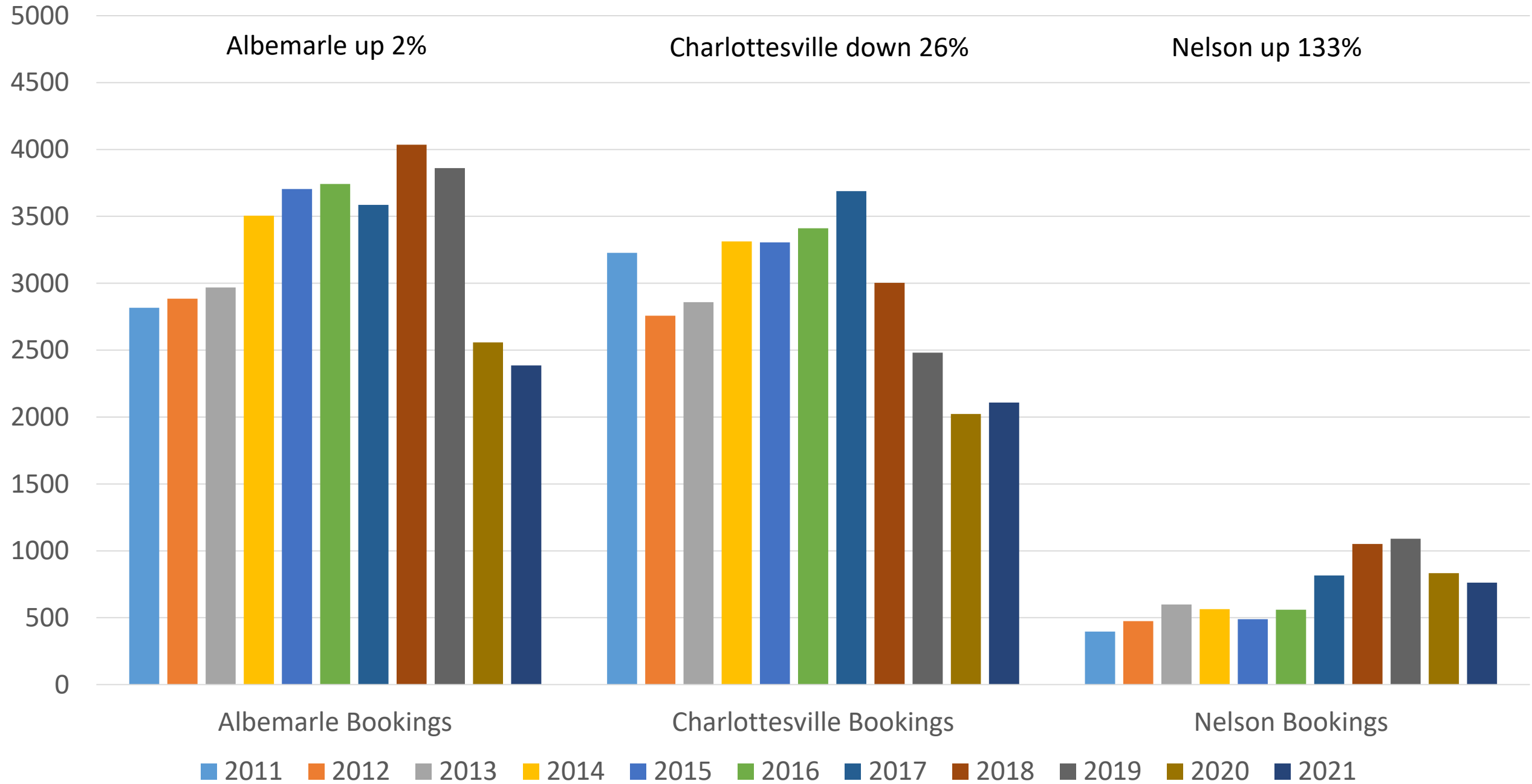
Booking Volume

- An inmate's "intake" can be associated with one or more "bookings" (charges). While intake volume is the most accurate measure of the number of individuals entering ACRJ, booking volume helps identify the types of charges lodged against them.
- From 2011 to 2021, booking volume fell by ~2%, a far less significant drop than the 21% decrease in intake volume. Nearly all of the decrease occurred in 2020 and 2021.
- Over the past decade, the number of bookings per intake has increased 26%.
- Nelson County had a significant increase in booking volume from 2011 to 2021 (up 133%). Meanwhile the booking trend line in Albemarle was virtually flat, while dropping 26% in Charlottesville.
- All three member jurisdictions experienced decreases in booking volume during the two pandemic years of 2020 and 2021.

ACRJ Bookings (2011-2021)



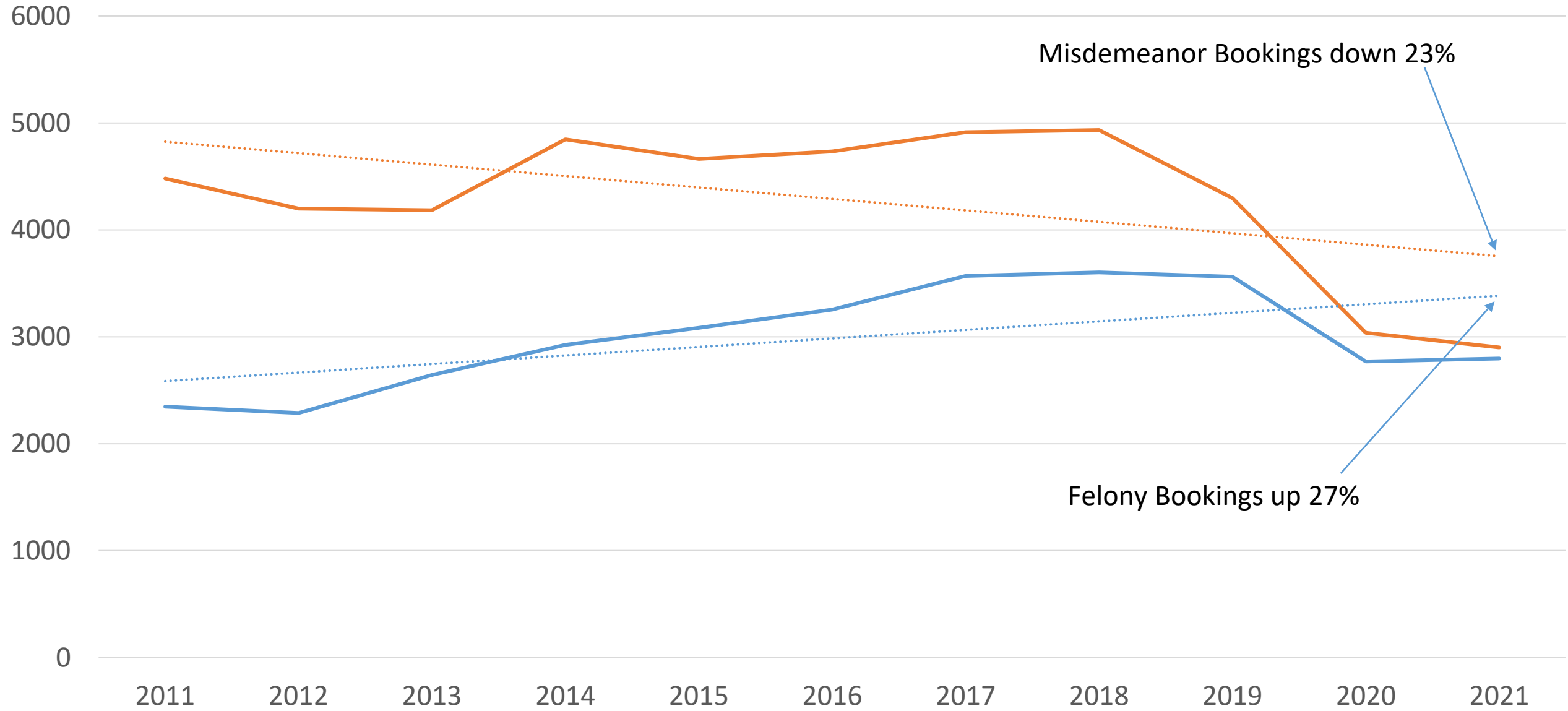
ACRJ Bookings by Member Jurisdictions



Booking by Charge Level

- Decreases of 23% in misdemeanor booking volume at ACRJ were offset by a 27% increase in felony bookings from 2011 to 2021.
- Historically, misdemeanor bookings have outnumbered felony bookings by a considerable margin. However, by 2021, there was no longer any appreciable difference in misdemeanor and felony booking volume (2,901 misdemeanors and 2,796 felonies).
- The pandemic appears to have had a similar suppressive impact on both misdemeanor and felony bookings.
- Felony bookings increased in all three member jurisdictions, but by different degrees. Charlottesville's increase in felony bookings was an insignificant 1%, while Albemarle County's was up 31% and Nelson County's rose 352%.
- Misdemeanor bookings dropped 18% in Albemarle and were down 45% in Charlottesville, while increasing 34% in Nelson County.

ACRJ Bookings by Charge Level



— ACRJ Felony Bookings
..... Linear (ACRJ Felony Bookings)

— ACRJ Misdemeanor Bookings
..... Linear (ACRJ Misdemeanor Bookings)

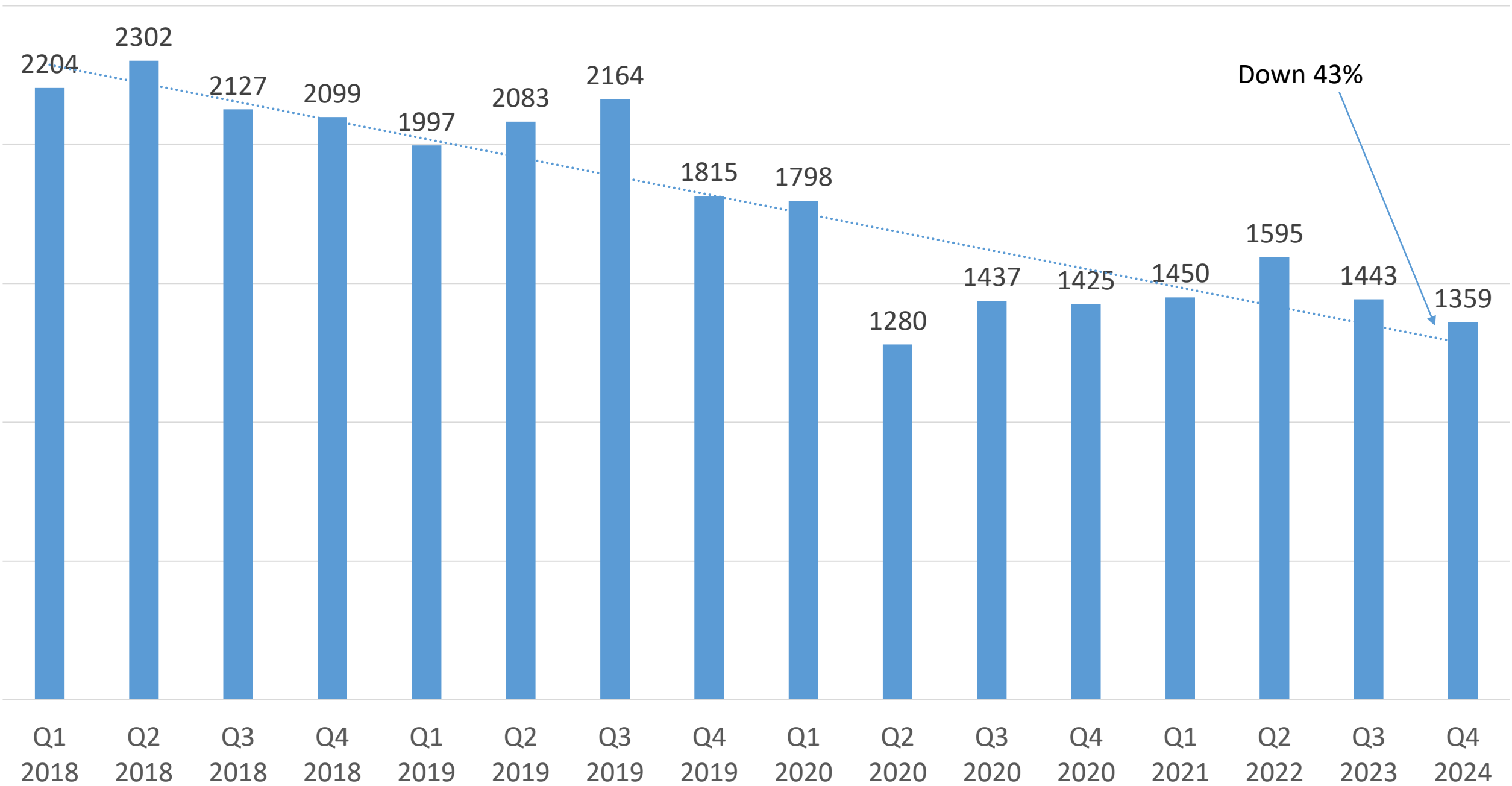
Misdemeanor Bookings down 23%

Felony Bookings up 27%

The Impact of the COVID-19 Pandemic

- In the two years preceding the pandemic, booking volume fell from a high of 2,302 during the second quarter of 2018, to 1,815 during the fourth quarter of 2019.
- With the onset of the pandemic, bookings during the second quarter of 2020 fell to 1,280.
- Following the easing of COVID restrictions in the summer and fall of 2020, booking volume began to rebound, but still ended 2021 at about two-thirds the pre-pandemic level.
- During 2018 and 2019, misdemeanor booking volume dropped to a much greater extent than did felony booking volume. Both misdemeanor and felony bookings followed a similar pattern during the two years following the onset of COVID-19.

ACRJ Bookings by Quarter (2018-2020)

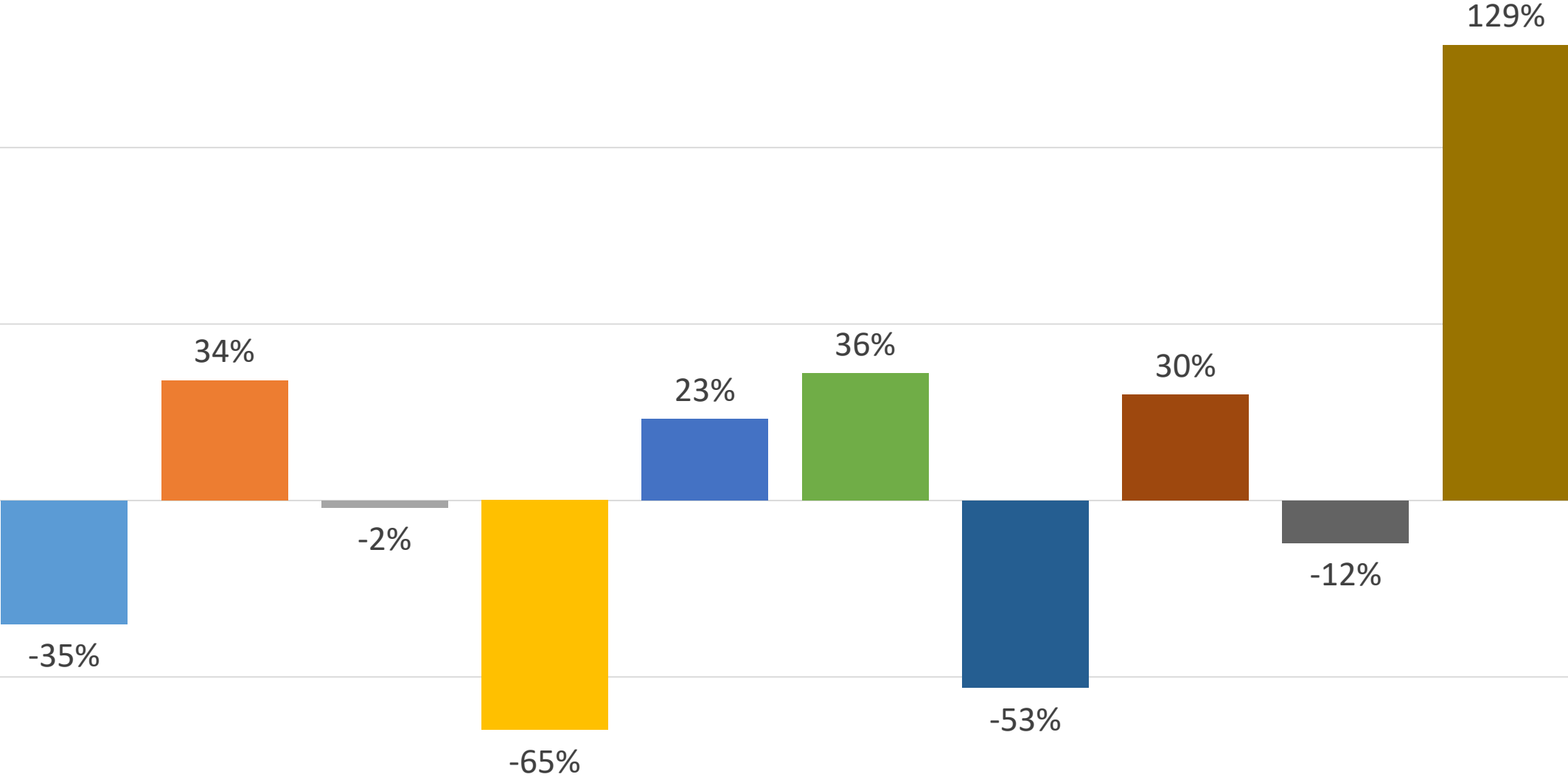


Down 43%

Bookings by Charge Type

- From 2011 to 2021, the fastest-growing charge type at booking was in the category of weapons offenses (up 129%).
- Smaller, but still significant, increases were observed among assaults, narcotics offenses, probation violations and contempt of court. Significant decreases were observed in DWI, alcohol offenses, and operators' license violations.
- Decreases were observed among all top ten charge categories between 2018 and 2021, with six categories showing a decrease of 40% or greater (DWI, larceny, alcohol, narcotics, operator's license offenses and fraud).

% Change in Booking Volume for Top Ten ACRJ Booking Types (2011-2021)

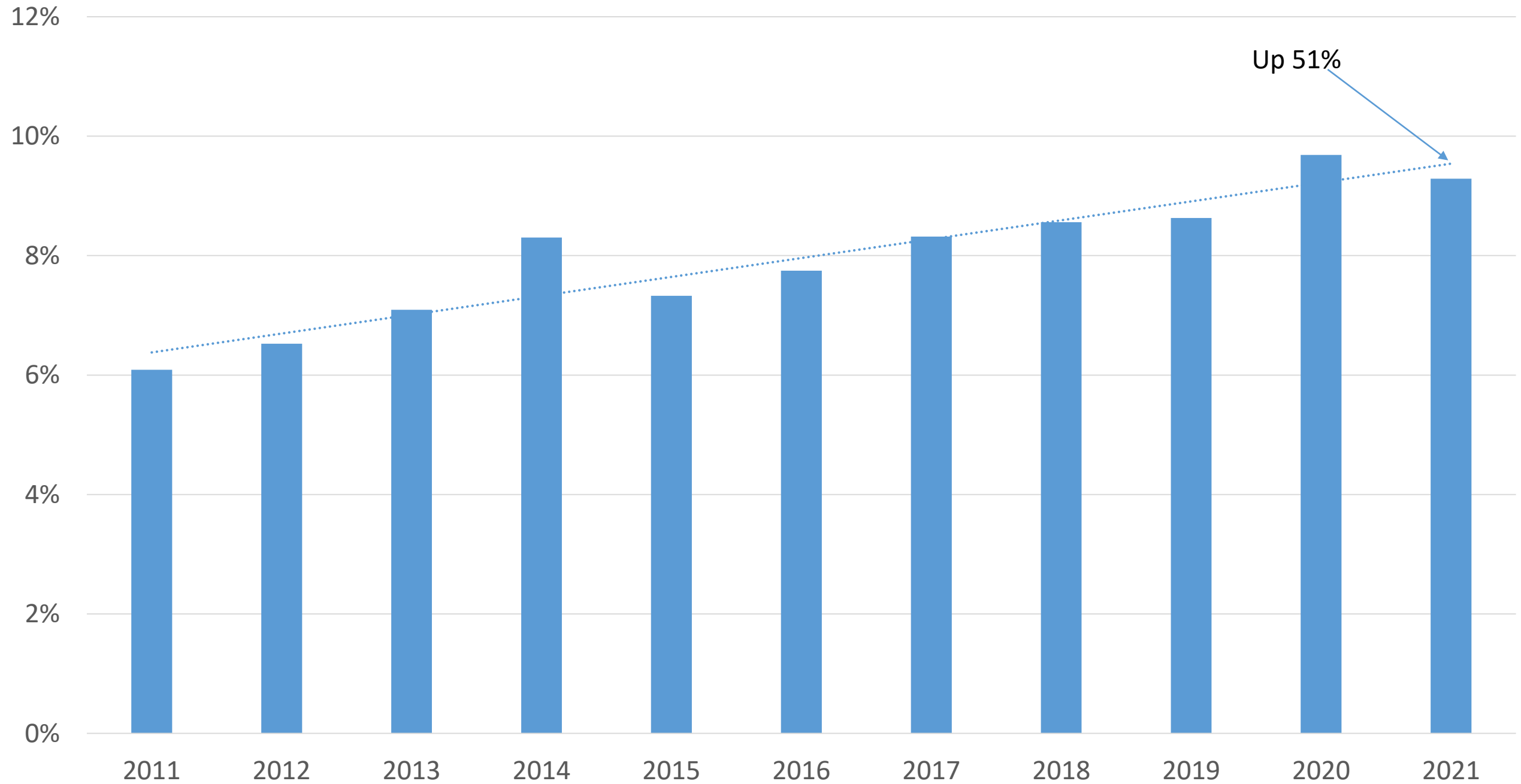


■ DWI ■ ASL ■ LAR ■ ALC ■ NAR ■ PRB ■ LIC ■ CON ■ FRD ■ WPN

Probation Violation Bookings

- The percent of probation violation bookings at ACRJ increased 51%, representing 6.1% of all booking volume in 2011, but 9.3% in 2021.
- At the felony level, probation violation bookings increased 55% from 2011 to 2021, while rising 30% at the misdemeanor level.
- Albemarle County's probation violation bookings were generally on the rise prior to the pandemic years of 2020-21, with an overall increase of 28% from 2011 to 2021.
- Likewise, Charlottesville's probation violation bookings rose during the first half of the decade, peaked in 2017, and then fell to nearly the same level as observed in 2011.
- Nelson County's probation violation booking volume rose 610% from 2011 to 2021, with much of that increase occurring after 2016.
- Probation violation bookings were suppressed in all three jurisdictions during 2020 and 2021.

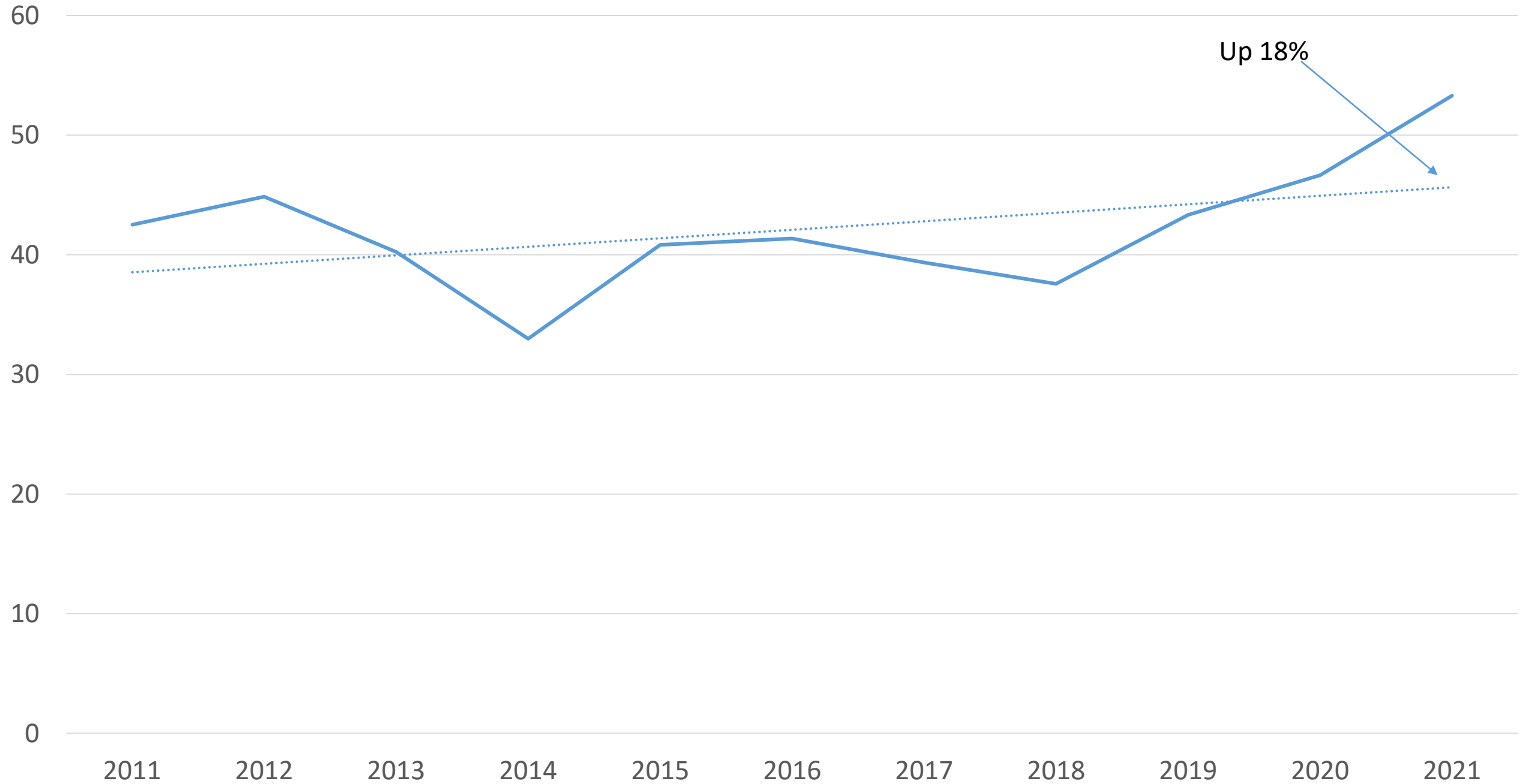
Probation Violations as a Percentage of Total ACRJ Booking Volume



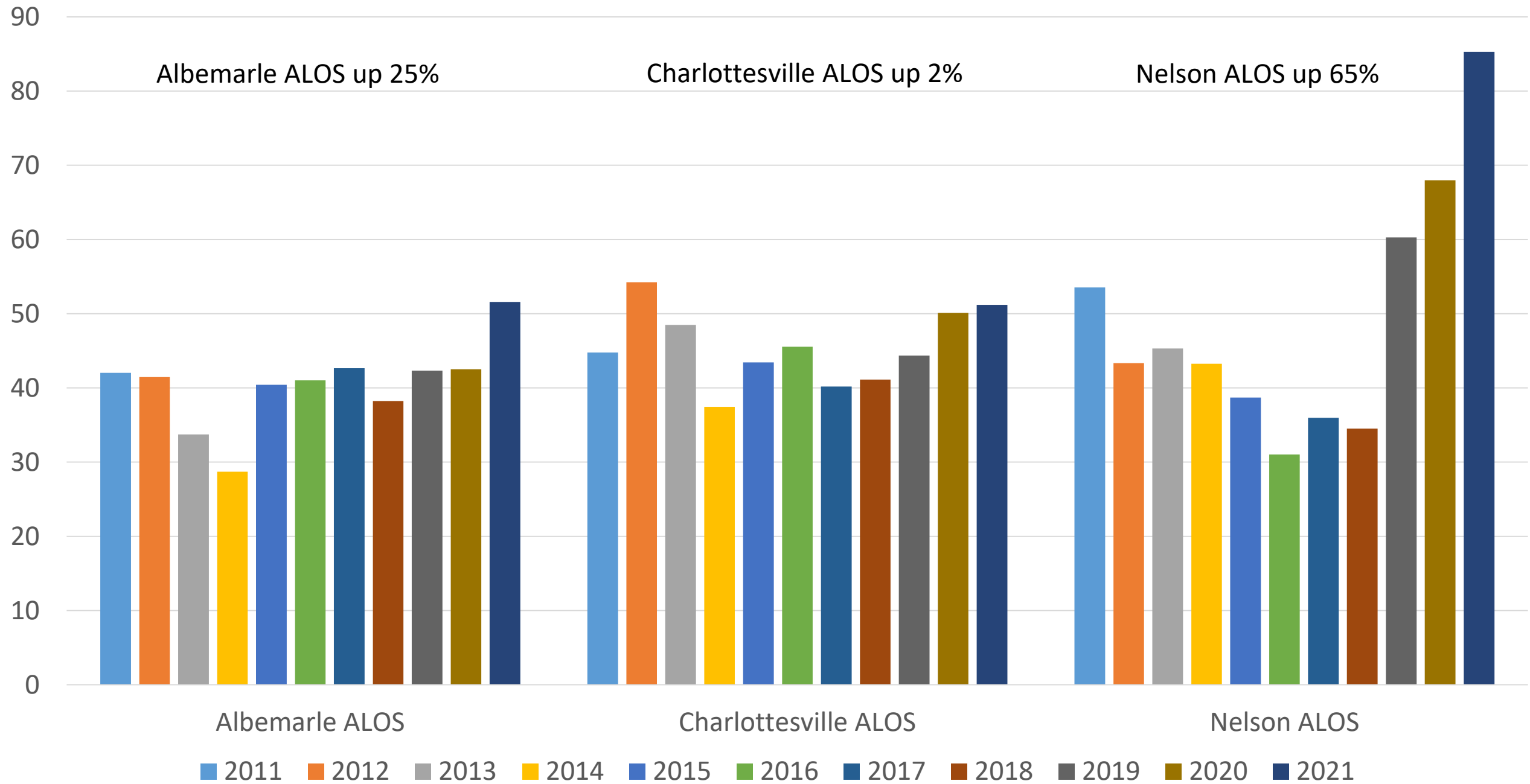
Average Length of Stay (ALOS)

- The average length stay for ACRJ inmates increased 18% from 2011 to 2021 (from 39 days to 46 days).
- Average length of stay fell (generally) during the first half of the decade, before reversing course in 2018. Significant increases in ALOS were observed during both of the pandemic years of 2020 and 2021.
- Nearly all of the increase in average length of stay was observed in Albemarle County (up 25%) and Nelson County (up 65%). Charlottesville's ALOS trend was nearly flat.

ACRJ Average Length of Stay



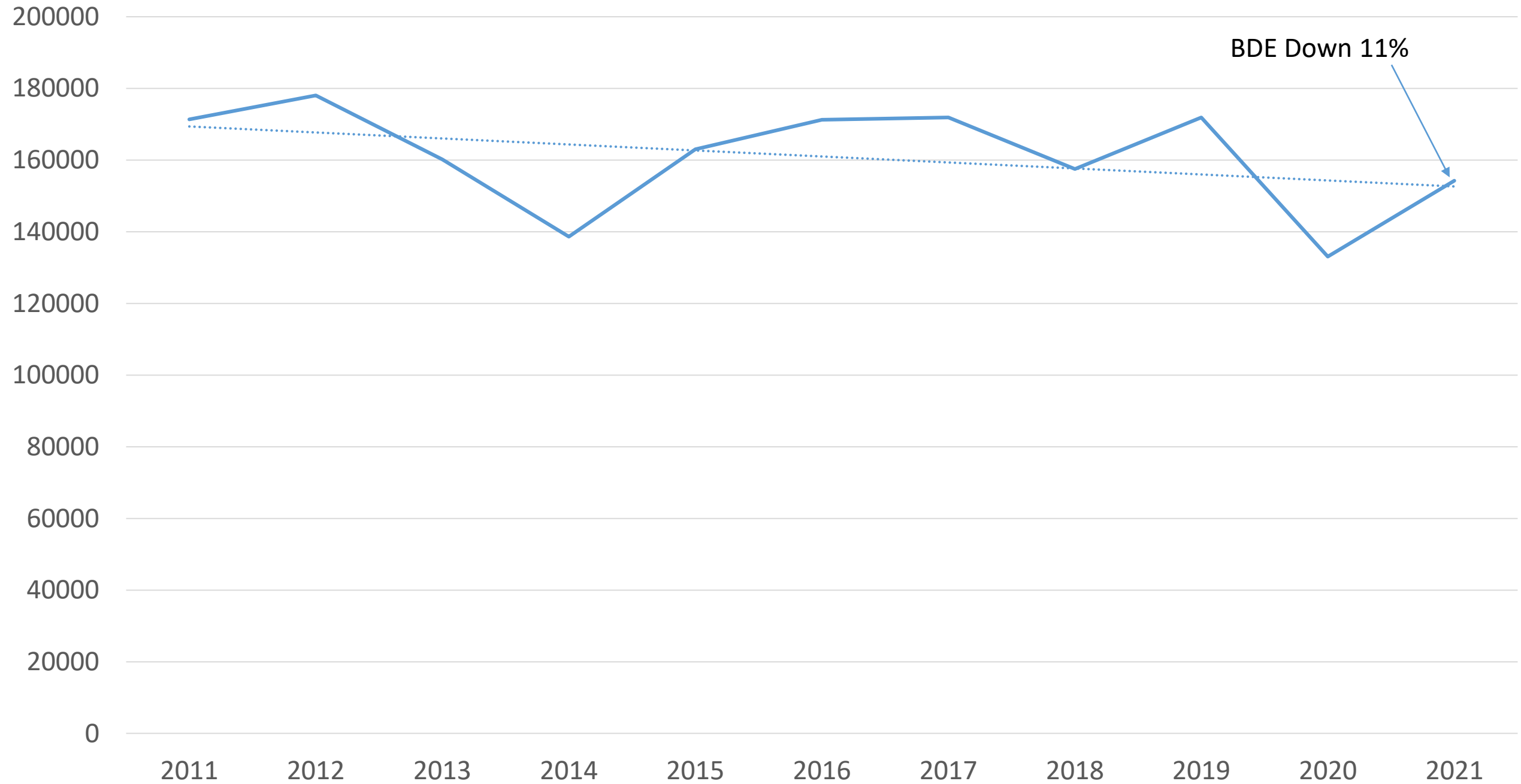
Average Length of Stay of ACRJ Member Jurisdictions



Bed Day Expenditures (BDE)

- Bed day expenditures are a product of intake volume, multiplied by length of stay, and can be useful in estimating the total cost per inmate bed day (currently \$112.68/day).
- The decrease in ACRJ intake volume that occurred from 2012 to 2021 was partially offset by an increase in length of stay, resulting in a modest decrease of 11% in overall bed day expenditures.
- Bed day expenditures were up 175% in Nelson County, remained relatively unchanged (down 3%) in Albemarle County, and were down 41% in Charlottesville.
- As a share of overall ACRJ bed day expenditures, Nelson County's percentage of bed day expenditures increased 243% from 2011 to 2021. Albemarle County's share increased 14%, while Charlottesville's share dropped 35%. In 2021, Albemarle County inmates expended 39.4% of all ACRJ bed days, while Charlottesville expended 34.1% and Nelson County expended 17.4%. All other inmates (including Federal inmates and those held for other Virginia jurisdictions) expended 8.8% of all BDE.

ACRJ Inmate Bed Day Expenditures

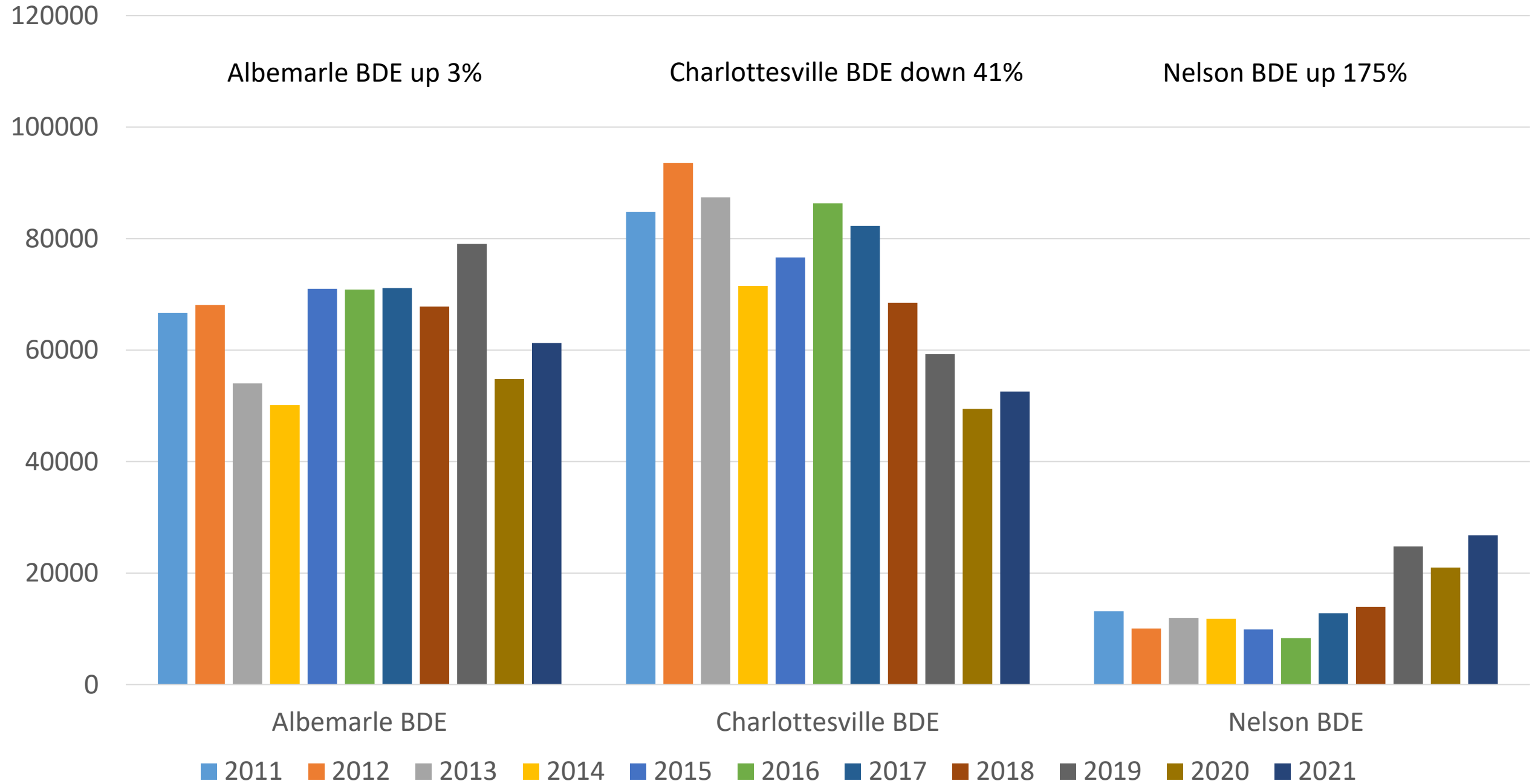


Bed Day Expenditures by ACRJ Member Jurisdictions

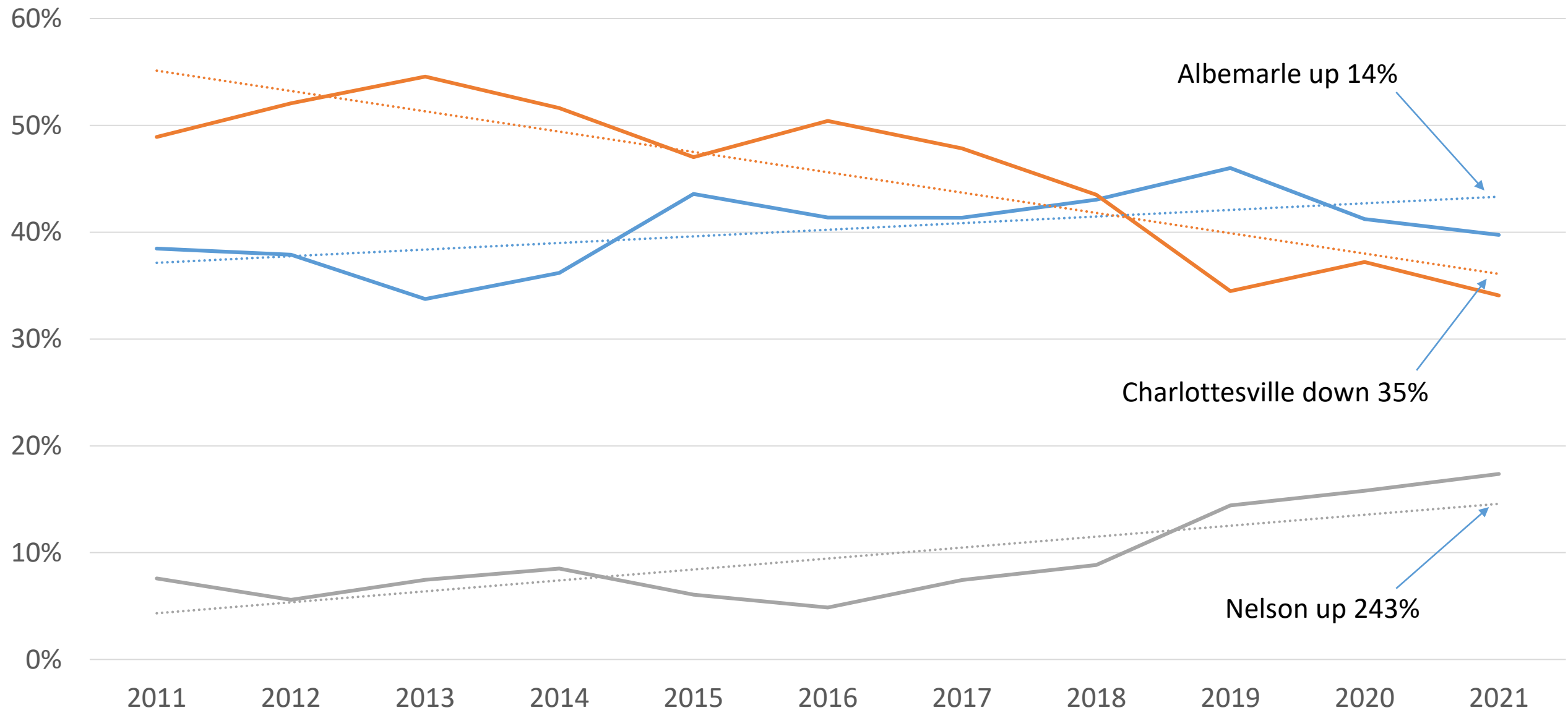
Albemarle BDE up 3%

Charlottesville BDE down 41%

Nelson BDE up 175%



Share of ACRJ Bed Day Expenditures by Member Jurisdictions



Albemarle up 14%

Charlottesville down 35%

Nelson up 243%

— Albemarle % BDE
..... Linear (Albemarle % BDE)

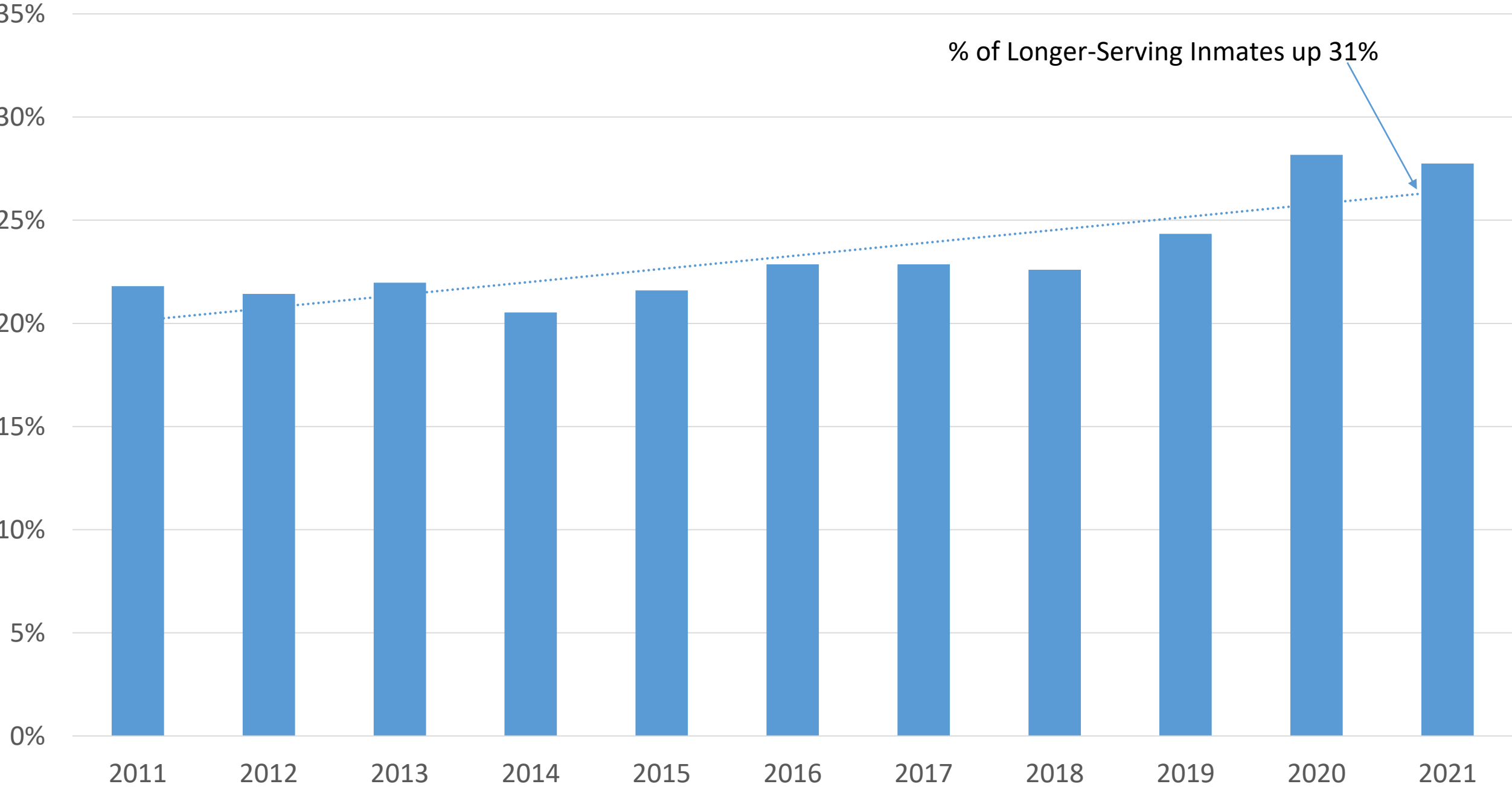
— Charlottesville % BDE
..... Linear (Charlottesville % BDE)

— Nelson % BDE
..... Linear (Nelson % BDE)

Shorter-Staying vs. Longer-Staying Inmates

- The number of inmates spending 30 days or less in ACRJ custody decreased 26% from 2012 to 2021, during a time when little change occurred among inmates staying 31 days or longer.
- Consequently, the percentage of inmates at ACRJ with lengths of stay exceeding 30 days increased 31% from 2012 to 2021.
- During 2021, 27.8% of ACRJ inmates served longer than 30 days in custody, but these longer-serving inmates accounted for 93% of all bed days expended at ACRJ in 2021. That percentage held remarkably stable from 2011 to 2021.

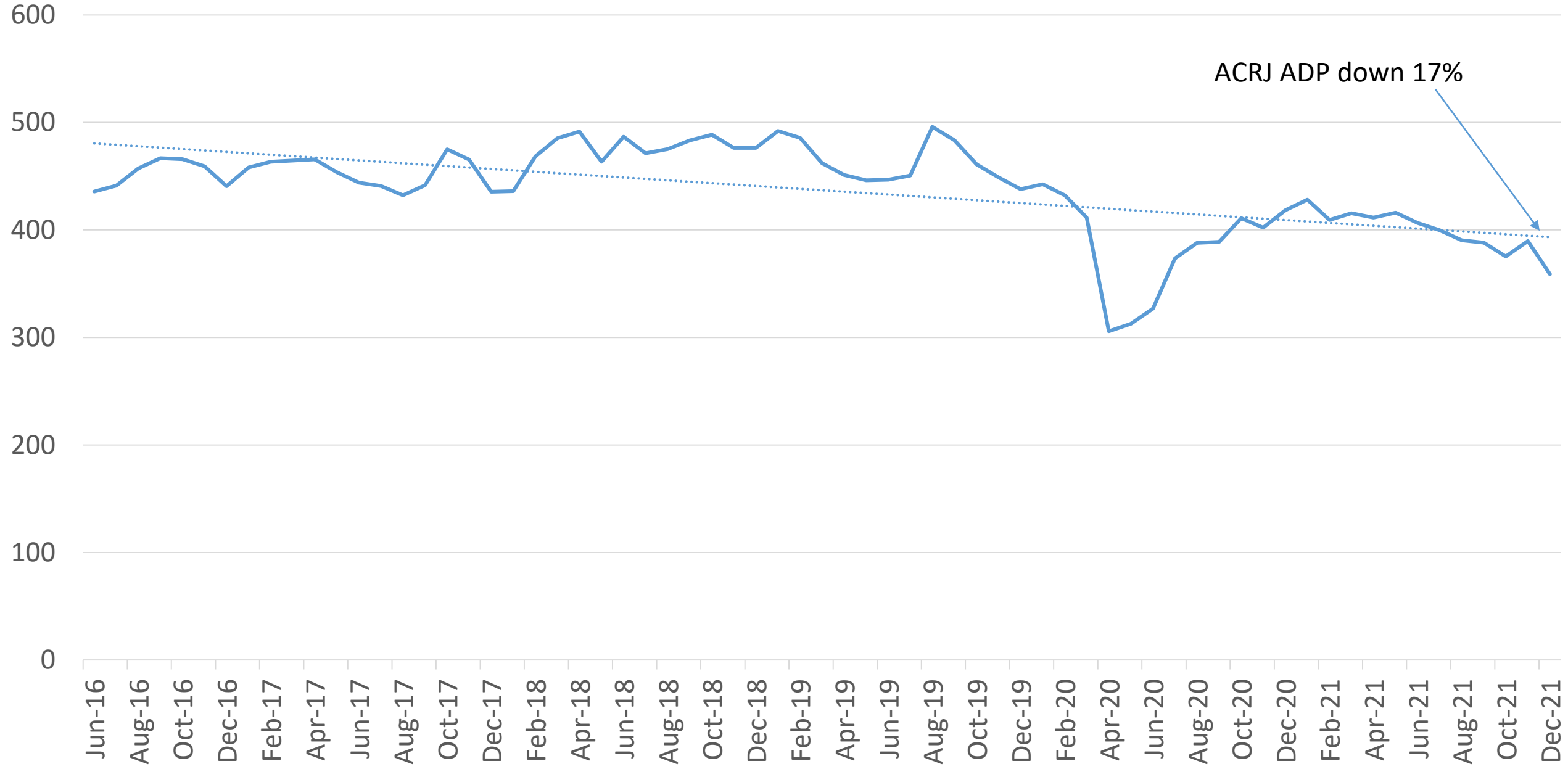
ACRJ Percentage of Inmates Serving +30 Days LOS



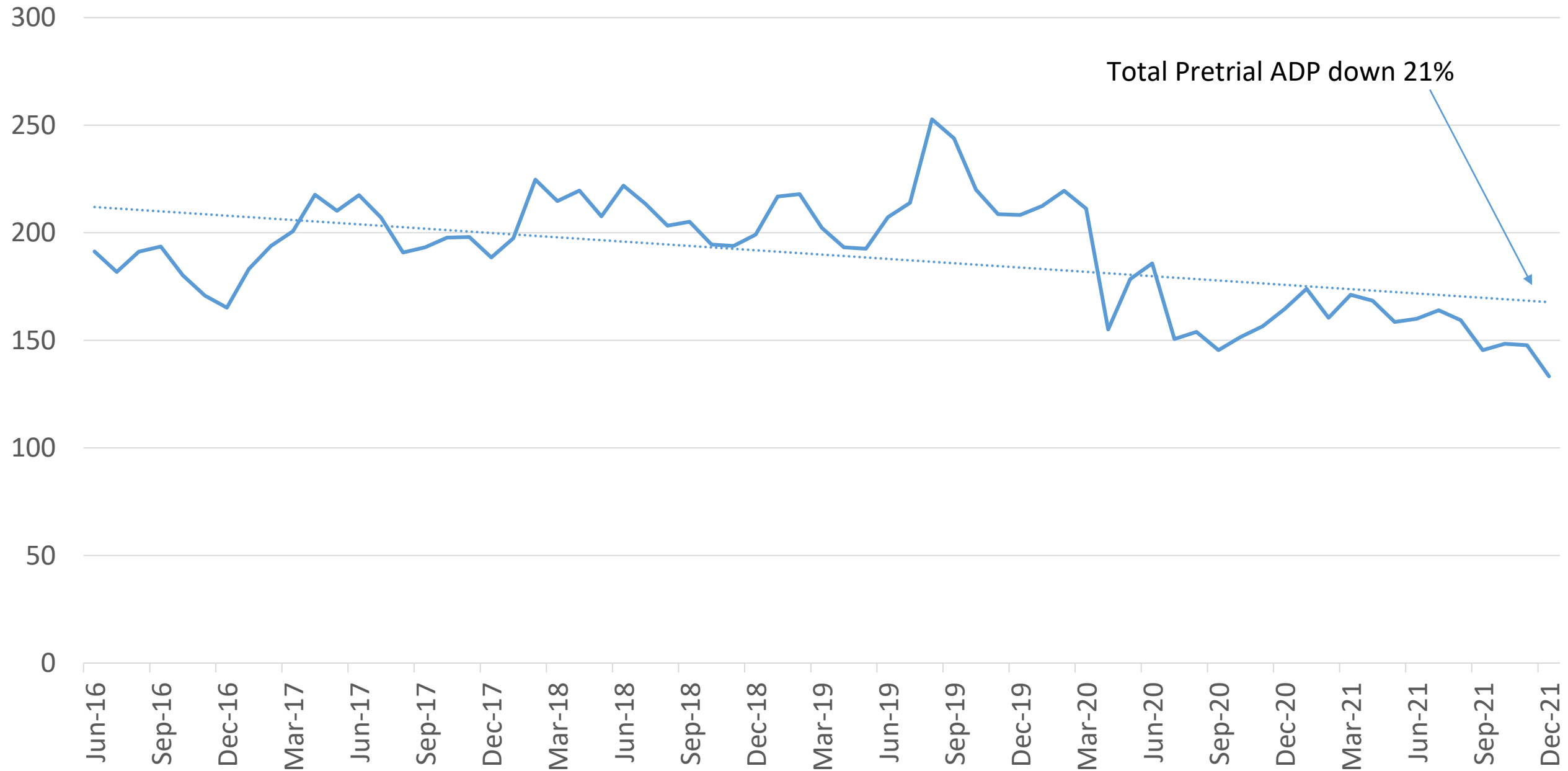
Average Daily Population (ADP)

- Each month, the Virginia Compensation Board publishes a report, documenting the average daily population for all 57 Virginia jails, beginning in June 2016. From June 2016 to December 2021, the Average Daily Population at ACRJ decreased by 17%. Nearly all of the drop was associated with the two pandemic years of 2020 and 2021.
 - The average daily population at ACRJ generally increased from June 2016 to just prior to the onset of the pandemic, topping out at 460 in August 2019.
 - With the onset of the pandemic, the ADP bottomed out at 306 in July 2020. This was followed by a partial rebound and a second drop, finishing 2021 at 359 (over 100 inmates lower than the pre-pandemic average for 2019 of 464).
- *Note that these tallies include HEI inmates.

Albemarle-Charlottesville Regional Jail Average Daily Population (June 2016 - December 2021)

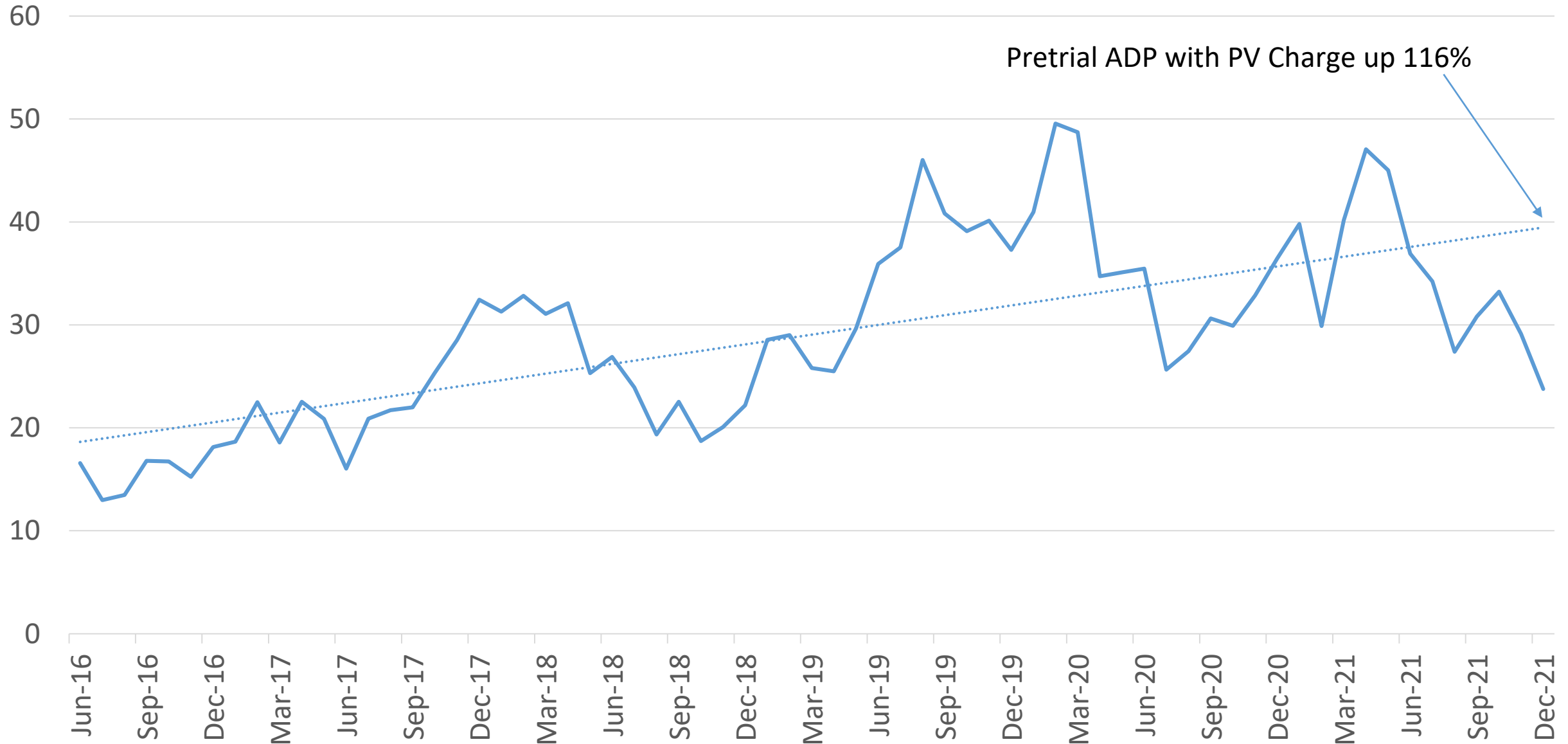


Albemarle-Charlottesville Regional Jail Total Pretrial Average Daily Population



Albemarle-Charlottesville Regional Jail

Pretrial ADP of Inmates Held with a Charge of Probation Violation



Demographic Trends - Race

- The decrease in ACRJ intakes of Black inmates from 2011 to 2021 (down 24%) were roughly comparable to the decrease observed among White inmates (down 21%).
- Average length of stay dropped 9% among Black inmates from 2011 to 2021, while ALOS among White inmates increased 55%. Black inmates served longer average lengths of stay in each year studied, but that difference narrowed from 25 days in 2011 to 10 days in 2021.
- ALOS increased significantly among both Black and White inmates during the pandemic years of 2020 and 2021.
- Bed day expenditures among black inmates dropped 31%, compared to a 15% increase among White inmates, suggesting that the reduction in overall bed day expenditures was significantly associated with reductions in Black inmate BDE, specifically.

Demographic Trends - Gender

- Intakes of male inmates (down 23%) dropped more significantly than did intakes of female inmates (down 14%).
- Increases in average length of stay were twice as steep for female inmates (up 32%) than for male inmates (up 16%) from 2011 to 2021, although males served considerably longer average sentences than did females in every year studied.
- Male inmates expended 13% fewer bed days, as opposed to an 11% increase in bed day expenditures among female inmates, suggesting that the reduction in overall bed day expenditures was significantly associated with reductions in male BDE, specifically.

Demographic Trends - Age

- Intakes of the youngest inmate group (age 18 to 24) fell 62%, representing the single most important influence in the overall reduction in ACRJ intake volume from 2011 to 2021.
- The drop in intakes among young inmates contributed to a 9% increase in the average age of ACRJ inmates from 2011 to 2021. The increase in average age was most pronounced among Albemarle County inmates (up 13%).
- The youngest age group at the jail (28 to 24 year-olds) expended 47% fewer bed days in 2021 than in 2012, representing the single greatest downward influence on bed day trends at ACRJ.
- Meanwhile, inmates age 50 or older expended 53% more bed days, representing the single greatest upward influence in BDE. These two trends were long-standing and durable across the decade.

Conclusions

- The number of people taken into ACRJ dropped 21% from 2011 to 2021, with nearly all of that drop occurring in the COVID era.
- Most notable was a steady and significant decrease in intake volume and bed day expenditures among the youngest inmate age group (18 to 24).
- At the opposite end of the age spectrum, inmates age 50 or older exerted the most significant upward influence on bed day expenditures of any age group at the jail.
- The average length of an ACRJ inmate's stay increased from 43 days in 2011 to 53 days in 2021, exerting an upward influence on the average daily population and the number of jail bed days expended. This increase was largely associated with rising felony bookings and the percentage of the inmate population serving longer than 30 days.
- Both the downward trend in intakes and upward trend in average length of stay were amplified by the COVID-19 pandemic.
- Significant increases in all key metrics were observed in Nelson County. As a result, its share of bed day expenditures at ACR rose from under 5% in 2016 to over 17% in 2021.
- Meanwhile, intakes of Charlottesville inmates dropped 40% from 2011 to 2021, and the City's share of bed day expenditures dropped from 49% to 34%.
- Albemarle County fell somewhere in the middle of these two extremes, with a moderate decrease (-15%) in intakes and a modest increase (3%) in bed day expenditures.

Prepared by:

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Criminal Justice Planner

Jefferson Area Community Criminal Justice Board

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March 2022



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Colonel Martin Kumer
Superintendent

5 key areas Colonel Kumer shared with Moseley Architects - February 2021

- 1) Create equitable housing for all inmates (male, female, mentally ill, restricted housing)
- 2) Improve indoor air quality and use energy resources more efficiently
- 3) Create space conducive to rehabilitation/programming (classrooms and outdoor recreation).
- 4) Enhance staff working environment for safety, security, comfort and efficient operations.
- 5) Create public spaces that enhance visitors' experience when using the facility and their safety and comfort.

List of issues to be addressed by the renovation as discussed in the May 2021 ACRJA Board Meeting:

1. Renovation will primarily involve the old section of the facility
2. Equitable housing for women
3. Improved air quality
4. Outdoor recreation areas
5. Replacement of existing major mechanicals that are outdated and inefficient
6. Improve air filtration in preparation for another pandemic
7. Improve officer safety and efficiency
8. Improve staff environment
9. Increased programming space
10. Increased number of showers and toilets in housing units
11. Replacing current floor coverings in all areas
12. Create dedicated mental health unit
13. Improve and enhance restricted housing areas

Mission Statement: (Cyndra Van Clief and Kristin Clarens) June 2021 Work Session

To receive, consider, and incorporate meaningful community and stakeholder input regarding the anticipated renovations of the physical facilities of the Albemarle-Charlottesville Regional Jail, and giving particular attention to inmate capacity, physical and mental well-being, gender equality, alternatives to 24/7 incarceration (including HEI), and re-entry programming, while respecting the financial contributions of the taxpayers.

Timeline / Future Steps: Brendan Hefty ACRJAB Attorney – July 2021 Board Meeting

1. Complete Planning Study and submit to Board of Local and Regional Jails and General Assembly for approval of 25% funding.
2. Issue RFP and Select Architect to Design.
3. Complete Design.
4. Issue Invitation for Bids for construction.
5. Obtain Member jurisdiction approvals for issuance of bonds and approval of construction contract.
6. Jail authority approves issuance of bonds and construction contract.
7. Construct project.

**ACRJ
Operating Surplus
for the Year Ended June 30, 2021**

Negative variance per Schedule of Revenues and Expenditures, Budgetary Basis	(1,989,149) p 49 FY21 audited financials
Adjustment to add back debt payoff funded from reserves - principal	2,591,559
Adjustment to add back debt payoff funded from reserves - interest	23,173
FY21 Operating Surplus Adjusted by Debt Payoff	\$ 625,583

Note that member jurisdictions underfunded their budgeted contributions toward debt service by \$143,950 (see page 49 of FY21 audited financials)

Had this funding been provided, the operating surplus for FY21 would have been	\$ 769,533
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ALBEMARLE CHARLOTTESVILLE REGIONAL JAIL AUTHORITY

EXECUTIVE SUMMARY

Agenda Date: September 8, 2022

Agenda Item: FY 21 Positive Variance

Action Item: Yes

Staff Contact(s): Martin Kumer, Superintendent and Ann Shawver CPA, Finance Consultant

The audited FY 21 financials have indicated there is a positive variance of \$625,583.

After consultation with Mrs. Shawver, Finance Consultant, the Jail is requesting to transfer the entire variance to the jail's Operating Reserve.

The Operating Reserve currently has \$1,010,203. If the Board approves the transfer, account balance will total \$1,635,786. This will equal 10% of the annual operating budget.

The Government Finance Officers Association, GFOA, best practices recommend at a minimum, that general-purpose governments, regardless of size, maintain unrestricted budgetary fund balance in their general fund of no less than two months of regular general fund operating revenues or regular general fund operating expenditures. While ACRJ is not a general-purpose government, this guidance is still helpful in determining a level of reserve that may be appropriate.

If, at a later date, the Board determines they would like to establish a two month Operating Reserve, the amount needed based on the FY 22 operating budget would be \$2,672,885. If in the future this is the Board's preference, it is recommended that any positive variances going forward be used to reach and maintain that reserve.

Recommendation: Approve the Jail to transfer the FY 21 audited positive variance of \$625,583 to the jail's Operating Reserve.