Jefferson Area Community Criminal Justice Board

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2010-2019 Criminal Justice Planner's Report to Charlottesville City Council

This document represents a first-of-its-kind, comprehensive criminal justice report to Charlottesville City Council. It was prepared by the Criminal Justice Planner under the direction of the Jefferson Area Community Criminal Justice Board. This document is intended to standardize data collection and analysis processes, serve as a general template for annual reports in future years, establish trend lines, and provide opportunities for local decisionmakers to better understand long-term changes in crime patterns, jail utilization and costs.

Executive Summary:

Overall, Charlottesville bed day expenditures at the Albemarle-Charlottesville Regional Jail dropped 26% from 2010 to 2019. The number of Charlottesville inmates taken into the jail, and the number of charges on which they were booked, fell 12% and 6% respectively. These decreases were accompanied by a 24% reduction in the length of an average Charlottesville inmate's jail stay.

The following key trends (discussed in greater detail in the body of this report) contributed to the significant reduction in bed days expenditures by Charlottesville inmates at ACRJ over the past decade:

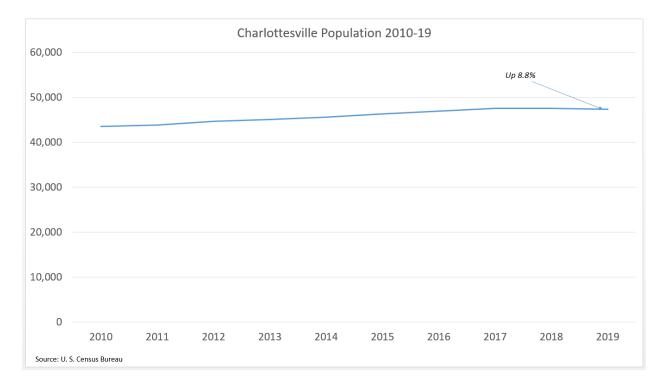
- The general population of the city rose 8.8%.
- Rates of reported person and property crime both fell significantly, down 39% and 41% respectively.
- Rates of crime against society fell 44%, and a subset of that crime category, narcotics offenses, dropped 55%.
- The number of Charlottesville felony drug seizures certified by the Virginia Department of Forensic Science dropped 17% from 2001-19, despite a 15% increase in the city's population over the same time frame.
- Cocaine remained the most frequently seized felony narcotic from 2001 to 2019, although significant increases in opioid seizures were also observed, beginning around 2013.

- Bookings (charges) related to Charlottesville inmates fell by a modest 5% in the past decade (14% per capita).
- Felony bookings, however, increased 25%, most notably among violent felonies, felony weapons charges and felony probation violations.
- The percentage of all ACRJ bookings on Charlottesville charges fell from 43% in 2010 to 31.3% in 2019.
- Charlottesville bookings of Black inmates increased 6%, while bookings of White inmates dropped 19%.
- Bookings decreased more sharply for female inmates than male inmates.
- Felony bookings among Charlottesville inmates over the age of 50 rose 207%.
- The greatest reductions in booking and intake volume were observed in the age 18-24 age group.
- Consequently, the average age of a Charlottesville-responsible inmate rose 6% during the decade.
- The average length of a Charlottesville inmate's stay at ACRJ fell 24% from 2010 to 2019. Average length of stay dropped in most offense categories.
- Black inmates served longer lengths of stay than White inmates throughout the study period, but the difference narrowed from 32.8 days longer in 2011 to 18.3 days longer in 2019.
- Charlottesville bed day expenditures fell significantly (down 26%) from 2010 to 2019, and decreased even more per capita (down 34%). Charlottesville's share of overall bed day expenditures at ACRJ dropped 19%, offset by increases among the other two jail authority members, Albemarle and Nelson County.
- Charlottesville inmates over the age of 50 accounted for more bed day expenditures than any other age group at the jail. Bed days expended on the 50+ group increased 61% over the decade, the only age group in which a significant increase was observed.
- Charlottesville was the only member of the Jefferson Area Community Criminal Justice Board to reduce its bed day costs per capita from 2010 to 2019 (down 5%).

A word about the data:

- General population trends were obtained through the U. S. Census Bureau (<u>https://www.census.gov/quickfacts/fact/table/US/PST045219</u>).
- Crime and arrest data for Albemarle-Charlottesville Regional Jail member jurisdictions (Albemarle County, the City of Charlottesville and Nelson County) were obtained from the Virginia State Police publication Crime in Virginia for years 2010-18 (https://www.vsp.virginia.gov/Crime in Virginia.shtm).
- Drug case certification data was obtained from the Virginia Department of Forensic Science, via the Virginia Social Indicator Dashboard (<u>https://vasisdashboard.omni.org/rdPage.aspx?rdReport=Home</u>).
- Booking and release data was obtained from the Albemarle-Charlottesville Regional Jail, covering a time frame from 1/1/2010 to 12/31/2019. The data collected in the jail's operational management system allows for accurate year-over-year tallies of bookings, booking events, charges, length of stay and release reason, by jurisdiction
- Data was analyzed in an Excel format. Some data (particularly the assignment of charges into categories), required filtering by hand.
- Where appropriate, trend lines are expressed in both raw numbers and as a rate per 1000 residents, so that changes in the size of the general population can be reflected in the trend.

US Census Bureau General Population Data



Charlottesville's population grew 8.8% during the decade of 2010-19, from 43,461 to 47,266.

Since 1980, the population of Charlottesville has grown 18.4%, from 39,916 to 47,266, with nearly half of that growth occurring over the past decade.

Charlottesville's rate of population growth was less than one-fifth the growth rate of Albemarle County, where the population grew from 55,783 to 109,330 between 1980 and 2019.

Virginia State Police Data

Every law enforcement agency in the Commonwealth of Virginia participates in the FBI's Uniform Crime Reporting (UCR) Program.

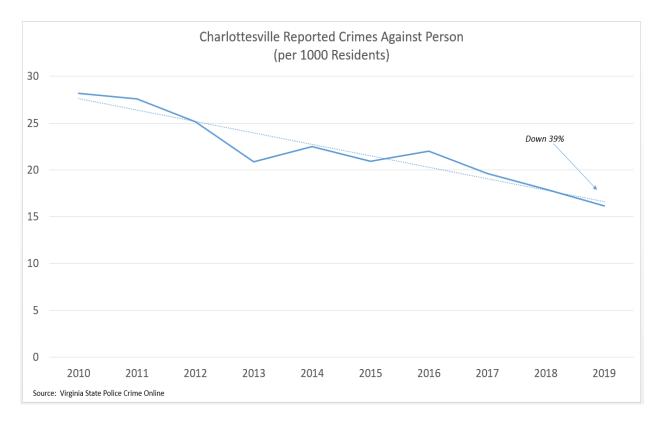
Through the UCR, reported crime and arrest data are documented at the local level using a nationally-standardized, electronic protocol, the Incident-Based Reporting System, with the data transmitted to the Virginia State Police.

On an annual basis, the Virginia State Police produce a report, *Crime in Virginia*, which provides both statewide and jurisdiction-level reporting on Group A Crimes against Person, Property and Society, both in raw numbers and as a rate per 1000 residents.

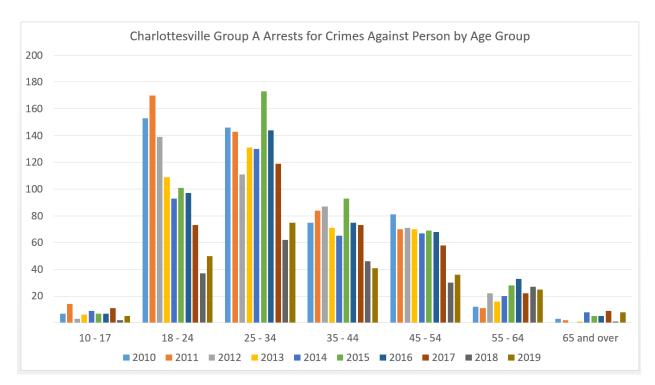
This data resource allows for an "apples to apples" comparison of jurisdictional crime and arrest trends, year over year, and is available online: https://va.beyond2020.com/ Group A Reported Crime Against Person

Murder and Neppedigent Manslaughter	
Murder and Nonnegligent Manslaughter	
Negligent Manslaughter	
Justifiable Homicide	
Kidnapping/Abduction	
Forcible Rape	
Forcible Sodomy	
Sexual Assault With An Object	
Forcible Fondling	
Incest	
Statutory Rape	
Aggravated Assault	
Simple Assault	
Intimidation	
Human Trafficking, Commercial Sex Acts	
Human Trafficking, Involuntary Servitude	

Charlottesville's rate per 1000 residents for Group A reported crimes against person (as reported by the Charlottesville Police Department and Virginia State Police) fell 39% from 2010 to 2019.



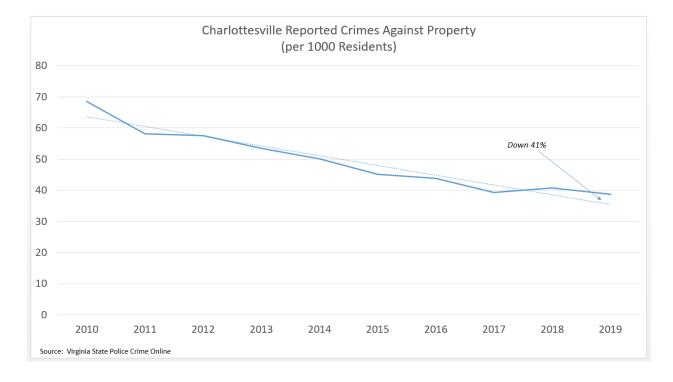
Arrests for Group A crimes against person in Charlottesville varied significantly by age, falling most sharply among the 18-24 year-old age group. The 55 and older age groups experienced the most sizeable increase. The age 25-34 group had the most arrests for these crimes in 2019.



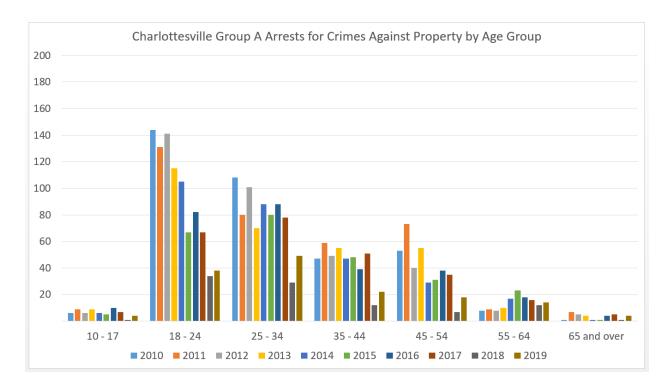
Group A Reported Crime Against Property



Charlottesville's rate per 1000 residents for Group A reported crimes against property fell 41% from 2010 to 2019.



Arrests for Group A crimes against property fell most sharply among the 18-24 year-old age group, although that age group still had the most arrests in 2019. The 55-64 age group was the only age category with an increase in property arrests over the decade.

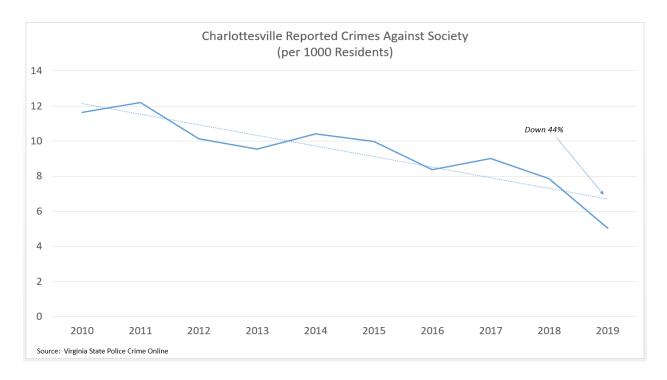


Group A Reported Crime Against Society

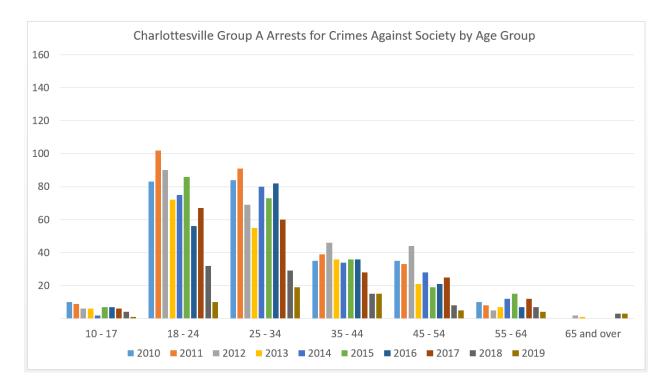
Group A Crimes Against Society Include:

Drug/Narcotic Violations	
Drug Equipment Violations	
Betting/Wagering	
Operating/Promoting/Assisting Gambling	
Gambling Equipment Violations	
Sports Tampering	
Pornography/Obscene Material	
Prostitution	
Assisting or Promoting Prostitution	
Purchasing Prostitution	
Weapon Law Violations	
Animal Cruelty	

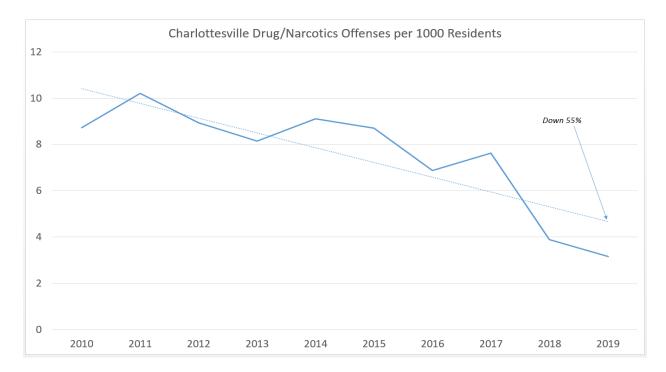
Charlottesville's rate per 1000 residents for Group A reported crimes against society decreased 44% from 2010 to 2019.



Arrests by age group were down most sharply among 18-24 year-olds. The 25-34 age group recorded the most arrests for crimes against society in 2019. Decreases were observed in every age group except for those age 55 and older.



Narcotics offenses, specifically, decreased 55% per 1000 Charlottesville residents between 2010 and 2019.



Virginia Department of Forensic Science Data

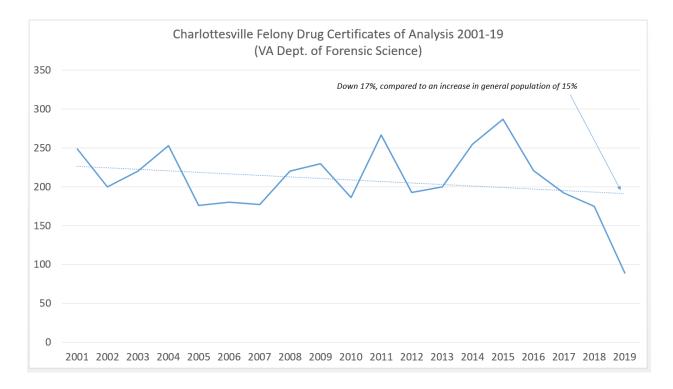
The Virginia Department of Forensic Sciences engages in forensic testing of narcotics seized by law enforcement agencies, and maintains a database documenting the number of drug certifications prepared statewide, by drug type. This database, covering years 2001 through 2019, represents the longest and most accurate view of illicit drug usage trends by drug type available in the Commonwealth.

DFS contributes data to populate the Virginia Social Indicator Dashboard, in collaboration with the Omni Institute, the Department of Behavioral Health and Developmental Services, Department of Social Services, Department of Criminal Justice Services, Office of the Chief Medical Examiner, Department of Juvenile Justice, the Virginia National Guard, the Department of Health, and the US Census Bureau.

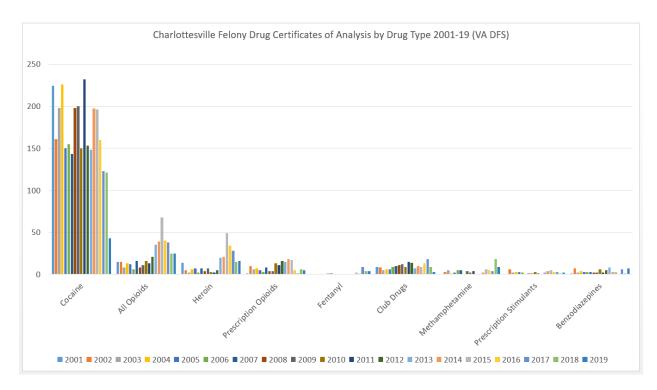
The DFS database is in the public domain, and available for download: https://vasisdashboard.omni.org/rdPage.aspx?rdReport=Home

The author of this report was able to acquire 2017-19 data directly from the Virginia Department of Criminal Justice Services.

The number of certificates of analysis prepared by DFS for Charlottesville drug cases declined 17% from 2001 to 2019, during a period in which the general population grew 15%.



Cocaine was, by far, the most frequently certified felony narcotic in Charlottesville from 2001 through 2019, although the trend in cocaine certifications has fallen significantly since 2015. A surge in opioids was also observed (both heroin and prescription opioids) beginning around 2012, peaking in 2015, and falling back in subsequent years.



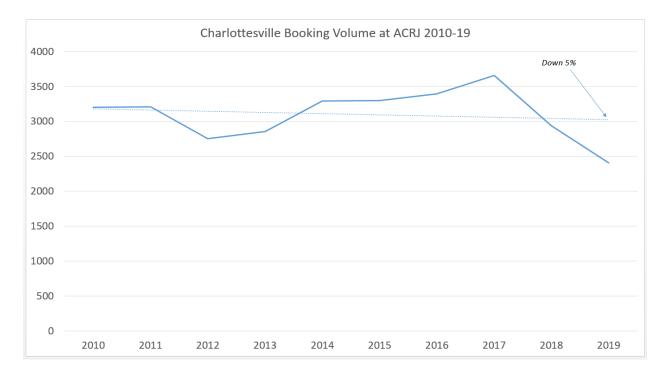
Albemarle-Charlottesville Regional Jail Data

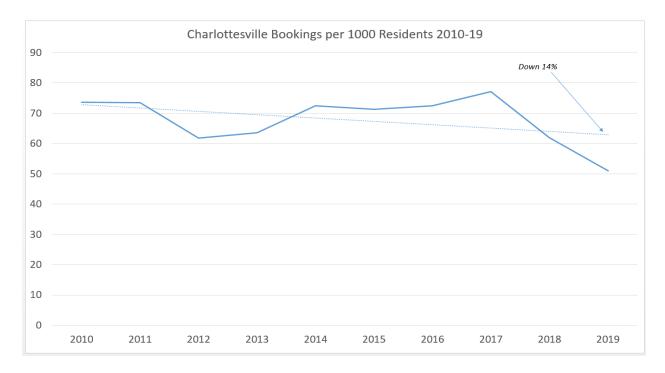
First, some definitions:

- A "booking" is a record of a <u>charge</u> for which an inmate is incarcerated.
- An "intake" refers to a <u>person</u> being taken into the jail, regardless of the number of charges on which they are taken in.
- During an "intake", an inmate can be taken into the jail on a single or multiple "bookings" (for instance, an intake for Burglary and Grand Larceny produces two separate bookings).
- Bookings are the best way to count the number of different charge types on which inmates enter the jail. They reflect "what" better than "who" or "how long".
- Intakes are a more accurate indicator of "who" and "how long".
- Booking volume is more volatile year-over-year in smaller jurisdictions, and among crime types with a lower rate of occurrence. It is always more useful to look at long-term trends rather than year-over-year comparisons.
- Booking volume can also be impacted by specific law enforcement initiatives, such as narcotics and sex offense operations.

Bookings

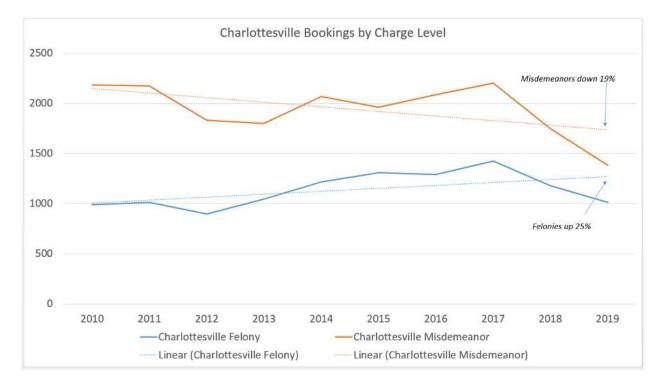
Booking volume at the Albemarle-Charlottesville Regional Jail associated with Charlottesville charges fell 5% between 2010 and 2019.

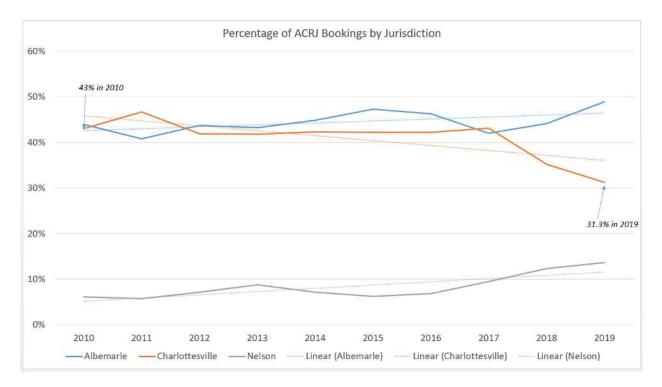




As a rate per 1000 Charlottesville residents, booking volume fell 14% during the decade, once increases in the general population were factored in.

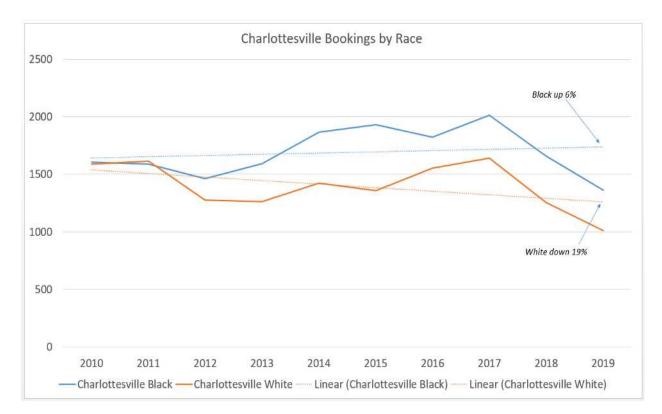
Felony booking volume rose 25% from 2010 to 2019, while misdemeanor booking volume fell 19%. Nevertheless, misdemeanor charges outnumbered felony charges in 2019 (1383 to 1012).



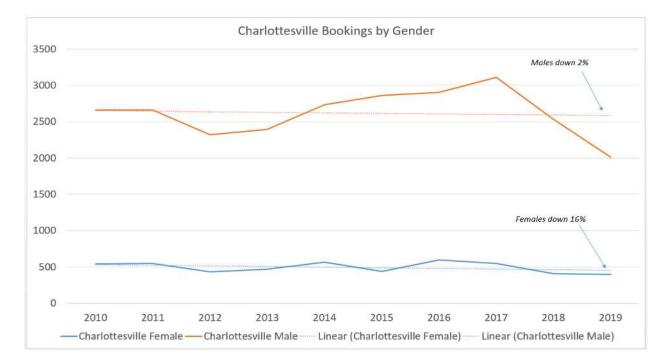


In 2010, Charlottesville bookings represented 43% of booking volume at ACRJ. By 2019, Charlottesville's share of booking volume at the jail had fallen to 31.3%.

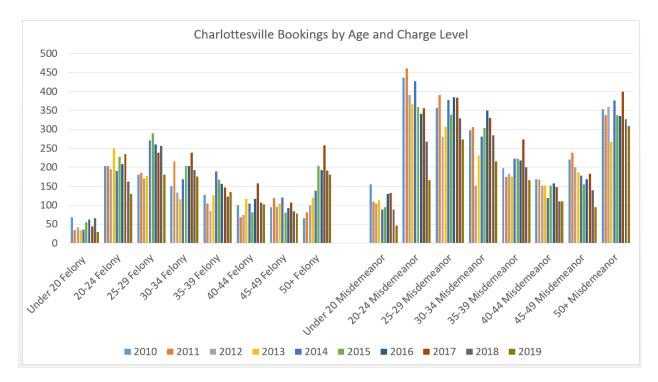
Bookings of Black inmates were up 6%, while bookings of white inmates were down 19%.



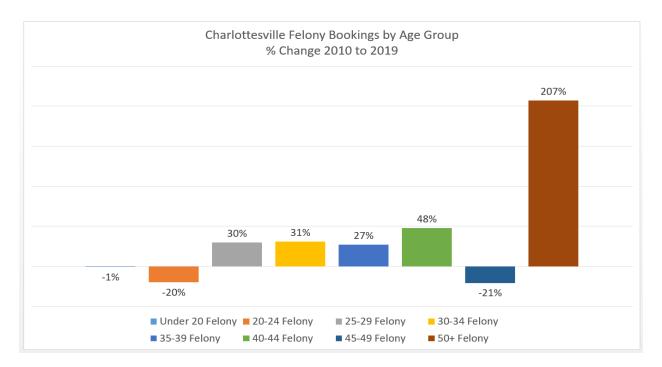
Charlottesville bookings of female inmates fell more significantly (down 16%) that did bookings of male inmates (down 2%). In 2019, bookings associated with male inmates were roughly five times that of females.



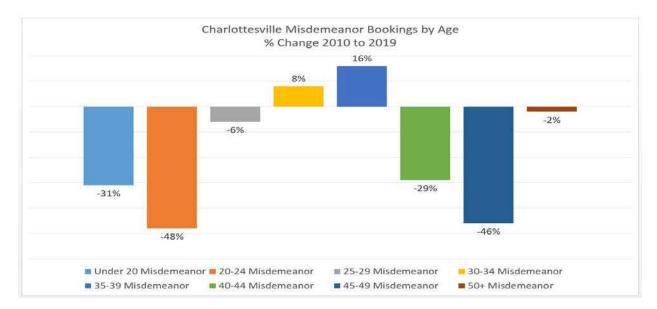
Booking volume was down most sharply among the youngest age groups, and up most sharply among the oldest (particularly at the felony level).



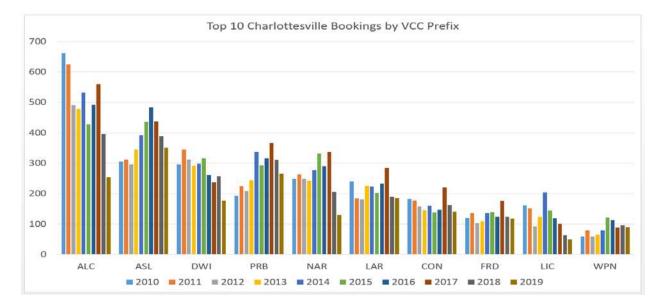
At the felony level, booking volume rose in all age groups except for the youngest and age 45-49. The outlier in the felony booking data was the oldest age group (50+), up 207%. The age 50+ cohort had 180 felony charges booked in 2019, just short of the 181 recorded for 25-29 year-olds.



Misdemeanor booking volume dropped sharply for the youngest age groups and ages 40-49, while rising among the 30-34 and 35-39 age groups. Interestingly, the increase in felony bookings among the 50+ age group was not accompanied by a similar rise in misdemeanors.



The Virginia Criminal Sentencing Commission categorizes violations of the law using Virginia Crime Code (VCC) designations: <u>http://www.vcsc.virginia.gov/codes_qbe.html</u>. VCC codes begin with a three-letter prefix, which designates the type of crime to which the code refers, allowing for a ranking of bookings by VCC prefix (both felonies and misdemeanors). The ten most frequent booking categories by VCC prefix for Charlottesville from 2010 to 2019 are presented below. From most frequent to least frequent, they were: Alcohol (excluding DWI), Assault, DWI, Probation Violations, Narcotics, Larceny, Contempt of Court/Failure to Appear, Fraud, Drivers' License and Weapons offenses. Collectively, these ten offense categories represented 77% of all Charlottesville bookings from 2010 to 2019.

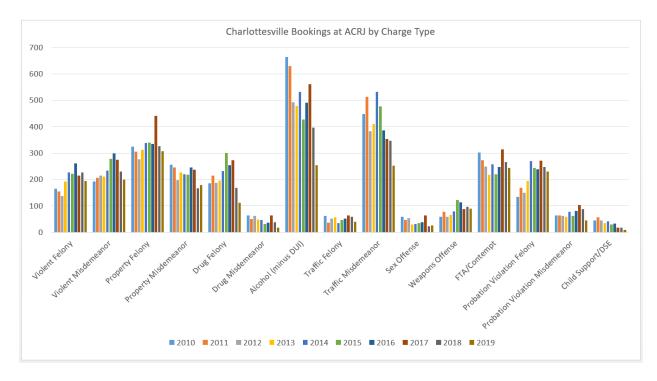


VCC categories that increased most significantly from 2010 to 2019 included probation violations (up 55%) and weapons offenses (up 62%).

Alcohol violations (such as Public Intoxication and Underage Possession of Alcohol) were down by 40%, while DWI's dropped by 34%. Drivers' License offenses (such as Suspended Operators' License) fell by 54%.

VCC codes can also be used to tally charge types by felony and misdemeanor designation. Below is a presentation of that tally, representing over 93% of all Charlottesville bookings.

Alcohol and misdemeanor traffic offenses (including DWI, LIC, and REC) were the most frequent Charlottesville charge types at booking during the decade, although both experienced significant decreases (down 40% and 35%, respectively).



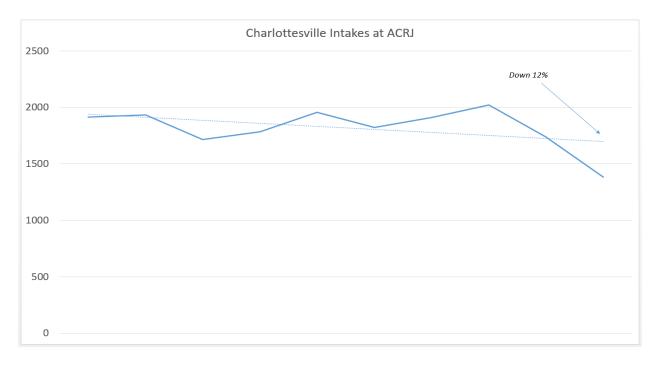
Most significant booking increases were observed among violent felonies (up 47%), weapons offenses (up 60%) and felony probation violations (up 77%) over the decade. These three charge types contributed significantly to the overall increase in felony bookings (up 25%) from 2010 to 2019.

In addition to reductions in bookings for alcohol and misdemeanor traffic offenses, sizeable reductions were also observed in property misdemeanors, drug misdemeanors, sex offenses, and non-payment of child support.

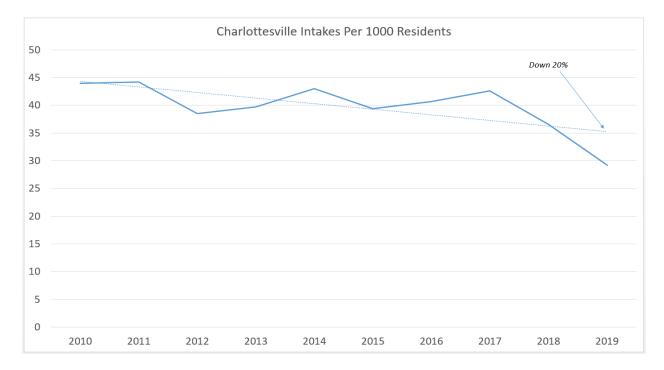
Charlottesville Bookings by Charge Type	% Change 2010-19
Violent Felony	47%
Violent Misdemeanor	21%
Property Felony	16%
Property Misdemeanor	-22%
Drug Felony	-9%
Drug Misdemeanor	-48%
Alcohol (minus DUI)	-42%
Traffic Felony	1%
Traffic Misdemeanor	-36%
Sex Offense	-41%
Weapons Offense	60%
FTA/Contempt	-4%
Probation Violation Felony	77%
Probation Violation Misdemeanor	24%
Child Support/DSE	-77%

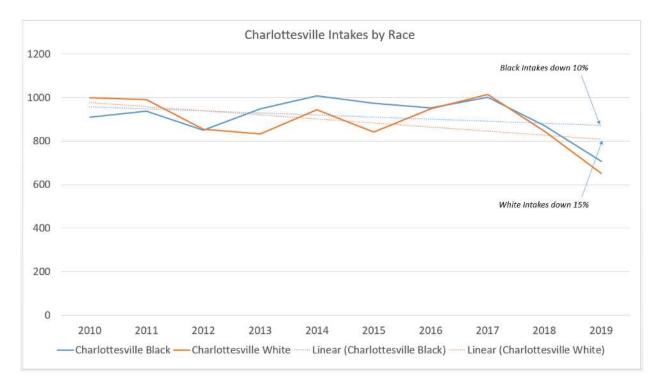
<u>Intakes</u>

As noted previously, an "intake" represents the entry of an individual into ACRJ, regardless of the number of "bookings" (charges) on which they are brought in. Intakes measure the number of <u>people</u> entering the jail (down 12% in Charlottesville from 2010 to 2019).



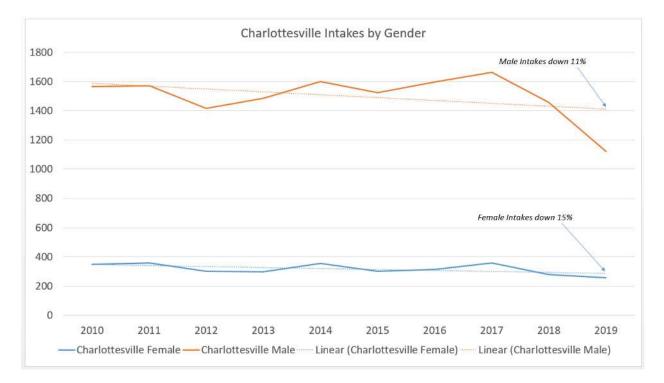
As a rate per 1000 residents, jail intakes associated with Charlottesville charges fell 20% from 2010 to 2019. In 2019, there were 2.9 jail intakes for every 100 Charlottesville residents.



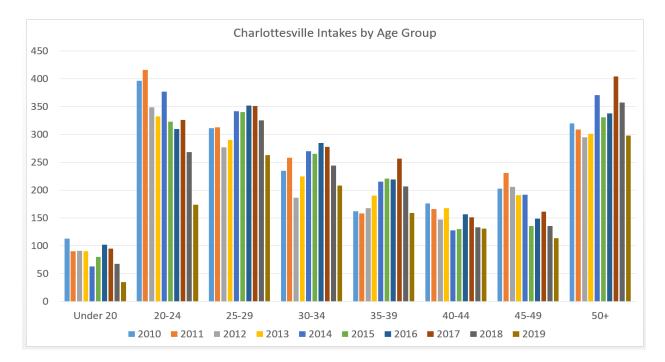


Intakes of Black inmates fell 10%, while intakes of White inmates fell 15%.

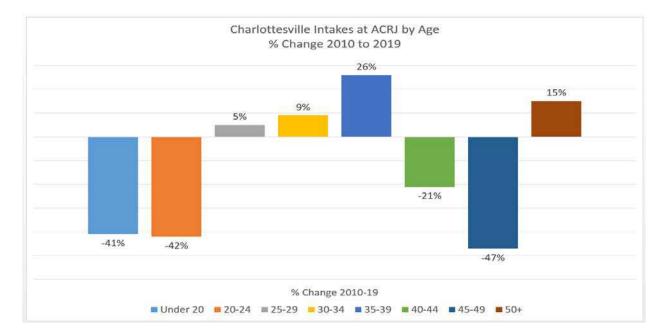
Charlottesville intakes of female inmates fell 15%, while intakes of male inmates fell 11%.



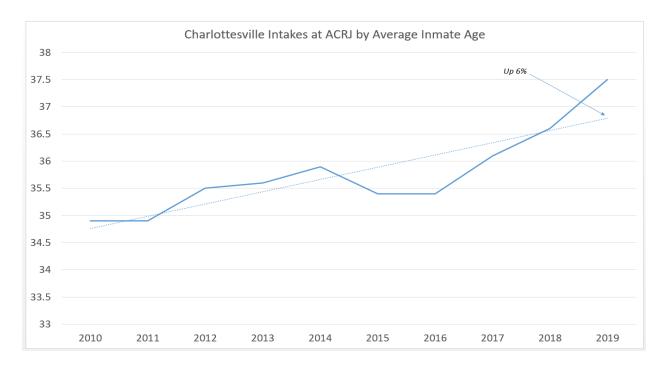
The most significant decreases in Charlottesville intakes at ACRJ were among the 18-24 year-old and 45-49 age groups. The 50+ age group had the highest number of intakes of any age group during 2017, 2018 and 2019.



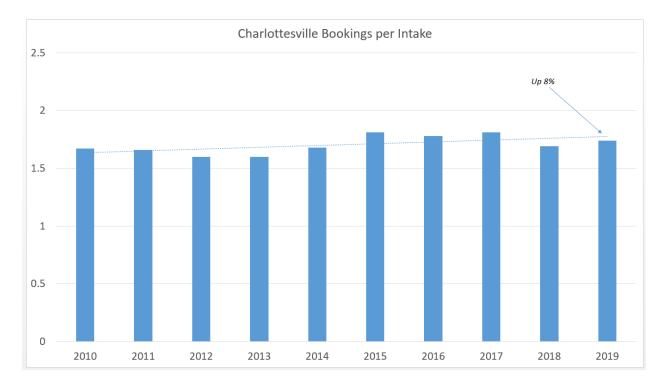
The chart below shows the percentage change in intakes by age group from 2010 to 2019. The data here, combined with the booking data above, shows that the increase in the size of the age 50+ cohort at intake is considerably smaller than the increase in the number of felony charges they were brought in on. Intakes dropped sharply among younger people and those age 40-49.



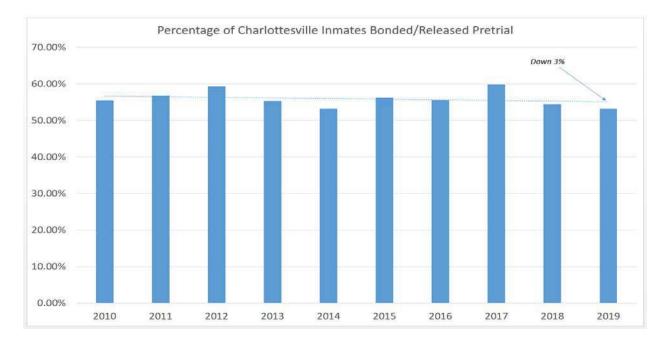
The average age of Charlottesville inmates taken into ACRJ rose from 34.9 in 2010 to 37.5 in 2019. This increase has significant cost implications for the jail and for Charlottesville, particularly with regard to increased medical costs associated with housing an aging inmate population.



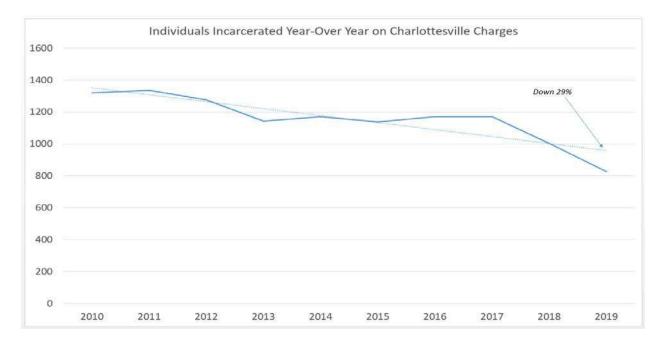
The ratio of bookings to intakes in Charlottesville rose 8% over the decade. In 2019, there were an average of 1.74 bookings associated with each intake.



In 2019, 53% of Charlottesville inmates were released on their own recognizance, bond, or under pretrial supervision following their intake. The rate at which inmates were released pending trial dropped slightly from 2010 to 2019 (not unexpected, given the increase in felony bookings).

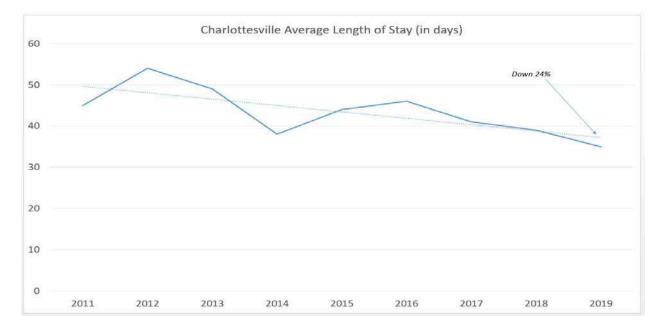


The number of distinct individuals known to the jail year-over-year (regardless of the number of intakes) dropped 29% over the decade. This observation, combined with the 20% drop in intakes per 1000, suggests that fewer people are being incarcerated year-over-year on Charlottesville charges, although slightly more people are being incarcerated as the result of multiple intake events during a given year (frequent utilizers).

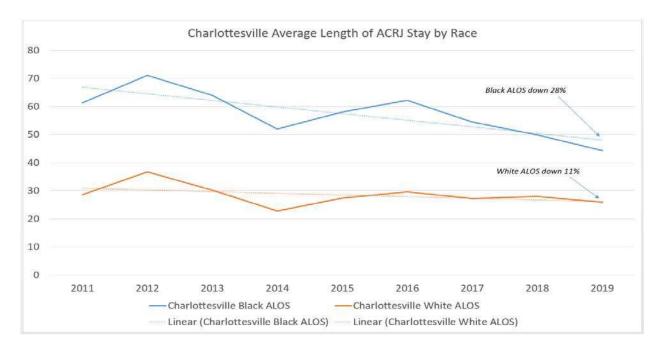


Average Length of Stay

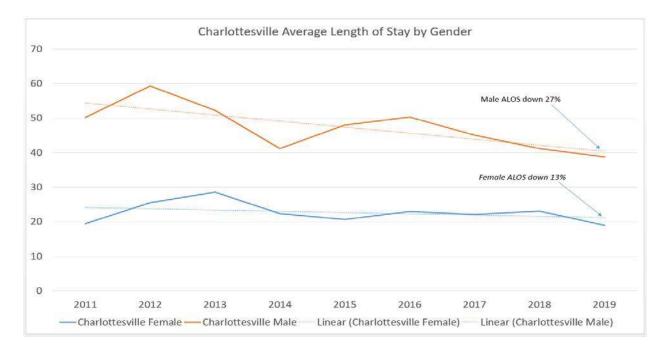
Charlottesville's average length of an inmate's jail stay fell 24% over the decade. In 2010 the average length of stay was 45 days, dropping to 35 days in 2019.



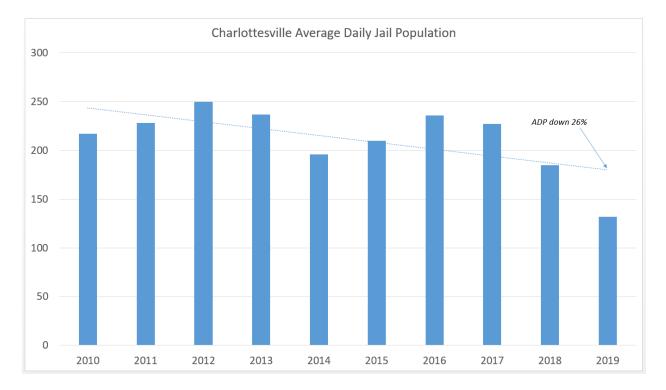
Average length of stay dropped 28% for Black inmates and 11% for White inmates. Throughout the study period, Black Charlottesville inmates had lengths of stay that were significantly longer than those of Charlottesville White inmates, although the gap narrowed somewhat. During 2019, Black inmates served an average of 44.2 days, while White inmates served an average of 25.9 days.



Charlottesville's male inmates' average length of stay dropped 27%, more than twice the drop among female inmates' ALOS (13%).

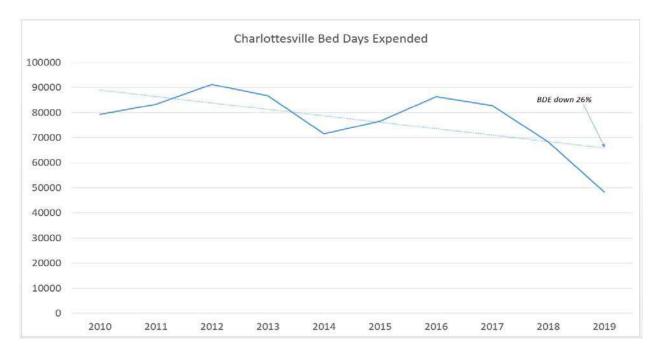


The average daily population of Charlottesville inmates at ACRJ dropped 24% over the past decade, due to a combination of fewer intakes and shorter lengths of stay.

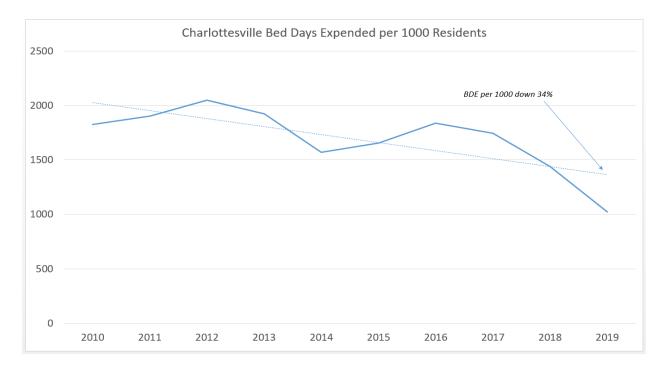


Bed Day Expenditures

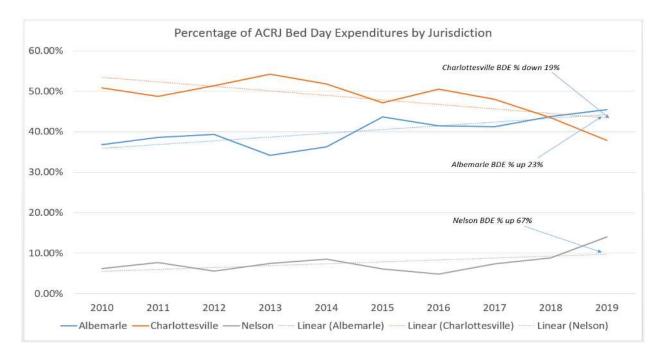
The number of jail bed days expended is directly associated with costs incurred by a jurisdiction at the Albemarle-Charlottesville Regional Jail.



Over the past decade, the number of bed days expended by Charlottesville inmates fell by 26%.

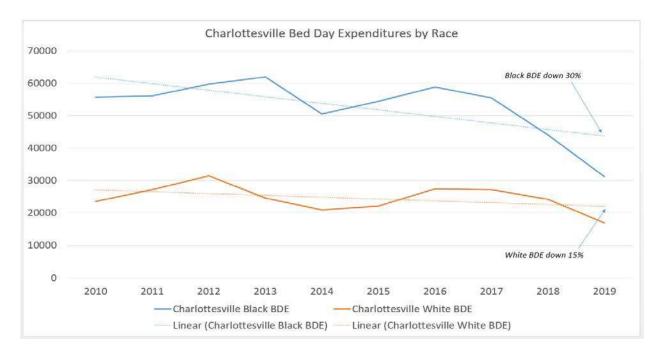


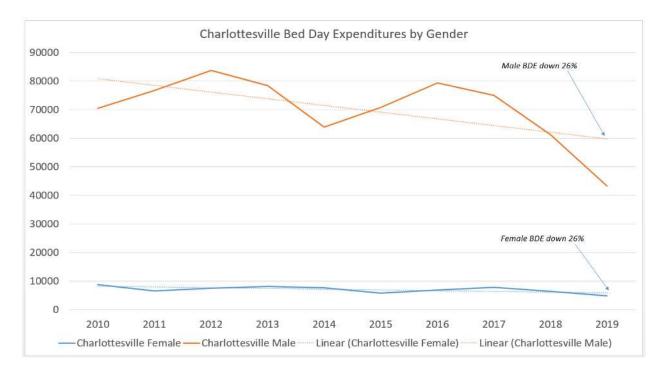
Adjusted for population growth, bed day expenditures dropped 34% per 1000 residents.



Charlottesville's share of ACRJ bed day expenditures dropped 19% from 2010 to 2019. In 2019, Charlottesville was responsible for 37.87% of ACRJ's bed days, compared to 50.79% in 2010.

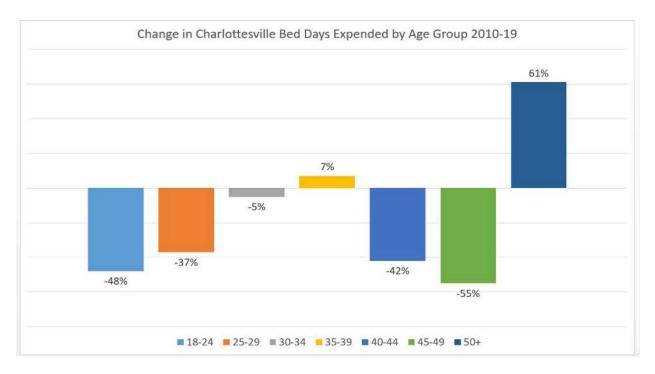
Bed day expenditures among Black inmates dropped at twice the rate of White inmates over the decade, although Black inmate bed day expenditures remained above those of White inmates throughout the study period and remained significantly disproportionate to the general population. In 2019, Black inmates consumed 64.7% of Charlottesville's bed days, compared to 35% by White inmates, during a year in which the composition of the Charlottesville population by race was 18.4% Black and 70.7% White (US Census Bureau).



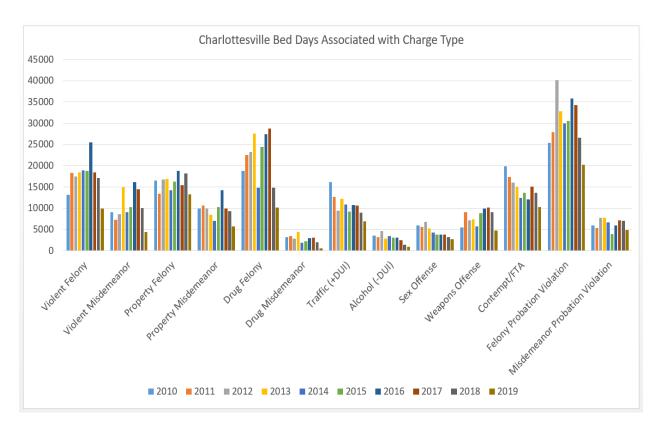


Bed days expended by males and females fell by comparable amounts (26%).

Sizeable reductions in bed day expenditures by the 18-24, 25-29, 40-44, and 45-49 age groups were offset somewhat by a 61% increase in bed days expended by the 50+ age group. The age 50+ inmate cohort expended more bed days than any other age group at the jail in 2019.



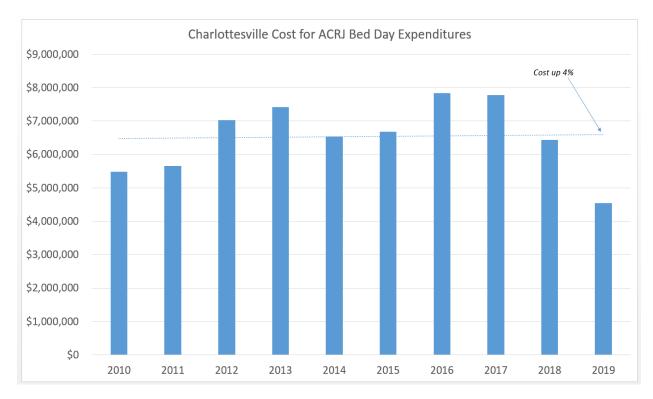
Felony probation violations were associated with more Charlottesville bed day expenditures at ACRJ than any other charge type in each year of the last decade, although their numbers dropped significantly from 2016 to 2019. Other significant contributors to Charlottesville bed day expenditures from 2010 to 2019 were violent felonies, property felonies, drug felonies and Contempt of Court/Failure to Appear.

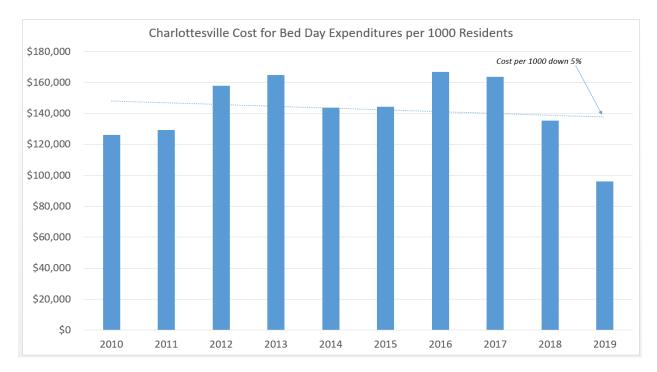


<u>Cost</u>

The total expenditure per inmate day at ACRJ was \$93.96 in the latest Jail Cost Report published by the Virginia Compensation Board for FY18. (<u>https://www.scb.virginia.gov/docs/fy18jailcostreport.pdf</u>)

By comparison, the total expenditure per inmate day at ACRJ for FY09 was \$72.09. <u>https://www.scb.virginia.gov/docs/fy09jailcostreport.pdf</u>) From 2009 to 2018, the total expenditure per inmate day at the jail rose 30%, during a time in which the general rate of inflation rose 15%. However, the rate of increase in the total cost for Charlottesville inmate days over the past decade rose only 4%, due to a 26% decrease in bed day expenditures.





As a rate per 1000 residents, Charlottesville's bed day costs shrunk by 5% from 2010 to 2019.

Per capita, total Charlottesville bed day expenditures totaled \$96.06 for every city resident in 2019, down from \$126.20 in 2010. Charlottesville was the only jurisdiction in Central Virginia to experience a drop in per capita bed day costs over the decade.

The city is not directly responsible for that entire expenditure, as some security positions at ACRJ are funded through the Virginia Compensation Board.

Summary

From the data above, the following picture emerges:

- Reported crime per capita dropped significantly in Charlottesville over the past decade in all three major categories (crimes against person down 39%, crimes against property down 41% and crimes against society down 44%). Specifically, narcotics offenses dropped 55%.
- Arrests of young people (18-24) in Charlottesville fell steeply, and arrests of people age 25-54 fell to a lesser extent. The only group experiencing rising arrest rates in the city was the age 55 and older cohort.
- The number of Charlottesville felony drug cases that produced a Department of Forensic Science Certificate of Analysis fell 17% from 2001 through 2019. Cocaine dominated drug certifications by type throughout the period, although an increase in opioids was observed in recent years, beginning around 2012 and peaking in 2015.
- Booking volume at ACRJ on Charlottesville offenses dropped slightly (5%) from 2010 to 2019.
- In 2019, the City of Charlottesville accounted for 31.3% of booking volume at the jail, compared to Albemarle County at 48.9% and Nelson County at 13.7%.
- Booking volume on Charlottesville charges increased 25% for felony offenses, offset by a drop in misdemeanor bookings of 19%.
- Charlottesville booking volume increased 6% for Black inmates while falling 19% for White inmates from 2010 to 2019.
- During 2019, bookings associated with Black inmates represented 56.6% of all Charlottesville bookings, while those associated with White inmates represented 42%. These percentages were significantly disproportionate to the general population (18.4% Black and 70.7 White).
- Bookings of female inmates dropped more than did bookings of male inmates (down 16% and 2% respectively).
- The fastest-growing age group among Charlottesville inmates from 2010 to 2019 was the oldest (age 50+), accounting for an increase in bookings at the felony level of 207%.
- The number of Charlottesville misdemeanor bookings involving young people (under age 25) dropped substantially.

- Alcohol, Assault, DWI, Probation Violations and Narcotics Offenses were the top five crime categories at booking at ACRJ for Charlottesville inmates from 2010 to 2019.
- The greatest increase in bookings by charge type were among violent felonies, weapons offenses and felony probation violations.
- Intake volume was down slightly more than booking volume, as the number of charges per intake rose 8%.
- 10% fewer Black inmates and 15% fewer White inmates were taken into ACRJ from 2010 to 2019.
- 11% fewer Males and 15% fewer females were taken in during the decade.
- 29% fewer individuals were incarcerated at any point in 2019 than in 2010 on Charlottesville charges, but a higher percentage were arrested more frequently and booked in on more charges.
- The Charlottesville inmate population has been aging, with the average age rising from 34.9 in 2010 to 37.5 in 2019.
- The average length of a Charlottesville-responsible inmate's jail stay fell by 24% over the last decade. Combined with a modest decrease in intakes, the reduction in average length of stay resulted in a 26% drop in the number of Charlottesville inmates in the average daily population at ACRJ from 2010 to 2019.
- The average length of stay for Black inmates fell at more than twice the rate of White inmates. However, the average length of stay for Black inmates remained higher than that of White inmates in each year studied.
- Average length of stay dropped at twice the rate for men as for women.
- Bed days expended by Charlottesville inmates at ACRJ dropped 26% between 2010 and 2019.
- Charlottesville's share of ACRJ bed day expenditures dropped 19%, offset by increases in Albemarle and Nelson Counties.
- Bed day expenditures dropped at twice the rate for Black inmates (down 30%) as for White inmates (down 15%), but remained significantly disproportionate to the general population.
- Drops in bed day expenditures were the same among male and female inmates (down 26%).
- The only age group to experience an increase in bed day expenditures was the age 50+ cohort. Inmates age 50+ consumed more bed days (10,885) than any other Charlottesville age group in 2019.
- Felony probation violations were associated with the greatest number of bed days expended by Charlottesville inmates throughout the decade.
- Costs associated with Charlottesville bed day expenditures held fairly steady over the decade, as increases in the cost of a bed day were largely offset by reductions in the number expended and increases in the size of the general population.

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Future Work

Looking forward, the plan is to update these trend lines on a yearly basis to keep decisionmakers apprised of how the criminal justice system is operating, and what impacts systems changes may be having on crime, arrests, and jail utilization. Of particular interest in the next several reporting years will be the opportunity to assess the impact of the Coronavirus pandemic on the criminal justice system, and public safety generally.

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