

VIRGINIA CRIMINAL SENTENCING COMMISSION



Sentencing Commission Session-Related Activities

Sentencing Commission staff:



Prepare fiscal impact statements, as required by § 30-19.1:4;



Monitor legislation that may have an impact on penalties, sentencing, time served, and sex offender registration, as well as legislation proposing criminal justice studies;



Observe the judicial interview process;



Respond to legislators' requests for supplemental information; and



Provide technical assistance to other agencies.



Law became effective July 1, 2000

Fiscal Impact Statements § 30-19.1:4

- The Sentencing Commission must prepare a fiscal impact statement for any bill that would result in a net increase in the population of offenders housed in state adult correctional facilities (prisons).
- Requirement includes, but is not limited to, proposals that:
 - Add new crimes for which imprisonment is authorized;
 - Increase the periods of imprisonment authorized for existing crimes;
 - Raise the classification of a crime from a misdemeanor to a felony;
 - Impose mandatory terms of imprisonment; or
 - Modify laws affecting the time served by prisoners.





Fiscal Impact Statements § 30-19.1:4

The Sentencing Commission must estimate the increase in annual operating costs for prison facilities that would result if the proposal is enacted.

- Identify the highest single-year population increase during the six years following enactment
- Multiply the population figure by the cost of holding a prison inmate for a year (operating costs, excluding capital costs).

For FY2024, this was \$54,915.

This amount must be printed on the face of the bill and a one-year appropriation in that amount must be made.



Fiscal Impact Statements § 30-19.1:4

The impact statement must also:

Additions effective
July 1, 2002

- Include an analysis of the impact on local and regional jails as well as state and local community corrections programs; and
- Detail any necessary adjustments to the sentencing guidelines.
- A six-year projection is required.





Calculation of Fiscal Impact

- Sentencing Commission staff analyze available data to estimate the number of offenders likely to be affected by the legislation and the impact on sentences and/or time served for those offenders.
- Data are used in a computer simulation model to estimate the net increase in the prison population likely to result from the proposal during the six years following enactment.





Fiscal Impact Statements Additional Provisions

If the Sentencing Commission does not have sufficient information to project the impact, § 30-19.1:4 specifies that the words "Cannot be determined" must be printed on the face of the bill.

However, language in the Appropriation Act specifies:

If the Sentencing Commission does not have sufficient information to estimate the impact, the Commission must assign a minimum fiscal impact of \$50,000 to the bill.

This amount must be printed on the face of the bill.

The provisions of § 30-19.1:4, paragraph H, apply (requiring appropriation be made).



Pursuant to § 30-19.1:4, the estimated amount of the necessary appropriation cannot be determined for periods of imprisonment in state adult correctional facilities; therefore, Chapter 2 of the Acts of Assembly of 2024, Special Session I, requires the Virginia Criminal Sentencing Commission to assign a minimum fiscal impact of \$50,000.

Insufficient Information

If data do not contain sufficient detail to estimate the impact of the proposal, background statistics are provided to the extent possible.

Analysis:

Existing data sources do not contain sufficient detail to identify the number of individuals who would be affected by the proposal. However, individuals convicted of the proposed felony may be sentenced similarly to offenders convicted under existing provisions.

According to the Circuit Court Case Management System (CMS) for fiscal year (FY) 2019 through FY2024, 2,452 offenders were convicted of a Class 6 felony under § 18.2-51 (unlawful wounding) during the six-year period. This was the primary, or most serious, offense in 2,044 (83.3%) of the cases. Of these defendants, 510 (25.0%) did not receive any active term of incarceration, 656 (32.1%) received a local-responsible (jail) sentence with a median sentence of 6.0 months, and 878 (43.0%) received a state-responsible (prison) sentence with a median sentence of 2.0 years.



Fiscal Impact Statements § 30-19.1:4

The Department of Juvenile Justice (DJJ) prepares a fiscal impact estimate for any bill that would result in a net increase in the confined juvenile populations.

DJJ provides this information to the Sentencing Commission and a combined statement is submitted to the General Assembly.



Fiscal Impact Statement for Proposed Legislation

Virginia Criminal Sentencing Commission

House Bill 2168

(Patron - Gilbert)

Date: <u>10/24/2024</u>

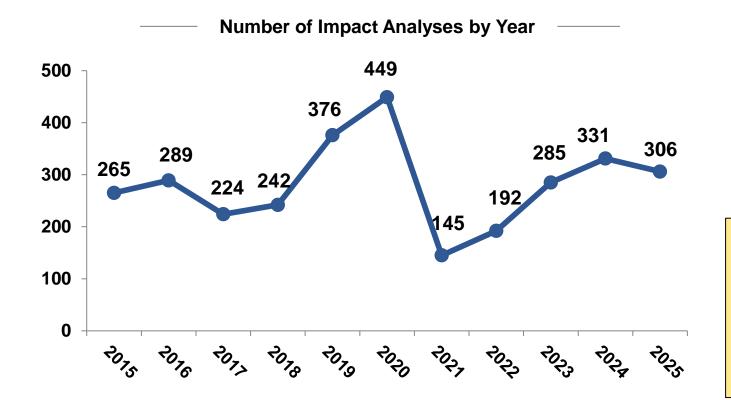
Topic: Felony homicide

Fiscal Impact Summary:

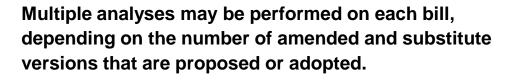
- State Adult Correctional Facilities: At least \$370,619 (7 beds)*
- Local Adult Correctional Facilities: None (\$0)
- Adult Community Corrections Programs:
 Cannot be determined
- Juvenile Direct Care:
 Cannot be determined**
- Juvenile Detention Facilities: Cannot be determined**
- ** Provided by the Department of Juvenile Justice
- * Pursuant to § 30-19.1:4, fiscal impact statements prepared by the Virginia Criminal Sentencing Commission only include the estimated increase in operating costs associated with additional state-responsible prison beds and do not reflect any other costs or savings that may be associated with the proposed legislation.



Impact Analyses Completed for 2015 - 2025 Sessions of the General Assembly



For the 2025 General Assembly, Commission staff also completed 16 ad hoc analyses requested by legislators, Finance/Appropriations Committee staff, the Department of Planning & Budget, or other state agencies.





2025 General Assembly Types of Legislative Changes

Type of Legislative Change	Percent
Expansion or Clarification of Crime	92%
New Crime	40%
Misdemeanor to Felony	9%
Increase Felony Penalty	7%
Mandatory Minimum	4%
Other	33%

306 Impact Analyses Completed



Percentages do not add to 100%, since proposed legislation can involve multiple types of changes. Multiple analyses may be performed on each bill, depending on the number of amended and substitute versions that are proposed or adopted.

Most Common Types of Offenses in Proposed Legislation

- Firearms/Weapons (66 analyses)
- Sex Offenders and Offenses (29 analyses)
- Murder/Homicide, including death resulting from distribution of Schedule I/II drugs (17 analyses)
- Drugs Marijuana or Schedule I/II drugs (16 analyses)
- Threats (16 analyses)
- Election/Campaign funds (15 analyses)
- Larceny/Fraud/Vandalism (15 analyses)
- Violent Offenses (15 analyses earned sentence credits)
- Gaming (14 analyses)
- Professions Donor human milk bank (12 analyses)
- Trespassing/Drone (12 analyses)
- Assault Against family/household member, health care provider, marine officer, etc. (12 analyses)



Joint Legislative Audit and Review Commission (JLARC) Review of Fiscal Impact Statements

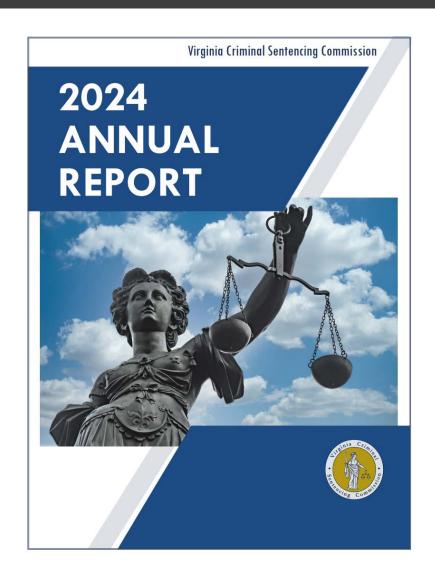
JLARC JOINT LEGISLATIVE AUDIT & REVIEW COMMISSION

- Legislators can request that JLARC review the Commission's fiscal impact statements.
 - The number of requests has ranged from0 to 2 per year.
- During the 2025 Session, JLARC was not asked to review any of the Commission's fiscal impact statements.
- JLARC was asked to prepare a Racial-Ethnic Impact Statement (REIS) on SB947 (police stops).
 - The Commission provided input regarding data.





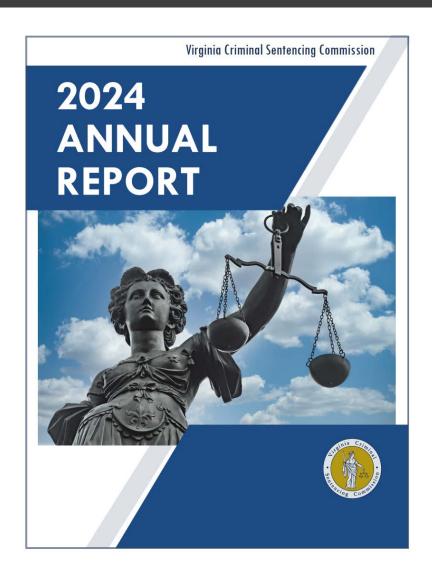
Legislation Relating to the Sentencing Commission or Sentencing Guidelines



Recommendations in the 2024 Annual Report

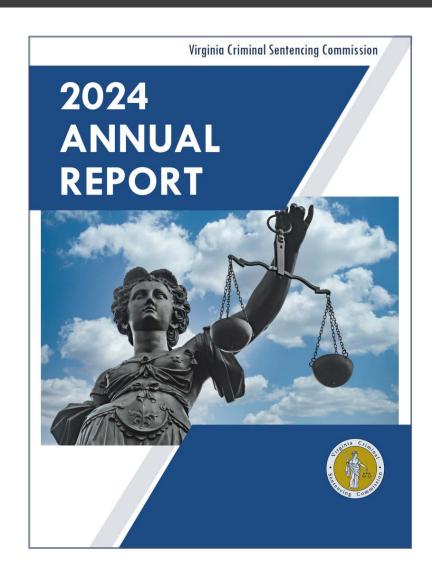
Pursuant to § 17.1-806, unless otherwise acted upon by the General Assembly, any recommendations contained in the Commission's *Annual Report* automatically take effect the following July 1.

No legislation was introduced during the 2025 General Assembly session to counteract the recommendations contained in the Commission's 2024 Annual Report.



Recommendations in the 2024 Annual Report

- Rec 1: Add Resist Arrest/Obstruct Justice by Threats or Force (§ 18.2-460(C))
- Rec 2: Add Prisoner Possess, etc., an Unlawful Chemical (§ 53.1-203(5))
- Rec 3: Add Unlawfully Shoot or Throw Missile at Train, Car, etc., and modify scores for Maliciously Shoot or Throw Missile at Train, Car, etc. (§ 18.2-154)
- Rec 4: Establish new Guidelines for Robbery (§ 18.2-58) and amend Guidelines for Carjacking (§ 18.2-58.1)



Recommendations in the 2024 Annual Report

- Rec 5: Modify § 19.2-390.01 of the *Code of Virginia* to statutorily designate the Commission as the agency responsible for the VCCs
- Rec 6: Affirm the Commission's current methodology for scoring prior criminal conduct on the Guidelines based on the crime's current penalty structure



Use of Virginia Crime Codes; Virginia Criminal Sentencing Commission.

Introduced by: Rae Cousins

SUMMARY AS PASSED:

Provides that the Virginia Criminal Sentencing Commission shall develop, maintain, and modify the Virginia Crime Codes as may be deemed necessary.

HISTORY

01/24/2025 House: Reported from Courts of Justice (22-Y 0-N)

01/30/2025 House: Passed House (96-Y 0-N)

02/10/2025 Senate: Reported from Courts of Justice (13-Y 0-N 1-A)

02/12/2025 Senate: Passed Senate (38-Y 0-N)

03/03/2025 Enrolled Bill communicated to Governor

03/03/2025 Governor's Action Deadline 11:59 p.m., March 24, 2025



Discretionary sentencing guideline midpoints; violent felony offenses.

Introduced by: Mike A. Cherry

SUMMARY AS INTRODUCED:

Adds to and removes certain felony offenses from the list of violent felony offenses for discretionary sentencing guideline midpoints.

VCSC FISCAL IMPACT: \$50,000 (Cannot be determined)

HISTORY

01/31/2025 House: Courts Subcommittee recommends laying on the table (8-Y 0-N)

02/04/2025 House: Left in Courts of Justice

Discretionary sentencing guideline midpoints; violent felony offenses.

The bill would have added the following:

- § 18.2-47 Abduction of a minor (Class 2 felony);
- § 18.2-51.7 Genital mutilation (Class 2 felony);
- § 18.2-55.1 Bodily injury caused by hazing (Class 1 misdemeanor);
- § 18.2-64.2 Carnal knowledge by law enforcement officer, DOC staff, bondsman, etc. (Class 6 felony);
- § 18.2-144.1 Killing or severely injuring law enforcement animal (Class 5 felony);
- § 18.2-308.5 Manufacture, transfer, or possess plastic firearm (Class 5 felony); and
- § 18.2-308.5:1 Manufacture, transfer, or possess trigger activator (Class 6 felony).

The bill would have removed the following:

- § 18.2-60.3 Felony stalking, 2nd within 5 years (Class 6 felony);
- § 18.2-89 Burglary at night while armed (Class 2 felony);
- § 18.2-92 Burglary with intent to commit misd. (Class 6 felony);
- § 18.2-152.7 Unlawful computer trespass (Class 6 felony);
- § 18.2-287.2 Wearing body armor during crime (Class 4 felony);
- § 18.2-355 Procurement for prostitution that does not involve the use of force, threat, or coercion (Class 3 and 4 felonies);
- § 18.2-366 Incest between adults that does not involve force, threat, or coercion (Class 5 felony);
- § 18.2-474.1 Delivery of drugs (Class 5 felony) or weapons (Class 3 felony) to prisoners;
- § 37.2-917 Escape of sexually violent predator from civil commitment facility (Class 6 felony); and
- § 53.1-203 Certain felonies by prisoners: escape, possession of unlawful chemicals/Schedule III drug or marijuana, damage to fire protection equipment (Class 5 and 6 felonies).



Collection and reporting of data related to adults charged with a criminal offense; Virginia Longitudinal Data System.

Introduced by: R. Creigh Deeds

SUMMARY AS PASSED:

The Virginia Criminal Sentencing Commission <u>may</u> contribute the statewide and locality-level data it collects on adults charged with criminal offenses punishable by incarceration (the Pretrial Data Project) to the Virginia Longitudinal Data System administered by the State Council of Higher Education for Virginia.

HISTORY

01/29/2025 Senate: Reported from Courts of Justice (10-Y 4-N 1-A)

02/04/2025 Senate: Passed Senate (21-Y 19-N)

02/10/2025 House: Courts Subcommittee recommends reporting (7-Y 1-N)

02/14/2025 House: Reported from Courts of Justice (17-Y 4-N)

02/19/2025 House: Passed House (67-Y 30-N)

03/11/2025 Governor: Governor's Action Deadline 11:59 p.m., March 24, 2025

Virginia Longitudinal Data System (VLDS)



http://vlds.virginia.gov/about-vlds

VLDS is a consortium of state agencies who have agreed to share data among each other for research purposes.

- Individual records are matched across participating agencies to build longitudinal datasets.
- De-identified data is provided to researchers covered under contracts and Restricted Use Data Agreements to conduct policy relevant research.

Following approval by the members, the Sentencing Commission joined VLDS in 2021.

Currently, the Commission contributes only Sentencing Guidelines data.



Collection and reporting of data related to adults charged with a criminal offense; Virginia Longitudinal Data System.

Introduced by: R. Creigh Deeds

SB 1191 states that the Commission may contribute data from the Pretrial Data Project to the VLDS, but the legislation does not require it.

Provision will take effect on July 1, 2025.

Does the Commission wish to contribute data from the Pretrial Data Project to the VLDS?



See also <u>HB2723</u> (Herring)

Criminal records; expungement and sealing of records.

Introduced by: Scott A. Surovell

SUMMARY AS PASSED:

Amends numerous statutes related to the expungement and sealing of criminal and delays implementation of most provisions until January 1, 2026.

Specifies that a sealed arrest, charge, or conviction <u>shall be</u> (i) disclosed in any pretrial or sentencing report, <u>including any discretionary sentencing</u> <u>quidelines</u>; (ii) considered when ascertaining the punishment of a defendant; or (iii) considered in any hearing on the issue of bail, release, or detention of a defendant (§ 19.2-392.5(H)).

Current provisions prohibit use of sealed offenses for these purposes.



See also <u>HB2723</u> (Herring)

Criminal records; expungement and sealing of records.

Introduced by: Scott A. Surovell

SUMMARY AS PASSED:

Records relating to a sealed arrest, charge, or conviction shall not be disclosed except for the following purposes:

(iii) to the Virginia Criminal Sentencing Commission... for research purposes;

(xxvii) to the <u>attorney for the Commonwealth</u>, the defendant or his counsel, any magistrate, any local community-based probation services agency or pretrial services agency, the Department of State Police, any police department, any sheriff's office, any campus police department, the <u>Department of Corrections</u>, <u>any court, and the Virginia Criminal Sentencing Commission for the purposes set forth in subsection H of § 19.2-392.5</u> (§ 19.2-392.13).

New language



See also <u>HB2723</u> (Herring)

Criminal records; expungement and sealing of records.

Introduced by: Scott A. Surovell

HISTORY

01/27/2025 Senate: Reported from Courts of Justice with (9-Y 3-N 2-A)

01/29/2025 Senate: Reported from Finance & Appropriations with substitute (10-Y 4-N)

02/03/2025 Senate: Courts of Justice Substitute rejected

02/03/2025 Senate: Finance and Appropriations substitute rejected

02/03/2025 Senate: Senator Surovell substitute agreed to

02/04/2025 Senate: Passed Senate (25-Y 15-N)

02/10/2025 House: Reported from Courts of Justice with substitute (22-Y 0-N)

02/13/2025 House: Passed House with substitute (97-Y 0-N)

02/22/2025 House: Conference report agreed to by House (97-Y 0-N)

02/22/2025 Senate: Conference report agreed to by Senate (28-Y 11-N)

03/11/2025 Governor: Governor's Action Deadline 11:59 p.m., March 24, 2024



See also <u>HB2111</u> (Herring)

Membership of Virginia Criminal Sentencing Commission.

Introduced by: Jennifer D. Carroll Foy

SUMMARY AS PASSED:

Adds the executive director of the Virginia Indigent Defense Commission or his designee to the membership of the Sentencing Commission. This bill is a recommendation of the Virginia Indigent Defense Commission.

HISTORY

01/17/2025 Senate: Reported from Rules (15-Y 0-N)

01/22/2025 Senate: Passed Senate (40-Y 0-N)

02/17/2025 House: Reported from Rules (18-Y 0-N)

02/20/2025 House: Passed House (98-Y 0-N)

03/18/2025 Governor: Approved by Governor (Effective 07/01/2025)



SJ 293

Virginia Criminal Sentencing Commission; appointment of Chairman.

Introduced by: Scott A. Surovell

SUMMARY AS PASSED:

Confirms the appointment by the Chief Justice of the Supreme Court of Virginia of the Honorable Dennis L. Hupp as Chairman of the Virginia Criminal Sentencing Commission.

HISTORY

01/22/2025 Senate: Reported from Courts of Justice (15-Y 0-N)

01/28/2025 Senate: Agreed to by Senate (39-Y 0-N)

02/10/2025 House: Reported from Courts of Justice (22-Y 0-N)

02/13/2025 House: Agreed to by House (96-Y 1-N)*

^{*} Delegate Askew was recorded as nay. Intended to vote yea.

Delegate Knight was recorded as not voting. Intended to vote yea.



Legislation Relating to Sentencing



Manufacturing, selling, etc., Schedule I or II drug; penalties.

Introduced by: Debra D. Gardner

SUMMARY AS PASSED:

Removes the distinction between crack and powder cocaine for manufacturing, selling, etc., larger amounts of such drugs (§ 18.2-248).

VCSC FISCAL IMPACT: None (no increase in state-responsible prison population)

HISTORY

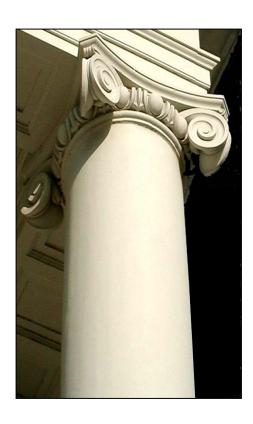
01/24/2025 House: Reported from Courts of Justice (22-Y 0-N)

01/30/2025 House: Passed House (96-Y 0-N)

02/05/2025 Senate: Reported from Courts of Justice (14-Y 0-N)

02/10/2025 Senate: Passed Senate (39-Y 0-N)

02/18/2025 Governor's Action Deadline 11:59 p.m., March 24, 2025



Sexual assault of a child; mandatory minimum sentence, penalty.

Introduced by: William M. Stanley, Jr.

SUMMARY AS INTRODUCED:

Increases the penalty for sexual assault of a child to a mandatory minimum sentence of life in prison without the possibility of parole. Affected offenses include: rape, forcible sodomy, and object sexual penetration of child under age 13; aggravated sexual battery of child under age 18; and sexual abuse of a child under age 15.

VCSC FISCAL IMPACT: At least \$18,140,089 (330 beds)

HISTORY

01/22/2025 Senate: Passed by indefinitely in Courts of Justice with letter (8-Y 6-N)



Legislation Relating to Time Served



Enhanced earned sentence credits; repeal.

Introduced by: Nicholas J. Freitas

SUMMARY AS INTRODUCED:

Repeals the four-level classification system for the awarding and calculation of enhanced earned sentence credits, allowing a maximum of 4.5 earned sentence credits for every 30 days served for all felony offenses.

VCSC FISCAL IMPACT: \$287,480,025 (5,235)*

HISTORY

02/04/2025 House: Left in Rules

^{*} VA DOC provided the estimated number of beds for this impact.

Introduced Bills Related to Sentence Credits (§ 53.1-202.3)

Bill	Description	Comment	Status
HB 1773 (Wyatt)	Felony firearm offenses and offenses committed while incarcerated would not be eligible for enhanced sentence credits.	VCSC Fiscal Impact: At least \$21,673,730 (395 beds)	Left in Public Safety 2/5/2025
SB 1071 (Peake)	Any 2 nd or subsequent felony drug offense would not be eligible for enhanced sentence credits.	VCSC Fiscal Impact: At least \$8,589,188 (156 beds)	Passed by indefinitely in Rehabilitation and Social Services 1/24/2025
SB 1080 (Peake)	Individual convicted for an attempt, conspiracy or solicitation for any offense listed in § 53.1-202.3(A) must earn sentence credits at the same rate as a completed offense (maximum of 4.5 days for every 30 days served).	VCSC Fiscal Impact: At least \$11,800,492 (215 beds)	Passed by indefinitely in Rehabilitation and Social Services 1/24/2025
	Individual is not eligible for enhanced sentence credits for any offense if, during the same term of incarceration, he is also serving time for one or more of the exclusionary felonies listed in § 53.1-202.3(A).		





Other Legislation



Jurisdiction of district courts in felony cases.

Introduced by: Vivian E. Watts

SUMMARY AS PASSED:

Authorizes a general district court and a juvenile and domestic relations district court to retain jurisdiction over a felony offense for the purpose of allowing the accused to complete a specialty docket or behavioral health docket.

HISTORY

01/29/2025 House: Reported from Courts of Justice (16-Y 6-N)

02/04/2025 House: Passed House (55-Y 44-N)

02/12/2025 Senate: Reported from Courts of Justice (15-Y 0-N)

02/17/2025 Senate: Passed Senate (39-Y 0-N)

03/03/2025 Governor's Action Deadline 11:59 p.m., March 24, 2025



See also <u>HB 1869</u> (McClure)

Purchase, etc., of firearm following an A&B against an intimate partner.

Introduced by: Russet Perry

SUMMARY AS PASSED:

Expands the definition of a "family or household member" in § 16.1-228 to include a person's intimate partner. This language expands the applicability of § 18.2-57.2 regarding assault of a family or household member.

Expands definition of a "family or household member" for the purposes of § 18.2-308.1:8 to include any individual who cohabits or has cohabited with the defendant within the previous 12 months.

Provides that any person who knowingly and intentionally purchases, possesses, or transports a firearm following a misdemeanor conviction for an offense that occurred on or after July 1, 2025, of assault and battery against an **intimate partner** is guilty of a Class 1 misdemeanor.

VCSC FISCAL IMPACT: \$50,000 (Cannot be determined)



See also HB 1869 (McClure)

Purchase, etc., of firearm following an A&B against an intimate partner.

Introduced by: Russet Perry

HISTORY

01/17/2025 Senate: Reported from Courts of Justice and rereferred to Finance and Appropriations (8-Y 6-N 1-A)

01/22/2025 Senate: Reported from Finance and Appropriations (10-Y 5-N)

01/27/2025 Senate: Senator Perry substitute agreed to

01/28/2025 Senate: Passed Senate (23-Y 16-N)

02/07/2025 House: Reported from Public Safety with substitute (11-Y 10-N)

02/11/2025 House: Referred to Committee on Rules

02/17/2025 House: Reported from Rules (13-Y 5-N)

02/20/2025 House: Public Safety Substitute agreed to

02/20/2025 House: Passed House with substitute (52-Y 46-N)

02/21/2025 House: Conference report agreed to by House (51-Y 45-N)

02/21/2025 Senate: Conference report agreed to by Senate (22-Y 18-N)

03/11/2025 Governor: Governor's Action Deadline 11:59 p.m., March 24, 2025



Decreasing probation period; criteria for mandatory reduction.

Introduced by: Wren M. Williams

SUMMARY AS PASSED SENATE:

Establishes criteria for which supervised probation period shall be reduced, including completing qualifying educational activities, maintaining employment, complying with or completing mental health or substance abuse treatment, securing and maintaining qualifying health insurance, and obtaining housing and establishing residence. A court also may decrease the supervised probation period if warranted by the defendant's conduct and in the interests of justice. This bill has a delayed effective date of July 1, 2026.

HISTORY

01/24/2025 House: Reported from Courts of Justice with amendment(s) (15-Y 7-N)

01/30/2025 House: Passed House (56-Y 40-N)

02/10/2025 Senate: Reported from Courts of Justice with substitute (15-Y 0-N)

02/12/2025 Senate: Reported from Finance and Appropriations (15-Y 0-N)

02/19/2025 Senate: Passed Senate with substitute (35-Y 4-N)

02/22/2025 Senate: Conference report agreed to by Senate (40-Y 0-N)

02/22/2025 House: Conference report agreed to by House (67-Y 30-N)

03/11/2025 Governor: Governor's Action Deadline 11:59 p.m., March 24, 2025



See also
SB1068 (Peake)
HB 2169 (Gilbert)

Admission to bail; creates rebuttable presumptions against bail.

Introduced by: Jonathan "Jed" Arnold

SUMMARY AS INTRODUCED:

Creates a rebuttable presumption against bail for the following criminal offenses:

- Act of violence as defined in § 19.2-297.1 (Sentence of person twice previously convicted of certain violent felonies);
- Offense for which the maximum sentence is life imprisonment; or
- Any felony committed while the person is on release pending trial for a prior felony or on release pending sentencing or appeal.

The bill also requires the court to consider specified factors when determining whether the presumption against bail has been rebutted

HISTORY

02/04/2025 House: Left in Rules



Admission to bail; risk assessment.

Introduced by: David W. Marsden

SUMMARY AS PASSED SENATE:

Provides that a judicial officer shall:

- (i) Require an evidence-based pretrial risk assessment be prepared prior to admitting an offender to bail,
- (ii) Review such risk assessment, and
- (iii) Obtain the person's criminal history when such person was arrested for the commission or attempted commission of a second or subsequent violent felony.

HISTORY

01/27/2025 Senate: Passed by indefinitely in Courts of Justice with letter (8-Y 6-N)



General Assembly website:

http://virginiageneralassembly.gov/