



COMMONWEALTH of VIRGINIA
Office of the Governor

Marla Graff Decker
Secretary of Public Safety

John Buckovich
Deputy Secretary of Public Safety

October 14, 2010

TO: The Honorable Robert F. McDonnell
Governor

The Honorable Lacey E. Putney
Chairman, House Appropriations Committee

The Honorable Charles J. Colgan, Sr.
Chairman, Senate Finance Committee

The Honorable David B. Albo
Chairman, House Courts of Justice Committee

The Honorable Henry L. Marsh, III
Chairman, Senate Courts of Justice Committee

Each year, the Secretary of Public Safety is required to present revised offender population forecasts to the Governor, the Chairmen of the House Appropriations and Senate Finance Committees, and the Chairmen of the House and Senate Courts of Justice Committees.

The forecasting process brings together policy makers, administrators, and technical experts from all branches of state government to update the forecasts for the adult state-responsible, adult local-responsible, juvenile correctional center, and juvenile detention home populations.

The 2010 forecasting process is now complete and, per the requirements of Item 370(A) of Chapter 874 of the 2010 Acts of Assembly, this report is respectfully submitted for your review.

Please contact my office should you have questions regarding any aspect of the offender forecasts.

Sincerely,

Marla Graff Decker

Office of the
Secretary of Public Safety

**REPORT ON THE OFFENDER POPULATION
FORECASTS (FY2011 TO FY2016)**

To The Governor and General Assembly



Commonwealth of Virginia

Richmond, October 15, 2010

Authority

This report has been prepared and submitted to fulfill the requirements of Item 370(A) of Chapter 874 of the 2010 Acts of Assembly. This provision requires the Secretary of Public Safety to present revised offender population forecasts to the Governor, the Chairmen of the House Appropriations and Senate Finance Committees, and the Chairmen of the House and Senate Courts of Justice Committees by October 15, 2010. Specifically, the Secretary must present updated forecasts for the adult state-responsible, adult local-responsible, juvenile state-responsible, and juvenile local-responsible offender populations. In addition, the Secretary must ensure that the adult state-responsible offender forecast includes an estimate of the number of probation violators in the overall population who may be appropriate for punishment via alternative sanctions. This document contains the Secretary's report for 2010.

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Executive Summary

Forecasts of offenders confined in state and local correctional facilities are essential for criminal justice budgeting and planning in Virginia. The forecasts are used to estimate operating expenses and future capital needs and to assess the impact of current and proposed criminal justice policies. The Secretary of Public Safety oversees the forecasting process and, as required by the Appropriation Act, presents updated forecasts annually to the Governor, the Chairmen of the House Appropriations and Senate Finance Committees, and the Chairmen of the House and Senate Courts of Justice Committees.

To produce the prisoner forecasts, the Secretary of Public Safety utilizes an approach known as “consensus forecasting.” This process brings together policy makers, administrators and technical experts from all branches of state government. The process is structured through committees. The Technical Advisory Committee is composed of experts in statistical and quantitative methods from several agencies. While individual members of this Committee generate the prisoner forecasts, the Committee as a whole carefully scrutinizes each forecast according to the highest statistical standards. Select forecasts are presented to the Liaison Work Group. The Work Group evaluates the forecasts and provides guidance to the Technical Advisory Committee. The Work Group includes deputy directors and senior managers of criminal justice and budget agencies, as well as staff of the House Appropriations and Senate Finance Committees. Forecasts accepted by the Work Group then are presented to the Policy Advisory Committee. Led by the Secretary of Public Safety, the Policy Advisory Committee reviews the various forecasts, making any adjustments deemed necessary to account for emerging trends or recent policy changes, and selects the official forecast for each offender population. The Policy Committee is made up of agency directors, lawmakers, and other top officials and includes representatives of Virginia’s law enforcement, prosecutor, sheriff, and jail associations. Through the consensus process, a separate forecast is produced for each of the four major correctional populations.

The forecasts, approved in September 2010, were based on all of the statistical and trend information known at the time that they were produced. It is unclear how long the current trends will continue. For instance, the duration of the current economic downturn and the timing and pace of recovery are not known. The depth and length of the economic recession may influence the numbers and types of crimes committed in the Commonwealth. Additionally, with both state and local governments forced to reduce spending, there may be shifts in the prioritization and deployment of law enforcement resources. Furthermore, selected prison facilities have been closed and various community corrections programs have been eliminated or trimmed as a result of budget reductions. The availability of cocaine in the Commonwealth, reported to have declined during the last two years, could begin to increase once again. For many reasons, there is considerable uncertainty regarding the future growth or decline of Virginia’s correctional populations. The forecast committees will continue to monitor the offender populations monthly in order to identify and analyze any changes as quickly as possible.

Adult State-Responsible Inmate Population. The largest of the four forecasts, the adult state-responsible inmate population includes offenders incarcerated in state prisons as well as state inmates housed in local and regional jails around the Commonwealth. After more than a decade of growth, the population has declined over the last two fiscal years, falling by 1.1% in fiscal year (FY) 2009 and by 1.7% in FY2010. At the close of FY2010, there were a total of 37,724 state inmates. Much of the decline can be attributed to a significant drop in the number of offenders committed to the Department of Corrections (DOC) since FY2007. This shift is consistent with recent changes in arrest patterns, reductions in felony caseloads in circuit court, the decrease in the number of offenders in jail awaiting trial, and changes in the backlog of drug cases awaiting analysis at the Department of Forensic Science. The forecast approved this year is lower than the one submitted a year ago. The population is expected to reach 38,947 inmates by the end of FY2016; an average annual growth of 0.5% is anticipated over the next six years (see table below). As required by Appropriation language, the forecast has been disaggregated to identify the number of probation violators within the overall population who may be appropriate for alternative sanctions. By the end of FY2016, it is projected that the state-responsible population will include 1,838 technical probation violators; DOC estimates that 53% of these technical violators may be suitable for alternative sanctions like the Department's detention and diversion center programs.

Adult Local-Responsible Jail Population. The adult local-responsible jail population is defined as the number of persons confined in local and regional jails across the Commonwealth, excluding state and federal inmates and ordinance violators. Following substantial growth of more than 7% in both FY2006 and FY2007, the average local-responsible jail population dropped by 1.7% and 3.0% in FY2008 and FY2009, respectively. The decline continued in FY2010, with the population shrinking another 3.3%, to an average of 19,022 for the year. The majority of the decrease in the local-responsible population in FY2009 and FY2010 was in the number of individuals in jail awaiting trial or pending additional charges. Recent declines in drug arrests have contributed to this. Annual drug arrests have dropped by more than 6% since 2007; however, arrests for cocaine offenses have plummeted nearly 40%. Statewide, felony caseloads in circuit court have decreased and, in calendar year (CY) 2009, misdemeanor cases in general district courts declined as well. The forecast for the local-responsible jail population has been revised downward again this year. The population is projected to grow by a marginal 0.6% in FY2011 and to increase by approximately 1% each year thereafter, reaching an average of 20,116 offenders in FY2016 (see table below). Changes in arrests, however, can have an immediate impact on the number of offenders in jail. For this reason, this population will be monitored closely throughout the coming year.

Juvenile Correctional Center Population. The juvenile state-responsible offender population refers to the number of juveniles held in the Department of Juvenile Justice (DJJ) correctional facilities. This population has been shrinking since FY2000. Some of the decline can be attributed to a change in the minimum criteria for a juvenile to be committed to DJJ (from a felony or two Class 1 misdemeanor adjudications to a felony or four Class 1 misdemeanor adjudications) beginning July 1, 2000. That policy change, however, cannot explain the persistent downward trend in commitments. At DJJ's Court Serve Units, the point of entry into the juvenile justice system, the total number of juvenile intake cases fell for the fourth straight year, sinking by 11.5% in FY2010. The Policy Advisory Committee discussed factors that may

be contributing to the decline in juvenile intake cases. For instance, Safe and Drug-Free Schools programs, supported by federal grants, have been developed to address at-risk behavior and to reduce incidents of crime and violence within schools and the community. In addition, DJJ has implemented policies that emphasize the use of validated risk assessment instruments in various aspects of community and institutional operations in order to reserve correctional and detention beds for juveniles who represent the greatest risk to public safety or are at risk for failing to appear in court. In June 2010, the average daily population in Virginia's juvenile correctional centers was 813. The forecast calls for a continued decline through FY2013. Beginning in FY2014, however, the population is expected to grow again due to the longer lengths of stay, on average, for juveniles committed today compared to juveniles committed a few years ago. By June 2016, the average daily population is projected to be 768 juveniles (see table below).

Juvenile Detention Home Population. The juvenile local-responsible offender population encompasses all juveniles held in locally-operated detention homes around the Commonwealth. The state has provided partial funding for detention home construction and DJJ is responsible for licensure of these facilities. Between FY2003 and FY2007, the average detention home population fluctuated between 1,030 and 1,080 juveniles. The population has been shrinking since FY2007, reaching an average population of 805 juveniles for FY2010. Lower numbers of intakes at DJJ's Court Service Units and a pilot program to reduce detention of low-risk juveniles have contributed to the changes in this population. The downward trend in this population is expected to continue during the next six years. The average population for FY2016 is projected to be 607 juveniles (see table below).

2010 Offender Forecasts

Fiscal Year	Adult State-Responsible Inmate Population (June 30)	Technical Probation Violators within the Adult State-Responsible Inmate Population (June 30)*	Adult Local-Responsible Jail Population (FY Average)	Juvenile Correctional Center Population (June Average)	Juvenile Detention Home Population (FY Average)
FY2011	37,707	1,664	19,133	769	798
FY2012	37,573	1,709	19,339	725	748
FY2013	37,766	1,730	19,535	711	706
FY2014	37,977	1,774	19,729	724	670
FY2015	38,341	1,823	19,922	741	637
FY2016	38,947	1,838	20,116	768	607

* The Technical Probation Violator forecast is a subgroup of, and not in addition to, the Adult State-Responsible Inmate Forecast. The Department of Corrections estimates that 53% of these technical probation violators (shown above) may be suitable for alternative sanctions like the Department's detention and diversion center programs.

For additional information on the offender forecasts, contact Banci Tewolde, through the Office of the Secretary of Public Safety, at (804) 786-5351.

Virginia's Offender Forecasting Process

Each year, the Secretary of Public Safety oversees the offender forecasting process. These forecasts are essential for criminal justice budgeting and planning in the Commonwealth. They are used to estimate operating expenses and future capital needs for state prisons, local and regional jails, and juvenile correctional facilities. In addition, the forecasts provide critical information for assessing the impact of current and proposed criminal justice policies. To produce the prisoner forecasts, the Secretary of Public Safety utilizes an approach known as "consensus forecasting." First implemented in Virginia in the late 1980s, consensus forecasting is an open, participative approach that brings together policy makers, administrators and technical experts from many state agencies across all branches of state government. The objective is to ensure that key policy makers and administrators in the criminal justice system have input into the forecast. Moreover, the process is intended to promote general understanding of the forecast and the assumptions that drive it.

The process is structured through committees. The Technical Advisory Committee is composed of experts in statistical and quantitative methods from several agencies. Analysts from particular agencies are tasked with developing offender forecasts. At least two forecast models are developed for each of the correctional populations by two analysts working independently of one another. Confidence in the forecast can be bolstered if the different methods used by multiple agencies converge on the same future population levels. While individual members generate the various prisoner forecasts, the Committee as a whole carefully scrutinizes each forecast according to the highest statistical standards. The forecasts with the best set of statistical properties are recommended by the Technical Advisory Committee for consideration by the Liaison Work Group. Work Group members include deputy directors and senior managers of criminal justice and budget agencies, as well as staff of the House Appropriations and Senate Finance Committees. Meeting throughout the development of the forecasts, the Work Group provides guidance to the Technical Advisory Committee, discusses detailed aspects of the projections, and directs technical staff to provide additional data needed for decision making. The diverse backgrounds and expertise of Work Group members promote in-depth discussions of numerous issues and trends in criminal justice in Virginia. After thorough evaluation of each forecast, the Work Group makes recommendations to the Policy Advisory Committee. Led by the Secretary of Public Safety, the Policy Advisory Committee reviews the various forecasts and selects the official forecast for each population. This Committee also considers the effects of emerging trends or recent policy changes, making adjustments to the forecasts as it deems appropriate. The Policy Advisory Committee is made up of agency directors, one or more members of the General Assembly, and other top-level officials from Virginia's executive, legislative, and judicial branches. Each year, a prosecutor, sheriff, police chief, and jail administrator are invited to serve on the Committee to represent their respective associations.

The forecasting process benefits from rigorous quantitative analysis by the Technical Advisory Committee, detailed scrutiny by the Liaison Work Group, and high-level review by the Policy Advisory Committee. Through the consensus process, a separate forecast is produced for each of the four major correctional populations.

Adult State-Responsible Inmate Population

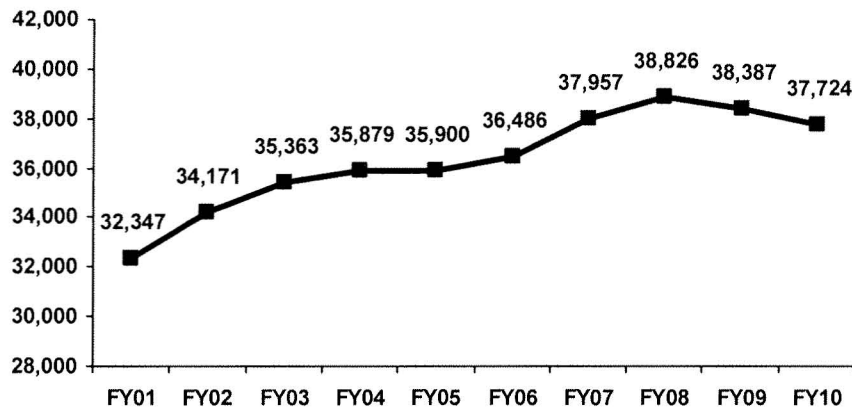
The adult state-responsible inmate population includes offenders incarcerated in state prison facilities as well as those state inmates being housed in the local and regional jails around the Commonwealth. It is the largest of the four major correctional populations. For forecasting purposes, state-responsibility begins on the day an offender is sentenced to prison or, if there are multiple cases, the day the offender is sentenced in the final case.

Population Change

In FY2007 and FY2008, the adult state-responsible inmate population grew at a robust rate, increasing 4.0% and 2.3% in those years, respectively. In contrast, the population has declined in the last two fiscal years, falling by 1.1% in FY2009 and by 1.7% in FY2010. At the close of FY2010, there were a total of 37,724 state inmates (Figure 1). During the fiscal year, the inmate population decreased by 663 offenders.

Virginia's recent prison population decline is not unlike the experience in other states. The Bureau of Justice Statistics found that the number of prisoners under the jurisdiction of state correctional authorities declined by 0.2% in 2009, the first decline in the overall state prison population since 1972. Twenty-four states experienced decreases in their prison populations in 2009 (Source: <http://bjs.ojp.usdoj.gov/content/pub/press/pim09stpy09acpr.cfm> retrieved July 20, 2010).

Figure 1
Adult State-Responsible Inmate Population (as of June 30)

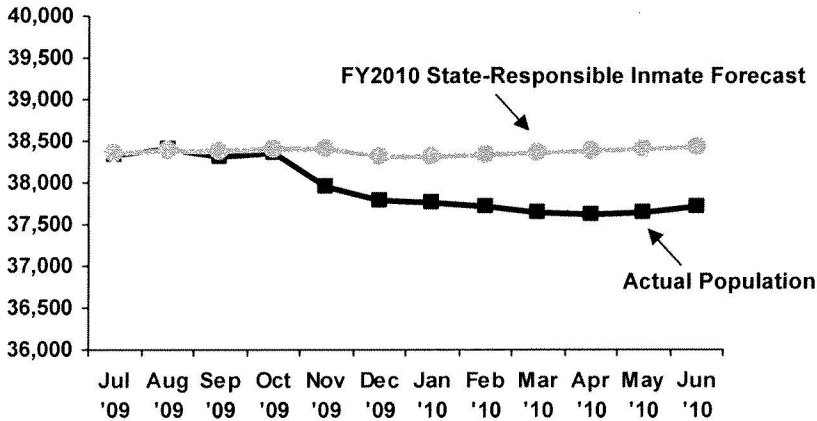


Accuracy of the FY2010 Forecast

The forecast of the state-responsible inmate population adopted in 2009 was very accurate for the first four months of FY2010 (Figure 2). In November 2009, however, the actual inmate population began to decline and did not increase again until May 2010. Whereas the forecast projected very modest growth of 0.1% for FY2010, the actual population decreased by

1.7%. Thus, the forecast over projected the actual population for most of the fiscal year. At the close of the fiscal year, the forecast exceeded the actual population by 705 inmates.

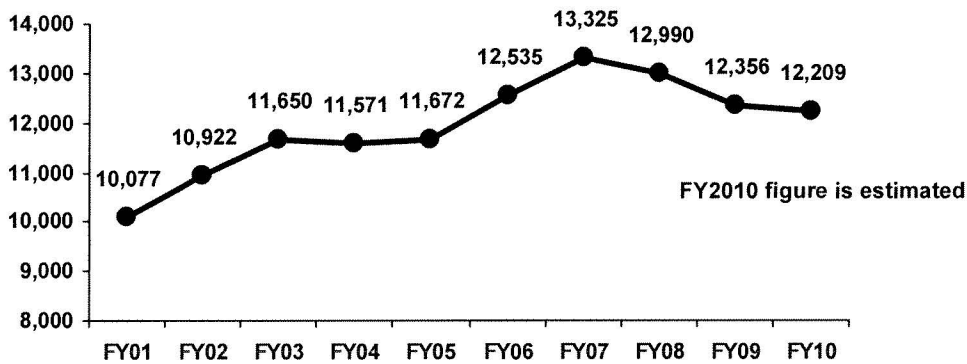
Figure 2
Accuracy of the FY2010 Adult State-Responsible Inmate Forecast



Factors Affecting the Adult State-Responsible Inmate Population

The number of offenders entering the state-responsible inmate population each year is a critical factor affecting population growth. The number of new commitments to the Department of Corrections (DOC) increased sharply in FY2006 and FY2007 (Figure 3). After peaking FY2007, new commitments to DOC fell by 2.5% in FY2008. This was followed by a drop of 4.9% in FY2009. Although data are not yet complete, early estimates for FY2010 suggest that the downward trend has continued, with a decrease of 1.2% expected. The drop in prison commitments during the last three fiscal years is the principal reason for the dip in the overall inmate population.

Figure 3
New Court Commitments to the Department of Corrections (by Fiscal Year)



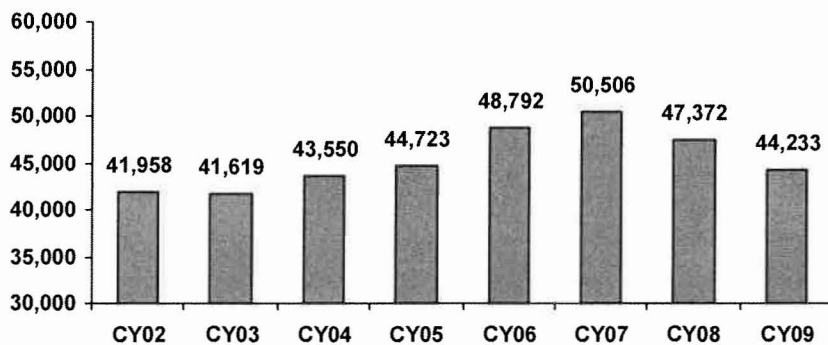
Historical data have been updated to reflect the most recent information available from the CORIS data system

There are likely several factors associated with the recent downturn in prison commitments. After strong growth for several years, the number of adults arrested for drug offenses has declined since CY2007. Annual drug arrests dropped by more than 6% after CY2007; however, arrests for cocaine offenses have plummeted nearly 40%. Federal data suggest reduced availability of cocaine in the United States. Law enforcement efforts (e.g., seizures, crop eradication, and border security) and the drug war in Mexico appear to be impacting the ability of traffickers to deliver drugs to the U.S. Finally, with both state and local governments forced to reduce spending, there may be shifts in the prioritization and deployment of law enforcement resources. For example, law enforcement agencies may freeze personnel vacancies and reduce paid overtime to officers. This may result fewer man-hours on patrol and fewer street arrests in some localities. According to the Virginia State Police, the number of sworn law enforcement officers in the Commonwealth had been rising steadily until CY2009, when the number fell slightly (from 18,502 officers in CY2008 to 18,494 officers in CY2009).

The number of adults arrested for property offenses (burglary, larceny and motor vehicle theft) has been increasing since CY2006, but data from the jails and the courts suggest that the increase has been largely in misdemeanor larceny offenses (for which an offender could not receive a prison sentence unless also convicted of a felony). Arrests of adults for violent offenses (murder/non-negligent manslaughter, forcible rape, robbery and aggravated assault) have shown a modest decrease (2.7%) since CY2006.

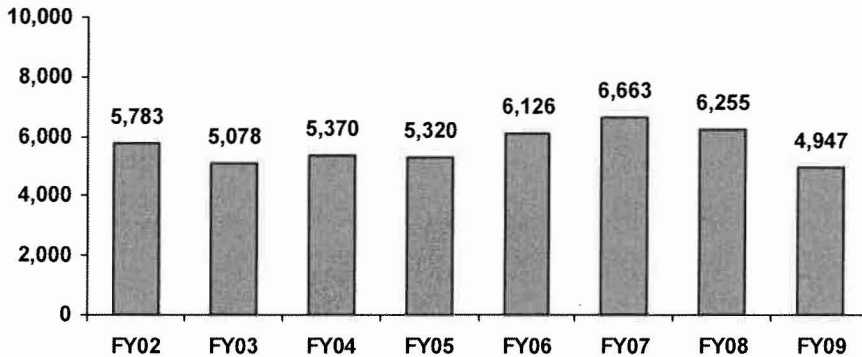
Statewide, court data indicate a declining felony caseload over the last two years (Figure 4). In CY2008, the number of felony defendants with cases in Virginia’s circuit court decreased by 6.2%. The most recent data available reveals that the number of felony defendants fell by another 6.6% in CY2009.

Figure 4
Felony Defendants in Virginia’s Circuit Courts



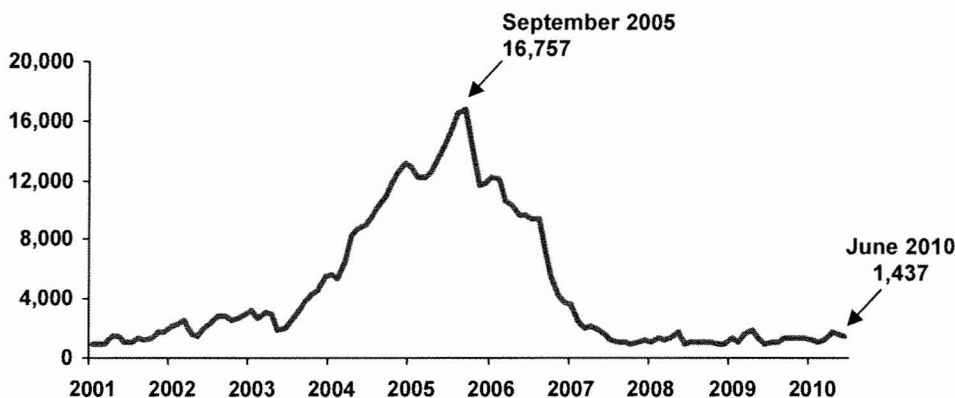
According to the Virginia Criminal Sentencing Commission, the number of felony offenders brought back to court for technical violations of their community supervision (i.e., those with no new criminal conviction) also appears to have declined recently (Figure 5). The number of felony offenders brought back to court for technical violations peaked in FY2007, but this was followed by significant decreases in FY2008 and FY2009. In FY2009 alone, the number of technical violators in circuit court sank by 20.9%.

Figure 5
Felony Offenders Returned to Court for Technical Violations of Community Supervision



Another factor believed to have had an impact on the state-responsible inmate population in recent years is the backlog of drug cases awaiting analysis at Virginia’s Department of Forensic Science (DFS). Beginning in 2003, the end-of-month backlog in drug cases rose sharply (Figure 6). The backlog is suspected to have resulted in delays in criminal case processing in the courts for those offenders charged with drug crimes. The effect of these delays is reflected in the number of new commitments to prison, which remained relatively flat in FY2004 and FY2005 (shown in Figure 3 above). The General Assembly approved additional resources for DFS, including new positions for forensic scientists. With these resources, DFS quickly reduced the backlog of drug cases. With analysis for thousands of drug cases completed, a large number of pending court cases could be concluded and the offenders convicted and sentenced. New commitments to prison jumped sharply in FY2006 and FY2007. It was hypothesized that the number of commitments would remain flat, or perhaps decline, in FY2008 as the system stabilized. The number of new commitments did, in fact, decrease in FY2008. However, subsequent declines in commitments are likely the result of other factors, such as the declines in drug arrests and felony court caseloads since 2007, as described above.

Figure 6
Department of Forensic Science
End-of-Month Backlog in Drug Cases

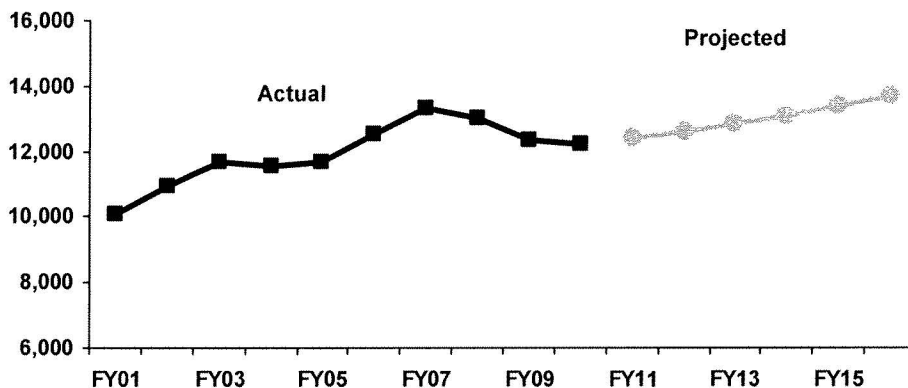


New Commitment Forecast

As noted previously, the number of commitments to DOC each year is a critical factor affecting population growth. To aid in the development of the overall inmate forecast, analysts first develop a projection of future commitments to prison. The commitment forecast is the total of six separate commitment forecasts based on gender and the type of offense for which the inmate is committed to prison. Generating commitment forecasts by gender and offense type accounts for differences in short and long-term trends across categories. Commitment forecasts are developed using a set of statistical techniques known as time-series forecasting. Time-series forecasting assumes that there is a pattern in the historical values that can be identified. The goal is to define the pattern, understand the short-term and long-term trends, and pinpoint any seasonal fluctuations. Significant policy changes made in past years can be quantified and included in the statistical model. Time-series forecasting then utilizes the pattern, trend, and seasonal variation identified in the historical data to project future values. If patterns in new commitments change, the forecast will be less accurate. Commitments to prison will be closely monitored so that any changes can be identified and further analyzed.

Based on the new commitment forecast approved this year, the number of new commitments is projected to grow at an average of 1.9% annually through CY2016 (Figure 7). This is slightly below the 2.0% average annual growth projected last year.

Figure 7
New Commitment Forecast (by Fiscal Year)



Actual:	Year	Commitments	Change	Forecast:	Year	Commitments	Change
	FY03	11,650	6.7%		FY11	12,411	1.7%
	FY04	11,571	-0.7%		FY12	12,556	1.2%
	FY05	11,672	0.9%		FY13	12,820	2.1%
	FY06	12,535	7.4%		FY14	13,102	2.2%
	FY07	13,325	6.3%		FY15	13,381	2.1%
	FY08	12,990	-2.5%		FY16	13,656	2.1%
	FY09	12,356	-4.9%				
	FY10	12,209	-1.2%				
	Avg. growth		1.9%		Avg. growth		1.9%

FY2010 commitments are estimated

Forecasting Methodologies

As with each correctional population, two forecast models for the state-responsible inmate population are developed by two analysts working independently of one another. The Department of Corrections produces one of the state-responsible forecast models and the Department of Planning and Budget (DPB) generates the other.

To develop its forecast, DOC utilizes a computer simulation model designed to mimic the flow of offenders through the system over the forecast horizon. To accurately simulate the movement of offenders through the system, data describing the offenders admitted to, confined in, and released from the state inmate population are compiled and programmed into the simulation model. The forecast of new commitments to prison is an essential component of the simulation model. From 1986 through 2008, DOC generated state-responsible inmate forecasts using a simulation model developed with software known as Prophet (or Wizard). According to DOC, the drawbacks and age of this software lead the agency to discontinue use of it in 2009. DOC purchased a new forecasting software package known as Simul8. It is a standard software package made specifically for creating simulation models. It is flexible in that users can design a simulation model to accurately portray their particular system and it can be easily modified to capture policy changes. Like the Prophet software, the Simul8 model is designed to mimic the flow of individuals through the system. The Department of Juvenile Justice (DJJ) has used Simul8 software to forecast the juvenile correctional center population since 2002. In 2009, DOC generated its first forecast using the newly-designed simulation model. The Technical Advisory Committee recommended that the model's first forecast not be adopted as the official state-responsible population projection in order to allow the Committee to assess the model's performance for a full 12 months. This is the same approach that was followed when DJJ first developed its simulation model in 2002. The Technical Advisory Committee has examined the results of DOC's diagnostic testing and is satisfied with the model's performance.

Use of simulation forecasting requires several assumptions to be made regarding commitments and releases. The important assumptions incorporated into DOC's simulation model include:

- The number of future commitments is based on the new commitment forecast approved by the Policy Advisory Committee (see above);
- Future commitments will have the same characteristics (e.g., gender, offense type, sentence length) as recent commitments to the Department (based on the most recent 12 months of available data);
- Future parole violator admissions are projected based on the trend observed from January 2006 through December 2009.
- Due to declining numbers, characteristics of parole violators, such as length of stay, are based on analysis of five years of data;
- For truth-in-sentencing/no-parole inmates, release dates are computed based on the sentence and earned sentence credits;

- For discretionary releases (e.g., parole), length-of-stay is based on the most recent 12 months of available data;
- For the relatively small number indeterminate sentences to DOC's youthful offender program, length-of-stay is based on most recent three years of available data;
- For inmates who die in custody or exit DOC in other ways (e.g., pardon), length-of-stay is based on most recent three years of available data;
- For death sentences/executions, length-of-stay is based on last 10 executions (truth-in-sentencing cases).

DPB projections are developed using time-series forecasting techniques. As described above, time-series forecasting utilizes historical patterns, trends, and seasonal variations to project future values; significant policy changes made in past years can be quantified and included in the statistical model.

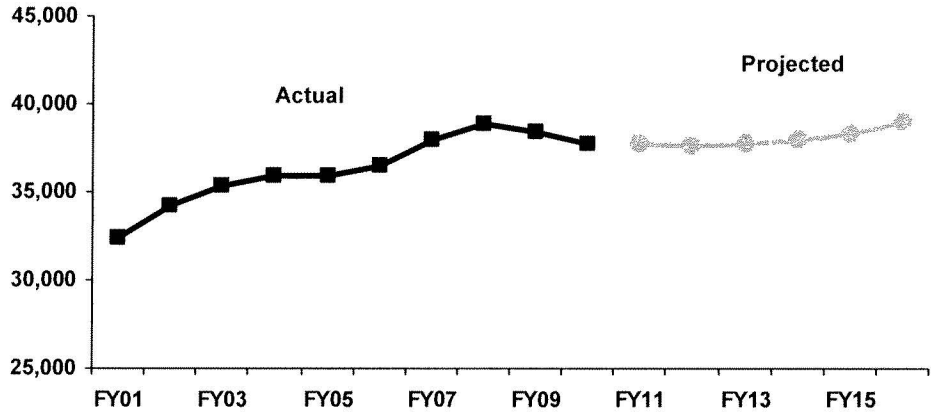
After careful review, the Technical Advisory Committee and the Liaison Work Group recommended DOC's simulation forecast to the Policy Advisory Committee. The Policy Advisory Committee approved DOC's forecast as the official forecast of the state-responsible inmate population.

Adult State-Responsible Inmate Forecast

The forecasts, approved in September 2010, were based on all of the statistical and trend information known at the time that they were produced. How long the current trends will continue, however, is unclear. Many factors affect the state-responsible inmate population, and several of these have been discussed above. Because there is considerable uncertainty regarding the state-responsible inmate population, the forecast committees will continue to monitor the population monthly in order to identify and analyze any changes as quickly as possible.

The number of state-responsible inmates is projected to be 38,947 by the end of FY2016 (Figure 8). The forecast reflects an average annual growth of 0.5% over the next six years. In FY2016, this forecast is approximately 1,500 inmates lower than the forecast approved last year.

Figure 8
Adult State-Responsible Inmate Forecast (for June 30 of each year)



Actual:	Year	Population	Change	Forecast:	Year	Population	Change
	FY03	35,363	3.5%		FY11	37,707	0.0%
	FY04	35,879	1.5%		FY12	37,573	-0.4%
	FY05	35,900	0.1%		FY13	37,766	0.5%
	FY06	36,486	1.6%		FY14	37,977	0.6%
	FY07	37,957	4.0%		FY15	38,341	1.0%
	FY08	38,826	2.3%		FY16	38,947	1.6%
	FY09	38,387	-1.1%				
	FY10	37,724	-1.7%				
	Avg. growth		1.3%		Avg. growth		0.5%

Year	2009 Forecast	2010 Forecast	Difference
FY2010	38,429		
FY2011	38,597	37,707	-889
FY2012	38,857	37,573	-1,284
FY2013	39,176	37,766	-1,410
FY2014	39,531	37,977	-1,554
FY2015	39,910	38,341	-1,569
FY2016		38,947	

Figures represent the population as of June 30 for each year reported

To assist DOC in facility planning, the state-responsible inmate forecast is disaggregated by gender (Figure 9).

Figure 9
Adult State-Responsible Inmate Forecast by Gender (for June 30 of each year)

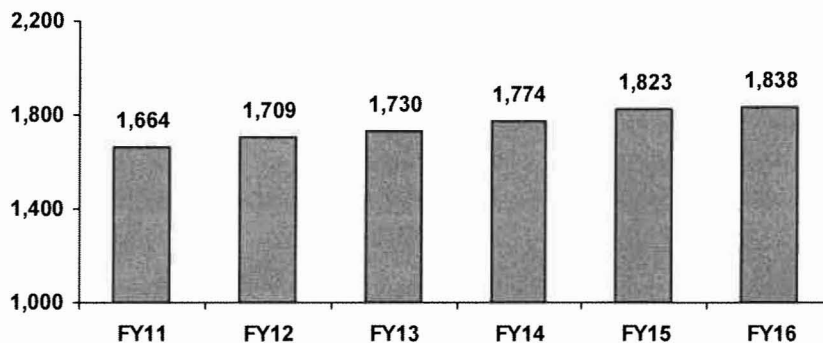
Year	Male Inmates	Change	Year	Female Inmates	Change
FY11	34,902	0.0%	FY11	2,806	0.0%
FY12	34,777	-0.4%	FY12	2,796	-0.4%
FY13	34,956	0.5%	FY13	2,810	0.5%
FY14	35,151	0.6%	FY14	2,826	0.6%
FY15	35,488	1.0%	FY15	2,853	1.0%
FY16	36,049	1.6%	FY16	2,898	1.6%

Projected average growth
 FY2011 – FY2016: 0.5%

Projected average growth
 FY2011 – FY2016: 0.5%

Item 370(A) of Chapter 874 of the 2010 Acts of Assembly requires the Secretary of Public Safety to provide an estimate of the number of technical probation violators within the state-responsible inmate population who may be appropriate for punishment via alternative sanctions. By the end of FY2016, it is projected that the population will include 1,838 technical probation violators (Figure 10). DOC estimates that 53% of technical violators sentenced to the Department may be suitable for alternative sanctions like its detention and diversion center programs. DOC concluded that approximately 47% of technical violators entering DOC are likely not good candidates for such alternatives due to convictions for violent offenses (22%), mental health issues (15%), or medical conditions (10%).

Figure 10
Technical Probation Violator Population Forecast *



* The Department of Corrections estimates that 53% of these technical probation violators may be suitable for alternative sanctions like the Department's detention and diversion center programs. DOC concluded that approximately 47% of technical violators entering DOC are likely not good candidates for such alternatives due to convictions for violent offenses (22%), mental health issues (15%), or medical conditions (10%).

Adult Local-Responsible Jail Population

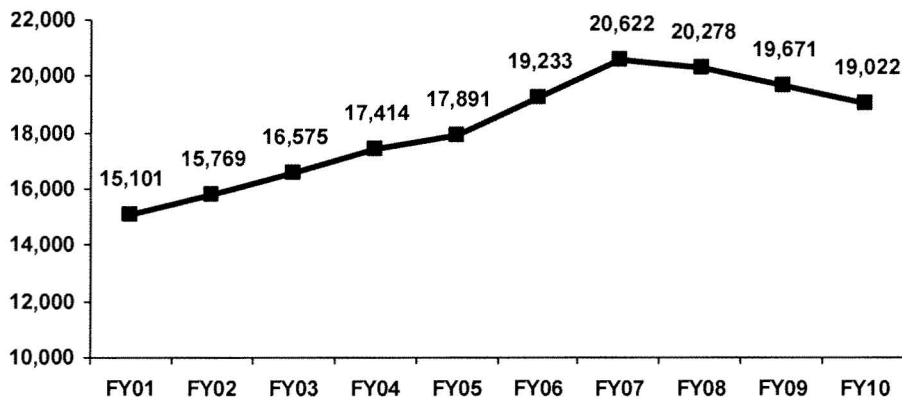
The adult local-responsible jail population is defined as the number of persons confined in local and regional jails across the Commonwealth, excluding state and federal inmates and ordinance violators. During FY2010, local-responsible prisoners on average accounted for approximately 67% of the total jail population. State-responsible offenders and federal prisoners averaged 25% and 6% of the total jail population, respectively. Less than 2% of all offenders in jail were identified as ordinance violators. Jail data is derived from the Compensation Board's Local Inmate Data System (LIDS), which contains information on all persons entering and exiting local and regional jails throughout Virginia.

Population Change

The local-responsible jail population fluctuates seasonally. The population peaks each year during late summer and early fall while the lowest population levels are recorded during the winter months. Due to significant seasonal variation, the average local-responsible population over the entire fiscal year is typically used for forecasting purposes. After substantial growth of more than 7% in FY2006 and FY2007, the average local-responsible jail population dropped by 1.7% in FY2008 (Figure 11). A year-to-year decline in this population was unprecedented. The downward trend has persisted, however, with the population decreasing by 3.0% in FY2009 and 3.3% in FY2010. For FY2010, the average local-responsible jail population was 19,022.

Jail populations have been dropping in many localities across the nation. The Bureau of Justice Statistics found that the number of persons in the custody of county/city jail authorities in the U.S. recently decreased. During the 12-month period ending June 30, 2009, the country's jail population fell by 2.3% (Source: <http://bjs.ojp.usdoj.gov/content/pub/press/jim09stpr.cfm#> retrieved July 20, 2010). This is the first drop in the U.S. jail population since the Bureau implemented the Annual Survey of Jails in 1982. Among large jails (those with 1,000 or more inmates on an average day), two-thirds reported a reduction.

Figure 11
Adult Local-Responsible Jail Population (Fiscal Year Average)



Local-responsible jail prisoners can be placed into one of four categories: unsentenced awaiting trial, sentenced but pending additional charges, sentenced felons serving a term of 12 months or less, and sentenced misdemeanants. Rates of growth and decline have varied across these four categories. For example, the majority of the growth from FY2004 through FY2007 could be attributed to a rise in the number of persons awaiting trial and those with additional charges pending. In FY2008, however, all categories declined except sentenced local felons (Figure 12). In FY2009, all population categories shrank, except sentenced misdemeanants. The unsentenced awaiting trial category and sentenced local felons continued to fall in FY2010, with growth recorded in the number of misdemeanants and offenders with additional charges pending.

Figure 12
Changes in Local-Responsible Jail Population Categories

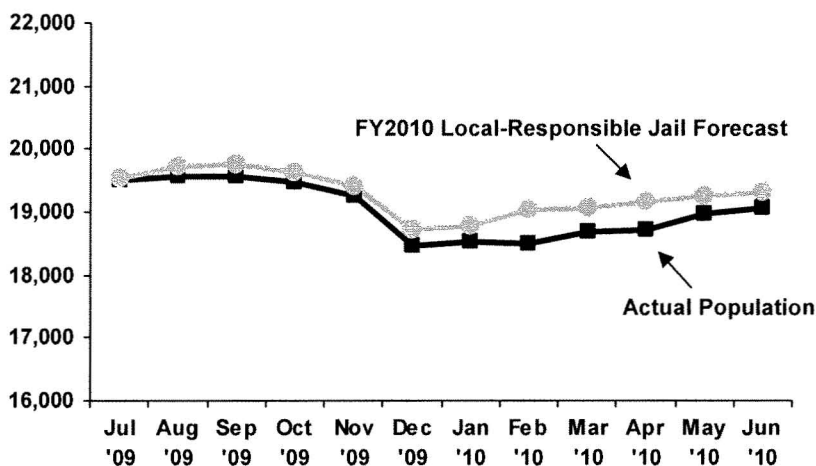
Category	FY2008	Change	FY2009	Change	FY2010	Change
Unsentenced Awaiting Trial	8,771	-1.7%	8,273	-5.7%	7,708	-6.8%
Sentenced but Pending Additional Charges	5,692	-3.3%	5,531	-2.8%	5,591	+1.1%
Sentenced Local Felons	3,136	+0.8%	3,067	-2.2%	2,868	-6.5%
Sentenced Misdemeanants	2,679	-0.6%	2,800	+4.5%	2,853	+1.9%
Total Local-Responsible Jail Population	20,278	-1.7%	19,671	-3.0%	19,022	-3.3%

Data are based on the average population for each fiscal year reported

Accuracy of the FY2010 Forecast

The forecast adopted last year projected a modest decline in the local-responsible jail population for FY2010. While highly accurate, forecast exceeded the actual population throughout the fiscal year (Figure 13). On average for the year, the forecast was 260 offenders higher than the actual population.

Figure 13
Accuracy of the FY2010 Local-Responsible Jail Forecast



Factors Affecting the Adult Local-Responsible Jail Population

Numerous factors have an impact on the local-responsible jail population, such as arrests, bail release decisions, case processing time in the courts (which affects the time served awaiting trial), and lengths-of-stay for convicted offenders serving a sentence.

Shifts in arrest patterns appear to be having a significant impact on the local-responsible population. Despite reductions in the crime rate (crimes per 100,000 population) since the early 1990s, the total number of adults arrested in Virginia has been climbing. Drug arrests comprise the largest share of adult arrests in Virginia (based on arrests for property index offenses, violent index offenses, and drug crimes reported to the Federal Bureau of Investigation). The number of adults arrested for drug offenses increased more than 43% between CY2002 and CY2007. In CY2008, however, drug arrests declined by approximately 6%. This was followed by a slight decline in drug arrests in CY2009. The data reveal that this dramatic shift is being driven by a steep drop in arrests for cocaine offenses, which have plummeted by 40% since CY2007. Federal data suggest reduced availability of cocaine in the U.S. As noted in the previous chapter, law enforcement efforts (e.g., seizures, crop eradication, and border security) and the drug war in Mexico appear to be hindering the ability of traffickers to deliver drugs, particularly cocaine and methamphetamine, to the U.S. Moreover, budget reductions at the state and local level may have led to changes in the prioritization and deployment of law enforcement resources, a freeze in hiring, and/or reductions in paid overtime to officers, all of which may result in fewer man-hours on patrol and fewer street arrests in some localities. Although marijuana arrests have inched higher since CY2007, the vast majority of marijuana charges are misdemeanors for which a relatively small percentage of offenders are confined in jail. The number of adults arrested for property offenses (burglary, larceny and motor vehicle theft) has been increasing since CY2006, but data from the jails and the courts suggests that the increase has been largely in misdemeanor larceny offenses. Misdemeanor offenders are much less likely to be detained while awaiting trial than felony offenders and, once convicted, are less likely than felony offenders to receive an active term of incarceration. Arrests of adults for violent offenses (murder/non-negligent manslaughter, forcible rape, robbery and aggravated assault) have shown a modest decrease (2.7%) since CY2006.

As shown in the previous chapter, the number of felony defendants in circuit court has been declining since CY2007. In contrast, new misdemeanor cases in General District Court (excluding criminal traffic offenses) continued to rise through CY2008. In CY2009, however, the trend reversed, and misdemeanor cases fell by 1.9%.

The reduction in technical probation violators, described in the previous chapter, may also be contributing the decline in the local-responsible jail population. The number of technical violators in circuit court fell by 6% in FY2008 then sank by 20.9% in FY2009. Technical violators are in the awaiting trial category until their revocation hearing.

These factors and others have had an impact on the number of admissions to, and releases from, Virginia's local and regional jails. In FY2008, the average monthly releases exceeded average monthly admissions (Figure 14). Whenever releases outnumber admissions, the population will decline. In FY2009, there were fewer admissions to jail than the previous year and releases once again exceeded admissions. In FY2010, there was a significant drop in both admissions to, and releases from, the jails.

Figure 14
Admissions to and Releases from Virginia's (Monthly Average)

Year	Commitments to Jail	Percent Change	Releases from Jail	Percent Change
FY2005	30,330	4.2%	30,280	4.2%
FY2006	30,966	2.1%	30,718	1.4%
FY2007	32,501	5.0%	32,367	5.4%
FY2008	33,557	3.2%	33,723	4.2%
FY2009	33,260	-0.9%	33,307	-1.3%
FY2010	31,879	-4.2%	31,847	-4.4%

Another factor that almost certainly has had an impact on the local-responsible jail population in recent years is the backlog of drug cases awaiting analysis at the Department of Forensic Science (DFS). As described in the previous chapter, the end-of-month backlog in drug cases began to rise sharply in 2003. The backlog is suspected to have resulted in delays in criminal case processing for those offenders charged with drug crimes. The effect of these delays could be seen in the dramatic rise from FY2004 through FY2007 in the number of persons in jail awaiting trial and those in jail with additional charges pending. Once given additional resources, DFS was able to swiftly reduce the backlog of drug cases. With analysis for thousands of drug cases completed, a large number of open court cases could be concluded and the offenders convicted and sentenced. Consequently, the number of offenders in jail awaiting trial has since declined dramatically. The number of sentenced local felons increased significantly through FY2008. The number of these felons has since declined, but this is likely the result of fewer drug arrests, particularly for possession of a Schedule I or II drug, such as cocaine. Reductions in the DFS backlog and the increases in concluded cases also fueled a sharp increase in new commitments to prison in FY2006 and FY2007. Now stabilized at pre-2003 levels, the DFS backlog should no longer be affecting the local-responsible jail population.

Forecasting Methodology

Virginia's local-responsible jail forecasts are developed using time-series forecasting techniques. As described in the previous chapter, time-series forecasting utilizes historical patterns, trends, and seasonal variations to project future values; significant policy changes made in past years can be quantified and included in the statistical model.

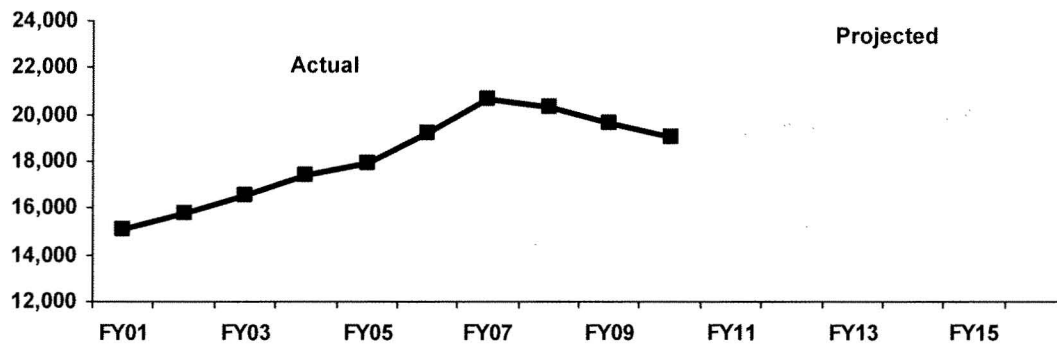
As with each correctional population, two forecast models for the local-responsible jail population are developed by two analysts working independently of one another. The Department of Criminal Justice Services (DCJS) produces one of the local-responsible jail forecasts and the Department of Planning and Budget (DPB) generates the other.

After thorough examination of both the DCJS and DPB projections, the Technical Advisory Committee and the Liaison Work Group recommended to the Policy Advisory Committee that the forecasts be averaged. This was approved by the Policy Advisory Committee as the official forecast of the local-responsible jail population.

Adult Local-Responsible Jail Forecast

The average local-responsible jail population is projected to be 19,133 in FY2011. This is an increase of just 0.6% over the population in FY2010. The local-responsible jail population is then projected to grow by an average of 1% annually through FY2016 (Figure 15). The forecast approved this year is slightly lower than the forecast adopted in 2009.

Figure 15
2010 Adult Local-Responsible Jail Forecast (Fiscal Year Average)



Actual:	Year	Population	Change	Forecast:	Year	Population	Change
	FY03	16,575	5.1%		FY11	19,133	0.6%
	FY04	17,414	5.1%		FY12	19,339	1.1%
	FY05	17,891	2.7%		FY13	19,535	1.0%
	FY06	19,233	7.5%		FY14	19,729	1.0%
	FY07	20,622	7.2%		FY15	19,922	1.0%
	FY08	20,278	-1.7%		FY16	20,116	1.0%
	FY09	19,671	-3.0%				
	FY10	19,022	-3.3%				
	Avg. growth 2.5%				Avg. growth 0.9%		

Year	2009 Forecast	2010 Forecast	Difference
FY2010	19,282		
FY2011	19,390	19,133	-257
FY2012	19,564	19,339	-225
FY2013	19,737	19,535	-202
FY2014	19,910	19,729	-181
FY2015	20,082	19,922	-160
FY2016		20,116	

Figures represent the average population for each fiscal year reported

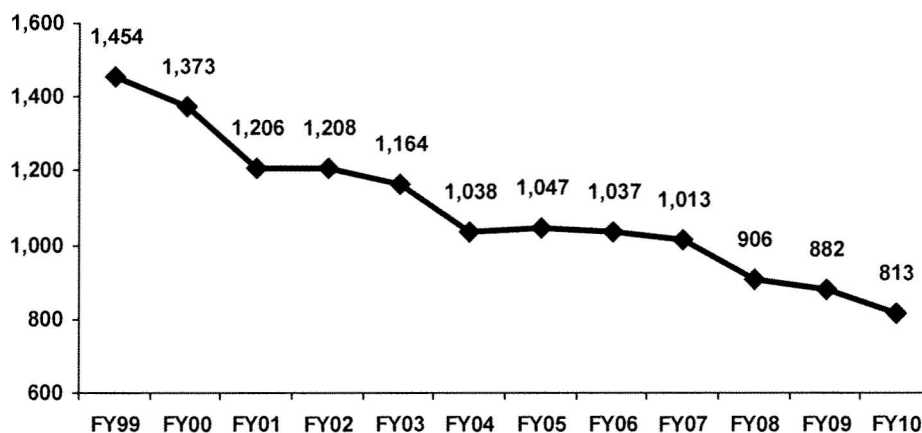
Juvenile Correctional Center Population

Juvenile state-responsible offenders are those juveniles who are committed to the Department of Juvenile Justice (DJJ) as wards. These juveniles are housed in juvenile correctional facilities around the state. Virginia's juvenile justice system differs substantially from the adult system. While Virginia has moved to a more determinate sentencing system for its adult offenders, sentences in the juvenile system remain largely indeterminate. Approximately 82% of the juveniles committed to the DJJ in FY2010 received an indeterminate sentence. This means that the DJJ, rather than a judge, determines the length of the juvenile's commitment to the state. The projected length of stay is dependent upon the youth's current offenses, prior offenses, and length of prior record. The actual length of stay also depends upon the youth's completion of mandatory treatment objectives, such as substance abuse or sex offender treatment, and the youth's behavior within the institution. The Juvenile and Domestic Relations District Courts commit a small percentage of juvenile offenders with a determinate, or fixed length, sentence, which the judge can review at a later date. Even juveniles committed to DJJ with a determinate sentence can be released at the judge's discretion prior to serving the entire term.

Population Change

The average daily population of juveniles in correctional centers has been shrinking for more than a decade (Figure 16). The population fell from 882 at the end of FY2009 to 813 at the close of FY2010, a decrease of 7.8%.

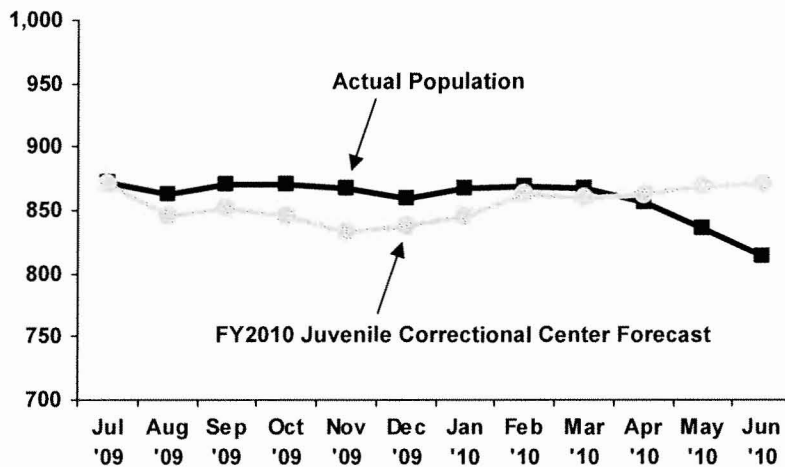
Figure 16
Juvenile Correctional Center Population (Average Daily Population for June of each year)



Accuracy of the FY2010 Forecast

The juvenile correctional center forecast adopted last year was fairly accurate throughout FY2010 (Figure 17). From July 2009 through March 2010, the actual population ran higher than the forecast by average of 18 juveniles. Beginning in April 2010, however, the actual population began to decline. By the end of FY2010, the difference between the forecast and the actual population in correctional centers was 58 juveniles.

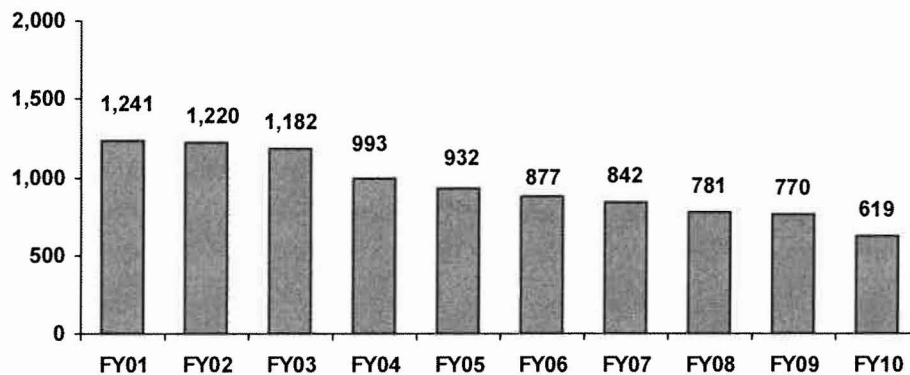
Figure 17
Accuracy of the FY2010 Juvenile Correctional Center Forecast



Factors Affecting the Juvenile Correctional Center Population

As noted above, the population of youth in DJJ facilities has been declining. Over the last decade, admissions to juvenile correctional centers have dropped approximately 50% (Figure 18). Some of the decline can be attributed to a change in the minimum criteria for a juvenile to be committed to DJJ (from a felony or two Class 1 misdemeanor adjudications to a felony or four Class 1 misdemeanor adjudications) beginning July 1, 2000. That policy change, however, cannot explain the downward trend in admissions that has persisted through FY2010.

Figure 18
New Admissions to the Department of Juvenile Justice



DJJ’s Court Service Units serve as the point of entry into the juvenile justice system. An “intake” occurs when a juvenile is brought before a court service unit officer for one or more alleged law violations. DJJ data reveal that the total number of juvenile intake cases fell for the fourth straight year, dropping by 11.5% in FY2010. While all categories of intakes decreased in FY2010, felony intakes declined by more than 17% (Figure 19).

Figure 19
Juvenile Intake Cases at Court Service Units

Intake Type	FY2006	FY2007	FY2008	FY2009	FY2010
Person Felonies	4,040	3,873	3,508	3,170	2,735
Other Felonies	7,762	7,671	7,366	7,035	5,708
Class 1 Misdemeanor	27,333	26,490	26,248	26,642	23,908
Other	26,235	25,816	24,820	24,488	21,953
Total	65,370	63,850	61,942	61,335	54,304

The Policy Advisory Committee discussed factors that may be contributing to the decline in juvenile intake cases and admissions to DJJ. For instance, many school systems, using federal grants for Safe and Drug-Free Schools, have implemented programs and practices to address at-risk behavior and to reduce incidents of crime and violence within schools and the community. These programs have elements of prevention and/or intervention. Activities include: bullying and gang prevention programs (implemented in 97% of Virginia schools), age-appropriate drug and violence prevention programs (the second most common type of program across Virginia schools), and Student Assistance Programs, typically involving multi-disciplinary teams and collaboration with community agencies and resources (developed in 44% of school divisions).

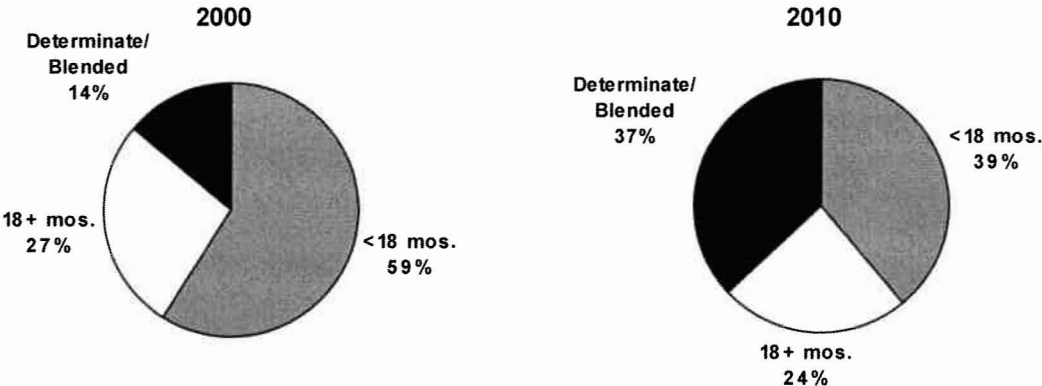
Recent DJJ policies may also have affected intakes and admissions. DJJ has implemented policies that emphasize the use of validated, structured decision making instruments in various aspects of community and institutional operations. Critical decision points include the initial decision to detain, the assignment to various levels of community probation or parole supervision, and the classification of committed juveniles within the institutional setting. Tools include the detention risk assessment instrument, the Court Service Unit risk assessment instrument, and the JCC classification instrument. The Detention Assessment Instrument is designed to enhance consistency and equity in the detention decision and to ensure that only those juveniles who represent a serious threat to public safety or failure to appear in court are held in secure pre-trial detention. Beginning in 2008, DJJ began the process of implementing the Youth Assessment & Screening Instrument (YASI) in its court service units. The YASI is an enhanced risk/needs assessment tool which will eventually replace the current risk assessment instrument. Finally, DJJ has implemented policies to address juvenile probation and parole violators. The goal is to enhance consistency and equity in the handling of violators and to ensure that only those juveniles who represent a serious threat to public safety are confined. Between FY2006 and FY2010, juvenile intakes involving a probation or parole violation (as the most serious offense) have dropped by nearly 28%.

While admissions are a critical factor driving the juvenile correctional center population, length of stay in DJJ facilities also affects the size of the population. The change in commitment criteria in 2000 meant that juveniles with a limited misdemeanor record could no longer be committed to DJJ; those juveniles historically had the shortest lengths of stay with Department. By removing juveniles with the shortest lengths of stay, the average length of stay among the remaining juveniles is longer.

The composition of commitments to DJJ has continued to change as well, and juveniles with longer commitment terms now make up a larger share of those received by the Department. There are three categories of juvenile commitments: indeterminate commitments, determinate commitments, and blended sentences. For a juvenile with an indeterminate commitment, DJJ determines how long the juvenile will remain in facility, up to a maximum of 36 months. These juveniles are assigned a length-of-stay range based on guidelines that consider the juvenile’s current offenses, prior offenses, and length of prior record. Failure to complete a mandatory treatment program, such as substance abuse or sex offender treatment, or the commission of institutional offenses, could prolong the actual length of stay beyond the assigned range. For a juvenile given a determinate commitment to DJJ, the judge sets the commitment period to be served (up to age 21), although the juvenile can be released at the judge’s discretion prior to serving the entire term. Nonetheless, determinately-committed juveniles remain in DJJ facilities longer, on average, than juveniles with indeterminate commitments to the Department. The average sentence for a juvenile given a determinate commitment to DJJ is approximately 40 months. Finally, a juvenile given a blended sentence will serve up to age 21 at a DJJ facility before being transferred to DOC to serve the remainder of his term in an adult facility. Juveniles with determinate commitments and those with blended sentences now make up a larger share of admissions to DJJ. Together, these admissions have increased from 7.5% of all admissions in FY2001 to 18.0% of admissions in FY2010.

As the share of admissions with longer lengths of stay has grown, the composition of the state’s juvenile correctional facilities has changed over time. Juveniles with longer lengths of stay (i.e., juveniles likely to stay 18 months or more on an indeterminate commitment, juveniles with a determinate commitment, and those with a DJJ/DOC blended sentence) now make up 61% of the correctional center population, compared to 41% a decade ago (Figure 20).

Figure 20
Juvenile Correctional Center Population by Length-of-Stay Category (on July 1st)



Forecasting Methodology

As with each of the adult correctional populations, two forecast models for the juvenile correctional center population are generated by two analysts working independently of one another. The Department of Juvenile Justice (DJJ) produces one of these forecasts and the Department of Planning and Budget (DPB) generates the other.

Since 2002, DJJ has used a computer simulation model to forecast the juvenile correctional center population. DJJ designed the simulation model using a standard software package called Simul8. The software allows the user to tailor simulations models for specific purposes. This software is designed to mimic the flow of offenders through the system, simulating how offenders enter and leave the system, including the timing of releases. To accurately simulate the movement of offenders through the system, actual data describing the offenders admitted and the factors affecting their lengths of stay are programmed into the simulation model. Use of simulation forecasting requires several assumptions to be made regarding commitments and releases. Following are the important assumptions incorporated into DJJ's simulation model:

- The number of future admissions will reflect the admissions forecast approved by the Policy Advisory Committee (see below);
- Future admissions will have the same characteristics as FY2010 admissions (e.g., offenses, sentence lengths, prior record adjudications, treatment assigned and completed, rate of institutional offenses, etc.);
- Future admissions will be assigned to length-of-stay categories in the same proportions as FY2010 admissions;
- Juveniles assigned to the Department's mandatory sex offender program will comprise the same percentage of admissions as they did in FY2010; and
- Juveniles determinately committed to the Department will comprise the same percentage of admissions as they did in FY2010.

DPB projections are developed using time-series forecasting techniques. As described previously, time-series forecasting utilizes historical patterns, trends, and seasonal variations to project future values; significant policy changes made in past years can be quantified and included in the statistical model.

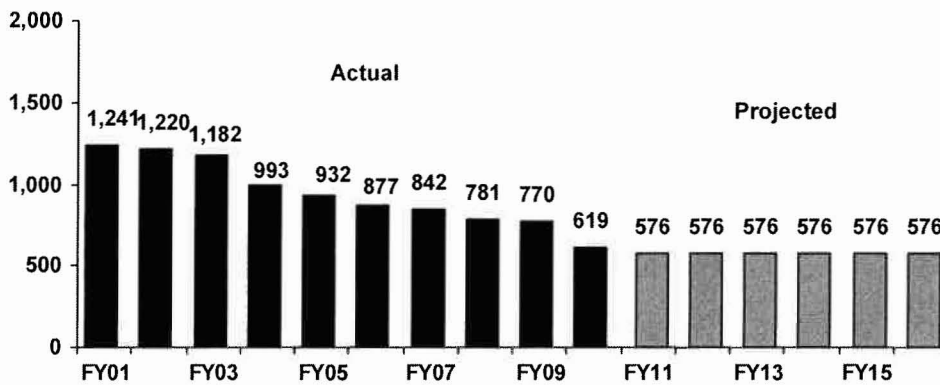
After reviewing both the DJJ and DPB projections in detail, the Technical Advisory Committee and the Liaison Work Group recommended to the Policy Advisory Committee that the forecasts be averaged. The Policy Advisory Committee approved the recommendation and adopted the average projection as the official forecast of the juvenile correctional center population.

New Admissions Forecast

The admissions forecast is one of the key inputs into DJJ's simulation model. Given the long-term downward trend in juvenile admissions, however, statistical models based on historical data are not useful tools in projecting future admissions. The Policy Advisory Committee does not believe that a decrease of the magnitude seen in recent years will continue indefinitely. In four of the last five years, the Policy Advisory Committee elected not to use the statistical forecast of juvenile admissions and instead set a level admissions forecast equal to the number of actual admissions during the most recent fiscal year. One of the years, the Committee utilized the statistical forecast for the first two years of the forecast horizon and then assumed a flat admissions forecast for the remaining years of the forecast horizon.

For this year's forecast, the Liaison Work Group suggested a flat admissions forecast of 576 juveniles per year. This number is based on the number of FY2011 admissions projected by DPB in its statistical model. Under this admissions forecast, it is assumed that admissions will continue to fall through FY2011 and then will level off for the remainder of the forecast horizon (Figure 21).

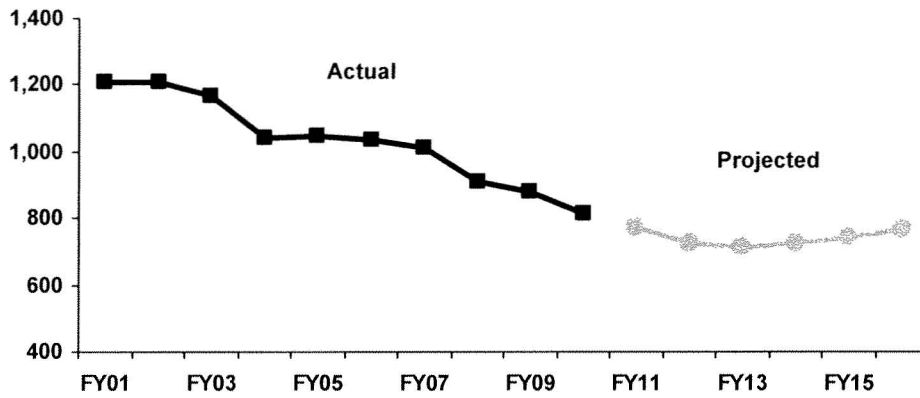
Figure 21
Juvenile Correctional Center Admissions Forecast



Juvenile Correctional Center Forecast

The approved forecast suggests that the population in juvenile correctional centers will continue to shrink in the short term (Figure 22). The forecast projects a decline through FY2013, when the population is expected to reach 711 juveniles. Beginning in FY2014, however, the population of juveniles in state correctional facilities is expected to grow again. This turnaround can be attributed to the admissions projection adopted by the Policy Advisory Committee (which remains flat after FY2011) and the longer lengths of stay, on average, for juveniles committed today compared to those committed just a few years ago. By the end of FY2016, the forecast climbs to 768 juveniles. Because admissions are the primary driver of the juvenile correctional center population, the forecast committees will monitor admissions closely over the next fiscal year.

Figure 22
Juvenile Correctional Center Forecast (Average Daily Population for June of each year)



Actual:				Forecast:			
Year	Population	Change		Year	Population	Change	
FY03	1,164	-3.6%		FY11	769	-5.4%	
FY04	1,038	-10.8%		FY12	725	-5.7%	
FY05	1,047	0.9%		FY13	711	-2.0%	
FY06	1,037	-1.0%		FY14	724	1.8%	
FY07	1,013	-2.3%		FY15	741	2.4%	
FY08	906	-10.6%		FY16	768	3.6%	
FY09	882	-2.6%					
FY10	813	-7.8%					
Avg. growth			-4.7%	Avg. growth			-0.9%

Figures represent the average daily population in June for each year reported

Juvenile Detention Home Population

Local governments or multi-jurisdictional commissions operate secure detention home programs throughout the Commonwealth. The programs provide safe and secure housing for youth accused of felonies or Class 1 misdemeanors. The Board of Juvenile Justice promulgates regulations and is responsible for licensure of these facilities. DJJ, based on funding included in the Appropriation Act, provides up to 50% of the cost of construction of detention homes and provides a portion of the cost of operations. Historically, the vast majority of detention home capacity has been utilized for pre-dispositional detention of juveniles pending adjudication, disposition or placement. Post-dispositional detention may serve as an alternative to state commitment and is used by the courts primarily for offenders with less serious offenses who require treatment in a secure setting. Post-dispositional confinement cannot exceed 180 days. Post-dispositional utilization typically represents about 15% of detention home capacity.

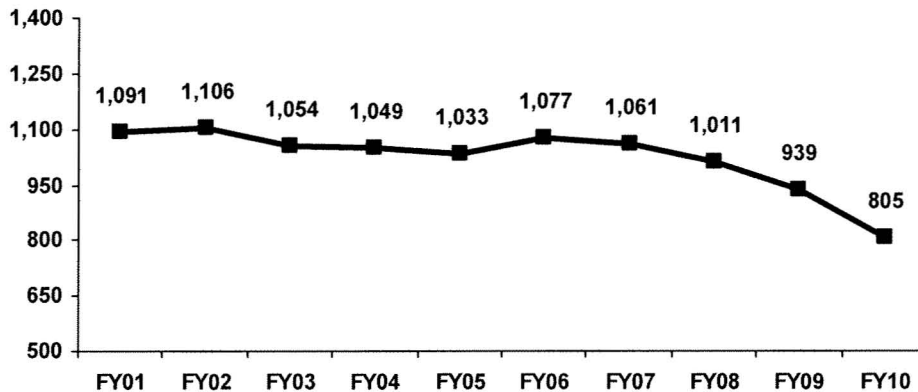
Population Change

The seasonal admissions pattern and the short lengths of stay give rise to a prominent seasonal pattern in the population movement. Due to this significant seasonal variation, detention home population figures are reported as a fiscal year average for forecasting purposes.

Between FY2003 and FY2007, the average detention home population fluctuated between 1,030 and 1,080 juveniles (Figure 23). The population has been shrinking since FY2007. By FY2009, the average detention home population had dropped to 939. In FY2010, the population fell by 14.3% to 805 juveniles.

While individual facilities may be experiencing crowding, detention home capacity statewide has not been fully utilized in recent years.

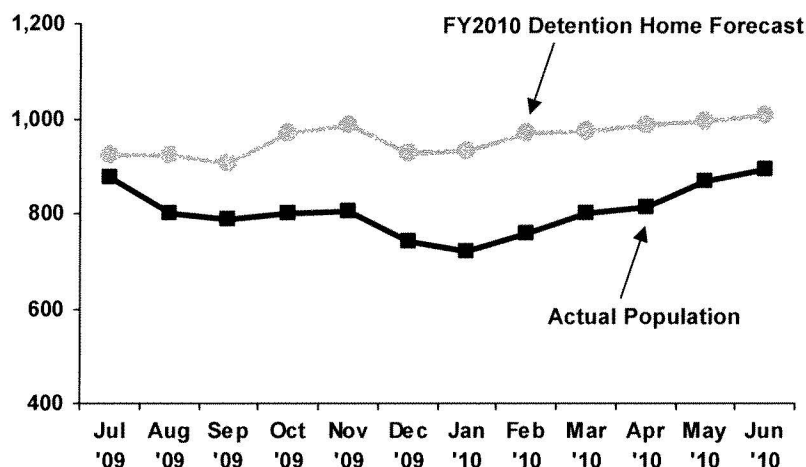
Figure 23
Juvenile Detention Home Population (Fiscal Year Average)



Accuracy of the FY2010 Forecast

The forecast of the juvenile detention home population adopted last year over projected the actual population throughout FY2010 (Figure 24). The average juvenile detention home population for FY2010 was 805 offenders. The average forecast for FY2010 was 958, a difference of 153 juveniles.

Figure 24
Accuracy of the FY2010 Juvenile Detention Home Forecast



Factors Affecting the Juvenile Detention Home Population

Juveniles brought into a court service unit charged with a felony, a Class 1 misdemeanor, violation of a court order, or a violation of probation/parole are eligible for placement in detention homes. As described in the previous chapter, the total number of juvenile intake cases has declined in each of the last four years. In particular, the number of juveniles brought into a court service unit who were eligible for placement in a detention home decreased by 18.8% between FY2006 to FY2010. Since FY2006, actual detention placements have fallen even faster, dropping 26.3% during that same period. A recent pilot program to reduce detention of low-risk juveniles has likely contributed to the changes in this population.

Forecasting Methodology

Juvenile detention home projections are developed using the same types of time-series forecasting techniques utilized to produce the forecasts of the local-responsible jail population, new commitments to prison, and juvenile correctional center admissions.

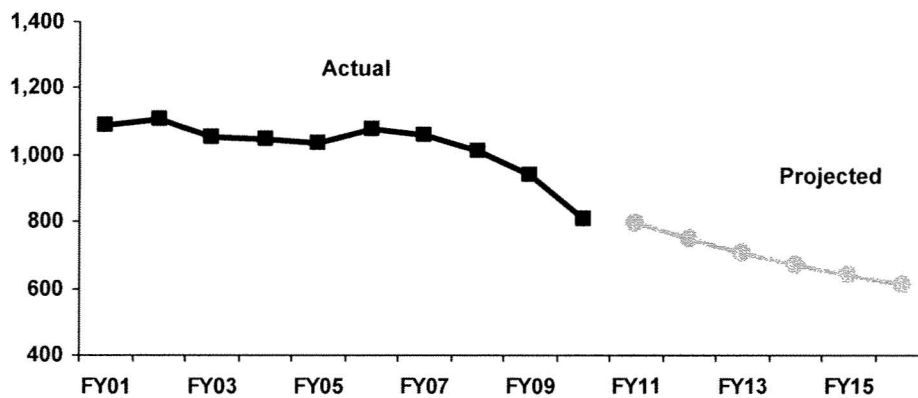
Two forecast models for the juvenile detention home population are developed by two analysts working independently of one another. The Department of Juvenile Justice (DJJ) produces one of the detention home forecasts and the Department of Planning and Budget (DPB) generates the other.

After careful evaluation of both the DJJ and DPB projections, the Technical Advisory Committee and the Liaison Work Group recommended the DJJ forecast to the Policy Advisory Committee. This was approved by the Policy Advisory Committee as the official forecast of the juvenile detention home population.

Juvenile Detention Home Forecast

The forecast for the juvenile detention home is shown in Figure 25. It is anticipated that this population will continue to decline throughout the forecast horizon. The average population for FY2016 is projected to be 607 juveniles.

Figure 25
Juvenile Detention Home Population Forecast (Fiscal Year Average)



Actual:	Year	Population	Change	Forecast:	Year	Population	Change
	FY03	1,054	-4.7%		FY11	798	-0.9%
	FY04	1,049	-0.5%		FY12	748	-6.3%
	FY05	1,033	-1.5%		FY13	706	-5.6%
	FY06	1,077	4.3%		FY14	670	-5.1%
	FY07	1,061	-1.5%		FY15	637	-4.9%
	FY08	1,011	-4.7%		FY16	607	-4.7%
	FY09	939	-7.1%				
	FY10	805	-14.3%				
	Avg. growth -3.8%				Avg. growth -4.6%		

Figures represent the average population for each fiscal year reported

Continuing Work during FY2011

The annual process for updating the forecasts concluded in September 2010, with the approval of the forecasts by the Policy Advisory Committee. Nevertheless, work related to the forecast will continue throughout the fiscal year. The forecasts were based on all of the statistical and trend information known at the time that they were produced. It is unclear how long the current trends will continue. For instance, the duration of the current economic downturn and the timing and pace of recovery are not known. The depth and length of the economic recession may influence the numbers and types of crimes committed in the Commonwealth. Additionally, with both state and local governments forced to reduce spending, there may be ongoing shifts in the prioritization and deployment of law enforcement resources. Furthermore, selected prison facilities have been closed and various community corrections programs have been eliminated or trimmed as a result of budget reductions. The availability of cocaine in the Commonwealth, reported to have declined during the last two years, could begin to increase once again. For many reasons, there is considerable uncertainty regarding the future growth or decline of Virginia's correctional populations. The forecast committees will continue to monitor the offender populations closely in order to identify and analyze any changes as quickly as possible.

Appendix

❖ **2010 Policy Advisory Committee Members**

Craig M. Burns
Acting Tax Commissioner

Chief Douglas L. Davis
City of Waynesboro Police Department
Representing the Virginia Association of
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Robyn deSocio
Executive Secretary
Compensation Board

Helen Fahey
Chair
Virginia Parole Board

The Honorable C. Todd Gilbert
House Courts of Justice Committee

Helivi Holland
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Virginia Department of Juvenile Justice

The Honorable Janet D. Howell
Chair, Public Safety Subcommittee -
Senate Finance Committee

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Michael D. Maul
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The Honorable Wm. Roscoe Reynolds
Senate Courts of Justice Committee

The Honorable B. J. Roberts
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Representing the Virginia Sheriff's Association

The Honorable Beverly J. Sherwood
Chair, Public Safety Subcommittee -
House Appropriations Committee

Captain Thomas Turner
Division Commander
Criminal Justice Information Services
Virginia State Police

The Honorable Neil S. Vener
Commonwealth's Attorney, Campbell County
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Garth Wheeler
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*Chaired by Banci Tewolde, Prisoner Re-entry Coordinator and
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