



COMMONWEALTH of VIRGINIA
Office of the Governor

Marla Graff Decker
Secretary of Public Safety

John Buckovich
Deputy Secretary of Public Safety

October 15, 2011

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 2011 forecasting process is now complete and, per the requirements of Item 370(A) of Chapter 890 of the 2011 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,

A handwritten signature in black ink that reads "Marla Graff Decker".

Marla Graff Decker

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Office of the
Secretary of Public Safety

**REPORT ON THE OFFENDER POPULATION
FORECASTS (FY2012 TO FY2017)**

To The Governor and General Assembly



Commonwealth of Virginia

Richmond, October 15, 2011

Authority

This report has been prepared and submitted to fulfill the requirements of Item 370(A) of Chapter 890 of the 2011 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, 2011. Specifically, the Secretary must present updated forecasts for the adult state-responsible prison population, adult local-responsible jail population, juvenile state-responsible (correctional center) population, and juvenile local-responsible (detention home) population. In addition, the Secretary must ensure that the state-responsible prison population 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 2011.

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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 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 Committee. Led by the Secretary of Public Safety, the Policy 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 2011, were based on all of the statistical and trend information known at the time that they were produced. For many reasons, there is considerable uncertainty regarding the future growth or decline of Virginia’s correctional populations. 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, reported to have declined during the last three years, could begin to increase once again. Due to retroactive application of changes to the federal sentencing guidelines, drug offenders in the federal prison system who meet certain criteria will be eligible beginning in November 2011 to have their sentences reduced, accelerating release of these offenders from prison; the impact of these drug offenders returning to Virginia communities is not yet known. 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 three fiscal years, including a decrease of 0.6% in FY2011. At the close of FY2011, there were a total of 37,503 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 observed changes in arrest patterns, reductions in felony caseloads in circuit court, the decrease in the number of offenders in jail awaiting trial during three of the last four years, 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 decline through FY2014 to 37,304 inmates, increasing thereafter to 37,531 inmates by the end of FY2017 (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 FY2017, it is projected that the state-responsible population will include 1,201 technical probation violators.

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 has fallen in each of the last four fiscal years. The decline continued in FY2011, although the rate of decline slowed. The population decreased by 0.1% in FY2011 to an average of 19,012 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. Declines in drug arrests contributed to this downward trend. Overall, drug arrests dropped by more than 8% between 2007 and 2009; however, arrests for cocaine offenses plummeted nearly 40% during that period. The total number of drug arrests rose in 2010 due to an increase in arrests for marijuana offenses. Statewide, felony caseloads in circuit court have decreased in each of the last three years. The local-responsible jail population is projected to grow by a marginal 0.8% in FY2012 and to increase by 0.5% each year thereafter, reaching an average of 19,642 offenders in FY2017 (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 dropped for the fifth straight year. Total juvenile intake cases fell by 20% between FY2007 and FY2011. Several factors may be contributing to the decline in juvenile intake cases. For instance, 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 2011, the average daily population in Virginia’s juvenile correctional centers was 808. The forecast calls for a continued decline through FY2014. Beginning in FY2015, 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 2017, the average daily population is projected to be 725 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. Between FY2003 and FY2007, the average annual detention home population fluctuated between 1,030 and 1,080 juveniles. The population has been shrinking since FY2007, and detention homes housed an average of 758 juveniles in FY2011. 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 detention home population is projected to be 553 juveniles in FY2017 (see table below).

Offender Population Forecasts FY2012 – FY2017

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)
FY2012	37,381	1,163	19,162	765	742
FY2013	37,332	1,220	19,254	714	694
FY2014	37,304	1,187	19,350	697	653
FY2015	37,344	1,190	19,447	710	616
FY2016	37,423	1,174	19,544	717	583
FY2017	37,531	1,201	19,642	725	553

* The Technical Probation Violator forecast is a subgroup of, and not in addition to, the Adult State-Responsible Inmate Forecast.

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 Offender Population Forecasting Policy Committee. Led by the Secretary of Public Safety, the Policy 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 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 Committee. Through the consensus process, a separate forecast is produced for each of the four major correctional populations.

Adult State-Responsible Inmate Population

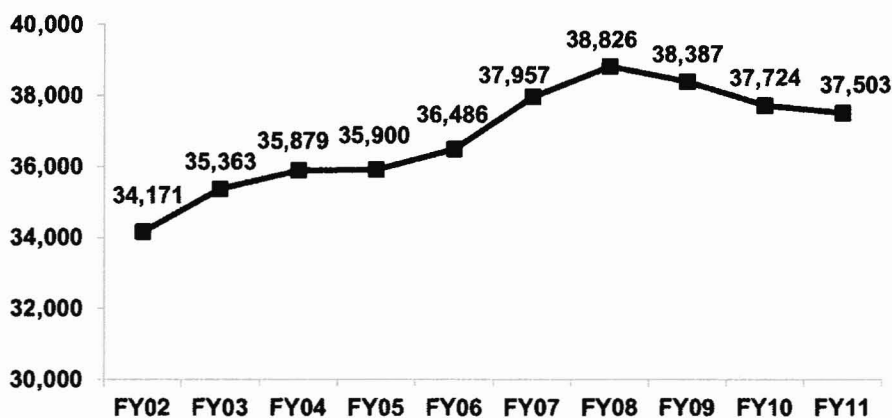
The adult state-responsible inmate population includes offenders incarcerated in state prison facilities as well as those state inmates being housed in the local and regional jails around the Commonwealth. It is the largest of the four major correctional populations. For forecasting purposes, state-responsibility 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 over the last three fiscal years (Figure 1). Following decreases of 1.1% in FY2009 and 1.7% in FY2010, the inmate population decreased by 0.6% (or 221 offenders) in FY2011. At the close of FY2011, there were a total of 37,503 state inmates.

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: Bureau of Justice Statistics, <http://bjs.ojp.usdoj.gov/index.cfm?ty=pbdetail&iid=2232>, accessed July 19, 2011). Comparable prison population statistics for 2010 are not yet available.

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

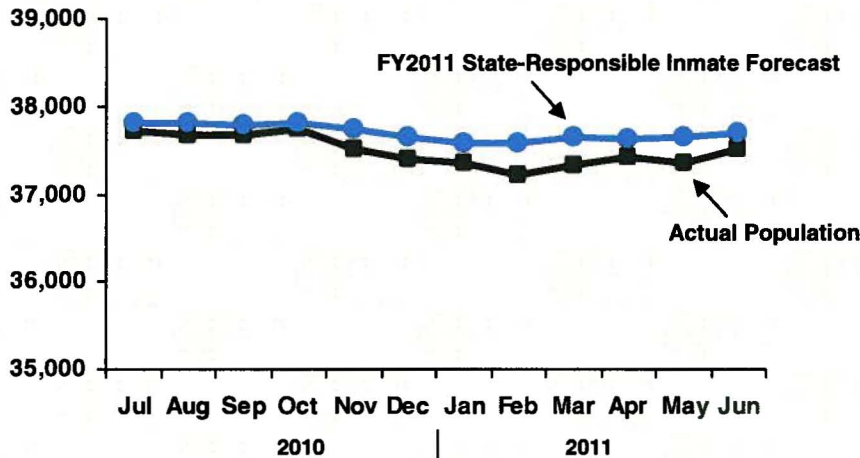


Accuracy of the FY2011 Forecast

The forecast of the state-responsible inmate population adopted in 2010 was very accurate throughout FY2011 (Figure 2). The average monthly forecast error was 207 inmates

(0.6%). Whereas the forecast projected a decline of 17 inmates during FY2011, the actual population decreased by 221 inmates. Thus, the forecast over-projected the actual population.

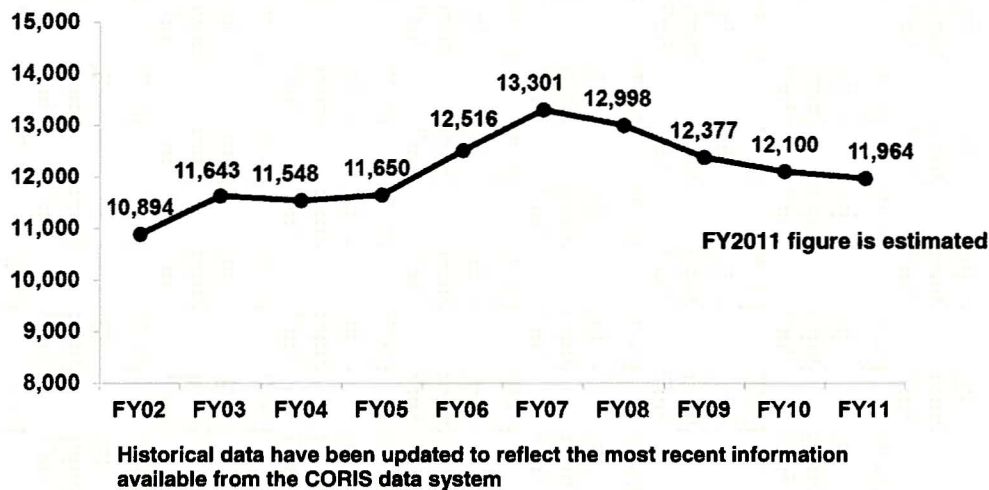
Figure 2
Accuracy of the FY2011 Adult State-Responsible Inmate Forecast



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 2.3% in FY2008. This was followed by drops of 4.8% in FY2009 and 2.2% in FY2010. Although data are not yet complete, early estimates for FY2011 suggest that the downward trend has continued, with a decrease of 1.1% expected. The drop in prison commitments during the last four fiscal years is the principal reason for the downward trend in the overall inmate population.

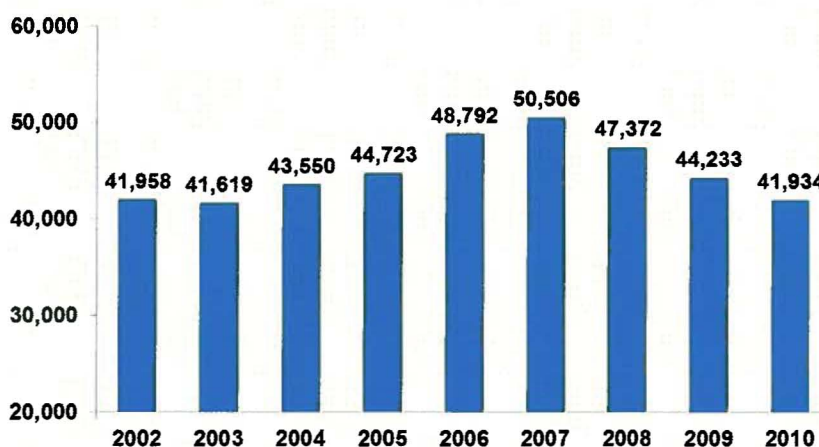
Figure 3
New Court Commitments to the Department of Corrections (by Fiscal Year)



There are likely several factors associated with the recent downturn in prison commitments. After strong growth for several years, the number of arrests for drug offenses has declined since CY2007, dropping more than 8% between 2007 and 2009. During the same period, however, arrests for cocaine offenses plummeted 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 for drug possession being made in some localities. In contrast to the recent trends in cocaine arrests, total marijuana arrests have increased since 2006, although the vast majority of these arrests are for misdemeanor level offenses. The number of arrests for all other drugs combined has also increased in recent years, but this category includes a wide array of controlled substances, including prescription drugs. The number of adults arrested for property offenses (burglary, larceny and motor vehicle theft) has increased significantly (up more than 50%) 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 (down 1.8%) since CY2006.

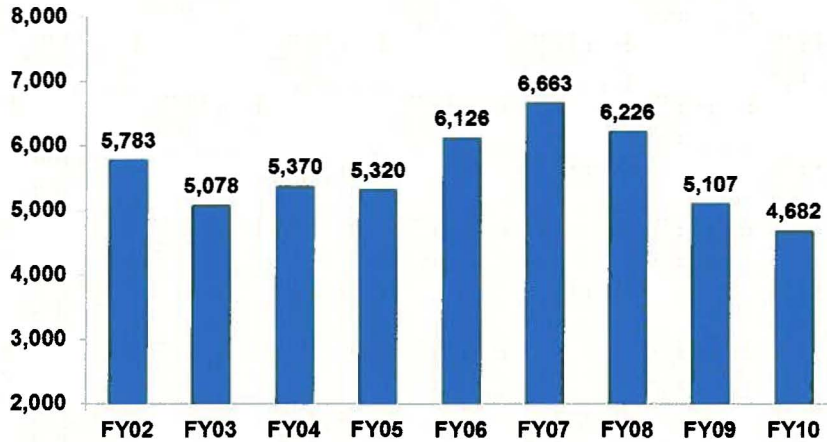
Statewide, court data indicate a declining felony caseload over the last three years (Figure 4). The number of felony defendants with cases in Virginia’s circuit court decreased by 6.2% in CY2008 and 6.6% in CY2009. The most recent data available reveals that the number of felony defendants fell by another 5.2% in CY2010.

Figure 4
Felony Defendants in Virginia’s Circuit Courts



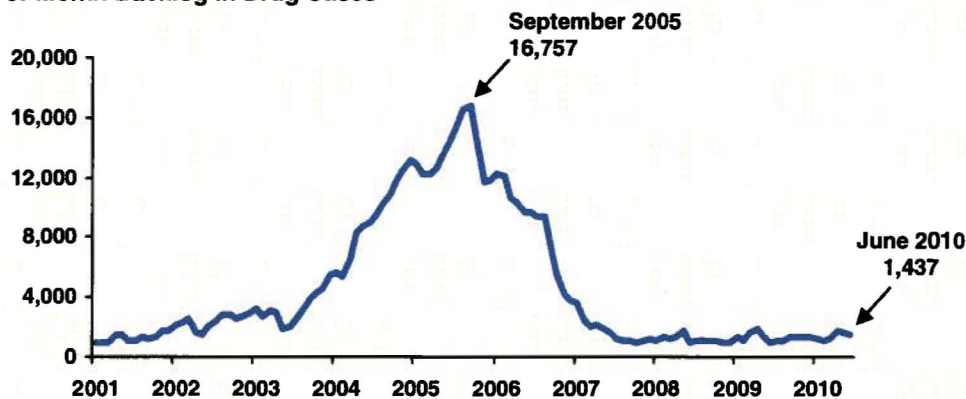
According to the Virginia Criminal Sentencing Commission, the number of felony offenders brought back to court for technical violations of their community supervision (i.e., those with no new criminal conviction) also appears to have declined recently (Figure 5). The number of felony offenders brought back to court for technical violations peaked in FY2007, but this was followed by significant decreases each year since.

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 were 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



For many reasons, there is considerable uncertainty regarding the future growth or decline of Virginia's correctional populations. For example, the duration of the current economic recession and the timing and pace of recovery are unknown. More specifically, the depth and length of the recession could influence the numbers and types of crimes committed and, therefore, the numbers and types of arrests made in state. Additionally, with both state and local governments forced to reduce spending, there may be shifts in the prioritization and deployment of law enforcement resources. This may also have an impact on the numbers and types of arrests. Furthermore, selected prison facilities have been closed and various community corrections programs, many of which are designed to reduce recidivism among offenders, have been eliminated or trimmed as a result of budget reductions. The availability of cocaine, reported to have declined during the last three years, could begin to increase once again; such a reversal in the trend could generate higher numbers of arrests for cocaine-related offenses. Due to retroactive application of changes to the federal sentencing guidelines, drug offenders in the federal prison system who meet certain criteria will be eligible beginning in November 2011 to have their sentences reduced; this is expected to accelerate the release of these offenders from prison. The impact of these drug offenders returning to Virginia communities is not yet known. The forecast committees will continue to monitor the offender populations monthly in order to identify and analyze any changes as quickly as possible.

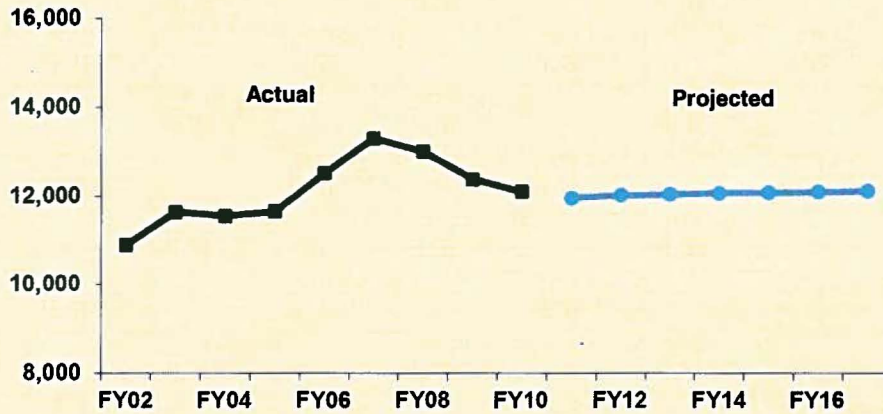
New Commitment Forecast

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 0.2% annually through CY2017 (Figure 7). This is less than the 1.9% average annual growth projected last year.

**Figure 7
New Commitment Forecast (by Fiscal Year)**



Actual:	Year	Commitments	Change	Forecast:	Year	Commitments	Change
	FY04	11,548	-0.8%		FY12	12,023	0.5%
	FY05	11,650	0.9%		FY13	12,043	0.2%
	FY06	12,516	7.4%		FY14	12,067	0.2%
	FY07	13,301	6.3%		FY15	12,077	0.1%
	FY08	12,998	-2.3%		FY16	12,096	0.2%
	FY09	12,377	-4.8%		FY17	12,119	0.2%
	FY10	12,100	-2.2%				
	FY11	11,964	-1.1%				
	Avg. change		0.4%		Avg. change		0.2%

FY2011 commitments are estimated

Forecasting Methodologies

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. DOC utilizes a 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.

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 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 during the most recent five years of available data;
- 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; and
- 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 in the *New Commitment* section 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.

Adult State-Responsible Inmate Forecast

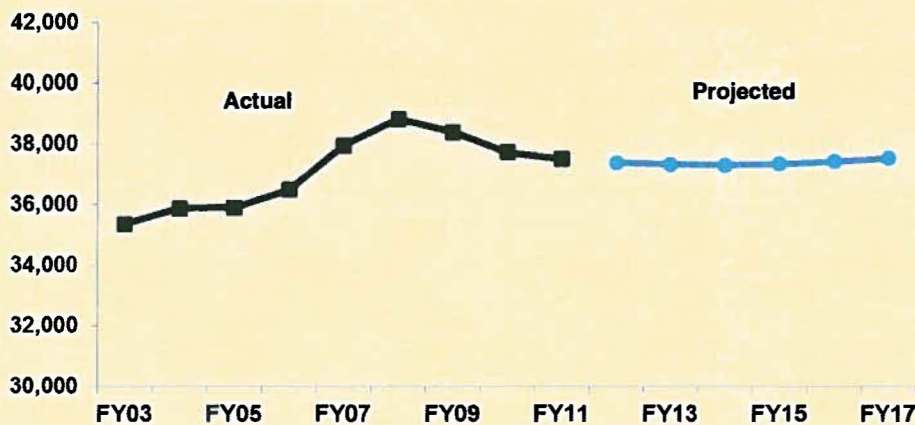
The forecasts, approved in September 2011, were based on all of the statistical and trend information known at the time that they were produced. How long the current trends will continue, however, is unclear. Many factors affect the state-responsible inmate population, and several of these have been discussed above. Because there is considerable uncertainty regarding the state-responsible inmate population, the forecast committees will continue to monitor the population on a monthly basis monthly.

To assist DOC in facility planning, male and female state-responsible inmates are projected separately. The total state-responsible inmate forecast is the sum of the male and female inmate projections. After careful review, the Technical Advisory Committee and the Liaison Work Group recommended DPB's projection for male state-responsible inmates and

DOC's projection forecast for female state-responsible inmates. The Policy Committee approved these recommendations at its meeting on September 22, 2011.

The total number of state-responsible inmates is expected to decline through FY2014 to 37,304 inmates (Figure 8). Minimal growth is anticipated beginning in FY2015. The state-responsible inmate-population is projected to be 37,531 inmates by the end of FY2017. Thus, following a decline in the near term, the state-responsible inmate population is expected to return to approximately the same level observed at the end of FY2011. The forecast approved this year is lower than the one submitted a year ago.

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



Actual:	Year	Population	Change	Forecast:	Year	Population	Change
	FY04	35,879	1.5%		FY12	37,381	-0.3%
	FY05	35,900	0.1%		FY13	37,332	-0.1%
	FY06	36,486	1.6%		FY14	37,304	-0.1%
	FY07	37,957	4.0%		FY15	37,344	0.1%
	FY08	38,826	2.3%		FY16	37,423	0.2%
	FY09	38,387	-1.1%		FY17	37,531	0.3%
	FY10	37,724	-1.7%				
	FY11	37,503	-0.6%				
	Avg. change		0.8%		Avg. change		0.0%

Year	2010 Forecast	2011 Forecast	Difference
FY2011	37,707		
FY2012	37,573	37,381	-192
FY2013	37,766	37,332	-434
FY2014	37,977	37,304	-673
FY2015	38,341	37,344	-997
FY2016	38,947	37,423	-1,524
FY2017		37,531	

Figures represent the population as of June 30 for each year

The state-responsible inmate forecast is disaggregated by gender below (Figure 9).

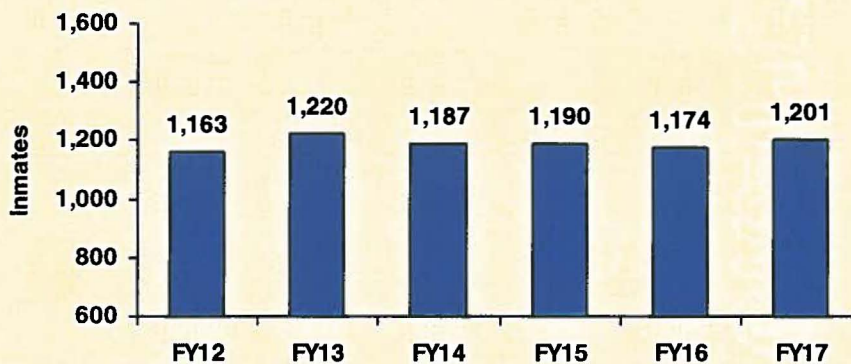
Figure 9
Adult State-Responsible Inmate Forecast by Gender (for June 30 of each year)

Year	Male Inmates	Change	Year	Female Inmates	Change
FY12	34,522	-0.4%	FY12	2,859	0.5%
FY13	34,453	-0.2%	FY13	2,879	0.7%
FY14	34,448	0.0%	FY14	2,856	-0.8%
FY15	34,493	0.1%	FY15	2,851	-0.2%
FY16	34,575	0.2%	FY16	2,848	-0.1%
FY17	34,684	0.3%	FY17	2,847	0.0%

Projected average growth
FY2012 – FY2017: 0.0%

Item 370(A) of Chapter 890 of the 2011 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 FY2017, it is projected that the population will include 1,201 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 FY2011, local-responsible prisoners on average accounted for approximately 68% 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 both 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 persisted, however, with the population decreasing by 3.0% in FY2009 and 3.3% in FY2010. The rate of decline slowed in FY2011 to a decrease of just 0.1%. For FY2011, the average local-responsible jail population was 19,012.

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: Bureau of Justice Statistics, *Jail Inmates at Midyear 2010 Statistical Tables* <http://bjs.ojp.usdoj.gov/index.cfm?ty=pbdetail&iid=2375> accessed July 19, 2011). This was the first drop in the U.S. jail population since the Bureau implemented the Annual Survey of Jails in 1982. The jail population decreased again from 2009 to 2010, falling by 2.4% during that year.

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. For the first time in four years, the unsentenced awaiting trial population grew in FY2011, while sentenced misdemeanants increased for the third straight year.

Figure 12
Changes in Local-Responsible Jail Population Categories

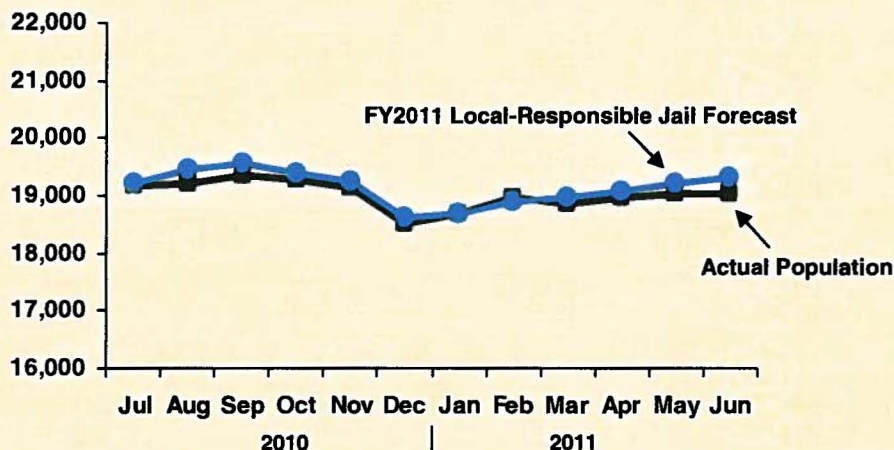
Category	FY2008	Change	FY2009	Change	FY2010	Change	FY2011	Change
Unsentenced Awaiting Trial	8,771	-1.7%	8,273	-5.7%	7,708	-6.8%	7,811	+1.3%
Sentenced but Pending Additional Charges	5,692	-3.3%	5,531	-2.8%	5,591	+1.1%	5,480	-2.0%
Sentenced Local Felons	3,136	+0.8%	3,067	-2.2%	2,868	-6.5%	2,854	-0.5%
Sentenced Misdemeanants	2,679	-0.6%	2,800	+4.5%	2,853	+1.9%	2,867	+0.5%
Total Local-Responsible Jail Population	20,278	-1.7%	19,671	-3.0%	19,022	-3.3%	19,012	-0.1%

Data are based on the average population for each fiscal year

Accuracy of the FY2011 Forecast

Overall, the forecast of the local-responsible jail population adopted last year was extremely accurate during FY2011. Although the forecast projected an increase in the population of 111 offenders, the actual population decreased by 10 offenders. On average for the year, the forecast was 122 offenders higher than the actual population (Figure 13).

Figure 13
Accuracy of the FY2011 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, particularly for drug possession, in some localities. Although marijuana arrests have increased since CY2006, 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 risen dramatically since CY2006 (up more than 50%), 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 (1.8%) 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. Although new misdemeanor cases dipped in CY2009, new misdemeanor cases increased by 2.5% in CY2010.

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 sank by 18% in FY2009 then fell another 8% in FY2010. 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 and FY2011, there was a sizable 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%
FY2011	31,207	-2.1%	31,208	-2.0%

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.

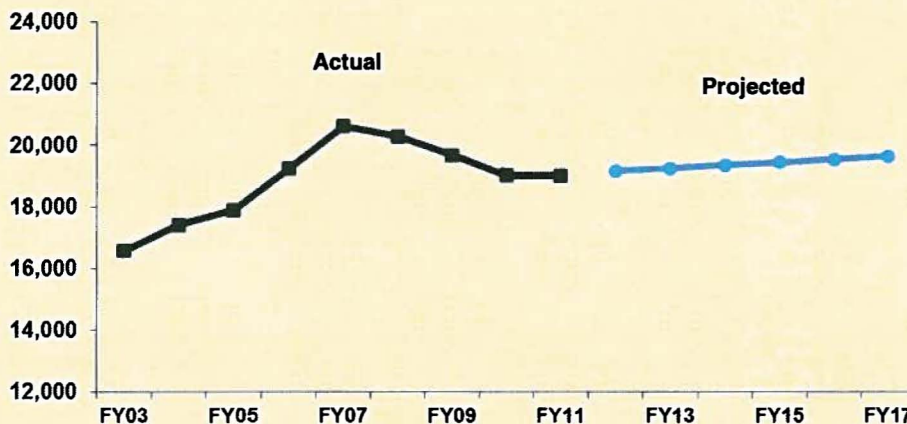
As with each correctional population, two forecast models for the local-responsible jail population are developed by two analysts working independently of one another. The Department of Criminal Justice Services (DCJS) produces one of the local-responsible jail forecasts and the Department of Planning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

Adult Local-Responsible Jail Forecast

After thorough examination of both the DCJS and DPB projections, the Liaison Work Group recommended a forecast that is a modified version of the DBP forecast model. The Liaison Work Group accepted the DPB forecast for FY2012 and FY2013; the Work Group then applied the growth rate projected by the DPB model for FY2013 (0.5%) to each year thereafter (FY2014 through FY2017). The Liaison Work Group selected this approach based on concerns about both the DCJS and DPB models. The DCJS model projected that the local-responsible jail population would remain flat throughout the six-year forecast horizon. The DPB model assumed that the population would begin to grow significantly after FY2013 (with annual growth rates ranging from 1.5% to 1.8%). The Work Group felt that neither the DCJS zero-growth forecast nor the DPB high-growth forecast would prove to be accurate. The Work Group's approach utilized the DPB forecast for FY2012 and FY2013 and produced a forecast for FY2014 through FY2017 that fell between the DCJS and DPB projections. The Policy Committee approved the Work Group's recommendation at its meeting on September 22, 2011.

The average local-responsible jail population is projected to be 19,162 in FY2012. This is an increase of just 0.8% over the population in FY2011. The local-responsible jail population is then projected to grow by an average of 0.5% annually through FY2017 (Figure 15). The forecast approved this year is slightly lower than the forecast adopted in 2010.

Figure 15
2011 Adult Local-Responsible Jail Forecast (Fiscal Year Average)



Actual:	Year	Population	Change	Forecast:	Year	Population	Change
	FY04	17,414	5.1%		FY12	19,162	0.8%
	FY05	17,891	2.7%		FY13	19,254	0.5%
	FY06	19,233	7.5%		FY14	19,350	0.5%
	FY07	20,622	7.2%		FY15	19,447	0.5%
	FY08	20,278	-1.7%		FY16	19,544	0.5%
	FY09	19,671	-3.0%		FY17	19,642	0.5%
	FY10	19,022	-3.3%				
	FY11	19,012	-0.1%				
	Avg. change		1.8%		Avg. change		0.6%

Figures represent the average population for each fiscal year

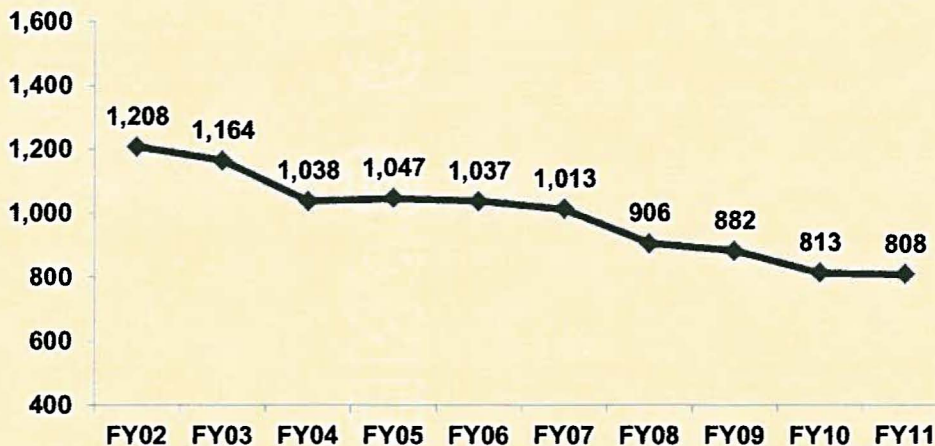
Juvenile Correctional Center Population

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 85% of the juveniles committed to the DJJ in FY2011 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 (juveniles committed to DJJ with a determinate sentence can be released at the judge's discretion prior to serving the entire term). In Virginia, juveniles tried and convicted as adults in circuit court can also be committed to DJJ, at the judge's discretion.

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%. In FY2011, the population fell by 0.6% to 808 juveniles.

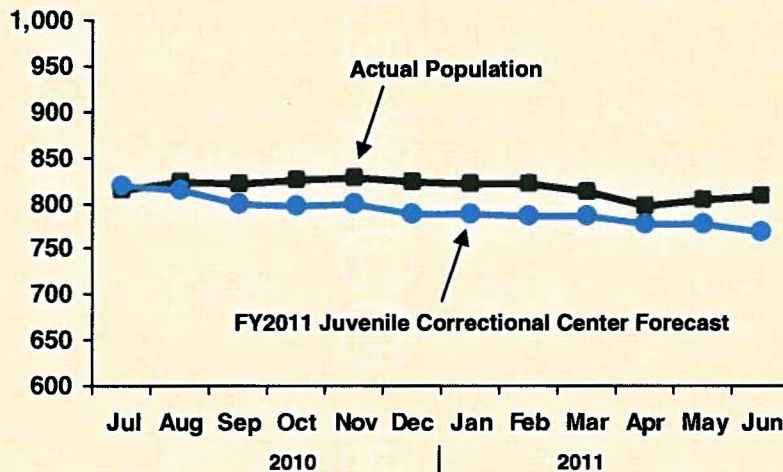
Figure 16
Juvenile Correctional Center Population (Average Daily Population for June of each year)



Accuracy of the FY2011 Forecast

The juvenile correctional center forecast adopted last year was fairly accurate throughout FY2011 (Figure 17). From most of the fiscal year, however, the forecast was lower than the actual population. While the forecast projected a decline in the correctional center population of 45 juveniles, the actual population decreased by only six juveniles. By the end of FY2011, the actual population exceeded the forecast by 39 juveniles.

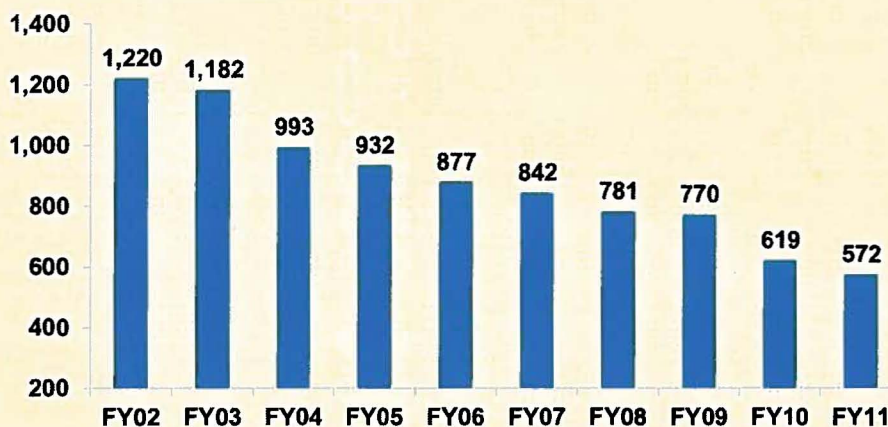
Figure 17
Accuracy of the FY2011 Juvenile Correctional Center Forecast



Factors Affecting the Juvenile Correctional Center Population

As noted above, the population of youth in DJJ facilities has been declining. Since FY2001, admissions to juvenile correctional centers have dropped by more than 50%. 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 FY2011 (Figure 18).

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 fifth straight year, dropping by 6.4% in FY2011 (Figure 19). While all categories of intakes decreased in FY2011, felony intakes declined by 10.4%.

Figure 19
Juvenile Intake Cases at Court Service Units

Intake Type	FY2007	FY2008	FY2009	FY2010	FY2011
Person Felonies	3,872	3,505	3,169	2,736	2,486
Other Felonies	7,670	7,363	7,043	5,716	5,091
Class 1 Misdemeanor	26,489	26,250	26,666	23,989	22,664
Other	25,818	24,820	24,501	22,042	20,781
Total	63,849	61,938	61,379	54,483	51,022

Recent DJJ policies may 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) dropped by nearly 28%.

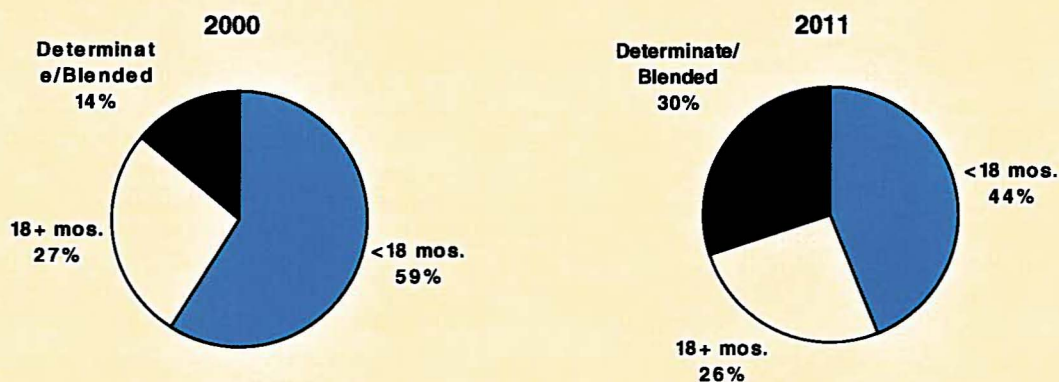
While admissions are a critical factor driving the juvenile correctional center population, length of stay in DJJ facilities also affects the size of the population. The change in commitment criteria in 2000 meant that juveniles with a limited misdemeanor record could no longer be committed to DJJ; those 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 41 months. Finally, a juvenile given a blended sentence can 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 increased from 7.5% of all admissions in FY2001 to 18.5% of admissions in FY2010, although this percentage fell slightly to 15.5% in FY2011.

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 56% 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 FY2011 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 FY2011 admissions;
- Juveniles assigned to the Department's mandatory sex offender program will comprise the same percentage of admissions as they did in FY2011; and
- Juveniles determinately committed to the Department will comprise the same percentage of admissions as they did in FY2011.

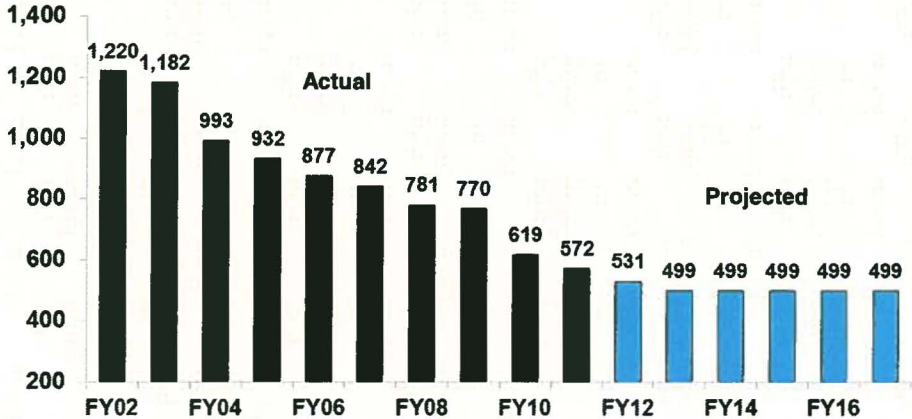
DPB projections are developed using time-series forecasting techniques. As described previously, time-series forecasting utilizes historical patterns, trends, and seasonal variations to project future values; significant policy changes made in past years can be quantified and included in the statistical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

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 Committee does not believe that a decrease of the magnitude seen in recent years will continue indefinitely. In four of the last six years, the Policy 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. In the other years, the Committee utilized the statistical projection for the early years of the forecast horizon and then assumed a flat admissions forecast for the remaining years of the forecast period.

For this year’s forecast, the Policy Committee approved the use of the DJJ admissions forecast for FY2012 and FY2013, and a flat admissions forecast from FY2013 through FY2017 (Figure 21). Under this admissions forecast, it is assumed that admissions will continue to fall through FY2013 and then will level off for the remainder of the forecast horizon (Figure 21).

**Figure 21
Juvenile Correctional Center Admissions Forecast**

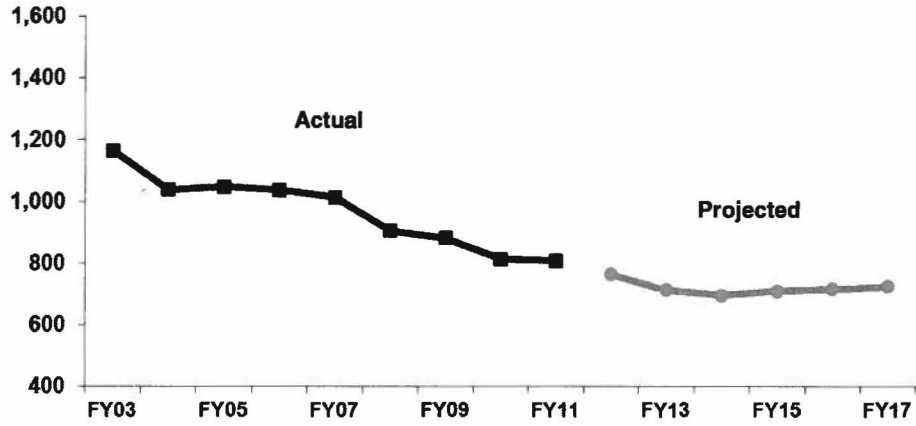


Juvenile Correctional Center Forecast

After reviewing both the DJJ and DPB projections in detail, the Policy Committee approved an average of the two forecasts through FY2014 with the growth rate from the DJJ forecast model to be applied each year thereafter. An average was selected for the early years of the forecast period because the DJJ and DPB forecasts diverged from one another and there was concern that neither forecast would be as accurate as an average of the two. The DJJ growth rate was selected for the later years of the forecast period because the DPB model projected significantly higher growth rates; however, the Policy Committee concluded that there was no evidence at this time to suggest that, after a decade of decline, the juvenile correctional center population will begin to grow at the rates suggested by the DPB model.

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 FY2014, when the population is expected to reach 697 juveniles. Beginning in FY2015, however, the population of juveniles in state correctional facilities is expected to grow again. This turnaround can likely be attributed to the longer lengths of stay, on average, for juveniles committed today compared to those committed just a few years ago. By the end of FY2017, the forecast climbs to 725 juveniles. Because admissions are critical 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:	Year	Population	Change
	FY04	1,038	-10.8%
	FY05	1,047	0.9%
	FY06	1,037	-1.0%
	FY07	1,013	-2.3%
	FY08	906	-10.6%
	FY09	882	-2.6%
	FY10	813	-7.8%
	FY11	808	-0.6%
	Avg. change		-4.4%

Forecast:	Year	Population	Change
	FY12	765	-5.3%
	FY13	714	-6.7%
	FY14	697	-2.4%
	FY15	710	1.8%
	FY16	717	1.1%
	FY17	725	1.0%
	Avg. change		-1.7%

Figures represent the average daily population in June of each year

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.

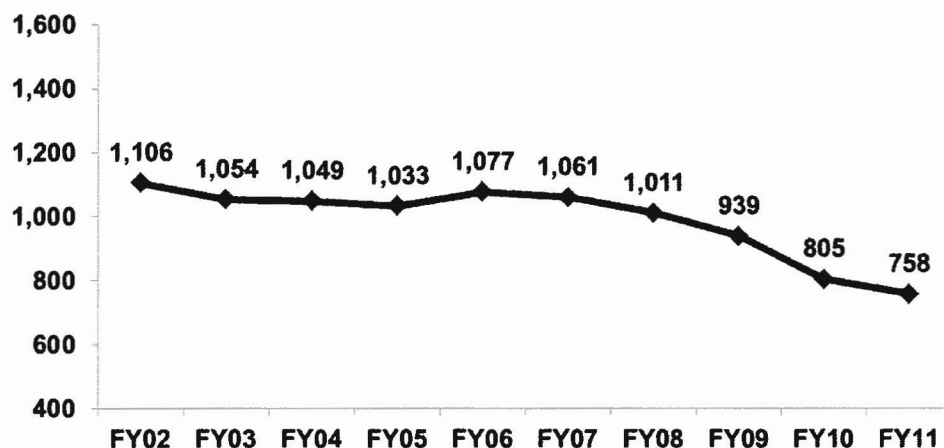
Population Change

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% (the largest single-year decline) to 805 juveniles. In FY2011, detention homes housed an average of 758 juveniles during the year.

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

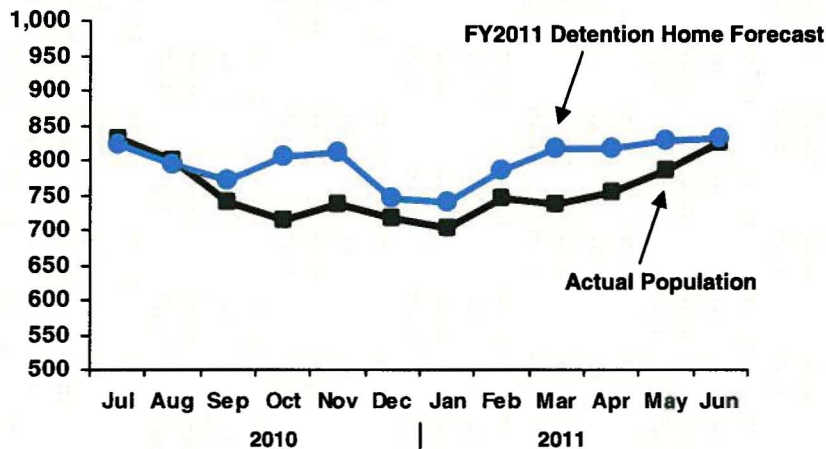
Figure 23
Juvenile Detention Home Population (Fiscal Year Average)



Accuracy of the FY2011 Forecast

The forecast of the juvenile detention home population adopted last year over projected the actual population during most of FY2011 (Figure 24). The average juvenile detention home population for FY2011 was 758 offenders; the average forecast for FY2011 was 798, a difference of 40 juveniles.

Figure 24
Accuracy of the FY2011 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 five years. In particular, the number of juveniles brought into a court service unit who were eligible for placement in a detention home decreased by 21% between FY2007 to FY2011. Actual detention placements have fallen even faster, dropping 30.5% 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.

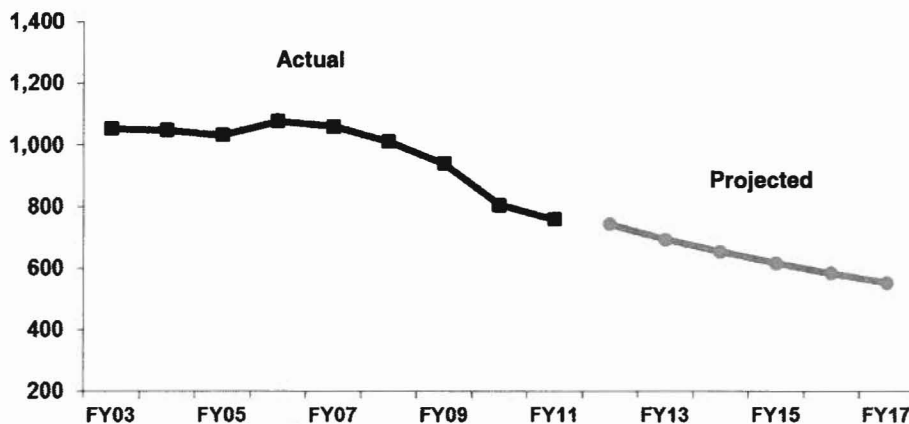
Two forecast models for the juvenile detention home population are developed by two analysts working independently of one another. The Department of Juvenile Justice (DJJ) produces one of the detention home forecasts and the Department of Planning and Budget (DPB) generates the other.

Juvenile Detention Home Forecast

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.

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 FY2017 is projected to be 553 juveniles.

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



Actual:	Year	Population	Change	Forecast:	Year	Population	Change
	FY04	1,049	-0.5%		FY12	742	-2.1%
	FY05	1,033	-1.5%		FY13	694	-6.5%
	FY06	1,077	4.3%		FY14	653	-5.9%
	FY07	1,061	-1.5%		FY15	616	-5.6%
	FY08	1,011	-4.7%		FY16	583	-5.4%
	FY09	939	-7.1%		FY17	553	-5.2%
	FY10	805	-14.3%				
	FY11	758	-5.8%				
		Avg. change	-3.9%			Avg. change	-5.1%

Figures represent the average population for each fiscal year

Continuing Work during FY2012

The annual process for updating the forecasts concluded in September 2011, with the approval of the forecasts by the Policy 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; therefore, there is 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

❖ **2011 Policy Committee Members**

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