Office of the
Secretary of Public Safety

REPORT ON THE OFFENDER POPULATION FORECASTS (FY2014 TO FY2019)

To The Governor and General Assembly

Commonwealth of Virginia

Richmond, October 15, 2013

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HON. MARLA GRAFF DECKER
SECRETARY

Commonwealth of Virginia

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Office of the Secretary of Public Safety

October 15, 2013

TO: The Honorable Robert F. McDonnell
Governor

The Honorable Lacey E. Putney
Chairman, House Appropriations Committee

The Honorable Walter A. Stosch
Chairman, Senate Finance Committee

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

The Honorable Thomas K. Norment, Jr.
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 of the state-responsible inmate population, local-responsible jail population, juvenile correctional center population, and juvenile detention home population.

The 2013 forecasting process is now complete and, per the requirements of Item 379 of Chapter 806 of the 2013 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

Authority

This report has been prepared and submitted to fulfill the requirements of Item 379 of Chapter 806 of the 2013 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, 2013. Specifically, the Secretary must present updated forecasts for the adult state-responsible inmate population, adult local-responsible jail population, juvenile state-responsible (correctional center) population, and juvenile local-responsible (juvenile detention home) population. In addition, the Secretary must ensure that the state-responsible inmate 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 2013.

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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 offender 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 offender forecasts, the Committee as a whole carefully scrutinizes each forecast according to the highest statistical standards. Select forecasts are presented to the Secretary's 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 lawmakers, agency directors, and other top officials and includes representatives of Virginia's law enforcement, prosecutor, police, 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 2013, were based on all of the statistical and trend information known at the time that they were produced. Throughout the coming year, the offender populations will be closely monitored in order to identify any changes or shifts as soon as they emerge.

Adult State-Responsible Inmate Population. The largest of the four forecasts, the 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 declined each year from FY2008 through FY2012. Much of the decline during that period can be attributed to a significant drop in the number of offenders committed to the Department of Corrections (DOC) during that time. This shift was consistent with observed changes in arrest patterns, reductions in felony caseloads in circuit court, and stabilization in the backlog of drug cases awaiting analysis at the Department of Forensic Science. From June 20, 2012, through May 31, 2013 (the most recent data available), the inmate population grew by 0.1% to 37,193. This is the first increase in the population in five years. The rise in the inmate population is the result of a recent increase in the number of offenders

committed to prison. Between July and December 2012, the number of new commitments to DOC was slightly higher than the number of commitments during the same period of the previous year. Based on the approved forecast, the inmate population is projected to increase by an average of 0.6% per year to 38,449 inmates at the end of FY2019 (see table below). This forecast is comparable to the forecast presented to the General Assembly last year. 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 punishment via alternative sanctions. By the end of FY2019, it is projected that the state-responsible population will include 1,382 technical probation violators (i.e., offenders who violated the rules of probation but have not been convicted of a new crime). Based on previous study, DOC has estimated that 53% of technical violators sentenced to the Department may be suitable for alternative sanctions.

Adult Local-Responsible Jail Population. The 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 in FY2006 and FY2007, the average local-responsible jail population declined each succeeding year through FY2011. In FY2012, the average local-responsible jail population increased for the first time in five years. The upturn continued in FY2013, with the average population climbing by 3.3% to 19,992 for the fiscal year through May 2013 (June figures are not yet available). The growth has been driven by the number of individuals in jail awaiting trial and the number of individuals in jail with additional cases pending. While overall commitments to jail decreased slightly in FY2013, this has been offset by longer lengths-of-stay across most categories. For example, the average length-of-stay for offenders released to bond has increased by 14% since FY2011. Under the approved forecast, the local-responsible jail population is projected to grow by an average of 1.9% per year to 22,277 offenders in FY2019 (see table below). Due to higher than projected growth in FY2013, this forecast is higher than the one submitted a year ago.

Juvenile Correctional Center Population. Juveniles offenders committed to the state are held in facilities operated by the Department of Juvenile Justice (DJJ). The juvenile correctional center population has been declining since FY2000. Some of the decline may 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, and other subsequent statutory changes. These policy changes, however, cannot explain the persistent downward trend in commitments. At court service units, the point of entry into the juvenile justice system, the total number of juvenile intake cases has declined for the ninth straight year. In addition, DJJ has implemented procedures and practices that include the use of validated risk assessment instruments in numerous aspects of community and facility operations in order to reserve juvenile correctional beds for those who represent the greatest risk to public safety. In FY2013, the average daily population in Virginia's juvenile correctional centers was 693. The juvenile correctional center forecast anticipates a continued decline in this population through FY2016. Beginning in FY2017, however, this population is expected to level off due to the longer lengths of stay, on average, for juveniles committed in the most recent fiscal years compared to those committed in years prior. By June 2019, the juvenile correctional center population is projected to be 520 (see table below).

Juvenile Detention Home Population. The juvenile local-responsible population encompasses all juveniles held in local or commission-operated juvenile detention homes around the Commonwealth. The juvenile detention home population declined from an average of 1,061 in FY2007 to an average of 758 in FY2011. Lower numbers of intakes at court service units and procedures and practices to reduce detention of low-risk juveniles have contributed to the changes in this population. Since FY2011, the juvenile detention home population has been relatively stable. Statewide, detention homes housed an average of 729 juveniles in FY2013. The average detention home population is projected to be 662 juveniles in FY2019 (see table below).

Offender Population Forecasts
FY2014 – FY2019

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 (FY Average)	Juvenile Detention Home Population (FY Average)
FY2014	37,475	1,360	20,349	617	745
FY2015	37,776	1,369	20,735	543	726
FY2016	38,043	1,376	21,121	510	709
FY2017	38,117	1,370	21,507	514	692
FY2018	38,318	1,381	21,898	518	676
FY2019	38,449	1,382	22,277	520	662

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

Based on previous study, DOC has estimated that 53% of technical violators sentenced to the Department may be suitable for alternative sanctions.

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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 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 Secretary's 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 Virginia's criminal justice system. After thorough evaluation of each forecast, the Work Group makes recommendations to the 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, members of the General Assembly, and 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 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

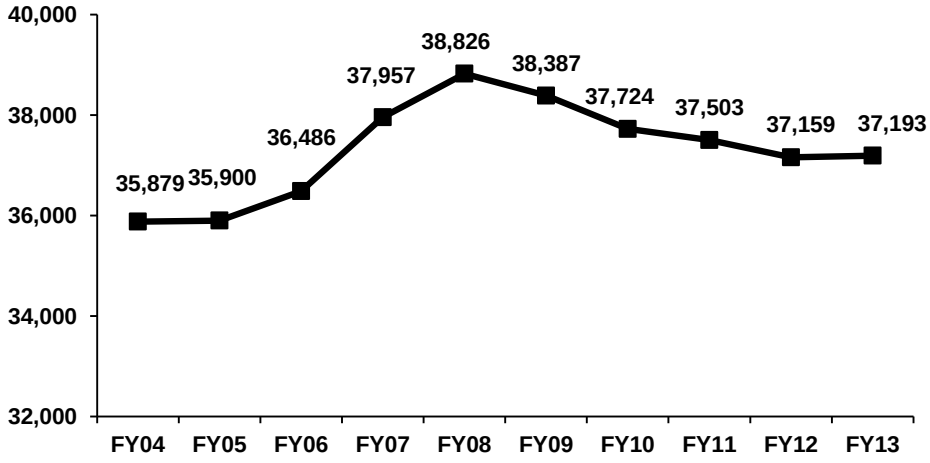
The adult state-responsible inmate population includes offenders incarcerated in state prison facilities as well as those state inmates being housed in the local and regional jails around the Commonwealth. It is the largest of the four major correctional populations. For forecasting purposes, state-responsibility begins on the day an offender is sentenced to prison or, if there are multiple cases, the day of the last sentence prior to the offender's classification by the Department of Corrections (DOC) intake staff.

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. Following its peak in FY2008, the population declined through FY2012 (Figure 1). From June 20, 2012, through May 31, 2013 (the most recent data available at the time of this report), the inmate population grew by 0.1% to 37,193. While small, this is the first increase in the population in five years.

The decline in Virginia's inmate population between FY2008 and FY2012 is not unlike the experience in other states. The Bureau of Justice Statistics found that 28 states experienced decreases in their prison populations in 2012 (Bureau of Justice Statistics, *Prisoners in 2012 Advance Counts* http://www.bjs.gov/content/pub/pdf/p12ac.pdf accessed July 26, 2013).

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

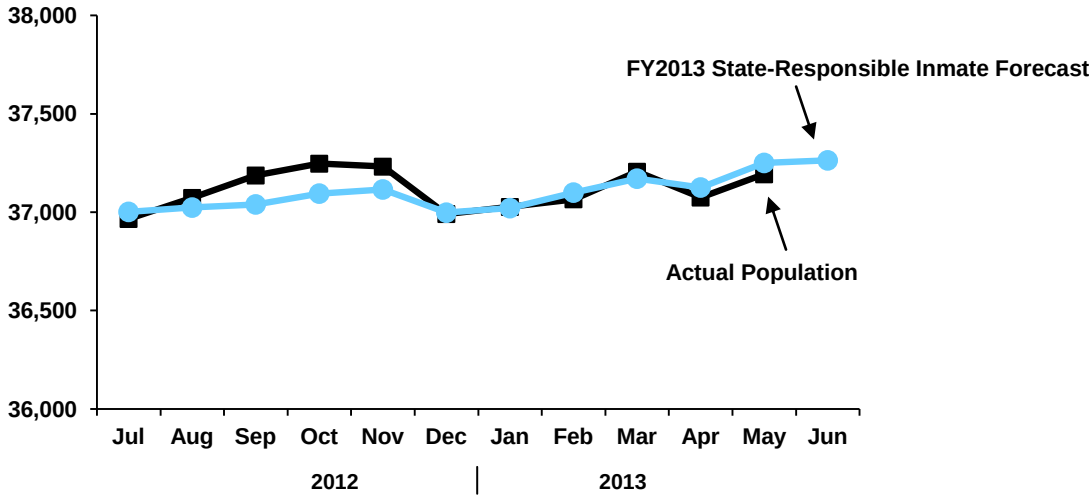


FY2013 figure is the May 31, 2013 population
(the most recent data available at the time of this report)

Accuracy of the FY2013 Forecast

The forecast of the state-responsible inmate population adopted in 2012 was extremely accurate during FY2013 (Figure 2). For FY2013 through May (the most recent data available), the difference between the actual and forecasted population was never more than 152 inmates (0.4%).

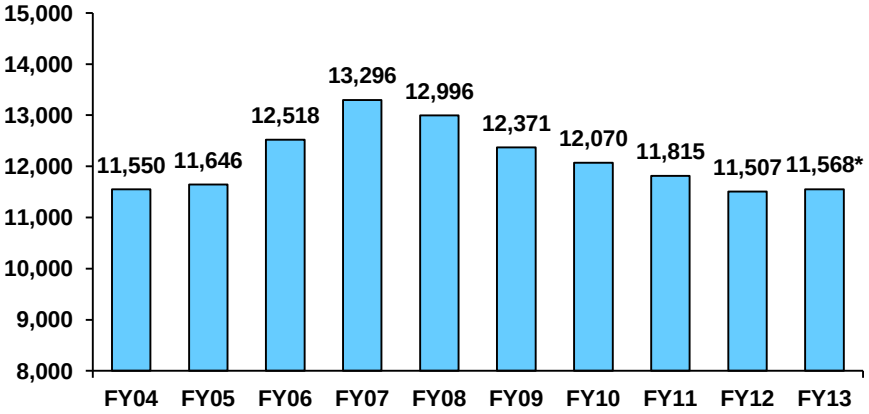
Figure 2
Accuracy of the FY2013 Adult State-Responsible Inmate Forecast



Factors Affecting the 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 Virginia's DOC increased sharply in FY2006 and FY2007 (Figure 3). After peaking FY2007, the number of new commitments fell each year through FY2012. The drop in prison commitments during those years is the principal reason for the downward trend in the overall inmate population. In contrast, between July and December 2012, the number of new commitments to DOC was 0.5% higher than the number of commitments during the same period of the previous year. Thus, preliminary estimates suggest a small increase in the number of commitments for FY2013.

Figure 3
New Court Commitments to the Department of Corrections



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

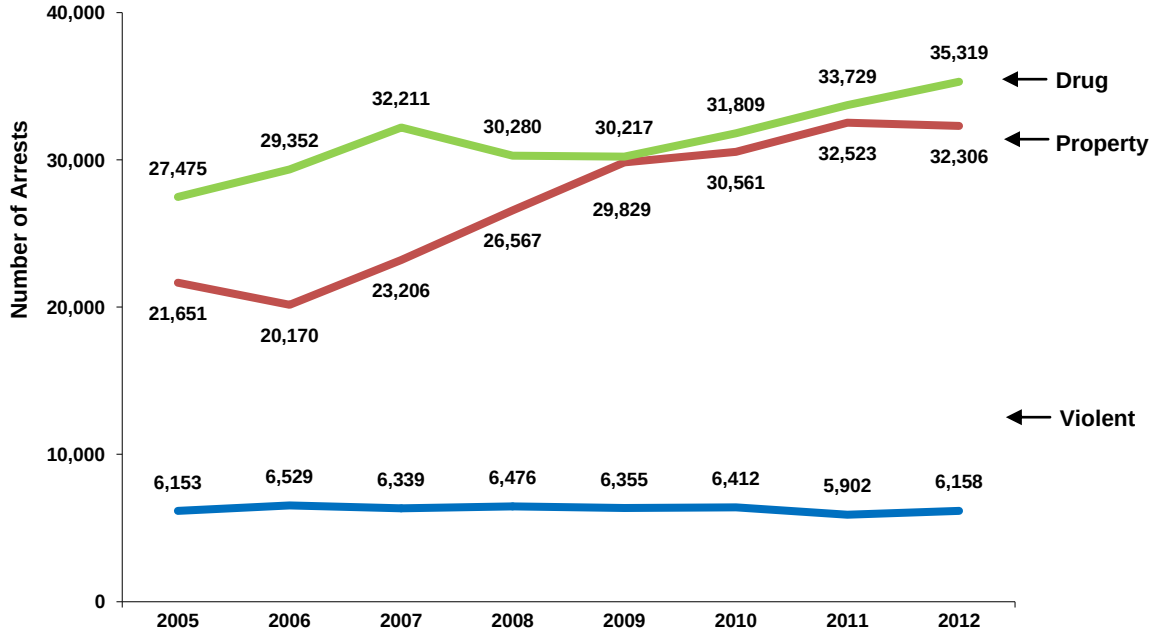
*** FY2013 figure is estimated**

There are likely several factors associated with the downturn in prison commitments. Virginia's crime rates (crimes reported per 100,000 population) have been declining since the early 1990s. Because crime rates are affected by population changes and drug crimes are not included in official crime rates, examining the number and type of arrests can provide additional insight into criminal justice trends. The number of adults arrested for drug offenses increased for several years through CY2007, but then dropped in CY2008 and CY2009 (Figure 4). These decreases were largely attributable to substantial reductions in arrests for cocaine distribution and possession. Federal data suggest reduced availability of cocaine in the United States during that time. Law enforcement efforts (e.g., seizures, crop eradication, and border security) and the drug war in Mexico appear to have impacted the ability of traffickers to deliver drugs to the U.S. In the most recent three years, the rate of decline in cocaine arrests has slowed and the total number of drug arrests has risen since 2010 due to increases in arrests for marijuana, heroin and other drugs, including synthetic cannabinoids. However, most marijuana arrests are for misdemeanor-level offenses, for which an offender could not receive a prison sentence unless also convicted of a felony.

The number of adults arrested for property offenses (burglary, larceny and motor vehicle theft) fell slightly in 2012 but, overall, has increased significantly since CY2006. Data from the jails and the courts suggest that much of the increase has been in misdemeanor larceny offenses which, without an accompanying felony, would not result in a prison term.

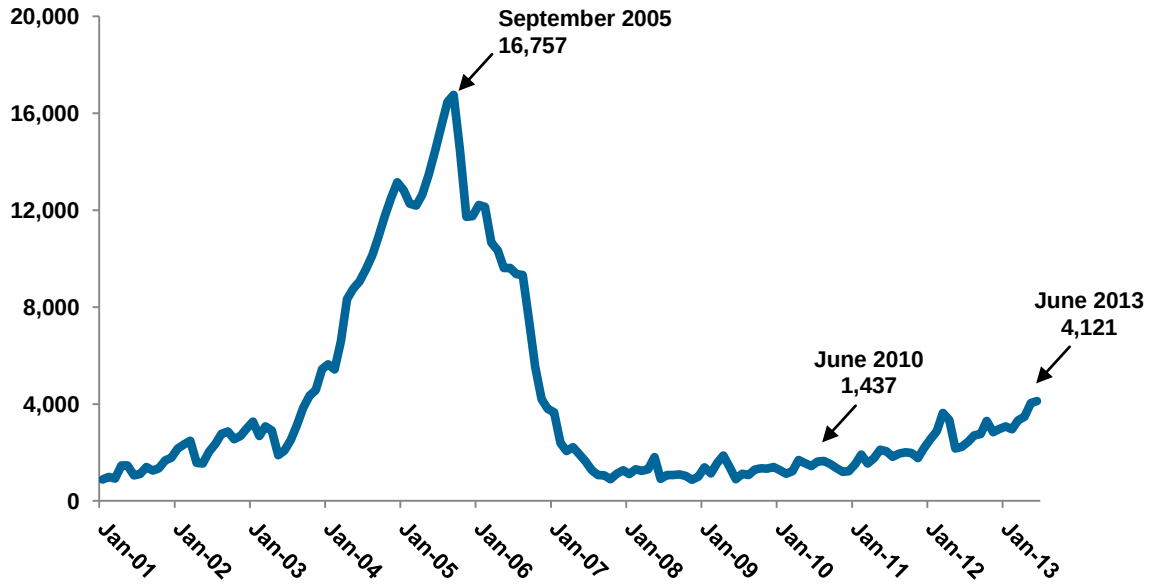
Arrests of adults for violent offenses (murder/non-negligent manslaughter, forcible rape, robbery and aggravated assault) have shown a modest decrease overall (down approximately 6%) since CY2006, although the number of such arrests increased from 2011 to 2012.

Figure 4
Arrests of Adults by Crime Type



Another factor believed to have had an impact on prison commitments 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 5). 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. As a result, 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 the following year or two as the system stabilized. The number of new commitments did, in fact, decrease in FY2008 and FY2009. However, subsequent declines in commitments are likely the result of other factors, such as the declines in drug arrests in 2008 and 2009 (as noted above) and in the number of felony defendants in Virginia's circuit courts through 2010. Most recently, the drug case backlog has begun to grow again. This recent change in will be discussed in further detail in the next chapter of this report.

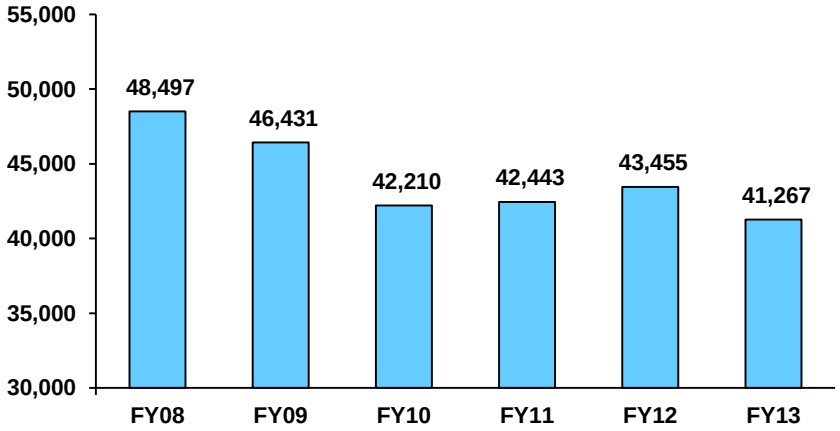
Figure 5
Department of Forensic Science
End-of-Month Backlog in Drug Cases



Decreases in the number of felony defendants processed through Virginia's circuit courts contributed to the downturn in commitments to the Department of Corrections. Circuit court data indicate that, after peaking in FY2007, the number of felony defendants fell each year through FY2010 (Figure 6). There were approximately 13% fewer felony defendants in FY2010 than in FY2008. This represents a decrease in the number of offenders eligible to receive a state-responsible sentence. According to the Virginia Supreme Court, the number of felony defendants

in circuit court increased in FY2011 and FY2012, although they remained well below the number seen in FY2008-FY2009. This was followed by a decrease of 5% in FY2013. Thus, the trend in felony defendants is unclear.

Figure 6
Felony Defendants in Virginia's Circuit Courts



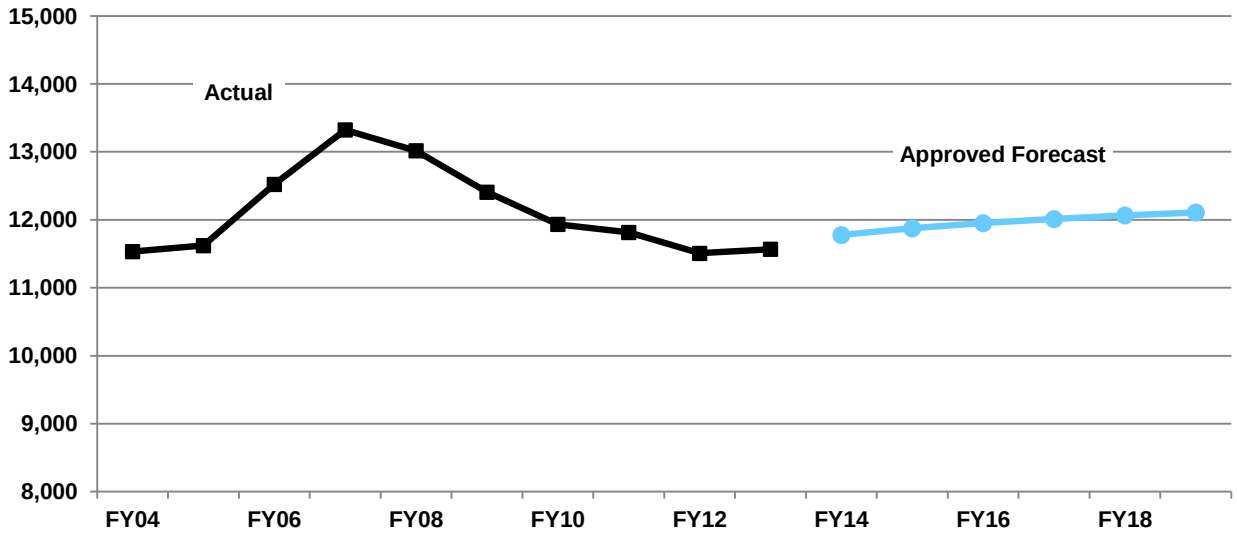
New Commitment Forecast

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 offender is committed to prison. Generating commitment forecasts by gender and offense type can account 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 included in the statistical model and the impacts quantified. 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 abruptly, 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 to DOC is projected to grow at an average of 0.8% annually through CY2019 (Figure 7). This is slightly higher than the 0.6% average annual growth projected last year.

Figure 7
New Commitment Forecast



Actual:	Year	Commitments	Change
	FY06	12,522	7.8%
	FY07	13,324	6.4%
	FY08	13,017	-2.3%
	FY09	12,407	-4.7%
	FY10	11,934	-3.8%
	FY11	11,815	-1.0%
	FY12	11,507	-2.6%
	FY13	11,568	0.5%
		Avg. change	0.0%

Forecast:	Year	Commitments	Change
	FY14	11,777	1.8%
	FY15	11,875	0.8%
	FY16	11,951	0.6%
	FY17	12,012	0.5%
	FY18	12,065	0.4%
	FY19	12,108	0.4%
		Avg. change	0.8%

FY2013 commitments are estimated

Forecasting Methodologies

Two forecast models for the state-responsible inmate population are developed by two agencies whose analysts work independently of one another. The Department of Corrections produces one of the 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 correctional 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. DOC uses 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 structure a simulation model to accurately portray their particular system and it can be easily modified to capture policy changes. To assist DOC in facility planning, the simulation has been designed to provide a separate forecast for male and female inmates.

Use of simulation forecasting requires several assumptions regarding commitments and releases. The important assumptions incorporated into DOC's simulation model include those listed below.

- 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;
    - Characteristics of future male commitments are based on the most recent 12 months of available data;
    - Characteristics of future female commitments are based on the most recent 24 months of available data (24 months were used due to the smaller number of female commitments and the variability of the data);
- Future parole violator admissions are projected based on the trend observed during the most recent three 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 parole releases, 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, length-of-stay is based on the most recent three years of available data;
- For offenders who will be executed, length-of-stay is based on last 10 executions (truth-in-sentencing cases); and
- For inmate who exit DOC in other ways (e.g., pardon), length-of-stay is based the most recent 12 months of available data.

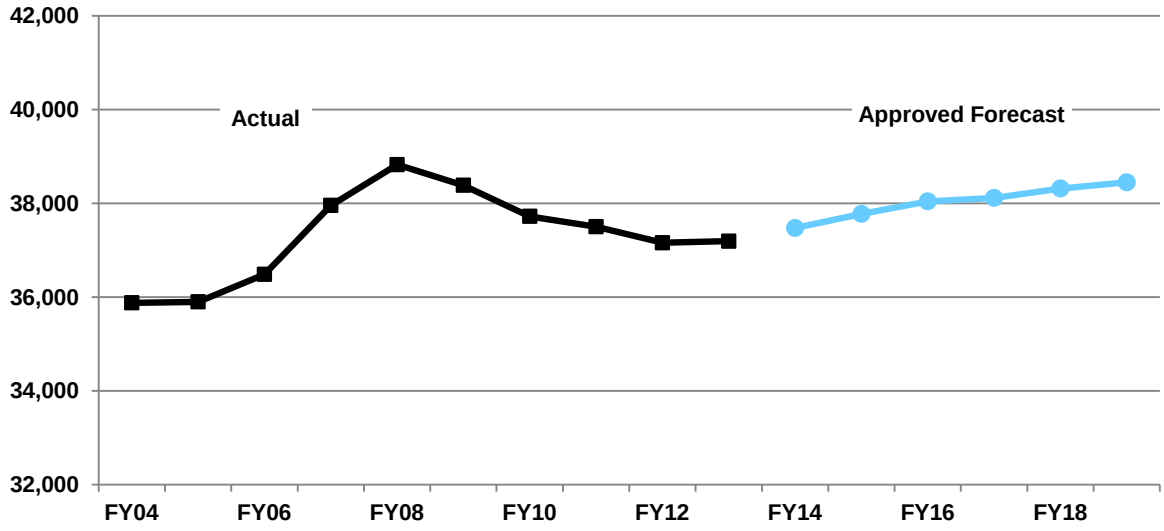
DPB projections are developed using time-series forecasting techniques. As described in the *New Commitment* section above, time-series forecasting utilizes historical patterns, trends, and seasonal variations to project future values and significant policy changes made in past years can be included in the statistical model and quantified. DPB projects male and female inmate populations separately.

Adult State-Responsible Inmate Forecast

After thorough examination of both the DOC and DPB projections, the Policy Committee approved DOC's projection forecast for male state-responsible inmates. DPB's projection for male inmates was comparable to DOC's, particularly through FY2016. For the female inmate forecast, the Policy Committee approved an average of the DOC and DPB projections. The DOC model projected that the female inmate population would grow at an average annual rate of 0.5% through FY2019, while the DPB model assumed that the population would increase at a much faster pace, with growth averaging 2.4% annually. The DOC and DPB projections diverged from one another over the forecast horizon, and given the uncertainty regarding the future population, the Policy Committee concluded the best approach would be an average of the DCJS and DPB models. In forecasting, this often yields the most accurate projections.

Based upon the approved male and female forecasts, the total inmate population is projected to grow at an average of 0.6% through FY2019 to 38,449 inmates (Figure 8).

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



Actual:	Year	Population	Change
	FY06	36,486	1.6%
	FY07	37,957	4.0%
	FY08	38,826	2.3%
	FY09	38,387	-1.1%
	FY10	37,724	-1.7%
	FY11	37,503	-0.6%
	FY12	37,159	-0.9%
	FY13	37,193	0.1%
		Avg. change	0.5%

Forecast:	Year	Population	Change
	FY14	37,475	0.8%
	FY15	37,776	0.8%
	FY16	38,043	0.7%
	FY17	38,117	0.2%
	FY18	38,318	0.5%
	FY19	38,449	0.3%
		Avg. change	0.6%

FY2013 figure is the May 31, 2013 population

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

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

Year	Male Inmates	Change
FY14	34,490	0.7%
FY15	34,741	0.7%
FY16	34,961	0.6%
FY17	34,995	0.1%
FY18	35,151	0.4%
FY19	35,240	0.3%

Projected average growth FY2014 – FY2019: 0.5%

Year	Female Inmates	Change
FY14	2,985	1.6%
FY15	3,035	1.7%
FY16	3,082	1.5%
FY17	3,122	1.3%
FY18	3,167	1.4%
FY19	3,209	1.3%

Projected average growth FY2014 – FY2019: 1.5%

Overall, the inmate forecast approved this year is very comparable to the one submitted a year ago (Figure 10).

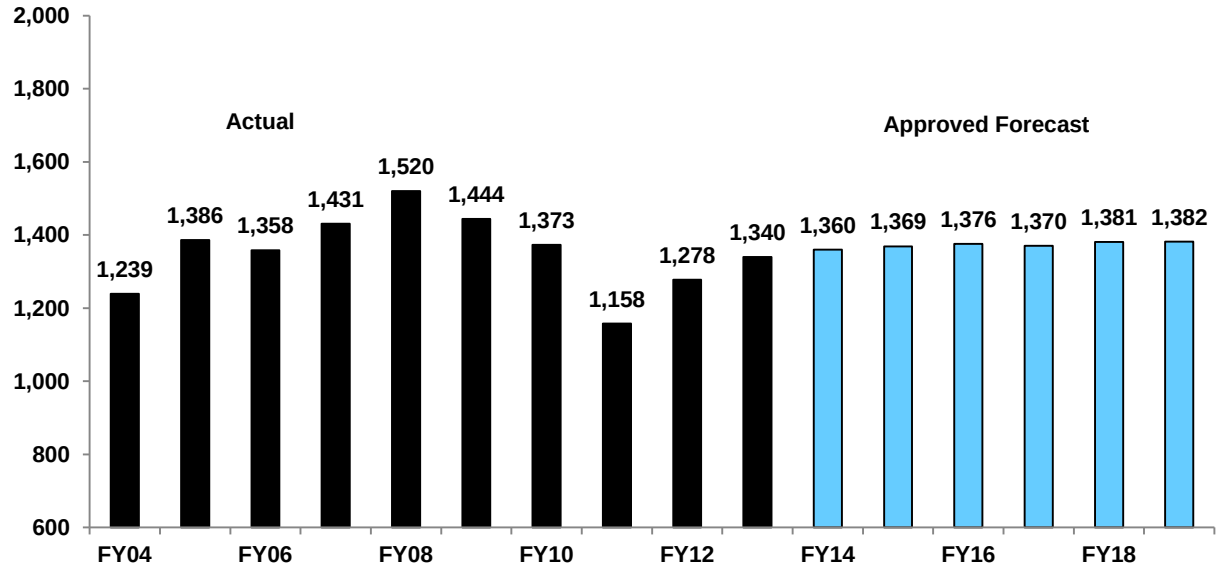
Figure 10
Comparison of 2012 and 2013 State-Responsible Inmate Forecasts

Year	2012 Forecast	2013 Forecast	Difference
FY2013	37,264		
FY2014	37,579	37,475	-104
FY2015	37,759	37,776	17
FY2016	37,736	38,043	307
FY2017	37,972	38,117	145
FY2018	38,202	38,318	116
FY2019		38,449	

Figures represent the population as of June 30 for each year

As required by Item 379 of Chapter 806 of the 2013 Acts of Assembly, the forecast has been disaggregated to identify the number of probation violators within the overall population who may be appropriate for punishment via alternative sanctions. By the end of FY2019, it is projected that the state-responsible population will include 1,382 technical probation violators (i.e., offenders who violated the rules of probation but have not been convicted of a new crime). See Figure 11 below. Based on previous study, DOC has estimated 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 11
Technical Probation Violator Population Forecast



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

Adult Local-Responsible Jail Population

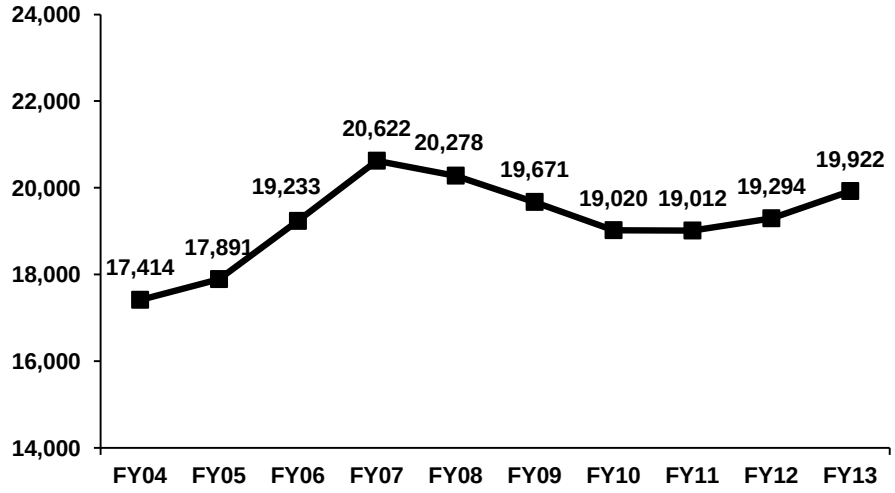
The adult local-responsible jail population is defined as the number of persons confined in local and regional jails across the Commonwealth, excluding state and federal inmates and ordinance violators. During FY2013, local-responsible prisoners on average accounted for approximately 68% of the total jail population. State-responsible offenders and federal prisoners averaged 26% and 5% of the total jail population, respectively. Just over 1% of all offenders in jail were identified as ordinance violators. Jail data through May 2013 was extracted 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. In a joint project between the Compensation Board and the Department of Corrections (DOC), LIDS is being replaced with a new system that will be compatible with DOC's inmate data system. The new jail system, known as LIDS-CORIS, came on line in June 2013. Because information in the new system is still being verified, jail population figures for June 2013 are not yet available.

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 used for forecasting purposes.

Following substantial growth in FY2006 and FY2007, the average local-responsible jail population declined each succeeding year through FY2011 (Figure 12). In FY2012, the average local-responsible jail population increased for the first time in five years. The upturn continued in FY2013, with the average population climbing by 3.3% to 19,922 for the fiscal year through May 2013.

Figure 12
Adult Local-Responsible Jail Population (Fiscal Year Average)



FY2013 figure is the average through May 2013
(the most recent data available at the time of this report)

Virginia's experience is similar to the nation's as a whole. The Bureau of Justice Statistics reports that the total number of persons held in the custody of county and city jail authorities across the U.S. fell from 2009 through 2011, with declines ranging from 1.8% to 2.4% annually. In 2012, the number of persons held in jail increased nationally for the first time in four years (Source: Bureau of Justice Statistics, *Jail Inmates at Midyear 2012 Statistical Tables*).

In Virginia, local-responsible jail prisoners can be placed into one of four categories: unsentenced awaiting trial, sentenced with additional cases/charges pending, sentenced felons serving a term of 12 months or less, and sentenced misdemeanants.

Rates of growth and decline have varied across these four categories. After three years of declines, the unsentenced awaiting trial population increased in FY2011 and growth has continued through FY2013 (Figure 13). This growth has occurred in nearly all regions of the state. The number of offenders who were sentenced but had additional cases/charges pending also grew in FY2012 and FY2013. These two groups make up the largest share of the local-responsible jail population. Sentenced local felons and sentenced misdemeanants both declined in FY2013, but these categories make up a smaller share of the jail population.

Figure 13
Changes in Local-Responsible Jail Population Categories

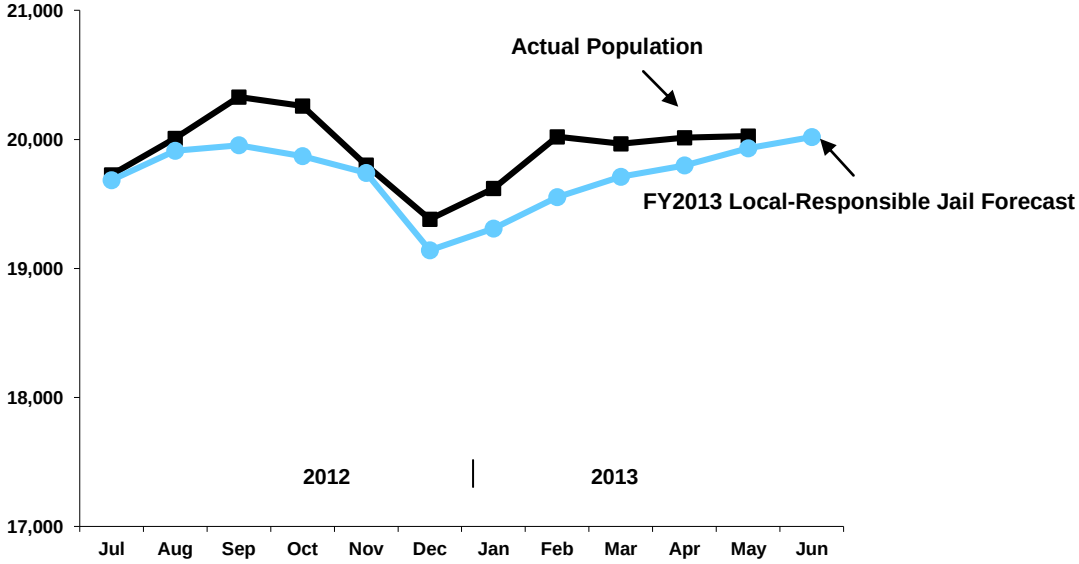
Category	FY2011 Average	Change	FY2012 Average	Change	FY2013 Average	Change
Unsentenced Awaiting Trial	7,811	+1.3%	7,936	+1.6%	8,4441	+6.4%
Sentenced/Additional Charges Pending	5,480	-2.0%	5,707	+4.2%	5,976	+4.7%
Sentenced Local Felons	2,854	-0.5%	2,881	+0.9%	2,830	-1.8%
Sentenced Misdemeanants	2,867	+0.5%	2,770	-3.4%	2,675	-3.4%
Total Local-Responsible Population	19,012	-0.0%	19,294	1.5%	19,922	+3.3%

FY2013 figure is the average through May 2013

Accuracy of the FY2013 Forecast

During FY2013, the actual local-responsible jail population consistently exceeded the forecast, although the error was not large. The forecast adopted last year projected an increase in the population of 425 offenders (or 2.2%), while the actual population increased by 628 offenders, or 3.3% (based on the average through May 31, 2013, which is the most recent data available). On average for the year, the actual population was just 231 offenders (1.2%) higher than the forecast (Figure 14).

Figure 14
Accuracy of the FY2013 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 have had 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 overall number of adults arrested for drug offenses increased more than 43% between 2002 and 2007. In 2008, however, drug arrests declined by approximately 6%. This was followed by a slight decrease in drug arrests in 2009. Data reveal that this dramatic shift was driven by a steep drop in arrests for cocaine offenses, which have plummeted by 49% since 2007. Federal data suggest reduced availability of cocaine in the U.S. today compared to 2007. However, the rate of decline in cocaine arrests has slowed. The total number of drug arrests has been rising since 2010 due to increases in arrests for marijuana, heroin and other drugs, including synthetic cannabinoids. Marijuana arrests have significantly increased since 2006, although most 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) fell slightly in 2012 but, overall, has increased significantly (up more than 60%) since CY2006. Data from the jails and the courts suggests that a large share of the increase has been in misdemeanor 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 since CY2006, although the number of such arrests increased from 2011 to 2012.

As shown in the previous chapter, the number of felony defendants in circuit court declined from 2007 through 2010. According to the Virginia Supreme Court, the number of felony defendants in circuit court increased in FY2011 and FY2012, but they remained lower than in FY2008-FY2009. In FY2013, felony defendants decreased by 5%.

These factors and others have had an impact on the number of commitments to Virginia's local and regional jails. For the state as a whole, commitments to jail have fallen from FY2009 through FY2013 (Figure 15).

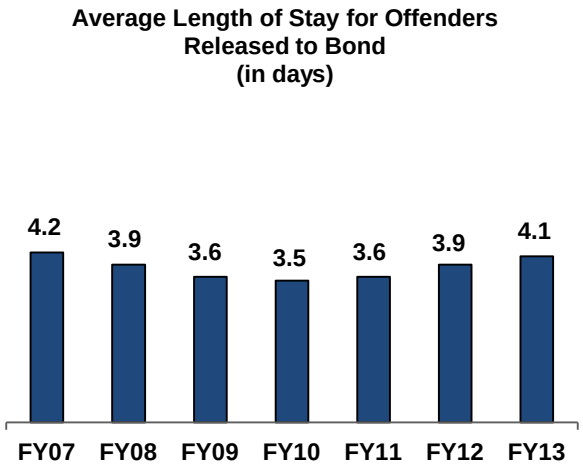
Figure 15
Average Monthly Commitments to Virginia's Jails

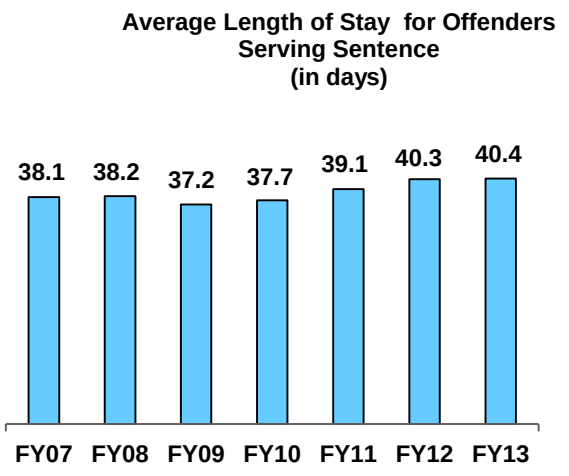
	Commitments to Jail	Percent Change
FY07	32,461	4.9%
FY08	33,493	3.2%
FY09	33,168	-1.0%
FY10	31,726	-4.3%
FY11	31,192	-1.7%
FY12	31,035	-0.5%
FY13	30,527	-1.6%

FY2013 figure is the average through May 2013

Although commitments to jail have been declining, length-of-stay for offenders in the local-responsible jail population has been increasing. In FY2013, average length of stay in jail for offenders released to bond was higher than in any year since FY2007 (Figure 16, left panel). For local-responsible offenders released during FY2013 after serving their sentence, average length-of-stay was the longest recorded in the last seven years (Figure 16, right panel).

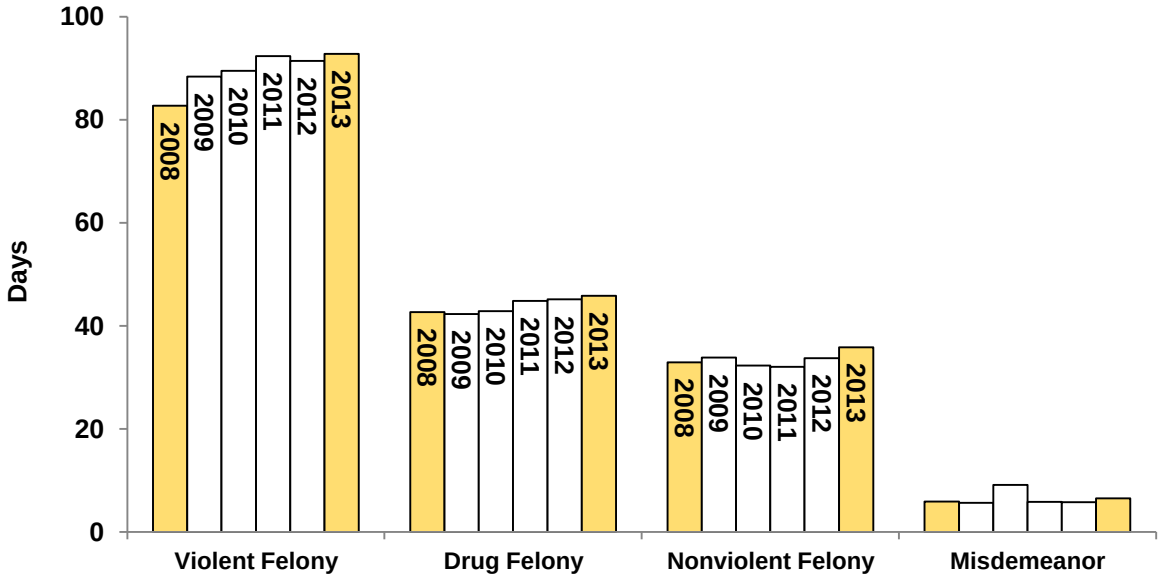
Figure 16
Average Length of Stay for Local-Responsible Jail Releases





Some individuals are not released to bond and are held in jail while awaiting trial. Examining the pre-trial population in the jail reveals that the average length-of-stay to date has gradually increased (Figure 17). This is particularly true for offenders charged with violent offenses. This may be due in part to the fact that felony case processing time in circuit courts has been increasing. According to the Virginia Supreme Court, the percent of felony cases tried and adjudicated within 120 days of arrest has decreased from 49% in 2004 to 42% in 2012.

Figure 17
Average Length of Stay to Date for Pretrial Prisoners (in days)
By Most Serious Committing Offense
(January through May Average)



One factor that almost certainly has had an impact on the awaiting trial population in the last ten 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 declined. 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.

Most recently, however, the drug case backlog has begun to grow again. DFS has indicated that there are several reasons for this. The number of drug samples submitted to the Department has been increasing and many of the samples involve chemically complex drugs that take longer to analyze. Moreover, the 2009 U.S. Supreme Court decision in Melendez-Diaz has had a long term impact on the agency. In the Melendez-Diaz case, the Supreme Court ruled that a forensic analyst generally must testify in person, unless waived by the defendant. This has required DFS analysts to spend significant time in court, decreasing time spent in the lab. Finally, when DFS hires new analysts, the training and certification process takes many months; thus, new analysts are not available to take on the more complex types of cases for quite some time.

Forecasting Methodology

Virginia's local-responsible jail forecasts are developed using time-series forecasting techniques. These are described in the previous chapter.

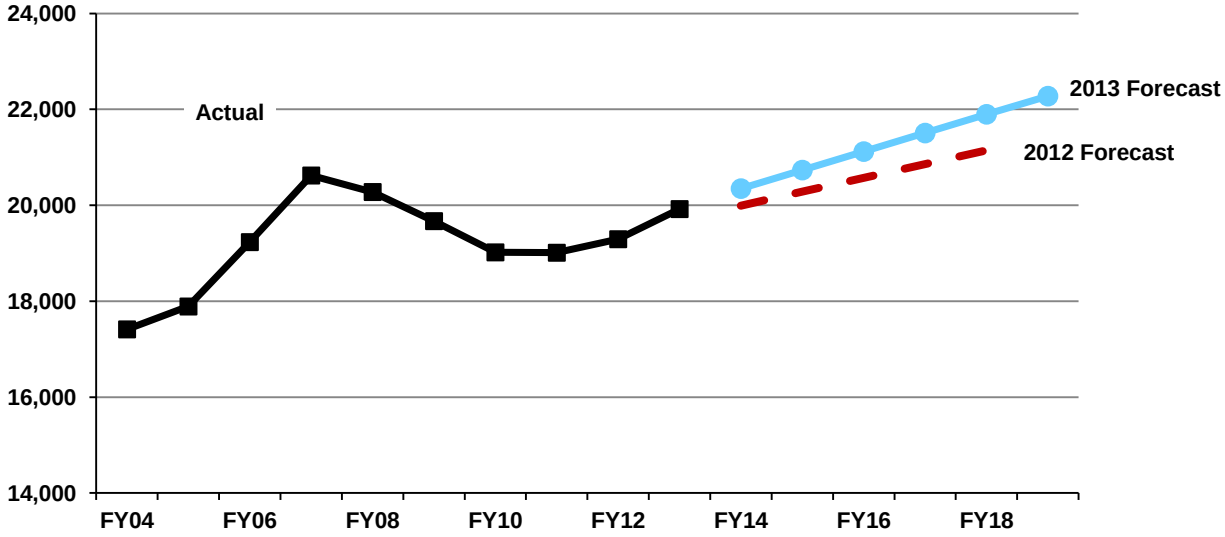
As with each correctional population, two forecast models for the local-responsible jail population are developed by two analysts working independently of one another. The Department of Criminal Justice Services (DCJS) produces one of the local-responsible jail forecasts and DPB generates the other.

Adult Local-Responsible Jail Forecast

The DCJS and DPB projections for the local-responsible population were very similar to one another, with less than 160 prisoners separating the two forecasts throughout the six-year forecast horizon. The Technical Advisory Committee and the Work Group recommended the DJCS model because it yielded a slightly better fit to the historical data, and the Policy Committee approved this forecast. The DCJS model projects that the local-responsible jail population will grow at an average annual rate of 1.9% through FY2019.

The average local-responsible jail population is projected to grow to 22,277 offenders in FY2019 (Figure 18). Driven by the higher than expected growth in the population during FY2013, the forecast approved this year is higher than the forecast adopted in 2012.

Figure 18
2013 Adult Local-Responsible Jail Forecast (Fiscal Year Average)



Actual:	Year	Population	Change
	FY06	19,233	7.5%
	FY07	20,622	7.2%
	FY08	20,278	-1.7%
	FY09	19,671	-3.0%
	FY10	19,020	-3.3%
	FY11	19,012	-0.0%
	FY12	19,294	1.5%
	FY13	19,922	3.3%
		Avg. change	1.4%

Forecast:	Year	Population	Change
	FY14	20,349	2.1%
	FY15	20,735	1.9%
	FY16	21,121	1.9%
	FY17	21,507	1.8%
	FY18	21,898	1.8%
	FY19	22,277	1.7%
		Avg. change	1.9%

Except for FY2013, figures represent the average population for each fiscal year

FY2013 figure is the average through May 2013

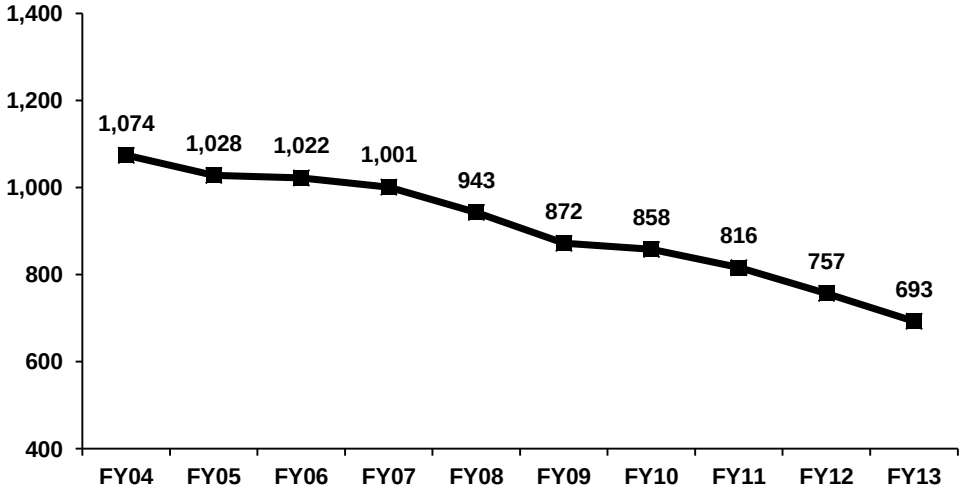
Juvenile Correctional Center Population

Juvenile state-responsible offenders are committed to Virginia's Department of Juvenile Justice (DJJ). They 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 FY2013 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 juvenile's current offenses, prior offenses, and length of prior record. The actual length-of-stay also depends upon the juvenile's completion of mandatory treatment objectives, such as substance abuse or sex offender treatment, and the juvenile's behavior within the facility. The Juvenile and Domestic Relations District Courts commit a smaller percentage of juvenile offenders with a determinate, or fixed length, sentence, which the judge may review at a later date (juveniles committed to DJJ with a determinate sentence may be released at the judge's discretion prior to serving the entire term). In Virginia, juveniles tried and convicted as adults in circuit court may also be committed to DJJ, at the judge's discretion.

Population Change

The population in juvenile correctional centers has been declining for more than a decade (Figure 19). The population fell from an average of 816 juveniles in FY2011 to an average of 757 juveniles in FY2012, a decrease of 7.2%. In FY2013, the average population decreased by 8.5% to 693 juveniles.

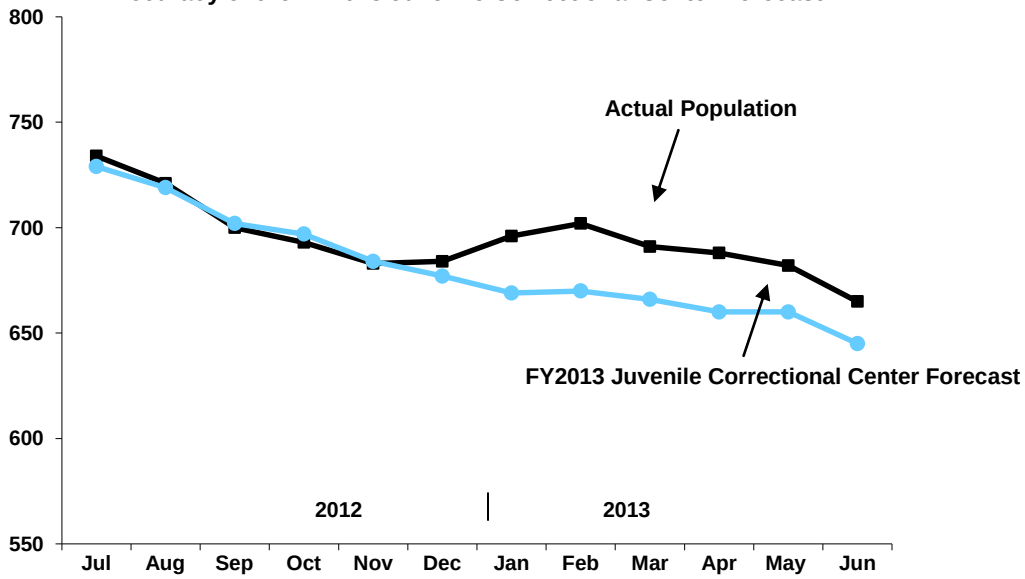
Figure 19
Juvenile Correctional Center Population (Fiscal Year Average)



Accuracy of the FY2013 Forecast

The juvenile correctional center forecast adopted last year was fairly accurate for FY2013, particularly during the first half of the fiscal year (Figure 20). During the second half of the fiscal year, the actual population ran 20 to 32 juveniles above the forecasted population. While the forecast anticipated a decline in the juvenile correctional center population of 96, the actual population decreased by only 76 juveniles during the year.

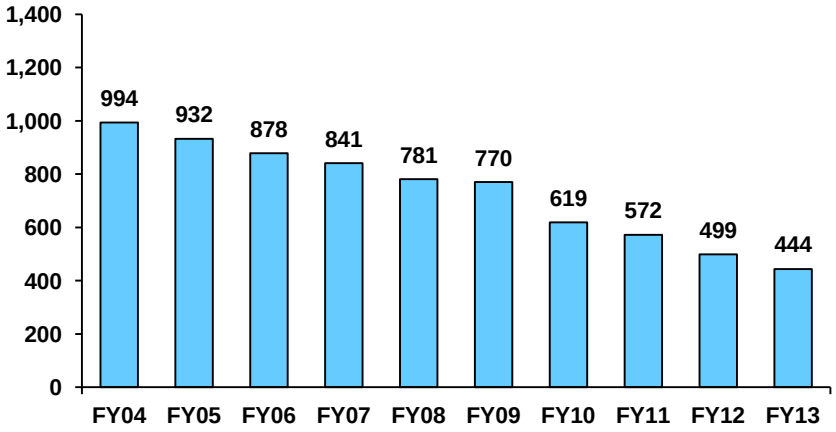
Figure 20
Accuracy of the FY2013 Juvenile Correctional Center Forecast



Factors Affecting the Juvenile Correctional Center Population

As noted above, the population of juveniles in DJJ facilities has been declining. The decline in the population has largely been driven by a decrease in the number of admissions to juvenile correctional centers. Some of the decline may be attributed statutory changes. The downward trend in admissions began in the early 2000s, when the General Assembly changed 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. In 2002, the General Assembly required DJJ to establish objective guidelines for use by intake officers when deciding whether to place a juvenile in a juvenile detention home at intake. In 2004, DJJ successfully implemented, statewide, the use of the Detention Assessment Instrument (DAI), a validated detention screening tool. In 2004, the General Assembly afforded juveniles the right to counsel in their initial detention hearing. The legislation also provided that, when a juvenile is not detained, but is alleged to have committed an offense that would be a felony if committed by an adult, that juvenile may waive his right to an attorney only after he or she consults with an attorney. Additionally, in 2004 and 2009, the *Code of Virginia* was amended to expand the use of diversion by intake officers by allowing intake officers greater discretion to divert lesser offenses such as any misdemeanors, child in need of services, and child in need of supervision offenses from going to court. These policy changes, alone, however, cannot explain the trend in admissions that has persisted through FY2013. Since FY2004, admissions to juvenile correctional centers have dropped by 55% (Figure 21).

Figure 21
New Admissions to the Department of Juvenile Justice



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 (excluding status offenses) has been falling since FY2004 (Figure 22). In particular, felony intake cases, those most likely to result in commitment, fell 38% between FY2009 and FY2013.

Figure 22
Juvenile Intake Cases at Court Service Units

Most Serious Offense at Intake	2009	2010	2011	2012	2013
Felonies against person	3,253	2,784	2,534	2,335	2,092
Other felonies	7,274	5,915	5,250	5,330	4,420
Class 1 misdemeanors	27,191	24,456	23,158	21,607	18,257
Other (excluding status offenses)*	15,010	13,877	13,389	13,402	13,190

*** Status offenses are excluded because a juvenile cannot be committed to DJJ for a status offense alone**

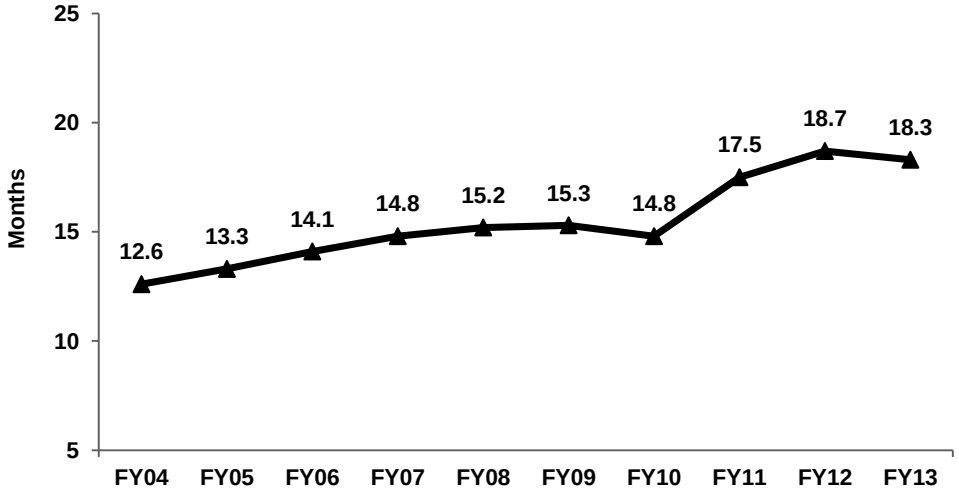
DJJ procedures and practices may have affected intakes and admissions. DJJ has implemented procedures and practices that include the use of validated, structured decision making tools in numerous aspects of community and facility operations. Critical decision points include the initial decision to detain, the assignment to various levels of community probation or parole supervision, and the classification of committed juveniles within the facility setting. Tools include the DAI described above, a court service unit risk assessment instrument, and the JCC classification instrument. The DAI 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 and those most at risk for failing to appear in court are held in secure pre-trial detention. In 2008, DJJ began the process of implementing an enhanced risk/needs assessment tool, called the Youth Assessment & Screening Instrument (YASI), in the court service units. 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.

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 DJJ. 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 direct care, up to 36 months for most offenses. 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. The most common assigned length of stay for court-ordered indeterminate commitments is 12 to 18 months. 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 DJJ. The average length-of-stay for a court-ordered determinate sentence to DJJ is approximately 40 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. One juvenile may be subject to more than one commitment order and type of commitment order. Overall, the percentage of commitment orders for determinate commitments and blended sentences now make up a larger share of admissions to DJJ. Commitment orders for determinate commitments and blended sentences increased from 12.3% of the total in FY2004 to 15.4% in FY2013.

Actual length-of-stay is a critical factor affecting the juvenile correctional center population. In FY2013, the average length-of-stay in the state's juvenile correctional facilities was 18.3 months, compared to 12.6 months in FY2004.

Figure 23
Average Length-of-Stay for
Juvenile Committed to the Department of Juvenile Justice
(in months)



Forecasting Methodology

As with each of the adult correctional populations, two forecast models for the juvenile correctional center population are generated by two independent analysts. DJJ produces one of these forecasts and DPB generates the other.

DJJ utilizes a computer simulation model to forecast the juvenile correctional center population. DJJ designed the simulation model using a 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 Committee (see below);
- Future admissions will have the same characteristics (e.g., offenses, sentence lengths, prior record adjudications, treatment assignment, institutional offenses, etc.) as admissions during FY2011-FY2013 (three-year average);
- Future admissions will be assigned to length-of-stay categories in the same proportions as admissions during FY2011-FY2013 (three-year average);
- Juveniles assigned to the DJJ's mandatory sex offender program will comprise the same percentage of admissions as they did during FY2011-FY2013 (three-year average); and
- Juveniles determinately committed to DJJ will comprise the same percentage of admissions as they did during FY2011-FY2013 (three-year average).

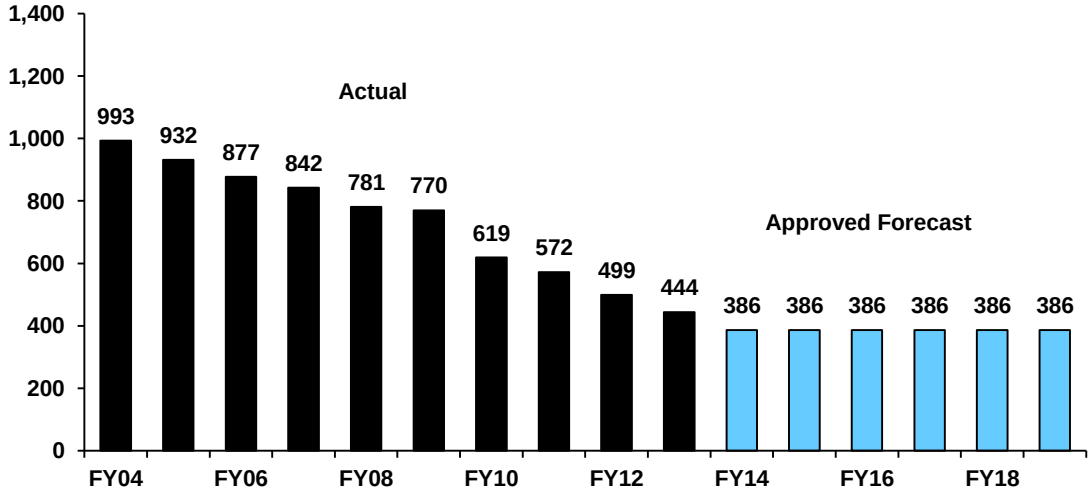
DPB projections are developed using time-series forecasting techniques, which are described in a previous chapter.

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 concluded that a decrease of the magnitude seen in recent years will continue indefinitely. In four of the last eight 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 Policy 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 FY2014, and set a flat admissions forecast from FY2015 through FY2019 (Figure 24). Under this forecast, it is assumed that admissions will continue to fall through FY2014 and then will level off for the remainder of the forecast horizon.

Figure 24
Juvenile Correctional Center Admissions Forecast

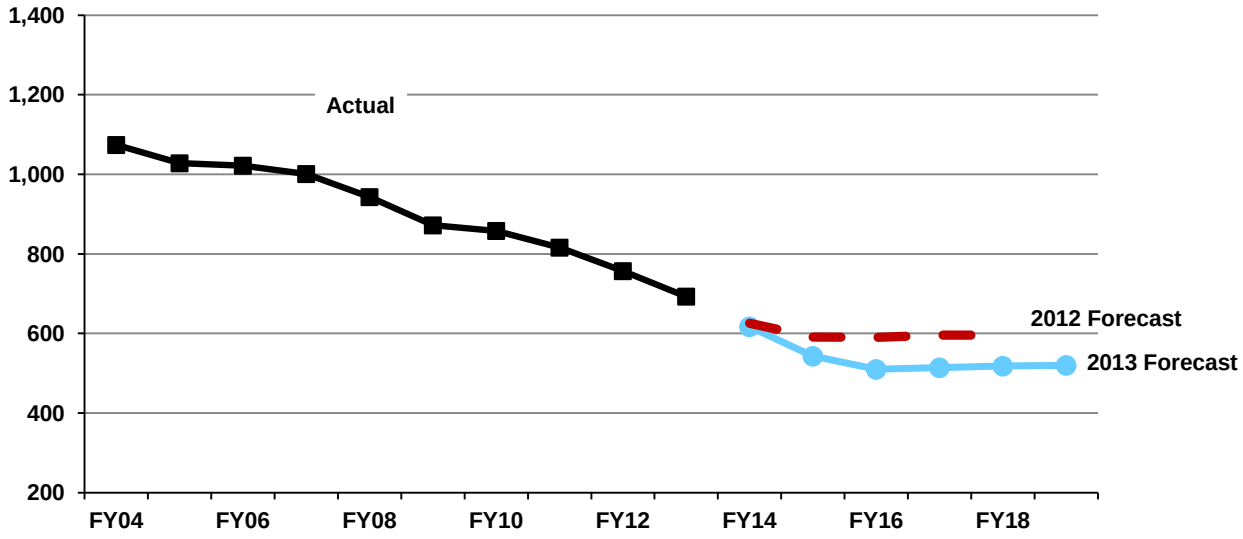


Juvenile Correctional Center Forecast

After reviewing both the DJJ and DPB projections in detail, the Policy Committee approved the DJJ simulation model forecast. 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 decline in the short term (Figure 25). The forecast projects a decrease through FY2016, when the population is expected to reach 510 juveniles. Beginning in FY2017, however, the population in juvenile correctional facilities is expected to level off. This leveling can be attributed to the longer lengths of stay, on average, for juveniles committed in the most recent fiscal years compared to those committed in years prior. By June 2019, the juvenile correctional center population is projected to be 520. Because admissions are critical driver of the juvenile correctional center population, the forecast committees will monitor admissions closely over the next fiscal year.

Figure 25
Juvenile Correctional Center Forecast (Fiscal Year Average)



Actual:	Year	Population	Change
	FY06	1,022	-0.6%
	FY07	1,001	-2.1%
	FY08	943	-5.8%
	FY09	872	-7.5%
	FY10	858	-1.6%
	FY11	816	-4.9%
	FY12	757	-7.2%
	FY13	693	-8.5%
		Avg. change	-4.8%

Forecast:	Year	Population	Change
	FY14	617	-11.0%
	FY15	543	-12.0%
	FY16	510	-6.1%
	FY17	514	0.8%
	FY18	518	0.8%
	FY19	520	0.4%
		Avg. change	-4.5%

Figures represent the average population for each fiscal year

Juvenile Detention Home Population

Local governments or multi-jurisdictional commissions operate secure juvenile detention homes throughout the Commonwealth. The Board of Juvenile Justice promulgates regulations and is responsible for the certification of these facilities. DJJ, based on funding included in the Appropriation Act, serves as the administrator of general funds covering up to 50% of the cost of construction of juvenile detention homes and provides a portion of the cost of operations.

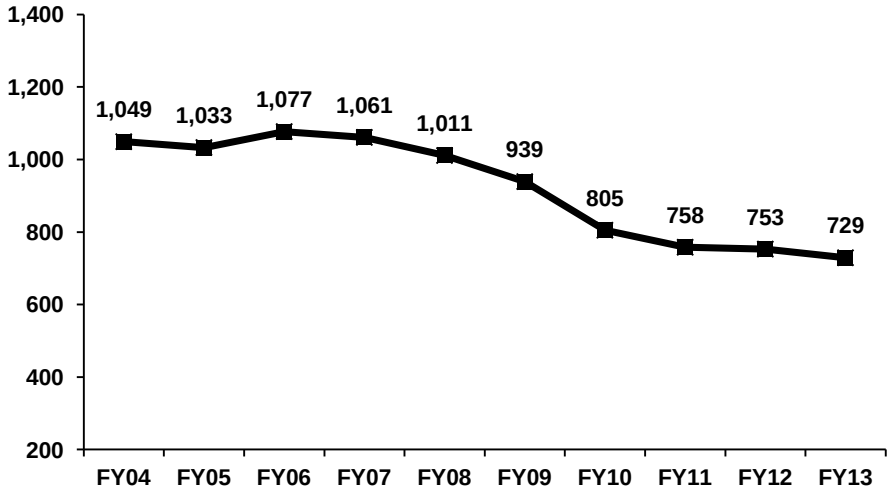
A judge may order a juvenile charged with a felony-level offense or a Class 1 misdemeanor to be held in detention pending adjudication, disposition, or placement. A judge may also order a juvenile adjudicated for a felony-level offense or a Class 1 or 2 misdemeanor to be held in post-dispositional detention up to 30 days and, if the juvenile detention home operates a post-dispositional detention program, up to 6 months. Historically and in FY2013, the majority of the juvenile detention home population is comprised of juveniles in pre-dispositional status.

Population Change

The juvenile detention home population declined from an average of 1,061 in FY2007 to an average of 758 in FY2011 (Figure 26). Since FY2011, the juvenile detention home population has been relatively stable. Statewide, detention homes housed an average of 729 juveniles in FY2013.

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

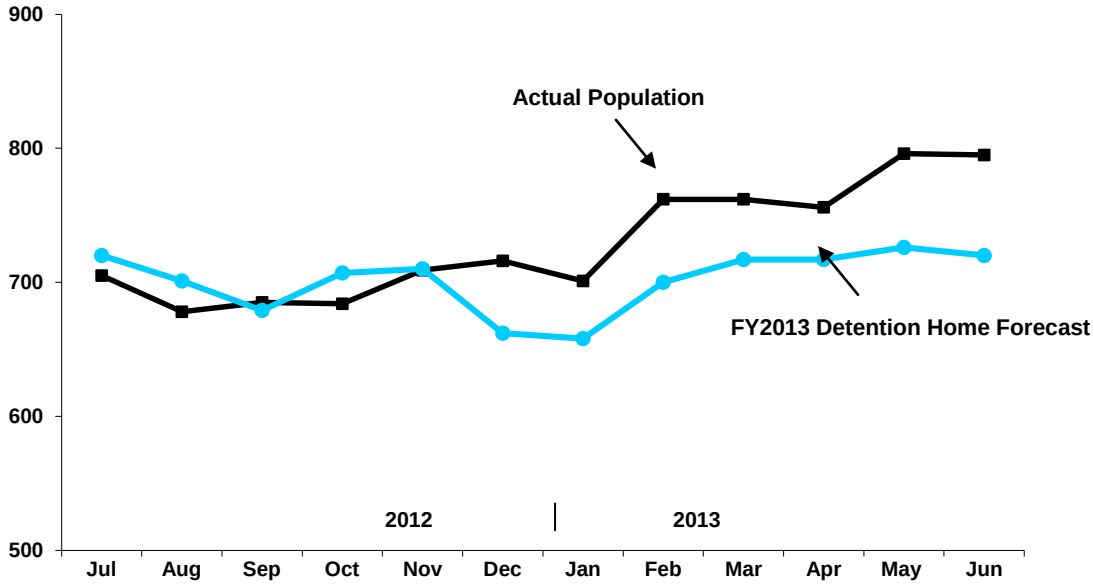
Figure 26
Juvenile Detention Home Population (Fiscal Year Average)



Accuracy of the FY2013 Forecast

The forecast of the juvenile detention home population adopted in 2012 was very accurate during the first half of FY2013 (Figure 27). In the second half of the fiscal year, the actual population was consistently above the projection. On average for the year, the population was 28 juveniles higher than the forecast.

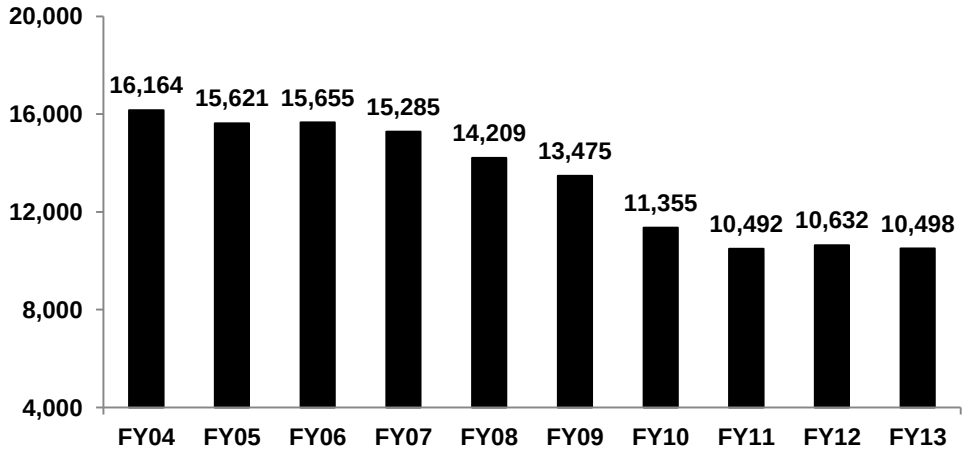
Figure 27
Accuracy of the FY2013 Juvenile Detention Home Forecast



Factors Affecting the Juvenile Detention Home Population

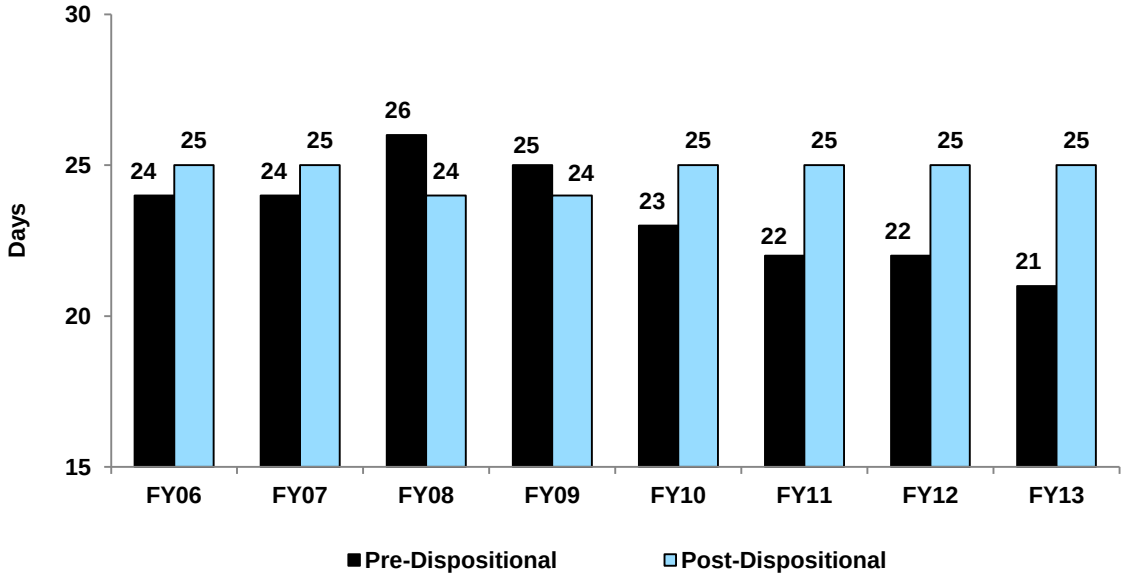
As described in the previous chapter, the number of juvenile intake cases (excluding status offenses) has declined since FY2004. Reflecting this downward trend in intakes, admissions to juvenile detention homes dropped 33% between FY2006 and FY2013 (Figure 28). Between FY2011 and FY2013, however, detention admissions have remained level.

Figure 28
Juvenile Detention Home Admissions –
First Time Detainments (excluding Transfers)



Shorter lengths-of-stay for a large share of those in juvenile detention homes has been an important factor in reducing the population. Since FY2008, average length-of-stay for the pre-dispositional juveniles has fallen from 26 to 21 days. Length-of-stay for juveniles placed in post-dispositional detention, who account for a smaller share of the population, has remained at 24 or 25 days.

Figure 29
Average Length-of-Stay in Juvenile Detention Homes
(in days)



Forecasting Methodology

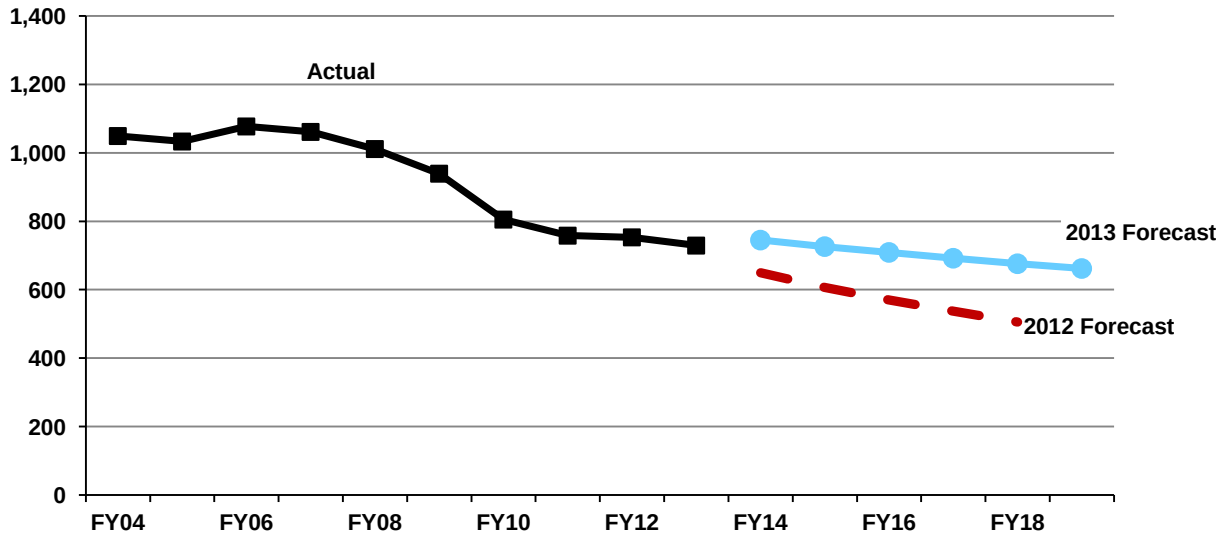
Juvenile detention home projections are developed using the same types of time-series forecasting techniques utilized to produce the forecasts of the local-responsible jail population, new commitments to prison, and juvenile correctional center admissions. These techniques are described in a previous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

Two forecast models for the juvenile detention home population are developed by two independent analysts. DJJ produces one of the forecasts and DPB generates the other.

Juvenile Detention Home Forecast

After careful evaluation of both the DJJ and DPB projections, the Policy Committee approved the DJJ projection as the official forecast of the juvenile detention home population. The Policy Committee could not identify factors to suggest that the downward trend in the juvenile detention home population will reverse in the short term, as projected by the DPB model. It is anticipated that this population, overall, will continue to decline during the forecast horizon (Figure 30). The average population for FY2019 is projected to be 662 juveniles. Because the juvenile detention home population did not drop as much as expected during FY2013, this year's forecast is higher than the one approved in 2012.

Figure 30
Juvenile Detention Home Population Forecast (Fiscal Year Average)



Actual:	Year	Population	Change
	FY06	1,077	4.3%
	FY07	1,061	-1.5%
	FY08	1,011	-4.7%
	FY09	939	-7.1%
	FY10	805	-14.3%
	FY11	758	-5.8%
	FY12	753	-0.7%
	FY13	729	-3.2%
		Avg. change	-4.1%

Forecast:	Year	Population	Change
	FY14	745	2.5%
	FY15	726	-2.6%
	FY16	709	-2.3%
	FY17	692	-2.4%
	FY18	676	-2.3%
	FY19	662	-2.1%
		Avg. change	-1.5%

Figures represent the average population for each fiscal year

Continuing Work during FY2014

The annual process for updating the forecasts concluded in September 2013, 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. Throughout the coming year, the offender populations will be closely monitored in order to identify any changes or shifts as soon as they emerge.

Appendices

Appendix A
Legislative Directive

Item 379 of Chapter 806 of the 2013 Acts of Assembly

Authority: Title 2.2, Chapter 2, Article 8, and § 2.2-201, Code of Virginia.

A. The Secretary of Public Safety shall present revised state and local juvenile and state and local responsibility adult 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, 2012, for each fiscal year through FY 2018 and by October 15, 2013, for each fiscal year through FY 2019. The secretary shall ensure that the revised forecast for state-responsible adult offenders shall include an estimate of the number of probation violators included each year within the overall population forecast who may be appropriate for alternative sanctions.

B. The secretary shall provide a status report on actions taken to improve offender transitional and reentry services, as provided in § 2.2-221.1, Code of Virginia, including improvements to the preparation and provision for employment, treatment, and housing opportunities for those being released from incarceration. The report shall be provided to the Governor and the Chairmen of the House Appropriations and Senate Finance Committees no later than November 15 of each year.

Appendix B
Committee and Work Group Members

❖ 2013 Policy Committee Members

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House Courts of Justice Committee

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Senate of Virginia –
Senate Courts of Justice Committee

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Virginia House of Delegates –
House Appropriations Committee
Chairwoman, Public Safety Subcommittee

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