

Office of the
Secretary of Public Safety and Homeland Security

**REPORT ON THE OFFENDER POPULATION
FORECASTS (FY2015 TO FY2020)**

To The Governor and General Assembly



Commonwealth of Virginia

Richmond, October 15, 2014

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HON. BRIAN J. MORAN
SECRETARY

1111 EAST BROAD STREET
RICHMOND, VIRGINIA 23219
TEL (804) 786-5351
FAX (804) 371-6381

Commonwealth of Virginia



VICTORIA H. COCHRAN
DEPUTY SECRETARY

ADAM K. THIEL
DEPUTY SECRETARY

TONYA D. VINCENT
DEPUTY SECRETARY

Office of the Secretary of Public Safety and Homeland Security

October 15, 2014

TO: The Honorable Terence R. McAuliffe
Governor

The Honorable S. Chris Jones
Chairman, House Appropriations Committee

The Honorable Charles J. Colgan
Co-Chairman, Senate Finance Committee

The Honorable Walter A. Stosch
Co-Chairman, Senate Finance Committee

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

The Honorable Thomas K. Norment, Jr.
Co-Chairman, Senate Courts of Justice Committee

The Honorable Mark D. Obenshain
Co-Chairman, Senate Courts of Justice Committee

Each year, the Secretary of Public Safety and Homeland Security 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.

To revise the forecasts, my office brought together policy makers, administrators, and technical experts from all branches of state government for a series of meetings over the course of the summer. Using a consensus approach, with input from all those who participated in the process, a forecast for each of the four offender populations was adopted.

The 2014 forecasting process is now complete and, as required by the Appropriation Act, 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 "Brian Moran".

Brian J. Moran

Authority

This report has been prepared and submitted to fulfill the requirements of Item 376 of Chapter 2 of the 2014 Acts of Assembly, Special Session I. This provision requires the Secretary of Public Safety and Homeland Security 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, 2014. Specifically, the Secretary must present updated forecasts for the adult state-responsible offender population, adult local-responsible jail population, juvenile state-responsible (juvenile correctional center and direct care) population, and juvenile local-responsible (juvenile detention home) population. In addition, the Secretary must ensure that the state-responsible offender 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 2014.

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Executive Summary

Forecasts of persons 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 and Homeland Security 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's Office 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. The selected 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 Secretary's Policy Committee. Led by the Secretary, 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 prosecutor, police, sheriff, and jail associations. Through the consensus process, a forecast is produced for each of the four major offender populations.

The forecasts, approved in September 2014, were based on all of the statistical and trend information known at the time that they were produced. While there is always a degree of uncertainty in forecasting, data issues have increased the level of uncertainty surrounding the adult offender forecasts this year. In June 2013, the Commonwealth switched to a new jail data system known as LIDS-CORIS. Conversion to the state's new jail data system was not seamless. While most issues with the new system now have been resolved, it is not clear that the jail data are complete, that all offenders have been categorized correctly, and that all adjustments made in past months have been correctly assigned. Verification of the data is ongoing. Thus, throughout the coming year, the offender populations will be closely monitored in order to identify any changes or shifts as quickly as possible.

Adult State-Responsible Inmate Population. The largest of the forecasted populations, 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 FY2009 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). This shift was consistent with observed changes in arrest patterns, a decline in felony caseloads in circuit court, and reductions in the backlog of drug cases awaiting analysis at the Department of Forensic Science. Most recently, during the two-year period between June 30, 2012, and June 30, 2014, the number of state-responsible inmates grew by approximately 700, or 1.8%, to a population of 37,843. The rise in the inmate population is the result of a recent increase in the number of females offenders committed to prison and, for males, an increase in commitments together with longer sentences. Based on the approved forecast, the inmate population is projected to increase by an average of 0.8% per year to 39,666 inmates at the end of FY2020 (see table below). This forecast is higher than the forecast presented to the Governor and 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 FY2020, it is projected that the state-responsible population will include 1,315 technical probation violators (i.e., offenders who violated the rules of probation but have not been convicted of a new crime), approximately 53% of whom 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. The growth in FY2012 and FY2013 was driven by the number of individuals in jail awaiting trial and those in jail with additional cases pending, as well as longer lengths-of-stay across most categories. Disaggregated figures and length-of-stay details for FY2014 are not presented in this report because verification of the new LIDS-CORIS data is not complete. Under the approved forecast, the local-responsible jail population is projected to grow by an average of 1.0% per year to 20,834 in FY2020 (see table below). While there is always a degree of uncertainty in forecasting, data issues have increased the level of uncertainty this year, particularly with regard to the local-responsible jail population. Moreover, changes in forecasting methodology, considered necessary due to the data issues, mean that this year's forecast is not comparable to forecasts submitted in prior years.

Juvenile Correctional Center/Direct Care Population. Juvenile offenders committed to the state are held in facilities operated by the Department of Juvenile Justice (DJJ) or they are placed in re-entry, community placement, or halfway house programs¹; collectively, these make up DJJ's direct care population. The direct care population has been declining since FY2000. Some of the early 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, as well as subsequent statutory changes explained below. These policy changes alone cannot explain the persistent downward trend in commitments. At court services units, the point of entry into the juvenile justice system,

¹ DJJ operated halfway houses for the direct care population beginning in July 2012. Due to budget reductions, the halfway houses were closed in January 2014.

the total number of juvenile intake cases has declined for the tenth consecutive year. In addition, DJJ has implemented procedures 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 FY2014, the total direct care population averaged 599, a decrease of nearly 100 from the previous year. The forecast for the direct care population anticipates a continued decline through FY2018. Beginning in FY2019, however, this population is expected to level off. For FY2020, the average population is projected to be 405 juveniles (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 729 in FY2013. Lower numbers of intakes at court service units and procedures to reduce detention of low-risk juveniles have contributed to the downward trend. The population increased slightly to 735 in FY2014 due to longer lengths-of-stay. The average detention home population is projected to be 713 juveniles in FY2020 (see table below).

**Offender Population Forecasts
FY2015 – FY2020**

Fiscal Year	Adult State-Responsible Offender Population (June 30)	Technical Probation Violators within the Adult State-Responsible Offender Population (June 30)**	Adult Local-Responsible Jail Population (FY Average)	Juvenile Direct Care Population (FY Average)	Juvenile Detention Home Population (FY Average)
FY2014	37,843*	1,251	19,687*	599	735
FY2015	38,635	1,304	20,458	498	737
FY2016	39,427	1,330	20,398	439	739
FY2017	39,768	1,326	20,439	407	731
FY2018	39,440	1,293	20,567	402	724
FY2019	39,554	1,311	20,564	404	718
FY2020	39,666	1,315	20,834	405	713

* Since verification of LIDS-CORIS data is not yet complete, the FY2014 population is estimated.

** The Technical Probation Violator forecast is a subgroup of, and not in addition to, the Adult State-Responsible Offender Forecast. Based on previous study, the Department of Corrections has estimated that 53% of technical violators sentenced to a state-responsible term may be suitable for alternative sanctions.

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Virginia's Offender Forecasting Process

Each year, the Secretary of Public Safety and Homeland Security 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. The Secretary's Office 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. Typically, two forecast models are developed for each of the adult and juvenile populations by two analysts from separate agencies 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 Technical Advisory 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 Secretary's Policy Committee. Led by the Secretary, 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, at least one prosecutor, sheriff, police chief, and jail administrator are invited to serve on the Policy 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-responsible offenders being housed in the local and regional jails around the Commonwealth. It is the largest of the four offender populations. For forecasting purposes, state-responsibility begins on the day an offender receives a state-responsible sentence, 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 offender 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 FY2012 to FY2013, the inmate population grew by 0.1% to 37,202. While small, this was the first increase in the population in five years. During FY2014, the number of state-responsible inmates grew by approximately 640, or 1.7%, to a population of 37,843. The FY2014 population figure is based on an estimate. The Commonwealth switched to a new jail data system known as LIDS-CORIS in June 2013. As with its predecessor, this system is used to identify the number of state-responsible offenders housed in jails. Since verification of the LIDS-CORIS data is not yet complete, an estimate of the FY2014 population was developed.

Figure 1
Adult State-Responsible Offender Population (on June 30 of each year)



FY2014 figure is estimated based on the number of classified inmates in the Department of Corrections (DOC) inmate data system (37,659) plus an estimate of the number of offenders ordered to serve a state-responsible prison sentence who had not yet not been classified by DOC (184).

Accuracy of the FY2014 Forecast

The forecast of the state-responsible offender population adopted in 2013 projected that the number of responsible offenders would reach 37,475 by the end of FY2014, an increase of 0.7%. Based on the most recent estimates, the offender population grew at a faster pace of 1.7%. Thus, the forecast selected in 2013 underprojected the growth of the population.

Figure 2
Accuracy of the FY2014 Adult State-Responsible Offender Forecast

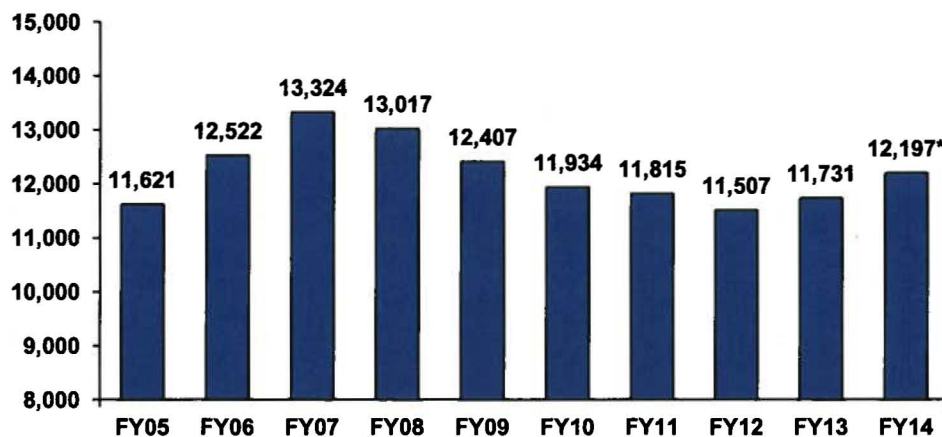
	<u>Actual Population</u>			
FY2013	37,202			
	<u>Estimated Population</u>	<u>Projected</u>	<u>Difference</u>	<u>Percent</u>
FY2014	37,843	37,475	-368	-1.0%

Since verification of LIDS-CORIS data is not yet complete, the FY2014 population is estimated.

Factors Affecting the State-Responsible Offender Population

The number of offenders entering the state-responsible offender 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 population. Likewise, the growth in the offender population since FY2012 is the result of recent increases in the number of offenders committed to prison. In FY2013, new commitments grew by 1.9% and estimates suggest a larger increase of 4.0% for FY2014.

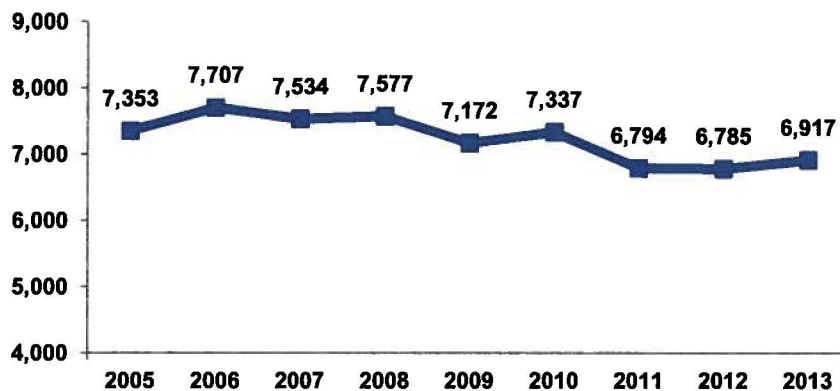
Figure 3
New Commitments to the Department of Corrections



* FY2014 figure is estimated.

There are numerous factors that may have an impact on the number and types of offenders sentenced to a state-responsible term of incarceration. Examining the number and type of arrests can provide some insight into new commitments trends. While fluctuating from year to year, the number of people arrested for violent index crimes (murder/non-negligent manslaughter, forcible rape, robbery and aggravated assault) overall has declined since 2006 (Figure 4). Most recently, the number of people arrested for violent offenses remained level between 2011 and 2012 and, in 2013, increased by 1.9%.

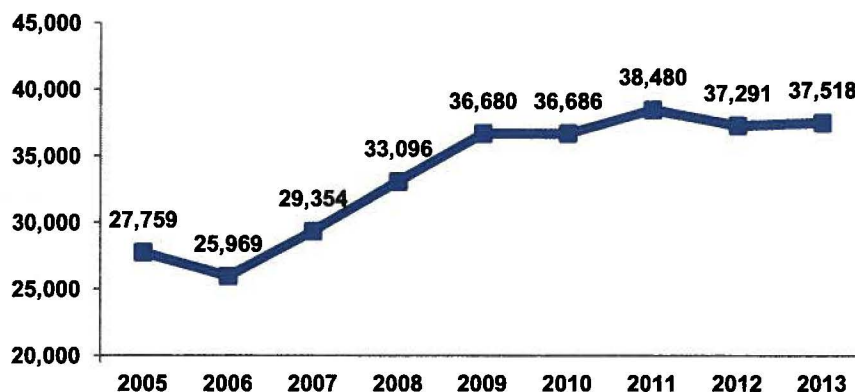
Figure 4
Number of Arrests for Violent Index Crimes in Virginia



Violent index crimes are murder/non-negligent manslaughter, forcible rape, robbery and aggravated assault.

The number of people arrested for property offenses (burglary, larceny and motor vehicle theft) grew between 2006 and 2011. During the most recent two years (2012 and 2013), the number of people arrested for such offenses ran 2.5% to 3.0% below the peak established in 2011 (Figure 5). Larceny arrests account for the vast majority of arrests for property offenses. A portion of individuals arrested for larceny are charged with, or ultimately convicted of, misdemeanors which, without an accompanying felony, could not result in a prison term. According to preliminary data from the Virginia Criminal Sentencing Commission, however, the number of sentencing events for felony larceny increased from roughly 5,500 per year during FY2009-FY2011 up to 6,075 in FY2013 and 6,184 in FY2014.

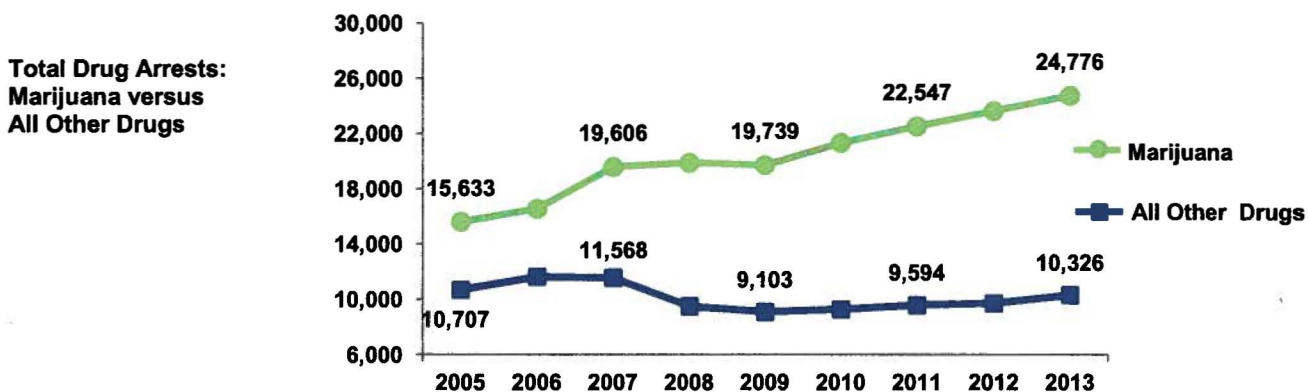
Figure 5
Number of Arrests for Property Index Crimes in Virginia



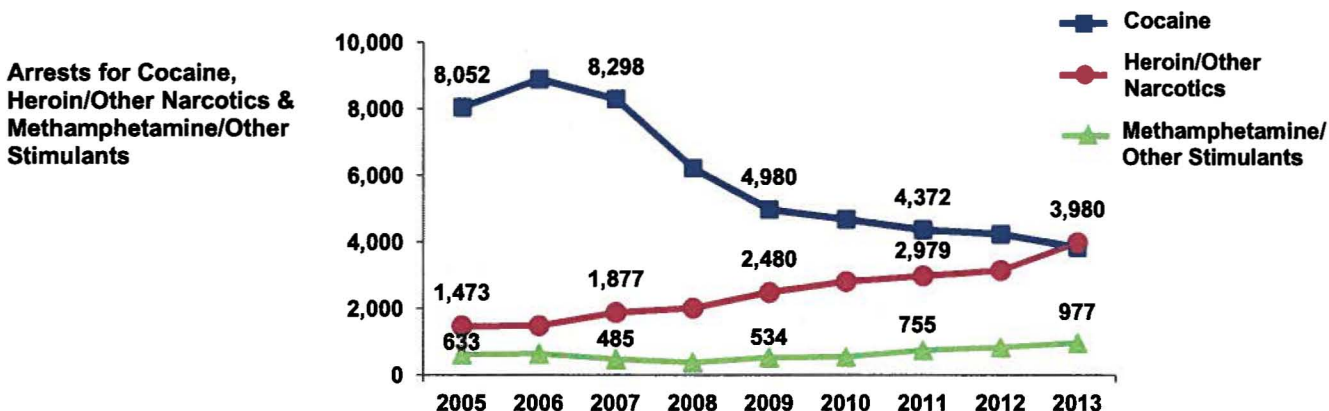
Property index crimes are burglary, larceny, and motor vehicle theft.

Overall, the number of people arrested for drug offenses grew from the early 2000s through 2007. In 2008 and 2009, Virginia experienced a decline in drug arrests. These decreases were largely attributable to substantial reductions in persons arrested for cocaine possession as well as distribution offenses. 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. Since 2009, however, the rate of decline in cocaine arrests has slowed and the total number of drug arrests has risen, particularly for marijuana offenses (Figure 6 upper panel). The vast majority of marijuana arrests are for misdemeanor-level offenses for which an offender could not receive a prison sentence unless also convicted of a felony. However, arrests for all other drugs combined (i.e., other than marijuana) have also increased since 2009 (Figure 6 upper panel). Many of the arrests involving drugs other than marijuana are for felony-level offenses. For example, possession of cocaine, heroin, methamphetamine or other Schedule I or II drug is a Class 5 felony in Virginia. With the exception of cocaine, arrests for other types of drugs have been rising (Figure 6 lower panel). Between 2009 and 2013, arrests for heroin and other narcotics together grew by 60%, while arrests for methamphetamine and other stimulants drugs increased by 83%.

Figure 6
Number of Arrests for Drug Crimes in Virginia



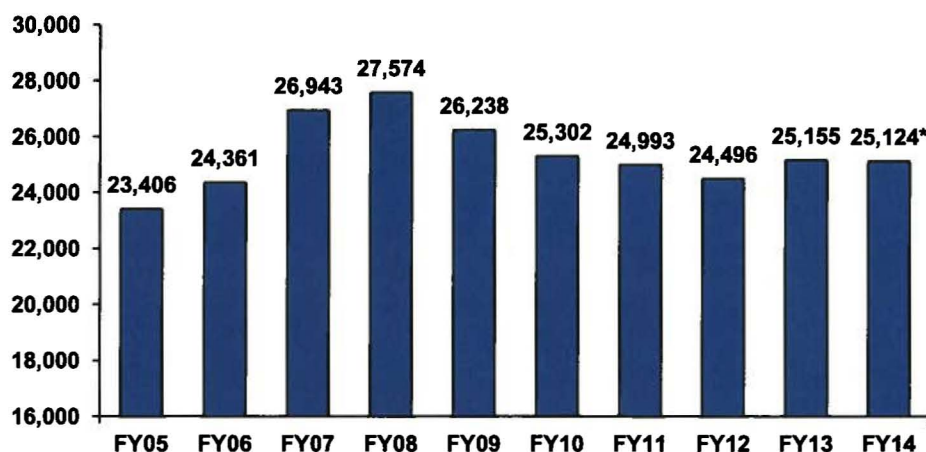
All Other Drugs excludes arrests for drugs that could not be identified at the time of arrest.



Heroin/Other Narcotics include heroin, opiates, morphine and other drugs that dull the senses and may become addictive after prolonged use.

Offenders convicted of felonies are sentenced in Virginia’s circuit courts. According to the Virginia Criminal Sentencing Commission, the number of felony sentencing events declined after FY2008, which contributed to the downturn observed in commitments to the Department of Corrections. After peaking in FY2008, the number of felony sentencing events fell each year through FY2012 (Figure 7). In contrast, felony sentencing events increased by 2.7% in FY2013. Preliminary data from the Sentencing Commission suggest that, overall, sentencing events may have remained relatively flat in FY2014. However, the data also suggest that the number of felony sentencing events in which the judge ordered the offender to serve a prison term increased by approximately 2.0% in FY2014.

**Figure 7
Felony Sentencing Events in Circuit Court**



* FY2014 figure is preliminary.

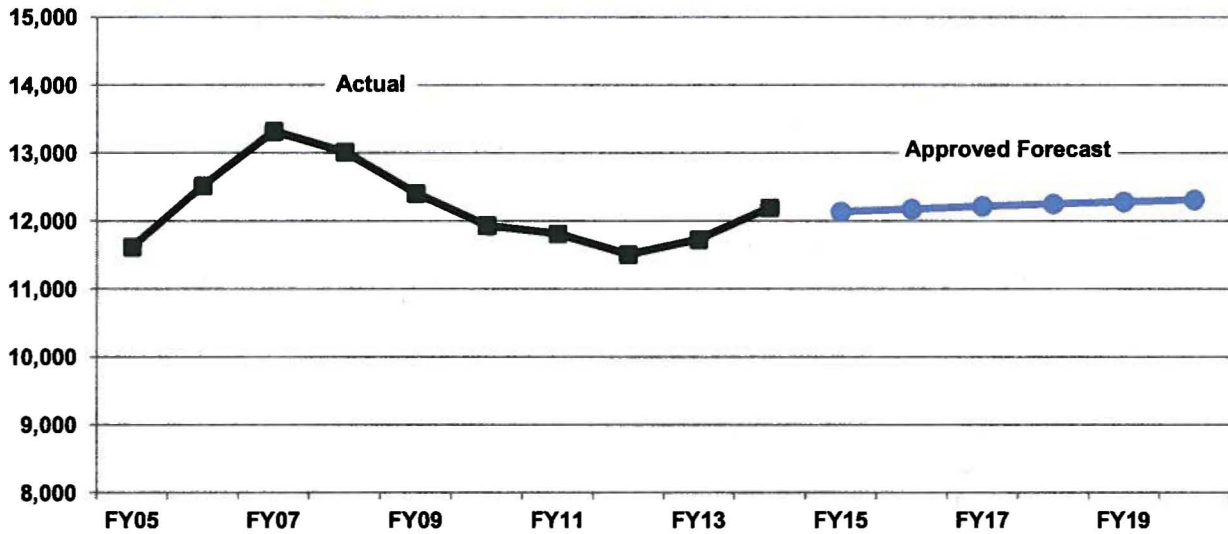
New Commitment Forecast

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 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.

Based on the forecasts approved by the Policy Committee, the 4% growth in new commitments estimated for FY2014 is not expected to continue into the forecast horizon. New commitments are expected to decrease slightly in FY2015 and then grow modestly, between 0.2% and 0.4% per year, through FY2020 (Figure 8). Nonetheless, this year's forecast is slightly higher than the forecast approved last year, on average projecting an additional 213 new commitments per year during the forecast horizon.

Figure 8
Forecast of New Commitments to the Department of Corrections



Actual:	Year	Commitments	Change	Forecast:	Year	Commitments	Change
	FY07	13,324	6.4%		FY15	12,138	-0.5%
	FY08	13,017	-2.3%		FY16	12,179	0.3%
	FY09	12,407	-4.7%		FY17	12,220	0.3%
	FY10	11,934	-3.8%		FY18	12,255	0.3%
	FY11	11,815	-1.0%		FY19	12,286	0.3%
	FY12	11,507	-2.6%		FY20	12,314	0.2%
	FY13	11,731	1.9%				
	FY14	12,197	4.0%				
	Avg. change		-0.3%		Avg. change		0.2%

FY2014 commitments are estimated.

Forecasting Methodology

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. DOC uses Simul8 forecasting software for this purpose. 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 model has been designed to provide a separate forecast for males and females. To accurately simulate the movement of offenders through the system, data describing the offenders admitted to, confined in, and released from the state offender population are compiled and programmed into the simulation model.

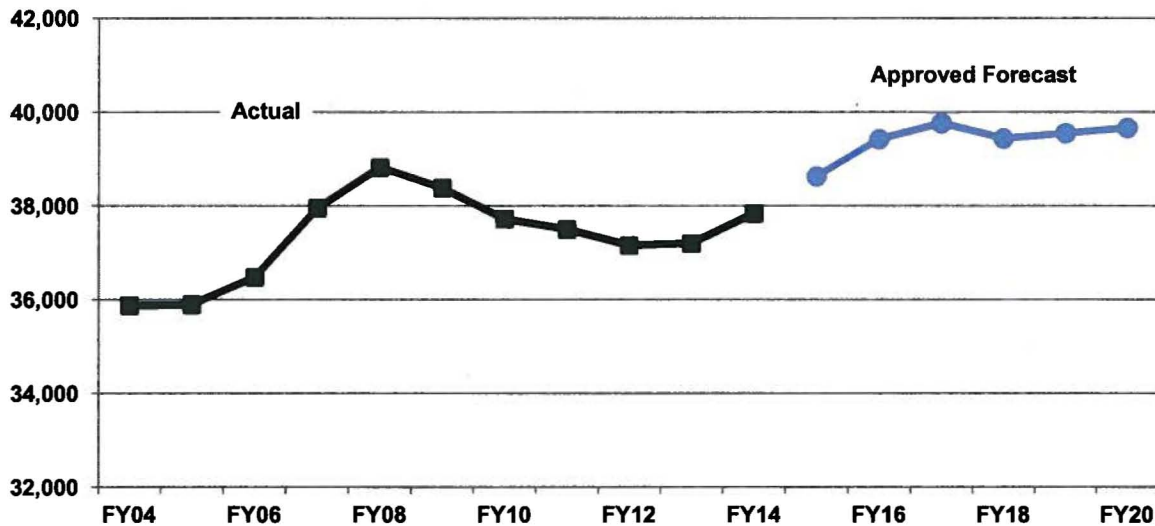
Use of simulation forecasting requires several assumptions regarding commitments and releases. The important assumptions incorporated into DOC's simulation model include those listed below.

- 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 offenders, release dates are computed based on the sentence and the rate at which offenders earn sentence credits;
- For discretionary parole releases, length-of-stay is based on the most recent 12 months of available data;
- For indeterminate sentences to DOC's youthful offender program, length-of-stay is based on most recent 12 months of available data;
- For offenders who die in custody, length-of-stay is based on the most recent three years of available data;
- Offenders convicted of capital murder and sentenced the death will remain confined throughout forecast horizon;
- For offenders who exit the state-responsible population in other ways (e.g., pardon), length-of-stay is based the most recent 12 months of available data.

Adult State-Responsible Offender Forecast

After examining the projections generated by DOC's simulation model, the Policy Committee approved the forecast of state-responsible offenders. This population is expected to grow at 2.1% in FY2015 and FY2016 (Figure 9). Slower growth is anticipated thereafter, with a slight decline projected for FY2018. Beginning in FY2016, the state-responsible offender population is expected to reach levels higher than any observed in the past.

Figure 9
State-Responsible Offender Population Forecast (for June 30 of each year)



Actual:	Year	Population	Change	Forecast:	Year	Population	Change
	FY07	37,957	4.0%		FY15	38,635	2.1%
	FY08	38,826	2.3%		FY16	39,427	2.1%
	FY09	38,387	-1.1%		FY17	39,768	0.9%
	FY10	37,724	-1.7%		FY18	39,440	-0.8%
	FY11	37,503	-0.6%		FY19	39,554	0.3%
	FY12	37,159	-0.9%		FY20	39,666	0.3%
	FY13	37,202	0.1%				
	FY14	37,843	1.7%				
	Avg. change		0.5%		Avg. change		0.8%

Male inmates comprise the vast majority of state-responsible offenders and tend to drive the overall growth or decline in the population. Nonetheless, trends in the female offender population are important since the Department of Corrections must maintain separate facilities for women. Beginning in FY2016, the number of female offenders is expected to increase at a much faster rate than male offenders, with growth rates in some years roughly double that of the male population (Figure 10).

Figure 10
State-Responsible Offender Population Forecast by Gender
(for June 30 of each year)

Year	Males	Change
FY15	35,578	2.1%
FY16	36,268	1.9%
FY17	36,562	0.8%
FY18	36,232	-0.9%
FY19	36,365	0.4%
FY20	36,416	0.1%

Projected average growth
 FY2015 – FY2020: 0.7%

Year	Females	Change
FY15	3,057	1.5%
FY16	3,159	3.4%
FY17	3,206	1.5%
FY18	3,208	0.1%
FY19	3,189	-0.6%
FY20	3,250	1.9%

Projected average growth
 FY2015 – FY2020: 1.3%

The state-responsible offender population forecast approved this year is higher than the one submitted to the Governor and the General Assembly a year ago (Figure 11). For FY2017, this forecast is about 1,650 offenders higher. By FY2019, the difference is approximately 1,100 offenders.

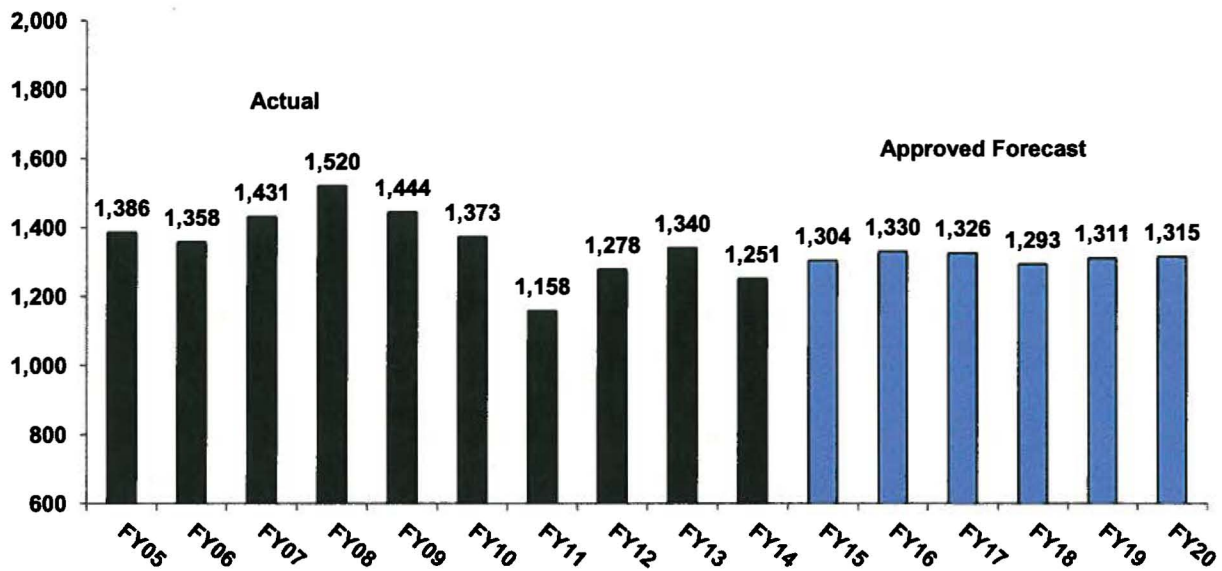
Figure 11
Comparison of 2013 and 2014
State-Responsible Offender Population Forecasts

Year	2013 Forecast	2014 Forecast	Difference
FY2014	37,475		
FY2015	37,776	38,635	859
FY2016	38,043	39,427	1,384
FY2017	38,117	39,768	1,651
FY2018	38,318	39,440	1,122
FY2019	38,449	39,554	1,105
FY2020		39,666	

Figures represent the population for June 30 for each year.

As required by Item 376 of Chapter 2 of the 2014 Acts of Assembly, Special Session I, 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 FY2020, it is projected that the state-responsible population will include 1,315 technical probation violators (i.e., offenders who violated the rules of probation but have not been convicted of a new crime). See Figure 12 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 12
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.

In a joint project between the Compensation Board and the Department of Corrections (DOC), Local Inmate Data System (LIDS) was replaced with a new jail data system that is compatible with DOC's inmate information system. The new jail system, known as LIDS-CORIS, came on line in June 2013. Conversion to the state's new jail data system was not seamless and issues with the new system were resolved over several months following its implementation. Most issues with the new data system now have been resolved. It is not clear, however, that jail data are complete, that all offenders have been categorized correctly, and that all adjustments/corrections made in past months have been correctly assigned. Thus, information generated from the LIDS-CORIS system is being verified, a process likely to take several months. This has required analysts to modify the way in which population figures are presented and forecasts of the local-responsible jail population are produced.

Population Change

The local-responsible jail population fluctuates daily, surging on weekends. Due to this variation, the average daily population traditionally is used for reporting and forecasting purposes. Because the ability to generate accurate average daily population figures in LIDS-CORIS is awaiting a program repair by the system's vendor, an alternate measure of the local-responsible jail population was selected this year (one that could be partially verified by analysts): the end-of-month population. The end-of-month population is a more volatile measure of the jail population because it is highly affected by the day of the week on which the last day of the month falls. In months that end on a weekend, the population runs approximately 5% higher than months ending on a weekday, while months ending on a weekday would reflect a lower than average population. Because an alternative measure of the local-responsible jail population was used in this year, historical figures shown in this chapter are not comparable to previous reports, and the forecast approved this year is not comparable to those submitted in prior years.

Following substantial growth in FY2006 and FY2007, the local-responsible jail population (measured as the average of the end-of-month populations for each fiscal year) declined each succeeding year through FY2010 (Figure 13). In FY2011, the local-responsible jail population increased for the first time in five years, up 0.2%. The upturn continued in FY2012 and FY2013, with the average end-of-month population climbing by 1.8% and 3.1%, respectively. Data from the new LIDS-CORIS system suggest that the local-responsible jail population declined by 1.3% in FY2014. As noted above, additional steps are underway to verify LIDS-CORIS data for FY2014.

Figure 13
Adult Local-Responsible Jail Population
(Average of End-of-Month Populations for Each Fiscal Year)



Data through May 2013 were generated from the Local Inmate Data System (LIDS); data for June 2013 to June 2014 were produced by the LIDS-CORIS system. Information generated from the LIDS-CORIS system is being verified to ensure that jail data are complete, that all offenders have been categorized correctly, and that all corrections made in past months have been correctly assigned. Since verification of the data is not yet complete, the FY2014 population is estimated.

Accuracy of the FY2014 Forecast

The forecast adopted last year projected an increase in the local-responsible jail population of 2.1%. That forecast was developed using data from the previous LIDS jail data system, which was closed down in May 2013. The new data system, LIDS-CORIS, suggests that the population decreased by 1.3%. However, figures from the two systems are not directly comparable.

Factors Affecting the Adult Local-Responsible Jail Population

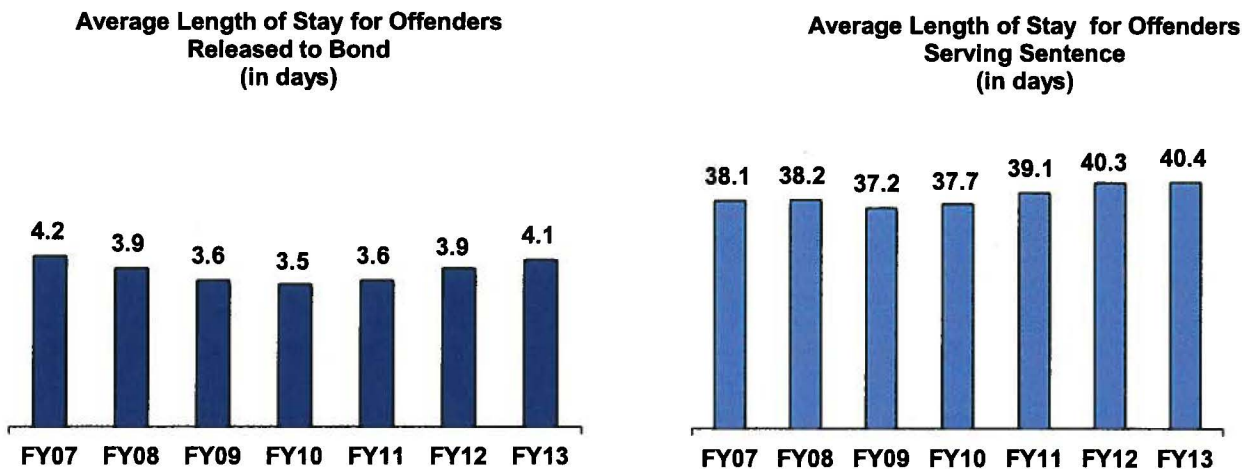
Numerous factors have an impact on the local-responsible jail population, such as arrests, bail release decisions, case processing time in the courts (which affects the time served awaiting trial), and lengths-of-stay for convicted offenders serving a sentence.

Shifts in arrest patterns, both in number and types of arrests, can have 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 arrests in Virginia (based on arrests reported to the Federal Bureau of Investigation) has been climbing. While fluctuating from year to year, the number of arrests for violent index crimes has declined overall since 2006 but, most recently, those arrests leveled off and, in 2013, increased by 1.9%. The number of arrests for drug offenses increased more than 43% between 2002 and 2007. In 2008 and 2009, Virginia experienced a decline in drug arrests. Data reveal that this dramatic shift was driven by a steep drop in arrests for cocaine offenses, which have plummeted by 56% since 2006. Federal

data suggest reduced availability of cocaine in the U.S. today compared to 2006. 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. For example, between 2009 and 2013, arrests for heroin and other narcotics together grew by 60%, while arrests for methamphetamine and other stimulants drugs increased by 83%. 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 grew between 2006 and 2011 but fell slightly in 2012 and 2013. Larceny arrests account for the vast majority of property crime arrests. A portion of individuals arrested for larceny are charged with, or ultimately convicted of, misdemeanors. 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. According to preliminary data from the Virginia Criminal Sentencing Commission, however, the number of sentencing events for felony larceny increased from roughly 5,500 per year for the three-year period ending in FY2012 up to 6,075 in FY2013 and 6,184 in FY2014.

Details on the local-responsible jail population for FY2014 are not presented here because particular aspects of LIDS-CORIS data are still being verified. Data on length-of-stay for offenders in the local-responsible jail population through FY2013 indicated that length-of-stay had been increasing. In FY2013, average length of stay in jail for offenders released to bond was higher than in any year since FY2007 (Figure 14, 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 14, right panel).

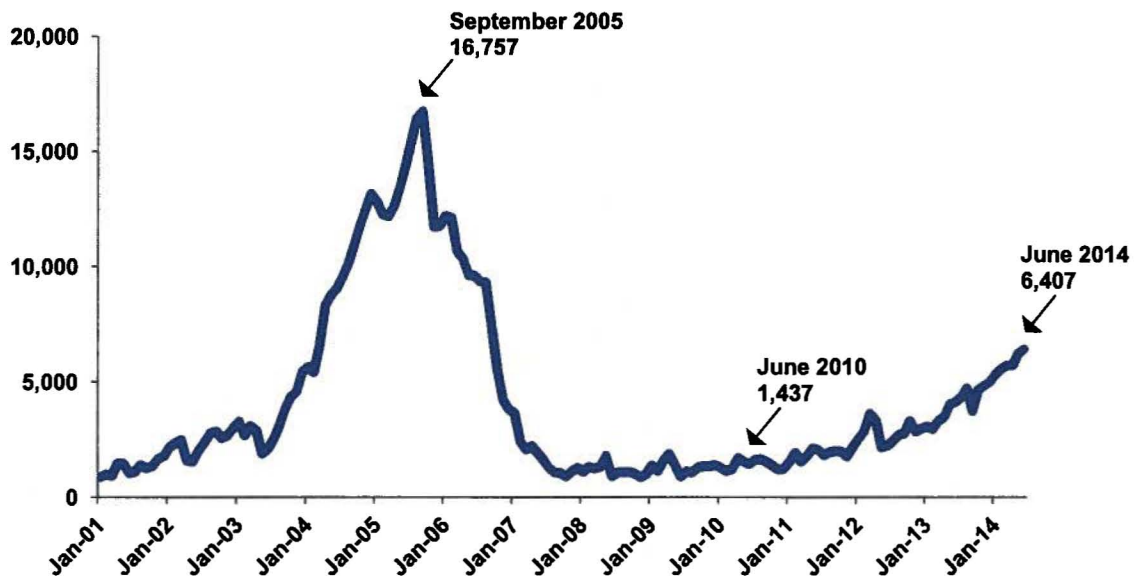
Figure 14
Average Length of Stay for Local-Responsible Jail Releases



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 for those held pre-trial had also increased in FY2013.

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). Beginning in 2003, the end-of-month backlog in drug cases rose sharply (Figure 15). 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, 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 recently 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 additional 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.

Figure 15
Department of Forensic Science
End-of-Month Backlog in Drug Cases



Forecasting Methodology

Virginia's local-responsible jail forecasts are developed using 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 the local-responsible jail population change abruptly, the forecast will be less accurate.

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.

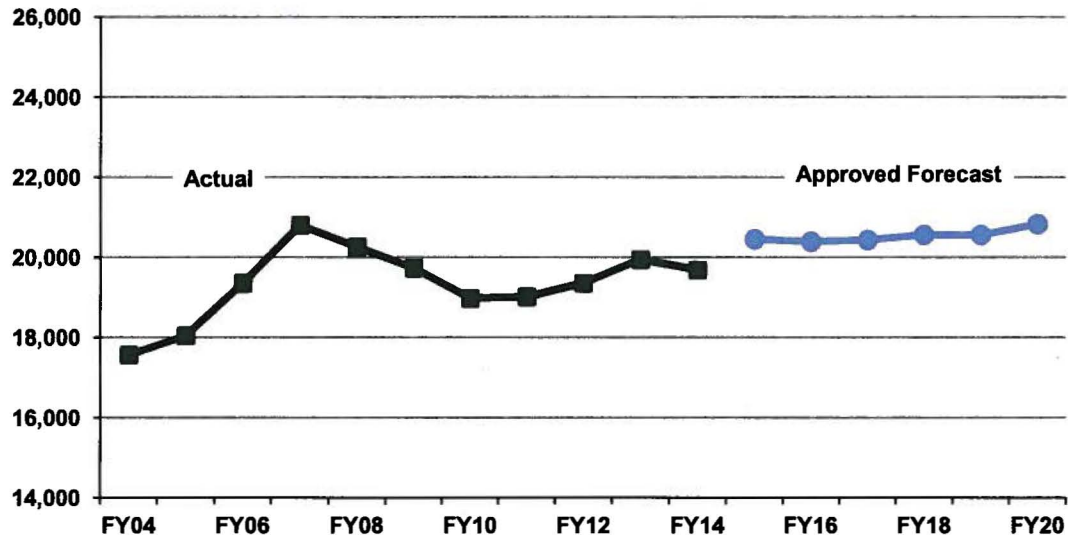
While most issues with the new LIDS-CORIS data system now have been resolved, verification of LIDS-CORIS data is ongoing. Changes in forecasting methodology from the use of an average daily population to the use of an end-of-month population (which is more volatile and difficult to use for time series analysis), make this year's forecast not comparable to forecasts from prior years. In addition, the 2014 methodology uses a subset of the jails, for which data appeared to be the most accurate, as the basis for developing the forecast models. These jails accounted for 69% of the local-responsible population in FY2012 and FY2013. The resulting forecast figures were assumed to account for 69% of the population in the future. The forecast was then increased to account for the remaining 31% of the population. This methodology assumes that the subset of jails used to develop the forecast models will continue to represent the same proportion of the total local-responsible jail population in the future, which may not hold true.

Adult Local-Responsible Jail Forecast

After carefully scrutinizing both proposed local-responsible jail forecasts, the Technical Advisory Committee and the Work Group recommended the DCJS model because it yielded a slightly better fit to the historical data. The Policy Committee approved this forecast. The DCJS model projects that the local-responsible jail population will grow at an average annual rate of 1.0% through FY2020 to 20,834 (Figure 16).

While there is always a degree of uncertainty in forecasting, data issues have increased the level of uncertainty surrounding the local-responsible jail population this year. Thus, throughout the coming year, the jail population will be closely monitored in order to identify any changes or shifts as quickly as possible.

Figure 16
2014 Adult Local-Responsible Jail Forecast
(Average of End-of-Month Populations for Each Fiscal Year)



Actual:	Year	Population	Change	Forecast:	Year	Population	Change
	FY07	20,804	7.4%		FY15	20,458	3.9%
	FY08	20,266	-2.6%		FY16	20,398	-0.3%
	FY09	19,737	-2.6%		FY17	20,439	0.2%
	FY10	18,984	-3.8%		FY18	20,567	0.6%
	FY11	19,018	0.2%		FY19	20,564	0.0%
	FY12	19,359	1.8%		FY20	20,834	1.3%
	FY13	19,951	3.1%				
	FY14	19,687	-1.3%				
	Avg. change		0.3%		Avg. change		1.0%

Since verification of LIDS-CORIS data is not yet complete, the FY2014 population is estimated.

Actual population figures reflect the average of the end-of-month population for each fiscal year.

Forecasted population figures reflect the average of the projected end-of-month population for each fiscal year.

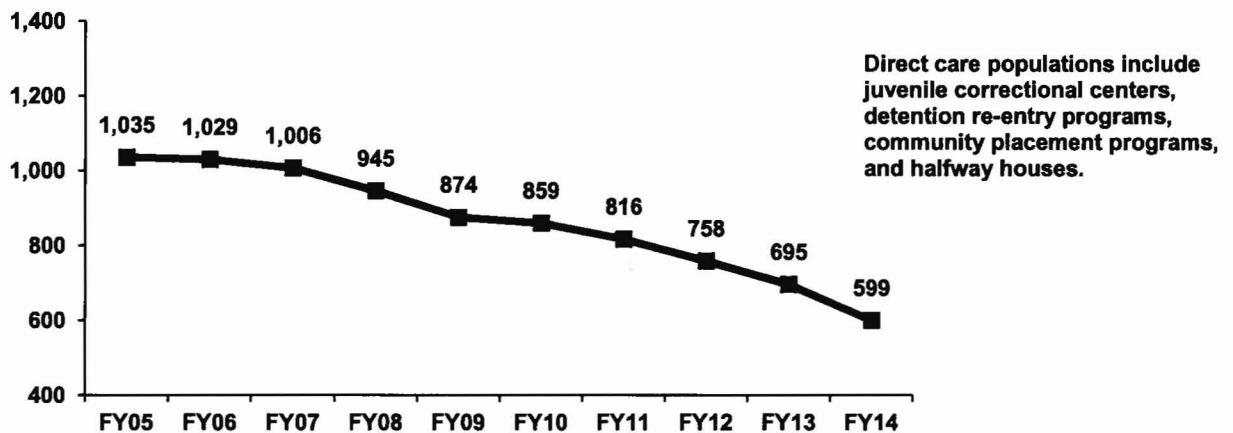
Juvenile Correctional Center and Other Direct Care Populations

Juvenile state-responsible offenders are committed by a court to Virginia’s Department of Juvenile Justice (DJJ). They are housed in juvenile correctional facilities around the state or they are placed in re-entry, community placement, or halfway house programs²; collectively, these make up DJJ’s direct care population. 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, dispositions involving commitment in the juvenile justice system remain largely indeterminate. Approximately 85% of commitment orders for the DJJ in FY2014 called for an indeterminate sentence.³ This means that the DJJ, rather than a judge, determines the length of the juvenile’s commitment. The projected length-of-stay is dependent upon the juvenile’s current committing offenses, prior offenses, and length of prior delinquency or criminal offense record. The actual length-of-stay also depends upon the juvenile’s completion of mandatory or recommended treatment objectives, such as substance abuse or sex offender treatment, and the juvenile’s behavior within the facility. The courts commit a smaller percentage of juvenile offenders to DJJ with a determinate, or fixed length, sentence; a juvenile given a determinate commitment may be reviewed by the judge at a later date and 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 and other direct care programs has been declining since FY2000. The population fell from an average of 758 juveniles in FY2012 to an average of 695 juveniles in FY2013, a decrease of 8.3% (Figure 17). In FY2014, the average daily population declined by 13.8% to 599 juveniles.

Figure 17
Juvenile Correctional Center and Other Direct Care Populations (Fiscal Year Average)



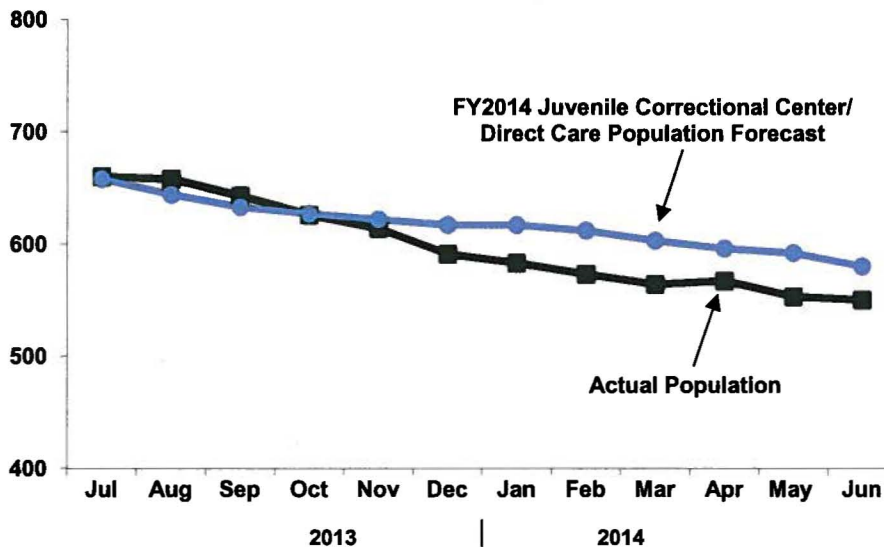
² DJJ operated halfway houses for the direct care population beginning in July 2012. Due to budget reductions, the halfway houses were closed in January 2014.

³ In FY14, 85% of the commitment orders for DJJ received indeterminate sentences. A juvenile may have more than one commitment order. In FY14, 68% of juveniles committed to the DJJ received indeterminate sentences only (this excludes any juveniles that had indeterminate and determinate sentences or indeterminate and blended sentences; it is strictly an indeterminate sentence).

Accuracy of the FY2014 Forecast

The juvenile correctional center/direct care population forecast adopted last year was fairly accurate for FY2014, particularly during the first half of the fiscal year (Figure 18). During the second half of the fiscal year, the actual population ran 29 to 39 juveniles below the forecast. While the forecast anticipated a decline in the total direct care population of 85 during the fiscal year, the actual population decreased by 115 juveniles from June 2013 to June 2014.

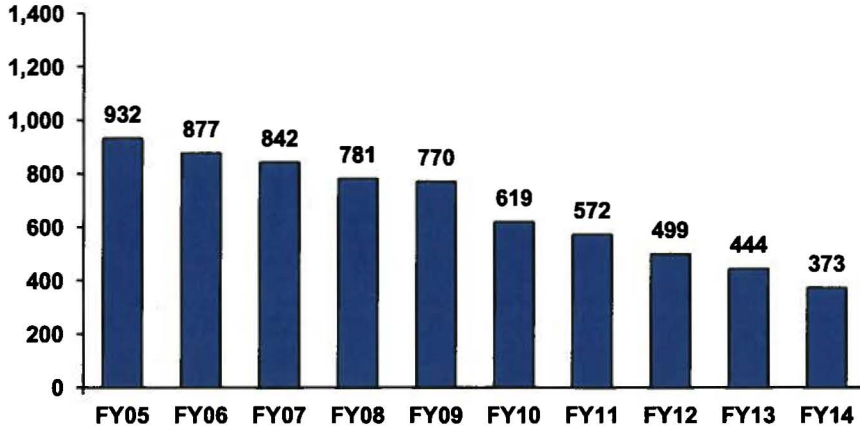
Figure 18
Accuracy of the FY2014 Juvenile Correctional Center/Direct Care Population Forecast



Factors Affecting the Juvenile Correctional Center/Direct Care Population

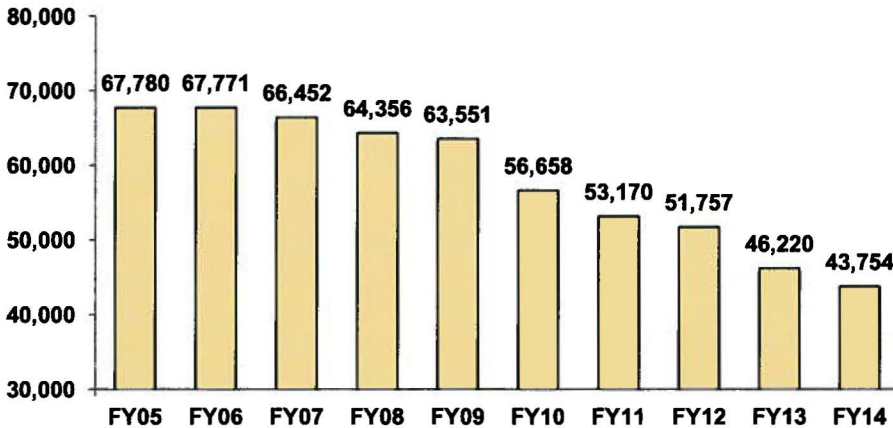
The number of juveniles in DJJ correctional centers, which accounts for the vast majority of the Department's total direct care population, has been declining. The decline has largely been driven by a decrease in the number of admissions. There have been several statutory and policy changes related to juvenile offenders. 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 FY2005, admissions to juvenile correctional centers have dropped by 60% (Figure 19).

Figure 19
New Admissions to the Department of Juvenile Justice



The state’s court services units serve as the point of entry into the juvenile justice system. An “intake” occurs when a juvenile is brought before a court services unit officer for one or more alleged law violations. DJJ data reveal that the total number of juvenile intake cases has been falling since FY2005 (Figure 20). In particular, felony intake cases, which had been 17.9% in FY2002, decreased to 16.8% in FY2005 and 15.4% by FY2014.

Figure 20
Juvenile Intake Cases at Court Services Units

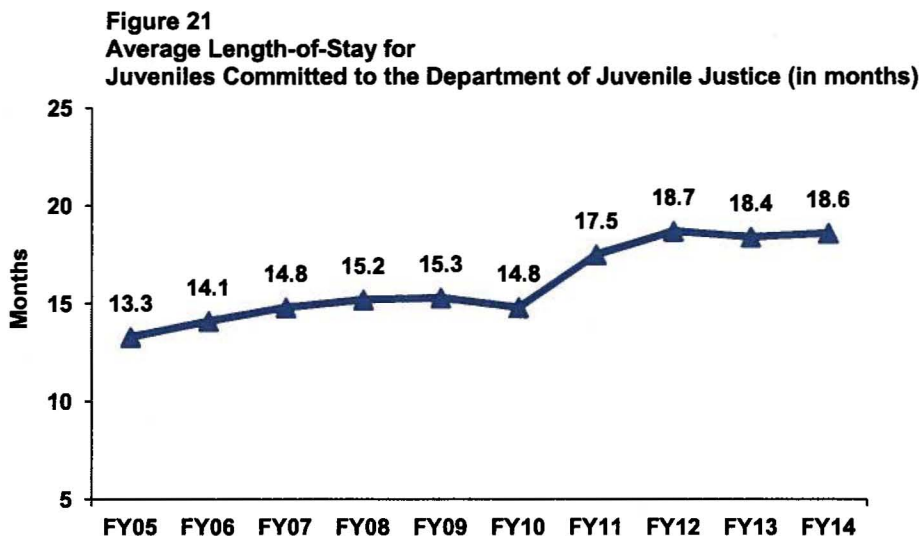


DJJ procedures and practices may have affected intakes and admissions. DJJ has implemented approaches that include the use of validated, structured decision making tools in numerous aspects of community and facility operations. Critical decision points include the initial decision to detain, the assignment 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 services unit risk assessment instrument, and the juvenile correction center 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 services 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. Many less serious juvenile offenders are no longer committed to DJJ. Thus, 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 committing offenses, prior offenses, and length of prior delinquency or criminal offense record. Failure to complete a mandatory or recommended 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 39 to 42 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 compared to orders for indeterminate commitments. Orders for determinate commitments and blended sentences increased from roughly 10% of the total in FY2004 to as high as 19% in FY2010. In FY2014, these commitment types accounted for 17% of commitment orders received by DJJ.

Along with admissions, actual length-of-stay is a critical factor affecting the juvenile correctional center and direct care populations. In FY2014, the average length-of-stay in the state’s juvenile correctional/direct care population was 18.6 months, compared to 13.3 months in FY2005 (Figure 21).



Forecasting Methodology

Two forecast models of the total direct care population (juvenile correctional centers and other direct care programs) 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 direct care 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, lengths-of-stay, prior record adjudications, treatment assignment, institutional offenses, etc.) as admissions during FY2012-FY2014 (three-year average);
- Future admissions will be assigned to length-of-stay categories in the same proportions as admissions during FY2012-FY2014 (three-year average);
- Juveniles assigned to the DJJ's mandatory sex offender program will comprise the same percentage of admissions as they did during FY2012-FY2014 (three-year average); and
- Juveniles determinately committed to DJJ will comprise the same percentage of admissions as they did during FY2012-FY2014 (three-year average).

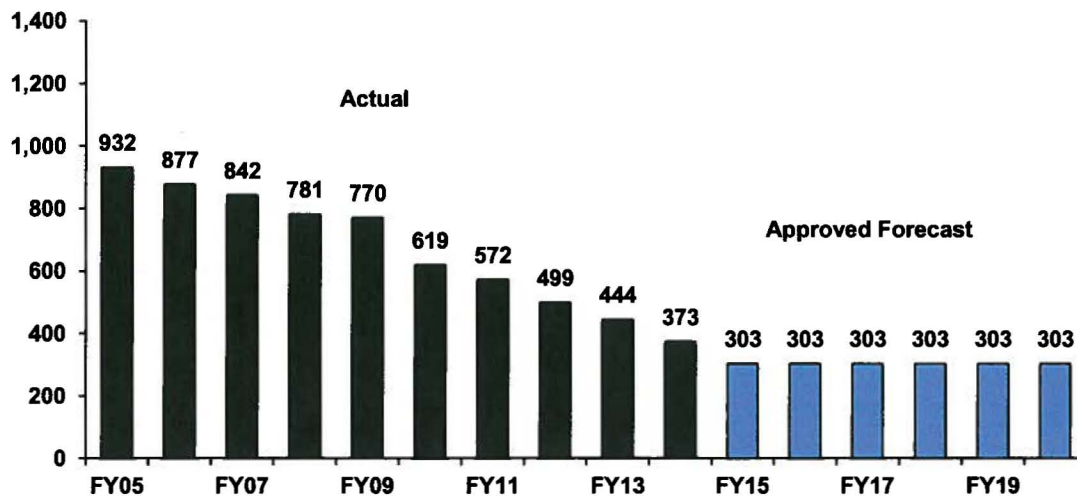
DPB projections are developed using time-series statistical techniques, which are described in a previous chapter.

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, 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 not 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 FY2015 and set a flat admissions forecast from FY2016 through FY2020 (Figure 22). Under this forecast, it is assumed that admissions will continue to fall through FY2015 and then will level off for the remainder of the forecast horizon.

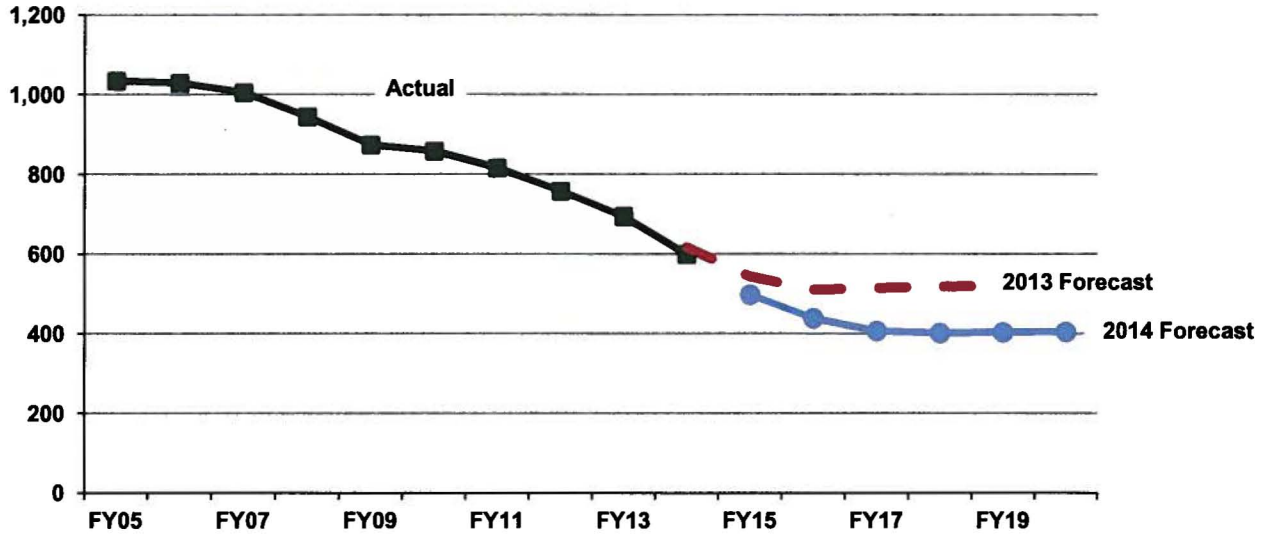
Figure 22
Department of Juvenile Justice Admissions Forecast



Juvenile Correctional Center/Direct Care Population Forecast

After reviewing both the DJJ and DPB population projections in detail, the Policy Committee approved the DJJ simulation model forecast. However, DPB’s projection was comparable to DJJ’s, particularly through FY2017. The approved forecast suggests that the population in juvenile correctional centers and other direct care programs will continue to decline in the short term (Figure 23). The forecast projects a decrease through FY2018, when the population is expected to reach 402 juveniles. Beginning in FY2019, however, the population is expected to level off. This leveling can be attributed to the flat admissions forecast and to longer lengths of stay, on average, for juveniles committed in the most recent fiscal years compared to those committed in years prior. By FY2020, the total juvenile correctional center/direct care population is projected to be 405. This forecast is lower than the one submitted to the Governor and General Assembly in 2013.

Figure 23
Juvenile Correctional Center/Direct Care Population Forecast (Fiscal Year Average)



Actual:	Year	Population	Change	Forecast:	Year	Population	Change
	FY07	1,006	-2.3%		FY15	498	-16.9%
	FY08	945	-6.1%		FY16	439	-11.8%
	FY09	874	-7.5%		FY17	407	-7.3%
	FY10	859	-1.6%		FY18	402	-1.2%
	FY11	816	-5.0%		FY19	404	0.5%
	FY12	758	-7.1%		FY20	405	0.2%
	FY13	695	-8.3%				
	FY14	599	-13.8%				
		Avg. change	-6.5%			Avg. change	-6.1%

Figures represent the average population for each fiscal year.

Juvenile Detention Home Population

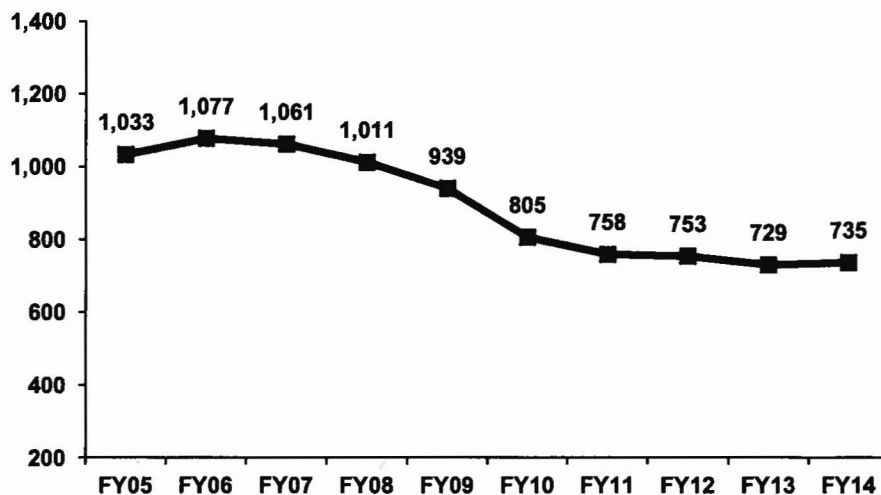
Local governments or multi-jurisdictional commissions operate secure juvenile detention homes throughout the Commonwealth. The Board of Juvenile Justice promulgates regulations and the Director of the Department of Juvenile Justice is responsible for the certification of these facilities. To be eligible for pre-dispositional detention, there must be probable cause to establish that the juvenile committed a Class 1 misdemeanor or a felony offense. 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. To be eligible for post-dispositional detention, the juvenile must be 14 years or older and been found to have committed a non-violent juvenile felony or Class 1 or Class 2 misdemeanor offense. A judge may order an adjudicated juvenile to be held in post-dispositional detention up to 30 days or, if the juvenile detention home operates a post-dispositional detention program, up to 6 months. Historically, 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 24). Since FY2011, the juvenile detention home population has been relatively stable. Statewide, detention homes housed an average of 735 juveniles in FY2014.

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

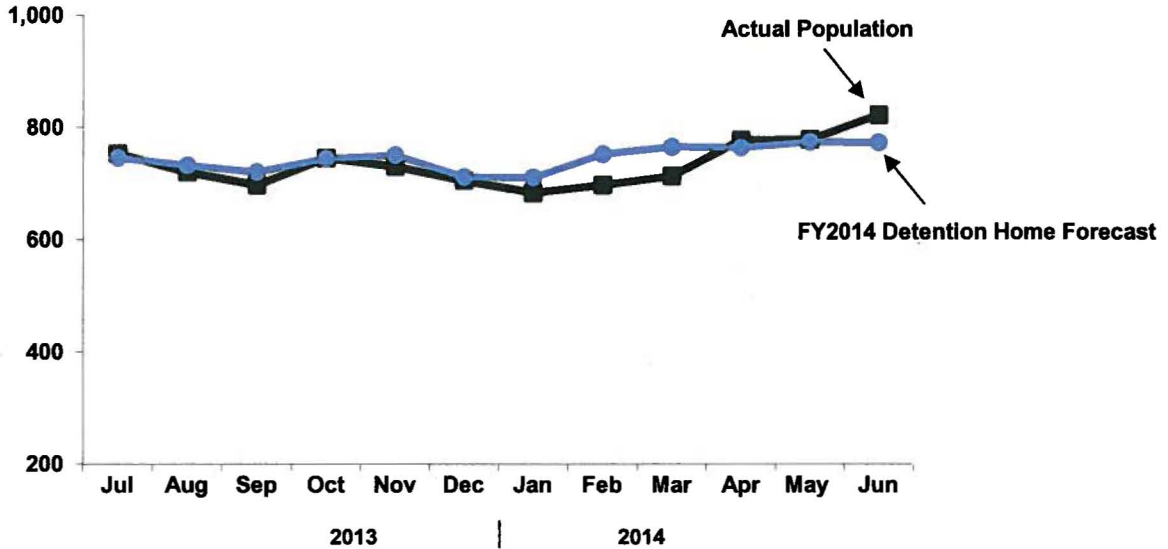
Figure 24
Juvenile Detention Home Population (Fiscal Year Average)



Accuracy of the FY2014 Forecast

The forecast of the juvenile detention home population adopted in 2013 was very accurate throughout FY2014 (Figure 25). On average for the year, the forecast was 10 higher than the actual population; however, in June 2014, the detention home population reached its high for the fiscal year and exceeded the forecast by 49 juveniles.

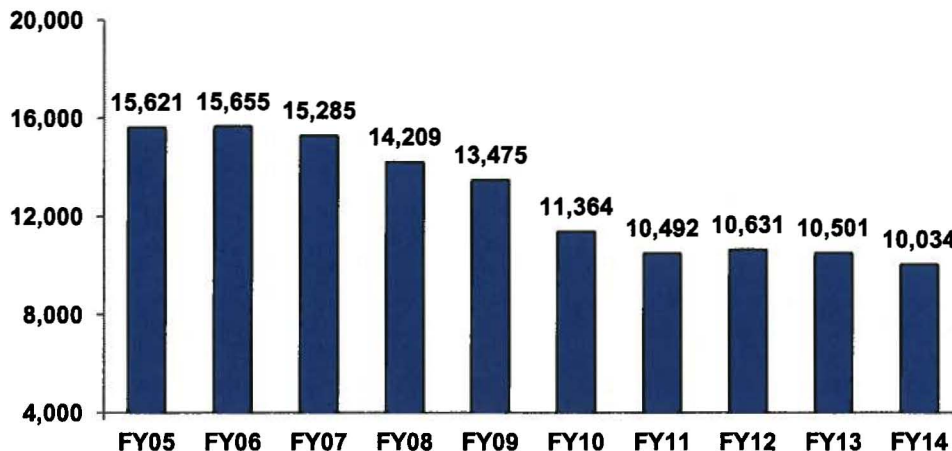
Figure 25
Accuracy of the FY2014 Juvenile Detention Home Forecast



Factors Affecting the Juvenile Detention Home Population

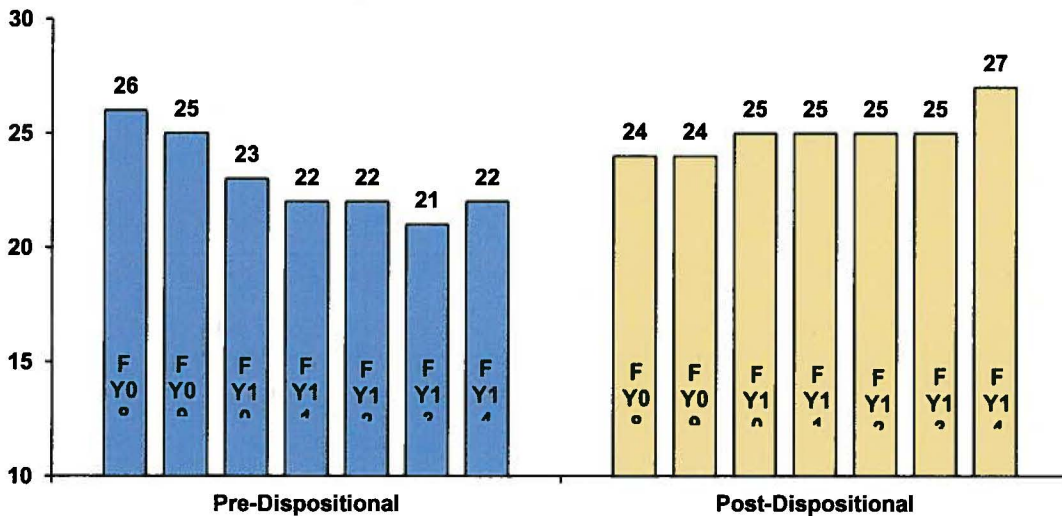
As described in the previous chapter, the number of juvenile intake cases has declined significantly since FY2005. Reflecting this downward trend in intakes, detention home admissions (first-time detainments, excluding transfers) dropped 33% between FY2006 and FY2011 (Figure 26). After remaining relatively flat from FY2011 to FY2013, detainments dropped by 4% in FY2014.

Figure 26
Juvenile Detention Home Admissions –
First-Time Detainments (excluding Transfers)



Shorter lengths-of-stay for a large share of those in juvenile detention homes was an important factor in reducing the population between FY2008 and FY2011, during which time the average length-of-stay for the pre-dispositional juveniles fell from 26 to 22 days (Figure 27). The next year, average pre-dispositional length-of-stay decreased to 21 days. Length-of-stay for juveniles placed in post-dispositional detention, who account for a smaller share of the population, remained at 24 or 25 days until FY2013. In FY2014, both pre-dispositional and post-dispositional length-of-stay increased. This increase in length-of-stay offset the decrease in admissions and resulted in a small increase in the population, overall, for the fiscal year.

Figure 27
Average Length-of-Stay in Juvenile Detention Homes
(in days)



Forecasting Methodology

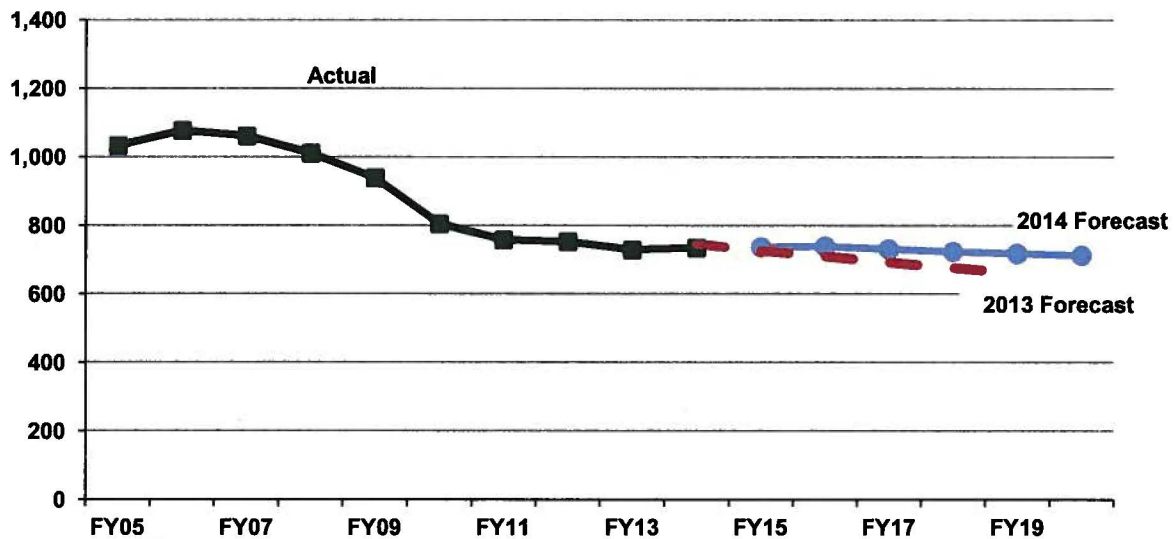
Juvenile detention home projections are developed using the same types of time-series forecasting techniques utilized to produce the forecasts of the local-responsible jail population, new commitments to prison, and juvenile direct care admissions. These techniques are described in a previous chapter 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 a hybrid of the two as the official forecast of the juvenile detention home population. The DJJ model projected that the detention home population would decline at an average annual rate of 2.6% through FY2020, while the DPB model assumed that the population would increase, with growth averaging 2.4% annually. The DJJ and DPB projections diverged from one another over the forecast horizon, and the Policy Committee concluded the best approach would be a hybrid of the DJJ and DPB models. The Policy Committee selected the DJJ projection for FY2015 and adopted the average of the DJJ and DPB projections for the remainder of the forecast horizon. With the approved forecast, it is anticipated that the population will continue to increase slightly through FY2016, after which the population is projected to decline modestly through FY2020 (Figure 28). The average population for FY2020 is projected to be 713 juveniles. This year's juvenile detention home forecast is higher than the one approved in 2013.

Figure 28
Juvenile Detention Home Population Forecast (Fiscal Year Average)



Actual:	Year	Population	Change	Forecast:	Year	Population	Change
	FY07	1,061	-1.5%		FY15	737	0.3%
	FY08	1,011	-4.7%		FY16	739	0.3%
	FY09	939	-7.1%		FY17	731	-1.1%
	FY10	805	-14.3%		FY18	724	-1.0%
	FY11	758	-5.8%		FY19	718	-0.8%
	FY12	753	-0.7%		FY20	713	-0.7%
	FY13	729	-3.2%				
	FY14	735	0.8%				
		Avg. change	-4.6%			Avg. change	-0.5%

Figures represent the average population for each fiscal year

Continuing Work during FY2015

The annual process for updating the forecasts concluded in September 2014, with the approval of the forecasts by the Secretary's 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. In particular, the Technical Advisory Committee will closely monitor the LIDS-CORIS jail information system as the data are verified; the Committee will inform the Secretary of the progress made and will recommend adjustments to the local-responsible jail forecast, if needed.

Appendices

Appendix A
Legislative Directive

Item 376 of Chapter 2 of the 2014 Acts of Assembly, Special Session I

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, 2014, for each fiscal year through FY 2020 and by October 15, 2015, for each fiscal year through FY 2021. 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 continue to work with other secretaries to (i) develop services intended to improve the re-entry of offenders from prisons and jails to general society and (ii) enhance the coordination of service delivery to those offenders by all state agencies. 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

❖ **2014 Policy Committee Members**

The Honorable Beth Arthur
Sheriff, Arlington County
Representing the Virginia Sheriff's Association

Andrew K. Block, Jr.
Director
Virginia Department of Juvenile Justice

Harold W. Clarke
Director
Virginia Department of Corrections

Stephen Clear
Superintendent
Southwest Virginia Regional Jail
Representing the Virginia Association of
Regional Jails

Robyn deSocio
Executive Secretary
Compensation Board

Fran Ecker
Director
Virginia Department of Criminal Justice Services

The Honorable Janet D. Howell
Senate of Virginia –
Senate Finance Committee

The Honorable L. Scott Lingamfelter
Virginia House of Delegates –
House Appropriations Committee

Edward Macon
Assistant Executive Secretary
Supreme Court of Virginia

The Honorable Jennifer L. McClellan
Virginia House of Delegates –
House Courts of Justice Committee

Chief Douglas A. Middleton
Henrico County Police Department
Representing the Virginia Association of
Chiefs of Police

The Honorable Nora J. Miller
Commonwealth's Attorney, Mecklenburg County
Representing the Virginia Association of
Commonwealth's Attorney

R. Neil Miller
Deputy Secretary of Finance

The Honorable Bryce E. Reeves
Senate of Virginia –
Senate Courts of Justice Committee

Banci Tewolde
Associate Director, Public Safety Division
Department of Planning and Budget

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

Chaired by the Honorable Brian J. Moran, Secretary of Public Safety and Homeland Security

❖ **2014 Work Group Members**

Tama Celi, Ph. D.
Manager, Statistical Analysis and Forecast Unit
Virginia Department of Corrections

Richard E. Hickman, Jr.
Deputy Staff Director
Senate Finance Committee

John G. Crooks
Public Safety Budget Analyst
Virginia Department of Planning and Budget

James E. Parks
Offender Management Services
Virginia Department of Corrections

Bruce N. Cruser
Criminal Justice Program Administrator
Virginia Department of Criminal Justice Services

Deron M. Phipps
Director of Policy and Planning
Virginia Department of Juvenile Justice

Robyn M. deSocio
Executive Secretary
Compensation Board

A. David Robinson
Chief of Corrections Operations
Virginia Department of Corrections

Richard W. Hall-Sizemore
Budget and Policy Analyst
Virginia Department of Planning and Budget

Paul Van Lenten, Jr.
Legislative Fiscal Analyst
House Appropriations Committee

*Co-Chaired by Victoria H. Cochran and Tonya D. Vincent,
Deputy Secretaries of Public Safety and Homeland Security*

❖ **2014 Technical Advisory Committee Members**

Erik Beecroft, Ph.D.
Associate Methodologist
Joint Legislative Audit & Review Commission

Cyril W. Miller, Jr., Ph.D.
Director, Judicial Planning
Supreme Court of Virginia

Baron S. Blakley
Research Analyst
Virginia Department of Criminal Justice Services

Carlisle E. Moody, Ph.D.
Professor of Economics
College of William & Mary

Tama Celi, Ph. D.
Manager, Statistical Analysis and Forecast Unit
Virginia Department of Corrections

Gregory J. Rest, Ph.D.
Chief Methodologist
Joint Legislative Audit & Review Commission

Huafeng Ding
Research Economist
Virginia Department of Juvenile Justice

Anne M. Wilmoth
Chief Information Officer
Compensation Board

Amy Hunter
Economic Analyst
Virginia Department of Planning and Budget

Chaired by Meredith Farrar-Owens, Director, Virginia Criminal Sentencing Commission

The Technical Advisory Committee would like to acknowledge the assistance of:

Emily Laux of the Department of Juvenile Justice
Warren McGehee of the Virginia Department of Corrections

