

Office of the
Secretary of Public Safety and Homeland Security

**REPORT ON THE OFFENDER POPULATION
FORECASTS (FY2023 TO FY2028)**

To The Governor and General Assembly



Commonwealth of Virginia

Richmond, October 15, 2022

This page intentionally left blank.

Commonwealth of Virginia

HON. ROBERT MOSIER
SECRETARY

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



MARGARET CLEARY
DEPUTY SECRETARY

BRIAN R. SWANN, SR.
DEPUTY SECRETARY

Office of the Secretary of Public Safety and Homeland Security

October 15, 2022

TO: The Honorable Glenn Youngkin
Governor

The Honorable Barry Knight
Chairman, House Appropriations Committee

The Honorable Janet D. Howell
Chairwoman, Senate Finance and Appropriations Committee

The Honorable Robert B. Bell
Chairman, House Courts of Justice Committee

The Honorable John S. Edwards
The Honorable R. Creigh Deeds
Co-Chairmen, Senate Judiciary Committee

Each year, the Office of the Secretary of Public Safety and Homeland Security is required to present revised offender population forecasts to the Governor, as well as the Chairmen/Chairwomen of the House Appropriations Committee, the Senate Finance and Appropriations Committee, the House Courts of Justice Committee, and the Senate Judiciary Committee.

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 and early fall. The COVID-19 pandemic brought with it a number of challenges for the forecasting process, as described in this report. The pandemic, and the policies and procedures implemented to reduce the spread of the virus, have significantly impacted Virginia's confined offender populations since early 2020. The populations also have been impacted by recent policy changes. You will find these impacts are documented throughout the report.

As required by the Appropriation Act, this report is respectfully submitted for your consideration. Please contact my office should you have questions regarding any aspect of the offender forecasts.

Sincerely,

A handwritten signature in blue ink, appearing to read "R. Mosier", written over a horizontal line.

Robert Mosier

Authority

This report has been prepared and submitted to fulfill the requirements of Item 392 of Chapter 2 of the 2022 Acts of Assembly, Special Session I. This provision requires the Secretary of Public Safety and Homeland Security to present, by October 15 of each year, revised six-year state and local juvenile and state and local responsibility adult offender population forecasts to the Governor, as well as the Chairmen/Chairwomen of the House Appropriations Committee, the Senate Finance and Appropriations Committee, the House Courts of Justice Committee, and the Senate Judiciary Committee. In addition, the Secretary must ensure that the adult state-responsible 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 2022.

Table of Contents

Executive Summary	v
Virginia’s Offender Forecasting Process	1
Forecasting Methodologies	2
Adult Local-Responsible Jail Population	4
Adult State-Responsible Inmate Population	10
Juvenile Correctional Center/Direct Care Population	14
Juvenile Detention Center Population	19
Appendices	
Appendix A: Legislative Directive	23
Appendix B: 2022 Committee Members	25

This page intentionally left blank.

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 typically 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 and the Chairmen/Chairwomen of the House Appropriations Committee, the Senate Finance and Appropriations Committee, the House Courts of Justice Committee, and the Senate Judiciary Committee.

To produce the offender forecasts, 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.

Since 2006, the consensus forecasting process has involved three committees or work groups: the Technical Advisory Committee, the Secretary's Work Group, and the Policy Committee. 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. Select forecasts 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. Normally 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. 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 and makes 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. Through the consensus process, a forecast is produced and approved for each of the four major offender populations.

Due to the COVID-19 pandemic, the Secretary of Public Safety and Homeland Security opted to abbreviate the forecasting process in 2020, 2021 and 2022, while still maintaining a consensus approach. The Secretary directed the Technical Advisory Committee to examine criminal justice trends in the Commonwealth and present detailed trend information, along with proposed forecast models, directly to the Policy Committee. The Policy Committee held meetings on August 30 and September 26, 2022.

As a result of COVID-19 and response policies implemented specifically to reduce the spread of the virus, Virginia experienced dramatic reductions in the confined offender populations beginning in March 2020, and, in September 2022, it remained unclear as to when, and to what extent, the populations would return to pre-pandemic levels or trends. The full impact of the COVID-19 pandemic on the confined populations may not yet be known. The confined offender populations also have been impacted by recent policy changes, such as the decriminalization and then legalization of marijuana, the increase in the dollar value at which larceny becomes a felony, and higher rates of earned sentence credits for some incarcerated individuals. Forecasting criminal justice populations in such circumstances is particularly challenging. After careful examination of the available data and multiple forecast models, the Policy Committee selected an official forecast for each offender population. These are discussed below and in subsequent chapters of this report. The Secretary's Office will continue to monitor the offender populations throughout the year.

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. The local-responsible jail population declined slightly in FY2019 and this modest downward trend continued into the first half of FY2020. By February 2020, the average population for the month was 19,418. As a result of declines in the number of arrests and state and local policies to address the spread of the COVID-19 virus, the local-responsible jail population fell by more than 5,000 individuals between February and June 2020. Overall, the average local-responsible jail population dropped by 7.4% in FY2020, 12.3% in FY2021, and 5.3% in FY2022, reaching an average of 15,091 for the fiscal year. The forecast approved by the Policy Committee anticipates that the population will increase during the current fiscal year, resulting in an average population for FY2023 of 15,663. For the remaining years of the forecast, the Policy Committee expects a slower rate of growth. Under the approved forecast, an average population of 16,724 is projected for FY2028 (see table on page viii).

Adult State-Responsible Inmate Population. The largest of the forecasted populations, the state-responsible inmate population includes those incarcerated in state prisons, as well as state-responsible offenders housed in local and regional jails around the Commonwealth. This population gradually declined between October 2014 and February 2020, when it reached 36,535 inmates. Between February and June 2020, the state-responsible population fell by 2,750 inmates. This sudden, dramatic decrease occurred as a result of the COVID-19 pandemic and policies put in place to reduce the spread of the virus. From mid-March to mid-May 2020, an emergency order issued by the Chief Justice of the Supreme Court of Virginia suspended all non-essential and non-emergency proceedings in the state's courts. During that time, significantly fewer sentencing hearings were held, resulting in fewer offenders being sentenced to a prison term. Reports suggest that court caseloads have not returned to pre-COVID levels. Additionally, in response to the pandemic, the General Assembly granted the Director of the Department of Corrections the authority to release state-responsible inmates who were within one year of their expected release dates and who met certain release eligibility criteria. When this authority ended on June 30, 2021, 2,185 state-responsible inmates had been released earlier than they otherwise would have been. Finally, the General Assembly enacted legislation, effective July 1, 2022, to increase the rates at which certain felons may earn sentence credits to reduce the time served in jail or prison. The legislation applied retroactively, meaning that inmates in state facilities on July 1, 2022, had the higher rates of earned sentence credits applied to their entire term of confinement, and such inmates

have been (or will be) released earlier than they would have been otherwise. As a result of retroactive application of the legislation, more than 2,000 state-responsible inmates were released in July and August 2022, ahead of their originally scheduled release date.

Unlike the local-responsible jail population, the state-responsible inmate population has continued to decline. Based on preliminary figures, there were just 30,047 state inmates as of June 30, 2022. Recent legislation passed by the General Assembly is expected to impact the population (e.g., enhanced earned sentence credits for inmates with certain non-violent offenses beginning on July 1, 2022, repeal of the Class 6 felony for a third or subsequent conviction for petit larceny, and caps on sentences for technical probation violations). The collective impact of the legislation is difficult to quantify precisely, particularly if criminal justice decision makers (e.g., judges) begin to adjust their practices in response to the legislation. After careful consideration, the Policy Committee adopted a forecast that calls for a continued decline in the population through the end of FY2023 due to retroactive nature of the enhanced earned sentence credits that went into effect on July 1, 2022. After FY2023, the approved forecast calls for an average annual increase of 0.4%, with the population reaching 26,968 at the end of FY2028 (see table on page viii).

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 other programs; collectively, these make up DJJ's total correctional center/direct care population. The number of juveniles in this population has been falling overall since FY2000. Statutory changes, use of validated risk assessment instruments, and continued decline in the number of juvenile intake cases at Court Services Units have contributed to the long-term downward trend. Between FY2017 and FY2019, the population began to level off, with the average population ranging from 335 to 338. The population declined significantly after February 2020. In FY2022, an average of 195 juveniles were in the state population. The number of admissions to the committed juvenile population has dropped significantly since the onset of the pandemic; however, admissions are not projected to remain at such low levels during the forecast horizon. The Policy Committee anticipates some growth in this population after FY2022. Based on the approved forecast, this population is expected to increase by an average of 8.0% per year over the forecast horizon to an average of 305 in FY2028 (see table on page viii).

Juvenile Detention Center Population. Juveniles held in local or commission-operated juvenile detention centers around the Commonwealth make up the juvenile local-responsible population. The detention center population has been declining for a number of years, reaching an average of 520 in FY2019. Lower numbers of intakes at Court Services Units and procedures to reduce detention of low-risk juveniles have been important factors in the downward trend. While the overall average population for FY2020 was 452, the monthly population figures decreased significantly between February and June 2020 (from 498 to 344 juveniles). The population continued to fall in FY2021, during which 350 juveniles, on average, were held in detention centers. Unlike the other forecasted populations, the detention center population did not decline substantially in FY2022 but, rather, leveled off at 349 for the fiscal year average. The Policy Committee anticipates that this population will increase throughout the forecast horizon to an average of 441 in FY2028 (see table on page viii).

**Offender Population Forecasts
FY2023 – FY2028**

Fiscal Year	Adult Local-Responsible Jail Population (FY Average)	Adult State-Responsible Offender Population (June 30)	Technical Probation Violators in the Adult State-Responsible Offender Population (June 30)*	Juvenile Correctional Center/Direct Care Population (FY Average)	Juvenile Detention Center Population (FY Average)
FY2023	15,663	26,393	1,318	229	406
FY2024	15,835	26,179	1,258	270	412
FY2025	16,041	26,439	1,225	295	419
FY2026	16,271	26,605	1,194	301	427
FY2027	16,498	26,722	1,207	304	434
FY2028	16,724	26,968	1,229	305	441

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

Since the proportion of violators identified as technical violators declines as criminal histories are updated with new conviction information, this forecast should be considered a maximum.

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.

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.

Between 2006 and 2019, the consensus forecasting process has involved three committees or work groups: the Technical Advisory Committee, the Secretary's Work Group, and the Policy Committee. 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. 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. From 2006 to 2019, select forecasts were recommended by the Technical Advisory Committee for consideration by the Secretary's Work Group. Work Group members included deputy directors and senior managers of criminal justice and budget agencies, as well as staff of the House Appropriations and Senate Finance Committees. The Work Group provided feedback to the Technical Advisory Committee, discussed detailed aspects of the projections, and directed technical staff to provide additional data needed for decision making. After thorough review of each forecast, the Work Group made 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 and makes 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. Through the consensus process, a forecast is produced and approved for each of the four major offender populations.

Due to the COVID-19 pandemic, the Secretary of Public Safety and Homeland Security opted to abbreviate the forecasting process in 2020, 2021 and 2022, while still maintaining a consensus approach. The Secretary directed the Technical Advisory Committee to examine criminal justice trends in the Commonwealth and present detailed trend information, along with proposed forecast models, directly to the Policy Committee. The diverse backgrounds and expertise of Secretary's Committee members promote in-depth discussions of numerous issues and trends in Virginia's criminal justice system.

The forecasting process benefits from rigorous quantitative analysis by the Technical Advisory Committee 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.

Forecasting Methodologies

Members of the Secretary's Technical Advisory Committee use two types of methodologies to develop offender forecasts: time series forecasting and computer simulation modeling. Time series forecasting is a set of statistical techniques that apply specifically to the analysis of data points that occur over time. 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 models then use the pattern, trend, and seasonal variation identified in the historical data to project future values. Examples of time series forecasting techniques include exponential smoothing and Auto-Regressive Integrated Moving Average (ARIMA) modeling. Models developed from the same data can differ based on the statistical parameters included, external factors tested (factors that may be correlated with population changes), how many years of historical data are included in the analysis, etc. To develop time series models, analysts often withhold the most recent data points (e.g., the last 12 months) and try out various models on the remaining data. When a particular model is identified, the model is then used to project values for the period of data withheld from the model development. The projected values are compared to the actual values during the holdout period to assess the model's accuracy. Models can then be compared based on a variety of accuracy statistics so that the model with the best set of statistical properties can be selected. For example, the Technical Committee compares models based on what are known as "fit statistics," which measure how accurately a model estimates the actual historical population data. Analysts then re-run the selected model using all of the historical data, including data originally withheld during the model development stage. This is done to ensure that the most recent available data are included when generating the actual forecast. Analysts on the Technical Advisory Committee typically follow this process when developing offender forecasts using time series techniques.

The Department of Corrections (DOC) and the Department of Juvenile Justice (DJJ) use computer simulation modeling to forecast the adult state-responsible inmate population and the juvenile correctional center/direct care population, respectively. Computer simulation models are designed to mimic the flow of offenders through a system over the forecast horizon. Both DOC and DJJ use Simul8 forecasting software for this purpose. Simul8 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. Simul8 models can also be adapted to produce forecasts of important subpopulations. To accurately simulate the movement of offenders through a system, data describing the offenders admitted to, confined in, and released from the population are compiled and programmed into the simulation model as inputs. Thus, use of simulation forecasting requires assumptions to be made. These assumptions typically include:

- the number of future commitments/admissions expected,
- the categories (types) of future commitments/admissions,
- the sentence lengths of future commitments/admissions,
- the rate at which future commitments/admissions will earn available sentence credits,
- the length of time individuals in the existing population will serve before release, and
- how confined individuals will be released in the future, if more than one release/exit type is possible (e.g., the number of inmates estimated to die in custody).

Due to the lag in available new commitment data, DOC's computer simulation can also be used to test a variety of new commitment forecast scenarios. By running the model with different new commitment scenarios, the Technical Committee can compare the state-responsible population forecasts generated by the simulation model to the actual known population for recent months. This type of testing is often helpful in assessing the various new commitment projections under consideration.

Members of the Technical Advisory Committee from particular agencies are assigned the task of generating the offender forecasts. Models are developed by at least two analysts from different 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. Each analyst presents his/her forecast model to the Committee, and Committee members carefully scrutinize each forecast. The forecasts meeting the Technical Advisory Committee's strict standards were presented to the Secretary's Policy Committee at its meeting on September 26, 2022.

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. Because jail populations fluctuate daily (with higher numbers on weekends) and seasonally (with peaks during late summer and early fall and lows during the winter months), the average daily population is used for reporting and forecasting purposes.

The local-responsible jail population has fluctuated over the last decade (Figure 1). Between FY2010 and FY2014, the local-responsible jail population grew by an average of 1.2% annually, to 19,407 individuals. The population then decreased in both FY2015 and FY2016, when the population fell to an average of 18,335. The trend reversed again and, growing in both FY2017 and FY2018, the population climbed to 19,721. The population declined slightly in FY2019, and this modest downward trend continued into the first half of FY2020.

Figure 1
Local-Responsible Jail Population, FY2011-FY2021



Figures reflect the average daily population for each fiscal year. FY2022 figure is preliminary.

In March 2020, the COVID-19 pandemic began to impact the local-responsible jail population at the same time as it was impacting other aspects of society. The population dropped by almost 1,200 in March, and continued dropping through May 2020, reaching 14,162. Declines in the number of arrests and the introduction of state and local policies to address the virus driven the decline in this population (Figure 2).

The table in Figure 2 also shows the FY2022 forecast for the local-responsible jail population. As in FY2021, given the challenges of forecasting populations while in the midst of highly unusual circumstances such as a pandemic, the Secretary's Offender Forecasting Technical Advisory Committee advised that it would be inappropriate to produce a forecast using the preferred methodologies, which depend heavily on historical trends. Instead, the Technical Advisory Committee recommended a more simplistic model. The forecast submitted by the Technical Advisory Committee assumed that, while the local-responsible jail population would eventually return to historical trends, it would grow somewhat more quickly over the next 12

months. This assumption of a temporarily higher growth rate was based on the observed growth since the population's initial sharp declines in March, April, and May 2020. The Secretary's Offender Forecasting Policy Committee agreed with this approach. As Figure 2 makes clear, this estimate remained substantially above the actual local-responsible jail population throughout FY2022. The average percent error for the FY2022 forecast was 11.8%. Rather than a growth rate higher than the historical trend, the population actually decreased over the fiscal year. Between June 2021 and June 2022, the local-responsible jail population dropped 5.7%.

Figure 2
Local-Responsible Jail Population and FY2022 Forecast by Month
(Forecast Adopted in October 2021)

Month	Actual Population	FY2022 Forecast	FY2022 Err	FY2022 Pct Err
Jan-20	19,289			
Feb-20	19,418			
Mar-20	18,250			
Apr-20	14,906			
May-20	14,162			
Jun-20	14,188			
Jul-20	14,483			
Aug-20	15,131			
Sep-20	15,685			
Oct-20	16,118			
Nov-20	16,237			
Dec-20	15,907			
Jan-21	16,258			
Feb-21	16,255			
Mar-21	16,303			
Apr-21	16,250			
May-21	16,238			
Jun-21	16,422			
Jul-21	16,067	16,313	246	1.5%
Aug-21	15,442	16,541	1,099	7.1%
Sep-21	15,188	16,896	1,708	11.2%
Oct-21	15,197	17,103	1,906	12.5%
Nov-21	14,890	17,018	2,128	14.3%
Dec-21	14,454	16,552	2,098	14.5%
Jan-22	14,575	16,831	2,256	15.5%
Feb-22	14,765	16,899	2,134	14.5%
Mar-22	14,761	16,934	2,173	14.7%
Apr-22	14,999	16,943	1,944	13.0%
May-22	15,259	17,005	1,746	11.4%
Jun-22	15,490	17,184	1,694	10.9%
FY2022 Avg	15,901	16,852	1,761	11.8%

Figures reflect the average daily population for each month. Data for May and June 2022 are preliminary. The forecast shown in the table was submitted to the Governor and General Assembly in October 2021.

The local-responsible jail population is comprised of four subpopulations: pretrial defendants, sentenced offenders with pending charges remaining, local-responsible felons, and sentenced misdemeanants. All four subpopulations showed substantial drops after the onset of the COVID-19 pandemic (Figure 3). The greatest change was for sentenced misdemeanants, which dropped 70.2% between June 2019 and June 2020. The largest subpopulation, pretrial defendants, dropped 16.1% during that period. All subpopulations increased between June 2020 and June 2021. The total local-responsible jail population increased 15.7% during that period. However, between June 2021 and June 2022, all subpopulations dropped.

Figure 3
Local-Responsible Jail Subpopulations, June 2011 – June 2022

Local-Responsible Jail Subpopulations					
Month	Pretrial	Pending Charges	LR Felons	Misdemeanants	Total
June 2011	8,459	4,443	2,941	2,727	18,570
June 2012	8,856	4,468	2,899	2,594	18,816
June 2013	9,901	3,808	3,046	2,867	19,622
June 2014	10,038	3,727	3,152	2,646	19,564
June 2015	9,482	3,524	3,107	2,272	18,385
June 2016	10,579	3,448	3,017	2,021	19,065
June 2017	11,302	3,673	2,951	1,893	19,819
June 2018	11,473	3,779	2,761	1,786	19,800
June 2019	11,590	3,686	2,835	1,554	19,666
June 2020	9,723	2,679	1,323	463	14,188
June 2021	10,917	2,997	1,652	857	16,422
June 2022	10,381	2,778	1,503	828	15,490
June 2019 to 2020	-16.1%	-27.3%	-53.3%	-70.2%	-27.9%
June 2020 to 2021	12.3%	11.9%	24.9%	85.0%	15.7%
June 2021 to 2022	-4.9%	-7.3%	-9.0%	-3.3%	-5.7%

Figures reflect the average daily population for each period reported. Data for May-June 2022 are preliminary.

Factors Affecting the Population

For FY2020-FY2022, the primary factor impacting the population has been the COVID-19 pandemic and state and local policies implemented specifically to reduce the spread of the virus. Additionally, the decriminalization of possession of marijuana (effective July 1, 2020), and subsequent legalization (effective July 1, 2021) may reduce the local-responsible jail population. Prior to July 1, 2020, pretrial commitments to jail with marijuana possession as the most serious offense represented a little over 1% of total pretrial commitments. However, four out of five of those pretrial commitments involved other offenses, which might have resulted in the individual still being placed in jail pretrial. Only about one-quarter of 1% of pretrial commitments included *only* marijuana possession as a committing offense. Analysts believe the legalization of marijuana will have some impact on the local-responsible jail population. Given the small number of cases, and that legalization took place while the population was already being affected by the pandemic, the impact cannot now be determined.

Typically, the local-responsible jail population is driven largely by crime and arrest trends. Figure 4 presents monthly crime trends for the first seven months of calendar years 2019-2022 (preliminary). Beginning in April 2020, reported crimes dropped substantially compared to the same month of 2019. For person offenses, the impact was reduced after May 2020, and then began rising. For the first seven months of 2021, person offenses were 8% higher than the same period

in 2020. For the first seven months of 2022 (preliminary), person offenses are 6% higher than the same period in 2021.

Property offenses, however, did not rise substantially after the drop in April 2020. Property offenses for the first seven months of 2020 were 10% below the same period in 2019, and property offenses for that period dropped another 5% in 2021. However, for the first seven months of 2022 (preliminary), property offenses are 22% higher than the same period in 2021.

Figure 4
Crimes Reported to Law Enforcement in CY2019, CY2020 & CY2021 (Preliminary), by Month

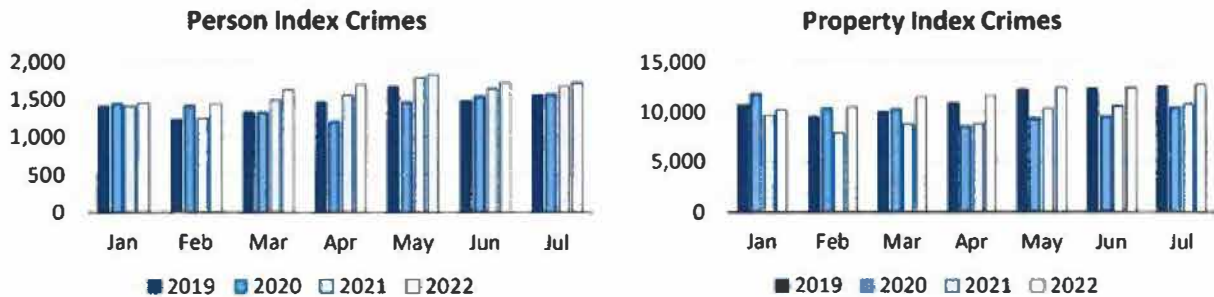
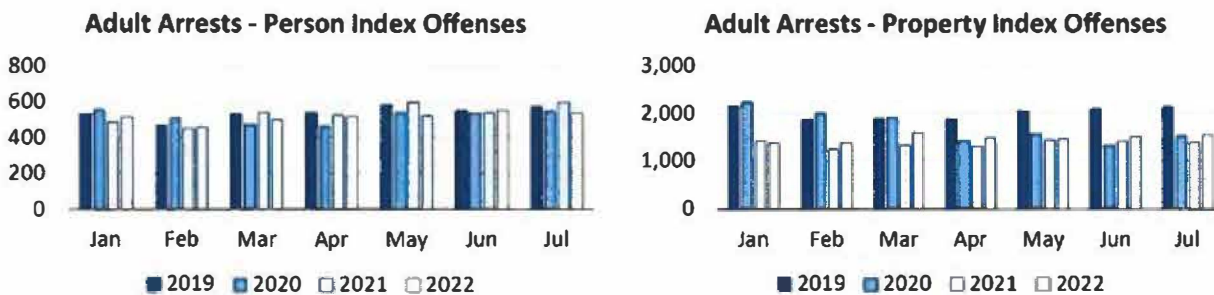


Figure 5 presents similar data on adult arrests. Beginning in March 2020, adult arrests for person offenses dropped substantially compared to March 2019. Beginning in April 2020, adult arrests for property offenses dropped compared to the same month the year before. As with reported crimes, the impact on arrests for property crimes has lasted longer than arrests for person offenses. Arrests for property crimes appear to have increased so far in 2022. For the first seven months of 2022 (preliminary), adult arrests for person offenses are 4% lower than the same period in 2021. For the first seven months of 2022 (preliminary), adult arrests for property offenses are 8% higher than the same period in 2021.

Figure 5
Adult Violent and Property Arrests in CY2019-CY2022 (Preliminary), by Month



Drug arrests also dropped during the pandemic. As Figure 6 shows, although drug arrests were already down slightly in January and February 2020, reported drug arrests dropped substantially in March, and remained at a lower level through 2021 and the first half of 2022. This impact is clearest for marijuana arrests, which dropped almost to zero, but arrests for other drugs have also continued to drop. For the first seven months of 2022 (preliminary), arrests for drugs other than marijuana dropped 16% compared with the same period of 2021.

Figure 6
Adult Drug Arrests in CY2019-CY2022 (Preliminary), by Month

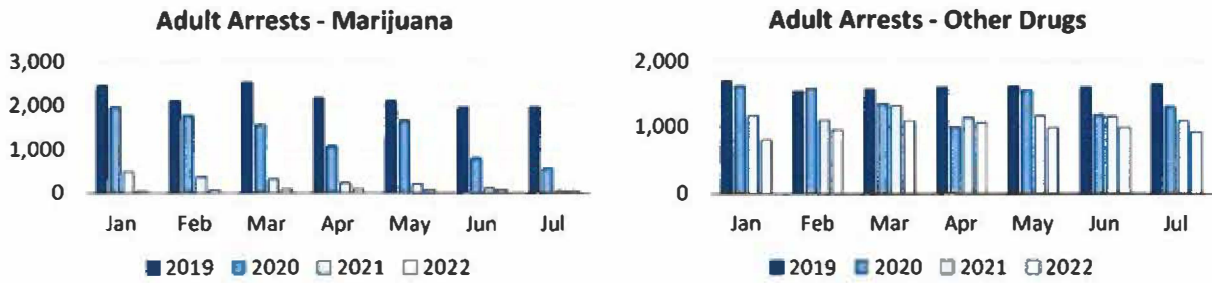
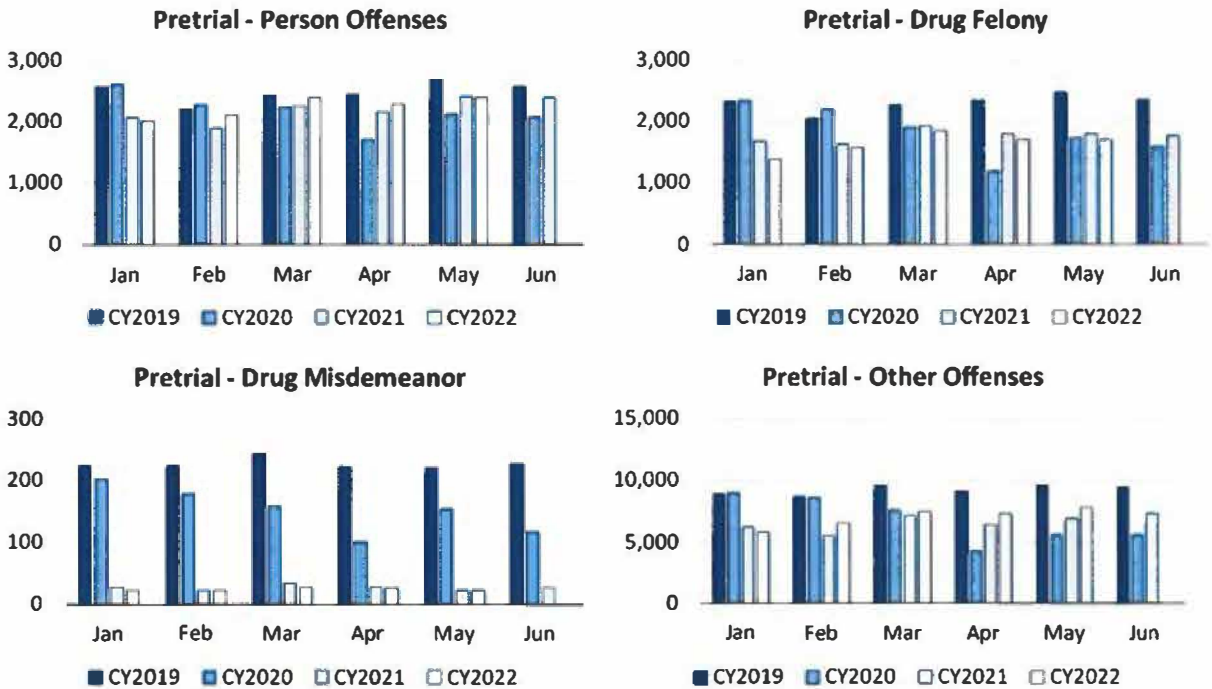


Figure 7 presents monthly pretrial commitments to jail, and shows that the drop in pretrial commitments, grouped by most serious offense, is similar to the drop in violent, drug, and property arrests. Note that monthly pretrial commitments to jail in which the most serious offense was a misdemeanor drug charge (primarily marijuana possession) dropped from 200+ in CY2019 to below 30 in CY2021 and 2022 (preliminary).

Figure 7
Pretrial Commitments to Jail by Most Serious Offense in CY2019-CY2022 (Preliminary), by Month

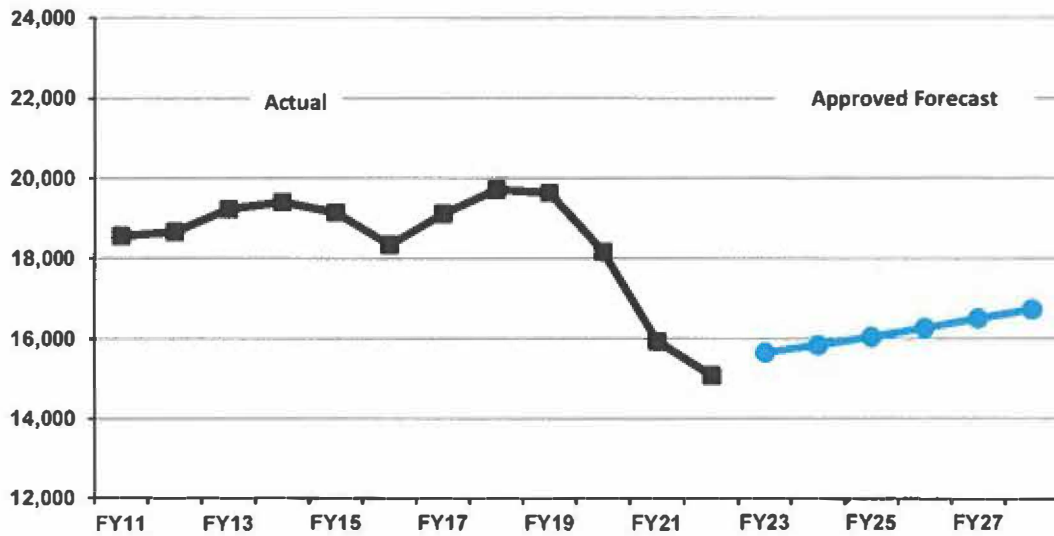


Forecast of the Local-Responsible Jail Population

Forecasts of the local-responsible jail population were produced by the Department of Criminal Justice Services (DCJS) and the Department of Planning and Budget (DPB). Both agencies used time series techniques to forecast this population (time series forecasting techniques are described in the *Forecasting Methodologies* section of this report). Both models fit the historical data reasonably well, but the DPB model demonstrated better statistical accuracy, as determined by the Technical Advisory Committee. Upon review, the Policy Committee approved the DPB model as the official forecast.

The FY2023-2028 local-responsible jail population forecast is shown in Figure 8. The fiscal year average population is projected to increase 3.8% in FY2023, 1.1% in FY2024, 1.3% in FY2025, and 1.4% in FY2026, FY2027, and FY2028. This results in a projected average daily local-responsible jail population of 15,663 in FY2023, rising to 16,724 in FY2028.

Figure 8
Approved Local-Responsible Jail Population Forecast, FY2023-FY2028



Figures reflect the average daily population for each fiscal year. FY2022 figure is preliminary.

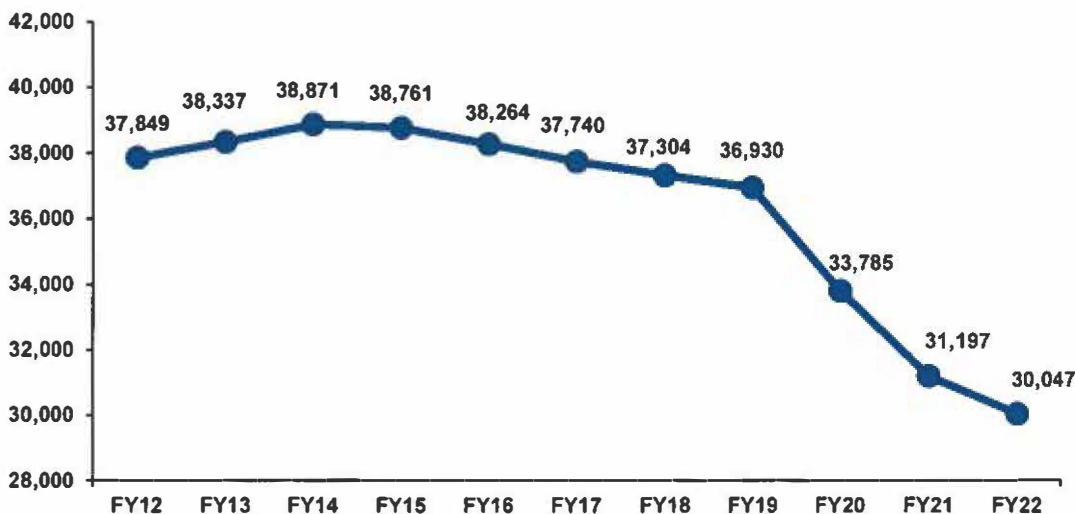
Fiscal Year	Historical	Forecast	Change	Percent Change
FY2011	18,574			
FY2012	18,667		93	0.5%
FY2013	19,235		568	3.0%
FY2014	19,407		172	0.9%
FY2015	19,148		-259	-1.3%
FY2016	18,335		-813	-4.2%
FY2017	19,117		782	4.3%
FY2018	19,721		604	3.2%
FY2019	19,631		-90	-0.5%
FY2020	18,174		-1,457	-7.4%
FY2021	15,941		-2,233	-12.3%
FY2022	15,091		-850	-5.3%
FY2023		15,663	572	3.8%
FY2024		15,835	172	1.1%
FY2025		16,041	206	1.3%
FY2026		16,271	230	1.4%
FY2027		16,498	227	1.4%
FY2028		16,724	226	1.4%

Adult State-Responsible Inmate Population

The largest of the forecasted populations, the adult state-responsible inmate population includes inmates incarcerated in state prisons, as well as state-responsible inmates housed in local and regional jails around the Commonwealth. For forecasting purposes, state-responsibility begins on the day an inmate receives a state sentence (i.e., a sentence of one year or more for a felony offense). If the inmate has multiple court cases, state-responsibility starts on the most recent sentencing date that occurs prior to the inmate's classification by the Department of Corrections (DOC). To calculate the total number of state-responsible inmates, two data sources are used. The first source is the DOC Facility Population Summary Report for the last day of each month. The second source is the Local Inmate Data System (LIDS-CORIS) maintained by the State Compensation Board (SCB). The LIDS-CORIS system contains data on all individuals held in jails and the reason for the confinement. This information is used to determine the number of state inmates in jail on the last day of each month. The LIDS-CORIS system is complex, as inmates in jails can proceed through many statuses over time. Thus, for individuals held in the jails, it is not just a matter of reporting head count figures, but also determining the legal status of the inmate on the last day of the month. This process can be complicated as inmates may have multiple legal actions occurring, and court records need to be received and interpreted to determine the individual's status. Due to the dynamic nature of this jail data, it takes some time for it to stabilize. Based on a review by the Technical Advisory Committee, these data may take three to five months to mature. Thus, the most recent population figures are considered preliminary.

Beginning in January 2012, the state-responsible inmate population grew from 37,608 to 39,171 in October 2014. However, the population began to gradually decline thereafter, reaching 36,535 in February 2020. Between February 2020 and June 2022, the state-responsible population fell by almost 6,500 inmates. This decline occurred while the Courts were not operating at full capacity due to the COVID-19 pandemic. According to preliminary figures, the number of state-responsible inmates was 30,047 as of June 30, 2022.

Figure 9
State-Responsible Inmate Population, FY2012-FY2022



Figures reflect the June 30 population for each fiscal year. FY2022 figure is preliminary.

Accuracy of the Forecast Adopted in 2021

In the fall of 2021, the Policy Committee adopted a flat-line forecast of 31,170 throughout the forecast horizon due to the continued uncertainty of the COVID-19 pandemic. The population continued to decline, however, through FY2022. Thus, the state-responsible inmate population projection adopted in 2021 was higher than the actual population throughout the fiscal year (Figure 10).

Figure 10
Accuracy of the State-Responsible Inmate Population Forecast
Adopted in 2021

	Actual (preliminary)	Projected	Difference	Percent Error
6/30/2022 End of Month Population	30,047	31,170	1,123	3.6%

Factors Affecting the Population

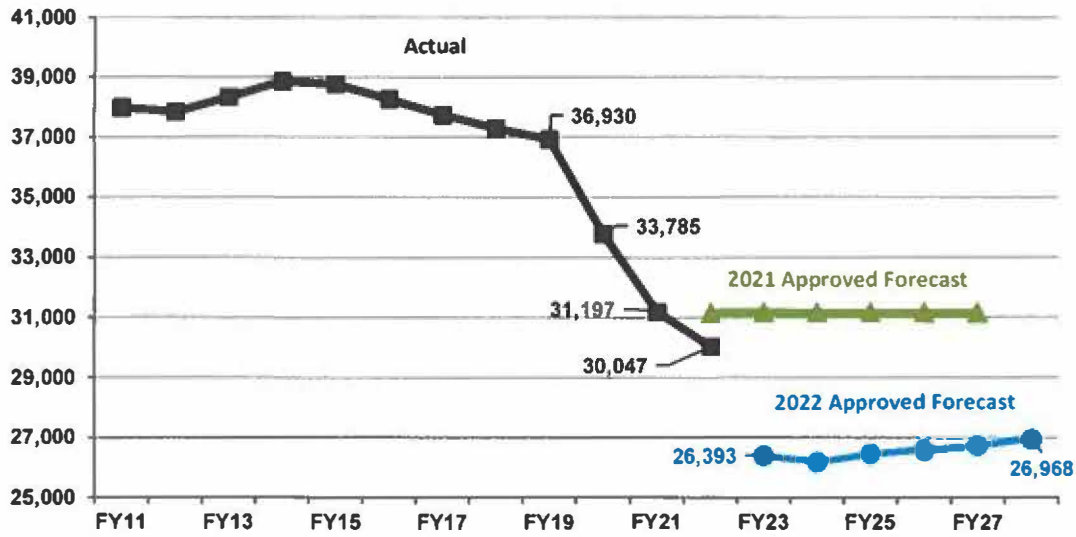
Prior to the COVID-19 pandemic, several factors affected the state-responsible inmate population. These included: the number and types of felony crimes reported to law enforcement, the number and types of arrests for felony offenses, charging practices of local Commonwealth's attorneys, the number of offenders convicted in Virginia's circuit courts, and the sentencing practices of circuit court judges.

Since March 2020, the primary factor impacting the population has been the COVID-19 pandemic and state and local policies implemented specifically to reduce the spread of the virus. The courts held significantly fewer sentencing hearings, resulting in fewer inmates being sentenced to a prison term. Additionally, several recent legislative changes will impact this population going forward. These legislative changes include: increases in earned sentence credits for some inmates with certain non-violent offenses beginning on July 1, 2022 (House Bill 5148, 2020 General Assembly, Special Session I), revision of the state's marijuana laws including legalization of marijuana possession (House Bill 2312/Senate Bill 1406, 2021 General Assembly, Special Session I), repeal of the Class 6 felony for a third or subsequent conviction for petit larceny (House Bill 2290, 2021 General Assembly, Special Session I), and caps on sentences for technical probation violations (House Bill 2038, 2021 General Assembly, Special Session I). The collective impact of the legislation is difficult to quantify precisely, particularly if criminal justice decision makers begin to adjust their practices in response to the legislation.

Forecast of the State-Responsible Inmate Population

The Secretary's Offender Forecasting Policy Committee adopted a state-responsible inmate forecast that calls for a continued decline in the population through the end of FY2023 due to the retroactive nature of the enhanced earned sentence credits that went into effect on July 1, 2022. After FY2023, the approved forecast calls for an average annual increase of 0.4% through the end of FY2028. (Figure 11).

Figure 11
Approved State-Responsible Inmate Population Forecast, FY2023-FY2028



Figures reflect the June 30 population for each fiscal year. FY2022 figure is preliminary.

Fiscal Year	Historical	2022 Forecast	Change	Percent Change
FY2011	37,983			
FY2012	37,849		-134	-0.4%
FY2013	38,337		488	1.3%
FY2014	38,871		534	1.4%
FY2015	38,761		-110	-0.3%
FY2016	38,264		-497	-1.3%
FY2017	37,740		-524	-1.4%
FY2018	37,304		-436	-1.2%
FY2019	36,930		-374	-1.0%
FY2020	33,785		-3,145	-8.5%
FY2021	31,197		-2,588	-7.7%
FY2022	30,047		-1,150	-3.7%
FY2023		26,393	-3,654	-12.2%
FY2024		26,179	-214	-0.8%
FY2025		26,439	260	1.0%
FY2026		26,605	165	0.6%
FY2027		26,722	117	0.4%
FY2028		26,968	246	0.9%

The state-responsible inmate forecast is disaggregated by gender below (Figure 12).

Figure 12
State-Responsible Inmate Forecast by Gender
 (for June 30 of each year)

Year	Males	Change	Year	Females	Change
FY23	24,419	-12.4%	FY23	1,974	-8.9%
FY24	24,088	-1.4%	FY24	2,091	5.9%
FY25	24,153	0.3%	FY25	2,286	9.3%
FY26	24,301	0.6%	FY26	2,304	0.8%
FY27	24,425	0.5%	FY27	2,297	-0.3%
FY28	24,604	0.7%	FY28	2,364	2.9%

As required by Item 392 of Chapter 2 of the 2022 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 FY2028, it is projected that the state-responsible population will include 1,229 technical probation violators (Figure 13). Technical violators are supervisees who violated the rules of probation but have not been convicted of a new crime. However, this forecast should be considered a maximum, as DOC will continue to analyze this subpopulation. As the criminal history repository is updated with new conviction information, the proportion of violators identified as technical violators (i.e., those with no new convictions) will decrease.

Based on a previous study, DOC has estimated that 53% of technical violators with a state-responsible sentence may be suitable for alternative sanctions such as its Community Corrections Alternative Program (CCAP). 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 13
Technical Probation Violator Population Forecast

Year	Forecast
FY23	1,318
FY24	1,258
FY25	1,225
FY26	1,194
FY27	1,207
FY28	1,229

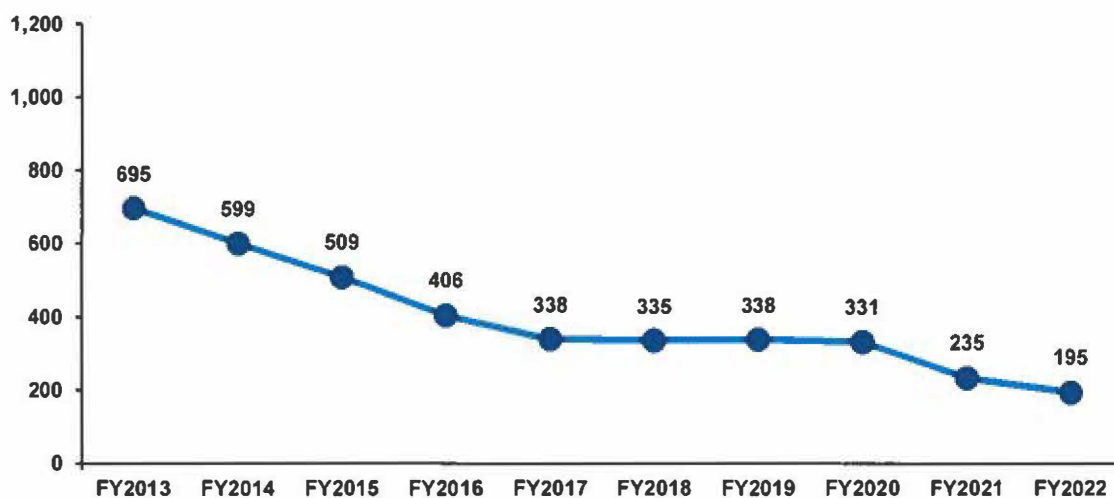
The Technical Probation Violator forecast is a subgroup of, and not in addition to, the State-Responsible Inmate Forecast.

Juvenile Correctional Center/Direct Care Population

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 other programs; collectively, these make up DJJ’s correctional center/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. In FY2022, 68.8% of commitment orders to DJJ were for an indeterminate period of confinement.¹ This means that DJJ, rather than a judge, determines the length of the juvenile’s commitment, which is governed by guidelines approved by the Board of Juvenile Justice. 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.

The number of juveniles in the correctional center/direct care population has declined overall since FY2000. Statutory changes, use of validated risk assessment instruments, and continued decline in the number of juvenile intake cases at Court Services Units have contributed to the long-term downward trend. Between FY2017 and FY2019, the population began to level off, with the average population ranging from 335 to 338 during these years (Figure 14). Although the population declined significantly between February and June 2020 (from 344 to 262 juveniles), the average population for FY2020 was 331. In FY2021, an average of 235 juveniles were in the population, a drop that is likely attributable to the COVID-19 pandemic and state and local response measures. In FY2022, the decline in the correctional center/direct care population continued, reaching an average of 195 juveniles.

Figure 14
Juvenile Correctional Center/Direct Care Population, FY2013-FY2022



Figures reflect the average daily population for each fiscal year.

¹ An individual juvenile may be admitted to direct care with more than one commitment order. In FY2022, 66.7% of juveniles admitted to direct care had indeterminate commitments only (this excludes any juveniles that came in with both indeterminate and determinate sentences or with both indeterminate and blended sentences; it is strictly juveniles with only indeterminate commitment orders).

Accuracy of the Forecast Adopted in 2021

The juvenile correctional center/direct care population projection adopted in 2021 was higher than the actual population throughout FY2022 (Figure 15).

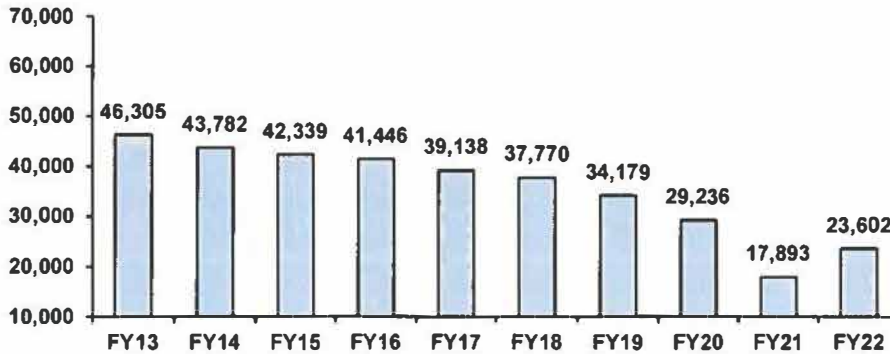
Figure 15
Accuracy of the Juvenile Correctional Center/Direct Care Population Forecast Adopted in 2021

	Actual	Projected	Difference	Percent Error
FY2022 Average Population	195	241	46	23.6%

Factors Affecting the Population

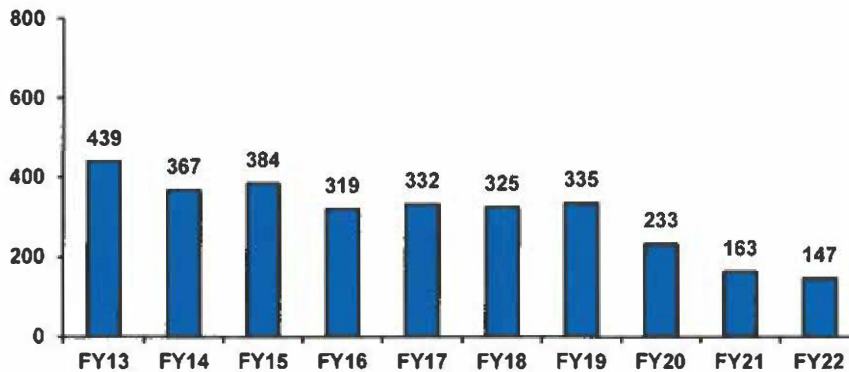
There has been a long-term downward trend in the number of juveniles in state's correctional center/direct care population. As noted above, statutory changes, use of validated risk assessment instruments, and a significant decline in the number of juvenile intake cases at Court Services Units are among the factors contributing to the smaller population. While the number of juvenile intake cases at Court Services Units (the point of entry into the juvenile justice system) has declined, the percentage decrease in intakes in FY2021 was much larger than in any other year in the past decade (Figure 16). In FY2021, juvenile intake cases fell by 38.8%. However, in FY2022, juvenile intake cases increased by 31.9%.

Figure 16
Juvenile Intake Cases at Court Services Units



The number of admissions to the correctional center/direct care population care dropped by 9.8% in FY2022 compared to the previous fiscal year (Figure 17). The extent to which the decision making of juvenile court judges and other stakeholders contributed to this decrease is not definitively known. However, this decline in admissions is the primary driver in the falling population in FY2022.

Figure 17
Juvenile Correctional Center/Direct Care Admissions



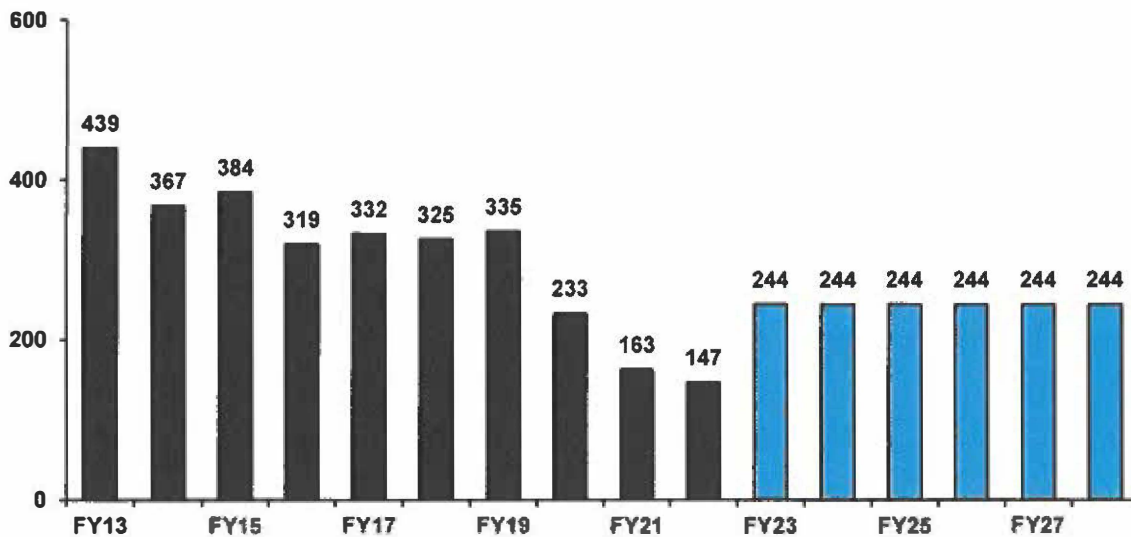
While the number of admissions dropped significantly during the pandemic, juveniles with a determinate commitment set by the court accounted for a slightly larger share of admissions and these juveniles stay longer, on average, than other juveniles.

New Admissions Forecast

The admission 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 typically are not useful tools in projecting future admissions because the models often continue the downward trend to zero, which is not a realistic assumption for future admissions to DJJ. As in previous years, the Policy Committee concluded that the decrease in admissions will not continue indefinitely. In past 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(s). In the other years, the Policy Committee utilized the statistical projection for the first year(s) 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 a flat forecast calculated by averaging the actual DJJ admissions for FY2019, FY2020, and FY2021 (Figure 18). Under this forecast, it is assumed that admissions will remain level at 244 admissions per year from FY2023 through FY2028.

Figure 18
Juvenile Correctional Center/Direct Care Admissions Forecast



Assumptions for Department of Juvenile Justice’s Simulation Model

DJJ utilizes a computer simulation model to develop its forecast of the juvenile correctional center/direct care population. A description of simulation modeling can be found in the *Forecasting Methodologies* section of this report. Use of simulation forecasting requires several assumptions regarding commitments and releases. The following are the important assumptions incorporated into DJJ’s simulation model:

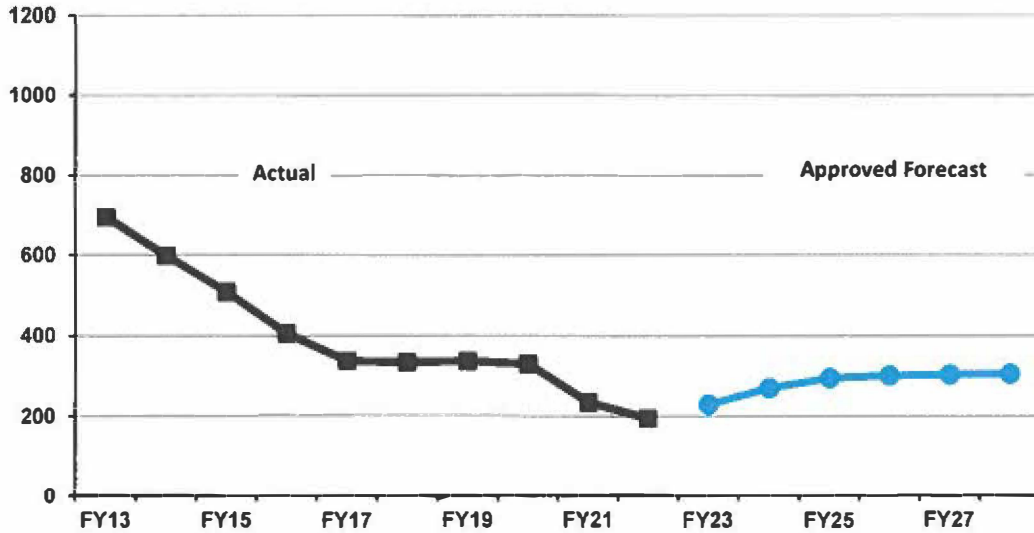
- The number of future admissions will reflect the admissions forecast approved by the Policy Committee (see above);
- Future admissions will have the same characteristics (e.g., offenses, prior record adjudications, treatment assignment, institutional offenses, etc.) as admissions in FY2020- FY2022;
- Juveniles given a determinate commitment or blended sentence will comprise the same percentage of admissions as they did during FY2020, FY2021 and FY2022 (three-year average); and
- Juveniles with indeterminate commitments will be assigned length-of-stay categories according to DJJ’s length-of-stay guidelines; based on an average of FY2020, FY2021 and FY2022 admissions characteristics, future admissions will be assigned to one of the length-of-stay categories.

Forecast of the Juvenile Correctional Center/Direct Care Population

There are significant challenges in forecasting populations during a period of unprecedented change, such as the COVID-19 pandemic. After reviewing the juvenile correctional center/direct care population’s long-term trend and the most recent figures, the Policy Committee approved the use of the DJJ computer simulation model, programmed with the best available data, to generate a forecast for this population.

The correctional center/direct care population forecast generated by the DJJ simulation model is shown in Figure 19. Given the shift towards determinate commitments and slightly longer lengths-of-stay, the DJJ simulation model projects modest growth in the population beginning in FY2023. The approved forecast projects an increase in FY2023, when the population is expected to reach 229. By FY2028, the correctional center/direct care population is expected to reach an average of 305 juveniles (Figure 19).

Figure 19
Approved Juvenile Correctional Center/Direct Care Population Forecast, FY2023-FY2028



Figures reflect the average daily population for each fiscal year.

Fiscal Year	Historical	Forecast	Change	Percent Change
2013	695			
2014	599		-96	-13.8%
2015	509		-90	-15.0%
2016	406		-103	-20.2%
2017	338		-68	-16.7%
2018	335		-3	-0.9%
2019	338		3	0.9%
2020	331		-7	-2.1%
2021	235		-96	-29.0%
2022	195		-40	-17.0%
2023		229	34	17.4%
2024		270	41	17.9%
2025		295	25	9.3%
2026		301	6	2.0%
2027		304	3	1.0%
2028		305	1	0.3%

Historical and forecast population are rounded numbers. The change and percent change were calculated based on the raw data.

Juvenile Detention Center Population

Local governments or multi-jurisdictional commissions operate secure juvenile detention centers (JDCs) 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. A judge may order a juvenile to be held in pre-dispositional detention pending adjudication, disposition, or placement. To be eligible for pre-dispositional detention, there must be probable cause establishing that the juvenile committed an offense that would be a felony or a Class 1 misdemeanor offense if committed by an adult, violated the terms of probation or parole for such offense, or knowingly and intentionally possessed or transported a firearm. 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 center operates a post-dispositional detention program, up to 6 months. Historically, the majority of the JDC population has been comprised of juveniles in pre-dispositional status (pending adjudication, disposition, or placement).

The detention center population declined from an average of 727 in FY2013 to an average of 520 in FY2019 (Figure 20). Lower numbers of intakes at Court Services Units and procedures to reduce detention of low-risk juveniles have been important factors in the downward trend. While the overall average population was 452 for FY2020 and 350 for FY2021, the monthly population figures decreased significantly between February and June 2020 (from 497 to 344 juveniles). In FY2022, the overall average population was 349.

Figure 20
Juvenile Detention Center Population, FY2013-FY2022



Figures reflect the average daily population for each fiscal year.

Accuracy of the Forecast Adopted in 2021

The juvenile detention center population forecast adopted in 2021 was lower than the actual population in FY2022. On average for the year, the forecast was 28 juveniles (or 8.0%) lower than the actual population (Figure 21).

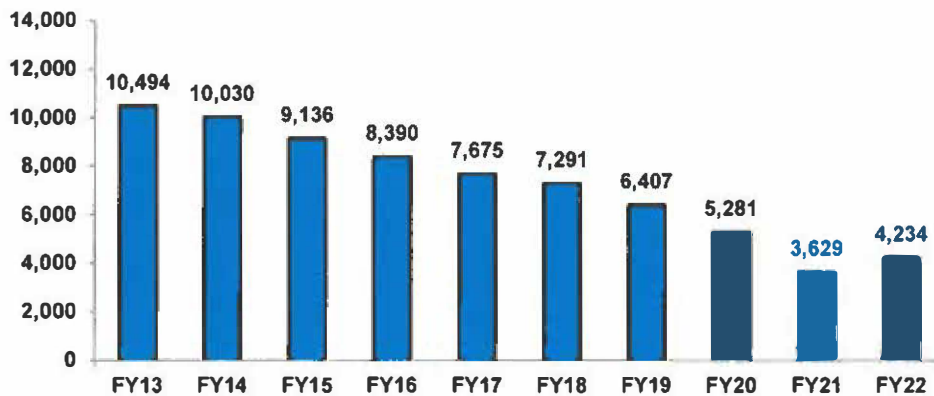
Figure 21
Accuracy of the Juvenile Detention Center Forecast
Adopted in 2021

	Actual	Projected	Difference	Percent Error
FY2022 Average Population	349	321	-28	-8.0%

Factors Affecting the Population

Many of the same factors that drive the correctional center/direct care population, including juvenile intake cases at Court Services Units, also impact the detention center population. As described in the previous chapter, the number of juvenile intake cases at the state's court services units have declined significantly since FY2013. Reflecting this downward trend in intakes, detention center admissions (the first admission of a continuous detention stay, excluding transfers²) has declined, particularly after FY2013 (Figure 22). Detainments rose by 16.7% in FY2022, the first increase in the last decade.

Figure 22
Juvenile Detention Center Admissions –
Distinct Detainments (excluding Transfers)

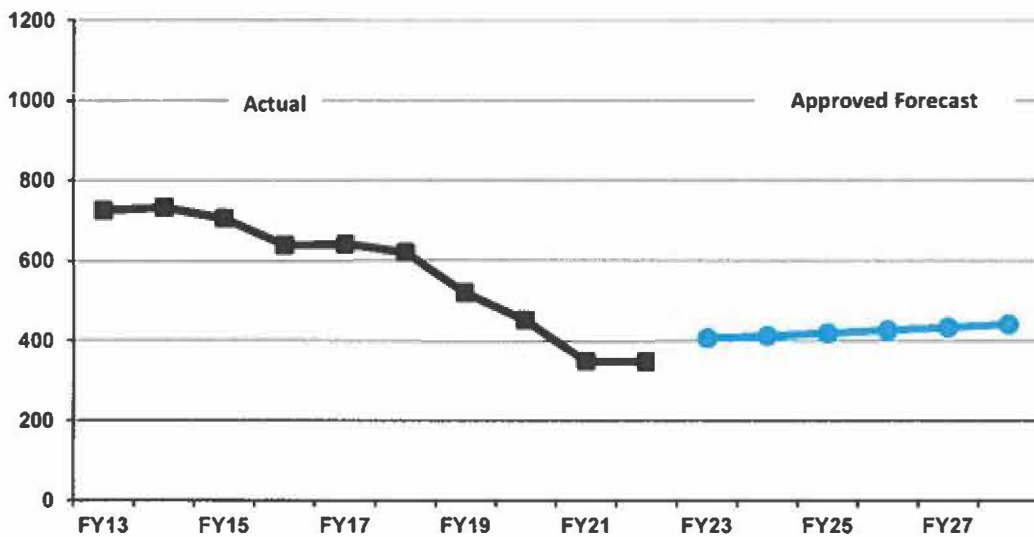


² A new detainment is not counted if a juvenile is transferred to another JDC or has a change in dispositional status before being released. An individual juvenile may have more than one detainment in a fiscal year.

Forecast of the Juvenile Detention Center Population

The Policy Committee acknowledged the significant challenges of forecasting populations during the COVID-19 pandemic. Forecasts for juvenile detention were produced by DJJ and DPB. Both agencies used time series techniques to forecast this population (time series forecasting techniques are described in the *Forecasting Methodologies* section of this report). After reviewing the most recent available data as well as DJJ’s and DPB’s proposed models, the Policy Committee approved DPB’s model as the official forecast of the juvenile detention center population. Under the approved forecast, the population is expected to increase over the next six fiscal years, with an average of 406 in FY2023 and reaching an average of 441 in FY2028 (Figure 23).

Figure 23
Approved Juvenile Detention Center Population Forecast, FY2023-FY2028



Figures reflect the average daily population for each fiscal year.

Fiscal Year	Historical	Forecast	Change	Percent Change
2013	727			
2014	733		6	0.8%
2015	706		-27	-3.7%
2016	640		-66	-9.3%
2017	642		2	0.3%
2018	620		-22	-3.4%
2019	520		-100	-16.1%
2020	452		-68	-13.1%
2021	350		-102	-22.6%
2022	349		-1	-0.3%
2023		406	57	16.3%
2024		412	6	1.5%
2025		419	7	1.7%
2026		427	8	1.9%
2027		434	7	1.6%
2028		441	7	1.6%

Historical and forecast population are rounded numbers. The change and percent change were calculated based on the raw data.

Appendices

Appendix A
Legislative Directive

Item 392 of Chapter 2 of the 2022 Acts of Assembly, Special Session I (Appropriation Act)

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

A. The Secretary of Public Safety and Homeland Security shall present revised six-year state and local juvenile and state and local responsibility adult offender population forecasts to the Governor, the Chairs of the House Appropriations and Senate Finance and Appropriations Committees, and the Chairs of the House Courts of Justice and Senate Judiciary Committees by October 15 of each year. 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 Chairs of the House Appropriations and Senate Finance and Appropriations Committees no later than November 15 of each year.

C. Included in the appropriation for this item is \$500,000 the first year and \$500,000 the second year from the general fund for the Commonwealth's nonfederal cost match requirement to accomplish the United States Corps of Engineers Regional Reconnaissance Flood Control Study for both the Hampton Roads and Northern Neck regions as authorized by the U.S. Congress. Any balances not needed to complete these studies may be used to conduct a comparable study in the Northern Virginia region.

D. The Secretary of Public Safety and Homeland Security, or his designee, shall convene a work group to examine the costs and feasibility of the implementation of Senate Bill 134, 2022 Session of the General Assembly. The work group shall include representatives from the Department of Juvenile Justice, the Office of the Executive Secretary, Court Service Units, Juvenile Detention Centers, Juvenile and Domestic Relations District Courts, the Department of Corrections, the Department of Behavioral Health and Developmental Services, the Department of Planning and Budget, appropriate staff from the House Appropriations and Senate Finance and Appropriations Committees, and other appropriate stakeholders. The work group shall develop cost estimates and the associated efforts necessary to implement the provisions of Senate Bill 134, to include the state and local fiscal impact and any cost savings realized by reducing the number of individuals in the adult criminal justice system. In conducting this assessment, the work group shall review the experience of other states that have implemented similar legislation. The Secretary of Public Safety and Homeland Security shall submit a report of the work group's findings to the Governor and the Chairs of the House Appropriations and Senate Finance and Appropriations Committees by October 1, 2022.

Appendix B
2022 Committee Members

2022 Offender Population Forecasting Policy Committee Members

The Honorable Robert Mosier, Chair
Secretary of Public Safety and Homeland Security

Ali Ahmad
Director of Policy for Governor Glenn Youngkin

Harold W. Clarke
Director
Virginia Department of Corrections

The Honorable Aijalon Cordoza
Virginia House of Delegates

Robyn deSocio
Executive Secretary
Compensation Board

Timothy P. Doss
Superintendent
Middle Peninsula Regional Security Center

Judge Chadwick S. Dotson (Ret.)
Chairman
Virginia Parole Board

Eric D. English
Chief of Police, Henrico County

Amy Floriano
Director
Virginia Department of Juvenile Justice

The Honorable Emmett W. Hanger, Jr.
Senate of Virginia

Linda C. Jackson
Director
Virginia Department of Forensic Science

The Honorable Karl S. Leonard
Sheriff
Chesterfield County

Continued on next page

2022 Offender Population Forecasting Policy Committee Members

Continued from previous page

John Markowitz
Deputy Secretary of Finance

Jackson Miller
Director
Virginia Department of Criminal Justice Services

The Honorable Gabriel Morgan, Sr.
Sheriff
City of Newport News

Colonel Gary T. Settle
Superintendent
Virginia State Police

Nelson Smith
Commissioner
Virginia Department of Behavioral Health and Developmental Services

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

Chris Wade
Senior Management Analyst
Supreme Court of Virginia

The Honorable William D. Wiley
Virginia House of Delegates

The Honorable Wren M. Williams
Virginia House of Delegates

2022 Offender Population Forecasting Technical Advisory Committee Members

Meredith Farrar-Owens, Chair

Director
Virginia Criminal Sentencing Commission

Erik Beecroft, Ph.D.

Methodologist
Joint Legislative Audit & Review Commission

Baron S. Blakley

Research Analyst
Virginia Department of Criminal Justice Services

Huafeng Ding

Data Manager
Virginia Department of Juvenile Justice

Lawrence Getzler, Ph.D.

Chief Economic Analyst
Virginia Department of Planning and Budget

Kari B. Jackson

LIDS Analyst
Compensation Board

Warren McGehee

Assistant Director of Research
Virginia Department of Corrections

Chris Wade/Maggie Nopova

Senior Management Information Analyst
Supreme Court of Virginia

