



# COMMONWEALTH of VIRGINIA

## Office of the Governor

Terrance Cole  
Secretary of Public Safety  
and Homeland Security

November 30, 2023

TO: The Honorable Glenn Youngkin  
Governor

The Honorable Barry Knight  
Chairman, House Appropriations Committee

The Honorable Janet D. Howell  
The Honorable George L. Barker  
Co-Chairs, Senate Finance and Appropriations Committee

The Honorable Leslie R. Adams  
Vice-Chairman, House Courts of Justice Committee

The Honorable John S. Edwards  
The Honorable R. Creigh Deeds  
Co-Chairs, 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. 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.

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 black ink, appearing to read "T. Cole".

Terrance C. Cole  
Secretary of Public Safety,  
and Homeland Security

Office of the  
**Secretary of Public Safety and Homeland Security**

**REPORT ON THE OFFENDER POPULATION  
FORECASTS (FY2024 TO FY2029)**

**To The Governor and General Assembly**



**Commonwealth of Virginia**

**Richmond, October 15, 2023**

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## **Authority**

This report has been prepared and submitted to fulfill the requirements of Item 392 of Chapter 1 of the 2023 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 2023.

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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 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.

The consensus forecasting 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. Select forecasts are recommended by the Technical Advisory Committee for consideration by the 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.

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. 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 a larceny offense becomes a felony, and higher rates of earned sentence credits for some incarcerated individuals. Forecasting criminal justice populations in such circumstances is particularly challenging. By FY2023, most criminal justice leading indicators, such as arrests and juvenile intake cases, were increasing once again. This suggests that the declines seen during the pandemic may have reached their lowest point and begun to reverse. It remains unclear as to when, and to what extent, the confined offender populations will return to pre-pandemic levels or trends.

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 increased by 7.1% overall between FY2016 and FY2019. In 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 5.4% in FY2022, reaching 15,082 for the fiscal year. After four years of declines, the average local-responsible jail population grew by 2.3% in FY2023 to 15,434, largely attributable to increases in the awaiting trial population held in the jails. The forecast approved by the Policy Committee anticipates that the population will increase by 2.9% during the current fiscal year, resulting in an average population for FY2024 of 15,885. For the remaining years of the forecast, the Policy Committee expects a slower rate of growth. Under the approved forecast, an average population of 16,304 is projected for FY2029 (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. 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 most nonviolent 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.

Based on preliminary figures, there were 27,412 state-responsible inmates as of June 30, 2023. The collective impact of recent 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. However, new commitments to the Department of Corrections increased in FY2023 for the first time in five years. Growth in new commitments is expected throughout the forecast horizon. After careful consideration, the Policy Committee adopted a forecast that calls for an increase in the state-responsible inmate population through the end of FY2029, with an average growth of 0.8% per year (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. In FY2023, this population increased by 9.7% to 214 juveniles. 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 selected a forecast that projects growth in the correctional center/direct care population through FY2029. Based on the approved forecast, this population is expected to increase by an average of 11.4% per year to an average of 397 in FY2029 (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 453 for FY2020. 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. The monthly population figures decreased significantly beginning in March 2020. By FY2022, the average detention center population reached 350 juveniles. After more than a decade of decline, this population grew significantly in FY2023 to an average of 468 (an increase of 33.7%). This uptick in the population is largely due to the substantial increase in juvenile intake cases at Court Services Units during FY2023. The Policy Committee anticipates that this population will continue to grow throughout the forecast horizon to an average of 767 in FY2029 (see table on page viii).

**Offender Population Forecasts  
FY2024 – FY2029**

<b>Fiscal Year</b>	<b>Adult Local-Responsible Jail Population (FY Average)</b>	<b>Adult State-Responsible Offender Population (June 30)</b>	<b>Technical Probation Violators in the Adult State-Responsible Offender Population (June 30)*</b>	<b>Juvenile Correctional Center/Direct Care Population (FY Average)</b>	<b>Juvenile Detention Center Population (FY Average)</b>
<b>FY2024</b>	<b>15,885</b>	<b>27,874</b>	<b>1,703</b>	<b>274</b>	<b>590</b>
<b>FY2025</b>	<b>16,002</b>	<b>28,229</b>	<b>1,884</b>	<b>346</b>	<b>688</b>
<b>FY2026</b>	<b>16,083</b>	<b>28,425</b>	<b>1,945</b>	<b>366</b>	<b>765</b>
<b>FY2027</b>	<b>16,159</b>	<b>28,665</b>	<b>2,040</b>	<b>379</b>	<b>778</b>
<b>FY2028</b>	<b>16,233</b>	<b>28,765</b>	<b>2,068</b>	<b>388</b>	<b>772</b>
<b>FY2029</b>	<b>16,304</b>	<b>28,858</b>	<b>2,100</b>	<b>397</b>	<b>767</b>

\* 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.

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. Select forecasts are recommended by the Technical Advisory Committee for consideration by 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 diverse backgrounds and expertise of the Policy 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 choice of criterion to optimize, external factors included (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 forecast accuracy over this particular range of data. 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, the 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.

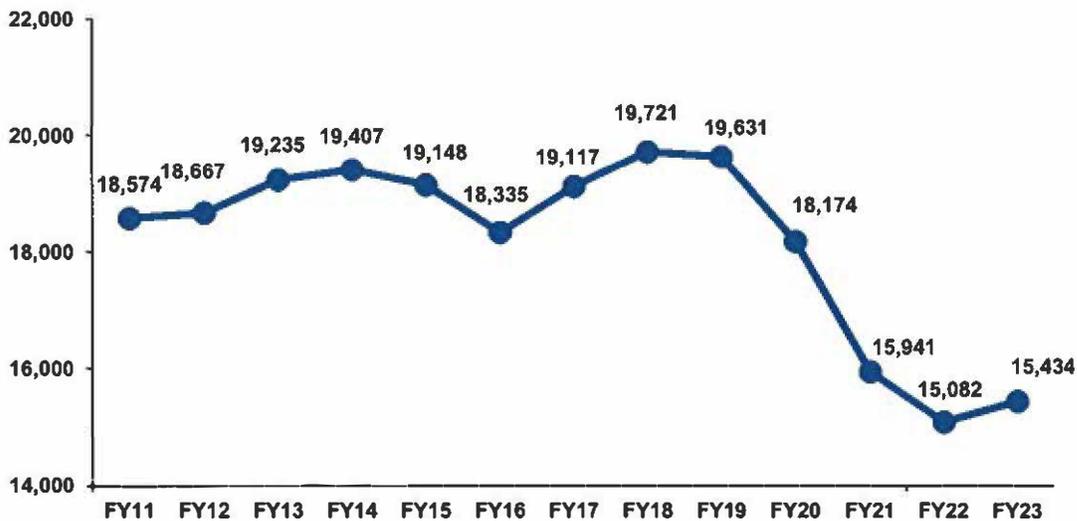
Members of the Technical Advisory Committee from particular agencies are assigned the task of generating the offender forecasts. Models are developed by at least two analysts from different agencies working independently of one another. Confidence in the forecast can be bolstered if different methods 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 October 4, 2023.

## 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, growing in both FY2017 and FY2018, reaching 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-FY2023



Figures reflect the average daily population for each fiscal year. FY2023 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. Between FY2019 and FY2020, the average daily population dropped 7.4%. It dropped 12.3% in FY2021, and another 5.4% in FY2022. In FY2023, that trend has reversed, with the population increasing 2.3%.

The table in Figure 2 compares the historical local-responsible jail population to the FY2023 forecast. As the table shows, although the population was higher than the same months of the previous year, it was initially growing more slowly than predicted by the forecast. On average, the forecast was 3% above the actual population for the first half of the fiscal year, through December 2022. Beginning in January 2023, the population grew more quickly. On average, the forecast was within 1% of the actual population for January-June 2023.

**Figure 2**  
**Local-Responsible Jail Population and FY2023 Forecast by Month**  
**(Forecast Adopted in October 2022)**

Month	Actual Population	FY2023 Forecast	FY2023 Error	FY2023 Percent Error
Jul-21	16,067			
Aug-21	15,442			
Sep-21	15,183			
Oct-21	15,193			
Nov-21	14,884			
Dec-21	14,448			
Jan-22	14,565			
Feb-22	14,750			
Mar-22	14,745			
Apr-22	14,986			
May-22	15,249			
Jun-22	15,469			
Jul-22	15,708			
Aug-22	15,585	15,928	342	2.2%
Sep-22	15,694	16,066	372	2.4%
Oct-22	15,493	16,080	587	3.8%
Nov-22	15,264	15,811	547	3.6%
Dec-22	14,800	15,269	468	3.2%
Jan-23	15,240	15,412	172	1.1%
Feb-23	15,361	15,484	123	0.8%
Mar-23	15,357	15,423	66	0.4%
Apr-23	15,435	15,464	29	0.2%
May-23	15,453	15,563	110	0.7%
Jun-23	15,814	15,708	-106	-0.7%
Aug 2022 to Jun 2023	15,409	15,655	247	1.6%

Figures reflect the average daily population for each month. Data for June 2023 are preliminary. The forecast shown in the table was submitted to the Governor and General Assembly in October 2022. The FY2023 forecast began with August 2022.

The local-responsible jail population is comprised of four subpopulations: pretrial defendants, sentenced offenders with pending charges remaining, local-responsible (LR) 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, but then dropped again by June 2022. Between June 2022 and June 2023, the total local-responsible jail population increased 2.2%, driven mainly by an increase in the pretrial population.

**Figure 3**  
**ADP, Local-Responsible Jail Subpopulations, June 2011 –June 2023**

Month	Average Daily Pop., Local-Responsible Jail Subpopulations				
	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	10,357	2,785	1,500	827	15,469
June 2023	10,962	2,716	1,303	833	15,814
<b>June 2019 to 2020</b>	<b>-16.1%</b>	<b>-27.3%</b>	<b>-53.3%</b>	<b>-70.2%</b>	<b>-27.9%</b>
<b>June 2020 to 2021</b>	<b>12.3%</b>	<b>11.9%</b>	<b>24.9%</b>	<b>85.0%</b>	<b>15.7%</b>
<b>June 2021 to 2022</b>	<b>-5.1%</b>	<b>-7.1%</b>	<b>-9.2%</b>	<b>-3.4%</b>	<b>-5.8%</b>
<b>June 2022 to 2023</b>	<b>5.8%</b>	<b>-2.5%</b>	<b>-13.1%</b>	<b>0.7%</b>	<b>2.2%</b>

Figures reflect the average daily population for each period reported. Data for June 2023 are preliminary.

### Factors Affecting the Population

The single greatest factor impacting the local-responsible jail population in recent years has been the COVID-19 pandemic and state and local policies implemented specifically to reduce its spread. The effect of these policies has faded, but they resulted in a shifting of the average population level from approximately 19,000-20,000 to roughly 15,000-16,000. The population will experience upward and downward changes going forward, but it is starting from a lower level.

Typically, the local-responsible jail population is driven largely by crime and arrest trends. Legislative changes, including the decriminalization of possession of marijuana (effective July 1, 2020), subsequent legalization (effective July 1, 2021), the increase in the felony threshold for larceny offenses (effective July 1, 2020), and the elimination of a felony charge for the third conviction of petit larceny (effective July 1, 2021) may have led to a reduction in arrests, particularly felony larceny arrests, thereby reducing the growth in this population.

Figure 4 presents monthly crime trends for the first seven months of calendar years 2019-2023 (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 offenses began rising. For the first seven months of 2021, person offenses were 8% higher than the same period in 2020. They increased again, by 10%, for the same period in 2022. For the first seven months of 2023 (preliminary), reported person offenses were roughly the same as in 2022. 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, reported property offenses in the first seven months of 2022 were 25% above 2021. For the first seven months of 2023 (preliminary), property offenses are 7% lower than the same period in 2022.

**Figure 4**  
**Crimes Reported to Law Enforcement in CY2019 – CY2023 (Preliminary), by Month**

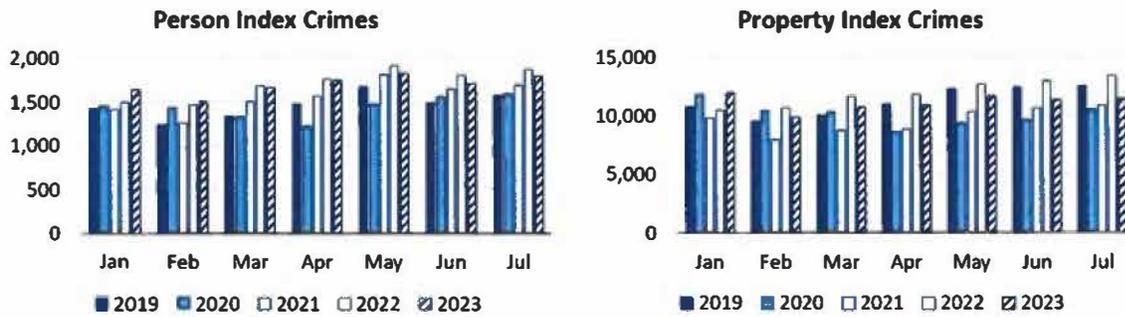
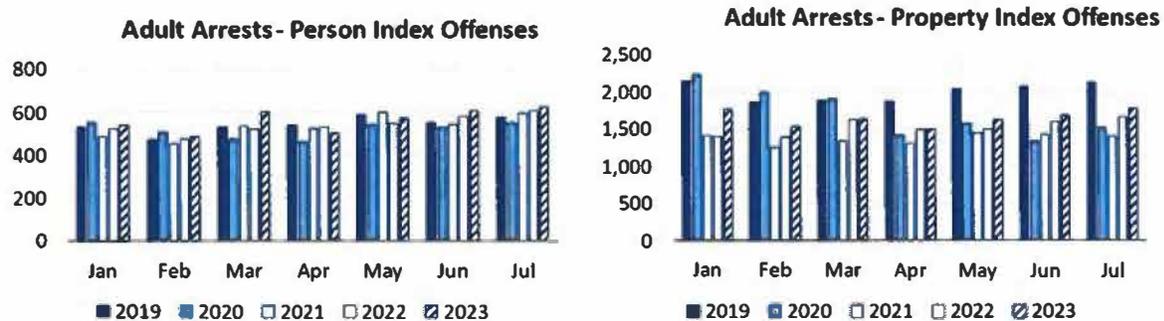


Figure 5 presents similar data on adult arrests. Beginning in March 2020, adult arrests for person offenses dropped substantially compared to March 2019. Beginning in April 2020, adult arrests for property offenses dropped compared to April 2019. As with reported crimes, the impact on arrests for property crimes lasted longer than arrests for person offenses. For the first seven months of the year, arrests for person offenses rose 3% in 2021, 1% in 2022, and 4% in 2023 (preliminary). Arrests for property crimes dropped 20% for the first seven months of 2022 compared to the same period of 2020, then increased 12% for that period in 2022 and 8% in 2023 (preliminary).

**Figure 5**  
**Adult Violent and Property Arrests in CY2019-CY2023 (Preliminary), by Month**



Drug arrests also dropped during the pandemic. As Figure 6 shows, reported drug arrests dropped substantially in March 2020 and remained at a lower level through 2022. This impact is clearest for marijuana arrests, which dropped almost to zero following legalization of possession of up to one ounce. Arrests for other drugs also continued to drop in 2021 and 2022. However, for the first seven months of 2023 (preliminary), arrests for drugs other than marijuana are up 12% compared with the same period of 2022.

**Figure 6**  
**Adult Drug Arrests in CY2019-CY2023 (Preliminary), by Month**

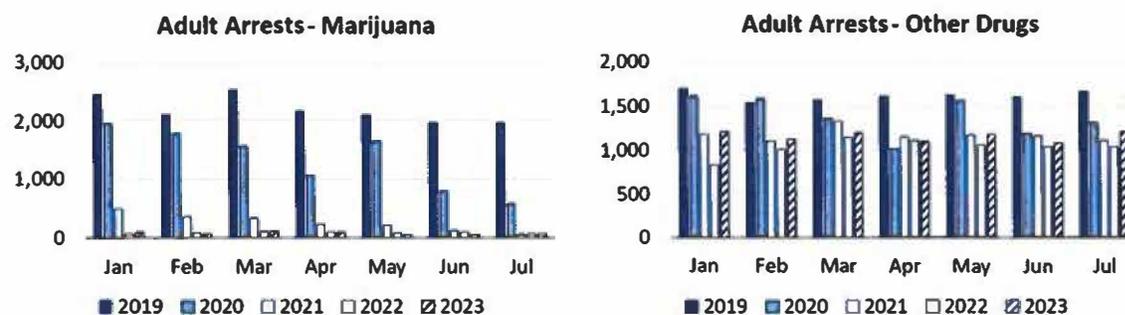
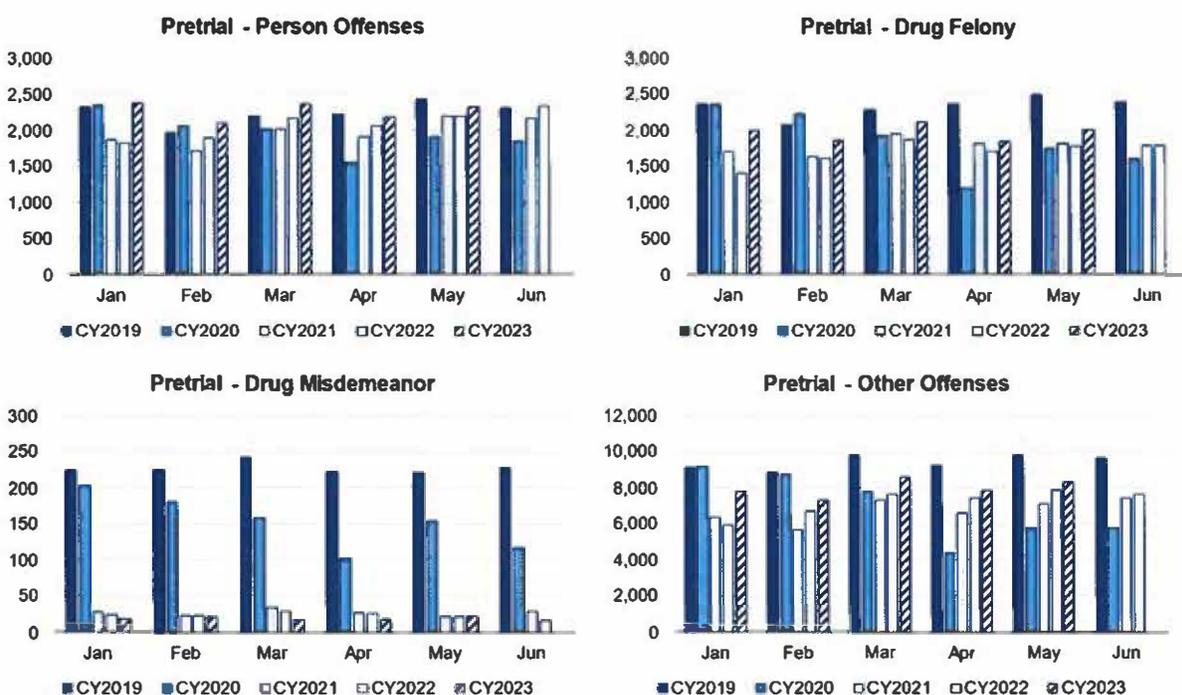


Figure 7 presents monthly pretrial commitments to jail, and shows that the pattern in pretrial commitments, grouped by most serious offense, is similar to the pattern of violent, drug, and property arrests. Of particular note, the monthly average number of pretrial commitments for person offenses in the first five months of 2023 was 12% above the average for the same period in 2022 and was 2% above that period in 2019. 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, 2022, and 2023 (preliminary). However, pretrial commitments in which the most serious charge was a drug felony were up 17% in the first five months of 2023 (preliminary) compared with the same period in 2022. Pretrial commitments in which the most serious offense was something other than a person or drug offense were up 12% in the first five months of 2023 (preliminary) compared with the same period in 2022.

**Figure 7**  
**Pretrial Commitments to Jail by Most Serious Offense in CY2019-CY2023 (Preliminary), by Month**

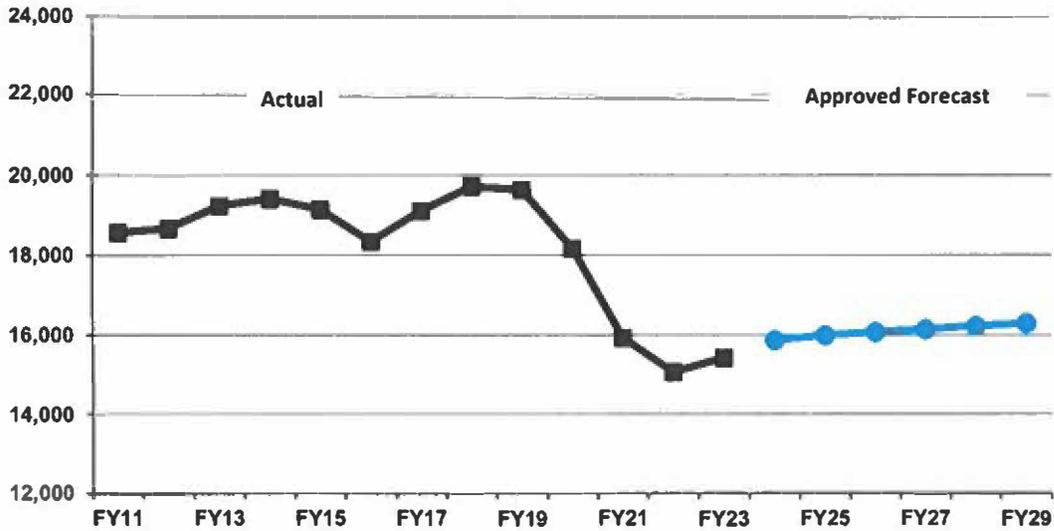


### Forecast of the Local-Responsible Jail Population

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 as determined by the Technical Advisory Committee, which recommended an average of the two models. Upon review, the Policy Committee approved this recommendation.

The FY2024-2029 local-responsible jail population forecast is shown in Figure 8. The fiscal year average population is projected to increase 2.9% in FY2024, 0.7% in FY2025, 0.5% in FY2026, 0.5% in FY2027, 0.5% in FY2028, and 0.4% in FY2029. This results in a projected average daily local-responsible jail population of 15,885 in FY2024, rising to 16,304 in FY2029.

**Figure 8**  
**Approved Local-Responsible Jail Population Forecast, FY2024-FY2029**



Figures reflect the average daily population for each fiscal year. FY2023 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	15,082		-859	-5.4%
FY2023	15,434		352	2.3%
FY2024		15,885	451	2.9%
FY2025		16,002	117	0.7%
FY2026		16,083	81	0.5%
FY2027		16,159	76	0.5%
FY2028		16,233	74	0.5%
FY2029		16,304	71	0.4%

## 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 2023, the state-responsible population decreased by more than 9,000 inmates. This decline was due to a combination of the COVID-19 pandemic and the Enhanced Earned Sentence Credits (ESC) implemented on July 1, 2022, and applied retroactively. According to preliminary figures, the number of state-responsible inmates was 27,412 as of June 30, 2023 (Figure 9).

**Figure 9**  
**State-Responsible Inmate Population, FY2012-FY2023**



Figures reflect the June 30 population for each fiscal year. FY2023 figure is preliminary.

## Accuracy of the Forecast Adopted in 2022

In the fall of 2022, the Policy Committee adopted a forecast calling for a decrease in the population by the end of FY2023 followed by an average annual increase of 0.4% through the end of FY2028. However, the actual state-responsible inmate population did not decrease in FY2023 to the extent anticipated by the forecast. By June 30, 2023, the actual population (based on preliminary figures) was 1,019 inmates higher than projected (Figure 10).

**Figure 10**  
**Accuracy of the State-Responsible Inmate Population Forecast**  
**Adopted in 2022**

	<b>Actual (preliminary)</b>	<b>Projected</b>	<b>Difference</b>	<b>Percent Error</b>
<b>6/30/2023 End of Month Population</b>	<b>27,412</b>	<b>26,393</b>	<b>-1,019</b>	<b>3.7%</b>

## Factors Affecting the Population

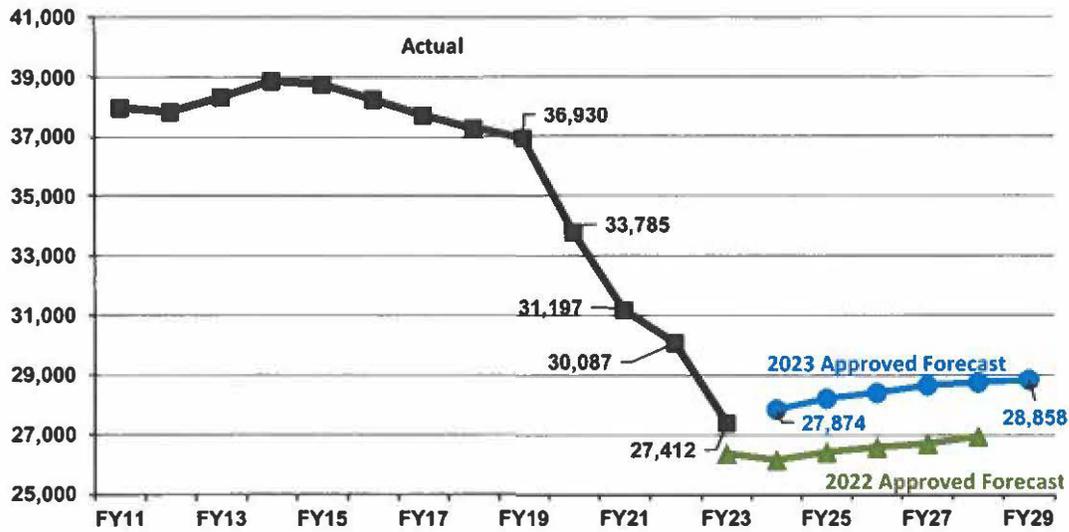
Prior to the COVID-19 pandemic, several factors affected the state-responsible inmate population. These included: the number and types of felony crimes reported to law enforcement, the number and types of arrests for felony offenses, charging practices of local Commonwealth's attorneys, the number of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

Since March 2020, the state-responsible population has been influenced by a combination of factors: 1) the COVID-19 pandemic (court closures, COVID Early Release Authorization); 2) the implementation of Enhanced Earned Sentence Credits (ESC) effective July 1, 2022 and applied retroactively; 3) the revision of the state's marijuana laws including legalization of marijuana possession (HB2312/SB1406, 2021 General Assembly, Special Session I); 4) the increase in the felony larceny threshold in 2018 and 2020, as well the repeal of the Class 6 felony for a third or subsequent conviction for petit larceny (HB 2290, 2021 General Assembly, Special Session I); and 5) the caps on sentences for technical probation violations (HB2038, 2021 General Assembly, Special Session I). The collective impact of these changes 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 an average annual increase in the population through the end of FY2029 of 0.8% per year (Figure 11).

**Figure 11**  
**Approved State-Responsible Inmate Population Forecast, FY2024-FY2029**



Figures reflect the June 30 population for each fiscal year. FY2023 figure is preliminary.

Fiscal Year	Historical	Approved 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	30,087		-1,110	-3.6%
FY2023	27,412		-2,675	-8.9%
FY2024		27,874	462	1.7%
FY2025		28,229	355	1.3%
FY2026		28,425	196	0.7%
FY2027		28,665	240	0.8%
FY2028		28,765	100	0.3%
FY2029		28,858	93	0.3%

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
FY24	25,966	1.3%
FY25	26,187	0.9%
FY26	26,364	0.7%
FY27	26,557	0.7%
FY28	26,705	0.6%
FY29	26,803	0.4%

Year	Females	Change
FY24	1,909	3.0%
FY25	2,042	7.0%
FY26	2,061	0.9%
FY27	2,109	2.3%
FY28	2,059	-2.3%
FY29	2,055	-0.2%

As required by Item 392 of Chapter 1 of the 2023 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 FY2029, it is projected that the state-responsible population will include 2,100 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 the 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. 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
FY24	1,703
FY25	1,884
FY26	1,954
FY27	2,040
FY28	2,068
FY29	2,100

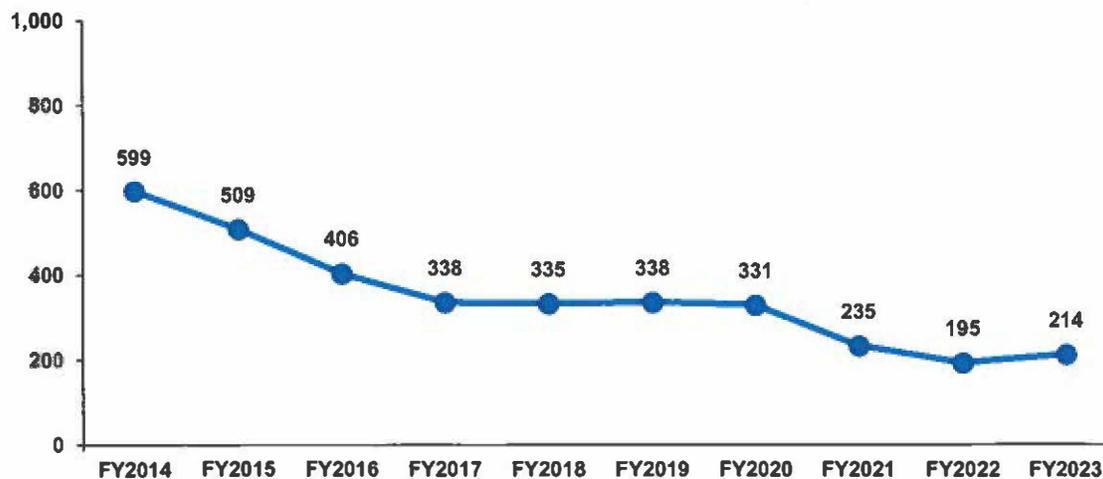
The Technical Probation Violator forecast is a subgroup of, and not in addition to, the State-Responsible Inmate Forecast.

## 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 FY2023, 77.6% of commitment orders to DJJ were for an indeterminate period of confinement.<sup>1</sup> 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). 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. However, in FY2023, the population increased for the first time since FY2019, reaching an average of 214 juveniles. This increase is likely due to the population returning to pre-pandemic levels and the change in the length-of-stay (LOS) guidelines that went into effect on March 1, 2023.

**Figure 14**  
Juvenile Correctional Center/Direct Care Population, FY2014-FY2023



Figures reflect the average daily population for each fiscal year.

<sup>1</sup> An individual juvenile may be admitted to direct care with more than one commitment order. In FY2023, 78.7% 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 2022

The juvenile correctional center/direct care population projection adopted in 2022 was higher than the actual population throughout FY2023 (Figure 15).

**Figure 15**  
Accuracy of the Juvenile Correctional Center/Direct Care Population Forecast Adopted in 2022

	Actual	Projected	Difference	Percent Error
<b>FY2023 Average Population</b>	<b>214</b>	<b>229</b>	<b>15</b>	<b>7.0%</b>

## Factors Affecting the Population

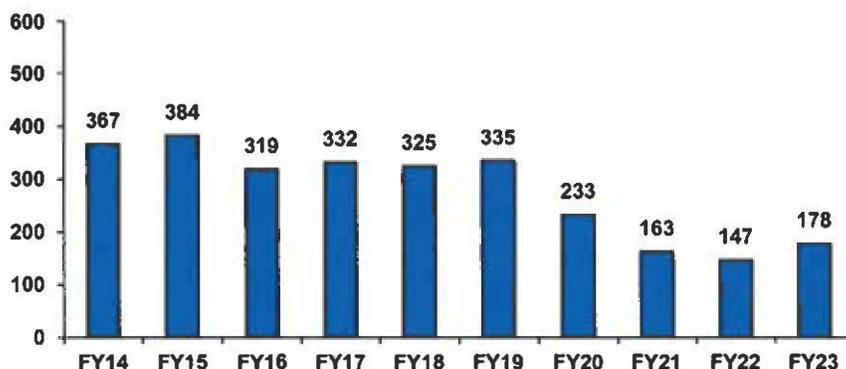
There has been a long-term downward trend in the number of juveniles in the state's correctional center/direct care population. As noted above, statutory changes, use of validated risk assessment instruments, and a significant decline in the number of juvenile intake cases at Court Services Units are 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 31.6%. This increasing trend continued in FY2023 since the juvenile intake cases increased by 21.4%.

**Figure 16**  
Juvenile Intake Cases at Court Services Units



The number of admissions to the correctional center/direct care population increased by 21.1% in FY2023 compared to the previous fiscal year, which is the first time it has increased since FY2019 (Figure 17). The extent to which the decision making of juvenile court judges and other stakeholders' contribute to this increase is not definitively known. However, this increase in admissions is the primary driver to the rising population in FY2023.

**Figure 17**  
**Juvenile Correctional Center/Direct Care Admissions**



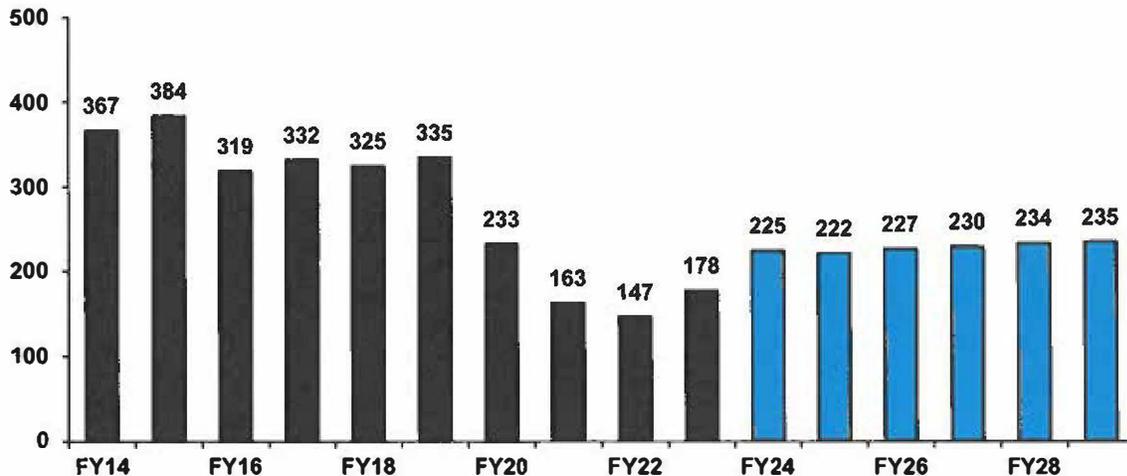
While the number of admissions dropped significantly during the pandemic, juveniles with a determinate commitment set by the court accounted for a slightly larger share of admissions and these juveniles stay longer, on average, than other juveniles.

### **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 often are not useful tools in projecting future admissions because the models may project the continuation of the downward trend such that it 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 long-term. In past years, the Policy Committee elected not to use the statistical forecast of juvenile admissions and instead set a level admission 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 admission forecast for the remaining years of the forecast period.

For this year’s forecast, the Policy Committee approved a forecast that was calculated by averaging DJJ’s model and the DPB model. DJJ’s model was a flat forecast based on the average of the actual admissions for FY2019, FY2020, and FY2021. DPB’s model was an average of two models that used time series forecasting techniques, which are described in the *Forecasting Methodologies* section of this report (Figure 18). Under this approved forecast, the admissions are expected to significantly increase from 178 actual admissions in FY2023 to 225 admissions in FY2024, increasing slightly thereafter to 235 admissions in FY2029.

**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 FY2021- FY2023;
- Juveniles given a determinate commitment or blended sentence will comprise the same percentage of admissions as they did during FY2021, FY2022 and FY2023 (three-year average); and
- Juveniles with indeterminate commitments will be assigned length-of-stay categories according to DJJ’s new length-of-stay guidelines that went into effect March 1, 2023; based on an average of FY2021, FY2022 and FY2023 admissions characteristics, future admissions will be assigned to one of the new length-of-stay categories.

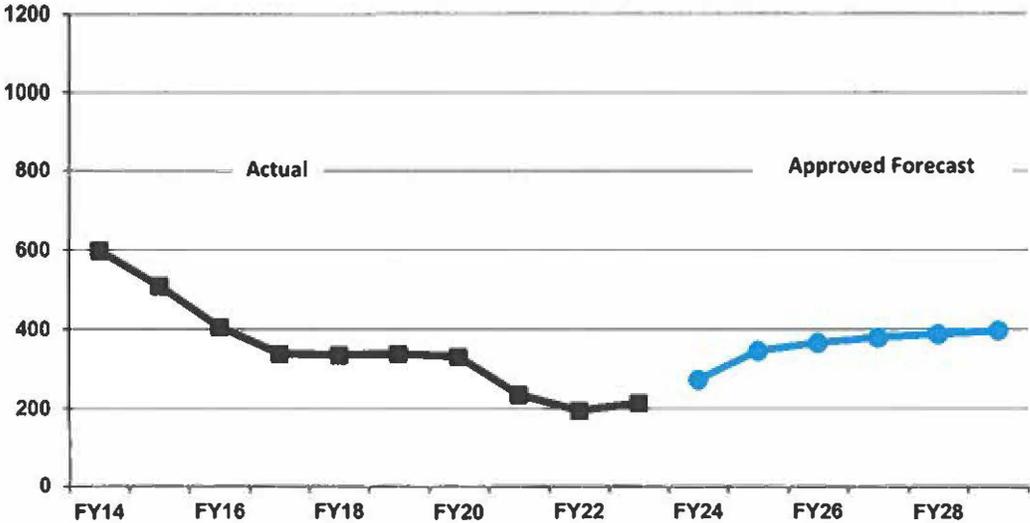
### Forecast of the Juvenile Correctional Center/Direct Care Population

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 longer lengths-of-stays, the DJJ simulation model projects significant growth in the population beginning

in FY2024. The approved forecast projects an increase in FY2024 when the population is expected to reach an average of 274 juveniles. By FY2029, the correctional center/direct care population is expected to reach an average of 397 juveniles (Figure 19).

**Figure 19**  
**Approved Juvenile Correctional Center/Direct Care Population Forecast, FY2024-FY2029**



Figures reflect the average daily population for each fiscal year.

Fiscal Year	Historical	Forecast	Change	Percent Change
2014	599			
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	214		19	9.7%
2024		274	60	28.0%
2025		346	72	26.3%
2026		366	20	5.8%
2027		379	13	3.6%
2028		388	9	2.4%
2029		397	9	2.3%

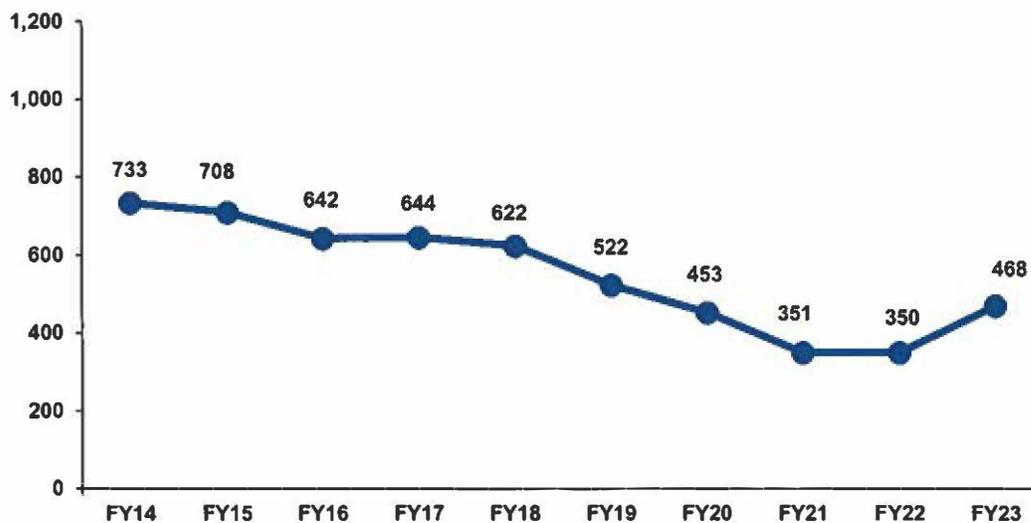
Historical and forecast populations are rounded numbers. The change and percent change were calculated based on the raw data.

## 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 733 juveniles in FY2014 to an average of 522 juveniles 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 453 juveniles in FY2020 and 351 juveniles in FY2021, the monthly population figures decreased significantly between February and June 2020 (from 498 to 345 juveniles). In FY2022, the overall average population was 350 juveniles. However, the overall average population for FY2023 increased to 468 juveniles which is the first time the population increased since FY2017.

**Figure 20**  
**Juvenile Detention Center Population, FY2014-FY2023**



Figures reflect the average daily population for each fiscal year.

## Accuracy of the Forecast Adopted in 2022

The juvenile detention center population forecast adopted in 2022 was lower than the actual population in FY2023. On average for the year, the forecast was 62 juveniles (or 13.2%) lower than the actual population (Figure 21).

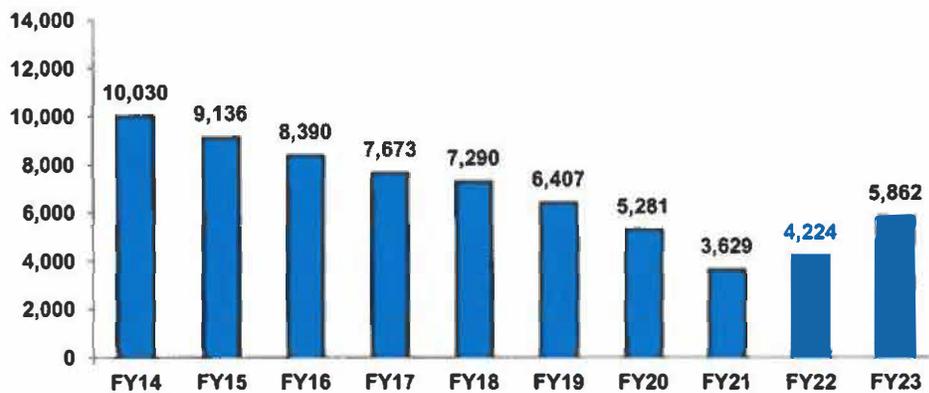
**Figure 21**  
Accuracy of the Juvenile Detention Center Forecast Adopted in 2022

	Actual	Projected	Difference	Percent Error
<b>FY2023 Average Population</b>	468	406	-62	-13.2%

## 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 FY2014. Reflecting this downward trend in intakes, detention center admissions (the first admission of a continuous detention stay, excluding transfers<sup>2</sup>) has declined, particularly after FY2014 (Figure 22). Detainments rose by 16.4% in FY2022, the first increase in the last decade. This increasing trend continued into the next fiscal year with detainments rising by 38.8% in FY2023.

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

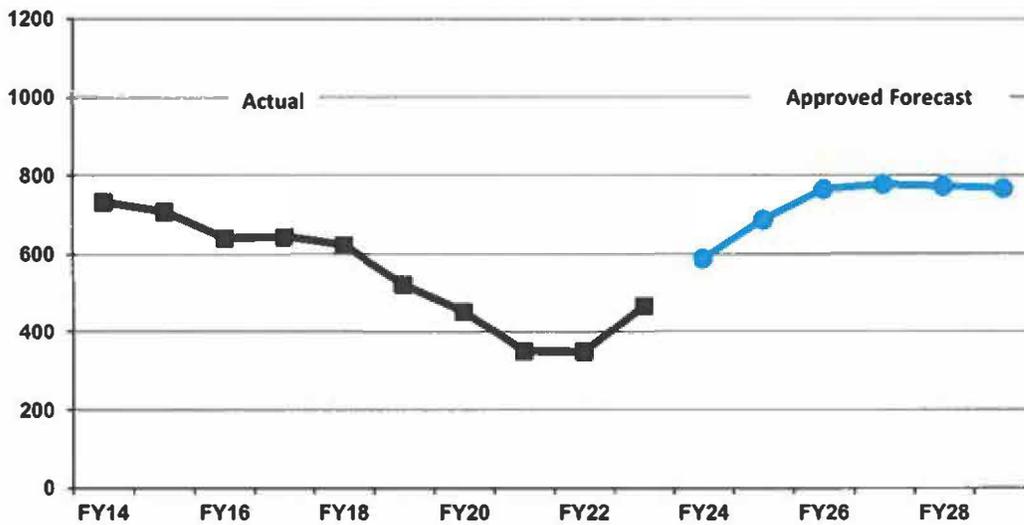


<sup>2</sup> A new detainment is not counted if a juvenile is transferred to another JDC or has a change in dispositional status before being released. An individual juvenile may have more than one detainment in a fiscal year.

## 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 significantly over the next six fiscal years, with an average of 590 juveniles in FY2024 and reaching an average of 767 juveniles in FY2029 (Figure 23).

**Figure 23**  
Approved Juvenile Detention Center Population Forecast, FY2024-FY2029



Figures reflect the average daily population for each fiscal year.

Fiscal Year	Historical	Forecast	Change	Percent Change
2014	733			
2015	708		-25	-3.4%
2016	642		-66	-9.3%
2017	644		2	0.3%
2018	622		-22	-3.4%
2019	522		-100	-16.1%
2020	453		-69	-13.2%
2021	351		-102	-22.5%
2022	350		-1	-0.3%
2023	468		118	33.7%
2024		590	122	26.1%
2025		688	98	16.6%
2026		765	77	11.2%
2027		778	13	1.7%
2028		772	-6	-0.8%
2029		767	-5	-0.6%

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 1 of the 2023 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.

E.1. The Secretary of Public Safety and Homeland Security, in collaboration with the Secretary of Education and the Secretary of Health and Human Resources, with the cooperation and assistance of the Department of Planning and Budget, the Virginia Association of Counties, and the Virginia Municipal League, shall evaluate and submit to the General Assembly no later than October 15, 2024,

a report on juvenile detention center cost savings strategies. The report shall include a proposal to reduce state formula financial assistance for juvenile confinement in local facilities ("juvenile detention center block grant") in order to incentivize consolidation of juvenile detention centers in the Commonwealth. The proposal shall: (i) recommend five to eight juvenile detention centers for consolidation, identifying the five to eight facilities recommended for closure and alternative facilities recommended to house youth impacted by the closures; (ii) describe the criteria used to identify such facilities including, but not limited to, distance between the facilities recommended for closure and the recommended alternative sites of incarceration, funded and licensed capacity, historical and projected average daily population by region, age and condition of facilities and their electronic security systems, outstanding debt service, deferred maintenance and annual maintenance reserve as a percentage of the replacement asset value, potential for repurposing or sale of facilities recommended for closure, regional distribution of juvenile detention centers, and availability of programming; (iii) estimate the state savings that would result from elimination of juvenile detention center block grant funding for facilities recommended for closure, net any expected increase in block grant or per diem funding for facilities recommended to house additional youth; and (iv) recommend two to five options for reinvesting the net savings in services for youth involved or at-risk of becoming involved in the juvenile justice system.

2. In addition, the report shall assess alternative delivery models for education services at juvenile detention centers, including: (i) determining the extent to which each juvenile detention center currently implements or could further implement cost effective staffing methods, including strategies identified in the 2021 Board of Education report entitled "Recommendations for Appropriate Staffing and Funding Levels Necessary for State Operated Programs (SOPs) in Regional and Local Detention Centers"; (ii) continuing to develop an alternative to the statutorily required 1:12 teacher to student staffing ratio; (iii) utilizing full-time special education teachers to coordinate, plan, and substitute for part-time teachers shared with either the local school division or other state operated programs; and (iv) determining and providing the feasibility and potential cost savings of each alternative delivery model, as well as specific actions to implement each model.

**Appendix B**  
**2023 Committee Members**

## **2023 Offender Population Forecasting Policy Committee Members**

**The Honorable Terrance C. Cole, Chair**  
Secretary of Public Safety and Homeland Security

**Ali Ahmad**  
Director of Policy for Governor Glenn Youngkin

**Harold W. Clarke**  
Former Director  
Virginia Department of Corrections

**The Honorable Aijalon Cordoza**  
Virginia House of Delegates

**Robyn deSocio**  
Executive Secretary  
Compensation Board

**Judge Chadwick S. Dotson (Ret.)**  
Director  
Virginia Department of Corrections

**Amy Dalton**

**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

**T.Y. Jones**

**The Honorable Karl S. Leonard**  
Sheriff  
Chesterfield County

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## 2023 Offender Population Forecasting Policy Committee Members

*Continued from previous page*

**John Markowitz**  
Deputy Secretary of Finance

**Lieutenant Colonel Kirk S. Marlowe**  
Deputy Superintendent  
Virginia State Police

**Jackson Miller**  
Director  
Virginia Department of Criminal Justice Services

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

**Captain Matthew T. Patterson**  
Division Commander  
Criminal Justice Information Services Division  
Virginia State Police

**Lt. Colonel Tricia W. Powers**  
Director of the Bureau of Administrative and Support Services  
Virginia State Police

**Colonel Gary T. Settle**  
Superintendent  
Virginia State Police

**Charles Slemp**  
Chief Deputy Attorney General

**Nelson Smith**  
Commissioner  
Virginia Department of Behavioral Health and Developmental Services

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

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## **2023 Offender Population Forecasting Policy Committee Members**

*Continued from previous page*

**Hendrik Van Der Vart**

Deputy Chief Transformation Officer  
Commonwealth of Virginia

**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

## **2023 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 Manager  
Virginia Department of Criminal Justice Services

**Huafeng Ding**

Data Manager  
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**Lawrence Getzler, Ph.D.**

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LIDS Analyst  
Compensation Board

**Warren McGehee**

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Senior Management Information Analyst  
Supreme Court of Virginia

