

Office of the
Secretary of Public Safety and Homeland Security

**REPORT ON THE OFFENDER POPULATION
FORECASTS (FY2025 TO FY2030)**

To The Governor and General Assembly



Commonwealth of Virginia

Richmond, October 15, 2024

This page intentionally left blank.

HON. TERRANCE C. COLE
SECRETARY

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

Commonwealth of Virginia



LISA WALBERT
DEPUTY SECRETARY

JONATHAN A. SCHLEFFER
DEPUTY SECRETARY

MARCUS R. ANDERSON
DEPUTY SECRETARY

JOSHUA M. HUMPHRIES
DEPUTY SECRETARY

Office of the Secretary of Public Safety and Homeland Security

November 14, 2024

TO: The Honorable Glenn Youngkin
Governor

The Honorable Luke E. Torian
Chairman, House Appropriations Committee

The Honorable L. Louise Lucas
Chairwoman, Senate Finance and Appropriations Committee

The Honorable Patrick A. Hope
Chairman, House Courts of Justice Committee

The Honorable Scott A. Surovell
Chairman, 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 Chairs of the House Appropriations Committee, the Senate Finance and Appropriations Committee, the House Courts of Justice Committee, and the Senate Courts of Justice.

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 blue ink, appearing to read "T.C. Cole".

Terrance C. Cole
Secretary

Authority

This report has been prepared and submitted to fulfill the requirements of Item 377 of Chapter 2 of the 2024 Acts of Assembly, Special Session I (Appropriation Act). This provision requires the Secretary of Public Safety and Homeland Security to produce revised six-year forecasts for four confined criminal justice populations: the state-responsible adult offender population, the local-responsible adult offender population, the state-responsible juvenile population, and the local-responsible juvenile population. Pursuant to the Appropriation Act requirements, these forecasts are presented by October 15 of each year to the Governor, as well as the Chairs of the House Appropriations Committee, the Senate Finance and Appropriations Committee, the House Courts of Justice Committee, and the Senate Courts of Justice 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 2024.

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: 2024 Committee Members	26

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 Chairs of the House Appropriations Committee, the Senate Finance and Appropriations Committee, the House Courts of Justice Committee, and the Senate Courts of Justice 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. Typically, 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. In FY2023, many criminal justice leading indicators, such as arrests and juvenile intake cases, began to increase. Most indicators reached higher levels in FY2024 than the previous year. For example, the number of adults arrested for violent offenses (murder/non-negligent manslaughter, forcible rape, robbery and aggravated assault) rose by 3.7% in 2022 and 9.4% in 2023. Similarly, the number of adults arrested for nonviolent crimes (burglary, larceny and motor vehicle theft) grew by 13.5% and 15.7% in 2022 and 2023, respectively. The confined offender populations, however, remain below pre-COVID (FY2019) levels. It is unclear

as to when, and to what extent, the confined offender populations may 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 and 3.0% in FY2024. These increases were 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 decrease again, by 0.7%, during the current fiscal year, resulting in an average population for FY2025 of 15,770. For the remaining years of the forecast, the Policy Committee expects a slow annual increase. Under the approved forecast, an average population of 16,487 is projected for FY2030 (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 27,579 state-responsible inmates as of June 30, 2024. 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 FY2030, with an average growth of 0.4% 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 339. 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. In FY2024, the population increased again by 32.2% to 283 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 FY2026 before it declines and remains level through FY2030. Based on the approved forecast, this population is expected to change by an average of 2.1% per year to an average of 317 in FY2030 (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. This population grew again in FY2024 by 7.1% to an average of 501 juveniles. The Policy Committee anticipates that this population will remain level throughout the forecast horizon to an average of 498 in FY2030 (see table on page viii).

**Offender Population Forecasts
FY2025 – FY2030**

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)
FY2025	15,770	27,747	1,746	322	498
FY2026	15,911	27,978	1,816	343	498
FY2027	16,054	28,094	1,826	316	498
FY2028	16,199	28,162	1,814	310	498
FY2029	16,350	28,258	1,831	318	498
FY2030	16,487	28,324	1,832	317	498

* 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. Generally, 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.

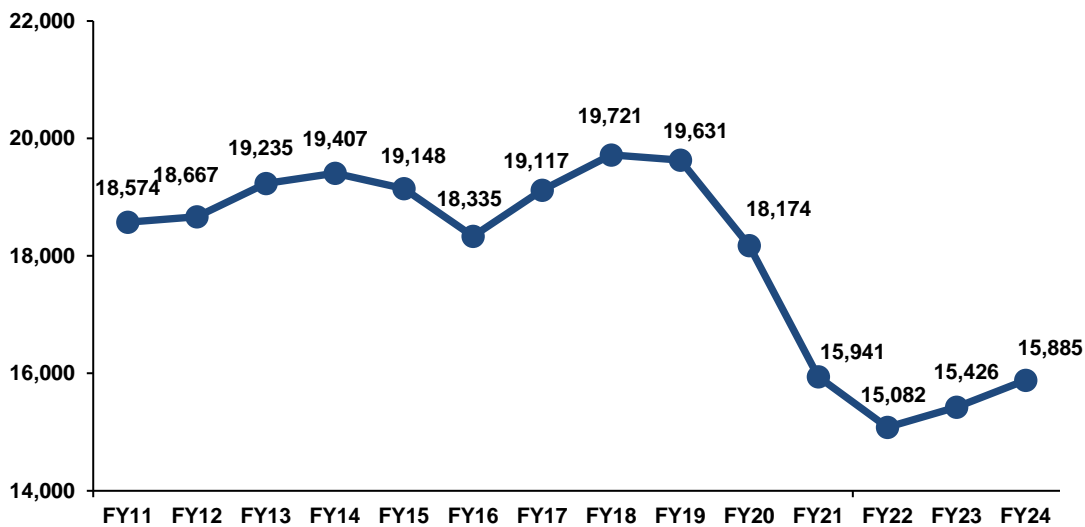
Only forecasts meeting the Technical Advisory Committee's strict standards are presented to the Secretary's Policy Committee.

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-FY2024



Figures reflect the average daily population for each fiscal year. FY2024 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 reversed, with the population increasing 2.3%. It increased again in FY2024, by 3.0%.

The table in Figure 2 compares the historical local-responsible jail population to the forecast approved last year. 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 1.1% below the actual population for the first half of the fiscal year, through December 2023, and 1.1% above the actual population for the second half. For the fiscal year average, the forecast was exactly the same as the actual population.

Figure 2
Local-Responsible Jail Population and FY2024 Forecast by Month
(Forecast Adopted in October 2023)

Month	Actual Population	FY2024 Forecast	FY2024 Error	FY2024 Percent Error
Jul-22	15,708			
Aug-22	15,585			
Sep-22	15,694			
Oct-22	15,492			
Nov-22	15,259			
Dec-22	14,793			
Jan-23	15,230			
Feb-23	15,352			
Mar-23	15,350			
Apr-23	15,425			
May-23	15,434			
Jun-23	15,793			
Jul-23	16,241	16,005	-236	-1.5%
Aug-23	16,304	16,049	-256	-1.6%
Sep-23	16,512	16,177	-335	-2.0%
Oct-23	16,261	16,145	-116	-0.7%
Nov-23	16,064	15,896	-168	-1.0%
Dec-23	15,315	15,378	62	0.4%
Jan-24	15,607	15,635	28	0.2%
Feb-24	15,741	15,760	19	0.1%
Mar-24	15,581	15,747	166	1.1%
Apr-24	15,550	15,820	270	1.7%
May-24	15,623	15,916	293	1.9%
Jun-24	15,818	16,087	269	1.7%
FY2024 Avg	15,885	15,885	0	0.0%

Figures reflect the average daily population for each month. Data for June 2024 are preliminary. The forecast shown in the table was submitted to the Governor and General Assembly in October 2023.

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 2.1%, driven mainly by an increase in the pretrial population. Between June 2023 and June 2024, the total local-responsible jail population increased 0.2% but there was considerable variation across the subpopulations.

Figure 3
Average Daily Population (ADP), Local-Responsible Jail Subpopulations, June 2011–June 2024

Month	Average Daily Pop., Local-Responsible Jail Subpopulations				Total
	Pretrial	Pending Charges	LR Felons	Misdemeanants	
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	10,935	2,723	1,303	831	15,793
June 2024	11,067	2,666	1,195	890	15,818
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	-5.1%	-7.1%	-9.2%	-3.4%	-5.8%
June 2022 to 2023	5.6%	-2.2%	-13.1%	0.5%	2.1%
June 2023 to 2024	1.2%	-2.1%	-8.3%	7.1%	0.2%

Figures reflect the average daily population for each period reported. Data for June 2024 are preliminary.

Factors Affecting the Population

The single greatest factor impacting the local-responsible jail population in this decade has been the COVID-19 pandemic and state and local policies implemented 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, as it has in the past, 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 crimes, the impact was reduced after May 2020, as offenses began rising. Looking only at the first seven months of the year, person crimes in 2021 increased 8% over than the same period in 2020, then increased 10% in 2022, and 3% in 2023. From 2023 to 2024 (preliminary), person crimes dropped 12% in that period. Property crimes did not rise substantially after the drop in April 2020. Property crimes for the first seven months of 2020 were 10% below the same period in 2019, and dropped another 5% in for that period of 2021. This trend reversed dramatically, with property crimes in the first seven months of 2022 increasing 25% over that period of 2021, and then remaining flat in 2023. For the first seven months of 2024 (preliminary), property crimes are 5% lower than the same period in 2023. (Data source: <https://va.beyond2020.com/>.)

Figure 4
Crimes Reported to Law Enforcement in CY2019 – CY2024 (Preliminary), by Month

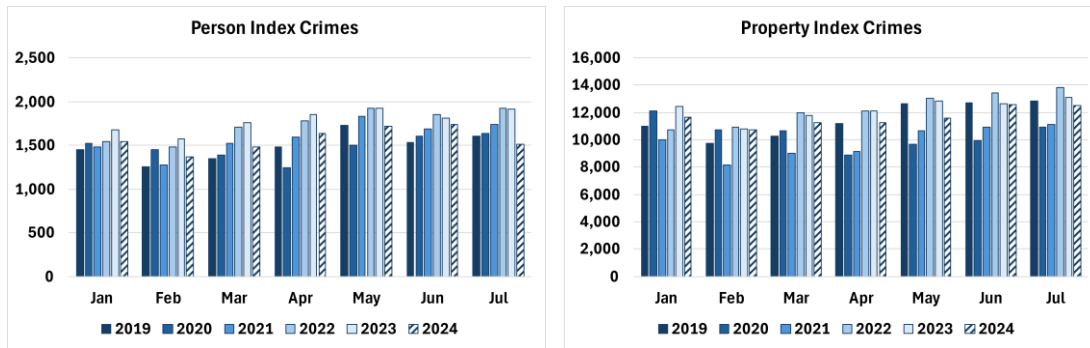
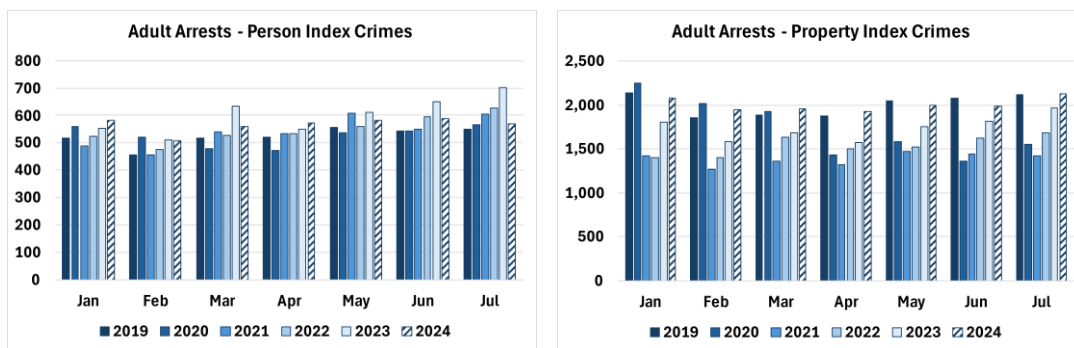


Figure 5 presents similar data on adult arrests. Adult arrests for person offenses dropped dramatically in March 2020; for property offenses, the sharp drop was in April 2020. As with reported crimes, the impact on arrests for property crimes lasted longer than arrests for person offenses. For the first seven months of the year, adult arrests for person offenses rose 3% in 2021, 2% in 2022, and 10% in 2023. In 2024 (preliminary), adult arrests for person offenses in the first seven months were 6% below the same period in 2023. Arrests for property crimes dropped 20% for the first seven months of 2021 compared to the same period of 2020, then increased 11% for that period in 2022 and 13% in 2023. In 2024 (preliminary), adult arrests for the first seven months increased 15%. (Data source: [https://va.beyond2020.com/.](https://va.beyond2020.com/))

Figure 5
Adult Violent and Property Arrests in CY2019-CY2024 (Preliminary), by Month



Drug arrests also dropped during the pandemic. As Figure 6 shows, reported drug arrests dropped substantially in March 2020 and have remained at a lower level. 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. For the first seven months of 2023, arrests for drugs other than marijuana increased 18% compared with the same period of 2022, but in 2024 (preliminary) they dropped 5%. (Data source: [https://va.beyond2020.com/.](https://va.beyond2020.com/))

Figure 6
Adult Drug Arrests in CY2019-CY2024 (Preliminary), by Month

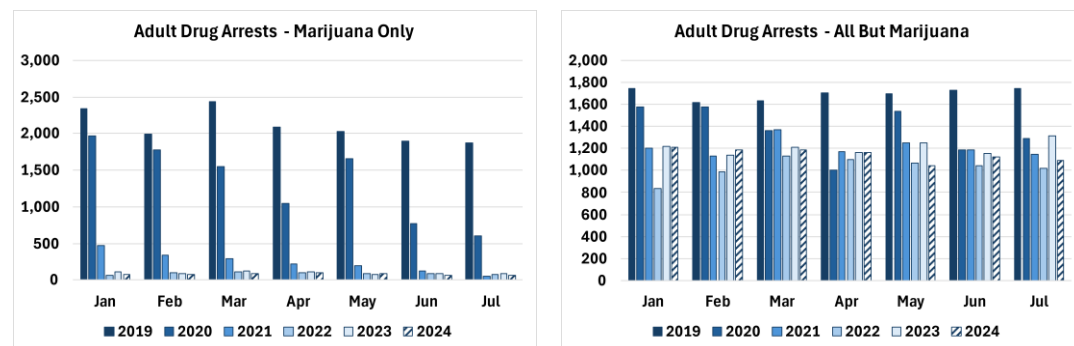
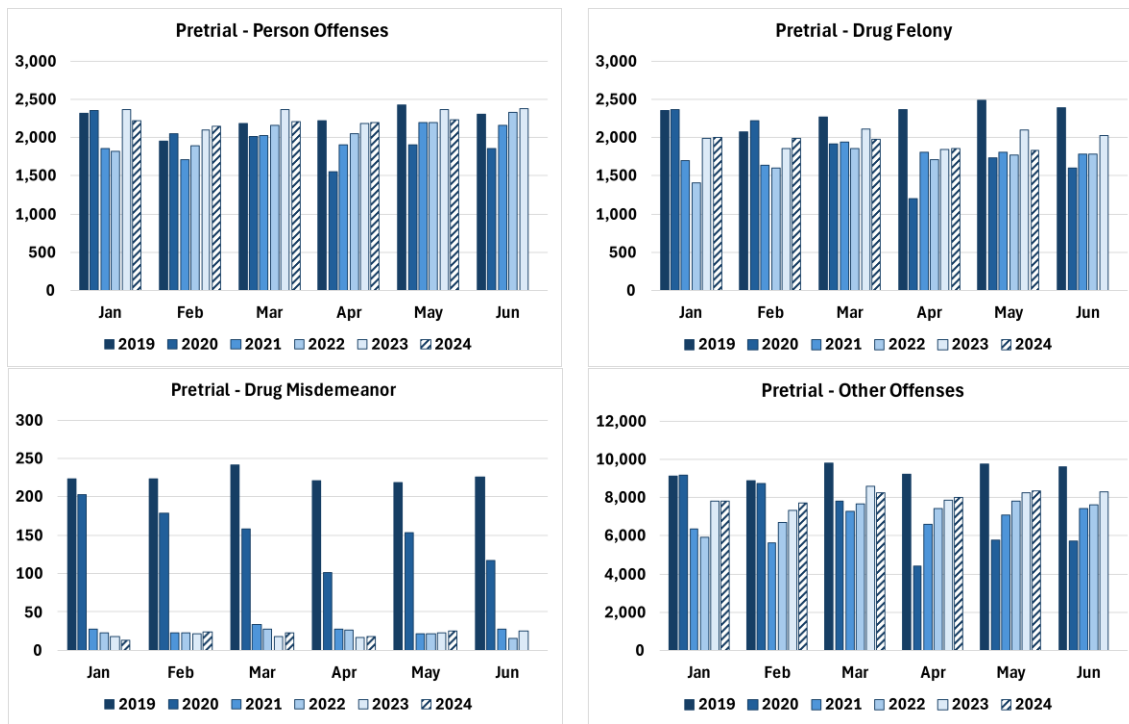


Figure 7 presents monthly pretrial commitments to jail, and shows that the pattern in pretrial commitments, grouped by most serious offense, is similar to the pattern of violent, drug, and property arrests. Of particular note, the monthly average number of pretrial commitments for person offenses in the first five months of 2023 was 12% above the average for the same period in 2022 and was 2% above that period of 2019. In the first five months of 2024 (preliminary), pretrial commitments for person offenses are down 3% from the same period of 2023. 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, where they have remained. However, pretrial commitments in which the most serious charge was a drug felony increased 18% in the first five months of 2023 compared with the same period in 2022, but dropped 2% for the same period of 2024 (preliminary). Pretrial commitments in which the most serious offense was something other than a person or drug offense increased 12% in the first five months of 2023 compared with the same period in 2022 and were up 1% for the same period in 2024 (preliminary). (Data source: Compensation Board LIDS-CORIS data.)

Figure 7
Pretrial Commitments to Jail by Most Serious Offense in CY2019-CY2024 (Preliminary), by Month

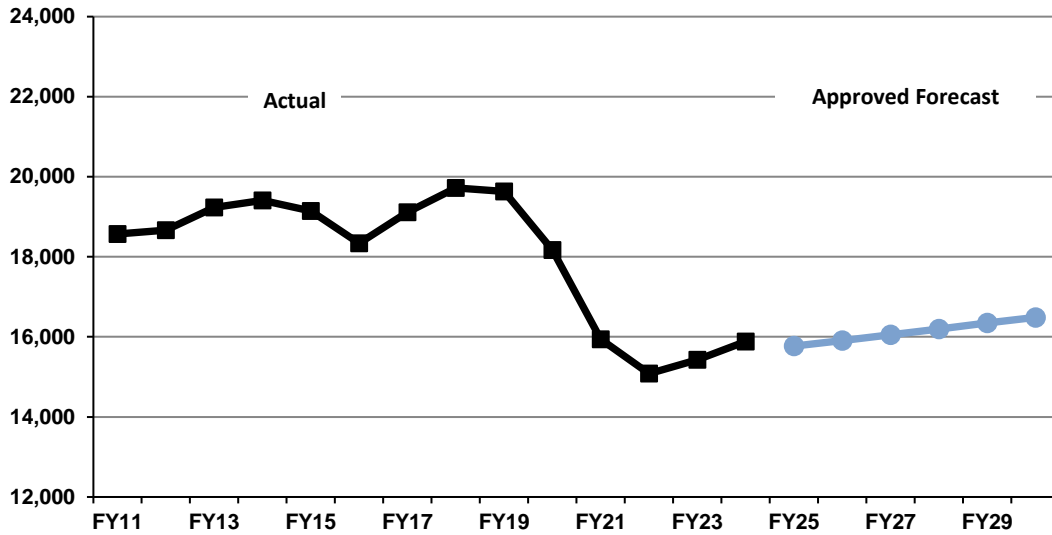


Forecast of the Local-Responsible Jail Population

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 FY2025-2030 local-responsible jail population forecast is shown in Figure 8. The fiscal year average population is projected to drop by 0.7% in FY2025, then increase by 0.9% in FY2026, FY2027, FY2028, and FY2029, ending the six-year forecast with an increase of 0.8% in FY2030. This results in a projected average daily local-responsible jail population of 15,770 in FY2025, rising to 16,487 in FY2030.

Figure 8
Approved Local-Responsible Jail Population Forecast, FY2025-FY2030



Figures reflect the average daily population for each fiscal year. FY2024 figure is preliminary.

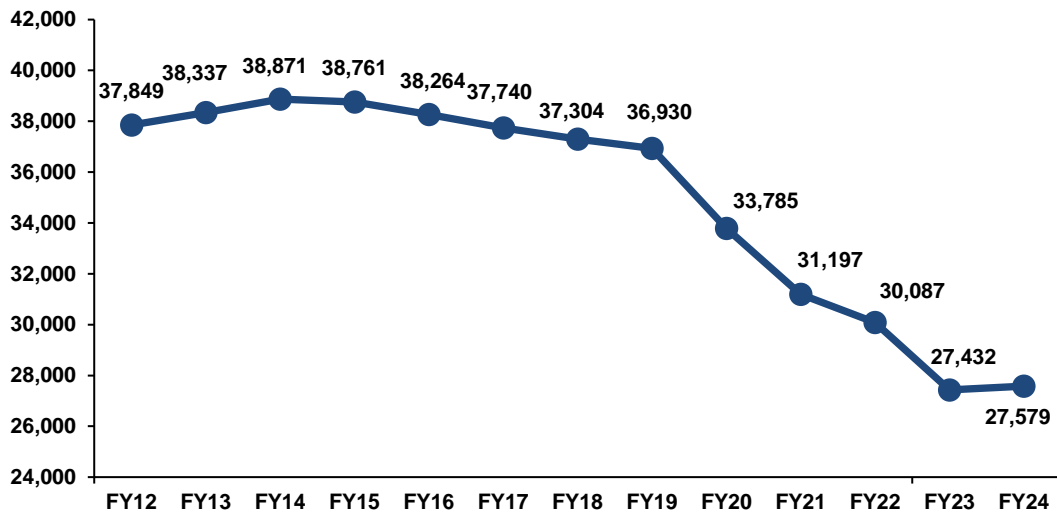
Fiscal Year	Historical	Forecast	Change	Percent Change
FY2011	18,574			
FY2012	18,667		93	0.5%
FY2013	19,235		568	3.0%
FY2014	19,407		172	0.9%
FY2015	19,148		-259	-1.3%
FY2016	18,335		-813	-4.2%
FY2017	19,117		782	4.3%
FY2018	19,721		604	3.2%
FY2019	19,631		-90	-0.5%
FY2020	18,174		-1,457	-7.4%
FY2021	15,941		-2,233	-12.3%
FY2022	15,082		-859	-5.4%
FY2023	15,426		344	2.3%
FY2024	15,885		459	3.0%
FY2025		15,770	115	-0.7%
FY2026		15,911	141	0.9%
FY2027		16,054	143	0.9%
FY2028		16,199	145	0.9%
FY2029		16,350	151	0.9%
FY2030		16,487	137	0.8%

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 27,579 as of June 30, 2024 (Figure 9).

Figure 9
State-Responsible Inmate Population, FY2012-FY2024



Figures reflect the June 30 population for each fiscal year. FY2024 figure is preliminary.

Accuracy of the Forecast Adopted in 2023

In the fall of 2023, the Policy Committee adopted a forecast calling for a 1.4% increase in the population by the end of FY2024 followed by an average annual increase of 0.7% through the end of FY2029. However, the actual state-responsible inmate population did not increase in FY2024 to the extent anticipated by the forecast. By June 30, 2024, the actual population (based on preliminary figures) was 295 inmates lower than projected (Figure 10).

Figure 10
Accuracy of the State-Responsible Inmate Population Forecast
Adopted in 2023

	Actual (preliminary)	Projected	Difference	Percent Error
6/30/2024 End of Month Population	27,579	27,824	-295	-1.1%

Factors Affecting the Population

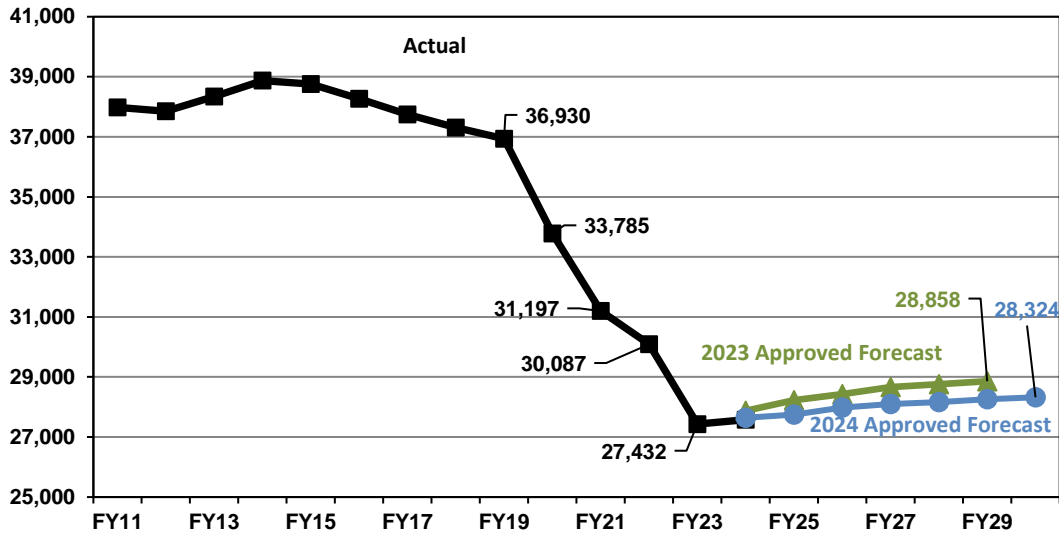
Prior to the COVID-19 pandemic, several factors affected the state-responsible inmate population. These included: the number and types of felony crimes reported to law enforcement, the number and types of arrests for felony offenses, charging practices of local Commonwealth’s attorneys, the number of 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 FY2030 of 0.4% per year (Figure 11).

Figure 11
Approved State-Responsible Inmate Population Forecast, FY2025-FY2030



Figures reflect the June 30 population for each fiscal year. FY2024 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	27,432		-2,655	-8.8%
FY2024	27,579		147	0.5%
FY2025		27,747	168	0.6%
FY2026		27,978	231	0.8%
FY2027		28,094	116	0.4%
FY2028		28,162	68	0.2%
FY2029		28,258	96	0.3%
FY2030		28,324	66	0.2%

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
FY25	25,737	0.2%	FY25	2,011	3.3%
FY26	25,911	0.7%	FY26	2,066	2.8%
FY27	26,007	0.4%	FY27	2,087	1.0%
FY28	26,043	0.1%	FY28	2,118	1.5%
FY29	26,104	0.2%	FY29	2,154	1.7%
FY30	26,161	0.2%	FY30	2,163	0.4%

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 FY2030, it is projected that the state-responsible population will include 1,832 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
FY25	1,746
FY26	1,816
FY27	1,826
FY28	1,814
FY29	1,831
FY30	1,832

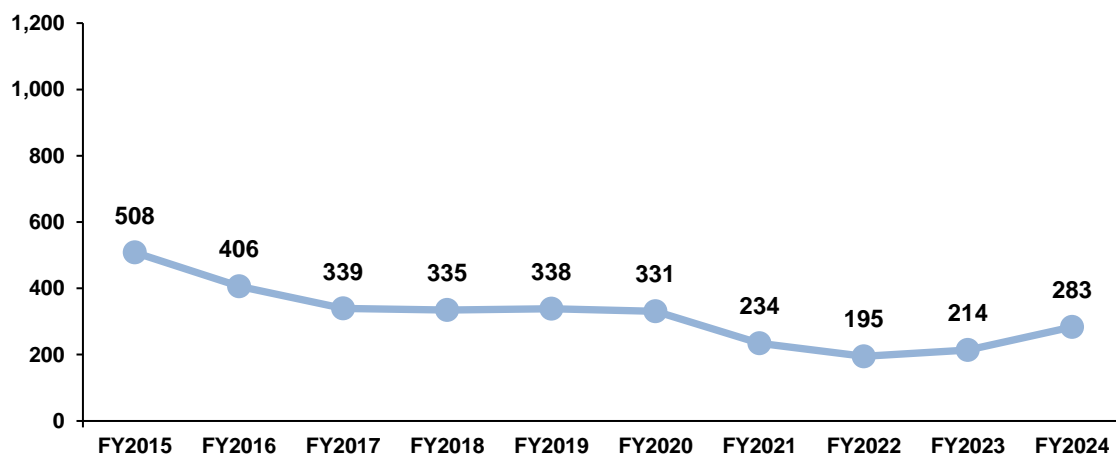
The Technical Probation Violator forecast is a subgroup of, and not in addition to, the State-Responsible Inmate Forecast.

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 FY2024, 75.5% 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 339 during these years (Figure 14). In FY2021, an average of 234 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. This increase continued in FY2024 with the population reaching an average of 283 juveniles.

Figure 14
Juvenile Correctional Center/Direct Care Population, FY2015-FY2024



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 FY2024, 73.5% 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 2023

The juvenile correctional center/direct care population projection adopted in 2023 was lower than the actual population throughout FY2024 (Figure 15).

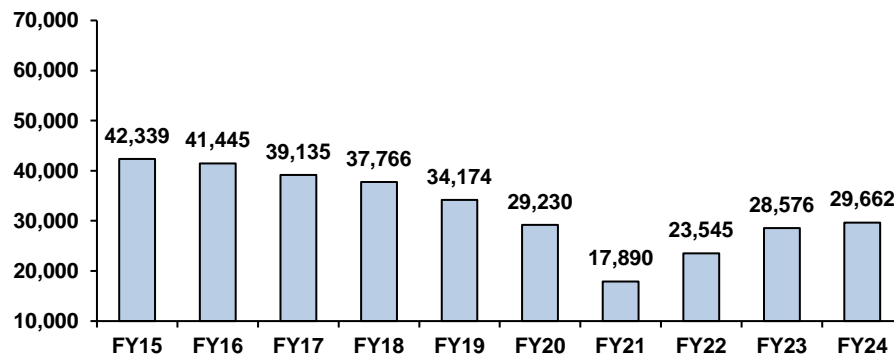
Figure 15
Accuracy of the Juvenile Correctional Center/Direct Care Population Forecast Adopted in 2023

	Actual	Projected	Difference	Percent Error
FY2024 Average Population	283	274	-9	-3.2%

Factors Affecting the Population

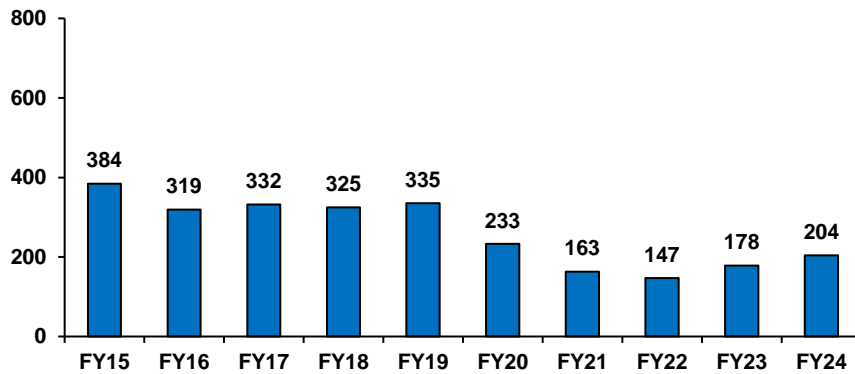
There has been a long-term downward trend in the number of juveniles in the state’s correctional center/direct care population. As noted above, statutory changes, use of validated risk assessment instruments, and a significant decline in the number of juvenile intake cases at Court Services Units are 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 with the juvenile intake cases increasing by 21.4%. Another slight increase of 3.8% continued in FY2024.

Figure 16
Juvenile Intake Cases at Court Services Units



The number of admissions to the correctional center/direct care increased by 14.6% in FY2024 compared to an increase of 21.1% in FY2023, which was the first time it had increased since FY2019 (Figure 17). The extent to which the decision making of juvenile court judges and other stakeholders’ contribution to this increase is not definitively known. However, this increase in admissions is the primary driver to the rising population in both FY2023 and FY2024.

Figure 17
Juvenile Correctional Center/Direct Care Admissions



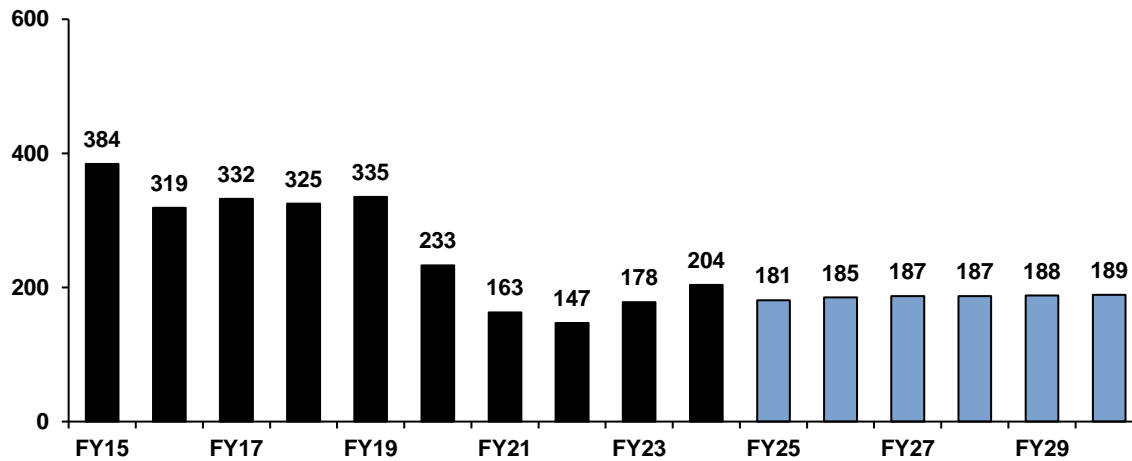
While the number of admissions dropped significantly during the pandemic, juveniles with a determinate commitment set by the court accounted for a slightly larger share of admissions and these juveniles stay longer, on average, than other juveniles.

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 are not always 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 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. Last year, the Policy Committee decided to use an average of DJJ’s and DPB’s statistical models as the official admissions forecast.

For this year’s forecast, the Policy Committee approved a forecast that was calculated by averaging DJJ’s model with DPB’s model. DJJ’s model used time series forecasting techniques which are described in the *Forecasting Methodologies* section of this report. DPB’s model was an average of two models where both also used time series forecasting techniques (Figure 18). Under this approved forecast, the admissions are expected to significantly decrease from 204 actual admissions in FY2024 to 181 admissions in FY2025, increasing slightly thereafter to 189 admissions in FY2030.

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:

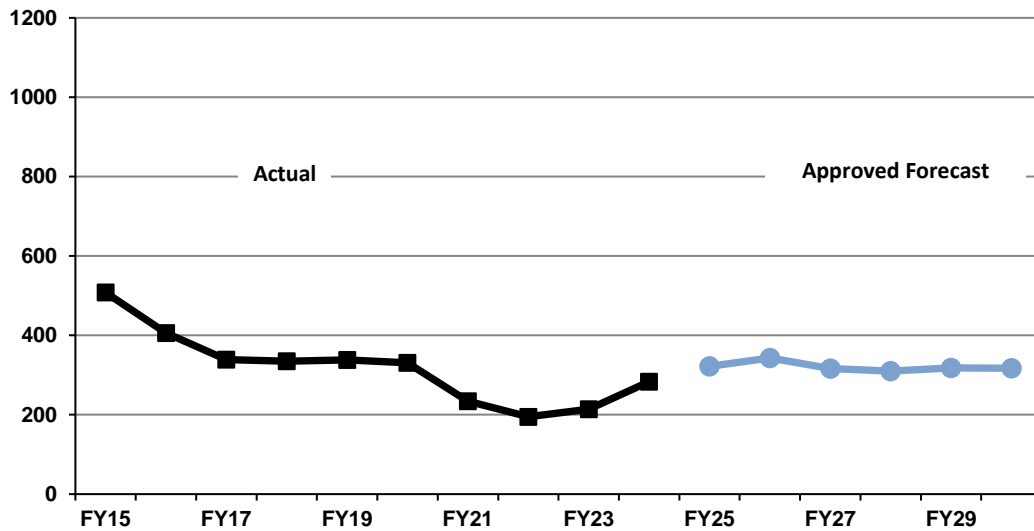
- The number of future admissions will reflect the admissions forecast approved by the Policy Committee (see above);
- Future admissions will have the same characteristics (e.g., offenses, prior record adjudications, treatment assignment, institutional offenses, etc.) as admissions in FY2022- FY2024;
- Juveniles given a determinate commitment or blended sentence will comprise the same percentage of admissions as they did during FY2022, FY2023 and FY2024 (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 FY2022, FY2023 and FY2024 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 DJJ’s 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 DJJ’s simulation model is shown in Figure 19. Given the slight shift towards determinate commitments and longer lengths-of-stays, DJJ’s simulation model projects slight growth in the population for the first two years beginning in FY2025 before a slight decrease and then leveling out starting in FY2027. The approved forecast projects an increase in FY2025 when the population is expected to reach an average of 322 juveniles. By FY2030, the correctional center/direct care population is expected to reach an average of 317 juveniles (Figure 19).

Figure 19
Approved Juvenile Correctional Center/Direct Care Population Forecast, FY2025-FY2030



Figures reflect the average daily population for each fiscal year.

Fiscal Year	Historical	Forecast	Change	Percent Change
2015	508			
2016	406		-102	-20.1%
2017	339		-67	-16.5%
2018	335		-4	-1.2%
2019	338		3	0.9%
2020	331		-7	-2.1%
2021	234		-97	-29.3%
2022	195		-39	-16.7%
2023	214		19	9.7%
2024	283		69	32.2%
2025		322	39	13.8%
2026		343	21	6.5%
2027		316	-27	-7.9%
2028		310	-6	-1.9%
2029		318	8	2.6%
2030		317	-1	-0.3%

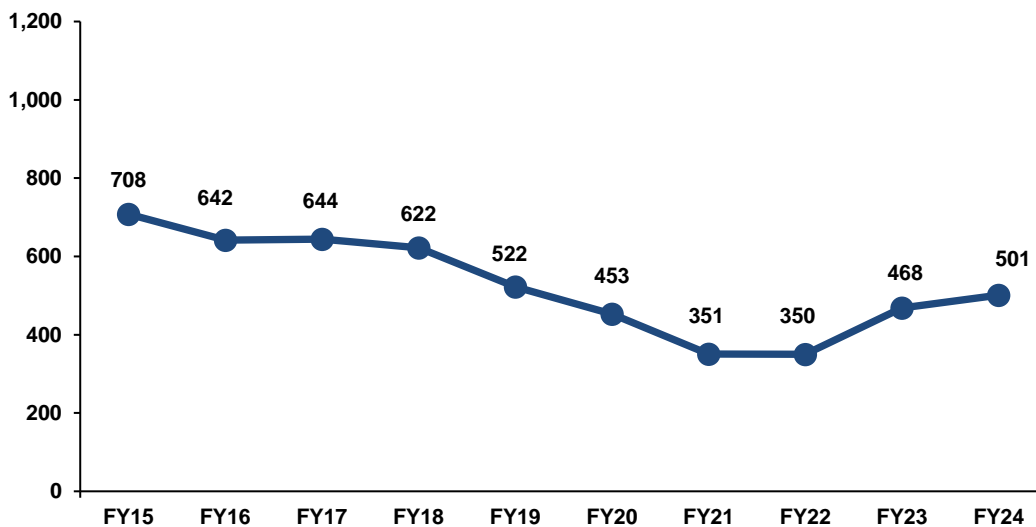
Historical and forecast populations are rounded numbers. The change and percent change were calculated based on the raw data.

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, most 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 708 juveniles in FY2015 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. This increase continued in FY2024 with an average of 501 juveniles.

Figure 20
Juvenile Detention Center Population, FY2015-FY2024



Figures reflect the average daily population for each fiscal year.

Accuracy of the Forecast Adopted in 2023

The juvenile detention center population forecast adopted in 2023 was higher than the actual population in FY2024. On average for the year, the forecast was 89 juveniles (or 17.8%) higher than the actual population (Figure 21).

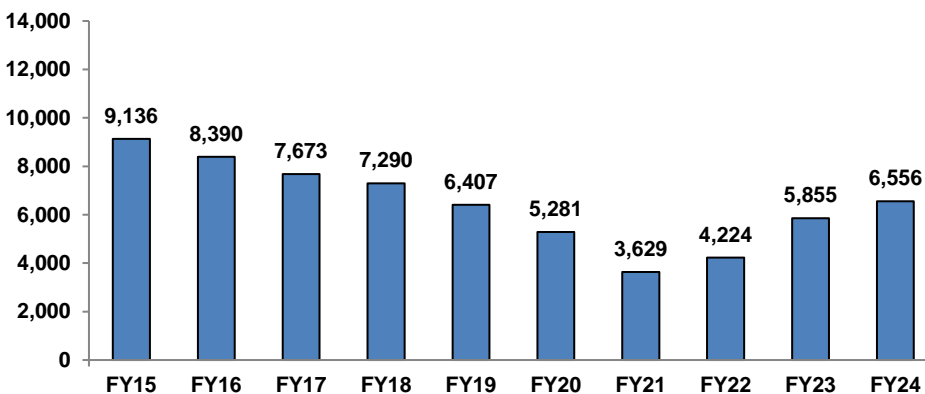
Figure 21
Accuracy of the Juvenile Detention Center Forecast
Adopted in 2023

	Actual	Projected	Difference	Percent Error
FY2024 Average Population	501	590	89	17.8%

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 FY2015. Reflecting this downward trend in intakes, detention center admissions (the first admission of a continuous detention stay, excluding transfers²) has declined, particularly after FY2015 (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 38.6% in FY2023. In FY2024, detainments continued rising and rose by 12.0%.

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

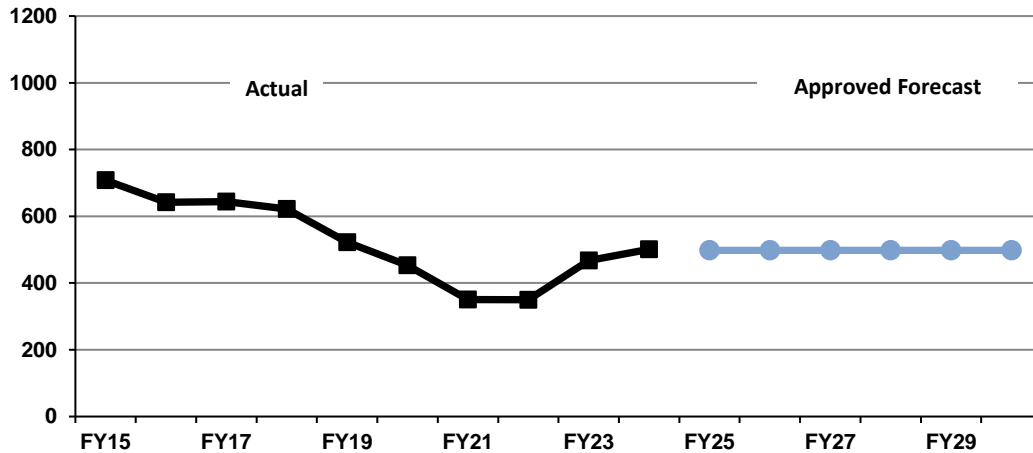


² A new detainment is not counted if a juvenile is transferred to another JDC or has a change in dispositional status before being released. An individual juvenile may have more than one detainment in a fiscal year.

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. For the first time this year, DJJ created a simulation model to forecast this population (simulation modeling can be found in the *Forecasting Methodologies* section of this report). It did not go through the same process as what the correctional center/direct care simulation model goes through, but it was still introduced and will be a more formal part of the process starting next year. DPB 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 of an average of DJJ's and DPB's forecasts for the first year and decided to use a flat forecast after that. Under the approved forecast, the population is expected to decrease slightly to 498 in FY2025 and remain 498 through FY2030 (Figure 23).

Figure 23
Approved Juvenile Detention Center Population Forecast, FY2025-FY2030



Figures reflect the average daily population for each fiscal year.

Fiscal Year	Historical	Forecast	Change	Percent Change
2015	708			
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	501		33	7.1%
2025		498	-3	-0.6%
2026		498	0	0%
2027		498	0	0%
2028		498	0	0%
2029		498	0	0%
2030		498	0	0%

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 377 of Chapter 2 of the 2024 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.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.

D. The Secretary of Public Safety and Homeland Security, with the cooperation and assistance of the Virginia Association of Counties, the Virginia Municipal League, the Virginia Sheriffs' Association, the Virginia Association of the Chiefs of Police, and other appropriate stakeholders, shall evaluate and submit to the General Assembly no later than November 1, 2024, a report to establish authority in the Code of Virginia for local civilian-led units designed to respond, investigate, and handle calls for services related to minor traffic accidents and other duties as assigned. The report shall include potential legislative language, any costs savings to local police and sheriff departments, research around best practices from other states, recommendations for implementation and tasks that could be assigned to local civilian-led units, and a list of potential challenges the units could face being set up by local jurisdictions.

E. The Secretary of Public Safety and Homeland Security shall complete a review and assessment of the sufficiency of fire and emergency medical services funding in the Commonwealth. The review and assessment shall include, but not be limited to, (i) identification of local, state, and federal funding provided to support local fire and emergency medical services by locality or region, and to the extent possible, trends in funding by source; (ii) consideration of identifiable fire or emergency medical service funding needs by locality or region; (iii) identification of factors that influence or differentiate the ability of localities or regions to meet the funding needs of local and regional fire and emergency medical services; (iv) factors influencing the ability of localities or regions to meet fire and emergency medical services funding needs; and, (v) consideration of the costs and benefits of consolidation state-level administration of fire and emergency medical services funding and oversight, to include an assessment of administrative models used in other states. In completing the assessment, the Secretary shall convene at least three stakeholder group meetings whose membership shall include, but not be limited to, representatives from the Department of Fire Programs, the Office of Emergency Medical Services, the Virginia Fire Services Council, Virginia's Regional EMS Councils, the Virginia Fire Chiefs Association, the Virginia Association of Counties, and the Virginia Municipal League. Included in the appropriation for this item is \$150,000 the first year from the general fund for the Secretary to procure the services of technical experts to complete the review and assessment. The Secretary shall provide a summary report of the findings of the review and assessment, as well as any recommendations, to the Chairs of the House Committee on Appropriations and the Senate Committee on Finance and Appropriations no later than November 1, 2024.

Appendix B
2024 Committee Members

2024 Offender Population Forecasting Policy Committee Members

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

Ali Ahmad
Director of Policy and Legislative Affairs
Office of Governor Glenn Youngkin

Neebal Aridi
Policy Advisor in Public Safety and Homeland Security

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 Floriano
Director
Virginia Department of Juvenile Justice

Linda C. Jackson
Director
Virginia Department of Forensic Science

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

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

Continued on next page

2024 Offender Population Forecasting Policy Committee Members

Continued from previous page

The Honorable Russet Perry
Senate of Virginia

Steven G. Popps
Chief Deputy Attorney General

David Reynolds
Legislative Fiscal Analyst
House Appropriations Committee

Kelly Richards
Public Safety Section Coordinator, Senior Budget and Policy Analyst
Virginia Department of Planning and Budget

Catie Robertson
Legislative Fiscal Analyst
Senate Finance & Appropriations Committee

Colonel Gary T. Settle
Superintendent
Virginia State Police

Nelson Smith
Commissioner
Virginia Department of Behavioral Health and Developmental Services

Theophani K. Stamos
Deputy Attorney General, Criminal Division

Hendrik Van Der Vart
Deputy Chief Transformation Officer
Commonwealth of Virginia

Chris Wade
Senior Management Information Analyst
Supreme Court of Virginia

The Honorable William D. Wiley
Virginia House of Delegates

The Honorable Wren M. Williams
Virginia House of Delegates

2024 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

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

Senior Management Information Analyst

Supreme Court of Virginia

