



# COMMONWEALTH of VIRGINIA

CHADWICK S. DOTSON  
DIRECTOR

*Department of Corrections*

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August 15, 2025

Dear Senator Lucas, Delegate Torian and Director Maul,

Chapter 725, Item 385, subparagraph B. of the 2025 General Assembly, biennial Virginia State Budget, states:

***“The Department of Corrections shall provide an annual report on the status of jail construction and renovation projects as approved for funding by the General Assembly. The report shall be limited to those projects which increase bed capacity... Copies of the report shall be provided by October 1 of each year to the Chairs of the Senate Finance and Appropriations and House Appropriations Committees and to the Director, Department of Planning and Budget.”***

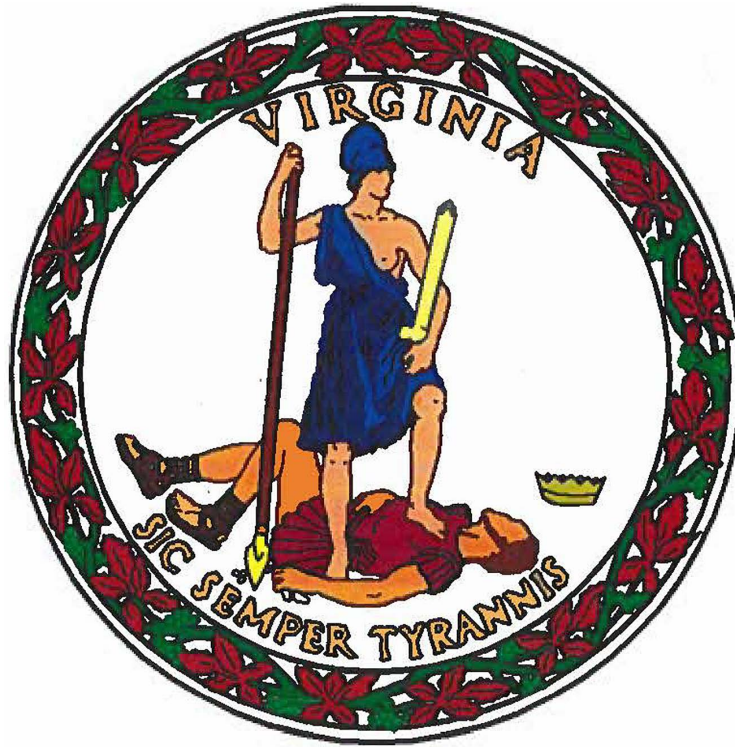
Attached you will find the subjected report that includes one (1) project which increases bed capacity and was approved by the 2025 General Assembly.

Sincerely,

A handwritten signature in black ink, appearing to read "CDotson", written over a light blue rectangular background.

Chadwick S. Dotson

cc: Brian Flaherty, Executive Director of the Board of Local and Regional Jails



# **Annual Report of General Assembly**

## **Approved Jail Projects**

October 1, 2025

**Prepared by:**

State Board of Local and Regional Jails (BLRJ)  
Department of Criminal Justice Services (DCJS)  
Department of the Treasury

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# Introduction

*“The Department of Corrections shall provide an annual report on the status of jail construction and renovation projects as approved for funding by the General Assembly. The report shall be limited to those projects which increase bed capacity. The report shall include a brief summary description of each project, the total capital cost of the project and the approved state share of the capital cost, the number of beds approved, along with the net number of new beds if existing beds are to be removed, and the closure of any existing facilities, if applicable. The report shall include the six-year population forecast, as well as the double-bunking capacity compared to the rated capacity for each project listed. The report shall also include the general fund impact on community corrections programs as reported by the Department of Criminal Justice Services, and the recommended financing arrangements and estimated general fund requirements for debt service as provided by the State Treasurer. Copies of the report shall be provided by October 1 of each year to the Chairs of the Senate Finance and Appropriations and House Appropriations Committees and to the Director, Department of Planning and Budget.”*

Pursuant to Chapter 725, ITEM 385 B., this report provides an update on jail construction and renovation projects approved for funding by the General Assembly that result in increased bed capacity. The report includes descriptions, capital cost details, bed count changes, capacity analyses, impacts on community corrections, and projected financing obligations.

# **Project Overview**

## **Pittsylvania County Jail Project Overview**

The Pittsylvania County Jail project plans to replace the current facility, with a capacity rating of 36, with a new facility with a capacity rating of 146, to be built on 32.26 acres. The proposed new facility will include ten general housing units, with two of these units designed for community custody purposes. The proposed project's design intends to meet the Standards for Planning, Design, Construction, and Reimbursement of Local Correctional Facilities, Effective March 8, 2018, increase security and safety, increase detainee access to medical care, provide support spaces to serve the detainee population, increase capacity of the kitchen, property, warehouse, and laundry facilities, and provide adequate administrative offices.

**Total Capital Cost: \$60,307,012**

**Approved State Share: \$15,076,753**

**Net New Beds: 110**

## **Portsmouth City Jail Project Overview**

*This project does not increase the bed capacity of the Portsmouth City Jail; therefore, it does not meet the reporting criteria of Chapter 725, ITEM 385 B. However, BLRJ considers it informational to include this project in the annual report.*

As reference, the Hampton Roads Regional Jail (HRRJ) closed in April 2024. The facility had a board rated capacity of 795. At that time, the Portsmouth City Jail (previously located at: 701 Crawford Street, Portsmouth, VA), had a board rated capacity of 248 and an annex rated as 40.

On Sunday, May 26, 2024, the Portsmouth City Jail moved into the former HRRJ, and the previous Portsmouth City Jail location closed. This Portsmouth City Jail project focuses on renovating and improving the former HRRJ facility by addressing the utilization of "Housing Unit 2." It is planned to have an operating capacity of 280 for the Portsmouth City Jail.

**Total Capital Cost: \$105,683,776**

**Approved State Share: \$26,420,944**

**Net New Beds: 0**

# **Six-Year Inmate Population Forecast**

Forecast prepared by the Secretary of Public Safety & Homeland Security pursuant to Chapter 725, ITEM 377 B. The report in its entirety may be found here:

<https://rga.lis.virginia.gov/Published/2024/RD785>

## **FY26**

15,911 - Projected Local Responsible Population

## **FY27**

16,054 - Projected Local Responsible Population

## **FY28**

16,199 - Projected Local Responsible Population

## **FY29**

16,350 - Projected Local Responsible Population

## **FY30**

16,487 - Projected Local Responsible Population

## **FY31**

Numbers will be available no later than November 15, 2025. However, utilizing a 5-year average median, an estimate of 16,602 or more is projected.

## Capacity Assessment: Rated vs. Double-Bunked

Analysis includes the operational flexibility and constraints of each facility's housing units under double-bunking scenarios.

Project	Rated Capacity Upon Project Completion	Double- Bunking Capacity	Ratio (Double/Rated)
<b>Pittsylvania County Jail</b>	146	234	1.60
<b>Portsmouth City Jail</b>	280	280	1.00

# Community Corrections Programs Impact

Information provided by the DCJS from October 2024 indicates the following impact on general fund allocations and programming:

## Pittsylvania County Jail

### **Project Overview**

The Pittsylvania County Jail project plans to replace the current facility, with a capacity rating of 36, with a new facility with a capacity rating of 146, to be built on 32.26 acres. The proposed new facility will include ten general housing units, with two of these units designed for community custody purposes. The proposed project's design intends to meet the Standards for Planning, Design, Construction, and Reimbursement of Local Correctional Facilities, Effective March 8, 2018, increase security and safety, increase detainee access to medical care, provide support spaces to serve the detainee population, increase capacity of the kitchen, property, warehouse, and laundry facilities, and provide adequate administrative offices.

### **Local Community-Based Probation and Pretrial Services Programming**

The pretrial services and local community-based probation agency that serves Pittsylvania County is Halifax/Pittsylvania Court Services. Halifax County serves as the administrative and fiscal agent for state grant funds under the Comprehensive Community Corrections Act and Pretrial Services Act. Additional localities are served but are not part of this jail renovation project. The other localities served by Halifax/Pittsylvania Court Services include Halifax County, City of Danville, Henry County, City of Martinsville, Franklin County, and Patrick County.

In FY2024, DCJS awarded Halifax County \$1,264,769 for local community-based probation and pretrial services. In addition, the local community-based probation program is authorized by DCJS to collect supervision and intervention fees to offset the cost of providing supervision services. Halifax/Pittsylvania Court Services began FY2024 with a cash balance from the collection of supervision fees in previous years of \$23,566. When including the supervision fee cash on-hand balance, the total operational budget for the Halifax/Pittsylvania Court Services agency is \$1,288,335.

**The table below shows the funding amounts for FY2024.**

Services	State Grant Funds	Local Funds	Total
<b>Pretrial</b>	\$639,755	\$0	<b>\$639,755</b>
<b>Local Probation</b>	\$625,014	\$0	<b>\$23,566</b>
<b>Total</b>	<b>\$1,264,769</b>	<b>\$0</b>	<b>\$23,566</b>

The Halifax/Pittsylvania Court Services agency employs 16 staff, which includes 12 local pretrial and probation officers.



The table below shows the number of pretrial services investigations, pretrial services supervision placements, pretrial services average caseload, pretrial services average length of supervision, local probation supervision placements, local probation average daily caseload, and local probation average length of supervision for FY2021–2023. This is for the programming services provided to the localities that are served by Halifax/Pittsylvania Court Services.

	FY 2021	FY 2022	FY 2023
<b>Pretrial Services Investigations</b>	0	0	0
<b>Pretrial Services Supervision Placements</b>	341	488	621
<b>Pretrial Services Average Daily Caseload</b>	179	208	342
<b>Pretrial Services Average Length of Supervision</b>	191 Days	156 Days	201 Days
<b>Local Probation Supervision Placements</b>	229	283	417
<b>Local Probation Average Daily Caseload</b>	180	188	343
<b>Local Probation Average Length of Supervision</b>	231 Days Misd. 308 Days Fel.	252 Days Misd. 238 Days Fel.	293 Days Misd. 303 Days Fel.

### Program Capacity and Funding Recommendations

The Community Based Corrections Plan submitted for review did not request additional programming increases. Beginning in FY2021, Halifax County, as the administrative and fiscal agent for state grant funds, received expanded funding for Halifax/Pittsylvania Court Services to begin implementing pretrial services and local probation services in Franklin County, Henry County, Patrick County and the City of Martinsville. Prior to this expansion, Halifax/Pittsylvania Court Services provided pretrial and local probation services to Halifax County, Pittsylvania County, and the City of Danville. In FY2021, the base amount of the grant award was \$527,712, and the additional expansion funding amount was \$303,472, totaling \$831,184. The total state grant award amount in FY2022 totaled \$1,173,438, reflecting full expansion funding implementation.

As noted in the Community Based Corrections Plan Needs Assessment for this project, pretrial services investigations assist judicial officers in making informed pretrial decisions and help to reduce the need for pretrial detention. As noted in the assessment, the pretrial population in the Pittsylvania County Jail has increased from 36.02% in calendar year (CY) 2018 to 47.02% in CY2022. During much of that time, no pretrial services investigations were completed and made available to Pittsylvania County judges to inform bail decisions. As a result of no pretrial investigations being conducted across all localities served by the Halifax/Pittsylvania Court Services agency, the local agency was found to be substantially out of compliance with established *Minimum Standards for Pretrial Services* in accordance with §§ 19.2-152.7 of the *Code of Virginia* as noted in the FY2023 Annual Report on Pretrial Services.

Halifax County administration, in conjunction with the Halifax/Pittsylvania Court Services agency director, submitted a formal Corrective Action Plan to DCJS and as of the date of this publication, is no longer rated as substantially out of compliance, following implementation of the pretrial services investigation process. While Halifax/Pittsylvania Court Services have implemented pretrial investigations in General District Courts in most of their jurisdictions, at the time of the writing of this report, they have not resumed in Pittsylvania County.

It should be noted Halifax/Pittsylvania Court Services receives no additional financial support from any of the localities served, and the total budget for the local pretrial services and community-based probation supervision agency is derived from the state grant award, with supervision fees collected from individual program participants being the only other source of financial support for the program. There is no stated commitment from the locality in the Community Based Corrections Plan to provide additional financial support to the local pretrial services and community-based probation agency.

### **Recommendations for New Alternatives**

The Community Based Corrections Plan Needs Assessment concluded that overcrowding of the local jail is impacted by criminal justice policy and included the following quote describing the impact of overcrowding in prisons that is equally instructive regarding jails.

“Overcrowding is a consequence of criminal justice policy not of rising crime rates and undermines the ability of prison systems to meet basic human needs, such as healthcare, food, and accommodation. It also compromises the provision and effectiveness of rehabilitation programs, educational and vocational training, and recreational activities. The excessive use of pre-trial detention, and the use of prison for minor, petty offences, are critical drivers of prison population rates. Overcrowding, as well as related problems such as lack of privacy, can also cause or exacerbate mental health problems, and increase rates of violence, self-harm and suicide”.

The Needs Assessment provided the following recommendations to expand the alternatives to incarceration available in Pittsylvania County:

#### *Implement Law Enforcement Diversion:*

Law enforcement officers in Virginia may issue summons in lieu of making an arrest for certain low-level criminal offenses. The Needs Assessment proposed an additional pre-charge diversion option for consideration.

As an alternative to criminal justice solutions, law enforcement officers may consider diversion in apparent cases of mental illness, substance abuse, homelessness, and other social issues where the offense is low-level. One example is to establish crisis intervention teams that include enforcement officers trained in making referrals to community-based mental health and social services in lieu of arrest at the pre-booking stage.

*Pretrial Diversion:*

The Needs Assessment offered Pretrial Diversion as a possible strategy for reducing the jail population, and listed findings from the Virginia State Crime Commission regarding the establishment of Pretrial Diversion programs in Virginia as follows:

The Virginia State Crime Commission (VSCC) undertook a nationwide statutory review in 2021 and found that almost every state has enacted laws that permit some form of diversion. Based on its review of Virginia's laws as well as existing practices throughout the Commonwealth, the VSCC determined that new diversion legislation is not required and that the General Assembly can support diversion by providing funding and resources for new and existing programs. To expand diversion, VSCC noted that additional and ongoing resources will be needed for treatment, supervision, and workforce needs, along with collaboration among stakeholders.

For purposes of its study, VSCC defined diversion as "an initiative or process (formal or informal) that allows an adult defendant to avoid a criminal charge and/or conviction by participating in or completing certain programs or conditions."

VSCC identified four potential diversion points in the criminal justice system:

- 1) Pre-Law Enforcement Encounter: individuals receive support and treatment in the community prior to any contact with the criminal justice system;
- 2) Pre-Arrest: law enforcement officers are instructed or empowered to divert individuals into treatment for behavioral needs in lieu of arrest under certain circumstances;
- 3) Pre-Charge: prosecutors either do not file charges or suspend the prosecution of charges while an individual participates in a diversion program; and
- 4) Post-Charge: occurs after an individual has entered the court system and includes both deferred adjudication and specialty dockets.

Implementation of pretrial diversion could provide Pittsylvania County's Office of the Commonwealth's Attorney with an alternative to prosecuting certain individuals in court based on agreed terms and conditions, such as, community service hours, drug testing, or education.

*Jail Mental Health Pilot Program (JMHP):*

The Needs Assessment recommends local stakeholders consider tracking the outcomes of the JMHP being evaluated by DCJS and consider incorporating successful programs into the overall strategic plans. As noted in the Needs Assessment, DCJS reports measurable improvements in the well-being of jail inmates due to the pilot and recommends the expansion of the pilot to more jails along with stable, dedicated funding for mental health treatment planning and services. Other recommendations include providing evidence-based mental health training

for all jail staff, collaborating with mental health court dockets and local Community Services Boards, considering specially designed housing pods for inmates with special needs, and providing an array of services to released program participants, including housing, employment, transportation, medication, and healthcare services in support of successful reentry.

### **Jail-Based Inmate Programs and Services**

The Pittsylvania County Jail currently provides the following jail-based services: church services, Bible study, mentoring, child support enforcement, college preparatory classes, Veterans Administration assistance, Alcoholics Anonymous, Reformers Anonymous, parenting classes, Southwest C.A.R.E.S., GED curriculum, Weekender Program, Work Release, and Work Force. These services were suspended in 2020 due to the COVID-19 pandemic and restarted in 2023. According to the Needs Assessment for this project, the programming space in the current jail consists of one “program room/library” which can accommodate 20 people. The Needs Assessment provides the following guidance to the locality regarding both alternative sentencing options and jail-based programming:

County Decision makers should focus on providing sufficient space to accommodate an operating capacity of 146 general population beds and expand local programming in the areas of Alternative Sentencing, Work Release, Reentry, and Pre-trial to better ensure that any future jail population growth will not exceed the planning projections.

### **Portsmouth City Jail**

#### **Project Overview**

This project does not increase the bed capacity of the Portsmouth City Jail; therefore, it does not meet the reporting criteria of Chapter 725, ITEM 385 B. However, BLRJ considers it informational to include this project in the annual report.

As reference, the Hampton Roads Regional Jail (HRRJ) closed in April 2024. The facility had a board rated capacity of 795. At that time, the Portsmouth City Jail (previously located at: 701 Crawford Street, Portsmouth, VA), had a board rated capacity of 248 and an annex rated as 40.

On Sunday, May 26, 2024, the Portsmouth City Jail moved into the former HRRJ, and the previous Portsmouth City Jail location closed. This Portsmouth City Jail project focuses on renovating and improving the former HRRJ facility by addressing the utilization of “Housing Unit 2.” It is planned to have an operating capacity of 280 for the Portsmouth City Jail.

#### **Local Community-Based Probation and Pretrial Services Programming**

The City of Portsmouth established local community-based probation and pretrial services under the Comprehensive Community Corrections Act (CCCA) and Pretrial Services Act (PSA) and receives state funding through grants from the Virginia Department of Criminal Justice Services (DCJS). The Portsmouth Community Corrections & Pretrial Services agency provides the programming services and is housed within the city’s organizational structure.

For the fiscal year (FY) 2024, DCJS awarded the City of Portsmouth \$629,598 for local community-based probation and pretrial services. The City of Portsmouth contributes an additional \$25,308. The total operational budget for the Portsmouth Community Corrections & Pretrial Services agency is \$654,906.

**The table below shows the funding amounts for FY2024.**

Services	State Grant Funds	Local Funds	Total
<b>Pretrial</b>	\$405,646	\$12,654	<b>\$418,300</b>
<b>Local Probation</b>	\$223,952	\$12,654	<b>\$236,606</b>
<b>Total</b>	<b>\$629,598</b>	<b>\$25,308</b>	<b>\$654,906</b>

The Portsmouth Community Corrections & Pretrial Services agency employs eight staff, which includes five pretrial officers and two local probation officers.

**The following table shows the number of pretrial services investigations, pretrial supervision placements, pretrial services average daily caseload, pretrial services average length of supervision, local probation supervision placements, local probation average daily caseload, and local probation average length of supervision for FY2021–2023.**

The number of pretrial services investigations increased by 43% while pretrial services supervision placements doubled during this timeframe. While both investigations and supervision services have significantly increased, the average length of supervision for pretrial supervision placements has decreased from 201 days in FY2021 to 125 days in FY2023, suggesting quicker local court case processing following COVID-19 impacts realized in FY2021.

Local probation supervision placements declined in FY2023 by 13 cases compared to FY2021. The average daily caseload has remained stable at 105. The average length of supervision for local probation cases has seen a significant reduction of 169 days for misdemeanor placements, while the length of supervision for felony placements has increased by 44 days.

	FY 2021	FY 2022	FY 2023
<b>Pretrial Services Investigations</b>	449	544	642
<b>Pretrial Services Supervision Placements</b>	170	267	341
<b>Pretrial Services Average Daily Caseload</b>	94	100	117
<b>Pretrial Services Average Length of Supervision</b>	201 Days	137 Days	125 Days
<b>Local Probation Supervision Placements</b>	144	133	131
<b>Local Probation Average Daily Caseload</b>	105	126	105



<b>Local Probation Average</b>	363 Days Misd.	453 Days Misd.	194 Days Misd.
<b>Length of Supervision</b>	256 Days Fel.	338 Days Fel.	300 Days Fel.

### **Program Capacity and Funding Recommendations**

Based on performance data and the overall needs assessment and jail population forecast provided in the Community Based Corrections Plan, this project does not appear to impact the resource needs of the Portsmouth Community Corrections & Pretrial Services agency and their ability to provide pretrial services and local probation services. The Community Based Corrections Plan submitted for review did not request additional programming increases. Based on this and the DCJS workload analysis, no additional programming funds are requested. It should be noted the City of Portsmouth contributes less than 4% of the total budget for local pretrial services and community-based probation services.

### **Recommendations for New Alternatives**

The Community Based Corrections Plan provided the following recommendations to expand the alternatives to incarceration available in the City of Portsmouth:

#### *Implement Law Enforcement Diversion:*

Law enforcement officers in Virginia may issue summons in lieu of making an arrest for certain low-level criminal offenses. The Needs Assessment proposed an additional pre-charge diversion option for consideration.

As an alternative to criminal justice solutions, law enforcement officers may consider diversion in apparent cases of mental illness, substance abuse, homelessness, and other social issues where the offense is low-level. One example is to establish crisis intervention teams that include enforcement officers trained in making referrals to community-based mental health and social services in lieu of arrest at the pre-booking stage.

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The Virginia State Crime Commission (VSCC) undertook a nationwide statutory review in 2021 and found that almost every state has enacted laws that permit some form of diversion.<sup>1</sup> Based on its review of Virginia's laws as well as existing practices throughout the Commonwealth, the VSCC determined that new diversion legislation is not required and that the General Assembly can support diversion by providing funding and resources for new and existing programs. To expand diversion, VSCC noted that additional and ongoing resources will be needed for treatment, supervision, and workforce needs, along with collaboration among stakeholders.

For purposes of its study, VSCC defined diversion as “an initiative or process (formal or informal) that allows an adult defendant to avoid a criminal charge and/or conviction by participating in or completing certain programs or conditions.”

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- 3) Pre-Charge: prosecutors either do not file charges or suspend the prosecution of charges while an individual participates in a diversion program; and
- 4) Post-Charge: occurs after an individual has entered the court system and includes both deferred adjudication and specialty dockets.

Implementation of pretrial diversion could provide the City of Portsmouth, Commonwealth’s Attorney’s Office an alternative to prosecuting certain individuals in court based on agreed terms and conditions, such as, community service hours, drug testing, or education.

*Jail Mental Health Pilot Program (JMHP):*

The Needs Assessment recommends local stakeholders consider tracking the outcomes of the JMHP being evaluated by DCJS and consider incorporating successful programs into the overall strategic plans. As noted in the Needs Assessment,

DCJS reports measurable improvements in the well-being of jail inmates due to the pilot and recommends expansion of the pilot to more jails along with stable, dedicated funding for mental health treatment planning and services. Other recommendations include providing evidence-based mental health training for all jail staff, collaborating with mental health court dockets and local Community Services Boards, considering specially designed housing pods for inmates with special needs, and providing an array of services to released program participants, including housing, employment, transportation, medication, and healthcare services in support of successful reentry.

**Jail-Based Inmate Programs and Services**

Portsmouth City Jail offers the following services and programs to the general population: non-contact visitation, including video visitation options, library service and access to the legal/law library, commissary provided by a contracted vendor and purchases allowed once a week through telephone and/or the housing unit kiosk, medical services through an on-site Physician’s Assistant three to four times per week and an on-site Medical Doctor twice per week, offsite emergency dental services, parenting classes through the MAN Foundation, religious programs

through the Southeastern Correctional Ministry, and other recreational opportunities provided in dayrooms of the housing units.

Other programs offered through the Portsmouth City Jail that were suspended in 2020 due to the COVID-19 pandemic with plans to resume, include: Weekender Program, Work Release, and Work Force (trash pick-up, maintenance/clean-up, planting and lawn cutting).



## Approved Funding

Funding is included in this item for the Commonwealth's 25% reimbursement of the approved capital costs as determined by the BLRJ and other interest costs as provided in §§53.1-80 through 53.1-82.2, Code of Virginia, for the following:

<b>Project:</b>	<b>Maximum State Share:</b>
<b>Chesapeake Correctional Center</b>	\$437,603
<b>Chesterfield County Jail - Resubmittal</b>	\$340,320
<b>Montgomery County Jail</b>	\$221,051
<b>New River Valley Regional Jail</b>	\$144,022
<b>New River Valley Regional Jail - Resubmittal</b>	\$321,177
<b>Norfolk City Jail</b>	\$843,243
<b>Piedmont Regional Jail</b>	\$411,855
<b>Pittsylvania County Jail</b>	\$15,076,753
<b>Portsmouth City Jail</b>	\$26,420,944
<b>Prince William-Manassas Regional ADC</b>	\$541,250
<b>TOTAL</b>	<b>\$44,758,218</b>

## **Recommended Financing**

All estimates were computed using a budgeted interest rate assumption of 5.00%. The actual interest rate will be based on market conditions at the time of the transaction. Also, the estimates only relate to reimbursement of approved project costs and do not include reimbursement of the state's share of the regional authorities' financing (interest) costs from construction midpoint through completion, which will also be determined at completion based on the timing and terms of their respective financings.

Since BLRJ approval has been obtained, the Department of Treasury will establish a file for each of these and monitor for General Assembly reimbursement authorization during future sessions after which they will be added to our list of authorized jail projects.

## **Conclusion**

The BLRJ remains committed to ensuring jail infrastructure meets the Commonwealth's safety, security, and rehabilitative goals. Continued monitoring of population trends and collaboration with partner agencies will guide future facility planning and investment strategies.

Thank you to our partners at the Department of Criminal Justice Services, Department of the Treasury, and the leadership from the Secretary of Public Safety & Homeland Security Office for the collaborative inputs in the creation of this report.