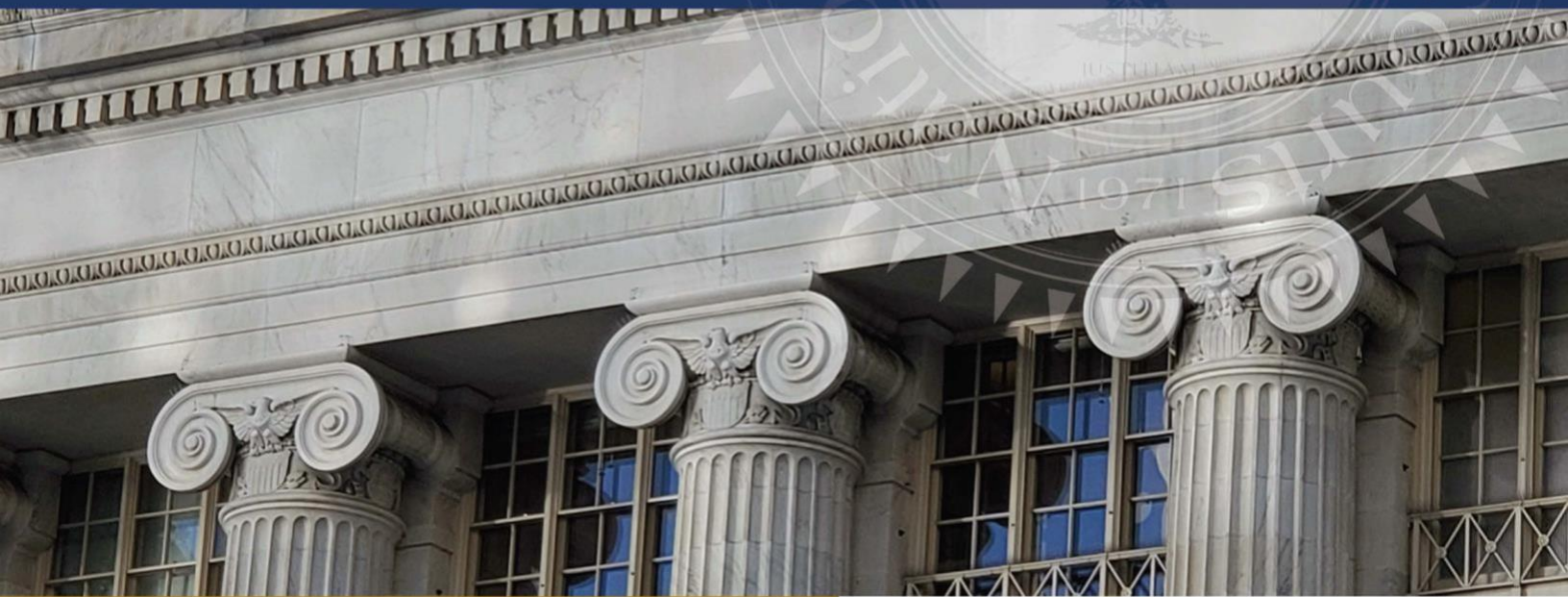


Commonwealth of Virginia Department of Criminal Justice Services Pretrial Services and Local Probation Funding Assessment



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The points of view expressed in this report are those of the authors and do not necessarily represent the official position or policies of the Commonwealth of Virginia Department of Criminal Justice Services.

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Executive Summary

The Virginia Department of Criminal Justice Services (DCJS) contracted with the National Center for State Courts (NCSC) to complete a funding assessment for pretrial services and local probation agencies in the Commonwealth of Virginia. The funding assessment will be used to improve the equitable distribution of limited financial resources available for pretrial and local probation services. The funding assessment is informed by a workload study¹ completed by NCSC for the same agencies in July 2022.

Virginia pretrial and local probation services are funded by finite, state-based discretionary grants created by Virginia's Comprehensive Community Corrections Act (CCCA) and Pretrial Services Act (PSA). Since the passage of the CCCA and PSA in 1995, this discretionary grant funding has been used by local governments in Virginia to establish and maintain pretrial and local probation services for eligible individuals before the court. The services funded by these grants include supervision for adult persons convicted of certain misdemeanors and non-violent felonies with a sentence of 12 months or less; pretrial investigations; and supervision for pretrial defendants.

The Virginia CCCA/PSA grant funding option allows agency configuration and services to be locally driven. This allows the agency to be reflective of the needs of the local justice system. The variations found in Virginia's CCCA/PSA funded agencies make it difficult to formulate an equitable distribution of limited resources. This report will highlight several variables to consider when developing a funding model in Virginia.

The Virginia Pretrial Services and Local Probation funding assessment provides decision makers with data at the agency level on:

- the number of staff needed based on present workload;
- the number of staff needed prioritized based on workload per officer;
- the personnel cost and cost of living differential;
- the funding distribution by the local fiscal agent and funding source (state and local); and
- a model with state-only funding.

¹ The workload study is available at <https://www.dcjs.virginia.gov/sites/dcjs.virginia.gov/files/publications/corrections/pretrial-and-local-probation-workload-study.pdf>.

Introduction

The Virginia Department of Criminal Justice Services (DCJS) contracted with the National Center for State Courts (NCSC) to complete a funding assessment for pretrial services and local probation agencies in the Commonwealth of Virginia. The funding assessment is informed by the recently completed workload study for the same agencies. The workload assessment provides measures for practitioners on the application of science in the work, efficiencies, and staffing needs. The workload assessment is a necessary step to develop an informed funding assessment intended to improve the equitable distribution of limited financial resources.

Virginia Department of Criminal Justice Services

The Virginia Department of Criminal Justice Services (DCJS) is charged with planning and carrying out programs and initiatives to improve the functioning and effectiveness of the criminal justice system as a whole (*Code of Virginia* § 9.1-102). The agency's primary constituents are local and state criminal justice agencies and practitioners, local governments, state agencies, private agencies, private security practitioners and businesses, and the public-at-large. Other constituents include the federal government, and advocacy groups/associations (About DCJS, n.d.).

DCJS, Division of Programs and Services, Adult Justice Programs administers the Comprehensive Community Corrections Act for local responsible offenders (CCCA) and Pretrial Services Act (PSA) discretionary grants to local units of government (Comprehensive Community Corrections Act (CCCA) & Pretrial Services Act (PSA), n.d.). Only county and city governments currently receiving CCCA and PSA funding are eligible to receive future grants for pretrial services or local probation agency operations.

Pretrial Services

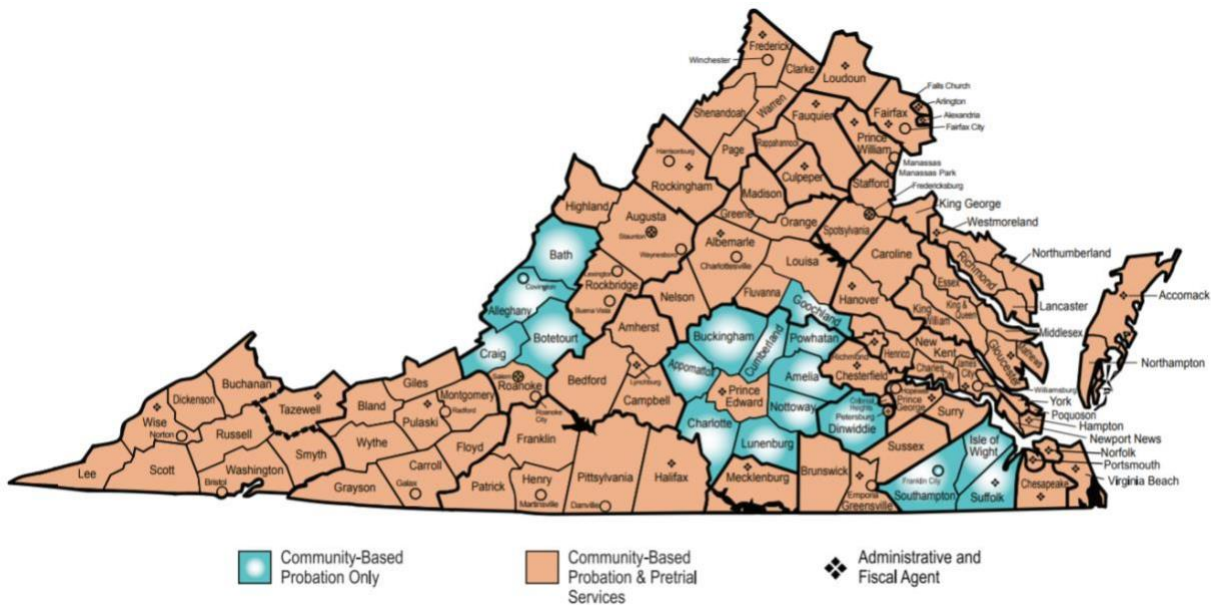
In 1989, Pretrial Services was first created in Virginia pursuant to authorizing language in the Appropriations Act; and in 1995, pretrial services agencies were authorized by statute with the passage of the Pretrial Services Act (PSA, *Code of Virginia* § 19.2-152.2). Pretrial services agencies provide informational and investigative services to judicial officers to help determine whether individuals charged with certain offenses and awaiting trial need to be held in jail or can be released to the community with supervision and/or other bail conditions (CCCA & PSA, n.d.). Pretrial services agencies also supervise individuals released from incarceration pending trial and provide court-ordered services. These services may include substance abuse assessment, substance abuse testing, referrals to treatment services in the community, and electronic monitoring.

Local Probation

In 1995, local community-based probation agencies were created by the Comprehensive Community Corrections Act (CCCA, *Code of Virginia* § 9.1-173). This act established an alternative to incarceration for persons convicted of certain misdemeanors or non-violent felonies for which sentences would be 12 months or less in a local or regional jail (CCCA & PSA, n.d.). Local community-based probation service agencies provide supervision, community service referral and monitoring, home incarceration with or without electronic monitoring, substance abuse screening, assessment, testing, and evidence-based interventions.

Figure 1 provides a visual representation of local community-based probation and pretrial services in the Commonwealth of Virginia as of January 2022.

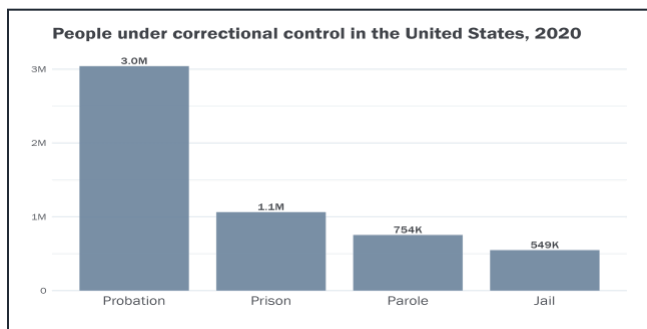
Figure 1: Community-Based Local Probation and Pretrial Services



Community Supervision Funding Approaches

Probation handles the largest body of correction work in the justice system as shown by the Council of State Governments Justice Center data in Figure 2. Funding for community supervision often falls short of the need while expectations for supervision outcomes remain high. Providing supervision coupled with treatment and evidence-based programming has the highest return

Figure 2: People Under Correctional Control, Council for State Governments Justice Center (2020)



on reducing recidivism and increasing the safety of the community. Pretrial supervision is intended to reduce the costs associated with jail while upholding the individual's right to the least restrictive oversight to ensure appearance and compliance with the law.

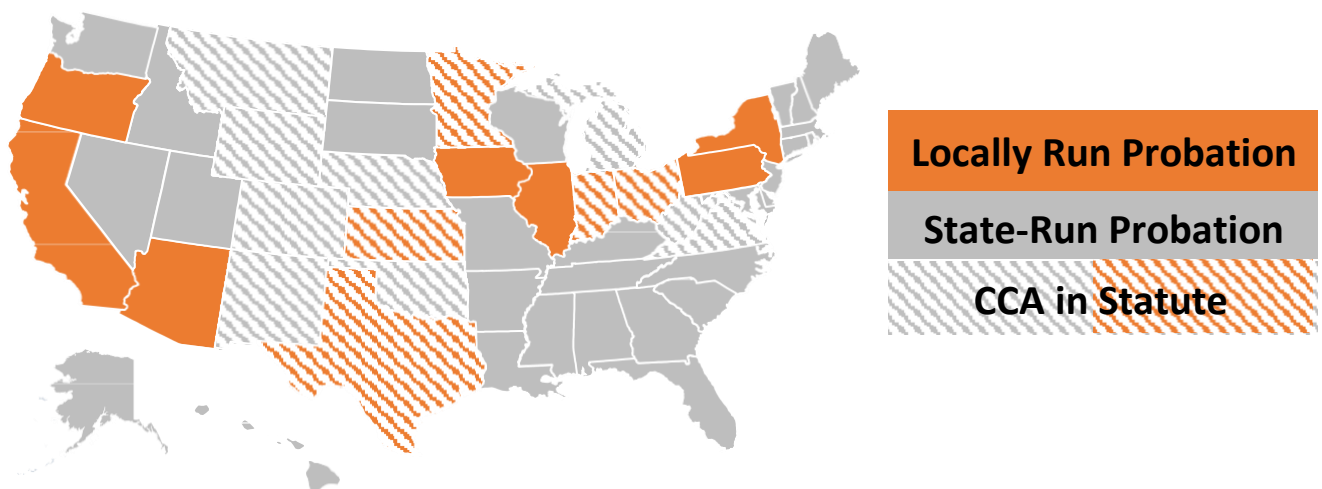
Funding of supervision agencies across the country is quite varied. The Council of State Government (CSG) Justice Center has identified various themes across state approaches to funding supervision. Those relevant to the Virginia work include:

- attention and funding for community corrections functions;
- organizational challenges based on variations in governance including
 - state versus county employees and governance and
 - "community corrections" versus "regular probation" when these are not the same thing;
- policy tensions between funding that rewards desirable practices and funding to "lift up" the communities with less desirable performance.

The CSG Justice Center further documents the prevalence of community corrections acts in providing funding for local correctional engagement by identifying 14 states with an explicit version of a CCA in statute and 12 states with county/district level probation supervision. The following are common features of states with this approach:

1. a subsidy with restrictions on its use;
2. local participation, collaboration, and planning;
3. target population and performance target(s);
4. funding formula or other form of grant-making or subsidy.

Figure 3: CSG: States with CCA Approaches



Nationally, funding formula approaches vary. Some states tie funding to performance (e.g., California, Arizona, Illinois, and Arkansas), some use county comparison in funding (e.g., Texas, Pennsylvania, Minnesota, and Oregon), and several use the sentencing

guidelines/risk assessment to define the target population and tie funding to programs specific to that population (e.g., Michigan and Kansas). There is not one adopted approach that meets all local and state needs.

Virginia Pretrial Services and Local Probation Funding

Virginia pretrial and local probation services are funded by state funds using finite grant resources. These grants are discretionary and available to local units of government as a result of Virginia's Comprehensive Community Corrections Act (CCCA) and Pretrial Services Act (PSA). Since these grants were established in 1995, funding has been used to create and maintain programs that provide the judicial system with sentencing alternatives and pretrial support for eligible individuals before the court. These services include:

- supervision for adults convicted of certain misdemeanors and non-violent felonies with a sentence of 12 months or less;
- pretrial investigations; and
- supervision for pretrial defendants.

Pretrial services and local probation agencies are the primary provider of these services in Virginia. These services are guided by minimum standards established by the Virginia Department of Criminal Justice Services (DCJS) and can be tailored to best fit a locality's needs and the supervisee/defendant population in the area. This variation in services has been a cornerstone component of CCCA/PSA but does add complexity to an equitable distribution of funds.

Virginia CCCA/PSA allows for local contribution but does not require a local match to the state funds with the exception of two localities (Albemarle and Wise) as designed in the current Appropriation Act². These funds may provide additional supervision resources (e.g., personnel) and related services. This is a factor when considering the variation in services and personnel that increases the complexity for a funding model in Virginia.

Financial resources available through the CCCA and PSA discretionary grants have benefited from additional investments of state funds over the years, but distribution of those funds was informed primarily by caseload instead of workload. Additionally, some local agencies contribute local funding to support these services.

² DCJS does not require the applicant to provide funds in addition to the grant award unless specified in the Appropriations Act language. Only Wise and Albemarle Counties have match requirements in the current Appropriations Act.

A funding assessment for Virginia pretrial services and local probation has been explored several times over the past two decades, starting as early as 1999. Previous attempts were supported by the legislature, most often informed by stakeholders, and focused on equitable distribution. The results have not been adopted nor appear to be used to make more immediate decisions without long-term application. In 2018, the Virginia State Crime Commission published the *2018 Annual Report: Virginia Pre-Trial Data Project and Pre-Trial Process* which recommended that a funding formula be created for pretrial services agencies. In response to this recommendation, DCJS committed to performing a funding assessment to inform future funding decisions. The workload measures from the July 2022 workload study with the agency variables noted in this report can be used to inform future funding decisions for CCCA and PSA agencies.

Workload vs. Caseload

In this report workload refers to measures of the amount of effort needed to complete each piece of work with variation allowed for simple and complex tasks (e.g., the measure of time needed per month to supervise a low-risk individual is lower than the time needed to supervise a high-risk individual). Caseload uses only numbers without regard to level of effort (e.g., number of individuals on supervision regardless of risk level).

Project Approach

The Virginia Department of Criminal Justice Services (DCJS) contracted with the National Center for State Courts (NCSC) to complete a funding assessment to inform the future discretionary grant process, provide a transparent funding model, establish a minimum grant request based on types of services provided, and compare estimated funding need to level of funding based on services provided.

The funding assessment was initiated prior to the completion of the workload study, which concluded in July 2022.

Information for the funding assessment was gathered from CCCA/PSA agency directors, FY2023 grant applications, and from the weighted workload assessment. The work was guided by an advisory committee of agency leaders and stakeholder organizations.

The funding assessment will inform distribution of funds in the future, establish personnel (officer) need based on workload, and provide a transparent model to work from in the future. In addition, the assessment can provide local agency leadership and local government partners with an understanding of local vs. state contribution to services and justification for additional resources.

Advisory Committee

The NCSC worked with an Advisory Committee consisting of local agency directors from a representative sample of pretrial services and local probation agencies across the state, representatives from the Virginia Community Criminal Justice Association (VCCJA), and legislative stakeholder representatives from Virginia Senate Finance and House Appropriations. Additional stakeholder representatives served on the Advisory Committee from Virginia Association of Counties (VACo), Virginia Municipal League (VML), Virginia State Crime Commission (VSCC), Virginia Board of Local and Regional Jails (BOLRJ), and the Virginia Department of Planning and Budget (DPB).

With the Advisory Committee's guidance, the NCSC developed and carried out the critical components of the study. Specifically, the Advisory Committee provided feedback on the overall assessment design, the identification of applicable data elements and source information, and the final assessment.

Assessment Data Elements

The funding assessment was informed by a survey completed by all CCCA/PSA agency directors, budget allocation data from the FY2023 CCCA/PSA grant applications, workload study outcomes, and the cost of living index. The following tables provide the data elements and source information for each followed by a short discussion on the relevance and variations.

CCCA/PSA Director Survey

The survey of the CCCA/PSA directors was distributed in the fall of 2021, and every director responded to the request. The survey captured data elements not easy to query in the present database system. The survey can be found in Appendix A. Table 1 provides the data elements gathered from the director survey.

Table 1: Data Elements: CCCS/PSA Director Survey

Data Element	Date Range	Source
Agency Type	Present	Director Survey
Pretrial Services Only <i>JDR/GDC/Circuit – by locality</i>		
Local Probation Only <i>JDR/GDC/Circuit – by locality</i>		
Pretrial Services/Local Probation Office <i>JDR/GDC/Circuit – by locality</i>		
Localities Served by agency	Present	Director Survey
Facilities	Present	Director Survey
Physical Satellite Office		
Functions from Satellite Office		
Number of Jails – Pretrial Investigations are conducted	Present	Director Survey
Regional/Local Jail		
Video/In person/Both		

The director survey was designed to collect information about the number of localities served by the agency, whether the agency has a satellite office and how that office is staffed, services provided by the agency, and type of courts served by the agency, all of which impact staffing needs.

Agencies that serve more than one locality or that cover a large geographic area may have a satellite office to better meet the needs of the community. (The number of localities served by one agency ranges from 1 to 11.) Satellite offices may be occupied part time with limited hours or full time. Appendix A provides a full accounting of the number of jurisdictions served and satellite offices. Understanding whether a particular agency has a satellite office and the staffing decisions for that office are necessary to establish a base, non-personnel, operating cost.

Agencies are also impacted by the volume of court cases and type of supervision and services provided. Pretrial and local probation services may be available to Juvenile and Domestic Relations Court (adult domestic relations cases), General District (criminal),

and Circuit Court (limited to deferred cases and some felony cases with 12 months or less sentence). Agencies may provide pretrial investigation services to more than one jail and may complete interviews in person, by video, or a combination. Video is the most streamlined interview platform but is not available system wide. The agency's breadth of services to an increased number of courts will affect the workload and is a variable that will inform an equitable distribution of funds.

Court culture may also affect the average length of stay and average daily caseload driving some variations between agencies across the state. For example, court policy on case continuances is beyond the control of the agency but is directly related to the average length of stay.

DCJS On-line Grant Management System

The DCJS On-line Grant Management System (OGMS) is a recently deployed grant system required by DCJS to manage grant applications and monitor financial and program progress. Data entered into OGMS by the local agency director (or designee) provides a significant amount of program-related budget and cost information. For the purposes of this work, DCJS staff provided the personnel costs from the FY2023 grant application. Table 2 provides a list of the data elements obtained from the OGMS information.

Table 2: Data Elements: DCJS On-line Grant Management System

Data Element	Date Range	Source
Employee Counts	FY2023	DCJS On-line Grant Management System (OGMS)
Full Time/Part Time		
Administrator (Director/Asst. Director)		
Supervisor		
Pretrial Services/Local Probation Officer		
Administrative Support		
Salary	FY2023	DCJS On-line Grant Management System (OGMS)
Annual or hourly rate by type of position		
Budget allocation for CCCA/PSA functions	FY2023	DCJS On-line Grant Management System (OGMS)
Pretrial Services State Funds <i>(personnel/non-personnel)</i>		
Pretrial Services Local Contribution <i>(personnel/non-personnel)</i>		
Pretrial Services Match		
Local Probation State Funds <i>(personnel/non-personnel)</i>		

Data Element	Date Range	Source
Local Probation Local Contribution (<i>personnel/non-personnel</i>)		
Local Probation Match		

Grant applications provided through OGMS were used to identify position titles, cost of positions, and funds (state or local contribution) used to support positions. For the purposes of the funding assessment, all positions were categorized as administrative pretrial services officer, local probation officer, supervisor, assistant director, director, and other. The other category included positions that support the primary work but do not appear to hold a caseload or fit into the officer or administrative roles (e.g., HR analyst, financial analyst, public safety analyst, criminal justice planner, training coordinator, IT support, and business manager). Table 3 lists the number of positions by category.

Table 3: Positions by Category

	Admin Staff	Pretrial Services Officers	Local Probation Officers	Supervisor	Assistant Director	Director	Other	Total
Statewide Total	79.3	230.1	226.6	53.0	8.0	38.0	12.8	647.8

Agencies are given the freedom to construct a staffing configuration that meets the needs of the community. For example, one agency may require administrative staff to enter data into the Pretrial and Community Corrections Case Management System (PTCC) and another agency may require officers to perform data entry as one of their primary job functions. These operational decisions drive workload, which in turn, drives personnel need.

Table 4 provides the FY2023 average staff ratios across the state, but variations are great. One agency has one part-time administrative person for 34 personnel in comparison to one per 7.2 as a statewide average. Officers per supervisor fluctuate between 4.3 to a high of 15.

Table 4: Staff Ratios

	Staff per Admin Personnel	Office per Supervisor
Statewide Average	7.2	8.6

A local match is not required to receive funds through the CCCA/PSA discretionary grant with the exception of two localities (Albemarle and Wise) as designed in the

current Appropriation Act³; however, some localities have contributed local funds to support core operations and at times to expand services outside of the CCCA/PSA legislative scope based on local court culture or community need. Local contributions for personnel costs range from as high as 86% of the agency budget to zero. This factor helps explain the significant variation in number of personnel, salary, and services available across the state. Table 5 provides a summary of differences in local contribution for personnel costs.

Table 5: Local Contribution – Personnel

Local Contribution %	Number of Agencies
0 – 10%	16
11 – 25%	6
26 – 50%	10
51 – 75%	2
76 – 99%	3

Cost of Living Index

To account for the varying cost of everyday living (e.g., housing, food, healthcare, transportation, and energy) across the state, the cost of living index was used. When one agency serves multiple localities, the locality that serves as the fiscal agent was used. Cost of living is a necessary factor when considering salaries across the state for similar positions. Appendix D provides the cost of living used for the funding assessment.

Workload Study

To achieve a comprehensive understanding of the pretrial services and local probation workload, a statewide workload study commenced in 2021 and was finalized in 2022. The study used quantitative and qualitative data and collected information via the following strategies:

1. Surveys of all pretrial services and local probation officers and staff providing direct services. A total of 394 staff completed the surveys measuring the sufficiency of time and inventorying the policy, practice, and operations.
2. Reviews and analyses of the administrative data available in PTCC for accuracy and available counts.
3. A four-week time study with all pretrial services and local probation staff providing information on investigation or supervision duties: 94% of expected officers completed the time study.
4. Four Delphi Groups to assess the reasonableness of completing duties in a quality and timely manner as trained.

³ DCJS does not require the applicant to provide funds in addition to the grant award unless specified in the Appropriations Act language. Only Wise and Albemarle Counties have match requirements in the current Appropriations Act.

Tables 6–9 provide additional information and the final workload measures for each of the activities. See [Commonwealth of Virginia Department of Criminal Justice Services, Pretrial and Local Probation Workload Study](#) for additional information.

Pretrial Services Investigation Workload

Each of the activities identified during the pretrial investigations phase of work are counted per case without recurrence. On average, each screening takes 13 minutes to complete and includes all steps associated with screening for investigation only. On average, each investigation takes 89 minutes per case and includes all steps (interview, verification, documentation, criminal background and data entry, risk assessment, report writing, dissemination of the report, and follow up required). Completing only the prior criminal activity report without a full investigation takes, on average, 31 minutes.

Table 6: Final Workload Values – Pretrial Services Investigations

PRETRIAL SERVICES INVESTIGATIONS			
Activity	What the Activity Includes	Time Study Workload Values	
Screening	<ul style="list-style-type: none"> ▪ Pretrial screening for investigation only 	13 minutes	per case
Investigation	<ul style="list-style-type: none"> ▪ Interviews ▪ Verification attempts ▪ Criminal record check (DMV, NCIC/VICN) ▪ VPRAI completion, ▪ VPRAI Report ▪ Pretrial Investigation Court Report ▪ Dissemination of the report to court and attorneys ▪ Follow up/Sequential Review 	89 minutes	per case
Prior Criminal Activity Only Report (No Investigation)	<ul style="list-style-type: none"> ▪ Completing only the prior criminal activity report 	31 minutes	per case

Pretrial Services Supervision Workload

Pretrial Services supervision activities are measured per case/per month. Pretrial supervision workload values differentiate case monitoring time by case level as determined by an individual's risk level. A Level I case takes an average 23 minutes per case/per month; Level II cases take 25 minutes per case/per month; and Level III cases take 50 minutes per case/per month. The average time estimates include all activities relevant to supervising an active case.

Table 7: Final Workload Value – Pretrial Services Supervision

PRETRIAL SERVICES SUPERVISION				
Case Type	What the Activity Includes	Sub Type	Time Study Workload Value	
Pending/ Pending Close	<ul style="list-style-type: none"> ▪ Case closings ▪ Correspondence ▪ Criminal record check (DMV/NCIC/VCIN) ▪ Monitoring of status ▪ Case preparation 		8 minutes	per case/ per month
Active	<ul style="list-style-type: none"> ▪ Initial contact ▪ Referrals ▪ Face to Face meetings ▪ Virtual contacts ▪ Collateral contacts ▪ Drug testing (single case) ▪ Court correspondence (violations, status reports) ▪ Court reminder notifications ▪ NCIC/VCIN ▪ Home electronic monitoring/GPS ▪ SCRAM ▪ Other correspondence 	Monitoring	23 minutes	per case/ per month
		Level I	25 minutes	per case/ per month
		Level II	50 minutes	per case/ per month
		Level III	86 minutes	per case/ per month
Inactive	<ul style="list-style-type: none"> ▪ Correspondence ▪ Verification of continuing status ▪ Criminal record check (DMV/NCIC/VCIN) 		2 minutes	per case/ per month

Local Probation Workload

The local probation activities workload values also differentiate between the amount of time it takes to supervise a low-risk case in comparison to a medium- or high-risk case. On average, a low-risk case takes 42 minutes per case/per month and a medium- or high-risk case takes 165 minutes per case/per month.

Table 8: Final Workload Value – Local Probation Supervision Workload

LOCAL PROBATION SUPERVISION				
Case Type	What the Activity Includes	Sub Type	Time Study Workload Value	
Pending/ Pending Close	<ul style="list-style-type: none"> ▪ Case closings ▪ Correspondence ▪ Criminal record check (DMV/NCIC/VCIN) ▪ Monitoring of status ▪ Case preparation 		4 minutes	per case/ per month
Active	<ul style="list-style-type: none"> ▪ Initial screening/assessment ▪ Initial contact ▪ Referrals ▪ Face to Face meetings ▪ Virtual contacts ▪ Collateral contacts ▪ Report writing ▪ Case planning ▪ Drug testing (single case) ▪ Court correspondence (violations, status reports) ▪ NCIC/VCIN ▪ Home electronic monitoring/GPS ▪ SCRAM ▪ Case related travel ▪ Other correspondence 	Low Risk	42 minutes	per case/ per month
		Medium/ High Risk	165 minutes	per case/ per month
Monitoring	<ul style="list-style-type: none"> ▪ Courtesy case from the court ▪ Restitution only 		7 minutes	per case/ per month
Inactive	<ul style="list-style-type: none"> ▪ Correspondence ▪ Verification of continuing status ▪ Criminal record check (DMV/NCIC/VCIN) 		2 minutes	per case/ per month

Non-Case-Related Activity

Work performed by pretrial services and local probation officers that does not relate to a specific case is defined as a non-case-related activity. The breakdown between case-related and non- case-related work is a key component to determine pretrial services and local probation officer workload values. Table 9 provides the categories of non-case-related activities. On average, one hour per day is used on non-case-related activities.

Table 9: Non-Case-Related Activities

NON-CASE-RELATED ACTIVITY			
Category	Sub Type	What the Activity Includes	Time Assignment
Meetings/ Administration	Staff/Unit Meeting	<ul style="list-style-type: none"> Meetings held in the organization to deliver or gather information. 	Non-case related time
	Committee/Work related meetings	<ul style="list-style-type: none"> Meetings held internal or external to develop processes. 	Non-case related time
	Email/Telephone (not case specific)	<ul style="list-style-type: none"> Communication by email or telephone that is not specific to a case. 	Non-case related time
	Community Activity/ Community Partnerships	<ul style="list-style-type: none"> External to the agency and in partnership with other organizations while on work time. 	Non-case related time
Education	Training (participant)	<ul style="list-style-type: none"> Time spent engaging in coaching, conducting observations of others, providing or receiving feedback, and one-on-one meetings with supervisor to further develop skills. <i>Note: Time spent staffing a case with peers or supervisor should be included under case-related activities.</i> Includes attending training sessions, reading professional literature, or engaging in other activities to stay current with professional literature, and communities of practice (COPs). Excludes any training provided outside of work for personal compensation or payment. 	Non-case related time

NON-CASE-RELATED ACTIVITY			
Category	Sub Type	What the Activity Includes	Time Assignment
	Trainer (lead training)	<ul style="list-style-type: none"> Includes leading or presenting training sessions, and all time relate to the preparation of the training session. 	Non-case related time
Other	Employee Wellness Activities	<ul style="list-style-type: none"> Activities developed and/or supported by your management team to facilitate employee health and well-being (e.g., reduce stress, burnout) or develop a positive local culture (e.g., teambuilding activities). 	Non-case related time
	Travel	<ul style="list-style-type: none"> This travel includes time related to training and/or work-related activities not related to a case. Does NOT include traveling to court or traveling to deliver paperwork for a specific case. 	Non-case related time

Assessment Design

The funding assessment provides decision makers with agency-level data on the number of staff needed based on present workload; the number of staff needed prioritized based on workload per officer; the personnel cost and cost of living differential; the funding distribution by the local fiscal agent and funding source (state and local); and a model with state only funding. Although the data is available at the agency level in the full model, the following sections use region-based sample agencies to illustrate the need and variation in need across the state. The regions were designed to group localities that are geographically close and have similar costs of living.

Regional Approach

The regions used in the following sections group localities that are geographically close and therefore likely have access to similar services and have a comparable cost of living. For agencies serving more than one locality, only the cost of living for the fiscal agent locality was used. Figure 4 provides a visual of the regions proposed in the model.

Figure 4: Funding Assessment Regional Map

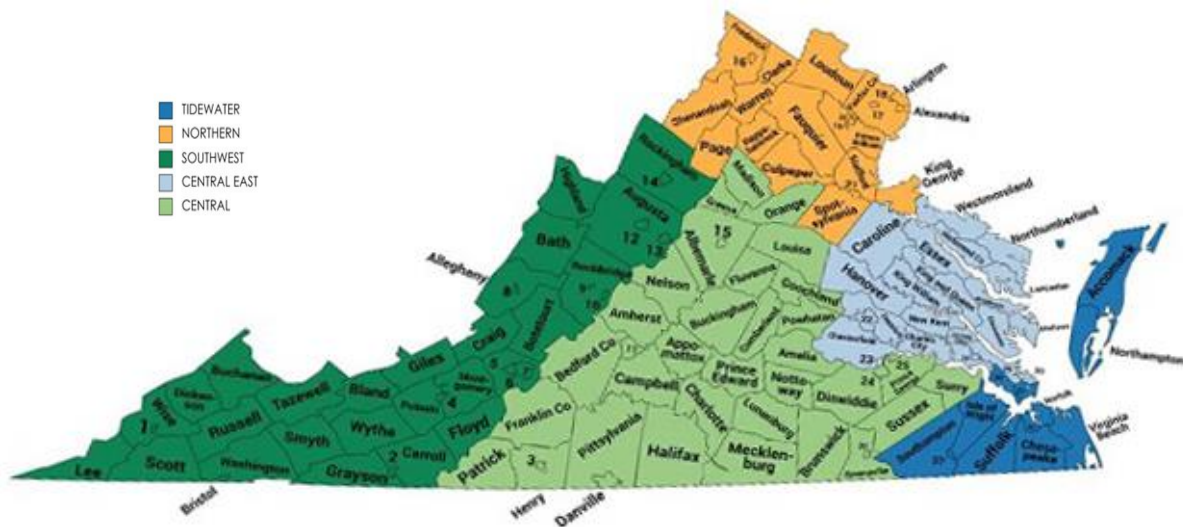
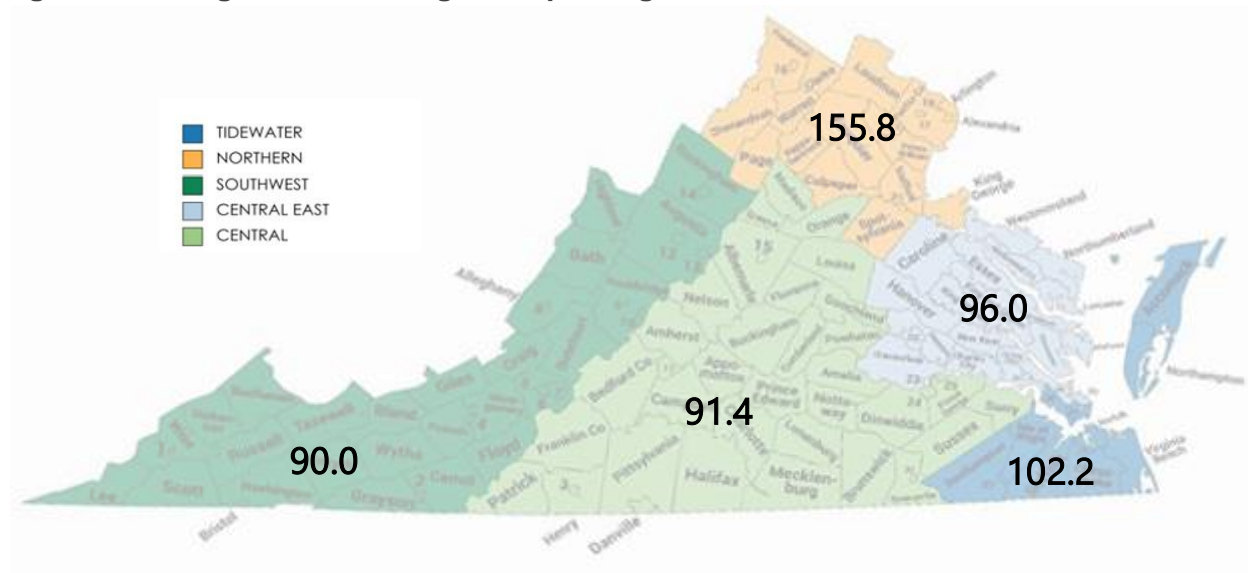


Table 10 shows the variation of cost of living in each region and Figure 5 provides the average cost of living per region.

Table 10: Cost of Living High/Low by Region

Region	High Index Factor	Low Index Factor
Central	98.5	94.7
Central East	95.4	90.1
Northern	156.1	155.6
Southwest	94.6	85.7
Tidewater	110.6	98.5

Figure 5: Average Cost of Living Index per Region



Current Staffing and Implied Need

Using the data from the workload study, the model can predict the implied need of staffing. The workload study was focused on the pretrial services and local probation officer positions. Table 11 illustrates the current and implied need for officer positions for five sample agencies. For example, the sample central agency has six pretrial services officers and seven local probation officers. Based on the workload measure, the sample central agency needs 8.7 pretrial services officers and 13.9 local probation officers, an increase of 9.6 positions. The model suggests a statewide need of an additional 23.1 officer positions to meet the workload demand.

Table 11: Pretrial Services/Local Probation Officer Implied Need (SAMPLE AGENCIES)

Sample Agency	CURRENT		IMPLIED NEED		Increase/Decrease
	Pretrial Officers	Probation Officers	Pretrial Officers	Probation Officers	
Central	6.0	7.0	8.7	13.9	+9.6
Central East	11.1	7.0	14.1	13.5	+9.5
Northern	2.0	4.0	2.8	6.2	+3.0
Southwest	5.5	6.1	9.0	8.6	+6.0
Tidewater	9.0	4.0	11.3	5.6	+3.8
Statewide Total	230.1	226.6	269.0	210.7	+23.1

The workload model recommends upper and lower thresholds for workload per officer. According to threshold convention, when workload per staff is equal to or greater than 1.15 FTE, there is a need for one or more additional staff positions; and when workload per staff falls below .6 FTE, there is a need for fewer positions.

Table 12 is an illustration of five sample agencies with a prioritized need based on workload. For example, the central east sample agency has 18.5 officer positions, representing a 1.49 workload per full-time employee. The overall officer need is 27.59 to meet workload demand. For each additional position, the workload per staff will be reduced. The addition of one officer will reduce the workload from 1.49 to 1.41. The addition of a second and third position will reduce the workload to 1.35 and 1.28 respectively. The addition of a sixth position will move the workload per person under the preferred threshold (equal to or below 1.15) to 1.13. The central east sample agency will need at least an additional six positions to meet the workload demand. The tidewater sample agency has 16 officer positions and needs 16.84 based on workload. The staff currently carry 1.05 of the workload per employee. This agency does not currently need additional positions to meet the workload demand.

Table 12: Change in Workload with Additional Staff

Agency Sample	Current Total Staff FTE	Current Workload per Staff	Overall Implied Staff Need	Staff Need (FTE) using 1.15/.6	Additional Staff Positions (FTE) Change in Workload per Staff						
					1	2	3	4	5	6	7
Central	13.0	1.74	22.62	20.0	1.62	1.51	1.41	1.33	1.26	1.19	1.13
Central East	18.5	1.49	27.59	24.5	1.41	1.35	1.28	1.23	1.17	1.13	
Northern	7.8	1.17	9.04	8.8	1.03						

Agency Sample	Current Total Staff FTE	Current Workload per Staff	Overall Implied Staff Need	Staff Need (FTE) using 1.15/6	Additional Staff Positions (FTE) Change in Workload per Staff						
					1	2	3	4	5	6	7
Southwest	11.0	1.60	17.55	16.0	1.46	1.35	1.25	1.17	1.10		
Tidewater	16.0	1.05	16.84	16.0							

Personnel Cost

Personnel cost remains the largest line item in the pretrial services and local probation budgets. Pretrial services and local probation are human service delivery heavy institutions. The model considers the real personnel costs and adjusts for cost of living to pinpoint any areas of concern about pay differential which can lead to morale loss and turnover. Tables 13 and 14 provide average costs per position type by region. This information is available in detail in the model.

Table 13 shows the average salary per position type for the region without any adjustment. Northern regions have the highest average salaries and much of the southwest region has the lowest, as indicated by the numbers in bold.

Table 13: Average Salary for the Region, by Position

Region	Admin Staff	Pretrial Services Officer	Local Probation Officer	Supervisor	Assistant Director	Director
Central	\$39,223	\$47,781	\$45,857	\$60,444	\$84,170	\$83,101
Central East	\$33,723	\$41,514	\$41,088	\$55,926	\$66,830	\$82,757
Northern	\$50,115	\$61,071	\$63,405	\$88,119	\$112,234	\$120,335
Southwest	\$33,359	\$41,023	\$38,407	\$51,718	\$55,729	\$79,787
Tidewater	\$38,462	\$41,918	\$42,261	\$61,142		\$73,784

Table 14 shows adjusted salaries using the cost of living index. This index (Appendix D) equalizes salary with the cost associated with everyday living (e.g., housing food, healthcare, transportation, and energy). This adjustment shows that the central agencies' average salary by position type is the highest for five of the six positions and the northern agencies' average salary by position type is the lowest for four of the six position types.

Table 14: Average Salary for the Region, by Position – Cost of Living Adjusted

Region	Admin Staff	Pretrial Officer	Local Probation Officer	Supervisor	Assistant Director	Director
Central	\$41,056	\$49,771	\$47,764	\$63,081	\$87,441	\$86,590
Central East	\$36,870	\$45,400	\$44,969	\$61,606	\$74,173	\$90,634
Northern	\$32,171	\$39,205	\$40,706	\$56,577	\$72,130	\$77,265
Southwest	\$37,048	\$45,185	\$42,584	\$57,613	\$61,852	\$88,439
Tidewater	\$37,604	\$40,924	\$41,375	\$59,304		\$72,438

State Funding Only Model

To better understand the impact of local contribution, the model was recalculated using current and implied need established by the workload study and state funds only to support personnel. As illustrated in Table 15, there are presently 647.8 positions, and to meet the demand, the system needs 698.1 positions. If the personnel budget was reduced to state funds only, the statewide system would be short 235.5 positions as currently staffed and 285.7 positions if meeting the workload demand. The statewide average of state funds is 59% of the personnel cost and local funds account for 41%. Local contributions have a sizable impact on the ability to deliver services across the state.

Table 15: Personnel Need – State Funds Only

	Current Staff Totals: State and Local	Implied Need Staff Totals: State and Local	Estimated Staff Totals: State Funding Only	Difference: Estimate less Current Staff	Difference: Estimate less Implied Need
Statewide Total	647.8	698.1	412.3	-235.5	-285.7

Future Opportunities

The funding assessment for Virginia pretrial and local probation service organizations is a tool that is data-informed for use by DCJS, local agency leadership, and stakeholders. Together, the workload model and the funding assessment provide a strong basis for understanding the demand created by the work and how to focus limited resources for the greatest impact.

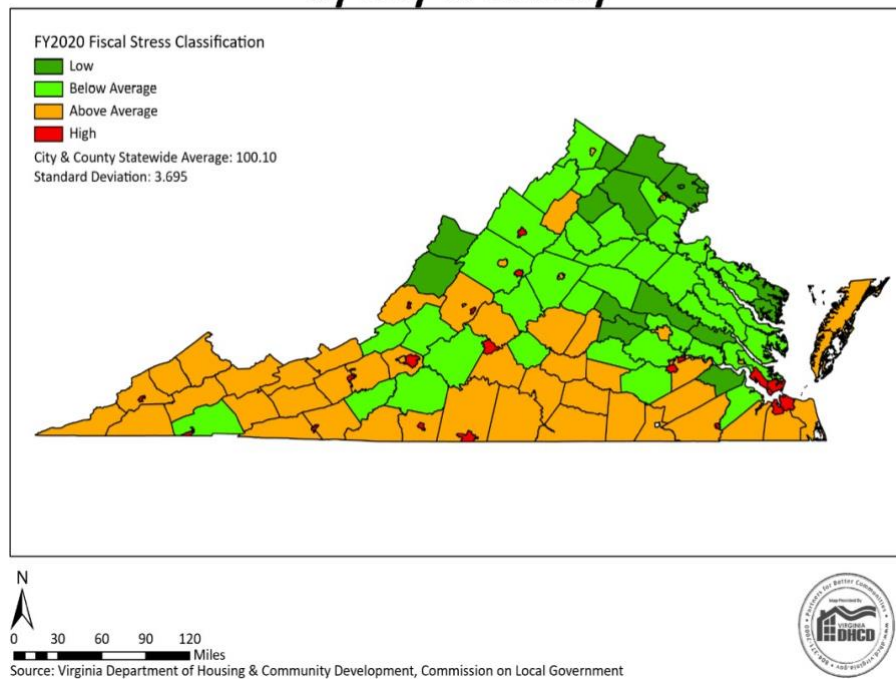
In future iterations of a funding assessment, additional information is needed on operating cost (in-kind or cash) to provide a full picture of funding needs. Many agencies absorb these costs as departments of local government and do not provide information on major cost categories (e.g., office space rental). This information is necessary across all agencies to further explore equitable distribution of resources.

An area not fully explored in this report is the voluntary local contribution. Any future model funding assessment that builds in the local contribution should consider applying the fiscal stress index. The fiscal stress index is developed by the Virginia Department of Housing and Community Development and is intended to provide a measure of a locality’s ability to contribute.

Figure 6 provides a visual representation of the FY2020 Virginia city and county fiscal stress index. More than half of the state has above average to high fiscal stress risk. Appendix E provides additional information.

Figure 6: 2020 Stress Scores

Commonwealth of Virginia: FY2020 Fiscal Stress by City & County



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Appendix A

The following survey was conducted in the late fall of 2021.

Virginia CCCA/PSA Director Survey

The following survey should take less than five minutes to complete. The information collected is readily available to you but not available in an easy to access manner.

1. Which of the following does your agency provide?
 - a. Pretrial only
 - b. Probation only
 - c. Pretrial and Probation

2. How many localities does your agency provide PRETRIAL SERVICES (investigation or supervision)?

a. 1	g. 7
b. 2	h. 8
c. 3	i. 9
d. 4	j. 10
e. 5	k. 11
f. 6	

2a. List the localities.

2b. Please advise the type of court provided pretrial investigation or supervision for the locality:

Locality	JDR	GDC	Circuit
Locality A	X	X	X
Locality B	X	X	X
Locality C		X	X

3. How many localities do you provide LOCAL PROBATION services?

a. 1	5	h. 9
b. 2	e. 6	i. 10
c. 3	f. 7	j. 1
d. 4	g. 8	

3a. List the localities.

3b. Please advise the type of court provided LOCAL PROBATION for the locality:

Locality	JDR	GDC	Circuit
Locality A	X	X	X
Locality B	X	X	X
Locality C		X	X

4. Does your agency have a satellite office?

- a. Yes
- b. No

4a. If yes, how many?

- a. 1
- b. 2
- c. 3
- d. 4
- e. 5

5. Is this office staffed full-time?

- a. Yes
- b. No

6. What operations are handled from this office?

7. How many jails do you conduct pretrial investigations?

- a. 1
- b. 2
- c. 3
- d. 4
- e. 5+

7a. For each jail, Is it a regional jail?

7b. For each jail, are investigations completed by video; in person; both?

8. Have the answers to the previous questions changed in the last three years (e.g., did you start or stop providing service in a jurisdiction)?

- a. Yes
Please explain
- b. No

Appendix B

Jurisdictions Served and Satellite Office/Staffing

Table 16: Satellite Office and Staffing

Number	Fiscal Agency Locality	Name	Localities Served	Satellite Office Yes/No	Satellite Office Staffed Full Time? Yes/No	
1	Accomack	Accomack/Northampton Community Corrections	2	Yes (1)	No	
1		Accomack CC*	2			
2	Albemarle	OAR/Jefferson Area Community Corrections	16	9	Yes (1)	Yes
2			Albemarle County			
2			Charlottesville (City of)			
2			Fluvanna County			
2			Goochland County			
2			Greene County			
2			Louisa County			
2			Madison County			
2			Nelson County			
2			Orange County			
3	Alexandria	Alexandria Criminal Justice Services	18	1	No	NA
4	Arlington	Arlington Community Corrections Program	17	2	No	NA
4			Arlington County			
4			City of Falls Church	1	No	NA
4			City of Falls Church			
5	Chesapeake	Chesapeake Community Corrections	1	1	Yes (1)	No
6	Chesterfield	Chesterfield/Colonial Heights Community Corrections Services	12	2	Yes (1)	Yes
6			Chesterfield County			
		City of Colonial Heights				
7	Culpepper	Culpeper County Criminal Justice Services	16	1	No	NA
8	Fairfax	Fairfax County General District Court – Court Services Division, Community Corrections and Pretrial Services Program	19	4	Yes (1)	No
8			Fairfax County			
8			Fairfax (City of)			
8			Town of Herndon			
8		Town of Vienna				
9	Fauquier		20	2	No	NA
		Fauquier County				

Number	Fiscal Agency Locality	Name	Localities Served	Satellite Office Yes/No	Satellite Office Staffed Full Time? Yes/No		
9		Fauquier County Office of Adult Court Services	20	Rappahannock Counties			
10	Frederick	Old Dominion Court Services Pretrial and Local Probation	26	Winchester	6	Yes (3)	Yes
10			26	Frederick			
10			26	Clarke			
10			26	Warren			
10			26	Shenandoah			
10			26	Page			
11	Fredericksburg	Rappahannock Regional Jail	15	Fredericksburg (City of)	4	No	NA
11			15	Spotsylvania County			
11			15	Stafford county			
11			15	King George County			
12	Gloucester	Middle Peninsula Local Probation and Pretrial Services	15	Essex County	6	Yes (1)	Yes
12			9	Gloucester County			
12			9	King and Queen County			
12			9	King William County			
12			9	Mathews County			
12			9	Middlesex County			
13	Greensville	Southside Virginia Community Corrections	6	Brunswick County	4	Yes (3)	Yes - 2 No - 1
13			6	Sussex County			
13			6	Greensville County			
13			6	Emporia (City of)			
14	Halifax	Halifax/Pittsylvania Court Services	10	Halifax County	7	Yes (5)	Yes - 4 No - 1
14			22	Pittsylvania County			
14			22	Danville (City of)			
14			21	Henry County			
14			21	Patrick County			
14			21	Martinsville (City of)			
14			22	Franklin County			
15	Hampton	Hampton/Newport News Criminal Justice Agency	8	Hampton (City of)	2	Yes (1)	Yes
15			7	Newport News			
16	Hanover	Hanover Community Corrections	15	Hanover County	2	No	NA
16			15	Caroline County			

Number	Fiscal Agency Locality	Name	Localities Served	Satellite Office Yes/No	Satellite Office Staffed Full Time? Yes/No		
17	Henrico	Henrico County Community Corrections Program	14	Henrico County	1	Yes (2)	Yes
18	James City	Colonial Community Corrections	9	Charles City	6	Yes (1)	No
18			9	James City			
18			9	New Kent			
18			9	York County			
18			9	Poquoson (City of)			
18			9	Williamsburg (City of)			
19	Loudon	Loudoun County Community Corrections	20	Loudoun County	1	Yes (2)	Yes – 1 No - 1
20	Lynchburg	Lynchburg Community Corrections and Pretrial Services	24	Amherst County	4	Yes (2)	Yes -1 No - 1
20			24	Bedford County			
20			24	Campbell County			
20			24	Lynchburg (City of)			
21	Mecklenburg	Piedmont Court Services – Mecklenburg	10	Mecklenburg County	1	No	NA
22	Norfolk	Norfolk Criminal Justice Services	4	City of Norfolk	1	No	NA
23	Petersburg	Petersburg Community Corrections	11	City of Petersburg	2	No	NA
23			11	Dinwiddie			
24	Portsmouth	Portsmouth Community Corrections and Pretrial Services	3	City of Portsmouth	1	No	NA
25	Prince Edward	Piedmont Court Services	11	Amelia	9	No	NA
25			10	Appomattox			
25			10	Buckingham			
25			10	Charlotte			
25			10	Cumberland			
25			10	Lunenburg			
25			11	Nottoway			
25			11	Powhatan			
25			10	Prince Edward			
26	Prince George	Riverside Criminal Justice Agency	6	Prince George County	3	No	NA
26			6	Hopewell (City of)			
26			6	Surry County			
27	Prince William		31	Prince William County	3	Yes (2)	Yes

Number	Fiscal Agency Locality	Name	Localities Served	Satellite Office Yes/No	Satellite Office Staffed Full Time? Yes/No		
27		Prince William Office of	31	Manassas (City of)			
27		Criminal Justice Services	31	Manassas Park (City of)			
28	Pulaski	New River Community Corrections and Pretrial Services	27	Bland County	10	Yes (5)	Yes – 2 No – 3
28			27	Carrol County			
28			27	Floyd County			
28			27	Giles County			
28			27	Grayson County			
28			27	Montgomery County			
28			27	Pulaski County			
28			27	Wythe County			
28			27	Galax (City of)			
28			27	Radford (City of)			
29	Richmond	Richmond Department of Justice Services, Division of Adult Programs	13	City of Richmond	1	1	Yes
30	Rockingham	Rockingham-	26	Rockingham County	2	No	NA
30		Harrisonburg Court Services Unit	26	Harrisonburg (City of)			
31	Salem	Court Community Corrections	23	Salem (City of)	7	Yes (1)	No
31			23	Roanoke (City of)			
31			23	Roanoke County			
31			25	Botetourt			
31			25	Bath			
31			25	Craig			
31			25	Alleghany			
32	Staunton	Blue Ridge Court Services	25	Augusta County	6	Yes (2)	Yes – 1 No – 1
32			25	Buena Vista			
32			25	Highland			
32			25	Lexington			
32			25	Rockbridge			
32			25	Staunton			
32			25	Waynesboro (City of)			
33	Suffolk	Fifth Judicial District Community Corrections	5	Franklin (City of)	4	No	NA
33			5	Isle of Wight			
33			5	Southampton County			

Number	Fiscal Agency Locality	Name	Localities Served	Satellite Office Yes/No	Satellite Office Staffed Full Time? Yes/No		
33		5 Suffolk					
34	Tazewell	Clinch Valley Community Corrections	29	Tazewell	1	No	NA
35	Virginia Beach	Virginia Beach Office of Community Corrections and Pretrial Services	2.5	City of Virginia Beach	1	No	NA
36	Westmoreland	Northern Neck	15	Richmond County	4	No	NA
36		Community Based	15	Northumberland County			
36		Probation and Pretrial	15	Lancaster County			
36		Services	15	Westmoreland County			
37	Wise	Southwest Virginia Community Corrections	28	Bristol (City of)	11	Yes (5)	Yes
37			29	Buchanan County			
37			29	Dickenson County			
37			30	Lee County			
37			30	Norton (City of)			
37			29	Russell County			
37			30	Scott County			
37			28	Smyth County			
37			29	Tazewell County			
37			28	Washington County			
37			30	Wise County			

Appendix C

Type of Court Served

Table 17: Pretrial Services and Local Probation Services by Locality

Number	Fiscal Agency Locality			Name	Pretrial Services			Local Probation		
					JDR	GDC	CIR	JDR	GDC	CIR
1	Accomack	Accomack/Northampton Community Corrections Accomack CC*	2	Accomack County	✓	✓	✓	✓	✓	✓
1			2	Northampton County	✓	✓	✓	✓	✓	✓
2	Albemarle	OAR/Jefferson Area Community Corrections	16	Albemarle County	✓	✓	✓	✓	✓	✓
2			16	Charlottesville (City of)	✓	✓	✓	✓	✓	✓
2			16	Fluvanna County	✓	✓	✓	✓	✓	✓
2			16	Goochland County				✓	✓	✓
2			16	Greene County	✓	✓	✓	✓	✓	✓
2			16	Louisa County	✓	✓	✓	✓	✓	✓
2			16	Madison County	✓	✓	✓	✓	✓	✓
2			24	Nelson County	✓	✓	✓	✓	✓	✓
2			16	Orange County	✓	✓	✓	✓	✓	✓
3			Alexandria	Alexandria Criminal Justice Services	18	City of Alexandria	✓	✓	✓	✓
4	Arlington	Arlington Community Corrections Program	17	Arlington County					✓	
4			17	City of Falls Church					✓	
4			17	Arlington County	✓	✓	✓			
4			17	City of Falls Church						
5	Chesapeake	Chesapeake Community Corrections	1	City of Chesapeake	✓	✓	✓	✓	✓	✓
6	Chesterfield	Chesterfield/Colonial Heights Community Corrections Services	12	Chesterfield County	✓	✓	✓	✓	✓	✓
6			12	City of Colonial Heights	✓	✓		✓	✓	✓
7	Culpepper	Culpeper County Criminal Justice Services	16	Culpeper	✓	✓	✓	✓	✓	✓

Number	Fiscal Agency Locality			Name	Pretrial Services			Local Probation		
					JDR	GDC	CIR	JDR	GDC	CIR
8	Fairfax	Fairfax County General District Court – Court Services Division, Community Corrections and Pretrial Services Program	19	Fairfax County	✓	✓	✓	✓	✓	✓
8			19	Fairfax (City of)	✓	✓	✓	✓	✓	✓
8			19	Town of Herndon	✓	✓	✓	✓	✓	✓
8			19	Town of Vienna	✓	✓	✓	✓	✓	✓
9	Fauquier	Fauquier County Office of Adult Court Services	20	Fauquier County	✓	✓	✓	✓	✓	✓
9			20	Rappahannock Counties	✓	✓	✓	✓	✓	✓
10	Frederick	Old Dominion Court Services Pretrial and Local Probation	26	Winchester	✓	✓		✓	✓	✓
10			26	Frederick	✓	✓		✓	✓	✓
10			26	Clarke	✓	✓		✓	✓	✓
10			26	Warren	✓	✓		✓	✓	✓
10			26	Shenandoah	✓	✓		✓	✓	✓
10			26	Page				✓	✓	✓
11	Fredericksburg	Rappahannock Regional Jail	15	Fredericksburg (City of)	✓	✓	✓	✓	✓	✓
11			15	Spotsylvania County	✓	✓	✓	✓	✓	✓
11			15	Stafford county	✓	✓	✓	✓	✓	✓
11			15	King George County	✓	✓	✓	✓	✓	✓
12	Gloucester	Middle Peninsula Local Probation and Pretrial Services	15	Essex County	✓	✓	✓	✓	✓	✓
12			9	Gloucester County	✓	✓	✓	✓	✓	✓
12			9	King and Queen County	✓	✓	✓	✓	✓	✓
12			9	King William County	✓	✓	✓	✓	✓	✓
12			9	Mathews County	✓	✓	✓	✓	✓	✓
12			9	Middlesex County	✓	✓	✓	✓	✓	✓
13	Greensville	Southside Virginia Community Corrections	6	Brunswick County	✓	✓	✓	✓	✓	✓
13			6	Sussex County	✓	✓	✓	✓	✓	✓
13			6	Greensville County	✓	✓		✓	✓	✓
13			6	Emporia (City of)	✓	✓		✓	✓	

Number	Fiscal Agency Locality			Name	Pretrial Services			Local Probation		
					JDR	GDC	CIR	JDR	GDC	CIR
14	Halifax	Halifax/Pittsylvania Court Services	10	Halifax County	✓	✓	✓	✓	✓	✓
14			22	Pittsylvania County	✓	✓	✓	✓	✓	✓
14			22	Danville (City of)	✓	✓	✓	✓	✓	✓
14			21	Henry County	✓	✓	✓	✓	✓	✓
14			21	Patrick County	✓	✓	✓	✓	✓	✓
14			21	Martinsville (City of)	✓	✓	✓	✓	✓	✓
14			22	Franklin County	✓	✓	✓	✓	✓	✓
14										
15	Hampton	Hampton/Newport News Criminal Justice Agency	8	Hampton (City of)	✓	✓	✓	✓	✓	✓
15			7	Newport News	✓	✓	✓	✓	✓	✓
16	Hanover	Hanover Community Corrections	15	Hanover County	✓	✓	✓	✓	✓	✓
16			15	Caroline County	✓	✓	✓	✓	✓	✓
17	Henrico	Henrico County Community Corrections Program	14	Henrico County	✓	✓	✓	✓	✓	✓
18	James City	Colonial Community Corrections	9	Charles City	✓	✓	✓	✓	✓	✓
18			9	James City	✓	✓	✓	✓	✓	✓
18			9	New Kent	✓	✓	✓	✓	✓	✓
18			9	York County	✓	✓	✓	✓	✓	✓
18			9	Poquoson (City of)	✓	✓	✓	✓	✓	✓
18			9	Williamsburg (City of)	✓	✓	✓	✓	✓	✓
19	Loudon	Loudoun County Community Corrections	20	Loudoun County	✓	✓		✓	✓	✓
20	Lynchburg	Lynchburg Community Corrections and Pretrial Services	24	Amherst County	✓	✓	✓	✓	✓	✓
20			24	Bedford County	✓	✓	✓	✓	✓	✓
20			24	Campbell County	✓	✓	✓	✓	✓	✓
20			24	Lynchburg (City of)	✓	✓	✓	✓	✓	✓
21	Mecklenburg	Piedmont Court Services – Mecklenburg	10	Mecklenburg County	✓	✓	✓	✓	✓	✓

Number	Fiscal Agency Locality			Name	Pretrial Services			Local Probation		
					JDR	GDC	CIR	JDR	GDC	CIR
22	Norfolk	Norfolk Criminal Justice Services	4	City of Norfolk	✓	✓	✓	✓	✓	✓
23	Petersburg	Petersburg Community Corrections	11	City of Petersburg		✓	✓	✓	✓	✓
23			11	Dinwiddie	✓	✓	✓	✓	✓	✓
24	Portsmouth	Portsmouth Community Corrections and Pretrial Services	3	City of Portsmouth	✓	✓	✓	✓	✓	✓
25	Prince Edward	Piedmont Court Services	11	Amelia				✓	✓	✓
25			10	Appomattox				✓	✓	✓
25			10	Buckingham				✓	✓	✓
25			10	Charlotte				✓	✓	✓
25			10	Cumberland				✓	✓	✓
25			10	Lunenburg				✓	✓	✓
25			11	Nottoway				✓	✓	✓
25			11	Powhatan				✓	✓	✓
25			10	Prince Edward				✓	✓	✓
25			10	Prince Edward				✓	✓	✓
26	Prince George	Riverside Criminal Justice Agency	6	Prince George County	✓	✓	✓	✓	✓	✓
26			6	Hopewell (City of)	✓	✓	✓	✓	✓	✓
26			6	Surry County	✓	✓	✓	✓	✓	✓
27	Prince William	Prince William Office of Criminal Justice Services	31	Prince William County	✓	✓	✓	✓	✓	✓
27			31	Manassas (City of)	✓	✓	✓	✓	✓	✓
27			31	Manassas Park (City of)	✓	✓	✓	✓	✓	✓
28	Pulaski	New River Community Corrections and Pretrial Services	27	Bland County	✓	✓	✓	✓	✓	✓
28			27	Carrol County	✓	✓	✓	✓	✓	✓
28			27	Floyd County	✓	✓	✓	✓	✓	✓
28			27	Giles County	✓	✓	✓	✓	✓	✓
28			27	Grayson County	✓	✓	✓	✓	✓	✓

Number	Fiscal Agency Locality			Name	Pretrial Services			Local Probation		
					JDR	GDC	CIR	JDR	GDC	CIR
28			27	Montgomery County	✓	✓	✓	✓	✓	✓
28			27	Pulaski County	✓	✓	✓	✓	✓	✓
28			27	Wythe County	✓	✓	✓	✓	✓	✓
28			27	Galax (City of)	✓	✓		✓	✓	
28			27	Radford (City of)	✓	✓	✓	✓	✓	✓
29	Richmond	Richmond Department of Justice Services, Division of Adult Programs	13	City of Richmond	✓	✓	✓	✓	✓	✓
30	Rockingham	Rockingham- Harrisonburg Court Services Unit	26	Rockingham County	✓	✓	✓	✓	✓	✓
30			26	Harrisonburg (City of)	✓	✓	✓	✓	✓	✓
31	Salem	Court Community Corrections	23	Salem (City of)	✓	✓	✓	✓	✓	✓
31			23	Roanoke (City of)	✓	✓	✓	✓	✓	✓
31			23	Roanoke County	✓	✓	✓	✓	✓	✓
31			25	Botetourt				✓	✓	✓
31			25	Bath				✓	✓	✓
31			25	Craig				✓	✓	✓
31			25	Alleghany				✓	✓	✓
32	Staunton	Blue Ridge Court Services	25	Augusta County	✓	✓	✓	✓	✓	✓
32			25	Buena Vista	✓	✓	✓	✓	✓	✓
32			25	Highland				✓	✓	✓
32			25	Lexington	✓	✓	✓	✓	✓	✓
32			25	Rockbridge	✓	✓	✓	✓	✓	✓
32			25	Staunton	✓	✓	✓	✓	✓	✓
32			25	Waynesboro (City of)	✓	✓	✓	✓	✓	✓
32			25	Waynesboro (City of)	✓	✓	✓	✓	✓	✓
33	Suffolk	Fifth Judicial District Community Corrections	5	Franklin (City of)				✓	✓	✓
33			5	Isle of Wight				✓	✓	✓
33			5	Southampton County				✓	✓	✓

Number	Fiscal Agency Locality			Name	Pretrial Services			Local Probation		
					JDR	GDC	CIR	JDR	GDC	CIR
33			5	Suffolk				✓	✓	✓
34	Tazewell	Clinch Valley Community Corrections	29	Tazewell				✓	✓	✓
35	Virginia Beach	Virginia Beach Office of Community Corrections and Pretrial Services	2.5	City of Virginia Beach	✓	✓	✓	✓	✓	✓
36	Westmoreland	Northern Neck Community Based Probation and Pretrial Services	15	Richmond County	✓	✓	✓	✓	✓	✓
36			15	Northumberland County	✓	✓	✓	✓	✓	✓
36			15	Lancaster County	✓	✓	✓	✓	✓	✓
36			15	Westmoreland County	✓	✓	✓	✓	✓	✓
37	Wise	Southwest Virginia Community Corrections	28	Bristol (City of)	✓	✓	✓	✓	✓	✓
37			29	Buchanan County	✓	✓	✓	✓	✓	✓
37			29	Dickenson County	✓	✓	✓	✓	✓	✓
37			30	Lee County	✓	✓	✓	✓	✓	✓
37			30	Norton (City of)	✓	✓	✓	✓	✓	✓
37			29	Russell County	✓	✓	✓	✓	✓	✓
37			30	Scott County	✓	✓	✓	✓	✓	✓
37			28	Smyth County	✓	✓	✓	✓	✓	✓
37			29	Tazewell County	✓	✓	✓	✓	✓	✓
37			28	Washington County	✓	✓	✓	✓	✓	✓
37			30	Wise County	✓	✓	✓	✓	✓	✓

Appendix D

Cost of Living

The cost of living differential was drawn from Salary.com for Virginia (<https://www.salary.com/research/cost-of-living/va>). The Salary.com cost of living calculator estimate is based on data related to five general categories: housing, food, healthcare, transportation, and energy. These are the universally recognized core components of any cost of living estimate and represent those expenses that apply to everyone.

Table 18: Cost of Living Index

Office	Cost of Living Index	Office	Cost of Living Index
Accomack	104.0	Lynchburg	90.7
Albemarle	90.1	Mecklenburg	95.4
Alexandria	156.1	Norfolk	100.4
Arlington	156.1	Petersburg	92.2
Chesapeake	100.3	Portsmouth	100.4
Chesterfield	94.7	Prince Edward	90.1
Culpeper	155.6	Prince George	92.2
Fairfax	156.0	Prince William	155.6
Fauquier	155.6	Pulaski	94.0
Frederick	155.6	Richmond	95.4
Fredericksburg	155.6	Rockingham	90.1
Gloucester	98.5	Salem	94.6
Greensville	90.1	Staunton	90.1
Halifax	90.1	Suffolk	101.3
Hampton	98.5	Tazewell	85.7
Hanover	95.2	Virginia Beach	110.6
Henrico	95.4	Westmoreland	94.
James City	98.0	Wise	85.7
Loudoun	155.6		

Appendix E

Fiscal Stress Index

Table 19 provides the fiscal stress score from the FY2020 report provided by the Virginia Department of Housing and Community Development (VDHCD). The fiscal stress index is defined by VDHCD as a locality's ability to generate additional local revenues from its current tax base relative to the rest of the commonwealth. The three components are:

1. Revenue capacity per capita (the theoretical ability of a locality to raise revenue)
2. Revenue effort (the amount of the theoretical revenue capacity that the locality actually collects through taxes and fees)
3. Median household income

Primary users of this index are local governments in Virginia and various state agencies, who use the index to assist in the allocation of state aid.

Table 19: Virginia City and County Fiscal Stress

Code	Name	FIPS Code	FS Score	FS Class
1	Accomack County	001	100.51	Above Average
2	Albemarle County	003	96.46	Below Average
3	Alleghany County	005	102.26	Above Average
4	Amelia County	007	98.40	Below Average
5	Amherst County	009	100.14	Above Average
6	Appomattox County	011	100.00	Above Average
7	Arlington County	013	91.20	Low
8	Augusta County	015	98.14	Below Average
9	Bath County	017	92.49	Low
10	Bedford County	019	97.25	Below Average
11	Bland County	021	101.55	Above Average
12	Botetourt County	023	97.78	Below Average
13	Brunswick County	025	100.32	Above Average
14	Buchanan County	027	103.22	Above Average
15	Buckingham County	029	100.29	Above Average
16	Campbell County	031	100.21	Above Average
17	Caroline County	033	99.32	Below Average
18	Carroll County	035	102.74	Above Average
19	Charles City County	036	99.08	Below Average
20	Charlotte County	037	102.14	Above Average
21	Chesterfield County	041	98.59	Below Average

Code	Name	FIPS Code	FS Score	FS Class
22	Clarke County	043	94.36	Low
23	Craig County	045	99.06	Below Average
24	Culpeper County	047	98.05	Below Average
25	Cumberland County	049	101.24	Above Average
26	Dickenson County	051	103.39	Above Average
27	Dinwiddie County	053	99.93	Below Average
28	Essex County	057	99.03	Below Average
29	Fairfax County	059	92.95	Low
30	Fauquier County	061	93.93	Low
31	Floyd County	063	99.51	Below Average
32	Fluvanna County	065	98.26	Below Average
33	Franklin County	067	98.58	Below Average
34	Frederick County	069	97.92	Below Average
35	Giles County	071	101.65	Above Average
36	Gloucester County	073	98.14	Below Average
37	Goochland County	075	91.38	Low
38	Grayson County	077	100.98	Above Average
39	Greene County	079	99.13	Below Average
40	Greensville County	081	101.83	Above Average
41	Halifax County	083	101.04	Above Average
42	Hanover County	085	95.39	Low
43	Henrico County	087	98.40	Below Average
44	Henry County	089	102.25	Above Average
45	Highland County	091	95.77	Low
46	Isle of Wight County	093	99.20	Below Average
47	James City County	095	96.89	Below Average
48	King and Queen County	097	98.92	Below Average
49	King George County	099	97.43	Below Average
50	King William County	101	98.58	Below Average
51	Lancaster County	103	96.22	Low
52	Lee County	105	102.41	Above Average
53	Loudoun County	107	91.97	Low
54	Louisa County	109	97.14	Below Average
55	Lunenburg County	111	100.87	Above Average
56	Madison County	113	97.68	Below Average
57	Mathews County	115	96.88	Below Average

Code	Name	FIPS Code	FS Score	FS Class
58	Mecklenburg County	117	102.36	Above Average
59	Middlesex County	119	96.86	Below Average
60	Montgomery County	121	100.64	Above Average
61	Nelson County	125	97.21	Below Average
62	New Kent County	127	95.48	Low
63	Northampton County	131	100.49	Above Average
64	Northumberland County	133	95.86	Low
65	Nottoway County	135	101.08	Above Average
66	Orange County	137	97.80	Below Average
67	Page County	139	100.44	Above Average
68	Patrick County	141	101.19	Above Average
69	Pittsylvania County	143	100.98	Above Average
70	Powhatan County	145	95.21	Low
71	Prince Edward County	147	101.93	Above Average
72	Prince George County	149	100.30	Above Average
73	Prince William County	153	97.03	Below Average
74	Pulaski County	155	102.10	Above Average
75	Rappahannock County	157	93.69	Low
76	Richmond County	159	99.33	Below Average
77	Roanoke County	161	100.08	Above Average
78	Rockbridge County	163	100.16	Above Average
79	Rockingham County	165	99.18	Below Average
80	Russell County	167	101.94	Above Average
81	Scott County	169	102.28	Above Average
82	Shenandoah County	171	99.39	Below Average
83	Smyth County	173	103.37	Above Average
84	Southampton County	175	100.50	Above Average
85	Spotsylvania County	177	97.45	Below Average
86	Stafford County	179	96.55	Below Average
87	Surry County	181	94.49	Low
88	Sussex County	183	102.87	Above Average
89	Tazewell County	185	102.01	Above Average
90	Warren County	187	98.91	Below Average
91	Washington County	191	99.93	Below Average
92	Westmoreland County	193	98.53	Below Average
93	Wise County	195	102.09	Above Average
94	Wythe County	197	101.05	Above Average

Code	Name	FIPS Code	FS Score	FS Class
95	York County	199	97.25	Below Average
96	Alexandria City	510	94.91	Low
97	Bristol City	520	106.74	High
98	Buena Vista City	530	105.62	High
99	Charlottesville City	540	101.35	Above Average
100	Chesapeake City	550	100.21	Above Average
101	Colonial Heights City	570	101.95	Above Average
102	Covington City	580	106.62	High
103	Danville City	590	106.34	High
104	Emporia City	595	108.68	High
105	Fairfax City	600	93.82	Low
106	Falls Church City	610	89.07	Low
107	Franklin City	620	106.53	High
108	Fredericksburg City	630	99.83	Below Average
109	Galax City	640	106.37	High
110	Hampton City	650	105.29	High
111	Harrisonburg City	660	104.69	High
112	Hopewell City	670	106.24	High
113	Lexington City	678	103.75	High
114	Lynchburg City	680	105.13	High
115	Manassas City	683	100.39	Above Average
116	Manassas Park City	685	101.78	Above Average
117	Martinsville City	690	106.83	High
118	Newport News City	700	104.76	High
119	Norfolk City	710	105.47	High
120	Norton City	720	105.74	High
121	Petersburg City	730	106.40	High
122	Poquoson City	735	97.58	Below Average
123	Portsmouth City	740	105.78	High
124	Radford City	750	105.35	High
125	Richmond City	760	103.29	Above Average
126	Roanoke City	770	104.52	High
127	Salem City	775	102.31	Above Average
128	Staunton City	790	103.44	Above Average
129	Suffolk City	800	101.46	Above Average
130	Virginia Beach City	810	100.48	Above Average

Code	Name	FIPS Code	FS Score	FS Class
131	Waynesboro City	820	104.41	High
132	Williamsburg City	830	101.13	Above Average
133	Winchester City	840	102.63	Above Average