# **Office of Economic Analysis**



# **Lindsay Ball, Director**

# Close Custody Demand

- The estimated demand for close custody beds grew slightly during 2006. Demand is estimated to have been 1,189 on January 1, 2006 and 1,216 on January 1, 2007, a 2.3 percent increase. The estimated bed demand of 1,216 on January 1, 2007 was 360 beds higher than the actual population (856) on that date. It was 59 beds higher than the highest historical population of 1,157 on August 1, 2000.
- Bed demand is forecast to decrease by 46 beds (3.8 percent) by the end of the next biennium, with demand of 1,171 forecast for July 2009. A further decline of 42 beds (3.6 percent) is expected for the remainder of the 10-year forecast horizon. Bed demand of 1,129 is expected for January 1, 2017.
- The current forecast is 92 beds higher than the previous forecast for January 1, 2007. It is 86 beds higher than the previous forecast for July 1, 2009. Most of this change is due to a refinement of the forecast model (see page 4). This refinement affected historical demand, so the estimate for January 2006 differs from earlier published estimates.

# Oregon Youth Authority Demand Forecast

# March 2007 Volume II, No. 1

### What is OYA *Demand*?

This forecast covers youths committed to the Oregon Youth Authority (OYA) who are in close custody or out of home community placement. Close custody consists of:

- Adult Court (AC) offenders who were under age 18 at the time of their crime, and who were convicted as adults under ORS 137.707 or ORS 419C.340.
- Public Safety Reserve (PSR) offenders as defined by OAR 416-410-0030.
- Discretionary Bed Allocation (DBA): the remaining close custody beds are allocated to counties or regions to use at their discretion (OAR 416-410-0050).

Out of home community placement, hereinafter referred to as Community Placement (CP), includes youths committed to the Youth Authority and placed in residential treatment or foster care.

The sizes of the DBA and CP populations are highly dependent upon OYA's budget. Funding has dropped since the 1999-2001 biennium, and since then the DBA has declined by 35 percent and the CP by 23 percent.

Forecasting the actual size of discretionary populations is not useful because their size will be determined by funding. Therefore, we forecast the *demand* for them. *Demand* is based on an analysis of the delinquency characteristics of offenders who were actually placed in the DBA, on OYA probation, or in a less restrictive setting. The forecasts of Adult Court and Public Safety Reserve offenders pertain to the actual number of beds expected in the future.

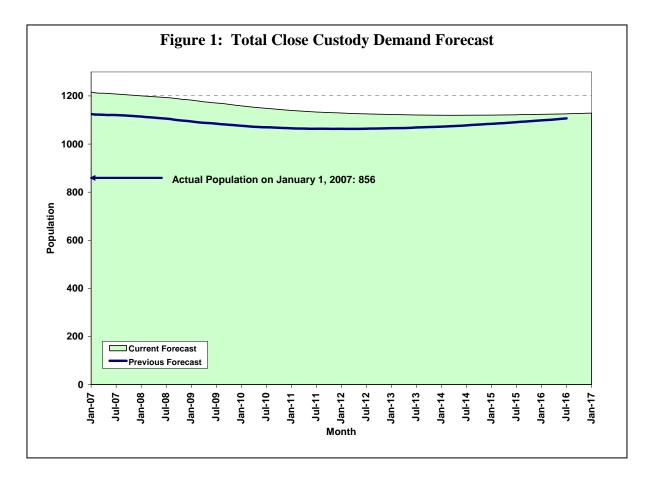


Figure 1 and Table 1 show the total close custody demand forecast.

# **Close Custody Offender Groups**

#### Adult Court

Adult Court (AC) offenders are juveniles convicted in adult court under Measure 11 (ORS 137.707) or waived to adult court under ORS 419C.340. These offenders are in the legal custody of the Department of Corrections (DOC). Most spend at least some of their sentence in the physical custody of OYA.

ORS 420.011 states that the OYA may house AC inmates until age 25, but few have stayed that long. About half of all Measure 11 inmates are returned to the DOC within four years of entering OYA. About half of

Table 1: Total Close-Custody Demand Forecast							
Date	Current	Previous	Difference	Pct Diff.			
Jan-07	1,216	1,125	92	8.1%			
Jul-07	1,208	1,120	87	7.8%			
Jul-08	1,193	1,106	87	7.9%			
Jul-09	1,171	1,085	86	7.9%			
Jul-10	1,149	1,070	79	7.3%			
Jul-11	1,133	1,064	69	6.5%			
Jul-12	1,126	1,064	62	5.8%			
Jul-13	1,121	1,069	52	4.9%			
Jul-14	1,120	1,078	42	3.9%			
Jul-15	1,122	1,091	31	2.8%			
Jul-16	1,126	1,107	19	1.7%			
Jan-17	1,129						
Total							
Growth	(88)	-7.2%					

Columns and rows may not add to total due to rounding

waived inmates are returned or released within 18 months of entering OYA. The return of some inmates to DOC limits the growth in OYA's population.

Table 2: AC Population Forecast								
Date	Current Previous Difference Pct Dif							
Jan-07	298	301	-3	-1.1%				
Jul-07	300	300	-1	-0.2%				
Jul-08	303	300	4	1.2%				
Jul-09	301	295	6	2.1%				
Jul-10	299	294	5	1.7%				
Jul-11	298	294	4	1.5%				
Jul-12	299	295	4	1.4%				
Jul-13	300	297	3	1.0%				
Jul-14	301	300	1	0.4%				
Jul-15	302	304	-1	-0.5%				
Jul-16	304	308	-4	-1.4%				
Jan-17	305							
Total								
Growth	7	2.3%						

Table 2 shows the AC forecast for the next decade. Table 3 shows intake growth rates. The January 2007 population of 298 is forecast to remain stable over the 10-year forecast horizon.

#### Public Safety Reserve

The Public Safety Reserve (PSR) consists of youths committed for certain violent crimes.<sup>1</sup> Nearly all of these crimes are covered by Measure 11, which pertains to

Table 4: PSR Population Forecast							
Date	Current	Previous	Difference	Pct Diff.			
Jan-07	152	151	1	0.5%			
Jul-07	150	149	2	1.1%			
Jul-08	152	145	7	4.8%			
Jul-09	154	142	12	8.5%			
Jul-10	153	139	15	10.6%			
Jul-11	153	138	15	10.7%			
Jul-12	154	138	16	11.4%			
Jul-13	153	139	15	10.6%			
Jul-14	153	139	14	9.9%			
Jul-15	154	141	13	9.0%			
Jul-16	155	143	11	7.9%			
Jan-17	155						
Total							
Growth	3	2.0%					

1. Robbery I, Arson I, Murder, Attempted Murder, Unlawful Sexual Penetration I, Sodomy I, Rape I, Kidnap I, and Assault I.

Tabl	Table 3: AC Intakes and Growth Rates							
Veer	M11	Waived	Total					
Year	Intakes	Intakes	Growth Rate					
2003	33	80						
2004	41	92	17.7%					
2005	46	98	8.3%					
2006	33	76	-24.3%					
2007	39	91	18.5%					
2008	38	90	-0.3%					
2009	38	90	-0.4%					
2010	38	90	-0.2%					
2011	38	90	0.1%					
2012	38	90	0.2%					
2013	38	90	0.3%					
2014	39	91	0.4%					
2015	39	91	0.5%					
2016	39	92	0.7%					

\*Forecast begins 2007

offenders aged 15 and older. Therefore, the PSR now applies mostly to youths aged 14 or younger at the time of their offense.

Table 4 shows the PSR forecast for the next decade. Table 5 shows intake growth rates. The January 1, 2007 population of 152 is forecast to remain stable over the 10-year forecast horizon.

Table 5:	PSR Intake Gr	owth Rates
Year	No. Admits	Pct Chg
2003	71	
2004	99	39.4%
2005	72	-27.3%
2006	79	9.7%
2007	79	-0.5%
2008	78	-0.2%
2009	78	-0.6%
2010	77	-0.7%
2011	77	-0.7%
2012	76	-0.5%
2013	76	-0.1%
2014	77	0.2%
2015	77	0.4%
2016	77	0.7%

\*Forecast begins 2007

Table 6: DBA Demand Forecast							
Date	Current	Previous	Difference	Pct Diff.			
Jan-07	766	672	94	14.0%			
Jul-07	758	672	86	12.8%			
Jul-08	738	661	77	11.6%			
Jul-09	716	648	68	10.4%			
Jul-10	696	637	59	9.2%			
Jul-11	682	632	50	7.9%			
Jul-12	673	631	42	6.7%			
Jul-13	668	633	35	5.5%			
Jul-14	666	639	27	4.2%			
Jul-15	666	646	20	3.0%			
Jul-16	668	655	12	1.9%			
Jan-17	669						
Total							
Growth	(97)	-12.7%					

#### **Discretionary Bed Demand**

Discretionary bed demand is comprised of the actual population of youths in the Discretionary Bed Allocation (DBA), plus similar those with delinquency characteristics that remain in the community, including OYA probation. The DBA consists of new crime commitments and probation and parole violations of offenders not part of the PSR or in DOC custody.

Table 6 shows the discretionary bed demand forecast. Table 7 shows intake growth rates. DBA demand for January 1, 2007 is estimated to have been 766 beds. This is 366 beds higher than the actual population (400) on that date. It is 118 beds higher than the highest historical population of 648 in June 2000.

Demand is expected to decline by 50 beds (6.6 percent) to 716 by the end of the next biennium, July 2009. A further decline of 47 beds (6.6 percent) is expected for the remainder of the 10-year forecast horizon. Demand of 669 beds is expected for January 1, 2017.

The bed demand on January 1, 2007 was 94 beds higher than previously forecast. The

Table 7: DBA Demand Intake Growth Rates								
Year	Year No. Admits Pct Chg							
2003	930							
2004	940	1.1%						
2005	912	-2.9%						
2006	963	5.6%						
2007	928	-3.6%						
2008	900	-3.0%						
2009	870	-3.4%						
2010	849	-2.4%						
2011	834	-1.7%						
2012	826	-1.0%						
2013	823	-0.3%						
2014	823	0.0%						
2015	825	0.2%						
2016	829	0.5%						

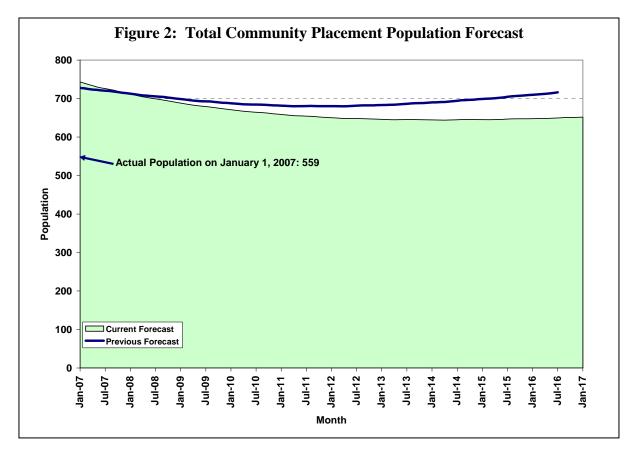
\*Forecast begins 2007

major cause for the difference is the incorporation of data pertaining to youths' history of abuse and neglect. Addition of this information was critical to identifying additional *scorers*,<sup>2</sup> in particular those adjudicated for non-violent crimes. No other major changes to the model are planned.

### **Community Placement Demand**

- The estimated demand for community placement (CP) beds was stable during 2006. Demand was estimated to have been 748 beds on January 1, 2006 and 743 beds on January 1, 2007. The estimated CP demand of 743 on January 1, 2007 was 184 beds higher than the actual population (559) on that date. It was 23 beds lower than the highest known historical population of 766, reached during April 2000.
- CP demand is forecast to decrease by 64 beds (8.6 percent) to 679 by July 1, 2009, the end of the next biennium. It is forecast to decline by 28 beds (4.1 percent) over the remainder of the 10-

<sup>&</sup>lt;sup>2</sup> See page 6 "Defining Demand" for more information.



year forecast horizon. The January 1, 2017 population is expected to be 652 beds.

Figure 2 and Table 8 show the total CP demand forecast. Table 9 shows intake growth rates.

Table 8: Community Placement Demand Forecast							
Date	Current	Previous	Difference	Pct Diff.			
Jan-07	743	728	16	2.1%			
Jul-07	726	720	6	0.8%			
Jul-08	700	706	-6	-0.9%			
Jul-09	679	693	-13	-1.9%			
Jul-10	665	684	-20	-2.9%			
Jul-11	654	681	-26	-3.8%			
Jul-12	648	682	-34	-4.9%			
Jul-13	645	686	-41	-6.0%			
Jul-14	645	694	-49	-7.1%			
Jul-15	647	704	-58	-8.2%			
Jul-16	650	716	-66	-9.3%			
Jan-17	652						
Total							
Growth	(92)	-12.3%					

Table 9: Community Placement Intake Growth Rates									
	Year No. Intakes Pct Chg								
2003	1860								
2004	1803	-3.1%							
2005	1828	1.4%							
2006	1820	-0.4%							
2007	1741	-4.4%							
2008	1683	-3.3%							
2009	1642	-2.5%							
2010	1613	-1.8%							
2011	1592	-1.3%							
2012	1581	-0.7%							
2013	1577	-0.2%							
2014	1579	0.1%							
2015	1585	0.4%							
2016	1594	0.6%							

\*Forecast begins 2007

CP demand is the demand for residential treatment and foster care beds to house youths on OYA-supervised probation and parole. Probation demand consists of 1) youths who were committed to OYA probation and did not *score* high enough to be considered part of the DBA demand, and 2) youths that were placed in a less restrictive setting who had delinquency characteristics similar to OYA probationers.

Parole demand is based on releases from the DBA demand and the PSR. Adult Court offenders are supervised by the adult community corrections authorities after their release from close custody.

Monthly detail of the forecasts appears at the end of this document.

# **Defining** Demand

The Office of Economic Analysis (OEA) and the Juvenile Corrections Population Forecast Advisory Committee developed this forecast. Executive Order 04-02 charges the Committee with defining discretionary bed demand. Discretionary bed intakes come from new court commitments and revocations of parole and probation.

OEA uses a *binary choice model* to analyze the criminal characteristics of youths referred for criminal offenses between 1996 and 2002. The data come from the Juvenile Justice Information System (JJIS). Those years were chosen by the Committee to reflect *average practice* by covering a period of increase and decrease in close custody and CP capacity.

The model evaluates observable, quantifiable delinquency characteristics and determines which factors best explain the decision to commit youths to the OYA, and whether the initial placement is probation or close custody. The model computes prediction scores for each youth based on the selected delinquency characteristics. The Committee selects minimum scores that define the *Total Demand Populations* (*TDPs*). Probation and close custody each have a separate TDP consisting of these two groups:

- Mirror population: youths who went to close custody as part of the DBA or who were placed on OYA probation.
- Scorers: youths who had the same delinquency characteristics as those in the mirror population (based on the prediction score), but who were placed in a less restrictive setting. For example, youths who scored high enough to be part of the DBA, but were actually placed on probation.

The Committee uses two criteria for selecting minimum prediction scores:

- The overall mean score for scorers should be at least as high as the mean score for the mirror population;
- The age distribution of the TDP should be similar to the age distribution of the mirror population.

The TDPs are a small percentage of all youths referred. Of the 85,415 youths either last referred or committed to OYA between 1996 and 2002, the mirror populations comprised 6.8 percent (5,785) and scorers another 6.2 percent (5,301). Table 10 shows the composition of intake demand.

For detailed information on how this forecast was developed, see the methodology review available at our website, www.oea.das.state.or.us.

#### **Characteristics of the TDPs**

Youths who ultimately become part of the Total Demand Population (TDP) are a distinct subset of all juvenile arrestees:

- About 27 percent of youths ever referred are first referred before age 14, yet this group comprises 62 percent of the TDP.
- For this core group of offenders, the average time between the first referral and entering the *probation* TDP is 24.6 months. By that time, these youths have been referred an average of 4.5 times.
- For youth who become part of the close custody TDP, the average time between the first referral and entering the TDP is 36.7 months. By that time these youths have been referred an average of 8.3 times.
- These patterns hold true for both the TDPs and the mirror populations.

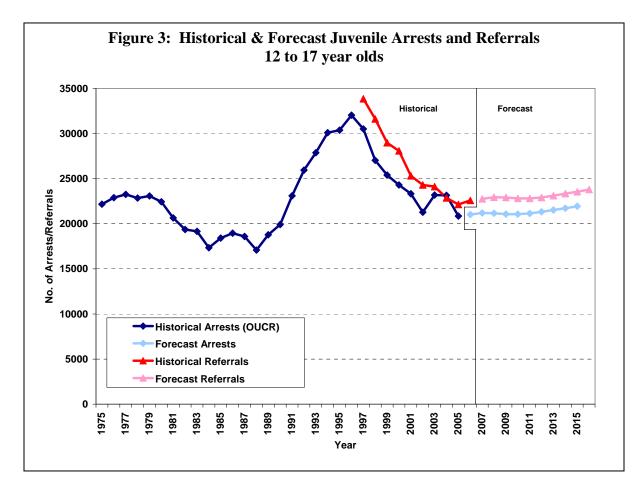
#### Juvenile Justice Trends

Figure 3 shows our forecasts of referral and arrest rates that underlie the demand forecast. JJIS data consist of referrals entered by juvenile departments, and Oregon Uniform Crime Reports (OUCR) data are juvenile arrests compiled by police departments.

Both series show the decline in juvenile arrests since the mid-1990s. OUCR and JJIS rates have closely matched since 2003. Referrals of 12 to 17 year olds rose by 2.0 percent in 2006, the first increase since 1997.

Table10: Composition of Total Intake Demand						
		Probation				
	Critical	Actual		Pct		
Year	Scorers	Intakes	Total	Scorers		
1995	456	745	1201	38.0%		
1996	604	699	1303	46.4%		
1997	559	634	1193	46.9%		
1998	593	564	1157	51.3%		
1999	554	577	1131	49.0%		
2000	561	514	1075	52.2%		
2001	509	467	976	52.2%		
2002	493	479	972	50.7%		
2003	506	241	747	67.7%		
2004	479	255	734	65.3%		
2006	545	229	774	70.4%		
2006	525	252	777	67.6%		
	Discretio	nary Bed A	llocation			
	Critical	Actual		Pct		
Year	Scorers	Intakes	Total	Scorers		
1995	438	170	608	72.0%		
1996	479	149	628	76.3%		
1997	501	188	689	72.7%		
1998	528	181	709	74.5%		
1999	507	188	695	72.9%		
2000	452	179	631	71.6%		
2001	373	132	505	73.9%		
2002	342	137	479	71.4%		
2003	321	102	423	75.9%		
2004	325	128	453	71.7%		
2006	281	148	429	65.5%		
2006	328	158	486	67.5%		

The JJIS forecast is based on the OUCR forecast. The latter covers a longer period and is a better basis for a forecast. Our referral forecast shows a slight and gradual increase over the current level. Slight increases in the overall number of 12 to 17 year olds and the juvenile referral rate are forecast for the next decade. The decline in both the close custody and community placement forecasts is due to the decline in referrals that has already occurred over the past several years, especially among offenders first referred when younger than 14. These younger offenders have a higher likelihood of becoming part of the OYA demand as they age.



#### **Risks to the Forecast**

The basis for this forecast is the expected number of referrals in the coming years, especially the number of youths who will be first referred before age 14. As mentioned on the previous page, nearly two thirds of vouths ultimately committed to the Youth Authority are first referred before age 14. The elapsed time between the first referral and commitment to the Youth Authority ranges from 25 months for a probation commitment to 37 months for a DBA commitment. Until 2006, the annual number of referrals declined every year since 1997. Referrals of youths younger than 14 have been dropping the fastest of any age group. This phenomenon is the major reason behind the decrease in demand during the 10-year forecast

horizon. A change in this pattern would affect the forecast. For example, a consistent increase in the number of younger youths being referred might result in a higher demand forecast. Even so, because of the elapsed time between first referral and commitment, such a change would take several years to increase demand.

Another source of risk is the fact that the demand forecast is based on average practice between 1996 and 2002, prior to the closure of 4 youth correctional facilities. It is possible that a model based on an earlier time will lose some of its predictive value in the future. OEA will monitor the model's ability to predict the number of youths actually committed in the years following 2002 to ensure that the model is still a valid predictor of discretionary populations.

	Current vs. Previous Forecast							
Date	Current	Previous	Difference		Date	Current	Previous	Difference
Jan-07	1,216	1,125	92		Jan-12	1,129	1,063	66
Feb-07	1,213	1,123	90		Feb-12	1,128	1,063	65
Mar-07	1,212	1,122	89		Mar-12	1,127	1,063	64
Apr-07	1,211	1,122	90		Apr-12	1,127	1,063	63
May-07	1,211	1,121	90		May-12	1,126	1,063	63
Jun-07	1,209	1,121	89		Jun-12	1,126	1,063	62
Jul-07	1,208	1,120	87		Jul-12	1,126	1,064	62
Aug-07	1,207	1,120	87		Aug-12	1,125	1,064	61
Sep-07	1,205	1,119	86		Sep-12	1,125	1,064	60
Oct-07	1,204	1,118	87 07		Oct-12 Nov-12	1,124	1,065	60
Nov-07 Dec-07	1,203 1,202	1,117 1,116	87 86		Dec-12	1,124 1,123	1,065 1,066	59 58
Jan-08	1,202	1,110	86		Jan-13		1,066	58
Feb-08	1,199	1,114	80 87		Feb-13	1,123 1,122	1,066	56
Mar-08	1,199	1,113	87		Mar-13	1,122	1,066	55
Apr-08	1,197	1,110	87		Apr-13	1,121	1,067	55
May-08	1,196	1,108	88		May-13	1,121	1,067	54
Jun-08	1,195	1,107	88		Jun-13	1,121	1,068	53
Jul-08	1,193	1,106	87	H	Jul-13	1,121	1,069	52
Aug-08	1,192	1,104	88		Aug-13	1,121	1,070	51
Sep-08	1,190	1,101	89		Sep-13	1,121	1,070	50
Oct-08	1,188	1,099	89		Oct-13	1,121	1,071	50
Nov-08	1,185	1,097	88		Nov-13	1,120	1,071	49
Dec-08	1,184	1,096	88		Dec-13	1,120	1,072	48
Jan-09	1,183	1,094	89		Jan-14	1,120	1,073	47
Feb-09	1,180	1,092	89		Feb-14	1,120	1,073	46
Mar-09	1,178	1,090	88		Mar-14	1,120	1,074	46
Apr-09	1,176	1,088	87		Apr-14	1,120	1,075	45
May-09	1,174	1,088	86		May-14	1,120	1,076	44
Jun-09	1,172	1,086	86		Jun-14	1,120	1,077	43
Jul-09	1,171	1,085	86		Jul-14	1,120	1,078	42
Aug-09	1,169	1,083	86 86		Aug-14	1,120	1,079	41
Sep-09 Oct-09	1,167 1,165	1,082 1,080	86 85		Sep-14 Oct-14	1,120 1,120	1,080 1,081	40 39
Nov-09	1,163	1,030	83 84		Nov-14	1,120	1,081	38
Dec-09	1,161	1,073	84		Dec-14	1,120	1,083	37
Jan-10	1,159	1,076	83		Jan-15	1,120	1,084	36
Feb-10	1,157	1,075	82		Feb-15	1,120	1,085	35
Mar-10	1,155	1,073	82		Mar-15	1,120	1,086	34
Apr-10	1,153	1,072	82		Apr-15	1,121	1,087	33
May-10	1,152	1,071	81		May-15	1,121	1,088	33
Jun-10	1,150	1,070	79		Jun-15	1,122	1,090	32
Jul-10	1,149	1,070	79		Jul-15	1,122	1,091	31
Aug-10	1,147	1,069	78		Aug-15	1,123	1,093	30
Sep-10	1,146	1,069	77		Sep-15	1,123	1,094	29
Oct-10	1,144	1,068	76		Oct-15	1,123	1,095	28
Nov-10	1,143	1,067	76		Nov-15	1,123	1,096	27
Dec-10	1,141	1,067	75		Dec-15	1,123	1,097	26
Jan-11	1,140	1,066	74		Jan-16	1,124	1,099	25
Feb-11	1,138	1,065	73		Feb-16	1,124	1,100	24
Mar-11	1,137	1,064	73		Mar-16	1,124	1,101	23
Apr-11 May-11	1,136	1,064 1,064	72 71		Apr-16	1,124	1,102 1,104	22 21
May-11	1,135 1,134	1,064	71 70		May-16	1,125	'	21 20
Jun-11 Jul-11	1,134	1,064	69	$\vdash$	Jun-16 Jul-16	1,125 1,126	1,105 1,107	19
Aug-11	1,133	1,064	69	Η	Aug-16	1,120	1,107	13
Sep-11	1,133	1,064	68		Sep-16	1,127		
Oct-11	1,132	1,064	68		Oct-16	1,127		
Nov-11	1,131	1,063	68 67		Nov-16	1,128		
Dec-11	1,131	1,063	67		Dec-16	1,128		
200-11	1,100	1,000		$\vdash$	Jan-17	1,120		
L						.,.20		

Date   Current   Previous   Difference   Date   Current   Previous   Difference     Jan-07   743   725   16   Jan-12   650   680   -30     Mar-07   737   725   12   Mar-12   649   680   -31     May-07   733   723   10   Apr-12   648   680   -32     May-07   730   723   8   May-12   648   682   -34     Jul-07   726   720   6   Jul-12   648   682   -34     Aug-07   724   720   4   Aug-12   648   682   -34     Sep-07   716   715   1   Nov-12   641   683   -36     Jan-08   707   710   73   41   Jan-13   646   684   -38     Jan-08   707   710   -3   Mar-13   645   684   -39     Mar-08   707   706	Current vs. Previous Forecast								
$\begin{array}{rrrrrrrrrrrrrrrrrrrrrrrrrrrrrrrrrrrr$	Date	Current	Previous	Difference	Date	Current	Previous	Difference	
Feb-07   740   727   13   Feb-12   650   680   -31     Apr-07   733   723   10   Apr-12   648   680   -32     May-07   730   723   8   May-12   648   680   -32     Jul-07   728   721   6   Jul-12   648   682   -34     Aug-07   724   720   6   Jul-12   648   682   -34     Sep-07   724   720   4   Aug-12   648   682   -35     Ox-07   716   715   1   Nov-12   647   682   -35     Dec-07   714   714   0   Dec-13   646   683   -36     Jan-08   707   710   -3   Mari 3   645   684   -39     Apr-08   704   708   -4   Apr-13   645   686   -41     Jun-08   701   706   -5   Jun-13									
$ \begin{array}{c c c c c c c c c c c c c c c c c c c $	Feb-07		727						
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# Juvenile Corrections Population Forecast Advisory Committee

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The Office of Economic Analysis (OEA) resides in the Director's Office of the Department of Administrative Services. OEA produces and publishes the Oregon Youth Authority Demand Forecast on a semi-annual basis, prior to April 15<sup>th</sup> and October 15<sup>th</sup>.

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