

John A. Kitzhaber, M.D. **GOVERNOR**

OREGON YOUTH AUTHORITY CLOSE CUSTODY POPULATION FORECAST

Prepared by the

Department of Administrative Services

Mike Greenfield

Director

Oregon Youth Authority Close Custody Population Forecast October 2002

Foreword

The Office of Economic Analysis (OEA) issues the Oregon Youth Authority Close Custody Population Forecast. Executive Order EO-98-06 directs OEA to issue this forecast each April and October. The Oregon Youth Authority (OYA) uses the forecast for planning and budgeting.

Two committees help OEA with the forecast. The Juvenile Correction Population Forecasting Advisory Committee consists of up to seven members who know about juvenile justice and trends that can affect OYA's population. Members are appointed by the Governor and serve four-year terms. The Committee helps OEA interpret current trends and set assumptions about the future.

A separate technical advisory committee consists of people who know about forecasting and criminal justice data. They provide critical review and advice about forecasting methods.

Readers with questions about the forecast may contact Suzanne Porter at (503) 378-5732. To be placed on the mailing list, please contact Carrie Lovellette at (503) 378-3405. This forecast is also available on the Internet at http://www.oea.das.state.or.us/.

TABLE OF CONTENTS

| l. | Executive Summary | 1 |
|----------------|--|----|
| II. | Introduction | 3 |
| III. | Definitions | 3 |
| IV. | Methodology | 4 |
| V. | Juvenile Justice Trends | 5 |
| VI. | Total OYA Close Custody Forecast) | |
| VII. | | |
| A) B) C) |) Measure 11 and Waived Inmates (Adult Court)) Public Safety Reserve | 9 |
| VIII. | . Risks to the Forecast | 14 |
| Арр | pendix: Total Close Custody Forecast by Month | 15 |
| Juv | enile Corrections Population Forecasting Advisory Committee | 16 |

I. Executive Summary

This is a forecast of the Oregon Youth Authority (OYA) "close custody" population over the next decade. Close custody refers to youth housed in secure facilities like MacLaren and Hillcrest, in youth accountability camps, and workstudy camps. The forecast does not cover youth in residential treatment, group homes, and foster care.

There are no sentences in the juvenile justice system. A youth may be committed to OYA until age 25, but there is no minimum time to be served in close custody. Therefore, this is not a forecast of what the population **will be**, but what the population **would be** if current practices and policies were applied to future conditions.

OYA's close custody population 1.095 on July 1. 2002. It is expected to fall by 3.4 percent to 1,058 by July 2003, the end of this biennium. forecast to grow by 6.3 percent during the 2003-05 biennium, reaching 1,125 on July 1, The 2005. population is forecast to grow by

| OYA Close Custody Forecast | | | | |
|----------------------------|---------|---------------|------------|----------------|
| | Cu | rrent vs. Pre | vious | |
| Date | Current | Previous | Difference | Pct Difference |
| Jul-02 | 1,095 | 1,065 | 30 | 2.9% |
| Jan-03 | 1,058 | 1,046 | 11 | 1.1% |
| Jul-03 | 1,058 | 1,045 | 13 | 1.2% |
| Jul-04 | 1,077 | 1,052 | 25 | 2.4% |
| Jul-05 | 1,125 | 1,083 | 43 | 3.9% |
| Jul-06 | 1,174 | 1,113 | 61 | 5.5% |
| Jul-07 | 1,229 | 1,149 | 79 | 6.9% |
| Jul-08 | 1,267 | 1,182 | 85 | 7.2% |
| Jul-09 | 1,289 | 1,199 | 90 | 7.5% |
| Jul-10 | 1,303 | 1,206 | 97 | 8.1% |
| Jul-11 | 1,310 | 1,209 | 102 | 8.4% |
| Jul-12 | 1,319 | | | |
| Total Growth | 224 | 20.4% | | |

20.4 percent (224 beds) between July 1, 2002 and July 1, 2012. This forecast is 13 beds higher than the previous forecast for July 1, 2003. It is 43 beds higher than the previous forecast for July 1, 2005.

The table on the next page shows that there has been a shift in the forecast population from adult court cases (Measure 11 and waived) to juvenile court cases. Much of this is the continuation of a shift that occurred during the first half of 2002.

| OYA Close Custody Population Forecast Current vs. Previous | | | | | | |
|--|---------|--------------|------------|--------------|----------|------------|
| Forecast as of: | | July 1, 2003 | | July 1, 2005 | | |
| | Current | Previous | Difference | Current | Previous | Difference |
| Measure 11 | 159 | 171 | (12) | 148 | 167 | (19) |
| Waived | 125 | 152 | (27) | 132 | 167 | (35) |
| Total Adult Court | 284 | 324 | (40) | 280 | 334 | (54) |
| Discretionary Bed | | | | | | |
| Allocation | 588 | 548 | 39 | 659 | 579 | 79 |
| Public Safety Res. | 186 | 173 | 13 | 187 | 170 | 18 |
| Total Juvenile Court | 774 | 721 | 52 | 846 | 749 | 97 |
| Total Population | 1,058 | 1,045 | 13 | 1,125 | 1,083 | 43 |

These offender groups are defined in Section III on page 3.

The close custody population fell by 7.3 percent (85 beds) between August 2000 and September 2002. Annual intakes dropped by 24 percent between Fiscal Year (FY) 1999 and 2002. The population has not declined to the same extent as intakes because the length of stay in close custody has increased over the last two years. The forecast calls for the population decrease to continue through the end of the current biennium. Releases should outpace intakes through early 2003, causing the population to fall.

Through July 2005, the change in the current forecast over the previous forecast is due to an increase in length of stay in close custody. Significant growth has occurred in the number of juvenile court sex offenders and adult court inmates who have been in close custody for two years or longer. As a direct result, the median time-served to date for the population on July 1, 2002 was 11 months, compared to 9 months two years prior. Overall, 31 percent of the population on July 1, 2002 had been in close custody for two or more years, compared to 22 percent two years prior.

Currently, the State faces a significant budget shortfall. A budget-balancing plan has been approved by the legislature, and the Governor is expected to approve it. Voters will be asked to pass an income tax increase in January. Should voters reject the tax increase, budget cuts are likely to follow. These could include a major reduction in close custody beds. This forecast does not include the impact of recent legislative actions because we won't know their outcome until the spring of 2003.

II. Introduction

This is a forecast of the Oregon Youth Authority (OYA) "close custody" population over the next decade. Close custody refers to youth housed in secure facilities like MacLaren and Hillcrest, in youth accountability camps, and workstudy camps. The forecast does not cover youth in residential treatment, group homes, and foster care.

There are no sentences in the juvenile justice system. A youth may be committed to OYA until age 25, but there is no minimum time to be served in close custody. Close custody facilities must limit their population to the designed capacity. OYA can manage the population and prevent overcrowding because there are no minimum sentences.

Therefore, this is not a forecast of what the population **will be**, but what the population **would be** if current practices and policies were applied to future conditions. "Current practices and policies" include the incarceration rate and typical lengths of stay. "Future conditions" include the forecast population of 15 to 17 year-olds and the expected rate of arrest for serious crimes. The "Forecast" portion of Figure 1 on Page 5 shows these future conditions.

III. Definitions

The close custody population consists of several offender groups. These groups are defined below.

Measure 11 & Waived Inmates (Adult Court)

Youths aged 15 to 17 can be treated as adults in the justice system if they are charged with certain crimes. If convicted, these youths are placed in the legal custody of the Department of Corrections (DOC).

Measure 11 (ORS 137.707) requires that any youth aged 15 to 17 charged with one of 23 violent crimes be prosecuted as an adult. Measure 11 carries mandatory minimum sentences from 70 to 300 months. Oregon law also allows juveniles charged with *other* serious crimes to be "waived" or "remanded" to the adult system. A waiver is a petition filed with the Court. If the Court grants the waiver, the juvenile is prosecuted as an adult.

ORS 420.011 directs that DOC juveniles be transferred to OYA. Inmates under age 16 must be housed at OYA. Inmates aged 16 or older *may* be housed at OYA until age 25. OYA may return inmates to DOC for discipline or security concerns any time after age 16.

DOC juvenile inmates have specific sentences ordered by the Court. DOC calculates the length of stay based on the Court's sentencing order.

Public Safety Reserve (PSR)

These are beds reserved for juveniles committed for certain serious felonies¹. Measure 11 includes these crimes and applies to youth aged 15 or older. The PSR applies to youth aged 14 or younger at the time of their crime.

Discretionary Bed Allocation (DBA)

Each county or group of counties may maintain a certain OYA population of offenders other than those mentioned above. This group was formerly known as the "Cap."

IV. Methodology

This forecast starts with the population that was in close custody on July 1, 2002.

OEA forecasts populations as of the first of each month. We derive them by adding intakes and subtracting releases from the population as of the first of the *previous* month. Therefore, our efforts are directed to forecasting intakes and releases.

We use a "flow model" for the forecast. It imitates the flow of offenders at various points in the juvenile justice system. These points are arrest, prosecution, commitment, incarceration, release, and revocation.

Intakes

About two-thirds of OYA's intakes are entering for the first time. We forecast "first-time" or "new" intakes by studying historical population, arrests, and incarceration. We forecast arrest rates and apply those rates to the State's population forecast of 10 to 17 year-olds. The result is a forecast of total juvenile arrests. We apply current incarceration practices to future arrests to get a forecast of new intakes by offender group. Recent intake trends may not be reflected in historical data, so the intake forecast may be adjusted based on input from the Advisory Committee.

For offenders entering OYA for a second or subsequent time, we compute the probability of parole failure each month after release. These probabilities are applied to forecast releases. The result is a forecast of intakes for returning offenders.

Length of Stay and Releases

The offender groups we forecast have significantly different lengths of stay (LOS). We develop a LOS profile for each group. To determine LOS for this forecast, we analyzed historical intakes, historical LOS, and time served to date for the July 1, 2002 population. For each offender group, we calculated the probability of release after each month served *according to current practice*. We

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

applied these probabilities to projected monthly intakes and the stock population. The result is projected monthly releases.

For more information on methodology, the <u>Biennial Review of Methodology</u> is available from the sources listed in the Foreword.

V. Juvenile Justice Trends

Most juvenile arrests and OYA intakes involve youth aged 15 to 17 years of age. This age group comprises 61 percent of juveniles arrested for *major crimes*² and 75 percent of youth entering OYA.

15 to 17 Year-Olds

In the late 1980s and early 1990s, arrests among 15 to 17 year-olds grew rapidly in Oregon and the nation. In Oregon, arrests for major crimes increased by 49 percent between 1988 and 1994. This was due to the coincidence of growth in the population and arrest rate of 15 to 17 year-olds (Figure 1). Arrests have dropped since the mid-1990s. The 2001 arrest rate for major crimes reached the lowest point in the past 26 years, while the number of arrests reached the lowest point since 1990.

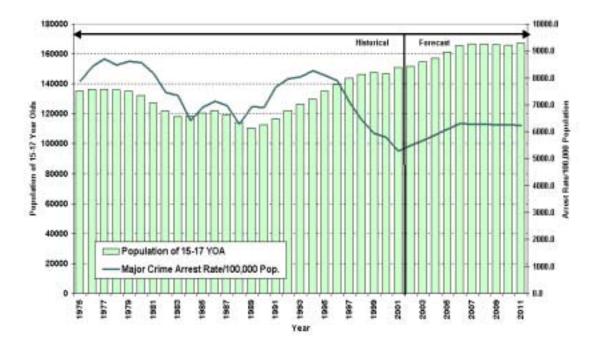


Figure 1: Oregon Juvenile Arrest Rates and Population Historical and Forecast – 15 to 17 Year-Olds

² For this analysis, "Major crimes" are all person crimes except simple assault, all property crimes except vandalism, and the behavioral crimes of weapons and drugs.

Arrest Forecast

Figure 1 also shows OEA's forecast of population³ and arrest rate for the next ten years. Multiplying the forecast population by arrest rate produces the forecast of arrests. The OYA intake forecast is based partly on the forecast number of arrests (see section IV, above).

The population of 15 to 17 year-olds is forecast to grow by an average of 2.2 percent annually through 2006. In contrast, this population grew by an average of 1.2 percent annually between 1997 and 2001.

The arrest rate forecast is based on long-term trends covering the last 26 years. Within this period, arrest rates have gone through periods of both increase and decrease. The forecast is intended as a mid-level range around which the actual arrest rate will fluctuate. The arrest rate for 15 to 17 year olds is forecast to increase slightly over current levels, but remain much lower than during the 1980s and 1990s.

VI. Total OYA Close Custody Forecast

Figure 2 and Table 1 show the OYA close custody forecast for the next ten years. Table 2 shows annual intake growth.

OYA's close custody population was 1,095 on July 1, 2002. It is expected to fall by 3.4 percent to 1,058 by July 2003, the end of this biennium. It is forecast to grow by 6.3 percent during the 2003-05 biennium, reaching 1,125 on July 1, 2005. The population is forecast to grow by 20.4 percent (224 beds) between July 1, 2002 and July 1, 2012.

This forecast is 13 beds higher than the previous forecast as of July 1, 2003. It is 43 beds higher as of July 1, 2005. This is the second consecutive forecast calling for a slight population decrease in this biennium. Through July 2005, the change in the current forecast over the previous forecast is due to an increase in length of stay in close custody.

a) Intake and Population Trends

After reaching a high of 1,157 in August 2000, the close custody population fell by 7.3 percent (85 beds) by September 2002. Annual intakes dropped by 24 percent between fiscal years (FY) 1999 and 2002.

The Advisory Committee cited several reasons for the drop in intakes:

 More local options such as residential drug and alcohol treatment, day reporting, shelter care, and detention. Some of these programs were at least partially funded by a juvenile crime prevention fund established by the 1999 Legislative Assembly.

³ OEA's forecast of population by age is produced independently of this forecast.

- A decline in juvenile referrals over the past several years.
- Budget cuts during the 2001 regular legislative session. These resulted in a 30-bed reduction over the current biennium.

12000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000
10000

Figure 2: OYA Close Custody Population Forecast

| Table | Table 1: Total Close Custody Population | | | | | | |
|--------|---|--------|-------------------|--|--|--|--|
| Date | Population | Date | Population | | | | |
| Jul-02 | 1,095 | Jul-07 | 1,229 | | | | |
| Jan-03 | 1,058 | Jul-08 | 1,267 | | | | |
| Jul-03 | 1,058 | Jul-09 | 1,289 | | | | |
| Jul-04 | 1,077 | Jul-10 | 1,303 | | | | |
| Jul-05 | 1,125 | Jul-11 | 1,310 | | | | |
| Jul-06 | 1,174 | Jul-12 | 1,319 | | | | |

While annual intakes dropped by nearly 300 between FY 1999 and FY 2002, the population has dropped by 85 beds. The population has not declined to the same extent as intakes because the length of stay in close custody has increased significantly over the last two years.

| Table 2: | Total Intake G | Frowth Rates |
|----------|----------------|--------------|
| FY | No. Intakes | Pct Chg |
| 2000 | 1034 | |
| 2001 | 868 | -16.1% |
| 2002 | 858 | -1.2% |
| 2003 | 876 | 2.1% |
| 2004 | 922 | 5.3% |
| 2005 | 964 | 4.6% |
| 2006 | 1017 | 5.5% |
| 2007 | 1073 | 5.5% |
| 2008 | 1095 | 2.1% |
| 2009 | 1105 | 0.9% |
| 2010 | 1110 | 0.5% |
| 2011 | 1113 | 0.2% |
| 2011 | 1119 | 0.5% |

Forecast begins Fiscal Year (FY) 2003

Significant growth has occurred in the number of juvenile court sex offenders and adult court inmates who have been in close custody for two years or longer. This group increased from 222 to 297 between July 1, 2000 and July 1, 2002, growing from 19 to 27 percent of the population. Overall, 31 percent of the population on July 1, 2002 had been in close custody for two or more years, compared to 22 percent two years prior. As a direct result, the median time-served to date for the population on July 1, 2002 was 11 months, compared to 9 months two years prior.

The forecast calls for the population decrease to continue through the end of the current biennium. Intakes have dropped by nearly one-quarter in recent years, and they are expected to remain very near their current levels through the end of the biennium. Meanwhile, many of the youth who have stayed longer than two years are forecast to leave OYA during this biennium. As a result, releases should outpace intakes through early 2003, causing the population to fall.

VII. Offender Group Forecasts

Table 3 compares the current and previous forecasts as of the end of the current and next biennia. The current forecast is higher than the previous forecast, and it reflects a shift in population from adult court cases to juvenile court cases. Much of this is the continuation of a shift that occurred during the first half of 2002. The overall population rose from 1,070 on January 1, 2002 to 1,095 on July 1, 2002. During this period, the adult court population fell from 329 to 305 and the juvenile court population rose from 741 to 790.

The forecast for each offender group is explained in more detail in the following sections.

| Table 3: OYA Close Custody Population Forecast Current vs. Previous | | | | | | |
|--|---------|--------------|------------|---------|--------------|------------|
| Forecast as of: | | July 1, 2003 | | | July 1, 2005 | 1 |
| | Current | Previous | Difference | Current | Previous | Difference |
| Measure 11 | 159 | 171 | (12) | 148 | 167 | (19) |
| Waived | 125 | 152 | (27) | 132 | 167 | (35) |
| Total Adult Court | 284 | 324 | (40) | 280 | 334 | (54) |
| Discretionary Bed | | | | | | |
| Allocation | 588 | 548 | 39 | 659 | 579 | 79 |
| Public Safety Res. | 186 | 173 | 13 | 187 | 170 | 18 |
| Total Juvenile Court | 774 | 721 | 52 | 846 | 749 | 97 |
| Total Population | 1,058 | 1,045 | 13 | 1,125 | 1,083 | 43 |

a) Measure 11 and Waived Inmates (Adult Court)

Measure 11 (M11) took effect in April 1995. Prior to this law, few juveniles were sent to adult court. Table 4 shows the growth in juvenile intakes to the Department of Corrections (DOC) immediately following M11. Intakes declined have by 26 percent since FY 2000. The population dropped

| | Table 4 Ballot Measure 11 and Waived Intakes | | | | | |
|-------|--|--------|-------|-------------|--|--|
| FY | M11 | Waived | Total | Pct. Change | | |
| 1995 | 14 | 37 | 51 | | | |
| 1996 | 59 | 77 | 136 | 166.7% | | |
| 1997 | 69 | 102 | 171 | 25.7% | | |
| 1998 | 55 | 102 | 157 | -8.2% | | |
| 1999 | 51 | 111 | 162 | 3.2% | | |
| 2000 | 49 | 107 | 156 | -3.7% | | |
| 2001 | 41 | 92 | 133 | -14.7% | | |
| 2002 | 36 | 79 | 115 | -13.5% | | |
| Total | 374 | 707 | 1081 | | | |

from 329 on January 1, 2002 to 305 on July 1, 2002.

ORS 420.011 states that the OYA may house adult court inmates until age 25. Inmates who will complete their sentences before age 25 could serve all their time at OYA. Inmates aged 16 or older can be returned to DOC to complete their sentence if they become a discipline or security concern. OYA may decide that older inmates can benefit from DOC programs.

About half of all M11 inmates are returned to the Department of Corrections (DOC) within four years of entering OYA. About half of waived inmates are returned or released within 15 months of entering OYA. The return of some inmates to DOC limits the growth in OYA's population.

Figure 4 and Table 5 show the adult court forecast for the next decade. Table 6 shows intake growth rates. Under current practice, the July 2002 population of 305 is forecast to drop by 6.8 percent to 284 by July 1, 2003, the end of the current biennium. It is forecast to fall by 1.6 percent during the 2003-05 biennium, reaching 280 on July 1, 2005. The population is forecast to grow by 8.7 percent (27 beds) between July 1, 2002 and July 1, 2012.

This forecast is 40 beds lower than the previous forecast for July 1, 2003. It is 54 beds lower than the previous forecast for July 1, 2005. The change in the current forecast over the previous forecast is due to a decrease in the expected number of intakes, the decline in population experienced during the first half of 2002, and a slight decrease in length of stay for some inmates.

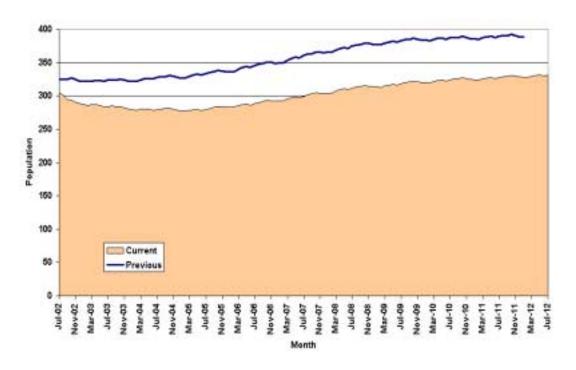


Figure 4: M11 & Waived Population Forecast

| Tal | Table 5: M11 and Waived Population | | | | | | |
|--------|------------------------------------|--------|------------|--|--|--|--|
| Date | Population | Date | Population | | | | |
| Jul-02 | 305 | Jul-07 | 300 | | | | |
| Jan-03 | 287 | Jul-08 | 312 | | | | |
| Jul-03 | 284 | Jul-09 | 318 | | | | |
| Jul-04 | 279 | Jul-10 | 324 | | | | |
| Jul-05 | 280 | Jul-11 | 328 | | | | |
| Jul-06 | 288 | Jul-12 | 332 | | | | |

b) Public Safety Reserve

The Public Safety Reserve (PSR) consists of youth committed for certain serious crimes (see Section III, page 4). All of these crimes are covered by M11. Therefore, the PSR now applies only to youth under age 15 at the time of their offense. Table 7 shows how PSR

| Table 6: M11 and Waived Intakes and Growth Rates | | | | | |
|---|---------|---------|--------------------|--|--|
| | M11 | Waived | Total | | |
| FY | Intakes | Intakes | Growth Rate | | |
| 2000 | 49 | 107 | | | |
| 2001 | 41 | 92 | -14.7% | | |
| 2002 | 36 | 79 | -13.5% | | |
| 2003 | 37 | 80 | 1.9% | | |
| 2004 | 39 | 85 | 6.2% | | |
| 2005 | 42 | 90 | 5.4% | | |
| 2006 | 44 | 95 | 6.5% | | |
| 2007 | 47 | 101 | 6.3% | | |
| 2008 | 48 | 103 | 1.3% | | |
| 2009 | 48 | 103 | 0.2% | | |
| 2010 | 48 | 103 | 0.2% | | |
| 2011 | 48 | 103 | -0.3% | | |
| 2012 | 48 | 104 | 0.8% | | |

Forecast begins FY 2003

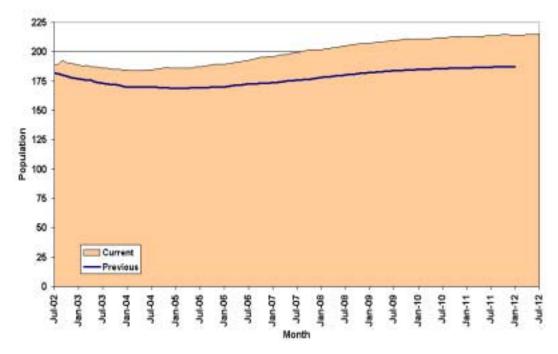
intakes dropped with the inception of M11 in 1995. PSR intakes were fairly stable between FY 1998 and 2000, averaging 82 per year. Intakes dropped by more than 25 percent in FY 2001. There was a slight increase in FY 2002.

The PSR *population* has increased because the average length of stay (LOS) has more than doubled. The average LOS for a PSR offender grew from 14 months in FY 1994 to 29 months in FY 2002. Consequently, the population has grown from 141 on July 1, 1993 to 189 on July 1, 2002.

Figure 5 and Table 8 show the PSR forecast for the next decade. Table 9 shows intake growth rates. The July 2002 population of 189 is

| Table | Table 7: Historical PSR Intakes | | | | | | |
|-------|---------------------------------|---------|--|--|--|--|--|
| FY | No. Intakes | Pct Chg | | | | | |
| 1994 | 159 | | | | | | |
| 1995 | 141 | -11.3% | | | | | |
| 1996 | 101 | -28.4% | | | | | |
| 1997 | 92 | -8.9% | | | | | |
| 1998 | 80 | -13.0% | | | | | |
| 1999 | 81 | 1.3% | | | | | |
| 2000 | 84 | 3.7% | | | | | |
| 2001 | 62 | -26.2% | | | | | |
| 2002 | 67 | 8.1% | | | | | |

Figure 5: Public Safety Reserve Population Forecast



| Table 8: | Table 8: Public Safety Reserve Population | | | | | |
|----------|---|--------|------------|--|--|--|
| | Fored | cast | | | | |
| Date | Population | Date | Population | | | |
| Jul-02 | 189 | Jul-07 | 199 | | | |
| Jan-03 | 189 | Jul-08 | 205 | | | |
| Jul-03 | 186 | Jul-09 | 210 | | | |
| Jul-04 | 185 | Jul-10 | 212 | | | |
| Jul-05 | 187 | Jul-11 | 214 | | | |
| Jul-06 | 193 | Jul-12 | 215 | | | |

forecast to remain stable through the end of the next biennium, July 1, 2005. The population is forecast to grow by 13.8 percent (26 beds) between July 1, 2002 and July 1, 2012.

| Table | Table 9: PSR Intake Growth Rates | | | | | | |
|-------|----------------------------------|---------|--|--|--|--|--|
| FY | No. Admits | Pct Chg | | | | | |
| 2000 | 84 | | | | | | |
| 2001 | 62 | -26.2% | | | | | |
| 2002 | 67 | 8.1% | | | | | |
| 2003 | 70 | 4.8% | | | | | |
| 2004 | 74 | 5.0% | | | | | |
| 2005 | 77 | 4.4% | | | | | |
| 2006 | 81 | 4.7% | | | | | |
| 2007 | 84 | 4.7% | | | | | |
| 2008 | 86 | 1.8% | | | | | |
| 2009 | 86 | 0.6% | | | | | |
| 2010 | 87 | 0.3% | | | | | |
| 2011 | 87 | 0.3% | | | | | |
| 2012 | 87 | 0.5% | | | | | |

This forecast is 13 beds higher than the previous forecast for July 1, 2003. It is 18 beds higher than the previous forecast for July 1, 2005. The change in the current forecast over the previous forecast is due to an increase in the number of expected intakes and a slight increase in length of stay.

c) Discretionary Bed Allocation

The discretionary bed allocation (DBA) consists of new crime commitments and parole violations for offenders not part of the PSR or in DOC custody.

Figure 6 and Table 10 show the DBA forecast. Table 11 shows intake growth rates. The July 2002 population of 601 is forecast to drop by 2.2 percent to 588 by July 1, 2003, the end of the current biennium. It is forecast to grow by 12.1 percent during the 2003-05 biennium, reaching 659 on July 1, 2005. The population is forecast to grow by 28.5 percent (171 beds) between July 1, 2002 and July 1, 2012.

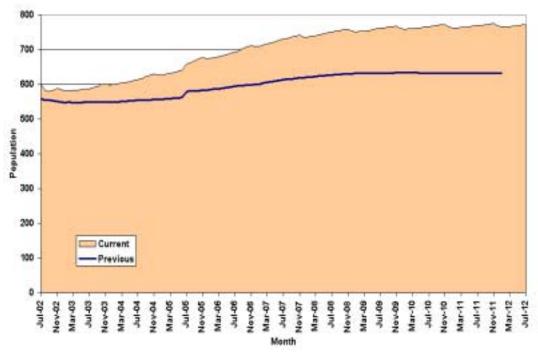


Figure 6: Discretionary Bed Allocation Population Forecast

This forecast is 39 beds higher than the previous forecast for July 1, 2003. It is 79 beds higher than the previous forecast for July 1, 2005. The change in the current forecast over the previous forecast is due to increases in the expected number of intakes and length of stay, and the 50-bed increase that occurred during the first half of 2002.

| Table 10: DBA Population Forecast | | | | | | | | | |
|-----------------------------------|------------|--------|-------------------|--|--|--|--|--|--|
| Date | Population | Date | Population | | | | | | |
| Jul-02 | 601 | Jul-07 | 730 | | | | | | |
| Jan-03 | 582 | Jul-08 | 751 | | | | | | |
| Jul-03 | 588 | Jul-09 | 761 | | | | | | |
| Jul-04 | 613 | Jul-10 | 767 | | | | | | |
| Jul-05 | 659 | Jul-11 | 769 | | | | | | |
| Jul-06 | 693 | Jul-12 | 772 | | | | | | |

Some county juvenile departments have questioned whether the current discretionary bed allocation system makes the forecast of bed demand appear artificially low. Counties must keep their population below a given "cap." Therefore, current practice and policy may be constrained by available bed space.

| Table 11: DBA Intake Growth Rates | | | | | | |
|-----------------------------------|------------|---------|--|--|--|--|
| FY | No. Admits | Pct Chg | | | | |
| 2000 | 794 | | | | | |
| 2001 | 673 | -15.2% | | | | |
| 2002 | 676 | 0.4% | | | | |
| 2003 | 689 | 1.9% | | | | |
| 2004 | 724 | 5.1% | | | | |
| 2005 | 756 | 4.5% | | | | |
| 2006 | 797 | 5.4% | | | | |
| 2007 | 840 | 5.4% | | | | |
| 2008 | 859 | 2.2% | | | | |
| 2009 | 868 | 1.1% | | | | |
| 2010 | 873 | 0.5% | | | | |
| 2011 | 875 | 0.3% | | | | |
| 2012 | 880 | 0.5% | | | | |

Forecast begins FY 2003

For example, a DBA youth may be paroled earlier than would be optimum to make room for another youth. Or, placement of a youth at OYA is delayed or declined because the county cannot justify paroling anyone currently incarcerated.

Our intent is to forecast the demand for beds given current practice and policy, independent of the supply of beds. If bed constraints are affecting current practice and policy in an objectively measurable way, then the forecast of bed demand is not truly independent of bed supply.

The Oregon Juvenile Department Directors' Association is in the process of polling its membership to determine to what extent bed supply is affecting placement decisions. If bed supply is a significant problem, OEA will work with OYA, OJDDA, and other interested parties to determine if unmet demand can be addressed objectively in this forecast.

VIII. Risks to the Forecast

Currently, the State faces a significant budget shortfall. A budget-balancing plan has been approved by the legislature, and the Governor is expected to approve it. Voters will be asked to pass an income tax increase in January. Should voters reject the tax increase, budget cuts are likely to follow. These could include a major reduction in close custody beds. This forecast does not include the impact of recent legislative actions because we won't know their outcome until the spring of 2003.

The forecast calls for a slight bed decrease during this biennium because releases are expected to outpace intakes through early 2003. The population could remain stable or increase if there are fewer than expected releases or more than expected intakes.

Fewer than expected releases would be caused by an increase in length of stay (LOS). LOS is currently at the highest level for the period for which data are available⁴. The median time served in close custody is currently 11 months, compared to 9 months for the population two years ago. LOS for some groups has been consistently increasing. However, this forecast assumes that the current LOS policies will remain in effect.

More than expected intakes could also cause the population to grow over the biennium. Adult arrests have increased two years running. There is a possibility that the arrest increase could spill over into the juvenile side, causing greater demand for close custody, especially for adult court cases. Moreover, many counties have been using new, local alternatives to close custody. Some offenders will undoubtedly work their way through these local options until OYA close custody is the only remaining alternative.

_

⁴ FY 1992 through FY 2002

Appendix: Total Close Custody Forecast by Month

| Current vs. Previous Forecast | | | | | | | | | | |
|-------------------------------|----------------|----------------|------------|------------------|----------------|----------|------------|--|--|--|
| Period | Current | Previous | Difference | Period | Current | Previous | Difference | | | |
| Jul-02 | 1,095 | 1,065 | 30 | Jul-07 | 1,229 | 1,149 | 79 | | | |
| Aug-02 | 1,074 | 1,060 | 13 | Aug-07 | 1,234 | 1,153 | 82 | | | |
| Sep-02 | 1,066 | 1,060 | 6 | Sep-07 | 1,240 | 1,155 | 85 | | | |
| Oct-02 | 1,066 | 1,058 | 8 | Oct-07 | 1,246 | 1,160 | 86 | | | |
| Nov-02 | 1,069 | 1,053 | 15 | Nov-07 | 1,248 | 1,161 | 86 | | | |
| Dec-02 | 1,064 | 1,049 | 14 | Dec-07 | 1,242 | 1,162 | 80 | | | |
| Jan-03 | 1,058 | 1,046 | 11 | Jan-08 | 1,242 | 1,164 | 79 | | | |
| Feb-03 | 1,054 | 1,047 | 8 | Feb-08 | 1,245 | 1,166 | 80 | | | |
| Mar-03 | 1,057 | 1,046 | 11 | Mar-08 | 1,251 | 1,170 | 80 | | | |
| Apr-03 | 1,057 | 1,046 | 11 | Apr-08 | 1,256 | 1,174 | 81 | | | |
| May-03 | 1,058 | 1,045 | 12 | May-08 | 1,259 | 1,177 | 82 | | | |
| Jun-03 | 1,057 | 1,044 | 13 | Jun-08 | 1,263 | 1,177 | 86 | | | |
| Jul-03 | 1,058 | 1,045 | 13 | Jul-08 | 1,267 | 1,182 | 85 | | | |
| Aug-03 | 1,061 | 1,046 | 15 | Aug-08 | 1,271 | 1,185 | 86 | | | |
| Sep-03 | 1,064 | 1,044 | 20 | Sep-08 | 1,276 | 1,186 | 90 | | | |
| Oct-03 | 1,069 | 1,046 | 23 | Oct-08 | 1,280 | 1,190 | 90 | | | |
| Nov-03 | 1,069 | 1,044 | 26 | Nov-08 | 1,281 | 1,190 | 90 | | | |
| Dec-03 | 1,064 | 1,041 | 23 | Dec-08 | 1,273 | 1,190 | 83 | | | |
| Jan-04 | 1,064 | 1,040 | 24 | Jan-09 | 1,272 | 1,191 | 81 | | | |
| Feb-04 | 1,065 | 1,042 | 23 | Feb-09 | 1,273 | 1,191 | 82 | | | |
| Mar-04 | 1,068 | 1,045 | 24 | Mar-09 | 1,277 | 1,194 | 83 | | | |
| Apr-04 | 1,069 | 1,047 | 23 | Apr-09 | 1,280 | 1,196 | 84 | | | |
| May-04 | 1,072 | 1,048 | 24 | May-09 | 1,283 | 1,198 | 86 | | | |
| Jun-04 | 1,074 | 1,048 | 26 | Jun-09 | 1,286 | 1,197 | 90 | | | |
| Jul-04 | 1,077 | 1,052 | 25 | Jul-09 | 1,289 | 1,199 | 90 | | | |
| Aug-04 | 1,082 | 1,053 | 29 | Aug-09 | 1,292 | 1,201 | 91 | | | |
| Sep-04 | 1,089 | 1,053 | 35 | Sep-09 | 1,297 | 1,201 | 95 | | | |
| Oct-04 | 1,094 | 1,055 | 38 | Oct-09 | 1,300 | 1,204 | 96 | | | |
| Nov-04 | 1,096 | 1,054 | 41 | Nov-09 | 1,300 | 1,203 | 97 | | | |
| Dec-04 | 1,091 | 1,053 | 38 | Dec-09 | 1,291 | 1,202 | 89 | | | |
| Jan-05 | 1,090 | 1,052 | 38 | Jan-10 | 1,289 | 1,202 | 88 | | | |
| Feb-05 | 1,093 | 1,053 | 40 | Feb-10 | 1,290 | 1,201 | 89 | | | |
| Mar-05 | 1,097 | 1,057 | 40 | Mar-10 | 1,293 | 1,203 | 90 | | | |
| Apr-05 | 1,101 | 1,060 | 40 | Apr-10 | 1,296 | 1,205 | 91 | | | |
| May-05 | 1,103 | 1,063 | 40 | May-10 | 1,298 | 1,205 | 93 | | | |
| Jun-05 | 1,107 | 1,063 | 43 | Jun-10 | 1,300 | 1,203 | 97 | | | |
| Jul-05 | 1,125 | 1,083 | 43 | Jul-10 | 1,303 | 1,206 | 97 | | | |
| Aug-05 | 1,132 | 1,085 | 46 | Aug-10 | 1,305 | 1,206 | 99 | | | |
| Sep-05 | 1,139 | 1,087 | 53 | Sep-10 | 1,309 | 1,206 | 102 | | | |
| Oct-05 | 1,146 | 1,090 | 56 | Oct-10 | 1,311 | 1,208 | 104 | | | |
| Nov-05 | 1,150 | 1,090 | 60 | Nov-10 | 1,310 | 1,207 | 104 | | | |
| Dec-05 | 1,146 | 1,089 | 57 | Dec-10 | 1,301 | 1,205 | 96 | | | |
| Jan-06 | 1,148 | 1,090 | 57 | Jan-11 | 1,299 | 1,205 | 94 | | | |
| Feb-06 | 1,151 | 1,093 | 58 | Feb-11 | 1,299 | 1,204 | 96 | | | |
| Mar-06 | 1,157 | 1,098 | 59 | Mar-11 | 1,302 | 1,206 | 96 | | | |
| Apr-06 | 1,161 | 1,103 | 58 | Apr-11 | 1,304 | 1,208 | 97 | | | |
| May-06 | 1,165 | 1,107 | 58 | May-11 | 1,306 | 1,209 | 98 | | | |
| Jun-06 | 1,169 | 1,108 | 61 | Jun-11 | 1,308 | 1,207 | 102 | | | |
| Jul-06 | 1,174 | 1,113 | 61 | Jul-11 | 1,310 | 1,209 | 102 | | | |
| Aug-06 | 1,181 | 1,115 | 65 | Aug-11 | 1,313 | 1,210 | 103 | | | |
| Sep-06 | 1,189 | 1,118 | 71 | Sep-11 | 1,317 | 1,210 | 107 | | | |
| Oct-06 | 1,197 | 1,122 | 75 | Oct-11 | 1,320 | 1,211 | 109 | | | |
| Nov-06 | 1,201 | 1,123 | 78 | Nov-11 | 1,319 | 1,210 | 109 | | | |
| Dec-06 | 1,197 | 1,123 | 74 | Dec-11 | 1,310 | 1,208 | 102 | | | |
| Jan-07 | 1,199 | 1,124 | 75 | Jan-12 | 1,308 | 1,208 | 100 | | | |
| Feb-07 | 1,203 | 1,127 | 76 | Feb-12 | 1,308 | , - | | | | |
| Mar-07 | 1,209 | 1,133 | 76 | Mar-12 | 1,311 | | | | | |
| Apr-07 | 1,214 | 1,138 | 76 | Apr-12 | 1,313 | | | | | |
| | -, | | | - | | | | | | |
| - | 1 210 | 1 1/17 | 77 | 1/12//-1.7 | | | | | | |
| May-07 Jun-07 | 1,219 1,224 | 1,142 1,144 | 77 81 | May-12 Jun-12 | 1,315 1,317 | | | | | |

Juvenile Corrections Population Forecasting Advisory Committee

Mike Bullis Dept. of Special Education & Comm. Resources University of Oregon Eugene, OR 97403 Karen Brazeau Director Oregon Youth Authority 530 Center St NE #200 Salem, OR 97301

*Joseph Christy Director Washington County Juvenile Dept. 222 N First Ave Hillsboro OR 97124

Jeff Milligan CEOJJC P.O. Box 3155 Salem, OR 97302

Honorable Tom Hart, Circuit Judge Marion County Circuit Court P.O. Box 12869 Salem, Oregon 97309-2676 Joanne Fuller Director Multnomah County Juvenile Department 501 SE Hawthorne Suite 250 Portland, OR 97214

*Committee Chair

Department of Administrative Services

Mike Greenfield, Director

Office of Economic Analysis

Tom Potiowsky, State Economist
Dae Baek, Senior Economist
Michael Kennedy, Economist
Carrie Lovellette, Administrative Assistant
Suzanne Porter, Corrections Forecasting Analyst
Kanhaiya Vaidya, Senior Demographer

www.oea.das.state.or.us