

Close Custody Demand

- The estimated demand for close custody beds grew 5.7 percent during Fiscal Year (FY) 2007.¹ Demand is estimated to have been 1,197 on July 1, 2006 and 1,265 on July 1, 2007. The estimated bed demand of 1,265 on July 1, 2007 was 395 beds higher than the actual population (870) on that date. It was 108 beds higher than the highest historical population of 1,157 on August 1, 2000.
- Bed demand is forecast to remain stable through the next two biennia, with demand of 1,257 expected for July 1, 2011. A slight increase of 60 beds (4.8 percent) is expected for the remainder of the 10-year forecast horizon. Bed demand of 1,317 is expected for July 1, 2017.
- The current forecast is 57 beds higher than the previous forecast for July 1, 2007. It is 99 beds higher than the previous forecast for July 1, 2009. The difference is due to an unexpected increase in bed demand during the first half of 2007. Further, the current forecast calls for stable demand while the previous forecast called for a slight decrease in demand.

What is OYA Demand?

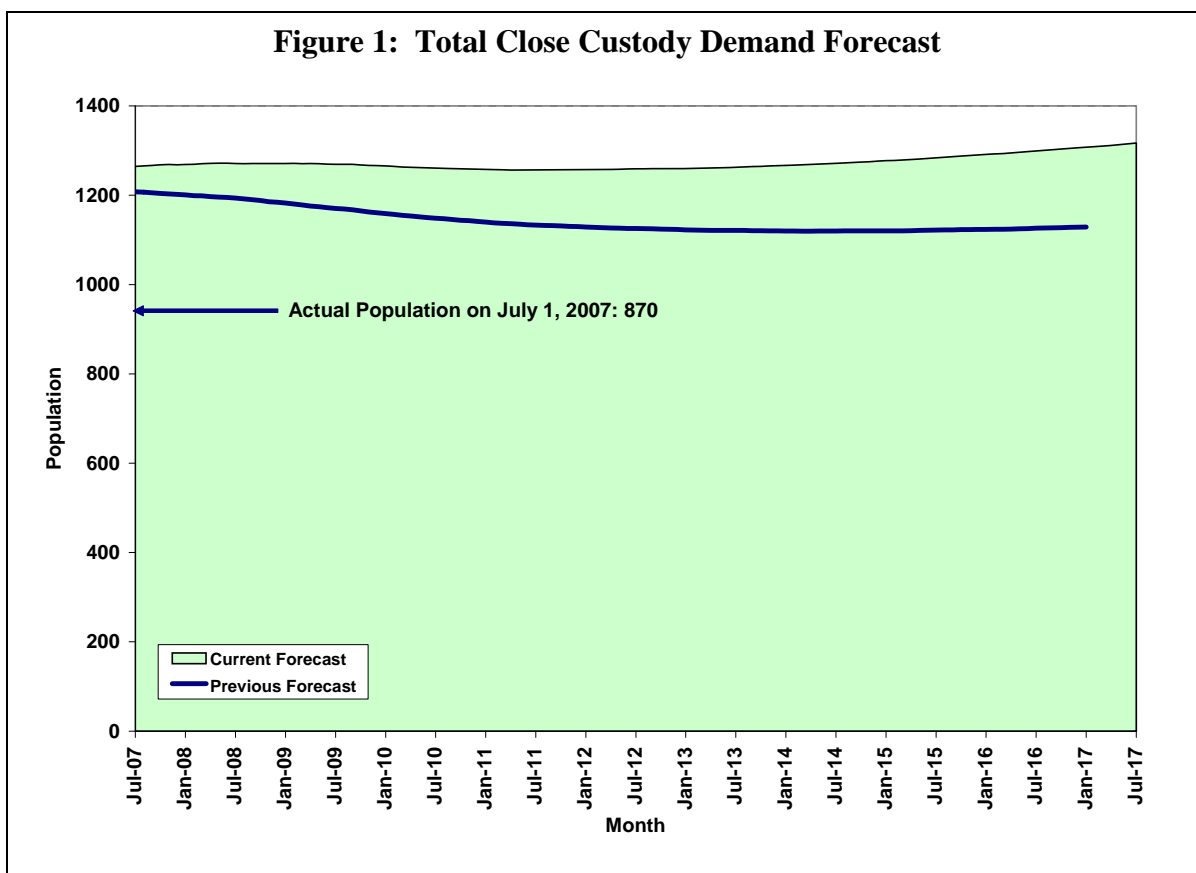
This forecast covers youths committed to the Oregon Youth Authority (OYA) who are in close custody or out of home community placement. Close custody consists of:

- 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 number of DBA and CP beds is highly dependent upon OYA's budget, so forecasting their actual numbers is not useful. Therefore, we forecast the *demand* for beds. *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.

¹ Oregon's fiscal year extends from July 1 to June 30. Biennial budget periods extend from July 1 to June 30 of odd-numbered years.



- 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 waived inmates are returned or released within 18 months of entering OYA. The

Table 1: Total Close-Custody Demand Forecast

Date	Current	Previous	Difference	Pct Diff.
Jul-07	1,265	1,208	57	4.7%
Jan-08	1,269	1,201	68	5.7%
Jul-08	1,271	1,193	78	6.5%
Jul-09	1,269	1,171	99	8.4%
Jul-10	1,261	1,149	113	9.8%
Jul-11	1,257	1,133	124	10.9%
Jul-12	1,259	1,126	134	11.9%
Jul-13	1,263	1,121	142	12.6%
Jul-14	1,272	1,120	152	13.5%
Jul-15	1,284	1,122	162	14.4%
Jul-16	1,299	1,126	173	15.4%
Jul-17	1,317			
Total Growth	52			4.1%

Columns and rows may not add to total due to rounding

return of some inmates to DOC limits the growth in OYA's population.

Date	Current	Previous	Difference	Pct Diff.
Jul-07	330	300	30	10.1%
Jan-08	330	302	28	9.2%
Jul-08	329	303	26	8.6%
Jul-09	331	301	31	10.2%
Jul-10	330	299	31	10.4%
Jul-11	333	298	35	11.7%
Jul-12	337	299	38	12.8%
Jul-13	340	300	40	13.2%
Jul-14	343	301	42	14.1%
Jul-15	347	302	45	14.9%
Jul-16	352	304	48	15.8%
Jul-17	357			
Total Growth	27		8.2%	

Table 2 shows the AC forecast for the next decade. Table 3 shows intake growth rates. The July 1, 2007 population of 330 is forecast to remain stable over the next two biennia.

Public Safety Reserve

The Public Safety Reserve (PSR) consists of youths committed for certain violent crimes.² Nearly all of these crimes are covered by Measure 11, which pertains to

Date	Current	Previous	Difference	Pct Diff.
Jul-07	136	150	-14	-9.5%
Jan-08	139	150	-12	-7.7%
Jul-08	144	152	-8	-5.0%
Jul-09	148	154	-6	-3.6%
Jul-10	150	153	-3	-1.8%
Jul-11	151	153	-2	-1.2%
Jul-12	152	154	-1	-0.9%
Jul-13	153	153	0	-0.2%
Jul-14	154	153	1	0.7%
Jul-15	157	154	3	1.8%
Jul-16	159	155	4	2.8%
Jul-17	161			
Total Growth	25		18.4%	

FY	M11 Intakes	Waived Intakes	Total Growth Rate
2004	40	83	
2005	38	100	12.2%
2006	45	85	-5.8%
2007	35	86	-6.9%
2008	41	93	11.0%
2009	41	93	0.3%
2010	42	94	0.4%
2011	42	94	0.7%
2012	42	95	1.0%
2013	43	96	1.1%
2014	43	97	1.2%
2015	44	99	1.3%
2016	45	100	1.4%
2017	45	102	1.5%

*Forecast begins FY 2008

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 July 1, 2007 population of 136 is forecast to increase by 15 beds (11.1 percent) to 151 over the next two biennia.

FY	No. Admits	Pct Chg
2004	79	
2005	85	7.6%
2006	72	-15.3%
2007	83	15.3%
2008	82	-1.1%
2009	83	1.0%
2010	83	0.6%
2011	84	0.3%
2012	84	0.2%
2013	84	0.5%
2014	85	0.8%
2015	86	1.1%
2016	87	1.3%
2017	88	1.5%

*Forecast begins FY 2008

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

Table 6: DBA Demand Forecast

Date	Current	Previous	Difference	Pct Diff.
Jul-07	799	758	41	5.4%
Jan-08	800	748	52	6.9%
Jul-08	798	738	59	8.1%
Jul-09	790	716	74	10.3%
Jul-10	780	696	84	12.1%
Jul-11	773	682	91	13.3%
Jul-12	770	673	97	14.4%
Jul-13	770	668	102	15.3%
Jul-14	774	666	108	16.2%
Jul-15	780	666	114	17.2%
Jul-16	788	668	121	18.1%
Jul-17	799			
Total Growth	0			0.0%

Discretionary Bed Demand

Discretionary bed demand is comprised of the actual population of youths in the Discretionary Bed Allocation (DBA), plus those with similar 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 July 1, 2007 is estimated to have been 799 beds. This is 395 beds higher than the actual population (404) on that date. It is 151 beds higher than the highest historical population of 648 in June 2000.

Demand is expected to decline by 26 beds (3.3 percent) over the next two biennia, reaching 773 by July 2011. An increase of 26 beds is expected for the remainder of the 10-year forecast horizon. Demand of 799 beds is expected for January 1, 2017, the same as on July 1, 2007.

Table 7: DBA Demand Intake Growth Rates

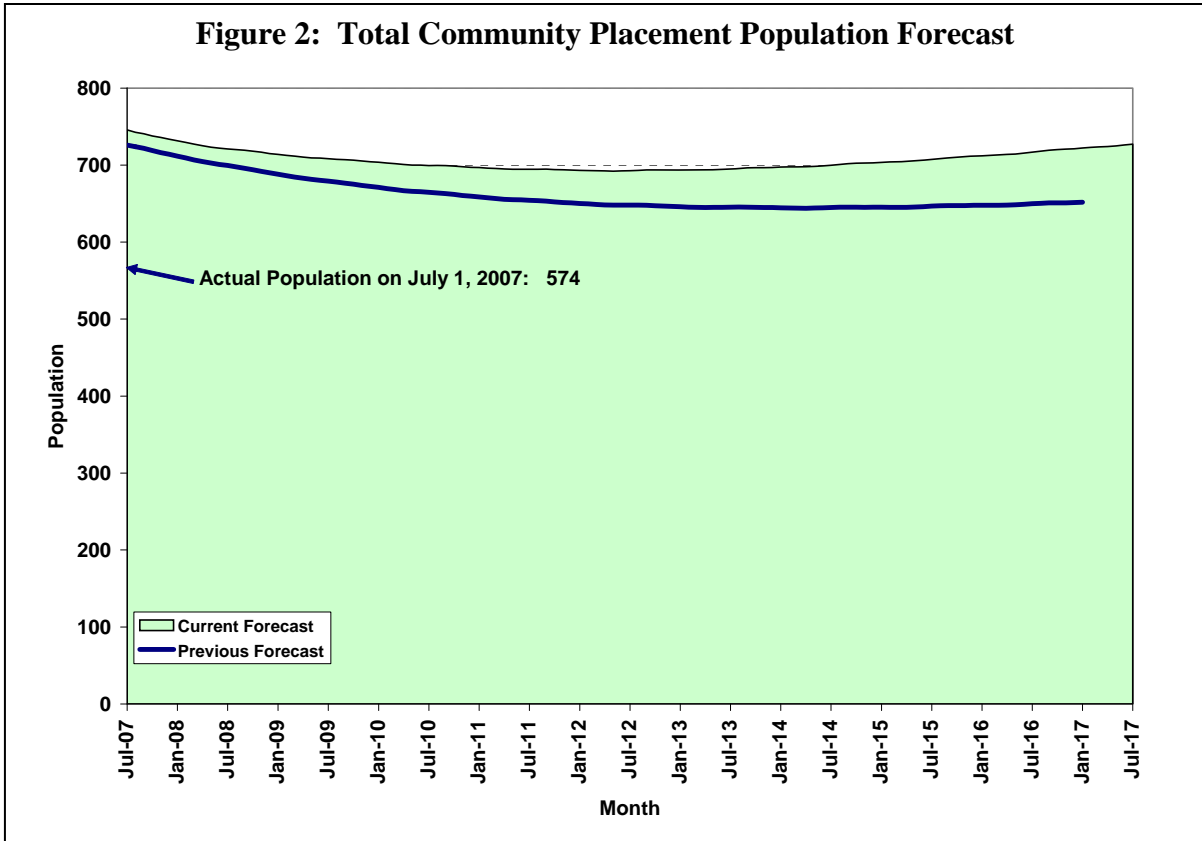
FY	No. Admits	Pct Chg
2004	900	
2005	902	0.2%
2006	898	-0.4%
2007	971	8.1%
2008	974	0.4%
2009	956	-1.8%
2010	940	-1.7%
2011	929	-1.1%
2012	923	-0.7%
2013	924	0.1%
2014	929	0.6%
2015	938	0.9%
2016	949	1.2%
2017	963	1.4%

*Forecast begins FY 2008

The July 1, 2007 demand was 41 beds higher than previously forecast. The major cause for the difference is higher than expected intake demand during the first half of 2007.

Community Placement Demand

- The estimated demand for community placement (CP) beds increased by 3.5 percent during FY 2007. Demand was estimated to have been 721 beds on July 1, 2006 and 746 beds on July 1, 2007. The estimated CP demand of 746 on July 1, 2007 was 172 beds higher than the actual population (574) on that date. It was 20 beds lower than the highest known historical population of 766, reached during April 2000.
- CP demand is forecast to decrease by 38 beds (5.0 percent) to 708 by July 1, 2009, the end of the current biennium. It is forecast to increase by 19 beds (2.7 percent) over the remainder of the 10-year forecast horizon. The July 1, 2017 population is expected to be 727 beds.



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

CP demand is the demand for residential treatment and foster care beds to house youths on OYA-supervised probation and parole.

Table 8: Community Placement Demand Forecast

Date	Current	Previous	Difference	Pct Diff.
Jul-07	746	726	20	2.7%
Jan-08	732	712	20	2.8%
Jul-08	721	700	21	3.1%
Jul-09	708	679	29	4.3%
Jul-10	699	665	35	5.2%
Jul-11	695	654	40	6.1%
Jul-12	693	648	45	6.9%
Jul-13	695	645	50	7.7%
Jul-14	700	645	55	8.5%
Jul-15	707	647	61	9.4%
Jul-16	717	650	67	10.3%
Jul-17	727			
Total Growth	(18)			-2.5%

Table 9: Community Placement Intake Growth Rates

FY	No. Intakes	Pct Chg
2004	1779	
2005	1746	-1.9%
2006	1769	1.3%
2007	1813	2.4%
2008	1765	-2.6%
2009	1736	-1.6%
2010	1715	-1.2%
2011	1704	-0.6%
2012	1699	-0.3%
2013	1705	0.3%
2014	1716	0.7%
2015	1735	1.1%
2016	1758	1.3%
2017	1784	1.5%

*Forecast begins FY 2008

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 85,371 youths either last referred or committed to OYA between 1996 and 2002, the mirror populations comprised 6.8 percent (5,786) and scorers another 6.2 percent (5,258). 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,

<http://www.oregon.gov/DAS/OEA/>.

Characteristics of the TDPs

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

- About 26 percent of youths ever referred are first referred before age 14, yet this group comprises 62 percent of TDP intakes.
- For this core group of offenders, the average time between the first referral and entering the *probation* TDP is 24.7 months. By that time, these youths have been referred an average of 4.5 times.
- For youths who become part of the *close custody* TDP, the average time between the first referral and entering the TDP is 36.5 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

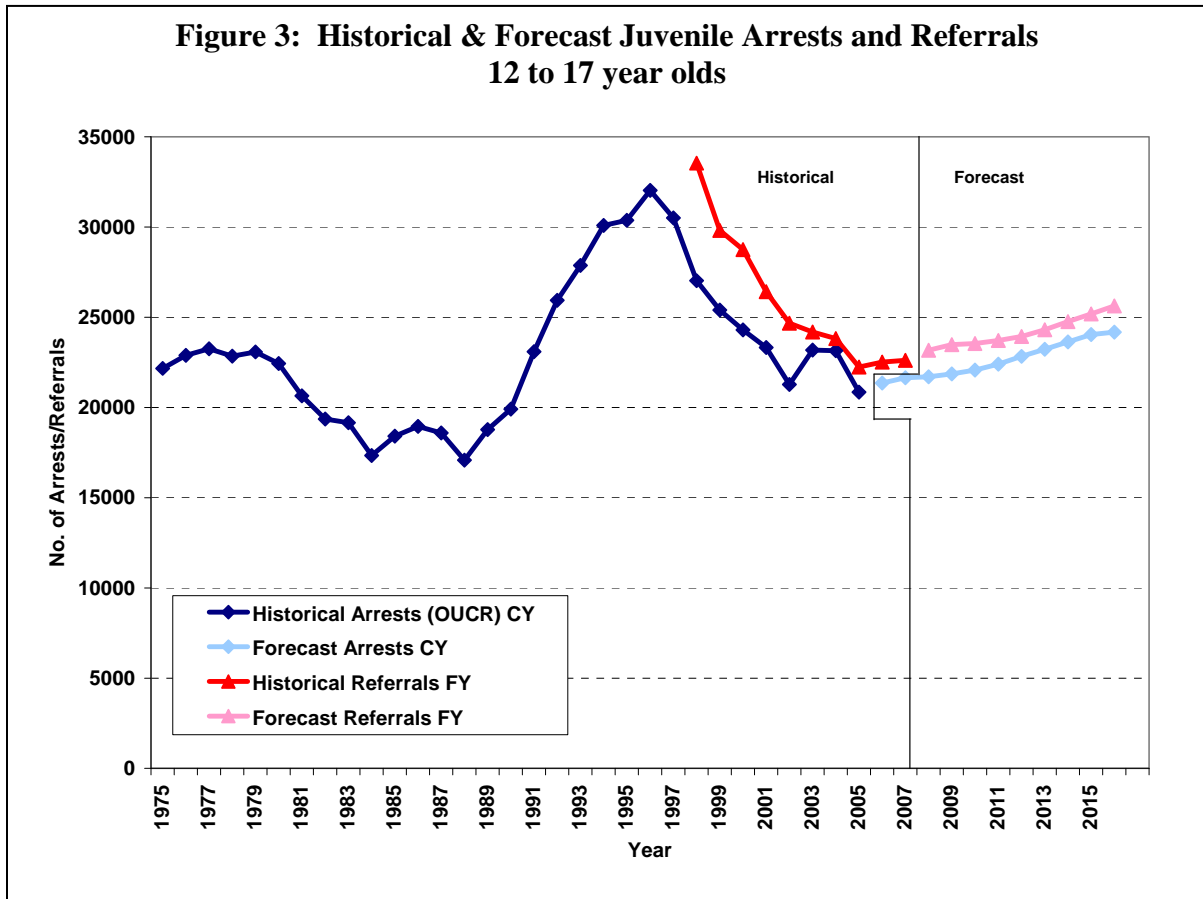
Figure 3 shows our forecasts of referral and arrest rates that underlie the demand forecast. JJIS data consist of referrals entered by juvenile departments, and Oregon Uniform Crime Reports (OUCR) data are juvenile arrests compiled by police departments.

Both series show the decline in juvenile arrests since the mid-1990s. Referrals of 12 to 17 year olds have risen by 1.7 percent since FY 2005, ending 7 years of decline. However, referrals of youths younger than 14 have decreased consistently since FY 1998.

Table10: Composition of Total Intake Demand

Probation				
	Critical	Actual		Pct
FY	Scorers	New Intakes	Total	Scorers
1996	575	714	1289	44.6%
1997	540	652	1192	45.3%
1998	633	593	1226	51.6%
1999	558	575	1133	49.2%
2000	540	559	1099	49.1%
2001	567	487	1054	53.8%
2002	498	474	972	51.2%
2003	516	345	861	59.9%
2004	498	245	743	67.0%
2005	467	253	720	64.9%
2006	506	261	767	66.0%
2007	515	256	771	66.8%
Discretionary Bed Allocation				
	Critical	Actual		Pct
FY	Scorers	New Intakes	Total	Scorers
1996	454	163	617	73.6%
1997	461	169	630	73.2%
1998	562	166	728	77.2%
1999	511	204	715	71.5%
2000	461	176	637	72.4%
2001	428	166	594	72.1%
2002	369	136	505	73.1%
2003	309	96	405	76.3%
2004	325	127	452	71.9%
2005	306	139	445	68.8%
2006	289	148	437	66.1%
2007	343	163	506	67.8%

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 the community placement forecast is due to the historical decline in referrals among offenders first referred when younger than 14. These younger offenders have a higher likelihood of being committed to OYA probation than older offenders.



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 youths ultimately committed to the Youth Authority are first referred before age 14. Referrals of youths younger than 14 have decreased consistently and now constitute a smaller percentage of first referrals than at any time since FY 1998.

A change in this distribution pattern could 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 time that typically elapses between the 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. In 2003, 4 youth correctional facilities were closed due to budget constraints. Although some facilities are being partially reopened, 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.

OYA Close Custody Demand Forecast

Current vs. Previous Forecast							
Date	Current	Previous	Difference	Date	Current	Previous	Difference
Jul-07	1,265	1,208	57	Jul-12	1,259	1,126	134
Aug-07	1,266	1,207	59	Aug-12	1,259	1,125	134
Sep-07	1,267	1,205	62	Sep-12	1,260	1,125	135
Oct-07	1,269	1,204	64	Oct-12	1,260	1,124	135
Nov-07	1,269	1,203	66	Nov-12	1,260	1,124	136
Dec-07	1,268	1,202	66	Dec-12	1,260	1,123	137
Jan-08	1,269	1,201	68	Jan-13	1,260	1,123	138
Feb-08	1,269	1,199	70	Feb-13	1,260	1,122	138
Mar-08	1,270	1,198	72	Mar-13	1,260	1,122	139
Apr-08	1,271	1,197	75	Apr-13	1,261	1,121	140
May-08	1,272	1,196	76	May-13	1,262	1,121	140
Jun-08	1,272	1,195	77	Jun-13	1,262	1,121	141
Jul-08	1,271	1,193	78	Jul-13	1,263	1,121	142
Aug-08	1,271	1,192	79	Aug-13	1,263	1,121	142
Sep-08	1,271	1,190	81	Sep-13	1,264	1,121	143
Oct-08	1,271	1,188	83	Oct-13	1,265	1,121	144
Nov-08	1,271	1,185	86	Nov-13	1,266	1,120	145
Dec-08	1,271	1,184	87	Dec-13	1,266	1,120	146
Jan-09	1,271	1,183	88	Jan-14	1,267	1,120	147
Feb-09	1,271	1,180	91	Feb-14	1,268	1,120	148
Mar-09	1,271	1,178	92	Mar-14	1,268	1,120	149
Apr-09	1,271	1,176	95	Apr-14	1,269	1,120	149
May-09	1,271	1,174	96	May-14	1,270	1,120	150
Jun-09	1,270	1,172	97	Jun-14	1,271	1,120	151
Jul-09	1,269	1,171	99	Jul-14	1,272	1,120	152
Aug-09	1,269	1,169	100	Aug-14	1,272	1,120	152
Sep-09	1,269	1,167	102	Sep-14	1,273	1,120	153
Oct-09	1,268	1,165	103	Oct-14	1,274	1,120	154
Nov-09	1,267	1,163	104	Nov-14	1,275	1,120	155
Dec-09	1,266	1,161	105	Dec-14	1,276	1,120	156
Jan-10	1,265	1,159	107	Jan-15	1,277	1,120	157
Feb-10	1,265	1,157	108	Feb-15	1,278	1,120	158
Mar-10	1,263	1,155	108	Mar-15	1,279	1,120	158
Apr-10	1,262	1,153	109	Apr-15	1,280	1,121	159
May-10	1,262	1,152	111	May-15	1,281	1,121	160
Jun-10	1,261	1,150	112	Jun-15	1,283	1,122	161
Jul-10	1,261	1,149	113	Jul-15	1,284	1,122	162
Aug-10	1,260	1,147	113	Aug-15	1,285	1,123	163
Sep-10	1,259	1,146	114	Sep-15	1,286	1,123	164
Oct-10	1,259	1,144	115	Oct-15	1,288	1,123	165
Nov-10	1,259	1,143	116	Nov-15	1,289	1,123	166
Dec-10	1,258	1,141	117	Dec-15	1,290	1,123	167
Jan-11	1,258	1,140	118	Jan-16	1,291	1,124	168
Feb-11	1,258	1,138	119	Feb-16	1,293	1,124	169
Mar-11	1,257	1,137	120	Mar-16	1,294	1,124	170
Apr-11	1,256	1,136	120	Apr-16	1,295	1,124	171
May-11	1,256	1,135	121	May-16	1,296	1,125	171
Jun-11	1,256	1,134	123	Jun-16	1,298	1,125	172
Jul-11	1,257	1,133	124	Jul-16	1,299	1,126	173
Aug-11	1,257	1,133	124	Aug-16	1,301	1,127	174
Sep-11	1,257	1,132	125	Sep-16	1,302	1,127	175
Oct-11	1,257	1,131	126	Oct-16	1,303	1,128	176
Nov-11	1,257	1,131	127	Nov-16	1,305	1,128	177
Dec-11	1,258	1,130	128	Dec-16	1,306	1,128	178
Jan-12	1,258	1,129	129	Jan-17	1,308	1,129	179
Feb-12	1,258	1,128	130	Feb-17	1,309		
Mar-12	1,257	1,127	130	Mar-17	1,310		
Apr-12	1,258	1,127	131	Apr-17	1,312		
May-12	1,258	1,126	132	May-17	1,313		
Jun-12	1,259	1,126	133	Jun-17	1,315		
				Jul-17	1,317		

OYA Community Placement Demand Forecast

Current vs. Previous Forecast							
Date	Current	Previous	Difference	Date	Current	Previous	Difference
Jul-07	746	726	20	Jul-12	693	648	45
Aug-07	743	724	19	Aug-12	693	648	45
Sep-07	741	722	19	Sep-12	694	648	46
Oct-07	738	719	19	Oct-12	694	647	47
Nov-07	736	716	20	Nov-12	694	647	47
Dec-07	734	714	20	Dec-12	693	646	47
Jan-08	732	712	20	Jan-13	694	646	48
Feb-08	729	709	20	Feb-13	694	646	48
Mar-08	727	707	20	Mar-13	694	645	49
Apr-08	725	704	21	Apr-13	694	645	49
May-08	723	703	21	May-13	694	645	49
Jun-08	722	701	21	Jun-13	694	645	49
Jul-08	721	700	21	Jul-13	695	645	50
Aug-08	720	698	22	Aug-13	696	646	50
Sep-08	719	696	23	Sep-13	696	645	51
Oct-08	718	694	24	Oct-13	697	645	52
Nov-08	717	692	25	Nov-13	697	645	52
Dec-08	715	690	25	Dec-13	697	645	52
Jan-09	714	688	26	Jan-14	697	645	53
Feb-09	713	686	26	Feb-14	698	644	53
Mar-09	712	684	27	Mar-14	698	644	54
Apr-09	710	683	27	Apr-14	698	644	54
May-09	709	682	28	May-14	698	644	54
Jun-09	709	680	29	Jun-14	699	644	55
Jul-09	708	679	29	Jul-14	700	645	55
Aug-09	708	678	30	Aug-14	701	645	56
Sep-09	707	677	30	Sep-14	702	645	56
Oct-09	707	675	31	Oct-14	702	645	57
Nov-09	705	674	32	Nov-14	703	645	58
Dec-09	704	672	32	Dec-14	703	645	58
Jan-10	704	671	33	Jan-15	704	645	58
Feb-10	703	670	33	Feb-15	704	645	59
Mar-10	702	668	34	Mar-15	705	645	59
Apr-10	701	667	34	Apr-15	705	645	60
May-10	700	666	34	May-15	705	646	60
Jun-10	700	665	35	Jun-15	706	646	60
Jul-10	699	665	35	Jul-15	707	647	61
Aug-10	700	664	35	Aug-15	708	647	61
Sep-10	699	663	36	Sep-15	710	647	62
Oct-10	699	662	37	Oct-15	710	647	63
Nov-10	698	661	37	Nov-15	711	647	63
Dec-10	697	660	37	Dec-15	711	648	64
Jan-11	697	659	38	Jan-16	712	648	64
Feb-11	696	658	39	Feb-16	713	648	65
Mar-11	696	657	39	Mar-16	713	648	65
Apr-11	695	656	40	Apr-16	714	648	66
May-11	695	655	39	May-16	714	649	66
Jun-11	695	655	40	Jun-16	716	649	66
Jul-11	695	654	40	Jul-16	717	650	67
Aug-11	695	654	41	Aug-16	718	651	68
Sep-11	695	653	41	Sep-16	719	651	68
Oct-11	694	652	42	Oct-16	720	651	69
Nov-11	694	651	42	Nov-16	721	651	70
Dec-11	694	651	43	Dec-16	721	651	70
Jan-12	693	650	43	Jan-17	722	652	71
Feb-12	693	650	44	Feb-17	723		
Mar-12	693	649	44	Mar-17	724		
Apr-12	692	648	44	Apr-17	724		
May-12	692	648	44	May-17	725		
Jun-12	692	648	44	Jun-17	726		
				Jul-17	727		

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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 15th and October 15th.

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