Corrections & Youth Corrections Forecasts

Presentation to the Ways and Means Public Safety Subcommittee

January 26th, 2023

Office of Economic Analysis

Outline

- The adult corrections forecast:
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Overview

- ORS 184.351 directs the Department of Administrative Services to produce the forecast.

- The Corrections Forecast includes both the Adults in Custody (AIC) and Community Corrections populations.

- The forecast is published on April 1 and October 1 each year.

- The forecast is on a monthly basis and extends out ten years.

- The AIC forecast is delineated by gender, crime type (Person, Property and Statutory), and New Crime vs. Revocation.

History

- In 1988, the Governor's Task Force on Corrections Planning issued its report, including recommendations for more accurate corrections population forecasting.

- In 1990, Governor Goldschmidt issued Executive Order 90-23:

  - Establishing the Corrections Population Forecasting Advisory Committee, and

  - Authorizing the Department of Administrative Services to prepare the corrections population forecast.
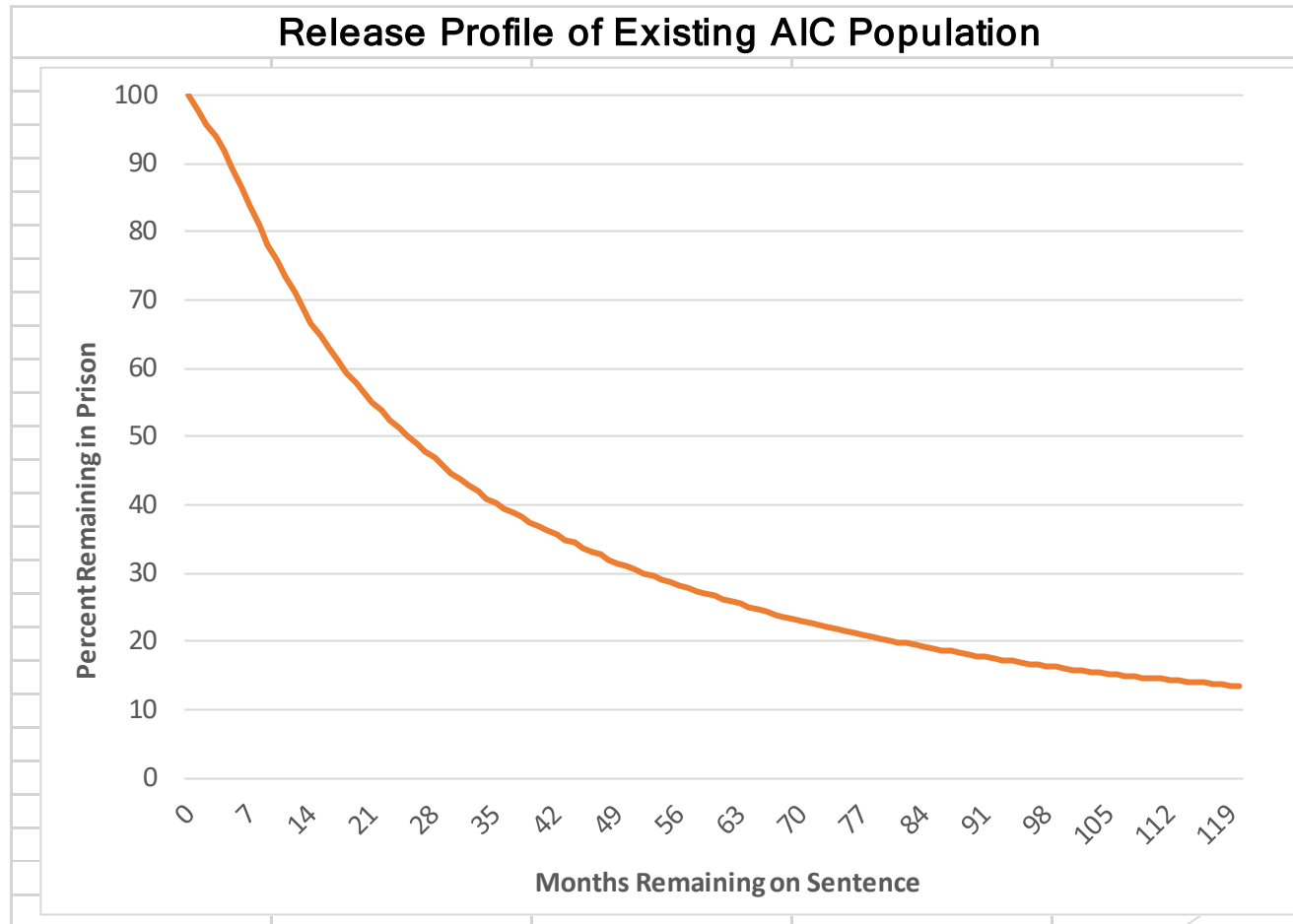
Methodology

- The AIC population is modeled using a demographic-style flow model, where:
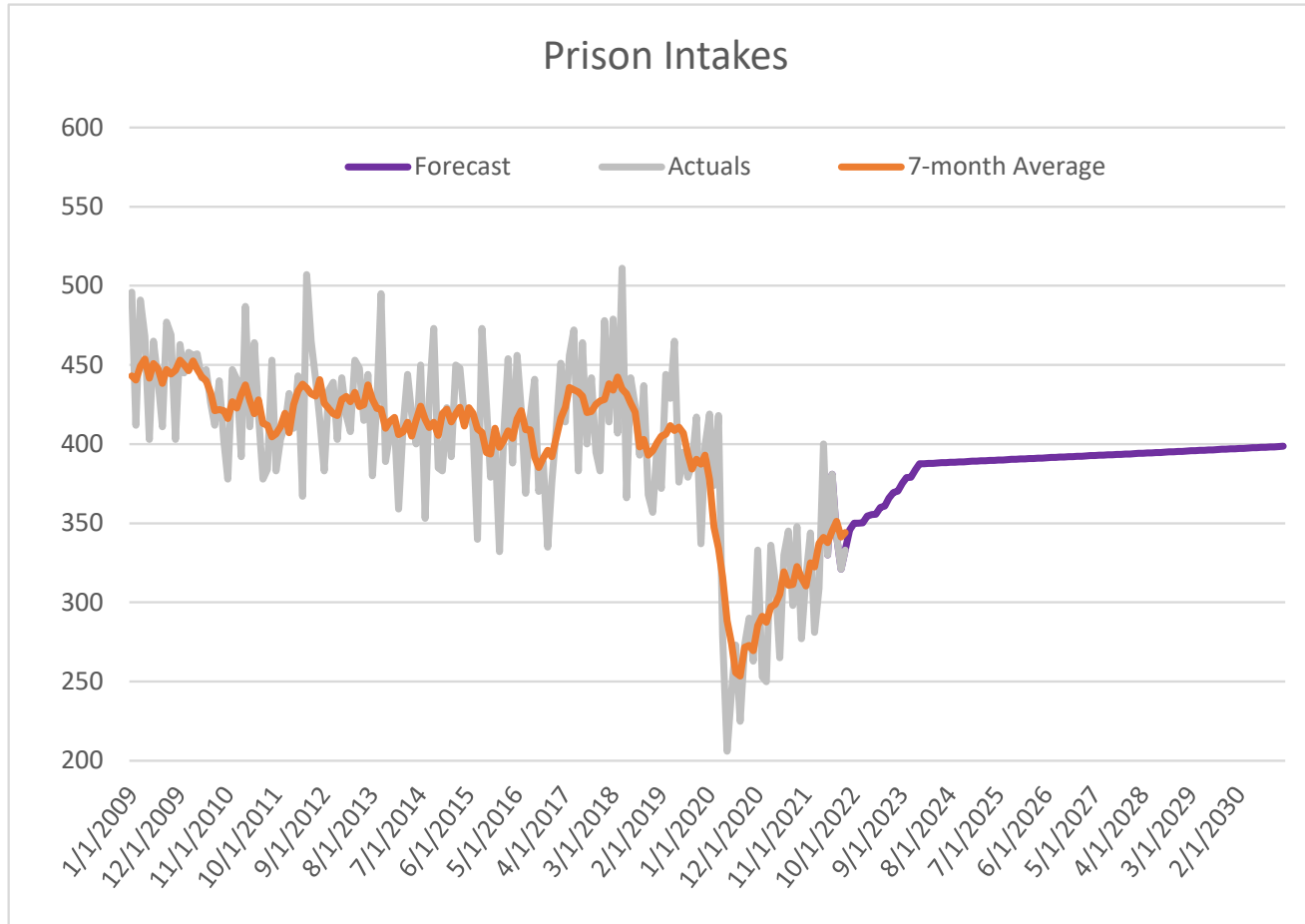
$$Pop_T = Pop_{T-1} + Intakes_{T-1} - Releases_{T-1}$$

(T is the month being forecast, thus T-1 is the month prior)

- The model consists of three components:
  - Existing population and their release characteristics
  - A forecast of intakes over the ten-year horizon
  - A release profile to impose on each monthly intake cohort

- In the event of changes to the laws governing sentencing and other factors affecting the population, adjustments (add factors) are applied to the forecast. These adjustments are produced by the Criminal Justice Commission (CJC).
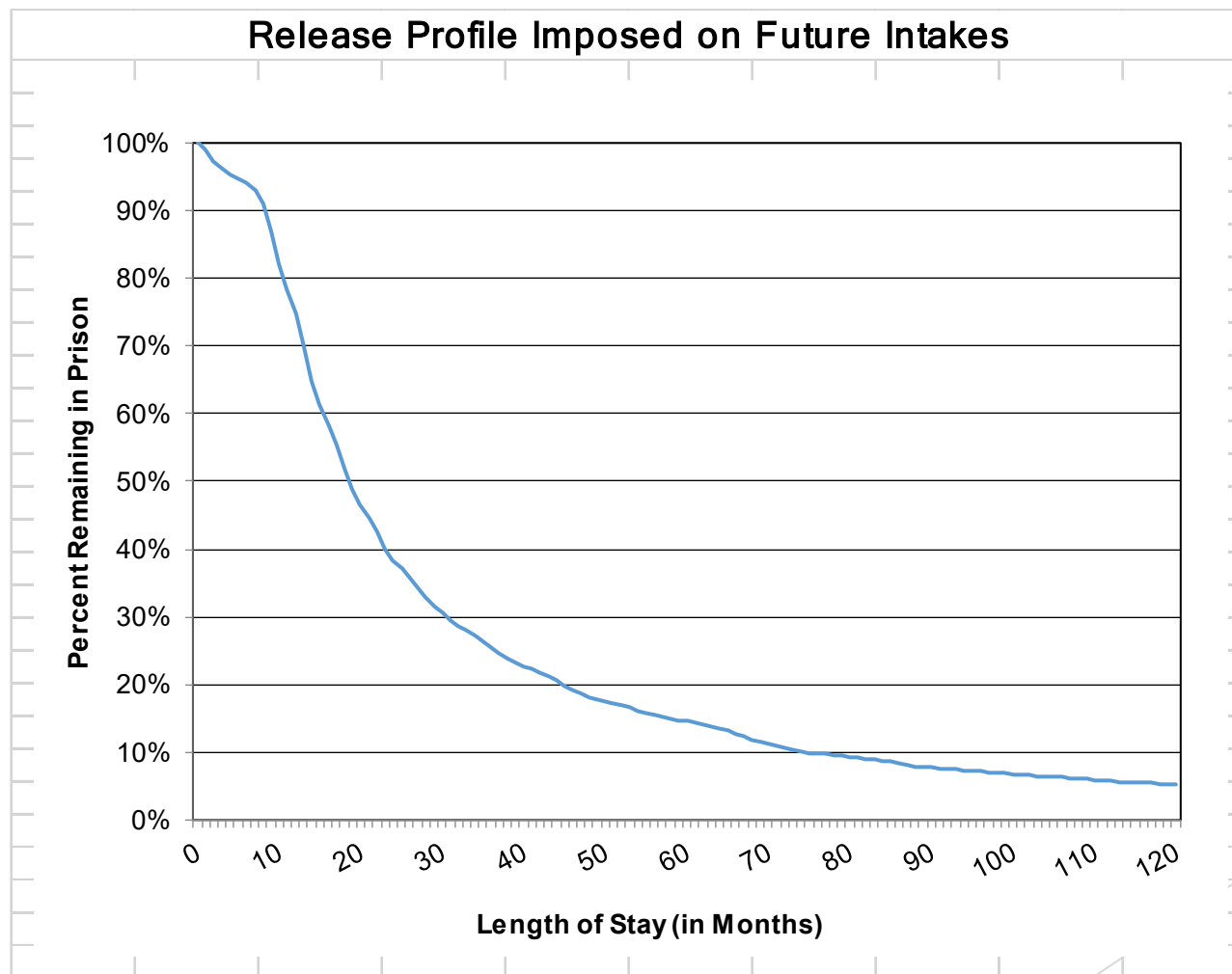
Methodology (continued)

Release Profile of Existing AIC Population

Methodology (continued)

Prison Intakes

Methodology (continued)

Release Profile Imposed on Future Intakes

Methodology (continued)

- Community Corrections caseloads (Probation, Local Control and Parole/Post-Prison Supervision) are forecast using econometric and/or trend analysis.

Data Sources

- The primary input to the AIC forecast is a monthly census that includes a reference number, admission date, most serious ORS, projected release date and a wealth of other information. This file comes from the Department of Corrections' Data Warehouse.

- An additional file with every charge on each AIC's conviction is used to identify those in on a new crime versus those in on a revocation. This file comes from the Department of Corrections' Data Warehouse.

- Monthly counts of community corrections caseloads are the primary input for that forecast. This file comes from the Department of Corrections' Data Warehouse.

- CJC provides monthly felony cases filed and fingerprint arrests for the top 20 prison intake crimes. The former come from the Judicial Department while the latter come from the Law Enforcement Data System (Oregon State Police).

Corrections Population Forecasting Advisory Committee

- ▶ Originally formed by Executive Order 90-23 and reestablished in Executive Order 95-06.

- ▶ Consists of up to ten members "who are knowledgeable about the criminal justice systems and trends that may affect the offender population."

- ▶ Originally tasked with assessing potential data sources and methodologies for forecast corrections populations.

- ▶ Currently reviews each forecast, including all relevant assumptions, and advises on final output.

CPFAC Composition

Jeffrey Howes (Chair)	Multnomah County Deputy District Attorney
Honorable Debra Vogt	Lane County Circuit Court
vacant	District attorneys representative
vacant	Public Defense representative
Greta Lowry	Parole Board Chair
Ken Sanchagrin	Criminal Justice Commission Director
Heidi Steward (acting)	Department of Corrections Director
Jeffery Wood	Marion County Undersheriff
Jodi Merritt	Polk County Community Corrections Director

Use in Budgeting and Planning

▶ ORS 184.351 directs that the DAS corrections forecast be used by the Department of Corrections in preparing budget requests;

▶ And by the Criminal Justice Commission in considering amendments to sentencing guidelines;

▶ And by any other state agency concerned with the effect of offender populations or policy developments on budgeting.

▶ Not only does the forecast factor into the next two-year expenditure level for corrections, it can affect capital construction if additional capacity is necessitated
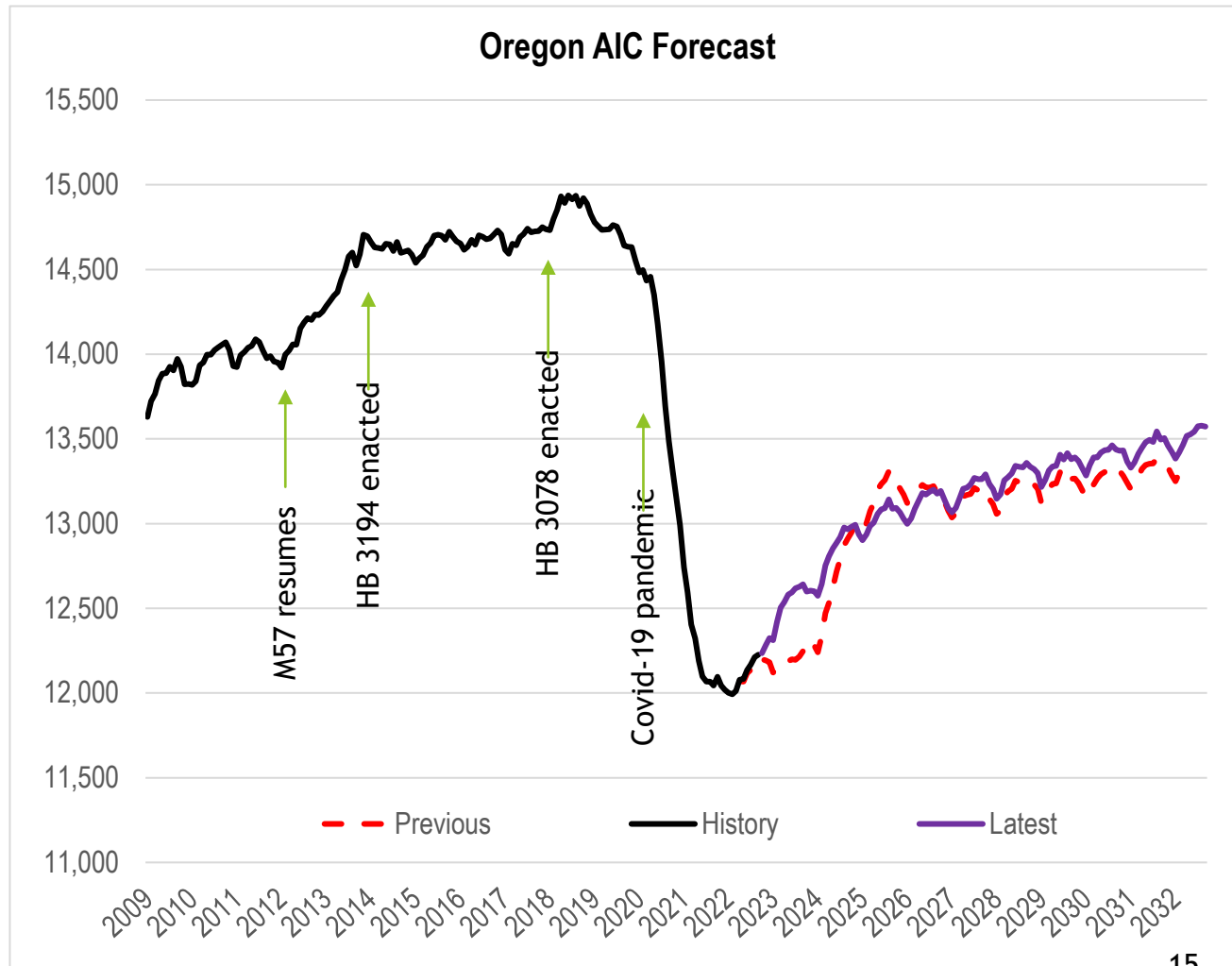
Use in Budgeting and Planning

Agency Request Budget

Governor's Recommended Budget

Legislatively Adopted Budget

April 2022 FCST

October 2022 FCST

April 2023 FCST

Current Outlook

Oregon AIC Forecast

Chart showing Oregon AIC Forecast from 2009 to 2032, with y-axis ranging from 11,000 to 15,500. Annotations include: M57 resumes, HB 3194 enacted, HB 3078 enacted, Covid-19 pandemic. Legend: Previous (red dashed), History (black), Latest (purple).
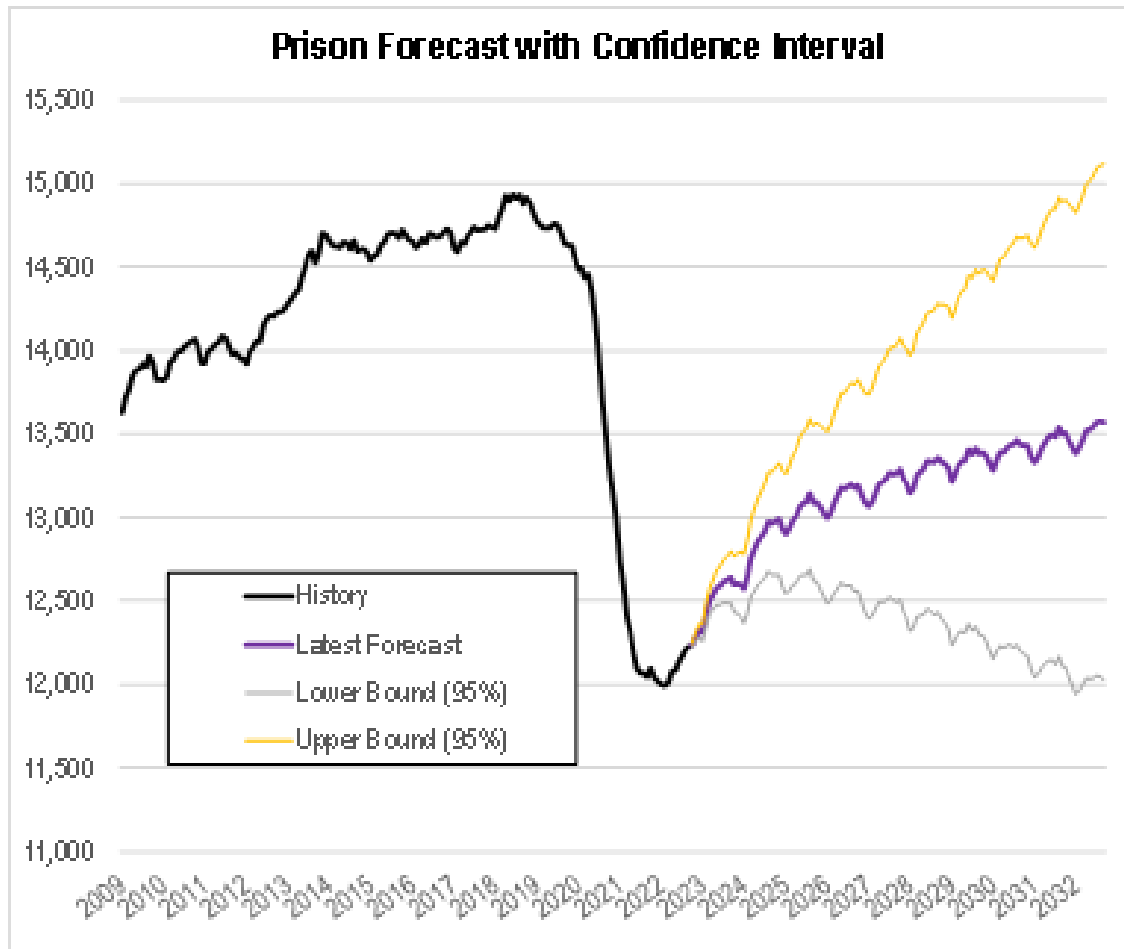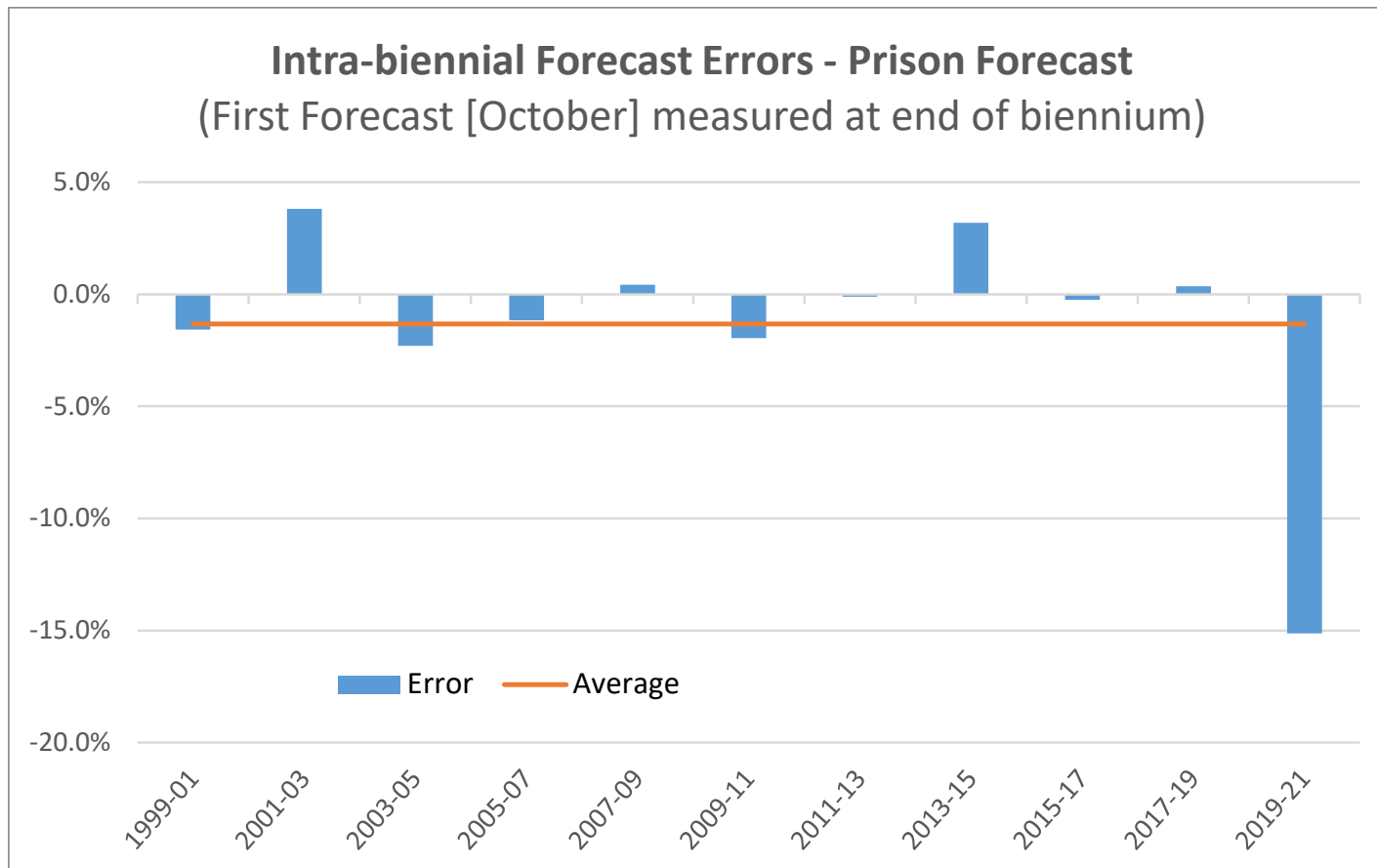
Key assumptions:

▶ The current forecast assumes that intakes return to pre-pandemic levels by the end of 2023.

▶ The forecast also assumes that crime rates will remain stable over the forecast horizon.

▶ Every forecast assumes that criminal justice practices, whether that's policing, prosecution or sentencing, will remain similar to the recent past over the forecast horizon.

▶ Deviations from these assumptions can result in significantly different outcomes from the baseline scenario.
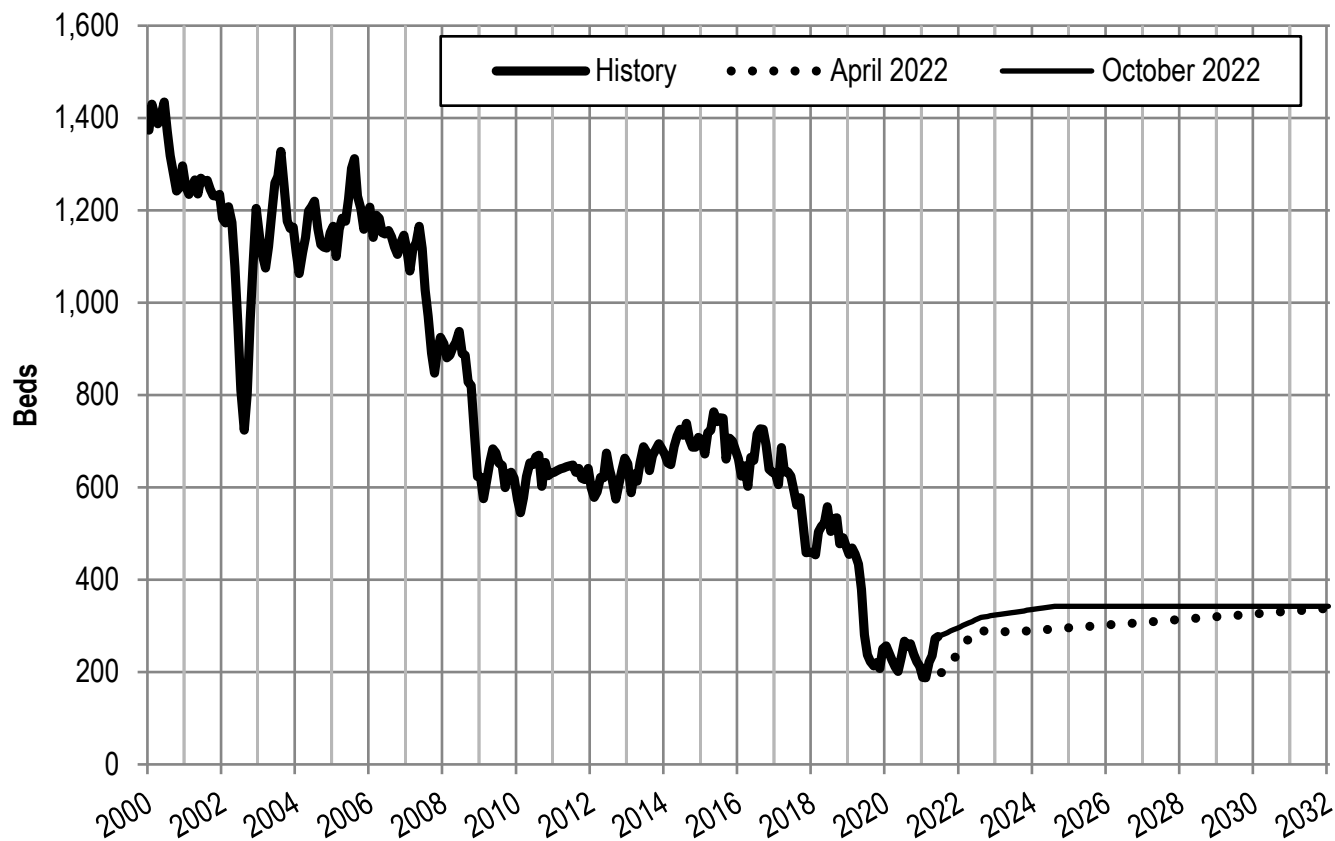
Long-run Margin for Error:

Prison Forecast with Confidence Interval

Historical Error

Intra-biennial Forecast Errors - Prison Forecast
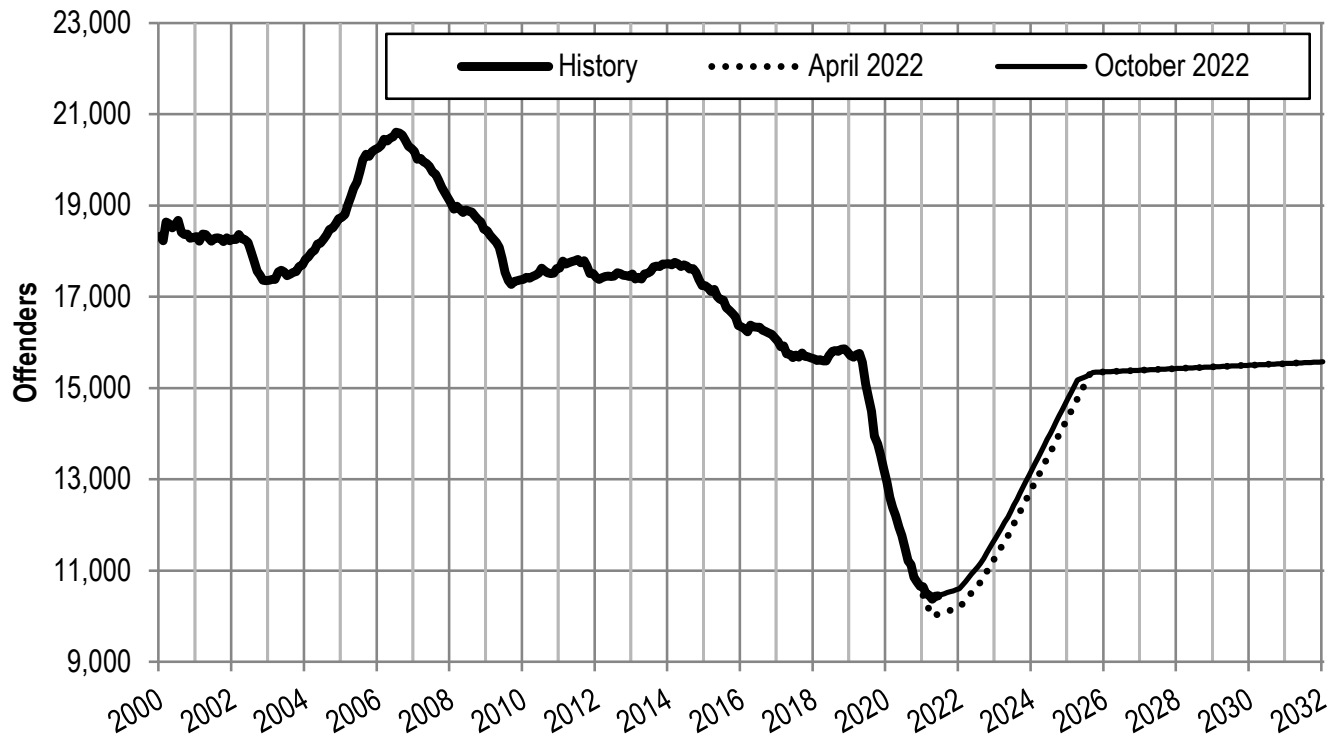(First Forecast [October] measured at end of biennium)

Community Corrections Forecast:

- Local Control (Jail)
- Probation
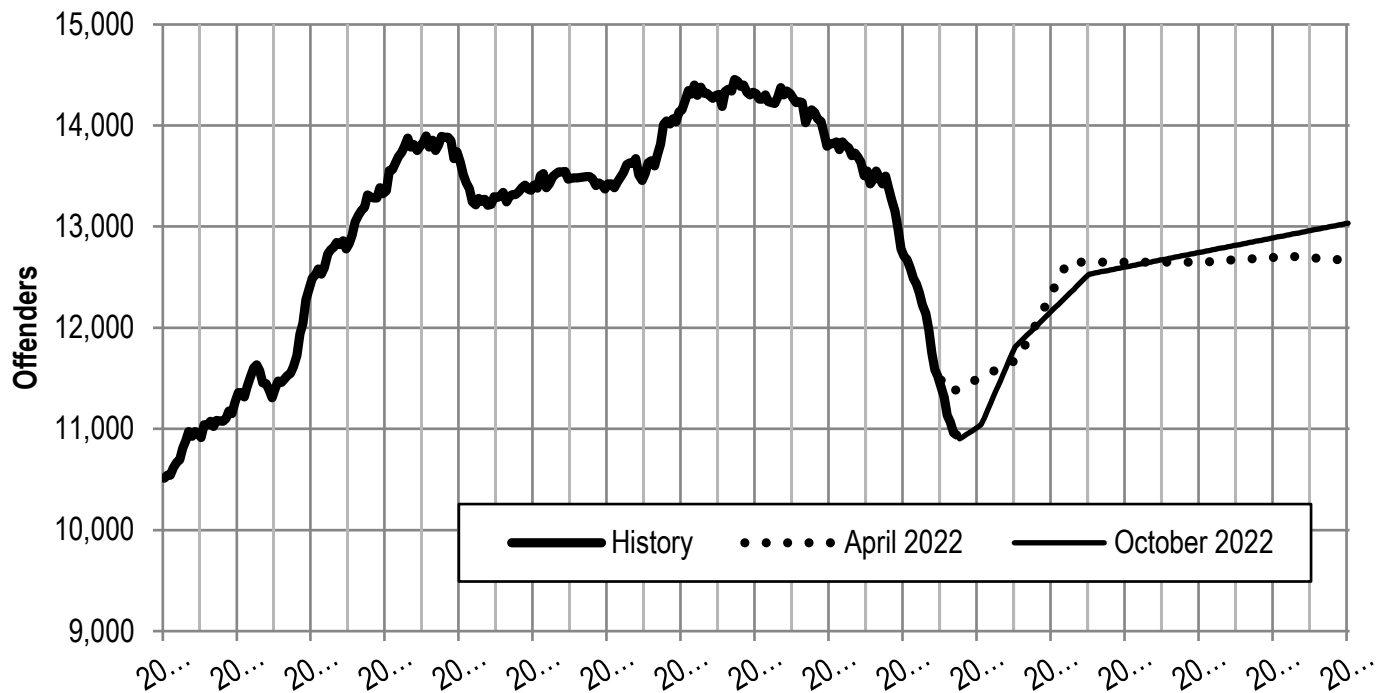- Parole/Post-prison Supervision

Local Control

Probation

* BM 110 and SB 497 influencing the final population level.

Parole/Post-prison Supervision

Youth Corrections Forecast
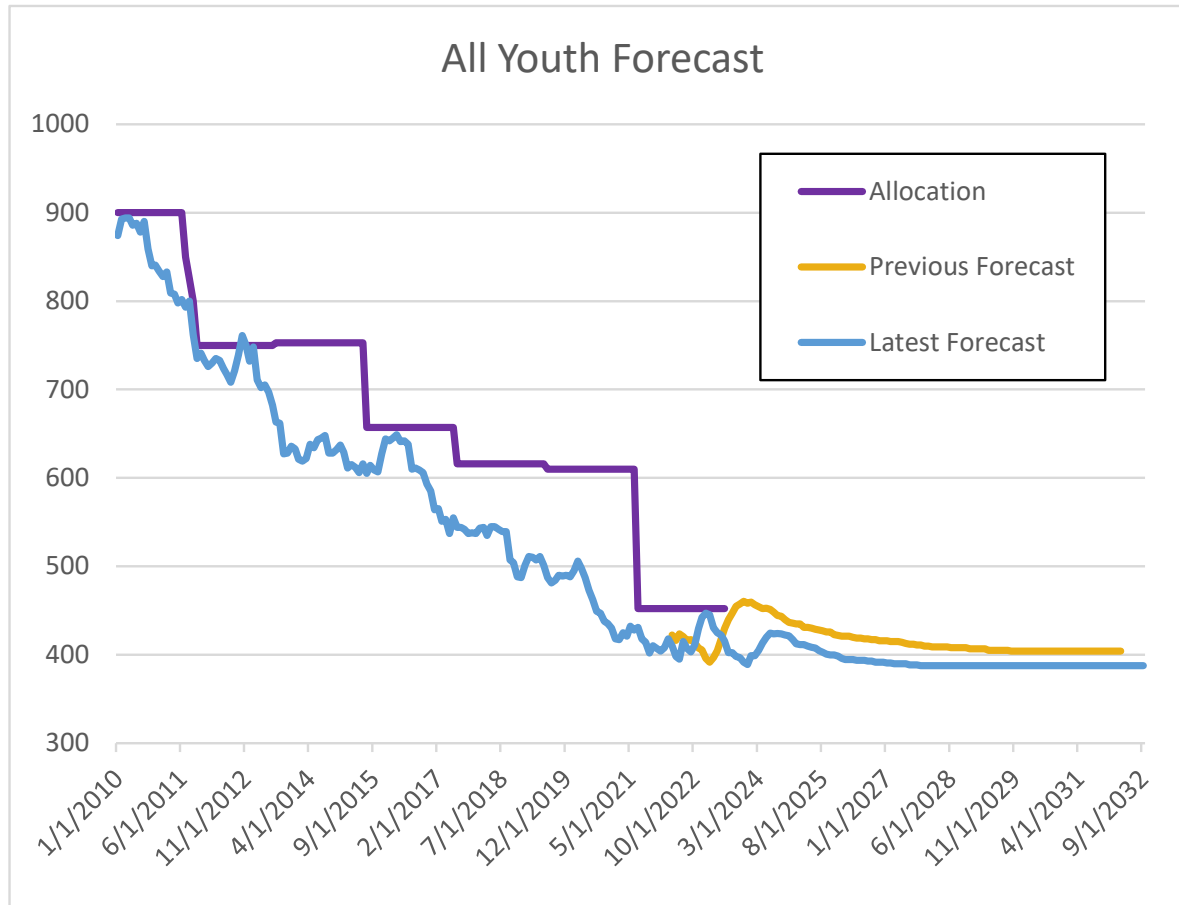
- Similarities:

  - Executive Order 95-06 established the Juvenile Correction Population Forecasting Advisory Committee, and

  - Directed the Department of Administrative Services to prepare the Youth Corrections Population Forecast and OYA to use the forecast in budget and planning.

  - The methodology for the close custody population is the same as for the Adults in Custody population. Similarly, the residential population is modeled along the same lines as the community corrections populations.

  - A monthly census of youth in close custody is the primary data source. Similar file for residential. Both files come from the Juvenile Justice Information System.

Youth Corrections Forecast

- Differences

  - Referrals to juvenile departments are the analog to felony cases filed and fingerprint arrests. These data also come from the Juvenile Justice Information System.

  - With the exception of youth sentenced as adults (referred to as "DOC youth"), juvenile offenders have indeterminate sentences. The expected release characteristics of the existing and future populations must be modeled on past cohorts. This introduces potential error that does not exist in the adult model.

  - The Oregon Youth Authority has a given bed allocation. Whereas the Department of Corrections must house every adult sentenced to more than twelve months of incarceration (and the bed level can fluctuate beyond the budgeted capacity), OYA must maintain within its allocation.

Youth Corrections Forecast – Current Outlook:

All Youth Forecast

Legend:
- Allocation
- Previous Forecast
- Latest Forecast

Key Assumptions:

- The October forecast assumes that admissions to close custody will return to pre-pandemic levels by the end of 2023.

- The forecast also assumes that youth criminality will hold constant for the forecast horizon.

- As with the adult system, should these assumptions fail, the forecast could be at risk.

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Questions?

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