October 2025 Biennial Caseload Forecasts

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DAS
DEPARTMENT OF ADMINISTRATIVE SERVICES

Interim Ways and Means P.S. Subcommittee

Meeting Date: November 17th, 2025

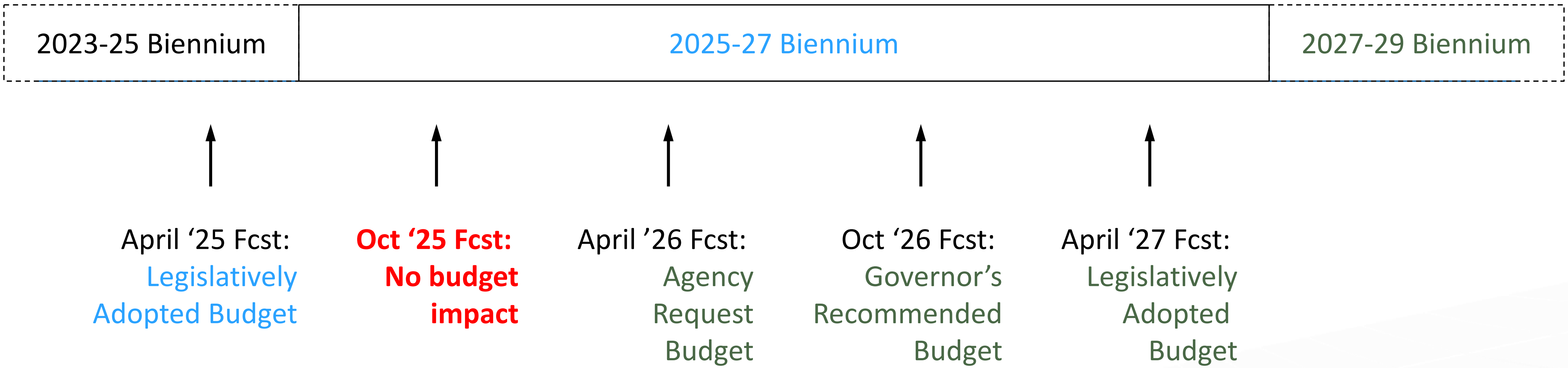
Outline

- Introduction
- Executive Summary
- Forecasts and Budget Cycle
- Forecast Update:
  - Corrections (Adults in Custody, Community Corrections)
  - Youth Corrections
  - Public Defense

Executive Summary

- The October forecasts similar to April baselines.
- Upside risks exist:
  - Rates of offending are back to pre-pandemic norms; incarceration rates are not.
  - Community focus and backlogs are factors
  - Stable caseloads could increase.

Caseload Forecasts and Biennial Budget Cycle



2023-25 Biennium

2025-27 Biennium

2027-29 Biennium

April ‘25 Fcst:
Legislatively Adopted Budget

Oct ‘25 Fcst:
No budget impact

April ’26 Fcst:
Agency Request Budget

Oct ‘26 Fcst:
Governor’s Recommended Budget

April ‘27 Fcst:
Legislatively Adopted Budget

Corrections Forecast

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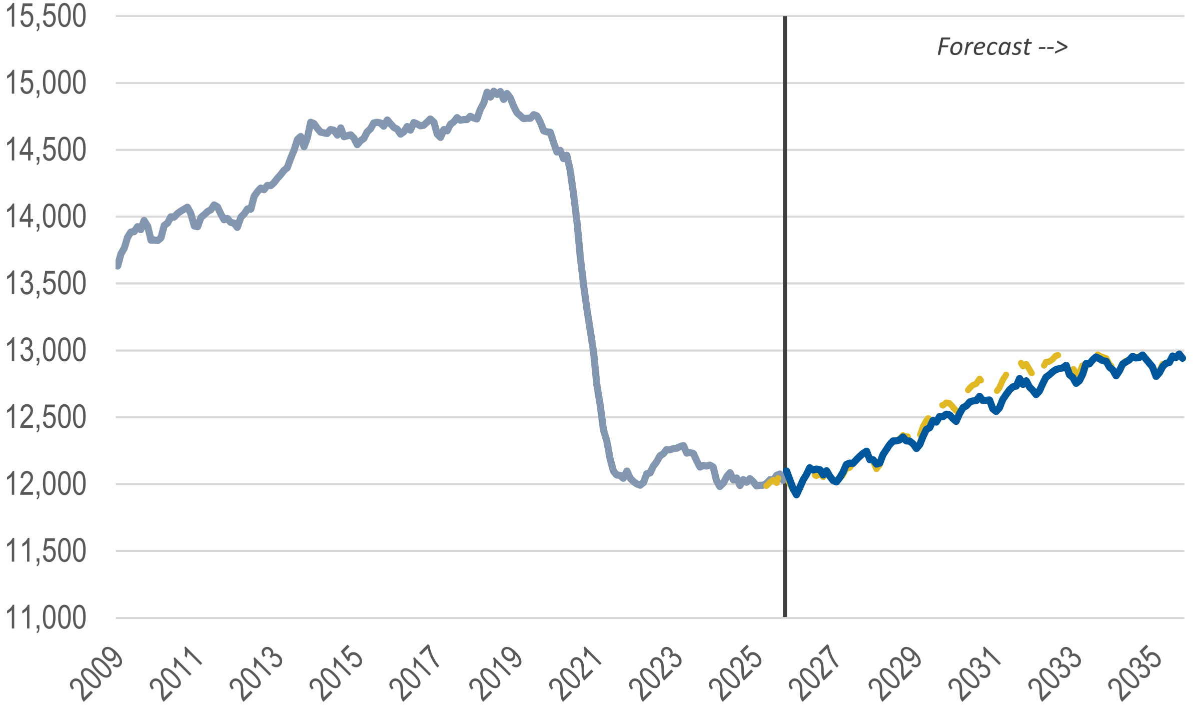
Corrections Forecasts Stable

AIC Forecast: Total Adults

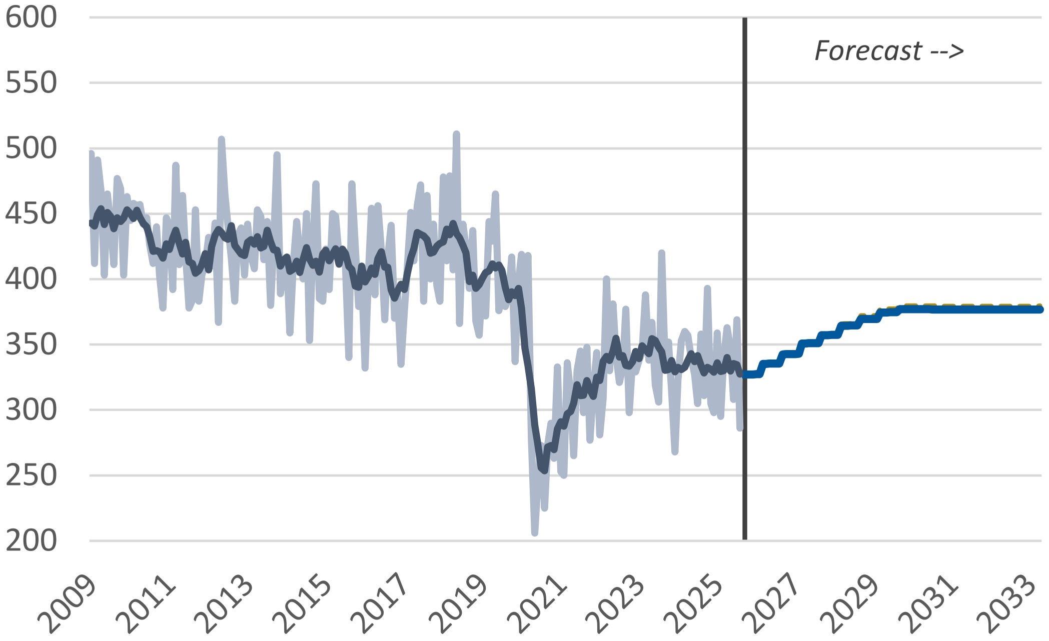
Actuals; Current Forecast; Previous Forecast



Source: Oregon Dept of Corrections, Oregon Office of Economic Analysis

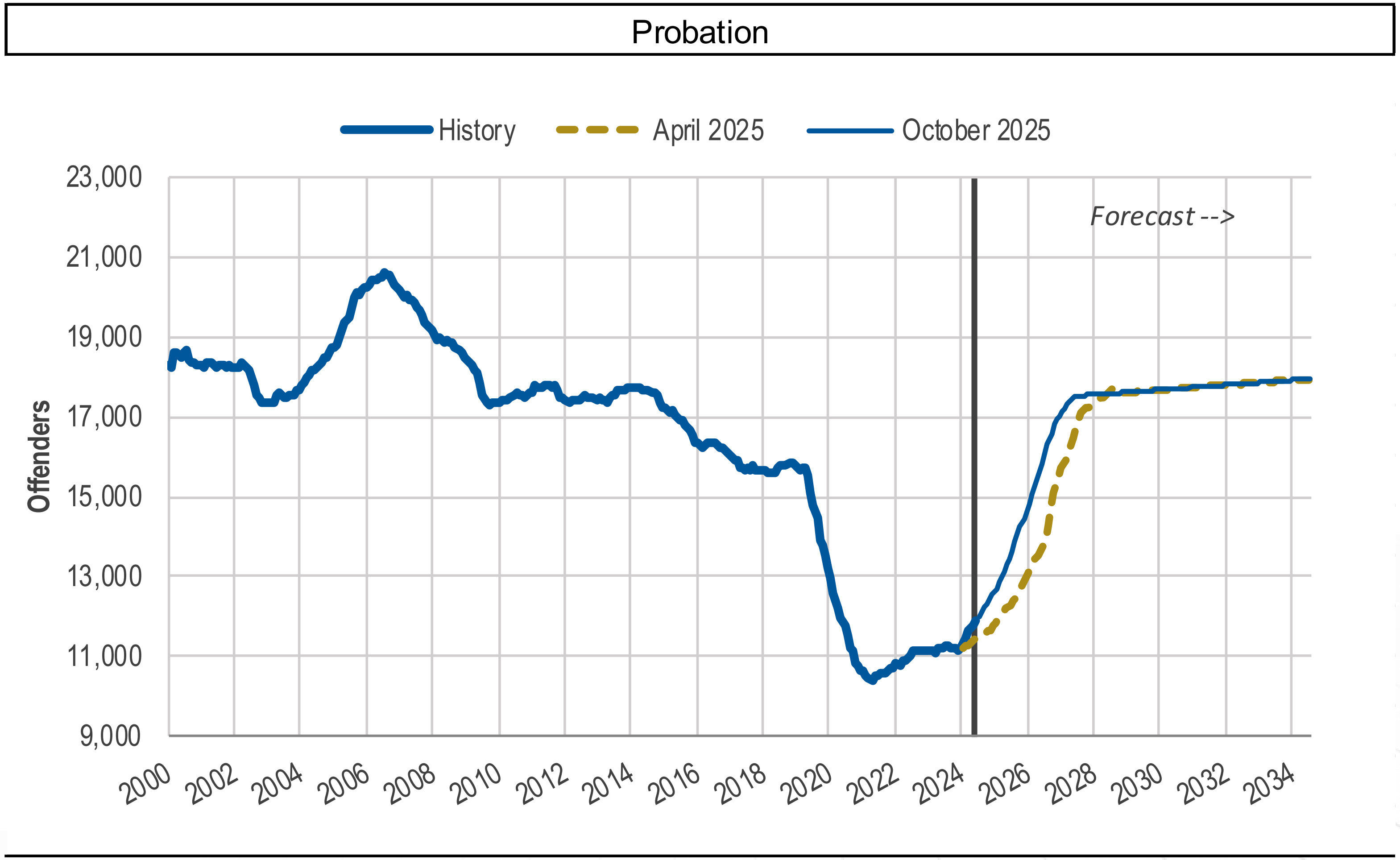
Total Prison Intakes

Actuals | 7 Month Average | Forecast | Previous Forecast

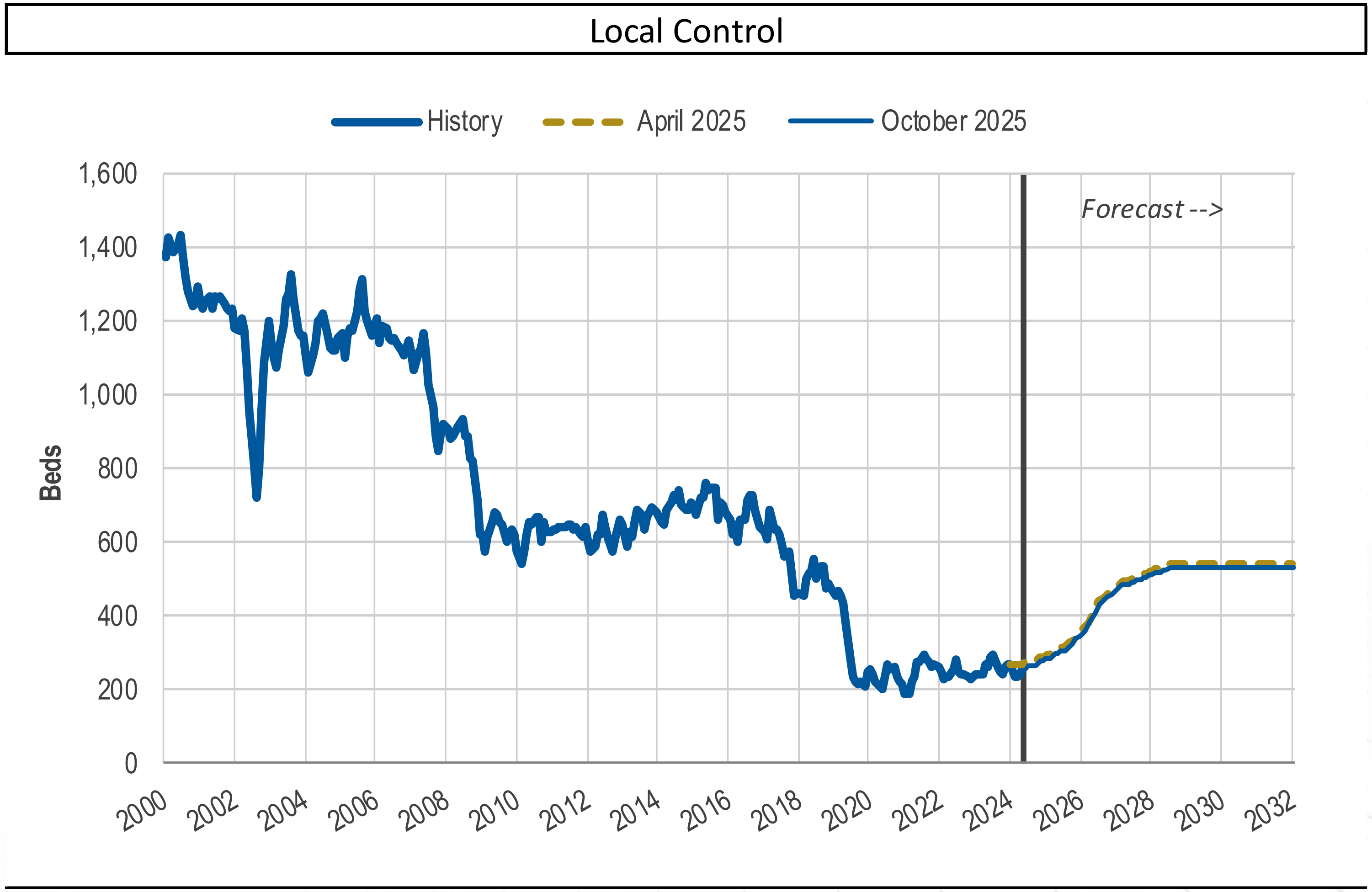


Source: Oregon Dept of Corrections, Oregon Office of Economic Analysis

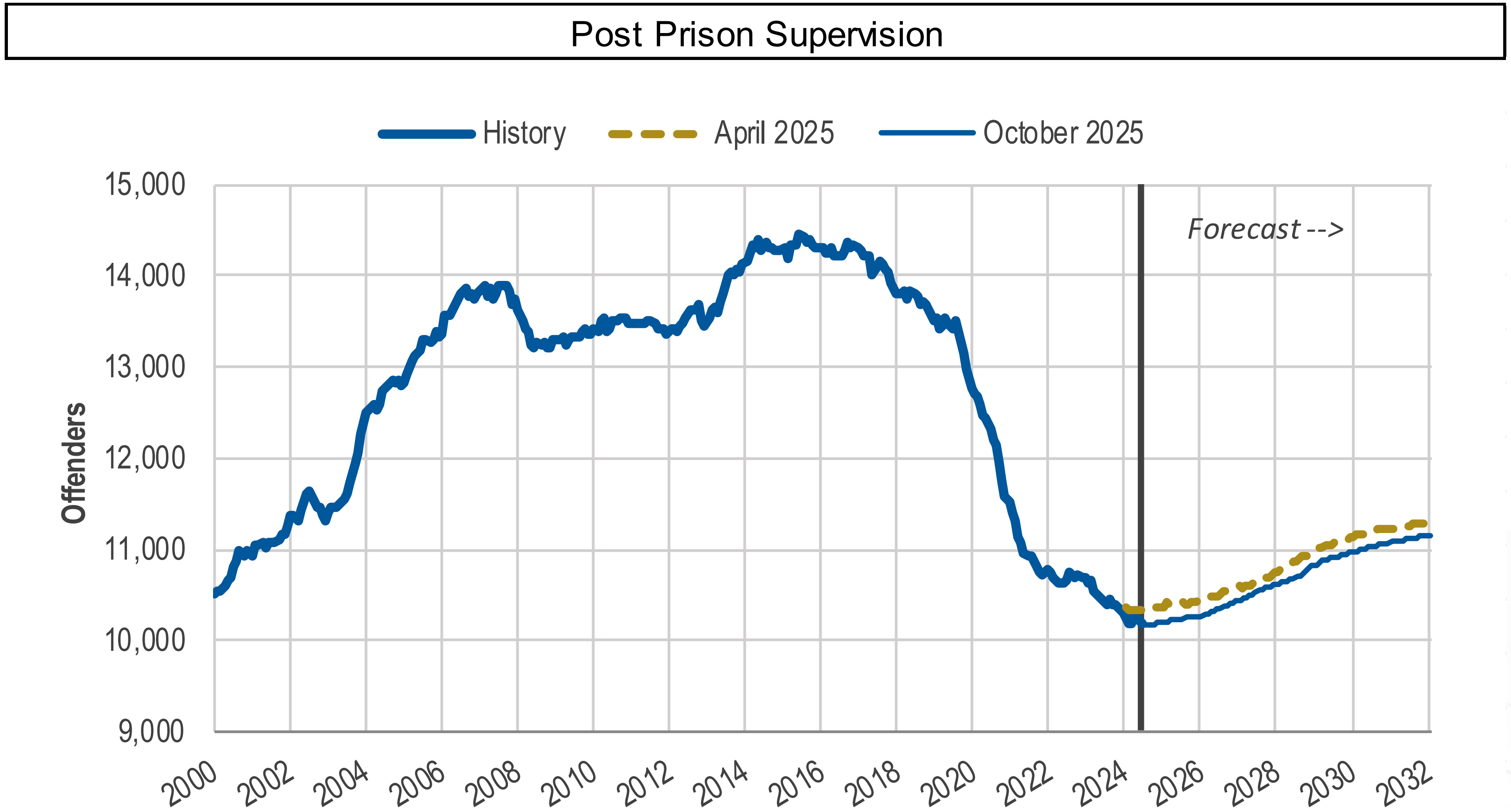
Community Corrections: Probation ticking up



Community Corrections: Local Control Forecast little changed



Community Corrections: Post-Prison Supervision slightly lower



Youth Corrections Forecast

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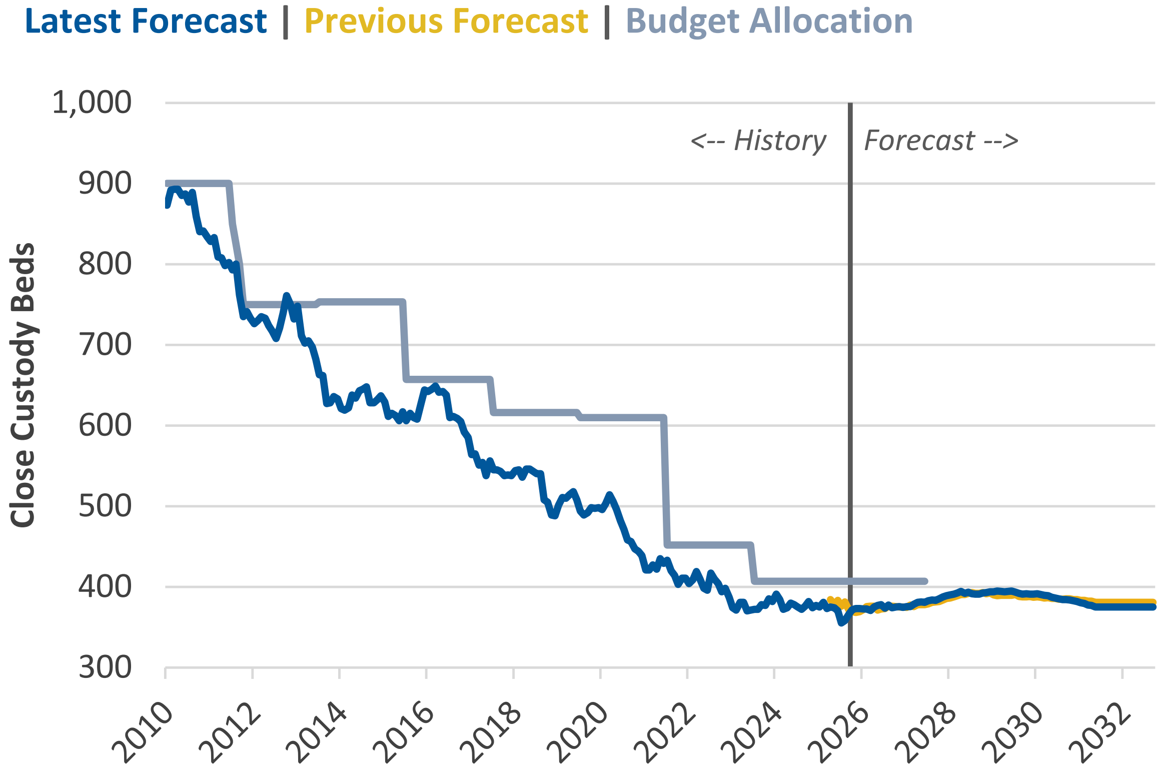
OYA Close Custody Forecast on target with prior forecast

All Youth Close Custody Forecast



Source: Oregon Youth Authority, Oregon Office of Economic Analysis

- Pre-pandemic bed level was 500.
- Beds have averaged 375 since the beginning of 2023.

Public Defense Forecast

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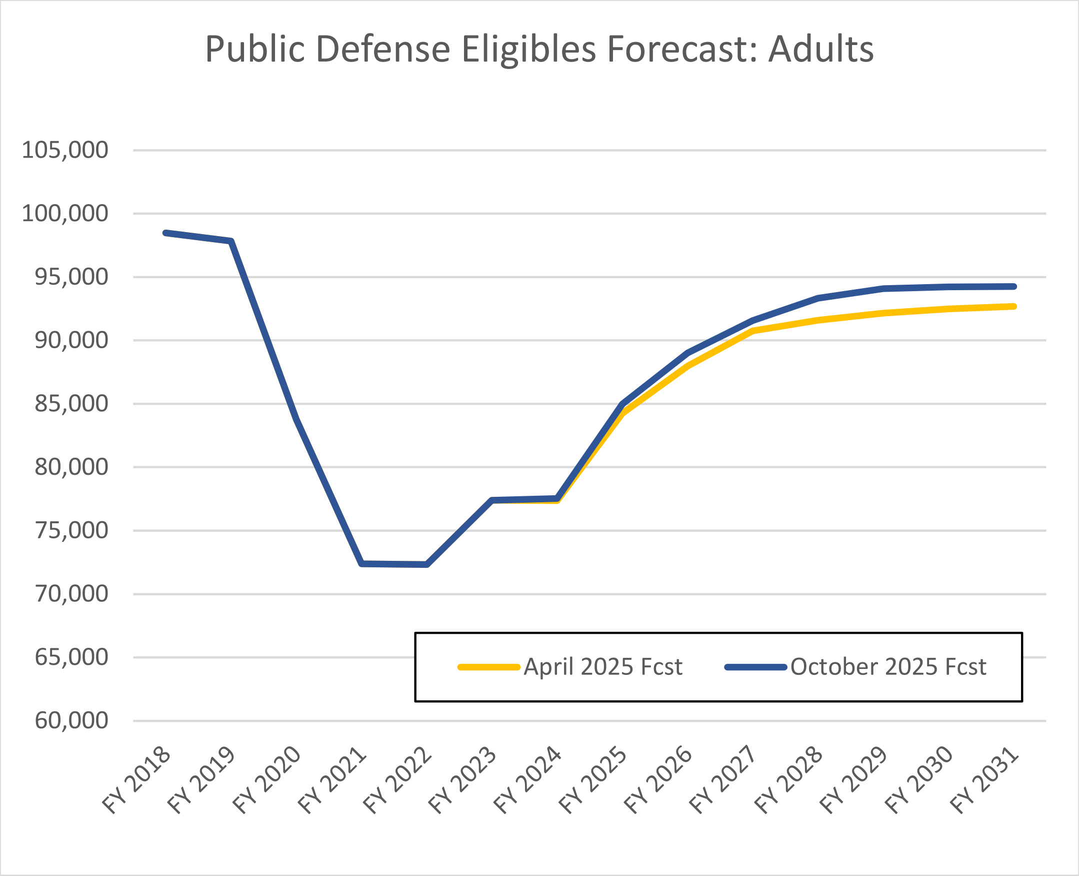
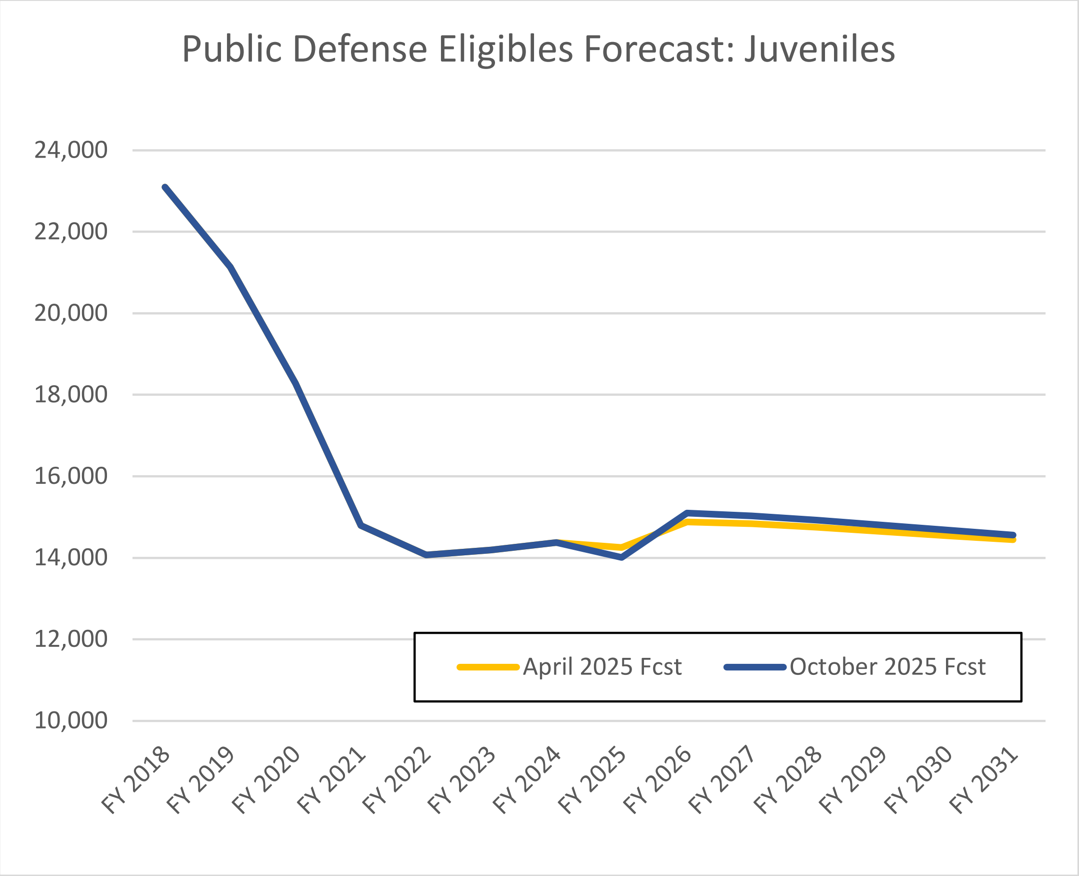
Public Defense Eligibility Forecast nominally changed


Public Defense Eligibles Forecast: Adults


Public Defense Eligibles Forecast: Juveniles

Questions?

Contact Information

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https://www.oregon.gov/das/oea/Pages/Index.aspx

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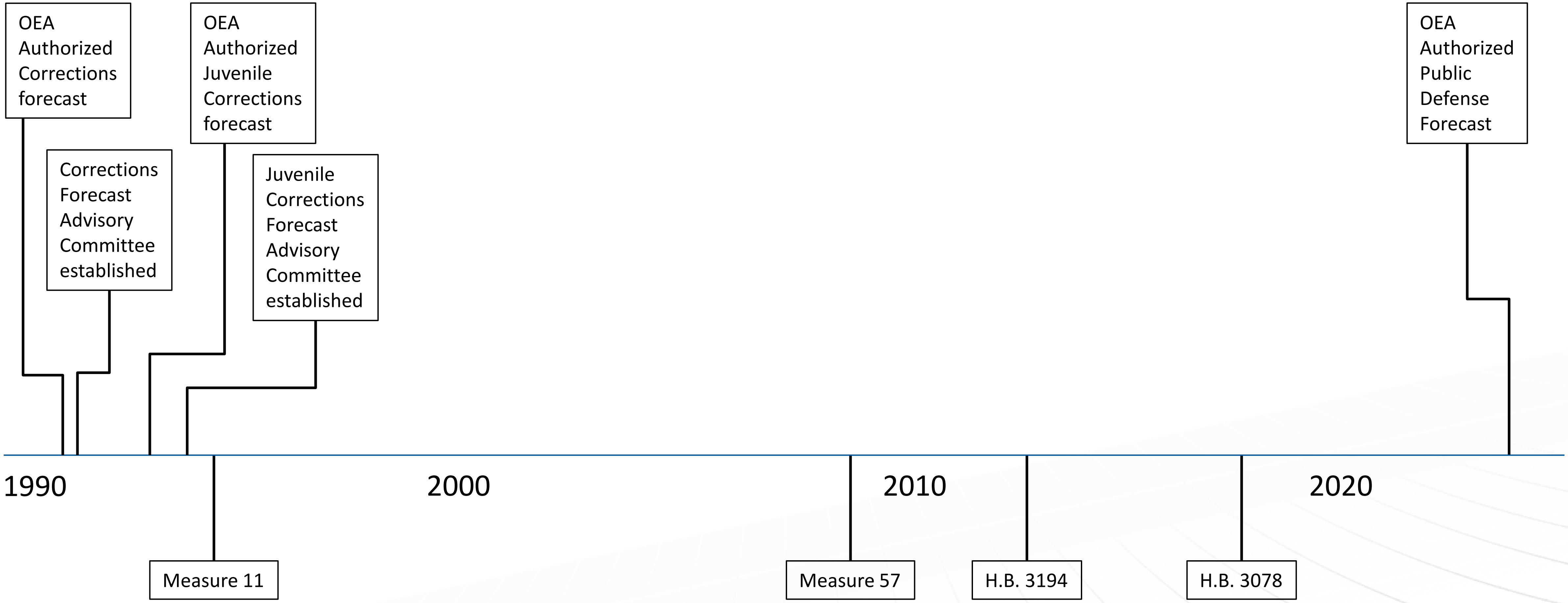
Appendix

Overview

- History
- Logistics
- Use in Planning and Budgeting
- Oversight

History



OEA Authorized Corrections forecast

Corrections Forecast Advisory Committee established

OEA Authorized Juvenile Corrections forecast

Juvenile Corrections Forecast Advisory Committee established

OEA Authorized Public Defense Forecast

Measure 11

Measure 57

H.B. 3194

H.B. 3078

Logistics

- Biannual publication (every six months – April and October)
- Monthly basis
- 10-year projections (except Public Defense – three biennia out)
- Population characteristics (Corrections & Juvenile Corrections):
  - Gender; Crime Type; Admission Type (New vs. Revocation)
- Population characteristics (Public Defense):
  - Adult vs. Juvenile; Circuit vs. Appelate; Criminal vs. Civil; County; Other delineations as necessary.

Use in Budgeting & Planning

- Authorizing statutes require respective agencies to use OEA forecasts for budgeting and planning purposes.
- Release schedule (April & October) aligns with ARB, GRB and LAB development.
- Extended forecast horizon supports system capacity analysis (e.g., prison capacity, need for attorneys, etc.)

Oversight

- Corrections and Youth Corrections have formal, Governor-appointed advisory committees comprised of professionals knowledgeable about the criminal and juvenile justice systems.
- Committees meet each cycle to discuss recent data/trends and review preliminary forecast.
- Public defense currently conducts an informal meeting of pertinent state agency partners to discuss data and trends in the forecast.

Corrections Forecast

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Methodology

The model is a demographic flow algorithm:

$$\text{Population}_{T} = \text{Population}_{T\text{-}1} + \text{Admissions}_{T\text{-}1} - \text{Releases}_{T\text{-}1} + \text{Law Impacts}_{T}$$

Where T = Month being projected

T – 1 = Prior month

Law Impacts are any changes owing to recent legislation

Methodology (cont.)

Three main components:

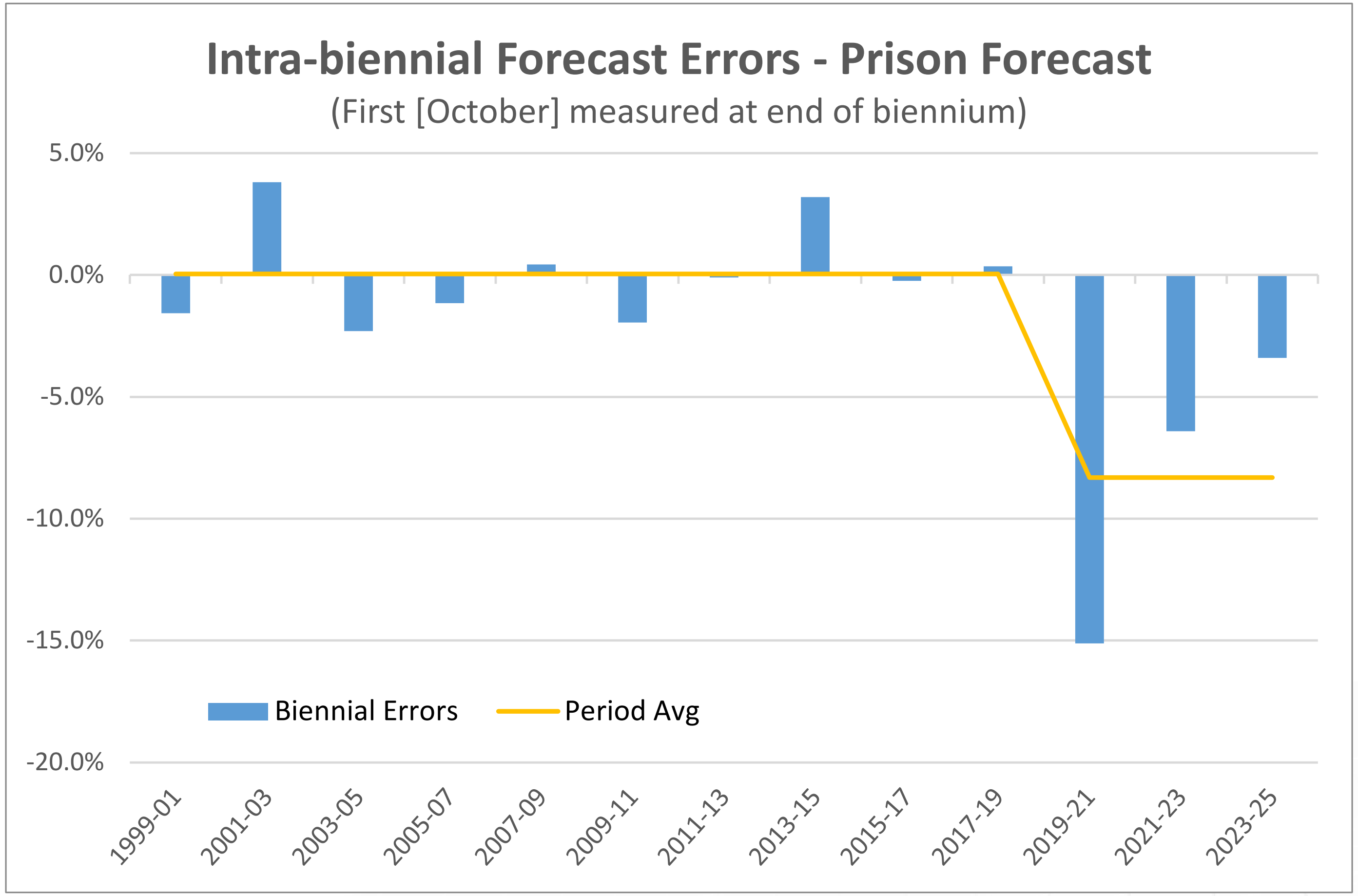
- Snapshot of population (and when they will release)
- Forecast of intakes out ten years
- Release profile (how each monthly intake cohort will release over time)

Law change impacts are produced by the Criminal Justice Commission and incorporated following session.

Assumptions and Risks

- Assumes intakes return to pre-pandemic levels by 2028: in turn dependent on resolution of the shortage in public defense attorneys.
- Intakes tied to long-run population growth (key assumption and risk).
- Current law forecast: also assumes current prosecutorial and judicial practices hold constant throughout forecast horizon.

Forecast Performance



- Measured from October odd-year to end of biennium.
- Prior to pandemic, forecast error averaged zero over ten biennia period.
- Post-pandemic recovery underway.

Community Corrections

Methodology:

- Populations (Probation, Local Control, Post-prison Supervision) modeled on demographic and historical trends.

Assumptions and Risks:

- Significant impacts due to HB 4002, subject to potential error.

Performance

- Historically, OEA forecast has over projected these populations slightly.

Youth Corrections Forecast

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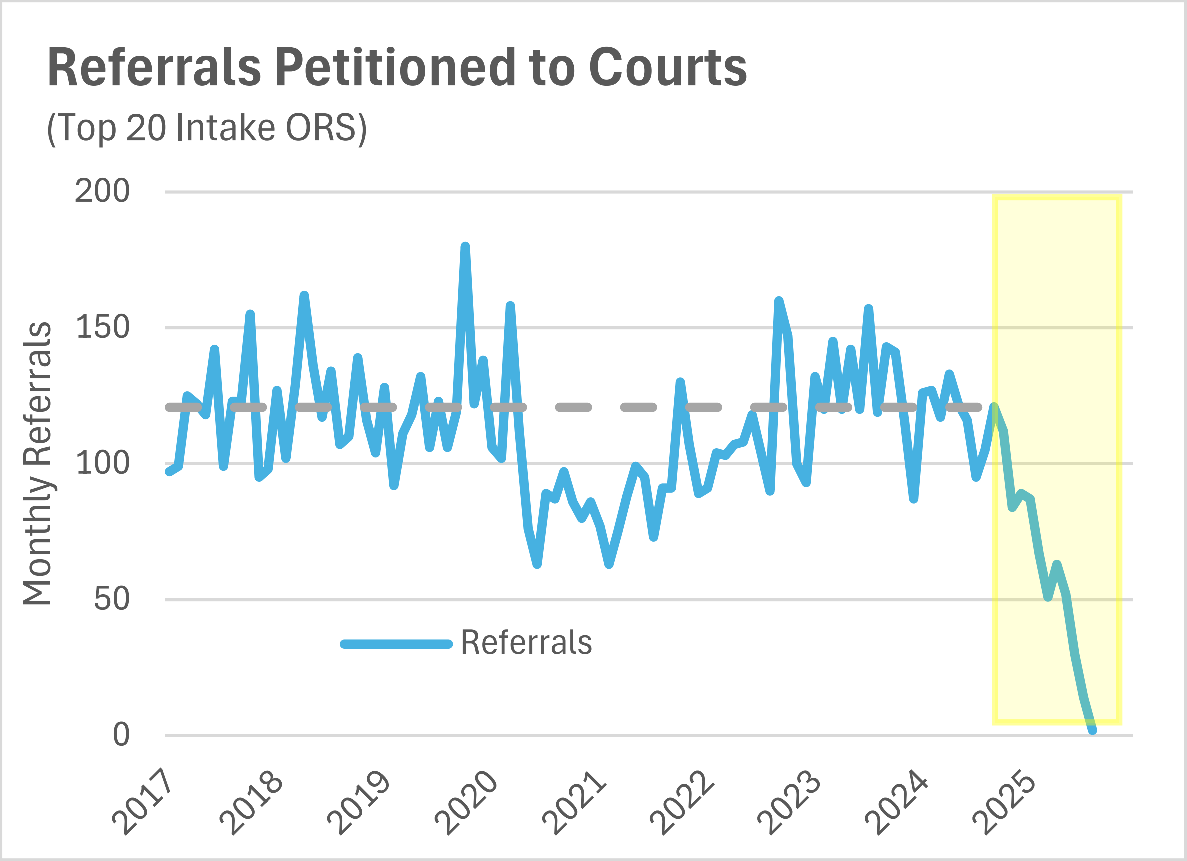
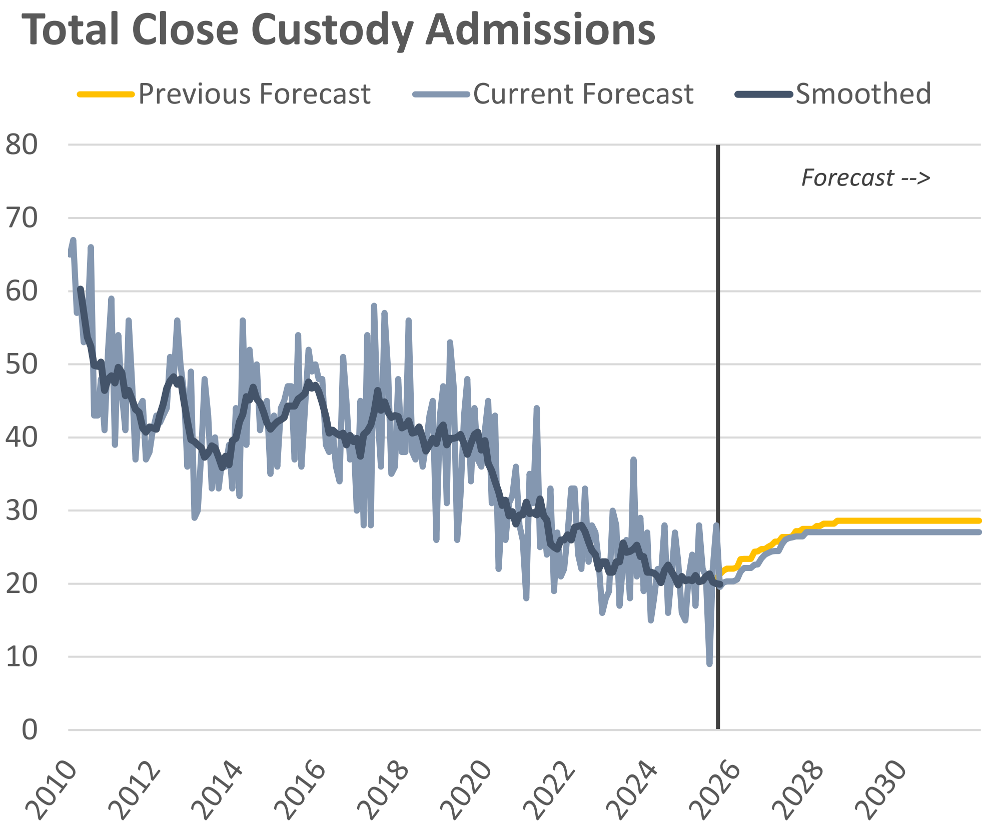
Methodology

- Same methodology as the Adult Forecast.
- Most youth have indeterminate sentences (i.e., no Projected Release Date).
  - Historical length-of-stay patterns are used to project release rates.

New Normal?





Note: yellow shaded area denotes lag in petitioned referrals being entered into the JJIS system.

Assumptions and Risks

- Rates of juvenile offending have failed to translate to close custody intakes:
  - While the forecast assumes a modest increase in intakes, a return to pre-pandemic rates is the greatest risk to the forecast.
- Long-run demographic forecast for the 12-17 population predicts negative growth:
  - Departure from this baseline is also a risk.
- Current law forecast: also assumes current prosecutorial, judicial and other juvenile justice practices hold reasonably constant throughout forecast horizon.

Forecast Performance

- Adult methodology adopted in 2021.
- Prior methodology estimated need for beds and was not verifiable.
- Recent Error Rates:
  - 2021-23 forecast error was -16.4 percent.
  - 2023-25 forecast error was -9.8 percent.
- Error rates should improve as the model matures, and more time passes since the pandemic.

Public Defense Forecast

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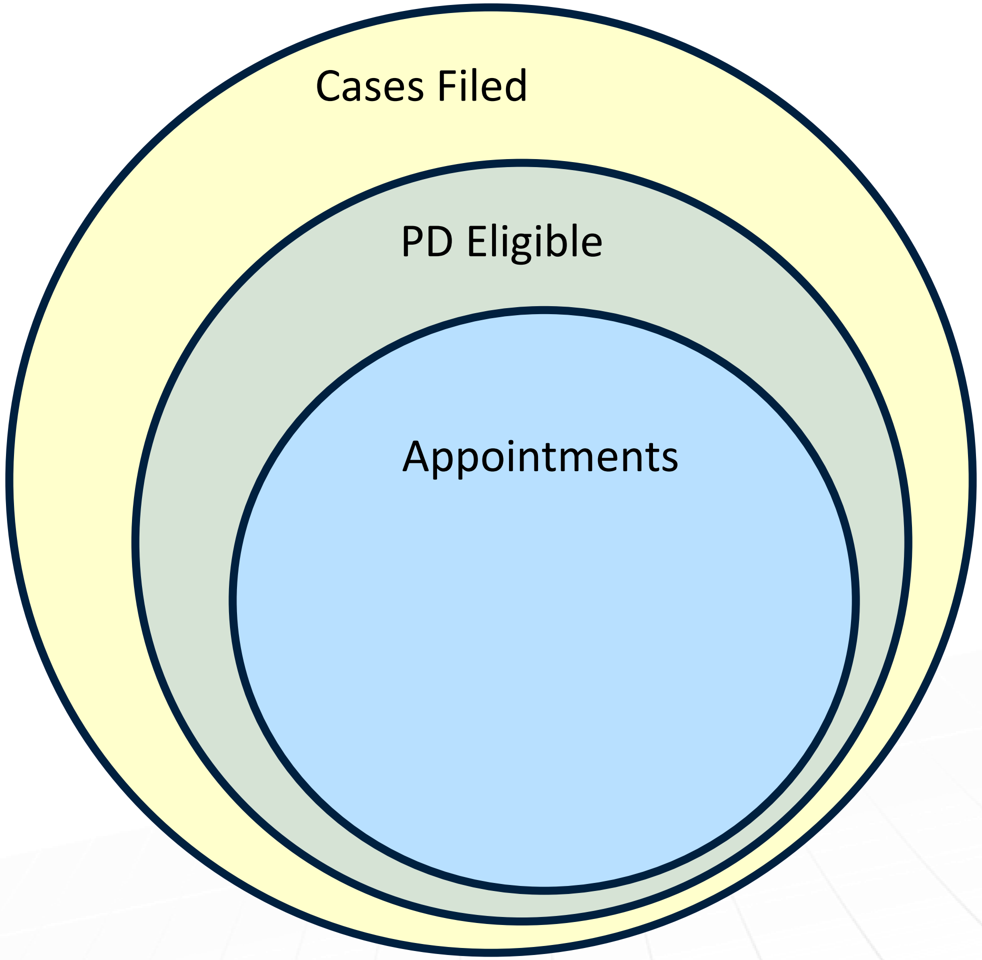
Directive

ORS 151.235:

“The Oregon Department of Administrative Services shall issue state public defense population forecasts including, but not limited to, expected populations of adults and juveniles eligible for appointed counsel”

Public Defense Populations



Cases Filed

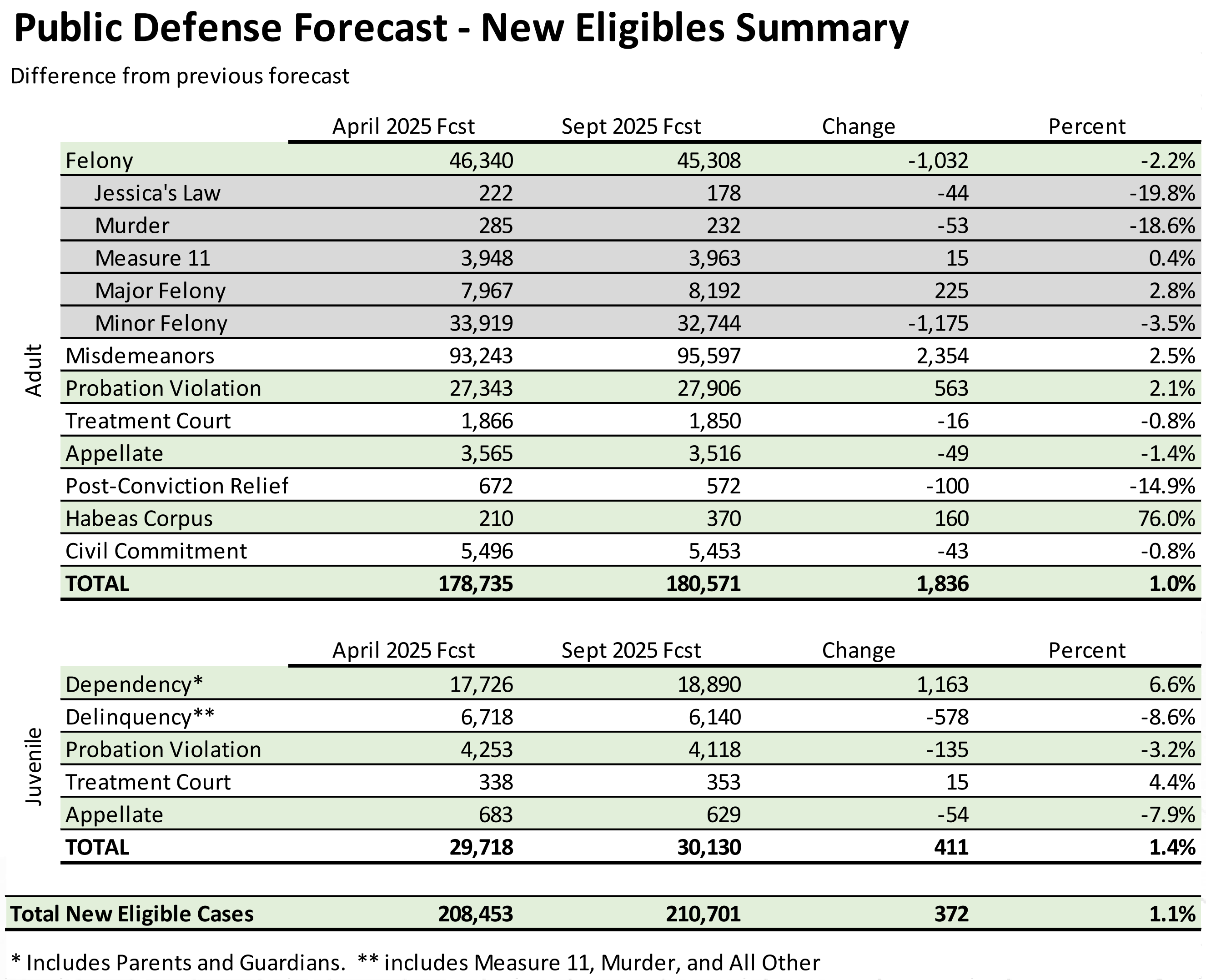
PD Eligible

Appointments

Methodological Overview

- First two forecasts focused on new “instances” of becoming eligible.
- Following discussions with OPDC, OJD, DAS-CFO and LFO: developed an open caseload model.
  - Still requires forecasting new instances of eligibility.
  - Adds caseload and episode length metrics
  - Similar to Corrections model with excellent track record.

Public Defense Forecast



Public Defense Forecast - New Eligibles Summary

Difference from previous forecast

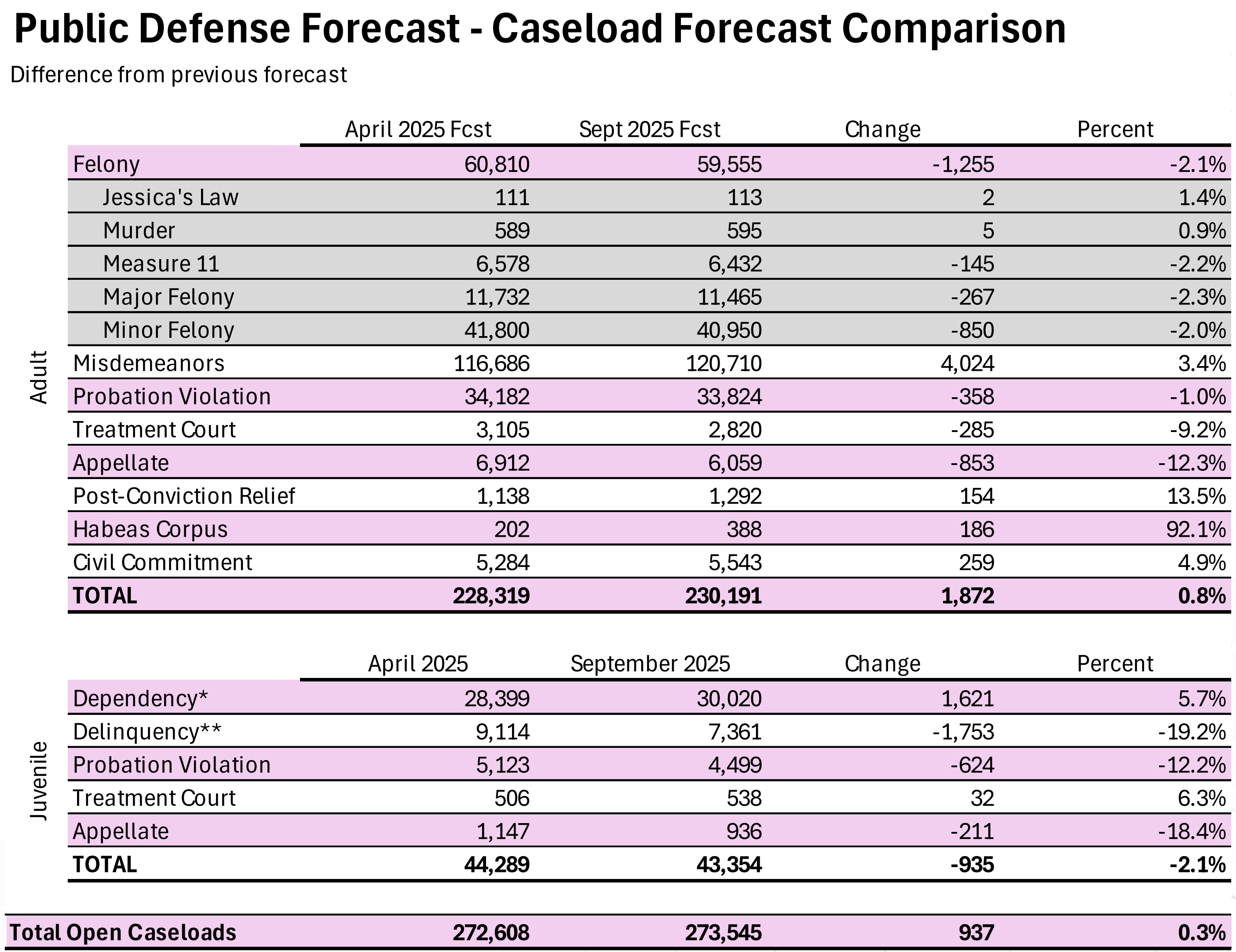
		April 2025 Fcst	Sept 2025 Fcst	Change	Percent
Adult	Felony	46,340	45,308	-1,032	-2.2%
	Jessica's Law	222	178	-44	-19.8%
	Murder	285	232	-53	-18.6%
	Measure 11	3,948	3,963	15	0.4%
	Major Felony	7,967	8,192	225	2.8%
	Minor Felony	33,919	32,744	-1,175	-3.5%
	Misdemeanors	93,243	95,597	2,354	2.5%
	Probation Violation	27,343	27,906	563	2.1%
	Treatment Court	1,866	1,850	-16	-0.8%
	Appellate	3,565	3,516	-49	-1.4%
	Post-Conviction Relief	672	572	-100	-14.9%
	Habeas Corpus	210	370	160	76.0%
	Civil Commitment	5,496	5,453	-43	-0.8%
	TOTAL	**178,735**	**180,571**	**1,836**	**1.0%**

		April 2025 Fcst	Sept 2025 Fcst	Change	Percent
Juvenile	Dependency*	17,726	18,890	1,163	6.6%
	Delinquency**	6,718	6,140	-578	-8.6%
	Probation Violation	4,253	4,118	-135	-3.2%
	Treatment Court	338	353	15	4.4%
	Appellate	683	629	-54	-7.9%
	TOTAL	**29,718**	**30,130**	**411**	**1.4%**

	April 2025 Fcst	Sept 2025 Fcst	Change	Percent
Total New Eligible Cases	**208,453**	**210,701**	**372**	**1.1%**

* Includes Parents and Guardians. ** includes Measure 11, Murder, and All Other

Caseload Forecast



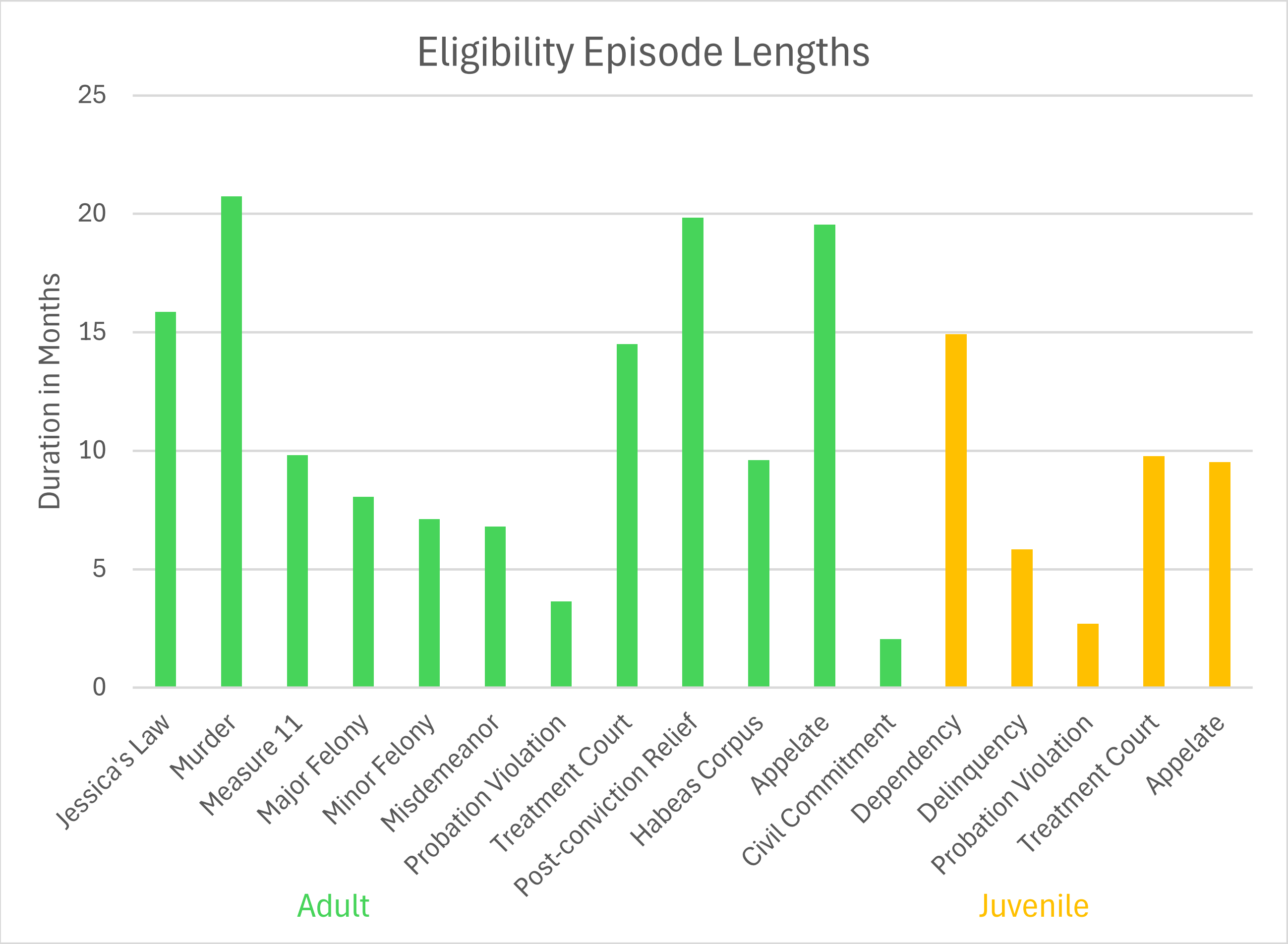
Public Defense Forecast - Caseload Forecast Comparison

Difference from previous forecast

		April 2025 Fcst	Sept 2025 Fcst	Change	Percent
Adult	Felony	60,810	59,555	-1,255	-2.1%
	Jessica's Law	111	113	2	1.4%
	Murder	589	595	5	0.9%
	Measure 11	6,578	6,432	-145	-2.2%
	Major Felony	11,732	11,465	-267	-2.3%
	Minor Felony	41,800	40,950	-850	-2.0%
	Misdemeanors	116,686	120,710	4,024	3.4%
	Probation Violation	34,182	33,824	-358	-1.0%
	Treatment Court	3,105	2,820	-285	-9.2%
	Appellate	6,912	6,059	-853	-12.3%
	Post-Conviction Relief	1,138	1,292	154	13.5%
	Habeas Corpus	202	388	186	92.1%
	Civil Commitment	5,284	5,543	259	4.9%
	TOTAL	**228,319**	**230,191**	**1,872**	**0.8%**

		April 2025	September 2025	Change	Percent
Juvenile	Dependency*	28,399	30,020	1,621	5.7%
	Delinquency**	9,114	7,361	-1,753	-19.2%
	Probation Violation	5,123	4,499	-624	-12.2%
	Treatment Court	506	538	32	6.3%
	Appellate	1,147	936	-211	-18.4%
	TOTAL	**44,289**	**43,354**	**-935**	**-2.1%**
Total Open Caseloads		**272,608**	**273,545**	**937**	**0.3%**

Eligibility Episode Lengths



Assumptions and Risks

- Current law forecast: also assumes current prosecutorial and judicial practices hold fairly constant throughout forecast horizon.
- New forecast – need time to calibrate model
- Tie to long-run population growth a major assumption and risk.

Forecast Performance

- Still fine tuning the compilation of the data to characterize cases of eligibility (e.g., returning from warrant status)
- Would like at least a year of actuals to gauge the performance of the forecast.
- Will publish routine tracking reports.