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# Oregon Youth Authority Demand Forecast

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October 2011

## **Background**

The Office of Economic Analysis produces the semi-annual Juvenile Corrections Population Forecast which provides projections for close custody bed space managed by the Oregon Youth Authority (OYA). Executive Orders 98-06, 04-02, and 08-15 direct the Department of Administrative Services and the Juvenile Corrections Population Forecasting Advisory Committee to produce the forecast. The forecast is mandated to estimate monthly populations over a ten year period and is due April 15 and October 15 of each year. OYA uses the forecast for planning and budgeting.

The forecast is for close custody beds (incarcerated youths). The close custody population is composed of three groups: the Public Safety Reserve (PSR), Department of Corrections (DOC) offenders who are supervised by OYA, and the discretionary close custody (DCC) population. The PSR and DOC offenders represent the portion of OYA's close custody population for which incarceration is mandatory. The remaining bed space is for DCC and is occupied by youths judged to need close custody incarceration above others, but it is not mandatory incarceration.

Each of the three population groups is forecasted separately. The DOC and PSR forecasts provide direct estimates of the number of beds that will be needed to house those populations. The DCC population forecast is an estimate of the demand for beds regardless of whether the demand is met.

The forecast advisory committee is comprised of individuals with knowledge of the juvenile justice system. It meets prior to each forecast to discuss issues and trends related to the system and how they could affect the forecast. The committee also defines the demand measure used for the discretionary population.

### **Juvenile Corrections Population Forecasting Advisory Committee**

Torri Lynn (Chair)  
John Mark Eddy  
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Linn County Juvenile Department  
Oregon Social Learning Center  
Department of Human Services  
Jefferson County Community Justice Department  
Oregon Youth Authority

# Juvenile Crime Information

## Information Sources

There are a number of sources for information concerning juvenile crime. The forecast analysis relies primarily on the Juvenile Justice Information System (JJIS). This data system maintains information on juvenile referrals in Oregon and juveniles supervised by OYA and county juvenile departments. It provides the most complete and timely source of juvenile crime data for Oregon.

The advisory committee meets before each forecast and provides information related to factors driving trends, changes in judicial system processes, and identification of things which may impact the forecast but do not yet show up in statistical data.

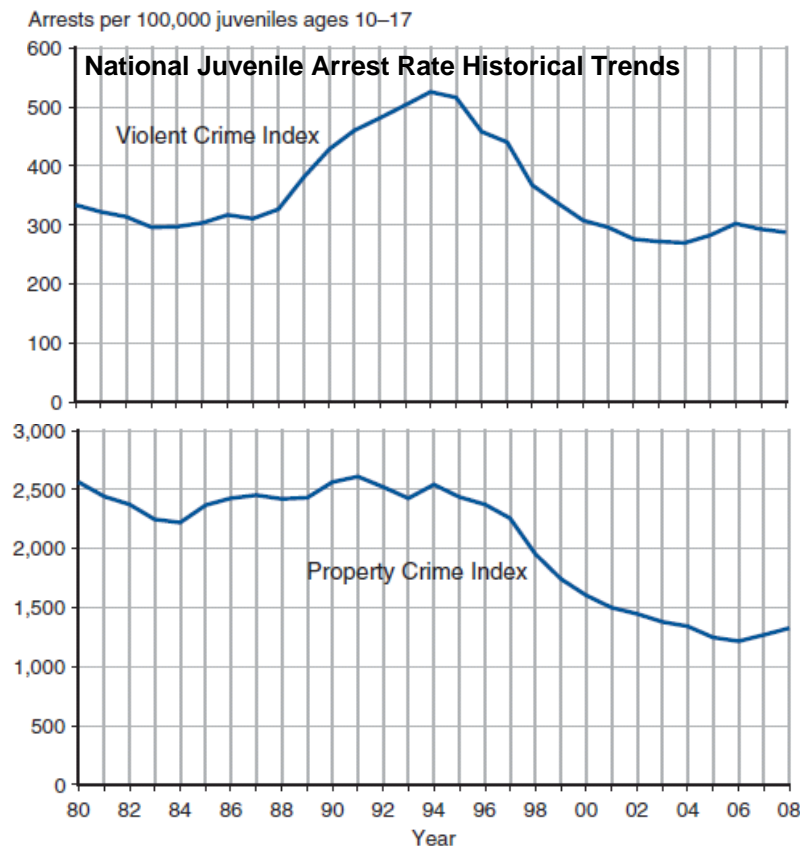
Additionally, national data and research in juvenile crime are surveyed prior to each forecast. Although national level research and statistics are based on data that is typically several years old, it is valuable in understanding trends seen in Oregon in comparison to national trends.

## National Data and Trends

In general, national juvenile justice trends are reflected in Oregon specific data. National juvenile crime and delinquency trends generally indicate a substantial decrease in juvenile crime from the mid 1990's through the early 2000's, followed by relatively little change through current data. The charts below display different measures of nationwide juvenile crime/delinquency based on arrests, court cases, and survey data. They indicate that serious juvenile crime/delinquency at the national level peaked in the mid 1990's, dropped substantially from then through the early 2000's, and has been relative stable since the mid 2000's.

The FBI Uniform Crime Reporting (UCR) program provides the number of arrests by age and crime type. The Violent Crime Index and Property Crime Index are standardized measures commonly used to characterize crime rates for those categories. The December 2009 Juvenile Justice Bulletin provides charts (right) displaying those index rates for juveniles, as well as juvenile arrest rates for a number of other crime categories<sup>1</sup>.

The nationwide violent crime rate and property crime rate for juveniles reached peak levels in the mid 1990's. Since then, they fell rapidly through the early 2000's to roughly half their peak levels and have not seen major changes in recent years.



<sup>1</sup> Juvenile Justice Bulletin, Dec. 2009. Juvenile Arrests 2008. <http://www.ncjrs.gov/pdffiles1/ojjdp/228479.pdf> (Latest available as of April 2011)

Juvenile court case statistics provide another measure of juvenile crime. Adjudicated cases, and specifically those resulting in a facility placement, also serve as measures of relative demand for juvenile correctional services. Those trends (chart right) peaked in the mid 1990's, then fell gradually, leveling off in recent years at a level about 20 percent below the peak<sup>2</sup>.

Serious violent crimes perpetrated by youths aged 12 to 17, based on survey data, has declined dramatically from peak levels in the 1990's<sup>3 4</sup>. As compared to the Violent Crime Index (above), which is based on law enforcement agency reports of arrests, this assesses crime reported by victims when surveyed. As such, it is believed to capture more total crime since it does not depend on any interaction with, or success of, the criminal justice system.

Underlying much national criminal justice research and juvenile criminality is data from the Federal Bureau of Investigation's Uniform Crime Reporting (UCR) program and

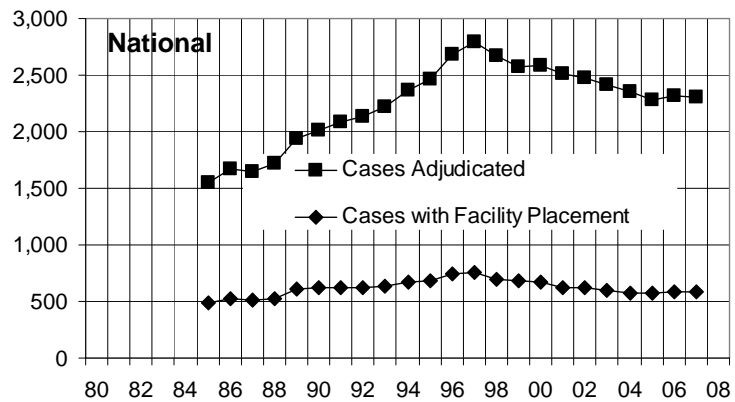
U.S. Census Bureau's censuses and surveys of criminal justice agencies. Below is a listing of agencies which maintain references to national level data.

- Bureau of Justice Statistics
- Office of Juvenile Justice and Delinquency Prevention
- National Juvenile Court Data Archive
- National Criminal Justice Reference Service
- National Archive of Criminal Justice Data
- Forum on Child and Family Statistics (general source for national data on children)

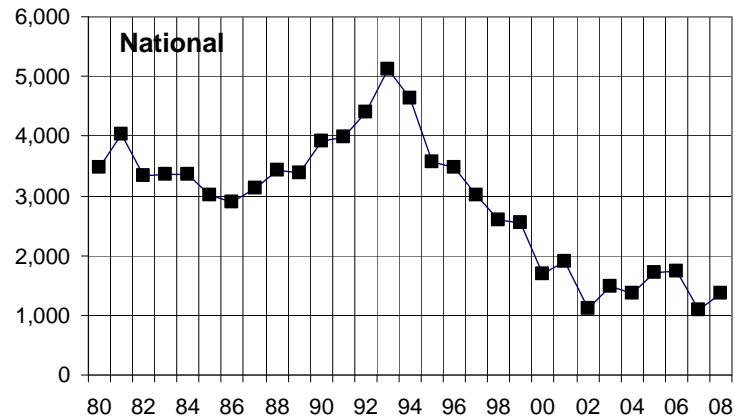
### Oregon Data from the Juvenile Justice Information System (JJIS)

Reports from national data are not available for the most recent years and they generally lack sufficient detail to use directly for the forecast. Oregon's JJIS data system, in contrast, provides juvenile justice information from 1996 to the current day in considerable detail. The data system is used at both the

Juvenile Court Cases per 100,000 Juveniles Age 12 to 17



Serious Violent Crimes per 100,000 Juveniles Age 12 to 17



<sup>2</sup> Office of Juvenile Justice and Delinquency Prevention. Juvenile Court Statistics. <http://www.ojjdp.gov/ojstatbb/ezajcs/>

<sup>3</sup> Bureau of Justice Statistics. National Criminal Victimization Survey. <http://bjs.ojp.usdoj.gov>

<sup>4</sup> America's Children in Brief: Key National Indicators of Well-Being, 2010. <http://childstats.gov/americaschildren/index.asp>

county and the state level. Of interest in forecasting, it tracks individual events for individual youths such as dates and offenses for referrals to county juvenile departments, dispositions ordered by a court, placement information for custody and supervision episodes, and risk assessment details. (Informal events or dispositions are often not recorded. An example might be a court requirement for a youth to write an essay.)

Referrals to Oregon county juvenile departments are the primary source for assessing overall juvenile criminality for the forecast. Youths are referred by law enforcement or other entities such as schools, parents, or a community agency. In general, a referral is analogous to an arrest for a crime in the adult criminal justice system. Detail data on individual referrals is available going back through 1996, and is generally considered to be consistent over time in the way actual events are characterized in the data. The referral data is used for the forecast in establishing juvenile crime trends. For each referral, the data captures the youth's identity and a variety of characteristics including date of referral, age, gender, race, and offense information such as the statute violated, OYA's 19 point severity classification for the offense, and crime class such as "A Felony" or "B Misdemeanor".

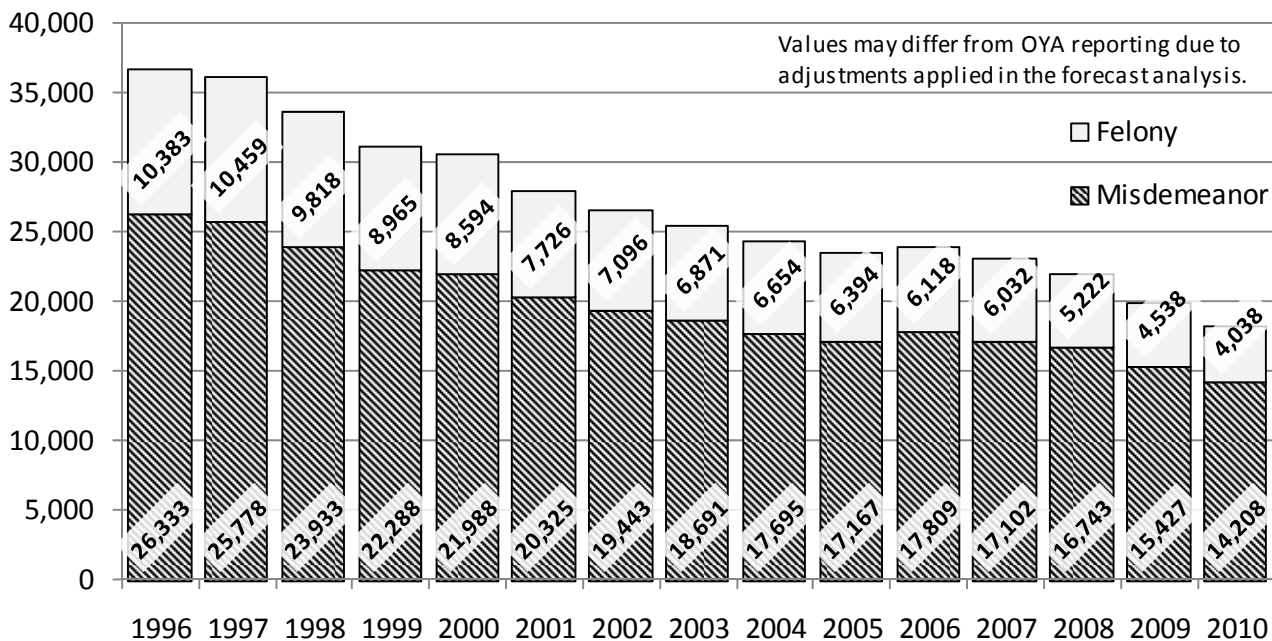
Supervision episodes (county probation, OYA probation, or OYA parole) are tracked with dates and placement details, as are custody episodes (county detention and OYA close custody). The forecast analysis combines referral-based information with information on supervision/custody episodes and demographics at the level of individual youths. This allows a very comprehensive characterization of juvenile criminality in Oregon over time.

## Crime Trends from JJIS Referral Data

Juvenile crime, measured by the number of referrals, has dropped significantly in Oregon since the mid 1990's. In 1996, there were approximately 10,400 referrals for felonies. By 2010, that number had dropped to about 4,000, a 61 percent reduction (over the same period, the total number of juveniles in Oregon age 12 to 17 increased about 5 percent). Similarly, though less dramatic, the number of misdemeanor referrals over the same period declined by 46 percent. For both felony and misdemeanor referrals, reductions were relatively rapid from 1998 to 2002, gradual from 2003 to 2007, and rapid again over the past three years. The average annualized percentage change in the number of felony referrals was about -13 percent per year over the past three years (-13 meaning a 13 percent reduction); over the past decade, the average annual percentage change was about -7 percent per year.

The general reduction in crime rates is not specific to Oregon or to the juvenile population. Declines in crime rates are observed nationwide. Although the reduction in juvenile crime is a national phenomenon and much research has been devoted to analyzing the reasons, there is no single widely accepted explanation for the reduction. Various sources discuss theories related to race, gender, curfew enforcement, weapon laws, drug use, gang activity, economic factors, social factors, geographic factors, etc. Most reports provide analyses that demonstrate significant declines across various categories, but fail to draw satisfying conclusions as to the underlying causes. This suggests the reduction is a general societal change. Additional factors influencing the trend could include successful youth programs (as evidenced by a reduction in recidivism), law enforcement reductions or shifts in emphasis, or juveniles becoming more effective at avoiding enforcement.

### Annual Number of Referrals for Felony and Misdemeanor Offenses



### Measure 11 Crime

The DOC and PSR populations at OYA are comprised primarily of offenders who have committed crimes listed in Measure 11 (serious person crimes). Referrals for these crimes comprise only about 3.5 percent of the total number of criminal referrals, but account for a substantial portion of OYA's total close custody population. As with criminal referrals in general, referrals for Measure 11 crimes have

dropped significantly since the late 1990's from roughly 1,100 per year to roughly 650 per year currently, a 40 percent reduction. Since 2004, Measure 11 referrals have dropped by 25 percent while all criminal referrals dropped only 10 percent.

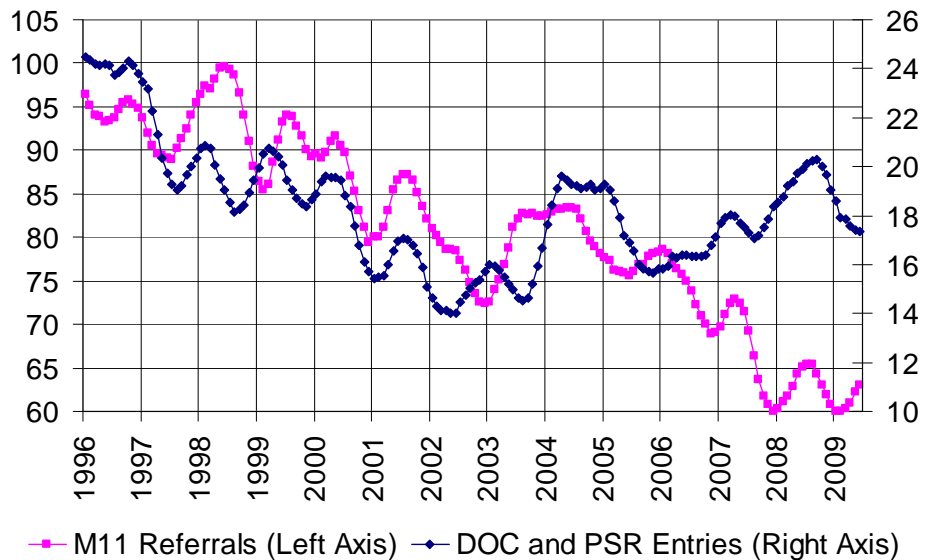
Many referrals for Measure 11 crimes do not result in an entry to the DOC or PSR populations due to downward pleas or failures to prosecute and convict. The entries to the DOC and PSR populations number about 20 percent of the number of referrals for Measure 11 crimes overall, but this relationship has changed in recent years where the number of entries increased to roughly 30 percent of referrals. In other words, starting in 2006, there are increasingly more entries to the PSR or DOC population for each Measure 11 referral. One reason for this could be changes in arrest reporting and prosecution practices as the impact of Measure 11 continues to evolve. The impact can be observed in the increase to the DOC population starting in 2007, while the number of related referrals was decreasing.

Since the connection between the number of Measure 11 crimes and the number of entries to the DOC and PSR populations has changed, the number of crimes is less valuable as a predictor of the DOC and PSR population sizes than it was in the past.

**Crime Connected to Discretionary Close Custody**

For the discretionary close custody (DCC) population, there is not a specific class of crime that leads to incarceration as there is with the PSR and DOC populations. Rather, entry is discretionary based on a variety of factors relating to a youth's criminal history and background, as well as availability of space, and ultimately is a judge's decision.

Monthly Number of Referrals for Measure 11 Crimes and Entries to DOC and PSR Population



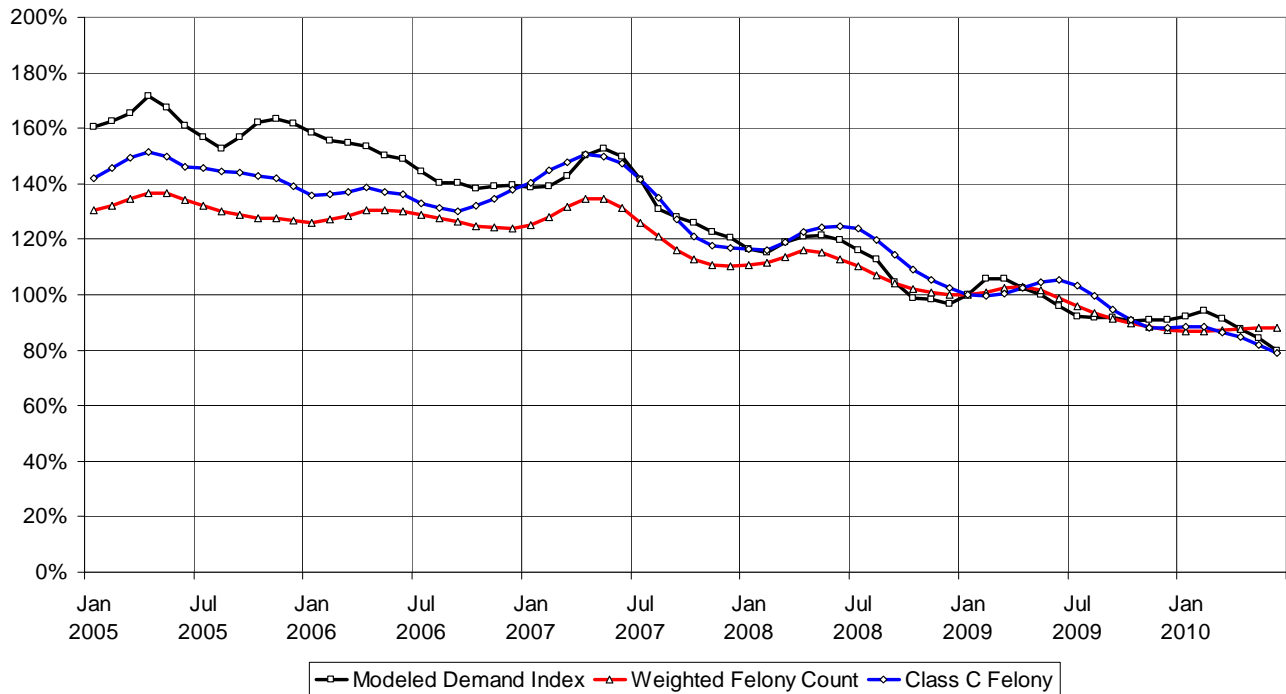
Demand for DCC beds is defined by the advisory committee based on their knowledge of the juvenile justice system and consideration of statistical measures of juvenile criminality. Statistical measures based on referrals suggest a trend of decreasing juvenile criminality overall, including criminality characteristics most closely associated with DCC entries.

The discretionary demand index is a measure of demand based on statistical modeling. The model uses known characteristics for youths who both entered DCC and who did not enter. The model then provides a weighting of characteristics from referral data which are specifically associated with DCC entry (as opposed to any other outcome of the referral such as no action, probation, or entry to the DOC population).

Other measures can be based on monthly counts of referrals, and reflect similar trends. Examples of other statistical measures include the count of felony referrals, the number of prior offenses associated with the juveniles who are referred, or the total of the offense severities from all referrals. The chart below displays several measures: the discretionary demand index, a weighted count of offenses where serious offenses count higher, and the simple number of class C felonies. These are shown simply as

examples, and are not necessarily suggested to be the most appropriate to assess demand for DCC beds; however, the trends shown are typical of other measures. The graph shows each measure scaled relative to its level in early 2009 when the advisory committee referenced demand at 550 beds.

*Trends in Juvenile Criminality – Example Measures for Discretionary Demand (Jan 2009=100%):*



Through the first half of 2011, the indices based on felony counts have continued to decline. The demand index based on the logistic scoring model has been strongly correlated with the simpler felony measures over the period from the late 1990's through 2010.

# Population Size and Forecast Tracking

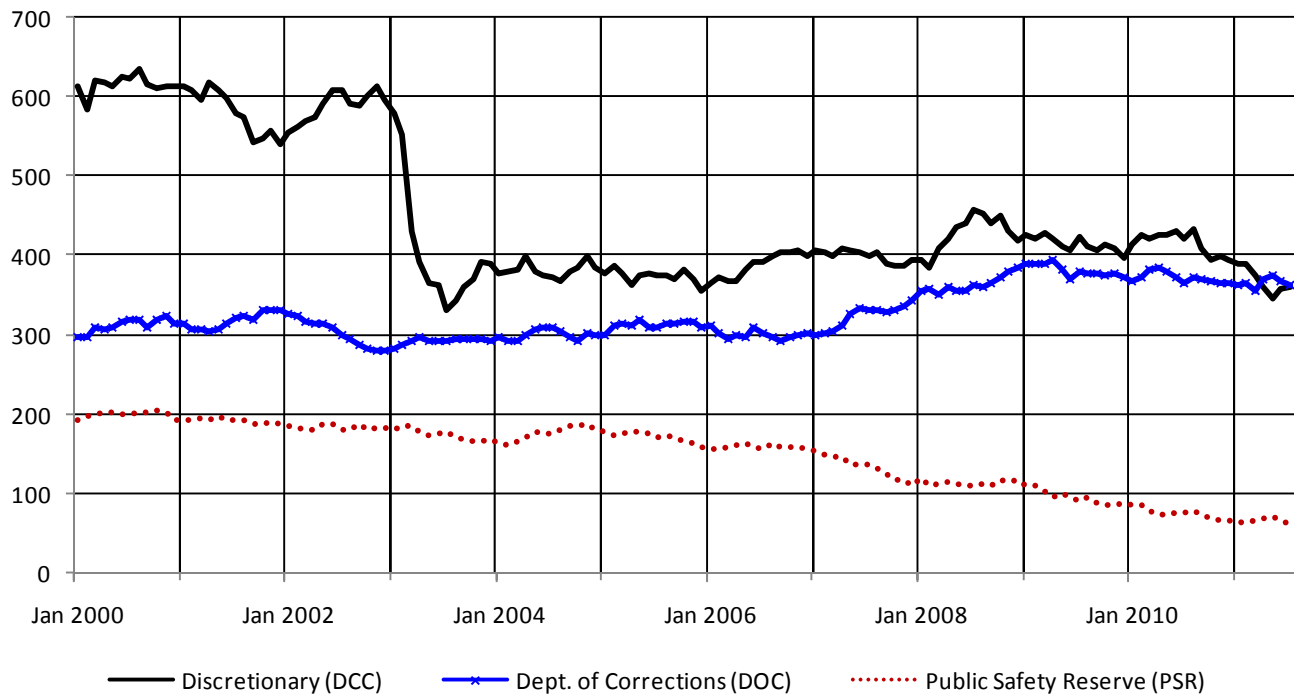
## Population Size

The Public Safety Reserve (PSR) population stayed relatively constant at about 200 from 1996 to 2002. From 2002 on it has decreased and by April 2009 it dropped below 100 and has continued to decline to the current level near 60; the 12 months ending July 2011 averaged fewer than 70 juveniles in the PSR. The general decline in the population is attributable simply to fewer juveniles entering the population over time, reflective of fewer serious violent crimes being committed by young teens. Prior forecasts have projected a rebound in the PSR population size based on the presumption that observed size represents a historic low which, in the long run, will not be maintained.

The Department of Corrections (DOC) population increased rapidly from 1996 through 1999 to roughly 300. The rapid increase was due to Measure 11 which made incarceration mandatory for serious violent crimes. It remained near 300 through 2006, and then gradually increased through 2008 to exceed 390 in April 2009. Since then it has dropped slightly, averaging slightly fewer than 370 over the past 12 months and slightly more than 370 over the 12 month period before that.

The Discretionary Close Custody (DCC) population size is primarily driven by budgeted capacity. Budget levels set the number of discretionary beds available, and whatever is available is generally used. Prior to January 2003, the DCC population size was general around 600. In January 2003, budget cuts significantly reduced the number of DCC beds. In the first months of 2003 several hundred DCC youths were release on parole sooner than normal to achieve the reduction. The recent decrease in the DCC population (late 2010 to current) is also associated with budget reductions.

*Population Sizes, January 2000 to July 2011: DCC, PSR, and DOC*



## **Prior Forecast Tracking**

Forecast tracking is evaluated for the DOC and PSR populations which are direct forecasts. The DCC population is not evaluated since the forecast is not tied to the actual population size (the forecast measures demand for DCC beds as opposed to actual occupation of beds).

The DOC population tracked very closely with prior forecast.

The PSR population size decreased by approximately 15 compared to the forecast calling for a small increase. The trend in the forecast was adjusted downward in response. The long term trend now represents only a slight increase over the forecast horizon; the increase is tied to the Oregon demographic forecast for ages 13 to 17.

## **Forecast Methodology**

### **General Discussion**

The Department of Corrections (DOC) and Public Safety Reserve (PSR) population forecasts are for the number of youth who will require OYA close custody bed space. The DOC population is comprised primarily of Measure 11 offenders. The PSR population is comprised of youth who commit similar crimes but are too young to be prosecuted under Measure 11 (under age 16). The forecast for those populations is a direct count. Together these populations comprise the non-discretionary population.

The Discretionary Close Custody (DCC) forecast is conceptually different since the population size is based on budgeting. The available beds for DCC equals the total number of budgeted beds less the number taken by the DOC and PSR populations. The actual DCC population size has typically ranged from slightly below to slightly above the number of budgeted beds. The number of beds available is viewed as insufficient to meet the demand for such beds. Since a forecast of the number of beds occupied would be a direct function of total budgeted capacity and the DOC and PSR forecast levels, it would not serve to quantify the demand for DCC bed space. To address this, the DCC forecast quantifies the demand for beds as opposed to directly forecasting the number of beds which will be occupied.

The demand for DCC beds can be viewed in the context of the overall pressure on the juvenile corrections system. More criminal youths and higher criminal severity leads to greater pressure on the system. Some of that pressure is absorbed by county correctional programs, by social programs or OYA community placements for less criminal youths, and by the DOC and PSR populations for the most severe criminality. The DCC population is comprised of the remaining youths who warrant close custody supervision (subject to bed availability).

### **DOC and PSR Populations**

The DOC and PSR forecasts derive from forecasted entries and exits to the populations and the current starting base (number currently in the population). Entries are based on historical trends, the number of juveniles in Oregon, and trends in juvenile criminality which drive entries. Exits are driven by the characteristics of the current population using a survival analysis approach to estimate the outflow of the current base.

The model tracks how many beds are occupied broken out by estimated length of stay. The monthly number of beds is the previous month's number, minus youths who had less than 1 month length of stay, plus the number of projected entries.

The entry forecast relies on youth criminality trends and assumptions about how those trends might change in the future. It also relies on the stability of crime definitions, sentencing and plea practices, and policy decisions concerning how long OYA supervises a youth before transfer to DOC.

In the near term, criminality trends are expected to remain stable. The significant declines in juvenile criminality from the late 1990's have leveled off and are not expected to continue in the long term.

### **DCC Population**

Demand for DCC beds is a subjective determination. The forecast does not have an objective way to determine whether a youth, in general, constitutes demand, and no absolute measure to look back on to say that demand was a certain number at some time in the past. On the other hand, the youths who do actually go to DCC are assumed to constitute demand simply by way of being there – they went because they were judged to constitute demand, and space was available. Difficulties arise in determining how

many youth should have gone to DCC, but did not due to space limitations. Another way to view this is to ask "how many youth would go to DCC if there were no space limitations?"

Since demand is not a directly measurable quantity, several perspectives are considered in determining forecast values. Statistical measures related to demand which are considered in the forecast include the discretionary demand index, the number of felony referrals, and the number of prior felonies for youth who are referred. Changes over time in these parameters (calculated monthly) provide an indication of changing demand from the perspective of referral characteristics. The advisory committee considers the movement of the statistical measures along with their observations concerning juvenile offenders and availability of treatment resources at both the county and state level. These perspectives are discussed and general agreement is reached for a balanced approach to the forecast level and future trend.

## Forecast

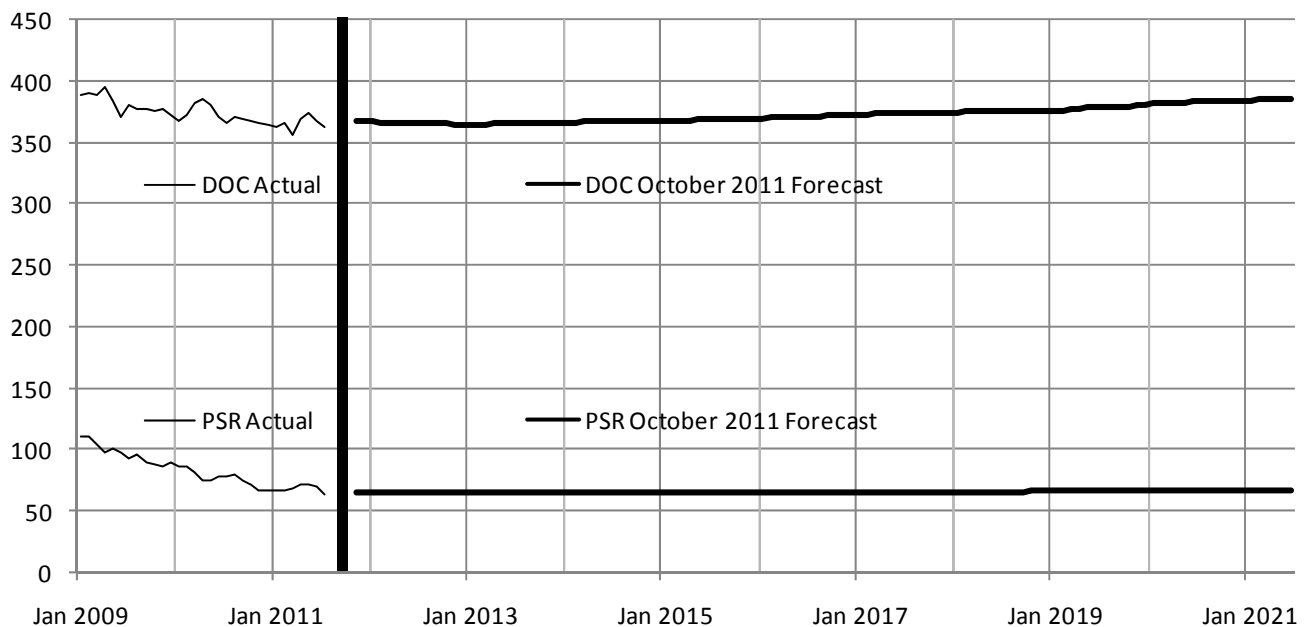
The total demand for Oregon Youth Authority close custody beds is forecast to decrease from 883 to 880 over the next year, followed by a gradual increase to 916 by year 2021. The DOC population comprises 42 percent (368 beds on 1/1/2012) of the total bed demand; the PSR population comprises 7 percent of total demand (65 beds on 1/1/2012); the DCC demand comprises 51 percent of total demand (450 beds on 1/1/2012).

The reduction of approximately 50 beds in the DCC forecast is the largest change compared to prior forecast. The reduction is roughly commensurate with the reduction observed in juvenile crime since April of 2009 (at which time demand was defined to be 550 beds); the index measure for felony juvenile crime has decreased by nearly 20 percent since April 2009.

The PSR forecast also reflects a change: the forecast was lowered to reflect current population levels and the trend has been changed from increasing to flat.

Forecast values also reflect slight adjustments to compensate for demographic trend updates from the 2010 census.

### *DOC and PSR Population Forecast – History and Forecast:*



## Forecast Risks

The forecast assumes that current laws and current criminal justice practices continue as they have in the past. It also assumes trends in juvenile criminal activity continue and that demographics follow expected trends. If those and other assumptions fail, the forecast is at risk.

An additional general risk is associated with the prevalence and success of the juvenile justice system in deterring juvenile crime. The forecast does not assume changes in those programs or practices.

### **Additional specific risks include the following:**

*General Economic Conditions.* While the impact of the economy on crime is not clear, it stands to reason that those with the least job skills will be impacted disproportionately when the economy is weak. Many juveniles fall into this category. As a result, depending on the degree to which juveniles will face limited job opportunities and turn to criminal activities, the forecast could understate demand.

*Budgetary restrictions.* Over the next several years budget levels for law enforcement, criminal justice courts, education, and juvenile programs will decrease from past service levels. These cuts could impact the juvenile crime rate, juvenile crime prosecutions, and the number and length of placements in close custody in ways that are difficult to predict.

*Criminal Trends.* Juvenile crime rates have dropped significantly since the late 1990's. The forecast assumes that the lower rates will continue. If the juvenile crime rates rebound to levels of the mid-1990's, the need for juvenile corrections could increase dramatically.

*Data Sources.* The discretionary demand is measured based on recorded referrals to county juvenile departments. If the information recorded for juvenile referrals changes over time, criminal characteristics would not be scored for criminality in the same manner as during the reference period. This could potentially misstate discretionary demand.

*Perception of Demand.* Demand for discretionary beds is a subjective measure. In consultation with the advisory committee, this forecast uses a definition based on a bed capacity of 550 in early 2009 being sufficient to satisfy demand. As views change regarding the level of criminality which constitutes demand, the reference level could change leading to significant changes in demand going forward.

*Applicability of Discretionary Demand Index.* The demand index may not fully or appropriately characterize demand for discretionary beds. If so, the determination of demand based on movement in the index could lead to misstated discretionary demand.

*Interaction with County Resources.* The forecast does not examine the interaction between county funding levels and demand for OYA services, but recognizes that an interaction may exist. In some sense, OYA serves as a backstop when there is a lack of county diversionary resources, and if county resources change there could be an impact in the need for OYA services.

## Forecast Values

Values are available in Excel spreadsheet format from the Office of Economic Analysis web site. They are also listed below for convenience.

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

Date	Department of Corrections Population	Public Safety Reserve Population	Demand for Discretionary Beds	Total
11/1/2011	368	65	450	883
12/1/2011	368	65	450	883
1/1/2012	368	65	450	883
2/1/2012	367	65	450	882
3/1/2012	367	65	450	882
4/1/2012	367	65	450	882
5/1/2012	367	65	450	882
6/1/2012	367	65	450	882
7/1/2012	367	65	450	882
8/1/2012	366	65	450	881
9/1/2012	366	65	450	881
10/1/2012	366	65	450	881
11/1/2012	365	65	450	880
12/1/2012	365	65	450	880
1/1/2013	365	65	450	880
2/1/2013	365	65	450	880
3/1/2013	365	65	450	880
4/1/2013	366	65	450	881
5/1/2013	366	65	450	881
6/1/2013	366	65	450	881
7/1/2013	366	65	451	882
8/1/2013	366	65	451	882
9/1/2013	366	65	451	882
10/1/2013	367	65	451	883
11/1/2013	367	65	451	883
12/1/2013	367	65	451	883
1/1/2014	367	65	451	883
2/1/2014	367	65	451	883
3/1/2014	368	65	451	884
4/1/2014	368	65	452	885
5/1/2014	368	65	452	885
6/1/2014	368	65	452	885
7/1/2014	368	65	452	885
8/1/2014	368	65	452	885
9/1/2014	369	65	452	886
10/1/2014	369	65	452	886
11/1/2014	369	65	452	886
12/1/2014	369	65	451	885

Listing continued below.

## Forecast Values (continued)

Date	Department of Corrections Population	Public Safety Reserve Population	Demand for Discretionary Beds	Total
1/1/2015	369	65	451	885
2/1/2015	369	65	451	885
3/1/2015	369	65	451	885
4/1/2015	369	65	451	885
5/1/2015	370	65	451	886
6/1/2015	370	65	451	886
7/1/2015	370	65	451	886
8/1/2015	370	65	451	886
9/1/2015	370	65	451	886
10/1/2015	370	65	451	886
11/1/2015	370	65	451	886
12/1/2015	370	65	451	886
1/1/2016	370	65	451	886
2/1/2016	371	65	452	888
3/1/2016	371	65	452	888
4/1/2016	371	65	452	888
5/1/2016	372	65	452	889
6/1/2016	372	65	452	889
7/1/2016	372	65	452	889
8/1/2016	372	65	452	889
9/1/2016	373	65	452	890
10/1/2016	373	65	452	890
11/1/2016	373	65	452	890
12/1/2016	373	65	453	891
1/1/2017	373	65	453	891
2/1/2017	373	65	453	891
3/1/2017	374	65	453	892
4/1/2017	374	65	453	892
5/1/2017	374	65	453	892
6/1/2017	375	65	453	893
7/1/2017	375	65	453	893
8/1/2017	375	65	453	893
9/1/2017	375	65	453	893
10/1/2017	375	65	453	893
11/1/2017	375	65	453	893
12/1/2017	375	65	453	893

Listing continued below.

## Forecast Values (continued)

Date	Department of Corrections Population	Public Safety Reserve Population	Demand for Discretionary Beds	Total
1/1/2018	375	65	453	893
2/1/2018	376	65	453	894
3/1/2018	376	65	453	894
4/1/2018	376	65	453	894
5/1/2018	376	65	453	894
6/1/2018	376	65	453	894
7/1/2018	376	65	453	894
8/1/2018	376	65	453	894
9/1/2018	376	65	453	894
10/1/2018	377	66	454	897
11/1/2018	377	66	454	897
12/1/2018	377	66	454	897
1/1/2019	377	66	454	897
2/1/2019	377	66	454	897
3/1/2019	378	66	455	899
4/1/2019	378	66	455	899
5/1/2019	379	66	455	900
6/1/2019	379	66	455	900
7/1/2019	379	66	456	901
8/1/2019	380	66	456	902
9/1/2019	380	66	456	902
10/1/2019	380	66	457	903
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9/1/2020	384	67	461	912
10/1/2020	385	67	462	914
11/1/2020	385	67	462	914
12/1/2020	385	67	462	914
1/1/2021	385	67	462	914
2/1/2021	386	67	463	916
3/1/2021	386	67	463	916
4/1/2021	386	67	463	916
5/1/2021	386	67	463	916
6/1/2021	386	67	463	916

End of listing.

