



**California Department of
Corrections and Rehabilitation**

Spring 2017 Population Projections

**Office of Research
May 2017**

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The authors would like to acknowledge Cindy Wagstaff from the Enterprise Data Management Branch for her substantial contributions in compiling adult population data for this project. The authors would also like to thank Angela Le and Matthew Nakao of the Research and Evaluation Branch for their assistance with reviewing the report.

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Executive Summary

This report presents the California Department of Corrections and Rehabilitation's (CDCR) Spring 2017 adult institution, parole, and juvenile institution population projections. CDCR developed these projections using historical trend data and time series forecasting techniques. Similar to the past several population projections, these projections incorporate the impacts of a number of court-ordered population reduction measures^a as well as Proposition 47, which was passed by voter initiative in November 2014 and reduced penalties for most non-serious, non-violent property and drug crimes by mandating a misdemeanor instead of a felony sentence for certain crimes.

In November 2016, Proposition 57^b (The Public Safety and Rehabilitation Act) was passed by voter initiative. The proposition: 1) increases the number of non-violent inmates eligible for parole consideration and allows parole consideration after serving the full term of the sentence for their primary offense; 2) authorizes CDCR to award sentence credits for rehabilitation, good behavior, or educational achievements; and 3) provides juvenile court judges authority to decide whether juveniles aged 14 and older should be sentenced as adults for specified offenses.

This report includes a baseline projection based on historical trend data and an adjusted projection, which incorporates the estimated impact of Proposition 57. CDCR will continue to refine the estimates as additional data become available. Caution should be exercised when interpreting the results of these early estimates. The impacts to the adult institution and parole populations are expected to begin in July 2017; therefore, there are no differences reflected between the baseline and adjusted projections for June 30, 2017.

Adult Institution Projections

CDCR predicts the adult institution population will increase from 128,643 inmates on June 30, 2016 to 129,872 inmates on June 30, 2017 (see Figure A). Without the impact of Proposition 57, CDCR expected growth to continue at a similar but slightly slower rate during each of the subsequent four fiscal years. Between 2008 and 2016, CDCR observed annual decreases in the institution population each June except for 2014. These declines were primarily due to the impacts of the 2011 Public Safety Realignment legislation^c, the previously

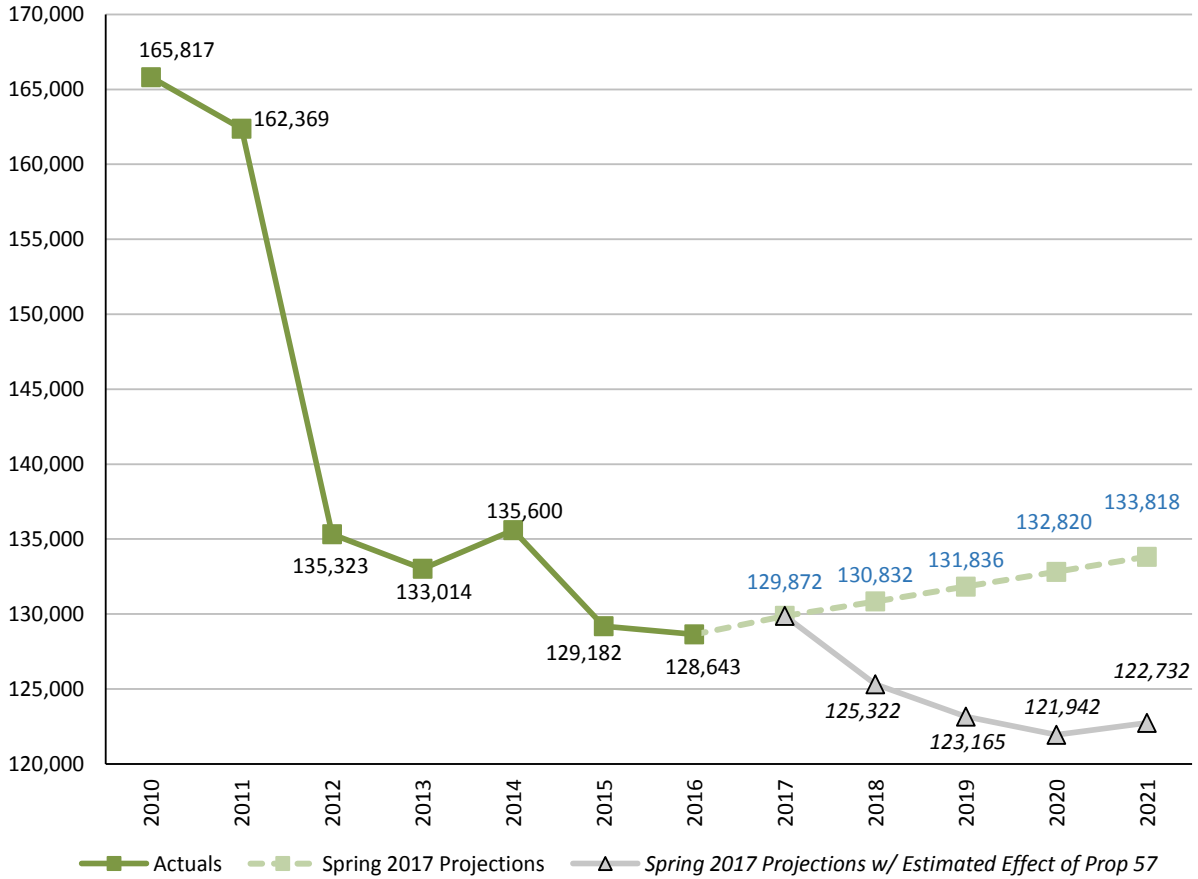
^a Court-ordered measures include: prospective credit-earning changes for specific Second Strike and day-for day offenders; parole determination process for certain non-violent, non-sex-registrant Second Strike offenders; parole processes for medically incapacitated inmates and inmates 60 years of age or older having served at least 25 years of incarceration. Additional information is available at: <http://www.cdcr.ca.gov/News/docs/3JP-Apr-2017.pdf>.

^b More information about Proposition 57 is available here: <http://www.cdcr.ca.gov/proposition57/>.

^c More information is available at <http://www.cdcr.ca.gov/realignment/>.

mentioned court-ordered population reduction measures, and the effects of Proposition 47, which mainly impacted non-serious, non-violent, and non-sex registrant offenders. Those decreases are now being outpaced by long-term trends in groups such as offenders convicted of violent offenses or sentenced to life prison terms, who have been mostly unaffected by the changes. Had Proposition 57 not passed, the adult institution population was expected to reach 133,818 inmates on June 30, 2021, a net five-year increase of 4.0 percent.

Figure A: Total Institution Population Trends and Projections, June 30, 2010 through June 30, 2021



With the expected impact of Proposition 57 included in the adult institution projections, CDCR predicts the adult institution population will decrease from 129,872 inmates on June 30, 2017 to 125,322 inmates on June 30, 2018 (see Figure A). Reductions in the adult institution population are projected at a slower rate during each of the subsequent two fiscal years, followed by a slight increase in the population. Specifically, the adult institution population is expected to decrease from 125,322 inmates on June 30, 2018 to 123,165 inmates on June 30, 2019 (2,175 inmates or 1.7 percent) and decrease from 123,165 inmates on June 30, 2019 to 121,942 inmates on June 30, 2020 (1,223 inmates or 1.0 percent). Following these decreases, the adult institution population is expected to increase from 121,942 inmates on June 30, 2020 to 122,732 inmates on June 30, 2021 (790 inmates or 0.6 percent). The projected adult institution population projection of 122,732 inmates on June 30, 2021 represents a net five-year decrease of 4.6 percent.

Without the impact of Proposition 57, the 2017 Spring Projections were 0.2 percent (259 inmates) higher than the Fall 2016 Projections for June 30, 2017, and 261 inmates higher (0.2 percent) for June 30, 2018. The two projections differed by 0.2 percent through June 30, 2021. The Spring 2017 Projections adjusted for the estimated effects of Proposition 57 are 4.0 percent lower (5,249 inmates) than the Fall 2016 Projections for June 30, 2018. The difference increases each year, reaching 8.1 percent (10,819 inmates) on June 30, 2021.

Total court commitments decreased by 8.3 percent between Fiscal Year (FY) 2013-14 and FY 2015-16 (38,840 to 35,624 commitments), which was primarily due to the impact of Proposition 47. Most of the decreases in court commitments since Proposition 47's passage have been in a few drug and property crime categories, which was expected since misdemeanor instead of felony sentences are now required for certain crimes. CDCR predicts a decrease in total court commitments for FY 2016-17 of 0.4 percent (35,624 to 35,477 commitments), which is attributable to slower growth than predicted in Fall 2016. This is expected to be followed by a small increase of 1.2 percent in FY 2017-18, then by relative stability over the next three fiscal years. While court commitments are predicted to be higher than current levels during the projections cycle, CDCR expects annual levels of total court commitments will remain lower than the period immediately preceding Proposition 47.

Although the Spring 2017 Projections predict total court commitments to be lower than the Fall 2016 Projections, Second Strike commitments are predicted to be higher than previously projected. Second Strike commitments increased during the last six months of calendar year 2016 compared to the same months during 2015. CDCR's Spring 2017 Projections predict Second Strike commitments to increase by 4.4 percent (393 Second Strike commitments) in FY 2016-17, then remain stable through FY 2020-21.

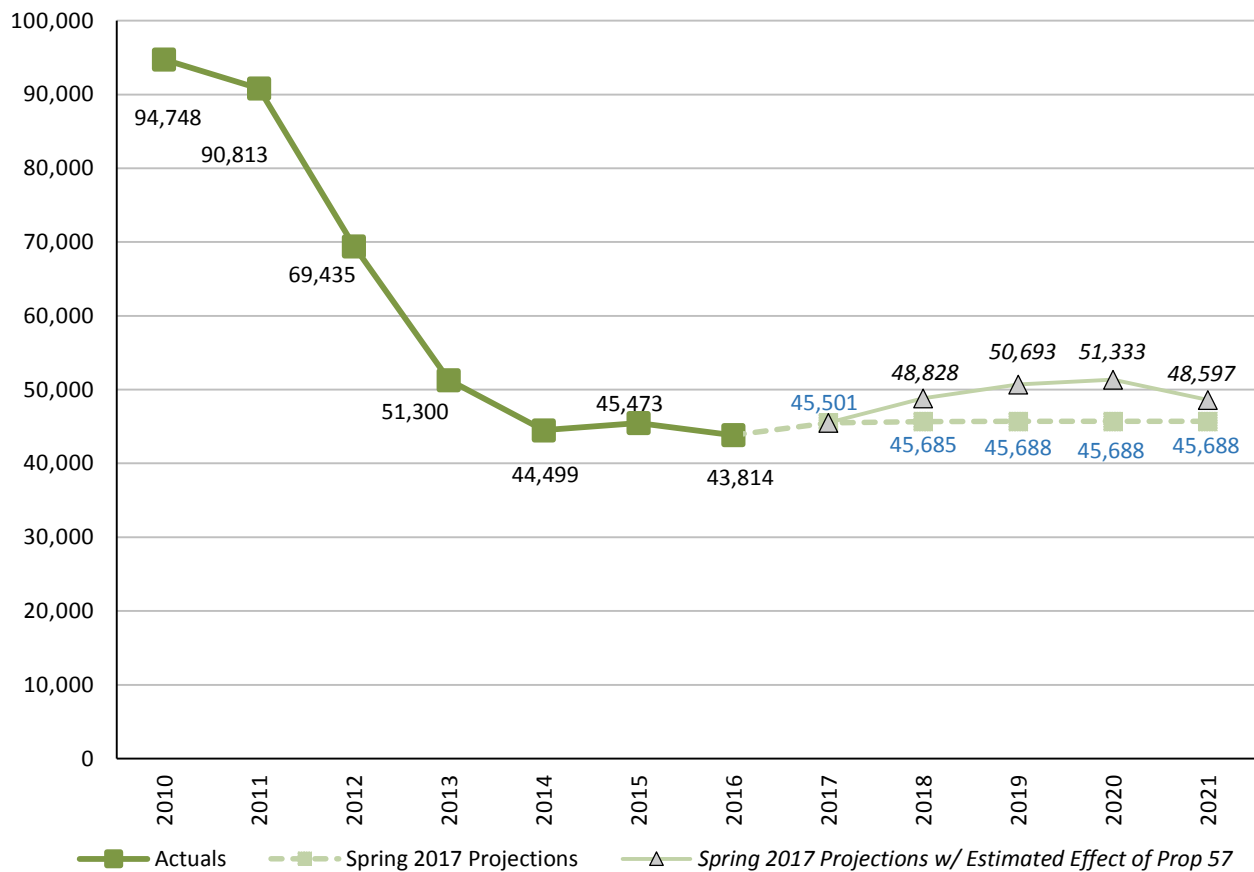
During the two years after the implementation of 2011 Public Realignment legislation, Second Strike court commitments increased to an all-time high. However, following the passage of

Proposition 47, these commitments declined. The Spring 2017 Projections predict Second Strike commitments to increase by 4.4 percent in FY 2016-17, then remain stable through FY 2020-21. The initial increase is due to an observed increase in Second Strike commitments during the last six months of 2016 compared to the same period during 2015.

Adult Parole Projections

The Spring 2017 Projections predict the active parole population to increase over the next two fiscal years. Absent the impact of Proposition 57, CDCR projected the parole population to increase from 43,814 parolees on June 30, 2016 to 45,501 parolees on June 30, 2017 (1,687 parolees, or 3.9 percent; see Figure B). The parole population was expected to again increase from 45,501 parolees on June 30, 2017 to 45,685 parolees on June 30, 2018. The increase can be explained primarily by a decreased rate of suspended parole cases and a corresponding increase in the active parole population. After the initial increase to the parole population, it was expected to remain relatively stable for the next three fiscal years. Had Proposition 57 not passed, the parole population was projected to reach 45,688 parolees on June 30, 2021, for a net five-year increase of 4.3 percent (1,874 parolees).

Figure B: Active Parole Population Trends and Projections, June 30, 2010 through June 30, 2021



The Spring 2017 Population Projections adjusted for the impact of Proposition 57 predict the parole population to increase 7.3 percent (3,327 parolees) from June 30, 2017 to June 30, 2018 (refer to Figure B). The parole population is projected to increase each year from June 30, 2018 to June 30, 2020, and then decrease between June 30, 2020 and June 30, 2021 to 48,597 on June 30, 2021, for a net five-year increase of 10.9 percent.

The Spring 2017 Projections without the impact of Proposition 57 are 4.2 percent higher (1,818 parolees) higher than the Fall 2016 Projections for June 30, 2017 and 4.5 percent higher (1,980 parolees) for June 30, 2018. The two projections differ by 4.5 percent for the remainder of the projections cycle. The Spring 2017 Projections adjusted for the estimated effects of Proposition 57 are 11.7 percent higher (5,123 parolees) than the Fall 2016 Projections for June 30, 2018; 16.0 percent higher (6,975 parolees) for June 30, 2019; and 17.4 percent higher (7,607 parolees) for June 30, 2020. The difference then begins to decrease, reaching 11.1 percent (4,868 parolees) on June 30, 2021.

Juvenile Projections

Without the effect of Proposition 57, CDCR predicted the total juvenile population would decrease, then remain relatively stable over the next two fiscal years. Specifically, a slight decrease was forecasted from an average daily population of 705 youth in June 2016 to 683 youth in June 2017 (a decrease of 22 youth or 3.1 percent). This was expected to be followed by a small increase to an average daily population of 686 youth by June 2018 (an increase of 3 youth or 0.4 percent).

With the expected effects of Proposition 57 included in the juvenile projections, CDCR predicts the total juvenile population will increase from an average daily population of 683 youth in June 2017 to 778 youth in June 2018 (an increase of 95 youth, or 13.9 percent).

1 Introduction

This report presents the California Department of Corrections and Rehabilitation's (CDCR) Spring 2017 adult institution, parole, and juvenile institution population projections. CDCR developed these projections using historical trend data and time series forecasting techniques. The projections incorporate the effects of existing laws and regulations on the state institution and parole populations.

The projections do not include the impact of proposed legislation, programs, propositions, or policy changes that have not been signed, affirmed, or implemented as of December 31, 2016, unless otherwise noted. The projections methodology is described in Appendix A. Information about specific legislation and policies that have been included in these projections is available in Appendix B, and a glossary of terms used in the projections is included in Appendix C. Appendix D contains detailed projections tables not found in the report.

Most corrections population experts agree that projections beyond two- to three-year time horizons are difficult to model with precision.¹ Due to the need to prepare longer-term projections for planning purposes, this report presents up to five years of projections for some populations. Caution should be exercised when interpreting projection results beyond two years, as the full impact of recent changes to major correctional policies and court-ordered initiatives on CDCR's populations is still developing.

1.1 Changes for Spring 2017

In November 2016, Proposition 57 (The Public Safety and Rehabilitation Act) was passed by voter initiative. The proposition: 1) increases the number of non-violent inmates eligible for parole consideration and allows parole consideration after serving the full term of the sentence for their primary offense; 2) authorizes CDCR to award sentence credits for rehabilitation, good behavior, or educational achievements; and 3) provides juvenile court judges authority to decide whether juveniles aged 14 and older should be sentenced as adults for specified offenses.²

The initiative required CDCR to draft regulations to implement the changes associated with Proposition 57. Emergency regulations were approved in April 2017. Since the effective date of these changes is after the cutoff of December 31, 2016 for inclusion into the Spring 2017 Population Projections, estimated impacts were not factored into the Spring 2017 Population Projections. Rather, the effects of Proposition 57 were developed as standalone estimates for

¹ See *Limitations* in Appendix A.

² More information about Proposition 57 is available here: <http://www.cdcr.ca.gov/proposition57/>.

the adult and juvenile institution and adult parole populations. This report includes a baseline projection based on historical trend data and an adjusted projection, which incorporates the estimated impact of Proposition 57. CDCR will continue to refine the estimates as additional data become available. Caution should be exercised when interpreting the results of these early estimates.

Another change for Spring 2017 is related to inmate placement. The California Code of Regulations, Title 15, sections 3375 and 3375.2, allow for the placement of inmates in facilities with higher or lower security levels than indicated by inmate placement scores. In order to expand access to rehabilitative programs for inmates who have demonstrated positive programming, CDCR clarified its application of these regulations in July 2016. This change is expected to result in an overall decreased need for male Level IV housing and a corresponding net increased need for male Level II and III housing. Specific placement need changes are described in Section 4 of this report.

2 Adult Population Projections

Table 1a displays CDCR's Spring 2017 adult institution and parole population projections, which are based on historical trend. Alternatively, Table 1b in Section 2.1 presents the Spring 2017 adult institution and parole population projections adjusted for the estimated effects of Proposition 57.³ The Proposition: 1) increases the number of non-violent inmates eligible for parole consideration and allows parole consideration after serving the full term of the sentence for their primary offense; 2) authorizes CDCR to award sentence credits for rehabilitation, good behavior, or educational achievements; and 3) provides juvenile court judges authority to decide whether juveniles aged 14 and older should be sentenced as adults for specified offenses. The impacts to the adult institution and parole populations are expected to begin in July 2017; therefore, there are no differences reflected between the baseline and adjusted projections for June 30, 2017.

CDCR predicts the adult institution population will increase from 128,643 inmates on June 30, 2016 to 129,872 inmates on June 30, 2017 (1,229 inmates or 1.0 percent; see Table 1a). Without the impact of Proposition 57, CDCR expected growth to continue at a similar but slightly slower rate during each of the subsequent four fiscal years. Between 2008 and 2016, CDCR observed annual decreases in the institution population each June except for 2014. These declines were primarily due to the impacts of 2011 Realignment legislation, several court-ordered population reduction measures⁴, and the effects of Proposition 47, which mainly impacted non-serious, non-violent, and non-sex registrant offenders. Those decreases are now being outpaced by long-term trends in groups such as offenders convicted of violent offenses or sentenced to life prison terms, who have been mostly unaffected by the changes.

The adult institution population was expected to reach 133,818 inmates on June 30, 2021, had Proposition 57 not passed, a net five-year increase of 4.0 percent (5,175 inmates; see Table 1a).

³ More information about Proposition 57 is available here: <http://www.cdcr.ca.gov/proposition57/>.

⁴ Court-ordered measures include: prospective credit-earning changes for specific Second Strike and day-for day offenders; parole determination process for certain non-violent, non-sex-registrant Second Strike offenders; parole processes for medically incapacitated inmates and inmates 60 years of age or older having served at least 25 years of incarceration. Additional information is available at: <http://www.cdcr.ca.gov/News/docs/3JP-Apr-2017.pdf>.

Table 1a: Institution and Active Parole Population, June 30, 2007 through June 30, 2021

June 30	Institution			Percent Change	Active Parole	
	Female	Male	Total		Total	Percent Change
Actual						
2007	11,888	161,424	173,312		126,330	
2008	11,392	159,581	170,973	-1.3%	125,097	-1.0%
2009	11,027	156,805	167,832	-1.8%	111,202	-11.1%
2010	10,096	155,721	165,817	-1.2%	94,748	-14.8%
2011	9,565	152,804	162,369	-2.1%	90,813	-4.2%
2012	6,471	128,852	135,323	-16.7%	69,435	-23.5%
2013	5,995	127,019	133,014	-1.7%	51,300	-26.1%
2014	6,306	129,294	135,600	1.9%	44,499	-13.3%
2015	5,857	123,325	129,182	-4.7%	45,473	2.2%
2016	5,769	122,874	128,643	-0.4%	43,814	-3.6%
Projected						
2017	5,924	123,948	129,872	1.0%	45,501	3.9%
2018	5,931	124,901	130,832	0.7%	45,685	0.4%
2019	5,933	125,903	131,836	0.8%	45,688	0.0%
2020	5,935	126,885	132,820	0.7%	45,688	0.0%
2021	5,937	127,881	133,818	0.8%	45,688	0.0%

The Spring 2017 Projections predict the active parole population to increase over the next two fiscal years. Absent the impact of Proposition 57, CDCR projected the parole population to increase from 43,814 parolees on June 30, 2016 to 45,501 parolees on June 30, 2017 (1,687 parolees, or 3.9 percent; see Table 1a). The parole population was expected to again increase from 45,501 parolees on June 30, 2017 to 45,685 parolees on June 30, 2018. The increase can be explained primarily by a decreased rate of suspended parole cases and a corresponding increase in the active parole population. After the initial increase to the parole population, it was expected to remain relatively stable for the next three fiscal years.

Had Proposition 57 not passed, the parole population was projected to reach 45,688 parolees on June 30, 2021, for a net five-year increase of 4.3 percent (1,874 parolees; see Table 1a).

2.1 Estimated Effects of Proposition 57 on the Adult Institution Population

The Spring 2017 Population Projections presented in Table 1a do not include the estimated effects of Proposition 57 on the adult institution population. CDCR will continue to refine the estimates as additional data become available. Caution should be exercised when interpreting the results of these early estimates.

Table 1b, below, presents the Spring 2017 adult institution and parole population projections adjusted for the estimated effects of Proposition 57.⁵ The proposition: 1) increases the number of non-violent inmates eligible for parole consideration and allows parole consideration after serving the full term of the sentence for their primary offense; 2) authorizes CDCR to award sentence credits for rehabilitation, good behavior, or educational achievements; and 3) provides juvenile court judges authority to decide whether juveniles aged 14 and older should be sentenced as adults for specified offenses. The impacts to the adult institution population is expected to begin in July 2017; therefore, there are no differences reflected between the baseline and adjusted projections for June 30, 2017.

Table 1b. Institution and Active Parole Population with the Estimated Effects of Proposition 57, June 30, 2007 through June 30, 2021

June 30	Institution			Percent Change	Active Parole	
	Female	Male	Total		Total	Percent Change
Actual						
2007	11,888	161,424	173,312		126,330	
2008	11,392	159,581	170,973	-1.3%	125,097	-1.0%
2009	11,027	156,805	167,832	-1.8%	111,202	-11.1%
2010	10,096	155,721	165,817	-1.2%	94,748	-14.8%
2011	9,565	152,804	162,369	-2.1%	90,813	-4.2%
2012	6,471	128,852	135,323	-16.7%	69,435	-23.5%
2013	5,995	127,019	133,014	-1.7%	51,300	-26.1%
2014	6,306	129,294	135,600	1.9%	44,499	-13.3%
2015	5,857	123,325	129,182	-4.7%	45,473	2.2%
2016	5,769	122,874	128,643	-0.4%	43,814	-3.6%
Projected						
2017	5,924	123,948	129,872	1.0%	45,501	3.9%
2018	5,609	119,713	125,322	-3.5%	48,828	7.3%
2019	5,423	117,742	123,165	-1.7%	50,693	3.8%
2020	5,293	116,649	121,942	-1.0%	51,333	1.3%
2021	5,288	117,444	122,732	0.6%	48,597	-5.3%

⁵ More information about Proposition 57 is available here: <http://www.cdcr.ca.gov/proposition57/>.

Following an initial increase (1,229 inmates or 1.0 percent) in the adult institution population between June 30, 2016 and June 30, 2017, CDCR predicts the adult institution population will decrease for the next three fiscal years, as a result of Proposition 57. With the expected effects of Proposition 57 included in the adult institution projections, CDCR predicts the adult institution population will decrease from 129,872 inmates on June 30, 2017 to 125,322 inmates on June 30, 2018 (4,550 inmates or 3.5 percent). Reductions in the adult institution population are projected at a slower rate during each of the subsequent two fiscal years, followed by a slight increase. Specifically, the adult institution population is expected to decrease from 125,322 inmates on June 30, 2018 to 123,165 inmates on June 30, 2019 (2,175 inmates or 1.7 percent) and decrease from 123,165 inmates on June 30, 2019 to 121,942 inmates on June 30, 2020 (1,223 inmates or 1.0 percent). Following these decreases, the adult institution population is expected to increase from 121,942 inmates on June 30, 2020 to 122,732 inmates on June 30, 2021 (790 inmates or 0.6 percent). The projected adult institution population projection of 122,732 inmates on June 30, 2021 represents a net five-year decrease of 4.6 percent (5,911 inmates; see Table 1b).

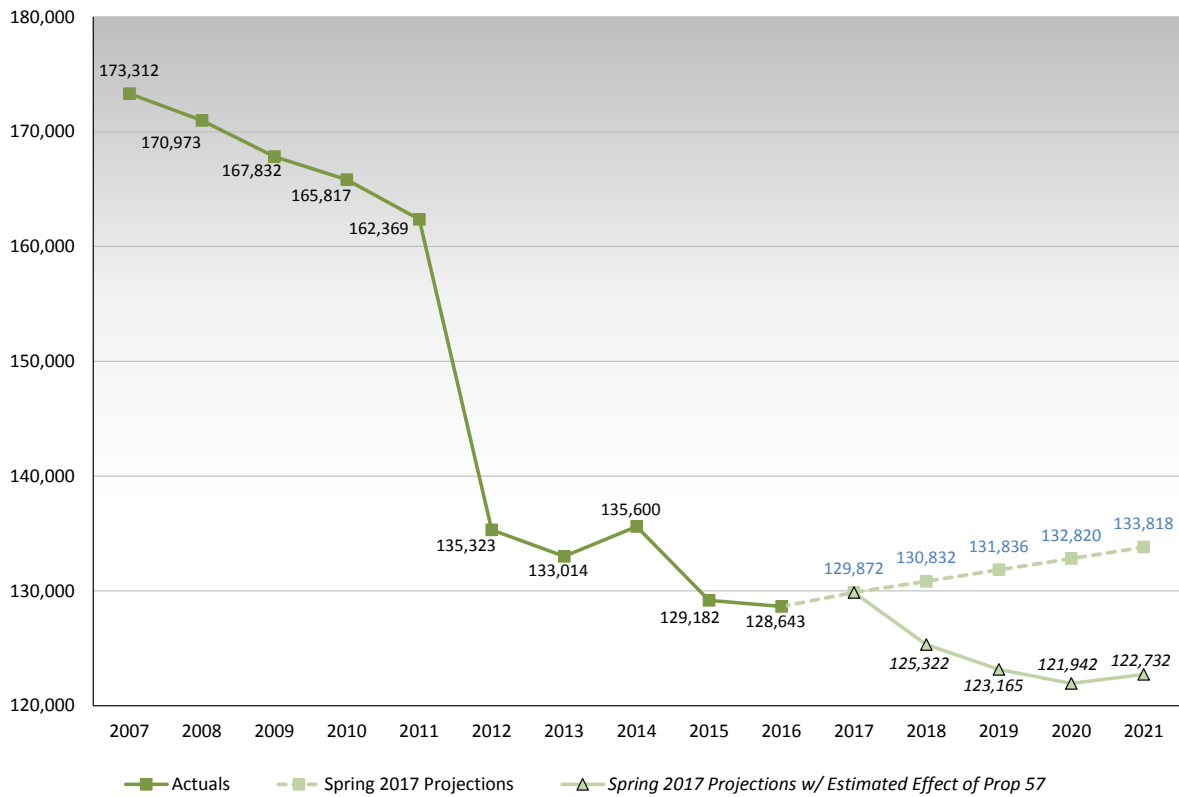
2.2 Adult Institution Total Population Trends and Projections

The total adult institution population decreased each year from June 30, 2007 through June 30, 2013 (173,312 to 133,014 inmates or 23.3 percent; see Table 1a and Figure 1). The largest single-year decrease occurred after the implementation of Realignment in October 2011, when the adult institution population decreased from 162,369 inmates on June 30, 2011 to 135,323 inmates on June 30, 2012 (27,046 inmates or 16.7 percent). The population continued to decrease the following year, reaching 133,014 inmates on June 30, 2013 (2,309 inmates or 1.7 percent). However, after several years of decline, the population grew to 135,600 inmates on June 30, 2014 (2,586 inmates or 1.9 percent).

Following the one-year increase, the institution population declined two years in a row, reaching 129,182 inmates on June 30, 2015 (6,418 inmates or 4.7 percent) and 128,643 inmates on June 30, 2016 (539 inmates or 0.4 percent). The most recent decreases were primarily due to the impact of court-ordered population reduction measures and Proposition 47, which was passed by voter initiative in November 2014. The proposition reduced penalties for most non-serious, non-violent property and drug crimes by mandating a misdemeanor sentence instead of felony for certain crimes, which resulted in fewer commitments to state prison from court. Proposition 47 also permits resentencing for offenders currently serving a prison sentence for any of the felony offenses that the initiative reduced to a misdemeanor. At the time of the publication of this report, nearly 4,700 inmates had been resentenced and released from prison as a result of Proposition 47. The Proposition 47-related decreases in the institution population included both the effect of inmates who were released from prison based on resentencing and inmates whose convictions were no longer deemed prison-eligible following the passage of

Proposition 47 (avoided court commitments). The impact of resentencing on the institution population is expected to be nearly complete by 2017. Alternatively, the impact of Proposition 47-related avoided court commitments—commitments that would have resulted in state prison sentences before Proposition 47, but now are eligible for misdemeanor sentences—is assumed to continue indefinitely.

Figure 1: Total Institution Population Trends and Projections, June 30, 2007 through June 30, 2021



2.3 Adult Institution Population Trends and Projections, by Gender

As expected, male population trends were similar to total population trends with the population decreasing 21.3 percent from June 30, 2007 to June 30, 2013 (161,424 to 127,019 inmates; see Table 1a and Figure 2). In contrast to the preceding years where decreases were observed, the male inmate population increased from June 30, 2013 to June 30, 2014, (127,019 to 129,294 inmates or 1.8 percent). The male population, like the total population, decreased immediately following the passage of Proposition 47, declining to 123,325 inmates by June 30, 2015 (5,969 inmates or 4.6 percent) and reached a population of 122,874 inmates on June 30, 2016 (451 inmates or 0.4 percent).

Similar to the total population, absent the impact of Proposition 57, the male institution population was anticipated to increase in each of the next five fiscal years. Specifically, the male institution population was expected to reach 127,881 inmates on June 30, 2021, a net five-year increase of 4.1 percent (5,007 inmates; see Table 1a and Figure 2). Alternatively, when adjusted for the estimated effects of Proposition 57, the male institution population is expected to reach 117,444 inmates on June 30, 2021, a net five-year decrease of 4.4 percent (5,430 inmates; see Table 1b and Figure 2).

The female inmate population decreased 49.6 percent between June 30, 2007 and June 30, 2013 (11,888 to 5,995 inmates), which was a much larger percent decrease than was observed in the male population during the same time period. From June 30, 2013 to June 30, 2014, the female population increased by 5.2 percent (5,995 to 6,306 inmates). Similar to the male population, this was a reversal of several years of decline, but it was a larger percent increase than was observed in the male population. The female institution population declined immediately following the implementation of Proposition 47, to a June 30, 2015 population of 5,857 inmates (449 inmates or 7.1 percent), and a June 30, 2016 population of 5,769 inmates (88 inmates or 1.5 percent; see Table 1a and Figure 3).

Similar to the male population, absent the effects of Proposition 57, the female population was expected to increase slightly during the projection cycle, rising to 5,924 inmates by June 30, 2017 (a projected increase of 155 inmates or 2.7 percent). The female institution population was expected to reach 5,937 inmates on June 30, 2021, a net five-year increase of 2.9 percent (168 inmates; see Table 1a and Figure 3). Alternatively, when adjusted for the estimated effects of Proposition 57, the female population is expected to reach 5,288 inmates on June 30, 2021, a net five-year decrease of 8.3 percent (481 inmates; see Table 1b and Figure 3).

Figure 2: Male Population Trends and Projections, June 30, 2007 through June 30, 2021

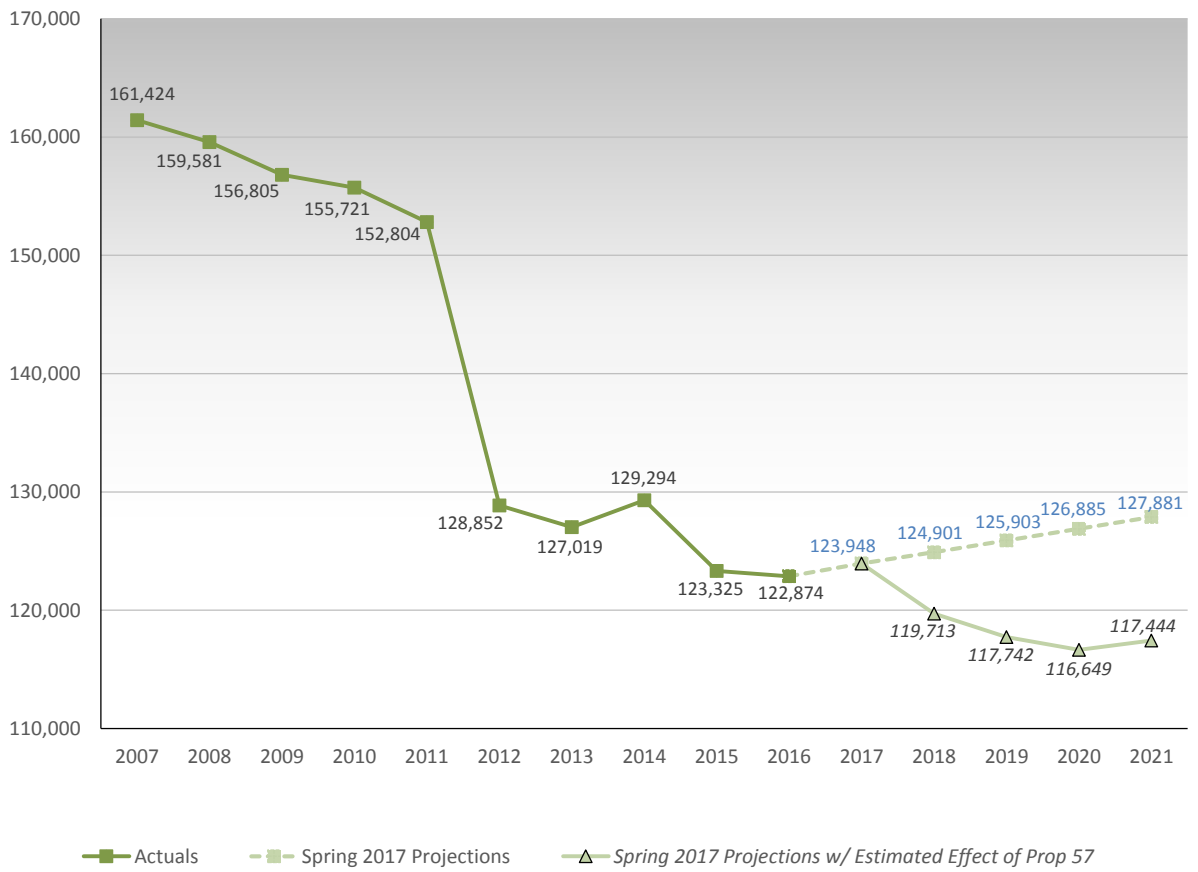
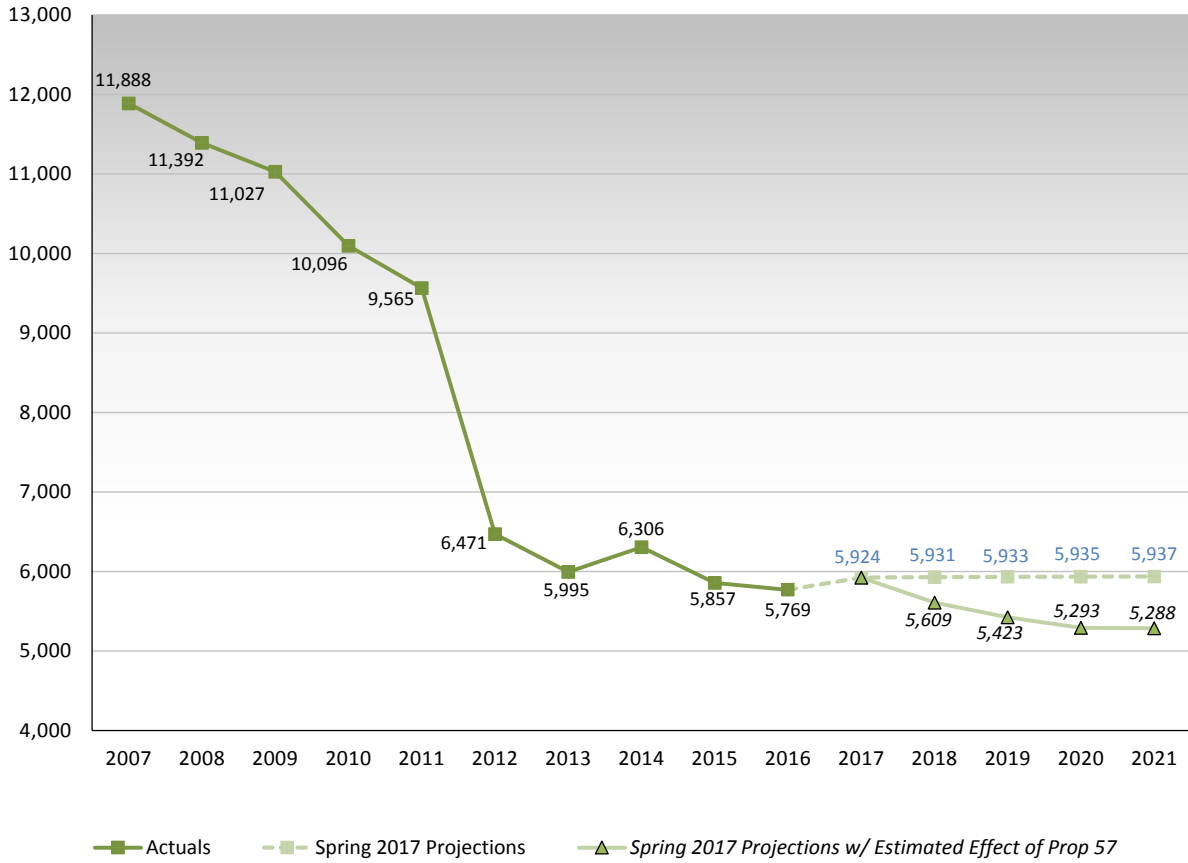


Figure 3: Female Population Trends and Projections, June 30, 2007 through June 30, 2021



2.4 Comparison of Fall 2016 and Spring 2017 Total Institution Population Projections

The Spring 2017 Projections without the impact of Proposition 57 are 0.2 percent higher (259 inmates) than the Fall 2016 Projections for June 30, 2017 and 0.2 percent higher (261 inmates) for June 30, 2018. The two projections differ by 0.2 percent through June 30, 2021 (see Table 2a).

The impacts to the adult institution population is expected to begin in July 2017; therefore, there are no differences reflected between the baseline and adjusted projections for June 30, 2017. The Fall 2016 Projections predicted an adult institution population of 130,571 inmates, while the Spring 2017 Projections adjusted for the estimated effects of Proposition 57, predict an adult institution population of 125,322 inmates on June 30, 2018 (see Table 2b). The Spring 2017 Projections adjusted for the estimated effects of Proposition 57 are 4.0 percent lower (5,249 inmates) than the Fall 2016 Projections for June 30, 2018. The difference increases each year, reaching 8.1 percent (10,819 inmates) on June 30, 2021.

Table 2a: Comparison of Fall 2016 and Spring 2017 Total Institution Population Projections

June 30	Fall 2016	Spring 2017	Difference	Percent Change
2017	129,613	129,872	259	0.2%
2018	130,571	130,832	261	0.2%
2019	131,573	131,836	263	0.2%
2020	132,555	132,820	265	0.2%
2021	133,551	133,818	267	0.2%

Table 2b: Comparison of Fall 2016 and Spring 2017 Total Institution Population Projections, with the Estimated Effect of Proposition 57

June 30	Fall 2016	Spring 2017 w/ Prop 57 Impact	Difference	Percent Change
2017	129,613	129,872	259	0.2%
2018	130,571	125,322	-5,249	-4.0%
2019	131,573	123,165	-8,408	-6.4%
2020	132,555	121,942	-10,613	-8.0%
2021	133,551	122,732	-10,819	-8.1%

Table 3a. Comparison of Fall 2016 and Spring 2017 Total Institution Population Projections by Gender

June 30	Male				Female			
	Fall 2016	Spring 2017	Difference	Percent Change	Fall 2016	Spring 2017	Difference	Percent Change
2017	123,796	123,948	152	0.1%	5,817	5,924	107	1.8%
2018	124,741	124,901	160	0.1%	5,830	5,931	101	1.7%
2019	125,741	125,903	162	0.1%	5,832	5,933	101	1.7%
2020	126,722	126,885	163	0.1%	5,833	5,935	102	1.7%
2021	127,718	127,881	163	0.1%	5,833	5,937	104	1.8%

Table 3b: Comparison of Fall 2016 and Spring 2017 Total Institution Population Projections with the Estimated Effect of Proposition 57 by Gender

June 30	Male				Female			
	Fall 2016	Spring 2017 w/Prop 57 Impact	Difference	Percent Change	Fall 2016	Spring 2017 w/Prop 57 Impact	Difference	Percent Change
2017	123,796	123,948	152	0.1%	5,817	5,924	107	1.8%
2018	124,741	119,713	-5,028	-4.0%	5,830	5,609	-221	-3.8%
2019	125,741	117,742	-7,999	-6.4%	5,832	5,423	-409	-7.0%
2020	126,722	116,649	-10,073	-7.9%	5,833	5,293	-540	-9.3%
2021	127,718	117,444	-10,274	-8.0%	5,833	5,288	-545	-9.3%

Without the impact of Proposition 57, the Spring 2017 Projections for the male institution population were 0.1 percent higher (152 inmates) than the Fall 2016 Projections for June 30, 2017. For the same point in time, the female population projections were 1.8 percent higher (107 inmates). The Spring 2017 Projections for the male institution population varied by less than 0.1 percent (163 inmates) annually compared to the Fall 2016 Projections, and the annual female institution population projections are within 1.8 percent (107 inmates) annually of the Fall 2016 Projections through June 30, 2021 (see Table 3a).

With the expected effects of Proposition 57 included in the adult institution projections, both the male and female institution populations are expected to be lower than the Fall 2016 Projections for June 30, 2018 through June 30, 2021. The male institution population projections adjusted for the expected effects of Proposition are 4.0 percent lower (5,028 inmates) than the Fall 2016 Projections on June 30, 2018, and the female institution population projections are 3.8 percent lower (221 inmates) (see Table 3b). These differences increase each year. The male institution population is projected to be 8.0 percent lower (10,274) than the Fall 2016 Projections on June 30, 2021, and the female institution population is projected to 9.3 percent lower (545 inmates) for the same point in time.

3 Court Commitments

The number of felon court commitments decreased by 47.6 percent from Fiscal Year (FY) 2006-07 to FY 2012-13 (68,732 to 35,995 commitments; see Table 4 and Figure 4). The largest single-year percent decrease in commitments occurred between FY 2010-11 and FY 2011-12, following the implementation of 2011 Realignment legislation (a decrease from 57,743 to 38,997 commitments, or 32.5 percent). After two fiscal years of decline following 2011 Realignment legislation, court commitments increased in FY 2013-14 by 2,845 commitments (an increase from 35,995 to 38,840 commitments or 7.9 percent).

Total court commitments decreased by 8.5 percent in FY 2014-15 (38,840 to 35,541 commitments), primarily due to the passage of Proposition 47. Most of the decreases in court commitments since Proposition 47's passage have been in a few drug and property crime categories and were expected since misdemeanor instead of felony sentences are now required for certain crimes. The decrease following the passage of Proposition 47 was followed by a 0.2 percent increase in FY 2015-16 (35,541 to 35,624 commitments; see Table 4 and Figure 4).

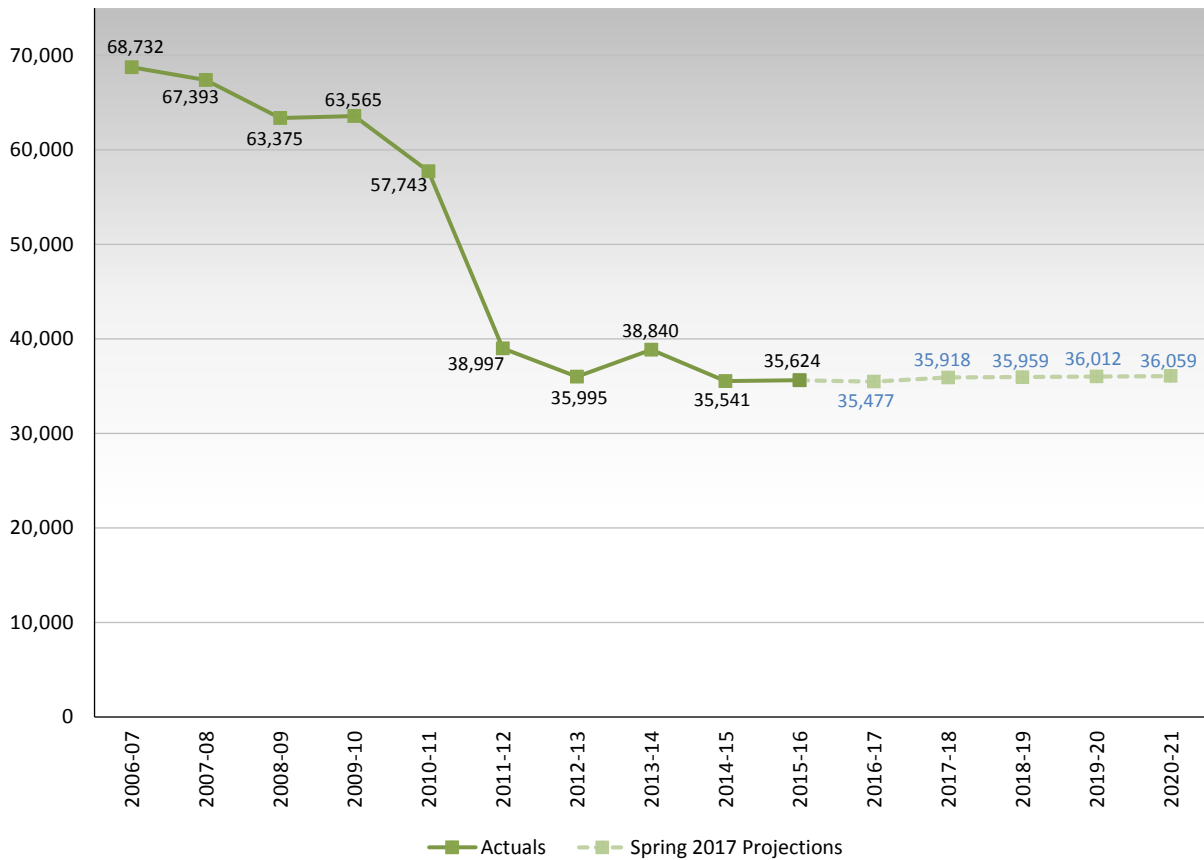
Table 4: Felon Court Commitments and Projections by Gender, Fiscal Years 2006-07 through 2020-21

Fiscal Year	Commitments						Total	Fiscal Year Percent Change
	Male	Percent of Total	Fiscal Year Percent Change	Female	Percent of Total	Fiscal Year Percent Change		
Actual								
2006-07	60,713	88.3%	N/A	8,019	11.7%	N/A	68,732	N/A
2007-08	59,676	88.5%	-1.7%	7,717	11.5%	-3.8%	67,393	-1.9%
2008-09	55,853	88.1%	-6.4%	7,522	11.9%	-2.5%	63,375	-6.0%
2009-10	56,629	89.1%	1.4%	6,936	10.9%	-7.8%	63,565	0.3%
2010-11	51,302	88.8%	-9.4%	6,441	11.2%	-7.1%	57,743	-9.2%
2011-12	35,852	91.9%	-30.1%	3,145	8.1%	-51.2%	38,997	-32.5%
2012-13	33,658	93.5%	-6.1%	2,337	6.5%	-25.7%	35,995	-7.7%
2013-14	36,074	92.9%	7.2%	2,766	7.1%	18.4%	38,840	7.9%
2014-15	33,074	93.1%	-8.3%	2,467	6.9%	-10.8%	35,541	-8.5%
2015-16	33,252	93.3%	0.5%	2,372	6.7%	-3.9%	35,624	0.2%
Projected								
2016-17	32,967	92.9%	-0.9%	2,510	7.1%	5.8%	35,477	-0.4%
2017-18	33,364	92.9%	1.2%	2,554	7.1%	1.8%	35,918	1.2%
2018-19	33,364	92.8%	0.0%	2,595	7.2%	1.6%	35,959	0.1%
2019-20	33,368	92.7%	0.0%	2,644	7.3%	1.9%	36,012	0.1%
2020-21	33,371	92.5%	0.0%	2,688	7.5%	1.7%	36,059	0.1%

CDCR predicts a decrease in total court commitments for FY 2016-17 of 0.4 percent (35,624 to 35,477 commitments), which is attributable to slower growth than predicted in Fall 2016. This is expected to be followed by a small increase of 1.2 percent in FY 2017-18, then by relative stability over the next three fiscal years (see Table 4 and Figure 4). While court commitments are predicted to be higher than current levels during the projections cycle, CDCR expects annual levels of total court commitments will remain lower than the period immediately preceding Proposition 47. Additionally, although the Spring 2017 Projections predict total court commitments to be lower than the Fall 2016 Projections, Second Strike commitments are predicted to be higher than previously projected. See Section 3.2 for additional information.

Detailed tables showing actual and projected rates of court commitments to state prison are shown in Appendix D, Tables 9 through 14.

Figure 4: Felon Court Commitment Trends and Projections, Fiscal Years 2006-07 through 2020-21



3.1 Felon Court Commitment Trends and Projections by Gender

Of the total felon court commitments from FY 2008-09 to FY 2009-10, the proportion of male commitments to prison ranged from 88.1 to 89.1 percent of the total commitments, and female commitments ranged from 11.9 to 10.9 percent of the total commitments (see Table 4). After 2011 Realignment legislation, the proportion of male commitments increased to a high of 93.5 percent in FY 2012-13, and female commitments decreased to 6.5 percent of the total commitments.

CDCR expects male felon court commitments to decrease 0.9 percent (285 commitments) in FY 2016-17, followed by an increase of 1.2 percent (397 commitments) in FY 2017-18. The Spring 2017 Projections predict male commitments to remain stable over the next three fiscal years. The Spring 2017 Projections predict female commitments to increase by 5.8 percent (138 commitments) in FY 2016-17, followed by smaller increases in the following four fiscal years (see Table 4 and Figure 5).

Figure 5: Felon Court Commitment Trends and Projections by Gender, Fiscal Years 2006-07 through 2020-21

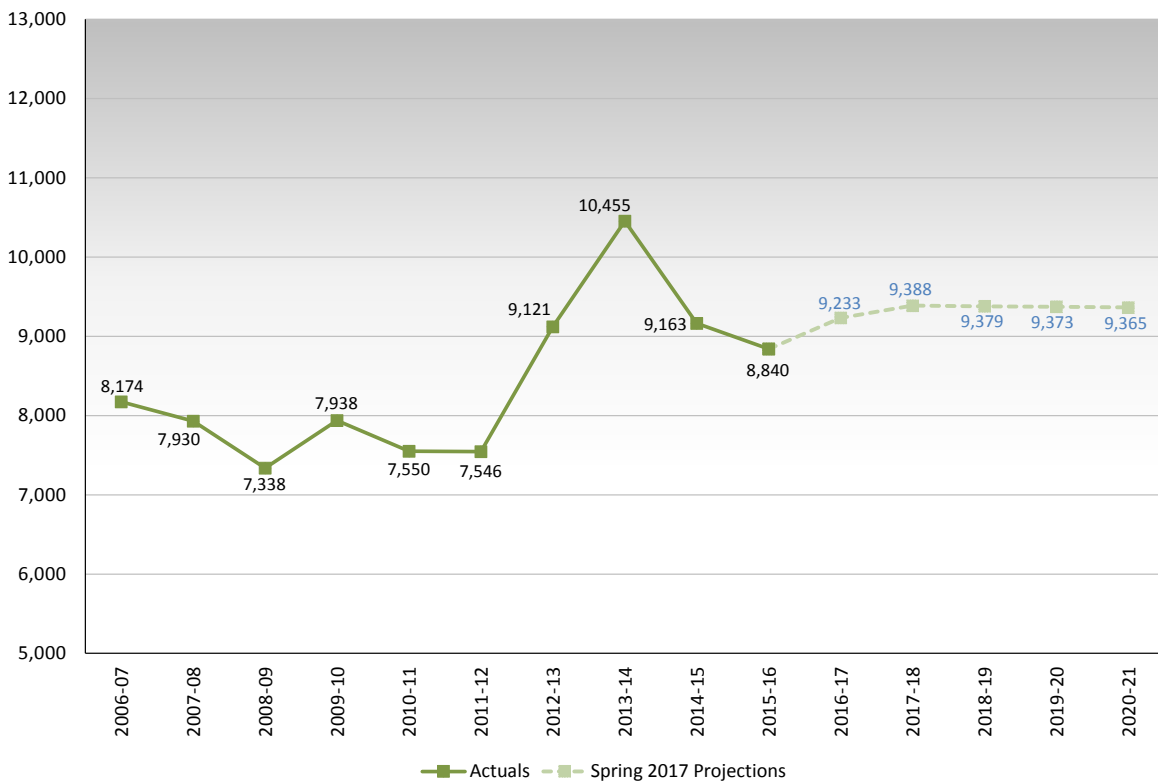


3.2 Felon Second Strike Court Commitment Trends and Projections

The number of felon Second Strike court commitments decreased 4.9 percent from FY 2009-10 to FY 2011-12 (7,938 to 7,546 Second Strike commitments; see Figure 6). During the two years after the implementation of 2011 Realignment legislation, CDCR observed a reversal in this trend, and Second Strike commitments increased to an all-time high. There was a 20.9 percent increase (1,575 Second Strike commitments) during FY 2012-13 compared to FY 2011-12, which was followed by another 14.6 percent increase (1,334 Second Strike commitments) in FY 2013-14. Following the passage of Proposition 47, Second Strike commitments dropped by 12.4 percent during FY 2014-15 (1,292 Second Strike commitments), which was followed by a 3.5 percent decrease in FY 2015-16 (323 Second Strike commitments; see Figure 6).

However, Second Strike commitments increased during the last six months of calendar year 2016 compared to the same months during 2015. While total commitments are predicted to decrease in FY 2016-17, the Spring 2017 Projections predict Second Strike commitments to increase by 4.4 percent (393 Second Strike commitments) in FY 2016-17, then remain stable through FY 2020-21.

Figure 6: Actual and Projected Second Strike Court Commitments, Fiscal Years 2006-07 through 2020-21



4 Male Inmate Placement Need Projections

This section presents the Spring 2017 male institution population by housing level. Estimated effects of Proposition 57 by housing level are not available at this time. Therefore, unlike other sections of this report, male inmate placement needs are presented without the estimated effects of Proposition 57.

The Spring 2017 Population Projections were affected by a recent clarification to regulations, which was made to expand access to rehabilitative programs for inmates who have demonstrated positive programming. For more information, see *Utilization of Administrative Determinants and Increased Access to Rehabilitative Programs* under Policy Changes in Appendix B.

CDCR projects Reception Center housing needs to decrease 2.1 percent from June 30, 2016 to June 30, 2017 (11,157 to 10,920 inmates), then continue to decrease over the following four fiscal years. The need for Security Levels I, II, and III housing is predicted to increase from June 30, 2016 to June 30, 2017, while the need for Security Level IV housing is predicted to decrease from June 30, 2016 to June 30, 2018. The need for Security Housing Unit (SHU) placement is predicted to decrease by 37.8 percent between June 30, 2016 and June 30, 2017 (from 1,854 to 1,153 inmates; see Table 5). The large decrease in SHU placement need is attributable to impact of the 2015 segregated housing regulation changes and the *Ashker* settlement⁶, while the increases in Security Levels II, III, and IV placement needs are attributable to the recent clarification on the use of administrative determinants mentioned above.

Table 5: Male Institution Population by Housing Level, June 30, 2016 through June 30, 2021

June 30	Housing Level							Total Male
	Reception Center	Level I	Level II	Level III	Level IV	PHU	SHU	
2016 (Actual)	11,157	11,299	44,754	24,985	28,819	6	1,854	122,874
2017	10,920	12,010	45,776	26,023	28,060	6	1,153	123,948
2018	10,873	12,278	46,480	26,490	27,615	6	1,159	124,901
2019	10,785	12,527	46,980	26,815	27,631	6	1,159	125,903
2020	10,697	12,793	47,480	27,124	27,626	6	1,159	126,885
2021	10,613	13,079	47,980	27,416	27,628	6	1,159	127,881

⁶ See Appendix B for additional information.

Of inmates requiring housing in Security Levels I through IV, CDCR projects Level II inmates to encompass the largest proportion of the male population, while Level I inmates are predicted to represent the smallest proportion of the male inmate population throughout the projection cycle.

Quarterly housing level projections through June 30, 2018 and annual housing level projections through June 30, 2021 are available in Appendix D.

5 Parole Population

Table 6a in Section 5.1 displays CDCR Spring 2017 adult parole population projections, which are based on historical trend. Alternatively, Table 6b in Section 6.1 presents the Spring 2017 adult parole population projections adjusted for the estimated effects of Proposition 57. The Proposition: 1) increases the number of non-violent inmates eligible for parole consideration and allows parole consideration after serving the full term of the sentence for their primary offense; 2) authorizes CDCR to award sentence credits for rehabilitation, good behavior, or educational achievements; and 3) provides juvenile court judges authority to decide whether juveniles aged 14 and older should be sentenced as adults for specified offenses. The impacts to the parole population is expected to begin in July 2017; therefore, there are no differences reflected between the baseline and adjusted projections for June 30, 2017.

5.1 Active Parole Population Trends and Projections

The population of active parolees supervised in California decreased 64.8 percent from June 30, 2007 to June 30, 2014 (126,330 to 44,499 parolees; see Table 6a). The largest single-year percent decrease occurred between June 30, 2012 and June 30, 2013 (69,435 to 51,300 parolees, 26.1 percent) and coincided with the implementation of 2011 Realignment legislation. After seven years of decline, the parole population increased by 2.2 percent from June 30, 2014 to June 30, 2015 (44,499 to 45,473 parolees), driven by the effects of Proposition 47, which resulted in nearly 4,700 offenders being resentenced and released from prison as of the publication of this report, with most resentenced offenders subsequently serving up to a one-year parole period.⁷ The one-year increase was followed by a 3.6 percent decrease from June 30, 2015 to June 30, 2016 (45,473 to 43,814 parolees).

⁷ In addition to the impact of CDCR inmates resentenced while in prison, offenders may also be resentenced while serving time in county jail or under other county-level supervision and subsequently be placed on state parole supervision under Proposition 47 (court walkovers).

Absent the impact of Proposition 57, the parole population was predicted to increase 3.9 percent from June 30, 2016 to June 30, 2017 (43,814 to 45,501). The parole population was then projected to slightly increase from June 30, 2017 to June 30, 2018 and remain stable for the next three fiscal years. The parole population is projected to reach 45,688 on June 30, 2021, for a net five-year increase of 4.3 percent (see Table 6a and Figure 7).

Quarterly projections of the active parole population through June 2018 are available in Appendix D.

Table 6a: Active Parole Populaton Supervised in California, June 30, 2007 through June 30, 2021

June 30	Active Parole*	Percent Change
Actual		
2007	126,330	
2008	125,097	-1.0%
2009	111,202	-11.1%
2010	94,748	-14.8%
2011	90,813	-4.2%
2012	69,435	-23.5%
2013	51,300	-26.1%
2014	44,499	-13.3%
2015	45,473	2.2%
2016	43,814	-3.6%
Projected		
2017	45,501	3.9%
2018	45,685	0.4%
2019	45,688	0.0%
2020	45,688	0.0%
2021	45,688	0.0%

*Active parole population excludes non-revocable parole population.
 Additional information is available in Appendix A.

5.2 Estimated Effects of Proposition 57 on the Active Parole Population

The Spring 2017 Population Projections presented in Table 6a do not include the estimated effects of Proposition 57 on the adult parole population. CDCR will continue to refine the estimates as additional data become available. Caution should be exercised when interpreting the results of these early estimates.

Table 6b: Active Parole Populaton Supervised in California with the Estimated Effects of Proposition 57, June 30, 2007 through June 30, 2021

June 30	Active Parole* w/ Prop 57 Impact	Percent Change
Actual		
2007	126,330	
2008	125,097	-1.0%
2009	111,202	-11.1%
2010	94,748	-14.8%
2011	90,813	-4.2%
2012	69,435	-23.5%
2013	51,300	-26.1%
2014	44,499	-13.3%
2015	45,473	2.2%
2016	43,814	-3.6%
Projected		
2017	45,501	3.9%
2018	48,828	7.3%
2019	50,693	3.8%
2020	51,333	1.3%
2021	48,597	-5.3%

*Active parole population excludes non-revocable parole population.
Additional information is available in Appendix A.

Figure 7: Active Parole Population Trends and Projections, June 30, 2007 through June 30, 2021

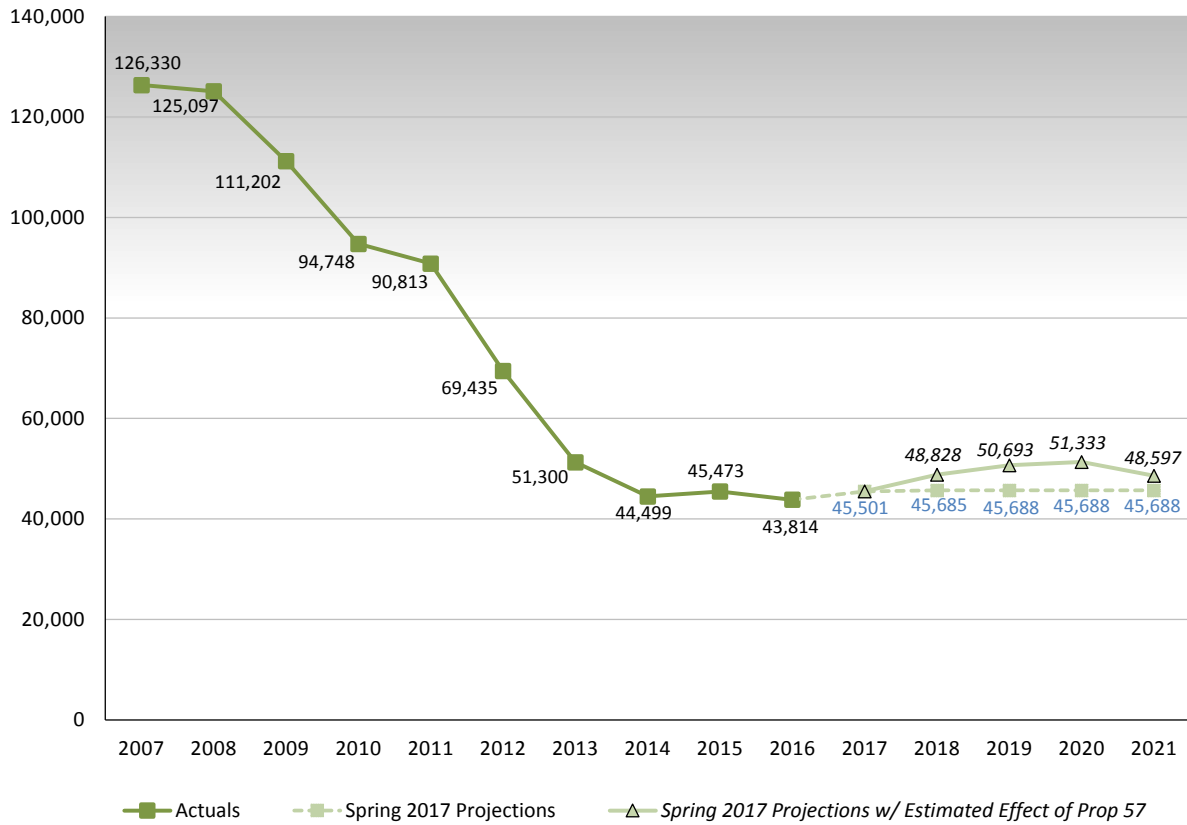


Table 6b presents the Spring 2017 adult parole population projections adjusted for the estimated effects of Proposition 57. With the estimated effects of Proposition 57 included, the parole population is predicted to increase 7.3 percent from June 30, 2017 to June 30, 2018 (from 45,501 to 48,828 parolees). The parole population is then projected to increase each year from June 30, 2018 to June 30, 2020, and then decrease between June 30, 2020 and June 30, 2021. The parole population is projected to reach 48,597 on June 30, 2021, for a net five-year increase of 10.9 percent (see Table 6b and Figure 7).

5.3 Comparison of Fall 2016 and Spring 2017 Active Parole Population Projections

The Fall 2016 Projections predicted the active parole population to decrease for the first two years of the projections cycle, while the Spring 2017 Projections absent the impact of Proposition 57 expect the parole population to increase during the first two years of the projections cycle. These differences are largely attributable to a decrease in the rate of suspended parole cases and a corresponding increase in the active parole population. Both the Fall 2016 Projections and Spring 2017 Projections absent the impact of the Proposition 57 predicted the parole population would remain relatively stable for the last three years of the projections cycle.

The Spring 2017 Projections without the impact of Proposition 57 are 1,818 parolees (4.2 percent) higher than the Fall 2016 Projections for June 30, 2017 and 4.5 percent higher (1,980 parolees for June 30, 2018). The two projections differ by 4.5 percent for the remainder of the projections cycle (see Table 7a).

Table 7a: Comparison of Fall 2016 and Spring 2017 Active Parole Population

June 30	Fall 2016	Spring 2017	Difference	Percent Change
2017	43,683	45,501	1,818	4.2%
2018	43,705	45,685	1,980	4.5%
2019	43,718	45,688	1,970	4.5%
2020	43,726	45,688	1,962	4.5%
2021	43,729	45,688	1,959	4.5%

Table 7b. Comparison of Fall 2016 Active Parole Population and Spring 2017 Active Parole Population with the Estimated Effects of Proposition 57

June 30	Fall 2016	Spring 2017 w/ Prop 57 Impact	Difference	Percent Change
2017	43,683	45,501	1,818	4.2%
2018	43,705	48,828	5,123	11.7%
2019	43,718	50,693	6,975	16.0%
2020	43,726	51,333	7,607	17.4%
2021	43,729	48,597	4,868	11.1%

The Spring 2017 Projections with the estimated effects of Proposition 57 are higher than the Fall 2016 projections throughout the projections cycle. Specifically, the Spring 2017 Projections adjusted for the estimated effects of Proposition 57 are 11.7 percent higher (5,123 parolees) than the Fall 2016 Projections for June 30, 2018; 16.0 percent higher (6,975 parolees) for June 30, 2019; and 17.4 percent higher (7,607 parolees) for June 30, 2020. The difference then begins to decrease, reaching 11.1 percent (4,868 parolees) on June 30, 2021 (see Table 7b).

6 Juvenile Population Projections

The Spring 2017 Division of Juvenile Justice (DJJ) Population Projections are based on the most current data available and incorporate existing laws and policies in place as of December 31, 2016. A description of laws and policies impacting the juvenile population is included in Appendix B.

Between 2007 and 2016, the total juvenile population decreased from an average daily population of 2,653 to 705 youth, a decrease of 73.4 percent. During the same period, the male juvenile population decreased from an average daily population of 2,510 to 678 youth (a decrease of 73 percent) and the female juvenile population decreased from 143 to 26 youth (81.8 percent).

Without the effect of Proposition 57, CDCR predicted the total juvenile population would decrease, then remain relatively stable over the next two fiscal years. Specifically, a slight decrease was forecasted from an average daily population of 705 youth in June 2016 to 683 youth in June 2017 (a decrease of 22 youth or 3.1 percent). This was expected to be followed by a small increase to an average daily population of 686 youth by June 2018 (an increase of 3 youth or 0.4 percent; see Table 8a).

Table 8a: Juvenile Average Daily Population and Projected Average Daily Population, June 2007 through June 2018

June	Male	Female	Total
Actual			
2007	2,510	143	2,653
2008	1,900	92	1,992
2009	1,612	78	1,690
2010	1,371	65	1,436
2011	1,196	42	1,238
2012	934	26	960
2013	709	26	735
2014	665	23	688
2015	665	25	690
2016	678	26	705
Projected			
2017	662	22	683
2018	664	22	686

6.1 Estimated Effects of Proposition 57 on the Juvenile Population

The Spring 2017 Population Projections presented in Table 8a above do not include the estimated effects of Proposition 57 on the juvenile population. CDCR will continue to refine the estimated impact as data become available. Caution should be exercised when interpreting the results of these early estimates.

The Spring 2017 Juvenile Population Projections presented in Table 8b below have been adjusted for the estimated effects of Proposition 57. With the expected effects of Proposition 57 included in the juvenile projections, CDCR predicts the total juvenile population will increase from an average daily population of 683 youth in June 2017 to 778 youth in June 2018 (an increase of 95 youth, or 13.9 percent).

Table 8b: Juvenile Average Daily Population and Projected Average Daily Population with the Estimated Effects of Proposition 57, June 2007 through June 2018

June	Total
Actual	
2007	2,653
2008	1,992
2009	1,690
2010	1,436
2011	1,238
2012	960
2013	735
2014	688
2015	690
2016	705
Projected	
2017	683
2018	778

Appendix A – Methodology, Technical Notes, and Limitations

Methodology and Technical Notes

CDCR's Office of Research uses the most current data and prevailing methodologies to produce these population projections. Routine database updates may cause some reported values to differ from previously reported values. The Spring 2017 adult and juvenile population projections were developed using historical trend data and time series forecasting techniques. Juvenile forecasts were constructed based on weekly average daily populations.

A new model for adult projections that will project offender movements based on major factors that affect population, such as court commitments, length of stay in prison, and length of stay on parole is currently being tested. The model will project expected movements (e.g., from institution to parole, from parole to discharge) and lengths of stay at each stage for each individual offender, one offender at a time. Movements and lengths of stay will be based on historical trend data input into the model.

Beginning with the Spring 2014 Population Projections, the active parole population excludes parolees on non-revocable parole. Parole population values reported in earlier reports included parolees on non-revocable parole.

Beginning with the Fall 2015 Projections, CDCR adopted a new court commitment forecasting procedure that relies solely on data observed after the implementation of 2011 Realignment legislation (October 2011) for determinately sentenced offenders. This approach was employed because there are now sufficient data available to conduct robust analyses of the predictive power of pre- compared to post-Realignment data and these analyses have revealed predictions using only data collected after the implementation period are more accurate than predictions using both pre-and post-Realignment commitment data.

Beginning with the Fall 2015 Projections, CDCR utilized inmate classification data collected in the Strategic Offender Management System (SOMS). This change resulted in shifts of projected housing placement needs compared to past projections, primarily in housing Levels II and III. The deployment of SOMS in 2013 coincided with a revised classification scoring structure that changed the cut points for determining housing placements.¹ As inmates were rescored under the new classification structure, there was a data entry lag for some inmate information into the legacy Inmate Classification Scoring System. The SOMS data provide a more complete and accurate account of current inmate placement needs.

¹ A report on the related study is available at:

<http://www.cdcr.ca.gov/Reports/docs/2010-2011-Classification-Study-Final-Report-01-10-12.pdf>.

The California population data used to calculate the commitment rates to prison are based on demographic data obtained from the California Department of Finance.² These population data are provided for calendar year midpoints (July 1). For the purposes of this report, data for two points in time were averaged to afford a closer fit to the state fiscal year.

Beginning with the Spring 2016 Projections, the adult institution population includes inmates in alternative custody and community re-entry programs, as well as inmates on medical parole. CDCR made this change to create a more comprehensive view of the adult offender population serving a prison term. The authors of this report recommend exercising caution when comparing projections published in past reports.

Limitations

Although CDCR's population projections are designed to be as accurate as possible, it is difficult to model projections beyond a two- to three-year time horizon with precision. Nevertheless, this report provides up to five years of projections for some populations. The authors of this report suggest using extreme caution when using projections results beyond two years because the full impact of recent changes to major correctional policies and court-ordered initiatives on CDCR's populations is still developing.

² State of California, Department of Finance, Race/Hispanics Population with Age and Gender Detail, 2000–2010, September 2012; and State of California, Department of Finance, Report P-3: State and County Population Projections by Race/Ethnicity, Detailed Age, and Gender, 2010-2060, December 2014.

Appendix B - Significant Chaptered Legislation, Initiatives, Propositions, and Policy Changes

Adults

Legislation

Chapter 471, Statutes of 2015

(SB 261, Hancock)

Requires the Board of Parole Hearings to conduct a youth offender parole hearing to consider release of offenders who committed specified crimes when they were under 23 years of age and who were sentenced to state prison. *The impact of this legislation is factored into the Population Projections to the extent the impact is in trend.*

Chapter 312, Statutes of 2013

(SB 260, Hancock)

Requires the Board of Parole Hearings to conduct a youth offender parole hearing to consider release of offenders who committed specified crimes prior to being 18 years of age and who were sentenced to state prison. *The impact of this legislation is factored into the Population Projections to the extent the impact is in trend.*

The following Realignment legislation was chaptered in 2011 and continues to have a significant impact on the state prison system.³

- Chapter 15, Statutes of 2011
[Assembly Bill 109, (Committee on Budget; Blumenfield, Chair)]
- Chapter 39, Statutes of 2011
[Assembly Bill 117, (Committee on Budget; Blumenfield, Chair)]

³ More detailed information on Realignment legislation is available at: <http://www.cdcr.ca.gov/realignment/>.

Initiatives

Proposition 57 – Public Safety and Rehabilitation Act of 2016.

The proposition 1) increases the number of non-violent inmates eligible for parole consideration and allows parole consideration after serving the full term of the sentence for their primary offense; 2) authorizes CDCR to award sentence credits for rehabilitation, good behavior, or educational achievements; and 3) provides juvenile court judges authority to decide whether juveniles aged 14 and older should be sentenced as adults for specified offenses. *This proposition was passed into law on November 8, 2016, and is not factored into the Spring 2017 Population Projections. Rather, the effects of Proposition 57 were developed as standalone estimates.*

Proposition 47 – Criminal Sentences. Misdemeanor Penalties. Initiative Statute.

Requires misdemeanor instead of felony sentence for certain drug possession offenses. Requires misdemeanor instead of felony sentence for the following crimes when amount involved is \$950 or less: petty theft, receiving stolen property, and forging/writing bad checks. Allows felony sentence for these offenses if person has previous conviction for crimes such as rape, murder, or child molestation or is a registered sex offender. Requires resentencing for persons serving felony sentences for these offenses unless court finds unreasonable public safety risk. *This proposition was passed into law on November 4, 2014, and is factored into the Population Projections.*

Proposition 36 – Three Strikes Law.

Revised three strikes law to impose life sentence only when new a felony conviction is serious or violent. Authorized resentencing for offenders currently serving life sentences if third strike conviction was not serious or violent and the judge determines the sentence does not pose unreasonable risk to public safety. *This proposition was passed into law on November 6, 2012, and is factored into the Population Projections to the extent the impact is in trend.*

Policy Changes

Utilization of Administrative Determinants and Increased Access to Rehabilitative Programs

The California Code of Regulations, Title 15, sections 3375 and 3375.2, allow for the placement of inmates in facilities with higher or lower security levels than indicated by inmate placement scores. In order to expand access to rehabilitative programs for inmates who have demonstrated positive programming, CDCR clarified its application of these regulations in July 2016. *This change is factored into the Spring 2017 Population Projections and is expected to*

result in an overall decreased need for male Level IV housing and a corresponding net increased need for male Level II and III housing.

Segregated Housing

The Spring 2017 Projections incorporate the estimated impact of changes to segregated housing regulations, which became effective in June 2015, and, among other points, provide for shorter Segregated Housing Unit (SHU) stays based on inmate behavior and reduce the number of offenses that may result in SHU terms, and the *Ashker* settlement, which outlines a process for ending indeterminate SHU terms.

Other Policies Impacting Population

In response to ongoing population concerns, CDCR has implemented several policies and programs that impact the institution population.⁴

- Prospective credit-earning change for specific Second Strike offenders

Prospectively increases credit earning for non-violent, non-sex registrant Second Strike offenders from 20 percent to 33.3 percent, and allows these offenders to earn milestone credits for rehabilitative programs. *This policy was made effective by court order on February 10, 2014 and became operationally effective in April of 2014, and is factored into the Population Projections.*

- Parole determination process for certain non-violent, non-sex-registrant Second Strike offenders

Creates a process for certain non-violent, non-sex-registrant Second Strike offenders to be reviewed for parole consideration by the Board of Parole Hearings once 50 percent of their sentence is served. *This policy became effective by court order on January 1, 2015, and is factored into the Population Projections.*

- Prospective credit earning for specific day-for-day offenders

Prospectively increases credit earning for all inmates designated Minimum Custody who are currently eligible to earn day-for-day (50 percent) credits to two days of credit for each day served (2-for-1). *This policy became effective by court order on January 1, 2015, and is factored into the Population Projections.*

⁴ The following additional programs are incorporated into the Spring 2017 Population Projections: parole processes for medically incapacitated inmates and inmates 60 years of age or older having served at least 25 years of incarceration. Additional information about these programs is available at:

<http://www.cdcr.ca.gov/News/docs/3JP-Apr-2017.pdf>

Juveniles

Legislation

Chapter 41, Statutes of 2012

[SB 1021, (Committee on Budget and Fiscal Review)]

Lowers the jurisdiction age for youth from 25 to 23 and ensures counties be charged an annual rate of \$24,000 per youth committed to the Division of Juvenile Justice (DJJ) via juvenile court. It also eliminates juvenile parole, disciplinary time additions, and new parole violator admissions after December 31, 2012. The legislation also restructures the methodology for Discharge Consideration Hearing. It requires that all youth, on or before their initial Projected Board Date (PBD), must be reviewed by the Juvenile Parole Board for release consideration regardless of behavior or program completion.

Chapter 729, Statutes of 2010

(AB 1628, Blumenfield)

Transfers supervisory responsibility to the jurisdiction county's probation department for community supervision of youth released on or after implementation. This had no effect on DJJ youth who were released as parolees to the supervision of the Division of Juvenile Parole Operations prior to implementation.

Chapter 175, Statutes of 2007

[SB 81, (Committee on Budget and Fiscal Review)]; and

Chapter 257, Statutes of 2007

(AB 191, Committee on Budget)

Restricts juvenile court commitments to cases committed for specified (serious/violent) offenses listed in subdivision (b) of section 707 of the Welfare and Institution Code (WIC) or for specified non-WIC 707(b) sex offender registrants (Penal Code section 290.008). Non-WIC 707(b) (excluding sex offenders) cases who were on parole on September 1, 2007 will be discharged once they have completed their parole time.

Chapter 6, Statutes of 1996

(SB 681, Hurtt)

Requires counties to pay the State for each juvenile court commitment pursuant to a “sliding scale fee system” based on commitment offense as an incentive to the county when they do not commit a juvenile because of the associated costs. Commitment offenses are categorized according to Title 15 of the California Code of Regulations seriousness of the primary offense: Category I, most serious to Category VII, least serious. Counties pay 50 percent of the per capita facility cost for offense Category V juvenile court commitments, 75 percent for Category VI commitments, and 100 percent for Category VII commitments.

Chapter 195, Statutes of 1996

(AB 3369, Bordonaro)

Reduces the age limit for authorizing a transfer of a person to the California Youth Authority (CYA), now known as the DJJ, by the Director of CDCR to under 18 years and requires the transfer to terminate in specified situations. This was only applicable to minors convicted as an adult but housed at the DJJ under WIC 1731.5(c).

Initiatives

Proposition 57 – Public Safety and Rehabilitation Act of 2016.

Provides juvenile court judges authority to decide whether juveniles aged 14 and older should be sentenced as adults for specified offenses. *This proposition was passed into law on November 8, 2016, and is not factored into the Spring 2017 Population Projections. Rather, the effects of Proposition 57 were developed as standalone estimates.*

Proposition 21 – Gang Violence and Juvenile Crime Preventive Act (March 7, 2000)

Made changes to the prosecution, sentencing, and incarceration of juvenile offenders:

- Increases punishment for gang-related felonies; death penalty for gang-related murder; indeterminate life sentences for home-invasion robbery, carjacking, witness intimidation, and drive-by shootings; creates crime of recruiting for gang activities; and authorizes wiretapping for gang activities.
- Allows for the direct filing of a felony complaint to the adult criminal court for juveniles aged 14 years or older under a variety of circumstances.
- Eliminates informal probation for juveniles committing felonies.
- Requires registration for gang related offenses.
- Designates additional crimes as violent and serious felonies, thereby making offenders subject to adult prosecution.

Appendix C – Glossary of Terms⁵

ADP (Average Daily Population): The average population per day for a stated population for a specified time period, usually one year.

CCC: Community Correctional Center

CO-OPS (Cooperative Cases): Cases provided parole supervision through the Interstate Compact agreement between California and other states.

COP (Continued on Parole): Parolees who are returned to CDCR custody and are returned to parole without having revocation time assessed and their parole revoked.

DIAGNOSTIC (County Diagnostic Case): An offender placed by the court in CDCR custody for a pre-sentence diagnostic evaluation (Penal Code section 1203.03).

DJJ 290: Juvenile sex registrants.

DJJ 707(b): Serious and violent juvenile offenders.

DJJ AB 1628: Youth who leave DJJ but are not put on parole, rather they are released back to communities for probation supervision.

DJJ Contract Cases (P): (P1234) (TC06) are youth held under a contract agreement for alternative county placement court-ordered by the Juvenile Court to DJJ. They have been previously housed by DJJ and have been released to the county for probation supervision under AB 1628, and are now returning to custody.

DJJ “E” Cases: (E1234) (TC06) are youth sentenced to adult prison but sent to DJJ if under 18 years of age regardless of educational status. They will transfer to adult facilities at age 18 unless they can serve their time and be eligible to be out on parole prior to reaching age 21.

DJJ “M” Cases: (M1234) (TC06) are committed to adult prison and court-ordered to DJJ for housing. They are housed at DJJ until they reach age 21 at which time they are transferred to adult facilities.

DOF: Department of Finance

DISCHARGE: When an offender is no longer under the jurisdiction of CDCR.

DSL: Cases that fall under the Determinate Sentencing Law.

FELON: A person convicted of a felony offense and sentenced to state prison by the court.

⁵ Not all terms may be used in current report.

ICSS (Inmate Classification Score System): Security level classification system implemented on October 15, 2002.

IN FACILITY: A juvenile offender who is physically located and housed in a DJJ facility.

LEVEL I, II, III, IV: The security level, and therefore the facility level, assigned to inmates based on their classification score ranges. The higher the score, the higher the security level.

OFF FACILITY: Any juvenile offender who is the responsibility of DJJ but is not physically in a DJJ facility. This could include juvenile offenders who are in a medical facility, out to court, or being housed in an adult facility.

PAL (Parolee-At-Large): A felon parolee who absconds (hides) from parole supervision.

PAROLE: After the prison term is served, offenders are supervised in the community by CDCR for an established period up to the statutory maximum.

PAROLEE: A felon released from confinement in state prison to supervision in the community.

PENDING REVOCATION: A parolee who has been charged with violating a condition of parole and placed in CDCR custody pending investigation to determine if revocation time will be assessed.

PHU: Protective Housing Unit.

PV-RTC (Parole Violator-Returned to Custody): A parolee who has violated the conditions of parole and has been returned to prison.

PV-WNT (Parole Violator-Returned with a New Term): A parolee who has received a court sentence for a new crime and been returned to prison.

RECEPTION CENTER: An institution designated as a center for the reception of prisoners newly committed to CDCR.

SAFEKEEPER: County prisoners housed in state prison during sentencing when the county facility does not have adequate facilities to provide for the prisoner.

SERIOUS/VIOLENT (S/V): Serious, as defined in Penal Code (PC) sections 1192.7(c) and 1192.8, and Violent as defined in PC section 667.5(c).

SHU: Security Housing Unit.

SOMS: Strategic Offender Management System.

SUSPENSION: The interruption of a parole period, usually by absconding. Time on suspension is not credited to the period of parole.

TOTAL RESPONSIBLE POPULATION: All individuals in the juvenile population regardless of status or place of residence, for whom the DJJ is responsible. This includes all off facility, AB 1628, parole detainees, and youth responsible to DJJ but housed in adult institutions.

Appendix D – Population Projection Tables 9-20

Table 9: Actual Felon Court Commitments, Fiscal Years 2006-07 through 2015-16

Fiscal Year	Felon Court Commitments	State Population Ages 18-49 (in Thousands)*	Commitment Rate
2006-07	68,732	17,057	403.0
2007-08	67,393	17,111	393.9
2008-09	63,375	17,118	370.2
2009-10	63,565	17,116	371.4
2010-11	57,743	17,147	336.7
2011-12	38,997	17,171	227.1
2012-13	35,995	17,202	209.3
2013-14	38,840	17,238	225.3
2014-15	35,541	17,275	205.7
2015-16	35,624	17,322	205.7

Table 10: Actual Male Felon Court Commitments, Fiscal Years 2006-07 through 2015-16

Fiscal Year	Felon Court Commitments	State Population Ages 18-49 (in Thousands)*	Commitment Rate
2006-07	60,713	8,677	699.7
2007-08	59,676	8,706	685.5
2008-09	55,853	8,715	640.9
2009-10	56,629	8,716	649.7
2010-11	51,302	8,732	587.5
2011-12	35,852	8,751	409.7
2012-13	33,658	8,770	383.8
2013-14	36,074	8,791	410.4
2014-15	33,074	8,810	375.4
2015-16	33,252	8,833	376.5

**Source of state population data is the California Department of Finance.
See Appendix A, Methodology and Technical Notes.*

Table 11: Actual Female Felon Court Commitments, Fiscal Years 2006-07 through 2015-16

Fiscal Year	Felon Court Commitments	State Population Ages 18-49 (in Thousands)*	Commitment Rate
2006-07	8,019	8,380	95.7
2007-08	7,717	8,405	91.8
2008-09	7,522	8,402	89.5
2009-10	6,936	8,400	82.6
2010-11	6,441	8,415	76.5
2011-12	3,145	8,420	37.3
2012-13	2,337	8,431	27.7
2013-14	2,766	8,447	32.7
2014-15	2,467	8,466	29.1
2015-16	2,372	8,490	27.9

Table 12: Spring 2017 Projected Felon Court Commitments, Fiscal Years 2016-17 through 2020-21

Fiscal Year	Felon Court Commitments	State Population Ages 18-49 (in Thousands)*	Commitment Rate
2016-17	35,477	17,380	204.1
2017-18	35,918	17,436	206.0
2018-19	35,959	17,481	205.7
2019-20	36,012	17,499	205.8
2020-21	36,059	17,514	205.9

**Source of state population data is the California Department of Finance.
See Appendix A, Methodology and Technical Notes.*

Table 13: Spring 2017 Projected Male Felon Court Commitments, Fiscal Years 2016-17 through 2020-21

Fiscal Year	Felon Court Commitments	State Population Ages 18-49 (in Thousands)*	Commitment Rate
2016-17	32,967	8,861	372.0
2017-18	33,364	8,890	375.3
2018-19	33,364	8,914	374.3
2019-20	33,368	8,923	373.9
2020-21	33,371	8,931	373.6

Table 14: Spring 2017 Projected Female Felon Court Commitments, Fiscal Years 2016-17 through 2020-21

Fiscal Year	Felon Court Commitments	State Population Ages 18-49 (in Thousands)*	Commitment Rate
2016-17	2,510	8,518	29.5
2017-18	2,554	8,546	29.9
2018-19	2,595	8,567	30.3
2019-20	2,644	8,576	30.8
2020-21	2,688	8,582	31.3

**Source of state population data is the California Department of Finance.
See Appendix A, Methodology and Technical Notes.*

Table 15a: Institution Population by Quarter and Gender, Fiscal Years 2016-17 through 2017-18

	Actual June 30, 2016	Fiscal Year 2016				Fiscal Year 2017			
		2016		2017		2017		2018	
		Sep 30*	Dec 31*	Mar 31	Jun 30	Sep 30	Dec 31	Mar 31	Jun 30
Total Male Population	122,874	123,273	123,540	123,662	123,948	124,232	124,460	124,692	124,901
Total Female Population	5,769	5,832	5,876	5,901	5,924	5,921	5,927	5,918	5,931
Total Population	128,643	129,105	129,416	129,563	129,872	130,153	130,387	130,610	130,832

*Actual Population

Table 15b: Institution Population by Quarter and Gender with the Estimated Effects of Proposition 57, Fiscal Years 2016-17 through 2017-18

	Actual June 30, 2016	Fiscal Year 2016				Fiscal Year 2017			
		2016		2017		2017		2018	
		Sep 30*	Dec 31*	Mar 31	Jun 30	Sep 30	Dec 31	Mar 31	Jun 30
Total Male Population	122,874	123,273	123,540	123,662	123,948	123,702	123,394	121,382	119,713
Total Female Population	5,769	5,832	5,876	5,901	5,924	5,891	5,865	5,712	5,609
Total Population	128,643	129,105	129,416	129,563	129,872	129,593	129,259	127,094	125,322

*Actual Population

Table 16a: Average Daily Institution Population by Quarter and Gender, Fiscal Years 2016-17 through 2017-18

	Fiscal Year 2016-17					Fiscal Year 2017-18				
	First Quarter*	Second Quarter*	Third Quarter	Fourth Quarter	Fiscal Year Average	First Quarter	Second Quarter	Third Quarter	Fourth Quarter	Fiscal Year Average
Total Male Population	122,957	123,359	123,545	123,794	123,413	124,042	124,353	124,584	124,793	124,443
Total Female Population	5,797	5,844	5,886	5,919	5,861	5,927	5,924	5,917	5,930	5,924
Total Population	128,753	129,203	129,430	129,713	129,275	129,969	130,277	130,501	130,723	130,368

*Actual Population

Table 16b: Average Daily Institution Population by Gender with the Estimated Effects of Proposition 57, Fiscal Years 2016-17 through 2017-18

	Fiscal Year 2016-17	Fiscal Year 2017-18
Total Male Population	123,413	121,919
Total Female Population	5,861	5,773
Total Population	129,275	127,693

Table 17: Projected Institution Population by Quarter and Housing Level, Fiscal Years 2016-17 and 2017-18

Fiscal Year	Quarter Ending	Reception Center	Housing Level						Male	Female	Total Population
			Level I	Level II	Level III	Level IV	PHU	SHU			
2016-17	*Sep 30	10,800	11,546	45,257	25,493	28,944	6	1,227	123,273	5,832	129,105
	*Dec 31	10,716	11,757	45,283	25,829	28,817	6	1,132	123,540	5,876	129,416
	Mar 31	10,848	11,907	45,405	25,929	28,420	6	1,147	123,662	5,901	129,563
	Jun 30	10,920	12,010	45,776	26,023	28,060	6	1,153	123,948	5,924	129,872
2017-18	Sep 30	10,919	12,088	46,364	26,037	27,662	6	1,156	124,232	5,921	130,153
	Dec 31	10,830	12,155	46,380	26,286	27,646	6	1,157	124,460	5,927	130,387
	Mar 31	10,853	12,217	46,309	26,520	27,629	6	1,158	124,692	5,918	130,610
	Jun 30	10,873	12,278	46,480	26,490	27,615	6	1,159	124,901	5,931	130,832

*Actual Population

Table 18: Projected Institution Population by Housing Level, June 30, 2016 through June 30, 2021

June 30	Reception Center	Housing Level						Male	Female	Total Population
		Level I	Level II	Level III	Level IV	PHU	SHU			
2016 (Actual)	11,157	11,299	44,754	24,985	28,819	6	1,854	122,874	5,769	128,643
2017	10,920	12,010	45,776	26,023	28,060	6	1,153	123,948	5,924	129,872
2018	10,873	12,278	46,480	26,490	27,615	6	1,159	124,901	5,931	130,832
2019	10,785	12,527	46,980	26,815	27,631	6	1,159	125,903	5,933	131,836
2020	10,697	12,793	47,480	27,124	27,626	6	1,159	126,885	5,935	132,820
2021	10,613	13,079	47,980	27,416	27,628	6	1,159	127,881	5,937	133,818

Table 19a: California Active Parole Population by Quarter, Fiscal Years 2016-17 through 2017-18

	Actual June 30, 2016	Fiscal Year				Fiscal Year			
		2016		2017		2017		2018	
		Sep 30*	Dec 31*	Mar 31	Jun 30	Sep 30	Dec 31	Mar 31	Jun 30
Total Population	43,814	43,656	44,161	45,240	45,501	45,648	45,684	45,773	45,685

*Actual Population

Table 19b: California Active Parole Population by Quarter with the Estimated Effects of Proposition 57, Fiscal Years 2016-17 through 2017-18

	Actual June 30, 2016	Fiscal Year				Fiscal Year			
		2016		2017		2017		2018	
		Sep 30*	Dec 31*	Mar 31	Jun 30	Sep 30	Dec 31	Mar 31	Jun 30
Total Population	43,814	43,656	44,161	45,240	45,501	46,012	46,387	47,829	48,828

*Actual Population

Table 20a: California Average Daily Active Parole Population by Quarter, Fiscal Years 2016-17 through 2017-18

	Fiscal Year 2016-17					Fiscal Year 2017-18				
	First Quarter	Second Quarter	Third Quarter	Fourth Quarter	Fiscal Year Average	First Quarter	Second Quarter	Third Quarter	Fourth Quarter	Fiscal Year Average
Total Population	43,671	43,830	44,797	45,373	44,418	45,601	45,662	45,754	45,703	45,680
*Actual Population										

Table 20b: California Average Daily Active Parole Population with the Estimated Effect of Proposition 57, Fiscal Years 2016-17 through 2017-18

	Fiscal Year 2016-17	Fiscal Year 2017-18
Total Population	44,418	47,247