



California Department of Corrections and Rehabilitation

FALL 2020 POPULATION PROJECTIONS

Division of Correctional Policy Research and Internal Oversight

OFFICE OF RESEARCH | JANUARY 2021



You can obtain reports by contacting the Department of Corrections and Rehabilitation on the internet at:

<https://cdcr.ca.gov/research/>

The Mission of CDCR's Office of Research:

"To inform public policy by analyzing correctional trends, developing population projections, guiding research projects and publishing Department reports."

Kathleen Allison, Secretary
Jennifer Barretto, Undersecretary
Amy Miller, Director
Chris Chambers, Deputy Director
Loran Sheley, Chief



Produced by:

Juan Angel Villon, Research Data Specialist II
Paul Whiteley, Research Data Specialist II
Jenny Belnas, Research Data Supervisor I
Matthew Basinger, Research Data Specialist I
Miguel Lizarde, Research Data Analyst I
Tyler Kirkbride, Student Assistant

Table of Contents

1	Introduction	1
1.1	Changes for Fall 2020 Population Projections	1
2	Adult Population Projections	3
2.1	Adult Total Institution Population Trends and Projections	4
2.2	Adult Institution Population Trends and Projections by Gender.....	7
2.3	Comparison of Spring 2020 and Fall 2020 Total Institution Population Projections.....	10
2.3.1	Comparison of Spring 2020 and Fall 2020 Total Institution Population Projections by Gender.....	11
3	Court Commitments	12
3.1	Felon Court Commitment Trends and Projections by Gender	15
3.2	Felon Second Strike Court Commitment Trends and Projections	16
4	Male Inmate Placement Needs	17
5	Parole Population	18
5.1	Active Parole Population Trends and Projections.....	18
5.2	Comparison of Spring 2020 and Fall 2020 Active Parole Population Projections	21
6	Juvenile Population Projections.....	22
	Appendix A – Methodology, Technical Notes, and Limitations.....	23
	Methodology and Technical Notes	23
	Limitations.....	24
	Appendix B – Significant Chaptered Legislation, Initiatives, and Policy Changes.....	25
	Adults	25
	Legislation.....	25
	Initiatives.....	25
	Policy Changes.....	26
	Juveniles.....	29
	Legislation.....	29
	Initiatives.....	29
	Appendix C – Glossary of Terms	30
	Appendix D – Population Projections Tables 9 to 20.....	32

List of Tables and Figures

Tables

Table 1. Institution and Active Parole Population, June 30, 2011 through June 30, 2025.....	3
Table 2. Comparison of Spring 2020 and Fall 2020 Total Institution Population Projections	10
Table 3. Comparison of Spring 2020 and Fall 2020 Total Institution Population Projections by Gender ..	11
Table 4. Felon Court Commitments and Projections by Gender, Fiscal Years 2010-11 through 2024-25 .	13
Table 5. Male Institution Population Projections by Housing Level, June 30, 2020 through June 30, 2025	17
Table 6. Active Parole Population Supervised in California, June 30, 2011 through June 30, 2025.....	19
Table 7. Comparison of Spring 2020 and Fall 2020 Active Parole Population Projections.....	21
Table 8. Juvenile Average Daily Population and Projected Average Daily Population, June 2011 through June 2022.....	22
Table 9. Actual Felon Court Commitments, Fiscal Years 2010-11 through 2019-20	32
Table 10. Actual Male Felon Court Commitments, Fiscal Years 2010-11 through 2019-20	32
Table 11. Actual Female Felon Court Commitments, Fiscal Years 2010-11 through 2019-20	33
Table 12. Fall 2020 Projected Felon Institution Court Commitments, Fiscal Years 2020-21 through 2024-25	33
Table 13. Fall 2020 Projected Male Felon Institution Court Commitments, Fiscal Years 2020-21 through 2024-25	34
Table 14. Fall 2020 Projected Female Felon Institution Court Commitments, Fiscal Years 2020-21 through 2024-25	34
Table 15. Institution Population by Quarter and Gender, Fiscal Years 2020-21 through 2021-22	35
Table 16. Average Daily Institution Population by Quarter and Gender, Fiscal Years 2020-21 through 2021-22	35
Table 17. Projected Institution Population by Quarter and Housing Level, Fiscal Years 2020-21 through 2021-22	36
Table 18. Projected Institution Population by Housing Level, June 30, 2020 through June 30, 2025	36
Table 19. California Active Parole Population by Quarter, Fiscal Years 2020-21 through 2021-22	37
Table 20. California Average Daily Active Parole Population by Quarter, Fiscal Years 2020-21 through 2021-22	37

Figures

Figure 1. Total Institution Population Trends and Projections, June 30, 2011 through June 30, 2025..... 6

Figure 2. Male Population Trends and Projections, June 30, 2011 through June 30, 2025 8

Figure 3. Female Population Trends and Projections, June 30, 2011 through June 30, 2025..... 9

Figure 4. Felon Court Commitments and Projections, Fiscal Years 2010-11 through 2024-25..... 14

Figure 5. Felon Court Commitment Trends and Projections by Gender, Fiscal Years 2010-11
through 2024-25 15

Figure 6. Actual and Projected Second Strike Court Commitments, Fiscal Years 2010-11
through 2024-25 16

Figure 7. Active Parole Population Trends and Projections, June 30, 2011 through June 30, 2025 20

Executive Summary

This report presents the California Department of Corrections and Rehabilitation's (CDCR) Fall 2020 adult institution, parole, and juvenile institution populations projections. CDCR developed these projections using historical trend data, time series forecasting techniques, and a new simulation model. The institution and parole projections are provided through June 2025, and juvenile projections are provided through June 2022.

Similar to past population projections, these projections incorporate the impacts of several court-ordered population reduction measures, Proposition 47, Proposition 57, as well as recently implemented policy changes that were included in previous population projections.¹ The Fall 2020 Projections additionally include the impacts of actions CDCR implemented as a response to COVID-19 and several new policy changes on adult institution and parole and juvenile institution populations.

The full impact of COVID-19 and recent policy changes on CDCR's populations are still developing, and due to the extraordinary circumstances surrounding the Fall 2020 projections, the authors of this report suggest using extreme caution when interpreting these projection results.

Adult Institution Projections

CDCR predicts the adult institution population will decrease each year throughout the projections cycle due to the continuing impact of Proposition 57 as well as the recent policy changes and the actions taken in response to COVID-19.

In March 2020, CDCR halted the transfer of court commitments into the state's institutions and youth correctional facilities. A brief reopening and subsequent closing was followed by a gradual resumption of admissions into CDCR Reception Centers in August 2020.² In November 2020 intake was halted again, and CDCR will continue to assess and adjust the intake of court commitments based on the continuing impacts of COVID-19. Between April and June 2020, CDCR received approximately 95 percent fewer individuals from county jails compared to the same time period in 2019 (221 compared to 8,997). The Fall 2020 Population Projections assume that court commitments will remain at lower levels for several months before increasing to approximately half of pre-pandemic levels by June 2021, and returning to

¹ Many court-ordered measures were subsequently enacted with the implementation of Proposition 57. Additional information is available at: <https://www.cdcr.ca.gov/3-judge-court-update>. Proposition 47 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. Proposition 57 was passed by voter initiative in November 2016. More information is available at: <https://www.cdcr.ca.gov/proposition57/>.

² More information about transfers to CDCR from county jail during the COVID-19 pandemic is available at <https://www.cdcr.ca.gov/covid19/covid-19-response-efforts/#CJL>.

pre-pandemic levels near the end of calendar year 2021.³ In July 2020, CDCR announced a series of actions to facilitate expedited release in an effort to further decompress the population.⁴ Lastly, CDCR granted a one-time credit of 12 weeks of Positive Programming Credits (PPC) to offenders eligible as of July 9, 2020. These credits were applied to eligible inmates without any serious rule violations between March 1 and July 5, 2020, and were intended to recognize the impact on access to programs and credit earning during the COVID-19 pandemic.⁵

Several other changes are included in the Fall 2020 Population Projections and impacted the institution population. These include: a change to good conduct credit earning for certain offenders to be effective in January 2021, and changes to Reception Center processing beginning in September 2020 that may be able to reduce the time spent in the Reception Center from the historical average of 90 to 120 days to allow earlier opportunities for programming.⁶

The institution population of 113,403 inmates on June 30, 2020 is expected to decrease to 92,991 inmates by June 30, 2021. The institution population is then expected to increase reaching 100,798 inmates by June 30, 2025, a net five-year decrease of 11.1 percent or 12,605 inmates. The population begins to increase in Fiscal Year (FY) 2021-22 when CDCR projects court commitments to return to pre-pandemic levels. Prior to this, court commitments are expected to remain at reduced levels, which, in addition to expedited releases taking place, contribute to the earlier decline. As court commitments resume, the population will see an increase, though not to the level it had been pre-COVID-19. After a peak, CDCR anticipates the population to return to its previous decreasing pattern related to recent policy reforms (such as Proposition 57-related credit earning opportunities) as well as new credit earning changes planned in 2021.

The institution population on June 30, 2020 was 113,403, 7.9 percent lower than expected in the Spring 2020 Projections. The Fall 2020 institution projections range from 8.5 to 23.7 percent lower than the Spring 2020 projections each year.

Adult Parole Projections

CDCR predicts the parole population will decrease throughout the projections cycle due primarily to changes made as part of the Fiscal Year 2020-21 Budget⁷ that shorten the maximum length of parole for most offenders, and allow for review for possible discharge from parole after 12 months.

³ The Fall 2020 projections do not incorporate any assumptions about court commitments that are currently unprocessed due to court closures and may create a temporary increase in the future. As additional data become available, future projections may include such an adjustment.

⁴ More information about expedited releases is available at <https://www.cdcr.ca.gov/covid19/frequently-asked-questions-expedited-releases/>.

⁵ More information about Positive Programming Credits is available at <https://www.cdcr.ca.gov/covid19/memo-positive-programming-credits/>.

⁶ More information about these changes may be found in Appendix B of this report.

⁷ More information about these changes may be found in Appendix B of this report.

The parole population of 53,427 parolees on June 30, 2020 is expected to decrease to 49,003 parolees by June 30, 2021. The parole population is then expected to decrease reaching 38,239 parolees by June 30, 2025, a net five-year decrease of 28.4 percent or 15,188 parolees.

Juvenile Projections

CDCR predicts the total juvenile average daily population will exhibit an 8.9 percent increase from June 2020 to June 2021 to reach 834 youth, then decrease by 29.4 percent to reach 589 youth by June 2022. The projected growth in the juvenile population accounts for the continuing impact of Proposition 57. The subsequent decline reflects the planned realignment of the youth currently supervised by the Division of Juvenile Justice (DJJ) to local systems, a result of changes made in the State Budget for FY 2020-21.⁸ As a result of these changes, commitments to DJJ will end July 31, 2021; however, due to the DJJ delivery process, the Fall 2020 Projections assume youth will continue to arrive through September 2021 and youth received at DJJ through this point will remain there to finish their terms.

⁸ Reflected in statutory changes Chapter 337, Statutes of 2020, (SB 823).

CALIFORNIA DEPARTMENT OF CORRECTIONS AND REHABILITATION

FALL 2020 POPULATION PROJECTIONS

1 Introduction

This report presents the California Department of Corrections and Rehabilitation's (CDCR) Fall 2020 adult institution, parole, and juvenile institution population projections. CDCR developed these projections using historical trend data, time series and simulation modeling techniques. The population projections methodology is described in Appendix A. The projections incorporate the effects of existing laws and regulations on the state institution and parole populations. Unless otherwise noted, 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 June 30, 2020.

1.1 Changes for Fall 2020 Population Projections

The Fall 2020 Projections include the impact of actions CDCR implemented as a response to COVID-19 and the effect of several new policy changes on both the parole and institution populations.¹ The full impact of COVID-19 and recent policy changes on CDCR's populations are still developing. Due to the extraordinary circumstances surrounding the Fall 2020 projections, the authors of this report suggest using extreme caution when interpreting these projection results including the following figures, and tables.

In March 2020, CDCR halted the transfer of court commitments into the state's institutions and youth correctional facilities. There was a brief reopening in May 2020, and that was followed by a gradual resumption since August 2020.² In November 2020 intake was halted again, and CDCR will continue to assess and adjust the intake of court commitments based on the continuing impacts of COVID-19. Between April and June 2020, CDCR received approximately 95 percent fewer individuals compared to the same time period in 2019 (221 compared to 8,997). Commitments will remain at lower levels for several months before increasing to approximately half of the pre-pandemic levels by June 2021 and returning to pre-pandemic levels near the end of calendar year 2021.³ Additional information about court commitments is included in Section 3.

In July 2020, CDCR announced further actions to reduce the institution population in response to COVID-19, including identifying cohorts to screen for expedited release. CDCR also granted a one-time credit of 12 weeks to inmates eligible as of July 9, 2020.

¹ Additional detail about the changes for Fall 2020 may be found in Appendix B.

² More information about transfers to CDCR from county jail during the COVID-19 pandemic is available at <https://www.cdcr.ca.gov/covid19/covid-19-response-efforts/#CJ>.

³ The Fall 2020 projections do not incorporate any assumptions about court commitments that are currently unprocessed due to court closures and may create a temporary increase in the future. As additional data become available, future projections may include such an adjustment.

The Fall 2020 Population Projections also include planned increases to credit earning for certain offenders to be implemented starting in January 2021. These changes will advance offenders' release dates and provide greater incentives for offenders to engage in good conduct, and the changes will result in a decrease in the institution population. Another change involves decreasing the time spent in Reception Centers. Beginning in September 2020, the average time spent in Reception Centers may decrease from 90 to 120 days to approximately 30 days. The change will result in population decreases in Reception Centers and will allow offenders to begin earning enhanced good conduct credits earlier as these credits are not earned while offenders are pending classification in the Reception Center.⁴ Due to current transfer restrictions in place surrounding the COVID-19 pandemic, the Fall 2020 Projections assume that the Reception Center process may take up to 60 days to complete through calendar year 2021.

The Fall 2020 Projections also include a change that shortens the maximum length of parole for most offenders and allows for review for possible discharge from parole after 12 months.

Finally, these projections include a change to realign the Division of Juvenile Justice to local systems. As a result of the change, commitments to DJJ will end July 31, 2021; and youth received at DJJ through that point will remain there to finish their terms.

⁴ Due to current transfer restrictions in place surrounding the COVID-19 pandemic, it is assumed that the Reception Center process may take up to 60 days to complete through calendar year 2021.

2 Adult Population Projections

CDCR observed annual decreases in the institution population each June between the years 2011 and 2016, with the exception of 2014 (see Table 1). The declines were primarily due to the impacts of 2011 Realignment legislation, several court-ordered population reduction measures, and the effects of Proposition 47.⁵ Those decreases were outpaced by longer-term trends that caused growth in groups such as inmates convicted of violent offenses or sentenced to life institution terms, which contributed to a 2.0 percent (2,617 inmates) annual population increase from June 30, 2016 to June 30, 2017.

Table 1. Institution and Active Parole Population, June 30, 2011 through June 30, 2025

June 30	Institution				Active Parole	
	Female	Male	Total	Percent Change	Total	Percent Change
Actual						
2011	9,565	152,804	162,369	N/A	90,813	N/A
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%
2017	5,971	125,289	131,260	2.0%	45,261	3.3%
2018	5,906	123,511	129,417	-1.4%	47,370	4.7%
2019	5,691	119,781	125,472	-3.0%	50,822	7.3%
2020	4,721	108,682	113,403	-9.6%	53,427	5.1%
Projected						
2021	3,711	89,280	92,991	-18.0%	49,003	-8.3%
2022	4,849	95,247	100,096	7.6%	41,914	-14.5%
2023	5,113	102,466	107,579	7.5%	42,442	1.3%
2024	4,734	99,715	104,449	-2.9%	38,130	-10.2%
2025	4,864	95,934	100,798	-3.5%	38,239	0.3%

⁵ Proposition 47 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.

Proposition 57-related changes began to impact the adult institution and parole populations in 2017, which has contributed to the current population decline. Proposition 57 and other recent policy changes contributed to a 3.0 percent annual decrease (3,945 inmates) in the total institution population from June 30, 2018 to June 30, 2019. Most recently, the institution population has been impacted by COVID-19. Beginning in March 2020, CDCR temporarily halted the intake of commitments into institutions and facilities and implemented policies that resulted in an increase in releases from institutions.⁶ The institution population declined 9.6 percent from June 30, 2019 to June 30, 2020 (125,472 to 113,403 inmates).

CDCR predicts the adult institution population will continue to decrease throughout the projections cycle, due to the continuing impact of Proposition 57 and other recent policy changes such as good conduct credits. Effective January 2021, CDCR will implement changes to good conduct credits. Based on the changes, a violent offender's credit earning rate will increase from 20 percent to 33.3 percent. For non-violent second strikers in minimum custody, the credit earning rate will increase from 33.3 percent to 50 percent. These changes will advance offenders' release dates by increasing the earning rate for second strikers in minimum custody. The institution population of 113,403 inmates on June 30, 2020 is expected to decrease 18.0 percent to 92,991 inmates by June 30, 2021 (see Table 1).

Following that decrease, annual increases for June 2022 and June 2023 ranging from 7.5 percent to 7.6 percent are projected, followed by decreases between 2.9 percent and 3.5 percent which will lead to an adult institution population of 100,798 inmates by June 30, 2025, for a net five-year decrease of 11.1 percent or 12,605 inmates.

The active parole population is projected to decrease and then stabilize around the fourth year of the projections cycle. The Fall 2020 Projections predict the active parole population will decrease 8.3 percent (4,424 parolees) from June 30, 2020 to June 30, 2021. The active parole population is projected to reach 38,239 parolees by June 30, 2025, a net five-year decrease of 28.4 percent or 15,188 parolees. The decrease is related primarily to recent changes that shorten the maximum length of parole for most offenders, and allow review and possible discharge from parole after 12 months.

2.1 Adult Total Institution Population Trends and Projections

The adult total institution population decreased each year between 2011 and 2013 (see Table 1 and Figure 1). The largest single-year percent decrease occurred after the implementation of Realignment legislation in October 2011, when the institution population decreased 16.7 percent or 27,046 inmates from June 30, 2011 to June 30, 2012 (162,369 to 135,323 inmates). The population continued to decrease the following year, reaching 133,014 inmates on June 30, 2013. However, after several years of decline, the population grew by 1.9 percent (2,586 inmates) to 135,600 inmates on June 30, 2014. Following that year of growth, the institution population decreased in the two subsequent years to

⁶ More information about expedited releases is available at <https://www.cdcr.ca.gov/covid19/frequently-asked-questions-expedited-releases/>.

128,643 inmates on June 30, 2016 (a two-year decrease of 5.1 percent or 6,957 inmates). The decrease was primarily due to the impacts of several court-ordered population reduction measures and Proposition 47.

The adult institution population experienced another increase of 2.0 percent (2,617 inmates) from June 30, 2016 to June 30, 2017 (128,643 to 131,260 inmates). The previously mentioned court-ordered population reduction measures and the effects of Proposition 47 mainly impacted non-serious, non-violent, and non-sex-registrant offenders. The associated decreases were outpaced by long-term trends in groups such as offenders convicted of violent offenses and sentenced to life institution terms, who were mostly unaffected by the changes. A simultaneous increase in court commitments also contributed to the increase in the adult institution population. More recently, CDCR has observed a decrease in the institution population, primarily because of Proposition 57 and other recent policy changes. The adult institution population declined 1.4 percent (1,843 inmates) from 131,260 inmates on June 30, 2017 to 129,417 inmates on June 30, 2018. This was followed by a decrease of 3.0 percent (3,945 inmates) from 129,417 inmates on June 30, 2018 to 125,472 inmates on June 30, 2019. On June 30, 2020, the adult institution population decreased 9.6 percent to 113,403 (a decrease of 12,069 inmates from June 30, 2019). The decrease in the population is related to the impact on admissions and releases stemming from COVID-19 along with policy changes that resulted in more offenders being released early.

The institution population is projected to increase in FY 2021-22 when CDCR projects court commitments will return to pre-pandemic levels. In particular, the Fall 2020 Population Projections assume that court commitments will remain at lower levels for several months before increasing to approximately half of pre-pandemic levels by June 2021, and returning to pre-pandemic levels near the end of calendar year 2021.⁷ ⁸ After a peak, CDCR anticipates the population to return to its previous decreasing pattern related to recent policy reforms (such as Proposition 57-related credit earning opportunities) as well as new changes planned in 2021.

A change to good conduct credit earning for certain offenders will be effective in January 2021, and changes to Reception Center processing beginning in September 2020 may reduce the time spent in the Reception Center from the historical average of 90 to 120 days to allow earlier opportunities for programming.⁹ The good conduct credit change and as well as the Reception Center change are expected to result in advancing offenders' release dates, which will decrease the institution population.

⁷ The Fall 2020 projections do not incorporate any assumptions about court commitments that are currently unprocessed due to court closures and may create a temporary increase in the future. As additional data become available, future projections may include such an adjustment.

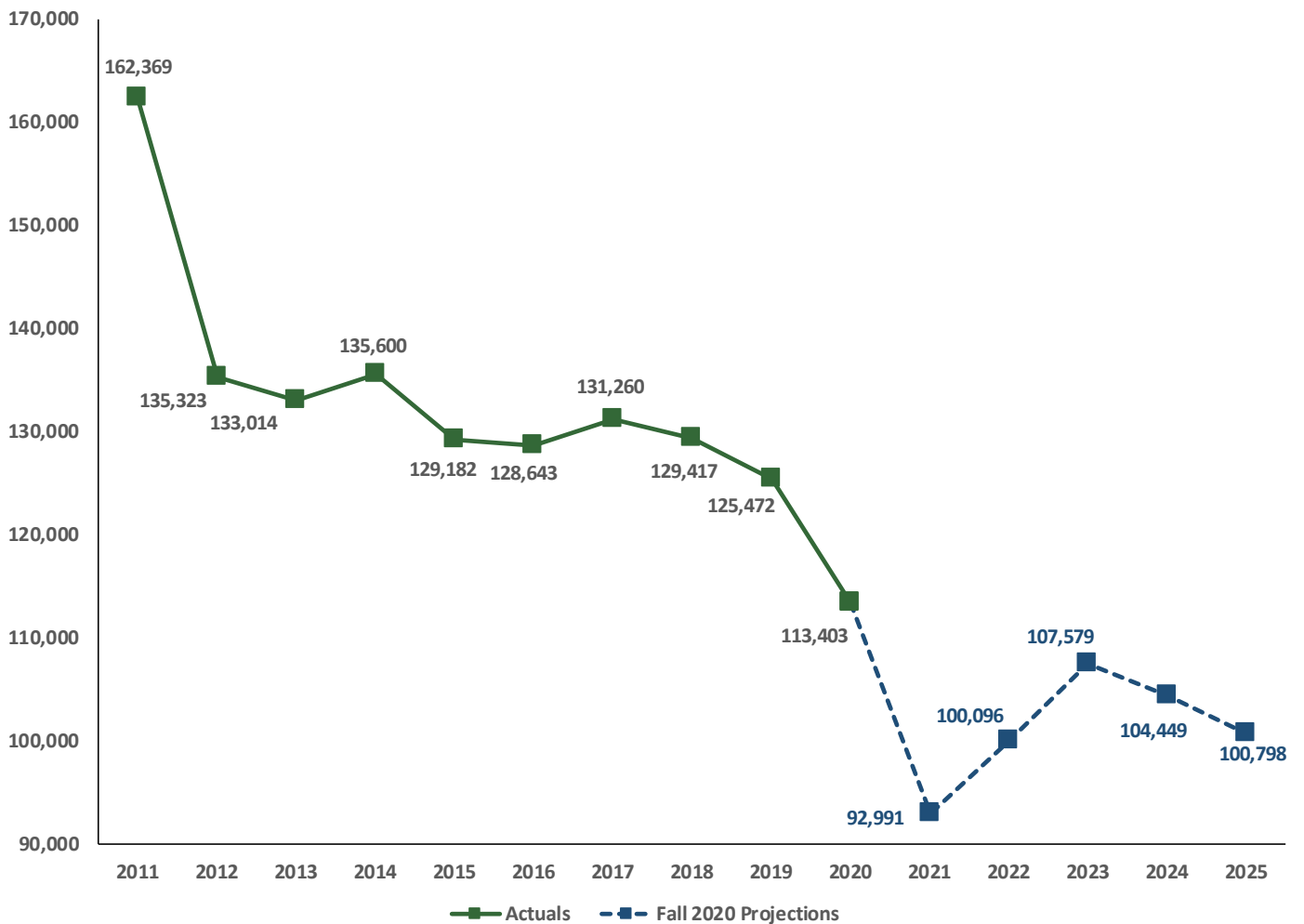
⁸ It should be noted that the Fall 2020 Court Commitment projections do not account for a possible future increase that might occur if a backlog of court cases is processed and individuals are sentenced to CDCR terms. Information necessary to estimate this is not currently available at this time. CDCR will continue to monitor trends and information and update projections as additional data become available.

⁹ More information about these changes may be found in Appendix B of this report.

The institution population of 113,403 inmates on June 30, 2020 is expected to decrease to 92,991 inmates by June 30, 2021. The institution population is then expected to increase reaching 100,798 inmates by June 30, 2025, a net five-year decrease of 11.1 percent or 12,605 inmates.

The institution population is expected to decrease 18.0 percent to 92,991 inmates on June 30, 2021 (see Table 1 and Figure 1). The projected decrease is the largest percent change in a single year since Realignment. During Fiscal Years (FY) 2021-22 and FY 2022-23, CDCR expects the institution population to increase. By June 2022 and June 2023, the Fall 2020 Projections predicts the institution population will increase by 7,105 inmates (7.6 percent) to 100,096 inmates and by 7,483 inmates (7.5 percent) to 107,579 inmates, respectively. After these increases, CDCR expects to see decreases in the institution population by 2.9 percent by June 2024 and another 3.5 percent decrease by June 2025 as court commitments are expected to stabilize to historical levels for the remainder of the projection cycle.

Figure 1. Total Institution Population Trends and Projections, June 30, 2011 through June 30, 2025

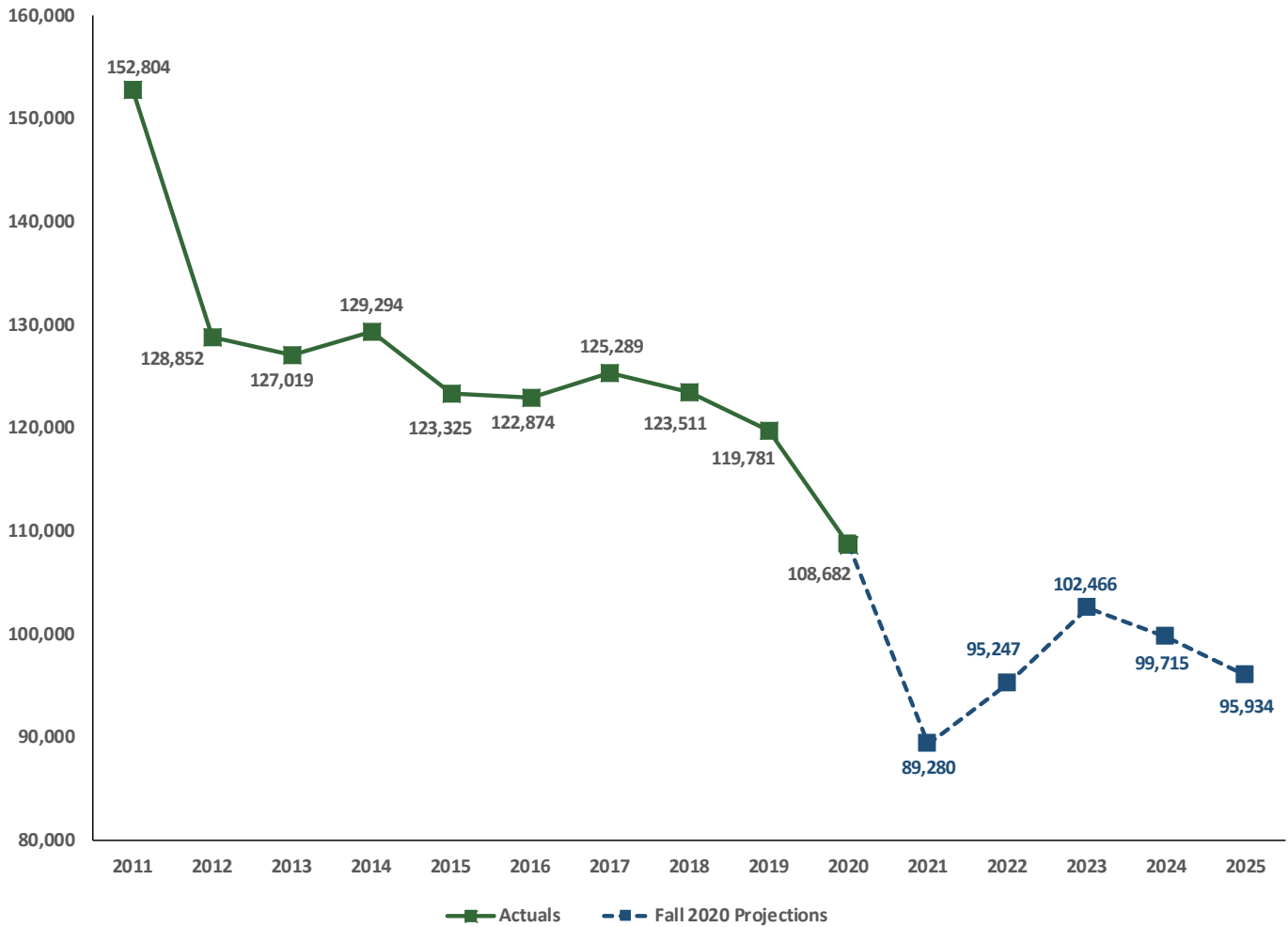


2.2 Adult Institution Population Trends and Projections by Gender

Male inmates comprise the majority of the adult institution population. As expected, male population trends are similar to the total institution population trends. Specifically, the male population decreased by 16.9 percent (25,785 inmates) from June 30, 2011 to June 30, 2013 (152,804 to 127,019 inmates; see Table 1 and Figure 2). Following that, the male population increased by 1.8 percent in the subsequent year (127,019 to 129,294 inmates). The male population decreased in the two years immediately following the passage of Proposition 47, dropping 4.6 percent (5,969 inmates) from 129,294 inmates on June 30, 2014 to 123,325 inmates on June 30, 2015 followed by a 0.4 percent decrease (451 inmates) to 122,874 inmates on June 30, 2016. CDCR observed a 2.0 percent increase (2,415 inmates) to 125,289 inmates on June 30, 2017. The male population decreased following the implementation of Proposition 57, falling to 123,511 inmates on June 30, 2018, a 1.4 percent decrease (1,778 inmates), followed by a 3.0 percent decrease (3,730 inmates) to 119,781 on June 30, 2019.

On June 30, 2020, the male population decreased by 9.3 percent to 108,682 inmates. The male institution population is projected to decrease to 89,280 by June 30, 2021 and then increase to 95,247 by June 30, 2022. This will be followed by an increase to 102,466 by June 30, 2023. After that, the population will decrease in June 2024 and June 2025. The Fall 2020 Projections predict the male population will decrease to 95,934 by June 30, 2025, a net five-year decrease of 11.7 percent or 12,748 inmates (see Table 1 and Figure 2).

Figure 2. Male Population Trends and Projections, June 30, 2011 through June 30, 2025

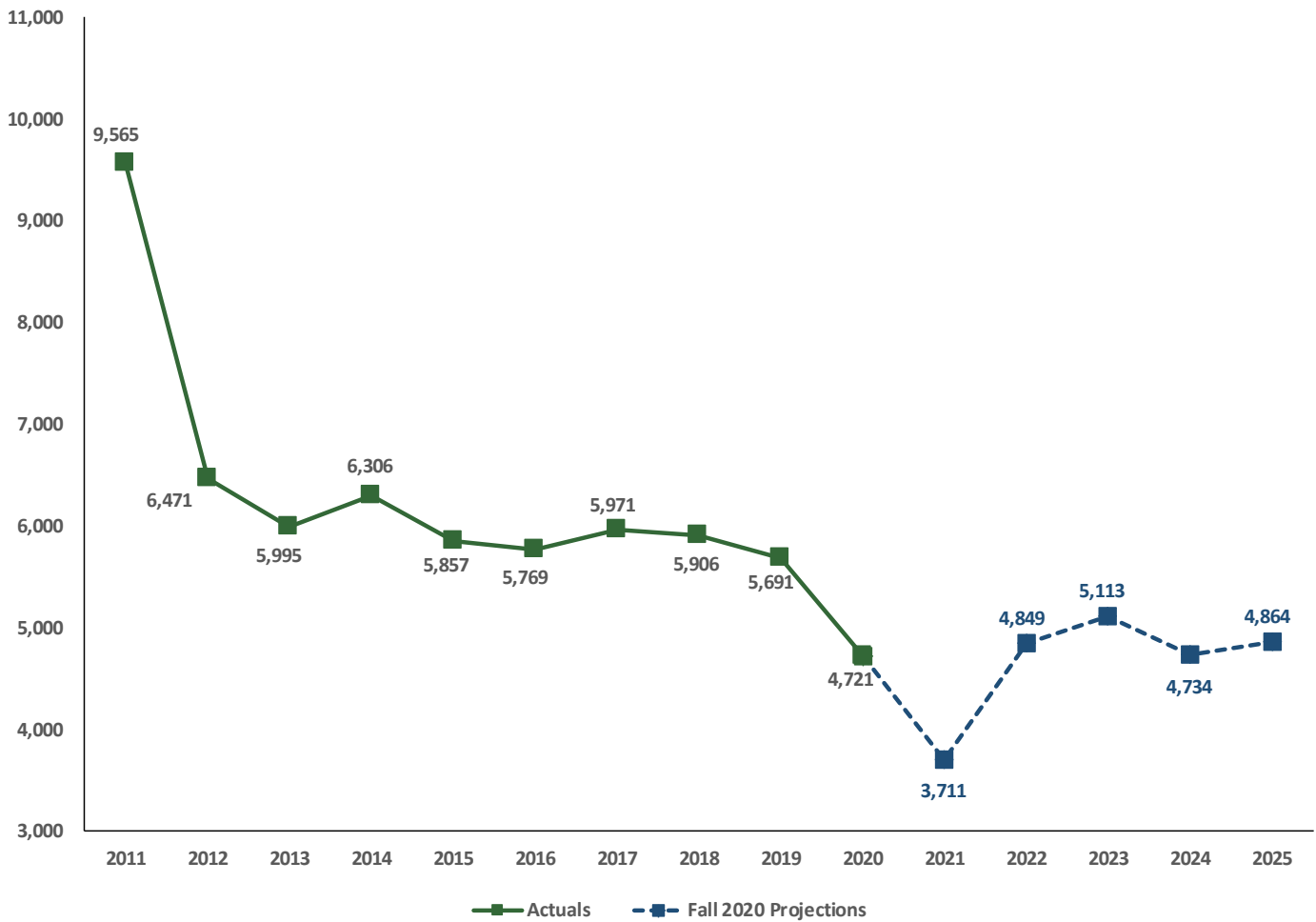


The female institution population decreased 37.3 percent between June 30, 2011 and June 30, 2013 (9,565 to 5,995 inmates; see Table 1 and Figure 3), which was a larger percent decrease than observed in the male population during the same time period. From June 30, 2013 to June 30, 2014, the female population increased by 5.2 percent (5,995 to 6,306 inmates). Similar to the male population, this was a reversal of several years of reduction, and it was a larger percent increase than observed in the male population. The female institution population decreased in the two subsequent years following the implementation of Proposition 47. CDCR observed a 7.1 percent decrease (449 inmates) in the female population to 5,857 inmates on June 30, 2015 and another 1.5 percent decrease (88 inmates) to 5,769 inmates on June 30, 2016. The female population increased by 3.5 percent (202 inmates) to 5,971 inmates on June 30, 2017. Following the introduction of Proposition 57, the female population experienced a decrease of 1.1 percent (65 inmates) to 5,906 inmates on June 30, 2018, followed by a 3.6 percent decrease (215 inmates) to 5,691 inmates on June 30, 2019.

On June 30, 2020, the female population decreased by 17.0 percent to 4,721. The female population is expected to decrease in June 2021, followed by increases from June 2022 to June 2023 and then decline to 4,864 inmates on June 30, 2025, a net five-year increase of 3.0 percent or 143 inmates (see Table 1 and Figure 3).

Quarterly projections of the institution population by gender for FY 2020-21 and FY 2021-22 are available in Appendix D, Tables 15 and 16.

Figure 3. Female Population Trends and Projections, June 30, 2011 through June 30, 2025



2.3 Comparison of Spring 2020 and Fall 2020 Total Institution Population Projections

On June 30, 2020, the total institution population was 113,403, 7.9 percent lower than expected in the Spring 2020 Projections. The Fall 2020 Projections predict a total institution population of 92,991 inmates on June 30, 2021, which is 23.7 percent or 28,805 inmates lower than the Spring 2020 Projections (see Table 2). After that, the two projections show variations up to 16.2 percent throughout the projections cycle.

The difference between the two projections is due to lower court commitments in Fall 2020 than projected in Spring 2020 and other new changes that were not included in the Spring 2020 Projections. The Fall 2020 Projections assume court commitments will remain at reduced levels for a time, then gradually resume to pre-pandemic levels by the end of 2021. As court commitments resume, the institution population will see an increase, though not to the level it had been pre-COVID-19.

Table 2. Comparison of Spring 2020 and Fall 2020 Total Institution Population Projections

June 30	Spring 2020	Fall 2020	Difference	Percent Difference
2020	123,133	*113,403	-9,730	-7.9%
2021	121,796	92,991	-28,805	-23.7%
2022	119,421	100,096	-19,325	-16.2%
2023	117,589	107,579	-10,010	-8.5%
2024	116,362	104,449	-11,913	-10.2%
2025	N/A	100,798	N/A	N/A

*Actual Population

2.3.1 Comparison of Spring 2020 and Fall 2020 Total Institution Population Projections by Gender

As shown in Table 3, the difference in the male institution population between the Fall 2020 Projections and the Spring 2020 Projections reveals a smaller population. The male institution population is projected to reach 95,934 on June 30, 2025 (see Table 3).

The female institution population in the Fall 2020 Projections is lower throughout the projections cycle when compared to the Spring 2020 Projections. However, the Spring 2020 and Fall 2020 projections are similar for 2023. The female institution population is projected to reach 4,864 by June 30, 2025 (see Table 3).

Table 3. Comparison of Spring 2020 and Fall 2020 Total Institution Population Projections by Gender

June 30	Male				Female			
	Spring 2020	Fall 2020	Difference	Percent Difference	Spring 2020	Fall 2020	Difference	Percent Difference
2020	117,712	*108,682	-9,030	-7.7%	5,421	*4,721	-700	-12.9%
2021	116,510	89,280	-27,230	-23.4%	5,286	3,711	-1,575	-29.8%
2022	114,216	95,247	-18,969	-16.6%	5,205	4,849	-356	-6.8%
2023	112,470	102,466	-10,004	-8.9%	5,119	5,113	-6	-0.1%
2024	111,283	99,715	-11,568	-10.4%	5,079	4,734	-345	-6.8%
2025	N/A	95,934	N/A	N/A	N/A	4,864	N/A	N/A

*Actual Population

3 Court Commitments

The number of felon court commitments¹⁰ decreased 32.7 percent from FY 2010-11 and FY 2013-14 (57,747 to 38,853 commitments; see Table 4 and Figure 4). The largest single-year percent decrease of 32.5 percent occurred in FY 2011-12 (57,747 to 39,001 commitments), following the implementation of 2011 Realignment legislation. After two consecutive years of decrease between FY 2010-11 and FY 2012-13, court commitments experienced a 7.9 percent increase (2,856 commitments) in FY 2013-14 (35,997 to 38,853 commitments). Total court commitments then decreased 8.5 percent in FY 2014-15 (38,853 to 35,547 commitments), primarily due to the passage of Proposition 47. Felon court commitments increased by 0.3 percent in FY 2015-16 (35,547 to 35,637 commitments), then by 2.6 percent in FY 2016-17 (35,637 to 36,556 commitments). Following these two years of increases, court commitments decreased 1.0 percent in FY 2017-18 (36,556 to 36,204 commitments) and 3.5 percent in FY 2018-19 to 34,932 commitments, which was the lowest number of commitments received during a fiscal year in decades.

In response to COVID-19, CDCR temporarily halted the intake of court commitments into the state's institutions. Consequently, court commitments decreased sharply for both males and females for FY 2019-20. After a brief reopening and subsequent closing in May 2020, admissions to CDCR resumed at limited levels in August 2020. In November 2020 intake was halted again, and CDCR will continue to assess and adjust the intake of court commitments based on the continuing impacts of COVID-19. Male court commitments decreased 29.2 percent for males (32,293 to 22,852 commitments) and 28.4 percent for females (2,639 to 1,890 commitments). The Fall 2020 Projections assume that court commitments will remain low for several months before increasing to pre-pandemic levels near the end of calendar year 2021. Specifically, felon court commitments to state institution are predicted to decrease by 62.5 percent (15,459 commitments) in FY 2020-21, followed by an increase of 220.3 percent (20,451 commitments) in FY 2021-22 before stabilizing for the remainder of the projection cycle (see Table 4 and Figure 4).¹¹

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

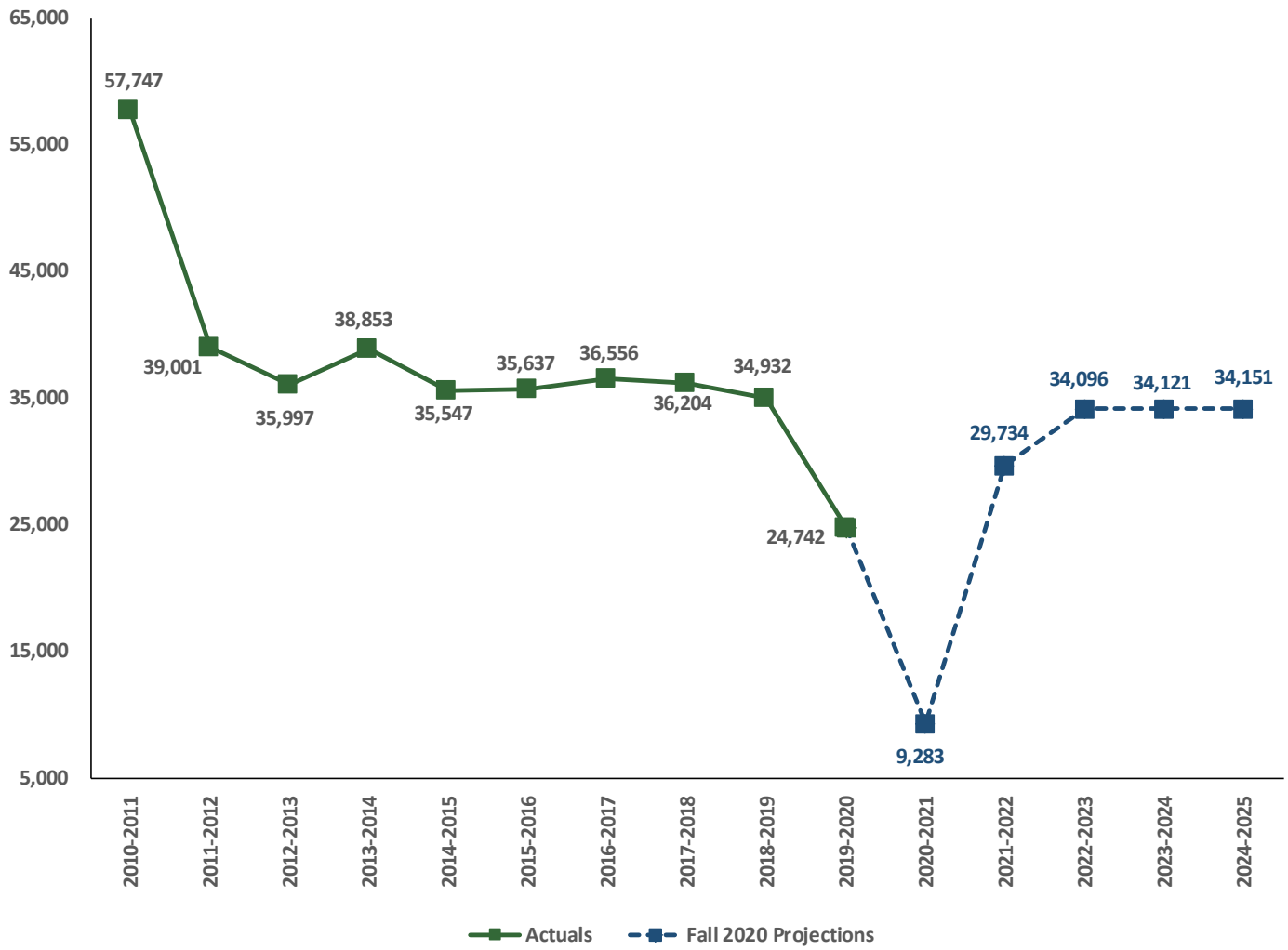
¹⁰ Felon court commitments are a major factor in population growth or decline. Increasing court commitments generally lead to population growth, and decreasing court commitments generally lead to population decline. These general patterns may be counterbalanced by other factors; such as changes in length of stay.

¹¹ The Fall 2020 projections do not incorporate any assumptions about court commitments that are currently unprocessed due to court closures and may create a temporary increase in the future. As additional data become available, future projections may include such an adjustment.

Table 4. Felon Court Commitments and Projections by Gender, Fiscal Years 2010-11 through 2024-25

Fiscal Year	Commitments						Total	Percent Change
	Male	Percent of Total	Percent Change	Female	Percent of Total	Percent Change		
Actual								
2010-11	51,306	88.8%	N/A	6,441	11.2%	N/A	57,747	N/A
2011-12	35,855	91.9%	-30.1%	3,146	8.1%	-51.2%	39,001	-32.5%
2012-13	33,660	93.5%	-6.1%	2,337	6.5%	-25.7%	35,997	-7.7%
2013-14	36,085	92.9%	7.2%	2,768	7.1%	18.4%	38,853	7.9%
2014-15	33,080	93.1%	-8.3%	2,467	6.9%	-10.9%	35,547	-8.5%
2015-16	33,263	93.3%	0.6%	2,374	6.7%	-3.8%	35,637	0.3%
2016-17	33,958	92.9%	2.1%	2,598	7.1%	9.4%	36,556	2.6%
2017-18	33,526	92.6%	-1.3%	2,678	7.4%	3.1%	36,204	-1.0%
2018-19	32,293	92.4%	-3.7%	2,639	7.6%	-1.5%	34,932	-3.5%
2019-20	22,852	92.4%	-29.2%	1,890	7.6%	-28.4%	24,742	-29.2%
Projected								
2020-21	8,835	95.2%	-61.3%	448	4.8%	-76.3%	9,283	-62.5%
2021-22	27,415	92.2%	210.3%	2,319	7.8%	417.6%	29,734	220.3%
2022-23	31,445	92.2%	14.7%	2,651	7.8%	14.3%	34,096	14.7%
2023-24	31,435	92.1%	0.0%	2,686	7.9%	1.3%	34,121	0.1%
2024-25	31,425	92.0%	0.0%	2,726	8.0%	1.5%	34,151	0.1%

Figure 4. Felon Court Commitments and Projections, Fiscal Years 2010-11 through 2024-25

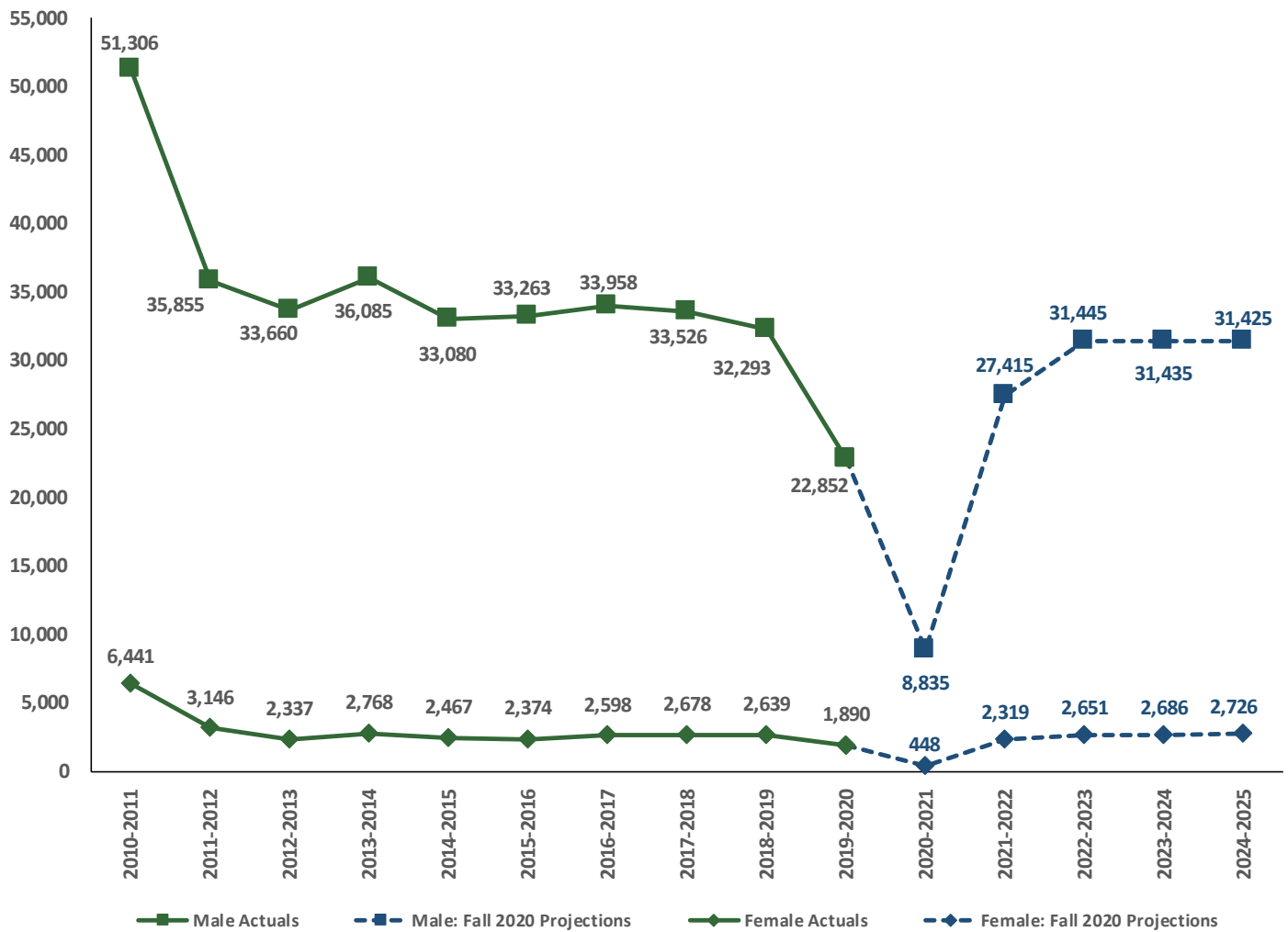


3.1 Felon Court Commitment Trends and Projections by Gender

CDCR observed a 29.2 percent decrease (9,441 commitments) during FY 2019-20 in male felon court commitments compared to the preceding fiscal year. Male felon court commitments are projected to decrease by 61.3 percent in FY 2020-21. This is projected to be followed by a 210.3 percent increase in FY 2021-22 (see Table 4 and Figure 5).

The Fall 2020 Projections predict female court commitments will decrease by 76.3 percent in FY 2020- 21. After this initial decrease, female court commitments are projected to increase each year of the projections cycle, which is similar to the male court commitments with the exception of FY 2023-24 and FY 2024-25 (see Table 4 and Figure 5).

Figure 5. Felon Court Commitment Trends and Projections by Gender, Fiscal Years 2010-11 through 2024-25

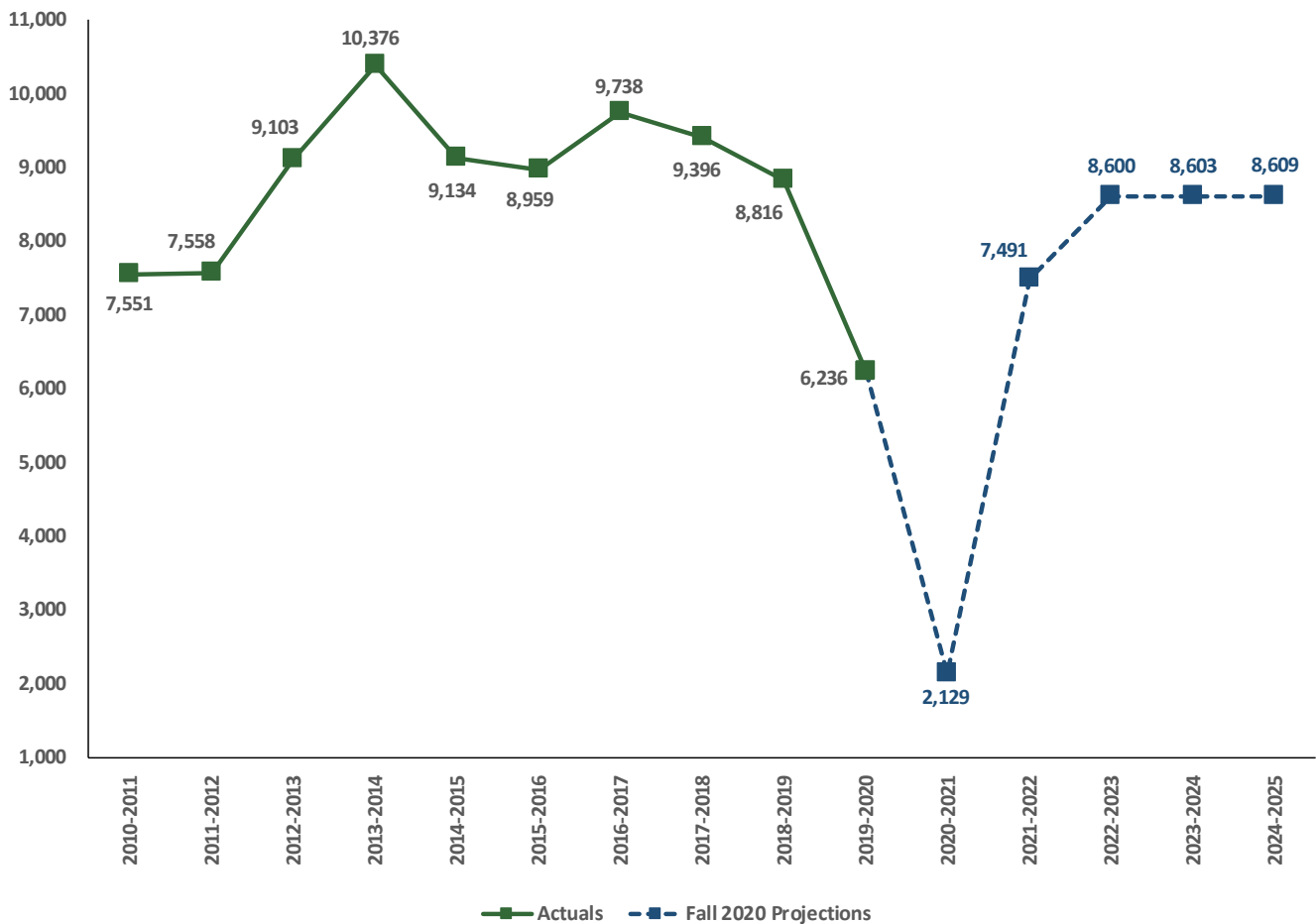


3.2 Felon Second Strike Court Commitment Trends and Projections

The number of felon Second Strike court commitments increased 20.6 percent from FY 2010-11 to FY 2012-13 (7,551 to 9,103 Second Strike commitments; see Figure 6). During the two years after the implementation of the 2011 Realignment legislation, Second Strike court commitments increased to an all-time high, reaching 10,376 in FY 2013-14. However, following the passage of Proposition 47, Second Strike commitments decreased 13.7 percent down to 8,959 commitments in FY 2015-16. Following these two years of decrease, Second Strike commitments increased 8.7 percent (8,959 to 9,738 commitments) from FY 2015-16 to FY 2016-17, which was a larger percentage increase than observed in total court commitments. Similar to total felon court commitments, Second Strike court commitments decreased 3.5 percent (342 commitments) from FY 2016-17 to FY 2017-18 and 6.2 percent (580 commitments) from FY 2017-18 to FY 2018-19.

For FY 2019-20, Second Strike court commitments decreased 29.3 percent to 6,236. Following the overall trend of total felon court commitments, the Fall 2020 Projections predict a steep decrease for FY 2020-21 down to 2,129 followed by increases over the projections cycle to 8,609 in FY 2024-25.

Figure 6. Actual and Projected Second Strike Court Commitments, Fiscal Years 2010-11 through 2024-25



4 Male Inmate Placement Needs

Table 5 presents the Fall 2020 male institution population by housing level, based on historical trends. CDCR’s Reception Center population was 4,250 inmates on June 30, 2020, a decrease from historical levels, which was driven by the halt of intake to CDCR from county jails. CDCR predicts Reception Center needs will initially decrease in June 2021 and then increase to remain relatively stable in subsequent years, increasing to 7,808 inmates by June 30, 2025, which is also a lower than historical level and reflects the change starting in September 2020 to reduce the time spent in Reception Centers.¹²

Of inmates requiring housing in Security Levels I through IV, CDCR predicts a decrease from historical levels throughout the projection cycle due to the continuing impact of Proposition 57 and the recent policy changes and actions made in response to COVID-19, however, the full impact in the later years will require further study as more information becomes available. Level II inmates are expected to encompass the largest proportion of the male population, while Level I inmates are expected to represent the smallest proportion throughout the projections cycle.

Identifying and understanding the full effect of COVID-19 and other recent policy changes on CDCR’s populations by housing level may take some time. Due to the extraordinary circumstances that may potentially impact the Fall 2020 projections, the authors of this report suggest using extreme caution when interpreting these projections. The projections are likely to be refined as we obtain further information and will be reevaluated in Spring 2021.

Quarterly housing level projections through June 30, 2022, and annual housing level projections through June 30, 2025 are available in Appendix D, Tables 17 and 18.

Table 5. Male Institution Population Projections by Housing Level, June 30, 2020 through June 30, 2025

June 30	Security Level							Total Male
	Reception Center	Level I	Level II	Level III	Level IV	PHU	SHU	
2020 (Actual)	4,250	11,941	45,706	19,821	26,118	6	840	108,682
2021	3,906	10,146	38,209	15,267	20,926	6	820	89,280
2022	7,716	11,659	38,540	15,399	21,107	6	820	95,247
2023	7,749	12,543	41,777	16,692	22,879	6	820	102,466
2024	7,870	12,200	40,478	16,173	22,168	6	820	99,715
2025	7,808	11,712	38,819	15,510	21,259	6	820	95,934

¹² More information on this change is available in Appendix B.

5 Parole Population

5.1 Active Parole Population Trends and Projections

The population of active parolees supervised in California decreased by 51.0 percent between 2011 and 2014 (90,813 to 44,499 parolees; see Table 6 and Figure 7). The largest single-year percent decrease of 26.1 percent occurred between June 30, 2012 and June 30, 2013 (69,435 to 51,300 parolees) and coincided with the implementation of 2011 Realignment legislation. Following four years of decline, the parole population increased 2.2 percent from June 30, 2014 to June 30, 2015 (44,499 to 45,473 parolees). This change was driven by the effects of Proposition 47, which resulted in approximately 4,700 offenders being resentenced and released from the institution. Most resentenced offenders subsequently served a one-year parole period.¹³ A short-term 3.6 percent decrease (1,659 parolees) was observed between June 30, 2015 and June 30, 2016 (45,473 to 43,814 parolees) as Proposition 47 parolees were discharged from parole.

The active parole population grew by 3.3 percent from June 30, 2016 to June 30, 2017 (43,814 to 45,261 parolees). This was followed by a 4.7 percent increase from June 30, 2017 to June 30, 2018 (45,261 parolees to 47,370 parolees), and a 7.3 percent increase from June 30, 2018 to June 30, 2019 (47,370 parolees to 50,822 parolees). From June 30, 2019 to June 30, 2020, the population increased 5.1 percent (50,822 parolees to 53,427 parolees). In more recent years, the parole population saw increases related to a growing number of parolees who served life institution terms and were consequently expected to serve long lengths of stay on parole, as well as an increased number of releases from the institutions due to the impacts of Proposition 57 and other recent policy changes.

CDCR projects the active parole population will experience a decrease of 8.3 percent (4,424 parolees) from June 30, 2020 to June 30, 2021 (53,427 parolees to 49,003 parolees). The decrease will accelerate as the parole population is expected to decline to 41,914 by June 30, 2022 (a decrease of 14.5 percent) and will further decrease in June 2024 with a slight increase in June 2025. This anticipated decrease is related to the impact of changes to earned discharge and parole cap that started in July 2020. The change allows offenders released to parole on or after July 1, 2020 to serve a maximum two-year parole period as long as they are non-sex registrant determinately sentenced parolees. The cap is three years for those with an indeterminate sentence.

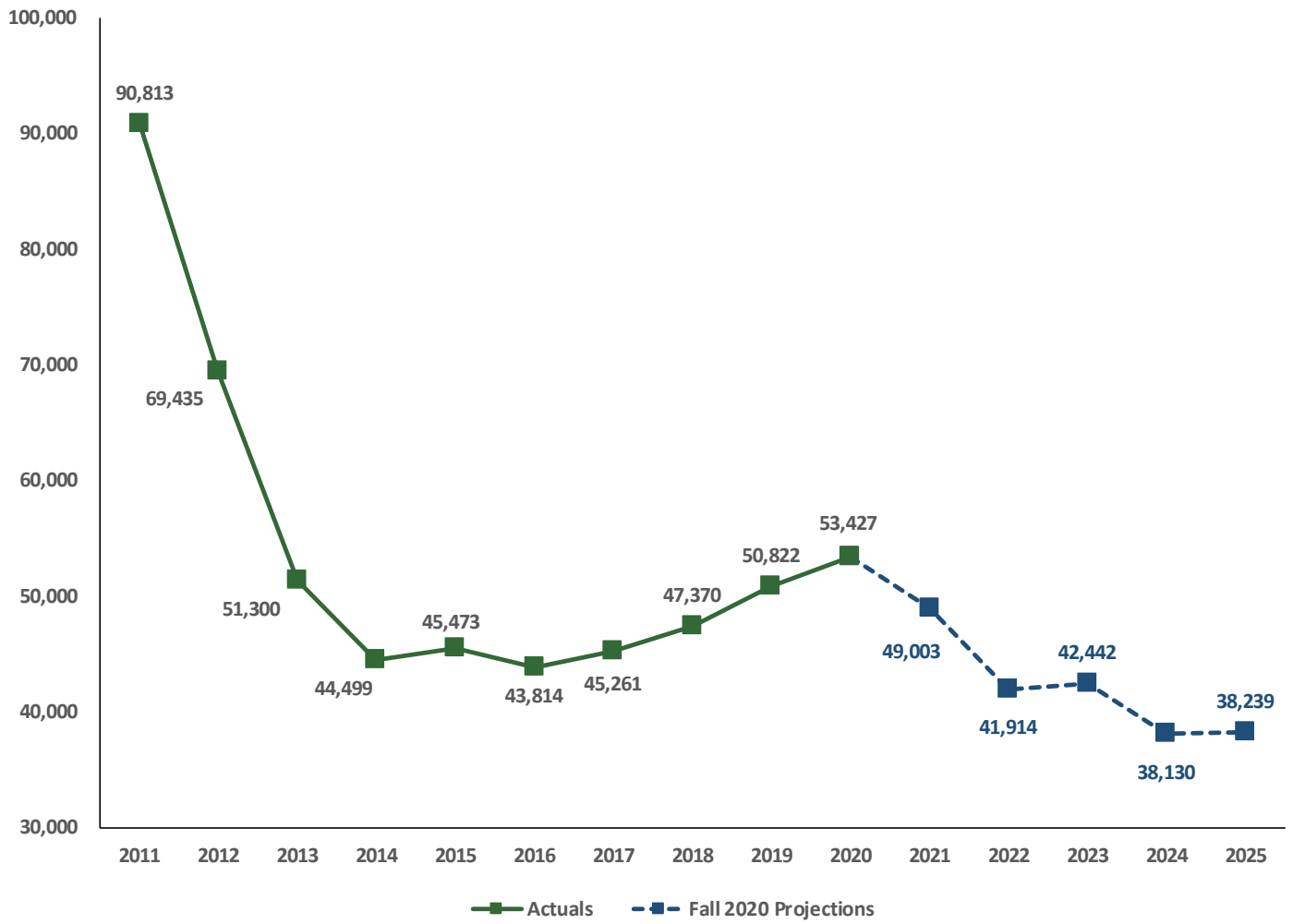
Quarterly projections of the active parole population through June 2022 are available in Appendix D, Tables 19 and 20.

¹³ In addition to the impact of resentencing while in CDCR institution, offenders may also be resentenced while serving time in county jail or under other county-level supervision and subsequently placed on state parole supervision under Proposition 47 (court walkovers).

Table 6. Active Parole Population Supervised in California, June 30, 2011 through June 30, 2025

June 30	Active Parole	Percent Change
Actual		
2011	90,813	N/A
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%
2017	45,261	3.3%
2018	47,370	4.7%
2019	50,822	7.3%
2020	53,427	5.1%
Projected		
2021	49,003	-8.3%
2022	41,914	-14.5%
2023	42,442	1.3%
2024	38,130	-10.2%
2025	38,239	0.3%

Figure 7. Active Parole Population Trends and Projections, June 30, 2011 through June 30, 2025



5.2 Comparison of Spring 2020 and Fall 2020 Active Parole Population Projections

On June 30, 2020, the parole population was 53,427 parolees, 3.6 percent higher than expected in the Spring 2020 projections. The Fall 2020 parole projections range from 5.7 to 28.0 percent lower than the Spring 2020 Projections (see Table 7).

The anticipated difference is related to the impact of changes to earned discharge and parole cap that started in July 2020. The change allows offenders released to parole on or after July 1, 2020 to serve a maximum two-year parole period as long as they are non-sex registrant determinately sentenced parolees. The cap is three years for those with an indeterminate sentence.

Table 7. Comparison of Spring 2020 and Fall 2020 Active Parole Population Projections

June 30	Spring 2020	Fall 2020	Difference	Percent Difference
2020	51,553	*53,427	1,874	3.6%
2021	51,991	49,003	-2,988	-5.7%
2022	52,230	41,914	-10,316	-19.8%
2023	52,741	42,442	-10,299	-19.5%
2024	52,957	38,130	-14,827	-28.0%
2025	N/A	38,239	N/A	N/A

*Actual Population

6 Juvenile Population Projections

Between June 2011 and June 2018, the total juvenile population decreased 48.9 percent, from a June average daily population (ADP) of 1,238 to 633 youth (see Table 8). The total juvenile population increased from June 2018 to June 2019 by 13.3 percent (84 youth). Male youth consistently make up the majority of the juvenile population. Specifically, the male juvenile June ADP decreased 49.2 percent from 1,196 to 608 youth from 2011 to 2018 then increased by 13.3 percent (81 youth) from 2018 to 2019. In 2020, the male population increased by 6.8 percent to 736 youth compared to 689 in 2019. The female juvenile June ADP decreased 40.1 percent from 42 to 25 youth from 2011 to 2018 then increased by 12.0 percent (3 youth) from 2018 to 2019. In 2020, the female population increased by 7.1 percent to 30 youth in 2020 compared to 28 youth in 2019.

CDCR predicts the total juvenile June ADP will experience an 8.9 percent (68 youth) increase to reach 834 youth by June 2021, and then decrease 29.4 percent to reach 589 youth by June 2022. The projected growth in the juvenile population is a result of the continuing impact of Proposition 57. Additionally, the projected decline in 2022 reflects anticipated changes as the Division of Juvenile Justice is realigned to local systems. As a result of the change, commitments to DJJ will end July 31, 2021, and youth received at DJJ through that point will remain there to finish their terms. More information about this change is included in Appendix B.

Table 8. Juvenile Average Daily Population and Projected Average Daily Population, June 2011 through June 2022

June	Male	Female	Total
Actual			
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
2017	613	21	634
2018	608	25	633
2019	689	28	717
2020	736	30	766
Projected			
2021	806	28	834
2022	565	24	589

Appendix A – Methodology, Technical Notes, and Limitations

Methodology and Technical Notes

Most corrections population experts agree that projections beyond two- to three-year time horizons are difficult to model with precision.¹⁴ Due to the need to prepare longer-term projections for planning purposes, this report presents up to five years of projections for some populations. CDCR's Office of Research uses the most current data available to produce its population projections. Routine database updates may cause some reported values to differ from previously reported values.

The adult population projections were developed using historical trend data and a simulation model that projects individual offender movements for the population in custody at the start of the projections and projected future court commitments. The model forecasts anticipated changes in housing levels over the incarceration period and releases from the institution to parole or county post release community supervision. The timing of the projected actions is based on trend data entered into the model.

Juvenile population projections were developed using historical trend data and time series forecasting techniques. Juvenile forecasts were constructed based on weekly average daily populations of all juvenile facilities and juvenile offenders who are the responsibility of DJJ but not physically housed in a DJJ facility. The juvenile population, however, does not include juveniles housed in adult institutions or juveniles under county supervision in accordance with Assembly Bill (AB) 1628.¹⁵

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 sufficient data became available at that point to conduct robust analyses of the predictive power of pre-Realignment compared to post-Realignment data. 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.

Additionally, beginning with the Fall 2015 Projections, CDCR utilized offender 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

¹⁴ See *Limitations* below.

¹⁵ More information on AB 1628 is available in Appendix B.

the cut points for determining housing placements.¹⁶ As inmates were rescored under the new classification structure, there was a data entry lag for some offender information into the legacy Inmate Classification Scoring System. The SOMS data provide a more complete and accurate account of current offender placement needs.

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

The California population data used to calculate the commitment rates to an institution are based on demographic data obtained from the California Department of Finance.¹⁷ 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.

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 full impact of COVID-19 and recent policy changes on CDCR's populations are still developing, and due to the extraordinary circumstances surrounding the Fall 2020 projections, the authors of this report suggest using extreme caution when interpreting these projection results.

¹⁶ A summary of the findings by the related study is available at: <https://www.cdcr.ca.gov/news/2012/03/09/new-study-makes-recommendations-for-cdcrs-inmate-classification-score-system>

¹⁷ State of California, Department of Finance, Report P-3: State and County Population Projections by Race/Ethnicity, Detailed Age, and Gender, 2010-2060, Sacramento, California, January 2020.

Appendix B – Significant Chaptered Legislation, Initiatives, and Policy Changes¹⁸

Adults

Legislation

Chapter 590, Statutes of 2019, [Senate Bill (SB) SB 136]

Signed by Governor and chaptered on October 8, 2019. Removed from law a one-year enhancement for prior non-violent institution terms. *The estimated impact of this legislation is factored into the Population Projections with an assumed effective date of January 1, 2020.*

Chapter 577, Statutes of 2019, [Assembly Bill (AB) 965]

Signed by Governor and chaptered on October 8, 2019. Allows Educational Merit Credits to be applied to an offender's Youth Eligibility Parole Date. *The estimated impact of this legislation is factored into the Population Projections with an assumed effective date of January 1, 2020.*

Chapter 471, Statutes of 2015, (SB 261)

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

Initiatives

Proposition 57 – Public Safety and Rehabilitation Act of 2016.

The proposition 1) increased the number of non-violent offenders eligible for parole consideration and allowed parole consideration after serving the full term of the sentence for their primary offense; 2) authorized CDCR to award sentence credits for rehabilitation, good behavior, or educational achievements; and 3) provided juvenile court judges authority to decide whether juveniles age 14 and older should be sentenced as adults for specified offenses. *This proposition was passed into law on November 8, 2016, and is factored into the Population Projections.*

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

Required misdemeanor instead of felony sentence for certain drug possession offenses. Required misdemeanor instead of felony sentence for the following crimes when amount involved is \$950 or less:

¹⁸ Information about Significant Legislation, Initiatives, and Policy Changes implemented prior to 2014 may be found in earlier population projections reports available at <https://www.cdcr.ca.gov/research/population-reports>.

petty theft, receiving stolen property, and forging/writing bad checks. Allowed felony sentence for these offenses if a person has had previous conviction for crimes such as rape, murder, or child molestation or is a registered sex offender. Required resentencing for persons serving felony sentences for these offenses unless court finds unreasonable public safety risk.

The proposition resulted in fewer commitments to state institution from court. The Proposition 47-related decreases in the institution population includes the effect of resentencing avoided court commitments. The impact of avoided court commitments is assumed to continue indefinitely. *This proposition was passed into law on November 4, 2014, and is factored into the Population Projections.*

Policy Changes

Change in Credit Earning for Violent Offenders and Non-Violent Second Strikers in Minimum Custody

The projections assume CDCR will implement changes to good conduct credits with a planned effective date of January 2021. Specifically, the projections assume violent offenders' credit earning rates will increase from 20 percent to 33.3 percent. For non-violent second strikers, the projections assume credit earning rates will increase from 33.3 percent to 50 percent for those in minimum custody. These changes will advance the offender's release dates and provide greater incentives for offenders to engage in good conduct. The policy will result in a decrease in the institution population.

The estimated impact of is factored into the Population Projections with an assumed effective date of January 1, 2021.

Reduced Time in Reception Center

Effective September 2020, CDCR implemented changes to the Reception Center process that may shorten the time in the Reception Center from historical levels of 90 to 120 days to 30 days. However, due to current transfer restrictions in place surrounding the COVID-19 pandemic, the Fall 2020 Projections assume that the Reception Center process may take up to 60 days to complete through calendar year 2021. Shorter time in Reception Centers would result in population decreases in Reception Centers and would allow offenders to begin earning enhanced good conduct credits faster as these credits are not earned while offenders are pending classification in the Reception Center.

The estimated impact of this change is factored into the Population Projections with an assumed effective date of September 1, 2020, and additionally incorporates an assumption that the process may take up to 60 days process through the end of the 2021 calendar year.

Changes to Lengths of Parole Terms and Earned Discharge Process

A change made in the Fiscal Year 2020-21 Budget process¹⁹ allows offenders released to parole on or after July 1, 2020 to serve a maximum two-year parole period as long as they are non-sex registrant determinately sentenced parolees. A three-year cap would apply to parolees who were indeterminately sentenced. Additionally, the changes would require the Division of Adult Parole Operations to review parolees for possible discharge no later than 12 months after release from prison.

Additionally, parolees who started their parole period prior to July 1, 2020 would be reviewed for discharge under an updated discharge review policy.

The estimated impact of this change is factored into the Population Projections with an assumed effective date of July 1, 2020.

Actions to Reduce Population and Maximize Space in response to COVID-19:

- CDCR expedited the release of incarcerated persons serving a sentence for non-violent offenses, who do not have to register as a sex offender and had 60 days or less to serve in April 2020.
- In July 2020 CDCR announced an additional series of release actions in an effort to further decompress the population to maximize space for physical distancing, and isolation/quarantine efforts.²⁰
- CDCR implemented a one-time Positive Programming Credit that provided 12 weeks of credit to eligible offenders as of July 9, 2020, who did not have any serious rule violations between March 1 and July 5, 2020.²¹

The impacts of these actions are factored into the Population Projections.

Supplemental Reforms to Credit Earning

Implemented to enhance the credits made available under Proposition 57. These policy changes became operationally effective in May 2019.

- Rehabilitative Achievement Credit: Prospectively increased credit earning from 7 days to 10 days per 52 hours of participation, up to maximum of 40 days of credit per year.

¹⁹ Reflected in statutory changes Chapter 29, Statutes of 2020, (SB 118).

²⁰ More information about expedited releases is available at <https://www.cdcr.ca.gov/covid19/frequently-asked-questions-expedited-releases/>.

²¹ More information about Positive Programming Credits is available at <https://www.cdcr.ca.gov/covid19/memo-positive-programming-credits/>.

- Educational Merit Credit: Increased credit earning from 90 days to 180 days for General Equivalency Diplomas (GED), High School Diploma, or equivalent.
- Changes to 60-day release restriction for certain offenders unless otherwise required by statute.

Parole Determination Process for Indeterminately-sentenced Non-violent Offenders

Created a process for certain indeterminately-sentenced non-violent offenders to be reviewed for parole consideration by BPH after serving the full term of their primary offense effective January 2019.

Automatic Restoration of Forfeited Credits

Effective on April 3, 2019, California Code of Regulations, Title 15, section 3329.5 allows for Good Conduct Credits forfeited by Rules Violation Reports (RVR) to be automatically restored. Previously, offenders were required to apply for restoration once eligible. *This change is expected to result in an increase in restored credits, and a consequent decrease in length of stay for impacted offenders. However, the impact of the change was not able to be quantified and is not included in the population projections.*

Penal Code Section 1170(d) Recall and Resentencing Changes

Changed Penal Code section 1170(d) authorizing the resentencing of an offender to a lesser sentence under certain circumstances. *These changes were made as part of the FY 2018-19 Budget.*

Court-ordered Measures Subsequently Enacted with the Implementation of Proposition 57

CDCR implemented the following policies and programs subsequently enacted with the implementation of Proposition 57. *The impact is assumed to continue indefinitely and is factored into the Population Projections.*

- Credit-earning change for specific offenders: Prospectively increased credit earning for non-violent, non-sex-registrant Second Strike offenders from 20 percent to 33.3 percent, and allowed these offenders to earn milestone credits for rehabilitative programs. *This policy became operationally effective in February 2014.* Prospectively increased credit earning for all offenders designated Minimum Custody who were 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.*
- Parole determination process for certain Second-Strike offenders: Created a process for certain non-violent, non-sex-registrant Second Strike offenders to be reviewed for parole consideration by BPH once 50 percent of their sentence has been served. *This policy became effective by court order on January 1, 2015.*

Utilization of Administrative Determinants and Increased Access to Rehabilitative Programs

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

Effective in June 2015, the regulations provided for shorter segregated housing unit stays based on offender behavior and reduced the number of offenses that may result in Security Housing Unit (SHU) terms. *The projections incorporate the effects of the Ashker settlement, which outlined a process for ending indeterminate SHU terms.*

Juveniles

Legislation

Chapter 337, Statutes of 2020, (SB 823)

The legislation will realign the Division of Juvenile Justice to local systems. As a result of the changes, commitments to DJJ will end July 31, 2021; and youth received at DJJ through that point will remain there to finish their terms. *This change is factored into the Population Projections.*

Initiatives

Proposition 57 – Public Safety and Rehabilitation Act of 2016.

Provided juvenile court judges authority to decide whether juveniles age 14 and older should be sentenced as adults for specified offenses. *This proposition was passed into law on November 8, 2016, and is factored into the Population Projections.*

Appendix C – Glossary of Terms²²

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

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): 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: Youth sentenced to adult institution 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: Youth committed to adult institution 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 institution by the court.

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 offenders 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.

²² Some terms may not be used in this report.

PAROLE: After the institution 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 institution to supervision in the community by CDCR, as defined in Penal Code section 3000.08.

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.

POST RELEASE COMMUNITY SUPERVISION (PRCS): Felons released from confinement in state institution who do not meet the criteria for state parole supervision are released to PRCS for community supervision at the local level.

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

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 institution.

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

SERIOUS/VIOLENT: 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 Projections Tables 9 to 20

Tables 9 through 14 display actual and projected court commitments as rates relative to the California state population ages 18 to 49, for the total population and by gender. Actual rates are displayed for Fiscal Years (FY) 2010-11 through 2019-20 and projected rates are displayed for FY 2020-21 through 2024-25.

Table 9. Actual Felon Court Commitments, Fiscal Years 2010-11 through 2019-20

Fiscal Year	Felon Court Commitments	State Population Ages 18-49 (in Thousands)*	Commitment Rate
2010-11	57,747	17,183	336.1
2011-12	39,001	17,259	226.0
2012-13	35,997	17,322	207.8
2013-14	38,853	17,365	223.7
2014-15	35,547	17,403	204.3
2015-16	35,637	17,433	204.4
2016-17	36,556	17,478	209.2
2017-18	36,204	17,525	206.6
2018-19	34,932	17,525	199.3
2019-20	24,742	17,486	141.5

Table 10. Actual Male Felon Court Commitments, Fiscal Years 2010-11 through 2019-20

Fiscal Year	Felon Court Commitments	State Population Ages 18-49 (in Thousands)*	Commitment Rate
2010-11	51,306	8,744	586.8
2011-12	35,855	8,790	407.9
2012-13	33,660	8,829	381.3
2013-14	36,085	8,855	407.5
2014-15	33,080	8,878	372.6
2015-16	33,263	8,892	374.1
2016-17	33,958	8,914	381.0
2017-18	33,526	8,936	375.2
2018-19	32,293	8,935	361.4
2019-20	22,852	8,916	256.3

**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 2010-11 through 2019-20

Fiscal Year	Felon Court Commitments	State Population Ages 18-49 (in Thousands)*	Commitment Rate
2010-11	6,441	8,439	76.3
2011-12	3,146	8,469	37.1
2012-13	2,337	8,493	27.5
2013-14	2,768	8,510	32.5
2014-15	2,467	8,526	28.9
2015-16	2,374	8,541	27.8
2016-17	2,598	8,565	30.3
2017-18	2,678	8,589	31.2
2018-19	2,639	8,590	30.7
2019-20	1,890	8,570	22.1

Table 12. Fall 2020 Projected Felon Institution Court Commitments, Fiscal Years 2020-21 through 2024-25

Fiscal Year	Felon Court Commitments	State Population Ages 18-49 (in Thousands)*	Commitment Rate
2020-21	9,283	17,463	53.2
2021-22	29,734	17,486	170.0
2022-23	34,096	17,548	194.3
2023-24	34,121	17,639	193.4
2024-25	34,151	17,749	192.4

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

Table 13. Fall 2020 Projected Male Felon Institution Court Commitments, Fiscal Years 2020-21 through 2024-25

Fiscal Year	Felon Court Commitments	State Population Ages 18-49 (in Thousands)*	Commitment Rate
2020-21	8,835	8,907	99.2
2021-22	27,415	8,921	307.3
2022-23	31,445	8,952	351.3
2023-24	31,435	8,998	349.4
2024-25	31,425	9,052	347.2

Table 14. Fall 2020 Projected Female Felon Institution Court Commitments, Fiscal Years 2020-21 through 2024-25

Fiscal Year	Felon Court Commitments	State Population Ages 18-49 (in Thousands)*	Commitment Rate
2020-21	448	8,556	5.2
2021-22	2,319	8,565	27.1
2022-23	2,651	8,596	30.8
2023-24	2,686	8,642	31.1
2024-25	2,726	8,697	31.3

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

Table 15. Institution Population by Quarter and Gender, Fiscal Years 2020-21 through 2021-22

	Actual June 30, 2020	Fiscal Year 2020				Fiscal Year 2021				Fiscal Year 2022			
		Sep 30	Dec 31	Mar 31	Jun 30	Sep 30	Dec 31	Mar 31	Jun 30	Sep 30	Dec 31	Mar 31	Jun 30
Total Male Population	108,682	94,916	93,311	90,964	89,280	89,060	90,579	92,461	95,247				
Total Female Population	4,721	3,702	3,640	3,541	3,711	3,959	4,271	4,577	4,849				
Total Population	113,403	98,618	96,951	94,505	92,991	93,019	94,850	97,038	100,096				

Table 16. Average Daily Institution Population by Quarter and Gender, Fiscal Years 2020-21 through 2021-22

	Fiscal Year 2020-21					Fiscal Year 2021-22				
	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	100,403	94,043	92,516	90,021	94,246	89,047	89,873	91,517	93,795	91,058
Total Female Population	3,979	3,663	3,548	3,628	3,705	3,822	4,111	4,417	4,714	4,266
Total Population	104,382	97,706	96,064	93,649	97,950	92,869	93,984	95,934	98,510	95,324

Table 17. Projected Institution Population by Quarter and Housing Level, Fiscal Years 2020-21 through 2021-22

Fiscal Year	Quarter Ending	Security Level							Male	Female	Total Population
		Reception Center	Level I	Level II	Level III	Level IV	PHU	SHU			
2020-21	Sep 30	3,132	10,915	41,107	16,424	22,512	6	820	94,916	3,702	98,618
	Dec 31	3,132	10,722	40,381	16,135	22,115	6	820	93,311	3,640	96,951
	Mar 31	3,132	10,441	39,320	15,711	21,534	6	820	90,964	3,541	94,505
	Jun 30	3,906	10,146	38,209	15,267	20,926	6	820	89,280	3,711	92,991
2021-22	Sep 30	5,377	9,943	37,444	14,962	20,508	6	820	89,060	3,959	93,019
	Dec 31	6,456	9,996	37,644	15,041	20,616	6	820	90,579	4,271	94,850
	Mar 31	7,461	10,989	37,584	15,017	20,584	6	820	92,461	4,577	97,038
	Jun 30	7,716	11,659	38,540	15,399	21,107	6	820	95,247	4,849	100,096

Table 18. Projected Institution Population by Housing Level, June 30, 2020 through June 30, 2025

June 30	Security Level							Male	Female	Total Population
	Reception Center	Level I	Level II	Level III	Level IV	PHU	SHU			
2020 (Actual)	4,250	11,941	45,706	19,821	26,118	6	840	108,682	4,721	113,403
2021	3,906	10,146	38,209	15,267	20,926	6	820	89,280	3,711	92,991
2022	7,716	11,659	38,540	15,399	21,107	6	820	95,247	4,849	100,096
2023	7,749	12,543	41,777	16,692	22,879	6	820	102,466	5,113	107,579
2024	7,870	12,200	40,478	16,173	22,168	6	820	99,715	4,734	104,449
2025	7,808	11,712	38,819	15,510	21,259	6	820	95,934	4,864	100,798

Table 19. California Active Parole Population by Quarter, Fiscal Years 2020-21 through 2021-22

	Actual	Fiscal Year				Fiscal Year				
		June 30, 2020	2020		2021		2021		2022	
			Sep 30	Dec 31	Mar 31	Jun 30	Sep 30	Dec 31	Mar 31	Jun 30
Total Population	53,427	56,518	53,870	49,978	49,003	48,176	46,378	43,625	41,914	

Table 20. California Average Daily Active Parole Population by Quarter, Fiscal Years 2020-21 through 2021-22

	Fiscal Year 2020-21					Fiscal Year 2021-22				
	First Quarter	Second Quarter	Third Quarter	Fourth Quarter	Fiscal Year Average	First Quarter	Second Quarter	Third Quarter	Fourth Quarter	Fiscal Year Average
Total Population	55,089	55,441	51,918	49,465	52,978	48,597	47,271	44,984	42,731	45,896



California Department of Corrections and Rehabilitation
Division of Correctional Policy Research and Internal Oversight
Office of Research