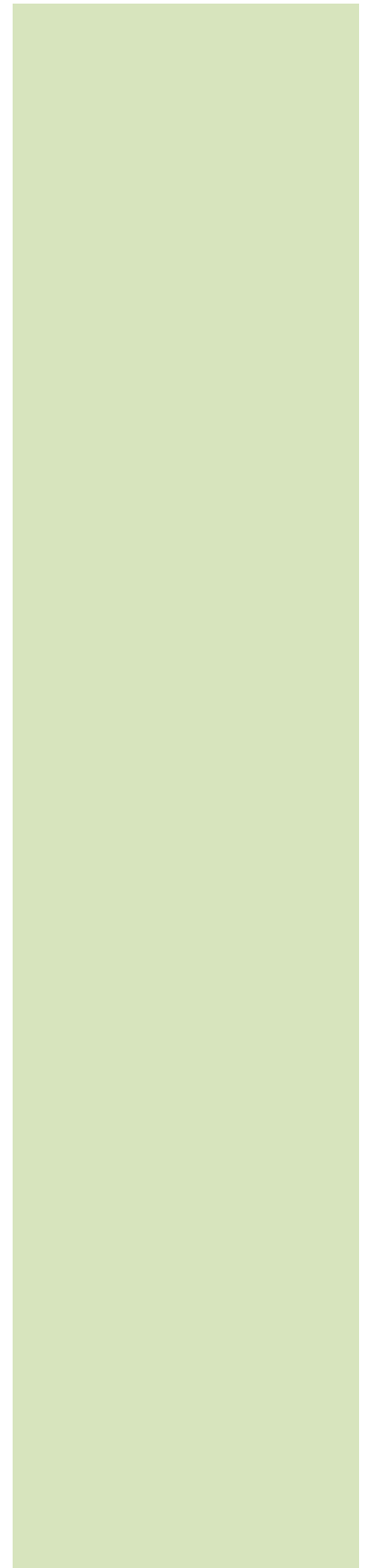




**California Department of Corrections  
And Rehabilitation**

## **Fall 2014 Population Projections**

**Office of Research  
November 2014**



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## Executive Summary

- On June 30, 2015, the adult institution<sup>1</sup> population is projected to be 136,311, a 0.6 percent (827) increase from the actual population on June 30, 2014. This population is expected to increase gradually through June 30, 2016, when it is anticipated to reach 137,523 (a year-over-year increase of .9 percent).
- From June 30, 2013 to June 30, 2014, the adult institution population grew by 1.9 percent, from a population of 132,911 to 135,484. This population increase reversed several years of steep population declines since 2007 and particularly under Realignment. The population was 173,312 on June 30, 2007 and gradually decreased to 162,368 by June 30, 2011. With the implementation of Realignment on October 1, 2011, the population drastically decreased to 135,238 by June 30, 2012 and further decreased to 132,911 on June 30, 2013.
- The 1.9 percent increase in the adult institution population this last year was caused primarily by an increase in prison admissions of second-strike offenders and certain other felony convictions:
  - Total felon court commitments increased 7.9 percent in Fiscal Year (FY) 2013-14 over FY 2012-13 (see p. 9).
  - Second Strike court commitments—a subset of total felon court commitments—increased 14.2 percent in FY 2013-14 over FY 2012-13.
- Like the Spring 2014 adult institution projections, the Fall 2014 adult institution projections show very gradual population growth over the next two fiscal years (2014-15 to 2015-16). The slower rate of growth can be attributed to a change in the credit earning rate for certain Second Strike offenders.
  - As of October 31, 2014, 3,874 non-violent, non-sex registrant Second Strike offenders have earned additional credit and have been released. The additional days of credit earned ranged between 1 day and 106 days (as reported in the Three Judge Court Defendants' Status Reports, April through November 2014).

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<sup>1</sup> Note: For the purposes of this report, adult institution population includes inmates in fire camps and private facilities (in-state and out-of-state), as well as inmates in the 34 institutions covered by the Three-Judge Court Order. The Three-Judge Court order only covers population levels within the 34 adult institutions in California.

## Fall 2014 Population Projections

- The active parole population is projected to be 41,189 on June 30, 2015, a 7.4 percent (3,310) decrease from the actual population on June 30, 2014. This population is expected to continue to decrease through June 30, 2016, when it is anticipated to reach 38,590.
- Like in the Spring 2014 active parole projection, the Fall 2014 parole projection expects the population to decrease over the next two fiscal years (2014-15 to 2015-16), but at a slower rate.
- The total juvenile population is projected to gradually decrease during FY 2014-15, down from 709 on June 30, 2014 to 686 by June 30, 2015. However, the population is projected to increase thereafter reaching 742 by June 30, 2016.
- The projections account for the effect of Proposition 36, which was passed by the voters in November 2012. This proposition revised the three-strikes law to permit resentencing for qualifying third-strike inmates whose third strike was not serious or violent. As of November 2014, approximately 1,924 third-strike inmates have been released (as reported in the Three Judge Court Defendants' November 2014 Status Report).



## Introduction

This report presents the California Department of Corrections and Rehabilitation's (CDCR) Fall 2014 adult and juvenile institution and parole population projections for Fiscal Year (FY) 2014-15 through FY 2015-16. The Fall 2014 projections were developed using historical trend data and time series forecasting techniques. As in the Spring 2014 Population Projections, the Fall 2014 Population Projections were prepared in partnership with the University of California, Irvine (UCI). The CDCR and UCI are currently testing a new model for adult projections. Additional information about this model is available in Appendix A.

The projections forecast short and longer-term effects of existing laws and regulations on the state prison and parole populations. The projections do not include proposed legislation, programs, propositions, or policy changes that have not been signed, affirmed, or implemented as of June 30, 2014 (i.e., Proposition 47 or an upcoming implementation of a 50 percent parole process for non-violent Second Strikers). The projections methodology is described in Appendix A. Information about specific legislation that has been included in these projections is available in Appendix B, and a glossary of terms used in the projections is included in Appendix C. Detailed tables of the projections are included in Appendix E.

Although the CDCR population projections are designed to be as accurate as possible, most corrections population experts agree that projections beyond two to three year time horizons are difficult to model. Therefore, while earlier reports have provided up to six years of forecasted populations, this report presents two fiscal years of predicted data for both the adult and juvenile populations with the exception of male population by housing unit, for which five-years of projections are available (see Appendix D).

### *Changes for Fall 2014*

The definition of "population" considered for the juvenile projections has changed. Past projections were made based on an actual count of juveniles on the last day of the month, and excluded all juveniles who were off-facility but remained the responsibility of the Division of Juvenile Justice. Current projections are based on average daily population of the total population of juveniles under the authority of the Division of Juvenile Justice of CDCR, regardless of where they may reside. See Appendix B for a detailed list of laws and propositions included in the juvenile projections.

Due to changes in the juvenile projections methodology, there are some forecasts that cannot be produced at this time. Time series modeling used to forecast the larger adult populations is not appropriate for use with very small populations, and therefore, forecasts for some juvenile sub-populations are not possible. The CDCR is currently exploring alternative modeling methods with UCI in order to better forecast the juvenile population. See Appendix A for details regarding methodology.

## Adult Population Projections

Table 1: Institution and Active Parole Population, 2005 - 2016

June 30	Institution			Percent Change	Active Parole	
	Female	Male	Total		Total	Percent Change
Actual						
2005	10,856	153,323	164,179		115,371	
2006	11,749	160,812	172,561	5.1%	116,563	1.0%
2007	11,888	161,424	173,312	0.4%	126,330	8.4%
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	152,803	162,368	-2.1%	90,813	-4.2%
2012	6,409	128,829	135,238	-16.7%	69,435	-23.5%
2013	5,919	126,992	132,911	-1.7%	51,300	-26.1%
2014	6,216	129,268	135,484	1.9%	44,499	-13.3%
Projected						
2015	6,180	130,131	136,311	0.6%	41,189	-7.4%
2016	6,144	131,379	137,523	0.9%	38,590	-6.3%

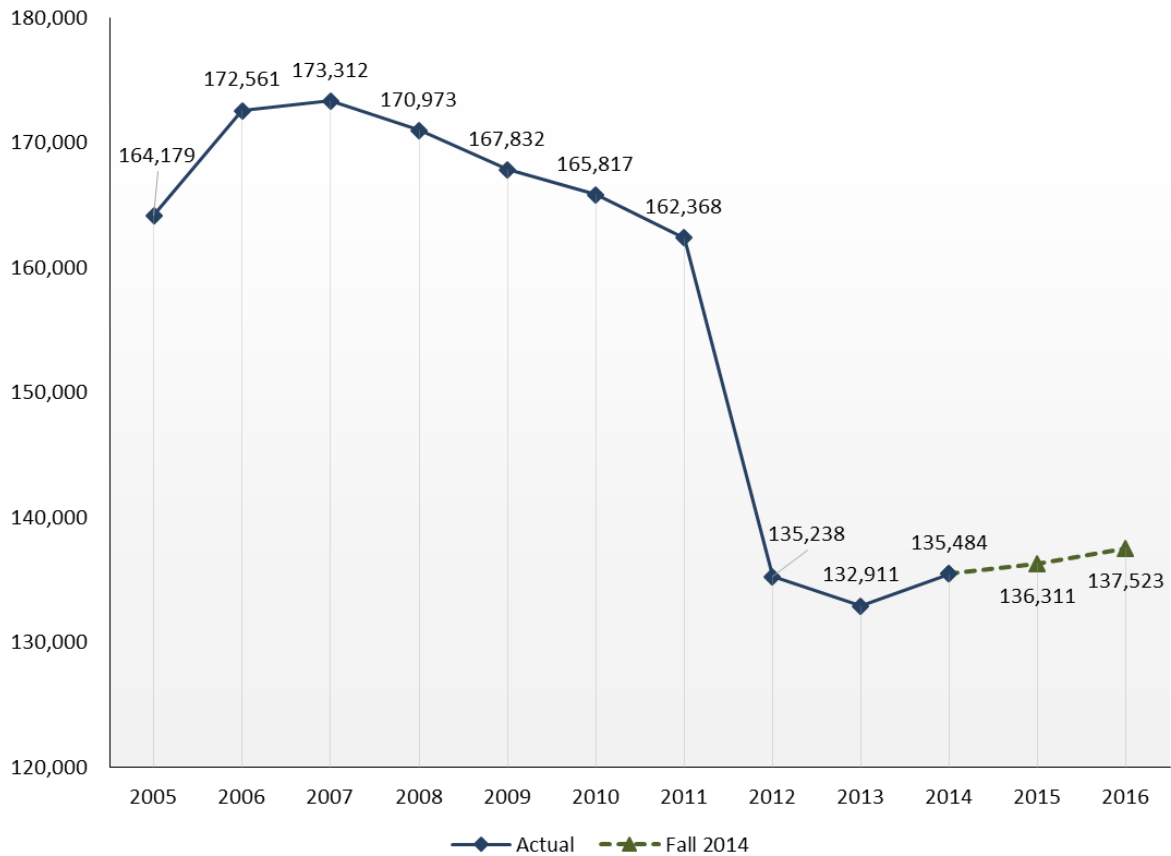
The CDCR predicts an increase in the institution population<sup>2</sup> over the next two fiscal years. From June 30, 2014 to June 30, 2015, the population is predicted to increase by 0.6 percent (827). From June 30, 2015 to June 30, 2016, the population is predicted to increase by 0.9 percent (1,212). Alternatively, CDCR predicts that the active parole population will continue its downward trend with a decline of 7.4 percent (3,310) from June 30, 2014 to June 30, 2015, and a decline of 6.3 percent (2,599) from June 30, 2015 to June 30, 2016 (see Table 1).

### Adult Institution Total Population Trends and Projections

The CDCR total adult institution population increased 5.6 percent from June 30, 2005 to 2007 (164,179 to 173,312, respectively), followed by a 21.8 percent decrease from June 30, 2007 through 2014 (173,312 to 135,484, respectively; see Table 1; Figure 1). The largest annual percent decrease in total population occurred post-Realignment between 2011 and 2012 (16.7 percent).

<sup>2</sup> Note: For the purposes of this report, adult institution population includes inmates in fire camps and private facilities (in-state and out-of-state), as well as inmates in the 34 institutions covered by the Three-Judge Court Order. The Three-Judge Court order only covers population levels in the 34 adult institutions in California.

Figure 1: Total Institution Population Trends and Projections, June 30, 2005 – 2016



Since Realignment, there has been a decrease in the adult institution population of 16.6 percent, down from a pre-Realignment population total of 162,368 in 2011 to a current population of 135,484, a reduction of 26,884 individuals. Although the institution population decreased dramatically across time, the CDCR is currently experiencing a slight increase in the population. From June 30, 2013 to 2014 the population increased 1.9 percent and the upward trend is projected to continue through 2016 (see Figure 1).

### *Adult Institution Population Trends and Projections, by Gender*

The proportion of males within CDCR institutions increased 2.2 percent from June 30, 2005 to 2013 (93.4 percent to 95.5 percent, respectively), followed by a slight drop to 95.4 percent by June 30, 2014. During the same period, the proportion of females decreased from 6.6 percent of the total offender population to 4.5 percent (June 30, 2005 and June 30, 2013, respectively), followed by a slight increase to 4.6 percent by June 30, 2014 (see Table 2; Figures 2 and 3).

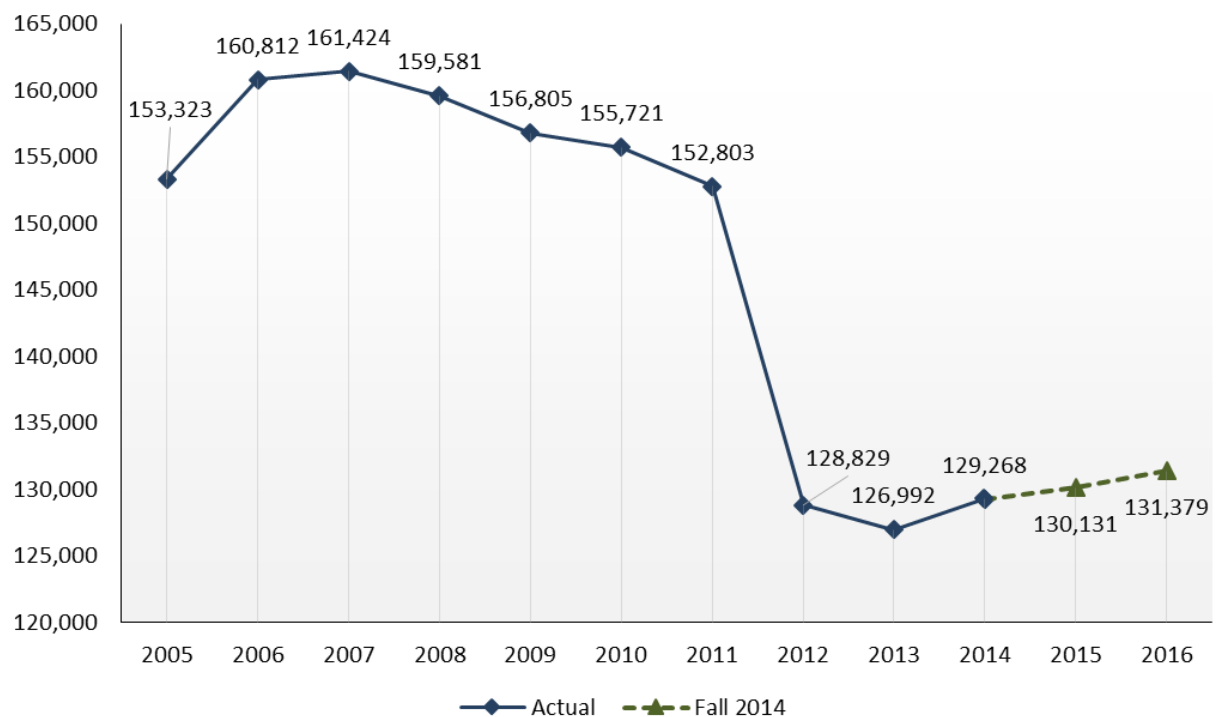
Male population trends resembled the total population trends with a 5.3 percent increase from June 30, 2005 to 2007 (153,323 to 161,424, respectively), followed by a 21.3 percent decrease from June 30, 2007 to 2013 (161,424 to 126,992, respectively). The largest annual decrease for male offenders also occurred post-Realignment from June 30, 2011 to 2012 (15.7 percent) and then a lesser decline of 1.4 percent from June 30, 2012 to 2013 (Table 2; Figure 2). The male population has decreased 15.4 percent since the implementation of Realignment (from 152,803 in 2011, to 129,268 in 2014). From June 30, 2013 to 2014, the male offender population increased 1.8 percent and the upward trend is projected to continue through 2016.

*Table 2: Actual Institution Population by Gender, June 30, 2005 – 2014*

June 30	Total	Male	Percent of Total	Female	Percent of Total
2005	164,179	153,323	93.4%	10,856	6.6%
2006	172,561	160,812	93.2%	11,749	6.8%
2007	173,312	161,424	93.1%	11,888	6.9%
2008	170,973	159,581	93.3%	11,392	6.7%
2009	167,832	156,805	93.4%	11,027	6.6%
2010	165,817	155,721	93.9%	10,096	6.1%
2011	162,368	152,803	94.1%	9,565	5.9%
2012	135,238	128,829	95.3%	6,409	4.7%
2013	132,911	126,992	95.5%	5,919	4.5%
2014	135,484	129,268	95.4%	6,216	4.6%

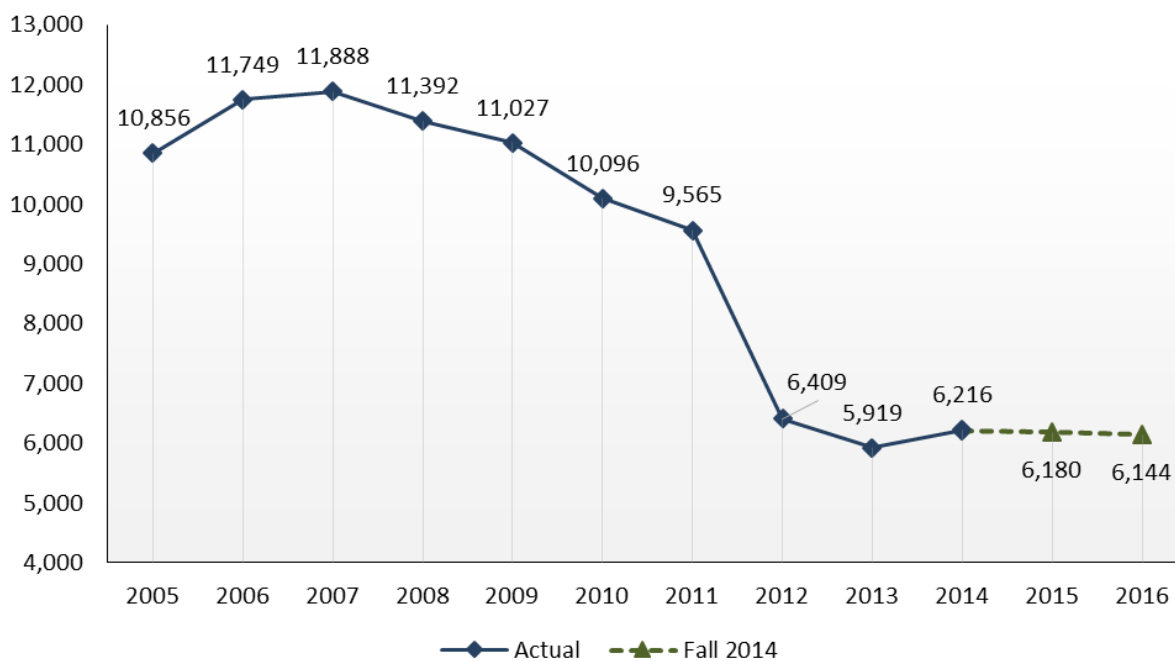
## Fall 2014 Population Projections

Figure 2: Male Population Trends and Projections, June 30, 2005 – 2016



The female offender population increased 9.5 percent from June 30, 2005 to 2007 (10,856 to 11,888, respectively), and then decreased 50.2 percent from June 30, 2007 to 2013 (11,888 to 5,919, respectively). As with the total and male institutional populations, the largest decline in the female population occurred post-Realignment from June 30, 2011 to 2012 (33.0 percent), followed by a 7.6 percent decline from June 30, 2012 to 2013 (see Table 2; Figure 3). From June 30, 2013 to 2014, the female population increased 5.0 percent (5,919 to 6,216, respectively). Per CDCR's Fall 2014 projections, this population is projected to decline slightly over the next two years (see Table 1; Figure 3).

Figure 3: Female Population Trends and Projections, June 30, 2005 – 2016



### Comparison of Spring 2014 and Fall 2014 Total Institution Population Projections

In Spring 2014, the CDCR projected that the institutional population would increase 1.8 percent from June 30, 2014 to 2015 (135,430 to 137,935, respectively) and 3.5 percent in the two-year span June 30, 2014 to 2016 (135,430 to 140,156). The Fall 2014 projections predict a more modest increase of 0.6 percent from June 30, 2014 to 2015 (135,484 to 136,311, respectively) and 1.5 percent during the two-year span from June 30, 2014 to 2016 (135,484 to 137,523, respectively).

There is a 1.2 percent difference in the Spring 2014 and Fall 2014 population projections for June 30, 2015 (a decrease of 1,624 projected individuals) and a 1.9 percent difference in projections for June 30, 2016 (a decrease of 2,633 projected individuals; see Table 3). This difference is primarily due to the implementation of a credit-earning rate change policy for specific Second Strike offenders, which became effective in February, 2014. More information about this policy is in Appendix B. Moreover, while felon court commitments are continuing to increase, they are lower overall than projected in Spring 2014. Additional information about court commitments is in a later section of this report.

Table 3: Comparison of Spring 2014 and Fall 2014 Total Institution Population Projections

June 30	Spring 2014	Fall 2014	Difference	Percent Change
2014	135,430	135,484*	54	0.04%
2015	137,935	136,311	-1,624	-1.2%
2016	140,156	137,523	-2,633	-1.9%

\*Actual population June 30, 2014

There is a 1.1 percent difference in the Spring 2014 and Fall 2014 population projections of male offenders (a decrease of 1,439 projected individuals) and a 2.9 percent difference in projections for female offenders (a decrease of 185) for June 30, 2015 (see Table 4). In addition, differences between the Spring 2014 and Fall 2014 population projections for June 30, 2016 include a 1.7 percent difference for male offenders (a decrease of 2,232) and a 6.1 percent difference for female offenders (a decrease of 404).

Table 4: Comparison of Spring 2014 and Fall 2014 Institution Population Projections by Gender

June 30	Male				Female			
	Spring 2014	Fall 2014	Difference	Percent Change	Spring 2014	Fall 2014	Difference	Percent Change
2014	129,227	129,238*	-41	0.01%	6,203	6,216*	-13	0.2%
2015	131,570	130,131	1,439	-1.1%	6,365	6,180	185	-2.9%
2016	133,611	131,379	2,232	-1.7%	6,545	6,144	401	-6.1%

\*Actual Population June 30, 2014



## Court Commitments

### *Felon Court Commitments, Actual and Projected*

The rate of California felon court commitments per 100,000 adults aged 18-49 increased by 6.4 percent from FY 2004-05 to FY 2005-06 (389.8 to 414.7, respectively). The rate declined each subsequent year, resulting in a 49.5 percent decline from FY 2005-06 to 2012-13 (414.7 to 209.3, respectively; see Table 5). The number of felon court commitments decreased 49.1 percent from FY 2005-06 to FY 2012-13 (70,598 to 35,964, respectively; see Table 5; Figure 4). The largest single-year percentage decrease in commitments (32.5 percent) occurred between FY 2010-11 and FY 2011-12, during and just after Realignment.

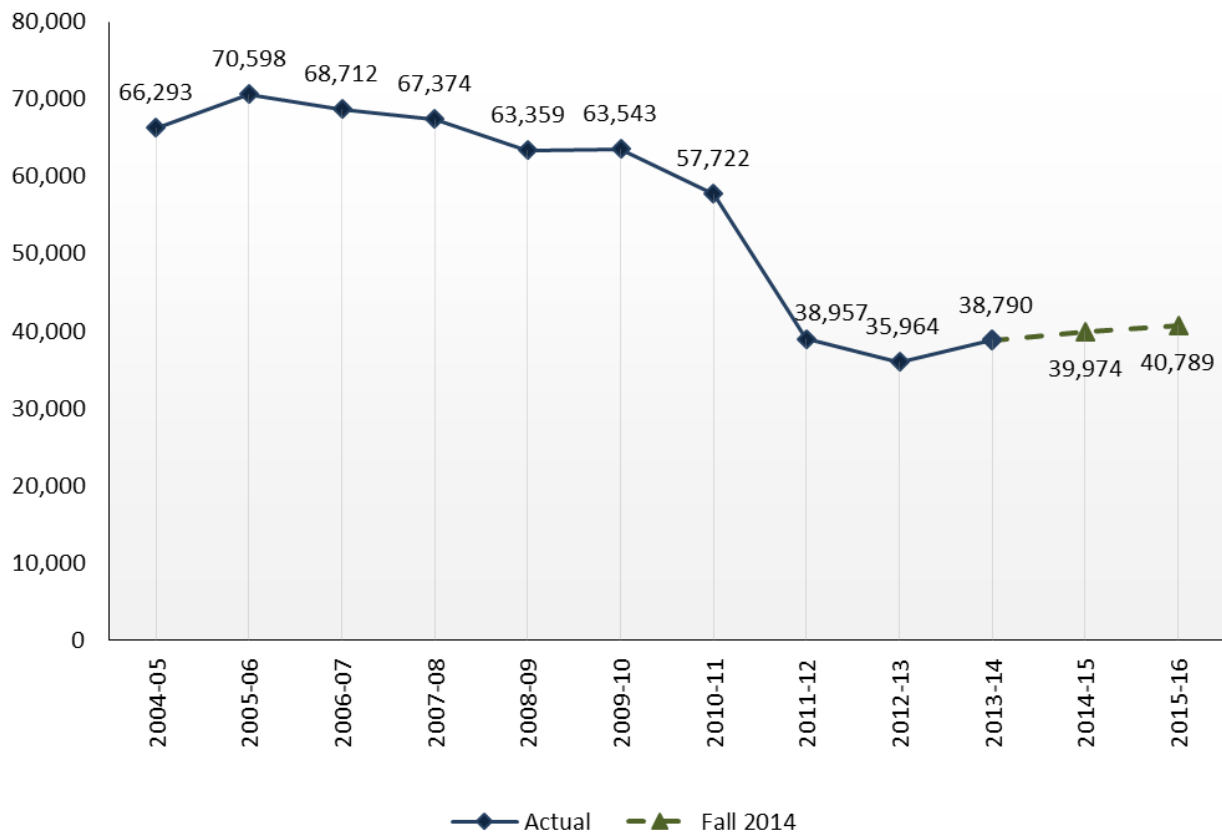
As reflected in Table 5, California recently experienced an increase in the rate of court commitments to state prison. The number of commitments increased in FY 2013-14 compared to FY 2012-13 by 7.9 percent (2,826). The commitment rate per 100,000 adults aged 18-49 increased 7.6 percent in the same timeframe (209.3 to 225.3, respectively).

*Table 5: Actual Felon Court Commitments, Fiscal Years 2004-05 through 2013-14*

Fiscal Year	Felon Court Commitments	State Population Ages 18-49 (in Thousands)	Commitment Rate
2004-05	66,293	17,008.6	389.8
2005-06	70,598	17,021.8	414.7
2006-07	68,712	17,057.1	402.8
2007-08	67,374	17,111.2	393.7
2008-09	63,359	17,117.6	370.1
2009-10	63,543	17,160.1	370.3
2010-11	57,722	17,186.5	335.9
2011-12	38,957	17,160.0	227.0
2012-13	35,964	17,186.1	209.3
2013-14	38,790	17,220.8	225.3

## Fall 2014 Population Projections

Figure 4: Felon Court Commitment Trends and Projections, Fiscal Years 2004-05 through 2015-16



The commitment rate is projected to increase 2.8 percent from FY 2013-14 to FY 2014-15 (225.3 to 231.5, respectively) and another 1.7 percent from FY 2014-15 to FY 2015-16 (231.5 to 235.5, respectively; see Table 6). Over this two-year period, felon court commitments are projected to increase 5.2 percent from 38,790 to 40,789 (2013-14 to 2015-16, respectively; see Figure 4).

Table 6: Fall 2014 Projected Felon Prison Court Commitments, Fiscal Years 2014-15 through 2015-16

Fiscal Year	Felon Court Admissions	State Population Ages 18-49 (in Thousands)	Admission Rate	Projected Rate Change from Previous Fiscal Year
2014-15	39,974	17,264.2	231.5	2.8%
2015-16	40,789	17,322.1	235.5	1.7%

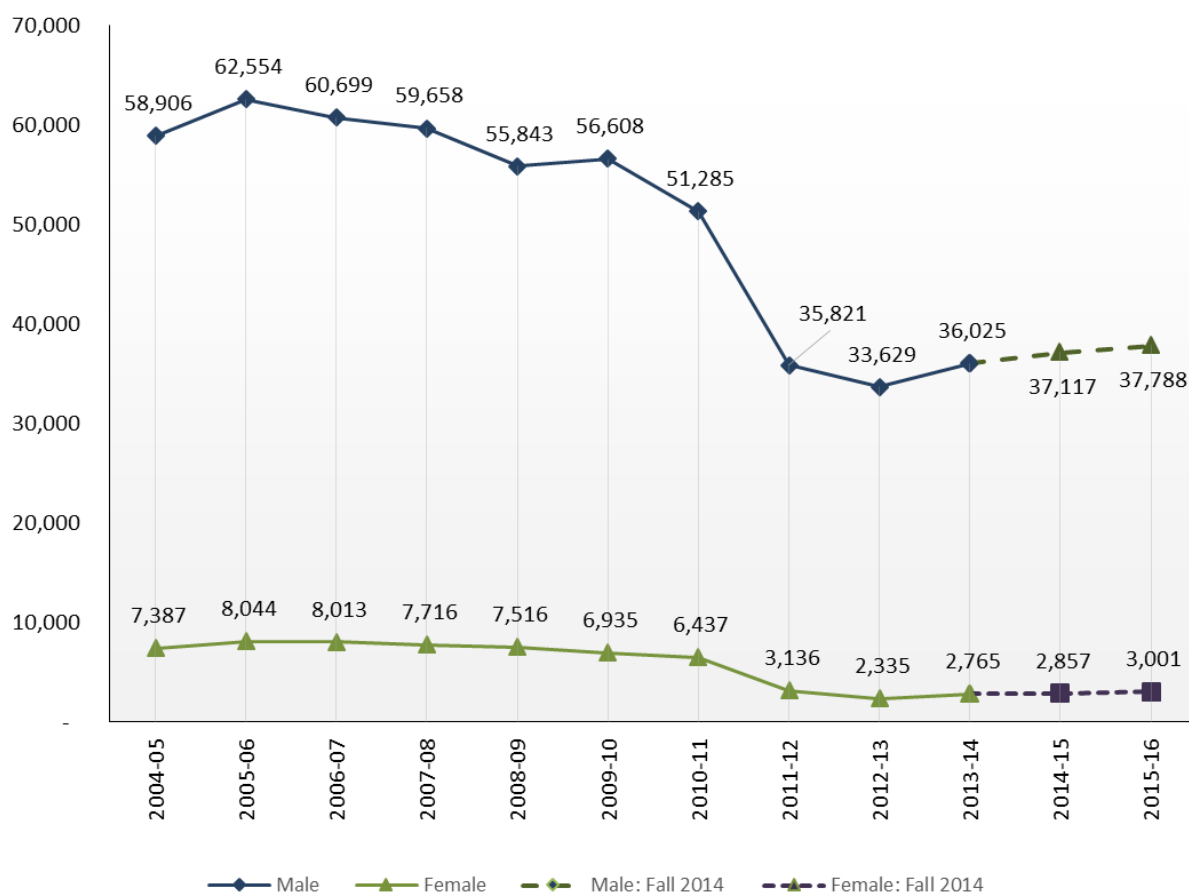
*Felon Court Commitment Trends and Projections, by Gender*

Males make up the vast majority of the felon commitments during all years examined (see Table 7 and Figure 5). Of the total felon court commitments from FY 2004-05 to FY 2010-11, the percent of male commitments to prison ranged from 88.1 to 89.1 percent (see Table 7). During that same period, female commitments ranged from 10.9 and 11.9 percent of the total commitments. After Realignment, the percent of male felon court commitments increased to a high of 93.5 percent, while the percent of females hovered between 7.1 and 8.0 percent. The ratio of male to female felon commitments is projected to remain relatively stable through FY 2015-16 (see Table 7); although the number of felon commitments for both genders are expected to increase during the next two fiscal years.

*Table 7: Felon Court Commitments by Gender (Actual and Fall 2014 Projections), Fiscal Years 2004-05 through 2015-16*

Fiscal Year	Commitments						Total	Fiscal Year Percent Change
	Male	Percent of Total	Fiscal Year Percent Change	Female	Percent of Total	Fiscal Year Percent Change		
2004-05	58,906	88.9%		7,387	11.1%		66,293	
2005-06	62,554	88.6%	6.2%	8,044	11.4%	8.9%	70,598	6.5%
2006-07	60,699	88.3%	-3.0%	8,013	11.7%	-0.4%	68,712	-2.7%
2007-08	59,658	88.5%	-1.7%	7,716	11.5%	-3.7%	67,374	-1.9%
2008-09	55,843	88.1%	-6.4%	7,516	11.9%	-2.6%	63,359	-6.0%
2009-10	56,608	89.1%	1.4%	6,935	10.9%	-7.7%	63,543	0.3%
2010-11	51,285	88.8%	-9.4%	6,437	11.2%	-7.2%	57,722	-9.2%
2011-12	35,821	92.0%	-30.2%	3,136	8.0%	-51.3%	38,957	-32.5%
2012-13	33,629	93.5%	-6.1%	2,335	6.5%	-25.5%	35,964	-7.7%
2013-14	36,025	92.9%	7.1%	2,765	7.1%	18.4%	38,790	7.9%
	Projections							
2014-15	37,117	92.9%	3.0%	2,857	7.1%	3.3%	39,974	3.1%
2015-16	37,788	92.6%	1.8%	3,001	7.4%	5.0%	40,789	2.0%

Figure 5: Felon Court Commitment Trends and Projections by Gender, Fiscal Years 2004-05 to 2015-16



### Felon Second Strike Court Commitment Trends and Projections

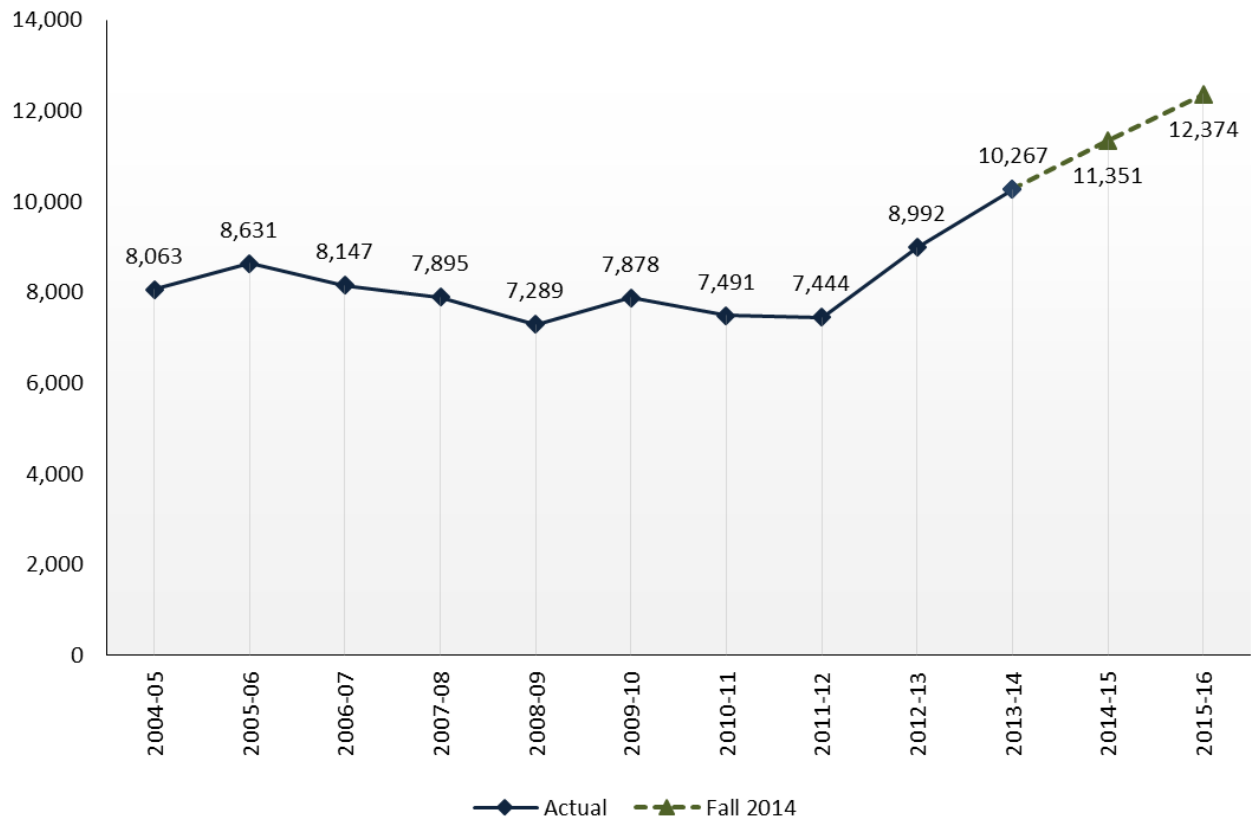
The number of felon Second Strike court commitments decreased 7.1 percent from FY 2004-05 to FY 2010-11 (8,063 to 7,491, respectively). This trend has reversed in the years following Realignment’s implementation. Although the decrease continued through FY 2011-12 (0.6 percent, 47 offenders), it was followed by a 20.8 percent increase in FY 2012-13 (1,548 offenders) and an additional 14.2 percent increase in FY 2013-14 (1,275 offenders; see Figures 6 and 7).

The data available at the time of the Spring 2014 projections suggested that Second Strike court commitments would remain relatively stable over the next few years. However, in the last six months, these commitments have continued at unprecedented levels, and the most recent forecast models indicate a clear upward trend. Accordingly,

## Fall 2014 Population Projections

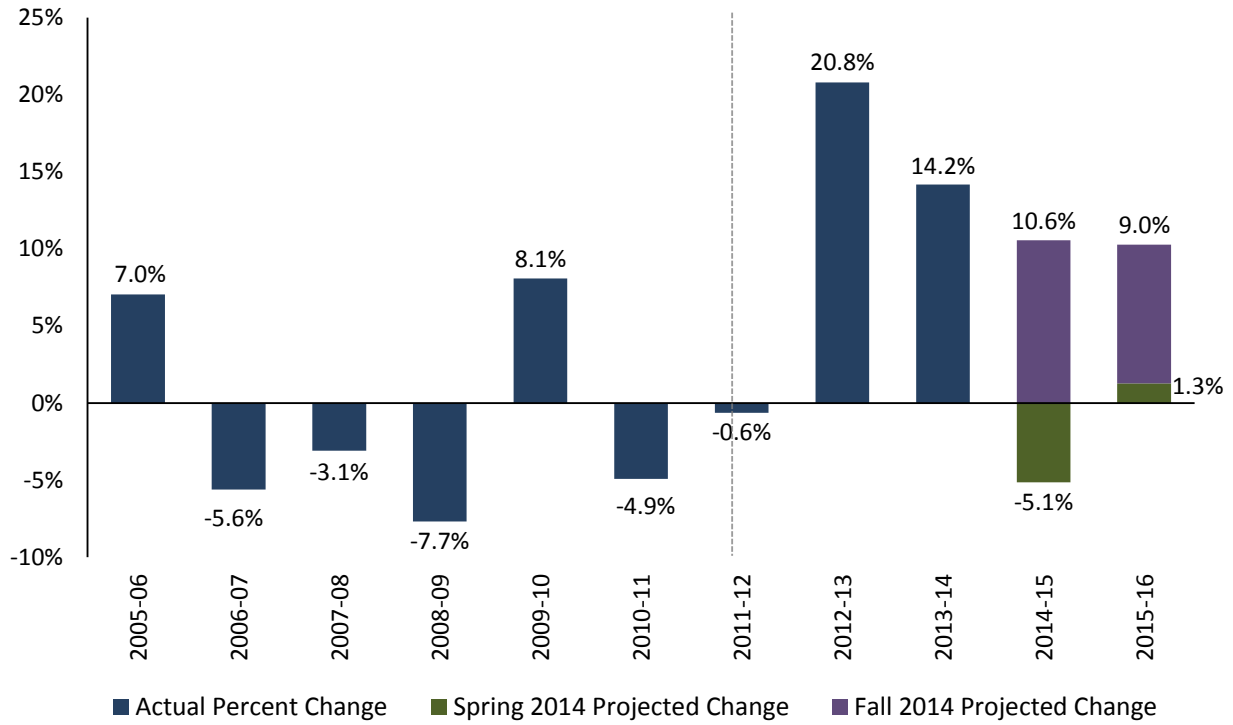
the Fall 2014 Projections show a 10.6 percent increase from FY 2013-14 to FY 2014-15 (1,084 offenders), followed by a 9.0 percent increase from FY 2014-15 to FY 2015-16 (1,023 offenders). The Fall 2014 projections predict there will be 12,374 Second Strike commitments during FY 2015-16, a 69.8 percent increase from the lowest examined year in FY 2008-09.

Figure 6: Actual and Projected Second Strike Court Commitments, Fiscal Years 2004-05 through 2015-16



# Fall 2014 Population Projections

Figure 7: Actual and Projected Felon Second Strike Commitment Annual Percent Change, Fiscal Years 2005-06 to 2015-16



## Placement Need Projections

Placement need projections for the male institution population will vary based on the specific housing type. Reception Center needs are projected to increase slightly (8.1 percent) from June 30, 2014 to 2016 (11,921 to 12,881, respectively, see Table 8). However, the Fall 2014 projections predict that the proportion of individuals requiring reception center housing will remain at approximately 9.0 percent of the population total.

*Table 8: Projected Placement Needs for Male Institution Population by Reception Center Housing, June 30, 2014-2016*

June 30	Reception Center	Total Male Population
2014 (Actual)	11,921	129,268
2015	12,472	130,131
2016	12,881	131,379

*Table 9: Projected Placement Needs for Male Institution Population by Housing Security Level, June 30, 2014-2016*

June 30	Security Level				Total Male Population
	I	II	III	IV	
2014 (Actual)	15,042	41,321	31,160	24,461	129,268
2015	14,203	41,388	31,765	24,971	130,131
2016	13,711	41,469	32,257	25,733	131,379

From June 30, 2014 to 2016, male offender placement in Security Level I Housing is projected to decrease by 8.8 percent, while placement in all other Security Levels is projected to increase: Level II (0.2 percent), Level III (3.5 percent), and Level IV (5.2 percent; see Table 9). By June 30, 2016, Level II offenders are projected to make up the largest proportion of the male population (31.6 percent), while Level I offenders will be the smallest proportion of males in secured housing (10.4 percent).

Placement needs for male offenders in special housing is expected to decrease by 0.7 percent (or 35 male offenders) between June 30, 2014 and 2016 (see Table 10). Projected placement needs for the Protective Housing Units (PHU) are expected to increase by 3 offenders (21.4 percent), while the need for Security Housing Unit (SHU) placement is projected to decrease by 38 male offenders (0.7 percent). Overall, the proportion of male offenders requiring special housing is projected to remain at 3.9 percent of the total institutional population over the next two fiscal years (For projections of male population by housing level see Appendix D).

*Table 10: Projected Placement Needs for Male Institution Population by Special Housing, June 30, 2014-2016*

June 30	Special Housing			Total Male Population
	PHU	SHU	Total	
2014 (Actual)	14	5,349	5,363	129,268
2015	15	5,317	5,332	130,131
2016	17	5,311	5,328	131,379



## Parole Population

### Active Parole Population Trends and Projections

The population of active parolees supervised in California increased 9.5 percent from June 30, 2005 to 2007 (115,371 to 126,330, respectively, see Table 11). From June 30, 2007 to 2011, the population decreased by 28.1 percent (126,330 to 90,813, respectively). Then, from June 30, 2011 to 2014, during and after the implementation of Realignment, the active parolee population decreased an additional 51.0 percent (90,813 to 44,499, respectively). The active parole population is projected to continue the downward trend in the next two years with a 13.3 percent decrease from the 44,499 active parolees in 2014 to 38,590 parolees in 2016 (see Tables 11 and 12; Figure 8).

Table 11: Actual Active Parole Population Supervised in California, June 30, 2005-2014

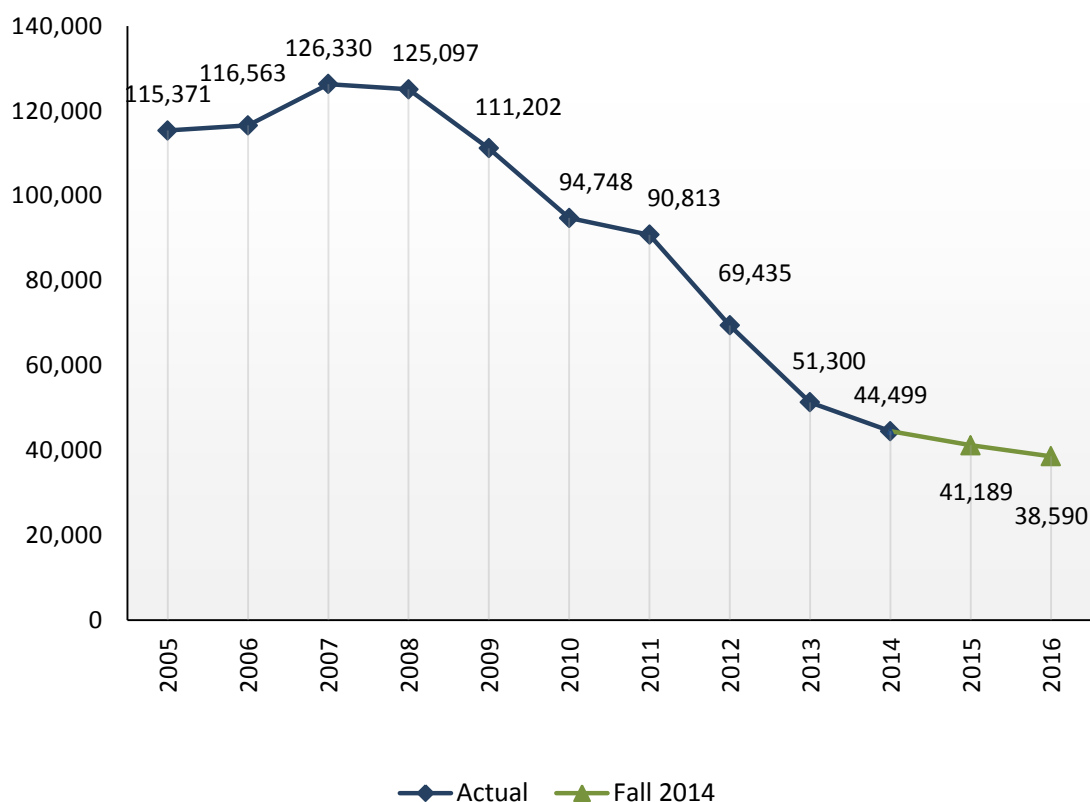
June 30	Total Active Parole*
2005	115,371
2006	116,563
2007	126,330
2008	125,097
2009	111,202
2010	94,748
2011	90,813
2012	69,435
2013	51,300
2014	44,499

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

Table 12: Fall 2014 Projected Active Parole Population Supervised in California, 2015-2016

June 30	Fall 2014 Projected Parole
2015	41,189
2016	38,590

Figure 8: Active Parole Population Trends and Projections, June 30, 2005-2016



### Comparison of Spring 2014 and Fall 2014 Active Parole Population Projections

In the Spring 2014 Projections, CDCR projected the active parole population would decrease 14.2 percent from June 30, 2013 to 2014 (51,300 to 43,998) and 32.5 percent in the two year period from June 30, 2013 to 2015 (51,300 to 34,637, respectively). An examination of the actual June 30, 2014 parole population indicates that there was a reduction of 13.3 percent between June 30, 2013 and 2014 (the actual 2014 population fell to 44,499), a smaller decrease than was projected.

The Fall 2014 Population projections predict a slower decrease in the active parole population than was predicted in the Spring 2014 projections (see Table 13). Specifically, a 7.4 percent decrease is projected from June 30, 2014 to 2015 (44,499 to 41,189, respectively). The Fall 2014 Projections for June 30, 2015 are 3.3 percent higher than Spring 2014 projections, or an increase of 1,318 active parolees (see Table 13).

## Fall 2014 Population Projections

Table 13: Comparison of Spring 2014 and Fall 2014 Active Parole Population

June 30	Spring 2014	Fall 2014	Difference	Percent Change
2014	43,998	44,499*	501	1.1%
2015	39,871	41,189	1,318	3.3%
2016	--	38,590	--	--

\*Actual population June 30, 2014

## Juvenile Population Projections

### *Juvenile Population Trends and Projections*

The Fall 2014 Department of Juvenile Justice (DJJ) Population Projections are based on the most current data available and follow existing law and regulations. Included is the impact on the projections resulting from the enactment of Senate Bill (SB) 81 (September 1, 2007) and Assembly Bill (AB) 191 (September 1, 2007), which restrict juvenile court admissions to cases committed for Welfare & Institutions Code (W&IC) § 707(b) offenses or non-707(b) sex offenses (Penal Code [PC] § 290). The Fall Projections also include the effect of AB 1628 (January 19, 2011), which sends juveniles to county probation instead of parole and SB 1021 (July 1, 2012), which lowers the jurisdiction age for DJJ youths from 25 to 23. It also eliminates juvenile parole, disciplinary time adds, and new parole violator admissions (See Appendix B). As a result of these changes, the total population dropped 82.8 percent between 2004 and 2014 (see Table 14).

In previous years, population projections were done using the actual count of juveniles in-facility on the last day of the calendar month. These new projections are calculated using total-responsible average daily population. Because of the change in methodology, when we report population from past years, we are discussing the actual count, and when we report population for 2014 as well as the projections, we are referring to the average daily population for that time period.

The male juvenile population decreased from an actual count of 3,932 on June 30, 2004 to an average daily population of 685 in June, 2014. Like the male population, the female juvenile population decreased from an actual count of 197 on June 30, 2004 to an average daily population of 24 in June, 2014 (See Table 14).

The total juvenile population is projected to gradually decrease during FY 2014-15, down from 709 to 686 by June 30, 2015. However, the population is projected to increase, reaching 742 by June 30, 2016 (See Table 15).

Fall 2014 Population Projections

Table 14: Juvenile Average Daily Population, June 2004 –2014

June	Males	Females	Total
2004	4,056	213	4,269
2005	3,470	161	3,631
2006	3,081	134	3,215
2007	2,698	146	2,844
2008	2,077	94	2,171
2009	1,720	78	1,798
2010	1,451	65	1,516
2011	1,281	42	1,323
2012	994	27	1,021
2013	741	28	769
2014	685	24	709

Table 15: Projected Juvenile Average Daily Population, June 2015 – 2016\*

June	Juvenile Population Projection*
2015	686
2016	742

\*Due to a change in methodology, projections of male and female subpopulations are not available for Fall 2014. More information is available in Appendix A.

## Appendix A – Methodology, Technical Notes, and Limitations

### *Methodology and Technical Notes*

The CDCR 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 active parole population values reported in earlier reports included parolees on non-revocable parole. These values have been updated effective in the Fall 2014 report. As of June 30, 2014, there were 133 parolees on non-revocable parole.

External experts are periodically employed to review the methodologies as a means of continual improvement. Beginning in early 2014, the CDCR entered into a partnership with experts at UCI to modernize the population projections methodology.

The CDCR and UCI are currently testing 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. 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. In addition, the CDCR and UCI are currently exploring new projection methodologies for juvenile projections that will be better suited for forecasting smaller populations.

The Fall 2014 Adult and Juvenile Population Projections were developed using historical trend data and time series forecasting techniques. Beginning in Fall 2014, adult time series forecasts were modeled based on data collected at weekly intervals. Previous forecasts were completed using monthly data. Juvenile forecasts were constructed based on weekly average daily populations, which were aggregated into four-week months.

### *Limitations*

Although the CDCR population projections are designed to be as accurate as possible, most corrections population experts agree that projections beyond two to three years are difficult to model.<sup>3</sup> Therefore, while earlier reports have provided up to six years of forecasted populations, this report presents two fiscal years of predicted data for both adult and juvenile populations.

Time series forecasting methodology is well suited to provide projections for large populations. The juvenile population is small, which presents difficulties when attempting to produce forecasts for subpopulations (for example, population by gender). Because of this, projections for June 30, 2015 and June 30, 2016 are limited to the total juvenile population.

The California population data used to calculate the commitment rates to prison are based on demographic data obtained from the California Department of Finance.<sup>4</sup> 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.

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<sup>3</sup> See, for example, *Public Safety, Public Spending: Forecasting America's Prison Population, 2007-2011* and *Public Safety Performance, The Pew Charitable Trusts, February 2007* (Available at <http://www.pewcenteronthestates.org>). Also see, Butts, J., and Adams, W. (2001, March). *Anticipating space needs in juvenile detention and correctional facilities*. Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention.

<sup>4</sup> *State of California, Department of Finance, Race/Hispanics Population with Age and Gender Detail, 2000-2010*. (2012, September), and *State of California, Department of Finance, Report P-3: State and County Population Projections by Race/Ethnicity, Detailed Age, and Gender, 2010-2060*. (2013, January).

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

### Adults

#### *Legislation*

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

- **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)]

Please see the [Fall 2013 Population Projections Publication](#)<sup>5</sup> for more detailed information on the above legislation.

#### *Initiatives*

##### **Proposition 36** – Three Strikes Law

Revises three strikes law to impose life sentence only when new felony conviction is serious or violent. Authorizes re-sentencing 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.*

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<sup>5</sup> Fall 2013 Report is available at:

[http://www.cdcr.ca.gov/Reports\\_Research/Offender\\_Information\\_Services\\_Branch/Projections/F13pub.pdf](http://www.cdcr.ca.gov/Reports_Research/Offender_Information_Services_Branch/Projections/F13pub.pdf).



## Policy Changes

- Prospective credit-earning change for specific Second Strike offenders

Prospectively increases credit good-time credit for non-violent, non-sex registrant Second Strike offenders from 20 percent to 33.3 percent. This policy was made effective by court order on February 10, 2014 and became operationally effective in April of 2014. Some of the impact of this program is in trend, and the effect has been incorporated into the Fall 2014 Population Projections.

*In response to ongoing population concerns, the CDCR is implementing and evaluating additional policies and programs expected to impact the prison population including increasing parole eligibility for specific inmate populations<sup>6</sup>. Those programs were not factored into the Fall 2014 Population Projections.*

## Juveniles

### Legislation

#### **Chapter 41, Statutes of 2012**

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

Lowers the jurisdiction age for youths from 25 to 23 and ensures counties be charged an annual rate of \$24,000 per youth committed to the Division of Juvenile Justice 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 supervisorial responsibility to the jurisdiction county's probation department for community supervision of youth released on or after implementation. This had no

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<sup>6</sup> Additional information is available at <http://www.cdcr.ca.gov/News/docs/3JP-August-2014/August-2014-Status-Report.pdf>.

effect on DJJ youth who were released as parolees to the supervision of the Division of Juvenile Parole Operations (DJPO) 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-WIC707(b) sex offender registrants (Penal Code Section 290.008). Non-WIC707(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 that counties are 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 (CCR) 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), currently known as the Division of Juvenile Justice, by the Director of the 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 Division of Juvenile Justice under WIC1731.5(c).

### *Initiatives*

#### **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; and creates crime of recruiting for gang activities; and authorizes wiretapping for gang activities.
- Lowers the age of remand to the adult criminal court for juveniles to the age of 14 and 15 years. Allows for the direct filing of felony complaint to the adult criminal court to age 16 or older.
- 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 Terms

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 AB1628: 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 the 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.

**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 ICSS score ranges. The higher the score, the higher the security level.

**MEAN:** The sum of individual values divided by the number of cases; an average of all values.

**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) 1192.7(c) and 1192.8, and Violent as defined in PC 667.5(c).

**SHU:** Security Housing Unit.

**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 Division of Juvenile Justice is responsible. This includes all off facility, AB1628, parole detainees, and youth responsible to DJJ but housed in adult institutions.

## Appendix D – Projected Male Population by Housing Level

Table 16: Projected Male Population by Housing Level - June 30, 2014 thru June 30, 2019

June 30	Level I	Level II	Level III	Level IV
2014 (Actual)	15,042	41,321	31,160	24,461
2015	14,203	41,388	31,765	24,971
2016	13,711	41,469	32,257	25,733
2017	13,307	41,406	32,822	26,572
2018	12,994	41,225	33,452	27,476
2019	12,767	40,896	34,166	28,451

## Appendix E – Population Projection Tables 17 - 22

Table 17: Institution Population by Quarter and Gender, Fiscal Years 2014-15 through 2015-16

	Actual June 30, 2014	Fiscal Year 2014				Fiscal Year 2015				Fiscal Year 2016			
		2014		2015		2015		2016		2016			
		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	129,268	129,488	129,725	129,771	130,131	130,677	130,890	130,988	131,379				
Total Female Population	6,216	6,253	6,241	6,168	6,180	6,198	6,200	6,127	6,144				
Total Population	135,484	135,742	135,966	135,939	136,311	136,875	137,090	137,115	137,523				

Table 18: Average Daily Institution Population by Quarter and Gender, Fiscal Years 2014-15 through 2015-16

	Fiscal Year 2014-15					Fiscal Year 2015-16				
	First Quarter	Second Quarter	Third Quarter	Fourth Quarter	FY Average	First Quarter	Second Quarter	Third Quarter	Fourth Quarter	FY Average
Total Male Population	129,337	129,868	129,545	129,949	129,675	130,376	131,041	130,729	131,169	130,829
Total Female Population	6,264	6,268	6,187	6,168	6,222	6,194	6,220	6,147	6,131	6,173
Total Population	135,601	136,136	135,732	136,117	135,897	136,569	137,261	136,876	137,299	137,002



Fall 2014 Population Projections

Table 19: Projected Institution Placement Needs Population by Fiscal Year, Quarter, and Housing, FY 2014-15 and 2015-16

Fiscal Year	Fiscal Quarter	Reception Center	Security Level				Special Housing			Total Population	
			Level I	Level II	Level III	Level IV	PHU	SHU	Female		
2014-15	September 30	12,134	14,886	40,680	31,876	24,548	14	5,350	6,253	11,618	135,742
	December 31	11,880	14,809	41,066	31,949	24,682	14	5,325	6,241	11,580	135,966
	March 31	12,245	14,405	41,350	31,658	24,763	15	5,335	6,168	11,517	135,939
	June 30	12,472	14,203	41,388	31,765	24,971	15	5,317	6,180	11,512	136,311
2015-16	September 30	12,571	14,317	40,925	32,282	25,229	16	5,336	6,198	11,550	136,875
	December 31	12,293	14,266	41,247	32,362	25,385	16	5,320	6,200	11,536	137,090
	March 31	12,658	13,877	41,505	32,105	25,493	16	5,332	6,127	11,476	137,115
	June 30	12,881	13,711	41,469	32,257	25,733	17	5,311	6,144	11,472	137,523

Table 20: California Active Parole Population by Quarter, Fiscal Years 2014-15 through 2015-16

	Actual	Fiscal Year 2014				Fiscal Year 2015				Fiscal Year 2016			
		2014		2015		2015		2016		2016			
		June 30, 2014	Sep 30	Dec 31	Mar 31	Jun 30	Sep 30	Dec 31	Mar 31	Jun 30			
Total Population	44,499	43,919	43,490	42,774	41,189	40,956	40,834	40,097	38,590				

Fall 2014 Population Projections

Table 21: Average Daily California Supervised Parole and Outpatient Population by Quarter, Fiscal Years 2014-15 through 2015-16

	Fiscal Year 2014-15					Fiscal Year 2015-16				
	First Quarter	Second Quarter	Third Quarter	Fourth Quarter	FY Average	First Quarter	Second Quarter	Third Quarter	Fourth Quarter	FY Average
Total Population	44,237	43,602	43,289	41,775	43,226	41,272	40,854	40,624	39,119	40,467

Fall 2014 Population Projections

Table 22: Juvenile Average Daily Population and Projected Average Daily Population, June 2004 - 2016\*

June	Males	Females	Total
2004	4,056	213	4,269
2005	3,470	161	3,631
2006	3,081	134	3,215
2007	2,698	146	2,844
2008	2,077	94	2,171
2009	1,720	78	1,798
2010	1,451	65	1,516
2011	1,281	42	1,323
2012	994	27	1,021
2013	741	28	769
2014	685	24	709
Juvenile Population Projection*			
2015			686
2016			742

\*Due to a change in methodology, projections of male and female subpopulations are not available for Fall 2014. More information is available in Appendix A.