



**California Department of Corrections  
And Rehabilitation**

## **Realignment Report**

*An Examination of Offenders Released from State Prison in  
the First Year of Public Safety Realignment*

**Office of Research  
December 2013**

You can obtain reports by contacting the Department of Corrections and Rehabilitation at the following address:

California Department of Corrections and Rehabilitation  
Office of Research, Research and Evaluation Branch  
1515 S Street, Suite 221-N  
Sacramento, California 95811  
916.323.2919

Or

On the World Wide Web at:

[http://www.cdcr.ca.gov/adult\\_research\\_branch/](http://www.cdcr.ca.gov/adult_research_branch/)

**CDCR Office of Research**

"Providing quality research, data analysis and evaluation to implement evidence-based programs and practices, strengthen policy, inform management decisions and ensure accountability."

*Produced by*

Office of Research, Research and Evaluation Branch  
Jeffrey A. Beard, Ph.D., Secretary  
Diana Toche, D.D.S., Undersecretary (A)  
Bryan Beyer, Director  
Office of Research  
Wayne Babby, Deputy Director (A)  
Denise Allen, Research Manager III (A)  
Kevin Grassel, Research Program Specialist III  
Dionne Maxwell, Ph.D., Research Program Specialist II

Permission is granted to reproduce reports.  
For questions regarding the contents of this report, please contact  
Denise Allen, Chief (A) Research and Evaluation Branch.

# Table of Contents

1	Introduction .....	1
2	Demographics .....	6
2.1	Cohort Demographic Comparisons .....	6
3	Outcomes .....	10
3.1	Arrests .....	10
3.1.1	Pre- and Post-Realignment One-Year Arrest Rates .....	11
3.1.2	Arrest Types .....	13
3.1.3	Number of Arrests Per Person Released .....	15
3.1.4	Number of Times Offenders Were Arrested .....	16
3.2	Convictions .....	17
3.2.1	Pre- and Post-Realignment One-Year Conviction Rates .....	17
3.2.2	Conviction Types .....	19
3.2.3	Number of Convictions Per 1,000 Released .....	21
3.2.4	Number of Times Offenders Were Convicted .....	22
3.3	Returns to Prison .....	22
3.3.1	Pre- and Post-Realignment One-Year Return to Prison Rates .....	23
3.3.2	Pre- and Post-Realignment Types of Returns to Prison .....	25
4	Data Quality .....	26
5	Study Limitations .....	26
6	Conclusion .....	26
	Appendix A One-Year Arrest Rates by County of Release Pre-Realignment (Released between 10/01/2010 and 9/30/2011) and Post-Realignment (Released between 10/01/2011 and 9/30/2012) .....	28
	Appendix B One-Year Conviction Rates by County of Release Pre-Realignment (Released between 10/01/2010 and 9/30/2011) and Post-Realignment (Released between 10/01/2011 and 9/30/2012) .....	30
	Appendix C One-Year Return to Prison Rates by County of Release Pre-Realignment (Released between 10/01/2010 and 9/30/2011) and Post-Realignment (Released between 10/01/2011 and 9/30/2012) .....	32

## List of Tables and Figures

### Tables

Table 1. Pre- and Post-Realignment Release Cohort Characteristics .....	8
Table 2. One-Year Arrest Rates, Comparison Between Release Cohorts .....	12
Table 3. Arrest Types, Comparison Between Release Cohorts .....	14
Table 4. Number of Arrests Per Person Released, Comparison Between Release Cohorts .....	16
Table 5. Count of Arrest Cycles, Comparison Between Release Cohorts .....	16
Table 6. One-Year Conviction Rates, Comparison Between Release Cohorts .....	18
Table 7. Conviction Types, Comparison Between Release Cohorts .....	20
Table 8. Number of Convictions Per 1,000 Released, Comparison Between Release Cohorts .....	22
Table 9. New Convictions, Comparison Between Release Cohorts .....	22
Table 10. One-Year Return to Prison Rates, Comparison Between Release Cohorts .....	24
Table 11. Return Types, Comparison Between Release Cohorts .....	26

### Figures

Figure A: One-Year Arrest and Conviction Rates .....	i
Figure B: Type of Return to State Prison .....	ii
Figure 1. One-Year Arrest Rates, Comparison Between Release Cohorts .....	11
Figure 2. Arrest Types, Comparison Between Release Cohorts .....	13
Figure 3. Number of Arrests Per Person Released, Comparison Between Release Cohorts .....	15
Figure 4. One-Year Conviction Rates, Comparison Between Release Cohorts .....	17
Figure 5. Conviction Types, Comparison Between Release Cohorts .....	19
Figure 6. Number of Convictions Per 1,000 Released, Comparison Between Release Cohorts .....	21
Figure 7. One-Year Return to Prison Rates, Comparison Between Release Cohorts .....	23
Figure 8. Return Types, Comparison Between Release Cohorts .....	25

## Executive Summary

### Introduction

California’s Public Safety Realignment Act of 2011 transferred jurisdiction and funding for managing lower-level criminal offenders from the State to the counties. Under Realignment, for example, certain offenders began serving their felony sentences in jail rather than prison. Realignment also changed California’s system of community corrections. Prior to Realignment, every inmate released from prison was supervised by State parole agents, and parole violators could be revoked to State prison for up to one year.

Commencing on October 1, 2011, probation departments administer a system of post-release community supervision (PRCS) to complement State parole. State parole agents continue to supervise high-risk sex offenders, lifers, and any other offenders who are released from prison after having been incarcerated for a current serious or violent crime. All other inmates released from prison are placed on PRCS. No offenders received an early release from prison under Realignment.

If offenders violate the terms of PRCS or State parole supervision, a range of sanctions may be used by counties, including a revocation term in jail for up to 90 days. Only certain offenders are eligible for revocation to State prison.

The California Department of Corrections and Rehabilitation (CDCR) now has one year of data to evaluate how offenders released from prison during the first year after October 1, 2011, have fared on parole and local PRCS. This report sets forth statewide outcomes for these offenders.

### Methodology

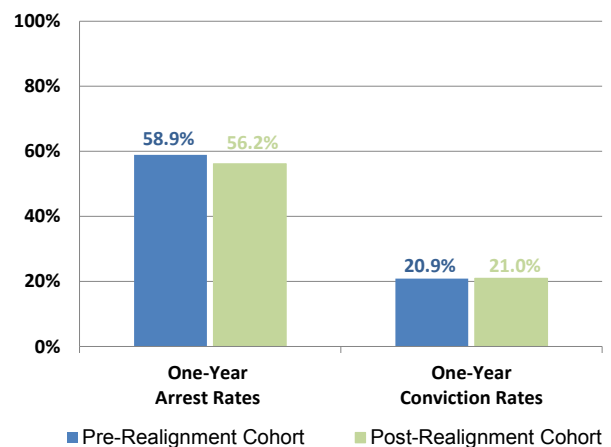
For this study, we identified the 58,746 offenders released from prison during the first year after the implementation of Realignment – during October 2011 through September 2012 – and tracked them for one year to see whether they were re-arrested, convicted of a new crime, or

returned to State prison. Only the first arrest or conviction episode, as well as the most serious charge within the first arrest or conviction episode, is counted (i.e., if an offender was arrested multiple times, incurring multiple charges each time, only the most serious arrest charge within the first arrest episode is counted in these analyses). We then compared those results with the 90,514 offenders released during October 2010 to September 2011 and tracked them for one year in the same manner. Sound methodology and procedures were followed for this study; however, it does focus on only one year of releases, representing an early stage of post-Realignment activity and implementation. Therefore, caution should be used when interpreting the findings.

### Key Findings

Overall, this report shows that there is very little difference between the one-year arrest and conviction rates of offenders released pre- and post-Realignment (Figure A). However, the one-year return to prison rate was substantially less post-Realignment, since most offenders in this cohort were ineligible to return to prison on a parole violation.

Figure A: One-Year Arrest and Conviction Rates



## Pre- and Post-Realignment One-Year Outcomes

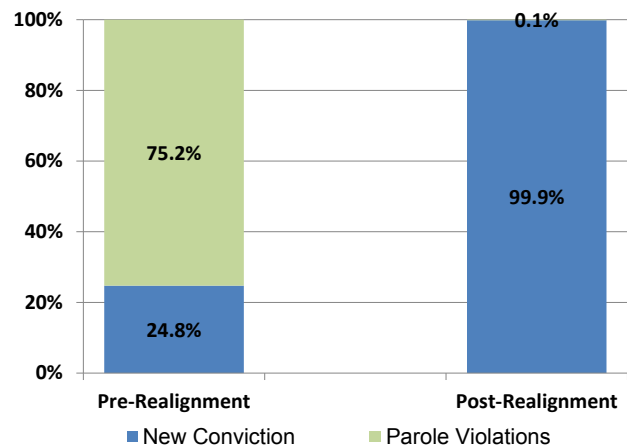
### Arrests

- Post-Realignment offenders were arrested at a slightly lower rate than pre-Realignment offenders (56.2 percent and 58.9 percent, respectively). Notably, the post-Realignment cohort shows a decline in arrests almost every month after October 2011.
- Post-Realignment offenders were more likely to be arrested for a felony than pre-Realignment offenders (42.9 percent and 36.9 percent, respectively). The most common felony arrests were for drug and property crimes.
- Post-Realignment offenders had slightly more arrests per person than pre-Realignment offenders (1.41 and 1.18, respectively). This was driven primarily by the subset of post-Realignment offenders who were arrested three or more times.

### Convictions

- Post-Realignment offenders were convicted of new crimes slightly more often than pre-Realignment offenders (21.0 percent and 20.9 percent, respectively); however, there was a downward trend for these offenders over the entire time span studied.
- Post-Realignment offenders were slightly more likely to be convicted of a felony than pre-Realignment offenders (58.1 percent and 56.6 percent, respectively); however, for both cohorts the most common felony convictions were for drug and property crimes.
- Most offenders in both cohorts (about 79 percent) were not convicted of a new crime within a year of release. Offenders from both cohorts were equally likely to be convicted once, while the post-Realignment cohort was slightly more likely to have two or more new convictions (3.7 percent vs. 2.8 percent).

Figure B: Type of Return to State Prison



### Returns to Prison

- Post-Realignment offenders returned to prison at a significantly lower rate than pre-Realignment offenders (7.4 percent and 32.4 percent, respectively), an intended effect of Realignment.
- Post-Realignment, nearly all of the offenders who returned to prison did so for a new conviction rather than a parole violation (99.9 percent vs. 0.1 percent). Only certain offenders are eligible to return to prison on a parole violation (e.g., third strikers, mentally disordered offenders).

### Demographic and Offender Characteristics

- The post-Realignment and pre-Realignment groups appear similar demographically (mostly male with Hispanics and those between ages 25-29 years old comprising the largest categories).
- The majority of releases were first releases, determinately sentenced, not committed for a serious or violent crime, and not required to register as a sex offender, had no correctional mental health designation, but who had a high risk to recidivate, as measured by the California Static Risk Assessment.
- The post-Realignment cohort had slightly more offenders whose current commitment offense was serious or violent than the pre-Realignment cohort (28.0 percent and 23.6 percent, respectively).

# California Department of Corrections and Rehabilitation Realignment Report

## *An Examination of Offenders Released from State Prison in the First Year of Public Safety Realignment*

### 1 Introduction

On October 1, 2011, the State of California and its counties were tasked with implementing one of the most significant changes in the history of the State's criminal justice system. California's Public Safety Realignment Act of 2011 (hereafter referred to as Realignment) redirected non-serious,<sup>1</sup> non-violent,<sup>2</sup> non-sex registrant<sup>3</sup> (non-non-non) offenders from State to local jurisdictions, while reserving State prison for those with serious or violent charges (current or prior), sex registrants, and a few other offense types (e.g., battery against a juror, sale of a person for immoral purposes). The intent of Realignment is to encourage counties to develop and implement evidence-based practices and alternatives to incarceration to limit future crimes and reduce victimization. In addition, the Realignment Act is based on the premise that the provision of community-based support services will increase offenders' potential to successfully re-integrate into their communities.

Realignment revised the definition of a felony to include certain crimes that are punishable by more than one year in jail. Individuals convicted of specific non-non-non crimes may now be sentenced to county jail and/or alternative custody programs<sup>4</sup> instead of State prison. However, those who were previously convicted of a serious or violent crime, sex registrants, and those with certain current offenses, continue to be sentenced to State prison.

The legislation also established post-release community supervision (PRCS), which enables offenders released from State custody to be placed under a county-directed PRCS program (instead of the State's parole system) for up to three years. All 58 counties designated their probation departments as the agency responsible for PRCS. State parole agents continue to supervise high-risk sex offenders, lifers, and any other offenders who are released from prison after having been incarcerated for a current serious or violent crime. If offenders violate the terms of PRCS or State parole supervision, a range of sanctions may be used by counties including reprimand, adding new release conditions and reporting requirements, flash incarceration for up to 90 days, or, if a court agrees, a revocation for up to 90 days. Only certain offenders<sup>5</sup> are eligible to be revoked to State prison.

---

<sup>1</sup> Serious offenses are defined in Penal Code (PC) § 1192.7(c) and 1192.8.

<sup>2</sup> Violent offenses are defined in PC § 667.7(c).

<sup>3</sup> Offenses requiring sex offender registration are defined in PC § 290.

<sup>4</sup> Offenders may be sentenced to serve their entire time in county jail or may be sentenced to serve time split between county jail and probation supervision.

<sup>5</sup> Offenses eligible for revocation back to State prison are defined in PC § 3000(b)(4), 3000.08(h), and 3000.1.

### ***Realignment Research Findings***

Moving into the second year of Realignment's implementation, research is beginning to emerge showing the impact of Realignment at the State and county-level. Both qualitative and quantitative research findings are being produced that are beginning to shed light on the intended and unintended consequences of the legislation. Dr. Petersilia,<sup>6</sup> Professor of Law at Stanford University, conducted interviews with a diverse group of county stakeholders during the initiative's first 22 months and found that there were very different views of Realignment, often within the same stakeholder group (2013). The reviews of Realignment were mixed overall and a lot of the opinions expressed depended on the resources that were available to stakeholders operating within each county, with those having more resources expressing more optimism generally about the opportunities brought by Realignment. Probation officers and sheriffs seemed to be the most optimistic in terms of recognizing the potential for positive changes associated with Realignment while police officers and prosecutors seemed the least optimistic.

Quantitative research on Realignment is just beginning to be published. Males and Buchen<sup>7</sup> (2013), from the Center on Juvenile and Criminal Justice, analyzed changes in State prison commitments by county following Realignment. Recognizing that Realignment is intended to reserve State prisons for people convicted of serious offenses, Males and Buchen examined differences in counties use of imprisonment for low-level offenses both before and after Realignment as a potential major obstacle to the success of the law. According to the authors, many counties continue to rely on the State prison system for low-level property and drug offenders while other counties have dramatically reduced their prison admissions for these crimes and became more "self-reliant" in how offenders are handled. A previous report analyzing data from the first full year of Realignment showed significant disparities between county implementation that supported this general trend and this new report found these trends continuing. For example, for every 1,000 people arrested for a felony Statewide, 90, or approximately 9 percent, were committed to prison. However, across larger counties (i.e., populations over 150,000) the figure ranged from 2.5 percent to 24 percent (San Francisco County and Kings County, respectively). These disparities were even more significant when distinguishing violent from non-violent crimes. Males and Buchen contend that these disparities impact all California taxpayers, who pay \$51,889 per year per State prison inmate. They state, "For all offenses, about 9 percent of California's 376,500 adult felony arrestees were admitted to state prison in 2012; thus each felony arrest cost taxpayers approximately \$4,700 in 2012...The 17 counties that sent their felons to prison at a higher rate than the state average cost state taxpayers nearly \$190 million more in 2012 than they would have if they had imprisoned their felons at the statewide rate" (p. 5). The authors explain that the other 41 counties that are imprisoning their felons below the Statewide rate are, in essence, subsidizing those counties

<sup>6</sup> Petersilia, J. (2013). Voices from the Field: How California Stakeholders View Public Policy Safety Realignment. Retrieved from <http://www.law.stanford.edu/organizations/programs-and-centers/stanford-criminal-justice-center-sjcj/california-realignment>.

<sup>7</sup> Males, M., & Buchen, L. (2013). Beyond Realignment: Counties' Large Disparities in Imprisonment Underlie Ongoing Prison Crisis. Center on Juvenile and Criminal Justice. Retrieved from [http://www.cjcj.org/uploads/cjcj/documents/beyond\\_realignment\\_march\\_2013.pdf](http://www.cjcj.org/uploads/cjcj/documents/beyond_realignment_march_2013.pdf).



that rely on the State to house their offenders. Based on the analyses and a concern that different practices may result in “justice by geography”, the authors propose a number of reforms. Namely, they suggest that jurisdictions pay a fee for using State prison to house low-level offenders and the creation of a State sentencing commission to establish advisory or mandatory guidelines for the ranges of sentences allowed for each offense.

Weisberg and Quan<sup>8</sup> (2013), from Stanford University, examined judges sentencing behavior on fictional case vignettes to identify how judges are using the new sentencing choices offered under Realignment. Using a modified factorial survey, 7 hypothetical case vignettes were generated that varied certain case factors (i.e., offense type, presence/absence of substance abuse history, and presence/absence of mental health history) to allow the researchers to investigate their influence on sentencing decisions. Judges were invited to participate in the study via Qualtrics, an online survey tool, that presented them with a single case vignette and asked them to sentence the hypothetical offender. The responses revealed “judicial preferences that emphasize a desire to deploy sentencing to *manage* offenders. The preferences generally aim at a combination of a ‘taste of jail’ and rigorous community supervision, whether that is a traditional felony probation sentence or an 1170(h) split sentence” (p. 2). The researchers found that 57 percent of judges preferred to give an 1170(h) sentence over a felony probation sentence, except when the vignette contained information about an offender’s substance abuse or mental health history. After Realignment judges who were trying to lengthen the incarceration period or mandatory supervision period for those charged with non-non-non offenses often found traditional felony probation a better alternative than an 1170(h) sentence. When judges did choose an 1170(h) sentence, approximately 47 percent of the time they chose a split sentence versus a straight jail sentence. Among those judges who chose a split sentence there was tremendous variation in the fraction selected to split between jail time and supervision. Comparative analysis of these responses by county yielded no generalizable patterns. Based on the findings, Weisberg and Quan recommend that the relationship between traditional felony probation and an 1170(h) split sentence be clarified legally, that guidance should be developed on how to use split sentences, and that counties should enhance and increase the availability of effective community-based treatment resources to aid in increasing judicial confidence in utilizing these sentencing options.

Research by Lofstrum and Raphael<sup>9</sup> (2013), from the Public Policy Institute of California, examined how the decline in the prison population affected county jail populations. As expected, the State prison population declined by roughly 26,600 between June 2011 and June 2012, while the average daily population of California’s jails grew by about 8,600 inmates during that time. Thus, the authors found that the jail population increased, but not by the magnitude of the corresponding decline in the State prison population. That is, there was not a one-to-one correspondence between the two such that one offender is released from State prison and one

<sup>8</sup> Weisberg, R., & Quan, L.T. (2013). Assessing Judicial Sentencing Preferences After Public Safety Realignment: A Survey of California Judges. Stanford Criminal Justice Center. Retrieved from <http://www.law.stanford.edu/sites/default/files/child-page/443444/doc/sispublic/Weisberg%20Judges%20Report%20Nov%2013.pdf>.

<sup>9</sup> Lofstrom, M., & Raphael, S. (2013). Impact of Realignment on County Jail Populations. Public Policy Institute of California. Retrieved from [http://www.ppic.org/content/pubs/report/R\\_613MLR.pdf](http://www.ppic.org/content/pubs/report/R_613MLR.pdf).

offender then gets put in county jail. Instead, the authors found that Realignment increases the jail population by approximately one inmate for every three-inmate decline in the State prison population. As a result, 16 counties are now operating above rated capacity, up from 11 counties the previous year. Additionally, more counties reported early release of jail inmates due to insufficient capacity. By June 2012, 35 counties reported releasing pretrial inmates and/or sentenced inmates early due to capacity constraints, compared to 27 counties in June 2011. The analysis showed that, to a modest degree, convicted felons sentenced to jail and parolees serving time in jail for technical violations were displacing pretrial detainees as well as sentenced inmates serving time for misdemeanor offenses. The results suggest that for every four realigned offenders, one sentenced inmate per month is released early due to housing capacity constraints (compared to one among every 16 offenders in non-cap counties). The authors find that California's overall incarceration rate (prisons and jails combined) has declined due to Realignment. Based on the data, the authors contend that the majority of Realignment's impact on the prison and jail systems has concluded and that the capacity challenges being faced early on should begin to diminish over time.

The research conducted on Realignment to date at the county level reveals a system in flux that may be beginning to stabilize as stakeholders adjust to their new roles and the infrastructure needed to support Realignment is developed. While these disruptions to the system and the stakeholders working in it are to be expected given the magnitude of change brought about by Realignment at the State and county level, it is nonetheless important that efforts continue to evaluate it and that ongoing efforts continue to improve the process and outcomes for those involved. Thus, while research on the impact of Realignment at the county level is useful and informative, it provides only part of the picture. For a complete understanding of Realignment, an examination of State-level data is imperative. The California Department of Corrections and Rehabilitation (CDCR) now has two full years' of data to evaluate how offenders released from prison after October 1, 2011, fared on parole and local post-release community supervision. This report sets forth statewide outcomes for these offenders. The methodology and procedures used in the analyses are sound; however, given the fact that the findings are based on only 1-year of follow-up data, they should be interpreted with caution.

### ***Offenders Tracked in this Report***

This report evaluates the impact of Realignment by comparing the rates of arrest, conviction, and returns to prison of those released after completing their State prison term in the first year of Realignment with those released one year earlier. To evaluate the impact of Realignment, two groups were created: 1) a pre-Realignment parolee release cohort that includes all offenders released from a CDCR State prison between October 1, 2010, and September 30, 2011, and 2) a post-Realignment parolee release cohort that includes all offenders released from a CDCR State prison between October 1, 2011, and September 30, 2012.<sup>10</sup>

Only the first release within the year for these offenders is counted. The post-Realignment cohort includes those on State parole and PRCS but not those probationers who are released

---

<sup>10</sup> Offenders whose supervision status changed after 30 days post-release (i.e., from parole to PRCS or vice versa) were excluded from the analysis for the post-Realignment cohort.

from county jail or have been supervised in lieu of prison or jail (i.e., non-non-non offenders). This report, therefore, tracks all State parolees but only a subset of those supervised by local probation departments.

Demographic and arrest, conviction, and return to prison information is provided for offenders released from CDCR during the first year of Realignment (i.e., October, November, and December 2011; and January, February, March, April, May, June, July, August, and September 2012) as more than one year has elapsed since their release, thereby allowing for a sufficient amount of follow-up time to observe their behavior in the community. The same information is provided for offenders released from CDCR during the year immediately prior to Realignment (i.e., October, November, and December 2010; and January, February, March, April, May, June, July, August, and September 2011) for comparison purposes.

Data from CDCR’s Offender-Based Information System were used to create the two groups of offenders who were released from State prison pre- and post-Realignment and to capture their demographic information. The Department of Justice (DOJ), Criminal Justice Information System, California Law Enforcement Telecommunications System, was used to capture arrest and conviction data. Data derived from this system were also used to compute California Static Risk Assessment (CSRA) scores at the time of release.

**Measuring Arrests, Convictions, and Returns to Prison**

Reoffending (also referred to as recidivism) may be measured using various methods. To provide a comprehensive view of how offenders fared following their release from prison, this report tracks them in three ways. First, it tracks those who are released from prison and are subsequently **arrested** for a misdemeanor, felony or supervision violation within the one-year period following their release. Second, it also tracks those who are released from prison and then are **convicted** of a new crime, whether a misdemeanor or a felony, within the one-year period following their release.<sup>11</sup> Finally, it tracks offenders who are released and then **returned to prison** for a parole violation or new crime within the one-year period following their release. Only the first arrest or conviction episode, as well as the most serious charge within the first arrest or conviction episode, is counted (i.e., if an offender was arrested multiple times, incurring multiple charges each time, only the most serious arrest charge within the first arrest episode is counted in these analyses). Individuals are tracked if they released to parole/PRCS, discharged after being paroled or placed onto PRCS, or directly discharged from CDCR during a specified time period.

The rate is calculated using the ratio of the number of felons in the cohort who were arrested/convicted/returned to prison during the time period studied to the total number of felons in the cohort, multiplied by 100.

$$\frac{\text{Arrest/Conviction/Returned to Prison Rates}}{\text{Returned to Prison Rates}} = \frac{\text{Number Arrested/Convicted/Returned to Prison}}{\text{Number in Cohort}} \times 100$$

<sup>11</sup> To calculate arrest and conviction one-year recidivism rates, each offender was tracked using DOJ data for 365 days following their first release. Accordingly, any offender without a DOJ record was excluded from all analyses. This resulted in the exclusion of 2,583 offenders who were almost evenly split between the pre-Realignment cohort (1,205 excluded) and post-Realignment cohort (1,378 excluded).

## 2 Demographics

The pre-Realignment cohort is comprised of 90,514 offenders who completed their sentence and were released from CDCR between October 1, 2010, and September 30, 2011. The post-Realignment cohort is comprised of 58,746 offenders who completed their sentence and were released from CDCR between October 1, 2011, and September 30, 2012. There was a 35.1 percent decrease in releases between the two years. This was expected given that almost all of the releases in the post-Realignment cohort had offenses that make them ineligible to return to prison on a parole violation and be subsequently re-released. In both cohorts, the majority of releases were first releases. The post-Realignment cohort, however, had more first releases proportionally (76.1 percent) as compared to the pre-Realignment cohort (60.2 percent).

### 2.1 Cohort Demographic Comparisons

Overall, the pre-Realignment and post-Realignment cohorts look similar demographically. The demographic characteristics of both groups are presented in Table 1. Both cohorts are comprised of about 90 percent males. About two-thirds of releases are between 25 and 44 years old, and very few are under 20 or over 59. The largest racial/ethnic group is Hispanic/Latino, followed by White, and then Black/African-American.

In the pre-Realignment cohort, the most common commitment offense categories are for property crimes (32.5 percent), followed by crimes against persons (28.1 percent), and then drug crimes (26.6 percent). In the post-Realignment cohort, the pattern changes slightly with crimes against persons being the most common commitment offense (31.5 percent), followed by property crimes (30.3 percent), and then drug crimes (24.3 percent). About three-fourths of both cohorts do not have a serious or violent commitment offense. However, compared to the pre-Realignment cohort, the post-Realignment cohort had slightly more offenders whose current commitment offense was serious or violent (+4.4 percentage points). Approximately 90 percent of both cohorts are not sex registrants. The majority had served a determinate sentence, with approximately 15 percent indeterminately sentenced as “second-strikers” or “lifers.” Slightly more than 70 percent did not have a mental health designation, while about a quarter had been designated as having participated in the Correctional Clinical Case Management System (CCCMS),<sup>12</sup> and about 5 percent had participated in the Enhanced Outpatient Program.<sup>13</sup> Most offenders have high CSRA scores (mostly for violence, then property and drug), followed by medium and then low CSRA scores.<sup>14,15</sup>

<sup>12</sup> The CCCMS facilitates mental health care by linking inmate/patients to needed services and providing sustained support while accessing such services. CCCMS services are provided as outpatient services within the general population setting at all institutions.

<sup>13</sup> A mental health services designation applied to a severely mentally ill inmate receiving treatment at a level similar to day treatment services.

<sup>14</sup> The CSRA is a tool used to calculate an offender’s risk of being convicted of a new offense after release from prison. Based on their criminal history, offenders are designated as having either a low, medium, or high risk of being convicted of a new offense after release. For more information about the CSRA, visit the University of California, Irvine, Center for Evidence-Based Corrections web site at: [http://ucicorrections.seweb.uci.edu/sites/ucicorrections.seweb.uci.edu/files/CSRA%20Working%20Paper\\_0.pdf](http://ucicorrections.seweb.uci.edu/sites/ucicorrections.seweb.uci.edu/files/CSRA%20Working%20Paper_0.pdf).

Table 1 also depicts the top 12 counties to which the largest number of offenders were released, with the remaining counties grouped into the “All Others” category. Both groups have an almost identical distribution of offenders across these top 12 counties. Los Angeles received the largest proportion of offenders, followed by San Bernardino for both cohorts.

---

<sup>15</sup> CSRA scores are calculated only for those offenders who have automated criminal history data available from the Department of Justice.

Table 1. Pre- and Post-Realignment Release Cohort Characteristics

Characteristics	Pre-Realignment Released Between 10/01/2010 and 09/30/2011		Post-Realignment Released Between 10/01/2011 and 09/30/2012	
	N	%	N	%
<b>Total</b>	90,514	100.0	58,746	100.0
<b>Release Type</b>				
First Release	54,464	60.2	44,699	76.1
Re-Release	36,050	39.8	14,047	23.9
<b>Sex</b>				
Male	81,974	90.6	53,514	91.1
Female	8,540	9.4	5,232	8.9
<b>Age at Release</b>				
18-19	609	0.7	446	0.8
20-24	11,712	12.9	7,922	13.5
25-29	17,548	19.4	10,926	18.6
30-34	15,769	17.4	10,731	18.3
35-39	12,039	13.3	7,707	13.1
40-44	11,854	13.1	7,188	12.2
45-49	10,288	11.4	6,375	10.9
50-54	6,513	7.2	4,457	7.6
55-59	2,680	3.0	1,887	3.2
60 and over	1,502	1.7	1,107	1.9
<b>Race/Ethnicity</b>				
White	27,137	30.0	17,165	29.2
Hispanic/Latino	35,103	38.8	23,657	40.3
Black/African American	23,890	26.4	14,995	25.5
Native American/Alaska Native	840	0.9	496	0.8
Asian	613	0.7	377	0.6
Native Hawaiian/Pacific Islander	135	0.1	81	0.1
Other	2,796	3.1	1,975	3.4
<b>Commitment Offense Category</b>				
Crimes Against Persons	25,440	28.1	18,516	31.5
Property Crimes	29,411	32.5	17,812	30.3
Drug Crimes	24,051	26.6	14,285	24.3
Other Crimes	11,612	12.8	8,133	13.8
<b>Serious and/or Violent</b>				
Yes	21,367	23.6	16,438	28.0
No	69,147	76.4	42,308	72.0

Continued

Table 1. Pre- and Post-Realignment Release Cohort Characteristics (Continued)

Characteristics	Pre-Realignment Released Between 10/01/2010 and 09/30/2011		Post-Realignment Released Between 10/01/2011 and 09/30/2012	
	N	%	N	%
<b>Sex Registration Flag</b>				
Yes	8,670	9.6	5,827	9.9
No	81,844	90.4	52,919	90.1
<b>Sentence Type</b>				
Second Striker	12,623	13.9	9,181	15.6
Determinate Sentence Law	77,520	85.6	49,220	83.8
Life	371	0.4	345	0.6
<b>Mental Health Status</b>				
Enhanced Outpatient Program	4,498	5.0	3,072	5.2
Correctional Clinical Case Management System	21,263	23.5	14,299	24.3
No Mental Health Code	64,753	71.5	41,375	70.4
<b>CSRA Risk Score</b>				
Low	16,131	17.8	11,583	19.7
Medium	23,326	25.8	15,824	26.9
High	51,026	56.4	31,322	53.3
<i>Violent</i>	25,002	27.6	15,969	27.2
<i>Property</i>	15,946	17.6	9,522	16.2
<i>Drug</i>	10,078	11.1	5,831	9.9
NA	31	0.0	17	0.0
<b>County of Release</b>				
Alameda	3,682	4.1	1,740	3.0
Fresno	3,429	3.8	2,332	4.0
Kern	3,537	3.9	2,517	4.3
Los Angeles	23,738	26.2	16,392	27.9
Orange	6,477	7.2	3,645	6.2
Riverside	5,888	6.5	3,774	6.4
Sacramento	5,394	6.0	3,030	5.2
San Bernardino	7,840	8.7	5,331	9.1
San Diego	6,200	6.8	4,141	7.0
San Joaquin	2,301	2.5	1,360	2.3
Santa Clara	2,611	2.9	1,682	2.9
Stanislaus	1,611	1.8	1,085	1.8
All Others	17,806	19.7	11,717	19.9

## 3 Outcomes

Offenders in the pre- and post-Realignment one-year release cohorts were tracked following their first release from prison to determine if they incurred any new arrests or convictions, or were returned to prison, within 365 days of their release.

The majority of releases were first releases, determinately sentenced, not currently committed for a serious or violent crime, and not required to register as a sex offender, had no correctional mental health designation, but who had a high risk to recidivate, as measured by the California Static Risk Assessment.

### 3.1 Arrests

New arrests include any formal contact with the criminal justice system that has resulted in an arrest, including arrests that did not result in the filing of formal charges or a conviction.

Notably, there was a change in the processing of parole violations which affects the difference between the pre- and post-Realignment arrest rates.<sup>16</sup> Prior to Realignment, parole violators could be returned directly to prison without incurring an arrest or spending any time in a county facility. Post-Realignment, parole violators are almost always arrested and booked into a county jail as they are now rarely returned to prison. The exception to this is for third strikers, mentally disordered offenders, offenders with a current violent or serious commitment offense, high-risk sex offenders (as defined by CDCR), and those who were on parole prior to October 1, 2011.

---

<sup>16</sup> To ensure comparability between the release cohorts, the difference in processing parole violators pre- and post-Realignment was accounted for by ensuring that an arrest was identified for all parole violators who were returned to custody.



### 3.1.1 Pre- and Post-Realignment One-Year Arrest Rates

Figure 1. One-Year Arrest Rates, Comparison Between Release Cohorts

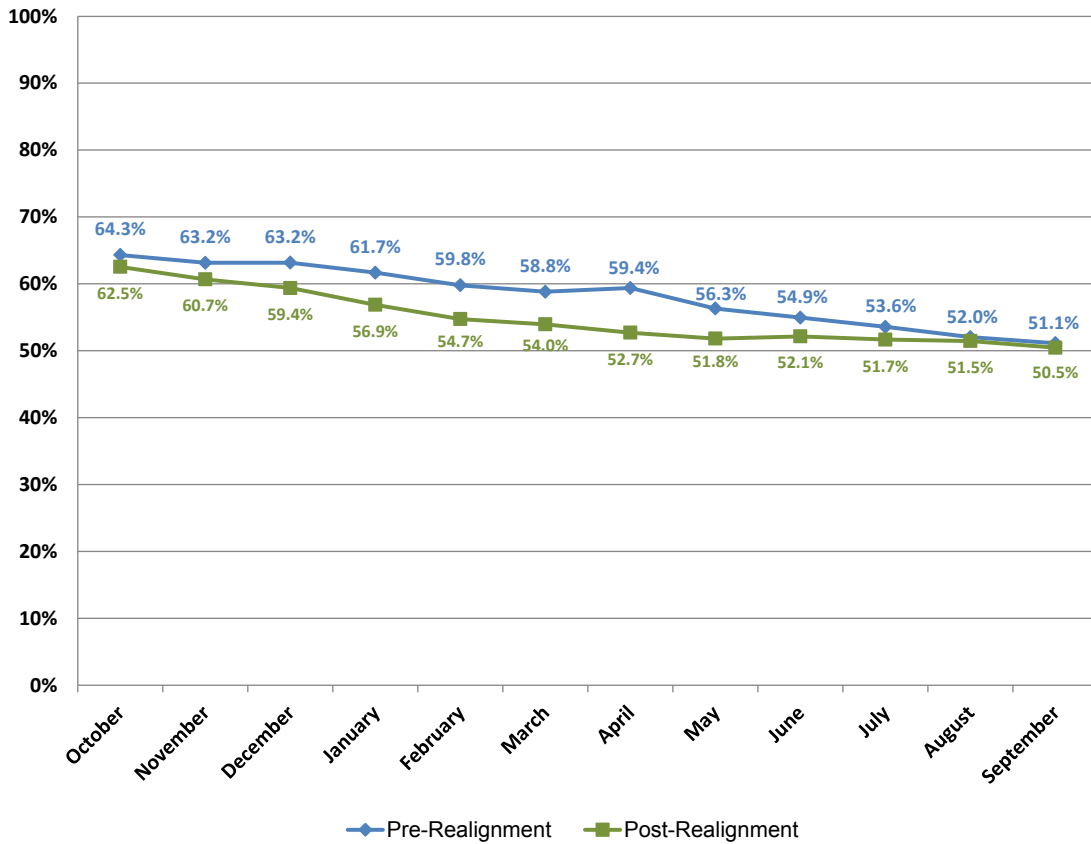


Figure 1 and Table 2 show that, compared to the prior year, the one-year arrest rates (i.e., their first arrest within one year) for offenders released during the first year of Realignment is slightly lower than the comparison group released prior to Realignment (56.2 and 58.9 percent, respectively). The pre-Realignment cohort had fairly consistent rates across the first three months studied and then begins a gradual decline with occasional mild spikes followed by continued declines evidenced up until September 2012. The post-Realignment cohort showed slightly less variation, with declines in arrests occurring each month after October 2011, with one spike in June 2012, followed by further declines. The arrest rates of both cohorts appear to be converging over time. Appendix A presents the one-year arrest rates for each county.

Table 2. One-Year Arrest Rates, Comparison Between Release Cohorts

Month Released	Pre-Realignment			Post-Realignment		
	Released	Arrested		Released	Arrested	
	N	N	%	N	N	%
October	9,686	6,229	64.3%	8,433	5,274	62.5%
November	9,290	5,867	63.2%	7,121	4,320	60.7%
December	9,193	5,807	63.2%	6,777	4,024	59.4%
January	8,360	5,156	61.7%	5,776	3,285	56.9%
February	7,412	4,432	59.8%	4,843	2,651	54.7%
March	7,969	4,687	58.8%	4,498	2,427	54.0%
April	7,086	4,208	59.4%	4,185	2,206	52.7%
May	7,097	3,996	56.3%	3,975	2,060	51.8%
June	6,630	3,643	54.9%	3,519	1,835	52.1%
July	6,178	3,310	53.6%	3,457	1,786	51.7%
August	6,076	3,161	52.0%	3,205	1,649	51.5%
September	5,537	2,831	51.1%	2,957	1,492	50.5%
<b>One-Year Total</b>	<b>90,514</b>	<b>53,327</b>	<b>58.9%</b>	<b>58,746</b>	<b>33,009</b>	<b>56.2%</b>

### 3.1.2 Arrest Types<sup>17</sup>

Figure 2. Arrest Types, Comparison Between Release Cohorts

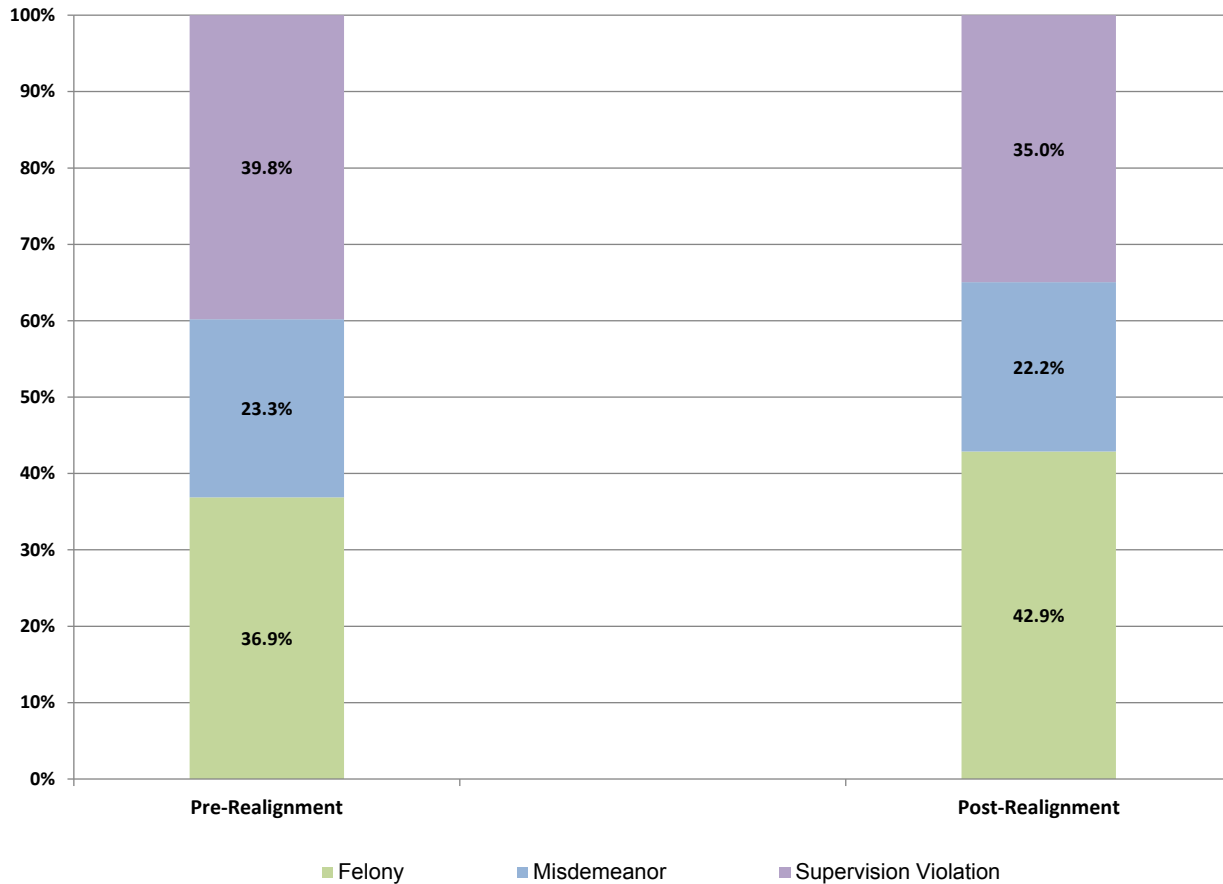


Figure 2 and Table 3 present the types of arrests for which offenders in each cohort were charged. For the pre-Realignment cohort, parole supervision violations were the most common type of offense for which offenders were re-arrested (39.8 percent), followed by felony offenses (36.9 percent), and misdemeanor offenses (23.3 percent).

For the post-Realignment cohort, felonies were the most common type of offense for which offenders were re-arrested (42.9 percent), followed by supervision violations (35.0 percent), then misdemeanor offenses (22.2 percent). In fact, from pre- to post-Realignment, there was a decline in arrests for supervision violations with a corresponding increase occurring in felony arrests (i.e., the supervision violations were down 4.8 percentage points while felony arrests were up 6.0 percentage points). Misdemeanor arrests were fairly similar. Most of the increases in felony arrests were due to drug and property crimes.

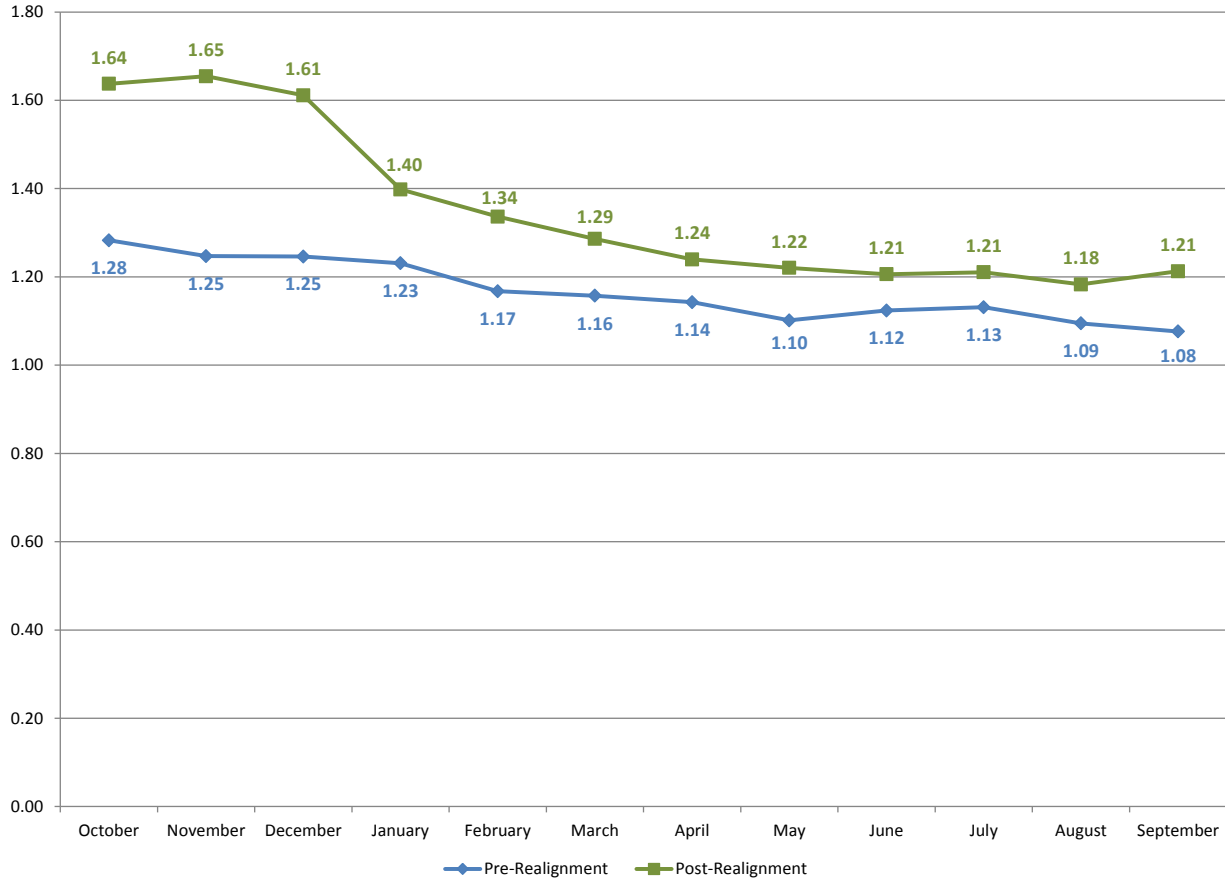
<sup>17</sup> Figure 2, Table 3a, and Table 3b show only the type of arrest for those where the arrest code could be mapped to an arrest category (felony, misdemeanor, or supervision violation). Less than 2 percent of cases could not be mapped due to a missing or unidentifiable arrest code.

Table 3. Arrest Types, Comparison Between Release Cohorts

Type of Arrest	Pre-Realignment		Post-Realignment	
	N	%	N	%
<b>All Felonies</b>	<b>19,607</b>	<b>36.9%</b>	<b>13,950</b>	<b>42.9%</b>
Felony Person	4,420	8.3%	3,081	9.5%
Felony Property	6,110	11.5%	4,181	12.9%
Felony Drug/Alcohol	6,991	13.1%	4,837	14.9%
Felony Other	1,808	3.4%	1,267	3.9%
Felony Unknown	278	0.5%	584	1.8%
<b>All Misdemeanors</b>	<b>12,405</b>	<b>23.3%</b>	<b>7,211</b>	<b>22.2%</b>
Misdemeanor Person	2,625	4.9%	1,623	5.0%
Misdemeanor Property	2,147	4.0%	1,277	3.9%
Misdemeanor Drug/Alcohol	5,465	10.3%	2,996	9.2%
Misdemeanor Other	903	1.7%	658	2.0%
Misdemeanor Unknown	1,265	2.4%	657	2.0%
<b>All Supervision Violations</b>	<b>21,171</b>	<b>39.8%</b>	<b>11,371</b>	<b>35.0%</b>
Total	53,183	100.0%	32,532	100.0%

### 3.1.3 Number of Arrests Per Person Released

Figure 3. Number of Arrests Per Person Released, Comparison Between Release Cohorts



The number of arrests per offender released for the pre- and post-Realignment one-year cohorts are depicted in Figure 3 and Table 4. The post-Realignment cohort had a slightly higher rate per person of offenders being arrested than the pre-Realignment cohort throughout the time period studied. The post-Realignment cohort stayed at a higher rate for October through December of 2011, but then began to decline in the months following and stabilized at a rate of around 1.21 arrests per person released for the last six months tracked. In total, the one-year rate of arrest went from 1.18 to 1.41 per person from pre- to post-Realignment, an increase of .23 more arrests per person (Table 4).

Table 4. Number of Arrests Per Person Released, Comparison Between Release Cohorts

Month Released	Pre-Realignment			Post-Realignment		
	Number Released	Total Arrests	Arrest Rate Per Person	Number Released	Total Arrests	Arrest Rate Per Person
October	9,686	12,426	1.28	8,433	13,807	1.64
November	9,290	11,585	1.25	7,121	11,782	1.65
December	9,193	11,454	1.25	6,777	10,919	1.61
January	8,360	10,289	1.23	5,776	8,076	1.40
February	7,412	8,654	1.17	4,843	6,472	1.34
March	7,969	9,222	1.16	4,498	5,784	1.29
April	7,086	8,097	1.14	4,185	5,187	1.24
May	7,097	7,817	1.10	3,975	4,851	1.22
June	6,630	7,450	1.12	3,519	4,244	1.21
July	6,178	6,989	1.13	3,457	4,185	1.21
August	6,076	6,651	1.09	3,205	3,791	1.18
September	5,537	5,959	1.08	2,957	3,586	1.21
<b>One-Year Total</b>	<b>90,514</b>	<b>106,593</b>	<b>1.18</b>	<b>58,746</b>	<b>82,684</b>	<b>1.41</b>

### 3.1.4 Number of Times Offenders Were Arrested

The number of times offenders in the pre- and post-Realignment one-year cohorts were arrested is depicted in Table 5. Many offenders released during either period were not arrested within one year of release (approximately 40 percent). Of the 60 percent who were arrested, pre-Realignment offenders were much more likely than post-Realignment offenders to be arrested once (27.9 percent and 21.4 percent respectively). Post-Realignment offenders were more likely than pre-Realignment offenders to be arrested three or more times.

Table 5. Count of Arrest Cycles, Comparison Between Release Cohorts

Count of Arrest Cycles	Pre-Realignment		Post-Realignment	
	N	%	N	%
<b>Total</b>	90,514	100.0%	58,746	100.0%
0	37,614	41.6%	25,738	43.8%
1	25,213	27.9%	12,591	21.4%
2	13,942	15.4%	8,309	14.1%
3	7,300	8.1%	5,013	8.5%
4	3,467	3.8%	3,002	5.1%
5	1,594	1.8%	1,691	2.9%
6+	1,384	1.5%	2,402	4.1%

### 3.2 Convictions

New convictions include only those found guilty of the charge(s) for which they were arrested.

#### 3.2.1 Pre- and Post-Realignment One-Year Conviction Rates

Figure 4. One-Year Conviction Rates, Comparison Between Release Cohorts

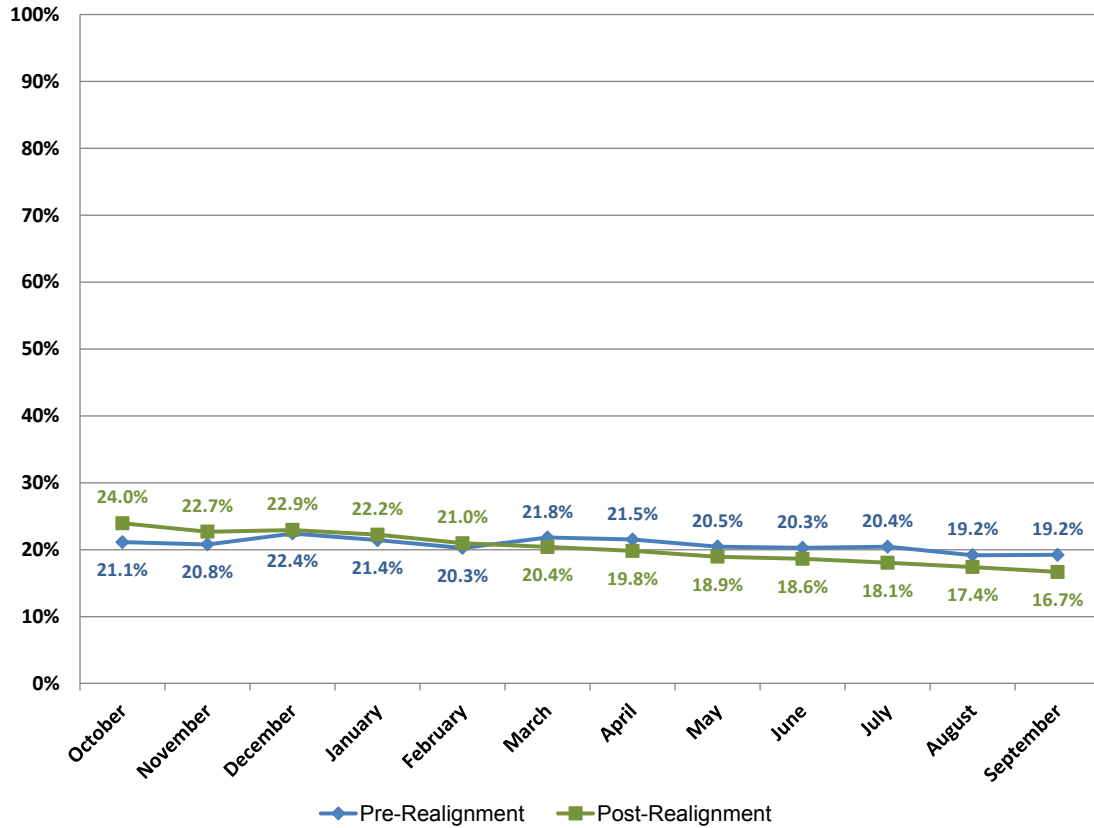


Figure 4 and Table 6 show an interesting trend in the one-year conviction rates. The pre-Realignment cohort had slightly lower conviction rates from October 2011 to February 2012 as compared to the post-Realignment cohort, and then the trend reverses and the post-Realignment cohort has slightly lower conviction rates from March 2012 to September 2012. Appendix B presents the one-year conviction rates for each county.

There is a very slight increase in the conviction rates from the pre- to post-Realignment cohorts (+0.1 percentage points). Only the first conviction within the year following release is counted. Convictions that occurred after one year are not counted even if the arrest was within the first year.

Table 6. One-Year Conviction Rates, Comparison Between Release Cohorts

Month Released	Pre-Realignment			Post-Realignment		
	Released	Convicted		Released	Convicted	
	N	N	%	N	N	%
October	9,686	2,046	21.1%	8,433	2,020	24.0%
November	9,290	1,930	20.8%	7,121	1,615	22.7%
December	9,193	2,061	22.4%	6,777	1,555	22.9%
January	8,360	1,791	21.4%	5,776	1,285	22.2%
February	7,412	1,502	20.3%	4,843	1,015	21.0%
March	7,969	1,738	21.8%	4,498	918	20.4%
April	7,086	1,525	21.5%	4,185	829	19.8%
May	7,097	1,452	20.5%	3,975	753	18.9%
June	6,630	1,344	20.3%	3,519	656	18.6%
July	6,178	1,263	20.4%	3,457	624	18.1%
August	6,076	1,165	19.2%	3,205	558	17.4%
September	5,537	1,064	19.2%	2,957	493	16.7%
<b>One-Year Total</b>	<b>90,514</b>	<b>18,881</b>	<b>20.9%</b>	<b>58,746</b>	<b>12,321</b>	<b>21.0%</b>



### 3.2.2 Conviction Types

Figure 5. Conviction Types, Comparison Between Release Cohorts

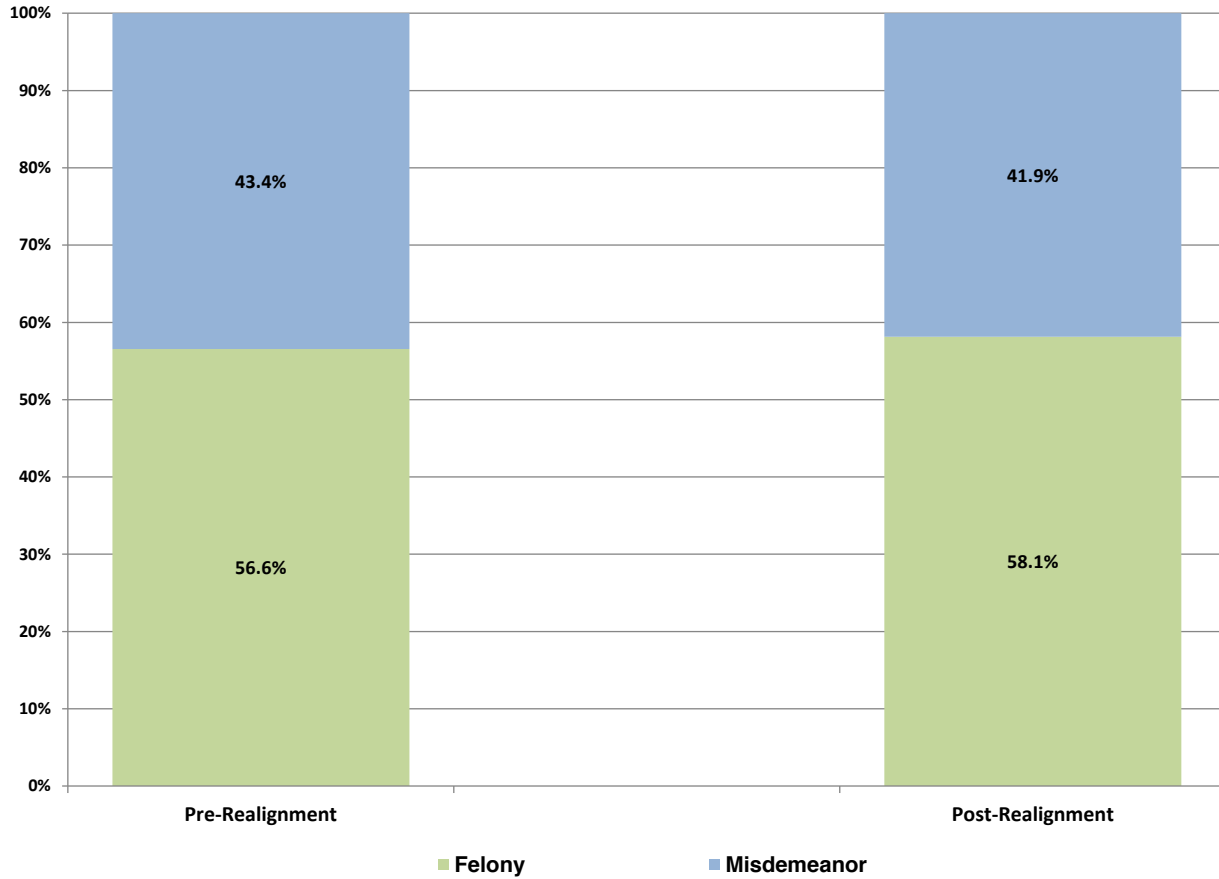


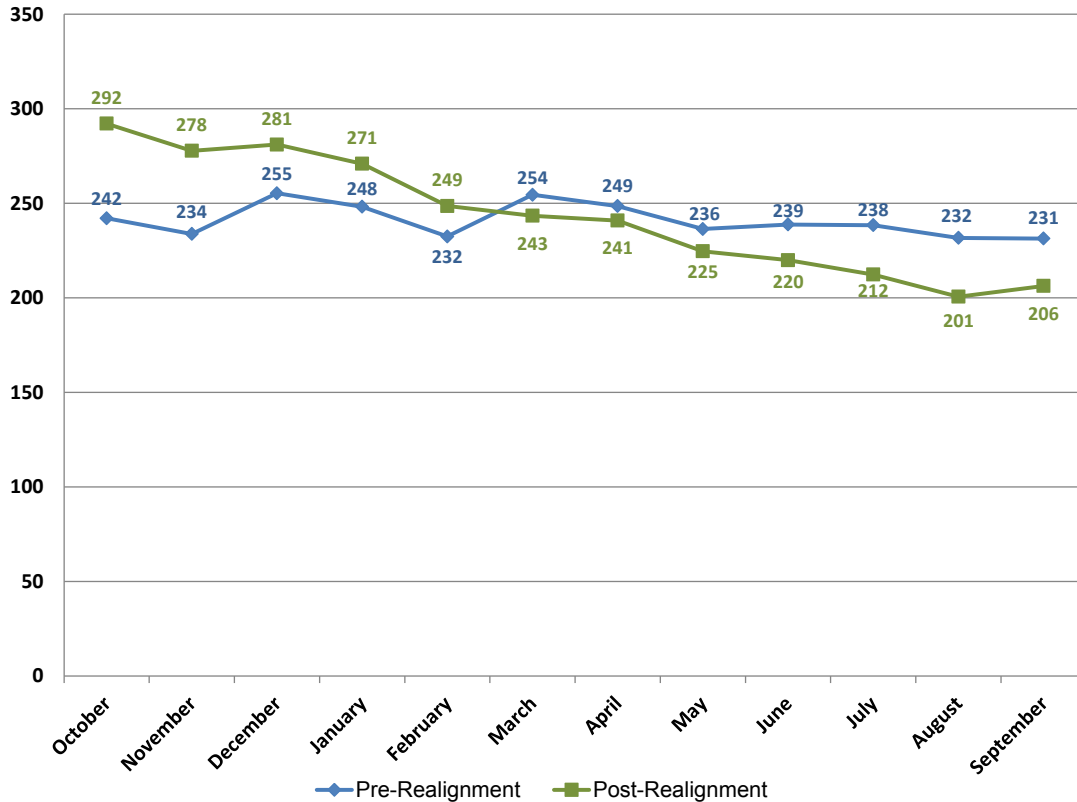
Figure 5 and Table 7 reveal a slight shift in the type of convictions offenders are receiving, with a slightly higher proportion of felony convictions occurring post-Realignment. This was primarily due to increases in “Felony Property” and “Felony Drug/Alcohol” convictions. The pattern of felony conviction types is consistent across the pre- and post-Realignment cohorts with “Felony Drug/Alcohol” as the most common conviction type, followed by “Felony Property” convictions, and then “Felony Person” convictions across all time periods studied.

Table 7. Conviction Types, Comparison Between Release Cohorts

Type of Conviction	Pre-Realignment		Post-Realignment	
	N	%	N	%
<b>All Felonies</b>	<b>10,680</b>	<b>56.6%</b>	<b>7,163</b>	<b>58.1%</b>
Felony Person	1,613	8.5%	1,031	8.4%
Felony Property	3,475	18.4%	2,461	20.0%
Felony Drug/Alcohol	4,324	22.9%	3,142	25.5%
Felony Other	1,125	6.0%	354	2.9%
Felony Unknown	143	0.8%	175	1.4%
<b>All Misdemeanors</b>	<b>8,201</b>	<b>43.4%</b>	<b>5,158</b>	<b>41.9%</b>
Misdemeanor Person	2,004	10.6%	1,440	11.7%
Misdemeanor Property	1,990	10.5%	1,306	10.6%
Misdemeanor Drug/Alcohol	3,081	16.3%	1,652	13.4%
Misdemeanor Other	387	2.0%	227	1.8%
Misdemeanor Unknown	739	3.9%	533	4.3%
Total	18,881	100.0%	12,321	100.0%

### 3.2.3 Number of Convictions Per 1,000 Released

Figure 6. Number of Convictions Per 1,000 Released, Comparison Between Release Cohorts



The numbers of convictions per 1,000 offenders released for the pre- and post-Realignment one-year cohorts are depicted in Figure 6 and Table 8. Both cohorts had fairly steady rates of convictions per 1,000 across the time frame studied. The pre-Realignment cohort had lower rates of convictions per 1,000 releases compared to the post-Realignment cohort from October 2011 to February 2012, at which time the pattern reverses and the post-Realignment group shows lower rates of convictions for the remaining months studied. The pre-Realignment cohort was more stable across the time period studied, ranging from 231 to 255 convictions per 1,000 releases. The post-Realignment cohort showed steady declines, with two minor upticks (one in December 2011 and the other in September 2012), across the time period studied. Overall, the one-year rate of convictions per 1,000 offenders released went from 242 to 253 an increase of 11 convictions per 1,000 released (Table 8).

Table 8. Number of Convictions Per 1,000 Released, Comparison Between Release Cohorts

Month Released	Pre-Realignment			Post-Realignment		
	Number Released	Total Convictions	Conviction Rate Per 1,000	Number Released	Total Convictions	Conviction Rate Per 1,000
October	9,686	2,345	242	8,433	2,464	292
November	9,290	2,172	234	7,121	1,978	278
December	9,193	2,347	255	6,777	1,905	281
January	8,360	2,075	248	5,776	1,565	271
February	7,412	1,723	232	4,843	1,204	249
March	7,969	2,028	254	4,498	1,095	243
April	7,086	1,761	249	4,185	1,008	241
May	7,097	1,678	236	3,975	893	225
June	6,630	1,583	239	3,519	774	220
July	6,178	1,473	238	3,457	734	212
August	6,076	1,408	232	3,205	643	201
September	5,537	1,281	231	2,957	610	206
<b>One-Year Total</b>	<b>90,514</b>	<b>21,874</b>	<b>242</b>	<b>58,746</b>	<b>14,873</b>	<b>253</b>

### 3.2.4 Number of Times Offenders Were Convicted

Examination of the number of times offenders released in the first year of Realignment received new convictions (Table 9) shows that most offenders in the pre- and post-Realignment cohorts were not convicted of new crimes within one year of release (79.1 and 79.0 percent, respectively) and a similar proportion had only one new conviction (18.0 and 17.3 percent, respectively). A very small subset of offenders in the post-Realignment cohort has two or more new convictions as compared to the pre-Realignment cohort (3.7 and 2.8 percent, respectively).

Table 9. New Convictions, Comparison Between Release Cohorts

Count of Conviction Cycles	Pre-Realignment		Post-Realignment	
	N	%	N	%
<b>Total</b>	90,514	100.0%	58,746	100.0%
0	71,633	79.1%	46,425	79.0%
1	16,319	18.0%	10,179	17.3%
2	2,208	2.4%	1,804	3.1%
3+	354	0.4%	338	0.6%

### 3.3 Returns to Prison

The rate at which offenders return to State prison is the final area examined. Returns to prison is the measure that is most impacted by Realignment as parole violators, who have traditionally comprised almost half of all returns to prison within a year, may now only return after being

convicted of a new crime. Only certain offenders are eligible to be revoked to State prison.<sup>18</sup> Furthermore, offenders who are convicted of certain non-non-non offenses who would previously have been sent to State prison will now serve the entirety of their sentence in local jails, further reducing the number of offenders entering State prison. Only the first return to prison following release is counted.

### 3.3.1 Pre- and Post-Realignment One-Year Return to Prison Rates

Figure 7. One-Year Return to Prison Rates, Comparison Between Release Cohorts

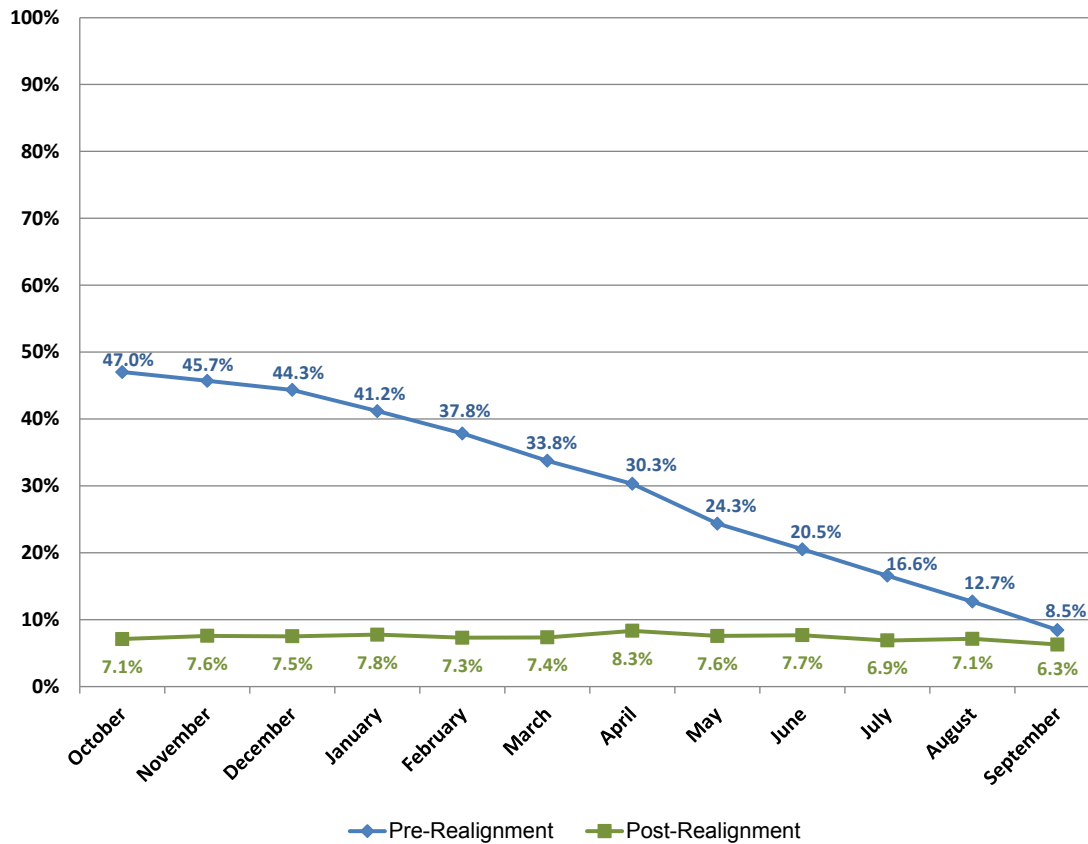


Figure 7 and Table 10 show the dramatic impact of Realignment since parole violators are no longer returned to State prison and many who commit certain non-non-non offenses remain under County jurisdiction. From October 2011 through September 2012, and overall, slightly more than 7 percent of offenders were returned to State prison within one year of release post-Realignment. This is much lower than the pre-Realignment return to prison rates, which ranged from 8.5 to 47.0 percent, although the rates appear to be converging as time passes. Appendix C presents the one-year return to prison rates for each county.

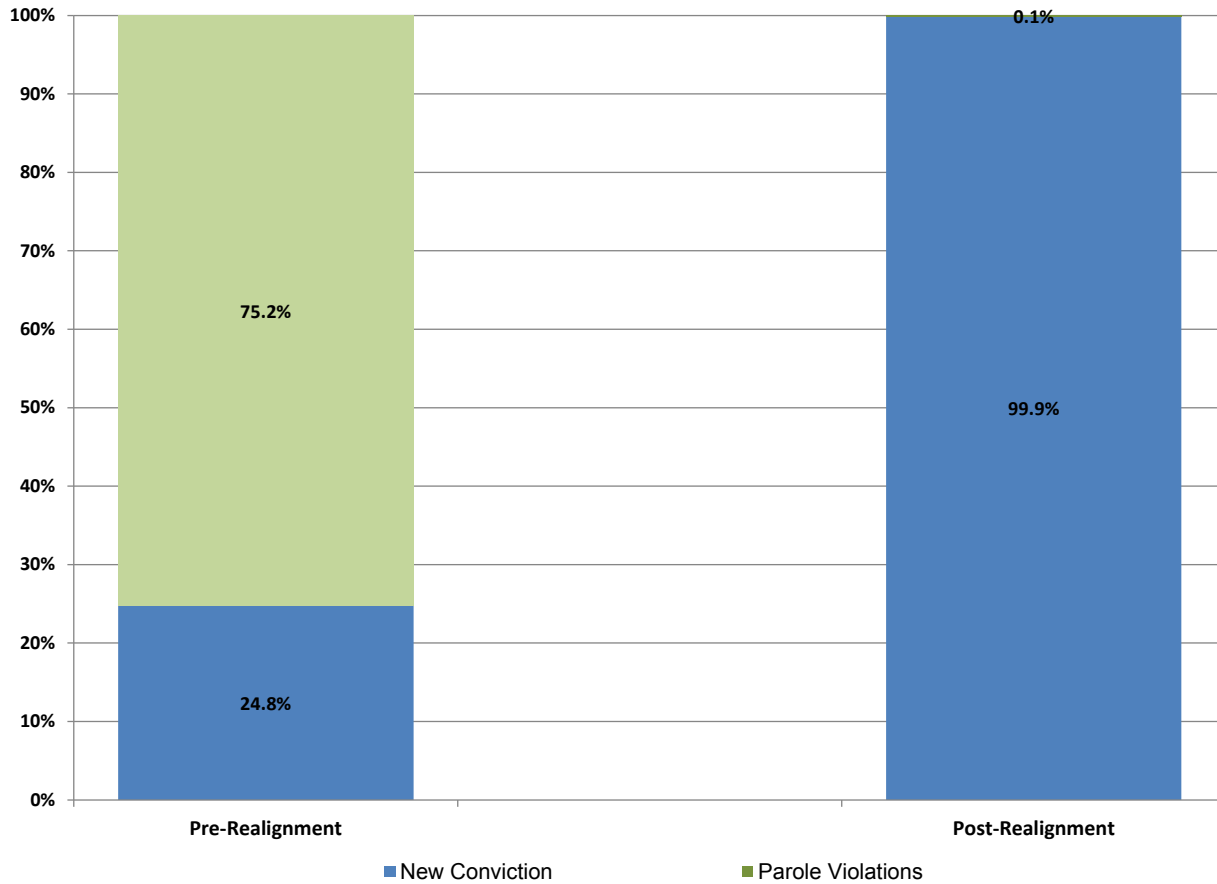
<sup>18</sup> Offenses eligible for revocation back to State prison are defined in PC § 3000(b)(4), 3000.08(h), and 3000.1.

Table 10. One-Year Return to Prison Rates, Comparison Between Release Cohorts

Month Released	Pre-Realignment			Post-Realignment		
	Released	Returned		Released	Returned	
	N	N	%	N	N	%
October	9,686	4,554	47.0%	8,433	599	7.1%
November	9,290	4,246	45.7%	7,121	540	7.6%
December	9,193	4,076	44.3%	6,777	509	7.5%
January	8,360	3,442	41.2%	5,776	448	7.8%
February	7,412	2,804	37.8%	4,843	354	7.3%
March	7,969	2,690	33.8%	4,498	331	7.4%
April	7,086	2,147	30.3%	4,185	349	8.3%
May	7,097	1,728	24.3%	3,975	301	7.6%
June	6,630	1,360	20.5%	3,519	270	7.7%
July	6,178	1,023	16.6%	3,457	238	6.9%
August	6,076	771	12.7%	3,205	229	7.1%
September	5,537	468	8.5%	2,957	186	6.3%
<b>One-Year Total</b>	<b>90,514</b>	<b>29,309</b>	<b>32.4%</b>	<b>58,746</b>	<b>4,354</b>	<b>7.4%</b>

### 3.3.2 Pre- and Post-Realignment Types of Returns to Prison

Figure 8. Return Types, Comparison Between Release Cohorts



As expected, Figure 8 and Table 11 illustrate that the primary reason offenders are now returned to prison is due to a new conviction. In 2010, about 25 percent of the pre-Realignment cohort returned to prison for a new term and the remaining 75 percent returned for a parole violation. Post-Realignment, almost all offenders who return do so due to a new conviction. In fact, the number of parole violators decreased from 22,054 (October 2010 to September 2011) to only 6 offenders (October 2011 to September 2012). The low number of parole violators being returned to prison is another indicator that Realignment is working as intended. The vast majority of all parole violators are now sent to county jails instead of prison.

Table 11. Return Types, Comparison Between Release Cohorts

Type of Return	Pre-Realignment		Post-Realignment	
	N	%	N	%
New Conviction	7,255	24.8%	4,348	99.9%
Parole Violation	22,054	75.2%	6	0.1%
Total	29,309	100.0%	4,354	100.0%

## 4 Data Quality

Data quality is of paramount importance with any and all data analyses performed by the CDCR Office of Research. The intent of this report is to provide “summary statistical” (aggregate) rather than “individual-level” information. All calculations in this report are based on the data available and are limited by the quality of the data sources.

## 5 Study Limitations

This report examines only the first year of Realignment, which makes it difficult to generalize about possible trends. This time period is also likely not representative of the impact of Realignment as a whole because it reflects only the beginning of implementation, a period undoubtedly marked by some degree of adjustment as the State embarked on significant changes to its criminal justice system. Additionally, this time period is likely not representative of Realignment’s eventual impact as there are still significant milestones that need to be accomplished on the part of the counties in terms of providing rehabilitative programming to parolees. Many counties are at the beginning stages of program design, with program implementation to follow.

The arrest, conviction, and return to prison data presented here are not directly comparable to those presented in the annual CDCR Outcome Evaluation Reports. Finally, this report only covers a part of the impact of realignment because it focuses on those released from prison and returning to prison, but does not evaluate the impact of those offenders who are released from prison and are subsequently returned to local jails.

## 6 Conclusion

Overall, this report shows that there is very little difference between offenders and their outcomes following release after completing their State prison term pre- and post-Realignment. While the sheer number of offenders being processed did decline, the rates of the different outcomes studied are all fairly similar as are the demographic characteristics for each cohort. The only exception to this is for returns to prison, which is to be expected since Realignment fundamentally changed the types of offenses and offenders that can be returned to prison.

The one-year arrest and conviction rates in the first year of Realignment are similar to those in the same year during the year prior to Realignment. However, in the months that follow, there



December 2013

was a gradual decrease in the arrest rates. Felonies (property and drug) were the most common type of offense for which offenders were re-arrested, followed by supervision violations, then misdemeanor offenses for the post-Realignment cohort. And, of the 60 percent of offenders who were arrested, pre-Realignment offenders were much more likely to be arrested once, each were almost equally likely to be arrested twice, but a subset of post-Realignment offenders were more likely to be arrested three or more times.

Conviction rates also gradually declined after October 2011 and remained lower than pre-Realignment rates through the end of the time frame studied. There was a slight shift in the type of convictions offenders are receiving, with a slightly higher proportion of felony convictions occurring post-Realignment, primarily due to increases in “Felony Property” and “Felony Drug/Alcohol” convictions. Most offenders were not re-convicted within a year, offenders from both cohorts were equally likely to be re-convicted once, and a subset of the post-Realignment cohort was slightly more likely to have two or more new convictions.

Finally, very few offenders who are released from State prison were returned to State prison within the first year of being released. From October 2011 through September 2012, overall, slightly more than seven percent of offenders were returned to State prison within one year of release post-Realignment. This is approximately 25 percentage points lower than the pre-Realignment return to prison rates (32.4 percent). In 2010, about 25 percent of the pre-Realignment cohort returned to prison for a new term and the remaining 75 percent returned for a parole violation. Post-Realignment, almost all offenders who return do so due to a new conviction.

**Appendix A  
One-Year Arrest Rates by County of Release  
Pre-Realignment (Released between 10/01/2010 and 9/30/2011) and  
Post-Realignment (Released between 10/01/2011 and 9/30/2012)**

COUNTY	PRE-REALIGNMENT			POST-REALIGNMENT			CHANGE FROM PRE-REALIGNMENT RATE TO POST-REALIGNMENT RATE
	RELEASED	ARRESTED	RATE	RELEASED	ARRESTED	RATE	
Alameda	3,682	2,025	55.0%	1,740	924	53.1%	-1.9%
Alpine	3	2	N/A	4	4	N/A	N/A
Amador	89	43	48.3%	52	27	51.9%	3.6%
Butte	724	440	60.8%	520	304	58.5%	-2.3%
Calaveras	34	19	N/A	45	24	53.3%	N/A
Colusa	28	14	50.0%	18	8	N/A	N/A
Contra Costa	1,048	688	65.6%	639	384	60.1%	-5.6%
Del Norte	66	39	59.1%	40	15	37.5%	-21.6%
El Dorado	275	162	58.9%	151	81	53.6%	-5.3%
Fresno	3,429	2,191	63.9%	2,332	1,434	61.5%	-2.4%
Glenn	60	30	50.0%	39	12	30.8%	-19.2%
Humboldt	437	307	70.3%	284	182	64.1%	-6.2%
Imperial	258	194	75.2%	166	115	69.3%	-5.9%
Inyo	24	14	N/A	8	3	N/A	N/A
Kern	3,537	2,342	66.2%	2,517	1,536	61.0%	-5.2%
Kings	739	428	57.9%	546	285	52.2%	-5.7%
Lake	191	117	61.3%	134	75	56.0%	-5.3%
Lassen	60	32	53.3%	44	27	61.4%	8.0%
Los Angeles	23,738	12,731	53.6%	16,392	8,532	52.0%	-1.6%
Madera	373	227	60.9%	239	153	64.0%	3.2%
Marin	92	56	60.9%	83	44	53.0%	-7.9%
Mariposa	12	6	N/A	10	4	N/A	N/A
Mendocino	241	166	68.9%	132	80	60.6%	-8.3%
Merced	706	394	55.8%	387	185	47.8%	-8.0%
Modoc	19	10	N/A	16	9	N/A	N/A
Mono	7	5	N/A	4	1	N/A	N/A
Monterey	944	621	65.8%	623	371	59.6%	-6.2%
Napa	119	79	66.4%	113	56	49.6%	-16.8%
Nevada	59	34	57.6%	41	27	65.9%	8.2%
Orange	6,477	3,499	54.0%	3,645	2,059	56.5%	2.5%
Placer	456	278	61.0%	294	182	61.9%	0.9%
Plumas	33	11	33.3%	28	7	N/A	N/A
Riverside	5,888	3,575	60.7%	3,774	2,090	55.4%	-5.3%
Sacramento	5,394	3,067	56.9%	3,030	1,678	55.4%	-1.5%
San Benito	57	27	47.4%	54	27	50.0%	2.6%
San Bernardino	7,840	4,647	59.3%	5,331	3,127	58.7%	-0.6%
San Diego	6,200	3,908	63.0%	4,141	2,546	61.5%	-1.5%
San Francisco	1,167	867	74.3%	684	459	67.1%	-7.2%
San Joaquin	2,301	1,500	65.2%	1,360	823	60.5%	-4.7%

*Continued*

**Appendix A**  
**One-Year Arrest Rates by County of Release**  
**Pre-Realignment (Released between 10/01/2010 and 9/30/2011) and**  
**Post-Realignment (Released between 10/01/2011 and 9/30/2012)<sup>19</sup>**  
**(Continued)**

COUNTY	PRE-REALIGNMENT			POST-REALIGNMENT			CHANGE FROM PRE-REALIGNMENT RATE TO POST-REALIGNMENT RATE
	RELEASED	ARRESTED	RATE	RELEASED	ARRESTED	RATE	
San Luis Obispo	793	371	46.8%	545	256	47.0%	0.2%
San Mateo	756	491	64.9%	503	289	57.5%	-7.5%
Santa Barbara	701	455	64.9%	547	332	60.7%	-4.2%
Santa Clara	2,611	1,526	58.4%	1,682	812	48.3%	-10.2%
Santa Cruz	332	232	69.9%	167	109	65.3%	-4.6%
Shasta	765	430	56.2%	522	263	50.4%	-5.8%
Sierra	7	4	N/A	7	3	N/A	N/A
Siskiyou	73	45	61.6%	67	25	37.3%	-24.3%
Solano	1,186	807	68.0%	662	414	62.5%	-5.5%
Sonoma	575	387	67.3%	387	223	57.6%	-9.7%
Stanislaus	1,611	1,052	65.3%	1,085	700	64.5%	-0.8%
Sutter	259	153	59.1%	185	101	54.6%	-4.5%
Tehama	265	141	53.2%	189	91	48.1%	-5.1%
Trinity	31	20	64.5%	19	4	N/A	N/A
Tulare	1,359	828	60.9%	973	569	58.5%	-2.4%
Tuolumne	51	27	52.9%	56	29	51.8%	-1.2%
Ventura	1,363	963	70.7%	859	557	64.8%	-5.8%
Yolo	533	337	63.2%	365	209	57.3%	-6.0%
Yuba	436	263	60.3%	266	123	46.2%	-14.1%

<sup>19</sup> Recidivism rates not calculated when fewer than 30 inmates were released.

**Appendix B  
One-Year Conviction Rates by County of Release  
Pre-Realignment (Released between 10/01/2010 and 9/30/2011) and  
Post-Realignment (Released between 10/01/2011 and 9/30/2012)**

COUNTY	PRE-REALIGNMENT			POST-REALIGNMENT			CHANGE FROM PRE-REALIGNMENT RATE TO POST-REALIGNMENT RATE
	RELEASED	CONVICTED	RATE	RELEASED	CONVICTED	RATE	
Alameda	3,682	643	17.5%	1,740	292	16.8%	-0.7%
Alpine	3	0	N/A	4	2	N/A	N/A
Amador	89	9	10.1%	52	9	17.3%	7.2%
Butte	724	125	17.3%	520	102	19.6%	2.4%
Calaveras	34	5	14.7%	45	9	N/A	N/A
Colusa	28	6	N/A	18	2	N/A	N/A
Contra Costa	1,048	145	13.8%	639	90	14.1%	0.2%
Del Norte	66	11	16.7%	40	8	20.0%	3.3%
El Dorado	275	67	24.4%	151	30	19.9%	-4.5%
Fresno	3,429	443	12.9%	2,332	394	16.9%	4.0%
Glenn	60	10	16.7%	39	1	2.6%	-14.1%
Humboldt	437	131	30.0%	284	83	29.2%	-0.8%
Imperial	258	87	33.7%	166	53	31.9%	-1.8%
Inyo	24	7	N/A	8	1	N/A	N/A
Kern	3,537	1,131	32.0%	2,517	905	36.0%	4.0%
Kings	739	116	15.7%	546	116	21.2%	5.5%
Lake	191	29	15.2%	134	6	4.5%	-10.7%
Lassen	60	13	21.7%	44	4	9.1%	-12.6%
Los Angeles	23,738	5,177	21.8%	16,392	3,497	21.3%	-0.5%
Madera	373	68	18.2%	239	43	18.0%	-0.2%
Marin	92	18	19.6%	83	14	16.9%	-2.7%
Mariposa	12	2	N/A	10	1	N/A	N/A
Mendocino	241	57	23.7%	132	29	22.0%	-1.7%
Merced	706	42	5.9%	387	26	6.7%	0.8%
Modoc	19	3	N/A	16	3	N/A	N/A
Mono	7	2	N/A	4	0	N/A	N/A
Monterey	944	280	29.7%	623	156	25.0%	-4.6%
Napa	119	35	29.4%	113	21	18.6%	-10.8%
Nevada	59	13	22.0%	41	12	29.3%	7.2%
Orange	6,477	1,641	25.3%	3,645	982	26.9%	1.6%
Placer	456	90	19.7%	294	50	17.0%	-2.7%
Plumas	33	7	21.2%	28	4	N/A	N/A
Riverside	5,888	984	16.7%	3,774	706	18.7%	2.0%
Sacramento	5,394	1,067	19.8%	3,030	627	20.7%	0.9%
San Benito	57	10	17.5%	54	12	22.2%	4.7%
San Bernardino	7,840	1,568	20.0%	5,331	1,040	19.5%	-0.5%
San Diego	6,200	920	14.8%	4,141	489	11.8%	-3.0%
San Francisco	1,167	213	18.3%	684	104	15.2%	-3.0%
San Joaquin	2,301	574	24.9%	1,360	358	26.3%	1.4%

*Continued*

**Appendix B  
One-Year Conviction Rates by County of Release  
Pre-Realignment (Released between 10/01/2010 and 9/30/2011) and  
Post-Realignment (Released between 10/01/2011 and 9/30/2012)<sup>20</sup>  
(Continued)**

COUNTY	PRE-REALIGNMENT			POST-REALIGNMENT			CHANGE FROM PRE-REALIGNMENT RATE TO POST-REALIGNMENT RATE
	RELEASED	CONVICTED	RATE	RELEASED	CONVICTED	RATE	
San Luis Obispo	793	144	18.2%	545	91	16.7%	-1.5%
San Mateo	756	181	23.9%	503	125	24.9%	0.9%
Santa Barbara	701	206	29.4%	547	162	29.6%	0.2%
Santa Clara	2,611	629	24.1%	1,682	326	19.4%	-4.7%
Santa Cruz	332	99	29.8%	167	55	32.9%	3.1%
Shasta	765	121	15.8%	522	87	16.7%	0.8%
Sierra	7	0	N/A	7	1	N/A	N/A
Siskiyou	73	13	17.8%	67	12	17.9%	0.1%
Solano	1,186	200	16.9%	662	143	21.6%	4.7%
Sonoma	575	187	32.5%	387	101	26.1%	-6.4%
Stanislaus	1,611	374	23.2%	1,085	293	27.0%	3.8%
Sutter	259	60	23.2%	185	39	21.1%	-2.1%
Tehama	265	42	15.8%	189	42	22.2%	6.4%
Trinity	31	4	12.9%	19	1	N/A	N/A
Tulare	1,359	282	20.8%	973	231	23.7%	3.0%
Tuolumne	51	5	9.8%	56	5	8.9%	-0.9%
Ventura	1,363	368	27.0%	859	202	23.5%	-3.5%
Yolo	533	103	19.3%	365	74	20.3%	0.9%
Yuba	436	114	26.1%	266	50	18.8%	-7.3%

<sup>20</sup> Recidivism rates not calculated when fewer than 30 inmates were released.

**Appendix C**  
**One-Year Return to Prison Rates by County of Release**  
**Pre-Realignment (Released between 10/01/2010 and 9/30/2011) and**  
**Post-Realignment (Released between 10/01/2011 and 9/30/2012)**

COUNTY	PRE-REALIGNMENT			POST-REALIGNMENT			CHANGE FROM PRE-REALIGNMENT RATE TO POST-REALIGNMENT RATE
	RELEASED	RETURNED	RATE	RELEASED	RETURNED	RATE	
Alameda	3,682	1,214	33.0%	1,740	72	4.1%	-28.8%
Alpine	3	2	N/A	4	0	N/A	N/A
Amador	89	28	31.5%	52	5	9.6%	-21.8%
Butte	724	279	38.5%	520	41	7.9%	-30.7%
Calaveras	34	9	26.5%	45	3	6.7%	-19.8%
Colusa	28	10	N/A	18	0	N/A	N/A
Contra Costa	1,048	411	39.2%	639	23	3.6%	-35.6%
Del Norte	66	30	45.5%	40	3	7.5%	-38.0%
El Dorado	275	100	36.4%	151	10	6.6%	-29.7%
Fresno	3,429	1,597	46.6%	2,332	171	7.3%	-39.2%
Glenn	60	12	20.0%	39	0	0.0%	-20.0%
Humboldt	437	181	41.4%	284	20	7.0%	-34.4%
Imperial	258	89	34.5%	166	20	12.0%	-22.4%
Inyo	24	9	N/A	8	1	N/A	N/A
Kern	3,537	1,382	39.1%	2,517	197	7.8%	-31.2%
Kings	739	303	41.0%	546	45	8.2%	-32.8%
Lake	191	78	40.8%	134	7	5.2%	-35.6%
Lassen	60	14	23.3%	44	0	0.0%	-23.3%
Los Angeles	23,738	4,292	18.1%	16,392	1,404	8.6%	-9.5%
Madera	373	145	38.9%	239	14	5.9%	-33.0%
Marin	92	26	28.3%	83	3	3.6%	-24.6%
Mariposa	12	3	N/A	10	0	N/A	N/A
Mendocino	241	102	42.3%	132	11	8.3%	-34.0%
Merced	706	279	39.5%	387	18	4.7%	-34.9%
Modoc	19	4	N/A	16	0	N/A	N/A
Mono	7	1	N/A	4	0	N/A	N/A
Monterey	944	322	34.1%	623	45	7.2%	-26.9%
Napa	119	35	29.4%	113	7	6.2%	-23.2%
Nevada	59	19	32.2%	41	3	7.3%	-24.9%
Orange	6,477	1,948	30.1%	3,645	215	5.9%	-24.2%
Placer	456	183	40.1%	294	15	5.1%	-35.0%
Plumas	33	5	15.2%	28	0	N/A	N/A
Riverside	5,888	2,313	39.3%	3,774	370	9.8%	-29.5%
Sacramento	5,394	2,093	38.8%	3,030	175	5.8%	-33.0%
San Benito	57	14	24.6%	54	4	7.4%	-17.2%
San Bernardino	7,840	2,706	34.5%	5,331	471	8.8%	-25.7%
San Diego	6,200	2,481	40.0%	4,141	294	7.1%	-32.9%
San Francisco	1,167	526	45.1%	684	25	3.7%	-41.4%
San Joaquin	2,301	1,032	44.9%	1,360	138	10.1%	-34.7%

*Continued*

**Appendix C**  
**One-Year Return to Prison Rates by County of Release**  
**Pre-Realignment (Released between 10/01/2010 and 9/30/2011) and**  
**Post-Realignment (Released between 10/01/2011 and 9/30/2012)<sup>21</sup>**  
**(Continued)**

COUNTY	PRE-REALIGNMENT			POST-REALIGNMENT			CHANGE FROM PRE-REALIGNMENT RATE TO POST-REALIGNMENT RATE
	RELEASED	RETURNED	RATE	RELEASED	RETURNED	RATE	
San Luis Obispo	793	199	25.1%	545	27	5.0%	-20.1%
San Mateo	756	271	35.8%	503	17	3.4%	-32.5%
Santa Barbara	701	217	31.0%	547	26	4.8%	-26.2%
Santa Clara	2,611	808	30.9%	1,682	72	4.3%	-26.7%
Santa Cruz	332	138	41.6%	167	7	4.2%	-37.4%
Shasta	765	278	36.3%	522	37	7.1%	-29.3%
Sierra	7	4	N/A	7	1	N/A	N/A
Siskiyou	73	28	38.4%	67	5	7.5%	-30.9%
Solano	1,186	528	44.5%	662	29	4.4%	-40.1%
Sonoma	575	204	35.5%	387	21	5.4%	-30.1%
Stanislaus	1,611	662	41.1%	1,085	81	7.5%	-33.6%
Sutter	259	95	36.7%	185	12	6.5%	-30.2%
Tehama	265	100	37.7%	189	15	7.9%	-29.8%
Trinity	31	15	48.4%	19	0	N/A	N/A
Tulare	1,359	524	38.6%	973	71	7.3%	-31.3%
Tuolumne	51	17	33.3%	56	1	1.8%	-31.5%
Ventura	1,363	539	39.5%	859	60	7.0%	-32.6%
Yolo	533	222	41.7%	365	21	5.8%	-35.9%
Yuba	436	183	42.0%	266	21	7.9%	-34.1%

<sup>21</sup> Recidivism rates not calculated when fewer than 30 inmates were released.