
THIRD READING

Bill No: AB 2204
Author: Gabriel (D) and Bryan (D), et al.
Amended: 8/24/26 in Senate
Vote: 21

SENATE PUBLIC SAFETY COMMITTEE: 6-0, 6/23/26
AYES: Arreguín, Seyarto, Caballero, Cortese, Pérez, Wiener

SENATE APPROPRIATIONS COMMITTEE: 7-0, 8/13/26
AYES: Cervantes, Seyarto, Cabaldon, Dahle, Grayson, Richardson, Wahab

ASSEMBLY FLOOR: 78-0, 5/27/26 - See last page for vote

SUBJECT: Prisons: organized sports programming

SOURCE: Anti-Recidivism Coalition

DIGEST: This bill requires the Department of Corrections and Rehabilitation (CDCR) to establish a policy on organized sports programming at facilities operated by the department.

Senate Floor Amendments of 8/24/26 clarify that moneys deposited into the Second Chance Sports Fund shall be available upon appropriation by the Legislature in the annual Budget, rather than requiring approval by the Government Operations Agency; and add a sunset date applying to the bill's provisions of January 1, 2036.

Senate Floor Amendments of 8/21/26:

- Extend the deadline by which CDCR must formalize a policy on organized sports programming from July 1, 2027 to January 1, 2028;
- Require that in developing the policy, CDCR must consider additional factors, including geographic, climate, and infrastructure differences across department facilities that may affect equitable access to organized sports programming and

how to maximize access to sports programming using existing recreational spaces and infrastructure;

- Clarify that monies deposited into the Second Chance sports Fund are available upon appropriation;
- Clarify that the Controller, rather than the Treasurer, must annually report on the amount deposited in the fund;
- Extend the deadline for the first report from the Controller to January 1, 2029;
- Delete the sunset date that applies to the provisions of the bill.

ANALYSIS:

Existing law:

- 1) Establishes the position of Secretary of CDCR and vests in that position responsibility for the care, custody, treatment, training, discipline, and employment of persons confined in state prisons. (Penal (Pen.) Code, § 5054.)
- 2) Authorizes CDCR to adopt regulations as necessary to implement the department's administrative duties. (Pen. Code, § 5058.)
- 3) Provides that any amendments to existing regulations and any future regulations adopted by CDCR that may impact visitation of incarcerated persons shall do all of the following:
 - a) Recognize and consider the value of visiting as a means to improve the safety of prisons for both staff and incarcerated persons;
 - b) Recognize and consider the important role of incarcerated person visitation in establishing and maintaining a meaningful connection with family and community; and
 - c) Recognize and consider the important role of incarcerated person visitation in preparing an incarcerated person for successful release and rehabilitation. (Pen. Code, § 6400, subds. (a)-(c).)
- 4) Provides that the essential purpose of incarceration is rehabilitation and successful community reintegration, which should be achieved through education, treatment, and active participation in rehabilitative and restorative justice programs. (Pen. Code, § 1170.)
- 5) Requires CDCR to develop and implement policies for contraband interdiction at institutional entry points, including standardized screening procedures

applicable to all individuals entering facilities, such as visitors, staff, volunteers, and contract employees. (Pen. Code, § 6402.)

- 6) Establishes the Inmate Welfare Fund, which authorizes CDCR to fund programs for the benefit of incarcerated persons, including recreational and physical education activities, hobby programs, and other leisure-time services. (Pen. Code, § 5006.)
- 7) Requires CDCR to provide incarcerated persons with access to recreational and physical education programs under safe and secure conditions, consistent with custodial classification and institutional operations. (Cal. Code Regs., tit. 15, § 3220.)
- 8) Permits CDCR to allow competitions between outside public teams and teams of incarcerated individuals if competitions take place within the facility and under the direct supervision of staff. (Cal. Code Regs., tit. 15, § 3220, subd. (e).)
- 9) Provides that incarcerated persons may voluntarily participate in athletic activities, contests, and games only if those activities are specifically authorized by the institution head or their designee. (Cal. Code Regs., tit. 15, § 3220, subd. (f).)
- 10) Authorizes CDCR to regulate recreational programming, including restricting activities that present safety risks and requiring supervision and medical clearance for certain activities. (Cal. Code Regs., tit. 15, § 3220.1.)
- 11) Authorizes CDCR to regulate and control access to its institutions through a visitor approval process, including establishing conditions necessary to ensure institutional safety and security. (Cal. Code Regs., tit. 15, § 3170.)

This bill:

- 1) Establishes a policy in California to recognize participation in organized sports programming in state prisons as a form of rehabilitation.
- 2) Requires CDCR to adopt a department-wide policy on organized sports programming to be applied to all CDCR facilities by July 1, 2027.
- 3) Requires CDCR to consult with a wide range of stakeholders when creating the policy, including researchers and experts in sports and rehabilitation, criminal

justice reform organizations, professional and semi-professional sports teams and leagues, CDCR staff, and organizations representing incarcerated persons and their families.

- 4) Requires CDCR to consider the following topics when adopting the policy:
 - a) The safety of CDCR staff, incarcerated persons, and other participants;
 - b) The appropriate use of CDCR resources and facilities by incarcerated persons;
 - c) Eligibility requirements for participation; and
 - d) Broader impacts to public safety.
- 5) Permits CDCR to solicit proposals, accept unsolicited proposals, negotiate, and enter into agreements with public and private entities, including professional sports teams, the University of California, the California State University, the California Community Colleges, and private universities for the purpose of expanding access to organized sports programming at CDCR facilities.
- 6) Establishes the Second Chance Sports Fund within the State Treasury and requires:
 - a) Funds deposited into the fund to be available, upon appropriation and approval of the Government Operations Agency, to support the expansion of organized sports programming at facilities operated by CDCR;
 - b) The Government Operations Agency to seek advisement from the Legislature and CDCR on how to prioritize the use of the funds, and to approve the uses of the moneys;
 - c) The fund to receive money from any source, including private donations;
 - d) The funds to supplement, not replace, existing funding for recreational sports programming at CDCR; and
 - e) No more than 5 percent of the funds to be used for administrative purposes.
- 7) Requires the State Treasurer to provide a report to the Legislature on the amounts deposited into the fund before January 1, 2028, and annually thereafter.
- 8) States that the provisions of this bill will remain operative until January 1, 2030, or until the funds appropriated pursuant to this bill are exhausted, whichever occurs first.

9) Includes legislative findings and declarations.

Background

Although there is limited research on the positive impact of sports programming, there are some studies that suggest structured sports programming in correctional settings may support improvements in institutional behavior, mental health, and post-release outcomes for incarcerated individuals. For example, the Twinning Project, a partnership between correctional systems and professional soccer clubs in England and Wales, was recently evaluated in collaboration with researchers at the University of Oxford. The evaluation found that participation in their soccer-based programming was associated with a significant reduction in disciplinary infractions, as well as increased social bonding and optimism regarding post-release outcomes.

More broadly, a systematic review and meta-analysis of sports-based interventions found that participation in such programs was associated with moderate improvements across a range of outcomes, including recidivism, anger control, substance use, and attitudes toward offending. Additional research suggests that sports participation may contribute to improved mental health outcomes among incarcerated individuals, including reduced stress, improved emotional regulation, and increased social connection.

Existing regulations already provide for rehabilitative programming, including recreational and physical activities. (Cal. Code Regs., tit. 15, § 3220.) CDCR currently states on its website that “Physical Education and Recreation programs are provided at each institution.” Additionally, existing regulations provide that incarcerated persons may participate in athletic activities, contests, and games, even with outside organizations, so long as the program is authorized by institutional leadership. (Cal. Code Regs., tit. 15, § 3220, subd. (f).) CDCR also permits access to approved visitors and outside organizations, including for the provision of recreational programs and activities, subject to institutional security requirements. (Cal. Code Regs., tit. 15, § 3220, subd. (e).)

This bill seeks to expand access to organized sports programming in state prisons by directing CDCR to develop a department-wide policy, facilitate partnerships with outside organizations, and establish a fund to support such programming. The bill is intended to increase opportunities for incarcerated persons to participate in structured athletic activities through collaboration with public and private entities, including colleges, universities, and professional sports teams. Specifically, the bill is intended to create more opportunities for incarcerated individuals to participate

in programs like the San Quentin Giants, where outside organizations visit the prisons for sports programming.

The primary effect of this bill is to require CDCR to formalize and standardize a policy on organized sports programming and to consult with specified stakeholders in doing so. While the bill encourages expanded collaboration with outside entities and establishes a funding mechanism to support such efforts, it does not mandate that CDCR enter into specific partnerships, implement particular programs, or ensure that organized sports involving outside participants are available at a specific number of facilities.

Therefore, while the bill may provide additional structure, guidance, and potential funding opportunities for organized sports programming, its practical impact will largely depend on how CDCR exercises its existing discretion to implement and expand existing recreational sports programs.

FISCAL EFFECT: Appropriation: No Fiscal Com.: Yes Local: No

The Senate Appropriations Committee writes:

Moderate to significant costs to CDCR to establish the Second Chance Sports Act (General Fund). Unknown annual costs to CDCR and the Gov Ops Agency to establish and operate organized sports programming (private).

SUPPORT: (Verified 8/21/26)

Anti-recidivism Coalition (source)
California Democratic Party
California Police Chiefs Association
California Public Defenders Association
Ella Baker Center for Human Rights
Sacramento Mayor Kevin McCarty
San Quentin Skunkworks
Smart Justice California

OPPOSITION: (Verified 8/21/26)

None received

ARGUMENTS IN SUPPORT:

Smart Justice California writes:

AB 2204 would direct the California Department of Corrections (“CDCR”) to establish a policy on organized sports, in collaboration with researchers, nonprofits, athletic organizations, and correctional line staff. The legislation would allow CDCR to collaborate with public and private entities, such as colleges and universities or professional sports teams, to implement this sports policy. Additionally, the legislation would establish a state fund to support the expansion of rehabilitative sports programs. The fund would be able to receive donations from a variety of sources, including private philanthropy, further facilitating public-private partnerships like those at San Quentin Rehabilitation Center.

By providing additional support, investment, and collaboration, AB 2204 will provide meaningful opportunities for incarcerated people to participate in sports. Not only will this improve physical and mental health at CDCR facilities, but it will also help improve outcomes for our state’s incarcerated population, helping to make California a safer place.

ASSEMBLY FLOOR: 78-0, 5/27/26

AYES: Addis, Aguiar-Curry, Ahrens, Alanis, Alvarez, Arambula, Ávila Farías, Bains, Bauer-Kahan, Bennett, Berman, Boerner, Bonta, Bryan, Calderon, Caloza, Carrillo, Castillo, Chen, Connolly, Davies, DeMaio, Dixon, Elhawary, Ellis, Flora, Fong, Gabriel, Gallagher, Garcia, Gipson, Jeff Gonzalez, Mark González, Hadwick, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Johnson, Kalra, Krell, Lackey, Lee, Lowenthal, Macedo, McKinnor, Muratsuchi, Nguyen, Ortega, Pacheco, Papan, Patel, Patterson, Pellerin, Petrie-Norris, Ramos, Ransom, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schiavo, Schultz, Sharp-Collins, Solache, Soria, Stefani, Ta, Tangipa, Valencia, Wallis, Ward, Wicks, Wilson, Zbur, Rivas

NO VOTE RECORDED: Quirk-Silva, Celeste Rodriguez

Prepared by: Marshal Lawler / PUB. S. /916-651-4118
8/25/26 10:43:48

**** END ****