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Comparing Federal and State Prison Inmates, 1991

By Caroline Wolf Harlow
BJS Statistician

September 1994, NCJ-145864

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Summary

In 1991, 58% of Federal prisoners (an estimated 31,100 inmates) and 21% of State prisoners (149,200) were serving a sentence for a drug offense. Drug traffickers were 43% of Federal offenders and 13% of State prisoners.

A fourth of Federal inmates serving time for a drug offense other than possession belonged to an illegal drug organization. About 9% belonged to an organization with 11 or more members.

These findings about the predominance of drug offenders among Federal inmates come from separate, but similar, surveys of State and Federal inmates. For the first time, in the summer of 1991, inmates were selected in nationally representative samples of both the Federal and State prison populations. They responded to questions about their past and current lives in lengthy personal interviews. The simultaneous surveys document how the two populations differ and are alike.

Other major findings include the following:

Current offense

- About 17% of Federal inmates and 47% of State inmates were in prison for a violent offense. Murder accounted for 2% of Federal prisoners and almost 11% of State inmates.

Sentence length and time to be served

- On average, Federal inmates were expected to serve almost 6½ years on a sentence of almost 10½ years, and State inmates, 5½ years on a sentence of 12½ years.

Criminal history

- About 61% of Federal inmates and 93% of State inmates had been on probation or incarcerated before their current sentence or were serving a sentence for a violent crime.

Drug and alcohol use

- Federal inmates reported less drug use than State inmates.

42% of Federal inmates and 62% of State inmates had ever used drugs regularly

32% of Federal inmates and 50% of State inmates had used drugs in the month before their current offense

17% of Federal inmates and 31% of State inmates were using drugs when they committed their current offense.

- Federal inmates were half as likely as State inmates to have been under the influence of alcohol or drugs when they committed their current offense (24% versus 49%). Eleven percent of Federal prisoners and 32% of State prisoners were under the influence of alcohol.

- Federal inmates reported slightly lower levels of participation in drug treatment than State inmates. Among those who had used drugs in the month before their current offense, about 43% of Federal inmates and 48% of State inmates had been in a drug treatment program since their admission to prison; 15% of Federal inmates and 20% of State inmates were participating at the time of the survey.

Weapons

- About 12% of Federal prisoners and 16% of State prisoners were armed when they committed the offense for which they were serving time.

- Among violent offenders 38% in Federal prison and 29% in State prison had carried a firearm when committing their current offense.

- About a quarter of Federal inmates who carried a firearm during the crime discharged the weapon. More than half of State offenders in prison who committed their crime with a gun discharged it.

Personal and family characteristics

- Federal inmates were more likely than State inmates to be —
women (8% versus 5%),
Hispanic (28% versus 17%),
age 45 or older (22% versus 10%),
married (38% versus 18%),
with some college education (28% versus 12%),
noncitizens (18% versus 4%),
employed prior to their arrest (74% versus 67%), and
raised in a two-parent home (58% versus 43%).
- Federal inmates were less likely than State inmates to have —
lived in a foster home (8% versus 17%),
parents who abused alcohol or drugs (16% versus 27%),
a relative who had been incarcerated (26% versus 38%), and
been physically or sexually abused at some time before entering prison (6% versus 14%).

- An estimated 62% of Federal inmates were parents of 70,300 children under age 18, and 57% of State inmates were parents of 818,000 minor children.

HIV

- A smaller percentage of Federal inmates (0.8%) than State inmates (2.2%) reported testing positive for the human immunodeficiency virus (HIV) that causes AIDS. These findings are based on 59% of Federal inmates and 51% of State inmates who knew they had been tested for the HIV and could report the test results.

Activities since admission

- About 58% of Federal inmates and 46% of State inmates had enrolled in a school program since their admission. About 3 in 10 had attended a vocational program.
- An estimated 91% of Federal inmates and 70% of State prisoners had a job while in prison. Of these, about 98% of the Federal prisoners and 88% of the State prisoners received some form of compensation.



Department of Justice

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SUNDAY, OCTOBER 2, 1994

BJS
202-307-0784

COMPARING FEDERAL AND STATE PRISONERS

WASHINGTON, D.C. -- Most federal prisoners are drug offenders, but almost half of state prisoners are serving time for violent crimes. Offenders in federal prisons are almost three times as likely as state prisoners to be incarcerated for a drug offense, according to a Department of Justice study released today.

About 58 percent of federal prisoners are being held for drug law violations--more than 42 percent for drug trafficking and about 15 percent for other types of drug crimes. Among state inmates, approximately 21 percent are confined for drug offenses--about 13 percent for drug trafficking and 8 percent for other drug offenses.

The data are from interviews with representative samples of 13,986 state prisoners and 6,572 sentenced federal prisoners. The Department's Bureau of Justice Statistics (BJS) and Bureau of

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Prisons (BOP) conducted the comprehensive study to provide the first comparisons of inmate backgrounds and other characteristics for the two populations.

At the time the study was conducted in the summer of 1991, there were about 54,000 sentenced offenders in federal prisons and 704,000 sentenced state prisoners. Not included were federal detainees awaiting trial, deportation or other procedures.

Federal, but not state, inmates serving time for drug trafficking offenses reported the quantity of drugs involved in their cases. The average quantity was:

- Heroin traffickers, 6 pounds.
- Crack traffickers, 2 pounds.
- Cocaine traffickers, 183 pounds.
- Marijuana traffickers, 3½ tons.

Drug dealing of this magnitude translates into very large sums of money, the report said, and illustrates that the seriousness of federal offenses differs in character from the serious violence that is more typical of state prisoners.

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Twenty-seven percent of federal inmates and 61 percent of state inmates had a current or past sentence for a violent crime. Federal inmates (43 percent) were twice as likely as state inmates (19 percent) to have never been on probation or incarcerated before their current offense.

About 12 percent of the federal prisoners and 16 percent of the state prisoners were armed when they committed the offense for which they were serving time. Among violent offenders, 38 percent in federal prisons and 29 percent in state prisons carried a firearm when they committed the offense. About 10 percent of the violent federal offenders and 16 percent of the violent state offenders fired a gun when they committed the crime.

Among sentenced federal prisoners surveyed, 66 percent of the women and 57 percent of the men were serving time on drug charges. In comparison, 33 percent of the women and 21 percent of the men in state prisons had been convicted on drug charges. Women comprised 8 percent of federal inmates and 5 percent of state prisoners. The percentages of state and federal sentences by gender were:

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	<u>Federal</u>		<u>State</u>	
	Men	Women	Men	Women
Violent crime	18%	8%	47%	32%
Property	10	17	25	29
Drugs	57	66	21	33
Public order	13	9	7	6

Federal inmates in general were older, better educated and from a more stable family background than were state inmates:

<u>Inmates</u>	<u>Federal</u>	<u>State</u>
Age 45 or older	22%	10%
Married	38	18
With some college education	28	12
Employed before arrest	74	67
Raised in two-parent home	58	43
Lived in foster home	8	17
Parents abused alcohol/drugs	16	27
A relative had served time	26	38

About 22 percent of the women in federal prisons and 43 percent of the women in state prisons told interviewers that they

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had been physically or sexually abused at some time before their imprisonment. Among violent offenders the rates were even higher--44 percent of women in federal prisons and 56 percent of women in state prisons.

Among federal prisoners, 38 percent were white non-Hispanic, 30 percent black non-Hispanic, 28 percent Hispanic and 4 percent other (Asians, Pacific Islanders and Native Americans). In state prisons 35 percent of the inmates were white non-Hispanic, 46 percent black non-Hispanic, 17 percent Hispanic and 2 percent other.

About 18 percent of the sentenced federal prisoners were not U.S. citizens, compared to 4 percent of the state prisoners.

Hispanic inmates and those who were non-citizens were more likely to be serving a sentence for drug crimes than were non-Hispanics and citizens. More than 80 percent of the Hispanics in federal prisons and 33 percent of Hispanics in state prisons had been convicted of drug crimes. Among non-citizens, 85 percent of the federal inmates and 45 percent of the state inmates had been convicted of drug crimes.

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Forty-two percent of the federal prisoners and 62 percent of the state prisoners reported having used drugs regularly at some time during their lives. Federal inmates were half as likely as state inmates (24 percent vs. 49 percent) to have been under the influence of drugs or alcohol when they committed the offense for which they were incarcerated. Eleven percent of the federal prisoners and 32 percent of the state prisoners said they were under the influence of alcohol at the time of their offense.

Inmates sentenced for a drug offense have accounted for increasing percentages of the state and federal prison populations. Drug offenders were 38 percent of federal prisoners and 9 percent of state prisoners in 1986, compared to 58 percent and 21 percent in mid-1991. Bureau of Prisons data for 1994 indicate drug offenders are about 62 percent of all sentenced federal inmates.

The report released by the Department of Justice today was written by Caroline Wolf Harlow, a statistician in the Bureau of Justice Statistics, which is a component of the Office of Justice Programs.

(MORE)

Single copies of the study, "Comparing Federal and State Prison Inmates, 1991," (NCJ-145864) as well as other BJS statistical reports, may be obtained from the BJS Clearinghouse, Box 179, Annapolis Junction, Maryland 20701-0179. The telephone number is 1-800-732-3277. Fax orders to 410-792-4358. To receive a fax copy of the complete 30-page report call 301-216-1827.

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Department of Justice

ADVANCE FOR RELEASE AT 5 P.M. EST
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BJS
202-307-0784

RECORD NUMBER OF PRISONERS REACHED AGAIN LAST YEAR

WASHINGTON, D.C. -- The number of state and federal prisoners at the end of last year reached a new record number-- 948,881 inmates, an almost two-fold increase since 1980, the Justice Department's Bureau of Justice Statistics (BJS) announced today. In 1980 the nation's prisons held 329,821 men and women. The average annual increase since then has been 8.5 percent.

Last year's growth--65,225 inmates, or 7.4 percent--was equal to a weekly average gain of about 1,250 prisoners. As of last December 31, state prisons were estimated to be operating between 18 percent and 29 percent above capacity, while the federal system was estimated to be operating at 36 percent over capacity.

The federal system at the end of last year had 89,586 prisoners, which was almost 12 percent more than at the end of 1992. Among the states, California had the largest number of inmates (119,951), followed by Texas (71,103) and New York

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(64,569). Texas also had 29,546 inmates backed up in local jails awaiting transfer to state prisons.

The incarceration rate for prisoners sentenced to more than a year was 351 per 100,000 U.S. residents--also a new record. The states with the highest incarceration rates were Texas (553, including the state prisoners in jails), Oklahoma (506) and Louisiana (499) per 100,000 residents of their respective states.

Between 1988 and 1993, the number of sentenced prisoners grew 51 percent, an increase of more than 306,000 prisoners. All regions of the country have shown approximately equal growth rates during the 5-year period.

Almost half of the growth since 1980 was linked to increases in the number of drug offenders entering prison. In 1992, the latest year for which the data are available, the number of new prison commitments for drug offenses reached an estimated 102,000, or 30 percent of the new commitments for that year. In 1980, 8,900 (7 percent) of the new commitments were for drug offenses. During this period, the number of adult arrests for

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drug law violations more than doubled (from 471,200 to 980,700), and the likelihood of going to prison increased five-fold, from 19 admissions per 1,000 adult arrests to 104.

BJS noted that during the 1980-1992 period, in addition to drug offenders, more people were arrested for sexual assault, robbery, and aggravated assault. An increasingly higher percentage of these defendants, as well as burglary defendants, were sent to prison. This combination of more arrests and higher imprisonment rates resulted in almost 50,000 more people entering prison in 1992 for these offenses.

Inmate growth was also linked to increases in the number of parole and probation violators returned to prison. In 1980, 82 percent of state prisoners were admitted to prison directly after sentencing by a court and 17 percent were admitted for parole violations. By 1992 the percentage of admissions for parole violations had increased to 30.

The rise in the prison population was greatest among black males. Between 1980 and 1992, the black male prison population increased by 186 percent (261,100 inmates), compared to 143

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percent (228,500) for white males. During the same years, the number of white females increased 275 percent (16,200), and the number of black females grew by a nearly identical 278 percent (17,500).

In 1992 the incarceration rate of black males was 2,678 per 100,000 black residents. The rate of white males was 372 per 100,000. The incarceration rate among black females was 143 per 100,000, compared to 20 per 100,000 for white females.

As of the end of last year there were 55,365 female state and federal prisoners--5.8 percent of the total inmate population. During the year Texas had the largest increase among the states (61 percent), going from 2,487 to 4,015.

Single copies of the BJS bulletin, "Prisoners in 1993" (NCJ-147036) as well as other BJS statistical reports may be obtained from the BJS Clearinghouse, Box 179, Annapolis Junction, Maryland 20701-0179. The telephone number is 1-800-732-3277. Fax orders to 410-792-4358.

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Bureau of Justice Statistics Bulletin

Prisoners in 1993

By Darrell K. Gilliard
and Allen J. Beck
BJS Statisticians

The number of prisoners under the jurisdiction of Federal or State correctional authorities at yearend 1993 reached a record high of 948,881. The States and the District of Columbia added 55,898 prisoners; the Federal system, 9,327. The increase for 1993 brings total growth in the prison population since 1980 to 619,060, an increase of about 188% in the 13-year period (table 1).

Table 1. Change in the State and Federal prison populations, 1980-93

Year	Number of inmates	Annual percent change	Total percent change since 1980
1980	329,821	—	—
1981	369,930	12.2 %	12.2%
1982	413,806	11.9	25.5
1983	436,855	5.6	32.5
1984	462,002	5.8	40.1
1985	502,507	8.8	52.4
1986	544,972	8.5	65.2
1987	585,084	7.4	77.4
1988	627,600	7.3	90.3
1989	712,364	13.5	116.0
1990	773,919	8.6	134.6
1991	825,619	6.7	150.3
1992	883,656	7.0	167.9
1993	948,881	7.4	187.7

Note: All counts are for December 31 of each year and may reflect revisions of previously reported numbers.
— Not applicable.

The 1993 growth rate of (7.4%) was slightly greater than the percentage increase recorded during 1992 (7.0%), and the number of new prisoners added during 1993 was 7,188 more than the number added during the preceding year (58,037). The 1993 increase translates into a nationwide need for approximately 1,254 prison bedspaces per week, compared to the nearly 1,116 prison bedspaces per week needed in 1992.

Prisoners with sentences of more than 1 year (referred to as "sentenced prisoners") accounted for 96% of the total prison population at the end of 1993, growing by 7.5% during the year (table 2). The remaining prisoners had sentences of a year or less or were unsentenced (for example, those awaiting trial in States with combined prison-jail systems).

The number of sentenced Federal prisoners increased more than that of sentenced State prisoners during 1993 (13.2% versus 7.0%). The rate of increase slowed somewhat from the year before. In 1992 the Federal system had increased 15.9%, and the State population had grown 6.6%.

Prison populations decreased in eight States and the District of Columbia through the end of 1993. This decrease amounted to a combined total of 716 inmates.

June 1994

The number of inmates under the jurisdiction of State and Federal prison authorities at the end of 1993 was 7% higher than the count a year earlier. Since 1980, the number of prisoners nationwide has grown by 619,060 — an average of 47,600 per year or more than 900 additional inmates per week. The 1993 growth rate translates into an average of more than 1,254 additional inmates each week.

Over the last 10 years, 22 jurisdictions have reported prisoner increases of 100% or more. During 1993, five States, the District of Columbia, and the Federal prison system experienced increases of 10% or more. BJS data on prisoners indicate that returned conditional release violators, drug offenders, and an increased probability of incarceration given arrest constitute the largest elements in these population increases.

BJS appreciates the assistance of employees of departments of corrections nationwide who make these data available. This report marks the 67th anniversary of this Federal/State partnership.

Lawrence A. Greenfeld
Acting Director

Six of the eight States had decreases of at least 1%. Kansas, Nebraska, Maine, Montana, Vermont, and Wis-

consin. During 1993 five States and the Federal system reported increases of at least 10%. Connecticut experi-

enced the greatest increase (20.1%), followed by Texas (16.2%), Minnesota (15.5%), Mississippi (15.2%), the Federal system (11.6%), and Oklahoma (10.7%).

Table 2. Prisoners under the jurisdiction of State or Federal correctional authorities, by region and jurisdiction, yearend 1992 and 1993

	Total			Sentenced to more than 1 year			
	Advance 1993	Final 1992	Percent change 1992-93	Advance 1993	Final 1992	Percent change, 1992-93	Incarceration rate, 1993 ^a
U.S. total	948,881	883,656	7.4%	910,462	847,271	7.5%	351
Federal	89,586	80,259	11.6%	74,398	65,706	13.2%	29
State	859,295	803,397	7.0	836,064	781,565	7.0	322
Northeast	145,445	138,144	5.3%	139,956	133,658	4.7%	272
Connecticut	13,691	11,403	20.1	10,508	8,794	19.5	321
Maine	1,469	1,519	-3.3	1,446	1,492	-3.1	117
Massachusetts	10,055	10,053	0.0	9,315	9,665	-3.6	155
New Hampshire	1,775	1,777	-0.1	1,775	1,777	-.1	157
New Jersey	23,831	22,653	5.2	23,689	22,653	4.6	299
New York	64,569	61,736	4.6	64,569	61,736	4.6	354
Pennsylvania	26,050	24,974	4.3	26,045	24,966	4.3	216
Rhode Island	2,782	2,775	.3	1,716	1,710	.4	172
Vermont	1,223	1,254	-2.5	893	865	3.2	154
Midwest	173,595	167,023	3.9%	173,363	166,658	4.0%	283
Illinois	34,495	31,640	9.0	34,495	31,640	9.0	294
Indiana	14,470	13,945	3.8	14,364	13,791	4.2	250
Iowa	4,898	4,518	8.4	4,898	4,518	8.4	174
Kansas	5,727	6,028	-5.0	5,727	6,028	-5.0	226
Michigan	39,529	39,113	1.1	39,529	39,113	1.1	416
Minnesota	4,415	3,822	15.5	4,415	3,822	15.5	97
Missouri ^b	16,178	16,189	—	16,178	16,181	—	308
Nebraska	2,408	2,514	-4.2	2,360	2,435	-3.1	146
North Dakota	498	477	4.4	446	428	4.2	70
Ohio	40,641	38,378	5.9	40,641	38,378	5.9	365
South Dakota	1,553	1,487	4.4	1,553	1,487	4.4	216
Wisconsin	8,783	8,912	-1.4	8,757	8,837	-.9	173
South	352,104	324,091	8.6%	343,451	315,167	9.0%	381
Alabama	18,624	17,453	6.7	18,169	16,938	7.3	431
Arkansas	8,628	8,285	4.1	8,567	8,195	4.5	351
Delaware	4,237	4,051	4.6	2,796	2,708	3.2	397
District of Col.	10,845	10,875	-.3	8,908	7,528	18.3	1,549
Florida	53,048	48,302	9.8	53,041	48,285	9.8	385
Georgia	27,783	25,290	9.9	27,079	24,848	9.0	387
Kentucky	10,440	10,364	.7	10,440	10,364	.7	274
Louisiana	22,532	20,896	7.8	21,499	20,812	3.3	499
Maryland	20,264	19,977	1.4	19,121	18,808	1.7	383
Mississippi	10,116	8,780	15.2	9,798	8,593	14.0	369
North Carolina	21,889	20,454	7.0	21,358	19,965	7.0	305
Oklahoma	16,409	14,821	10.7	16,409	14,821	10.7	506
South Carolina	18,704	18,643	.3	17,896	17,612	1.6	489
Tennessee	12,827	11,849	8.3	12,827	11,849	8.3	250
Texas ^b	71,103	61,178	16.2	71,103	61,178	16.2	—
Virginia	22,850	21,199	7.8	22,635	20,989	7.8	346
West Virginia	1,805	1,674	7.8	1,805	1,674	7.8	99
West	188,151	174,139	8.0%	179,294	166,082	8.0%	317
Alaska	3,068	2,865	7.1	1,954	1,944	.5	323
Arizona	17,811	16,477	8.1	17,160	15,850	8.3	430
California	119,951	109,496	9.5	115,573	105,467	9.6	368
Colorado	9,462	8,997	5.2	9,462	8,997	5.2	262
Hawaii	3,155	2,926	7.8	2,026	1,922	5.4	172
Idaho ^b	2,606	2,256	—	2,606	2,256	—	234
Montana	1,454	1,498	-2.9	1,454	1,498	-2.9	171
Nevada	6,198	6,049	2.5	6,198	6,049	2.5	438
New Mexico	3,498	3,271	6.9	3,373	3,154	6.9	206
Oregon	6,560	6,583	-.3	5,118	5,236	-2.3	167
Utah	2,888	2,699	7.0	2,871	2,687	6.8	152
Washington	10,419	9,959	4.6	10,419	9,959	4.6	196
Wyoming	1,081	1,063	1.7	1,080	1,063	1.6	228

Note: The advance count of prisoners is conducted immediately after the calendar year ends. Prisoner counts for 1992 may differ from those reported in previous publications. Counts for 1993 are subject to revision as updated figures become available.

—Not applicable.

^aThe number of prisoners with sentences of more than 1 year per 100,000 resident population.

^bSee *Methodological notes*, page 11.

During 1993, the Nation's prison population increased by 65,225 prisoners. Increases in prison populations in California (10,455), Texas (9,925), the Federal system (9,327), and Florida (4,746) accounted for over half of the total increase (52.8%). These jurisdictions incarcerate just over a third of the Nation's prison population.

Rates of Incarceration Increase

On December 31, 1993, the number of sentenced prisoners per 100,000 residents was 351, a new record. Eleven of the 17 States with rates equal to or greater than the rate for the Nation were located in the South, 3 were in the West, 2 were in the Midwest, and 1 was in the Northeast.

Since 1980 the number of sentenced inmates per 100,000 residents has risen from 139 to 351. During this period, per capita incarceration rates rose the most in the West (from 105 to 317) and the South (from 188 to 381). The rate in the Northeast rose from 87 to 272 and the rate in the Midwest from 109 to 283. The number of sentenced Federal prisoners per 100,000 U.S. residents increased from 9 to 29 over the same period.

Prison populations in Southern States grow the fastest

During 1993 the average growth in the number of sentenced State and Federal prisoners was equal to a demand for 1,215 additional bedspaces per week, about 106 more than the average weekly growth in 1992 (table 3).

Regionally, during 1993 the percentage increase in the number of sentenced prisoners was highest in the Southern States, a gain of 9.0%. The number of sentenced prisoners grew by 8.0% in the West, 4.7% in the

Table 3. Changes in the number of sentenced prisoners under the jurisdiction of State or Federal correctional authorities, by region and jurisdiction, in 1 year, 5 years, and 10 years

	1992-93		1991-92		1988-93		1983-93	
	Population difference	Percent change	Population difference	Percent change	Population difference	Percent change	Population difference	Percent change
U.S. total	63,191	7.5%	57,661	7.3%	306,409	50.7%	490,905	117.0%
Federal	8,692	13.2%	9,010	15.9%	31,660	74.1%	48,067	182.5%
State	54,499	7.0	48,651	6.6	274,749	48.9	442,838	112.6
Northeast	6,298	4.7%	5,948	4.7%	45,434	48.1%	78,010	125.9
Connecticut	1,714	19.5	209	2.4	5,785	122.5	6,931	193.8
Maine	(46)	-3.1	(66)	-4.2	232	19.1	585	67.9
Massachusetts	(350)	-3.6	844	9.6	2,860	44.3	4,943	113.1
New Hampshire	(2)	-0.1	244	15.9	756	74.2	1,296	270.6
New Jersey ^a	1,036	4.6	(830)	-3.5	6,753	39.9	—	—
New York	2,833	4.6	3,874	6.7	20,009	44.9	34,059	111.6
Pennsylvania	1,079	4.3	1,580	6.8	8,162	45.6	14,346	122.6
Rhode Island	6	.4	(39)	-2.2	537	45.5	838	95.4
Vermont	28	3.2	132	18.0	340	61.5	515	136.2
Midwest	6,705	4.0%	10,387	6.6%	53,286	44.4%	92,062	113.2%
Illinois	2,855	9.0	2,525	8.7	13,414	63.6	18,973	122.2
Indiana	573	4.2	215	1.6	3,093	27.4	5,391	60.1
Iowa	380	8.4	373	9.0	1,864	61.4	2,084	74.1
Kansas	(301)	-5.0	125	2.1	(90)	-1.5	2,022	54.6
Michigan	416	1.1	2,690	7.4	11,917	43.2	25,019	172.4
Minnesota	593	15.5	350	10.1	1,616	57.7	2,302	108.9
Missouri ^b	—	—	284	1.8	—	—	—	—
Nebraska	(75)	-3.1	29	1.2	294	14.2	809	52.2
North Dakota	18	4.2	(13)	-2.9	32	7.7	96	27.4
Ohio	2,263	5.9	2,634	7.4	14,179	53.6	22,634	125.7
South Dakota	66	4.4	113	8.2	533	52.3	745	92.2
Wisconsin	(80)	-.9	1,062	13.7	2,432	38.5	3,912	80.7
South	28,284	9.0%	22,485	7.7%	116,704	51.5%	163,408	90.8%
Alabama	1,231	7.3	538	3.3	5,812	47.0	8,528	88.5
Arkansas	372	4.5	473	6.1	3,048	55.2	4,321	101.8
Delaware	88	3.2	235	9.5	589	26.7	1,217	77.1
District of Columbia	1,380	18.3	422	5.9	2,280	34.4	5,443	157.1
Florida	4,756	9.8	1,754	3.8	18,360	52.9	27,648	108.9
Georgia	2,231	9.0	1,839	8.0	9,061	50.3	12,144	81.3
Kentucky	76	.7	565	5.8	3,321	46.6	5,667	118.7
Louisiana	687	3.3	809	4.0	5,257	32.4	8,687	67.8
Maryland	313	1.7	984	5.5	5,549	40.9	7,142	59.6
Mississippi	1,205	14.0	(89)	-1.0	2,547	35.1	4,317	78.8
North Carolina	1,393	7.0	1,693	9.3	5,107	31.4	7,101	49.8
Oklahoma	1,588	10.7	1,481	11.1	5,961	57.1	8,929	119.4
South Carolina	284	1.6	404	2.3	4,994	38.7	8,820	97.2
Tennessee	978	8.3	375	3.3	5,095	65.9	4,626	56.4
Texas	9,925	16.2	9,501	18.4	30,666	75.8	35,844	101.7
Virginia	1,646	7.8	1,329	6.8	8,707	62.5	12,780	129.7
West Virginia	131	7.8	172	11.5	350	24.1	194	12.0
West	13,212	8.0%	9,831	6.3%	59,325	49.5%	109,358	156.4%
Alaska	10	.5	104	5.7	92	4.9	882	82.3
Arizona	1,310	8.3	1,007	6.8	5,582	48.2	10,417	154.5
California	10,106	9.6	6,952	7.1	41,793	56.6	77,548	203.9
Colorado	465	5.2	605	7.2	3,376	55.5	6,007	173.9
Hawaii	104	5.4	156	8.8	516	34.2	961	90.2
Idaho ^c	—	—	113	5.3	—	—	—	—
Montana	(44)	-2.9	20	1.4	182	14.3	553	61.4
Nevada	149	2.5	226	3.9	1,317	27.0	3,010	94.4
New Mexico	219	6.9	138	4.6	650	23.9	1,665	97.5
Oregon ^d	(118)	-2.3	—	—	—	—	—	—
Utah	184	6.8	82	3.1	927	47.7	1,610	127.7
Washington	460	4.6	803	8.8	4,603	79.1	3,761	56.5
Wyoming	17	1.6	(36)	-3.3	135	14.3	359	49.8

Note: Sentenced prisoners are those with sentences of more than 1 year.

() Indicates a decline in the number of sentenced prisoners.

-- Not applicable.

^aSince 1987 jurisdiction counts include prisoners held in local jails because of prison crowding.

^bCustody counts were reported for the first time in 1993.

^cJurisdiction counts were reported for the first time in 1993.

^dBefore 1992 only prisoners with a sentence of more than 1 year were reported.

Table 4. The prison situation among the States, yearend 1993

10 States with the largest 1993 prison population	Number of inmates	10 States with the highest incarceration rates, 1993 ^a	Prisoners per 100,000 residents	10 States with the largest percent increases in prison population			
				1992-1993	Percent increase	1988-93	Percent increase
California	119,951	Texas ^b	553	Connecticut	20.1%	Washington	79.1%
Texas	71,103	Oklahoma	506	Texas	16.2	Texas	75.8
New York	64,569	Louisiana	499	Minnesota	15.5	New Hampshire	74.2
Florida	53,048	South Carolina	489	Mississippi	15.2	Connecticut	71.0
Ohio	40,641	Nevada	438	Oklahoma	10.7	Tennessee	65.9
Michigan	39,529	Alabama	431	Georgia	9.9	Illinois	63.6
Illinois	34,495	Arizona	430	Florida	9.8	Iowa	61.4
Georgia	27,783	Michigan	416	California	9.5	Virginia	61.1
Pennsylvania	26,050	Delaware	397	Illinois	9.0	Minnesota	57.7
New Jersey	23,831	Georgia	387	Iowa	8.4	California	57.5

Note: District of Columbia as a wholly urban jurisdiction is excluded. ^bIncludes 29,546 State prisoners backed up in local jails.
^aPrisoners with sentences of more than 1 year.

Northeast, and 4.0% in the Midwest. The sentenced Federal prison population grew by 13.2%.

In 19 States and the District of Columbia the percentage change in the number of sentenced prisoners during 1993 was higher than that of 1992. Among these jurisdictions, four had increases of at least 10%, led by Connecticut (19.5%), the District of Columbia (18.3%), Minnesota (15.5%), and Mississippi (14.0%).

In the last 5 years, net gains in the number of sentenced prisoners have averaged about 1,178 prisoners per week — a weekly gain of about 1,056 State prisoners and 122 Federal prisoners per week over the period. The largest net gains have occurred in the South (448 inmates per week), followed by the West (228), the Midwest (205), and the Northeast (175). Texas accounted for slightly over a quarter of the 51.5% growth in the 16 Southern States and the District of Columbia. California accounted for over two-thirds of the growth in the 13 Western States.

In 1993 the 10 States with the largest prison populations held 53% of the total prison population nationwide — California, Texas, and New York accounting for over 25% (table 4). Texas had the highest incarceration rate with 553 sentenced prisoners per 100,000 residents.

During 1993 Connecticut's prison numbers grew the fastest, increasing 20.1%. Over the past 5 years the State prison population of Washington grew the fastest, increasing by 79.1%.

Female prisoner population grows at a faster pace

The number of female inmates (55,365) increased at a faster rate during 1993 (9.6%) than the number of male inmates (893,516, 7.2%) (table 5). The rate of incarceration for sentenced males (679 per 100,000 males in the resident population) was nearly 18 times higher than for sentenced females (38 per 100,000 females in the resident population). At the end of 1993, women accounted for 5.8% of all prisoners nationwide (table 6).

In 1993, 27 States, the District of Columbia, and the Federal system had more than 500 female inmates. Among these jurisdictions, nine had increases of at least 10%, led by Texas' increase of 61.4% (from 2,487 in 1992 to 4,015 in 1993). The Federal prison system's increase during 1993, 492 inmates, accounted for 10.1% of the total prison increase of 4,872.

Table 5. Prisoners under the jurisdiction of State or Federal correctional authorities, by sex of inmate, yearend 1992 and 1993

	Men	Women
Total		
Advance 1993	893,516	55,365
Final 1992	833,163	50,493
Percent change, 1992-93	7.2%	9.6%
Sentenced to more than 1 year		
Advance 1993	859,400	51,062
Final 1992	799,620	47,651
Percent change, 1992-93	7.5%	7.2%
Incarceration rate, 1993 ^a	679	38

^aThe number of prisoners with sentences of more than 1 year per 100,000 residents on December 31, 1993.

Local jails held almost 51,000 prisoners because of State prison crowding

At the end of 1993, 22 jurisdictions reported a total of 50,966 State prisoners held in local jails or other facilities because of crowding in State facilities (table 7). Texas accounted for almost 60% of the prisoners sentenced to prison but incarcerated locally. Five States — Texas, Louisiana, Virginia, New Jersey, and West Virginia — held more than 10% of their prison population locally. Overall, 5.4% of the State prison population was confined in local jails on December 31, 1993, because of prison crowding.

Prison capacity estimates are difficult to compare

The extent of crowding in the Nation's prisons is difficult to determine because of the absence of uniform measures for defining capacity. The 52 reporting jurisdictions apply a wide variety of capacity measures to reflect both available space to house inmates and the ability to staff and operate an institution. To estimate the capacity of the Nation's prisons, jurisdictions were asked to supply three measures for yearend 1993 — rated, operational, and design capacities. These measures were defined as follows:

Rated capacity is the number of beds or inmates assigned by a rating official to institutions within the jurisdiction.

Operational capacity is the number of inmates that can be accommodated based on a facility's staff, existing programs, and services.

Design capacity is the number of inmates that planners or architects intended for the facility.

Table 6. Women under the jurisdiction of State or Federal correctional authorities, yearend 1993

	Number of female inmates	Percent of all inmates	Percent change in female inmate population, 1992-93	Incarceration rate, 1993*
U.S. total	55,365	5.8%	9.6%	38
Federal	6,891	7.7%	7.7%	4
State	48,474	5.6	9.9	34
States with at least 500 female inmates:				
California	7,580	6.3%	12.3%	43
Texas ^b	4,015	5.6	61.4	—
New York	3,528	5.5	.8	37
Florida	2,696	5.1	3.7	38
Ohio	2,584	6.4	6.8	45
Michigan	1,801	4.6	-2.2	37
Georgia	1,760	6.3	21.0	47
Illinois	1,688	4.9	15.9	28
Oklahoma	1,582	9.6	13.0	95
Virginia	1,219	5.3%	4.8%	36
Pennsylvania	1,194	4.6	8.0	19
New Jersey	1,134	4.8	3.6	28
Alabama	1,131	6.1	2.7	50
North Carolina	1,119	5.1	17.8	30
Louisiana	1,119	5.0	9.5	47
South Carolina	1,105	5.9	-2.0	52
Arizona	1,037	5.8	3.6	49
Connecticut	994	7.3	40.0	38
Maryland	976	4.8%	2.3%	33
Missouri	920	5.7	—	34
Indiana	778	5.4	5.4	26
District of Columbia	687	6.3	-4.6	119
Washington	666	6.4	7.8	25
Massachusetts	622	6.2	10.3	12
Mississippi	589	5.8	16.6	39
Kentucky	545	5.2	0.0	28
Colorado	542	5.7	2.8	30
Tennessee	521	4.1	-1.3	20

*The number of female prisoners with sentences of more than 1 year per 100,000 female residents on December 31, 1993.

^bExcludes 3,363 local jail backups.

—Not applicable

Table 7. State prisoners held in local jails because of prison crowding, by State, yearend 1992 and 1993

States housing prisoners in local jails	Prisoners held in local jails			
	Number		As a percent of all prisoners	
	1993	1992	1993	1992
U.S. total	50,966	38,006	5.4%	4.3%
Alabama	1,204	966	6.5%	5.5%
Arizona*	157	95	.9	0.6
Arkansas	667	496	7.7	6.0
Colorado	252	537	2.7	6.0
District of Columbia	160	310	1.5	2.9
Idaho*	203	192	7.2	7.8
Indiana	1,005	779	6.9	5.6
Kentucky	396	574	3.8	5.5
Louisiana	6,390	4,621	28.4%	22.1%
Massachusetts*	871	957	8.0	8.7
Minnesota	134	0	3.0	—
Mississippi	0	958	—	10.9
New Jersey	3,594	2,986	15.1	13.2
North Carolina	105	0	.5	—
Oklahoma*	380	471	2.3	3.1
South Carolina	416	420	2.2	2.3
Tennessee	1,781	1,120	9.2%	9.5%
Texas*	29,546	19,815	29.4	24.5
Utah	122	108	4.2	4.0
Vermont	4	18	.3	1.4
Virginia	3,610	1,983	15.8	9.4
West Virginia*	262	381	12.7	18.5
Wisconsin	310	219	3.5	2.5

*For States not including jail backups in their jurisdiction counts, the percentage of jurisdiction population was calculated using the total number of State inmates in jail or prison.

—Not calculable.

Table 8. Reported Federal and State prison capacities, yearend 1993

Region and Jurisdiction	Rated capacity	Operational capacity	Design capacity	Population* as a percent of	
				Highest capacity	Lowest capacity
Federal ^b	59,849	...	...	136%	136%
Northeast					
Connecticut	12,133	13,347	...	103 %	113%
Maine	1,353	1,353	1,353	109	109
Massachusetts	...	...	6,902	146	146
New Hampshire	1,358	1,576	1,162	113	153
New Jersey	...	...	15,032	135	135
New York	61,761	58,675	50,339	105	128
Pennsylvania	...	...	18,844	138	138
Rhode Island	3,070	3,070	3,070	91	91
Vermont ^c	947	947	947	96	96
Midwest					
Illinois	26,369	26,369	22,625	131%	152%
Indiana	12,255	14,289	...	94	110
Iowa	3,265	3,265	3,265	150	150
Kansas	6,600	...	...	87	87
Michigan	27,548	...	...	143	143
Minnesota	3,845	3,845	3,845	111	111
Missouri	15,911	15,832	...	102	102
Nebraska	...	...	2,013	120	120
North Dakota	...	596	596	84	84
Ohio	...	...	22,521	180	180
South Dakota	1,477	1,418	1,477	105	110
Wisconsin	6,550	6,550	6,550	129	129
South					
Alabama	15,979	15,979	15,979	124%	124%
Arkansas	...	8,014	...	99	99
Delaware	...	4,206	3,192	101	133
District of Columbia	10,330	10,330	8,746	105	124
Florida	54,041	53,501	41,030	98	129
Georgia	...	27,791	...	100	100
Kentucky	9,560	9,383	...	105	107
Louisiana	17,131	17,131	17,131	94	94
Maryland	...	20,279	13,361	100	152
Mississippi	...	8,746	9,206	110	116
North Carolina	17,913	21,400	...	102	122
Oklahoma	9,775	13,363	...	123	168
South Carolina	16,221	16,221	12,527	113	146
Tennessee	11,967	11,720	...	97	99
Texas	72,854	72,854	...	98	98
Virginia	15,359	15,359	15,359	125	125
West Virginia	1,800	1,805	1,800	100	100
V					
Alaska	2,523	2,602	...	118%	122%
Arizona	...	16,089	...	111	111
California	...	...	63,293	190	190
Colorado	...	7,880	6,612	117	139
Hawaii	...	2,627	1,672	120	189
Idaho	1,929	2,177	...	120	135
Montana	...	1,260	850	115	171
Nevada	6,440	...	5,278	96	117
New Mexico	3,561	3,561	3,575	98	98
Oregon	...	6,517	...	101	101
Utah	3,234	3,079	...	86	90
Washington ^d	6,894	9,117	9,117	104	134
Wyoming	977	977	977	111	111

... Data not available.

^a Excludes inmates who had been sentenced to State prison but were held in local jails because of crowding and who were included in the total prisoner count.

^b Excludes prisoners housed in contract or other non-Federal facilities.

^c Excludes 298 prisoners on long-term furlough and 4 housed in lockups. Includes an unknown number of inmates in county and municipal lockups.

^d Excludes 901 inmates in work release and pre-release facilities.

Of the 52 reporting jurisdictions, 35 supplied rated capacities, 42 provided operational capacities, and 34 submitted design capacities (table 8). As a result, estimates of total capacity and measures of the relationship to population are based on the highest and lowest capacity figures provided.

(Twenty-five jurisdictions reported 1 capacity measure or gave the same figure for each capacity measure they reported.)

Most jurisdictions are operating above capacity

Prisons generally require reserve capacity to operate efficiently. Prison dormitories and cells need to be maintained and repaired periodically, special housing is needed for protective custody and disciplinary cases, and space may be needed to cope with emergencies. At the end of 1993, 13 States reported they were operating at 99% or below their highest capacity. Forty-two jurisdictions and the Federal

Table 9. Population as a percent of reported capacity for State prisons, 1988-93

	State prisons
Highest capacity	709,110
Lowest capacity	649,445
Net change in capacity, 1992-93	
Highest	41,810
Lowest	48,093
Population as a percent of capacity	
Highest	
1988	107%
1989	107
1990	115
1991	116
1992	118
1993	118
Lowest	
1988	123%
1989	127
1990	127
1991	131
1992	131
1993	129

Note: States were asked to report their rated, operational, and design capacities. Tabulations reflect the highest and lowest of the 3 capacities reported from 1988 to 1993.

^a Excludes inmates sentenced to State prison but held in local jails because of crowding.

prison system reported operating at 100% or more of their lowest capacity. At the end of 1993, the Federal system was estimated to be operating at 36%

over capacity. State prisons were estimated to be operating at 118% of their highest capacities and 129% of their lowest capacities (table 9).

Rise in prison population linked to changes in prison admissions

Underlying the dramatic growth in the State prison population during the 1980's were changes in the composition of prison admissions. Since 1977 the relative sizes of the two principal sources of admissions to prison, court commitments and returned conditional release violators, have changed. Court commitments account for a decreasing share of all prison admissions: 69.5% in 1992, down from 82.4% in 1980 (table 10). As a percentage of all admissions, those returning to prison after a conditional release increased, from 17.0% to 29.5%. These conditional release violators had originally left prison as parolees, mandatory releases, and other types of releases involving community supervision.

The absolute number of conditional release violators returned to prison grew 5-fold, from 27,177 in 1980 to 141,961 in 1992, while the number of new court commitments more than doubled, from 131,215 to 334,301. Overall, the increase in the number of conditional release violators accounted for more than a third of the growth in the total admissions to State prisons.

An increasing percentage of court commitments sentenced for drug offenses

In 1992, the latest year for which data are available, the number of new court commitments for drug offenses totaled an estimated 102,000 (figure 1). The number of persons admitted for drug offenses was nearly as large as the number admitted for property offenses (104,300) and larger than the number for violent offenses (95,300) and public-order offenses (29,400). An estimated 30.5% of all new court commitments in 1992 were drug offenders, up from 6.8% in 1980 (figure 2). In 1992 an estimated 31.2% were property offenders; 28.5%, violent offenders; and 8.8%, public-order offenders. The increase in drug offenders admitted to prison accounted for nearly 46%

Table 10. Admissions to State prisons, by type of admission, 1980-92

Year	All	Percent of all admissions		
		New court commitment	Probation / parole violators	Other ^b
1980	159,286	82.4%	17.0%	0.6%
1981	187,113	79.7	18.2	2.1
1982	203,269	81.0	18.0	1.0
1983	221,180	78.3	19.4	2.2
1984	218,280	76.5	22.7	.8
1985	240,598	76.1%	23.4%	.5%
1986	273,402	74.4	25.2	.5
1987	307,519	73.4	26.2	.4
1988	347,028	70.7	28.4	.9
1989	423,897	70.3	28.4	1.3
1990	460,739	70.1%	29.1%	.8%
1991	466,285	68.0	30.5	1.5
1992	480,676	69.5	29.5	.9

Note: Detail may not add to 100% because of rounding.

^aExcludes escapees and AWOL's returned and transfers from other jurisdictions.

^bIncludes returns from appeal or bond and other admissions.

Number of new court commitments, by offense and year of admission, 1980-92

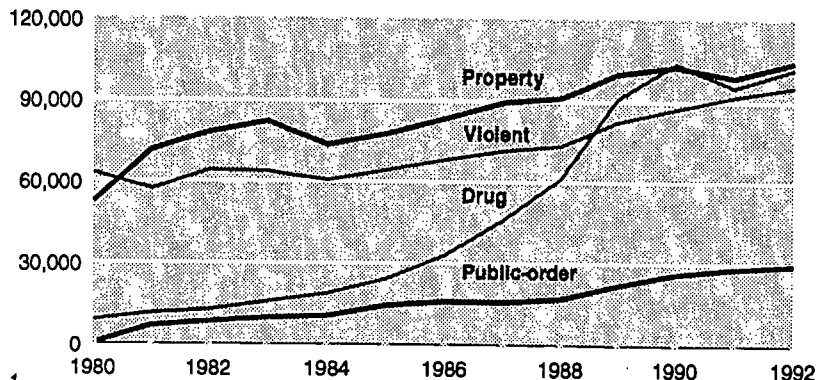


Fig. 1

Percent of new court commitments, by offense and year of admission, 1980-92

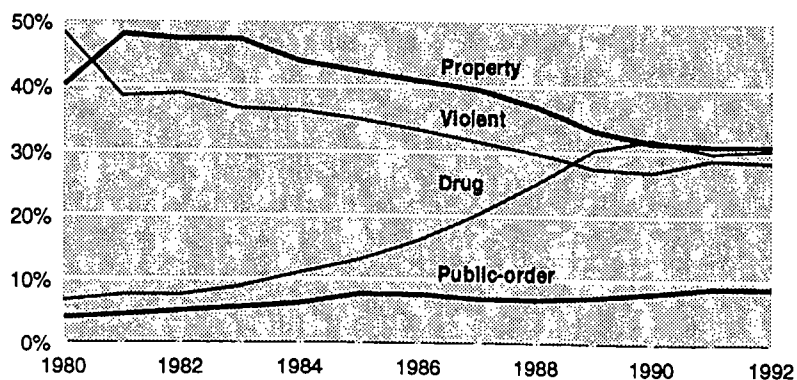


Fig. 2

Table 11. Estimated number of adult arrests for selected serious and drug offenses, 1980-92

Year	Number of adult arrests for selected serious offenses						Number of adult arrests for drug offenses
	All	Murder*	Rape	Robbery	Aggravated assault	Burglary	
1980	666,500	18,200	26,700	102,200	236,600	282,800	471,200
1981	697,800	19,600	27,000	109,800	243,700	297,700	468,100
1982	754,700	19,900	28,700	116,000	271,800	318,300	584,900
1983	709,600	18,800	29,100	107,800	260,300	293,600	583,500
1984	679,100	16,500	31,000	103,200	260,400	268,000	623,700
1986	757,500	17,500	31,400	113,000	306,800	288,800	742,700
1987	749,600	17,400	30,600	107,200	307,300	287,100	849,600
1988	840,600	19,500	33,000	116,500	363,600	308,000	1,050,500
1989	897,400	19,600	33,100	127,100	398,200	319,400	1,247,700
1990	881,300	19,800	33,300	127,300	410,800	290,100	1,008,300
1991	886,500	20,700	33,800	129,300	412,200	290,500	931,900
1992	892,000	19,200	32,800	127,600	432,900	279,500	980,700

*Includes nonnegligent manslaughter.

Source: FBI, *Crime in the United States*, 1980-92.

of the total growth in new court commitments since 1980.

Growth in the number of persons arrested for drug law violations and an increase in the rate of incarceration for drug offenses account for the change in the prison offense distribution. Between 1980 and 1992, the estimated number of adult arrests for drug law violations increased by 108%, from 471,200 to 980,700 (table 11). Compounding the impact of more drug arrests, the rate of drug offenders sent to

State prison rose from 19 per 1,000 adult arrests for drug violations in 1980 to 104 admissions per 1,000 in 1992.

An increasing number of arrests and a rise in the probability of incarceration for serious crimes

Growth in the prison population was not solely the result of more commitments of drug offenders. Between 1980 and 1992 the number of persons admitted to prison for the selected serious offenses of sexual assault,

robbery, aggravated assault, and burglary also rose by nearly 50,000.

The total number of arrests for serious crimes rose during this period by 34%, from 666,500 to 892,000, while the ratio of prison admissions to adult arrests for these crimes increased from 128 commitments per 1,000 arrests to 148 (table 12). Although the prison commitment ratio was higher in 1992 than in 1980, it changed from year to year: increasing from 1980 to 1983, fluctuating between 1984 and 1988, and then generally increasing after 1988.

Although more persons were admitted to prison for sexual assault, robbery, aggravated assault, and burglary, increases in the number arrested for aggravated assault and in the probability of incarceration for burglary accounted for much of the total.

Growth in the number of arrests for aggravated assault accounted for more than three-quarters of the total increase in arrests for serious crimes. In 1992 an estimated 432,900 adults were arrested for aggravated assault, up from 236,600 in 1980. The probability of going to prison given arrest for aggravated assault went from 45 admissions to 58 per 1,000 arrests. When combined with this increased probability, the larger number of arrests for aggravated assault by 1992 accounted for nearly a third of the total increase in prison admissions for serious offenses.

A rise in the prison admissions to arrest ratio for burglary accounted for an additional 30% of the total increase in prison admissions for serious offenses. While the annual number of adults arrested for burglary dropped by 3,300 between 1980 and 1992, the number of admissions to prison per 1,000 arrests increased from 107 to 159. At least 14,000 more admissions to prison for burglary occurred in 1992 than in 1980 because of the higher rate of imprisonment.

Table 12. Court commitments to State prisons, relative to adult arrests for selected serious and drug offenses, 1980-92

Year	Number of court commitments per 1,000 arrests for					
	Selected serious offenses					Per 1,000 arrests for drug offenses
	All*	Murder*	Robbery	Aggravated assault	Burglary	
1980	128	621	245	45	107	19
1981	133	388	257	42	136	25
1982	134	573	239	44	135	22
1983	144	468	237	47	154	27
1984	134	364	257	44	138	30
1985	141	488	238	47	141	34
1986	136	497	225	44	143	45
1987	143	517	238	48	145	54
1988	130	441	225	45	139	59
1989	134	454	234	48	146	73
1990	143	460	233	56	160	103
1991	142	459	247	58	147	102
1992	148	521	262	58	159	104

Note: The ratio is the estimated number of new court commitments to State prison per 1,000 estimated adult arrests for each offense category. The number of arrests was estimated from *Crime in the United States*, (FBI, 1980-91).

*Includes rape and sexual assault.

*Includes nonnegligent manslaughter.

Table 13. Number of sentenced prisoners in State or Federal prisons, by sex and race, 1980-92

Year	Number of sentenced prisoners				
	All*	Male		Female	
		White	Black	White	Black
1980	315,974	159,500	140,600	5,900	6,300
1981	353,673	178,200	156,100	6,900	7,200
1982	395,516	199,400	174,900	8,000	8,200
1983	419,346	210,700	185,900	8,700	8,500
1984	443,398	223,500	194,600	9,500	9,400
1985	480,568	242,700	210,500	10,800	10,200
1986	522,084	258,900	232,000	12,400	11,800
1987	560,812	277,200	249,700	13,700	12,600
1988	603,732	292,200	274,300	15,500	14,200
1989	680,907	322,100	313,700	18,400	18,300
1990	739,980	346,700	344,300	20,000	20,100
1991	789,610	363,600	372,200	20,900	22,200
1992	847,271	388,000	401,700	22,100	23,800

Note: Sentenced prisoners are those with a sentence of more than 1 year. Numbers for sex and race were estimated and rounded to the nearest 100. For men and women, the total number of sentenced prisoners was multiplied by the proportion black or white of the total population in each group. The reported racial distribution was used to estimate unreported data.

*Includes sentenced prisoners of other races.

Sources: *Prisoners, 1980-84*, BJS reports; *Correctional Populations in the United States, 1985-91*, BJS reports; National Prisoner Statistics-1, 1992.

Table 14. Estimated Incarceration rates of sentenced prisoners in State or Federal prisons, by sex and race, 1980-92

Year	Number of sentenced prisoners per 100,000 residents				
	All*	Male		Female	
		White	Black	White	Black
1980	139	168	1,111	6	45
1981	153	186	1,217	7	50
1982	170	206	1,345	8	57
1983	179	217	1,412	9	58
1984	187	228	1,459	9	63
1985	200	246	1,559	10	68
1986	216	261	1,695	12	77
1987	228	277	1,800	13	82
1988	244	290	1,951	15	91
1989	271	317	2,200	17	115
1990	292	339	2,376	19	125
1991	310	352	2,523	19	135
1992	344	372	2,678	20	143

Note: Sentenced prisoners are those with a sentence of more than 1 year. Rates by sex and race are based on estimates of the U.S. resident population on July 1 of each year.

Source: *Prisoners, 1980-84*, BJS reports; *Correctional Populations in the United States, 1985-91*, BJS reports; *Current Population Reports, P25-1095*, U.S. Bureau of the Census.

*Includes sentenced prisoners of other races. Rates are based on the U.S. resident population on December 31 of each year.

Rise in prison population greatest among black males

The number of prisoners with sentences of more than a year rose over 530,000 between 1980 and 1992 (table 13). The number of white males grew 143%, the number of black males 186%, the number of white females 275%, and the number of black females 278%. The growth in the number of black male prisoners (261,100) accounted for nearly half of the total increase during the 12-year period.

While the number of white and black female prisoners grew at a faster pace, their increases represented a small portion (6%) of the overall growth. At yearend 1992, 47.4% of sentenced State and Federal prisoners were black males; 45.8% were white males; 2.6% white females; and 2.8% black females.

Relative to the number of residents in the U.S. population, the number of sentenced persons incarcerated in State and Federal prisons rose from

139 per 100,000 residents to 344 — an increase of nearly 150% during the 12-year period (table 14). Among black males the incarceration rate rose 141%; among white males, 121%. In 1992 the incarceration rate of black males was 2,678 per 100,000 black residents, more than 7 times the rate of white males (372 per 100,000). The female incarceration rates, though substantially smaller than the male rates,

were also 7 times larger for blacks than for whites. The incarceration rate among black females was 143 per 100,000, compared to 20 among white females.

In 1991, the latest year for which age-related data are available, black males age 25 to 29 had the highest incarceration rate (6,300 per 100,000), which was more than 6 times the rate among white males (table 15).

Table 15. Estimated number of sentenced adult males in State prison and incarceration rates, by race and age, 1980 and 1991

Age	1980				1991			
	White male		Black male		White male		Black male	
	Number	Rate*	Number	Rate	Number	Rate	Number	Rate
18-19	8,500	230	8,300	1,402	7,800	264	13,600	2,246
20-24	42,600	467	39,100	2,967	59,100	738	62,500	4,775
25-29	34,400	408	39,300	3,557	80,300	932	82,600	6,301
30-34	21,000	275	22,200	2,494	70,700	763	72,000	5,577
35-39	14,200	234	10,100	1,503	47,200	548	46,000	4,021
40 or older	19,600	59	14,600	441	74,600	191	47,800	1,191

Note: Numbers of white and black male prisoners were estimated by multiplying the total number of sentenced prisoners by the proportion of all prisoners in each age, race, and sex category.

*The number of State prisoners per 100,000 U.S. residents in each age group on July 1 of each year.

Source: Survey of State Inmates in State Adult Correctional Facilities, 1979 and 1991, *Current Population Reports, P25-1095*, U.S. Bureau of the Census.

In every age group, the incarceration rate of black males varied between 6 and 9 times that of white males.

For each age group, the incarceration rates of white and black males rose between 1980 and 1991. Males age 25 to 29 experienced the largest increases — among white males the

rates rose from 408 per 100,000 residents to 932 and among black males, from 3,557 to 6,301. Among males age 30 or older, the incarceration rates of blacks and whites more than doubled.

Appendix table 1. New court commitments to State prisons, by type of offense, 1980-92

Most serious	Percent admitted to State prison												
	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
Violent offenses	48.2%	38.5%	39.0%	36.8%	36.4%	35.1%	33.5%	31.7%	29.9%	27.6%	27.0%	28.9%	28.5%
Murder *	8.6	5.1	6.9	5.1	3.6	4.5	4.3	4.0	3.5	3.0	2.8	3.0	3.0
Sexual assault	6.3	4.3	4.3	6.0	6.0	7.4	6.9	7.0	6.2	5.5	5.6	5.6	5.7
Robbery	19.1	18.9	16.8	14.7	15.9	13.3	12.5	11.3	10.7	10.0	9.2	10.1	10.0
Aggravated assault	8.1	6.9	7.2	7.1	6.9	6.8	6.7	6.6	6.7	6.4	7.1	7.6	7.5
Property offenses	41.1	48.0	47.4	47.4	44.0	42.4	41.0	39.6	37.1	33.5	31.7	31.1	31.2
Burglary	23.0	27.2	26.1	26.1	22.2	21.2	20.3	18.5	17.5	15.6	14.4	13.5	13.3
Drug offenses	6.8	7.7	7.7	9.0	11.2	13.2	16.3	20.4	25.1	30.5	32.1	30.0	30.5
Public-order	4.0	4.5	5.1	5.7	6.3	7.9	7.8	7.0	6.9	7.3	8.1	8.9	8.8
Other	...	1.3	1.0	1.1	2.1	1.4	1.4	1.6	1.0	1.0	1.1	1.1	1.1

*Includes nonnegligent manslaughter. The number of nonnegligent manslaughters was estimated for 1980-84.

... Data not available.

Sources: National Prisoner Statistics and National Corrections Reporting Program.

Appendix table 2. Estimated number of new court commitments to State prison, by selected serious offenses and drug offenses, 1980-92

Year	Admissions to State prison directly from court						
	Selected serious offenses						Drug offenses
	All offenses*	Murder ^b	Sexual assault	Robbery	Aggravated assault	Burglary	
1980	131,215	11,300	8,300	25,000	10,600	30,200	8,900
1981	149,186	7,600	6,400	28,200	10,300	40,600	11,500
1982	164,648	11,400	7,100	27,700	11,900	43,000	12,700
1983	173,289	8,800	10,400	25,500	12,300	45,200	15,600
1984	166,927	6,000	10,000	26,500	11,500	37,100	18,700
1985	183,131	8,200	13,600	24,400	12,500	38,800	24,200
1986	203,315	8,700	14,000	25,400	13,600	41,300	33,100
1987	225,627	9,000	15,800	25,500	14,900	41,700	46,000
1988	245,310	8,600	15,200	26,200	16,400	42,900	61,600
1989	297,827	8,900	16,400	29,800	19,100	46,500	90,800
1990	323,069	9,100	18,100	29,700	22,800	46,500	103,800
1991	317,237	9,500	17,800	32,000	24,100	42,800	95,200
1992	334,301	10,000	19,100	33,400	25,100	44,500	102,000

Note: For each year the number of new court commitments selected serious offenses as estimated by multiplying the percentage distribution of offenses in States reporting the most serious offense (appendix table 1) by the total number of new court commitments to State prison nationwide.

*Represents the total number of new court commitments to State prison nationwide.

^bIncludes nonnegligent manslaughter. The number of nonnegligent manslaughters was estimated for 1980-84.

Methodological notes

This Bulletin is based upon an advance count of prisoners conducted for the National Prisoner Statistics (NPS) program immediately after the end of each calendar year. A detailed, final count containing any revisions to the jurisdictions' advance count will be published later.

Federal. Population counts for "Unsentenced Inmates" include an undetermined number of persons who come under the jurisdiction of the U.S. Immigration and Naturalization Service. The rated capacity of Federal facilities on December 31, 1993, 59,849 inmates, did not include 8,177 contract bed spaces.

Alabama. The capacity of the community programs is not included in the capacity figures reported.

Alaska. Prisons and jails form one integrated system. All NPS data include prison and jail populations.

Arizona. Population counts are based on custody data. Counts exclude 157 male inmates housed in local jails due to overcrowding.

Arkansas. Population counts for "Inmates with over 1 year maximum sentence" include 592 males and 16 females whose sentence is unknown.

California. Population counts are based on custody data.

Colorado. Population counts for "Inmates with over 1 year maximum sentence" include an undetermined number of "Inmates with a maximum sentence of 1 year or less."

Connecticut. Prisons and jails form one integrated system. All NPS data include prison and jail populations.

Delaware. Prisons and jails form one integrated system. All NPS data include prison and jail populations. Population counts are based on custody data.

District of Columbia. Prisons and jails form one integrated system. All NPS data include prison and jail populations.

Florida. Population counts are based on custody data.

Georgia. Population counts are based on custody data. Population counts exclude an undetermined number of inmates housed awaiting pick-up.

Hawaii. Prisons and jails form one integrated system. All NPS data include prison and jail populations.

Idaho. Population counts were based on jurisdictional data for the first time. All data reported in the past were custody counts.

Illinois. Population counts are based on custody data. Population counts for "Inmates with over 1 year maximum sentence" include an undetermined number of "Inmates with a maximum sentence of 1 year."

Iowa. Population counts are based on custody data.

Maryland. Population counts exclude an undetermined number of State inmates that are housed in the Baltimore County jail. Population counts by sentence length are estimated.

Massachusetts. Population counts are based on custody data for January 1, 1994. Population counts exclude 871 inmates housed in local jails due to overcrowding. Counts by sex are estimated.

Michigan. Population counts are based on custody data. Capacity figures exclude the capacities of the Community Residential Program.

Mississippi. Population counts for "Inmates with over 1 year maximum sentence" include an undetermined number of "Inmates with a sentence of 1 year."

Missouri. Population counts are based on custody data. Missouri reported jurisdiction counts through June 30, 1993, but custody counts for December 31, 1993.

New Jersey. The capacity figures include 808 bedspaces in county facilities.

North Carolina. Population counts for sentence length are estimated. Population counts exclude inmates housed in county jails for whom the State government has parole authority but are not under the jurisdiction of the North Carolina Division of Prisons.

Ohio. Population counts for "Inmates with over 1 year maximum sentence" include an undetermined number of "Inmates with a sentence of 1 year or less."

Oklahoma. Population counts for "Inmates with over 1 year maximum sentence" include an undetermined number of "Inmates with a sentence of 1 year." Population counts exclude 332 male and 48 female inmates housed in local jails because of overcrowding.

Oregon. Population counts for "Inmates with a maximum sentence of 1 year or less" include an undetermined number of persons whose sentence information is unknown.

Rhode Island. Prisons and jails form one integrated system. All NPS data include prison and jail populations. Inmates given partially suspended sentences (part served in prison, part under probation) are included with the "Inmates with over 1 year maximum sentence" only if the prison portion of the sentence exceeds one year. As a result, the "Inmates with over 1 year maximum sentence" populations are understated and the "Inmates with a year or less maximum sentence" are overstated.

Tennessee. Population counts for "Inmates with over 1 year maximum sentence" include an undetermined number of "Inmates with a sentence of 1 year or less." Population counts include 1,077 male and 101 female inmates housed in local jails because of crowding. Population counts exclude an undetermined number of felons sentenced to serve time in local jails but housed at State expense.

Texas. Population counts are based on custody data. Population counts exclude 29,546 inmates backed up in local jails awaiting transport.

Vermont. Prisons and jails form an almost completely integrated system; however, some county and municipal authorities operate local "lockups." NPS data include inmates held in local "lockups". Population counts include 298 (278 males/20 females) persons on long-term furlough. The capacity figures exclude 4 male inmates housed in local lockups and 298 inmates on long term furlough.

Washington. Capacities exclude state work release and pre-release facilities that house inmates, parolees, probationers, and offenders serving partial confinement sentences. On December 31, 1993, these facilities housed 746 male inmates and 155 female inmates.

West Virginia. Population counts exclude 241 male and 21 female inmates housed in local jails because of crowding.

Wisconsin. Population counts for "Inmates with over 1 year maximum sentence" include 333 persons whose sentence information is not available.

Wyoming. The operational capacity figure for 1993 includes 150 bedspaces in community centers.

Darrell K. Gilliard and Allen J. Beck wrote this report. James Stephan provided statistical review. Tom Hester edited the report. Betty Sherman and Jayne Pugh, under the supervision of Marilyn Marbrook, produced the report. Data collection and processing were carried out by Marita Perez under the supervision of Gertrude Odom and N. Gail Hoff, Demographic Surveys Division, U.S. Bureau of the Census.

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Research in Action

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Alternative Sentencing: Selling It to the Public

by Michael N. Castle

Intermediate sanctions and the problem of obtaining community acceptance for them are subjects that have come to the fore in today's policy discussions concerning prison crowding, crime, and justice.

Any Governor, mayor, or county executive can tell you that these remain politically and publicly sensitive issues. People expect government to protect them. They do not want government proposing programs that put unrehabilitated criminals back into their communities. The pressure they can bring to bear against these programs is difficult to overcome.

People too often assume that public protection means prison, and that anything less than complete incarceration for all criminals will endanger public safety. Such an attitude is understandable, and that, perhaps, is why we have been so slow to challenge and to abandon the delusion that "out of sight, out of mind" will make our world safer.

Successful intermediate sanctions programs have been adopted in many communities, despite the burden of public

resistance. But accomplishing change means putting an end to the old-fashioned and inaccurate concept that criminal justice means prisons and *only* prisons.

Delaware has managed this. And because prison crowding is a problem that every State must muster its resources to overcome, I urge you to look from a new point of view as we consider what can be done to help any State solve it.

Public officials have been known to blame their predecessors for the difficult situations they inherit. I am fortunate that my predecessor left me the groundwork for managing our State's prison population. Governor du Pont led the effort to reform sentencing practices and attitudes in Delaware.¹ Serving as Lieutenant Governor and now as Governor, I learned critical lessons about the need for intermediate sanctions, and how to gain public support for them.

Before examining some of the benefits to be derived from implementing a program of intermediate sanctions, let's look at some facts.

- Nationwide, about 1 in 50 persons is under the control of correctional authorities.
- In the last decade, national per capita expenditures grew 21 percent, but corrections expenditures grew 65 percent.
- The Nation's prison population essentially doubled during the 1980's to more

than 600,000 people. If you include the jail population, that's a million people behind bars.

- The growth of America's prison population is over 10 times that of the general population.

The average person may be quite alarmed by these statistics and will wonder how government is handling these large increases in prison population. It may appear that our prisons are bursting at the seams, and that this could cause dangerous criminals to be allowed back on the streets.

What's more, prison construction costs nationwide in 1987 averaged \$42,000 per bed, according to a report by the National Conference of State Legislators; costs in some States were as high as \$110,000 per bed.

This is enough to give any Governor, judge, warden, or police officer pause. But consider this issue as a typical consumer, someone who is struggling to balance a checkbook and make ends meet. Think about how your dentist, your auto mechanic, or your child's teacher would react if you told them how much money is being taken out of their pockets to build prison beds and take care of criminals.

¹ Pierre S. du Pont IV was completing his second term as Governor of Delaware when he wrote, for NIJ's *Research in Brief* series, "Expanding Sentencing Options: A Governor's Perspective" (1984).

Michael N. Castle is Governor of Delaware. This article is adapted from his address to the 1990 Intermediate Punishments Conference, sponsored by the National Institute of Justice, in Arlington, Virginia. Michael Castle became Governor of Delaware in 1985 after 4 years as Lieutenant Governor.

The average person in Delaware annually pays \$1,000 in State personal income tax. It would take the total State tax collected from 15 Delaware residents to pay for just 1 prisoner for only 1 year. Tell people that and you not only get their attention and anger, but you get their interest in perhaps doing things differently.

Many taxpayers do not know that they pay a substantial price for the very prisons they demand, while policymakers do but have taken this knowledge for granted. We cannot afford this attitude any longer. We must look at things from the public's point of view so we can understand its concerns and address them effectively. It is our obligation to help stem the demand for prisons and long sentences for every convicted offender, by educating the public about the alternatives. Skeptics may doubt that we can change public opinion dramatically in this area. Fortunately, facts and experience prove the skeptic wrong.

I believe the public will not only permit but will support intermediate sanctions. A case in point: When the Edna McConnell Clark Foundation asked hundreds of Alabama residents how they would sentence 20 convicted offenders, virtually all thought prison appropriate. After some explanation of costs and alternatives, the same people "resentenced" most of these cases to intermediate sanctions. This demonstrates that an educated public will support alternative sanctions.

Convincing people alternatives exist

Once you open people's minds to the "prison-only" problem, you must convince them that viable alternatives do exist that still protect their personal safety. Never lose sight of the fact that this is a very personal and human issue. Show people that there are programs nationwide where violent or habitual felons are assured prison beds only because many of the nuisance shoplifters, technical probation violators, or petty thieves are being punished in other meaningful ways.

Make the public understand that dangerous criminals will still be put in prison; that intermediate sanctions are necessary to reintegrate offenders so they have a better chance of becoming successful citizens and not continuing lives of crime. Communities should not be allowed to place the entire burden of reform on the correctional system. If we can provide useful and effective alternatives without costly incarceration, we all benefit.

Several States have helped pave the path for public acceptance of intermediate sanctions by successfully implementing and developing alternative programs that have convinced people to abandon the "prisons-only" concept. But in order to convince people, you must show them that there are programs that do, in fact, work. Here are a few programs that you are probably already aware of, which may even be replicated in your own State. Consider them as an average person would.

- In New York, there are several community residences that provide housing and life services for women released early from prison so they can reestablish their families and begin their reintegration into society.

- A county in Arizona uses the day-fine sanction for nonviolent felons, a program modeled after one in New York and linked to the offender's ability to pay.

- There are various Intensive Probation Supervision Sanctions around the Nation. Many are modeled on the first such program, which was established in Georgia. Figures from New Jersey's program show that while 30 percent of those undergoing intensive supervision have been returned to prison for violations, only 2 percent of those who successfully completed probation have been convicted of new indictable offenses.

To the average person who has taken the first step and realized there is a problem both with overcrowding and cost, these examples can be very comforting. But you cannot sell intermediate sanctions based on cost savings

alone, or on a few programs that work. It is your responsibility to go even further in gaining public acceptance.

Creating a consensus for change

Prisons will always play a role in the criminal justice system, but they cannot continue to play the central role that they have in the past.

In Delaware, we are working to expand one of our current men's facilities by 460 beds, and to build a replacement for our women's facility. We are, in fact, under Federal court order to ease crowding at our present women's prison. And while I am displeased at having to put additional beds into our system, the situation would be much worse if we did not have an alternative sentencing program in place.

Several years ago, Delaware embarked on a program designed to ensure punishment commensurate with the severity of the offense, and with due regard for resource availability and cost. The effort we made was twofold: To change our correctional system, and to change public opinion and attitudes. But before you can implement an awareness campaign, you must join with key groups to determine exactly what your philosophy will be. In Delaware we began with a broad survey of the situation in order to reach agreement that the status quo was not working, and we were able to use this information to build a consensus for change.

Our breakthrough came when we concluded that the solution was not putting more offenders in larger prisons, but that the structure of our system was inadequate. We wanted to sentence smarter, not just tougher. And it did not make sense to have such a gross dichotomy—offenders either in prison or out on the street under general probation. Instead, we envisioned a five-level continuum of punishment.

Having accepted that a restructuring was necessary, we turned to the issue of philosophy of sentencing. Although we

agreed that a new structure for sentencing was in order, one which included a continuum of punishments, we had not yet agreed on a philosophy to determine what kinds of offenders would qualify for what levels.

With general agreement regarding the severity of punishment, we advocated, in priority order:

- Removing the violent offender from the community.
- Restoring the victim to his preoffense status.
- Rehabilitating the offender.

By providing programs of supervision to nonviolent property offenders, we would reserve more of our limited and costly prison facilities for robbers, drug dealers, and others who assault or prey on our population.

To accomplish these goals, we began our work by establishing, by legislative act, a Sentencing Accountability Commission (SENTAC). It served as a forum for our target publics to study intermediate sanctions, debate them, and search for specific programs to create. But its express purpose was to devise a workable program to gain control of prison population problems, and not simply to *reduce* the prison population.

With representation from all facets of criminal justice, the Commission developed a defined continuum of sanctions, based on the degree of supervision and control that needed to be exercised over each offender. We then went directly to our public opinion leaders—legislators on criminal justice committees, prominent judges, and others—and educated them, answered their questions, and made them a part of the process.

During this process we were able to hear concerns in a controlled environment and prepare the case for the general public. And by making the leaders part of the process, we gained some of our strongest and most effective advocates.



Michael N. Castle,
Governor of Delaware

The result was a continuum comprising five levels of increasingly restrictive sanctions as well as cost-control mechanisms. As a dynamic and fluid system, it allows offenders either to earn their way out of prison by good behavior and conformity with the rules, or to work their way further into the system by repeated nonconformity or additional offenses.

- *Level V* is full incarceration with complete institutional control.
- *Level IV* is quasi-incarceration where a person is supervised for 9 to 23 hours per day in programs such as halfway houses, electronically monitored house arrest, and residential drug treatment.
- *Level III* is intensive supervision involving 1 to 8 hours a day of direct supervision, in which criminals are subject to curfew checks, employment checks, and close monitoring for attendance in treatment programs.
- *Level II* is "normal" field supervision with 0 to 1 hour of contact per day.
- *Level I* is the lowest level of supervision.

This structure allows us to view existing or future programs, punishments, or combinations of the two, in a broad and logical framework. Now let's look at these levels on a human scale to see how they work.

Joe has been convicted of unlawful sexual intercourse, has a prior history of violence and burglary, and is obviously a threat to public safety. Under our system he was sentenced to 6 years of full incarceration followed by 1 year at Level III and 2 years at Level II. Not only is Joe kept out of the community for a long period of time, he is gradually integrated back into society under careful supervision.

On the other hand, Jill was convicted of shoplifting and has one prior offense for misdemeanor theft. Obviously she does not pose the same threat to society that Joe did, so she was sentenced to 1 year of intensive supervision under Level III, with the additional conditions of paying court costs and fines, getting a job, and not entering the store where the crime occurred.

These stories illustrate how the continuum works to put Joe behind bars for a long time, but then ease him back into society, and how it works to punish Jill commensurate with the degree and nature of her less serious crime, while not requiring that she needlessly sit in prison and waste taxpayer money.

I should note at this point that while some administrative leeway is allowed by the Department of Corrections in the three lower levels of supervision, the offender is primarily under the control of the sentencing judge. This allows the judge latitude in structuring punishment that truly fits both the crime and the criminal.

Compliance with the standards by judges is not subject to appeal. Our experience during the first 2 years has been that the sentences fall within the presumptive range over 90 percent of the time and that the majority of non-compliant sentences are lower than standard levels.

Implicit in the use of alternatives is the need to create programs and offender slots. Before our five-level system became law, we invested time, energy, and funds to develop an intensive supervision unit. We now have over 700 Level III slots and over 500 Level IV slots for offenders.

One other aspect that we found to be of utmost importance was an intense effort to meet with and train everyone in the State judicial and correctional system on the definitions and use of the five-level system. It was essential to have a single contact point to which questions and problems could be directed.

Herein lies another human aspect of this issue. The people creating and implementing these programs must be the best in their fields and must possess the determination to see hurdles as opportunities and not unsolvable problems. In Delaware, we had dedicated professionals who made intermediate sanctions their highest priority; we had community groups willing to work hard; and we had State employees, including judges, who made the commitment we needed to see our efforts through good times and bad.

A key element of this accountability system is the cooperation between the executive, the legislative, and the judicial branches of State government. The administration must budget for the creation and continuation of the alternative programs as well as for corrections itself. The cooperation of the legislature was necessary in Delaware to codify the five-level system and to make changes in the statutory punishment limits for individual offenses.

The judiciary joined, cautiously at first and then enthusiastically, in the effort by establishing sentencing standards under administrative court order, in large part because the SENTAC legislation reserved to the judiciary the responsibility for establishing the sentencing standards.

People made the difference as we worked toward reaching a consensus for change. Through creation of mutually

agreed-upon philosophies that were both politically and publicly acceptable, we were able to develop this five-level continuum as Delaware's solution to the "prison-only" problem.

With a program supported by the three branches of government and key community groups, we were able to implement a public awareness strategy designed to mobilize public support for our new initiatives. The strategy's key components included use of the following:

- Reasonable expectations.
- Pilot programs.
- Program evaluations.
- Ongoing communications.

First we established reasonable expectations. To attain any degree of success you must initially establish realistic goals and avoid speculation about results. Creating false hopes will all but ensure failure. By spelling out goals that you ultimately achieve, you develop credibility for your efforts.

Second, we developed pilot programs or contracted with already established programs. Using an incremental approach that built on one small success after another, we generated a growing wave of public momentum that, for the first time, had the average person considering alternatives to prison.

Third, we evaluated programs not only to determine their effectiveness but to demonstrate careful planning and forethought, with complete consideration for the public's safety.

Fourth, and perhaps most important, is communicating results on an ongoing basis. It has been almost 3 years since our five-level continuum was enacted, yet I continue to look for opportunities to discuss our successes with the general public. SENTAC has been tremendously successful. But it would not have been feasible, let alone successful, if not for a carefully planned and executed public acceptance campaign, such as the one I have described.

Have we succeeded in any of the goals we set for ourselves? Has it made a difference to Delaware? And has the public accepted it? You probably know that for years our State has been close to the top of the list of States in the number of persons incarcerated per 100,000. In 1989, our number was 349 per 100,000. None of our neighbors has reached that level yet, but they are all getting closer.

What is important for our discussion today is that our *growth* rate appears to be slowing, even though we are subject to the same crime rate trends as our neighbors. Considering only the last 2 years, the incarceration rate in Delaware increased by only 5.8 percent. By comparison, Maryland's rate increased by 15.8 percent, Virginia's increased 22.4 percent, New Jersey's 22.3, New York's 25.8, and Pennsylvania's 31.6 percent. Over the last 5 years, Delaware is the only State I have named that can exhibit a consistent slowing in the growth rate.

We attribute this trend to the manner in which our judges and other members of the criminal justice community have embraced the five-level system and the way they have chosen to replace a historic predilection for imprisonment with a graduated use of sanctions. I believe this behavior is a direct result of mobilizing public input and support.

Can we put a price on our progress? The costs of our system in 1989 were studied by Kay Pranis of the Minnesota Citizens Council on Crime and Justice under a grant from the Edna McConnell Clark Foundation. We currently have over 700 persons in our intensive supervision program at an annual cost of approximately \$2,300 per offender. If only half of them are true diversions from jail, we still have a program savings of \$5.4 million per year. In this program and our home confinement and halfway house programs alone we can demonstrate a total savings of almost \$8 million annually.

Evaluating public acceptance is obviously much more subjective than measuring cost savings. But I can tell you

that none of our statistical successes would have been possible without a degree of public support and acceptance that we must continually nurture and cultivate.

We have not solved all the problems of crime in Delaware. But we do believe that with continued use of SENTAC to combine a system of sentencing standards with a graduated continuum of sanctions and supervisory programs, Delaware is well on the way to achieving an affordable means of planning for and managing a correctional system that is effective, acceptable, and accountable to the citizens of our State.

Conclusion

We cannot *build* our way out of our current prison crisis, but we *can* manage and control our prison growth, and maintain the integrity of the criminal justice system. By carefully developing sensible sentencing policies and a wide range of sanctions, and implementing an aggressive public education initiative, we have held offenders accountable to the public and the legal system

and have held ourselves accountable to the public.

SENTAC was given a clear charge to develop a plan for reform that included sentencing guidelines and a time deadline. Through long discussions and compromise, a workable system was developed and is now in place, proving that intermediate sanctions can work when interested parties and the general public are both a part of the process.

There is nothing magical about our five-level continuum. What is essential is to make available an array of sanctions that is effective for *your* particular offender population, flexible enough to be responsive to the needs of specialized offender populations, and sensitive to the resource limitations and public concerns in your jurisdiction.

Always remember that while this is an issue of public concern, it is within your power to make it an issue of public interest and support as well.

Remember that this is a human issue and not an institutional one.

Remember that it is people's perception of their personal safety as well as allocation of their hard-earned money that you must address.

Remember that change is not easy but is certainly achievable through consensus building.

And finally, remember that it is people, your community members, whom you must make your partners in solving and preventing future correction problems.

Points of view or opinions expressed in this publication are those of the author and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

The Assistant Attorney General, Office of Justice Programs, establishes the policies and priorities, and manages and coordinates the activities of the Bureau of Justice Assistance, Bureau of Justice Statistics, National Institute of Justice, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

NCJ 129875



*U.S. Department of Justice
Office of Justice Programs*

*Bureau of Justice Statistics
633 Indiana Avenue, N.W.
Washington, DC 20531*

Mon 04-10-95 04:50PM

To: Jose Cerda III
Domestic Policy Council
, Washington, DC 20500-

Phone No.: 202-456-5568

From: Bureau of Justice Statistics

Phone No.:
FAX:

Subject:

A limited number of single copies of this 181-page report, "Correctional Populations in the United States, 1992" (order number NCJ-146413), are now available from the Bureau of Justice Statistics Clearinghouse, Box 179, Annapolis Junction, MD 20701-0179; or fax your name, address, the title, and the NCJ number to 1-410-792-4358; or call 1-800-732-3277.

Total pages including cover page: 04

U.S. Department of Justice
Office of Justice Programs

Note: BJS expects to release population counts
for prisoners in State and Federal prisons at year-
end 1994, *Prisoners in 1994*, in early June.



Bureau of Justice Statistics Executive Summary

Correctional Populations in the United States

The Nation's correctional population jumped more than 2½ times from 1980 through 1993. During 1993 approximately 2.6 percent of the U.S. population — 4.9 million adults — were on parole, on probation, or in jails or prisons, an increase of 3 million people since 1980. More than 909,000 men and women were in the custody of State and Federal prisons, 455,500 were in local jails, 671,000 on parole, and 2.8 million on probation.

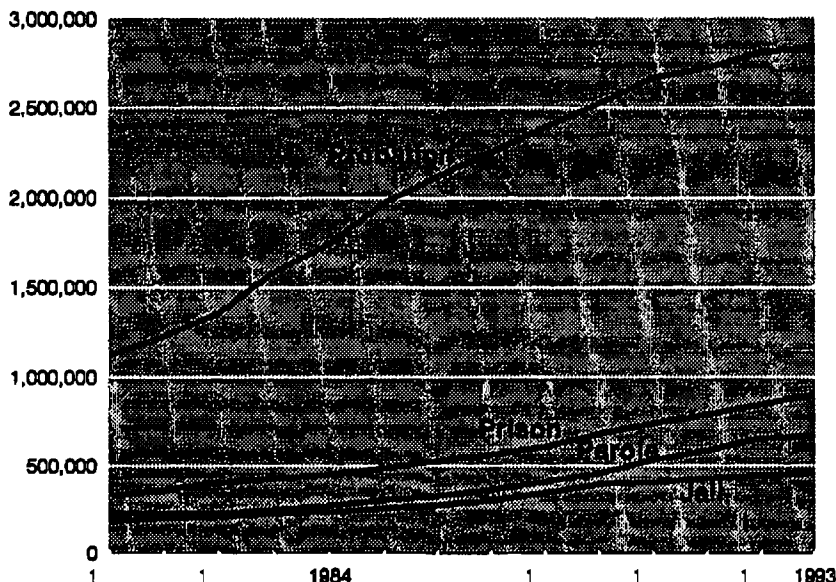
During the 1980-92 period, the percent of black State and Federal prisoners increased from 46.5% to 50% at a time when the percentage of blacks in the general population

increased from 11.8% to 12.4%. The Hispanic prison population doubled from 7.7% to 14.1%, while Hispanics in the general population increased from 6.5% to 9.5%.

At yearend 1992, there were 4,094 black male inmates per 100,000 black adults in the U.S. population, compared to 502 white male inmates per 100,000 adult white residents. Among U.S. adults who neither graduated from high school nor earned a general equivalence degree (GED), almost 6% of blacks and 1% of whites were in a Federal or State prison serving a sentence of a year or more.

Adults in jail, on probation, in prison, or on parole
in the United States, 1980-93

Number of
adult offenders



- More than two-thirds of the 4.9 million persons under correctional supervision were on probation or parole.
- The Nation's parole population had the fastest rate of growth, 205% from 1980 to 1993.
- During the 13 years between 1980 and 1993, the probation population grew by more than 1.7 million, larger than the increase in any other correctional population.
- In 1993 nearly 1.4 million offenders were in local jail and State or Federal prison.

The number of convicted drug offenders increased ninefold (from 19,000 to 172,300) from 1980 through 1992. The number of violent offenders accounted for a larger share of the growth in the total prison population (41%, compared to 32% for drug offenders). The total number of violent offenders in State prison increased by nearly 200,000 during the 12-year period.

The number of returned parole violators and newly admitted probation violators soared between 1980 and 1992. Almost one in every three offenders admitted to State prisons (142,000) in 1992 were probation or parole violators, compared to 1 in every 6 (27,000) in 1980.

Violent offenders were more likely to be sent to prison in 1992 than they were in 1980. Relative to the number of victims of murder, rape, robbery, or aggravated assault, the number of violent offenders admitted to State prison increased during the 12-year period, from 18 admissions per 1,000 violent victimizations to 27 per 1,000.

Between 1980 and 1992 the rate of incarceration in State and Federal prisons more than doubled, from 139 sentenced inmates (inmates serving 1 year or more) per 100,000 U.S. residents to 332 per 100,000. In 1992 incarceration rates were nearly 19 times higher among adult men than among adult women (883 per 100,000 compared to 47) and 8 times higher among adult black men than among adult white men.

Number of adults on probation, in jail or prison, or on parole, 1980-93

Year	Total estimated correctional population	Probation	Jail ^a	Prison	Parole
1980 ^b	1,840,400	1,118,087	182,288	319,598	220,438
1981 ^b	2,008,600	1,225,934	195,085	360,029	225,539
1982	2,192,600	1,357,264	207,853	402,914	224,604
1983	2,475,100	1,582,947	221,815	423,898	246,440
1984	2,889,200	1,740,948	233,018	448,264	266,992
1985	3,011,500	1,968,712	254,988	487,583	300,203
1986	3,239,400	2,114,821	272,735	528,436	325,638
1987	3,458,600	2,247,158	294,092	562,814	355,505
1988	3,714,100	2,358,483	341,893	607,766	407,977
1989	4,055,600	2,522,125	393,303	683,367	456,803
1990	4,348,000	2,670,234	403,019	743,382	531,407
1991	4,536,200	2,729,322	424,129	792,535	590,198
1992	4,763,200	2,811,611	441,781	851,205	658,601
1993 ^b	4,879,600	2,843,445	455,500	909,185	671,470
1980-93	165%	154%	150%	184%	205%

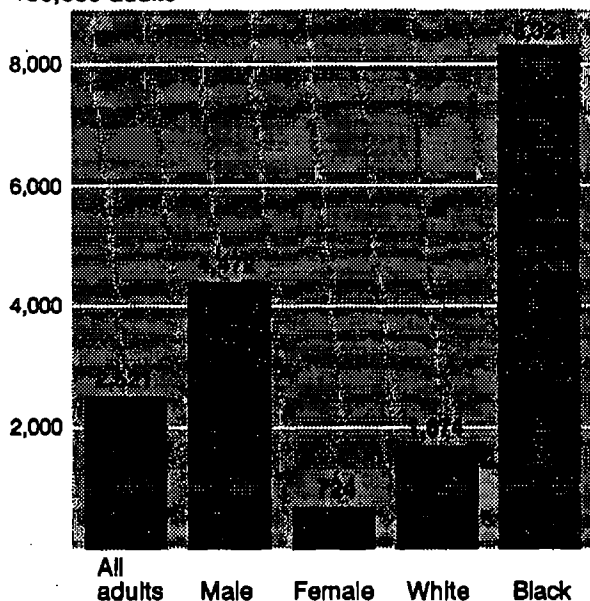
Note: Counts for probation, prison, and parole population are for December 31 each year. Jail population counts are for June 30 each year. Prisoner counts are for those in custody only. Because some persons may have multiple statuses, the sum of the number of persons incarcerated or under community supervision overestimates the total correctional population.

^aIncludes convicted and unconvicted adult inmates.

^bJail counts are estimated.

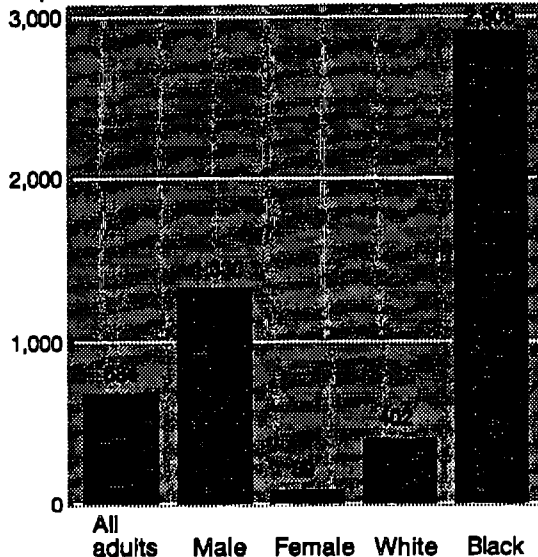
Adults in jail, on probation, in prison, or on parole, 1992

Number per 100,000 adults



Adults in local jail or in State or Federal prison, 1992

Number per
100,000 adults



Estimated number of sentenced prisoners under State or Federal jurisdiction per 100,000 adult U.S. residents, by sex, race/Hispanic origin, and age, 1992

Age	Number of sentenced prisoners per 100,000 adult residents							
	Male				Female			
	Total ^a	White ^a	Black ^a	Hispanic	Total ^a	White ^a	Black ^a	Hispanic
Total	883	407	3,785	1,773	47	22	188	95
18-19	681	220	2,750	872	34	18	103	47
20-24	1,468	861	5,309	2,102	78	36	261	119
25-29	1,867	837	7,210	2,839	119	57	426	154
30-34	1,538	729	6,299	2,367	100	47	352	175
35-39	1,099	511	4,415	2,150	71	33	280	114
40-44	793	417	3,179	1,586	41	21	138	86
45 +	222	142	768	610	8	4	27	25

^aSentenced prisoners are those with a sentence of more than 1 year.

^bIncludes Asians, Pacific Islanders, Native Americans, and Alaska Natives.

^cExcludes persons of Hispanic origin.

Estimated number of sentenced prisoners under State or Federal jurisdiction, per 100,000 adult U.S. residents, by sex, race, and education, 1992

Level of education ^a	Number of sentenced prisoners per 100,000 adult residents						
	Male			Female			Total
	Total ^b	White ^b	Black ^b	Total ^b	White ^b	Black ^b	
All inmates	448	883	502	4,094	47	27	202
Less than high school	888	1,734	948	5,896	95	49	326
High school graduate	597	1,248	754	4,834	56	34	223
Some college or more	136	254	154	1,503	18	11	83

^aHighest grade of school completed before the current admission to prison. General equivalency degree (GED) was categorized as "High school graduate."

^bIncludes Asians, Pacific Islanders, American Indians, and Alaska Natives.

The data are from a 188-page book published by the Bureau of Justice Statistics (BJS) and listing the correctional populations of each State and the Federal system. The book lists jail and prison suicide statistics, correctional crowding, electronic monitoring, sentence commutations, jail AIDS deaths and much more. Single copies of the publication, *Correctional Populations in the United States, 1992*, (NCJ-146413) which was written by BJS statistician Tracy L. Snell, may be obtained from the BJS Clearinghouse, Box 179, Annapolis Junction, Maryland 20701-0179, telephone 1-800-732-3277. Fax orders to 410-792-4358.

Data from tables and graphs used in many BJS reports can be obtained in spreadsheet files on 5¼ and 3½ inch diskettes by calling 202-307-0784.



Department of Justice

ADVANCE FOR RELEASE AT 5 P.M. EDT
SUNDAY, OCTOBER 3, 1993

BJS
202-307-0784

HALF YEAR INCREASE PUSHES PRISON POPULATION TO RECORD HIGH

WASHINGTON, D.C. -- There are more men and women in state and federal prisons than ever before. The inmate population on June 30 was 925,247, the Justice Department's Bureau of Justice Statistics (BJS) reported today.

The number of prison inmates grew by an average 1,600 a week from January through June, or about 5 percent during the six-month period, BJS said.

"This was the third largest six-month increase ever recorded," noted Acting BJS Director Lawrence A. Greenfeld. "State corrections officials and the federal prison system reported to us a six percent increase in the first half of 1990 and a record 7.3 percent increase in 1989."

The increase of almost 42,000 inmates so far this year was considerably more than the 31,500 additional prisoners counted during the first six months of 1992.

(MORE)

The federal prison population has grown by 8.4 percent this year, which is almost double the 4.3 percent growth rate of the prisons in the 50 states and the District of Columbia.

Two states recorded double-digit half-year increases: Texas, 11.8 percent, and West Virginia, 11.1 percent. For a full year ending on June 30 six states had prisoner growth exceeding 10 percent: Texas, Minnesota, Georgia, Oklahoma, California, and Delaware. Six states recorded declines during the 12-month period: Maine, New Jersey, Rhode Island, Nebraska, Montana and Oregon.

On June 30, considering only persons sentenced to state or federal prison for more than one year (known as "sentenced" prisoners), the incarceration rate was a record 344 inmates per 100,000 U.S. residents.

There were 37 sentenced female offenders in prison for every 100,000 females in the population. The rate for males was 18 times higher--665 sentenced male prisoners for every 100,000 male U.S. inhabitants.

(MORE)

As of midyear for all 50 states and the District of Columbia there were 316 sentenced prisoners per 100,000 population. Louisiana had the highest such rate--505 inmates per 100,000 residents. North Dakota had the lowest rate--69 inmates per 100,000 residents. The federal rate was 28 sentenced prisoners per 100,000 U.S. residents.

Information about other Bureau of Justice Statistics publications may be obtained from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. The telephone number is 1-201-251-5500. The toll-free number is 1-800-732-3277.

Data from tables and graphs used in many BJS reports can be made available in spreadsheet files on 5 1/4" and 3 1/2" diskettes by calling (202) 307-0784. For additional information and statistics on drugs and crime issues contact BJS's Drugs and Crime Data Center and Clearinghouse on 1-800-666-3332.

#

Alaska. Prisons and jails form an integrated system. NPS data include both jail and prison populations.

Arizona. Population counts are based on custody data and exclude 100 male inmates housed in local jails due to crowding.

California. Population counts are based on custody data and include civil narcotic addict commitments, county diagnostic cases, Federal and other States' inmates, and safekeepers.

Colorado. Population counts for "Inmates with over 1 year maximum sentence" include a small number of inmates with a maximum sentence of 1 year or less. Beginning June 30, 1991, Colorado is reporting jurisdiction population counts which are not strictly comparable to prisoner counts for prior reference dates.

Connecticut. Prisons and jails form an integrated system. NPS data include both jail and prison populations.

Delaware. In Delaware, populations of inmates given partially suspended sentences (part served in prison, part under probation) are included with the "Inmates with over 1 year maximum sentence" only if the prison portion of the sentence exceeds 1 year. Prisons and jails form an integrated system. NPS data include both jail and prison populations.

District of Columbia. In the District of Columbia, populations of inmates given partially suspended sentences (part served in prison, part under probation) are included with the "Inmates with over 1 year maximum sentence" only if the prison portion of the sentence exceeds 1 year. Prisons and jails form an integrated system. NPS data include both jail and prison populations.

Federal. Population counts for "Inmates with a sentence of 1 year or less," include 1,617 males and 77 females whose sentence length is unknown.

Florida. Population counts are based on custody data.

Georgia. Population counts are based on custody data and exclude an undetermined number of inmates housed in local jails solely to ease crowding; these inmates awaited pickup.

Hawaii. Prisons and jails form an integrated system. NPS data include both jail and prison populations.

Idaho. At midyear 1992 population counts were based on jurisdictional data. Beginning December 31, 1992, population counts were based on custody data.

Illinois. Population counts are based on custody data. Counts of "Inmates with over 1 year maximum sentence" include an undetermined number of inmates with a sentence of 1 year.

Indiana. At midyear 1992 population counts were based on custody data. Beginning December 31, 1992, population counts were based on jurisdictional data. At midyear 1993 counts include 761 male and 18 female inmates held in local jails solely to ease crowding or awaiting pickup by State authorities.

Iowa. Population counts are based on custody data.

Table 1. Prisoners under jurisdiction of State and Federal correctional authorities June 30, 1993, December 31, 1992, and June 30, 1992, by region and State

	Total prison population ^a			Percent change from		Number of sentenced prisoners per 100,000 population on 6/30/93 ^b
	6/30/93	12/31/92	6/30/92	6/30/92 to 6/30/93	12/31/92 to 6/30/93	
U.S. total	925,247	883,656	855,722	8.1	4.7	344
Federal institutions	86,972	80,259	77,389	12.4	8.4	28
State institutions	838,275	803,397	778,333	7.7	4.3	316
Male	871,701	833,163	806,301	8.1	4.6	665
Female	53,546	50,493	49,421	8.3	6.0	37
Northeast	141,598	138,144	136,580	3.7	2.5	267
Connecticut	12,067	11,403	11,419	5.7	5.8	275
Maine	1,470	1,519	1,586	(-7.3)	(-3.2)	117
Massachusetts	9,950	10,053	9,458	5.2	...	165
New Hampshire	1,765	1,777	1,642	7.5	(-7.7)	158
New Jersey	22,837	22,653	23,733	(-3.8)	(-8.8)	292
New York	63,875	61,736	60,254	6.0	3.5	351
Pennsylvania	25,588	24,974	24,344	5.1	2.5	212
Rhode Island	2,824	2,775	2,922	(-3.4)	1.8	167
Vermont	1,222	1,254	1,222	0	(-2.6)	152
Midwest	171,955	167,023	161,476	6.5	3.0	281
Illinois	33,072	31,640	30,432	8.7	4.5	282
Indiana ^c	14,221	13,945	13,246	...	2.0	246
Iowa	4,695	4,518	4,485	4.7	3.9	166
Kansas	6,230	6,028	6,185	7	3.4	244
Michigan	39,893	39,113	37,228	7.2	2.0	420
Minnesota	4,055	3,822	3,647	11.2	6.1	90
Missouri	16,540	16,189	15,997	3.4	2.2	315
Nebraska	2,544	2,514	2,596	(-2.0)	1.2	153
North Dakota	491	477	478	2.7	2.9	69
Ohio	39,792	38,378	37,452	6.2	3.7	359
South Dakota	1,538	1,487	1,464	5.1	3.4	214
Wisconsin	8,884	8,912	8,266	7.5	(-3)	175
South	342,785	324,091	312,096	9.8	5.8	374
Alabama	18,349	17,453	17,268	6.3	5.1	426
Arkansas	8,736	8,285	8,188	6.7	5.4	344
Delaware	4,284	4,051	3,889	10.2	5.8	392
Dist. of Columbia	11,295	10,875	10,781	4.8	3.9	1,560
Florida	50,603	48,302	47,012	7.6	4.8	369
Georgia	27,004	25,290	24,332	11.0	6.8	382
Kentucky	10,526	10,364	10,196	3.2	1.6	277
Louisiana	21,915	20,896	20,426	7.3	4.9	505
Maryland	20,173	19,977	19,997	.9	1.0	385
Mississippi	9,586	8,780	9,517	7	9.2	356
North Carolina	21,086	20,454	19,669	7.2	3.1	295
Oklahoma	15,676	14,821	14,125	11.0	5.8	483
South Carolina	18,892	18,643	18,843	.3	1.3	489
Tennessee	12,567	11,849	11,604	8.3	6.1	247
Texas ^d	68,377	61,178	53,420	28.0	11.8	381
Virginia	21,857	21,199	21,112	3.5	3.1	335
West Virginia	1,859	1,674	1,717	8.3	11.1	102
West	181,937	174,139	168,181	8.2	4.5	309
Alaska	2,928	2,865	2,715	7.8	2.2	320
Arizona	16,998	16,477	15,884	7.0	3.2	415
California	115,534	109,496	104,352	10.7	5.5	355
Colorado	9,188	8,997	8,698	5.6	2.1	258
Hawaii	3,079	2,926	2,947	4.5	5.2	168
Idaho ^e	2,177	2,256	2,352	...	(-3.5)	199
Montana	1,464	1,498	1,549	(-5.5)	(-2.3)	175
Nevada	6,270	6,049	6,056	3.5	3.7	457
New Mexico	3,440	3,271	3,298	4.3	5.2	205
Oregon	6,626	6,583	6,714	(-1.3)	.7	172
Utah	2,827	2,699	2,692	5.0	4.7	152
Washington	10,349	9,959	9,892	4.6	3.9	197
Wyoming	1,057	1,063	1,032	2.4	(-6)	223

...Not calculated.

(-) Indicates a negative percent change.

^aThe total prisoner population includes those sentenced to more than 1 year (referred to as "sentenced prisoners") and those with sentences of 1 year or less or no sentence. Prisoner counts may differ from those reported in previous publications and are subject to revision as updated figures become available.

^bThe rate per 100,000 residents is based upon the number of prisoners sentenced to more than 1 year.

^cPercent change could not be calculated. See State notes for details.

^dSee the explanatory note for Texas.

Maryland. While population totals are actual manual counts, the breakdowns for sentence length are estimates.

Massachusetts. Population counts are based on custody data and exclude 883 males housed in local jails due to crowding, 32 inmates held in Federal Bureau of Prison facilities, and 32 inmates held out of State. Population counts could not be provided by sentence length. Counts of sentenced prisoners for earlier reporting periods may not be strictly comparable. Population totals are actual counts; however, the male/female breakdown is an estimate believed to be within 0.1% of the actual disaggregation. By law, offenders in Massachusetts may be sentenced to terms of up to 2 1/2 years in locally operated jails and correctional institutions. Such populations are excluded from the State count but are included in published population counts and rates for local jails and correctional institutions. Because of differing collection methods at yearend and midyear, the 6-month percent change could not be calculated.

Michigan. Population counts are based on custody data and include inmates in the Community Residential Program.

North Carolina. In North Carolina, populations of inmates given partially suspended sentences (part served in prison, part under probation) are included with the "Inmates with over 1 year maximum sentence" only if the prison portion of the sentence exceeds 1 year. While population totals are actual counts, the break-downs for sentence length are estimates believed to be accurate within 1% of the actual numbers.

Ohio. Population counts for inmates with maximum sentences greater than 1 year include an undetermined number of inmates with a sentence of 1 year or less.

Oklahoma. Population counts for inmates with maximum sentences greater than 1 year may include a small undetermined number of inmates with a sentence of 1 year. Population counts exclude 422 male and 38 female inmates held in local jails solely to ease crowding.

Oregon. For midyear and yearend 1992, population counts for inmates with maximum sentences greater than 1 year include an undetermined number of inmates with a sentence of 1 year or less.

Rhode Island. In Rhode Island, populations of inmates given partially suspended sentences (part served in prison, part under probation) are included

with inmates with maximum sentences greater than 1 year only if the prison portion of the sentence exceeds 1 year. Prisons and jails form an integrated system. NPS data include both jail and prison populations.

Tennessee. Population counts include 1,227 males and 132 females housed in local jails solely to ease crowding, and exclude 2,809 felons sentenced to local jails. The count of inmates with maximum sentences greater than 1 year includes a small number with sentences of 1 year or less.

Texas. Population counts are based on custody data, including 1,204 inmates in pre-parole facilities, 264 in State-operated boot camps, 3,360 in State-operated detention facilities, and 869 in substance abuse treatment centers. The following, not included in the custody counts, were the numbers of inmates sentenced to State prison but in local jails awaiting transport: (6/30/92) 17,220; (12/31/92) 19,815; and (6/30/93) 23,064.

Vermont. Prisons and jails form an integrated system. NPS data include both jail and prison populations.

West Virginia. Population counts exclude 311 male and 18 female inmates housed in local jails solely to ease crowding or awaiting pickup by State authorities.

Table 2. The prison situation among the States, June 30, 1993

10 States with the largest total prison populations	Number of inmates	10 States with highest incarceration rates*	Sentenced prisoners per 100,000 residents	10 States with highest annual growth 6/30/92 to 6/30/93	Percent change	10 States with the largest number of female prisoners	Number of female prisoners
California	115,534	Louisiana	505	Texas	28.0%	California	7,232
Texas	68,377	South Carolina	489	Minnesota	11.2	New York	3,509
New York	63,875	Oklahoma	483	Oklahoma	11.0	Texas	3,040
Florida	50,603	Nevada	457	Georgia	11.0	Florida	2,638
Michigan	39,893	Alabama	426	California	10.7	Ohio	2,506
Ohio	39,792	Michigan	420	Delaware	10.2	Michigan	1,837
Illinois	33,072	Arizona	415	Illinois	8.7	Georgia	1,620
Georgia	27,004	Delaware	392	Tennessee	8.3	Illinois	1,576
Pennsylvania	25,588	Maryland	385	West Virginia	8.3	Oklahoma	1,508
New Jersey	22,837	Georgia	382	Alaska	7.8	Virginia	1,221

Note: The District of Columbia as a wholly urban jurisdiction is excluded.

*The number of prisoners with sentences greater than 1 year per 100,000 residents.

Table 3. Average weekly growth in the number of prisoners during the first half of the year, 1989-93

	Average weekly growth in the number of prisoners				
	January to June 1993	January to June 1992	January to June 1991	January to June 1990	January to June 1989
U.S. total	1,600	1,209	1,160	1,642	1,839
Federal	258	222	80	182	186
State	1,341	987	1,080	1,460	1,653
Male	1,482	1,139	1,083	1,529	1,658
Female	117	70	77	113	182
Regions					
Northeast	133	181	200	304	347
Midwest	190	214	195	314	363
South	719	393	385	542	560
West	300	199	300	300	383

Note: Comparisons are for December 31 and June 30.



Department of Justice

ADVANCE FOR RELEASE AT 5 P.M. EDT
SUNDAY, AUGUST 29, 1993

BJS
202-307-0784

LOCAL JAILS HELD 444,584 AT MIDYEAR 1992
INMATES TOTAL 174 PER 100,000 U.S. INHABITANTS

There were 444,584 local jail inmates throughout the country as of midyear 1992, the Bureau of Justice Statistics (BJS) announced today. BJS, the Department of Justice's statistics agency, said this was 4.2 percent more than the 426,479 inmates 12 months earlier--slightly less than the 5.2 percent annual growth recorded in 1991.

The number of local jail inmates per 100,000 U.S. residents has risen 120 percent--from 79 per 100,000 to 174 per 100,000--since 1970, BJS said.

"During 1992 the nation's 3,300 jails were estimated to be operating at about 99 percent of the rated capacity--an improvement from the 108 percent occupancy rate in 1989, the highest year recorded," noted Acting BJS Director Lawrence A. Greenfeld. "Jails, as defined here, are facilities that are operated by local rather than state officials and hold people awaiting criminal trials as well as convicted offenders generally serving sentences of one year or less. Excluded are police lockups or drunk tanks as well as federal or state prisons."

-MORE-

BJS said 91 percent of the jail inmates were male and estimated that one in every 226 adult men and one in every 2,417 adult women in the country were in jail on June 30, 1992.

Forty percent of the jail population were white non-Hispanics, 44 percent were non-Hispanic blacks, 15 percent were Hispanics of any race and 1 percent were of other races, such as Native Americans, Aleuts, Asians and Pacific Islanders.

The incarceration rate for blacks has risen more rapidly than the rate for whites. From 1984, the earliest for which the data are available, the rate for blacks rose from 339 inmates per 100,000 to 619 per 100,000. For whites the increase during the 1984-1992 period was from 68 to 109 per 100,000. As of June 30 last year local jails held an estimated 195,156 blacks and 232,966 whites, BJS said.

As of June 30 last year, 131 of the country's 503 largest jail jurisdictions--meaning jail populations averaging at least 100 inmates--reported that at least one of their jail facilities was under court order or a consent decree to reduce inmate population.

Judges intervened most often with population reduction orders, but they also cited staff, medical, recreation, operations and program problems. Overall 157 of the 503 large jurisdictions were under court orders to limit population or

remedy a specific situation. Almost one-third of the large jurisdictions with a facility under a court order were cited for six or more conditions.

Jurisdictions with large jail populations were holding 9,528 inmates for federal authorities and 36,097 for state authorities, primarily because of crowding in state prisons. They also held 3,355 for other local authorities.

On June 30, 1992, nine of the large jurisdictions were operating boot camps, which held about 4 percent of the inmates in these jurisdictions. Almost three-fourths of the larger jurisdictions had residents in daily work release programs--17,887 inmates in 359 jurisdictions.

On the same day, 180 of the large jurisdictions were operating alternative-to-incarceration programs, such as electronic monitoring, house arrest, day reporting or the like. Electronic monitoring was the most widely available and had the most participants--118 jurisdictions and 4,582 participants.

Three hundred eight of the 503 large jurisdictions reported that they tested inmates for drug use. Few jurisdictions (35) tested all of their inmates for drugs. Many more (219) tested upon suspicion of drug use.

Among the largest jurisdictions, 420 reported operating at least one jail facility that had a drug treatment, alcohol rehabilitation, psychiatric examination, psychological counseling

or education program. One hundred twenty-seven jurisdictions operated all such programs.

Educational programs, including literacy, basic education and General Education Degree programs, were offered in more than two-thirds of the large jurisdictions. As of June 30, 1992, about 9 percent of the inmates in these jurisdictions were participating in an educational program.

Alcohol and drug treatment programs were offered in more than 50 percent of the large jurisdictions. The inmate participation was less than 10 percent on the day of the survey.

Thirty-five percent of the large jurisdictions, reported one or more inmate deaths during the 12-month period ended June 30, 1992, compared to 190 (38 percent) the year before.

Among the 445 inmate deaths during the year in large jurisdictions, AIDS-related diseases accounted for 24 percent, suicides 28 percent, fatal injuries (murder or manslaughter) 3 percent, accidents and undetermined causes 6 percent and natural causes 38 percent.

Single copies of the BJS bulletin "Jail Inmates 1992" (NCJ-143284) as well as other BJS statistical bulletins and reports may be obtained from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. The telephone number is 1-800-732-3277.



Bureau of Justice Statistics Bulletin

Jail Inmates 1992

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At midyear 1992 local jails held an estimated 444,584 persons. From July 1991 to June 1992, the number in jail grew 4%, about the same rate as for the previous 12 months. In 1992 overall jail occupancy was 99% of the rated capacity.

The 1992 Annual Survey of Jails provides these findings from data reported by 795 jurisdictions for 1,113 jails, about a third of all jails. Local officials administer these facilities which are able to hold persons for more than 48 hours but usually for less than 1 year.

Other survey findings include:

- About 1 in every 428 adult U.S. residents were in jail on June 30, 1992.

- A majority of jail inmates were black or Hispanic. White non-Hispanic inmates made up 40% of the jail population; black non-Hispanics, 44%; Hispanics, 15%; and non-Hispanic inmates of other races, 1%.

- An estimated 2,804 juveniles were housed in adult jails on June 30, 1992. The average daily juvenile population for the year was 2,527.

- Based on the most recent census (1988) 503 jurisdictions had an average daily population of at least 100 jail inmates. In 1992, these jurisdictions operated 814 jail facilities, which held 362,217 inmates, or about 81% of all jail inmates in the country.

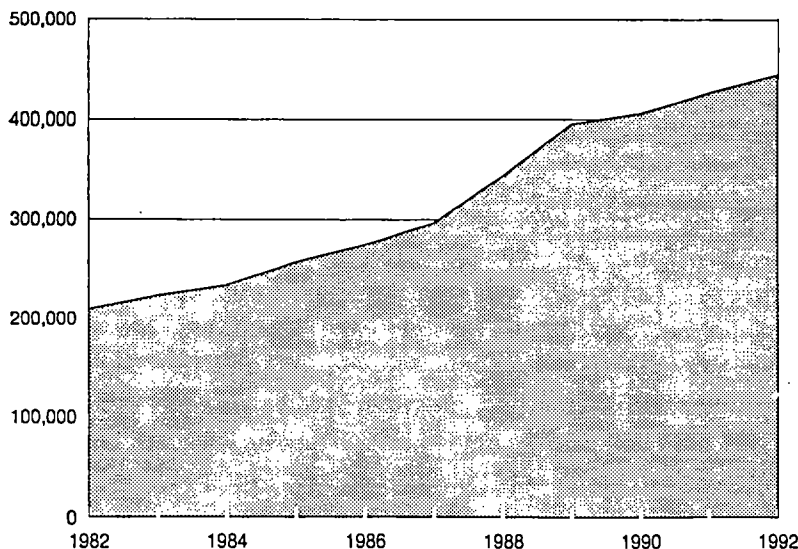
August 1993

In 1992, for the first time in its 9-year history, the Annual Survey of Jails collected information from the large jurisdictions about the programs that their jails administer — bootcamps, work release, alternatives to incarceration, educational and treatment programs for inmates, and drug testing.

The 1992 Annual Survey of Jails and this Bulletin would not have been possible without the generous cooperation of jail administrators and staff whose facilities were selected for the survey.

Lawrence A. Greenfeld
Acting Director

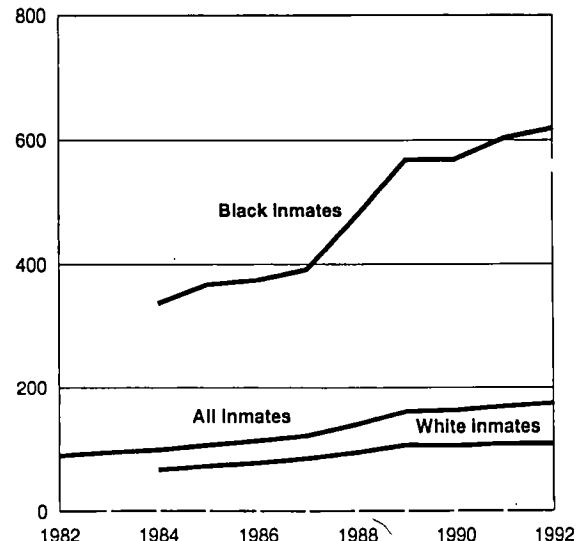
Number of persons
in local jails



The U.S. local jail population increased from 209,582 in 1982 to 444,584 in 1992.

Fig. 1

Number of inmates in local jails
per 100,000 U.S. residents



The number of local jail inmates per 100,000 U.S. residents increased from 90 in 1982 to 174 in 1992. In 1992, the rates were 109 white inmates per 100,000 white residents and 619 black inmates per 100,000 black residents.

Fig. 2

One-day counts

On June 30, 1992, the estimated number of inmates held in local jails was 444,584, an increase of 4.2% over the number held on June 28, 1991 (table 1). About 1 in every 428 adult residents of the United

Table 1. Jail population: One-day count and average daily population, by legal status and sex, 1991-92

	Number of jail inmates		Percent change, 1991-92
	Annual		
	Survey of Jails		
	1991	1992	
One-day count			
All inmates	426,479	444,584	4.2%
Adults	424,129	441,781	4.2
Male	384,628	401,106	4.3
Female	39,501	40,674	3.0
Juveniles*	2,350	2,804	19.3
Average daily population			
All inmates	422,609	441,889	4.6%
Adult	420,276	439,362	4.5
Male	381,458	399,528	4.7
Female	38,818	39,834	2.8
Juveniles*	2,333	2,527	8.3

Note: Data for 1-day counts are for June 28, 1991, and June 30, 1992.

*Juveniles are persons defined by State statute as being under a certain age, usually 18, and subject initially to juvenile court authority even if tried as adults in criminal court. Because less than 1% of the jail population were juveniles, caution must be used in interpreting any changes over time.

Table 2. Number of jail inmates per 100,000 U.S. residents, 1970-92

Year	U.S. resident population ^a	Jail inmates ^b	Inmates/100,000 residents
1992	255,082,000	444,584	174
1991	252,177,000	426,479	169
1990	249,415,000	405,320	163
1989	246,819,000	395,553	160
1988 ^c	244,499,000	343,569	141
1987	242,289,000	295,873	122
1986	240,133,000	274,444	114
1985	237,924,000	256,615	108
1984	235,825,000	234,500	99
1983 ^c	233,792,000	223,551	96
1982	231,664,000	209,582	90
1978 ^c	222,095,000	158,394	71
1972 ^c	209,284,000	141,588	68
1970 ^c	203,984,000	160,863	79

Note: Inmate counts for 1982, 1984-87, and 1989-92 are survey estimates and consequently subject to sampling error. For estimates of the sampling error for each year, see appendix table 2 in *Methodology*.

^aEstimated for July 1. Source: *Current Population Reports*, U.S. Bureau of the Census, Series P-25, Nos. 917 and 1095.

^bOne-day counts.

^cCensus of Local Jails.

States was in jail on June 30, 1992. Fewer than 1% of the inmates of the Nation's jails in 1992 were juveniles.

An estimated 2,804 juveniles were housed in adult jails across the country on June 30, 1992. Most juveniles in correctional custody are housed in juvenile facilities. (For a definition of juveniles and discussion of their detention, see *Methodology*, page 10.)

Since 1970 the number of jail inmates per 100,000 residents has risen 120%, from 79 to 174 (table 2). During the period, the number of jail inmates at midyear increased more than 2½ times, from 160,863 to 444,584.

The rates of incarceration in local jails have risen more rapidly for blacks than whites (figure 2). In 1984, the earliest year for which data are available, the incarceration rate for blacks was 339 jail inmates per 100,000 residents; by 1992, the rate was 619. For whites, the rates increased from 68 to 109 per 100,000. On June 30, 1992, local jails held an estimated 195,200 blacks and 233,000 whites.

Average daily population

The average daily population for the year ending June 30, 1992, was 441,889, an increase of 4.6% from 1991. The average

daily population for males increased 4.7% from the number in 1991; during the same period, the female average daily population increased 2.8%. The average daily juvenile population for the year ending June 30, 1992, was 2,527.

Adult conviction status

At midyear 1992, convicted inmates made up 49% of all adult inmates (table 3). The number of convicted inmates increased 6% since June 28, 1991. Convicted inmates include those awaiting sentencing or serving a sentence and those returned to jail because they had violated the conditions of their probation or parole. From 1991 to 1992 the number of unconvicted inmates increased 3%. Unconvicted inmates include those on trial or awaiting arraignment or trial.

Demographic characteristics

Males accounted for 91% of the jail inmate population (table 4). The adult male inmate population increased 4% from 1991 to 1992. An estimated 1 in every 226 men and 1 in every 2,417 women residing in the United States were in a local jail on June 30, 1992.

White non-Hispanic inmates made up 40% of the jail population; black non-Hispanics, 44%; Hispanics, 15%; and other races (Native Americans, Aleuts, Alaska Natives, Asians, and Pacific Islanders), 1%.

Table 3. Conviction status of adult jail inmates, by sex, 1991-92

	Number of jail inmates in Annual Survey of Jails	
	1991	1992
Total number of adult inmates	424,129	441,781
Convicted	206,458	217,940
Male	185,947	196,656
Female	20,511	21,284
Unconvicted	217,671	223,840
Male	198,681	204,450
Female	18,990	19,390

Note: Data are for June 28, 1991, and June 30, 1992. Annual Survey of Jails data may underestimate the number of convicted inmates and overestimate the number of unconvicted inmates. Some facility records do not distinguish inmates awaiting sentence (or other convicted persons) from unconvicted inmates. The 1989 Survey of Inmates in Local Jails figures indicate that 43% of the inmates were unconvicted and 57% were convicted.

Table 4. Demographic characteristics of jail inmates, 1991-92

Characteristic	Percent of jail inmates	
	1991	1992
Total	100%	100%
Sex		
Male	90.7%	90.8%
Female	9.3	9.2
Race/Hispanic origin		
White non-Hispanic	41.1%	40.1%
Black non-Hispanic	43.4	44.1
Hispanic	14.2	14.5
Other*	1.2	1.3

Note: Data are for June 28, 1991, and June 30, 1992. Race was reported for 99% of the inmates in 1991 and for 98% in 1992.

*Native Americans, Aleuts, Asians, Alaska Natives, and Pacific Islanders.

Daily population movements

On June 30, 1992, local jails had more than 46,000 new admissions and discharges, about equally divided between the two categories (table 5). Discharges include sentence completions, bail, and deaths. These data exclude transfers among facilities and readmissions or other departures on June 30, 1992, which can only be estimated to have been within the range of 10,733 and 13,367. (For a discussion on reporting practices, see *Methodology*.)

Occupancy

The number of jail inmates increased 4% from 1991, while the total rated capacity of the Nation's jails rose 7% (table 6). Between June 28, 1991, and June 30, 1992, the percentage of rated capacity which was occupied fell 2 percentage points to 99%.

Facilities with the largest average daily populations reported the highest occupancy rates. Occupancy was 114% of rated capacity in facilities with an average daily population of 1,000 or more, compared to 53% in those with fewer than 20 inmates.

Size of facility ^a	Number of facilities	Percent of rated capacity occupied
Fewer than 20	1,017	53%
20-49	773	77
50-99	559	82
100-199	370	91
200-999	405	103
1,000 or more ^b	76	114

^aBased on the average daily population between June 28, 1991, and June 30, 1992.

^bIncludes an unspecified number of facilities for Cook County, Ill., and Orleans Parish, La., each counted as having 1 facility.

Table 5. Jail admissions and discharges, by legal status of inmates, June 30, 1992

	Number on 1 day		
	Total	Adults	Juveniles
New admissions	23,742	23,595	148
Discharges	22,287	22,131	155

Note: Admission and discharge data exclude transfers, readmissions, escapes, work releases, weekend sentences, medical appointments, and court appearances. Transfers and readmissions/other departures on June 30, 1992, are estimated to have been between 10,733 and 13,367.

Jurisdictions with large jail populations

Characteristics

In 1992, an estimated 81% of the total annual number of inmates in the Nation's local jails were housed in the facilities of 503 jurisdictions, each with an average daily population of at least 100 incarcerated persons at the time of the 1988 Census of Jails.

Region	Number of large jurisdictions	Population of large jail jurisdictions	
		June 30, 1992	Daily average 1991-92
All	503	362,217	356,471
Northeast	85	68,026	68,384
Midwest	91	44,514	43,329
South	229	152,061	147,644
West	98	97,616	97,114

Between June 28, 1991, and June 30, 1992, these jurisdictions held on average 356,471 inmates. On the day of the survey, June 30, 1992, these large jurisdictions held 362,217.

Including an unspecified number of facilities counted as 1 in both Cook County (Chicago), Illinois, and Orleans Parish (New Orleans), Louisiana, these jurisdictions reported data on 814 separate jail facilities — 73% of all facilities surveyed.

Nearly half of these large jurisdictions maintained an average daily population

of between 100 and 299 inmates (table 7). Although these jurisdictions represented 47% of all large jurisdictions, they held only 13% of the total annual number of inmates in large jurisdictions.

Twenty-nine jurisdictions reported an average daily population of between 2,000 and 22,220 inmates. With an average of more than 4 facilities per jurisdiction, they accounted for 16% of all facilities and 41% of the total average daily population in large jurisdictions.

Table 7. Jurisdictions with large jail populations: Number of facilities and total average daily population, July 1, 1991-June 30, 1992

Average daily population	Number		Total average daily population
	Jurisdictions	Facilities	
All	503	814	356,471
0-99 inmates ^a	7	8	587
100-199	127	145	19,251
200-299	107	134	25,877
300-399	55	77	19,265
400-499	40	56	17,522
500-999	91	157	63,732
1,000-1,999	47	107	64,316
2,000-3,999	15	48	39,382
4,000-22,220 ^b	14	82	106,539

^aSeven jurisdictions reported 100 or more inmates in the 1988 Census of Jails.

^bIncludes an unspecified number of facilities for Cook County, Ill., and Orleans Parish, La., each counted as having 1 facility.

Table 6. Jail capacity and occupancy, selected years, 1978-92

	Census of Jails			Annual Survey of Jails			
	1978	1983	1988	1989	1990	1991	1992
Number of inmates	158,394	223,551	343,569	395,553	405,320	426,479	444,584
Rated capacity of jails	245,094	261,556	339,633	367,769	389,171	421,237	449,197
Percent of rated capacity occupied [*]	65%	85%	101%	108%	104%	101%	99%

Note: Data are for February 15, 1978; June 30, 1983, 1988, 1989, 1992; June 29, 1990; and June 28, 1991.

^{*}Percent of rated capacity occupied is based on the 1-day count of inmates.

25 largest jail jurisdictions

Within the group of jurisdictions that have an annual number of inmates between 2,000 and 22,220 are the Nation's 25 largest jurisdictions. These 25 jurisdictions were in 11 States: 9 in California, 4 in Texas, 4 in Florida, and 1 each in New York, Illinois, Tennessee, Pennsylvania, Arizona, Louisiana, Maryland, and Georgia (table 8). These jurisdictions had between 1 and 16 jail facilities in their systems.

Six of the jurisdictions had a smaller average daily population in 1992 than in 1991, and six had a smaller population on June 30, 1992, than on June 28, 1991. Harris County (Houston), Texas, reported the largest growth during the year, an increase of 4,919 inmates on the day of the survey. New York City reported the sharpest decline, a decrease of 2,136 inmates.

On June 30, 1992, the 25 largest jurisdictions held 32% of all jail inmates nationwide. The two largest jurisdictions, Los Angeles County and New York City, had more than 40,700 inmates, 9% of the national total.

Overall, the number of inmates in the Nation's 25 largest jurisdictions on June 30, 1992, was 5% greater than on June 28, 1991. The number of jail inmates in these jurisdictions totalled 143,604, up from 132,506.

Table 8. Twenty-five largest jurisdictions: Average daily population and one-day count, June 28, 1991, and June 30, 1992

Jurisdiction	Number of jails in jurisdiction		Average daily population during		Population on	
	1991	1992	1991	1992	June 28, 1991	June 30, 1992
Los Angeles County, Calif.	9	9	20,779	22,220	20,885	22,289
New York City, N.Y.	17	16	20,419	18,673	20,563	18,427
Harris County, Tex.	3	4	6,751	8,086	6,808	11,727
Cook County, Ill.	--	...	7,257	7,621	8,356	9,089
Shelby County, Tenn.	2	2	5,008	6,108	5,755	6,096
Dade County, Fla.	7	7	5,343	5,965	5,493	5,733
Dallas County, Tex.	4	4	5,247	5,502	4,686	5,881
Philadelphia County, Penn.	7	6	4,897	4,878	4,589	4,422
Maricopa County, Ariz.	6	7	4,312	4,829	4,480	4,934
Orleans Parish, La.	--	...	3,677	4,737	4,481	4,737
Orange County, Calif.	3	3	4,378	4,688	4,390	4,690
San Diego County, Calif.	12	11	4,660	4,543	4,303	5,039
Santa Clara County, Calif.	7	7	4,072	4,368	4,166	4,369
Tarrant County, Tex.	4	4	3,779	4,321	4,000	4,858
Orange County, Fla.	2	2	3,267	3,582	3,225	3,536
Sacramento County, Calif.	3	3	3,170	3,265	2,980	3,165
Alameda County, Calif.	3	3	2,912	3,250	2,891	3,550
Broward County, Fla.	3	3	3,502	3,173	3,584	3,069
Baltimore City, Md.	4	4	2,828	2,900	2,894	3,006
San Bernardino County, Calif.	2	2	2,735	2,855	2,929	2,860
Fresno County, Calif.	3	3	2,061	2,572	1,980	2,286
Fulton County, Ga.	4	4	2,983	2,545	2,969	2,590
Bexar County, Tex.	1	1	2,313	2,377	1,981	2,626
Hillsborough County, Fla.	3	3	2,051	2,328	1,944	2,268
Riverside County, Calif.	4	4	2,240	2,180	2,174	2,181

Note: The jurisdictions are ordered according to their average daily population in 1992.
--These jurisdictions provided a single report covering all of their jail facilities.

Inmates held for other authorities

Local jail jurisdictions frequently house inmates for other authorities, because of crowding elsewhere or routine needs of other jurisdictions, such as housing detainees pending their transfer or holding convicted inmates while awaiting transfer to State or Federal prison. Among the 503 jurisdictions with 100 or more inmates in 1988, 425 were holding inmates for other authorities in 1992 (table 9). Approximately 84% of these large jurisdictions had one or more jail facilities holding inmates for other authorities on June 30, 1992.

Table 9. Jurisdictions with large jail populations: Impact of inmates held for other authorities, 1991-92

	Number of jurisdictions/inmates	
	1991	1992
Jurisdictions with large jail populations	503	503
Jurisdictions holding inmates for other authorities:		
Federal	426	425
State	239	256
Local	322	342
Total	220	218
Jurisdictions holding inmates because of crowding elsewhere	234	249
All inmates in jurisdictions with large jail populations	343,514	362,217
Inmates being held for other authorities:		
Federal	39,906	48,980
State	7,792	9,528
Local	27,566	36,097
Total	4,548	3,355
Inmates being held because of crowding elsewhere	23,484	32,193

Note: Data are for June 28, 1991, and June 30, 1992, covering all jurisdictions with an average daily inmate population of 100 or more at the time of the 1988 Census of Jails. The data for 1991 are revised from those presented in *Jail Inmates 1991*.
*Detail adds to more than total because some jurisdictions held inmates for more than one authority.

Two-thirds of the large jurisdictions were holding inmates for State authorities; half for Federal authorities.

The number of jail inmates being held for other authorities by these large

jurisdictions increased by 9,063, up 23% from 1991. The number of State prisoners in local jails grew the most (31%), followed by the number of Federal prisoners (22%). Prisoners held for other local authorities decreased 26%, from 4,548 to 3,355.

Court orders to reduce population and improve conditions

At midyear 1992 more than a quarter of the 503 large jurisdictions reported that 1 or more of their jail facilities were under court order or consent decree to reduce the inmate population (table 10). On June 30, 1992, 131 jurisdictions were under court orders to limit the number of inmates, down from 135 in 1991.

Jail administrators in these 131 jurisdictions reported an increase of 13% in their rated capacity during the year, or an increase of 20,160 beds. On average these jurisdictions were operating at about 105% of their rated capacities. Administrators in the 372 jurisdictions not under orders to reduce population or crowding reported less than 1% rise in their rated capacity, and a slight increase in the occupancy rate, from 104% to 105%.

Judges intervened most often in the operation of jails with orders to reduce population or crowding, but they also cited other elements of the jail facility, staff, operation, or programs. Overall, 157 of the large jurisdictions were under court order to limit population or to correct a specific condition of confinement. Ninety-four were cited for two or more conditions of confinement:

Number of conditions cited by a court	Large jurisdictions with a facility under court order
1	63
2-3	33
4-5	11
6 or more	50

Nearly a third of the large jurisdictions with a facility under court order in 1992 were cited for six or more conditions. Forty-one of the 503 jurisdictions were cited for the totality of conditions (that is, the cumulative effect of several conditions). The most frequent condition cited was crowded living units (118 jurisdictions), followed by inadequate recreation facilities (62), medical facilities or services (57), and staffing (53).

Fourteen fewer jurisdictions were under court order for specific conditions of confinement on June 30, 1992, than on June 28, 1991. Six fewer jurisdictions were under court order for administrative segregation procedures or policies; three fewer for recreation; and four fewer for food service. Nine more jurisdictions were cited for grievance procedures or policies; eight more for staffing patterns.

Table 10. Jurisdictions with large jail populations: Rated capacity and percent of capacity occupied, 1991-92

Jurisdictions with large jail populations	Number of jurisdictions		Rated capacity		Number of jail inmates on last weekday in June		Percent of capacity occupied	
	1991	1992	1991	1992	1991	1992	1991	1992
Total	503	503	322,372	344,580	343,514	362,217	107%	105%
Jurisdictions with no jail under court order to reduce population	368	372	164,497	167,045	172,229	175,680	104%	105%
Jurisdictions with at least one jail under court order to reduce population	135	131	157,375	177,535	171,285	186,537	109%	105%

Table 11. Jurisdictions with large jail populations: Number of jurisdictions under court order to reduce population or to improve conditions of confinement, 1991-92

	Number of jurisdictions with large jail populations					
	Total		Ordered to limit population		Not ordered to limit population	
	1991	1992	1991	1992	1991	1992
Total	503	503	135	131	368	372
Jurisdictions under court order citing specific conditions of confinement	148	134	122	108	26	26
Subject of court order:						
Crowded living units	118	118	111	107	7	11
Recreation facilities	65	62	54	50	11	12
Medical facilities or services	58	57	45	41	13	16
Visitation practices or policies	35	37	30	29	5	8
Disciplinary procedures or policies	34	37	26	27	8	10
Food service	33	29	30	25	3	4
Administrative segregation procedures or policies	27	21	22	16	5	5
Staffing patterns	45	53	39	46	6	7
Grievance procedures or policies	29	38	24	29	5	9
Education or training programs	22	25	19	21	3	4
Fire hazards	17	22	17	19	0	3
Counseling programs	18	18	14	14	4	4
Inmate classification	37	40	34	32	3	8
Library services	50	49	38	36	12	13
Other	15	14	8	9	7	5
Totality of conditions	40	41	34	34	6	7

Note: Detail adds to more than the total number of jurisdictions under court order for specific conditions, because some jurisdictions were under judicial mandate for more than one reason.

Jail programs and alternatives to incarceration

In 1992, for the first time in the history of the survey, jurisdictions were asked if any of their jail facilities operated a boot camp or daily work release program and if any operated alternative-to-incarceration programs, such as electronic monitoring, house arrest, and day reporting.* These programs are defined as follows:

Bootcamp — a program having a chain of command, highly regimented activity schedules, drill and ceremonies, and stressing physical challenges, fitness, discipline and personal appearance.

Work-release — a program that allows an inmate to work in the community unsupervised by correctional staff during the day and return to jail at night.

Electronic monitoring — a program in which offenders are supervised by correctional authorities outside of the jail facility by use of an electronic signalling device or programmed contact device attached to a telephone.

House arrest (without electronic monitoring) — a program in which offenders are legally ordered to remain confined in their own residence except for medical reasons and employment but are not subject to any electronic surveillance.

Day reporting — a program that permits offenders to remain in their residence at night and weekends while reporting to a correctional official one or more times daily.

*Jail jurisdictions reported only for the programs that they operated. Within some counties other agencies may have operated similar types of programs.

Table 12. Large jail jurisdictions offering a bootcamp, work release, or alternatives to incarceration, 1992

	Number	Large jail jurisdictions	
		Number of	
		Program participants	Inmates in jurisdiction with program
Total	503	...	362,217
Special programs			
Bootcamps	9	1,463	39,484
Daily work release	359	17,887	263,370
Alternatives to incarceration			
Electronic monitoring	118	4,582	99,276
House arrest	18	602	13,912
Day reporting	43	2,445	41,318
Other alternatives*	57	6,181	67,826
No alternative offered	323	--	189,420

Note: A single jurisdiction could report participation in more than one type of alternative. Offenders in bootcamps and work release are counted as inmates in the jurisdiction total; participants in the alternative programs are excluded from the inmate count.

... Not determined.

--Not applicable.

*The number of participants in other alternatives was estimated to be 2,850, community service; 391, weekend reporting; and 1,397, other.

On June 30, 1992, 9 of the 503 large jurisdictions were operating a bootcamp program (table 12). About 4% of the jail inmates (1,463) in these jurisdictions with bootcamps were participating in the program. Among inmates in all large jurisdictions, fewer than half of one percent were in a bootcamp.

Daily work release programs were available to inmates in more than two-thirds of the large jurisdictions. On June 30, 1992, 17,887 inmates in 359 jail jurisdictions were in a work release program. On that day, 7% of the inmates in these jurisdictions were participating in work release programs.

On June 30, 1992, 180 of the 503 large jurisdictions were operating an alternative-to-incarceration program, such as electronic monitoring, house arrest, or day reporting. Offenders in these programs are not considered jail inmates to be included in the midyear count because they are not in physical custody. They do not serve time in a jail facility but would if not for these programs.

Of the differing types of alternative programs, electronic monitoring was the most widely available and had the most participants (118 jurisdictions and 4,582 offenders). Day-reporting programs were offered in fewer jurisdictions (43) and had fewer than 2,445 participants. House arrest programs without electronic monitoring were operated by 18 jail jurisdictions with a total of 602 participants. Other types of alternative programs, such as community service and weekend reporting, were available in 57 jurisdictions. More than 6,100 offenders were participating in these other alternatives.

Table 13. Jurisdictions with large jail populations reporting the most inmates in bootcamp, on work release, or participating in alternatives to incarceration, June 30, 1992

Bootcamp			Work release			Alternative-to-incarceration programs*		
Jurisdiction	Number of inmates		Jurisdiction	Number of inmates			Number of offenders	
	Participating	In jurisdiction		Participating	In jurisdiction		Participating	In jurisdiction
Tarrant County, Tex.	590	4,858	Santa Clara County, Calif.	1,623	4,369	Riverside County, Ca.	1,435	2,181
New York, N.Y.	504	18,427	Los Angeles County, Calif.	1,465	22,289	Cook County, Ill.	1,223	9,089
Oakland County, Mich.	94	1,518	Milwaukee County, Wisc.	394	1,809	Orange County, Calif.	1,050	4,690
Orleans Parish, La.	77	4,737	New York, N.Y.	297	18,427	Alameda County, Calif.	966	3,550
Palm Beach County, Fla.	70	1,663	Santa Cruz County, Calif.	284	541	Lubbock County, Tex.	743	729
Ventura County, Calif.	56	1,540	Kern County, Calif.	250	2,363	Jefferson County, Ken.	467	884
Travis County, Tex.	37	2,049	Solano County, Calif.	248	702	Prince George's County, Md.	403	1,307
Santa Clara County, Calif.	24	4,369	Dallas County, Tex.	248	5,881	Butte County, Calif.	370	273
Brazos County, Tex.	11	323	Maricopa County, Ariz.	232	4,934	Stanislaus County, Calif.	320	784
			Philadelphia, Penn.	232	4,422	Dade County, Fla.	289	5,733

*Alternatives to incarceration include electronic home monitoring, house arrest without electronic monitoring, day reporting, community service, weekend reporting,

and other programs conducted by the jail authorities. The number of participants in alternative programs was not included in the jail population reported at

midyear.

About three-quarters of all jail inmates in boot camps were in two jurisdictions — Tarrant County (Fort Worth), Texas, and New York City (table 13). Each of these jurisdictions had more inmates in a boot camp than the other seven jurisdictions combined.

Santa Clara and Los Angeles counties in California had the largest number of jail inmates in daily work release programs. Each of these jurisdictions had more than 1,000 work release participants.

Riverside County, California, stretching to the Nevada border east of Los Angeles, had the most offenders (1,435) participating in some type of alternative program. Cook County (Chicago), Illinois, had the second largest number of participants (1,223), and Orange County, California, containing Anaheim and Santa Ana, the third largest number, 1,050 offenders. More than 10% of offenders under the supervision of these jail jurisdictions were in an alternative-to-incarceration program.

Drug testing

The 1992 Annual Survey of Jails asked the largest jurisdictions if and on whom they conducted urinalysis tests for drugs. Of all large jurisdictions, 308 said that they did test (table 14). Jurisdictions were more likely to test upon suspicion (219 jurisdictions) than testing all inmates at least once (35 jurisdictions). The number of jurisdic-

tions that tested at random or on an inmate's return from the community was about the same (159 and 153, respectively). Jurisdictions holding between 2,000 and 3,999 inmates were more likely to have at least 1 facility testing for drugs than any other group, 93%. Those jurisdictions that had from 100 to 199 inmates were least likely to test, 47%.

Table 14. Large jurisdictions conducting urinalysis for drugs and type of surveillance, by size of jail population, 1992

Average daily population*	Large jail jurisdictions						
	Total	Conducting urinalysis on inmates	Basis of drug testing				Other basis
			At random	On all inmates at least once	Upon suspicion	On inmates returning from community	
All	503	308	159	35	219	153	117
0-99	7	4	3	0	3	3	0
100-199	127	60	31	3	38	38	20
200-299	107	72	37	5	49	34	31
300-399	55	29	12	2	21	13	9
400-499	40	26	11	2	17	14	11
500-999	91	59	30	8	42	26	21
1,000-1,999	47	35	23	8	29	14	12
2,000-3,999	15	14	8	4	12	7	7
4,000-22,200	14	9	4	3	8	4	6

*Based on the average daily jail population of the jurisdiction between June 28, 1991, and June 30, 1992.

Selected jail programs

In the 1992 survey, the 503 largest jurisdictions were asked to report on inmate participation in drug treatment, alcohol treatment, psychological counseling or psychiatric care, and educational programs offered by their jail facilities. On June 30, 1992, at least 1 jail facility in 420 of these jurisdictions reported operating these types of programs. A total of 127 jurisdictions reported operating all 4 types of programs.

Educational programs (including literacy, basic education, and GED programs) were offered in more than two-thirds of the large jurisdictions. About 9% of the inmates in

these jurisdictions were participating in an education program at the time of the survey.

Alcohol and drug treatment programs were offered in more than half of the large jail jurisdictions. On June 30, 1992, 20,100 jail inmates were receiving alcohol treatment; 18,052 were receiving drug treatment. In the jurisdictions operating alcohol or drug treatment programs, the inmate participation rate was lower than 10%.

Psychological or psychiatric counseling programs were provided in 212 of the large jurisdictions. More than 14,000 jail inmates were participating in these programs.

Table 15. Jurisdictions with large jail populations: Selected jail programs and number of participants, June 30, 1992

Programs for inmates	Number	Large jail jurisdictions	
		Number of	
		Program participants	Inmates in jurisdiction
Total	503	...	362,217
Drug treatment*	275	18,052	234,591
Alcohol treatment*	295	20,100	213,147
Psychological counseling	212	14,237	189,845
Education program	350	25,591	282,328

*Combined substance abuse programs and enrollment in them were classified by the substance most emphasized in the program.
...Not determined.

Inmate deaths

A total of 178 large jail jurisdictions (35%) reported one or more jails with an inmate death during the year ending June 30, 1992, compared to 190 (38%) the previous year (table 16). Natural causes other than AIDS were the leading cause of death among inmates in large jail jurisdictions (38%), followed by suicide (28%). AIDS-related deaths accounted for 24% of the total, injury by another person, 3%, and accidents or undetermined causes, 7%.

Table 16. Jurisdictions with large jail populations: Inmate deaths, 1991-92

Cause of death	Jurisdictions reporting deaths ^a		Inmate deaths	
	1991	1992	1991	1992
Total	190	178	546	445
Natural causes ^b	116	90	278	170
AIDS	32	37	84	107
Suicide	89	93	131	124
Injury by another person	11	12	16	14
Other ^c	21	21	37	30

Note: Data are for the year ending June 28, 1991, and June 30, 1992, and cover all jurisdictions with an average daily inmate population of 100 or more at the time of the 1988 Census of Jails. The number of deaths from AIDS and other natural causes may have been under-reported in some jurisdictions that transferred sick inmates to outside hospitals and other medical facilities.

^aDetail adds to more than total because some jurisdictions reported more than one type of death.

^bExclude AIDS-related deaths.

^cIncludes accidents and undetermined causes of death.

Methodology

The 1992 Annual Survey of Jails was the ninth such survey in a series sponsored by the Bureau of Justice Statistics. The first was conducted in 1982. Complete enumerations of the Nation's jails are conducted every 5 years. Annual surveys — which collect data on all jails in jurisdictions with 100 or more jail inmates and on a sample of all other jails — are carried out in each of the 4 years between the full censuses. The reference date for the 1992 survey was June 30, 1992. Full censuses were done on February 15, 1978, June 30, 1983, and June 30, 1988.

A *local jail* is a facility that holds inmates beyond arraignment, usually for more than 48 hours, and is administered by local officials. Specifically excluded from the count were temporary lockups that house persons for less than 48 hours, physically separate drunk tanks, and other holding facilities that did not hold persons after they had been formally charged, Federal- or State-administered facilities, and the combined jail-prison systems of Alaska, Connecticut, Delaware, Hawaii, Rhode Island, and Vermont. Included in the universe were five locally operated jails in Alaska and eight jails that were privately operated under contract for local governments.

The other jurisdictions surveyed constituted a stratified probability sample of those jurisdictions whose average daily population was less than 100 in the 1988 jail census.

Data were obtained by mailed questionnaires. Two followup mailings and phone calls were used to encourage reporting. The response rate was 99% for all jails. For the eight jails in certainty jurisdictions

Appendix table 1. Standard error estimates, 1992

Characteristic	Estimate	Standard error	Relative standard error (percent)
One-day count			
All inmates	444,584	2,076	0.47%
Adults	441,781	2,040	0.46
Male	401,106	1,866	0.46
Female	40,674	306	0.76
Juveniles	2,804	217	7.75
Average daily population			
All inmates	441,889	2,083	0.47%
Adults	439,362	2,066	0.47
Male	399,528	1,948	0.49
Female	39,834	280	0.70
Juveniles	2,527	196	7.77
Adult inmate status, 6/30/92			
Convicted	217,940	1,740	0.80%
Male	196,656	1,594	0.81
Female	21,284	248	1.17
Unconvicted	223,840	1,344	0.60%
Male	204,450	1,260	0.61
Female	19,390	172	0.89
Sex			
Male	403,768	1,895	0.47%
Female	40,816	314	0.77
Race/Hispanic origin			
White non-Hispanic	173,973	1,827	1.05%
Black non-Hispanic	191,188	1,530	0.80
Hispanic	62,961	561	0.89
Other	5,831	319	5.46
Total rated capacity	449,197	2,693	0.60%

The 1992 survey included 1,113 jails in 795 jurisdictions. A *jurisdiction* is a county, municipality, township, or regional authority that administers one or more local jails. The jails in 503 jurisdictions were automatically included in the survey because the average daily inmate population in these jurisdictions was 100 or more in the 1988 census. The jurisdictions with large jail populations, referred to as certainty jurisdictions, accounted for 814 jails and 362,217 inmates, or 81% of the estimated inmate population on June 30, 1992.

Appendix table 2. Estimated number of inmates and standard errors for Annual Survey of Jails, selected years, 1982-92

	Number of jail inmates (1-day count)	Estimated standard error	Relative standard error (percent)
1982	209,582	1,470	0.70%
1984	234,500	1,105	0.47
1985	256,615	1,459	0.57
1986	274,444	1,465	0.53
1987	295,873	1,687	0.57
1989	395,553	1,583	0.40
1990	405,320	1,778	0.44
1991	426,479	2,151	0.50
1992	444,584	2,076	0.47

and the one jail in a noncertainty jurisdiction not responding to the survey, data were adjusted by applying the average growth factor for facilities in the same stratum and region with the same type of inmates (men, women, or both sexes).

National estimates for the inmate population on June 30, 1992, were produced by sex, race, legal status, and conviction status and for the average daily population during the year ending June 30, 1992, by sex and legal status. National estimates were also produced for rated capacity. Administrators of jails in jurisdictions with large jail populations provided counts of inmates held for other authorities, inmate deaths, and jails under court order.

Sampling error

National estimates have an associated sampling error because jurisdictions with an average daily population of less than 100 were sampled for the survey. Estimates based on a sample survey are apt to differ somewhat from the results of a survey canvassing all jurisdictions. Each of the samples that could have been selected using the same sample design could yield somewhat different results. Standard error is a measure of the variation among the estimates from all possible samples, stating the precision with which an estimate from a particular sample approximates the average result of all possible samples. The estimated relative sampling error for the total inmate population of 444,584 on June 30, 1992, was 0.47%.

Results presented in this Bulletin were tested to determine whether statistical significance could be associated with observed differences between values. Differences were tested to ascertain whether they were significant at the 95-percent confidence level or higher. Differences mentioned in the text meet or exceed this 95-percent confidence level. (See appendix table 1.)

Measures of population

Two measures of inmate population are used: the *average daily population* for the

year ending June 30 and the *inmate count* on June 30 of each year. The average daily inmate population balances out any extraordinary events that may render the 1-day count atypical. The 1-day count is useful because some characteristics of the inmate population — such as race, Hispanic origin, and detention status — can be obtained for a specific date, but may not be available on an annual basis.

Population movement

In contrast with prior years, admission and discharge data were collected for the single day, June 30, 1992, rather than for the entire year preceding the census date to improve data quality and to ease reporting burdens. Intrasystem transfers within jail systems have been removed from counts of admissions and discharges and included with a combined estimate of transfers between jails and long-term medical and mental health facilities and readmissions/other departures. Because some jurisdictions do not maintain separate records for returning inmates who were on temporary transfers to other facilities or readmissions resulting from weekend sentences, medical appointments, and court appearances, it was only possible to provide an estimate of the volume of this movement.

Juveniles

State statutes and judicial practices allow juveniles to be incarcerated in adult jails and prisons under a variety of circumstances. *Juveniles* are persons who are defined by State statute as being under a certain age, usually 18 years, and who are

initially subject to juvenile court authority even if tried as adults in criminal court. The Juvenile Justice and Delinquency Prevention Act of 1974 requires sight and sound separation from adults for those juveniles not tried as adults in criminal court but held in adult jails. A 1980 amendment to that 1974 act requires the removal of juveniles from local jails, except those juveniles who are tried as adults for criminal felonies. The proportion of juveniles who were housed in adult jails in accordance with these guidelines is not available.

This report was written by Allen J. Beck, Thomas P. Bonczar, and Darrell K. Gilliard. Corrections statistics are prepared under the general direction of Lawrence A. Greenfeld. James Stephan reviewed the statistics. Tom Hester edited the report. Marilyn Marbrook administered production, assisted by Betty Sherman, Jayne Pugh, and Yvonne Boston. Collection and processing of the 1992 Jail Survey were conducted by Margaret Ferguson and Linda Huang under the supervision of Alan Stevens, Governments Division, U.S. Bureau of the Census.

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Data used in this report will be available from the National Archive of Criminal Justice Data at the University of Michigan, 1-800-999-0960. The data sets will be archived as the Sample Survey of Jails.

Appendix table 3. Estimated number of persons in local jails and the rates per 100,000 U.S. residents for white and black inmates, for figures 1 and 2 on the front page

	Estimates					
	U.S. resident population		Inmates in local jails		Rate of inmates per 100,000 residents*	
	White	Black	White	Black	White	Black
1992	213,329,000	31,523,000	233,000	195,200	109	619
1991	210,899,000	31,164,000	229,900	188,300	109	604
1990	209,150,000	30,620,000	221,400	174,300	106	569
1989	207,540,000	30,143,000	220,700	171,300	106	568
1988	206,129,000	29,723,000	197,700	142,000	96	478
1987	204,770,000	29,325,000	176,700	115,000	86	392
1986	203,430,000	28,942,000	160,000	108,600	79	375
1985	202,031,000	28,569,000	147,600	105,200	73	368
1984	200,708,000	28,212,000	136,200	95,600	68	339

*Rates are calculated using unrounded numbers of inmates.
Sources: Survey of Local Jails in 1984-87, 1989-92. 1988 Census of Jails.
Current Population Reports, U.S. Bureau of the Census, Series P-25, No. 1095.