

Projecting the Bureau of Prisons Population Through 1995

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Report Highlights

The Bureau of Prisons recently conducted a micro-simulation to project the future Federal inmate population. This simulation used the same computer program that was developed in 1987 by the U.S. Sentencing Commission and the Bureau of Prisons to make population projections, except that it was updated to include information that had become available since then. The current simulation was based partly on the most conservative estimates of future court caseload presented in a March 1989 Judicial Conference report. The Judicial Conference estimates take into account additional resources allocated to other Federal criminal justice agencies under the 1988 Anti Drug Abuse Act.

This report discusses the latest set of projections and examines the 1987 projections in light of the actual change that has occurred in the inmate population since then. Key points presented in this report include the following:

- By 1995, the Bureau of Prisons will house 94,000 inmates, 65,000 of whom will be sentenced for drug crimes. (This represents an average of the low- and high-growth estimates.)
- Comparing offenders sentenced prior to implementation of the 1984 Comprehensive Crime Control Act and the 1986 Anti Drug Abuse Act to those sentenced after implementation: (1) The average time served for robbery offenses has increased from 45.7 months to 63.9 months; (2) The average time served for drug offenders has increased from 18.3 months to 56.8 months.
- The combined effect of more punitive sentencing legislation and increased arrest and prosecution resources has resulted in a dramatic growth in the number of Federal drug offenders entering the BOP. This growth is projected to continue through 1995.
- All current proposed Sentencing Guidelines amendments for robbery, theft, and white collar crimes will amount only to an additional 1,200 inmates by 1995.
- Data from the Drug Enforcement Agency and the U.S. Attorney's Office indicate that for at least the near future, there will be an increase in the growth in prison drug commitments.
- The Bureau's sentenced non-citizen population increased from 7.1 percent of the entire sentenced inmate population in 1980 to almost 17 percent by the end of 1988. Sentenced non-citizens now compose more than 40 percent of some Federal institution inmate populations. The growth in this group makes it more difficult to forecast future prison populations and introduces unique management concerns in institutions where this subpopulation is large.

Projecting the Bureau of Prisons Population Through 1995

Introduction

The Bureau of Prisons inmate population has increased steadily in recent years. As depicted in Figure 1 (page 20), the population had grown from about 27,000 inmates in October 1982 to about 47,000 inmates by April 1989. Recent legislation, which has primarily affected drug offenders, will cause this growth to continue. The Bureau of Prisons recently conducted a micro-simulation to project its future inmate population. The simulation relied on the same model used to make projections in 1987, except that the procedure was modified to include information that had become available since then. The 1987 model was developed by the U.S. Sentencing Commission and the Bureau of Prisons to assess the impact of the Federal Sentencing Guidelines, the career criminal provision of the 1984 Comprehensive Crime Control Act, and the 1986 Anti Drug Abuse Act. The more recent simulation additionally reflects assumptions about the impact of the 1988 Anti Drug Abuse Act and Sentencing Guidelines amendments that have recently been proposed.

This report presents projections made via the recent population projection simulation and documents the actual changes in the conviction rates, imprisonment probabilities, and average time served that have resulted from the legislative and policy changes mentioned above. The changes are also examined in light of the 1987 population projection results. Although much of the data necessary to update the projections is still incomplete, this report provides an overview of available data and describes how that data was used to update the simulated long-term population projections.

Trends in Defendants Receiving Prison Terms

The newest piece of legislation to affect the number of defendants who receive prison sentences is the 1988 Anti Drug Abuse Act which, in addition to making sentencing changes, authorized and appropriated additional law enforcement and prosecution resources specifically related to drug crime interdiction and prosecution. This appropriation is consistent with the current trend of increasing the resources aimed at combatting drug crime. This trend has led to a sharp increase in the number of drug cases filed and drug defendants sentenced. From 1980 to 1988, the number of drug cases filed has increased 229 percent, from 3,127 to 10,291 cases. In 1980, 11.2 percent of all criminal cases filed in U.S. District Courts were drug cases, compared to 23.6 percent in 1988.

From 1981 to 1988, the number of defendants sentenced for drug crimes rose 146 percent — from 5,346 to 13,162. In 1981, 62.4 percent of these sentenced defendants received prison terms, compared to 80.3 percent in the first half of FY 1989.

Table 1 (pages 11-12), based on the Administrative Office of the Courts' *Annual Report for the Fiscal Year (July 1 - June 30)*, presents trend data for some of the other main Federal crime categories in addition to drug crimes. The figures show that for robbery, embezzlement, and larceny/theft offenses, both the number of defendants and the percentage receiving prison has remained fairly stable over the period from 1981 to 1989, although the number of offenders sentenced for robbery convictions has declined and it appears that the proportion of offenders convicted for larceny or theft may be declining. For fraud cases, there has been a 66-percent increase in the number of defendants; however, the percentage receiving prison (excluding 1981) has increased only about 4 percent, from about 42 to 46 percent. For drug cases, the increase in defendants is dramatic and the percentage receiving prison has also increased.

Table 2 (page 13) presents information concerning the annual number of drug cases, defendants convicted and imprisoned, and actual and projected increases in these groups for the years 1980 through 1992. The 1980 to 1988 data are from the Administrative Office of the Courts; the data for 1989 to 1991 are estimates and will be described later. In general, the data show that, except for 1984, the number of defendants convicted and imprisoned grew markedly and steadily. There was a slowdown in the growth for 1988; however, this may have been a response to new sentencing legislation, especially prior to the resolution of constitutional issues concerning the U.S. Sentencing Commission that occurred on January 18, 1989, with the *Mistretta* decision. As noted in the section of this report entitled "Judicial Resources," the Judicial Conference of the United States has projected that the growth in drug cases will increase once again.

This trend in the offense composition of cases receiving imprisonment is compounded by the fact that the highest growth in convictions is occurring in the offense population which is also experiencing the largest increase in time served: drug offenders. This is due to increased sentences resulting from the 1986 Anti Drug Abuse Act and the additional impact of Sentencing Guidelines and the Career Criminal Provision of the 1984 Comprehensive Crime Control Act.

Increases in the Average Time Served for Prison Sentences

As of March 31, 1988, a total of 7,892 prisoners had been sentenced under the Comprehensive Crime Control Act (CCCA) and had entered the custody of the Bureau of Prisons. Most of the early cases in this group involved immigration violations. Excluding those convicted for immigration violations, 4,613 prisoners had received a CCCA sentence.

Contrasting the post-CCCA sentences with inmates either released in 1986 or committed in 1980, it is clear that there has been a significant increase in time served by offenders who compose the two largest segments of the Bureau's population: those convicted for robbery and those convicted for drug crimes. For the data collected

since November 1, 1987, time served is calculated or estimated with allowance for good time. For inmates already released (mostly immigration violations), time served is the actual time served. For inmates who have not been released, time served is based on a projected release date that accounts for statutory good-time allowance and, if appropriate, a reduction in good-time allowance where statutory good time has been withdrawn because of misconduct. Tables 3a and 3b (page 14) contrast sentences and time served for robbery and drug sentences prior to and after implementation of the CCCA. Table 3a presents information concerning the changes in sentence length, while table 3b describes the changes in time served.

When examining time-served data, it is necessary to distinguish between total time served and time served in a Bureau facility. Total time served includes credit for jail time or any credit a judge may give a defendant for time served in some other jurisdiction. For the purposes of determining the Bureau's capacity requirements, however, the amount of time for which an offender is committed to the custody of the Bureau of Prisons is the significant figure — this latter measure we refer to as BOP time served. Table 4 (pages 15-16) allows for a comparison between the total and BOP time served for a variety of offenses. For example, it shows that for robbery and drug offenses an offender serves 92 percent of his/her time in a Bureau facility (this can include time spent in a contract facility such as a community corrections center).

Having drawn this distinction between total time served and BOP time served, it should be noted that a significant percentage of defendants serve their pretrial detention in a Bureau facility. Most recently there have been 3,400 defendants in pretrial status in BOP facilities, a number that has grown by 76 percent in the last 4 years. From an analytical perspective, it probably makes the most sense to distinguish the pretrial from the post-trial population and to project changes in these populations separately. Although there are many cases in which a defendant eventually is represented in both populations, there are also many cases in which a defendant either serves all or some of his/her pretrial time in a Bureau facility and leaves the system, or serves his/her pretrial time in another jail and is then committed to a Bureau facility.

Even with this distinction between total and BOP time served, there has been a dramatic increase in the BOP time served by inmates sentenced since implementation of the CCCA. This increase also results from concomitant changes in the 1986 Anti Drug Abuse Act as well as the establishment of more punitive Parole Guidelines. It is unlikely that this increase represents any effect of the 1988 Anti Drug Abuse Act. The average BOP time served for robbery has increased by 31 percent — from 44.7 months to 58.6 months. The increase for drug convictions has increased by 170 percent — from 18.3 months to 49.4 months.

We can gain an appreciation for the relative impact of policy change on different offense categories by examining trends in the "bed-year" requirements of different of-

fense commitment cohorts. Bed years account not only for the immediate housing requirement, but the long-term requirement as well. A specified number of bed years represents the number of beds that will be filled by an offense commitment cohort in the years following commitment; the figure accounts for both the amount of time served and the number of inmates occupying prison beds over time. To calculate the bed-year requirement, the number of sentenced inmates is multiplied by their average sentence length (in years). Thus, to compute 1985 bed years for drug offenders committed to the Bureau of Prisons, we multiply 6,786 offenders imprisoned by 18.3/12 years of prison occupancy (18.3 months divided by 12 months provides the number of years). Thus, the total for 1985 was 10,349 drug offender bed years. In 1985 there were 1,136 robbery offenders imprisoned for 44.5/12 years of prison bed occupancy, or 4,213 bed years.

The same bed-year computation can be made for 1989 using the BOP time-served averages represented in table 4 for drug crime and robbery. Based on these data, we expect that in 1989, there will be a 42,649 bed-year requirement for drug offenders and a 4,776 bed-year requirement for inmates convicted of robbery. This would be an increase over the 1985 bed-year requirement of 32,000 for drug offenders and 500 for inmates convicted of robbery.

The 1989 bed-year requirement for robbery and drug crimes may somewhat exaggerate the true requirement for the next several years because some offenders are still being sentenced under old statutes. Nonetheless, the bed-year exercise demonstrates how changes in arrest, prosecution, and sentencing resources as well as increased sanctions have affected and will continue to affect the prison population. It further demonstrates that the changes in drug policy dwarf all other policy changes for other crimes in terms of the impact on the Bureau of Prisons' population — especially when one considers that after drug crime, robbery is the highest contributor to the Bureau's capacity requirement.

Judicial Resources

A March 1989 U.S. Judicial Conference report to Congress, entitled "Impact of Drug Related Criminal Activity on the Federal Judiciary," anticipates that by 1991, the drug caseload will have grown a minimum of 20 percent and a maximum of 50 percent. If the 50-percent increase occurs, there will be a drug caseload of 16,000 cases filed in 1991 involving 30,000 defendants.

Not all drug defendants will be convicted, however. Table 2 demonstrates the impact on all drug convictions as well as drug convictions resulting in a prison sentence if conservative assumptions are adopted. These assumptions are: (1) the minimal increase in drug cases over the next several years will be 20 percent (this is based on the March 1989 Judicial Conference report); (2) the ratio of convictions to cases will be the same as it was from 1981 to 1988; (3) 75 percent of the convicted drug defendants (5 percent less than in 1989) will receive prison sentences.

If we adopt these assumptions, we anticipate that the growth rate in the percent of prison drug admissions will decline from an average of 15.2 percent prior to 1989 to 7.9 percent in the next several years. Complicating these projections is the apparent impact of Sentencing Guidelines and the pre-post Mistretta slowdown in convictions. The 1988 drug convictions (July 1, 1987, to June 30, 1988) indicate an apparent aberration in the conviction rate growth for drug crimes. Clearly, the Judicial Conference Report implies that the 1988 slowdown was an aberration, and it projects a 27-percent increase in the 1989 conviction trends. Even with these conservative growth assumptions, we anticipate that there will be an additional 52,055 prisoners convicted of drug crimes in the next 4 years, each requiring an average 49.4 months of Bureau bed space. In 1989 the bed-year requirement would be 51,250, in 1990 it would be 53,166 bed years, and in 1991 and 1992 it would be 54,899 bed years.

In order for the Federal Judiciary to meet its increased caseload, the Judicial Conference report recommends that Congress appropriate an additional 2,167 support positions and \$269 million for the 1990 budget. In addition, the report recommends the creation of 14 court-of-appeals judgeships, 59 district judgeships, and additional funding for new magistrate positions. It is difficult to anticipate the effect that additional judicial resources will have on the caseload. The Judicial Conference report implies that there might otherwise be a bottleneck in the Federal criminal justice system if additional resources are not allocated to meet the anticipated caseload increase.

Sentenced Non-Citizens and Drug Policy

Another factor expected to affect conviction trends is the increasing number of non-citizens convicted of Federal crimes. From 1973 to 1980, non-citizens composed from 4.3 to 7.1 percent of the Bureau's total confined sentenced population. Since the end of 1980, the number of sentenced non-citizens has increased dramatically. At the end of fiscal year 1988, there were an estimated 6,622 sentenced non-citizens, composing 16.6 percent of all sentenced prisoners confined. Of all sentenced non-citizens, 76 percent had been confined for drug law violations, compared to 44.2 percent systemwide. The greatest number of non-citizens were from Columbia (28 percent), Cuba (18 percent), and Mexico (17.9 percent). At the end of fiscal year 1988, 18 Bureau institutions had 20 percent or more sentenced non-citizens in their population. More than 40 percent of the inmates at two institutions (FCI Tallahassee and FCI La Tuna) were sentenced non-citizens. Compared to the sentenced Bureau population, sentenced non-citizens are more concentrated in security level 2 and 3 institutions.

It is clear from these increases in the non-citizen Bureau population that the drug enforcement policy is affecting both the size and composition of the Bureau's inmate population. Unfortunately, the growing percentage of non-citizens complicates BOP inmate projections. This is due to the fact that U.S. age, race, and sex

trends can be used to project U.S. trends in arrest and incarceration rates. With the increases in non-citizens, another unknown is introduced into the projections.

Data and Assumptions Necessary for Simulating Population Projections

The micro-simulation depends on information about both trends in the conviction population and changes in sentencing structure. The latter refers to changes in the amount of time an offender will serve and the change in imprisonment probability that might occur as a result of legislative changes. Both the time served and prison probabilities depend on prosecutorial and sentencing practices.

The following subsections describe the status of the most important assumptions contained in the 1987 model and modifications to the data that reflect new information collected since 1987. There are still many parametric assumptions in the original model, the accuracy of which remain unknown because there is no available data to test them.

Plea and Charge Bargaining and Guideline Departures

Two of the primary assumptions in the simulation model concern the status of plea and charge bargaining and the nature of guideline departures. The analysis presented in the 1987 report showed that rudimentary changes in the plea bargaining and departure process could affect the 5-year prison population projections by from 19 to 33 percent, depending on assumptions in the growth of convictions. Unfortunately, no information is currently available to monitor how these fundamental practices may be changing.

Changes in Imprisonment Probability

The 1987 simulation analysis projected higher imprisonment probabilities for most offense categories than were ever reflected in previous imprisonment rates. The data in table 1 show that such a trend may, in fact, be occurring for drug crimes. For convictions that occurred between July 1 and December 30, 1988, there does seem to be an increase in the imprisonment probability for drug offenders. However, the Administrative Office of the Courts does not distinguish Guideline from non-Guideline sentences, and the imprisonment data includes defendants sentenced under both statutes. The U.S. Sentencing Commission is currently analyzing data that will provide a clearer picture of changes in the imprisonment probabilities.

Changes in Time Served

There is data, especially for robbery and drug crimes, to evaluate the changes in time served projected by the 1987 simulation. The simulation projected that with the full implementation of the guidelines, the 1986 Anti Drug Abuse Act, and the career criminal provision of the CCCA, time served for robbery would increase

from 44.8 months to an average of 75.4 months. For drug crimes, the average was projected to increase from 23.3 months to 57.7 months. Table 4 shows that, in fact, the total time served has increased to an average of 63.9 months for robbery and 56.8 months for drug offenders. While the drug projection proved quite accurate, the difference between the projected and actual robbery average may be attributable to a difference in the initial cases being decided under the Comprehensive Crime Control Act.

Because the U.S. Sentencing Commission has sent a guidelines amendment to Congress calling for a two-level increase in the robbery base offense level and a two-level increase for bank robberies, no changes in the bank robbery assumptions for the model were made at this time. The proposed amendments would further increase the actual time served for robbery, raising the average sentence by another 50 percent.

The pending bank robbery amendment and pending amendments to theft and white collar offenses were modeled together. Their combined effect was to increase the prison population by 1,000 inmates in 5 years. Because these changes were relatively minor, they were not included in any adjustments to the model.

Although the initial simulation did not discount sentences based on jail credit served prior to incarceration, as noted before, the Bureau's population capacity is also driven by the necessity to have pretrial beds. Since these beds were not simulated in the 1987 model separately from the post-trial beds, using total time served, rather than BOP time served provides a good approximation to the total Bureau bed requirement until these can be disaggregated in the simulation.

Conviction Trends

Conviction rate trends are the result of three processes in the criminal justice system: crime rates, criminal justice agency resources, and policy changes regarding arrest and prosecution choices. This latter category is especially important for the Federal criminal justice system, where there is a tremendous amount of discretion in the jurisdiction over a crime. Future simulation efforts will try to disaggregate these components.

As indicated in the beginning of this report, increases in convictions have been most compelling for drug crimes. The 1987 simulation model used two growth rates in conviction trends. The average growth from 1982 to 1986 was assumed to continue through 1989; thereafter, it was assumed to grow at 1 percent per year. In the high-growth scenario, it was assumed that the annual conviction growth rate for 1987 to 1991 would equal the average annual growth rate for 1982 to 1986. Thereafter, the growth for 1987 through 2002 would equal the total growth for the preceding 15-

year period, from 1971 to 1986. For the current model, conviction trends were changed in the following ways for drug crimes:

- The actual growth in drug convictions for 1986, 1987, and 1988 were substituted into the model. The projected annual growth in the original model for those years was 15 percent. The actual growth was 17, 18, and 3.6 percent for 1986 through 1988.
- For both the low- and high-growth models, the lowest expected growth provided in the March 1989 Judicial Conference report was used for the years 1989 to 1991. This was 26.6 percent in 1989, 3.4 percent in 1990, and 3.3 percent in 1991.
- For the low-growth scenario, a 1-percent annual growth was assumed from 1992 on.
- For the high-growth scenario, the 1989 estimate of the Federal Judicial Conference was used; thereafter, a 4.8-percent growth was assumed. This latter growth rate was the 15-year average adopted in the initial simulation.

Population Projections

The results of these assumptions are represented in table 5 (page 17) and in figures 2 and 3 (pages 21-22). By 1995, the population based on the low-growth scenario will be 91,000; under the high-growth scenario, a population of 96,800 is projected. Furthermore, by 1995, drug offenders are projected to compose about two-thirds of the entire BOP population. Figure 2 shows the "bandwidth" of the projected population from 1989 to 1995. The figure demonstrates that under either the low- or high-growth scenario, the Bureau's growth rate over the next 6 years will be higher than in the previous 6 years. Figure 3 graphically demonstrates that the Bureau's drug population will continue to grow and eventually compose the overwhelming majority of the inmate population.

U.S. Attorney's Office and DEA Arrest Trends

Tables 6 and 7 (pages 18-19) highlight yearly trends in arrest and prosecution data that have an impact on the Bureau's population. Both tables refer only to drug matters. Table 6 lists U.S. Attorney caseload information. Included in table 6 are the number of matters received, cases filed, and cases terminated for fiscal years 1980 through 1986. Matters received refers to cases accepted by the U.S. Attorney's Office for prosecution. According to sources at the Administration Office of the U.S. Attorneys, the time elapsed between a matter received and the filing of a case is much longer than the time elapsed between the filing and termination of a case. An examination of the most recent data shows that for 1987 there was a 22-percent increase in matters received, a 22.9-percent increase in cases filed, and a 35.6 percent

increase in cases terminated. For 1988, the increases were 18.9, 13.9, and 3.9 percent, respectively. The data suggest that the number of cases terminated in 1988 is somewhat lower than might be expected based on the cases filed in 1987 and 1988. Whatever the reason for this decline, the data also suggest that the prosecution caseload will grow in the near future.

Table 7 lists arrest data from the Drug Enforcement Agency (DEA). Since 1984, the arrests have almost doubled. According to DEA sources, 45 percent of the arrests are not disposed until the second and third year after arrest. Taking this lag into account, one can see that the 1987 and 1988 increases will not affect the Bureau of Prisons until 1990 and 1991.

Both tables indicate there will be continued growth over the next several years in the number of offenders receiving convictions for drug offenses. This further reinforces the notion that the 1988 slowdown in growth for drug convictions was an aberration.

Limitations

The projection methodology currently used for the Bureau's long-range projections is based on many assumptions concerning the way in which the Federal criminal justice system will respond to the recent sentencing legislation changes. Many of these assumptions have not been tested. Primary among these may be the prosecutorial and defense response to increased sanctions and more determinant sentencing. The effect this will have on charge and plea bargaining is still unknown. Furthermore, there is no data available on how judges will use the departure rules allowed under the Sentencing Guidelines framework.

Another limitation of the current data is that the time-served data comes primarily from offenders sentenced during the pre-Mistretta period. Their data may not be representative of post-Mistretta decisions. It is unknown how the Sentencing Guidelines will be applied in those judicial districts where the Guidelines had been declared unconstitutional.

Summary

Although there is very little data to examine the impact of recent sentencing legislation on the Federal criminal justice system, it appears that over the next 6 years, the Bureau of Prisons population will continue to grow to a number greater than the 1987 projection indicated. Additional resources devoted to drug interdiction, arrest, and prosecution will be major factors contributing to this increase. The simulated result of adopting these new drug conviction trends is to increase the initial low-growth estimate for 1995 from 84,000 to 91,000 and to decrease the high-growth estimate for 1995 from 103,000 to 96,800. This latter estimate is lower

because of a more conservative assumption about the growth in drug convictions from 1988 to 1993 than was proposed in the original 1987 simulation. These growth assumptions are taken from the March 1989 Judicial Conference report to the Congress.

Table 1

**Imprisonment Rates for Inmates Sentenced
in Federal Courts Who Are Sentenced to Prison
(including split sentences) for FY 1981 Through First Half 1989
by Offense Categories**

Robbery

<u>Year</u>	<u>Number Sentenced</u>	<u>Number Imprisoned</u>	<u>Percent Imprisoned</u>
1981	1,308	1,184	90.5
1982	1,526	1,431	93.8
1983	1,360	1,269	93.3
1984	1,245	1,146	92.0
1985	1,247	1,136	91.1
1986	1,141	1,068	93.6
1987	1,225	1,168	95.3
1988	1,064	990	93.0
1st half 1989	515	489	95.0

Larceny and Theft

<u>Year</u>	<u>Number Sentenced</u>	<u>Number Imprisoned</u>	<u>Percent Imprisoned</u>
1981	3,026	935	30.9
1982	2,869	1,265	44.1
1983	3,536	1,622	45.9
1984	3,426	1,480	43.2
1985	3,368	1,396	41.1
1986	3,395	1,366	40.2
1987	3,229	1,377	42.6
1988	3,159	1,161	36.8
1st half 1989	1,568	512	32.6

(Cont. on next page)

Table 1 cont.

Embezzlement

Year	Number Sentenced	Number Imprisoned	Percent Imprisoned
1981	1,680	248	14.8
1982	1,953	586	30.0
1983	1,961	567	29.0
1984	1,725	528	30.6
1985	1,732	440	25.4
1986	1,766	511	28.9
1987	1,999	566	28.3
1988	1,878	512	27.3
1st half 1989	838	225	26.8

Fraud

Year	Number Sentenced	Number Imprisoned	Percent Imprisoned
1981	4,655	1,141	24.5
1982	4,848	2,114	43.6
1983	5,867	2,487	42.4
1984	5,980	2,336	39.1
1985	5,818	2,329	40.0
1986	6,646	2,801	42.1
1987	7,545	3,545	47.0
1988	7,731	3,492	45.2
1st half 1989	3,686	1,739	47.2

Drugs

Year	Number Sentenced	Number Imprisoned	Percent Imprisoned
1981	5,346	3,336	62.4
1982	6,336	4,586	72.4
1983	7,490	5,449	72.8
1984	7,459	5,756	77.2
1985	9,209	6,786	73.7
1986	10,764	8,152	75.7
1987	12,699	9,907	78.0
1988	13,162	9,983	75.8
1st half 1989	6,128	4,921	80.3

Table 2

Yearly Drug Cases, Convictions, Number Imprisoned (Including Split Sentences), and Yearly Actual and Projected Increases

Year	Number of Drug Cases	Number of Offenders Convicted	Ratio of Convictions to Cases	Number Imprisoned	% Increase in Number of Convicted/Imprisoned	
1980	3,127					
1981	3,723	5,346	1.44	3,336		
1982	4,218	6,336	1.50	4,586	18.5	37.0
1983	5,088	7,490	1.47	5,449	18.2	18.9
1984	5,606	7,459	1.38	5,756	- 0.4	5.6
1985	6,690	9,209	1.38	6,786	23.5	17.9
1986	7,893	10,764	1.36	8,152	16.9	20.0
1987	8,870	12,699	1.43	9,907	18.0	21.5
1988	10,291	13,162	1.29	9,983	3.6	0.8
1989	¹ 11,900 (22,000)	¹ 16,660	¹ 1.40	² 12,450	³ 26.6	³ 24.7
1990	¹ 12,300 (23,000)	¹ 17,220	¹ 1.40	² 12,915	³ 3.4	³ 3.7
1991	¹ 12,700 (23,400)	¹ 17,780	¹ 1.40	² 13,335	³ 3.3	³ 3.3
1992	¹ 12,700 (23,900)	¹ 17,780	¹ 1.40	² 13,335	³ 0.0	³ 0.0

¹ These numbers represent the lowest estimate of future cases and defendants (in parentheses) from the Judicial Conference Report. This report noted that historically there have been about two defendants per drug case. It is clear from the table above, that there has also been an average of 1.4 sentenced offenders per drug case.

² The projected number of drug offenders imprisoned is based on a conservative assumption that 75 percent of all drug convictions result in a prison sentence.

³ The percentage increases in convictions and prison sentences are the result of the other assumptions in caseload trends.

Table 3A
Comparison of Sentence Length Between Non-CCCA and
CCCA Commitments by Offense (Lifers Excluded)

Offense	Non-CCCA 11-86 to 11-87	CCCA 11-87 to 3-89
Robbery		
Mean	145.7	73.0
S.D.	81.2	67.7
Median	120.0	49.0
N	750	237
Drugs		
Mean	93.0	64.6
S.D.	61.5	72.1
Median	72.0	48.0
N	4,370	2,594

Table 3B
Comparison of Length of Stay Between Non-CCCA and
CCCA Commitments by Offense (Lifers Excluded)

Offense	Non-CCCA 1980 Admission Cohort	CCCA Admissions From 11-87 to 3-89	
		Bureau	Excluding Top 10%
Robbery			
Mean	45.7	58.6	41.2
S.D.	43.8	59.3	27.3
Median	34.0	37.0	33.0
N	1,013	237	237
Drugs			
Mean	18.7	52.3	37.2
S.D.	19.0	58.3	29.5
Median	15.0	36.0	30.0
N	2,745	2,594	2,594

Table 4

**Time Served by Offense for CCCA
Commitments in the BOP From 11-87 to 3-89***

Offense	Freq.	%	Time Served (months)				Age	
			Total**		Bureau***		Mean	Median
			Mean	Median	Mean	Median	Mean	Median
Total 1	7,892	100.0	26.4	6.0	23.9	4.8	31.3	29.0
Total 2 (excluding immigration)	4,613	58.4	43.3	23.4	39.4	19.9		
Immigration	3,279	41.5	2.5	1.0	2.0	1.0	28.8	27.0
Assault	59	0.8	14.2	4.0	12.2	4.0	31.8	30.0
Burglary	5	0.1	33.2	23.0	28.2	16.0	34.8	32.0
Counterfeiting	79	1.0	17.2	13.0	14.5	11.0	34.5	34.0
Drug Law - Non-narcotic	148	1.9	50.1	30.0	45.8	25.0	35.7	33.0
Drug Law- Narcotics	2,421	30.7	57.3	42.0	52.7	37.0	32.8	31.0
Drug Law- Controlled	9	0.2	45.0	42.0	41.0	38.0	36.7	33.0
Embezzlement	48	0.6	7.8	6.5	6.5	5.5	34.7	34.0
Escape	41	0.5	14.0	12.0	11.0	7.0	34.8	33.5
Extortion	19	0.2	13.3	4.0	11.5	3.0	46.5	43.5
Firearms	235	3.0	44.3	22.0	39.9	18.0	32.6	31.0
Forgery	52	0.6	10.9	7.0	8.0	4.5	30.1	28.0
Fraud	214	2.7	16.2	12.0	13.2	8.0	35.1	33.0
Income Tax	4	0.1	35.2	16.0	32.0	14.0	35.0	36.0
Kidnapping	15	0.2	99.8	78.0	93.7	72.0	30.5	27.0
Larceny-Auto	51	0.6	12.4	12.0	9.8	8.0	31.6	30.0
Larceny-Postal Theft	83	1.0	10.9	8.0	8.4	6.0	31.1	30.0
Larceny-Inter-state Theft	31	0.4	15.2	13.0	11.9	9.0	36.0	34.0

(Cont. on next page)

(Table 4 Cont.)

Offense	Freq.	%	Time Served (months)				Age	
			Total**		Bureau***		Mean	Median
			Mean	Median	Mean	Median	Mean	Median
Larceny—Other								
Theft	54	0.7	14.0	7.0	11.7	5.5	32.0	31.0
Liquor Laws	2	0.1	9.0	9.0	6.0	6.0	41.0	41.0
National Security	4	0.1	8.2	6.0	5.0	5.0	35.8	37.0
Robbery	237	3.0	63.9	43.0	58.6	37.0	32.9	32.0
Securities	3	0.1	7.3	6.0	7.0	6.0	32.0	32.0
White Slave Traffic	2	0.1	12.0	12.0	10.0	10.0	40.5	40.5
Federal Auto Theft ⁺	1	0.1	2.0	2.0	1.0	1.0	22.0	22.0
Federal Burglary ⁺	10	0.2	14.0	12.5	10.8	10.0	27.1	28.0
Federal Forgery ⁺	1	0.1	32.0	32.0	26.0	26.0	42.0	42.0
Federal Homicide ⁺	16	0.2	71.6	77.5	68.4	70.5	27.9	29.0
Federal Larceny ⁺	13	0.2	5.0	3.0	3.5	2.0	32.6	30.0
Federal Robbery ⁺	7	0.1	22.8	21.0	21.1	20.0	22.6	21.0
Federal Rape ⁺	3	0.1	62.0	53.0	56.0	52.0	34.7	35.0
Federal Sex Oth. ⁺	14	0.2	49.8	45.0	46.6	44.0	31.7	32.0
Federal Other ⁺	614	7.8	14.3	3.0	12.4	2.0	32.6	30.0
Missing Info.	57	0.7	53.2	23.0	49.4	18.0	35.8	32.5

(* all CCCA inmates included)

(** Total Time Served = sentence - estimated good time - jail credit + inoperative time)

(*** BOP Time Served = estimated release date - commitment date)

(⁺ Includes D.C., Government reservation, high seas, and U.S. territories)

Table 5

Federal Bureau of Prisons Inmate Population Projections

Year	Low-Growth Scenario		High-Growth Scenario	
	Total	Drug	Total	Drug
1990	58,400	30,800	58,600	30,800
1991	66,000	38,400	66,800	38,500
1992	73,400	45,400	74,900	45,700
1993	80,000	51,900	82,400	52,700
1994	86,000	57,600	89,700	59,300
1995	91,000	62,400	96,800	65,700

Table 6

Controlled Substance Cases Received, Filed,
and Terminated by Year According to the
United States Attorney's Office FY Statistical Report

Year	Matters Received	% Inc.	Total				% Incarcerated			
			Cases Filed	Term.	Defendants Filed	Term.	Cases Filed	Term.	Defendants Filed	Term.
1980	5,713	—	4,061	3,745	8,053	7,314	—	—	—	—
1981	5,841	2.2	4,083	3,874	8,765	7,994	0.5	3.4	8.8	9.3
1982	6,796	16.3	4,202	4,197	9,006	8,949	2.9	8.3	2.7	11.9
1983	7,885	16.0	4,712	4,411	9,837	8,867	12.1	5.1	9.2	-1.0
1984	8,628	9.4	5,035	4,583	10,700	9,135	6.9	3.8	8.7	3.0
1985	9,316	8.0	5,689	4,603	11,584	8,988	13.0	0.4	8.3	-2.0
1986*	10,211	9.6	6,064	4,825	13,166	9,836	6.6	4.8	13.7	9.4
1987	12,455	22.0	7,455	6,543	14,646	13,568	22.9	35.6	11.2	37.9
1988	14,813	18.9	8,496	6,798	16,976	13,408	13.9	3.9	15.9	-1.2

* Starting in 1986, appeal cases were no longer aggregated into these figures.

Table 7

DEA Arrest and Disposition Data for FY 1981-1989

Year	Arrests	Approximate Number Going to Federal Prison*
1981	13,266	5,306
1982	12,166	4,866
1983	12,981	5,192
1984	13,118	5,247
1985	15,709	6,284
1986	18,681	7,472
1987	21,869	8,748
1988	23,991	9,596
1989**	25,000	10,000

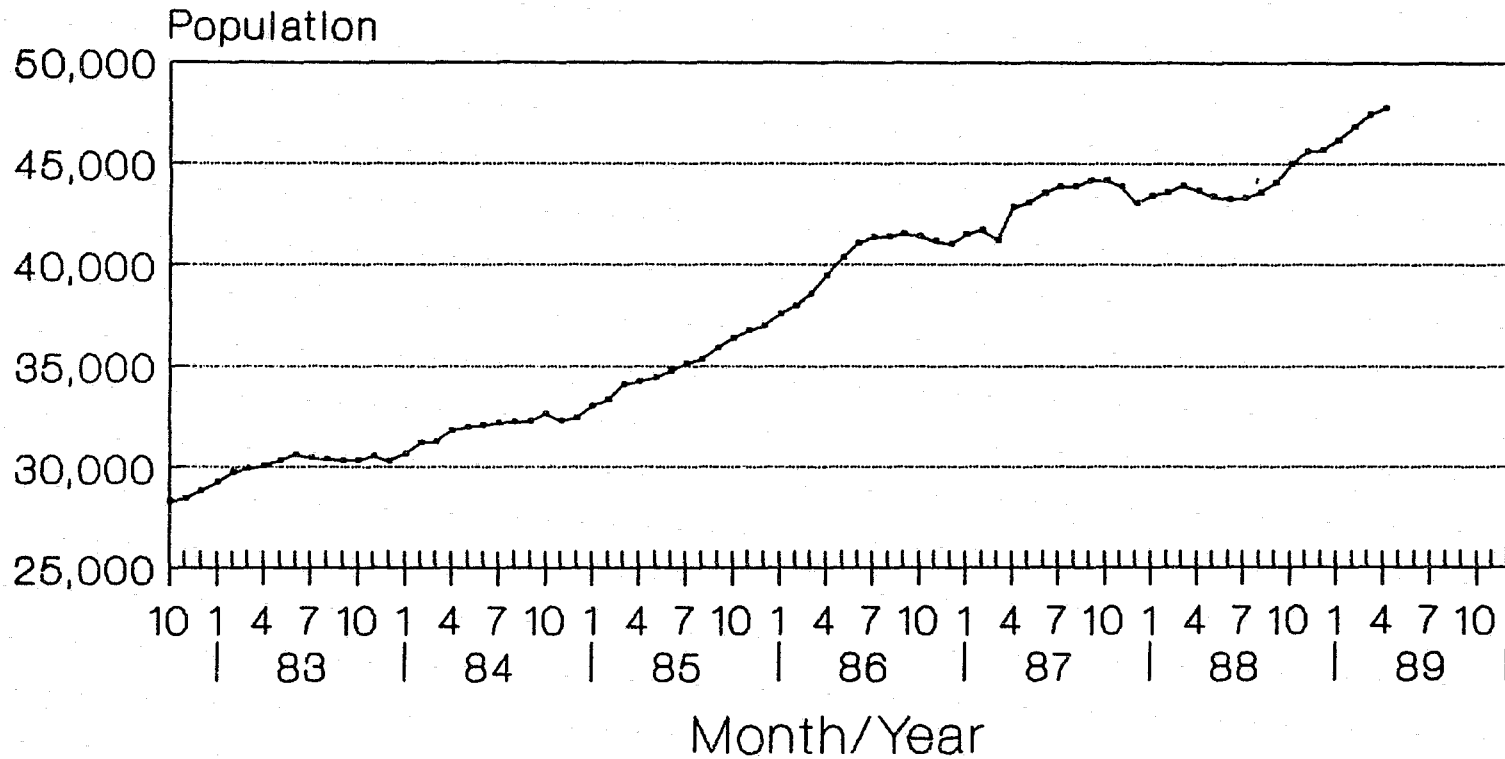
* Of arrests in a given year (FY), 25.0% are disposed of in that year, 30.0% are disposed of in the following year, and 15.0% are disposed of in the third year.

** Projected based on first 5-month arrests (8,514) of FY 1989.

FIGURE 1

BOP POPULATION BY MONTH

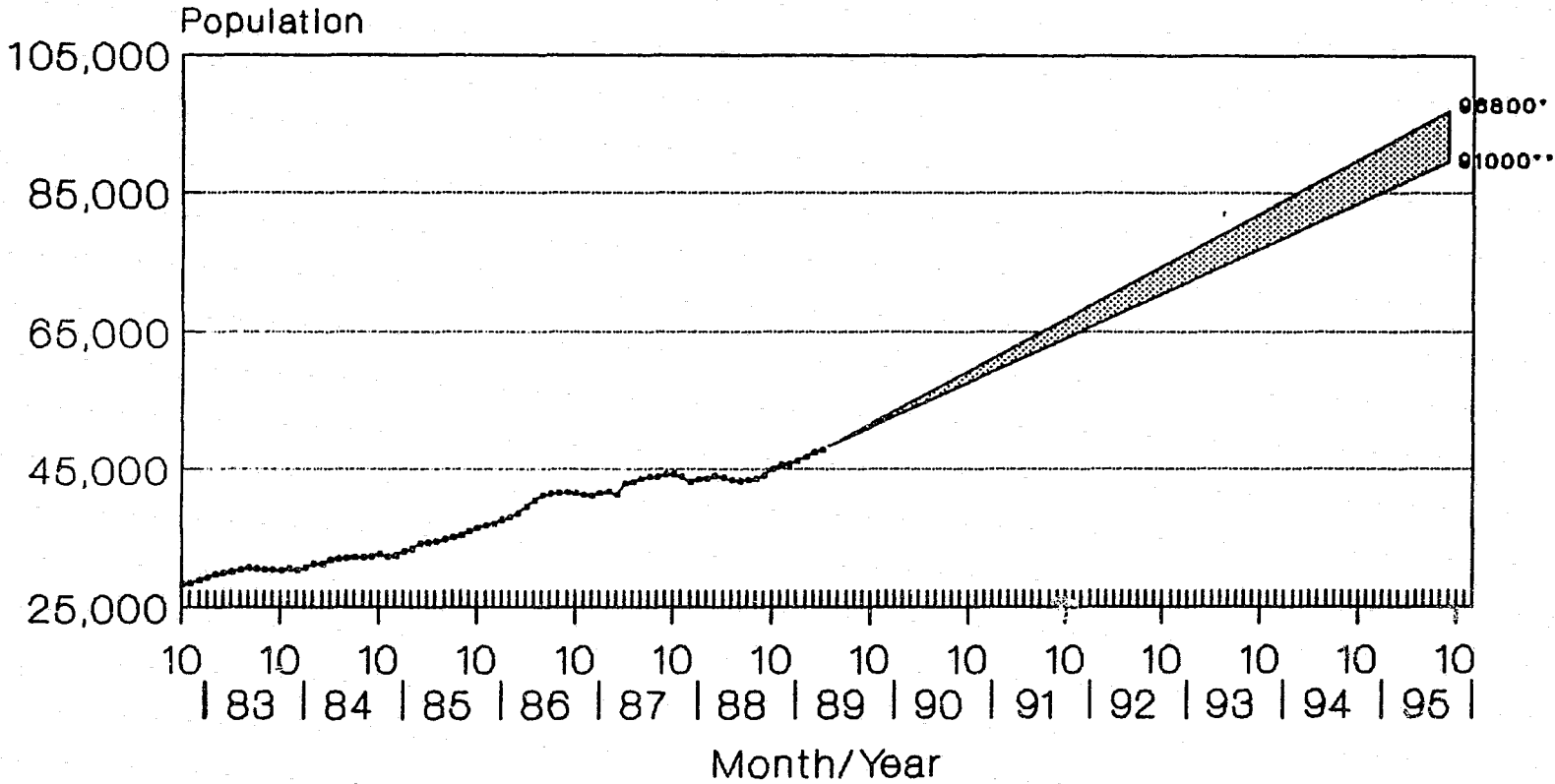
OCTOBER 1982 THROUGH APRIL 1989



20

* End of month population

FIGURE 2
BOP POPULATION BY MONTH
OCTOBER 1982 THROUGH APRIL 1989 AND
HIGH & LOW GROWTH PROJECTIONS TO 1995



POPULATION PROJECTION (RANGE)

• HIGH GROWTH SCENARIO
 ** LOW GROWTH SCENARIO

End of month population.

FIGURE 3
BOP POPULATION SHOWING DRUG AND OTHER
OFFENDERS 1975 - 1995
PROJECTIONS AFTER 1988

