

MJL 89
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Sentenced Non-Citizens in Federal Prison Confinement

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Prepared by Larry Karacki, Harriet Lebowitz, and Nancy Miller, Research Analysts, Federal Bureau of Prisons, for presentation at the American Society of Criminology Meeting, November 11, 1989, in Reno, Nevada. The views presented in this paper do not necessarily reflect the official opinions or policies of the Federal Bureau of Prisons.

Sentenced Non-Citizens in Federal Prison Confinement

Executive Summary

- Since FY 1980, the number of sentenced non-citizens in Federal prisons has increased by 600 percent, while the overall increase for sentenced offenders was 82.6 percent. At the end of FY 1988, an estimated 6,622 sentenced non-citizens, or 16.6 percent of the total sentenced prisoner population, were confined.
- The great majority of sentenced non-citizens are from Latin American countries, particularly Colombia, Mexico, and Cuba.
- Sentenced non-citizens are predominantly white Hispanic males, most of whom are drug law violators.
- Compared to all sentenced inmates, non-citizens have, on the average, less serious criminal and prison disciplinary records.
- Relatively few sentenced non-citizens are housed in level 1, or lowest, security level facilities, while most are confined in level 2 and 3 institutions.
- The populations in 19 institutions are composed of at least 20 percent sentenced non-citizens, and 10 of these institutions have more than 30 percent sentenced non-citizens.
- In view of the overcrowded condition of BOP facilities, alternative approaches to handling the sentenced non-citizen population need to be considered. These may include greater use of prisoner exchanges, privatization contracts, or hybrid prison camp arrangements.

Sentenced Non-Citizens in Federal Prison Confinement

Introduction

In recent years, Bureau of Prisons (BOP) administrators and line staff have become increasingly aware of the growing number of non-citizens, or foreign nationals, sentenced to Federal prison facilities and of some important issues concerning this group of confined offenders. This awareness has been obscured somewhat by the presence in Federal facilities of many unsentenced Mariel Cuban detainees and the myriad of problems associated with this population. But as the ranks of sentenced non-citizens grow and as their presence spreads to more and more institutions, various administrators are coming to recognize this group as a more or less distinct segment of the prison population and are beginning to concentrate greater attention on this group. Fortunately, unlike the Mariel Cuban population, sentenced non-citizens have not posed much of a management problem for prison administrators. But this is not to say that problems do not exist with this population or that we can afford to ignore this segment of the prison population. On the contrary, it is in our own best interest to know and understand as best we can the sentenced non-citizen population.

This report examines sentenced non-citizens in Federal confinement first by considering historical trends and then by seeking to identify and describe those currently confined. It is hoped that this information will help BOP administrators to better focus on this population in order to formulate issues and concerns and devise effective strategies and approaches for dealing with sentenced non-citizens.

Historical trends

Table 1 (see page 2) presents information on the number of sentenced non-citizens confined in Federal prisons for the period FY 1973-88. The figures are estimates that take into account cases where information on citizenship is not reported. The table shows that for the period FY 1973 through FY 1978, the number of sentenced non-citizens in Federal prisons, as a percentage of all sentenced confined prisoners, remained fairly constant at around 6 to 7 percent. This was followed by 2 years of substantial decline when the percentage fell to 4.8 percent of all sentenced prisoners at the end of FY 1979 and 4.3 percent at the end of FY 1980. After that, the number of sentenced non-citizens began to increase dramatically and has continued this sharp rise to the present time. **The result is that as of the end of FY 1988, there were an estimated 6,622 sentenced non-citizens in Federal prisons, composing 16.6 percent of all sentenced prisoners confined.**

From FY 1980 to FY 1988, the estimated number of sentenced non-citizens in Federal prisons increased by 600 percent, while the overall increase for all sentenced Federal prisoners was 82.6 percent. Between FY 1984 and FY 1987, the annual rate of increase was approximately 20 percent, while for FY 1988 the rate of increase was 13.9 percent — down from recent years but substantial nonetheless.

Table 1: Estimated number of sentenced non-citizens confined in Federal prisons - fiscal years 1973 - 1988¹

Sentenced non-citizens

Fiscal year	Sentenced non-citizens	Percentage of total sentenced prison population	Annual percentage change
1973	1,481	6.6	—
1974	1,559	6.9	+ 5.3
1975	1,355	6.2	-13.1
1976	1,804	7.1	+ 33.1
1977	1,934	7.0	+ 7.2
1978	1,778	6.7	-8.1
1979	1,125	4.8	-36.7
1980	946	4.3	-15.9
1981	1,435	6.3	+ 51.7
1982	1,882	7.3	+ 31.1
1983	2,667	9.5	+ 41.7
1984	3,155	10.9	+ 18.3
1985	3,846	12.8	+ 21.9
1986	4,707	13.1	+ 22.4
1987	5,816	14.8	+ 23.6
1988	6,622	16.6	+ 13.9

¹Information on citizenship was taken from the BP-6 Personal History Data Form. Totals reflect number actually reported plus estimated figures for unreported cases based upon percentage of sentenced non-citizens per total reported cases for each year. Figures are for September 30 of each particular year except for 1973-76 when the closest available reporting date (i.e., closest to September 30) was used. Excluded from the tabulations are unsentenced inmates or sentenced inmates housed in contract (non-BOP) facilities.

Table 2 (below) provides detailed information on region and country of origin for sentenced non-citizens for the period FY 1981-88. Actual reported figures are used instead of estimates; consequently, totals of non-citizens for each year are less than those reported in table 1, and figures for each geopolitical region and country may somewhat underrepresent the number actually confined.

The table reflects that since FY 1981, all regions of the world have experienced increased numbers of their citizens confined in Federal prisons. As in the past, however, the greatest numbers have come from Latin American nations. Each year, the totals from Mexico, Central America, South America, and the Caribbean Islands area have accounted for between 80 and 85 percent of all sentenced non-citizens confined.

Historically, the largest number of sentenced non-citizens have come from Mexico, but this changed in FY 1985 when individuals from Colombia became the largest group. As of the end of FY 1988, more than 1,600 Colombians were confined in Federal prisons, while Mexicans (1,034) and Cubans (1,036) also exceeded the 1,000 mark. Countries with more than 100 of their citizens confined are Canada (135), the Dominican Republic (200), Jamaica (188), and Nigeria (185).

Table 2: Sentenced non-citizens confined in Federal prisons at fiscal year end, by citizenship, 1981-1988¹

Region and country	Fiscal year							
	1981	1982	1983	1984	1985	1986	1987	1988
Total sentenced population	22,784	25,731	28,126	28,853	30,095	35,876	39,267	39,852
Not reported	7,591	10,995	7,957	4,859	4,312	6,600	6,310	5,168
U.S. Citizenship	14,236	13,670	18,258	21,369	22,489	25,434	28,075	28,920
Total Non-citizens	957	1,066	1,911	2,625	3,294	3,842	4,882	5,764
North America	459	456	608	804	779	835	1,061	1,169
Canada	34	49	68	90	86	102	131	135
Mexico	425	407	540	714	693	733	930	1,034
Central America	19	20	40	47	60	88	117	146
El Salvador	7	8	11	12	13	13	23	22
Guatemala	3	3	10	11	7	15	17	17
Honduras	1	1	6	7	12	24	28	29
Panama	—	—	6	8	14	23	19	31
Other	8	8	7	9	14	15	30	47

¹ Actual reported figures used. No adjustment has been made for cases without citizenship information.

Continued on next page

Table 2: Continued

Region and country	Fiscal year							
	1981	1982	1983	1984	1985	1986	1987	1988
South America	186	233	599	805	1,054	1,244	1,590	1,900
Argentina	5	6	7	15	15	17	27	15
Bolivia	8	5	19	34	36	31	36	44
Brazil	6	1	5	14	33	21	24	21
Colombia	139	191	498	638	841	1,041	1,329	1,620
Equador	5	4	20	29	32	36	34	47
Peru	11	10	14	19	25	25	44	57
Venezuela	1	6	17	32	43	49	59	58
Other	11	10	19	24	29	24	37	38
Caribbean Islands	159	201	436	582	833	1,035	1,263	1,571
Bahamas	3	2	6	7	17	20	11	14
British V.I.	6	7	14	17	18	17	22	24
Cuba	106	152	357	489	659	773	893	1,036
Dominican Rep.	6	17	26	40	69	110	167	200
Haiti	6	4	6	6	16	26	38	68
Jamaica	6	5	9	11	33	55	92	188
Trinidad	4	3	8	4	9	15	20	21
Other	22	11	10	8	12	19	20	20
Europe	52	56	76	107	137	150	186	262
Italy	10	14	21	21	31	41	39	60
United Kingdom	3	2	7	13	19	20	31	45
Yugoslavia	4	—	10	12	13	11	11	24
Other	35	40	38	61	74	78	105	133
Africa	11	11	29	90	164	209	260	260
Nigeria	2	6	9	53	121	163	188	185
Other	9	5	9	37	43	46	72	75
Near and Middle East	44	48	67	91	147	151	199	231
Iran	5	5	10	11	22	21	30	37
Israel	10	11	9	16	19	15	22	32
Lebanon	5	2	8	20	38	43	63	56
Pakistan	3	8	14	20	40	40	44	54
Saudi Arabia	13	17	14	9	6	5	8	7
Other	8	5	12	15	22	27	32	45

Continued on next page

Table 2: Continued

Region and country	Fiscal year							
	1981	1982	1983	1984	1985	1986	1987	1988
Asia	23	33	39	82	86	92	158	186
China	3	2	2	9	10	7	19	29
India	4	6	10	9	11	19	29	33
Japan	1	2	5	15	20	16	31	38
Thailand	11	12	10	29	26	20	36	23
Other	4	11	12	20	19	30	43	63
Australia, Pacific Is., and all others	4	8	17	17	34	38	48	38

Distribution in BOP facilities

Figure 1 (below) presents information on the percentage of sentenced non-citizens confined in BOP facilities at the end of FY 1988 by region. It shows that the Southeast region had the highest concentration of sentenced non-citizens (20.4 percent), followed by the South Central region (17.5 percent), the Western region (17.4 percent), and the Northeast region (16.2 percent). The region with the lowest concentration of sentenced non-citizens was the North Central, with 13.3 percent.

Figure 2 (see page 6) provides information on the percentage of sentenced non-citizens in BOP facilities by institutional security level. It shows that at the end of FY 1988, sentenced non-citizens were relatively underrepresented in level 1, or lowest, security level institutions (mostly

Figure 1.
Percentage of Sentenced Non-Citizens
in Federal Prisons by Region
September 30, 1988

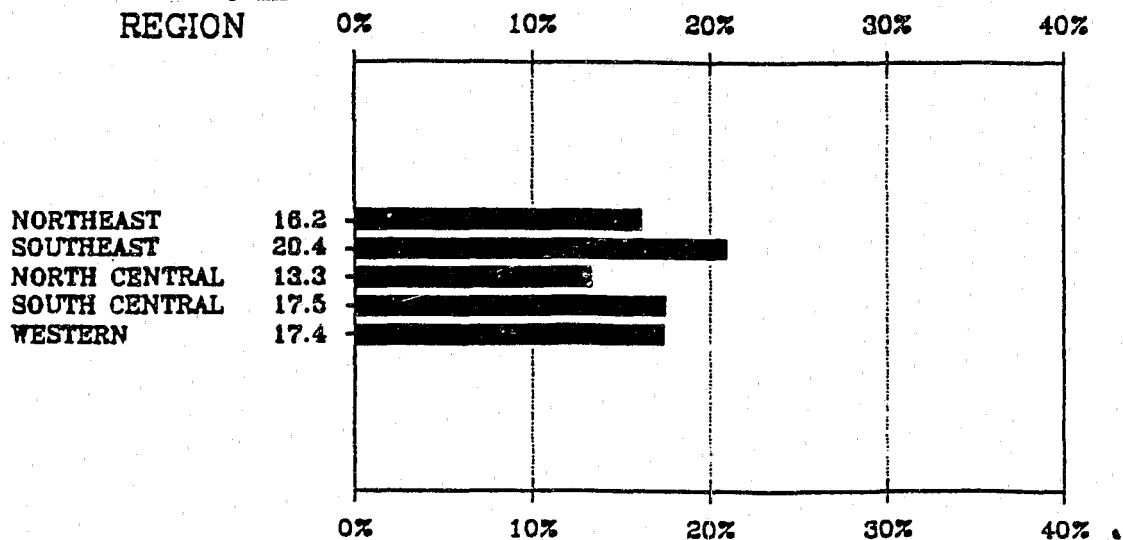
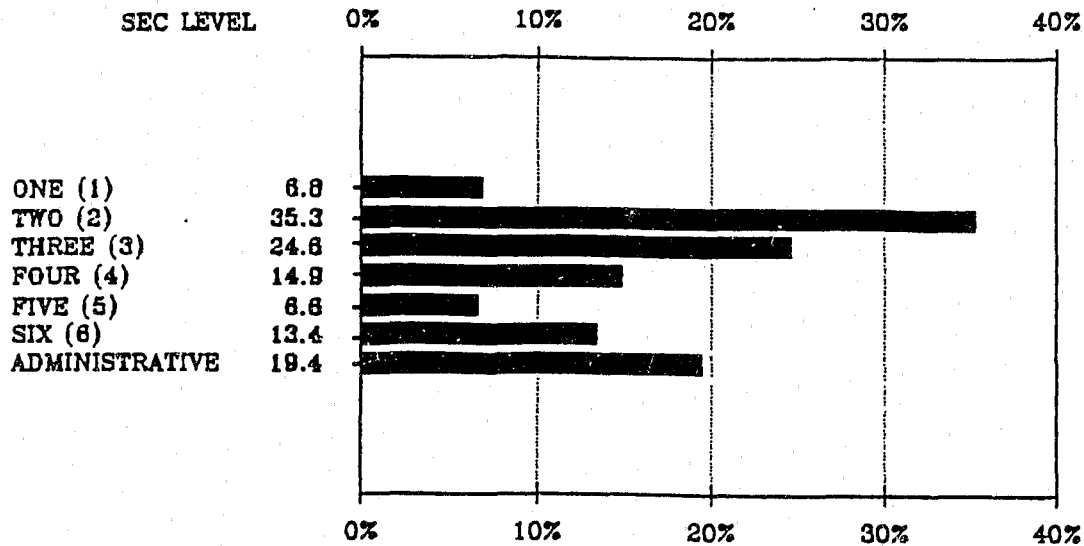


Figure 2
Percentage of Sentenced Non-Citizens
In Federal Prisons by Institutional
Security Level, September 30, 1988



prison camps) and overrepresented in level 2 and 3 facilities. In the case of level 1 facilities, only 6.8 percent of the sentenced inmate population were non-citizens. In contrast, among level 2 and 3 facilities, the respective figures were 35.3 and 24.6 percent.

The percentage distribution of sentenced non-citizens by institution is presented in figure 3 (see pp. 7 - 8). It reflects that as of the end of FY 1988 there were 19 institutions in which 20 percent or more of the sentenced population were non-citizens. At 10 of these, sentenced non-citizens composed 30 percent or more of the population. The two institutions with the greatest percentage of sentenced non-citizens were FCI Tallahassee, with 40.9 percent, and FCI La Tuna, with 40.6 percent.

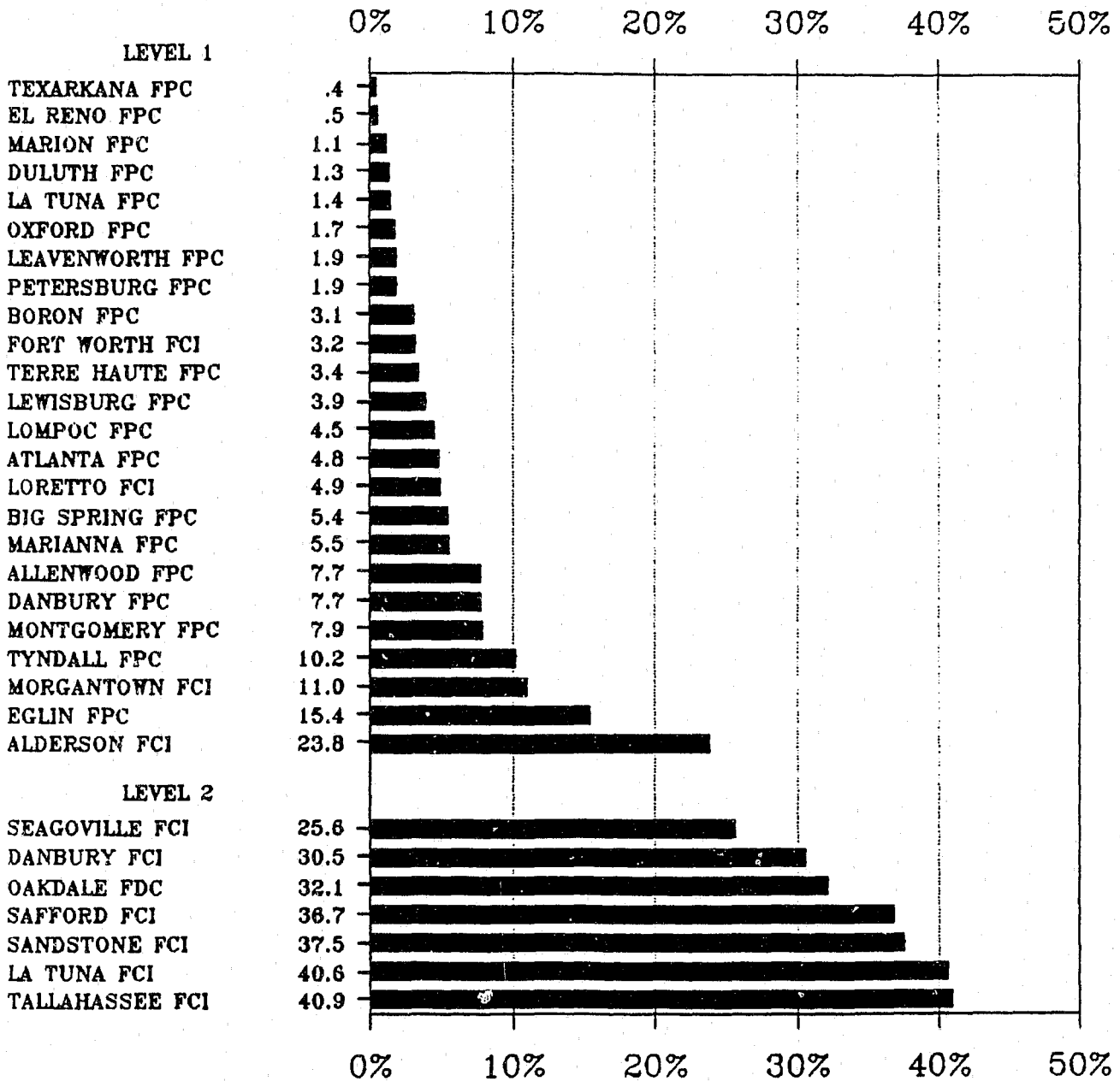
Demographic and other background factors

Table 3 (see pp. 9 - 12) provides demographic and other information on sentenced non-citizens as compared with the total sentenced Federal prisoner population. It reflects that the distribution of sentenced non-citizens by sex is quite similar to the figures for all sentenced inmates (93.1 percent male for non-citizens vs. 93.2 percent male for all sentenced inmates). By race, sentenced non-citizens are more likely to be white (80.2 percent vs. 67.3 percent) and Asian (2.1 percent vs. 0.8 percent) and, ethnically, are far more likely to be Hispanic (69.6 percent vs. 21.2 percent). In fact, at the end of FY 1988, more than 55 percent (55.4) of all sentenced Hispanics in BOP facilities were non-citizens. Sentenced non-citizens are also, on average, more than 2 years younger than all sentenced inmates (36.1 years vs. 38.3 years).

By offense, the vast majority of sentenced non-citizens are confined for drug law violations (76.0 percent). This compares to a 44.2-percent figure for all sentenced Federal prisoners and a 37.8-percent figure when sentenced non-citizens are excluded from the computation. Other offense categories with more than 5 percent sentenced non-citizens are immigration law violators (6.4 percent) and extortion/fraud (5.8 percent).

When offense severity is considered, the great majority of sentenced non-citizens fall into the moderate (45.1 percent) and high (37.7 percent) offense severity categories while only 12.5

Figure 3
Percentage of Sentenced Non-Citizens
In Federal Prisons by Institution Security
Level and Institution, September 30, 1988



Continued on next page

Figure 3 Continued

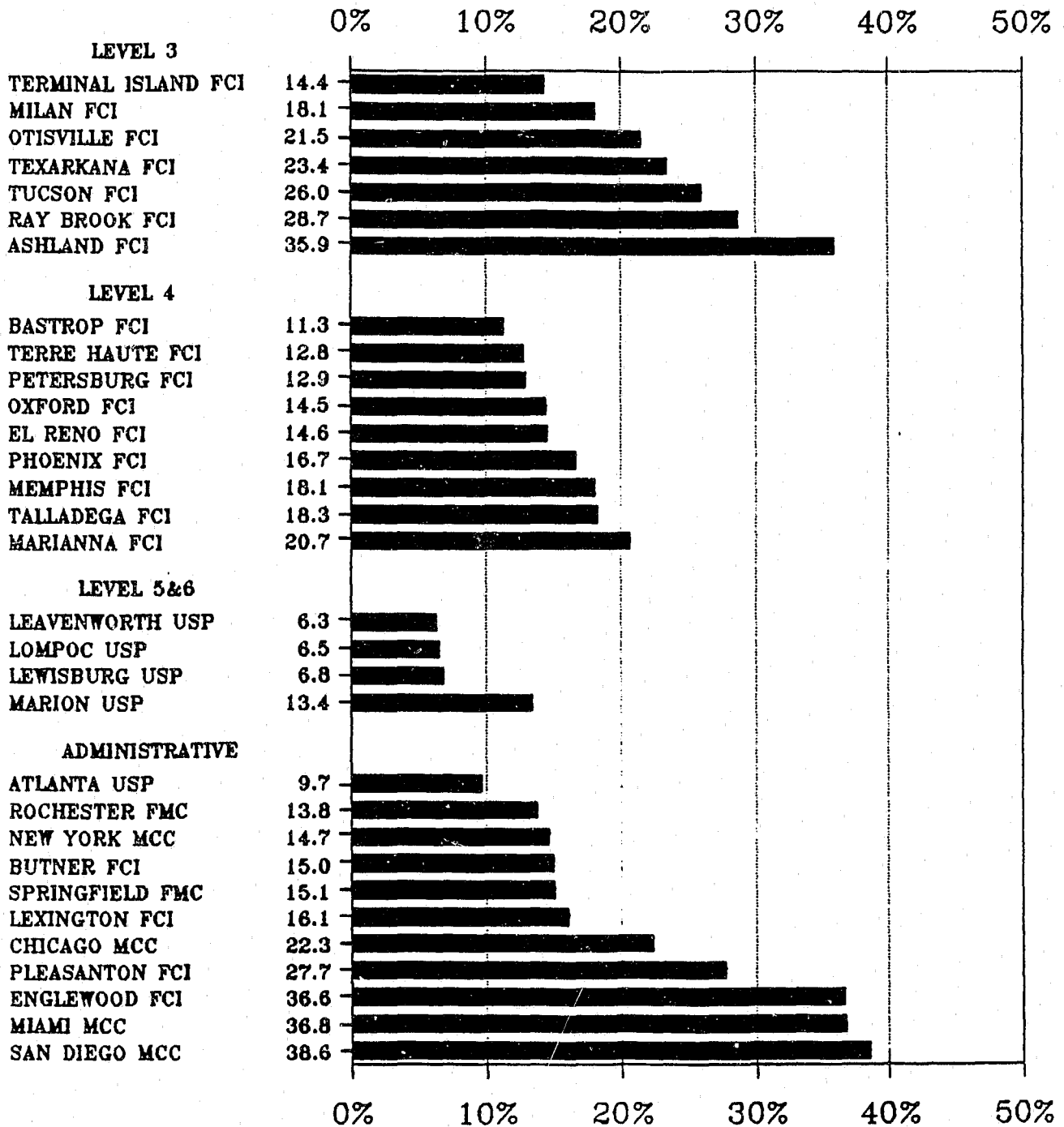


Table 3: Demographic and other background characteristics of sentenced non-citizens and all sentenced offenders in BOP facilities at end of fiscal year 1988

Items	Sentenced non-citizens		All sentenced offenders	
	Number	Percent	Number	Percent
Total	6,402	100.0	37,960	100.0
Sex				
Male	5,963	93.1	35,384	93.2
Female	439	6.9	2,576	6.8
Race				
White	5,134	80.2	25,551	67.3
Black	1,130	17.7	11,363	29.9
Asian	134	2.1	294	.8
American Indian	4	.1	752	2.0
Ethnicity				
Hispanic	4,458	69.6	8,046	21.2
Non-Hispanic	1,944	30.4	29,914	78.8
Age				
24 or less	363	5.7	1,822	4.8
25 to 30	1,181	18.5	5,671	14.9
30 to 35	1,465	22.9	7,724	20.4
35 to 40	1,322	20.7	7,528	19.8
40 to 45	875	13.7	6,155	16.2
45 to 50	566	8.9	3,933	10.4
50 to 55	357	5.6	2,333	6.2
55 to 60	143	2.2	1,420	3.7
60 or more	127	2.0	1,366	3.6
Mean age (in years)		36.1		38.3

Continued on next page

Table 3: Continued

Items	<i>Sentenced non-citizens</i>		<i>All sentenced offenders</i>	
	Number	Percent	Number	Percent
Offense				
Drug law	4,619	76.0	15,925	44.2
Immigration	387	6.4	581	1.6
Extortion/Fraud	355	5.8	4,330	12.0
Property	154	2.5	3,251	9.0
Firearms/Explosives	125	2.1	1,785	5.0
Homicide/Manslaughter	113	1.9	1,195	3.3
Robbery	101	1.7	5,758	16.0
All other	224	3.7	3,204	8.9
Offense severity¹				
Lowest or low moderate	762	12.5	8,664	25.0
Moderate	2,753	45.1	12,231	35.3
High	2,305	37.7	7,749	22.4
Greatest	286	4.7	6,021	17.4
Longest sentence length				
Less than 1 year	141	2.3	938	2.6
1 to 2 years	245	4.0	1,507	4.2
2 to 5 years	1,199	19.7	7,328	20.3
5 to 10 years	2,212	36.4	10,982	30.5
10 to 15 years	1,196	19.7		
15 to 20 years	496	8.2	3,441	9.5
20 to 30 years	320	5.3	3,136	8.7
30 or more years	270	4.4	2,447	6.8
Mean years		9.2		10.7

Continued on next page

¹ Offense severity refers to most serious current offense. Offenses such as counterfeiting - under \$2,000 and tax violations are considered lowest level offenses while murder, kidnapping, and aircraft hijacking fall in the greatest severity level.

Table 3: Continued

Items	<i>Sentenced non-citizens</i>		<i>All sentenced offenders</i>	
	Number	Percent	Number	Percent
Prior commitment record²				
None	4,413	72.3	15,824	45.7
Minor	500	8.2	4,372	12.6
Serious	1,195	19.6	14,469	41.7
History of violence³				
None	5,565	91.1	24,444	70.5
Past minor	81	1.3	1,307	3.8
Recent (< 5 years) minor	106	1.7	1,201	3.5
Past serious	160	2.6	5,503	15.9
Recent (< 5 years) serious	196	3.2	2,210	6.4
History of escape⁴				
None	5,575	91.3	28,536	82.3
Past minor	95	1.6	1,885	5.4
Recent (< 5 years) minor	368	6.0	2,984	8.6
Past serious	32	.5	899	2.5
Recent (< 5 years) serious	38	.6	361	1.0

Continued on next page

² Minor and serious refer to offense severity rating of prior commitment offenses. Offenses in the lowest or low-moderate category or above are considered minor and offenses that are moderate or above are considered serious.

³ History of minor violence refers to prior convictions for such offenses as simple assault, fights, and so forth. Serious past violence includes convictions for aggravated assault, arson, or explosives, etc.

⁴ Minor escape refers to an escape from an open institution or program without any actual or threat of violence. Serious escape refers to an escape from closed confinement or escape from an open facility with actual or threat of violence.

Table 3: Continued

Items	<i>Sentenced non-citizens</i>		<i>All sentenced offenders</i>	
	Number	Percent	Number	Percent
Disciplinary reports within last year				
None	3,682	79.5	20,921	71.3
1	599	12.9	4,556	15.5
2 - 5	306	6.6	3,365	11.5
6 or more	45	1.1	507	1.7
Type of disciplinary report⁵				
None	3,545	76.5	19,615	66.8
200 to 400 level in last 2 years	746	16.1	6,318	21.5
Any 100 level in last 10 years	341	7.4	3,416	11.6
Detainers				
Current detainer	5,135	84.1	14,325	41.3
Inmate security level⁶				
1 (lowest)	2,167	33.9	15,953	42.0
2	1,506	23.5	5,317	14.0
3	1,386	21.7	5,939	15.7
4	994	15.5	7,675	20.2
5-6 (highest)	200	3.1	2,602	6.9
Unassigned	149	2.3	4,751	.3

⁵ Disciplinary reports received by Federal offenders are classified from 100 to 400 level in terms of severity. Disciplinary reports in the 100 level are of greatest severity, while 200-level incident reports are high severity, 300-level are moderate, and 400-level are low moderate.

⁶ Inmate security level is derived from the scores inmates receive on seven items concerned with current and past criminal histories. The items are detainer, severity of current offense, projected length of incarceration, prior commitments, history of escape, history of violence, and pre-commitment status.

percent are classified as low or low moderate and 4.7 percent as greatest. This is in contrast to the total sentenced Federal prisoner population which has sizeable concentrations in the lowest or low-moderate category (25.0 percent) and the greatest category (17.4 percent).

The average maximum sentence length of sentenced non-citizens is 9.2 years, while for all sentenced Federal offenders the average is 10.7 years, or 1.5 years longer. Relatively fewer sentenced non-citizens have sentences of 15 years or longer (17.9 percent vs. 25.0 percent); this largely accounts for the shorter average sentence length for the non-citizen group.

When prior criminal record is considered, we find that sentenced non-citizens generally have less serious backgrounds than do all sentenced inmates. Well over two-thirds (72.3 percent) of sentenced non-citizens have no prior commitment record as compared to 45.7 percent of all sentenced inmates. Also, 19.6 percent of sentenced non-citizens have serious prior commitment records, while 41.7 percent of all sentenced Federal inmates have serious prior commitments.

Sentenced non-citizens are also less likely to have histories of violence or escape. Among sentenced non-citizens, 91.1 percent have no history of violence as compared to 70.5 percent of all sentenced offenders; 5.8 percent have a serious history of violence as compared to 22.3 percent of all sentenced inmates. Regarding escapes, 91.3 percent of sentenced non-citizens have no history of escape, while 82.3 percent of all sentenced inmates have no escape record. In the case of serious escapes, 1.1 percent of sentenced non-citizens have a history of serious escape, while 3.5 percent of all sentenced inmates have such a background.

The next two items in table 3 are concerned with disciplinary reports received while confined. The first of these items concerns the number of disciplinary reports received within the last year while the second concerns type of disciplinary report received in that time frame. With regard to number of reports received, the main difference between the two groups is that sentenced non-citizens are less likely to have received two or more incident reports in the last year than were all sentenced inmates (7.6 percent vs. 13.2 percent). When type of disciplinary report is considered, we find that sentenced non-citizens are somewhat less likely to receive more serious incident reports. Among sentenced non-citizens, 7.4 percent have had a 100, or greatest, level incident report in the last 10 years while among all sentenced BOP inmates, the figure was 11.6 percent.

Table 3 also reflects that 84.1 percent of sentenced non-citizens have detainers lodged against them as opposed to an overall figure of 41.3 percent. Most of these detainers are for deportation by INS.

The last item in table 3 is inmate security level. Among sentenced non-citizens, 45.2 percent fall into the level 2 or 3 category while 33.9 percent are classified as level 1 and 18.7 percent as level 4 or above. Among all sentenced inmates, 29.6 percent are level 2 or 3 while 42.0 percent are level 1 and 27.1 percent are level 4 or above.

Summary and conclusions

At the end of FY 1988, there were an estimated 6,622 sentenced non-citizens, or foreign nationals, confined in Bureau of Prisons facilities, composing 16.6 percent of all sentenced Federal offenders. Since FY 1980, the number of sentenced non-citizens has increased by 600 percent as compared with an overall increase of 82.6 percent for all sentenced offenders. Over the last few years, the annual rate of increase has been around 20 percent, while last year the rate declined to 13.9 percent — still a substantial figure.

If the present trend continues, the percentage of sentenced non-citizens confined will exceed 20 percent of the total Federal prisoner population within a few years. Indeed, among new admissions to BOP facilities during the first 6 months of FY 1989, 19 percent were non-citizens (compared to the 16.6 percent fiscal year-end figure). Moreover, among new admissions with maximum sentence lengths of 10 years or longer (i.e., persons likely to remain in Federal prison confinement for an extended period of time), 21.7 percent were non-citizens.

The Southeast region has the highest percentage of sentenced non-citizens — 20.4 percent of the region's inmate population are non-citizens. Sentenced non-citizens composed more than 20 percent of the inmate population at 19 BOP facilities, and at 10 of the facilities, they composed at least 30 percent.

All regions of the world are represented in the increase of sentenced non-citizens confined but the numbers have been particularly high from Latin American countries. Presently, 3 countries have more than 1,000 sentenced inmates confined in Federal prisons: Colombia (1,620), Mexico (1,034), and Cuba (1,036).

Analysis shows that sentenced non-citizens are predominantly white Hispanic males, many of whom have been sentenced for drug law violations. These numbers reflect the growing pattern in recent years of illegal drug smuggling into the United States through Latin American nations and the central role that Colombia, in particular, has had in this endeavor. Increased Federal efforts to detect and prosecute drug law violators and longer mandatory sentences for this type of offense portends that the number of sentenced Hispanic non-citizens in Federal confinement will continue to grow at a disproportionately high rate. Currently, more than 55 percent of all sentenced Hispanics in Federal prisons are non-citizens (4,458 of 8,046).

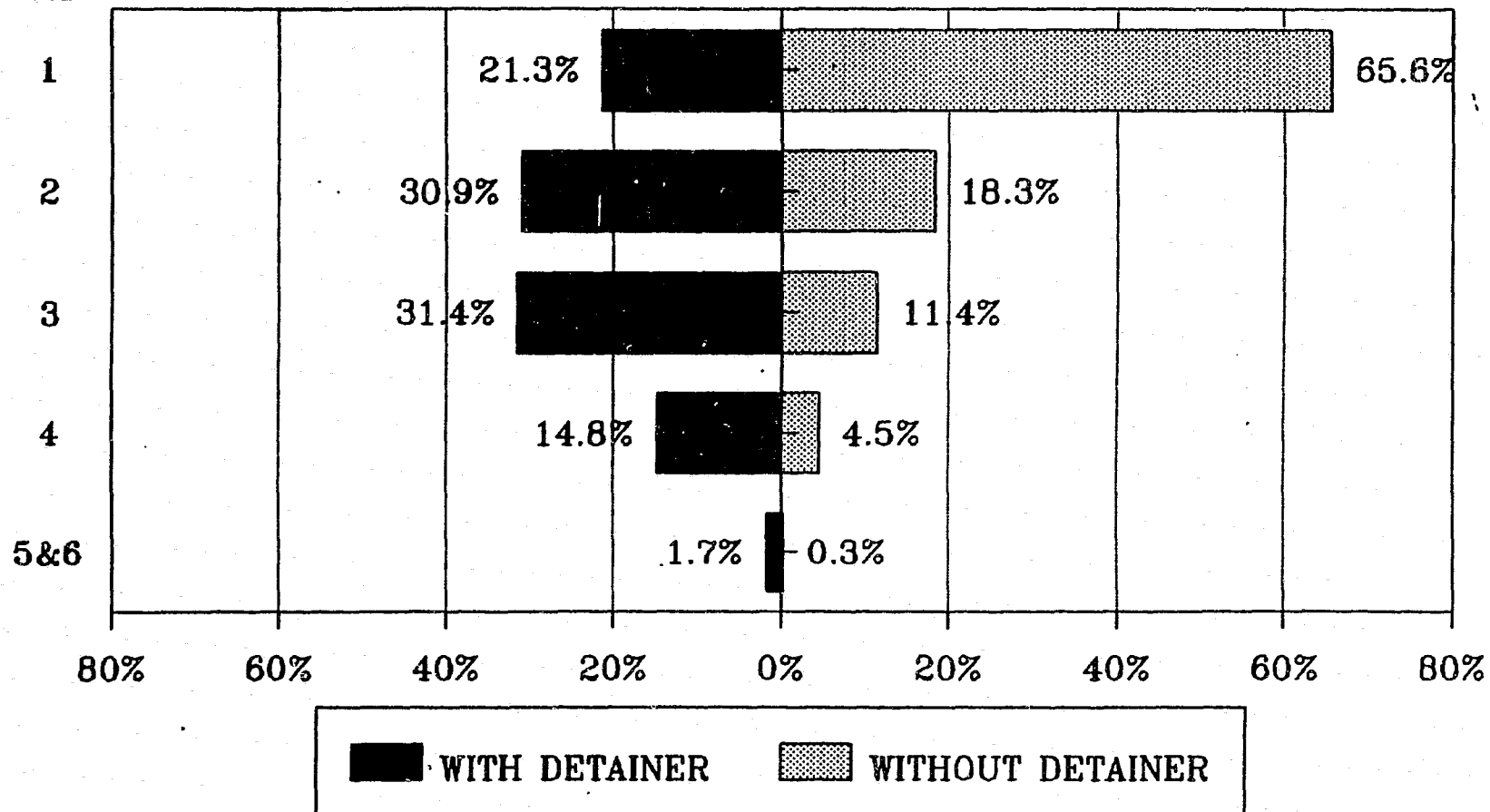
When compared to all sentenced offenders, non-citizens are less likely to have serious criminal backgrounds, are somewhat less likely to have serious disciplinary records while confined and have, on average, shorter maximum sentence lengths (9.2 years vs. 10.7 years). Despite the differences, relatively fewer non-citizens are assigned to level 1, or mainly prison camp, facilities while many are confined in level 2 and 3 institutions. A major reason for this is that the great majority of sentenced non-citizens (84.1 percent) have detainers lodged against them, thus raising individual security level scores and reducing the likelihood of prison camp assignment. Even when no detainer has been lodged, the likely probability of deportation precludes placement in a camp environment without regional director approval.

Figure 4 (see page 15) demonstrates the effect that detainers have in determining security level scores among sentenced non-citizens. When detainers are included in the computation of individual security level scores, less than a quarter of initial security level scores (i.e., those computed upon admission) are level 1, or lowest, security level while the majority (62.3 percent) are level 2 or 3. If detainers were eliminated from this initial computation of security level, 65.6 percent of the sentenced non-citizens would be classified as level 1 inmates.

In view of the already sizeable presence of sentenced non-citizens in the Federal prison system and their likely increased numbers in the future, it seems appropriate administratively to take a closer look at this population. In FY 1987, the number of sentenced non-citizens increased by more than 1,100 and in FY 1988, the increase was greater than 800. By sheer numbers alone, the Bureau of Prisons is faced with the prospect of having to assign more institutions to service sizeable numbers of non-citizens and possibly having these institutions becoming "Latinized" in

Figure 4
Sentenced Non-Citizen Security Level
Scores, With and Without Detainers Included
In Computation

**INMATE
SECURITY
LEVEL**



SOURCE: BP-14: Inmate Load and Security Designation Form

the process. By "Latinized," we refer to the accommodations made to the special interests and needs of an Hispanic population.

We need to determine whether there is some better way to plan for these eventualities. Ultimately, we may also wish to ask if the already seriously overcrowded Federal prison system should continue to house a large number of sentenced non-citizens or if there are less costly options for handling this population. If prisoner exchanges are the answer, can arrangements be made for Colombian, Mexican, and Cuban inmates to be removed from the Federal prison population? If privatization is the key, how best can this be accomplished? If sentenced non-citizens are to remain in Federal facilities, are there innovative ways to better serve this population while also reducing operating costs?

From an administrative standpoint, it does not appear that sentenced non-citizens are a particularly difficult population with which to deal. In conversations with administrators experienced in working with this population, it appears that key elements in successfully managing Hispanic non-citizens are providing a special ethnic diet and opportunities for soccer play.² One administrator commented that aside from possible language difficulties, case management work was simplified since non-citizens have few visitors and the vast majority do not need pre-release planning since they are facing deportation proceedings.

Another administrator said industries employment was another essential element. The administrators agreed that except for the escape risk posed by some, sentenced non-citizens essentially are a camp population. In this regard, it was suggested that perhaps the best approach for handling this population would be to establish hybrid camp facilities that would have the usual camp accommodations but would be surrounded by security fencing to reduce escapes. Such an approach could provide a satisfactory means for handling sentenced non-citizens while reducing operating costs. Perhaps a task force work group should be appointed to explore the practicality of "hybrid camps," the desirability of additional prisoner exchanges, and the options for managing "Latinized" institutions.

¹ As of the end of FY 1988, 21.2 percent of all sentenced inmates in BOP facilities were Hispanic, including citizens and non-citizens. More than 20 percent of the inmates in 25 institutions were Hispanic, including La Tuna with a 53.4-percent Hispanic population and Miami with a 48.0-percent Hispanic population.

² In February 1989, staff at FCI-Marianna were able to thwart a planned food strike by Hispanic inmates. Investigation revealed that the inmates were upset by substitutions of potatoes for rice during some meals. Hispanic inmates also complained about being unable to play soccer when the softball field was being utilized. Also, in May 1989, Hispanic inmates conducted a hunger strike at a contract detention facility in Texas. While several reasons were given for the hunger strike, according to one source, lack of ethnic meals was one factor.