



Bureau of Justice Statistics Bulletin

Prisoners in 1982

At the end of 1982 there were 412,303 inmates in U.S. State and Federal prisons. The annual increase of almost 43,000 inmates was the highest in any year since data became available in 1925. The year-to-year percentage increase (11.6%) from 1981 to 1982 was second only to the 12.2% increase from 1980 to 1981 (see figure 1).

The growth of the prison population was somewhat slower in each successive quarter of 1982. This suggests the possibility of an abatement in the rapid surge that has characterized the period since the mid-1970's (see table 1).

The male population age 20-29 is generally considered to be the most prison-prone population group. The sheer size of this group could continue to drive up the prison population through at least 1990, as those born in the peak years of the "baby boom" pass through their twenties.

Between 1981 and 1982 the incarceration rate of sentenced prisoners rose from 153 to 170 per 100,000 U.S. resident population (see table 2). Based on the male population age 20-29 alone, however, the rate approached 2 of every 100. To a

Timely statistics on the prison population were never more essential than during the current period in which the Nation's sentencing and correctional policies are receiving careful examination by the academic and criminal justice communities and by policymakers at all levels. The Bureau of Justice Statistics is pleased that through the cooperation and generous assistance of the departments of correction in the 50 States and the District of Columbia, we are able to make such statistics

available. Without the patience and continued support of correctional officials in each State, this report would not be possible. We gratefully acknowledge their contribution.

This series is part of the National Prisoner Statistics (NPS) program, which is among the oldest in criminal justice. Data in the NPS program are collected annually for the Bureau of Justice Statistics by the U.S. Census Bureau.

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Director-Designate

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degree this is an overstatement because some prison inmates are over 29, but it is still strikingly higher than the rate based on the U.S. population as a whole. In 1982, the largest single-year age group in the U.S. population was the 22-year-olds, still relatively young in terms of imprisonment potential. Thus, the prison-prone population group of 20-29-year-old males has not peaked, suggesting that severe pressure on the Nation's correctional

resources will continue throughout this decade.

State and Federal increases

Prison population growth during 1982 affected male and female, sentenced and unsentenced, State and Federal prisoners alike. The Federal increase of 5.5% was substantially below the 15.5% of 1981, but it marks the second year of growth after declines in 1978, 1979, and 1980. Most of the national growth occurred in State institutions, which held an additional 41,000 inmates at yearend—a 12.1% increase.

In both the State and Federal systems, the influx of prisoners affected living

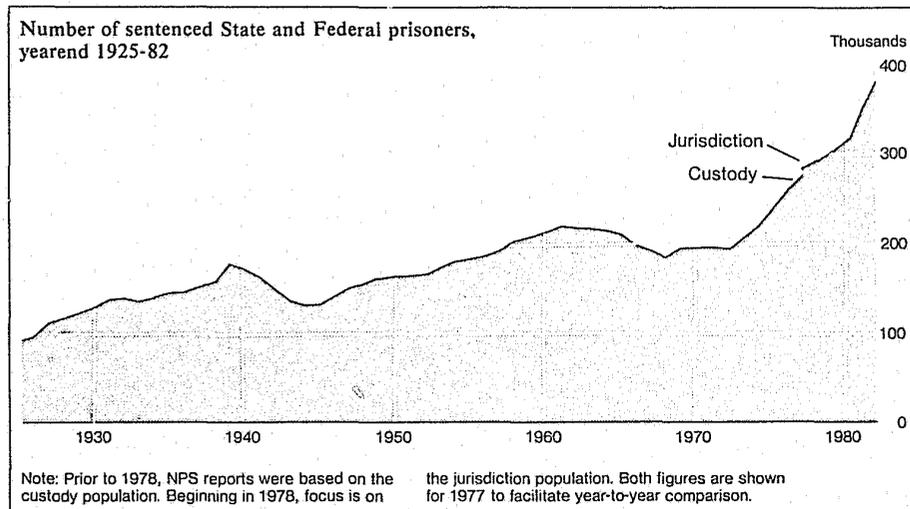


Figure 1

Quarter	All prisoners	Sentenced to:	
		More than 1 year	1 year or less or unsentenced
First	3.4%	3.1%	9.9%
Second	3.3	3.0	9.1
Third	2.8	3.0	-1.1
Fourth	1.7	2.0	-4.7

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Table 2. Prisoners under jurisdiction of State and Federal correctional authorities, by region and State, yearend 1981 and 1982

Region and State	Total			Sentenced to a year or less or unsentenced			Number of sentenced prisoners per 100,000 population 12/31/82 ^a
	1982	1981	Percent change	1982	1981	Percent change	
United States	412,303	369,388	11.6	17,929	15,868	13.0	170
Male	394,654	353,932	11.5	16,609	14,642	13.4	336
Female	17,649	15,456	14.2	1,320	1,226	7.7	14
Federal institutions ^b	29,673	28,133	5.5	6,021	5,964	1.0	10
State institutions	382,630	341,255	12.1	11,908	9,904	20.2	160
Northeast	59,751	54,013	10.6	2,974	2,835	4.9	115
Maine	1,007	992	1.5	226	186	21.5	69
New Hampshire	445	398	11.8	0	0	..	47
Vermont ^c	599	534	12.2	164	139	18.0	84
Massachusetts	4,431 ^e	3,889	13.9	0 ^d	98	..	77 ^d
Rhode Island ^c	1,037	962	7.8	255	273	-6.6	82
Connecticut ^c	5,674	5,263	7.8	2,068	1,915	8.0	114
New York	27,910	25,599	9.0	0	0	..	158
New Jersey ^e	8,126	7,011	15.9	201	150	34.0	107
Pennsylvania	10,522	9,365	12.4	60	74	-18.9	88
North Central	77,553	72,348	7.2	1,214	895	35.6	130
Ohio	17,317	14,968	15.7	0	0	..	160
Indiana	8,827	8,022	10.0	532	463	14.9	152
Illinois ^f	13,875	13,206	5.1	281	210	33.8	119
Michigan	14,737	15,157	-2.8	0	0	..	162
Wisconsin ^g	4,662	4,416	5.6	94	0	..	96
Minnesota	2,081	2,024	2.8	0	0	..	50
Iowa ^{f,h}	2,829	2,670	6.0	120	116	3.4	93
Missouri	7,283	6,489	12.2	0	0	..	147
North Dakota	359	280	28.2	46	62	-25.8	47
South Dakota	791	693	14.1	36	31	16.1	109
Nebraska	1,680	1,653	1.6	105	13	707.7	99
Kansas	3,112	2,770	12.3	0	0	..	129
South	180,388	159,712	12.9	5,511	3,926	40.4	224
Delaware ^c	2,064	1,712	20.6	557	464	20.0	250
Maryland ^f	11,012	9,335	18.0	585	0	..	244
District of Columbia ^c	4,152	3,479	19.3	801	547	46.4	531
Virginia	10,079	9,388	7.4	364	375	-2.9	177
West Virginia	1,498	1,565	-4.3	2	0	..	77
North Carolina ^g	16,578	15,791	5.0	1,220	937	30.2	255
South Carolina	9,161	8,538	7.3	508	528	-3.8	270
Georgia ^e	14,320	12,444	15.1	406	67	506.0	247
Florida	27,830	23,589	18.0	691	389	77.6	261
Kentucky	4,051 ^e	4,167	-2.8	0	0	..	110
Tennessee	8,046	7,897	1.9	0	0	..	173
Alabama	8,687	7,657	13.5	225	458	-50.9	215
Mississippi	5,484	4,624	18.6	125	130	-3.8	210
Arkansas	3,819	3,328	14.8	27	31	-12.9	166
Louisiana	10,935	9,415	16.1	0	0	..	251
Oklahoma	6,390	5,281	21.0	0	0	..	201
Texas ^h	36,282	31,502	15.2	0	0	..	237
West	64,938	55,182	17.7	2,209	2,248	-1.7	139
Montana	917	831	10.3	0	3	..	114
Idaho	1,036	957	8.3	0	0	..	107
Wyoming	677	587	15.3	0	0	..	135
Colorado	3,286	2,772	18.5	0	2	..	108
New Mexico ^g	1,842	1,497	23.0	135	152	-11.2	126
Arizona	5,994	5,223	14.8	8	24	-66.7	209
Utah	1,216	1,140	6.7	17	14	21.4	77
Nevada	2,653 ^h	2,116	25.4	0	0	..	301
Washington	6,264	5,336	17.4	0	0	..	148
Oregon	3,867	3,295	17.4	0	3	..	146
California ⁱ	34,459	29,202	18.0	1,049	1,289	-18.6	135
Alaska ^c	1,301	1,019	27.7	450	311	44.7	194
Hawaii ^c	1,426	1,207	18.1	550	450	22.2	88

NOTE: Yearend 1981 prisoner counts may differ from those in Prisoners in State and Federal Institutions on December 31, 1981, because reporting officials are given the opportunity to update NPS records. Similarly, yearend 1982 data are preliminary and subject to revision.

^aUnpublished Bureau of the Census estimates for the resident population on July 1, 1982, were used to calculate sentenced prisoners per 100,000 persons for both the States and the Nation as a whole. Sentenced prisoners are defined as persons serving sentences longer than a year.

^bFigures include the following number of persons held under jurisdiction of the Immigration and Naturalization Service rather than the Bureau of Prisons: 1921 on 12/31/81 and 1203 on 12/31/82.

^cFigures include both jail and prison inmates; jails and prisons are combined into one system.

^dMassachusetts cannot distinguish inmates by sentence length; therefore, the incarceration rate is based on the total prisoner population.

^eOfficial prison population counts exclude State prisoners held in local jails.

^fTotal 1982 population counts for Illinois, Iowa, and Maryland are accurate; however, breakdowns by sentence length are estimated.

^gPopulation counts for New Mexico, North Carolina, and Wisconsin are estimated for 12/31/82.

^hFigures for inmates under State jurisdiction but not in State custody are not available.

ⁱFigures exclude adult inmates under the jurisdiction of the California Youth Authority.

conditions. At yearend, 31 States were operating under court orders to remedy prison overcrowding, and another 9 were involved in litigation.

Changing laws and practices

Contributing to the increase of prison populations in recent years were strict new laws on the disposition of convicted felons. During the past several years, 37 States passed mandatory sentencing laws and several others enacted determinate sentencing statutes. Both mandatory and determinate sentencing normally require that the convicted person be confined for a fixed period that the parole board may not reduce. Mandatory sentencing, however, precludes the possibility of probation or other alternatives to incarceration whereas determinate sentencing does not.

Generally, these laws were sought to increase the certainty of punishment and reduce the disparity among sentences. And, in fact, most State correctional authorities attribute at least part of the 1982 increase in their prison population to these new laws.

Other new State legislation permits additional time to be added to the sentence of a person who used a firearm in the commission of a crime, who had a prior felony conviction, who committed a property offense involving damages over a certain amount, or who inflicted great bodily harm. Many of these laws also are mandatory in nature, reducing both sentencing and parole discretion.

Along with changes in sentencing laws, many States have adopted new parole policies that raise the requirements for parole, thereby lengthening time served. Fewer releases are being granted because of a more cautious attitude among board members, public pressure to keep criminals in prison longer, and implementation of new criteria for release. Among such criteria are the lengthening of the minimum time served and the availability of a job upon release.

In many States the power of the parole board has lessened, and in 10 States paroling authority has been eliminated.

Other reasons variously cited by States as factors in the 1982 population increase were poor economic conditions, larger numbers of young people in the general population, increases in prison capacity, and stricter laws against driving while intoxicated.

Prisoner housing

To cope with the increasing number of prisoners, most States have begun prison construction programs. In many States, however, facilities opened during 1982 absorbed only part of the year's increase.

Table 3. States holding prisoners in local jails because of overcrowding

	Number of States	Number of prisoners
1982	17	8,217
1981	19	6,900
1980	17	6,360
1979	15	6,497
1978	12	6,774
1977	10	7,048
1976	10	7,725

Correctional officials continued to rely on local jails as a source of housing for State prisoners, a practice that has increasingly caused tension between State and local authorities. At yearend, 8,200 State prisoners were in jails, an increase of one-fifth over the previous year (see table 3). Three States—Alabama, Louisiana, and Mississippi, all under court order for overcrowding—housed about one-sixth of their inmates in local jails. In all, 17 States held prisoners in local facilities (see table 4).

Other measures to handle the overflow of inmates included double- and triple-celling in established facilities and use of substitute housing such as tents, sheds, and military stockades. The future of standards for providing a minimum amount of floor space for each inmate was left in doubt when the U.S. Supreme Court ruled in mid-1981 in *Rhodes vs. Chapman* that putting two inmates in one cell in and of itself was not unconstitutional.

Relief measures

Near-record prisoner growth rates in some States would have been even higher except for the implementation of measures to provide relief in critical crowding situations. Emergency release mechanisms were adopted by Iowa and Michigan in 1981 and by Connecticut, Georgia, Ohio, and Oklahoma in 1982. Laws enacted for this purpose provide that inmates incarcerated for nonviolent crimes who are within 90 days of completing their term may be released earlier if the prison population exceeds capacity for a specified time period, for example, 30 days in Michigan and 45 days in Iowa.

Provisions for "intensively supervised" probation for offenders who would have previously been incarcerated were adopted in Georgia, New York, Ohio, and Texas. Candidates for this program are usually first-time, nonviolent offenders thought to have the potential to benefit from close supervision; most would have been considered poor risks in the past. They are supervised on a daily basis; face-to-face contact with probation officers occurs at least once a week. Most of these probationers must perform community service in addition to their regular job responsibilities. Most of these programs are funded from supervision fees paid by the proba-

tioners. In the States that operate this type of program, 10-20% of convicted felons have been diverted from prison.

State patterns

During 1982, prison populations increased in 47 States and the District of Columbia. Three jurisdictions reported declines—West Virginia (4%), Kentucky (3%), and Michigan (3%). The decrease in Kentucky reflects a policy established in August to exclude from the official prison population count those inmates held in local jails because of overcrowding. Michigan's decrease was linked to its emergency "roll-back" law, which was invoked in May 1982 to release nearly 700 prisoners. West Virginia cited greater use of parole and court-ordered releases as factors in its decrease.

Nearly 60% of the year's total growth occurred in the eight States that added more than 1,500 inmates each during the year (see table 5). The largest gains were in the five largest prison systems—California (5,257), Texas (4,780), Florida (4,241), Ohio (2,349), and New York (2,311). All but Ohio had prison populations exceeding 27,000 at yearend.

State departments of correction gave reasons for population increases that frequently pointed to changes in legislation and sentencing practices, stricter law enforcement, and, in some cases, economic conditions.

California's 18% growth was attributed to laws requiring mandatory imprisonment of violent offenders, rising crime, and a "get-tough" attitude across the range of criminal justice agencies, spurred by public pressure.

Table 4. State prisoners held in local jails because of overcrowding

	1982	1981
Total	8,217	6,900
Alabama	1,286	1,472
California	914	600
Colorado	244	-
Florida	8	287
Kentucky	162 ^a	104
Louisiana	1,499	793
Maine	61	24
Maryland	67	71
Massachusetts	8 ^a	7
Michigan	20	43
Mississippi	1,020	1,147
Montana	-	1
New Jersey ^a	1,584	995
New Mexico	-	2
Oklahoma	-	48
South Carolina	501	549
Tennessee	166	219
Utah	6	29
Virginia	643	485
Washington	28	24

^aNot included in this State's official prison count.

Table 5. The prison profile at yearend 1982

States with 10,000 or more prisoners	States with increases of 20% or more since 1981	States with increases of 1,000 or more since 1981	States with incarceration rates of 200 or more per 100,000 U.S. population
Texas 36,282	North Dakota 28.2	California 5,257	Nevada 301
California 34,459	Alaska 27.7	Texas 4,780	South Carolina 270
New York 27,910	Nevada 25.4	Florida 4,241	Florida 261
Florida 27,830	New Mexico 23.0	Ohio 2,349	North Carolina 255
Ohio 17,317	Oklahoma 21.0	New York 2,311	Louisiana 251
North Carolina 16,578	Delaware 20.6	Georgia 1,876	Delaware 250
Michigan 14,737		Maryland 1,677	Georgia 247
Georgia 14,320		Louisiana 1,520	Maryland 244
Illinois 13,875		Pennsylvania 1,157	Texas 237
Maryland 11,012		New Jersey 1,115	Alabama 215
Louisiana 10,935		Oklahoma 1,109	Mississippi 210
Pennsylvania 10,522		Alabama 1,030	Arizona 209
Virginia 10,079		Oklahoma	Oklahoma 201

NOTE: The District of Columbia, as a wholly urban area, is excluded from the list of States with high incarceration rates.

The 15% increase in Texas stemmed from a decline in releases to parole. Florida's 18% growth was linked to a larger number of felony dispositions and to denial of parole to persons who had no job commitments on the outside. New York cited mandatory sentencing and increased prosecutorial attention to felony cases as factors contributing to its 9% increase.

Ohio posted a 16% growth rate attributed to increased commitments from courts and to growth in the number of recommitments of parolees who technically violated their parole.¹

Several States with prison populations of more than 10,000 but less than 20,000 also had relatively large increases. Pennsylvania attributed its 12% growth to longer sentences, increased recommitments from parole, mandatory sentencing, and stricter law enforcement. Louisiana and Georgia officials linked growth in their States' prison populations to stricter law enforcement and the condition of the economy. In Maryland, the implementation of new guidelines on sentencing repeat offenders was cited.

The six States with increases of more than 20% were all relatively small in total prison population. In North Dakota, which had the largest rate of growth (28%), authorities pointed to stricter parole policies and intensified enforcement of drug laws as reasons for the increase. The growth in Alaska was linked to a 1980 change in its criminal code stipulating that all second-time and many first-time felons receive presumptive sentences.²

¹Technical violators have not been charged with the commission of another crime but have broken the terms of their parole, which generally include not leaving the State without permission, not consorting with "undesirables," and adherence to other standards of good conduct.

²In presumptive sentencing a judge must impose a prescribed sentence unless there are aggravating or mitigating factors, in which case the sentence may be increased or decreased within set limits.

Alaska officials also cited greater attention to drunk driving regulations, increased police activity, and a "law-and-order" mood in the courts.

The other four—Delaware, Nevada, New Mexico, and Oklahoma—variously cited rising crime rates, the state of the economy, and public pressure to incarcerate more offenders as reasons for increases. Delaware also noted that the opening of a new facility during the year may have encouraged judges to imprison offenders who might otherwise have been given probation.

Female prisoners

The number of women in prison grew by more than 2,000 to 17,649 during 1982. The 14% increase was more than that for men, but slightly less than that for women a year earlier. The rate of growth of the female inmate population has exceeded that of males in 8 of the past 10 years (see figure 2).

The number of women prisoners grew in every State except Alaska, Michigan,

Missouri, Rhode Island, Tennessee, and West Virginia, all of which showed small declines.

The increase in women prisoners has generally been attributed to stricter application of criminal justice sanctions. Other factors cited include greater involvement of women in drug trafficking and larcenies, greater participation of women in all facets of American life, and economic conditions. The proportion of women in the prison population, however, has remained at about 4% since 1975.

Incarceration rates

The 1982 growth in prison population produced record incarceration rates. At yearend, 170 sentenced persons for every 100,000 persons in the general population were imprisoned. Incarceration rates among the States ranged from a low of 47 per 100,000 in North Dakota to a high of 301 in Nevada. As in the past, all States with rates of more than 200 per 100,000 were in the South, with two exceptions—Arizona and Nevada. States in the Northeast had the lowest rates. The incarceration rate for men, 336 per 100,000, was 24 times that for women, 14 per 100,000.

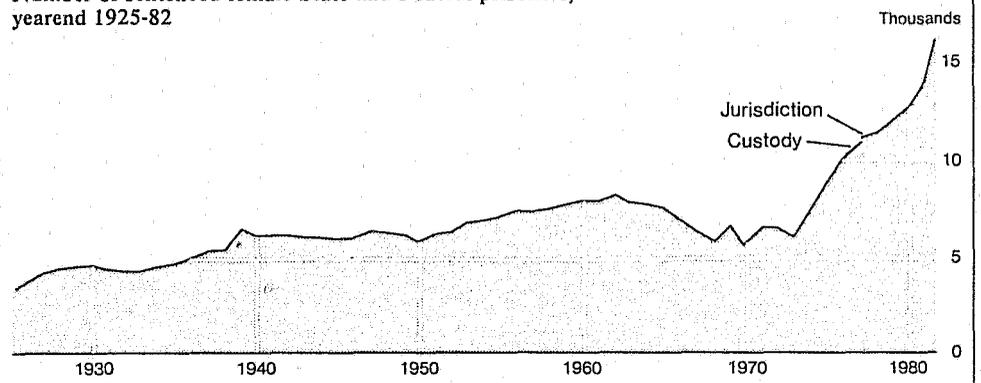
Short-term and unsentenced prisoners

Prisoners serving sentences of 1 year or less and those with no sentences constituted 4.3% of the prison population.³ A 20% increase in the number of these prisoners is attributable, in part, to Maryland, which was for the first time able to differentiate the prison population by sentence length. It reported no such prisoners in 1981 and 585 in 1982.

Excluding Maryland, the increase in short-term and unsentenced prisoners was 14%, compared to a 5% decline in 1981.

³Unsentenced prisoners include those awaiting trial or sentencing in combined jail-prison systems, civilly committed narcotics addicts in California, and persons held for safekeeping, pre-sentence evaluation, transfer to another jurisdiction, and similar reasons.

Number of sentenced female State and Federal prisoners, yearend 1925-82



Note: Prior to 1978, NPS reports were based on the custody population. Beginning in 1978, focus is on the jurisdiction population. Both figures are shown for 1977 to facilitate year-to-year comparison.

Figure 2

Three-fourths of the increase occurred in the seven jurisdictions that operate combined jail-prison systems and in North Carolina, where adult misdemeanants with a minimum sentence of 180 days or more are confined in State facilities.

The approximately 6,000 short-term and unsentenced inmates in the Federal system included more than 1,200 held for the Immigration and Naturalization Service.

Further reading

Data in this report are preliminary and subject to revision. A final report on the prison population in 1982 will be published

later under the title Prisoners in State and Federal Institutions on December 31, 1982. To obtain other National Prisoner Statistics reports or to be added to the bulletin and corrections mailing lists, write to the National Criminal Justice Reference Service (301/251-5500), User Services Dept. 2, Box 6000, Rockville, Md. 20850. Other NPS bulletins include--

- o Prisoners and Drugs, 3/83, NCJ-87575
- o Jail Inmates 1982, 2/83, NCJ-87161
- o Prisoners and Alcohol, 1/83, NCJ-86223
- o Prisoners 1925-81, 12/82, NCJ-85861
- o Death-row Prisoners 1981, 7/82, NCJ-84875
- o Prisons and Prisoners, 1/82, NCJ-80697
- o Veterans in Prison, 10/81, NCJ-79232

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Public-use tapes of BJS data sets and other criminal justice data are available from the Criminal Justice Archive and Information Network, P.O. Box 1240, Ann Arbor, Mich. 48106, (313/764-5199).

National Crime Survey

Criminal victimization in the U.S.:

- 1980-81 changes based on new estimates (BJS technical report), NCJ-87577, 3/83
- 1980 (final report), NCJ-84015, 4/83
- 1979 (final report), NCJ-76710, 12/81
- 1973-79 trends, NCJ-77639, 4/82

BJS bulletins:

- Households touched by crime 1981, NCJ-84406, 9/82
- Violent crime by strangers, NCJ-80829, 4/82
- Crime and the elderly, NCJ-79614, 1/82
- Victims of crime, NCJ-79615, 11/81
- Measuring crime, NCJ-75710, 2/81

The National Crime Survey: Working papers, vol. I: Current and historical perspectives, NCJ-75374, 8/82

Crime against the elderly in 26 cities, NCJ-76706, 1/82

The Hispanic victim, NCJ-69261, 11/81

Issues in the measurement of crime, NCJ-74682, 10/81

Criminal victimization of California residents, 1974-77, NCJ-70944, 6/81

Restitution to victims of personal and household crimes, NCJ-72770, 5/81

Criminal victimization of New York State residents, 1974-77, NCJ-70944, 9/80

The cost of negligence: Losses from preventable household burglaries, NCJ-53527, 12/79

Rape victimization in 26 American cities, NCJ-55878, 8/79

Criminal victimization in urban schools, NCJ-56396, 8/79

Crime against persons in urban, suburban, and rural areas, NCJ-53551, 7/79

An introduction to the National Crime Survey, NCJ-43732, 4/78

Local victim surveys: A review of the issues, NCJ-39973, 8/77

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1979 survey of inmates of State correctional facilities and 1979 census of State correctional facilities (BJS bulletins):

- Prisoners and drugs, NCJ-87575, 3/83
- Prisoners and alcohol, NCJ-86223, 1/83
- Prisons and prisoners, NCJ-80697, 2/82
- Veterans in prison, NCJ-79632, 11/81

Census of jails and survey of jail inmates:

- Jail inmates 1982 (BJS bulletin), NCJ-87161, 2/83
- Census of jails, 1978: Data for individual jails, vols. I-IV, Northeast, North Central, South, West; NCJ-72279-72282, 12/81
- Profile of jail inmates, 1978, NCJ-65412, 2/81
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Probation and parole, 1981 (BJS bulletin), NCJ-83647, 8/82

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State court caseload statistics:

- 1977 and 1981 (BJS special report), NCJ-87587, 2/83
- State court organization 1980, NCJ-76711, 7/82
- State court model statistical dictionary, NCJ-62320, 9/80

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Variations in Federal criminal sentences, NCJ-33684, 10/78

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Expenditure and employment

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Expenditure and employment data for the criminal justice system, 1978, NCJ-66482, 7/81

Trends in expenditure and employment data for the criminal justice system, 1971-77, NCJ-57463, 1/80

Privacy and security

Computer crime:

- Computer security techniques, NCJ-84049, 9/82
- Electronic funds transfer systems and crime, NCJ-83736, 9/82
- Legislative resource manual, NCJ-78890, 9/81
- Expert witness manual, NCJ-77927, 9/81
- Criminal justice, NCJ-61550, 12/79

Privacy and security of criminal history information:

- A guide to research and statistical use, NCJ-89790, 5/81
- A guide to dissemination, NCJ-40000, 1/79
- Compendium of State legislation: NCJ-48981, 7/78
- 1981 supplement, NCJ-79652, 3/82

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- Research access to criminal justice data, NCJ-84154, 2/83
- Privacy and juvenile justice records, NCJ-84152, 1/83
- Survey of State laws (BJS bulletin), NCJ-80836, 6/82
- Privacy and the private employer, NCJ-79651, 11/81

General

- BJS five-year program plan, FY 1982-86, 7/82
- Violent crime in the U.S. (White House briefing book), NCJ-79741, 6/82
- Sourcebook of criminal justice statistics, 1981, NCJ-78672, 6/82

Federal justice statistics (BJS bulletin), NCJ-80814, 3/82

Dictionary of criminal justice data terminology: Terms and definitions proposed for interstate and national data collection and exchange, 2nd ed., NCJ-76939, 2/82

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Indicators of crime and criminal justice:

- Quantitative studies, NCJ-62349, 1/81
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- Myths and realities about crime, NCJ-46249, 10/78