

145556

**U.S. Department of Justice
National Institute of Justice**

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by

Wisconsin Office of Justice
Assistance

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

WISCONSIN ADULT JAIL POPULATIONS

1992

Wisconsin Office of Justice Assistance
Statistical Analysis Center

I. Introduction

This report presents Wisconsin County Jail statistics on adults confined in local correctional facilities during 1992 and selected comparison years over the last thirty-three years. The data were compiled by the Statistical Analysis Center (SAC) of the Wisconsin Office of Justice Assistance (OJA).

The report examines trends in adult jail admissions, average daily population (ADP), length of stay, rates of detention, and jail capacity. Data are also provided on other details of confinement, such as the sex and race of prisoners and the proportion of prisoners serving a sentence. However, these latter data are estimates based on samples. Figures in this report may be compared to those in earlier reports, "Wisconsin Adult Jail Trends 1979 - 1989" and the 1990 and 1991 annual reports.

The data presented here have been compiled from various aggregated statistics, including a statewide jail information system which existed in the 1970's, jail surveys by the Bureau of Justice Statistics (U.S. Department of Justice), and surveys conducted by the SAC in previous years. The degree of detail shown in this report is, of course, limited to that provided in these source materials. It must also be noted that data from these sources were not completely comparable. In the recent OJA surveys, for example, the amount of detailed data on confinements varied from county to county, making it necessary to estimate values for some counties and the entire State for these years. Also, no attempt was made to collect more detailed data, such as the type of offense for which persons were being detained.

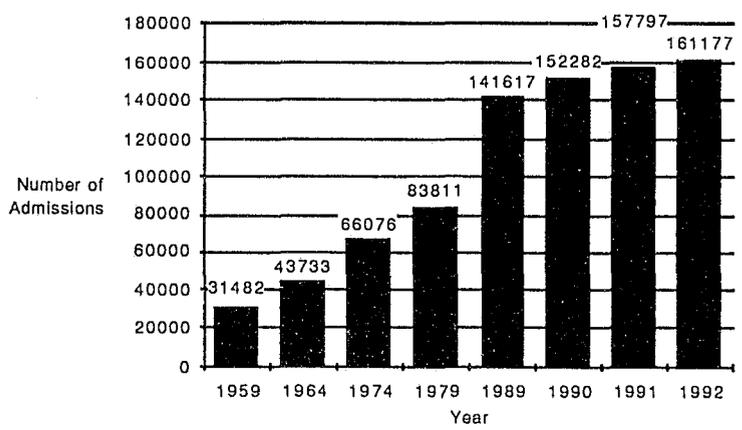
Acknowledgement

The Office of Justice Assistance would like to thank the County Sheriffs and staff of each County Jail in the State for participating in the survey of 1992 jail statistics. Without their assistance in providing these data, this report would not have been possible.

II. Jail Admission Trends

Graph 1 shows the total number of adult male and female admissions for selected years between 1959 and 1992. During the past thirty-three years, total adult admissions to Wisconsin jails have increased by over 410 percent from 31,482 in 1959 to 161,177 during 1992. More recently, there has been an increase of 92 percent in total admissions since 1979, including a 3.6 percent increase from 1990 to 1991 with an additional 2.1 percent increase in total adult admissions during 1992.

Graph 1: Jail Admission Trends, 1959-1992



Jerome D. Lacke
Executive Director

Tommy G. Thompson
Governor

A. Detention Rates

Graph 2 shows the detention rates expressed in terms of the number of adult jail admissions for every 1,000 adults in Wisconsin. The detention rate increased by nearly 26 percent between 1988 and 1992. Expressed in slightly different terms, there was one jail admission for every 23 adults in 1992 compared to one admission for every 29 adults in 1988. Table 1 presents the detention rates shown in Graph 2.

Table 1: Detention Rates, 1988-1992

Year	Rate
1988	35.0
1989	39.9
1990	42.3
1991	43.5
1992	44.0

B. Admissions By Sex

Graph 3 shows the proportion of total adult admissions which was female. The proportion of female admissions has more than doubled in the past thirty-three years, from 6.4 percent in 1959 to 12.9 percent in 1992. The estimated number of female admissions has increased over nine times, from 2,014 in 1959 to 20,790 in 1992. Since 1979, female admissions have increased by 195 percent, from 7,040 in 1979 to 20,790 in 1992.

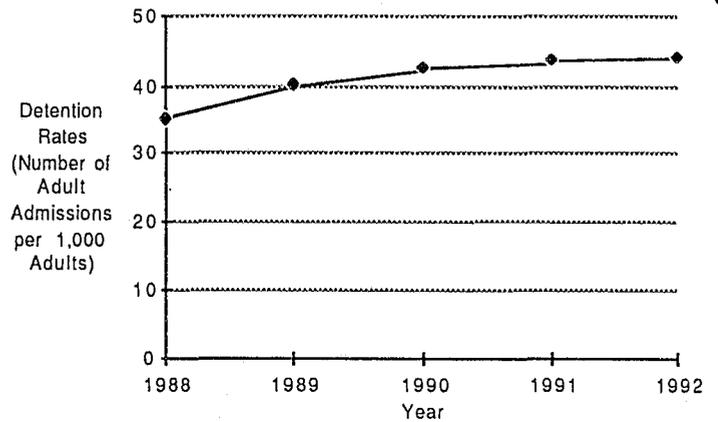
C. Admissions By Race

Graph 4 shows the estimated proportion of the race of 1992 admissions. The distribution of inmates by race was somewhat different than in 1991, with white adults decreasing from 66 percent to 64 percent of jail admissions. The percentage of black adult admissions increased, from 26 percent in 1991 to 31 percent in 1992.

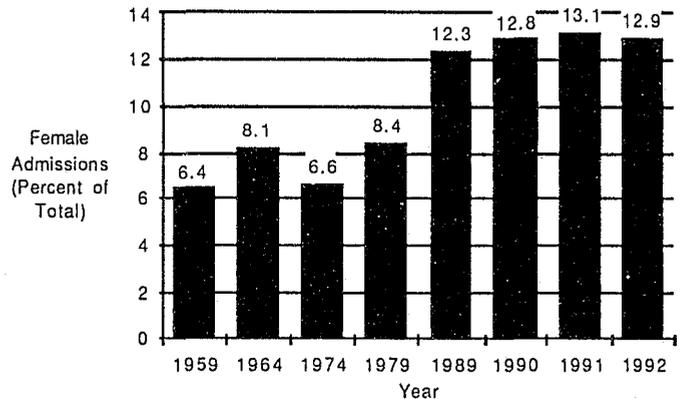
D. Sentenced Admissions

During 1979 approximately 18.4 percent of admissions were serving a sentence. While this percentage increased to 29.7 in 1989 and 34.5 in 1990, the proportion serving a sentence declined a bit to 33.5 in 1992. However, since all these figures are estimates based upon samples of about half the jurisdictions filling out this part of the SAC questionnaire, any changes in proportion over time should be viewed with caution.

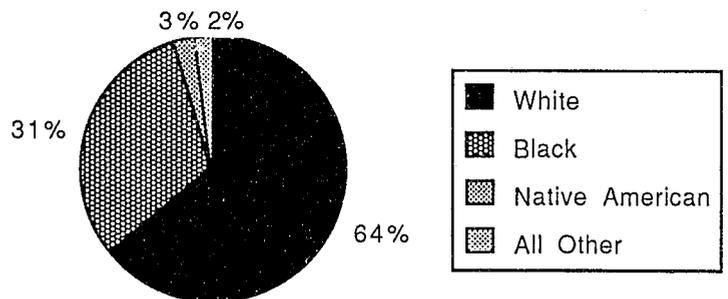
Graph 2: Detention Rates/ Number of Adult Admissions 1988 - 1992



Graph 3: Female Admissions (Percent of Total) 1959-1992



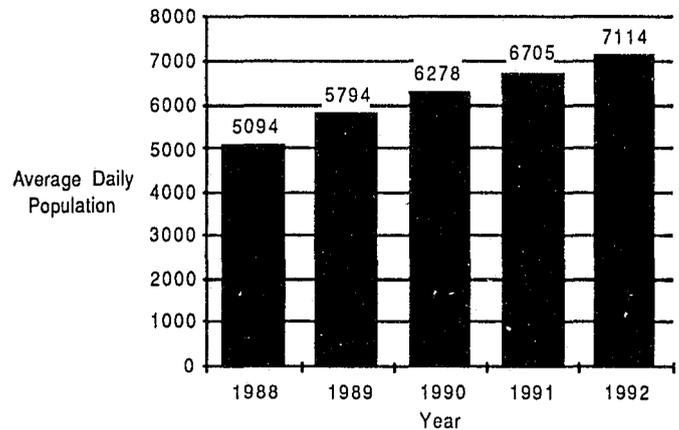
Graph 4: Admissions by Race 1992



III. Average Daily Population

The average daily population (ADP), which is defined as the average number of inmates held each day during one year, is shown in Graph 5. The ADP has climbed steadily in the period from 1988 to 1992. The average daily population in adult jails showed an increase of 13.7 percent from 1988 to 1989, an 8.4 percent increase between 1989 and 1990, a 6.8 percent increase from 1990 to 1991, and a 6.1 percent increase between 1991 and 1992. This large increase in the average daily population during this period is due to both the increase in the number of admissions to jail facilities and, as seen in Table 2 below, an increase in the average length of stay from 1988 to 1992.

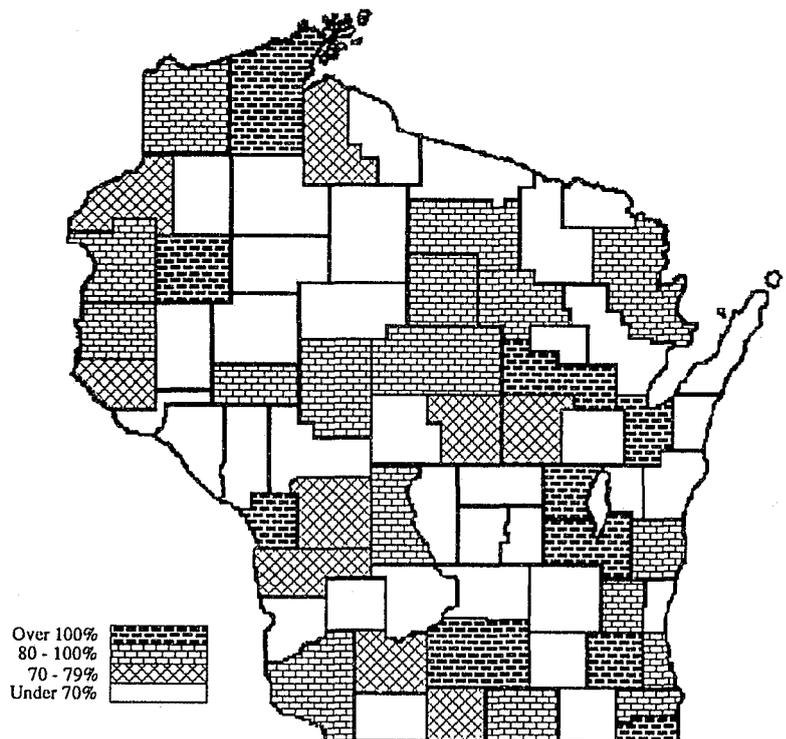
Graph 5: Average Daily Population 1988-1992



A. Distribution Of Inmate Populations

The map of Wisconsin at right shows categories for ADP as a percent of capacity in 1992. Generally, an ADP over 80 percent of capacity is considered "overcrowded." Jail overcrowding is fairly widespread, especially in the urban southeast and certain other eastern areas of the State. It should be noted that these ADP/capacity ratios do not necessarily reflect the "crime" problem, but are influenced by many factors, including, obviously, the capacity of the jail. Some counties have higher capacities than they might otherwise have since they hold inmates for other counties. Also, the percent of capacity often decreases when a county either expands its jail or builds a new facility (e.g. Outagamie and Jefferson Counties in 1992.)

ADP as a Percent of Jail Capacity 1992



B. Average Length Of Stay

Table 2 shows the average number of days inmates spent in jail for the years 1988 through 1992. The average length of time spent in jail has increased gradually over the five years, from 15.2 days during 1988 to 16.2 days in 1992.

Table 2: Average Length of Stay 1988 -1992

Year	Average Length of Stay
1988	15.2 days
1989	14.9 days
1990	15.0 days
1991	15.5 days
1992	16.2 days

C. Jail Capacity And ADP

Table 3 shows the State's total adult jail capacity from 1989 through 1992. The total adult capacity was 5,923 in 1989, but had risen to 8,270 by 1992, an increase of 39.6 percent. However, the ADP increased by 22.8 percent during the same time period. The result of these two trends has been a decrease in ADP as a proportion of capacity. While the statewide ADP was nearly 98 percent of capacity in 1989, ADP had declined to 86 percent of capacity in 1992. In other words, overall jail capacity has increased faster than has ADP since 1989.

It is vital to remember that the ADP represents the Average Daily Population and there will be many days when the jail population exceeds that number. Also, national and state standards recommend that a jail's ADP be no more than eighty percent of the jail capacity, to retain management flexibility and

to reduce the constant need for the disruptive transfer of inmates in the jail. Efficient operation of a local correctional facility demands sufficient bed capacity to allow for seasonal or weekend confinement peaks, the set-aside of additional space for inmates with special needs (e.g. waived juveniles, suicidal or mentally ill inmates), and allocation of jail capacity according to other obvious categories (female/male, adult/juvenile, pretrial/sentenced).

Using this 80 percent criterion for defining jail "overcrowding" we can compare the situation in Wisconsin County jails in 1979 and 1992. In 1979 there were five county jails in which the ADP exceeded 80 percent of capacity. However, in 1992 27 counties had jails in which the ADP exceeded 80 percent of capacity. (see map previous page)

Table 3: Jail Capacity 1989 - 1992

<u>Year</u>	<u>Capacity</u>	<u>ADP</u>	<u>ADP as Percent of Capacity</u>
1989	5,923	5,794	97.8%
1990	6,702	6,278	93.5%
1991	7,247	6,705	92.5%
1992	8,270	7,114	86.0%

D. Average Daily Population Changes

Table 4 presents the number of county jails in Wisconsin with Average Daily Populations of twenty or more for 1979, 1983, and 1992. In 1979 there were only two county jails (Dane and Milwaukee) which had an ADP of 100 or more. However, by

1992 there were 15 such county jails in Wisconsin. In 1979 there were 24 county jails which had an ADP of twenty or more. However, by 1992 there were 49 such county jails in Wisconsin.

Table 4: Number of County Jails with Various ADP Levels 1979-1992

<u>ADP level</u>	<u>1979</u>	<u>1983</u>	<u>1992</u>
200 and Over	1	2	7
100 to 199	1	3	8
50 to 99	6	8	13
20 to 49	<u>16</u>	<u>22</u>	<u>21</u>
Total with 20 or more	24	35	49

E. Jail Data By County

Table 5 shows the number of adult admissions in 1991 and 1992, the Average Daily Populations for 1990 through 1992, the jail capacity in 1992, and the 1992 staffing level. The table shows that there have been increases in both the number of jail admissions and Average Daily Populations through-

out the State during recent years. Counties which were exceptions to these overall trends generally had relatively small ADP levels. While Milwaukee County's total ADP increased by 2.6 percent from 1991 to 1992, the balance of the State showed a 7.4 percent increase in ADP during 1992.

Table 5: Wisconsin Jail Data - by County

County	Admissions		Average Daily Population			Capacity 1992	Staff 1992	
	1991	1992	1990	1991	1992			(% Change) 1991-1992
Adams	408	408	19	19	17	-10.5	26	5
Ashland	618	652	22	20	20	-	27	8
Barron	892	971	33	41	44	+7.3	33	9
Bayfield	387	341	11	18	13	-27.8	12	9
Brown	5,974	6,089	220	254	271	+6.7	268	70
Buffalo	475	552	11	14	16	+14.3	26	8
Burnett	333	361	20	21	19	-9.5	25	10
Calumet	862	686	23	20	16	-20.0	30	5
Chippewa	1,519	1,498	37	34	28	-17.6	42	15
Clark	531	539	15	26	27	+3.8	30	13
Columbia	1,585	1,788	51	60	65	+8.3	110	16
Crawford	250	281	14	15	17	+13.3	26	9
Dane	13,548	13,860	516	589	639	+8.5	478	89
Dodge	1,659	1,700	50	54	68	+25.9	99	18
Door	499	476	25	26	25	-3.8	40	10
Douglas	2,605	2,475	61	68	64	-5.9	72	13
Dunn	774	753	15	21	16	-23.8	28	11
Eau Claire	3,935	3,509	140	143	132	-7.7	160	10
Florence	149	183	0	1	1	-	2	1
Fond du Lac	2,385	2,318	88	80	82	+2.5	79	22
Forest	343	339	13	10	9	-10.0	15	5
Grant	920	964	39	43	64	+48.8	68	8
Green	689	633	33	36	33	-8.3	43	9
Green Lake	373	616	24	20	20	-	37	9
Iowa	390	411	18	19	19	-	25	8
Iron	172	187	8	6	8	+33.3	15	4
Jackson	1,096	1,165	32	31	32	+3.2	62	15
Jefferson	2,119	2,457	59	58	74	+27.6	209	28
Juneau	761	894	16	19	19	+18.8	23	4
Kenosha	6,779	6,290	241	252	279	+10.7	189	49
Kewaunee	365	313	20	15	14	-6.7	25	9
La Crosse	3,734	3,952	135	156	160	+2.6	142	40
Lafayette	290	263	15	16	15	-6.2	22	8
Langlade	624	742	23	23	27	+17.4	33	4
Lincoln	836	907	32	25	36	+44.0	38	5
Manitowoc	2,010	2,046	81	91	100	+9.9	183	31
Marathon	3,013	3,042	92	108	127	+17.6	138	36
Marinette	755	810	40	45	44	-2.2	52	14
Marquette	469	458	9	12	12	-	18	9
Milwaukee								
-House of Corr.	13,052	13,138	1,291	1,346	1,395	+3.6	1,476	330
-Jail	<u>21,822</u>	<u>21,817</u>	<u>508</u>	<u>449</u>	<u>447</u>	<u>-0.4</u>	<u>459</u>	<u>185</u>
Total County	34,874	34,955	1,799	1,795	1,842	+2.6	1,935	515

Table 5: Wisconsin Jail Data - by County, Continued:

County	Admissions		Average Daily Population			Capacity 1992	Staff 1992	
	1991	1992	1990	1991	1992			(% Change) 1991-1992
Monroe	1,130	1,187	44	53	55	+3.7	73	10
Oconto	687	567	19	23	6	-73.9	14	5
Oneida	857	976	34	32	40	+25.0	46	8
Outagamie	3,314	3,934	151	158	194	+22.8	504	77
Ozaukee	2,212	2,238	47	60	86	+43.3	158	34
Pepin	104	117	6	7	7	-	12	4
Pierce	1,007	904	23	26	26	-	33	10
Polk	735	1,035	19	27	29	+7.4	36	8
Portage	1,190	1,316	49	64	72	+12.5	97	21
Price	329	375	13	14	16	+14.3	24	4
Racine	7,700	8,553	395	426	432	+1.4	446	110
Richland	535	555	22	20	25	+25.0	38	8
Rock	5,525	5,811	351	379	442	+16.6	468	84
Rusk	459	521	25	22	22	-	44	8
St. Croix	2,044	1,833	26	28	24	-14.3	28	8
Sauk	2,093	1,974	34	58	51	-12.1	126	12
Sawyer	621	504	18	21	21	-	32	6
Shawano	1,944	2,049	47	46	48	+4.3	46	12
Sheboygan	2,456	2,268	86	98	109	+11.2	123	30
Taylor	449	472	13	14	17	+21.4	36	4
Trempealeau	740	747	19	20	20	-	29	10
Vernon	564	649	18	18	20	+11.1	27	7
Vilas	989	1,087	23	21	16	-23.8	25	9
Walworth	2,594	3,036	121	131	139	+6.1	244	59
Washburn	356	532	4	10	15	+50.0	31	9
Washington	2,325	2,434	80	89	93	+4.5	100	25
Waukesha	6,678	6,662	242	276	300	+8.7	199	74
Waupaca	1,693	1,352	38	45	60	+33.3	86	12
Waushara	612	546	16	19	12	-36.8	42	4
Winnebago	3,934	3,788	100	111	127	+14.4	109	28
Wood	2,112	1,879	83	89	85	-4.5	147	22
State Total	157,797	161,177	6,268	6,705	7,114	+6.1	8,270	1,882
County Average	2,222	2,270	88.3	94.4	100.2	+6.1		
County Average Less Milwaukee	1,756	1,803	63.8	70.1	75.3	+7.4		

NOTES TO THIS TABLE

All numbers in *italics* represent estimates.

Menominee County did not operate a County Jail during the years included in this table.

F. Staffing

The final column in Table 5 shows the number of full time staff for each local correctional facility during 1992. The 1,882 total translates into 1 officer for every 3.8 inmates of ADP. Of course, the necessity to maintain multiple shifts greatly in-

creases the inmate/staff ratio during any one staffing shift. The staffing can also be expressed in terms of officers per admissions. This figure for 1992 is estimated at 86 admissions for each full time correctional officer.

G. Substance Abuse Programs

The 1992 survey requested information about the availability of substance abuse programs. Sixty-four facilities indicated that Alcoholics Anonymous was available and forty-seven indicated that Narcotics Anonymous was available. Fifty-four facili-

ties stated that urinalysis of inmates was sometimes conducted, although many facilities indicated that this was done quite rarely. Fifty-two facilities noted that these programs were provided to all of the inmates needing such services.

IV. Conclusion

Wisconsin's jails experienced a 2.1 percent increase in admissions and a 6.1 percent increase in Average Daily Population from 1991 to 1992. Over the past thirty-three years, county jails in Wisconsin have seen large increases in the number of adult inmates. Since 1989, the total number of adult jail admissions increased by 13.8 percent and the Average Daily Population increased by 23.3 percent.

There have been several reasons for the increase in the inmate population of county jails. Changes in State laws have resulted in mandatory jail terms for second and third convictions for Operating a Motor Vehicle While Intoxicated (OMVWI) and for Operating After Revocation/Suspension (OAR/S) of a driver's license. Changes in the drinking age and legislation mandating arrest for domestic violence have increased the number of jail admissions for such offenses as liquor law violations, disorderly conduct, and assault. The number of prisoners in

county jails has also increased as a result of more parole revocations, increases in probation holds, and/or delays in transport to state prisons. A brief survey of Wisconsin jail officials confirmed that persons arrested for OMVWI, OAR/S, drug-related crimes, and domestic abuse all had contributed to these increases in admissions.

In addition, a variety of changes in sentencing practices have been cited as reasons for the increases in Wisconsin jail populations. These changes include a greater proportion of jail sentences, longer jail sentences, and more jail sentences as a condition of probation. It has been suggested that many of these practices may be related to overcrowding in the prison system. Other reasons cited for the increased populations in county jails include increases in crime and increases in the number of arrests made by the law enforcement community.