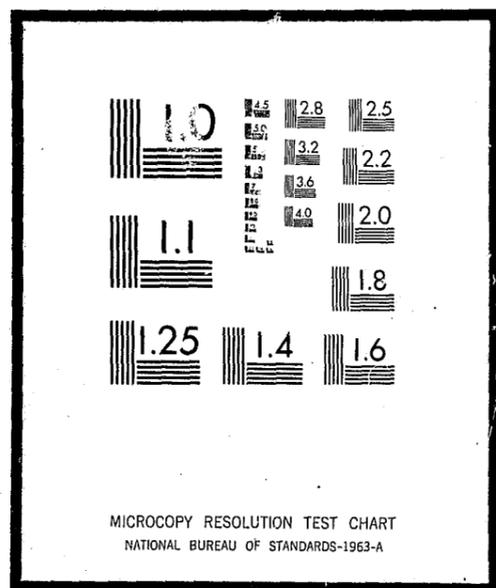


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ROCK COUNTY JAIL STUDY

FINAL REPORT

FINDINGS AND RECOMMENDATIONS

June 18, 1975

Study Conducted by:

Douglas Bry

Discusst Office of Management Analysis

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Rock County Jail Study

I. Introduction

A. Authorization and Funding for a Jail Study

In October, 1974 the Public Safety and Justice and County Board Staff Committees jointly authorized the Office of Management Analysis to conduct a study of the County Jail to better understand its purpose, use, and function with regard to current trends and changing needs of corrections in Rock County.

Specifically: crime rates, sentencing procedures, economic conditions, population, state legislation, and correctional philosophy have changed and have had a consequent effect on the size and composition of the jail population. These effects needed to be determined and analyzed to plan for the future and eliminate current stresses in the administration of the jail.

On January 9, 1975 the Rock County Board of Supervisors approved a grant application submitted to the Wisconsin Council on Criminal Justice for computer time and related expense necessary to complete the jail study.

B. Study Methodology

The jail is not an isolated institution, but functions in direct working relationship with all criminal justice agencies at the county, state, and federal levels. This includes all police departments, the Courts, the District Attorney, the Juvenile Probation Department, the Halfway House, State Correctional Institutions, the State Police, the U.S. Marshall, the F.B.I., the Department of Justice, and the Federal Bureau of Prisons. Other agencies control the jail to a large degree, determining the number and type of persons admitted and how long they will stay. Therefore, a study of the jail required an understanding and analysis of the relationship between the jail and other agencies in the Criminal Justice System.

Documentation and analysis of the operation of the jail was accomplished by obtaining information from the following sources:

1. Records and Documents of the Jail. Detailed information was obtained from records of the jail for all persons who entered during 1974, and other information on jail population trends was obtained from yearly state reports.

2. Interviews with Jail Staff and Criminal Justice Personnel. Interviews were conducted with all County Judges, the District Attorney, the Halfway House Director, the Sheriff, the Chiefs of Police from Beloit and Janesville, the Regional Director of State Probation and Parole, and Jail Staff to gain an understanding of how the jail relates to other agencies in the Criminal Justice System and how the jail operates internally.
3. Interviews with Inmates. Interviews were conducted with 31 sentenced inmates to understand the jail from the consumer point of view and obtain planning information.

C. Remainder of the Report

The remainder of the report is divided into three main sections:

- II. Major Findings. This section: 1) presents data and information obtained in the study, 2) describes the operation of the jail and the services it currently provides, and 3) identifies problem areas in the operation of the jail.
- III. Major Recommendations. This section discusses alternatives to the problems identified in section II and then offers solutions.
- IV. Impact of Recommendations on the Jail Population and Capacity. This section summarizes the effect of recommendations on the capacity of the jail and the expected level of occupancy.

D. Grant Funds Available

Federal and State Assistance totalling \$168,888. is available from the Wisconsin Council on Criminal Justice to implement many of the proposed changes in the next calendar year. In the first year the county must contribute 5% of the total project cost, or \$8,888.00, to receive the grant. The reader is referred to: Rock County Jail Project - Grant Application for a complete discussion of the assistance available and the fiscal and programmatic impacts.

II. Major Findings

FINDING #1 - THE JAIL IS OVERCROWDED.

A. Design and Capacity of The Rock County Jail.

Figure 1 presents the detention capacity of the jail as it stands today and as it stood between 1950 and completion of the administration addition

FIGURE I

Jail Capacity Before and After Administrative Addition

	<u>1975</u>	<u>before 1970</u>	<u>difference</u>
Maximum Security	10	10	0
Huber Law Dorms	44	10	+34
Trusty Dorm	4	4	0
Isolation	1	0	+1
Juvenile Male	6	0 ¹	+6
Juvenile Female	4	4	0
Adult Female	3	3	0
Hall Cells	11	11	0
Process	3	3	0
Hospital	2	2	0
Minimum Security	17	17	0
Tank	<u>4</u>	<u>5</u>	<u>-1</u>
TOTAL	109 ²	69	+40

Notes: 1. No juvenile male cell block, juvenile males were kept in hall cells.

2. The maximum working capacity of the jail is 103, eliminating process, hospital, and isolation areas.

Overall the working capacity of the jail was increased 62%, from 64 to 103. Most of the increase occurred through the addition of Huber Law Dorms, the remainder in the construction of a male juvenile cell block.

Figure 2 presents the floor plan of the jail as it exists today at 110 Water St. Housing areas are labeled and capacities are in parentheses.

B. Definition of Overcrowding

Though the maximum capacity of the jail is 103, the jail is overcrowded when the population reaches 80% of maximum or approximately 80 inmates. Overcrowding occurs at this point because effective segregation and processing of inmates requires flexibility in detention capacity. Males must be separated from females, juveniles from adults, and maximum security prisoners from minimum security prisoners. As the population rises above 80, inmates must continually be shuffled from one area of the jail to another creating problems in the operation of the jail leading to decreased security, a need for additional staff, and a decrease in morale among staff and inmates.

The problem of overcrowding and the serious situation it causes was brought to the attention of the County Board Chairman in a March 6, 1975 letter from Jerry Heeringa, State Detention Supervisor:

"The overall problem of continuous overcrowding and exceeding maximum capacity rating, remains an on-going situation since the last formal inspection on October 7, 1974. It is noted that the Rock County Board of Supervisors is continuing with a jail study in an effort to correct and resolve these very serious problems connected with the operation of this facility. However, due to the recent successful escape of three prisoners who were necessarily housed in an area where proper security was not available due to overcrowding and other related problems developing continuously from overcrowding, this agent feels that at this time it is important that attention be called to the problems and the seriousness of these problems to properly inform the Rock County officials of the current situation."

As a result of the above letter and the jail escape caused by overcrowding, some inmates are currently being held in other counties at Rock County's expense.

FIGURE 2
Rock County Jail - 1st Floor

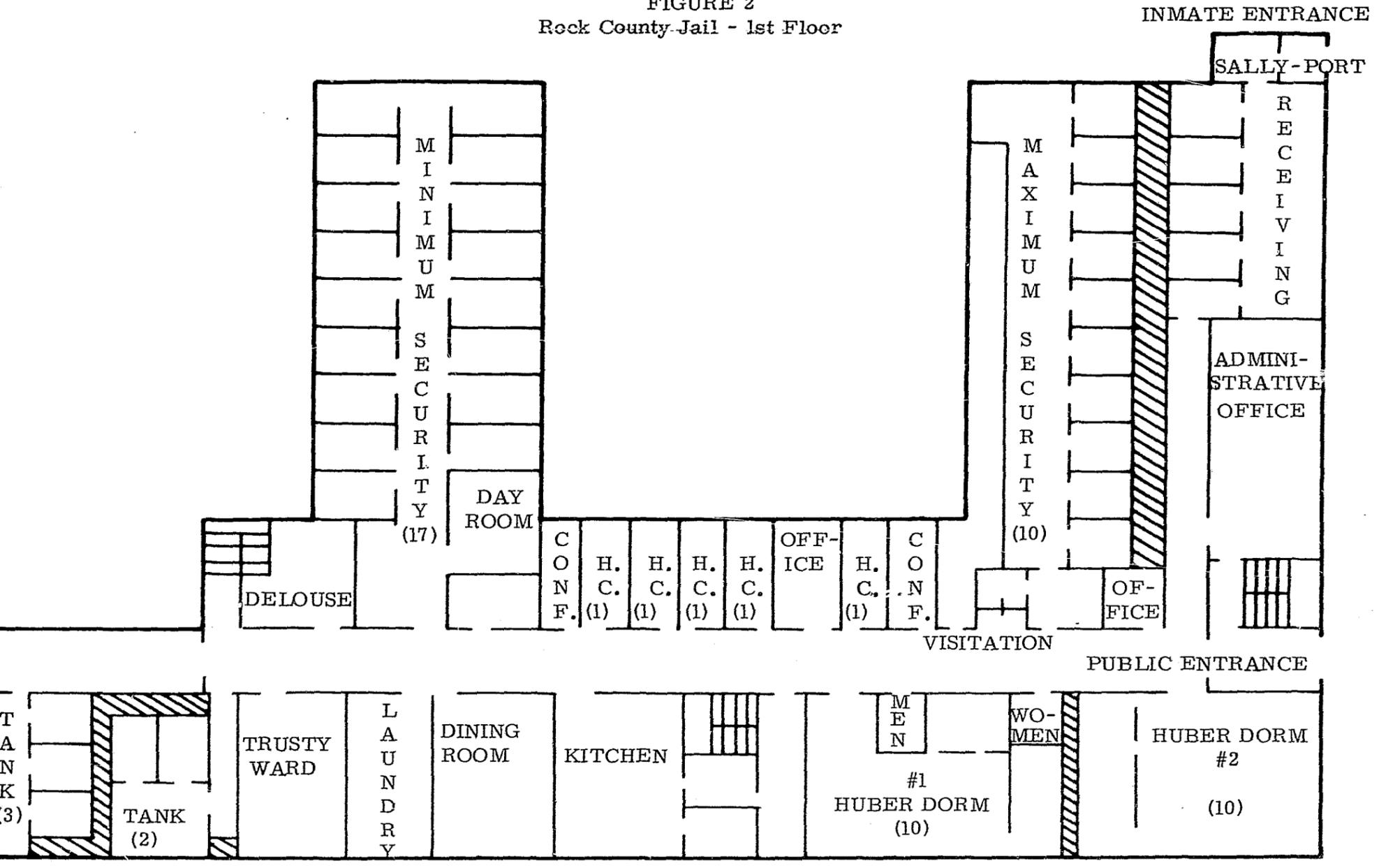
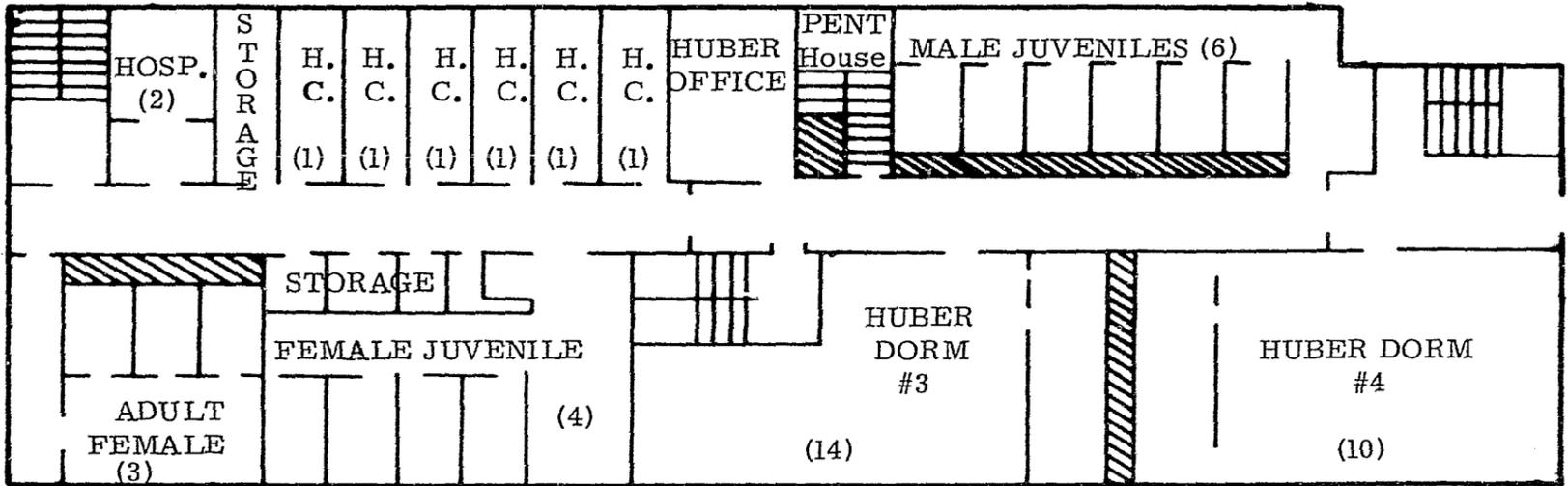


FIGURE 2
 Rock County Jail - 2nd Floor



C. Jail Population Information

Jail Population Trends are presented in tables one through five.

The total jail population leveled off during 1971 and 1972, never exceeding 70 inmates in any month. However, the population has increased steadily since January of 1973, and has exceeded 80 inmates in every month since February of 1974. The population has regularly exceeded maximum capacity rating since October of 1974.

Total jail admissions of adults, juveniles, males, and females were higher in 1974 than in any previous year, with the number of adults admitted increasing by 19% from 1973 to 1974.

The average daily jail population for all categories of age and sex was highest in 1974 when compared with other years for which there is complete information. The average daily population from January to April of 1975 has exceeded 1974 levels in all adult categories.

The number of juveniles admitted to the jail has almost doubled since 1969, with the number of juveniles admitted to the jail accounting for an increasing percentage of total admissions.

The number of inmates sentenced to the jail has fluctuated widely from 1969 to 1974 with no apparent relationship to average daily population.

In conclusion, the jail population has regularly exceeded 80 inmates throughout 1974 and 1975, and has exceeded maximum capacity rating during peak periods. As discussed previously, these conditions lead to serious problems in the operation of the jail.

D. Utilization of the Jail During 1974 -
Reason for Admission and Length of Stay

Table six summarizes the use of the jail during 1974. Usage is described both in terms of reason for admission and inmate-days (a measure of jail occupancy).

Table seven describes the flow of inmates through the jail.

Table eight presents the length of stay by reason for admission to the jail.

TABLE I

ROCK COUNTY JAIL POPULATION MONTHLY TRENDS 1968 - APRIL, 1975

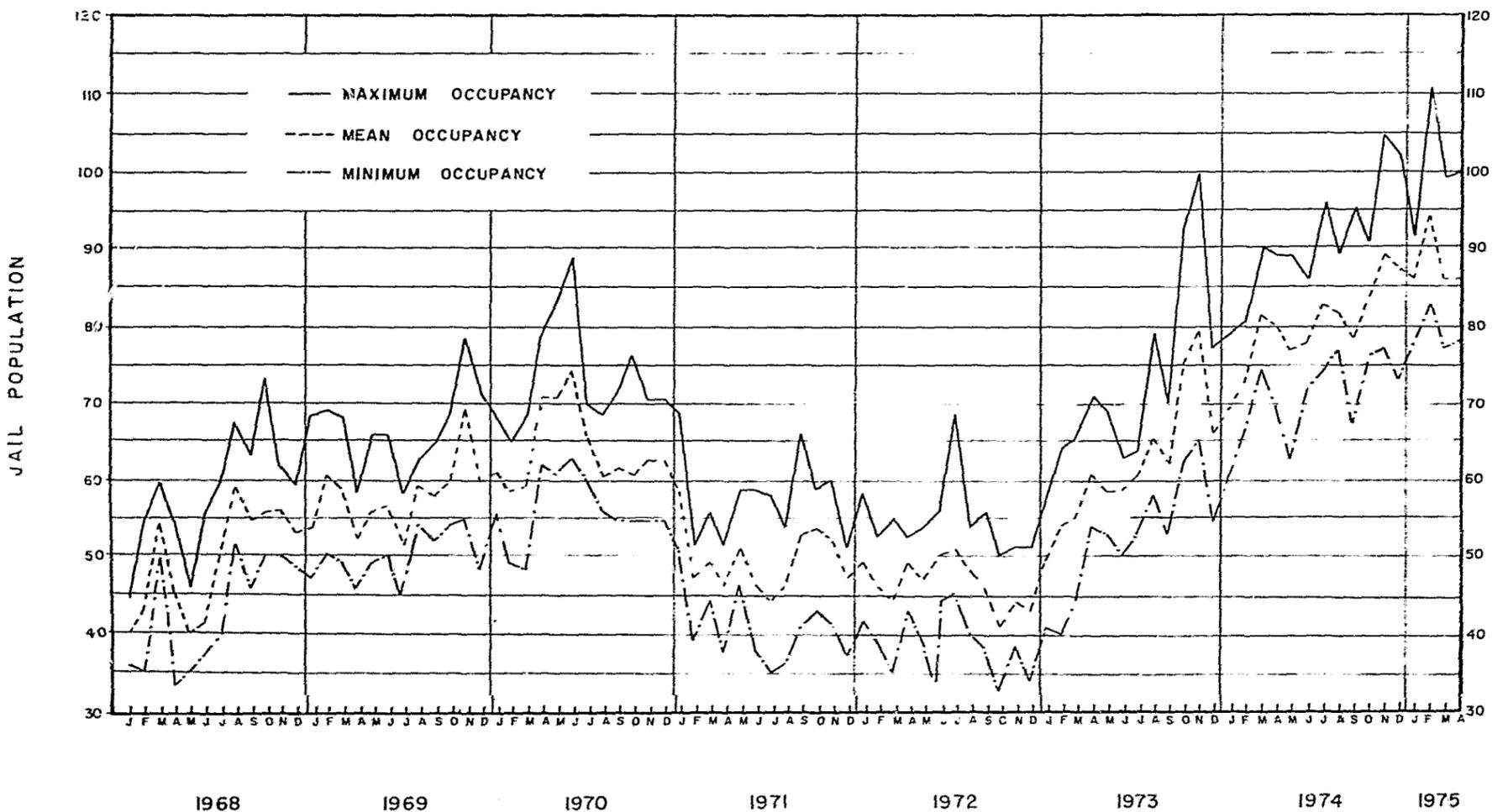


Table 2
Adult, Juvenile, and Total Jail Admissions
1969 to 1974

Year	Adults Admitted		Juveniles Admitted		Total Admissions
	number	% of total	number	% of total	number
1969	1808	80%	450	20%	2258
1970	1686	78%	478	22%	2164
1971	1507	73%	553	27%	2060
1972	1441	73%	526	27%	1967
1973	1388	67%	671	33%	2059
1974	1707	68%	809	32%	2516

Table 3
Adult and Juvenile Jail Admissions by Sex
1969 to 1974

Year	Male Adults Admitted		Female Adults Admitted		Total Adults Ad.
	number	% of total	number	% of total	number
1969	1713	95%	95	5%	1808
1970	1608	95%	78	5%	1686
1971	1433	95%	74	5%	1507
1972	1336	93%	105	7%	1441
1973	1273	92%	115	8%	1388
1974	1561	91%	146	9%	1707

Year	Male Juveniles Admitted		Female Juveniles Admitted		Total Juv. Adm.
	number	% of total	number	% of total	number
1969	302	67%	148	33%	450
1970	301	63%	177	37%	478
1971	349	63%	204	37%	553
1972	324	62%	202	38%	526
1973	459	68%	212	32%	671
1974	531	66%	278	34%	809

Table 4
Daily Population Averages By Age and Sex 1968 to April, 1975

		Total Jail Population							
		1968	1969	1970	1971	1972	1973	1974	1975
max.		73	78	89	68	68	95	105	111
mean		50	58	64	49	46	62	81	88
min.		30	45	48	35	33	40	63	77

		Total Held: Adult Male							
		1968	1969	1970	1971	1972	1973	1974	1975
max.		64	72	83	61	59	82	90	90
mean		44	53	59	44	41	54	71	77
min.		27	41	42	32	26	34	55	67

		Total Adults Held							
		1968	1969	1970	1971	1972	1973	1974	1975
max.		66	73	84	62	64	86	91	95
mean		46	54	60	45	42	56	73	82
min.		28	41	42	33	27	36	58	71

		Total Held: Adult Female							
		1968	1969	1970	1971	1972	1973	1974	1975
max.		5	4	4	4	5	7	7	8
mean		1	1	1	2	1	3	2	4
min.		0	0	0	0	0	0	0	3

		Total Juveniles Held							
		1968	1969	1970	1971	1972	1973	1974	1975
max.		20	12	13	12	13	14	24	16
mean		4	4	4	4	5	6	9	6
min.		0	0	0	0	0	0	0	0

Table 4
Daily Population Averages By Age and Sex 1968 to May, 1975

		Total Held: Juvenile Female							
		1968	1969	1970	1971	1972	1973	1974	1975
max.		7	6	9	6	6	7	11	7
mean		1	1	2	2	2	2	2	2
min.		0	0	0	0	0	0	0	0

		Total Held: Juvenile Male							
		1968	1969	1970	1971	1972	1973	1974	1975
max.		15	10	8	10	11	11	16	12
mean		3	3	2	3	3	4	7	4
min.		0	0	0	0	0	0	0	0

Table 5
Number of Inmates Sentenced to the Jail By Sex and Percent of Total Adult Admissions
1969 to 1974

Year	male sent inmates		female sent inmates		total sent. number	total sent. as % of adults admitted
	number	% of total	number	% of total		
1969	632	99%	7	1%	639	35%
1970	691	97%	20	3%	711	42%
1971	864	96%	33	4%	897	60%
1972	559	96%	21	4%	580	40%
1973	449	95%	24	5%	473	34%
1974	560	93%	39	7%	599	35%

Table 6
Utilization of the Jail in 1974 by Admissions and Inmate-days

Function	Admissions		Inmate-days	
	number	percent	number	percent
pre-arraignment	856	32%	1,777	6%
pre-adjudication	220	8%	5,245	18%
sentenced	599	22%	17,780	60%
detained (adult)	230	8%	1,296	4%
detained (juv.)	809	30%	3,526	12%
TOTAL	2714 ¹	100%	29,624 ²	100%

Notes: ¹Total is higher than jail admissions of 2516 because persons often fit in more than one category. See table 7.

²29,624 inmate-days/365=81 inmates, 1974 daily average.

Definition of Jail Functions:

1. Pre-arraignment detention. The detention of persons awaiting their first court appearance after an arrest, who could not make bond or otherwise secure their release to the community.
2. Pre-adjudication detention. The detention of persons awaiting trial or sentencing who could not make bond or otherwise secure their release to the community pending final court disposition.
3. Sentencing alternative. The detention of convicted felons as a condition of probation or the detention of convicted misdemeanants sentenced to the Rock County Jail.
4. Adult detention. The detention of persons awaiting transfer to other jurisdictions or institutions, persons being held for other counties with insufficient facilities, persons being held for the Department of State Probation, persons held for safekeeping, persons held on writs, and other persons held in the jail for short periods of time.
5. Juvenile detention. Juveniles detained in the jail are held primarily for other counties or for the Rock County Juvenile Court under the authority of a Judge or the Chief Probation Officer. In the remainder of this report all juveniles will be handled as one group even though a small fraction fit into the other categories discussed above.

Table 7
Flow of Inmates through the Jail in 1974

FLOW PATTERN	number	percent
Detained pre-arraignment ---- released ¹	689	27%
Detained pre-arraignment, pre-adjudication ---- released	72	3%
Detained pre-arraignment, pre-adjudication, sentenced to jail, ---- released	50	2%
Detained pre-arraignment, ---- released, sentenced to jail, ---- released	45	2%
Detained pre-adjudication, sentenced to jail ---- released	30	1%
Detained pre-adjudication ---- released	68	3%
Sentenced to jail ---- released	474	19%
Detained (adult)	230	9%
Detained (juvenile)	809	32%
Other	49	2%
TOTAL	2 516	100%

¹ Released means from jail to streets, court, other jurisdiction, other institutions, etc.

Table 8
Time Spent in the Jail by Function - 1974

Function	total admiss.	1-2 days	3-5 days	6-10 days	11-30 days	31-60 days	61-90 days	91-120 days	121-180 days	180+ days	mean
Pre-Arrestment	856 100%	712 83%	144 17%	0 0	0 0	0 0	0 0	0 0	0 0	0 0	2.0 ----
Pre-Adjudication	220 100%	36 16%	33 15%	35 16%	74 34%	25 11%	11 5%	6 3%	0 0	0 0	23.8 ----
Sentenced	599 100%	75 13%	122 20%	188 31%	99 17%	39 7%	40 7%	12 2%	15 2%	9 1%	29.7 ----
Detained (adult)	230 100%	138 60%	63 27%	29 13%	0 0	0 0	0 0	0 0	0 0	0 0	4.1 ----
Detained (juvenile)	809 100%	409 51%	263 32%	100 13%	36 4%	1 .1%	0 0	0 0	0 0	0 0	4.4 ----
TOTAL	2714 100%	1370 50%	625 23%	352 13%	209 8%	65 2%	51 2%	18 .6%	15 .6%	9 .6%	10.9 ----

Persons held prior to arraignment (856 or 32% of all admissions) occupied only 6% of the jail space. These persons were processed quickly, 73% within 2 days and the remainder within 5. However, in many of these cases the initial response of the Criminal Justice System, secure detention in the county jail, may not have been necessary to protect the public or guarantee appearance in court as 689 or 80% were ultimately released, either at court or by jail staff. Systematic and uniform application of the misdemeanor bond schedule adopted by Rock County Judges might reduce the use of the jail for pre-arraignment detention significantly.

Persons held prior to adjudication (220 or 8% of all admissions) accounted for 18% of the jail space. The 220 persons held prior to adjudication are a small percentage of all persons who went to trial in 1974, indicating that the courts are not filling the jail with persons awaiting adjudication. Approximately half of all cases had been disposed of within 10 days.

Inmates sentenced to the jail (599 or 22% of all admissions) accounted for 60% of the jail space. The large amount of space occupied by sentenced inmates at least partially explains the current problem of overcrowding.

Legislation specifying mandatory sentences for offenses which have been increasing is in part responsible for the large amount of jail space occupied by sentenced individuals. However, there may also be a tendency among Rock County Judges to: 1) sentence persons to the jail as a condition of probation in lieu of state prison, and 2) sentence persons to the jail for longer periods.

Detained adults (230 or 8% of all admissions) accounted for 4% of the jail space. These persons probably contribute little to the problem of overcrowding, though staff time is required for processing.

Detained juveniles (809 or 30% of all admissions) accounted for 12% of the jail space. The presence of juveniles in the jail increases the problem of overcrowding due to segregation requirements which often force jail staff to place one juvenile in an otherwise empty cell block.

Offenses of Persons Held

Tables 9 through 12 present the offenses of persons held in the jail prior to arraignment, prior to adjudication, as a sentencing alternative, and as detained juveniles. Offenses are listed according to the Uniform Crime Reporting System of the Wisconsin Crime Information Bureau.

Approximately one-fourth of the adults detained prior to arraignment were held for Part I, or the most serious offenses. Half were held for Part II, or less serious offenses, and one-fourth were held for Traffic

Table 9
OFFENSES OF ADULTS DETAINED
Prior to Arraignment - 1974

	number	percent
Part I Offenses		
Murder	4	.5
Manslaughter	0	0
Forcible Rape	6	.7
Robbery	22	2.6
Aggravated Assault	26	3.0
Burglary	85	9.9
Theft	67	7.8
Auto-Theft	14	1.6
Part I Offenses - Sub Total	224	26%
Part II Offenses		
Other Assaults	37	4.3
Forgery, Fraud, Embezz.	25	2.9
Stolen Property	4	.5
Vandalism	16	1.9
Weapons	13	1.5
Sex Offenses	6	.7
Opium, Heroin	7	.8
Marijuana	22	2.6
Non-Narcotic Drugs	6	.7
Family-Children	37	4.3
OAWI	83	9.7
Liquor Laws	5	.6
Drunkenness	14	1.6
Disorderly Conduct	72	8.4
Vagrancy	3	.4
Other Part II	57	6.7
Part II Offenses - Sub Total	407	48%
Traffic Offenses		
OAAR	61	7.1
No License	24	2.8
Speeding	80	9.3
Other Traffic	60	7.0
Traffic Offenses - Sub Total	225	26%
Total - All Offenses	856	100%

OAWI = Operating auto while intoxicated
OAAR = Operating auto after revocation

Table 10
OFFENSES OF ADULTS DETAINED
Prior to Adjudication - 1974

	number	percent
Part I Offenses		
Murder	4	1.8
Manslaughter	0	0
Forcible Rape	5	2.3
Robbery	15	6.8
Aggravated Assault	19	8.6
Burglary	49	22.3
Theft	22	10.0
Auto-Theft	9	4.1
Part I Offenses - Sub Total	123	56%
Part II Offenses		
Other Assaults	7	3.2
Forgery, Fraud, Embezz.	15	6.8
Stolen Property	0	0
Vandalism	3	1.4
Weapons	3	1.4
Sex Offenses	6	2.7
Opium, Heroin	7	3.2
Marijuana	3	1.4
Non-Narcotic Drugs	1	.5
Family-Children	5	2.3
OAWI	8	3.6
Liquor Laws	0	0
Drunkenness	0	0
Disorderly Conduct	2	.9
Vagrancy	1	.5
Other Part II	13	5.9
Part II Offenses - Sub Total	74	34%
Traffic Offenses		
OAR	11	5.0
No License	6	2.7
Speeding	1	.5
Other	5	2.3
Traffic Offenses - Sub Total	23	10%
Total - All Offenses	220	100%

OAWI = Operating auto while intoxicated
OAR = Operating auto after revocation

Table II
OFFENSES OF ADULTS
Sentenced to the Jail - 1974

	number	percent
Part I Offenses		
Murder	1	.2
Manslaughter	2	.3
Forcible Rape	1	.2
Robbery	5	.8
Aggravated Assault	4	.7
Burglary	27	4.5
Theft	39	6.5
Auto-Theft	10	1.7
Part I Offenses - Sub Total	89	15%
Part II Offenses		
Other Assaults	29	4.8
Forgery, Fraud, Embezz.	12	2.0
Stolen Property	1	.2
Vandalism	11	1.8
Weapons	12	2.0
Sex Offenses	3	.5
Opium, Heroin	1	.2
Marijuana	4	.7
Non-Narcotic Drugs	0	0
Family-Children	18	3.0
OAWI	99	16.5
Liquor Laws	2	.3
Drunkenness	9	1.5
Disorderly Conduct	21	3.5
Vagrancy	3	.5
Other Part II	43	7.1
Part II Offenses - Sub Total	268	45%
Traffic Offenses		
OAR	144	24.0
No License	37	6.2
Speeding	22	3.7
Other	38	6.3
Traffic Offenses - Sub Total	241	40%
Total - All Offenses	599	100%

OAWI = Operating auto while intoxicated
OAR = Operating auto after revocation

Table 12
OFFENSES OF DETAINED JUVENILES
Rock County Residents - 1974

	number	percent
Part I Offenses		
Murder	0	0
Manslaughter	0	0
Rape	1	.1
Robbery	13	1.9
Aggravated Assault	2	.3
Burglary	36	5.4
Theft	34	5.1
Auto-Theft	42	6.3
Part I Offenses - Sub Total	128	19%
Part II Offenses		
Other Assaults	4	.6
Forgery, Fraud, Embezz.	0	0
Stolen Property	2	.3
Vandalism	2	.3
Weapons	4	.6
Sex Offenses	0	0
Opium-Heroin	1	.1
Marijuana	18	2.7
Non-Narcotic Drugs	5	.7
Family-Children	0	0
OAWI	3	.4
Liquor Laws	6	.9
Drunkenness	4	.6
Disorderly Conduct	7	1.0
Vagrancy	1	.1
Other Part II	21	3.1
Part II Offenses - Sub Total	78	12%
Traffic Offenses	38	6%
Status Offenses		
Runaway	165	24.6
Uncontrollable	38	5.7
Truancy	24	3.6
¹ Probation Violation	144	21.5
Status Offenses - Sub Total	371	55%

OAWI = Operating auto while intoxicated
OAR = Operating auto after revocation

Table 12 (cont.)
OFFENSES OF DETAINED JUVENILES
Rock County Residents - 1974

	number	percent
No Information	55	8.0
Total - All Offenses	670	100%

¹ Data was not available to determine how many probation violators were status offenders. Therefore, the number of status offenders varied between 55% and 33% of all juveniles detained.

offenses. Over half of the persons held prior to arraignment were charged with victimless, non-violent crimes. More of these individuals could probably be released from the jail without a decrease in public safety or court appearance.

56% of the persons detained prior to adjudication were held for Part I offenses, 37% for Part II offenses, and 10% for Traffic offenses. The majority of the persons held prior to adjudication were charged with serious crimes, indicating that detention was justified and that these individuals could not be released without a decrease in public safety.

15% of the adults sentenced to the jail were held for Part I offenses, 45% for Part II offenses, and 40% for Traffic offenses. Adults sentenced to the jail were on the whole held for far less serious crimes than persons detained prior to arraignment and prior to adjudication.

19% of the juveniles detained in the jail were held for Part I offenses, 12% for Part II offenses, 6% for Traffic offenses, and a maximum of 55% for status offenses if all probation violators are counted as status offenders. (A probation violator if previously found delinquent instead of in need of supervision would fall under either Part I or Part II offenses. Data was not available to determine the original court status of probation violators.) Juveniles as a group were held for far less serious offenses than adults detained in the jail, with a minimum of 33% held for offenses which would not be crimes were they over 18.

In conclusion, the different functions the jail currently performs in the Criminal Justice System causes it to detain persons who have committed or been charged with a wide range of offenses. Ideally, persons held in the jail should be segregated according to the seriousness of their offense and previous involvement with the Criminal Justice System. However, the design of the jail often causes violent and non-violent as well as repeat and first time offenders to be housed together.

Address, Age, and Race of Jail Admissions

Tables 13 and 14 present information describing the age, sex and race of the 1974 jail population.

The largest percentage of jail inmates came from Beloit, especially in the case of juveniles.

Overall, 83% of the juveniles and 68% of the adults incarcerated in the jail were Rock County residents.

Non-white persons, especially adults, are present in the jail population out of proportion to their presence in Rock County.

Table 13
Address of Jail Admissions By Age

Address	Juveniles		Adults		Total	
	number	percent	number	percent	number	percent
Beloit	371	46%	526	31%	897	36%
Janesville	224	28%	405	24%	629	25%
Milton	15	2%	41	2%	56	2%
Edgerton	37	4%	87	5%	124	5%
Evansville	13	2%	21	1.5%	34	1.5%
Clinton	1	.1%	23	1.5%	24	1%
Orfordville	3	.3%	14	1%	17	.5%
Balance of Co.	6	.6%	42	2%	48	2%
Rock County Sub Total	670	83%	1159	68%	1829	73%
Balance of Wisc.	85	11%	190	11%	275	11%
Illinois	24	3%	242	14%	266	11%
Balance of U.S.	30	3%	116	7%	146	5%
TOTAL	809	100%	1707	100%	2516	100%

Table 14
Age and Race of Jail Admissions

Race	Juveniles		Adults		Total	
	number	percent	number	percent	number	percent
White	739	91%	1445	85%	2184	87%
Non-white	70	9%	262	15%	332	13%
TOTAL	809	100%	1707	100%	2516	100%

Age	Juveniles		Adults		Total	
	number	percent	number	percent	number	percent
12	16	2%			16	1%
13	43	5%			43	2%
14	119	15%			119	5%
15	184	23%			184	7%
16	242	30%			242	10%
17	205	25%			205	8%
18-19			408	24%	408	16%
20-22			387	23%	387	15%
23-25			221	13%	221	9%
26-30			224	13%	224	9%
31-40			266	16%	266	10%
41-60			159	9%	159	6%
60+			42	2%	42	2%
Total	809	100%	1707	100%	2516	100%

The jail is being used to incarcerate extremely young persons as approximately half of all admissions were under the age of 19 and approximately half of all adult admissions were under the age of 22.

E. Jail Population Projections

Table 15 presents average daily jail population projections through the year 1989.

Projections are based on the average increase of 3 adults and 2/3 juvenile per year since 1968, and assume no changes in policy or procedure which would affect the population.

Projecting jail populations is a next to impossible task due to the many factors which influence the population. Effective jail population predicting is an ongoing task, so that the figures presented here should be continually updated to reflect the current situation.

Most of the projected increase will occur in the area of sentenced individuals, as these persons currently occupy the largest amount of jail space.

Table 15 indicates that the jail population will continue to grow geometrically at least to the year 1989. However, the number of persons in Rock County between the ages of 12-19 will probably grow for the next decade, and then level off and decline. As persons between the ages of 12-19 accounted for half of all jail admissions in 1974, a significant change in the presence of 12-19 year olds in the general population should be reflected in the jail population. If the percentage of persons aged 12-19 detained in the jail remains constant, then the jail population should continue to increase for the next decade and then level off and possibly decline.

FINDING #2 - THE JAIL IS FAILING TO PREVENT OR DETER CRIME.

Table 16 presents the previous jail experience of Rock County residents admitted to the jail during 1974.

50% of all adults admitted to the jail during 1974 had at least one previous incarceration between 1969 and 1973, and 35% had two or more.

33% of all juveniles admitted to the jail during 1974 had at least one previous incarceration between 1969 and 1973, and 18% had two or more.

Table 15
Average Daily Jail Population Projections by Function - 1974 to 1989

	1974	1979	1984	1989
Pre-Arraignment	5	6	7	8
Pre-Adjudication	14	17	20	23
Sentenced	48	58	68	78
Detained (adult)	4	5	6	7
Detained (juvenile)	10	13	16	19
TOTAL	81	99	117	135

NOTE: Projections are based on the yearly average increase in jail population of 3 adults and 2/3 juvenile per year since 1968 and assume no change in factors affecting jail population.

Table 16
Previous Jail Experience of Rock County Residents who entered the Jail during 1974.

Age	Total Rock Co. Residents	Number of Previous Incarcerations ¹ 1969-1973				
		none	one	2-3	4-6	7+
Adults	1159 100%	577 50%	169 15%	185 16%	118 10%	110 9%
Juveniles	670 100%	451 67%	98 15%	56 8%	40 6%	25 4%
TOTAL	1829 100%	1028 56%	267 15%	241 13%	158 9%	135 7%

Age	Total Rock County Residents	Number with a previous incarceration. ¹	% with a previous incarceration.
12	13	1	8%
13	35	9	26%
14	99	14	14%
15	152	51	34%
16	201	63	31%
17	170	81	48%
18-19	278	140	50%
20-22	263	147	56%
23-25	150	82	55%
26-30	152	76	50%
31-40	180	76	42%
41-60	108	58	54%
60+	28	3	11%
Total	1829	801	44%

¹ An incarceration is an admission to the jail for any reason.

Persons between the ages of 22-25 had the highest previous incarceration rate, with the previous incarceration rate of all persons between the ages of 18-30 equalling or exceeding 50%.

The large number of persons re-entering the jail indicates that the jail is failing to prevent or deter crime. This is true for the adult as well as the juvenile system, particularly in the case of 18-19 year olds who had their first jail experience as juveniles.

FINDING #3 - THE JAIL PROVIDES INSUFFICIENT SERVICES TO INMATES.

The jail is currently operated as a short-term custodial holding facility though it is being used primarily to house sentenced inmates who stay for an average of 30 days. The jail is therefore confronted with an inmate population that it is not adequately equipped to serve. Inmates currently spend many idle hours with little recreation, and inadequate education and counseling services, the lack of which might partially explain the high rate of reincarceration discussed in Finding #2.

Summary of Inmate Problems

31 sentenced inmates were interviewed to obtain information about problems which potentially led to their arrest and confinement. Though not necessarily representative due to the small sample size, the results of the interviews are presented in table 17.

Interviews focused on twelve different areas of an inmates life. After discussion of each area the interviewer made a judgement as to whether the inmate had a problem in the particular area.

It is evident from table 17 that over half of the 31 inmates had problems in at least one of the following areas: employment, education, debts, wife, relatives, associates, and alcohol abuse.

Summary of Services Currently Available to Inmates

1. Huber Law Program. Through Wisconsin's Huber Law, inmates sentenced to the County Jail are permitted to leave the jail to work or attend school. Almost all sentences to the County Jail carry Huber privileges, which are available at the discretion of the Sheriff.

The Sheriff's Department employs a full-time Huber Law Officer to account for inmate earnings and expenses, help inmates find jobs, and handle public relations with employers. In addition to managing the financial end of the Huber Law Program, jailers must prepare Huber Law inmates for work, sign them out, strip search them upon return, and make sure Huber Law rules are adhered to.

Table 17
Summary of Inmate Interviews

Problem Area	Problem		Not a Problem	
	number	percent	number	percent
Employment	17	55%	14	45%
Income	11	35%	20	65%
Education	16	52%	15	48%
Debts	19	61%	12	39%
Residence	9	29%	22	71%
Wife or equiv.	20	65%	11	35%
Parents	12	39%	19	61%
Relatives	16	52%	15	48%
Associates	17	55%	14	45%
Agg. Behavior	13	42%	18	58%
Alcohol Abuse	16	52%	15	48%
Drug Abuse	12	39%	19	61%
n=31 sentenced inmates				

Definition of Problems:

Employment. Considered a problem if the inmate was employed less than half time (less than 20 hours a week) or unemployed during the last year in which he could have worked.

Income. Considered a problem if the client's weekly income (not his wife's or other sources) was less than \$70, or if his annual income was less than approximately \$3,500 during the last year in which he could have worked.

Education. Considered a problem if the inmate has less than a 10th grade education.

Debts. Considered a problem if the inmate frequently complains about the number of debts he is unable to meet, or if he has debts he is financially unable to pay, even though he may not recognize this as being a problem.

Residence. Considered a problem if the inmate has no pride in his house, yard, or neighborhood, if he feels he is living "on the wrong side of the tracks" relative to his peers, as indicated by his care of the house and yard, interior decorating, etc.

Wife or Equivalent. Considered a problem if the wife's behavior indicates a general disinterest and lack of affection for the inmate or if the inmate is adult, unmarried, divorced, or separated, and gives no evidence of a supportive relationship with a peer female.

Parents. Considered a problem if the inmates relationship with mother and/or father (or parental surrogates) is such as to indicate a lack of affection or concern on his or her part, or if both parents are dead, regardless of the "love" involved, or if one parent is dead or absent from the home and the inmate describes a negative relationship with the parent whom he sees most often.

Relatives. Considered a problem if the inmate expresses a strong negative relationship with his relatives, other than his immediate family, and has no strong positive relationship as shown by behavior.

Associates. Considered a problem if the inmate spends time with persons who exhibit maladaptive behavior in such areas as crime, drugs, alcohol, sex, money management, and employment.

Aggressive Behavior. Considered a problem if the inmate engages in (physical) fighting precipitated either by his inappropriate behavior or by his failure to respond to the behavior of others in such a manner as to avoid fighting.

Alcohol Use. Considered a problem if the inmate uses alcohol to the extent that it interferes with his interpersonal relationships or employment or results in financial difficulty for him or his family.

Drug Use. Considered a problem if the inmate uses drugs to the extent that it interferes with his interpersonal relationships or employment or results in financial difficulty for him or his family.

During 1974 a total of 368 persons participated in the Huber Law Program. However, the majority (57%) worked one week or less. These were primarily individuals sentenced to the jail for short terms who had jobs when sentenced and were able to maintain them while incarcerated.

For individuals sentenced to the jail who don't have jobs, the Huber Law Officer, the Client Services Assistant of the Department of Social Services, and the Wisconsin State Employment Service will attempt to place individuals in jobs. However, according to Roger Swenson, Huber Law Officer, two-thirds to three fourths of the men the jail finds employment for quit their jobs within two weeks of their release.

As the program is currently staffed, there are not enough resources to provide job counseling or follow-up to help inmates maintain employment and find out why inmates quit jobs. Both of these factors probably contribute to the large number of persons who quit their jobs. More resources are needed to help inmates sustain employment and solve employment and related problems.

2. Blackhawk Tech Education Program. In 1974 Blackhawk Tech received a grant from the Wisconsin Board of Vocational, Technical, and Adult Education for \$28,200. to provide educational counseling services to the inmates of the Rock County Jail. The program consists of one educational counselor who screens individuals and then enrolls motivated and appropriate persons in educational programs. Every effort is made to have an individual pay for his own education, or fund it through CETA, WIN, or other programs.

During the first six months of the program, seventy individuals were screened by the educational counselor, resulting in thirty persons having one or more educational placements. Table 18 presents the type of educational program individuals were enrolled in.

As table 18 indicates, the majority of persons were involved in high school equivalency, literacy, or basic adult education programs. Of the 70 inmates screened by the educational counselor, only 19 or 27% had a high school diploma, indicating that the educational level of jail inmates is below that of the general population. The resources available to the education counselor did not permit the screening and placing of as many individuals who could potentially have benefited from the program. However, the program has been successful with those who have participated as only 3 or 10% of the thirty have dropped out.

3. Jail Chaplaincy Program. The Jail Chaplaincy Program is run by an ecumenical group of local ministers and lay people with an interest in the jail. Their primary purpose is to advocate both inmate and

Table 18
 Summary of Placements During First Six Months of Blackhawk Tech. Education Program

Type of Placement	number	percent
Laubach Literacy	3	6%
Adult Basic Education	11	22%
High School Equiv.	14	28%
Vocational Evaluations	11	22%
Full or part time student at Blackhawk, U-Rock or Milton College	11	22%
TOTAL	50 ¹	100%

¹Total is higher than number of clients served (30) because in some cases more than one service, usually vocational evaluation or high school equivalency testing as the second service, were provided to clients.

staff interests by holding evangelical Friday night and ecumenical Christmas and Good Friday services, by holding Monday night "Faith at Work" person to person discussions, and by helping inmates maintain contact with the community by obtaining TV sets, newspapers, and magazines for jail inmates. In addition, the program allows for individual counseling of inmates by ministers.

4. The Rock Valley Halfway House, Inc. Located in Beloit, the Rock Valley Halfway House is a community based residential treatment program for ex-offenders. Started in 1971 with federal seed money, the program expanded in 1973 from one six man house to two houses, each with a separate program. The program currently consists of:
 1. A six man alternative to incarceration program for persons who would have been sentenced to the jail, and
 2. A 12 man Halfway House Program for persons coming out of institutions, parolees and probationers in the community who require additional services, and persons referred by their family or other sources.

During 1974 the Halfway House served 50 clients for an average stay of 105 days. 17 of the clients were transferred directly from the jail to the Halfway House as an alternative to incarceration, helping to reduce the jail population.

An independent evaluation of the Halfway House, conducted by the John Howard Association, concluded that it is one of the most effective residential programs for ex-offenders in existence.

The County has endorsed the Halfway House Program since its inception and contributed \$8,000 in 1975 as part of the local matching share required to receive federal funding.

The total cost of the Halfway House Program is \$126,000/year, or \$15.00 a day for each resident.

5. Counseling. No comprehensive counseling program exists at the County Jail. However, jail staff and the jail chaplaincy program do provide some counseling on a limited basis.
6. Medical. No real medical program exists for the routine examination or treatment of inmates. Two doctors are contacted as needed, and inmates with serious medical problems are transferred to local hospitals. Currently, jailers are often forced to make medical decisions for which they are not qualified.

7. Visitation. Inmates are allowed two 15 minute visits each week with members of their family. Visits are conducted in a visiting booth constructed in 1950. This visiting booth is very restrictive and makes it extremely hard for inmates, particularly juveniles, to maintain contact with their families. In addition, because only two visits can occur at once, the lobby of the Sheriff's Department is often crowded with persons waiting to visit jail inmates. In 1974 4,733 persons visited the jail. Because of the current lack of adequate visitation facilities, approximately 600 staff hours were spent supervising visitation.

FINDING #4 - THE JAIL IS AN INAPPROPRIATE FACILITY FOR THE DETENTION OF JUVENILES.

In 1974 809 juveniles, 670 of them Rock County residents, were detained in the jail. Most were detained for short time periods, indicating that secure custody may not have been required. A minimum of 33% of the juveniles were detained for offenses which would not be crimes were they over 18.

The jail is an inappropriate facility for the detention of juveniles both from the standpoint of facilities and programs. The National Council on Crime and Delinquency, The Department of Health, Education and Welfare, and The National Advisory Commission on Criminal Justice Standards and Goals all recommend that secure detention should be used as a last resort, and then only in specially designed and staffed facilities.

Pending state legislation will make it much more difficult to detain juveniles in jails and similar facilities and advocates the development of alternatives to secure custody.

FINDING #5 - THE JAIL DUPLICATES SERVICES PROVIDED BY THE HEALTH CARE CENTER.

Food and Laundry Service are provided both by the jail and the Health Care Center, resulting in duplication of staff and equipment. In addition, food and laundry services occupy valuable space in the jail which could be used to help solve the problem of overcrowding.

FINDING #6 - THE JAIL HAS SERIOUS SECURITY PROBLEMS.

As a result of poor previous planning, the jail has many built in security problems. Though a detailed analysis of security at the jail was beyond the scope of this study, the following security problems were identified:

1. The entrance to Huber Dorm 4 lies outside the security perimeter of the jail.
2. There is no secure entrance to the jail for vehicles transferring inmates.

3. Visitation occurs within the security perimeter of the jail.
4. Jailers carry keys to outside doors when entering inmate areas.
5. Jailers have no way of signalling trouble when they are in remote areas of the jail.
6. There is no central security control point.

The above problems place all persons who work in the jail, and the community, in a potentially dangerous situation. Currently, jail design requires more staff than should be needed to supervise the jail, and recent jail escapes can be attributed to one or more of the above problems.

FINDING #7 - JAIL ADMINISTRATION AND TRAINING ARE INADEQUATE.

Through no fault of their own, jail staff have over the past few years been called upon to do more without an increase in resources or adaptations in policy or procedure. Insufficient planning for the jail when the administrative area was added, duplication in record keeping, insufficient training, and lack of written policies and procedures has decreased the ability of the jail to cope with the current situation.

The following problems lead to inefficient jail administration:

1. No classification procedure exists to assess the danger and needs of the offender passing through the jail and speed the release of persons from the jail.
2. Work assignments are vague leaving some jail staff unclear as to what their specific duties and responsibilities are and how to carry them out.
3. No pre-service or in-service training program exists to insure that jail staff are operating effectively and administering rules and regulations uniformly.

Many of these problems are a result of the fact that jail staff have traditionally been trained in law enforcement. However, The American Bar Association, The National Advisory Commission of Criminal Justice Standards and Goals, and 1967 President's Commission Report on the Challenge of Crime in a Free Society all recommend the need for specialized correctional training for jail staff. Communication and human relation skills, as well as conflict resolution and counseling were considered to be of prime importance.

FINDING #8 - THERE IS AN OVERALL LACK OF COORDINATION IN THE COUNTY CRIMINAL JUSTICE SYSTEM.

Currently, the Courts, the Jail, the Police Departments, the Juvenile Probation Department, and the District Attorney's Office operate as individual entities, not as a system made up of agencies working towards common goals.

Problems are intensified because of the geographic split in some departments between Beloit and Janesville, and the isolation of the jail from the courts. The location of the jail in a facility separate from the courts requires excessive staff time and expense for the transportation of inmates to and from court.

From the point of view of the jail, lack of coordination has resulted in the possible unnecessary detention of some persons prior to arraignment, repeated trips to court for some inmates, and long waits in court for inmates held in custody.

No method exists for bringing together the different components of the justice system for planning, evaluation and development of goals and objectives. Decisions impacting other agencies are made independently by each agency.

III. Major Recommendations

RECOMMENDATION #1 - A MINIMUM SECURITY HUBER PROGRAM SHOULD BE ESTABLISHED IN THE NURSES RESIDENCE AT THE PINEHURST COMPLEX.

A. The following are the possible solutions to the problem of overcrowding:

1. New Construction. New construction is the most expensive solution to overcrowding of the jail: New jails currently cost between thirty to forty thousand dollars a cell. Based on current policies and the projected increase of a need for 18 beds every five years, a new jail would have to house at least 200 inmates to suffice through the year 2000. Such a jail could be expected to cost at least \$6 million, and there is no guarantee the jail population will continue to increase.
2. Modification of the Water Street Jail. Through addition and/or renovation the capacity of the Water Street Jail could be expanded to meet the current crisis of overcrowding. However, any renovation not planned to provide needed space for some time to come would have to be combined with other alternatives discussed.
3. Housing Inmates in Alternate Facilities. The problems of overcrowding and segregation could both be overcome by developing alternatives to the jail for sentenced males, women, juveniles, or other segments of the jail population.

In 1974 Space Use Analysis, Inc. examined the third floor of Pinehurst and the Nurses Residence at the Pinehurst complex as possible locations for a minimum security detention facility. They concluded that either would be suitable, with the Nurses Residence providing more space (31 vs. 33 beds). The Nurses Residence is a more advantageous facility because it is self-contained, and would not place jail inmates in a building now being used primarily for offices.

In June, 1975 the County made an offer to purchase the Shurtleff property across the street from the jail. Utilization of the Shurtleff building to house inmates is not a feasible alternative to solve the problem of overcrowding because of the extensive remodeling that would be required to comply with standards governing the housing of inmates. However, the Shurtleff property, and a portion of Water Street (which the city of Janesville appears willing to donate), could be used for future addition to the jail.

4. Diversion Programs. Diversion refers to decisions which provide alternatives to the traditional sequence of arrest-trial-conviction-sentence-incarceration. Diversion is usually to a specific treatment

program and plan where successful completion suspends the formal criminal justice process. Diversion usually takes the following forms: 1) referral of special offenders, such as alcoholics and drug addicts, to treatment programs, 2) release on recognizance in lieu of confinement, 3) supervised release in lieu of continuing confinement. Diversion programs attempt to control persons with programs and staff rather than bricks and mortar.

B. Utilization of the Nurses Residence, combined with recommendations which follow, is the cheapest and most feasible solution to the current problem of overcrowding.

1. Grant funds are available to start a program at the Nurses Residence.
2. Utilization of the Nurses Residence would improve efficiency and security at the Water Street Jail by decreasing traffic in and out of the jail, including time consuming strip searches of returning Huber Law inmates.
3. Utilization of the Nurses Residence would permit establishment of a treatment program for sentenced inmates which could have a positive impact on recidivism and the crime rate.
4. Utilization of the Nurses Residence would free up valuable space at the Water Street Jail for increased detention and services to inmates.
5. Utilization of the Nurses Residence would improve the segregation of inmates required for effective jail administration.
6. Utilization of the Nurses Residence would possibly pose a security risk to the Health Care Center complex, though this problem can be overcome by effective intake and screening procedures and swift transfer of inmates to the Water Street Jail for program rule violations.
7. Utilization of the Nurses Residence would permit later flexibility due to the minimal capital outlay required to convert the Nurses Residence into an alternative facility.

RECOMMENDATION #2 - A RELEASE ON RECOGNIZANCE PROGRAM SHOULD BE ESTABLISHED AT THE JAIL.

A. As discussed under finding #1, the jail probably detains more persons prior to arraignment than is necessary to protect public safety or guarantee appearance in court.

- B. The bond schedule adopted by Rock County Courts allows for Wisconsin residents arrested for misdemeanors to be released without bail if in the judgement of the arresting authorities they will appear in court.
- C. At little cost to the County, the systematic screening of all misdemeanants brought to the jail should decrease the number of persons held prior to arraignment without a decrease in public safety or drop in the appearance rate.
- D. The release program could be expanded to include minor felonies with the cooperation and supervision of Rock County Judges.

RECOMMENDATION #3 - THE DISTRICT ATTORNEY SHOULD IMPLEMENT THE DEFERRED OFFENDER PROGRAM BEING PLANNED AS PART OF HIS 1976 BUDGET.

- A. The deferred offender program would provide an alternative way of handling persons charged with misdemeanors and minor crimes. The deferred offender would go directly from the District Attorney's Office into a program, as an alternative to court and the stigma of a criminal record. Failure to meet program requirements would result in the case going to court as if a deferred offender program did not exist.
- B. A deferred offender program should have an indirect effect on the jail population by keeping persons out of the Criminal Justice System.
- C. Grant funds are available to start the program.

RECOMMENDATION #4 - ALTERNATIVES TO THE SECURE CUSTODY OF JUVENILES IN THE JAIL SHOULD BE DEVELOPED.

- A. As discussed in finding #3, the jail is an inappropriate facility for the detention of juveniles.
- B. Alternative forms of detention for juveniles would free up needed space in the Water Street Jail for the detention of adults.
- C. Alternative forms of detention for juveniles would better serve the interests of the community by providing treatment for young people currently sitting idle and unsupervised in the jail.
- D. Alternative forms of detention for juveniles would have an immediate fiscal impact on the County, though grant funds may be available to start new programs.
- E. The County Board appointed Youth Services Commission is currently studying the problem of juvenile detention and should have a final report and recommendations to the Board by August.

RECOMMENDATION #5 - INCREASED SERVICES SHOULD BE PROVIDED TO JAIL INMATES.

- A. As discussed in finding #3, the jail is providing insufficient services to inmates based on the current use of the jail for sentenced inmates with average terms of 30 days.
- B. Considering the high rate of recidivism and lack of programs for the many sentenced inmates, the jail should take a more active role in providing services to those it can currently only house and feed for the most part.
- C. Confinement, in and of itself, should not automatically disqualify an individual from receiving services for which he would otherwise be eligible. Arrest and confinement are usually accompanied by other problems, both for the inmate and his family. Therefore, the jail is an excellent place for the delivery of crisis intervention services and the identification of situations in which there is a need for services not only to the prisoner, but also to his dependents.
- D. The jail should make the following services available to all inmates:

- 1. Community Public Health Services. The jail cannot assume responsibility for all the health needs of all persons committed to custody. There is, however, a minimum level of service which the jail should provide.

Every new prisoner should be examined to see if there are any open wounds or sores which require treatment, or evidence of recent disease or body vermin. It should be determined whether or not the prisoner is an alcoholic or drug addict in need of treatment. Records should be kept of an inmates condition at entrance and exit, and the jail should provide for a regular sick call.

Grant funds are available to purchase services from the Community Public Health Agency for the jail.

- 2. Recreation. Recreation is an essential part of the Sheriff's responsibility for the physical and mental well being of jail inmates. Regular physical recreation is required to prevent the physical deterioration of persons held in the jail for extended periods, and should be available on a regular supervised basis.

Grant funds are available to purchase recreation equipment and start a supervised recreation program.

3. Counseling and Crisis Intervention. The jail should attempt to minimize the disruption caused by incarceration by contacting family, relatives, or employers in the interest of inmates. In addition, the jail should establish a regular counseling program to help inmates, both in groups and in individual sessions, to cope with the problems that led to their arrest and confinement.

Grant funds are available to provide the training and staff needed to provide counseling and make maximum use of existing resources.

4. Education and Training Services. The importance of education cannot be overstressed, given the low education level of most jail inmates. An increase in educational levels may help an individual find and maintain employment, increase his ability to function in a complex world, and lead to an increase in self-esteem. An education program in the jail should focus on the basics, with particular emphasis made on reaching those individuals who have difficulty functioning because of the lack of the most basic skills. The traditional classroom approach has failed with most of these people so that some individual instruction is required. Because of the high turnover in jail population, courses should be designed so that each class will impart useful knowledge.

With increased participation on the part of jail staff in helping to screen and place inmates, educational needs can be met through the program currently funded by Blackhawk Tech.

5. Library Services. Both education and recreation are provided by a library. Reading material should take into account the varying interests and ethnic backgrounds of the inmates and should include educational materials, magazines, fiction and non-fiction, standard reference works, and legal materials.

Grant funds are available to purchase library services from the County Library System for the jail.

6. Telephone Privileges. Access to telephones can help inmates secure their release from jail and maintain contact with their families. Arrangements should be made to install telephone jacks in inmate areas and allow inmates access to phones on a regular basis.

RECOMMENDATION #6 - A PROGRAM FOR JAIL VOLUNTEERS SHOULD BE ESTABLISHED.

- A. Properly trained volunteers from the community can provide a valuable resource to the Sheriff, help inmates maintain contact with the community, help inmates make the transition back to the community, and help to supervise inmates in the jail.
- B. Grant funds are available to initiate a volunteer program and train volunteers.

RECOMMENDATION #7 - AN ARCHITECTURAL CONSULTANT WITH EXPERIENCE IN JAIL AND SECURITY SYSTEMS SHOULD BE RETAINED TO STUDY THE SECURITY AND SPACE NEEDS AT THE WATER STREET JAIL.

- A. As discussed under finding #6, the jail has serious security problems.
- B. A space and security study of the jail should:
 - 1. Deal with the specific security problems identified in finding #6.
 - 2. Make recommendations for the maximum use of existing space at the Water Street Jail for programs and detention based on the impact of other recommendations.
 - 3. Make recommendations as to how the Water Street Jail could be expanded in the future should it be necessary.
 - 4. Present a cost breakdown for all recommendations.
- C. Pending an architectural study, the following are the recommended space and structural changes. See figure 2 for a floor plan of the jail.
 - 1. Establish a new visitation area, with a separate entrance for visitors outside the security perimeter of the jail, in Huber Dorm 2. Convert the remainder of Huber Dorm 2 into the administration office.
 - 2. Convert the current administrative office into a Huber Dorm.
 - 3. Establish a jail security and control center in the office facing the jail gate. One person manning this center could: 1) sound monitor all inmate areas, 2) electrically control all entrances and exits from the jail, 3) handle all incoming phone calls, and 4) reduce jail staff needs.

4. Eliminate 3 cells in the minimum security block to expand the day room and allow for inmates to be locked out of their cells during the day.
 5. Establish a library in the trusty ward.
 6. Establish an office for the community health service in the laundry area.
 7. Convert the dining area into a classroom.
 8. Convert Huber Dorm 4 into a recreation room.
- D. The Sheriff should be allocated \$5,000 in his 1976 budget to retain an Architectural Consultant with jail and security experience to make the proposed study.

RECOMMENDATION #8 - A CORRECTIONAL OFFICER PROGRAM SHOULD BE ESTABLISHED AND JAIL STAFF SHOULD BE PROVIDED WITH SPECIALIZED PRE-SERVICE AND IN-SERVICE TRAINING.

- A. As discussed under finding #7, jail staff are trained in law-enforcement and have inadequate training in running a detention facility and dealing with prisoners.
- B. Jail staff, both at the Pinehurst Program and Water Street Jail, should be specially trained civilians with the title of Correctional Officer.
- C. Correctional Officers should receive the same compensation and benefits as Sheriff's deputies.
- D. Grant funds are available to initiate the Correctional Officer Program, providing staff for the Pinehurst Program and training for all jail staff.

RECOMMENDATION #9 - IMPROVED JAIL ADMINISTRATIVE POLICIES AND PROCEDURES SHOULD BE IMPLEMENTED.

- A. As discussed in finding #7, current jail administration decreases the efficiency and effectiveness of the jail.
- B. The following steps should be taken to improve jail administration.
 1. An intake and diagnosis/classification procedure should be established to assess the danger and needs of the offender passing through the jail. Effective diagnosis and classification should speed the release of persons from the jail by enabling speedy determination of: 1) who can be released to the community,

2) who should be transferred to the Alcohol & Drug Program, Halfway House, or other programs, and 3) who should be transferred to mental institutions or other facilities providing intensive care.

2. The jail record keeping system should be revised to speed processing, eliminate duplication on forms, and better serve the needs of increased programming.
3. A jail policy and procedure manual covering all rules, regulations and requirements in relation to operation of the jail should be established and updated as necessary for training and daily staff use.
4. Staff job assignments should be clarified to improve the ability of jail staff to operate as a team.

RECOMMENDATION #10 - A JAIL ADVISORY BOARD SHOULD BE CREATED.

- A. The expanded functions recommended for the jail, if they are to be carried out effectively, require the cooperation and coordination of the inmates, the community, and the service providers.
- B. The function of an Advisory Board should be to coordinate all services provided to inmates and to make policy recommendations to the Sheriff on the operation of the jail and jail programs.
- C. The Advisory Board should be comprised of: The Sheriff, the Director of the Pinehurst Program, the Jail Captain, the Director of Community Public Health Services, the Library Coordinator, the District Attorney, the Jail Educational Counselor, the Chairman of the Public Safety and Justice Committee, Jail Inmates and Citizens.

RECOMMENDATION #11 - A COORDINATED CRIMINAL JUSTICE PLANNING AND EVALUATION CAPABILITY SHOULD BE DEVELOPED.

- A. As discussed in finding #8, there is an overall lack of coordination in the County Criminal Justice System.
- B. To improve the overall speed and efficiency of the Criminal Justice System in Rock County requires a coordinated comprehensive planning effort involving all major participants in the County Criminal Justice System. In fact, coordinated Criminal Justice Planning in Rock County is required to effectively implement most of the proposed charges.

CONTINUED

1 OF 2

- C. The new role for the jail entailed by the recommendations of this report requires that new programs and services be evaluated to determine if they achieve their stated goals and are cost effective in terms of reducing crime, recidivism, and the jail population.
- D. Grant funds are available to provide for evaluation of correctional programs and coordination of criminal justice services.

RECOMMENDATION #12 - THE HEALTH CARE CENTER SHOULD PROVIDE FOOD AND LAUNDRY SERVICES TO THE JAIL.

- A. As discussed in finding #5, the jail duplicates services provided by the Health Care Center.
- B. A savings of approximately 21 cents a meal or \$17,000/year can be realized if the Health Care Center provides food service to the jail.

Cost Analysis:

The jail served 82,482 meals in 1974, or an average of 75 meals at each meal time.

1974 expenditures for food service at the jail were as follows:

\$41,709.00	was expended for raw food
0.51	was the per meal cost for raw food
\$45,360.00	was expended for the salaries of six matrons who prepare food, plan menus, and supervise female inmates
0.55	was the per meal cost for food preparation assuming that the supervision of female inmates can be handled by other personnel in the future

The Health Care Center will prepare and deliver meals in bulk to the jail and Pinehurst Program for the following costs:

0.85	per meal for raw food, preparation, and delivery
\$70,110.00	a year for food service based on 1974 meals served

Estimated cost savings are as follows:

- 1.06	per meal current cost for food service at the jail
0.85	per meal cost for food service provided by the Health Care Center
0.21	per meal saving
- 87,069.00	expended for food service at the jail in 1974
70,110.00	cost for food service provided by the Health Care Center based on 1974 meals served
16,959.00	per year saving based on 1974 meals served

- C. There is less of a need for a jail kitchen in the future based on the transfer of 30 inmates to the Pinehurst Program.
- D. The Health Care Center should include \$70,110.00 in its 1976 budget to provide food service to the jail and the Pinehurst Program. The Health Care Center should request additional funds if meals served exceed 1974 levels.
- E. The Health Care Center is already providing laundry service to the jail at a cost of 15 cents/pound.

RECOMMENDATION #13 - JAIL STAFFING SHOULD BE CHANGED TO REFLECT THE IMPACT OF OTHER RECOMMENDATIONS.

- A. The provision of food service by the Health Care Center eliminates the need for food service workers in the jail.
- B. The establishment of a security control center and improved security systems will reduce staff requirements.
- C. The jail staff can be reduced 20% after implementation of other recommendations:

<u>Current Staff</u>	<u>Proposed Staff</u>
1 Captain	1 Captain
2 Sergeants	1 Sergeant
9 Deputies	14 Correctional Officers (9 male, 5 female)
6 Matrons	5 Jail Dispatchers (to operate security control center)
10 CETA employees	
28 Total	21 Total

D. The following are the proposed changes in jail staffing by shift:

CURRENT STAFF		
Weekdays		
1st Shift	2nd Shift	3rd Shift
1 Captain	1 Sergeant	
1 Sergeant	4 Jailers	3 Jailers
4 Jailers	1 Matron	1 Matron
2 Matrons	<u>6 Total</u>	<u>4 Total</u>
8 Total		
Weekends		
3 Jailers	4 Jailers	3 Jailers
2 Matrons	1 Matron	1 Matron
<u>5 Total</u>	<u>5 Total</u>	<u>4 Total</u>
PROPOSED STAFF		
Weekdays		
1st Shift	2nd Shift	3rd Shift
1 Captain	1 Sergeant	
1 Jail Dispatcher	1 Jail Dispatcher	1 Jail Dispatcher
2 Male Correctional Officers	2 Male Correctional Officers	2 Male Correctional Officers
1 Female Correctional Officer	1 Fem. Correctional Officer	1 Female Correctional Officer
<u>5 Total</u>	<u>5 Total</u>	<u>4 Total</u>
Weekends		
1 Jail Dispatcher	1 Jail Dispatcher	1 Jail Dispatcher
2 Male Correctional Officers	2 Male Correctional Officers	2 Male Correctional Officers
1 Female Correctional Officer	1 Fem. Correctional Officer	1 Female Correctional Officer
<u>4 Total</u>	<u>4 Total</u>	<u>4 Total</u>

E. An estimated \$96,000 can potentially be saved in yearly Personnel costs after the proposed staffing changes are made.

Cost Analysis:

CURRENT STAFF

Position	Salary ¹	Total
1 Captain	\$16,412.00	\$16,412.00
2 Sergeants	14,178.00	28,356.00
9 Deputies	12,257.00	110,313.00
6 Matrons	6,804.00	40,824.00
10 CETA Employees ²	12,257.00	122,570.00
Total Salaries		\$318,475.00
Fringe (26%)		82,804.00
Total Personnel		\$401,279.00

PROPOSED STAFF

Position	Salary ¹	Total
1 Captain	16,412.00	16,412.00
1 Sergeant	14,178.00	14,178.00
14 Correctional Officers	12,257.00	171,598.00
5 Jail Dispatchers	7,893.00	39,465.00
Total Salaries		241,653.00
Fringe (26%)		62,830.00
Total Personnel		\$304,483.00

\$401,279.00 Current Personnel

304,483.00 Proposed Personnel

\$ 96,796.00 Potential yearly saving

- Notes:
- Salaries are calculated at the top of each pay range.
 - CETA employees are calculated as receiving the same compensation as deputies, assuming they would be picked up when CETA funds terminate.

RECOMMENDATION #14 - THE COUNTY SHOULD CONTINUE TO PROVIDE FINANCIAL ASSISTANCE TO THE ROCK VALLEY HALFWAY HOUSE, INC.

- A. As discussed under finding #3, the Halfway House has helped to alleviate the problem of overcrowding by taking inmates directly from the jail, and has been judged a successful program by an independent evaluator.
- B. The County has endorsed the Halfway House Program since its inception and contributed \$8,000 in 1975 as part of the local matching share required to receive federal funding.
- C. The Halfway House is currently seeking resources for next year, its first without federal assistance, and will probably ask the county for continued support.

IV. Impact of Recommendations on the Jail Capacity and Jail Population

A. Impact of recommendations affecting jail capacity:

1. Utilization of the Nurses Residence	+33
2. Use of the administrative office as a Huber Dorm	+10
3. Creation of a visitation area in Huber Dorm 2	-10
4. Use of the trusty ward as a library	-4
5. Creation of an expanded day room in minimum security	-3
6. Creation of a recreation area in Huber Dorm 4	<u>-10</u>
Overall Change	+16

The overall impact of recommendations affecting jail capacity should be to increase the capacity by 16 to a total of 119.

B. Impact of recommendations affecting the jail population level:

1. Establishment of a Release on Recognizance Program	-3.5
2. Establishment of alternatives for juveniles	<u>-9.5</u>
Overall Change	-13.0

The overall impact of recommendations affecting the jail population should be to reduce the average daily population by 13 inmates, based on 1974 jail utilization.

C. Outlook for the future

Implementation of the recommendations contained in this report should meet the program and space needs of the jail for some time to come and provide the planning capability necessary to avoid future overcrowding of the jail.

APPENDIX A

History of the Rock County Jail

On November 10, 1948, the County Board adopted a resolution authorizing the Building Committee to proceed with definite plans for the construction of a new jail facility. Reasons given for the resolution included: 1) unfavorable conditions in the jail building; 2) possible condemnation of the structure by the State Department of Public Welfare; and, 3) recommendation of the Building Committee that the current jail facility had neither the space nor facilities to meet responsibilities.

A new County Jail was completed in 1950, located on Water Street in Janesville. The facility was designed to house 64 inmates not including process and hospital areas, and also to house the Sheriff and all administrative areas of the jail.

In 1967, at the recommendation of the Property and Sheriff's Committees, as a result of overcrowding of the jail, the firm of Knodle & Rose Associates was hired to conduct a feasibility study of jail expansion in Rock County.

Because of restricted space available for expansion of the jail facility on Water Street, Knodle & Rose placed their emphasis on the development of a new facility on a rural site. The proposed jail facility included: 1) detention capacity for between 139 and 237 inmates; 2) the full administration component of the Sheriff's Department; 3) room for County Court Branch V; 4) an Emergency Operating Center; 5) a garage area for the Sheriff's vehicles; 6) a pistol range, and, 7) training and squad rooms.

Construction was proposed in two phases. Phase one included a basement, three floors, all related equipment, and detention capacity for 139 inmates at a cost \$2,899,100.00 Phase two added a partially finished fourth floor at a cost of \$228,400.00, increasing detention capacity by 48 inmates. The building was designed to expand vertically to a total of seven stories, increasing the detention capacity to a maximum of 462 inmates.

On January 18, 1968, the jail expansion feasibility study was presented to the County Board, discussed, and placed on file. Cost of the study was approximately \$9,000.

In 1970, problems which initiated the feasibility study resulted in proposals to expand the current jail facility. Initial plans were for construction of a Huber Law dormitory building in the exercise yard of the jail; however, this idea was abandoned in favor of an administration addition to the jail and extensive remodeling of the entire jail facility. Such a project would make possible complete

separation of the administration and detention functions of the Sheriff's Department and would create additional detention facilities within the present building.

On June 23, 1970, the County Board resolved to authorize the Property and Sheriff's Committees to hire an architect to finalize plans for the construction of an economically feasible and advantageous addition to the Rock County Jail.

Pursuant to this resolution, on July 23, 1970, the Sheriff's and Public Property Committees hired the firm of Knodle & Rose to proceed with planning and construction of the addition to the jail.

The project was completed May 12, 1972 at a total cost of \$339,179.00.

APPENDIX B
Cost of the Rock County Jail

¹ Personnel	\$318,475.00
Fringe Benefits	82,804.00
² Operating Expenses	106,400.00
Capital Outlay	<u>9,100.00</u>
TOTAL	\$516,779.00

- Note:
1. Personnel costs are based on the current staff of 28 as outlined in Recommendation #13.
 2. Operating expenses and Capital outlay are 1974 estimated expenditures.

$$\text{Cost per inmate per day} = \$516,779 / (81 \times 365) = \$17.48$$

These cost estimates are rough, based on 1974 expenses and current staffing levels. The cost of an inmate per day was calculated on the 1974 daily average jail population of 81 inmates. It should be kept in mind that even though the population can be reduced, certain costs will remain fixed.

APPENDIX C

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