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WISCONSIN ADULT JAIL POPULATIONS 1990

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 1990 and selected comparison years over the last thirty years. The data were compiled by the Statistical Analysis Center (SAC) of the Wisconsin Office of Justice Assistance.

The report examines trends in adult jail admissions, average daily population (ADP), length of stay, rates of detention, and jail capacities. Data are also provided on other details and circumstances of confinement, such as the sex and race of prisoners and the proportion of prisoners serving a sentence. However, these data are often estimates, based on samples. The data in this report may be compared to last year's report, "Wisconsin Adult Jail Trends 1979 - 1989".

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 1990 and 1991. 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 most recent survey, for example, the amount of detailed data on confinements varied from county to county, making it necessary to estimate values for some counties and for the state as a whole. No attempt was made to collect certain types of detailed data, such as the type of offense for which persons were being detained.

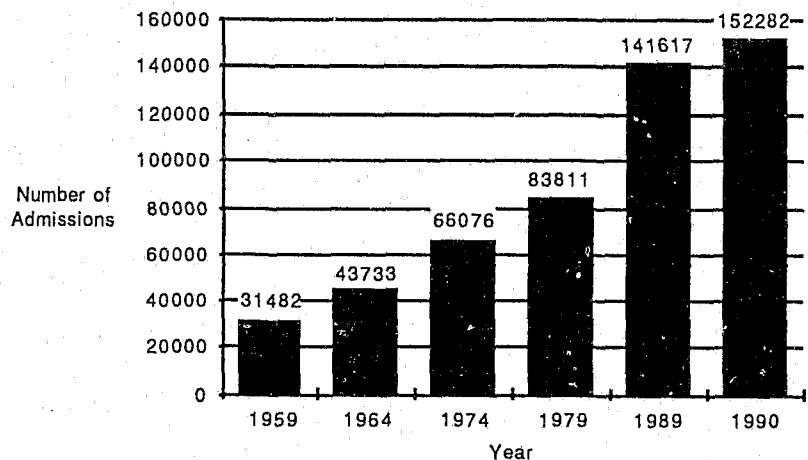
Acknowledgement

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 1990 jail statistics. Without their assistance in providing these data, this report would not have been possible.

II. Jail Admission Trends

Graph 1 presents the total number of adult male and female admissions for selected years between 1959 and 1990. During the past thirty years, adult jail admissions have increased by over 380 percent from 31,482 in 1959 to 152,282 in 1990. There has been an increase of 82 percent since 1979, including a 7.5% increase from 1989 to 1990.

Graph 1: Jail Admission Trends, 1959-1990



Jerome D. Lacke
Executive Director

Tommy G. Thompson
Governor

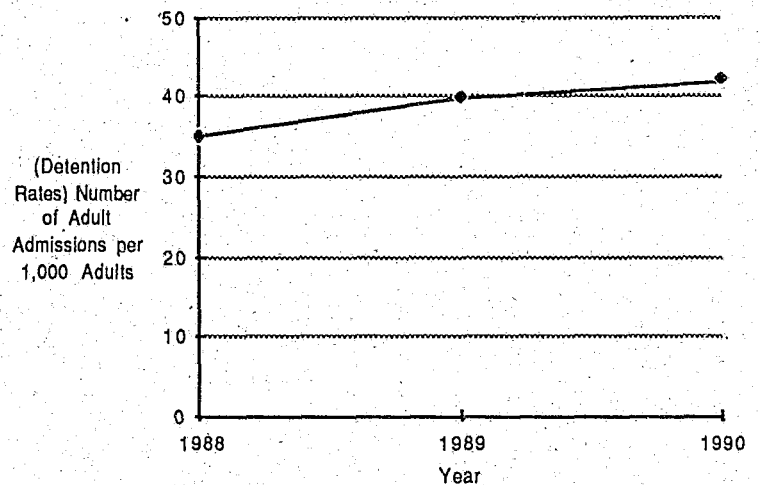
A. Detention Rates

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 21 percent between 1988 and 1990. Expressed in slightly different terms, there was one jail admission for every 24 adults in 1990 compared to one admission for every 29 adults in 1988. Table 1 presents the detention rates presented in Graph 2

Table 1: Detention Rates, 1988-90

<u>Year</u>	<u>Rate</u>
1988	35.0
1989	39.9
1990	42.3

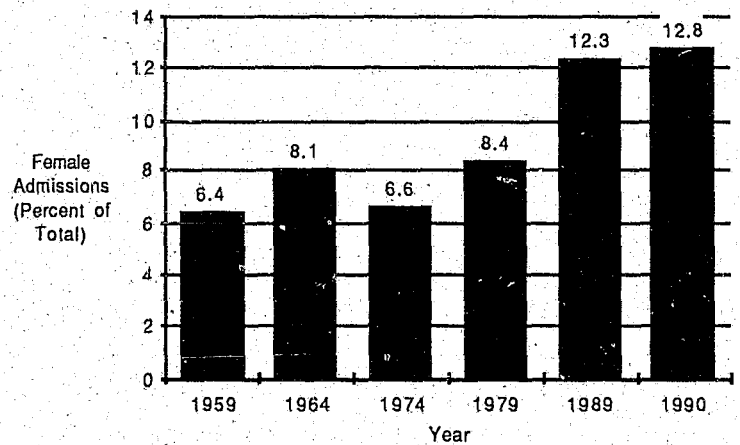
Graph 2: Detention Rates/ Number of Adult Admissions 1988 - 1990



B. Admissions By Sex

Graph 3 shows the proportion of adult admissions which were female. The proportion of female admissions has doubled in the past thirty years, from 6.4 percent in 1959 to 12.8 percent in 1990. The estimated number of female admissions has increased nearly ten times, from 2,014 in 1959 to 19,492 in 1990. Since 1979, female admissions have increased by 177 percent, from 7,040 in 1979 to 19,492 in 1990.

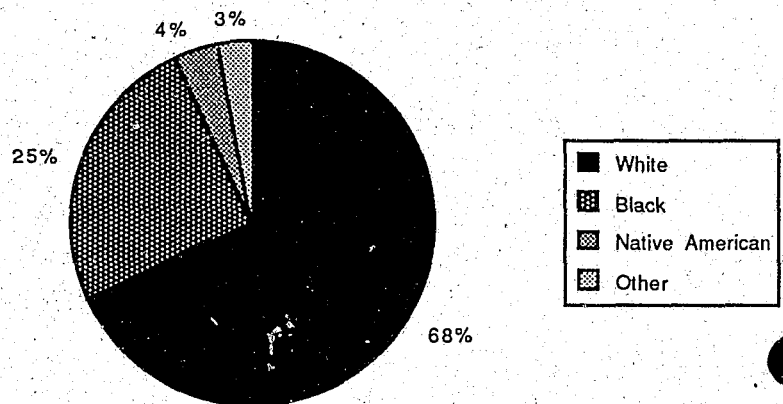
Graph 3: Female Admissions (Percent of Total)



C. Admissions By Race

Graph 4 shows the estimated proportion of the race of 1990 admissions. The distribution of inmates by race was somewhat different than in 1989, with the white adult population increasing from 64 percent to 69 percent of jail admissions. The adult black population decreased somewhat, from 30 percent in 1989 to 25 percent in 1990.

Graph 4: Admissions by Race, 1990



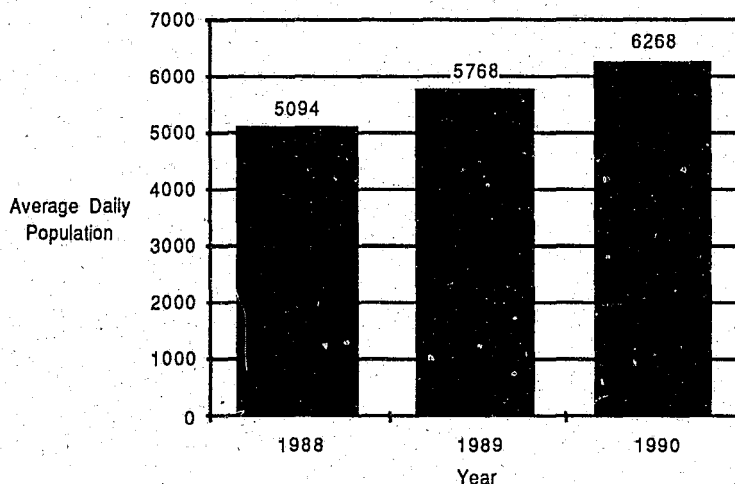
D. Sentenced Inmates

During 1979 approximately 18.4 percent of admissions were serving a sentence. During 1989 this percentage had risen to 29.7 percent. The percentage serving a sentence had increased to 34.5 percent in 1990. However, both the 1989 and 1990 figures are estimates based upon samples of about half of the jurisdictions which filled out this portion on the SAC questionnaire.

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 1990. The average daily population in adult jails showed an increase of about 13 percent from 1988 to 1989, followed by a 9 percent increase from 1989 to 1990. The large increase in the average daily population in the period is largely due to the increase in the number of admissions to jail facilities. As seen in Table 2 below, the average length of stay has remained quite constant during the past three years.

Graph 5: Average Daily Population 1988-1990

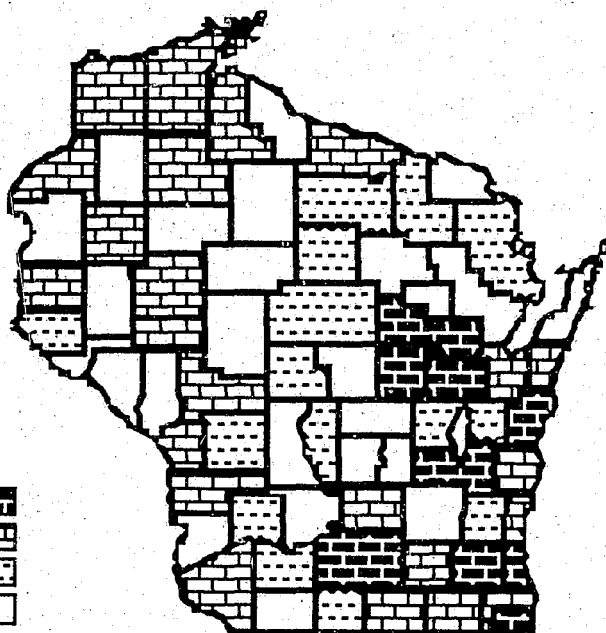


A. Distribution Of Inmate Populations

The map of Wisconsin at right shows selected 1990 ADP capacity categories. Generally, an ADP over 80 percent of capacity is considered overcrowded. Overcrowding is widespread, although the urban southeast and certain east-central areas seem to stand out. It should be noted that capacity figures do not necessarily reflect the "crime" problem, but are influenced by many factors, including, obviously, the size of the jail. Some counties have higher capacities than they might otherwise have because they hold inmates for other counties. Also, percentage of capacity rankings may decrease when a county expands its jail or builds a new correctional facility.

ADP as a Percent of Jail Capacity, 1990

Over 100%
80-100%
70-80%
Under 70%



B. Average Length Of Stay

Table 2 shows the average number of days inmates spent in jail for the years 1988, 1989 and 1990. The average length of time spent in jail has remained very stable over the three year period having decreased slightly from 15.2 days in 1988 to 15.0 days in 1990.

Table 2: Average Length of Stay 1988 -1990

<u>Year</u>	<u>Average Length of Stay</u>
1988	15.2 days
1989	14.9 days
1990	15.0 days

C. Jail Capacity And ADP

Table 3 compares figures on the State's total adult jail capacity for 1989 and 1990. The total adult capacity was 5,923 in 1989, but had risen to 6,702 by 1990, an increase in capacity of 13.2 percent. However, the ADP increased by 8.1 percent during the same time period. The result of these two trends has been a slight decrease in *ADP as a proportion of capacity*. While the statewide ADP was nearly 98 percent of capacity in 1989, ADP had declined somewhat to 93.5 percent of capacity in 1990.

It is important to remember that the ADP represents the *Average Daily Population* and there will be many days when the jail population will exceed that number. Also, national and state standards recommend that the ADP of a jail should 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 within the jail. Efficient operation of a local correctional facility demands sufficient bed spaces 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 1990. In 1979 there were five county jails in which the ADP was more than 80 percent of capacity. However, in 1990 (see prior page) there were 32 county jails in which the ADP exceeded 80 percent of capacity.

Table 3: Jail Capacity 1989 & 1990

<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	6,268	93.5%

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 1990. In 1979 there were two county jails (Dane and Milwaukee) which had an ADP of 100 or more. By 1990 there were

13 such county jails in Wisconsin. In 1979 there were 24 county jails which had an ADP of twenty or more. However, by 1990 there were 49 such county jails in Wisconsin.

Table 4: Number of County Jails with Various ADP Levels, 1979-1990

<u>ADP level</u>	<u>1979</u>	<u>1983</u>	<u>1990</u>
100 and Over	2	5	13
50 to 99	6	8	10
30 to 49	6	9	14
20 to 29	10	13	12
Total with 20 or more	24	35	49

E. Jail Data By County

Table 5 shows the number of adult admissions and Average Daily Populations for the years between 1988 and 1990, and the jail capacity for 1990. The table shows that there have been sharp increases in the number of county jail admissions and Average Daily Populations throughout the State during the

recent years. Counties which were exceptions to this overall trend generally had relatively small ADP levels. While Milwaukee County's ADP decreased by 5.9 percent from 1989 to 1990, the balance of the State showed a 14.8 percent increase during 1990.

Table 5: Adult County Jail Table

County	Admissions		Average Daily Population			Capacity	Staff	
	1989	1990	1988	1989	1990			(% Change) 1989-1990
Adams	336	365	12	12	19	+58.3	24	8
Ashland	534	556	18	21	22	+4.7	27	8
Barron	564	816	29	30	33	+10.0	33	8
Bayfield	289	303	12	16	11	-31.3	12	4
Brown	5,226	5,746	146	198	220	+11.1	268	60
Buffalo	265	347	4	6	11	+83.3	22	8
Burnett	403	415	16	20	20	-	24	8
Calumet	790	950	22	22	23	+4.5	31	6
Chippewa	1,375	1,417	23	34	37	+8.8	42	6
Clark	484	515	16	14	15	+7.1	30	12
Columbia	1,029	1,321	43	53	51	-3.8	52	13
Crawford	258	230	7	9	14	+55.6	26	11
Dane	12,003	13,296	408	452	516	+14.2	438	88
Dodge	1,450	1,522	47	49	50	+2.0	99	20
Door	517	509	19	20	25	+25.0	40	10
Douglas	2,003	2,322	50	52	61	+17.3	72	13
Dunn	711	729	20	25	15	-40.0	28	9
Eau Claire	4,274	4,275	76	99	140	+41.4	160	26
Florence	31	60	0	0	0	-	2	0
Fond du Lac	3,259	2,445	79	80	88	+10.0	79	27
Forest	291	391	10	10	13	+30.0	17	13
Grant	868	882	17	24	39	+62.5	44	9
Green	686	715	28	34	33	-3.0	43	8
Green Lake	761	540	22	25	24	-4.0	37	10
Iowa	163	332	7	9	18	+100.0	25	8
Iron	119	152	2	5	8	+60.0	14	4
Jackson	750	879	23	30	32	+6.7	38	11
Jefferson	1,871	2,052	44	46	59	+28.3	60	10
Juneau	664	580	13	18	16	-11.1	24	8
Kenosha	6,528	6,903	219	238	241	+1.3	240	54
Kewaunee	561	452	12	12	20	+66.7	22	8
La Crosse	2,872	3,384	96	106	135	+27.4	142	20
Lafayette	269	290	8	12	15	+25.0	22	8
Langlade	550	531	17	22	23	+4.5	33	4
Lincoln	674	1,315	11	15	32	+113.3	41	10
Manitowoc	1,768	1,930	54	63	81	+28.6	54	18
Marathon	2,566	2,673	64	80	92	+15.0	118	34
Marinette	700	720	33	36	40	+11.1	52	13
Marquette	517	486	12	12	9	-25.0	20	9
Milwaukee								
-House of Corr.		11,000			1,291		1,175	330
-Jail		22,164			508		480	156
Total	28,575	33,164	1,755	1,912	1,799	-5.9	1,655	486

Table 5 Continued:

<u>County</u>	<u>Admissions</u>		<u>Average Daily Population</u>			<u>(% Change)</u> <u>1989-1990</u>	<u>Capacity Staff</u>	
	<u>1989</u>	<u>1990</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>		<u>1990</u>	<u>1990</u>
Monroe	981	1,060	30	35	44	+25.7	59	11
Oconto	658	620	18	18	19	+5.6	32	6
Oneida	851	904	30	35	34	-2.9	46	9
Outagamie	3,132	3,392	124	129	151	+17.0	124	43
Ozaukee	2,071	2,064	35	48	47	-2.0	57	19
Pepin	123	111	2	5	6	+20.0	11	4
Pierce	976	949	24	25	23	-8.0	31	9
Polk	675	703	18	19	19	-	36	10
Portage	706	792	29	37	49	+32.4	73	15
Price	304	349	11	13	13	-	24	4
Racine	5,565	7,265	235	250	395	+58.0	398	94
Richland	491	531	18	25	22	-12.0	29	8
Rock	4,990	5,037	225	308	351	+14.0	420	69
Rusk	560	633	22	24	25	+4.2	44	9
St. Croix	1,922	2,044	24	26	28	+7.8	26	8
Sauk	1,626	1,902	37	29	34	+17.2	50	12
Sawyer	573	572	15	17	18	+5.9	22	5
Shawano	1,569	1,970	38	55	47	-14.6	46	12
Sheboygan	2,362	2,307	71	83	86	+3.6	101	26
Taylor	428	401	10	13	13	-	26	4
Trempealeau	795	719	14	16	19	+18.8	29	11
Vernon	597	581	17	21	18	-14.3	22	8
Vilas	742	778	18	20	23	+15.0	25	9
Walworth	3,191	2,385	87	112	121	+8.0	146	30
Washburn	270	391	4	10	4	-60.0	7	2
Washington	2,132	2,585	67	72	80	+11.1	106	18
Waukesha	6,864	6,720	179	219	242	+10.5	191	66
Waupaca	1,377	1,543	26	30	38	+26.7	32	12
Waushara	612	584	20	22	16	-27.3	39	6
Winnebago	4,972	3,673	104	106	100	-5.7	129	27
Wood	1,948	2,207	48	60	83	+38.3	111	22
State Total	141,617	152,282	5,094	5,803	6,268	+8.7	6,702	1,678
State Ave.	1,995	2,145	71.8	81.7	88.3			
Ave. Less Milwaukee	1,615	1,702	47.7	55.6	63.8			

NOTES TO THIS TABLE

All numbers in italics represent estimates.

Menominee County did not operate a County Jail during the time covered by this table.

F. Staffing

The final column in Table 5 shows the number of full time staff for each local correctional facility during 1990. The 1,678 total translates into 1 officer for every 3.7 inmates of ADP. Of course, the necessity to maintain multiple shifts greatly in-

IV. Conclusion

Wisconsin's jails experienced a 7.5 percent increase in admissions and a nine percent increase in Average Daily Population from 1989 to 1990. Over the past thirty years, county jails in Wisconsin have seen large increases in the number of adult inmates. In the last three years alone, the total number of adult jail admissions increased by 24 percent and the Average Daily Population increased by 23 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

creates the inmate/staff ratio at any given time. The staffing can also be expressed in terms of officers per admissions. This figure for 1990 is estimated at 90.7 admissions for each full time correctional officer

such offenses as liquor law violations, disorderly conduct, and assault. The number of "state" prisoners in county jails has also increased, as a result of more parole revocations and/or delays in transport to state prisons. A brief survey of Wisconsin jail officials confirmed that persons charged with OMVWI, OAR/S, and domestic violence offenses had contributed to increases in admissions.

A variety of changes in sentencing practices have been cited as reasons for the increases, including more jail sentences, longer jail sentences, and more jail sentences as a condition of probation. Many of these practices are probably 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.

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