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WISCONSIN ADULT JAIL POPULATIONS 1991

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 1991 and selected comparison years over the last thirty-two 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 and circumstances 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 annual report.

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.

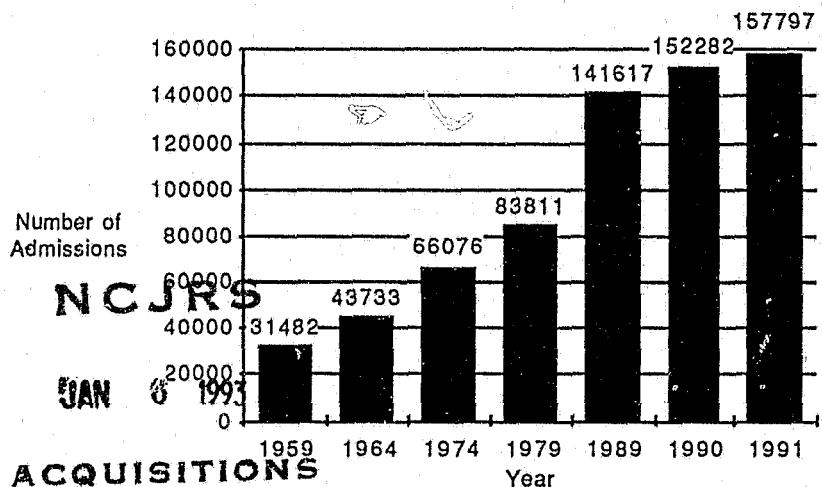
Acknowledgement

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 1991 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 1991. During the past thirty-two years, total adult admissions to Wisconsin jails have increased by over 400 percent from 31,482 in 1959 to 157,797 during 1991. More recently, there has been an increase of 88 percent in total admissions since 1979, including a 7.5 percent increase from 1989 to 1990 with an additional 3.6 percent increase in total adult admissions during 1991.

Graph 1: Jail Admission Trends, 1959-1991



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 over 24 percent between 1988 and 1991. Expressed in slightly different terms, there was one jail admission for every 23 adults in 1991 compared to one admission for every 29 adults in 1988. Table 1 presents the detention rates shown in Graph 2.

Table 1: Detention Rates, 1988-1991

<u>Year</u>	<u>Rate</u>
1988	35.0
1989	39.9
1990	42.3
1991	43.5

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-two years, from 6.4 percent in 1959 to 13.1 percent in 1991. The estimated number of female admissions has increased over nine times, from 2,014 in 1959 to 20,668 in 1991. Since 1979, female admissions have increased by 194 percent, from 7,040 in 1979 to 20,668 in 1991.

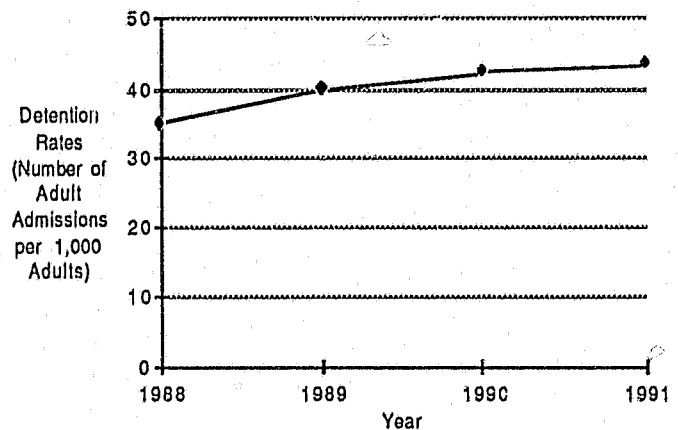
C. Admissions By Race

Graph 4 shows the estimated proportion of the race of 1991 admissions. The distribution of inmates by race was very similar to that in 1990, with white adults decreasing from 68 percent to 66 percent of jail admissions. The percentage of black adult admissions increased somewhat, from 25 percent in 1990 to 26 percent in 1991.

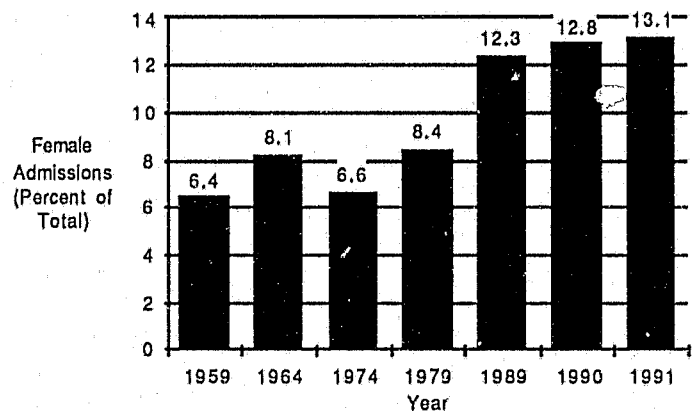
D. Sentenced Admissions

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 sharply to 23 percent in 1991. However, since all these figures are estimates based upon samples of only half the jurisdictions filling out this portion of the SAC questionnaire, these dramatic changes in proportion may well be misleading.

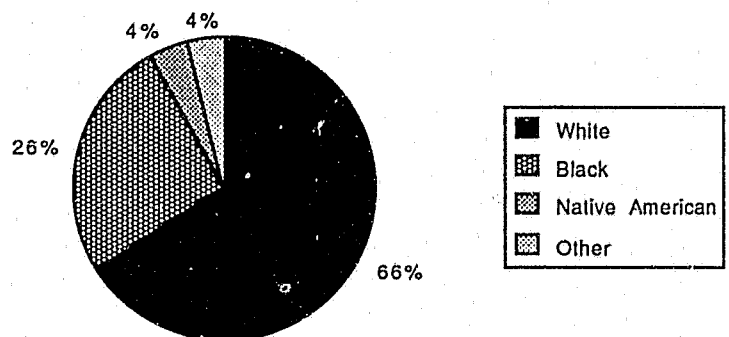
Graph 2: Detention Rates/ Number of Adult Admissions 1988 - 1991



Graph 3: Female Admissions (Percent of Total) 1959-1991



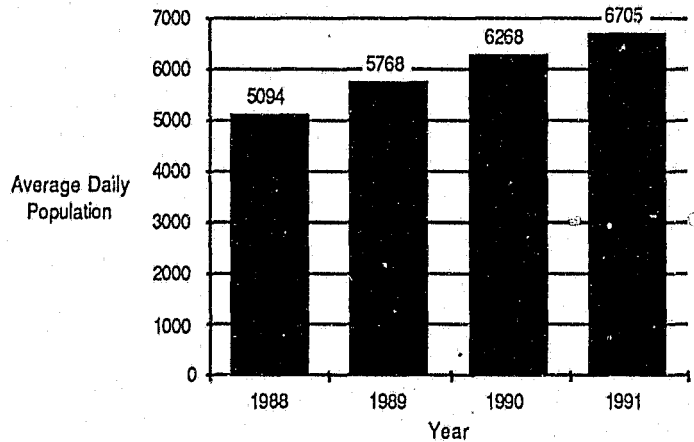
Graph 4: Admissions by Race 1991



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 1991. The average daily population in adult jails showed an increase of about 13 percent from 1988 to 1989, an 8.7 percent increase from 1989 to 1990, and a 7.0 percent increase from 1990 to 1991. 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 fairly constant from 1988 to 1991.

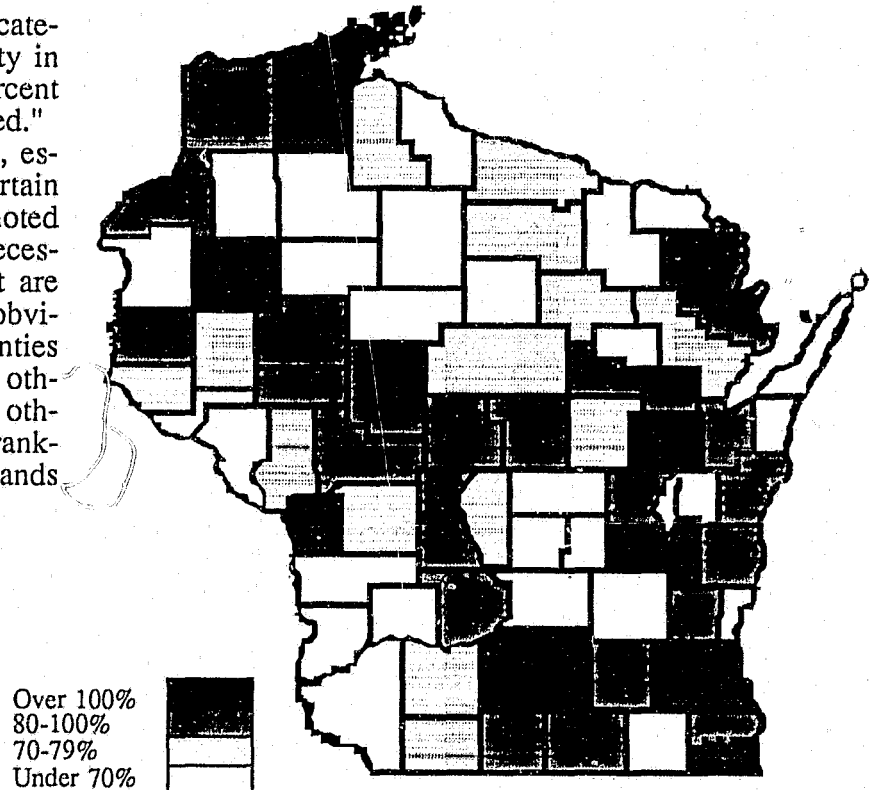
Graph 5: Average Daily Population 1988-1991



A. Distribution Of Inmate Populations

The map of Wisconsin at right shows categories for ADP as a percent of capacity in 1991. Generally, an ADP over 80 percent of capacity is considered "overcrowded." Jail overcrowding is fairly widespread, especially in the urban southeast and certain central 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 size of the jail. Some counties have higher capacities than they might otherwise have since they hold inmates for other counties. Also, percent of capacity rankings may decrease when a county expands its jail or builds a new facility.

ADP as a Percent of Jail Capacity 1991



B. Average Length Of Stay

Table 2 shows the average number of days inmates spent in jail for the years 1988 through 1991. The average length of time spent in jail has remained fairly stable over the four years, having increased slightly from 15.2 days in 1988 to 15.5 days in 1991.

Table 2: Average Length of Stay 1988 -1991

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

C. Jail Capacity And ADP

Table 3 shows the State's total adult jail capacity from 1989 through 1991. The total adult capacity was 5,923 in 1989, but had risen to 7,247 by 1991, an increase of 22.4 percent. However, the ADP increased by 15.5 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 92.5 percent of capacity in 1991. 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 1991. In 1979 there were five county jails in which the ADP exceeded 80 percent of capacity. However, in 1991 32 counties had jails in which the ADP exceeded 80 percent of capacity. (see map previous page)

Table 3: Jail Capacity 1989 - 1991

<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%

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 1991. In 1979 there were only two county jails (Dane and Milwaukee) which had an ADP of 100 or more. However, by

1991 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 1991 there were 53 such county jails in Wisconsin.

Table 4: Number of County Jails with Various ADP Levels 1979-1991

<u>ADP level</u>	<u>1979</u>	<u>1983</u>	<u>1991</u>
200 and Over	1	2	7
100 to 99	1	3	6
50 to 99	6	8	13
20 to 49	16	22	27
Total with 20 or more	24	35	53

E. Jail Data By County

Table 5 shows the number of adult admissions in 1990 and 1991, the Average Daily Populations for 1989 through 1991, the jail capacity in 1991, and the 1991 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 decreased by 0.2 percent from 1990 to 1991, the balance of the State showed a 9.9 percent increase in ADP during 1991.

Table 5: Wisconsin Jail Data - by County

County	Admissions		Average Daily Population				Capacity	Staff
	1990	1991	1989	1990	1991	(% Change) 1990-1991		
Adams	365	408	12	19	19	-	24	8
Ashland	556	618	21	22	20	-9.1	28	8
Barron	816	892	30	33	41	+24.2	33	10
Bayfield	303	387	16	11	18	+63.6	12	6
Brown	5,746	5,974	198	220	254	+15.4	256	58
Buffalo	347	475	6	11	14	+27.3	22	8
Burnett	415	333	20	20	21	+5.0	25	10
Calumet	950	862	22	23	20	-13.0	30	5
Chippewa	1,417	1,519	34	37	34	-8.1	42	6
Clark	515	531	14	15	26	+73.3	30	12
Columbia	1,321	1,585	53	51	60	+17.6	110	20
Crawford	230	250	9	14	15	+7.1	26	9
Dane	13,296	13,548	452	516	589	+14.1	478	88
Dodge	1,522	1,659	49	50	54	+8.0	99	20
Door	509	499	20	25	26	+4.0	44	11
Douglas	2,322	2,605	52	61	68	+11.5	72	13
Dunn	729	774	25	15	21	+40.0	28	9
Eau Claire	4,275	3,935	99	140	143	+2.1	160	10
Florence	60	149	0	0	1	*	2	1
Fond du Lac	2,445	2,385	80	88	80	-9.1	79	22
Forest	391	343	10	13	10	-23.1	15	5
Grant	882	920	24	39	43	+10.2	66	10
Green	715	689	34	33	36	+9.1	43	8
Green Lake	540	373	25	24	20	-16.7	37	9
Iowa	332	390	9	18	19	+5.6	25	8
Iron	152	172	5	8	6	-25.0	15	4
Jackson	879	1,096	30	32	31	-3.1	38	11
Jefferson	2,052	2,119	46	59	58	-1.7	60	22
Juneau	580	761	18	16	19	+18.8	22	5
Kenosha	6,903	6,779	238	241	252	+4.6	246	51
Kewaunee	452	365	12	20	15	-25.0	25	9
La Crosse	3,384	3,734	106	135	156	+15.6	142	23
Lafayette	290	290	12	15	16	+6.7	22	8
Langlade	531	624	22	23	23	-	33	4
Lincoln	1,315	836	15	32	25	-21.9	38	10
Manitowoc	1,930	2,010	63	81	91	+12.3	106	22
Marathon	2,673	3,013	80	92	108	+17.4	138	37
Marinette	720	775	36	40	45	+12.5	52	14
Marquette	486	469	12	9	12	+33.3	18	9
Milwaukee								
-House of Corr.	11,000	13,052		1,291	1,346	+4.3	1,225	330
-Jail	<u>22,164</u>	<u>21,822</u>		<u>508</u>	<u>449</u>	<u>-11.6</u>	<u>480</u>	<u>175</u>
Total	33,164	34,874	1,912	1,799	1,795	-0.2	1,705	505

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

County	Admissions		Average Daily Population			Capacity	Staff	
	1990	1991	1989	1990	1991			(% Change) 1990-1991
Monroe	1,060	1,130	35	44	53	+20.4	68	10
Oconto	620	687	18	19	23	+21.0	32	5
Oneida	904	857	35	34	32	-5.9	46	8
Outagamie	3,392	3,314	129	151	158	+4.6	110	57
Ozaukee	2,064	2,212	48	47	60	+27.6	125	27
Pepin	111	104	5	6	7	+16.7	12	4
Pierce	949	1,007	25	23	26	+13.0	33	10
Polk	703	735	19	19	27	+42.1	36	8
Portage	792	1,190	37	49	64	+30.6	79	18
Price	349	329	13	13	14	+7.7	24	4
Racine	7,265	7,700	250	395	426	+7.8	446	108
Richland	531	535	25	22	20	-9.1	29	8
Rock	5,037	5,525	308	351	379	+8.0	460	82
Rusk	633	459	24	25	22	-12.0	46	8
St. Croix	2,044	1,833	26	28	24	-14.3	28	8
Sauk	1,902	2,093	29	34	58	+70.6	62	12
Sawyer	572	621	17	18	21	+16.7	22	5
Shawano	1,970	1,944	55	47	46	-2.1	46	12
Sheboygan	2,307	2,456	83	86	98	+14.0	100	34
Taylor	401	449	13	13	14	+7.7	32	4
Trempealeau	719	740	16	19	20	+5.3	28	10
Vernon	581	564	21	18	18	-	27	8
Vilas	778	989	20	23	21	-8.7	27	9
Walworth	2,385	2,594	112	121	131	+8.3	216	52
Washburn	391	356	10	4	10	+150.0	31	9
Washington	2,585	2,325	72	80	89	+11.2	100	22
Waukesha	6,720	6,678	219	242	276	+14.0	191	66
Waupaca	1,543	1,693	30	38	45	+18.4	62	12
Waushara	584	612	22	16	19	+18.8	38	6
Winnebago	3,673	3,934	106	100	111	+11.0	136	28
Wood	2,207	2,112	60	83	89	+7.2	109	22
State Total	152,382	157,797	5,803	6,268	6,705	+7.0	7,247	1,784
County Average	2,146	2,222	81.7	88.3	94.4	+6.9		
County Average Less Milwaukee	1,703	1,756	55.6	63.8	70.1	+9.9		

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 1991. The 1,784 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 1991 is estimated at 88 admissions for each full time correctional officer

IV. Conclusion

Wisconsin's jails experienced a 3.6 percent increase in admissions and a 7.0 percent increase in Average Daily Population from 1990 to 1991. Over the past thirty-two 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 11.4 percent and the Average Daily Population increased by 16.2 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.

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