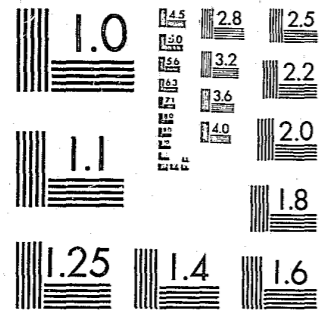


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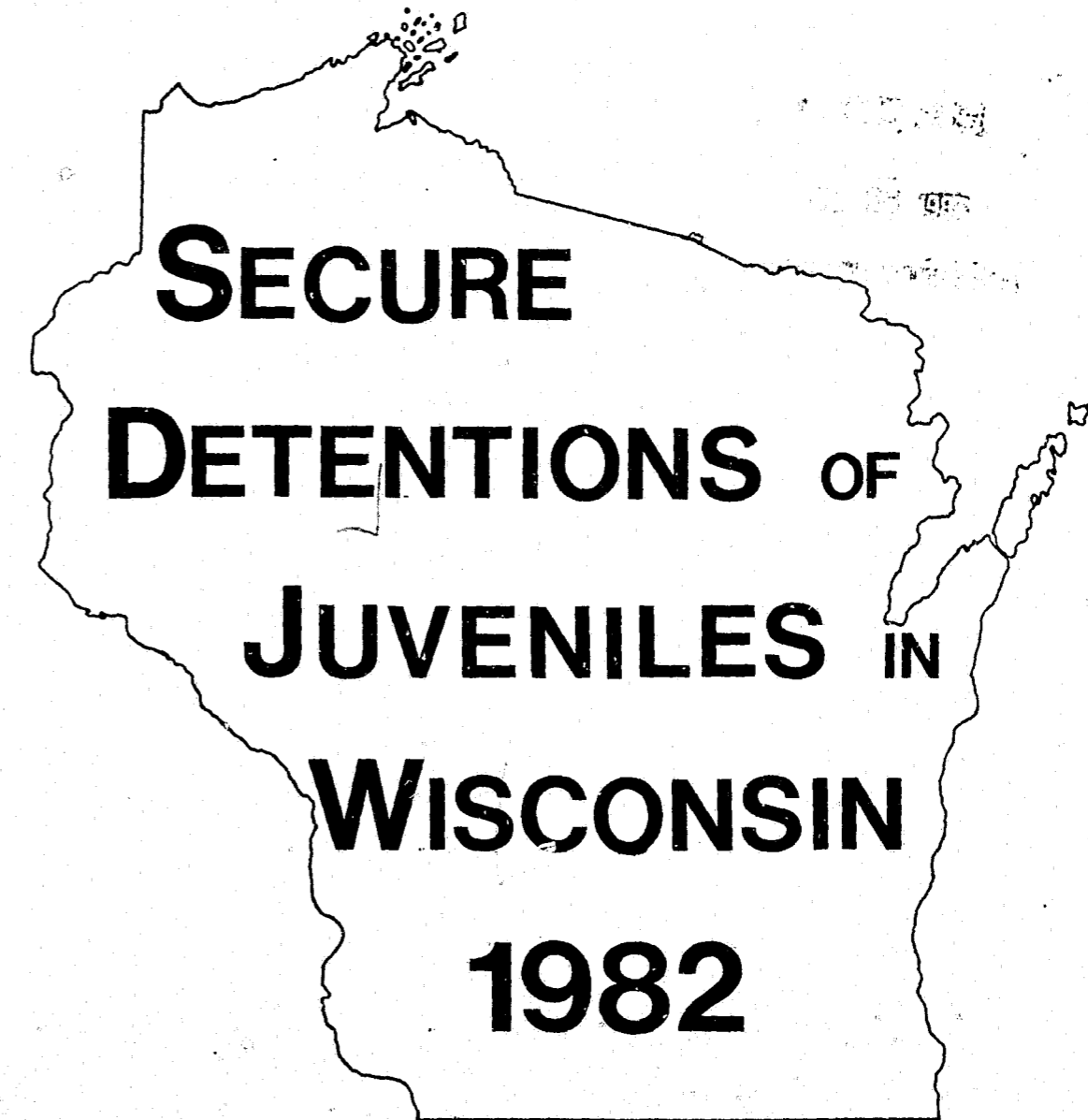
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Wisconsin Council on Criminal Justice

Richard A. Flintrop
Executive Director



**WISCONSIN STATISTICAL
ANALYSIS CENTER**

SECURE DETENTIONS OF JUVENILES IN WISCONSIN

1982

Prepared by:

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Introduction

An annual survey of juvenile detentions in Wisconsin's secure detention facilities has been conducted each year since 1978. It is conducted for two reasons: First, to monitor the State's compliance with provisions of the Juvenile Justice and Delinquency Prevention Act (JJDP) and, second, to obtain data for use in planning and policy making. While an annual report of juvenile detentions in the State has not been regularly published, detention data for the years 1978 to 1981, along with data collected in a special study of 1974 detentions, were presented and discussed in the report: Trends in the Secure Detention of Juveniles in Wisconsin 1974 - 1981, published by the Wisconsin Council on Criminal Justice (WCCJ).

Based on the data compiled through the 1982 annual juvenile detention survey, WCCJ has requested that Wisconsin once again be found in compliance with the mandates of the JJDP. The major compliance provisions of the Act require the deinstitutionalization of status offenders and non-offenders, the separation of adults and juveniles confined in the same secure detention facility and, by 1985, the removal of juveniles from adult jails and lockups. The present report does not focus on the mandates of the JJDP, but rather presents some overall findings of the survey. For more information about Wisconsin's compliance with the JJDP, the interested reader may request a copy of WCCJ's report to the Office of Juvenile Justice and Delinquency Prevention (OJJDP): State of Wisconsin Detention Monitoring Report for 1982.

Survey Method

The methodology of the 1982 juvenile detention survey was similar to the methodology employed in each of the previous annual surveys. The data were obtained from the law enforcement agencies which operate and utilize the detention facilities. The data were usually available from some type of jail register. Data were collected on all juvenile detentions in county jails and county detention centers, although the data presented in this report for the Milwaukee County Juvenile Detention Center are actually data from a 20% sample, multiplied by five.

The assessment of juvenile detentions in municipal lockups is problematic. Because the number of lockups varies from year to year and probably because the policies governing the detention of juveniles in lockups are vague, it is uncertain exactly how many and which municipal lockups held juveniles in 1982. Since 1978, the annual assessment of juvenile detentions in lockups has been based on data collected from a sample of 12 municipal lockups. In 1978 it was estimated that these 12 lockups held 75% of the juveniles detained in lockups. Since 1978, the number of lockups holding juveniles has decreased substantially. It is likely that these 12 lockups now hold almost 100 percent of the juveniles held in lockups. This same sample of 12 lockups was again examined in the 1982 survey. For one facility, the municipal lockup for the City of Milwaukee, the data presented are data from a 20 percent sample, multiplied by five.

The data collected on each juvenile detention were the age, sex, and race of the juvenile detained, the alleged offense (in the case of multiple offenses, the most serious one), and the date and time of admission and release. As indicated above, the data were usually obtained from some type of jail register for each facility. The data for most facilities were obtained by mail. Only for the three detention centers and for three county jails and one municipal lockup were the data collected on-site by WCCJ personnel. The data for all of the other facilities were mailed to WCCJ in the form of copies of the jail registers or prepared lists of the requested data. All the data collected were coded and keyed into a computer-readable medium for computer analysis.

Secure Detentions in 1982

The results of this survey indicate that there were 9,919 detentions of juveniles in secure facilities during 1982. Of these detentions, 3,583 were in county jails, 3,236 were in county detention centers, and 3,100 were in municipal lockups. Table 1 shows how detentions in 1982 compare to detentions in previous years. The table presents the number of secure detentions by facility type for the years 1974 and 1978 through 1982. These data show that the total number of detentions in jails and lockups has been steadily dropping since 1978, as has the total for the State. The number of detentions in detention centers, however, has been rising since 1979.

Table 1: Secure Detentions by Facility Type and Year

	<u>1974</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>
County Jails	10,824	9,394	5,068	4,886	4,275	3,583
Detention Centers	8,126	5,109	2,500	3,052	2,991	3,236
Municipal Lockups	<u>4,506</u>	<u>5,590</u>	<u>4,972</u>	<u>4,660</u>	<u>3,497</u>	<u>3,100</u>
TOTAL	23,456	20,093	12,540	12,598	10,763	9,919

Of Wisconsin's 71 county jails (Menominee County does not have a jail), eight were restricted from holding juveniles during all of 1982. One reported no detentions for 1982. Thus, 62 county jails held juveniles in 1982. Of the 12 lockups sampled, five reported holding juveniles sometime during 1982. The City of Milwaukee accounted for 95 percent (2,960) of the 3,100 juvenile detentions in municipal lockups.

Before further presentation and discussion of these survey data, certain limitations on the interpretation of the data should be noted. First, the cases or subjects examined in this survey are detentions, not juveniles. A single juvenile may have been detained several times during 1982, possibly for separate new offenses or possibly as the result of court orders or violations of custody orders during the course of one adjudication process. In this survey each separate detention was counted. Second, the data reported for the Milwaukee County Juvenile Detention Center and the City of Milwaukee lockup facility are not actual totals, but rather close approximations to the actual totals, based on multiplication of the sampled data. Third, the data reported for municipal lockups are the data from the 12 lockups sampled. As explained in the previous section, it is likely that these 12 lockups hold close to 100 percent of the juveniles held in lockups. Nonetheless, this remains an assumption. The actual number of detentions in lockups may be greater than that reported here.

Description of Juveniles Detained

As has been the case in previous years, there were many more males than females detained in secure detention facilities during 1982, and more older juveniles than younger ones. Table 2 shows the ages of the juveniles detained in jails, detention centers, and lockups. Statewide, the number of detentions per age group increased with the increasing age of the juveniles. While this was clearly the pattern for jails, a slight exception was exhibited for detention centers for which 16 was the modal age. Males made up 84.8 percent of the juveniles detained; females constituted 15.2 percent. (Note that the grand total shown in Table 2 and several others that follow is less than 9,919. This is because data are missing for one or more of the variables displayed in the table.)

Table 2: Secure Detentions by Facility Type and Age

	<u>12 and Under</u>	<u>13</u>	<u>14</u>	<u>15</u>	<u>16</u>	<u>17</u>	<u>Total</u>
County Jails	24	131	337	647	926	1509	3574
Detention Centers	58	207	531	665	933	840	3234
Municipal Lockups	<u>93</u>	<u>218</u>	<u>436</u>	<u>717</u>	<u>672</u>	<u>859</u>	<u>2995</u>
TOTAL	175	556	1304	2029	2531	3208	9803
Percent	1.8	5.7	13.3	20.7	25.8	32.7	100.0

Table 3 shows the race of the juveniles detained in jails, detention centers, and lockups. Statewide, 61.8 percent of the juveniles detained were White and 33.9% were Black. In detention centers, which are located in the very urban counties of Dane, Milwaukee, and Racine, there were slightly more Blacks detained than Whites. In municipal lockups, which are also located in the most urban areas (95 percent of lockup detentions were in the City of Milwaukee), there were also more Blacks detained than Whites. Juveniles detained in county jails were almost all Whites. American Indians were the second most frequently detained group in county jails.

Table 3: Secure Detentions by Facility Type and Race

	<u>White</u>	<u>Black</u>	<u>American Indian</u>	<u>Spanish American</u>	<u>Other</u>	<u>Total</u>
County Jails	3131	173	202	15	5	3526
Detention Centers	1513	1528	63	99	1	3204
Municipal Lockups	<u>1407</u>	<u>1617</u>	<u>20</u>	<u>16</u>	<u>0</u>	<u>3060</u>
TOTAL	6051	3318	285	130	6	9790
Percent	61.8	33.9	2.9	1.3	0.1	100.0

Description of Alleged Offenses

The alleged offense, or reason for detention, is the most arbitrary and, therefore, the most unreliable data element examined in this survey. There are two reasons for this unreliability: First, the reason for detention is not always an original offense, but could be an event subsequent to an original offense, such as a violation of a custody or supervision order or a court-ordered hold. The information on the jail

register may reflect either the original offense or another reason for detention, although it appears that if there was a reason other than the original offense, that reason was recorded. Second, the alleged offense or other reason for detention recorded on the jail register is not always very precise. A common and problematic example is the use of the word "runaway" to describe both the act of running from the parental home, which is a status offense, and the act of running from a non-secure custody placement, which is not a status offense.

Despite some problems with its interpretation, the offense variable is still very informative. Table 4 shows secure detentions broken down by facility type and offense type. The first five columns in the table show the number of detentions for specific categories of offenses. The next four columns show the number of detentions resulting from court-ordered holds and other violations, most of which occurred during or after an adjudication process for a prior offense. Most of the offense categories are self-explanatory. To clarify those that may not be: victimless offenses are those not directed at specific victims, for example, drug offenses, prostitution, and carrying a concealed weapon; status offenses are those which are offenses only because of the offender's juvenile status; custody violations are violations of the conditions of a non-secure placement, including running away from a non-secure placement; court holds are court ordered detentions, often ordered for administrative reasons, for example, holding a juvenile for a court proceeding or for transfer to another institution; the "other" category includes warrants, *capias*'s, and hold actions for other agencies.

The distribution of detentions by offense type and facility type shows some differences in the detention populations of the three types of facilities. Juveniles detained in county jails were detained for more diverse offenses and reasons than juveniles detained in the other types of facilities. Juveniles detained in detention centers were also detained for a variety of offenses and reasons but there were many fewer detentions for traffic, status, and supervision violations than there were in jails. Municipal lockups are temporary holding facilities designed to hold newly arrested persons for a short time until a more permanent custody disposition can be made. Lockups cannot hold anyone for more than 24 hours. The juveniles held in lockups were held almost exclusively for specific original offenses.

It is also informative to examine detentions broken down by the types of alleged offenses and some known characteristics of the juveniles detained. Table 5 presents detentions broken down by sex and offense type; Table 6 presents detentions by race and offense type. Table 5 shows that the preponderance of male detentions is not uniform over all offense types. The largest numbers of males were detained for property and violent offenses while the largest numbers of females were detained for custody violations and status offenses. In fact, these latter two categories account for 42 percent of the detentions of females but only 10 percent of the detentions of males. Table 6 shows that the distribution of detained juveniles by race is also not uniform over all offense types. Of all detentions of Whites, 13.7 percent were for violent offenses and 27.5 percent were for property offenses. Of all detention of Blacks, 33.6 percent were for violent offenses and 35.3 percent were for property offenses. Part of this apparent disparity, though, can be attributed to the inclusion of lockup data in these figures. Table 3 shows that 53 percent of juveniles detained in lockups were Black. Since many juveniles

Table 4: Secure Detentions by Facility Type and Offense Type

	Violent	Property	Victimless	Traffic	Status	Supervision Violation	Custody Violation	Court Hold	Other	Total
County Jails	457	734	140	612	417	120	420	310	373	3,583
Detention Centers	806	858	137	36	84	24	457	482	352	3,236
Municipal Lockups	827	1,384	675	44	120	0	5	2	43	3,100
Total	2,090	2,976	952	692	621	144	882	794	768	9,919
Percent	21.1	30.0	9.6	7.0	6.3	1.4	8.9	8.0	7.7	100.0

Table 5: Secure Detentions by Sex and Offense Type

	Violent	Property	Victimless	Traffic	Status	Supervision Violation	Custody Violation	Court Hold	Other	Total
Male	1,916	2,755	800	612	351	115	512	716	629	8,406
Female	174	220	152	80	270	29	368	77	138	1,508
Total	2,090	2,975	952	692	621	144	880	793	767	9,914

Table 6: Secure Detentions by Race and Offense Type

	Violent	Property	Victimless	Traffic	Status	Supervision Violation	Custody Violation	Court Hold	Other	Total
White	826	1,665	596	617	538	126	778	453	452	6,051
Black	1,114	1,170	338	40	47	4	79	290	236	3,318
American Indian	76	73	4	15	28	9	13	31	36	285
Spanish American	46	33	2	6	1	0	8	18	16	130
Other	2	2	0	0	2	0	0	0	0	6
Total	2,064	2,943	940	678	616	139	878	792	740	9,790

detained in lockups, particularly those accused of violent or other serious offenses, are transferred to detention centers for continued detention, they are, in essence, detained and counted twice for one offense.

Table 7 presents data similar to the data in the first two rows of Table 4 but, for reference, the detentions are broken down by individual county. Also, the last four offense types shown in Table 4 have been merged into two; supervision and custody violations are combined, as are court holds and "other" offenses. Lockup data have been omitted from this table because lockup detentions, due to their temporary nature, seem to represent a different class of juvenile detentions. Their omission also avoids the possibility of double counting. Essentially, therefore, the data presented in Table 7 reflect those detentions authorized by a juvenile court intake worker or by the court. (It should be noted that not all juveniles detained in a given county necessarily resided or committed an offense in that county. Those counties which do not have adequate facilities for holding juveniles usually contract with contiguous counties for detention services.)

Table 7: Juvenile Detentions in County Jails and Detention Centers by Offense Type and County

County	Violent	Property	Victimless	Traffic	Status	Custody/ Supervision Violation	Other	Total
Adams	2	5	0	2	0	1	0	10
Ashland	4	2	0	6	0	2	3	17
Barron	2	1	0	0	1	1	1	6
Bayfield	3	1	1	0	0	0	0	5
Brown	16	42	9	16	26	36	21	166
Buffalo	0	0	0	1	0	0	0	1
Burnett	*	*	*	*	*	*	*	*
Calumet	0	5	0	6	0	0	1	12
Chippewa	10	3	1	6	8	5	29	62
Clark	4	9	0	5	0	6	2	26
Columbia	0	6	1	7	5	0	2	21
Crawford	0	0	0	0	0	1	29	30
Dane	81	83	27	42	39	344	32	648
Dodge	6	12	0	7	12	23	18	78
Door	0	1	0	0	0	0	3	4
Douglas	7	27	1	0	17	8	15	75
Dunn	1	3	0	3	2	2	9	20
Eau Claire	19	20	1	34	17	6	22	119
Florence	*	*	*	*	*	*	*	*
Fond du Lac	11	40	3	35	0	38	6	133
Forest	0	4	0	2	5	1	0	12
Grant	0	0	0	0	0	0	0	0
Green	5	4	1	2	6	1	8	27
Green Lake	*	*	*	*	*	*	*	*
Iowa	*	*	*	*	*	*	*	*
Iron	1	0	1	1	10	0	0	13
Jackson	*	*	*	*	*	*	*	*
Jefferson	11	14	4	9	10	5	7	60
Juneau	8	5	0	1	9	0	7	30
Kenosha	23	89	29	40	32	5	104	321
Kewaunee	0	0	2	1	0	0	1	4
LaCrosse	13	36	2	27	4	25	11	118
Lafayette	0	4	0	9	1	1	6	21
Langlade	4	5	0	0	11	2	3	25
Lincoln	1	0	1	0	0	0	1	3
Manitowoc	5	3	0	2	5	7	7	30
Marathon	20	31	7	17	4	13	2	94
Marinette	10	8	4	2	1	0	6	31
Marquette	*	*	*	*	*	*	*	*
Menominee	***	***	***	***	***	***	***	***
Milwaukee	668	673	96	26	30	66	642	2,201
Monroe	3	9	1	11	6	6	2	38
Oconto	5	12	1	5	5	0	6	34
Oneida	0	14	0	2	7	2	5	30
Outagamie	29	22	3	14	41	16	18	143
Ozaukee	8	13	5	42	6	2	4	80

County	Violent	Property	Victimless	Traffic	Status	Custody/ Supervision Violation	Other	Total
Pepin	*	*	*	*	*	*	*	*
Pierce	7	4	2	9	5	1	3	31
Polk	5	21	0	5	5	1	10	47
Portage	2	5	0	2	4	6	5	24
Price	0	4	0	2	4	0	0	10
Racine	98	128	27	83	15	72	205	628
Richland	2	2	0	0	1	0	2	7
Rock	26	52	12	14	34	15	35	188
Rusk	2	2	0	3	2	0	7	16
St. Croix	0	8	0	11	3	1	0	23
Sauk	10	15	0	0	9	12	8	54
Sawyer	2	8	0	1	4	4	2	21
Shawano	35	23	3	15	14	6	24	120
Sheboygan	12	18	3	42	5	87	16	183
Taylor	1	4	0	3	0	0	1	9
Trempealeau	2	12	2	3	0	0	4	23
Vernon	3	8	1	6	19	0	1	38
Vilas	8	4	0	5	5	1	10	33
Walworth	3	7	2	0	0	2	9	23
Washburn	*	*	*	*	*	*	*	*
Washington	0	0	1	7	1	30	40	79
Waukesha	32	42	12	12	18	144	45	305
Waupaca	5	6	3	9	8	0	22	53
Waushara	3	4	3	7	0	8	0	25
Winnebago	24	6	5	25	19	2	30	111
Wood	1	3	0	1	5	4	6	20
Total	1,263	1,592	277	648	501	1,021	1,517	6,819

* Restricted from holding juveniles 1982

*** Has no jail

Length of Detentions

Table 8 presents the average length of detention in days by offense type and facility type. Detentions averaged 4.4 days in county jails, 6.3 days in detention centers, and .09 days, or slightly more than two hours, in municipal lockups. The differences between the length of detention in jails and detention centers were greatest for supervision violations, for which jails detained juveniles more than three days longer than detention centers, and custody violations, for which detention centers detained juveniles more than five days longer than jails. Juveniles detained for status offenses were generally detained the shortest time, an average of 1.4 days in jails and detention centers combined.

Table 8: Average Length of Detention by Offense Type and Facility Type

	County Jails		Detention Centers		Lockups	
	Average Days	Number	Average Days	Number	Average Days	Number
Violent	5.6	430	7.8	780	.07	809
Property	7.2	687	7.2	837	.08	1,359
Victimless	3.7	134	3.4	128	.13	658
Status	1.4	401	1.3	74	.06	120
Supervision						
Violation	6.7	105	3.5	23	--	0
Custody						
Violation	3.1	409	8.6	351	.09	5
Traffic	2.3	579	0.8	33	.35	39
Hold	4.5	285	3.5	480	.17	2
Other	5.4	354	5.1	343	.13	38
Missing	---	(199)	---	(187)	---	(70)
TOTAL	4.4	3,384	6.3	3,049	.09	3,030

Conclusion

Juvenile detention patterns and practices in 1982 were apparently not very different from other years in the recent past. The trends that were evident in the data collected for 1979 through 1981 seemed to continue, by and large, through 1982. The total number of detentions in the State continued to decline in 1982, as shown in Table 1. The reasons for the decline are undoubtedly multiple but most of them probably stem, at least partly, from the 1978 revision of the Children's Code. The revision of the Code resulted in some immediate and some gradual changes in county detention policies and practices.

Detentions in lockups have declined largely because the revised Children's Code does not authorize municipal lockups to hold juveniles. The Milwaukee Police Department stopped holding juveniles in its lockup on December 1, 1982. Detentions in detention centers have increased over the last few years, despite the decline in detentions statewide. Part of the increase, though, could have resulted from an increase in the number of juveniles from other counties being detained in detention centers.

The number of status offenders detained in secure facilities in the State has also declined over the last few years. Table 9 shows the number of status offenders detained in jails, detention centers, and lockups during the years 1974 and 1978 through 1982. The decline is evident in all facility types through 1981. In 1982 there were increases in status offender detentions in detention centers and lockups, despite the statewide decrease. The increases in these facilities were offset by a fairly large drop in status offender detentions in county jails.

Table 9: Secure Detentions of Status Offenders by Facility Type and Year

	1974	1978	1979	1980	1981	1982
County Jails	4,016	3,481	971	677	602	417
Detention Centers	3,892	1,538	219	101	77	84
Municipal Lockups	599	473	242	197	96	120
Total	8,507	5,492	1,432	975	775	621

To form a more complete picture of the basic trends in the detention of juveniles in the State, changes in the average length of detentions should also be considered. Table 10 shows the average number of days each juvenile was detained in each type of facility during the years 1974 and 1978 through 1982. The data indicate that there have been no dramatic changes in the average length of detentions since 1979. The increase in the average length of detentions between 1978 and 1979 was a result of the revision of the Children's Code. The Code was changed to permit the detention of only the most dangerous offenders, who, typically, are detained for longer periods of time.

Table 10: Average Length of Detentions (in days) by Facility Type and Year

	1974	1978	1979	1980	1981	1982
County Jails	2.4	2.5	4.1	3.6	4.8	4.4
Detentions Centers	5.0	4.9	5.8	7.0	6.0	6.3
Municipal Lockups	0.3	0.2	0.1	0.1	0.1	0.1

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