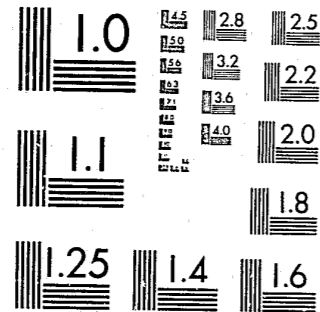


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91596

✓ EVALUATION OF GOAL 17 (JAILS) FROM THE FINAL REPORT OF THE WISCONSIN COUNCIL ON CRIMINAL JUSTICE'S ADULT DETENTION STANDARDS AND GOALS REPORT AND GOAL 7, ✓ CONDITIONS OF DETENTION (SELECTED PARTS) FROM THE JUVENILE JUSTICE STANDARDS AND GOALS REPORTS

FINAL REPORT
August 8, 1978

MRI Project No. 4524-D

For

✓ Wisconsin Council on Criminal Justice
122 West Washington, 2nd Floor
Madison, Wisconsin 53703

Attn: Ms. Marge DeNucci; Corrections Planning Analyst

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FOREWORD

The Wisconsin Council on Criminal Justice (WCCJ) recently completed a 2-year study of the juvenile and criminal justice systems in Wisconsin and developed a comprehensive set of goals and implementation standards aimed at system improvement. One of the areas of highest priority for future WCCJ funding and policy decisions was the conditions and level of programming in local jails.

It became readily apparent, in the initial implementation phase of the jail standards, that the WCCJ did not have sufficient information pertaining to the present existing jail situation, in terms of jail conditions, policies/procedures and innovative programming. Thus, in order to determine the proper standards implementation strategy, an assessment of the county jails' comparative achievements of the proposed standards was necessary.

In March of 1978, the WCCJ awarded a contract to Midwest Research Institute to design a survey and to conduct an assessment of all Wisconsin county jails. The purpose of the survey was to measure the jails' achievements of desired standards, and to collect information on exemplary programs or practices which could be duplicated in other facilities.

This completed survey serves a two-fold purpose:

1. It serves as the basis for a needs assessment to assist the WCCJ in future allocation of funds.
2. It serves as a resource document to aid sheriffs and other local officials in resolving problems in their jail by providing examples of how similar problems have been addressed in other jails.

PREFACE

This report contains the results of a 3-month study of county jails in Wisconsin. The study involved a statewide survey of the status of county jails relative to Goal 17 from the Wisconsin Council on Criminal Justice's (WCCJ) Adult Standards and Goals Report and Goal 7, Conditions of Detention (Selected Parts) from the Juvenile Justice Standards and Goals Report.

Not furnished in this report, but included under separate cover, are copies of computer printouts analyzing standards compliance for each facility.

This project was conducted by the Justice Group, Economics and Management Science Division, Midwest Research Institute. MRI assigned 10 staff to conduct the various tasks related to the total survey effort. Robert A. Buchanan served as project director, assisted by Cindie A. Unger. Mr. Buchanan was the primary contact with the WCCJ and was responsible for supervising and planning all project work assignments.

The survey team was composed of Ms. Deborah Martinez, Ms. Mary Simister and Dr. Cynthia Tinberg, Mr. Povl Boesen, Ms. Kaye Buchanan and Mr. Richard Hair. Mr. Daniel R. Keyes provided assistance in the processing and analysis of jail standards data and in the preparation of tables. Ms. Diana DeHart assisted in the editing of this report.

The excellent cooperation received from state and local officials and staff from the WCCJ is gratefully acknowledged. Special recognition is given to Ms. Marge DeNucci, Corrections Planning Analyst for the WCCJ who initiated the present project and who provided constant support to MRI survey staff throughout the course of the project. Her input, particularly during the early stages of the project, prove invaluable in the development of the survey design and in the identification of data elements necessary for inclusion in the survey instrument. Recognition is also due Mr. William Rankin, Evaluation Planning Analyst for the WCCJ who developed and assisted in editing the final report.

We also wish to thank the executive staff and general membership of the Badger Sheriffs' Association and the Wisconsin Sheriffs' and Deputies Association. Special thanks are specifically extended to Sheriff Clarence Schwartz, President of the Badger Sheriffs' Association and Chief Deputy Stanley Klein, President of the Wisconsin Sheriffs' and Deputies Association.

We want to thank Rock County Sheriff Fred Falk and once again Washington County Sheriff Clarence Schwartz who made their staff and facilities available for the pretest of the survey instrument.

Finally, we wish to thank all of the sheriffs and jail administrators who participated in the survey. Without their cooperation we would not have been able to acquire the information which was necessary to assess the status of Wisconsin County Jails.

Approved for:

MIDWEST RESEARCH INSTITUTE

A. E. Vandegrift
A. E. Vandegrift, Director
Economics and Management
Science Division

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I. GENERAL FINDINGS AND RECOMMENDATIONS

A. General Findings

1. The size of the facility (average daily population) is the principal determinant of compliance with the WCCJ Jail Standards.
2. There is minimal correlation between the age of the facility and degree of standards' compliance.
3. Compliance is greater with noncost standards and with elements of standards which are required by state statute.
4. There is high compliance with standards relating to rights of inmates which have been mandated by the courts.
5. The attitude of the jail facility administration correlates highly with standards' compliance. (Administrators in the larger institutions generally had a better attitude than those in smaller institutions.)

B. Recommendations

1. Wisconsin jails consider the expansion of their community public relations programs to include tours of the facility, informational brochures and the provision of regular news releases on jail programs and activities.
2. Wisconsin jails identified as being in Classes 1, 2 or 3 provide continuous 24 hour a day supervision by trained correctional officer staff rather than regularly using road deputies or road deputies interspersed with correctional officers.
3. Multifloor facilities provide correctional officer personnel to provide adequate supervision of each floor.
4. Jail facilities provide for observation (sight and sound) of inmates at least once every 30 minutes.
5. Correctional personnel be made available on a short-term basis to fill in for full time correctional staff who are attending correctional training seminars and programs.
6. Facilities which detain inmates for periods longer than 30 days provide opportunities for educational release and in-facility educational/vocational training programs.

7. Wisconsin jails adopt a plan for inmate participation in leisure time activities, including one hour of physical exercise per day outside the formal cell block.

8. Wisconsin jails provide for personal contact visiting as a regular part of the facility visitation program.

9. Regular access to telephone use for both personal and emergency calls be made available for all inmates.

10. Where feasible, counties consider the construction of separate facilities for juvenile detention or as an alternative consider the sharing of juvenile detention facilities with adjoining counties.

II. INTRODUCTION

A. Background--The Need for Jail Standards

"Most of this country's jails are inadequate, obsolete, and generally lacking in basic necessities. They were constructed along traditional jail plans which have changed very little since the beginning of the 17th century. . .their out-moded design reflects a primitive philosophy which emphasizes only the concepts of security and control. Predominantly, their physical shells are warehouses for incarceration rather than effective tools for resolving social problems. Unqualified incarceration has generally resulted only in further social alienation and antisocial behavior.^{1/}

The preceding quote taken from the National Sheriffs' Association's Jail Architecture presents a convincing argument that the county jail has failed as an instrument of rehabilitation.

The local jail occupies a unique position in the American criminal justice system. Although the physical structure is located in the community from which it receives its clients, few jails utilize the resource network of the community to provide inmates with needed services. Worse than this is that dehumanizing conditions and unsafe and unsanitary detention areas can only serve to deter the inhabitants from having any respect for the system of justice as currently practiced. Inhumane and degrading conditions of confinement are so widespread that the best that can be hoped for in many areas of the country is that the individual inmate will leave the county jail no worse than when she/he entered it.

Even in the absence of deplorable conditions in jails, the thoughtful observer must acknowledge the potential of the jail environment for positive influence upon its charges and regret the missed opportunities to provide much needed medical, psychological, educational or vocational services. In earlier times the correctional emphasis was on detention. Today, there is increased recognition that the jail must serve the community. In this regard, the jail is being pressured both by the courts and the community to become involved in providing inmates with bona fide correctional programs and to focus its resources upon the successful reintegration of inmates into the community upon their release.

^{1/} National Sheriffs' Association, Jail Architecture, p. 1 (1975).

In response to the deplorable conditions that too often exist in jails and to the apathy of public officials who are ultimately responsible for rectifying this neglect, the courts have begun to play an active role in jail reform. This increasing involvement of the courts began in the 1960's when the courts started viewing adverse jail conditions in the light of constitutional guarantees. The decision of Estelle versus Gamble, __ U.S. __, S. Ct. __, 50 L. Ed 2d 251 (1976) serves as an example. An editorial in The Washington Post (December 5, 1976) came to the following conclusion concerning this evolving trend:

Hardly an eyebrow was raised the other day when the Supreme Court ruled that "deliberate indifference" by prison officials to the serious medical needs of inmates is cruel and unusual punishment barred by the Constitution. Lower federal courts had marked the way in several cases during the past few years and none of the nine justices dissented from this expansion of the meaning of the Eighth Amendment. Yet just a few years ago, the courts were saying that judges had practically no jurisdiction over how prisoners were treated and that the cruel and unusual punishment clause was brought into play only by physically barbarous methods of punishment.

The change rests on the conclusion by the courts that the Eighth Amendment embodies "broad and idealistic concepts of dignity, civilized standards, humanity and decency," a phrase the Court adopted from a lower court's opinion. Once having accepted that proposition, it was easy for the justices to conclude, as they did, that the denial of needed medical care inflicts unnecessary pain and suffering that is "inconsistent with contemporary standards of decency." The only dispute on this issue among the justices was over the way in which judges will decide in the future when the medical treatment provided a prisoner falls below that required by the Constitution. The majority of the Court, in an opinion of Justice Thurgood Marshall, settled on the standard of "deliberate indifference" to a prisoner's needs while Justice John Paul Stevens argued for a somewhat higher standard.

Part of the importance of this decision lies in the willingness of the current Court to continue at least some of the expansion of individual rights that began a few years ago. Even while turning back the clock in several areas in which the Warren Court had ordered major advances, the Burger Court is not backing toward the 19th century in all areas. The rationale it adopted in this case and in the capital punishment cases, which involved the same part of the Bill of Rights, keeps open avenues for exploration into the constitutional standards under which prisons and criminal laws operate.

Perhaps more important, however, is the encouragement this decision gives to what is currently known as the "activism" of federal judges. By stepping into situations from which judges fled a couple of generations ago, the judiciary is now forcing changes in many aspects of government, such as prisons. For some prisons, no doubt, this new judicial concern for the quality and quantity of medical care will create problems. For others, problems have already been created by judicial findings that other conditions of prison life are so bad as to constitute cruel and unusual punishment. In some states, judges have already forced substantial change by threatening to close--or actually closing--particular prisons because of the maltreatment of inmates. The situation is not unlike the "active" role judges have taken in running school systems and drawing election districts--areas the courts refused to touch for many years and then changed dramatically when conditions became intolerable.

It is unfortunate that cases like those involving medical care in the prisons ever reach the federal courts. They do so only when prison officials neglect what ought to be their duty--providing reasonable care to inmates--or when legislatures fail to provide the funds necessary for that care. In either event, a part of government has defaulted on its responsibility, and the default is so obvious that it is clear to almost everyone. That is why there was so little reaction to the Court's expansion of the cruel and unusual punishment clause the other day; no one really wants to argue in favor of prisons' neglecting the medical problems of inmates. And that is why, in this and other areas, judges are being given, or are being forced into, or are taking over--whichever phrase you prefer--an increasing role in the way in which this nation is run.

The bases for these decisions by the courts have been the "due process" and "equal protection" clauses of the 14th Amendment to the United States Constitution and the "cruel and unusual punishment" provision of the 8th Amendment. For instance, courts in recent years have held that the equal protection clause forbids worse conditions in local correctional facilities than in state prisons. For despite the less serious nature of jail incarceration, the general conditions, facilities, programs, and personnel are not comparable with state institutions. Obviously it is a violation of fundamental fairness to treat the jail inmate less humanely than the prison inmate.

The "due process" provision requires that a person must have been afforded fair procedures prior to inflicting punishment. For example, pre-trial detainees cannot be subjected to hardships other than those necessary for their confinement without suffering the deprivation of their constitutional right to due process.

The Eighth Amendment specifically prohibits cruel and unusual punishment, and this provision has been used by the courts to set a standard to which the conditions in all jails must conform.

This growing judicial willingness to review the conditions and procedures of jails is extending down to even the smallest detention facilities. Thus, the problems relating to the establishment and implementation of minimum jail standards will not disappear even though most small (rural) facilities may find it difficult to comply with each and every standard.

B. The State of Wisconsin

1. The Establishment of Jail Standards: As was implied above, the correctional philosophy of the American public is reflected in the design and operation of the county detention facility. Unfortunately, the State of Wisconsin has not been immune to this pervasive attitude. To paraphrase the Wisconsin Standards and Goals Committee, there are in Wisconsin many outmoded, antiquated county jails that cannot provide even the most basic of human necessities let alone provide programs that promote offender reintegration.

"In 1975 in Wisconsin there were 70,564 adult confinements in county detention facilities. Included were 15,399 adults sentenced to jails and detention facilities. The average population within Wisconsin penal institutions was about 3,000."^{1/}

^{1/} Special Committee on Criminal Justice Standards and Goals, Final Report, Wisconsin Council on Criminal Justice (1976).

These stark statistics prompted the 1977 Wisconsin Council on Criminal Justice to state in their Criminal Justice Improvement Plan:

"While the number of offenders committed to county jails in Wisconsin is far greater than the number of offenders incarcerated in state correctional institutions, local county jails have remained for the most part outside modern trends in correctional innovation. The majority of county jail facilities in Wisconsin have limited or no opportunity for planned recreation, medical attention, education employment counseling, family visitation, and counseling. Few communities have made a commitment to diversion and bail review procedures, and until very recently, little or no systematic attention has been given to meaningful data collection systems for future jail planning."^{2/}

In 1975 the Department of Health and Social Services (DHSS) for the State of Wisconsin published a set of revised standards that applied to jails, lockups, houses of correction, and rehabilitation camps. These standards dealt mainly with the physical plant, security, and healthful conditions in the detention facilities.

These standards did not include issues such as the training, education, or recruitment and selection of jail personnel, or program availability or internal policies of the jail. Further, there was no effective enforcement mechanism to censure violation of the standards.

2. The Present Problem: Partially in response to these shortcomings, the Wisconsin Committee on Standards and Goals developed a set of comprehensive minimum standards for the operation and conditions of county jails. In addition to developing these minimum standards, the WCCJ prioritized the standards, and the implementation of selected adult priority goals is slated to begin in 1978. Goal 17 of the Adult Standards and Goals recommendations details the level at which the 70 local (county) jails in Wisconsin should be functioning if they are to conform to the desired level of operation called for in Goal 17. However, the Wisconsin Council on Criminal Justice (WCCJ) felt that the conditions and level of programming that currently exist in Wisconsin county jails must be assessed on a county-by-county basis and compared in all respects to the desired level of function as expressed by Goal 17 before they will allocate funds for the implementation of the jail recommendations. The term currently used for this process, though perhaps inappropriately, is "comparative analysis." An essential characteristic of the comparative analysis process is that only high priority

^{2/} Wisconsin Council on Criminal Justice, Criminal Justice Improvement Plan (1977).

standards are scrutinized because to do otherwise would be inordinately time consuming and expensive. Experience based upon the preparation and implementation of comparative analysis design suggests the following:

- . A comprehensive analysis of only the high priority standards (adult priority goals) is cost-effective.
- . In some cases, operational agencies, usually in a defensive posture, will state that they generally meet all of the jail standards. Oftentimes a thorough check will show such is not the case. Thus, care should be taken to present a jail survey as a constructive endeavor as opposed to a negative device for rating jails and their administrators.
- . General terms utilized in many jail standards must be defined prior to the comparative analysis; e.g., "adequate medical treatment" and "sufficient training."
- . Each survey question should be developed from the standard to which it applies. The research design employed should indicate the precise pieces of information required from a facility and what specific questions they will answer in the analysis.

Prior to conducting a comparative analysis of minimum jail standards, a fairly detailed research design should be developed that incorporates the following steps.

- . Select the elements of the standard for which the research will be designed.
- . Determine what data will be needed from local correctional facilities and other agencies to perform the comparative analysis.
- . Determine the possible sources of the requisite data.
- . Determine the method of obtaining the data and the scope of inquiry.
- . Obtain the data, document the source, and perform the analysis.
- . Present the results.

A great deal of very useful information may be obtained from the comparative analysis research and analysis process that has significant implications for the implementation process, as undoubtedly the WCCJ was aware when stating the data realized by this analysis will "form the baseline information to determine future areas of WCCJ program development and the funding of programs to address local needs."

WCCJ:

In short, the comparative analysis of this nature performed for the

- . Assessed the gap between the existing conditions and the recommended standards.
- . Assessed potential financial costs of bringing jails in line with the level of improvement sought by Goal 17.
- . Publicized the minimum jail standards and educated facility administrators as to their content and possible ramifications.

C. Juvenile Detention--Conditions Versus Requirements

"There is evidence that. . .the child receives the worst of both worlds, that he gets neither the protections accorded to adults nor the solicitous care and regenerative treatment postulated for children." Supreme Court Justice Fortas is to be credited with this troubling insight into the juvenile justice system. A cursory inventory of the national system criminal justice practitioners would seem to indicate there is unanimity with regard to the goal of diverting as many juveniles away from the court process--and thus detention--as possible. For instance, the National Council on Crime and Delinquency, the United States Children's Bureau, and the National Advisory Commission on Criminal Justice Standards and Goals all encourage the use of nonsecure alternatives to detention for juveniles who do not present an immediate physical danger to the community.

In spite of this widespread belief, many juveniles will continue to be detained in county jails for sundry reasons. In response to this probability, the Wisconsin Standards and Goals Committee stated that juvenile detention procedures should provide more due process and service to the juvenile.

In answer to this recommendation, Goal 7 of the Juvenile Standards and Goals recommendations specifically states that juvenile intake personnel must be available on a 24-hour, 7-day-a-week basis; that written intake policies must be developed and put into effect; and that juveniles must be housed out of sight and hearing of adult detainees.

Specifically, where juvenile detention intake is not available on a 24-hour, 7-day-a-week basis:

- . Law enforcement officials make detention decisions outside their responsibilities.
- . Detention may be utilized in a capricious or punitive manner in response to public outcry.

- . Virtually anyone may request and determine admission to detention.

A quote from the Juvenile Justice Standards and Goals document serves to illustrate what happens in Wisconsin in the absence of written intake policies for juvenile detention.

"In an examination of 5,083 detention dispositions in Wisconsin, only 105 juveniles were released to service providing agencies which were not affiliated with the justice system. (State Detention Study). There were more juveniles waived to adult court than released to community agencies. The virtual non-existence of written intake policies often precludes this option. Eight-one percent of the respondents in a recent court survey indicated that they did not have any formal, written policies to follow in placing a juvenile in detention. Given the large number of detention admissions which are made in the absence of the judge (over 50% in Wisconsin), the large number of people authorized to make such decisions (10 different personnel categories), and the different uses of detention from county to county, it becomes imperative to develop specific detention criteria and policies which are incorporated as part of the Rules of the Court. (Juvenile Court Survey)^{1/}"

There seems to be no disagreement with the need to separate adults and juveniles when both are confined within the same facility. A review of available information on the Wisconsin juvenile justice system would indicate that all county jails comply with this directive. However, it is important to periodically verify this condition of juvenile confinement.

^{1/} Special Committee on Criminal Justice Standards and Goals, Juvenile Justice Standards and Goals, Wisconsin Council on Criminal Justice (1975).

III. PROJECT OBJECTIVES

The performance of the project was guided by four principal objectives. They were:

- . Assess the existing Wisconsin jail practices by jail size as measured against the adult detention standards included in Goal 17.
- . Assess the existing Wisconsin jail practices by jail size as measured against the juvenile detention standards included in Goal 7.
- . Provide a statewide evaluation of the potential achievement of standards and identify limitations impeding their implementation.
- . Identify exemplary jail programs and practices and evaluate their possible replication by other counties.

The MRI project team achieved these objectives by carrying out the tasks and producing the deliverables described in subsequent sections of this final report. In doing so, the project team employed a multidisciplinary approach to the project by utilizing staff expertise in criminal justice standards and goals and, in particular, the development and testing of jail standards.

In addition, the services of a nationally recognized professional were engaged to ensure that each element in Goal 17 was properly assessed and that the analyses included in this final document reflect the knowledge and experience of practitioners in corrections as well as theorists.

IV. METHODOLOGY

A. Instrument Development

A comprehensive survey instrument was developed to obtain data with which to assess existing jail programs and services vis-a-vis the 21 WCCJ detention standards and to collect information concerning adult/juvenile separation issues. This instrument (a copy of which is included as Appendix A) was designed to provide for the acquisition and recording of facility demographic and inmate population data and staffing numbers and assignments.

Each of the 18 WCCJ adult detention standards was assessed by using specific standards developed by national correctional standards-setting organizations. Specifically, these are the American Correctional Association, the American Bar Association, the American Medical Association and the National Sheriffs' Association. Questions for the three WCCJ juvenile detention standards were based on the National Advisory Committee on Criminal Justice Standards and Goals' report on Juvenile Justice, Delinquency and Prevention, Juvenile Justice, Delinquency and Prevention Act of 1974 and subsequent 1977 amendments.

The following table shows the format for each survey item:

TABLE 1

SURVEY FORMAT

C. Internal Policies

1. Any inmate shall be allowed to consult with any attorney and with law students and paraprofessionals working with such attorney, alone and in private at the place of custody, as many times and for such period as is reasonable. When an inmate's ability to produce written communication to an attorney is limited, access to legal counsel by phone shall be granted.

Exceeds the Standard	Meets the Standard	Partially Meets the Standard	Fails to Meet the Standard	Not Applicable
----------------------	--------------------	------------------------------	----------------------------	----------------

Comment: _____

- a. Confidential contact with legal counsel available:

Yes	No	Not Applicable
-----	----	----------------

Comment (discuss any restrictions): _____

- b. Telephone access with legal counsel available when inmate written communication ability is limited:

Yes	No	Not Applicable
-----	----	----------------

Comment: _____

- c. Access to legal materials, supplies and related services available:

Yes	No	Not Applicable
-----	----	----------------

Comment: _____

In this example, the first component, C-1, is the standard developed by the WCCJ for Adult Detention Internal Policies. A jail's ability to meet that standard immediately follows (exceeds, meets, partially, fails, not applicable). A determination of the actual rating for this standard can only be made after the jail administrator/sheriff responds to objectives a, b or c. Positive responses to these three objectives would provide a rating of "exceeds" or "meets" depending on how well the facility addresses this standard. The surveyor consulted other project staff in those instances where the rating given the standard was questionable. (For example, in those cases where responses to individual objectives were mixed.) Breaking the questions relating to standards down into objectives and/or activities serves to clarify what conditions constitute compliance. A technique such as this permits a ready assessment of a facility's current performance and highlights any needed improvements.

The survey instrument was designed to efficiently collect information, yet also provide a detailed overview of existing jail conditions. The format incorporated space for comments or responses to each question when yes or no answers did not adequately represent the universe of possible responses. These comment sections were also beneficial when additional narrative was needed to explain why the jail had not achieved a particular standard or when the facility had exceeded the requirements of the standard and such notable efforts should be brought to the WCCJ's attention.

This instrument was developed so that questions regarding facility operations, policies, procedures and programs were addressed in the first segment of the instrument, whereas questions regarding the actual physical facility, i.e., physical separation of juveniles/adults were addressed in the latter sections. This format enabled project staff to inspect the facility to record aspects which are affected by the standards.

Also early in the project, it was decided MRI should develop and implement a method to prioritize the adult and juvenile detention standards

of interest to the WCCJ. These 21 standards, included in Goal 17 (Adult Detention) and Goal 7 (Juvenile Detention), had been prioritized by WCCJ staff for inclusion in the Request for Proposal. Subsequent discussion with the WCCJ determined that the standards were prioritized by only two staff and that these staff had based their decisions upon their individual correctional philosophies. The rankings completed by these staff is provided in Table 2.

TABLE 2
ORIGINAL WCCJ STANDARDS RANKING

<u>Standard</u>	<u>Ranking</u>
Adult Detentions	
A. Personnel	
A-1	17
A-2	18
A-3	19
B. Programs	
B-1	4
B-2	2
B-3	5
B-4	1
B-5	6
B-6	3
C. Internal Policies	
C-1	7
C-2	10
C-3	9
C-4	11
C-5	12
C-6	13
C-7	8
C-8	20
C-9	21
D. Juvenile Detentions	
D-1	14
D-2	15
D-3	16

Project staff did not consider the method by which the standards were prioritized as an adequate assessment of the importance of the individual standards. With this in mind, a meeting was held early in the project to develop a weighting schemata to provide for the systematic prioritizing of the jail survey evaluations in relation to WCCJ Adult and Juvenile Detention Standards.

It was agreed, by both the WCCJ and MRI, that the 21 standards should not be of equal importance. MRI's original recommendation was that the task of weighting could be accomplished by requesting 5 to 10 WCCJ corrections personnel to Q-sort the standards. Q-sort is a technique whereby individual staff members are asked to simultaneously consider two standards to determine if the first is more important, less important or of equal importance.

Once this task is completed, the results can be statistically analyzed and weighting factors assigned. The scores would then be placed on a 1 to 10 scale for ease of interpretation. The Q-sort was recommended because it is easier for the individual doing the ranking to determine the difference in importance between two standards rather than among all 21.

WCCJ staff believed it to be important to involve the WCCJ Executive Council rather than their own staff in the weighting process. The Executive Council serves as the advisory board to the WCCJ and is composed of criminal justice practitioners throughout the state. As a result, a prioritization instrument, was developed and distributed to the 25 Executive Council members. This instrument, a copy of which is included as Appendix B, was essentially a series of 1 to 7 point Likert-type scales which were to be scored for each standard. The Likert-Scale was used in place of the Q-sort since instructions for completion of the Q-sort must be explained verbally and this was impossible to do since the instrument was to be distributed through the mail. Of the 25 instruments distributed to the Council, 14 were returned for tabulation. Scores were averaged for each standard and the results were later incorporated into the data analysis. The averaged scores are included in Table 3.

B. Data Collection

Information needed to complete a comparative analysis of jail standards was collected through personal interviews with county sheriffs, jail administrators and designated jail staff. Additional information was obtained from WCCJ corrections staff and Regional Planning Unit administrators. In most counties the interviews were conducted with jail administrators, although in several of the smaller counties the sheriff served as the chief jailer and provided the necessary data.

TABLE 3

WISCONSIN JAIL SURVEY STANDARD'S RATINGS

Standard	Averaged Value	Weight
1 A-1	3.56/7 = 0.51	
2 A-2	4.00/7 = 0.57	
3 A-3	5.78/7 = 0.83	
4 B-1	5.33/7 = 0.76	
5 B-2	6.00/7 = 0.86	
6 B-3	6.44/7 = 0.92	
7 B-4	5.78/7 = 0.82	
8 B-5	6.33/7 = 0.90	
9 B-6	4.22/7 = 0.60	
10 C-1	5.89.7 = 0.84	
11 C-2	5.11/7 = 0.73	
12 C-3	4.44/7 = 0.63	
13 C-4	4.33/7 = 0.62	
14 C-5	3.11/7 = 0.44	
15 C-6	5.56/7 = 0.79	
16 C-7	5.56/7 = 0.79	
17 C-8	4.78/7 = 0.68	
18 C-9	4.22/7 = 0.60	
19 D-1	6.22/7 = 0.69	
20 D-2	6.44/7 = 0.92	
21 D-3	6.89/7 = 0.98	

Survey interviews were actually conducted on-site in sixty-seven (67) counties although data was collected for a total of 69 facilities (see Figure 1 for the geographic location of county jails). Of the 69 Wisconsin counties having jails one county declined to participate in the survey and another provided information via mail. Information was also obtained from the Milwaukee House of Corrections which brings the total number of facilities surveyed to 69. Three counties, Bayfield, Menominee and Pepin do not operate a jail and thus were not surveyed. Menominee uses the Shawano County Jail.

All jails were surveyed by one MRI staff member. Our original plans were to assign two staff to jointly survey all Class 1 facilities due to the size and complexity of these jails. However, MRI's Project Director surveyed these jails personally, eliminating the need for two staff. On-site surveys began on April 17, 1978, in Southern Wisconsin, and were completed on June 9, 1978. On the average, two facilities were completed each day.

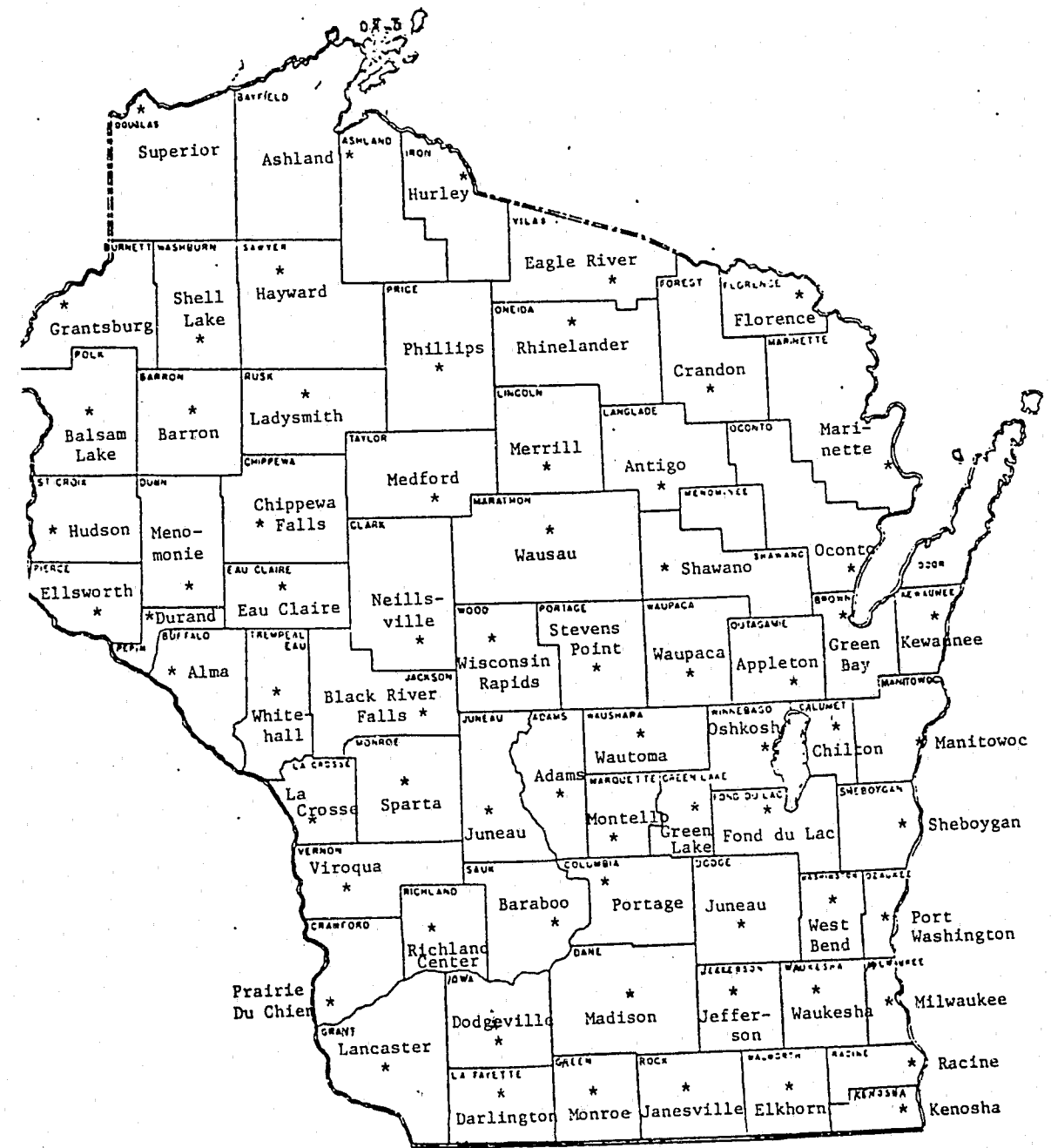


Figure 1 - Geographic Location of County Jails
 (NOTE: Bayfield, Menominee and Pepin counties do not operate a jail)

Prior to conducting the survey the WCCJ anticipated that there might be problems in collecting relevant information. Possible problem areas identified were:

- Possible resistance or resentment by some sheriffs/jail administrators to "another survey,"
- Concern that the WCCJ is not sensitive to the real needs of the jails,
- Concern by some sheriffs/administrators that the survey was designed to identify inferior jails,
- Concern that the survey would recommend additional expenditures for jail improvements when funding sources were already limited, and
- Fear that the WCCJ was "going to tell the sheriffs how to run their jails."

To eliminate or reduce these concerns, MRI, in conjunction with WCCJ staff, became involved in the following activities:

- The MRI Project Director met with individuals who represented agencies interested in the improvement of jail facilities in the WCCJ offices on April 13, 1978. The purpose of this meeting was to explain MRI's role in the survey and to determine areas which might have been overlooked in our initial survey design. This group provided considerable input which was incorporated into our final survey instrument.
- On the same date a brief presentation of the survey design was presented to the WCCJ Executive Council. This presentation, which lasted approximately three (3) minutes, was a formal statement of the survey's stated purpose and objective.
- On April 14, 1978, the MRI Project Director spoke to the Wisconsin Badger Sheriffs' Association in Wausau. The objective of this presentation was to explain the purpose of the survey, particularly from the perspective of a county sheriff, and to elicit the Association's formal support of the impending survey effort.

The following points were emphasized concerning the need for jail standards:

- They offer a stimulus and a mechanism for jail improvements while minimizing the disruptions and animosities engendered by litigation.

- The applicable standards were developed for adult local detention facilities and do not apply to state correctional institutions.
- They serve to promote the development of a more safe, secure, and humane environment.
- Standards are not designed to prohibit administrators from exercising their own discretion. In many areas such as classification, local officials can continue to follow prior practices insofar as they are constitutionally sound.
- They provide a basis for the development of written plans and procedures which inform the public of jail policies and are of considerable evidentiary value to a court.
- They promote a sense of professionalism and respect for jail management and security staff. This serves to reduce staff turnover rates and lowers training costs.
- They promote more consistent responses from jail staff thus enhancing staff-inmate relationships.
- Standards create a mechanism for an objective, rather than a subjective, measurement of jail adequacy.
- There is a feeling on the part of many authorities that mandatory standards assist their efforts to obtain funds needed to implement changes.

There was considerable discussion by the sheriffs in attendance. Most of the questions concerned the need for the survey and the proposed uses for the results. The sheriffs stated that they had been the subject of numerous surveys conducted not only by the WCCJ, but also by such other organizations as the National Sheriffs' Association, the National Institute of Corrections, and the American Medical Association. Their feelings were that, at best, they had received only minimal benefits from their participation in the various surveys. In short, their principal concern was that they would expend time and effort to provide information relative to how their jails measured up to the detention standards without being privy to or benefitting from the findings. In response to this concern it was emphasized that:

- Findings would be distributed to the sheriffs for their review and commentary prior to their formal acceptance and dissemination by the WCCJ,
- The WCCJ was seeking direction from the sheriffs as to priority areas for expending jail funds,

- The survey would not take more than three (3) hours to administer and required only minimal effort in tabulating staff/inmate jail population data,
- Information pertinent to exemplary programs operating in Wisconsin jails would be distributed to all sheriffs, and
- Responses to jail litigation issues would be made available for review.

Although not all concerns were resolved at this meeting, Association officials stated that they would cooperate with the survey.

Many of MRI's apprehensions pertaining to the collection of data quickly vanished as initial contacts with sheriffs/administrators demonstrated that they would provide the requested information. As stated previously, only one facility declined to provide data. Another sheriff/administrator declined to participate in the survey at the time of the on-site visit although a prior appointment had been made. This jail did, however, mail in a completed instrument approximately 2 weeks later.

One of the most difficult tasks in conducting a survey of this type is to coordinate the interviews with the sheriff's/jail administrator's schedule. Ideally an interviewer would like to survey contiguous counties on the same day. The schedules of several sheriffs precluded this arrangement. Thus considerable additional travel and "dead-time" was the result. Generally speaking, however, jail officials cooperated with survey staff and in several instances rearranged their schedules to accommodate the interviews.

1. Survey Instrument Pretest: The interview schedule was pretested at two sites, Rock and Washington Counties, before being used to survey Wisconsin's county jails. The pretest was conducted to:

- Determine any difficulties in actual or potential administration.
- Discover wording or phrasing ambiguities.
- Determine the length of time needed to administer the interview schedule.
- Identify informational sources which were overlooked by WCCJ or project staff.
- Determine those question(s) for which information is not attainable or not readily attainable.

The Rock and Washington County Jails were selected as pretest sites as a result of the following:

- Their proximity to WCCJ's central Madison office,
- MRI believed it necessary to pretest the instrument in facilities of differing sizes to identify problems with the survey administration specific to facility size. Rock County is a Class II jail (ADP 50-100) and Washington County is a Class III jail (ADP 21-49),
- The Rock County Jail had cooperated with WCCJ in past research, and
- The Rock and Washington County sheriffs indicated their personal willingness to offer their facilities as pretest sites.

Prior to conducting the pretests, MRI anticipated that the administration time for the smaller jails (Classes III and IV) would be approximately 3 to 5 hours, while the larger facilities (Classes I and II) would require from 5 to 8 hours. This assumption did not hold true. The Rock County pretest administration took less than 3 hours and Washington County lasted 2 hours. The actual time MRI spent with Rock and Washington County officials was somewhat longer than reported as approximately 1 hour was devoted to reworking and rephrasing the pretest instrument.

Provisions were necessary based upon the following discoveries:

- Several questions were not worded clearly,
- Some of the categories for which a numerical response was required were inadequate in terms of spacing,
- Sufficient staff categories had not been provided,
- There was duplication of questions in several standards. In some instances, this could not be helped as several of the standards overlapped in principle, i.e., Standards 1 and 5 both relate to community involvement in jail programs and Standards 6 and 9 both stress work/educational programs,
- Questions relating to Goal 7, Juvenile Detention Standards, could be condensed into more general categories.
- Several questions were unanswerable without requiring jail staff to expend an additional 3 to 4 days effort in tabulating inmate population data. Most of this data did not directly relate to the objectives of the survey and these questions were therefore deleted from the final survey schedule.

- Litigation issues regarding jail practices were considered an important issue by both Rock and Washington County officials. MRI's original plan did not include assessing the extent of court action in Wisconsin's jails. We were aware, however, that numerous court decisions in other states were based on compliance with established state and national standards and that it would be important to assess the current status of litigation in Wisconsin and how compliance with WCCJ detention standards might affect future court action. A later meeting with the Badger Sheriff's Association emphasized the necessity for collecting information concerning litigation issues.
2. Initial Mailing: MRI mailed each of the 69 jails the following:
 - A cover letter which explained the purpose and goals of the survey and the importance of the county's cooperation. MRI originally recommended that the letter be reproduced on WCCJ stationery and signed by the appropriate WCCJ official. However, due to time constraints this letter was reproduced on MRI stationery and was signed by the MRI Project Director. A copy of this letter may be found in Appendix C.
 - A copy of the survey instrument with a facility identification label attached.
 - An outgoing envelope, 10 by 13 inches especially designed to identify it as an important item relating to an official WCCJ study, was sent via first class mail.
 3. Telephone Follow-up Activities: One week after the introductory letters and survey interview schedules were mailed, MRI telephoned each jail administrator/sheriff to arrange a personal interview. During the course of the telephone contact, the staff attempted to answer any questions relative to the interview schedule supplied in the initial mailing. Project staff also reiterated the importance of the survey, project objectives and data needs. Prior experience has demonstrated that many jail administrators do not have the necessary data readily available at the time of the interview. This situation has either delayed the acquisition of information or caused it to be unattainable. Thus, this procedure provided jail staff with ample time to assemble the necessary information.
 4. Confirmation Letter: As a final step in notifying administrators and scheduling interviews, MRI staff sent each facility a letter confirming the interview date and time.

V. RESULTS

A. Introduction

The most significant problem with the implementation of detention standards as identified by sheriffs and jail administrators throughout the United States is generally the financial cost involved. One component of the present study was to evaluate the potential of the Wisconsin county jails for meeting the 21 WCCJ adult and juvenile detention standards.

In order to estimate compliance costs, it is necessary first to distinguish standards that can be implemented with relatively few resources from those requiring additional staff, supplies, equipment or facilities.

Minimal or very few new resources are required by 12 or 57 percent of the WCCJ standards. Implementation of the remaining standards will require additional staff and/or operating capital.

The cost impact of WCCJ standards is summarized by Table 4. As shown, the standards are differentiated as either having or not having cost impacts with respect to particular expenditure categories; the categories used are personnel, supplies, services, physical plant, and equipment. These categories are defined as follows:

1. Personnel services relates to costs associated with salaries and wages, overtime and hazardous duty, personnel benefits, uniforms and clothing.

Salaries paid for contractual services, such as medical, legal or other professional services, are not included in this expenditure category but in "other services."

2. Operating supplies include such items as food, drugs, institutional cleaning supplies and linens.

3. Other services are those other than personal services that the jail is required to perform, but cannot be performed by jail staff. Such services include:

Professional services, i.e., medical, dental, legal, janitorial.

Telephone service and postage costs.

Utilities, i.e., heating, electricity, water

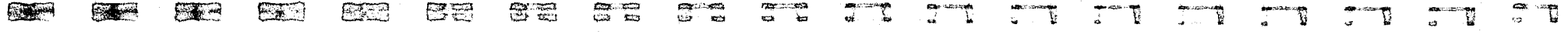
Maintenance of the facility.

Miscellaneous, i.e., laundry services, "other" contractual services.

TABLE 4 - Cost Impacts of Each WCCJ Standard

Standards Number	Standards and Short Subtitles	Personnel ¹	Supplies ²		Services ³	Physical Plant ⁴	Equipment ⁵
			Office	Operations			
1. (A-1)	Jail Administrators shall be required to work with Community Groups in providing needed services: <ul style="list-style-type: none"> . Permit Community Groups to provide services . Volunteer Services Program . Public Information Program 		X				
2. (A-2)	Correctional officers shall be civilian and shall provide continuous (24 hours per day) supervision of inmates. Each occupied floor of a multifloor facility shall be supervised by at least one officer. A roster of qualified female correctional officers shall be maintained for utilization when females are incarcerated: <ul style="list-style-type: none"> . Correctional officers totally assigned . 24-hour Supervision . Each Floor Supervised . Female Correctional Officers Provided . Observations each 30 minutes . Supervision recorded . Audio monitoring system . Visual monitoring system . Emergency Communication system . Search and Inspection made 	X X X X X X X X				X X	
3. (A-3)	Male and female correctional officers shall receive equal pay if duties and responsibilities are similar. Correctional officers' salary and benefits shall be equal to law enforcement officers' salary in the same jurisdiction. Position shall require at least a high school diploma. Correctional staff shall be required to complete 120 hours of formal correctional training within first year of employment.	X					

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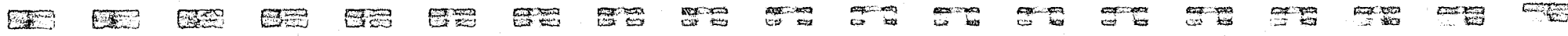
Standards Number	Standards and Short Subtitles	Personnel	Supplies		Services	Physical Plant	Equipment
			Office	Operations			
3. (A-3) continued	. Correctional officers' salary equal to enforcement officers	X					
	. Deputies rotated	X					
	. Equal pay for male and female correctional officers	X					
	. High school diploma required						
	. Written training plan						
	. Facility training officer						
	. 90 hours formal correctional officer training	X					
4. (B-1)	Prior to initial court appearance, each pre-trial detainee shall be interviewed to obtain background information and assess eligibility for release on recognizance or bail.						
	. Written reception and orientation policy . Release eligibility assessed	X					
5. (B-2)	Jail personnel shall encourage the maintenance of family ties, work responsibilities, bonds with the community, and maximum use of community services.						
	. Attitude toward maintaining community ties						
6. (B-3)	Work release, employment and educational placement mechanisms shall be developed by jail personnel and should be available to all inmates, unless restricted by court order.						
	. Work release program	X			X		
	. Educational release program	X			X		
	. Number on work/educational release						
	. Release programs encouraged						
	. Revocation criteria						
	. Due process rights observed						

Standards Number	Standards and Short Subtitles	Personnel	Supplies		Services	Physical Plant	Equipment
			Office	Operations			
7. (B-4)	State and local authorities shall establish (or ensure availability of) programs such as: (a) education; (b) recreation; (c) commissary; (d) library services; (e) religious services (f) mental health services; and (g) health care.						
	. Educational programs	X		X	X		
	. Vocational programs	X			X		
	. Recreation programs	X			X	X	X
	. Religious programs				X		
	. Library services	X		X			
	. Commissary services				X		
	. Social Services/Counseling	X			X		
	. Reception medical screening	X			X		
	. Professional medical personnel in adequate numbers	X		X		X	X
	. 24-hour emergency care	X					X
	. Established sick call procedure				X		
	. Established detoxification procedures				X		
	. Adequate dental services	X			X		X
	. Medical services for females	X			X		
	. Medical records maintained		X				
	. Mental health services provided	X			X		
	. Medication control plan			X	X		
	. Adequate first aid kits						X
	. Staff trained in emergency care	X			X		
	. Procedure to determine need of medical service						
8. (B-5)	Access to all services and programs available at the jail shall be based on security classification, not on race, sex, national origin, or religious preference.						
9. (B-6)	Sentenced inmates who are unemployed at admission shall be assisted in obtaining employment. Salary paid an inmate shall be at least the federal minimum wage; fringe						

Standards Number	Standards and Short Subtitles	Personnel	Supplies		Services	Physical Plant	Equipment
			Office	Operations			
9. (B-6) continued	<p>benefits and other job related benefits shall be equal to other workers doing the same job. Volunteer work in the community or part-time work should not be prohibited solely on the basis that it will not cover the cost of room and board. The jail administrator must maintain strict accounting of the inmates' earnings, and these records shall be open to inspection by the inmate.</p> <ul style="list-style-type: none"> . Employment program available . Work-release salaries at minimum wage and equal to civilian pay . Volunteer work permitted . Work-release inmates housed separately . Open accounting system for inmate earnings 	<p>X</p> <p>X</p>			X		
10. (C-1)	<p>Any inmate shall be allowed to consult with any attorney and with law students and para-professionals working with such attorney, alone and in private at the place of custody, as many times and for such period as is reasonable. When an inmate's ability to produce written communication to an attorney is limited, access to legal counsel by phone shall be granted.</p> <ul style="list-style-type: none"> . Confidential legal counsel available . Phone access to legal counsel provided for unskilled inmates . Legal materials accessible 					X	
11. (C-2)	<p>All jail inmates in Wisconsin shall be provided with reasonable facilities for receiving visits from family and friends. Visiting periods of at least 2 hours shall be available four times per week with at least 2 hours available on weekends. No</p>						

Standards Number	Standards and Short Subtitles	Personnel	Supplies		Services	Physical Plant	Equipment
			Office	Operations			
11. (G-2) continued	<p>person shall be refused visitation privileges unless jail personnel reasonably believe that the person is a threat to institutional or personal security, or unless the inmate does not want to see the visitor. Special arrangements shall be made for providing an adequate and appropriate environment for visitation with children.</p> <ul style="list-style-type: none"> . Visiting facilities provided . Amount of visitation time . Number of weekly visiting periods . Maximum weekly visitation time . No visitor restrictions . Special arrangements for visits by children 	X X X			X X X X	X X	X X
12. (G-3)	<p>Representatives of social service agencies, religious organizations, the news media, and other agencies shall be permitted to consult, counsel or interview consenting jail inmates during reasonable hours. Information regarding access to community service agencies and the service they provide shall be given to all inmates.</p> <ul style="list-style-type: none"> . Inmates accessible by social service agencies . Inmates accessible by religious organizations . Inmates accessible by news media . Information about community service agencies is available 						
13. (G-4)	<p>Jail personnel shall not open or read the contents of any of the inmate's outgoing mail. Inmates shall have the unrestricted right to correspond or communicate with any person, whether they be outside or within</p>						

Standards Number	Standards and Short Subtitles	Personnel	Supplies		Services	Physical Plant	Equipment
			Office	Operations			
13. (C-4) continued	<p>the jail, unless there is probable cause to believe the communication will lead to a criminal offense or escape. Incoming mail, including packages, may be opened and inspected for contraband in the presence of an inmate representative. Such mail shall not be monitored by reading and attorney-client or other privileged mail shall not be opened by anyone other than the addressee.</p> <ul style="list-style-type: none"> . Inmate mail not read . Right to communicate/correspond not restricted . Postage provided to indigents . Privileged mail is confidential . Inmate signature to authorize mail inspection 		X				
29 14. (C-5)	<p>Telephone shall be made available to inmates for free, private and unmonitored local calls. Provisions should be made for emergencies and for long distance calls on limited occasions.</p> <ul style="list-style-type: none"> . Available phone use . Provision for emergency calls . Provision for long distance calls 	X X			X		X
15. (C-6)	<p>If an inmate is eligible to vote and requests to do so, jail personnel shall provide facilities and materials sufficient to complete absentee ballots.</p> <ul style="list-style-type: none"> . Absentee ballots available 						
16. (C-7)	<p>The jail administrator shall adopt written internal policies governing the operation of the jail. The policies shall be explained and a copy given to each jail in-</p>						



Standards Number	Standards and Short Subtitles	Personnel	Supplies		Services	Physical Plant	Equipment
			Office	Operations			
16. (C-7) continued	mate upon admission. . Internal operation policies in writing . Policies explained to new inmates . Copy of policies provided on admission . Segregation and protective custody policies in writing . Rules explain infraction penalties . Rules explain rights to due process . Adequate disciplinary reporting procedure	X		X			
17. (C-8)	Each jail shall establish a Jail Advisory Committee to advise the jail administrator and make recommendations regarding jail policies and operation. The advisory committee shall be composed of citizens and include inmates or ex-inmates. . Advisory Committee established . Composition of Committee						
18. (C-9)	Each jail shall establish a grievance procedure at the county administration level, open to any aggrieved party. . Grievance procedure established at county administration level . Available grievance procedure for any aggrieved party						
19. (D-1)	Detention intake shall be available on a 24-hour, 7-day-a-week basis. . 24-hour availability of intake personnel	X			X		
20. (D-2)	Specific intake criteria for secure detention shall be formulated in policy and applied in practice. The criteria shall become part of the Rules of the Court and should be developed by the intake staff and approved by the judge.						

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Standards Number	Standards and Short Subtitles	Personnel	Supplies		Services	Physical Plant	Equipment
			Office	Operations			
20. (D-2) continued	<ul style="list-style-type: none"> . Intake decisionmaking procedures in writing . Intake criteria approved by judge 						
21. (D-3)	<p>Juveniles shall not be co-mingled with adults in county jails, city jails, police lockups (used while processing a juvenile), or those places described under Chapter 51 of the Wisconsin Statutes.</p> <ul style="list-style-type: none"> . Juveniles separated from adults 	X				X	

4. Physical plant expenses include those related to the building itself. These include construction, renovation or major remodeling costs.

5. Equipment costs are those for the purchase of machinery and equipment, such as washing machines, dishwashers, beds and mattresses.

No attempt was made to estimate the magnitude of the financial costs associated with each standard. For standards with negligible cost impact, no impact is noted. For example, Standard C-9 requires each jail to establish a grievance procedure at the county administration level, open to any aggrieved party. For this standard compliance costs are virtually nonexistent.

Impacting upon two or more expenditure categories, however, does not necessarily mean that a standard will have greater implementation costs. For example, Standard C-7, which allows for a confidential contact between the inmate and his attorney, impacts three major expenditure categories. Jail staff might implement this standard by utilizing legal materials from local law libraries and existing rooms or space which can be modified for confidential contact. Thus, only limited staff time would be necessary for transporting requested legal materials. By contrast, Standard A-2 which requires female correctional officers to provide continuous 24-hour per day supervision of female inmates impacts primarily only the personnel expenditure category; but implementation of this standard could become very costly if the strategy the jail uses is to hire round-the-clock female correctional officers to provide complete supervision for female inmates.

Another major obstacle to implementing recommended detention standards cited by numerous sheriffs and jail administrators is the deficiencies in physical facilities associated with age. Table 5 gives the construction and renovation dates for each county jail.

In order to determine if there is a correlation between the age of the facility and the compliance rate in Wisconsin we measured compliance rate as described by the standard deviation measurement for each facility relative to the stated year of construction. The findings are listed in Table 6. It should be noted that the more negative the standard deviation value assigned to a facility the greater the improvement that must be shown in programming before the facility achieves compliance.

The 69 jail facilities that were surveyed were divided into seven groups; assignment to a group was determined by the standard deviation number. The value ranges have no particular significance as the facilities fell into seven natural groupings. Dividing the facilities into groups primarily aids the reader in making comparisons between facilities contained by one grouping rather than facilitating extensive comparisons between groups. In summary, in Group 1 the deviation was +4.53 to -3.99, Group 2 -4.00 to -4.99, Group 3 -6.00 to -8.99, Group 4 -9.00 to -9.99, Group 5 -10.00 to -10.99, Group 6 -11.00 to -13.99 and Group 7 -14.00 to -20.13 which is the most significant deviation measurements.

TABLE 5

COUNTY JAIL CONSTRUCTION AND RENOVATION DATES

County	Construction Date	Renovation Dates	County	Construction Date	Renovation Dates
Adams	1953	1975, --	Marathon	1958	--, --
Ashland	1956	-- --	Marinette	1942	1978, --
Barron	1953	1976, --	Marquette	1919	-- --
Brown	1964	1976, --	Milwaukee	1929	1978, --
Buffalo	1912	-- --	Monroe	1965	-- --
Burnett	1900	1963, --	Oconto	1961	-- --
Calumet	1978	-- --	Oneida	1952	-- --
Chippewa	1950	-- --	Outagamie	1973	-- --
Clark	1978	-- --	Ozaukee	1955	1962, --
Columbia	1957	1970, 1977	Pierce	1968	1975, --
Crawford	1892	1970, --	Polk	1930	1978, --
Dane	1957	-- --	Price	1976	-- --
Dodge	1977	-- --	Racine	1930	1976, --
Door	1965	-- --	Richland	1880	1960, --
Douglas	1970	1975, 1978	Rock	1951	1972, --
Dunn	1963	1974, 1976	Rusk	1963	-- --
Eau Claire	1974	-- --	St. Croix	1963	-- --
Florence	1890	-- --	Sauk	1963	-- --
Fond du Lac	1955	-- --	Sawyer	1975	-- --
Forest	1908	-- --	Shawano	1955	1973, --
Grant	1957	1975, --	Sheboygan	1933	1970, --
Green	1958	-- --	Taylor	1893	-- --
Green Lake	1900	1976, --	Trempealeau	1890	1977, --
Iowa	1959	-- --	Vernon	1909	1974, 1975
Iron	1976	-- --	Vilas	1978	-- --
Jackson	1960	-- --	Walworth	1962	-- --
Jefferson	1957	1977, --	Washburn	1918	1961, --
Juneau	1941	1976, --	Washington	1961	-- --
Kenosha	1926	1963, --	Waukesha	1959	1968, 1975
Kewaunee	1969	-- --	Waupaca	1966	-- --
La Crosse	1965	-- --	Waushara	1908	1957, --
Lafayette	1880	1950, --	Winnebago	1934	1972, --
Langlade	1970	-- --	Wood	1956	1978, --
Lincoln	1902	-- --	Milwaukee	1953	1964, --
Manitowoc	1961	-- --	House of Cor- rections		

TABLE 6 - Standards Compliance by Age of Facility

4.53 to -3.99 Dev. N.	Facility	N=10 Class	Group 1 Year Construction
4.53	12	1	1957
.72	69	1	1953
-1.20	39	1	1929
-1.54	36	3	1958
-1.80	11	4	1892
-1.81	43	3	1973
-3.31	50	2	1951
-3.61	68	3	1956
-3.80	18	4	1890*
-3.99	61	3	1962

YEAR RANGE 1973-1890

* This facility is rated as a lockup.

-4.00 to -5.99 Dev. N	Facility	N=11 Class	Group 2 Year Construction
-4.09	27	3	1957
-4.16	13	3	1977
-4.17	17	2	1974
-4.91	30	4	1969
-4.98	31	2	1965
-5.38	19	4	1955
-5.46	59	4	1909
-5.49	48	2	1930
-5.52	44	4	1955
-5.61	1	3	1953
-5.85	56	3	1933

YEAR RANGE 1974-1909

-6.00 to -8.99 Dev. N	Facility	N=12 Class	Group 3 Year Construction
-6.02	52	3	1963
-6.12	35	3	1961
-6.24	53	4	1963
-6.33	29	2	1926
-6.84	10	4	1957
-6.94	42	3	1952
-7.19	45	3	1968
-7.51	46	3	1930
-7.92	21	4	1957
-8.26	32	4	1880
-8.63	34	3	1902
-8.64	4	2	1964

YEAR RANGE 1968-1880

-9.00 to -9.99 Dev. N	Facility	N=9 Class	Group 4 Year Construction
-9.14	16	3	1963
-9.35	9	3	1978
-9.59	64	1	1959
-9.71	14	4	1965
-9.75	49	4	1880
-9.91	60	3	1978
-9.92	3	4	1953
-9.94	22	4	1958
-9.97	28	3	1957

YEAR RANGE 1978-1880

-10.00 to -10.99 Dev. N	Facility	N=8 Class	Group 5 Year Construction
-10.07	55	3	1955
-10.25	63	3	1961
-10.37	66	4	1908
-10.43	40	3	1965
-10.46	7	4	1978
-10.56	41	4	1961
-10.74	67	3	1934
-10.75	38	4	1919

YEAR RANGE 1978-1908

-11.00 to -13.99 Dev. N	Facility	N=9 Class	Group 6 Year Construction
-11.24	33	3	1970
-11.28	54	4	1975
-11.30	37	4	1942
-11.59	15	3	1970
-11.90	23	4	1900
-12.26	58	4	1890
-12.83	47	4	1976
-12.88	25	4	1976
-13.71	5	4	1912

YEAR RANGE 1976-1890

-14.00 to -20.13 Dev. N	Facility	N=10 Class	Group 7 Year Construction
-14.63	65	4	1966
-14.88	8	3	1950
-14.95	20	4	1908
-15.40	51	4	1963
-16.02	6	4	1900
-16.48	62	3	1918
-17.05	24	4	1959
-17.31	26	4	1960
-18.42	57	4	1893

By examining these groupings it can readily be determined that the age of the facility is not an important criteria in determining compliance. For example, an examination of Group 1 points out that the years for construction dates range from 1892 to 1973. It is apparent that most of the facilities in Group 1 are the larger facilities, three from Class 1 and one from Class 2. Similarly an examination of Group 7 demonstrates that of the 10 facilities listed in this group, eight are in Class 4 and two are in Class 3. A review of the other groups further demonstrates that the age of a facility is not a prime determinant in compliance rate.

The major variable associated with compliance is the size of the facility. This finding is supported by national data, which indicates that small jails have less programming, whether financed internally or externally and that their facilities are less adequate (see Table 7).

TABLE 7
NUMBER OF JAILS WITH PROGRAMS BY SIZE OF JAIL

Programs	Total (3,921)	Capacity					
		Small (less than 21)		Medium (21-249)		Large (250 or more)	
		n	%	n	%	n	%
Federally funded	475	184	6.3	233	25.7	58	51.3
Referral to federally funded	635	394	13.6	191	21.1	50	44.2
Other funding	2,646	1,722	59.4	816	90.0	108	95.6
Operated from outside	2,365	1,580	54.5	703	77.5	82	72.6
Operated internally	825	379	13.1	359	39.6	88	77.9
Nonfederal vocational training programs	542	288	9.9	205	22.6	49	43.4
Work-related programs	1,665	1,182	40.7	434	47.9	49	43.4
Weekend sentences	1,821	1,256	43.3	498	54.9	67	59.3
<u>Services/Facilities</u>							
Three or more meals	2,628	1,747	60.2	772	85.1	109	96.5
Medical facility	480	111	3.8	270	29.8	99	87.6
Recreational facility	2,422	1,592	54.9	720	79.4	110	97.3
Separate pretrial/sentenced ^{a/}	1,400	940	32.4	396	43.7	65	57.5

Source: Law Enforcement Assistance Administration, The Nation's Jails, Tables 608, 11, 17-21, and 23-25.

^{a/} "Not applicable" or "not available" reported for 363 small, 135 medium, and 14 large jails.

For example, only 10 percent of the small jails, compared to 43 percent of the large ones, have vocational training programs supported by nonfederal funds. A smaller percentage of small jails receives federal support for any program. Work-release and weekend sentences are the only categories in which small jails approach comparability with larger ones. The dilemma, of course, is that most small facilities are isolated and services are often not available in the community, so even the referral option is limited. In selected service or facility areas, small jails show similar deficiencies: 32 percent separate sentenced and pretrial inmates, compared to 58 percent of the large jails; and 60 percent serve three meals, whereas almost all large jails do. Results from the present survey indicate of Class I and II facilities, 68.4 percent were in compliance with the 21 standards while only 48.4 percent of the Class III and IV facilities were in compliance with the same standards.

A common conclusion is that small jails are the most costly and, therefore, larger units are justified. To be valid, however, this argument needs supporting premises or assumptions that are seldom (if ever) stated explicitly: small jails are usually located in sparsely populated, less industrially developed areas where sales, property, business, or other tax revenues are not large; the burden of financing the local jails is disproportionate; therefore, sufficient funds are not appropriated.^{1/} Personnel also tend to be less qualified and jail supervision is often delegated to road deputies.

After examining the dilemma of how to provide basic detention services and, at the same time, maintain some level of efficiency in small jails, regional facilities are frequently recommended for sentenced inmates and smaller, local facilities for temporary detention. The National Advisory Commission on Criminal Justice Standards and Goals has given impetus to the regionalization concept:

A regionalized service delivery system should be developed for service areas that are sparsely populated and include a number of cities, towns or villages. Such a system may be city-county or multicounty.^{2/}

A reason frequently cited for regionalization is lower cost and a quick examination of data seems to support this contention. Detailed analysis, however, will sometimes show increased resource needs. Consequently,

^{1/} Wayson, Billy L., et al., Local Jails, Lexington Books (1978).

^{2/} National Advisory Commission on Criminal Justice Standards and Goals, Corrections, Washington, D.C.:GPO, p. 1 (1975).

"a systematic analysis of cost factors should be part of the planning process and be included in the overall cost projection." The reasonableness of consolidation depends on the objectives set for each facility; population flows between different parts of the criminal justice system; the proportion of inmates in pretrial presentencing, felon, and misdemeanor statutes; geographical distance; optimum scale of plant; and many other cost- and noncost-related variables.^{1/} A facility, however costly, may provide services that the community feels are important. If services are provided locally to releasees from state institutions, the high-cost institution may be the only solution under these conditions, although a large, consolidated facility, perhaps, can offer more programs and thereby accommodate persons who otherwise would have been sent to state institutions. If speedier trials are a goal in a jurisdiction, transfers of even 20 miles may result in higher total costs than maintaining an apparently inefficient jail. Even if other factors show that consolidation is less costly, there remains the question of optimum plant size.

The unanswered question remains the optimum jail size from an economic, rehabilitative, and social point of view. The large jail may be most efficient from a narrow cost perspective, but less than adequate in light of the psychological and sociological effects of congregate living. Or a large facility built for efficiency reasons may end up housing persons who would be better served in the community at a lower social cost. Unit costs depend on quantity produced, factor prices, and quality of the "output," but both quality and quantity are difficult to define for correctional organizations. Studies focusing only on economic questions have not been conclusive.^{2/}

The most economically efficient scale for local institutions is unknown, to say nothing of the less precise effects of size. Nevertheless, lack of knowledge has not been an obstacle to making recommendations for regional facilities or consolidation and basing them on simple average-unit-cost comparisons.^{3/} The question of consolidation of jails in Wisconsin, as in any state, is complex and, as yet, unanswered objectively.

^{1/} Ibid., p. 282.

^{2/} Block, Michael, Cost, Scale Economies and Other Economic Concepts, Washington, D.C.: Correctional Economics Center, p. 31 (1976).

^{3/} Mikesell, John, "Local Jail Operating Cost and Economic Analysis," paper presented at the Southern Economic Association, Atlanta, Georgia, 15 November 1974.

B. Standard Analysis

What follows is a standard by standard analysis of the survey results for each of the 21 WCCJ adult and juvenile detention standards. Problems relating to the implementation of each standard are discussed with special emphasis being placed on direct cost.

The following format will be used to summarize the survey findings regarding each standard. First the standard will be given verbatim from the final report: Wisconsin Council on Criminal Justice Standards and Goals. The correct WCCJ Standard number will be included as will the number assigned by MRI. Immediately following the standard will be a narrative describing applicable survey findings, background information on the standard and implementation cost considerations. Throughout this section, recommendations have been made based upon the survey findings and an analysis of compliance costs. An arrow (←) has been placed in the margin to highlight all such recommendations. Below the narrative a table will summarize the survey results for that particular standard and a graph will visually depict a comparison of how the Wisconsin jails measured up to the standard, by class.

• Standard Number A-1 (Standard No. 1)

Jail administrators shall be required to work with community groups in providing needed service to inmates.

This appears to be a standard for which there are minimal financial costs involved. There are substantially no costs involved when the administrator permits community groups to provide services to inmates, in fact, there may be savings in that volunteer community groups and individuals may be able to provide services which supplement or even supplant those provided by existing staff. It is interesting to note that although a majority of the administrators (59) permit and even encourage community groups to provide services to inmates, only a small number have established a formal volunteer services program.

Volunteers have been historically used in jails throughout the United States in educational and vocational programs, library services, recreational activities and to provide personal items which the jail cannot provide. When the administrator does desire to establish a formal volunteer services program there may be some minimal costs involved in assigning one of the staff to oversee this program. However, past experience has shown that a staff member, in a medium size jail, can efficiently supervise a volunteer services program by expending approximately 20 percent of his/her time in that capacity. Other costs, also minimal, include expenditures for volunteer services cards, identification of volunteers upon entrance into the jail facility and if deemed necessary, costs involved in

performing background investigations of the volunteers. A component part of this standard should include regular tours for community groups provided by the jail staff and a public information program where the sheriff/jail administrator provides regular news releases to local newspapers to keep the public informed. An additional component of such a program may be a brochure which describes in detail the jail's programs and services. The cost of these activities is also minimal.

TABLE 8

Standard 1	Survey Question	Response		
		Yes	No	N/A
A-1-a	Administrator permits community groups to provide services to inmates:	59	9	1
A-1-b	Facility has established a volunteer services program:	16	52	1
A-1-c	Facility has established a public information program:	32	36	1

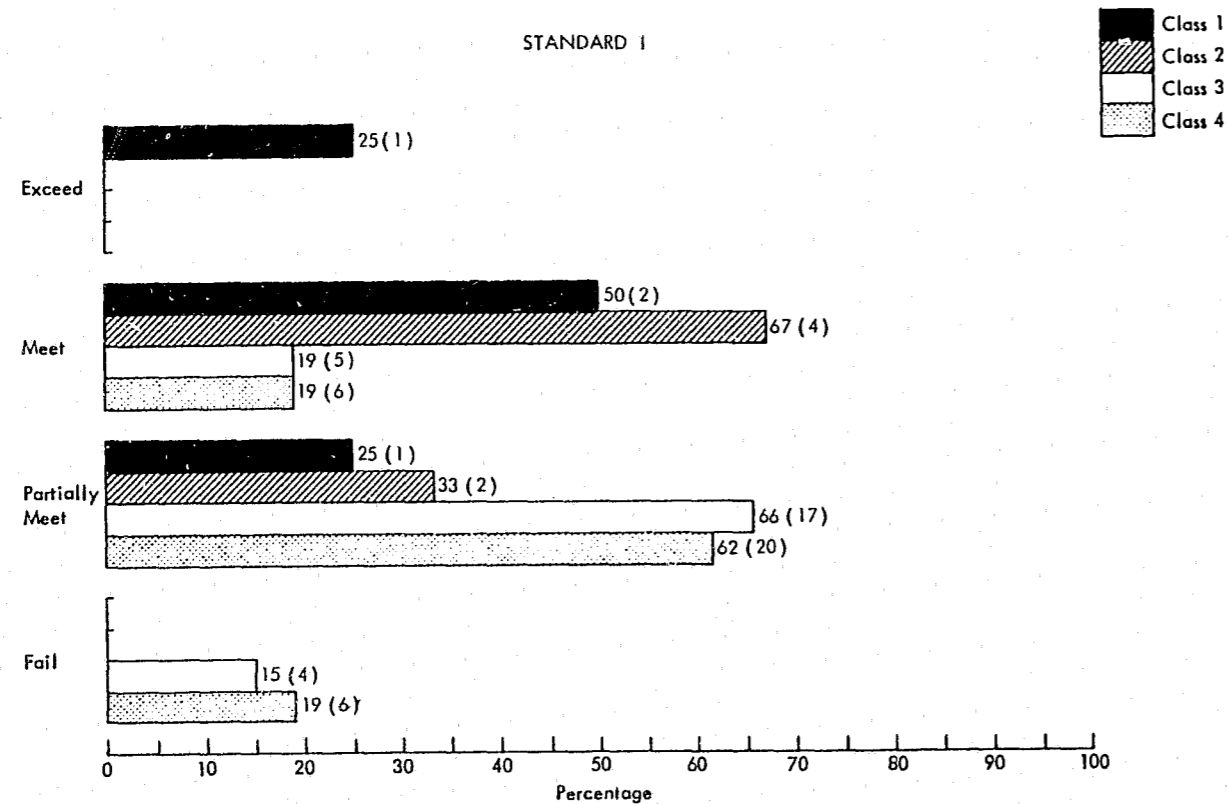


Figure 2

• Standard Number A-2 (Standard No. 2)

Correctional officers shall be civilian and shall provide continuous (24 hours per day) supervision of inmates. Each occupied floor of a multifloor facility shall be supervised by at least one officer. A roster of qualified female correctional officers shall be maintained for utilization when females are incarcerated.

Our findings are that most jails in Wisconsin currently do provide correctional officers who are assigned totally to the jail facility although there are still several jails which assign personnel to both road duty and correctional supervision. Table 9 depicts a breakdown of all staff by position for each facility.

The cost of assigning personnel who are in civilian status to the position of a correctional officer is generally negligible. Essentially the decision is one related to policy and procedure and has limited budgetary constraints. The sheriff's responsibility here is to employ staff who will be informed in advance that they will be assigned to the jail facility in a correctional officer status and that they will not function as road deputies with arrest and investigative authority.

It is a state law in Wisconsin that 24 hour supervision be provided within a jail facility. The survey determined that almost all jails, 60 in total, were in compliance with this component part of Standard 2. The nature of supervision was questionable in several instances where dispatchers were employed both in the dispatching function and also as correctional supervisors. This was especially true during the late evening and early morning shifts. It is recommended that all Class 1, 2, and 3 jail facilities provide continuous 24 hour per day supervision by correctional staff rather than road deputies which would preclude the use of dispatchers or other sheriff's personnel whose primary function is not that of inmate supervision. The survey also determined that all jail facilities but two are in compliance with that part of the standard which requires that female correctional officers be utilized when female inmates are incarcerated. Most of the larger facilities maintain female correctional officers on duty 24 hours per day as generally their inmate population is composed of at least one or more female inmates. However, it was determined that in the many of the Class 3 and 4 facilities that female correctional officers were kept on call and provided services only when female inmates were incarcerated. On several occasions it was learned that female correctional officers also function as cooks and vary their assignments from inmate supervision to food preparation.

Another component part of this standard calls for supervision of each occupied floor of a multifloor facility. In most instances the survey

TABLE 9

BREAKDOWN OF STAFF EMPLOYED BY COUNTY JAILS

Facility	Total Number Of Staff		Correctional					Other
	Administrative	Officer	Clerical	Medical	Dietary			
Adams	7Ft., 1Pt.	2	4	0	1Pt.	1	0	
Ashland	8Ft., 1Pt.	2	4	1	0	1Ft., 1Pt.	0	
Barron	6Ft.	0	6	0	0	0	0	
Brown	17Ft., 14Pt.	3	13Ft., 6Pt.	1Ft., 2Pt.	0	6Pt.	0	
Buffalo	5Ft.	1	4	0	0	0	0	
Burnett	4Ft., 4Pt.	1	0	0	0	0	0	
Calumet	6Ft., 6Pt.	1	4Ft., 6Pt.	1	0	0	3Ft., 4 Pt. - jail dispatchers	
Chippewa	6Ft., 1Pt.	1Pt.	6	0	0	0	0	
Clark	11Ft., 1Pt.	1Pt.	9	1	0	1	0	
Columbia	34Ft.	6	8	3	0	0	17 - patrolmen	
Crawford	10Ft., 1Pt.	4	4Ft., 1Pt.	1	0	1	0	
Dane	41Ft., 1-1/4Pt.	5	27	2	1-1/4Pt.	3	4 - counselors	
Dodge	12Ft., 2Pt.	3	7Ft., 1Pt.	1	0	1Ft., 1Pt.	0	
Door	3Ft.	2	0	1	0	0	0	
Douglas	12Ft.	1	8	0	0	2	1 - social worker	
Dunn	11Ft.	2	8	1	0	0	0	
Eau Claire	16Ft.	1	12	0	0	2	1 - teacher	
Florence	2Ft.	1	1	0	0	0	0	
Fond du Lac	6Ft., 13Pt.	2	4Ft., 5Pt.	4Pt.	0	4Pt.	0	
Forest	6Ft., 1Pt.	1Pt.	5	1	0	0	0	
Grant	8Ft., 1Pt.	1Pt.	5	2	0	1	0	
Green	11Ft.	1	8	0	0	2	0	
Green Lake	5Ft.	3	1	1	0	0	0	
Iowa	3Ft.	1	0	2	0	0	0	
Iron	5Ft.	1	4	0	0	0	0	
Jackson	6Ft., 1Pt.	1	4Ft., 1Pt.	0	0	1	0	
Jefferson	16Ft.	1	5	3	0	3	2 - janitors, 1 - detective, 1 - patrolman	
Juneau	23Ft., 4Pt.	2	7Ft., 2Pt.	1	0	2	9 - traffic officers, 2 - investigators, 2Pt. - jailers	
Kenosha	26Ft., 1Pt.	3	15	6Ft., 1Pt.	0	2	0	
Kewaunee	6Ft., 4Pt.	1	5Ft., 4Pt.	0	0	0	0	
La Crosse	17Ft.	3	10	3	0	1	0	
Lafayette	4Ft., 1Pt.	0	4	0	0	1Pt.	0	
Langlade	14Ft.	1	12	0	0	1	0	
Lincoln	7Ft., 1Pt.	1Pt.	4	2	0	1	0	
Manitowoc	9Ft., 4Pt.	2	6Ft., 4Pt.	1	0	0	0	
Marathon	17Ft.	3	8	3	0	0	3 - radio operators	
Marinette	8Ft., 10Pt.	2	5Ft., 1Pt.	1Ft., 1Pt.	0	0	8Pt. - matrons	
Marquette	4Ft., 2Pt.	1Pt.	4	1Pt.	0	0	0	
Milwaukee	167Ft., 1Pt.	10	73	12	2Ft., 1Pt.	54	16 - custodial	
Monroe	5Ft.	0	4	0	0	1	0	
Oconto	11Ft., 5Pt.	3	6Ft., 2Pt.	1	0	1	3Pt. - matron	
Oneida	1Ft.	1	0	0	0	0	0	
Outagamie	20Ft.	4	7	5	0	4	0	
Ozaukee	21Ft.	3	11	4	0	3	0	
Pierce	11Ft., 1Pt.	1Pt.	10	0	0	1	0	
Polk	7Ft., 1Pt.	1Pt.	5	2	0	0	0	
Price	2Ft., 1Pt.	1Pt.	0	0	0	1	1 - jail rehabilitation officer	

<u>Facility</u>	<u>Total Number Of Staff</u>	<u>Administrative</u>	<u>Correctional Officer</u>	<u>Clerical</u>	<u>Medical</u>	<u>Dietary</u>	<u>Other</u>
Racine	16Ft.	1	9	2	0	4	0
Richland	6Ft., 1Pt.	1Pt.	5	0	0	1	0
Rock	31Ft.	3	24	0	0	4	0
Rusk	7Ft.	1	0	1	0	0	0
St. Croix	14Ft.	1	8	2	0	2	est. 5 - jail dispatchers
Sauk	12Ft., 4Pt.	1	8	4Pt.	0	3	1 - janitor
Sawyer	10Ft., 1Pt.	1	0	1	0	2	0
Shawano	12Ft., 1Pt.	3	4	1Pt.	0	4	4Ft., 1Pt. - jail dispatcher, 1 - head jailer
Sheboygan	14Ft., 5Pt.	2	11Ft., 3Pt.	1Pt.	0	1Pt.	1 - Huber officer
Taylor	1Ft.	1	0	0	0	0	1 - rehabilitation officer
Trempealeua	9Ft., 1Pt.	3	4Ft., 1Pt.	1	0	1	0
Vernon	7Ft.	1	5	0	0	1	0
Vilas	4Ft., 2Pt.	1Pt.	4Ft., 1Pt.	0	0	0	0
Walworth	11Ft., 5Pt.	1	8	0	0	1Ft., 1Pt.	1 - janitor, 4Pt. - matrons
Washburn	6Ft., 3Pt.	1	0	1	0	1	3Ft., 3Pt. - jail deputies
Washington	21Ft., 1Pt.	3	11	0	0	3Ft., 1Pt.	4
Waukesha	37Ft., 7Pt.	1	33	1	0	7Pt.	2 - counselors
Waupaca	6Ft., 2Pt.	2	1	2	0	1Ft., 2Pt.	0
Waushara	9Ft.	1	6	1	0	1	0
Winnebago	11Ft., 4Pt.	2	5	4Ft., 4Pt.	0	0	0
Wood	7Ft., 5Pt.	2	4	0	0	1Ft., 1Pt.	4Pt. - matrons
Milwaukee House OF Corrections	131Ft., 3Pt.	4	78	12	5Ft., 3Pt.	7	4 - counselors, 3 - laundry 11 - maintenance, 7 - farm

Ft. = Full time
Pt. = Part time

determined that the jails were in compliance with this section of the standard. However, in over one third (27) of the jails where the facility contained more than one floor, it was learned that correctional officers were assigned to supervision of more than one floor. It is recommended that these facilities employ additional correctional officer personnel to provide adequate coverage of each floor.

In order to determine whether the jail facilities are being properly supervised by correctional staff, the survey instrument sought information in four basic areas: (1) how often actual observation of inmates occurs, (2) how inmate supervision is recorded, (3) whether audio/visual/emergency communication systems exist and are utilized, and (4) the types of searches and inspections of facility security program and living areas. Questions in this section of the standard were based on information provided by the Commission on Accreditation for Corrections Manual of Standards for Adult Local Detention Facilities. The majority (42) of Wisconsin's county jail facilities are in compliance with this section with the greatest weakness being found in how often observation is provided. Only 35 of the jails conduct sight observations every 30 minutes. Minimal use of mechanical monitoring systems was found which is in accordance with Commission recommendations. It is recommended that Wisconsin jail facilities provide observation (sight and sound) of inmates at least every 30 minutes. Again the cost will be negligible in providing this security function as it requires changes in security policies and procedures and does not require the substantial addition of new security personnel. Finally, virtually all of the facilities hold periodic searches and inspections with minimal financial expenditures necessary for staff to conduct the "shakedowns."

Standard A-2 does involve a significant expenditure of funds, especially if the facility is not in compliance with the standard.

TABLE 10

Standard 2	Survey Question	Response		N/A
		Yes	No	
A-2-a	Correctional officers assigned totally to jail facility:	41	26	2
A-2-b	Twenty-four hour per day supervision:	60	7	2
A-2-c	Each occupied floor or section of the facility supervised by at least one officer:	40	27	2
A-2-d	Female correctional officers provided when females are incarcerated:	58	2	9
A-2-e	Observation (of inmates) every 30 minutes:	35	33	1

A-2-f	Record made of inmate supervision:	56	12	1
A-2-g	(a) Audio monitoring system:	36	31	2
	(b) Visual monitoring system:	17	51	1
	(c) Emergency communication system:	38	30	1
A-2-h	Search and inspection of facility security, program and living area:	62	6	1

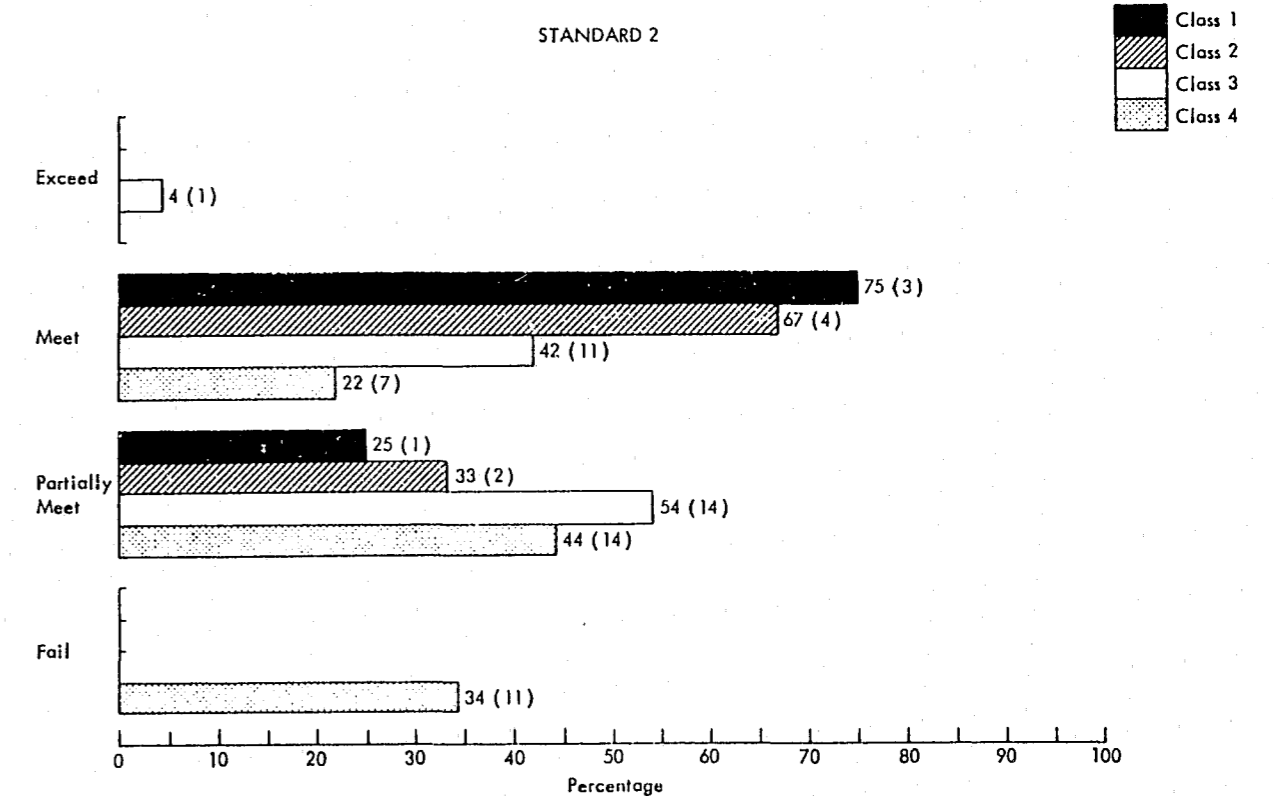


Figure 3

• Standard Number A-3 (Standard No. 3)

Male and female correctional officers shall receive equal pay if duties and responsibilities are similar. Correctional officers' salary and benefits shall be equal to law enforcement officers' salary in the same jurisdiction. Position shall require at least a high school diploma. Correctional staff shall be required to complete 120 hours of formal correctional training within first year of employment.

Financial costs are a critical factor for compliance with this standard as it addresses equal pay for both correctional and law enforcement officers and male and female correctional officers. It also mandates a formal training program for correctional officer staff.

The survey findings indicated that where correction officers are civilian and not deputized their salary and benefits are substantially lower than those of law enforcement officers who served in deputy status. When correctional officers are deputized and in the same status as road deputies their salary and benefits are generally the same.

With reference to equal pay for male and female correctional officers, when males and females are essentially assigned to inmate supervision, their pay and benefits are equal. However, when females are assigned to what is often termed "matron" duties their pay is substantially less than that of the males. This is especially true when females are assigned to both inmate supervision and food preparation and serving. It can be seen that substantial costs are involved for those facilities who pay civilian correction officers and/or females less than they pay law enforcement officers and/or males if realistic plans are made to comply with Standard No. 3.

Virtually all of the administrators (58) reported that at least a high school diploma or its equivalent is required. Three facilities also require at least 2 years of college or its equivalent. Only six administrators indicated that prior correctional experience is necessary.

In reference to training, most correctional officers in the State of Wisconsin undergo the 240 hours training required for law enforcement officers. However, there appears to be minimal training for these correction officers in the areas of jail security and maintenance. Findings that less than one-third of the facilities have training officers and less than a fourth have a written training plan for correctional staff reinforce this deficiency.

At present minimal opportunities exist in the state for correctional officers to receive training other than several training programs provided by the University of Wisconsin Extension Services. Short term programs have been provided by the Wisconsin Department of Corrections and training is also available at the National Institute of Corrections, jail training school in Boulder, Colorado. One of the difficulties in providing training for officers is having enough staff on hand to be able to permit officers to attend training. Most sheriffs/jail administrators stated that they are supportive of training and would request their officers to attend accredited training institutes and seminars. Their concerns, however, are related to how they would staff the facility in the absence of officers who are in training.

Several facilities in other states have employed short-term correctional personnel to fill in at these times. Another alternative is to expend funds for the employment of correctional officers who would be on call throughout the state. These staff would be available to fill in for 2 to 4 week periods for correctional officers who are assigned to training.

TABLE 11

Survey Question	Response		
	Yes	No	N/A
Standard 3			
A-3-a Correctional officer salary and benefits equal to law enforcement officers:	30	31	8
A-3-b Rotation of deputies:	29	37	3
A-3-c Male and female correctional officers receive equal pay:	27	34	8
A-3-d Correctional position requires at least a high school diploma:	59	8	2
A-3-e Written training plan:	15	51	3
A-3-f Facility training officer:	22	44	3
A-3-g Ninety hours of formal training for correctional officers in first year of employment:	33	34	2

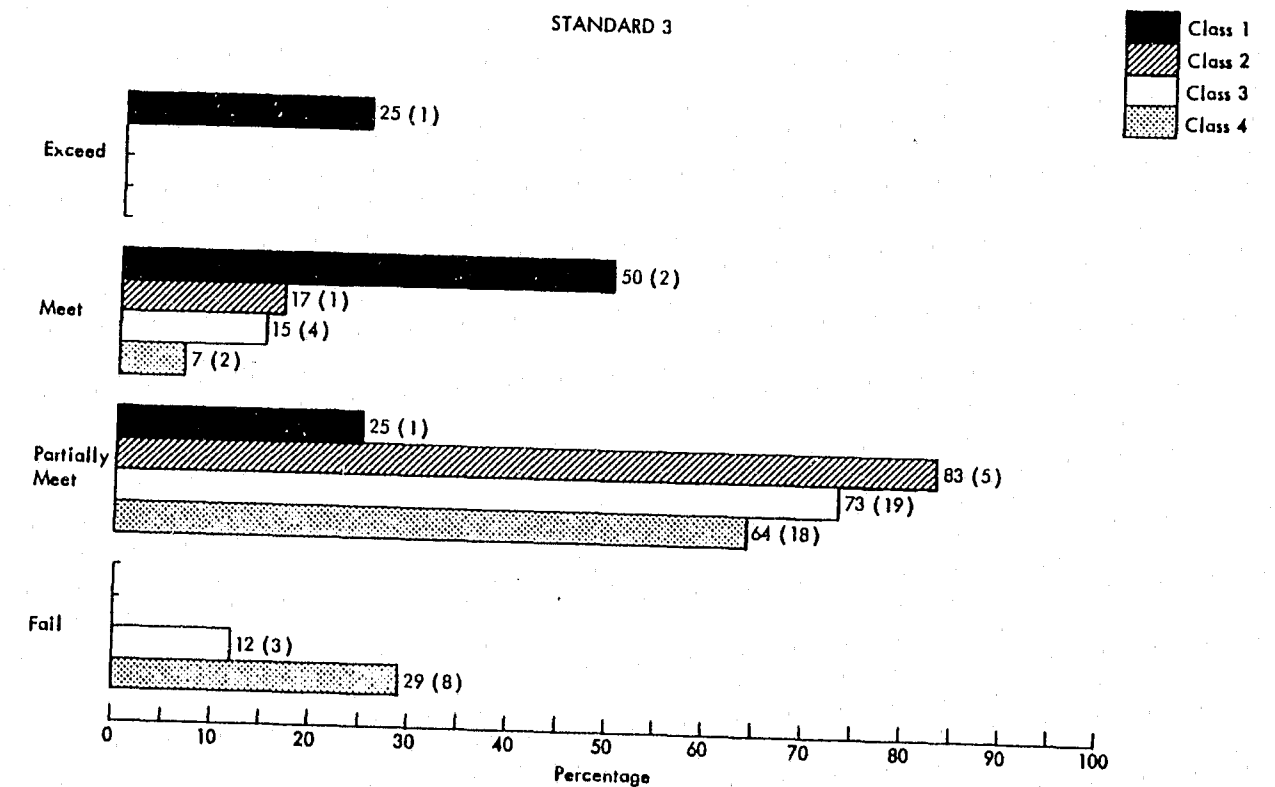


Figure 4

• Standard Number B-1 (Standard No. 4)

Prior to initial court appearance, each pretrial detainee shall be interviewed to obtain background information and assess eligibility for release on recognizance or bail.

The two component parts of this standard--a reception and orientation program, and the capability to assess inmate eligibility for release on recognizance (ROR) or bail--provide minimal potential cost impact as there are virtually no cost implications. The establishment of a written reception and orientation policy assures that background information will be collected for each offender. Costs associated with this component of the standard are primarily the staff time required to collect the information and to conduct the orientation.

The second component of this standard also has minimal costs involved. To conduct an adequate ROR program, some staff time is necessary to assess inmate eligibility for release on recognizance or bail. However, costs are minimized when inmates can be released and do not have to be confined. Releasing an inmate at his/her introduction into the criminal justice system precludes the costs of providing such items as uniforms, personal hygiene articles, not to mention his/her continued maintenance while incarcerated. Although ROR programs do save money, almost one-half of the facility administrators stated they do not have such a program.

TABLE 12

Standard 4	Survey Question	Response		
		Yes	No	N/A
B-1-a	Written reception and orientation policy:	46	22	1
B-1-b	Assess inmate eligibility for release on recognizance or bail:	21	32	16

STANDARD 4

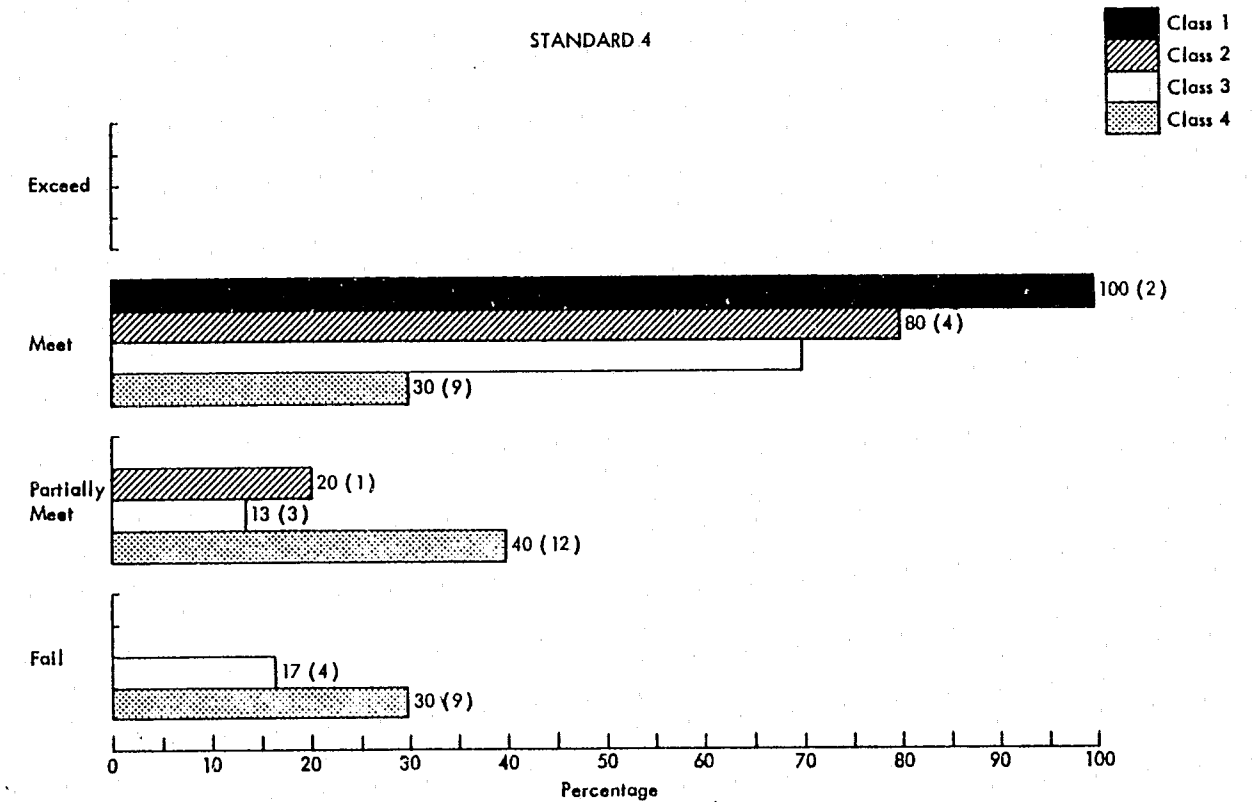


Figure 5

• Standard Number B-2 (Standard No. 5)

Jail personnel shall encourage the maintenance of family ties, work responsibilities, bonds with the community, and maximum use of community services.

Standard B-2 is primarily oriented toward the correctional philosophy of the jail administrator and his/her staff. There are no cost implications in measuring the attitudes of jail administrators toward inmates maintaining community ties and, as such, no recommendations concerning direct costs were made in this section. Most jail personnel throughout the State of Wisconsin expressed positive feelings about enabling inmates to maintain family ties, work responsibilities and other bonds with the community.

TABLE 13

Survey Question	Response		
	Positive	Marginal	Negative
Standard 5			
B-2-a Attitude of jail administration toward inmate maintaining community ties:	49	17	3

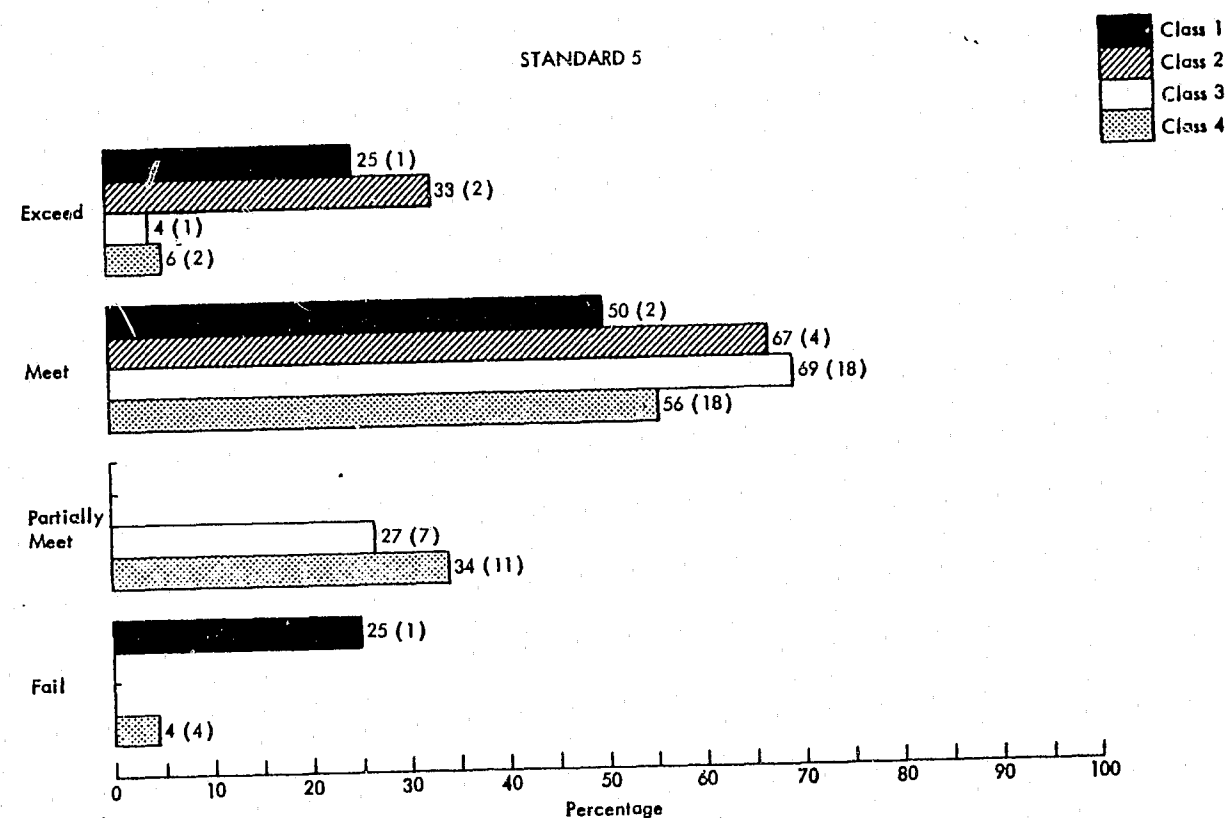


Figure 6

• Standard Number B-3 (Standard No. 6)

Work release, employment and educational placement mechanisms shall be developed by jail personnel and should be available to all inmates, unless restricted by court order.

One of the findings of this survey is how extensively work release programs are used throughout the State of Wisconsin. This should not be surprising, however, since Wisconsin was the first state to utilize work release programs with the passage of the Huber Law in 1913. Survey findings reported that 66 of the county jails in Wisconsin have a work release program which is available to inmates. Collectively, on the dates the facilities were surveyed, there were 697 inmates assigned to work release representing 64 facilities. According to the present Huber Law, only sentenced inmates may participate in the work release programs. Several other states which also employ work release programs in county and city jail facilities also permit the participation of unsentenced inmates.

Regarding release for participation in educational programs, findings indicate that where inmates are allowed to participate in the work release program they are also allowed to participate in educational programs (32 out of the 41 work release programs). These programs consist of participation in GED programs, attendance at the local high schools and community colleges.

Participation in the work and educational release programs is strictly governed by the courts which develop the criteria for placement in the programs and assign inmates to work release as a part of their sentence. The courts are also responsible for revoking Huber/work release privileges. Revocation is generally recommended by jail personnel staff when inmates violate the policy and regulations of the program.

Costs associated with work and educational release programs vary a great deal depending on the degree of supervision employed, the size of the program, and transportation needs. Many of the jails reported that the programs are a financial plus to the operation of the jail facility as work release inmates are assessed room and board fees on a weekly basis. Operating costs for this type of program are for supervisory personnel, transportation associated with some programs and housing of work release inmates separate from the remainder of the general inmate population.

TABLE 14

Survey Question	Response		
	Yes	No	N/A
Standard 6			
B-3-a Work release program available to inmates:	66	3	0
B-3-b Educational release program available to inmates:	56	9	4
B-3-d Administration encourages inmate participation in release programs:	60	6	3
B-3-f Due process rights observed in revocation of release privileges:	55	12	2

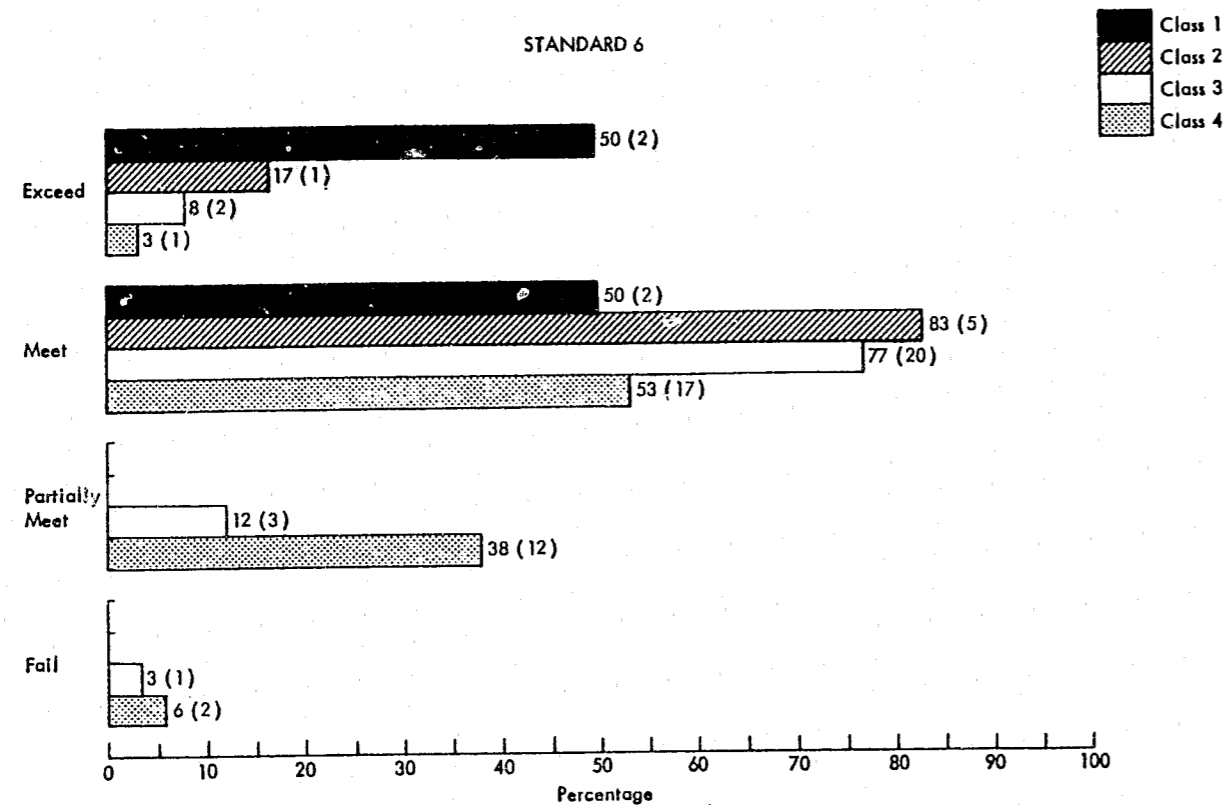


Figure 7

Standard Number B-4 (Standard Number 7)

State and local authorities shall establish (or ensure availability of) programs such as: (a) education; (b) recreation; (c) commissary; (d) library services; (e) religious services; (f) mental health services; and (g) health care.

This standard was difficult to assess as a whole as it has so many component parts related to program services that should be provided in county jail facilities. To facilitate reader comprehension this section examines each component individually.

In regard to educational programs, it was found that less than one-half of the jail facilities (31) provided educational programs for the inmate population. This is understandable given that most of the facilities surveyed are short term detention facilities where inmates are incarcerated for less than 15 days. It is difficult to develop a comprehensive educational program with such a rapid inmate turnover. With the availability of educational release, providing educational programs in the jail facility for sentenced inmates would be an obvious duplication.

A similar pattern was found for vocational programs in that only 29 of the jails surveyed provide vocational training programs for the inmate population. The cost of providing educational/vocational programs for inmates are quite high especially when one considers the general lack of motivation on the part of jail inmates and the short time that they remain in detention. It is recommended that those facilities which do maintain inmates for periods longer than 30 days provide minimal opportunities for educational release and educational/vocational training programs.

The majority of the jails in the State of Wisconsin do not provide recreation programs. In fact, only 22 county jails provide leisure time activity programs for the inmates. One of the problems with the analysis of responses to this operation was the determination of what actually constitutes a recreation program. Whereas one facility administrator may believe that passing out a deck of cards to each inmate constitutes a recreation program another may consider the provision of both outdoor and indoor exercise to be a wholesome recreation program. To reduce this problem recommendations provided by the American Correctional Association and the National Sheriffs' Association were used to determine what constitutes an acceptable recreation program. Utilizing their criteria we found that only 12 of the facilities have what could be considered an inmate recreation program. Very few of the facilities provide outdoor recreation and even those who provide indoor recreation primarily confine the recreation programs to dayroom areas. In most facilities recreation consists of television viewing and the playing of various table games.

It is recommended that facilities adopt a plan for inmate participation in leisure time activities, including 1 hour of physical exercise per day outside the cell block. When weather allows, such recreation and exercise should take place outdoors. Recreation activities appropriate for detention facilities include basketball, volleyball, shuffle board, weight lifting and table tennis. Other leisure time activities should include-- in addition to television viewing--movies, arts and crafts, cards, puzzles, checkers and chess. The essential costs for providing recreation programs are for staff to provide adequate supervision, space for the recreation to take place and equipment.

The majority of the facilities (56) provide religious programs. These programs generally consist of local ministers and priests who provide religious services and counseling. The costs associated with these programs are minimal in that most of the services are provided by the outside churches with no direct cost to the facility.

In terms of library services, approximately one-half of the facilities (34) do provide minimal library programs which consist of paperbacks made available to inmates on a regular basis. However, in terms of comprehensive library services and in particular legal library services, most

jail facilities are extremely lacking. The cost of providing legal libraries to inmates is excessive. It is not recommended that jail facilities develop their own legal libraries but instead utilize local library services for legal books and materials.

Although it is not a formal part of this standard, the survey did seek information regarding the availability of commissary services to inmates. It was found that most jail facilities (52) provide inmates the opportunity to purchase commissary items. Primarily these programs consist of inmates placing orders for approved commissary supplies, funds being deducted from their accounts and then having the commissary items transported to the living units a short time later. In none of the jails surveyed did we find an existing commissary wherein inmates could purchase supplies with money or script. Generally, commissary supplies are basic toiletries, snacks and various other sundries which inmates can keep in their living units with minimal sanitation or security risks.

Most of the facilities (64) provide mental health services although few of the facilities actually provide the actual counseling/diagnostic services themselves. In most instances, the services are provided by local mental health units. The cost of maintaining counseling staff in house to provide mental health services, especially for the smaller Class 3 and 4 facilities, would be prohibitive. It was noted, however, that in several of the larger Class 1 and 2 facilities full-time counseling staff are available to provide not only intake services but to provide counseling/psychological services to the inmate population on a regular basis. The costs associated with providing such types of services are usually high as they are directly related to personnel services. However, these costs are often defrayed by the positive benefits the counseling and, in particular crisis counseling, can provide inmates. This type of mental health intervention can sometimes prevent serious acts, such as suicide, on the part of inmates.

According to the American Medical Association, medical programs in county jail facilities are one of the most critical problems facing corrections today. When a person is convicted of a criminal offense and sentenced to a term in jail, he/she loses a number of rights. Access to medical care, however, is not one of the rights forfeited. This is even more obviously true for persons held pending trial or waiting final adjudication of their cases. The courts have held that correctional systems, not excluding jails, have the duty to supply not only medical care but dental care and other health services to all persons committed to their custody. The survey determined that the status of medical care in Wisconsin county jails varies drastically. Some facilities have comprehensive medical programs where paramedics are on duty 24 hours a day. This, however, was primarily found in the larger Class 1 and 2 facilities. At the other extreme, the only available medical care is provided on an emergency basis. No regular sick call procedures are available, no adequate dental services are available, no reception medical screening is conducted, special female medical

needs are not met, adequate medication and control plans are nonexistent, and jail staff are not trained in medical emergency care.

The cost of providing what the American Medical Association deems adequate medical care is quite high. Medical personnel, equipment and facilities are all necessary to provide a comprehensive medical program which meets both the medical and dental needs of the inmates. However, as stated before, health care for inmates in detention facilities is not an area where the jail administrator is permitted much personal discretion. In numerous instances, the courts have stated that it is the duty of correctional administrators to provide for the adequate health care of jail inmates.

Ahrens v. Thomas, 434 F. Supp. 873 (1977), Pugh v. Locke, 406 F. Supp. 318 (1978), Rhem v. Malcolm, 371 F. Supp. 594 (S.D. N.Y. 1974).

TABLE 15

Survey Question	Response		
	Yes	No	N/A
Standard 7			
B-4-a Educational programs available:	31	36	2
B-4-b Vocational programs available:	29	37	3
B-4-c Recreation programs available:	22	45	2
B-4-d Religious programs available:	56	11	2
B-4-e Library service available:	34	34	1
B-4-f Commissary services available:	52	16	1
B-4-g Social services/counseling available:	64	4	1
B-4-h Reception medical screening conducted:	25	43	1
B-4-i Adequate number of professional medical personnel available:	49	18	2
B-4-j 24 hour emergency medical care available:	66	2	1
B-4-k Regular sick call procedure established:	20	42	7
B-4-l Established drug/alcohol detoxification procedures:	55	13	1
B-4-m Provision of adequate dental services:	55	13	1
B-4-n Provision of medical services for female inmates:	50	12	7
B-4-o Adequate medical records maintained:	41	27	1
B-4-p Mental health services provided:	58	10	1
B-4-q Adequate medication control plan:	59	9	1
B-4-r Available and adequate first-aid kits:	66	2	1
B-4-s Jail staff trained in medical/mental health emergency care:	54	14	1
B-4-t Procedure for determining need of medical service:	58	10	1

STANDARD 7

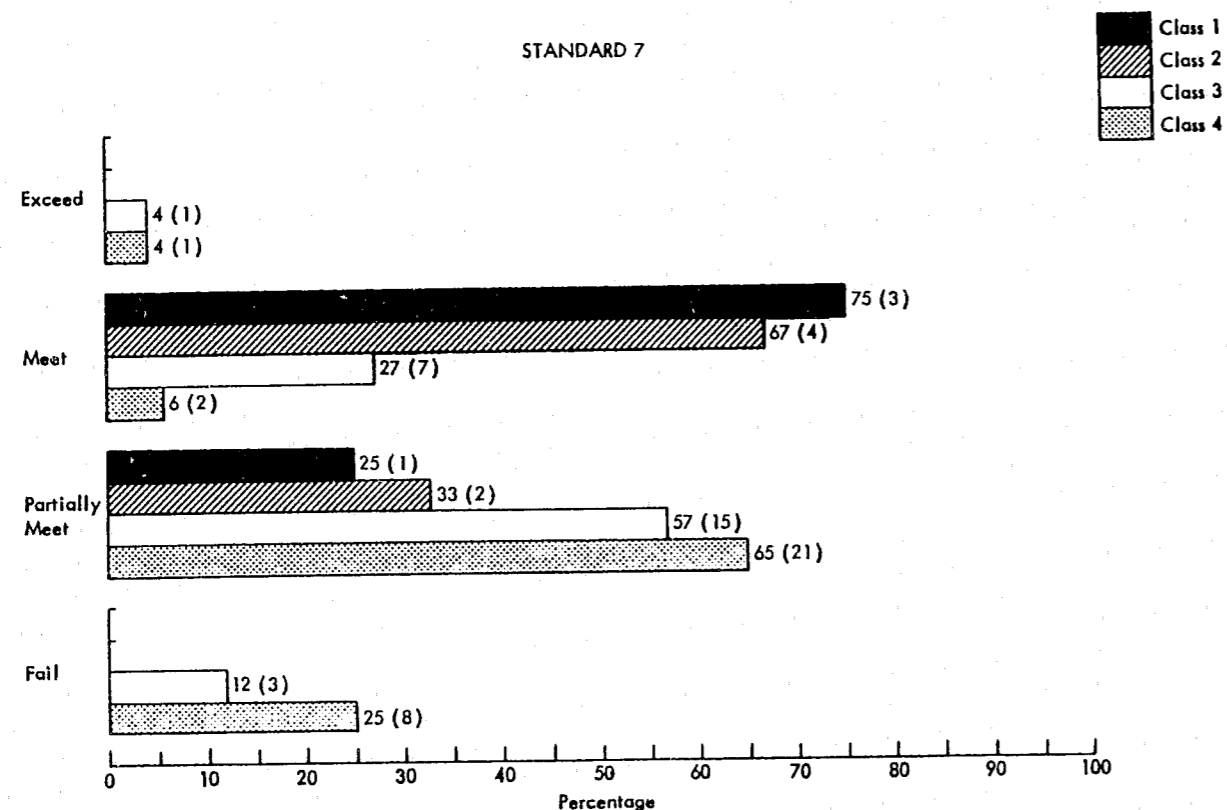


Figure 8

• Standard Number B-5 (Standard No. 8)

Access to all services and programs available at the jail shall be based on security classification, not on race, sex, national origin, or religious preference.

Our survey results determined that 43 administrators do not directly limit access to jail services and programs as a result of race, sex, national origin or religious preference. Several of those not in compliance indicated that programs for female inmates were sometimes limited. This results from the minimal number of females generally incarcerated. The costs of developing separate services for females is excessive, particularly when costs are computed on a per inmate basis. Similarly, it is costly, and in most instances quite difficult to provide separate religious services for inmates from other than the primary Catholic and Protestant churches. As a result there have been instances when Jewish, Muslim, etc., inmates cannot be provided religious counseling or formal contact by a Rabbi, etc.

The survey went one step further than the requirements of the standard to determine the availability of programs for inmates assigned to segregation or protective custody. Inmates in either of these statuses are generally classified as maximum security.

Our general findings relative to this area are that inmates placed in segregation status do lose most of the privileges that they had when they were in the general inmate population. Only 17 of the administrators reported that segregated inmates retain their privileges. The cost of providing services and programs to inmates in segregation varies according to the degree and type of segregation. For inmates who have been placed in disciplinary segregation, additional supervision is necessary to provide the same programs and services available to other inmates. The same is essentially true for inmates who have been assigned to protective custody and who also warrant a significant degree of supervision. Most Wisconsin county jail administrators stated their agreement that inmates assigned to protective custody--or what is sometimes called administrative segregation--should be provided the same programs and services as provided the general inmate population. However, due to a shortage of personnel, they were often unable to provide such services to these inmates. Many of these same administrators state that inmates confined to disciplinary segregation should, as a result of their status, lose many of the privileges to which they are normally entitled when they are in the general population.

TABLE 16

Standard 8	Survey Question		Response	
	Yes	No	Yes	No
B-5	43	17	43	17
				9

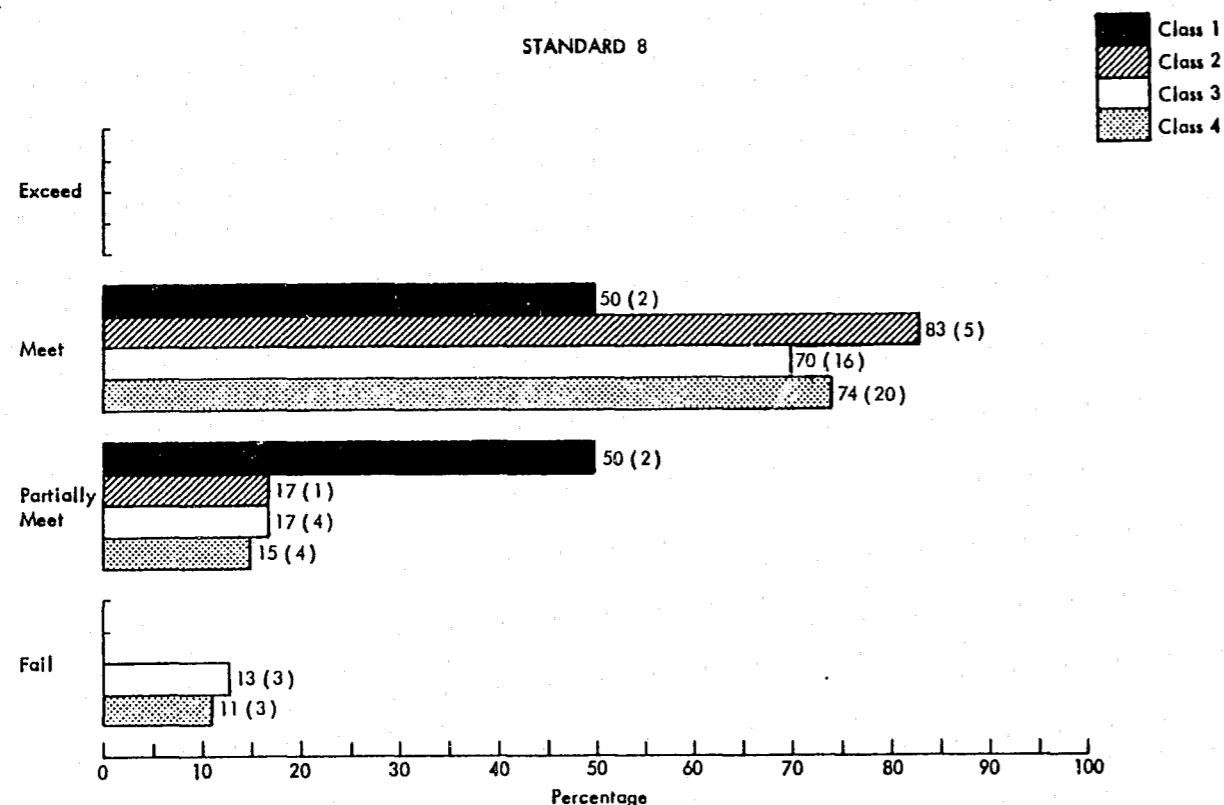


Figure 9

• Standard B-6 (Standard No. 9)

Sentenced inmates who are unemployed at admission shall be assisted in obtaining employment. Salary paid an inmate shall be at least the federal minimum wage; fringe benefits and other job related benefits shall be equal to other workers doing the same job. Volunteer work in the community or part-time work should not be prohibited solely on the basis that it will not cover the cost of room and board. The jail administrator must maintain strict accounting of the inmates' earnings, and these records shall be open to inspection by the inmate.

Many of the findings with respect to this standard overlap with those reported in Standard B-3. Most jail facilities which provide work release programs also provided employment for sentenced inmates.

Survey results indicate that salaries and benefits of work release inmates are commensurate with those of civilians. Only one administrator reported that inmates were paid less than civilians. With reference

to community volunteer work being performed by inmates, most of the jail administrators stated that this is not a part of the program; however, in the case of an emergency such as a flood or other natural disaster, jail inmates would be released temporarily to assist in cleanup operations.

Only nine of the facilities which have work release programs fail to provide quarters for work release inmates separate from other inmates in the general population. Generally, there is no cost involved in providing separate quarters as unused sections of the jail facilities are utilized to house work release inmates. The nine facilities which do not provide separate housing reported they could not do so because of a lack of sufficient space. The cost of providing an additional facility for work release inmates would appear to be excessive. These facilities which do not provide separate quarters do conduct extensive searches of work release to control contraband. Most of the 69 jails surveyed (64) maintain an adequate accounting system for inmates' earnings and all the accounting systems are open to inspection by the inmates. The weekly fee for room and board averaged \$29.35 for the 69 facilities with a low of \$12.50 and a high of \$42.00 per week.

TABLE 17

Standard 9	Survey Question		Response	
	Yes	No	N/A	
B-6-a	56	10	3	Availability of employment programs for sentenced inmates:
B-6-b	66	1	2	Salaries and benefits of work-release inmates commensurate to civilians and at least the federal minimum wage:
B-6-c	26	40	3	Community volunteer work by inmates permitted:
B-6-d	59	9	1	Huber/work-release inmates housed in separate quarters from other inmates:
B-6-e	64	4	1	Adequate accounting system for inmate earning open to inspection by inmate:

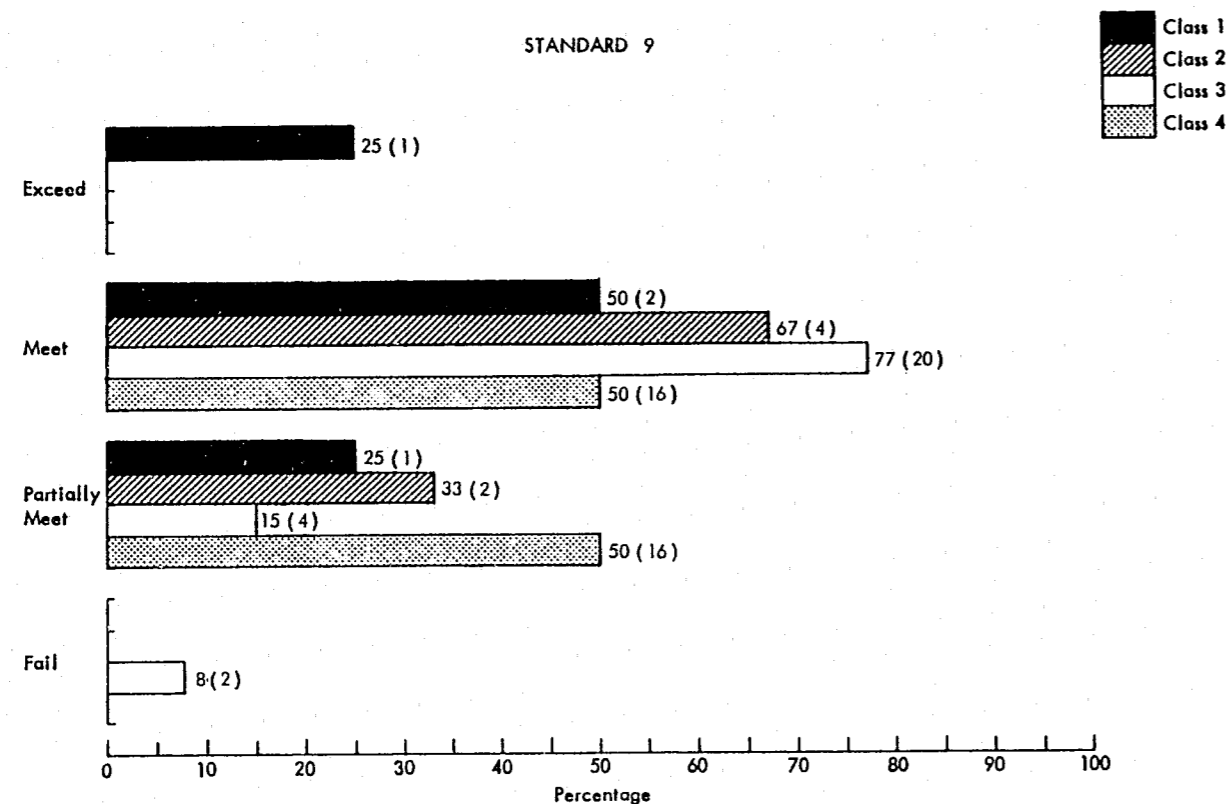


Figure 10

• Standard C-1 (Standard No. 10)

Any inmate shall be allowed to consult with any attorney and with law students and para-professionals working with such attorney, alone and in private at the place of custody, as many times and for such period as is reasonable. When an inmate's ability to produce written communication to an attorney is limited, access to legal counsel by phone shall be granted.

The principal thrust of this standard is confidential contact between the inmate and his/her attorney. Most of the county jails adequately provide for inmate confidential contact with legal counsel. The facilities have either permanent or temporary rooms which are set aside for client/attorney discussion. In several of the facilities, however, the physical setting does not always permit confidential conversation between the inmate and his/her counsel. In several instances, the facility administrators have set conservative visiting hours for attorneys. Whereas, most of the facilities permit attorneys to visit at any reasonable hour on a 7 day a week basis, there were several facilities which limited contact by legal counsel to working hours during the week days.

Telephone access with legal counsel is permissible in 67 of the 69 jails surveyed. In those three facilities where telephone access is not conducted, it is primarily because telephones are not physically available to inmates.

The area where Wisconsin county jails are by far the weakest with respect to legal systems concerns inmate access to legal materials, supplies and related services. Virtually none of the facilities surveyed permit inmates access to a comprehensive legal library although many of these facilities (55) do provide inmates access to basic legal materials. In some instances, the jail administrator stated that the legal counsel of the inmate is responsible for providing such legal material. In many other facilities, the administrators stated that the inmates are not concerned with access to legal materials and that it has never been an issue which they have been required to address.

The courts have held, in many decisions, that jails should provide reasonable access to legal materials but not to the extent that has been required of state and federal penitentiaries. At this point and time, facilities are required to provide confidential contact with legal counsel as was decided by *Rhem v. Malcolm*, 371 F. Supp. 594 (S.D. N.Y. 1974) and *Adams v. Carlson*, 488 F.2d 619 (7th Cir. 1973). In the absence of legal representation, the courts have mandated prisoner access to adequate library materials, *Gilmore v. Lynch*, supra.

The costs involved in providing confidential contact with legal counsel either through visitation or telephone is minimal once the physical facilities for communication have been provided. However, the provision of comprehensive legal materials and supplies is a cost that most jails would consider excessive especially since they may very well be used on only a minimal basis by the inmates.

TABLE 18

Standard 10	Survey Question	Response		
		Yes	No	N/A
C-1-a	Confidential contact with legal counsel available:	66	2	1
C-1-b	Telephone access with legal counsel available when inmate written communication ability is limited:	67	1	1
C-1-c	Access to legal materials, supplies and related services available:	55	13	1

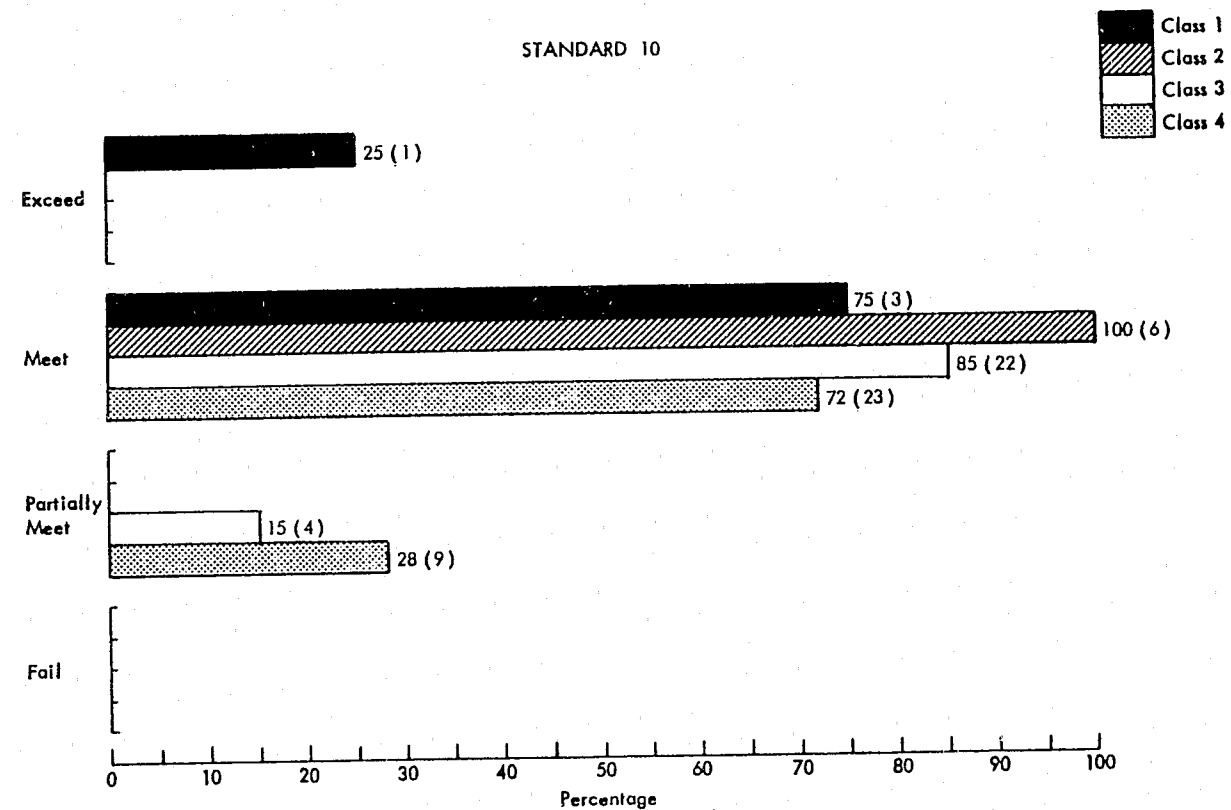


Figure 11

• Standard C-2 (Standard No. 11)

All jail inmates in Wisconsin shall be provided with reasonable facilities for receiving visits from family and friends. Visiting periods of at least 2 hours shall be available four times per week with at least 2 hours available on weekends. No person shall be refused visitation privileges unless jail personnel reasonably believe that the person is a threat to institutional or personal security, or unless the inmate does not want to see the visitor. Special arrangements shall be made for providing an adequate and appropriate environment for visitation with children.

Control over inmate visits has historically been within the absolute power of the sheriff. However, the courts have begun to recognize that excessive and unjustified visitation restrictions may violate the Eighth Amendment's guarantee against excessive punishment and may also be anti-rehabilitative.

One of the critical findings of the Wisconsin jail survey was the absence of adequate visitation facilities. In several jails, visitors have to meet with inmates in the sheriffs' offices. In most facilities, personal contact is not permitted. The average amount of visitation time for the 69 jail facilities is 4.2 hours per week; the range being from 30 minutes to 23 hours. The average number of hours available for weekend visits is 2.3 hours. The average number of visitation periods available each week is 2.8 with the range being from 1 to 9. The maximum visitation time per inmate per week ranges from 15 minutes to 23 hours. With regard to restrictions on persons who are permitted to visit, most of the facilities have policies which preclude all former inmates or inmates who have been released within the past 6 months. In addition, several facilities do not permit children under the age of 16 years to visit inmates even when accompanied by adults. Sixteen of the sixty-nine facilities make special arrangements for visitation by children.

The costs associated with visitation are determined primarily by personnel needs for supervision and physical space. Only 14 of the 69 facilities surveyed comply with the WCCJ standard calling for at least 2 hours visitation being made available 4 times per week with at least 2 hours available on weekends. It is recommended that the Wisconsin county jails give consideration to expanding visitation programs to include personal contact visiting.

TABLE 19

Survey Question	Responses		
	Yes	No	N/A
Standard 11			
C-2-a Visiting facilities adequate:	28	40	1
C-2-b Document amount of visitation time available:	13	18	37
C-2-c Document number of visiting periods available each week:	13	47	8
C-2-d Maximum visitation time per inmate per week:	19	29	20
C-2-e No restrictions on persons who are permitted to visit. (Not including persons who jail personnel believe to be a threat to institutional or personal security.)	26	42	1
C-2-f Special arrangements made for visitation by children:	46	21	1

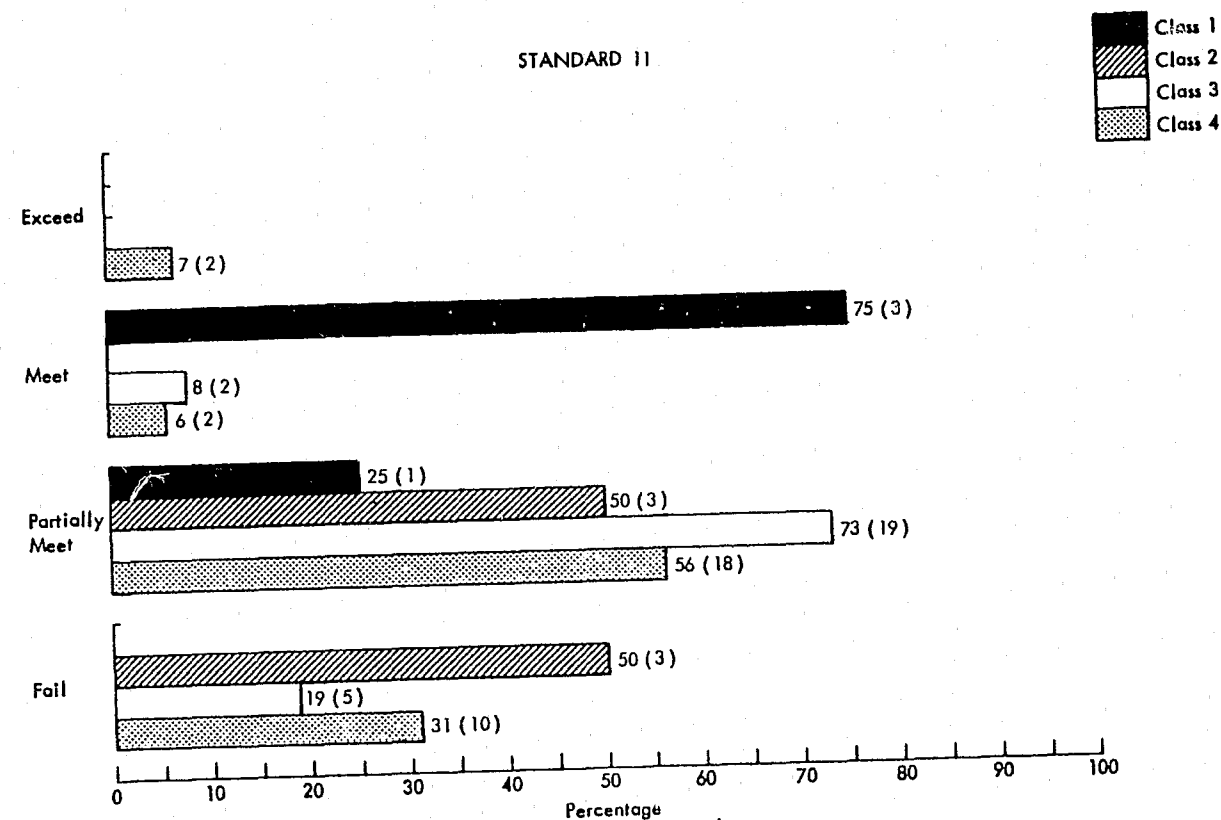


Figure 12

• Standard C-3 (Standard No. 12)

Representatives of social service agencies, religious organizations, the news media, and other agencies shall be permitted to consult, counsel or interview consenting jail inmates during reasonable hours. Information regarding access to community service agencies and the service they provide shall be given to all inmates.

There are essentially no costs involved with this standard as it is oriented toward promoting inmate contact with community organizations.

All the facilities surveyed, except one, permit access to the inmates by social service agencies and established religious organizations. Generally, local social service agencies and mental health units provide services to the inmates. Most of the facilities do not have the space nor the available staff to supervise full-time religious services. However, the majority (65) do permit members of formal religious organizations to provide religious counseling on an individual basis to inmates who request such a service.

In reference to inmate access to the news media, most of the administrators questioned responded that the news media is welcome to visit and tour the facility and that relevant information as to the facility's operation would be provided. However, many of these administrators (22) stated that unless so ordered by the court they will not provide the news media access to individual inmates or a group of inmates. Finally, 33 of the facilities provide information to the inmates regarding community service agencies.

TABLE 20

Standard 12	Survey Question	Responses		
		Yes	No	N/A
C-3-a	Access to inmates by social service agencies:	67	1	1
C-3-b	Access to inmates by religious organizations:	63	5	1
C-3-c	Access to inmates by news media:	45	22	2
C-3-d	Information regarding community service agencies made available to inmates:	50	17	2

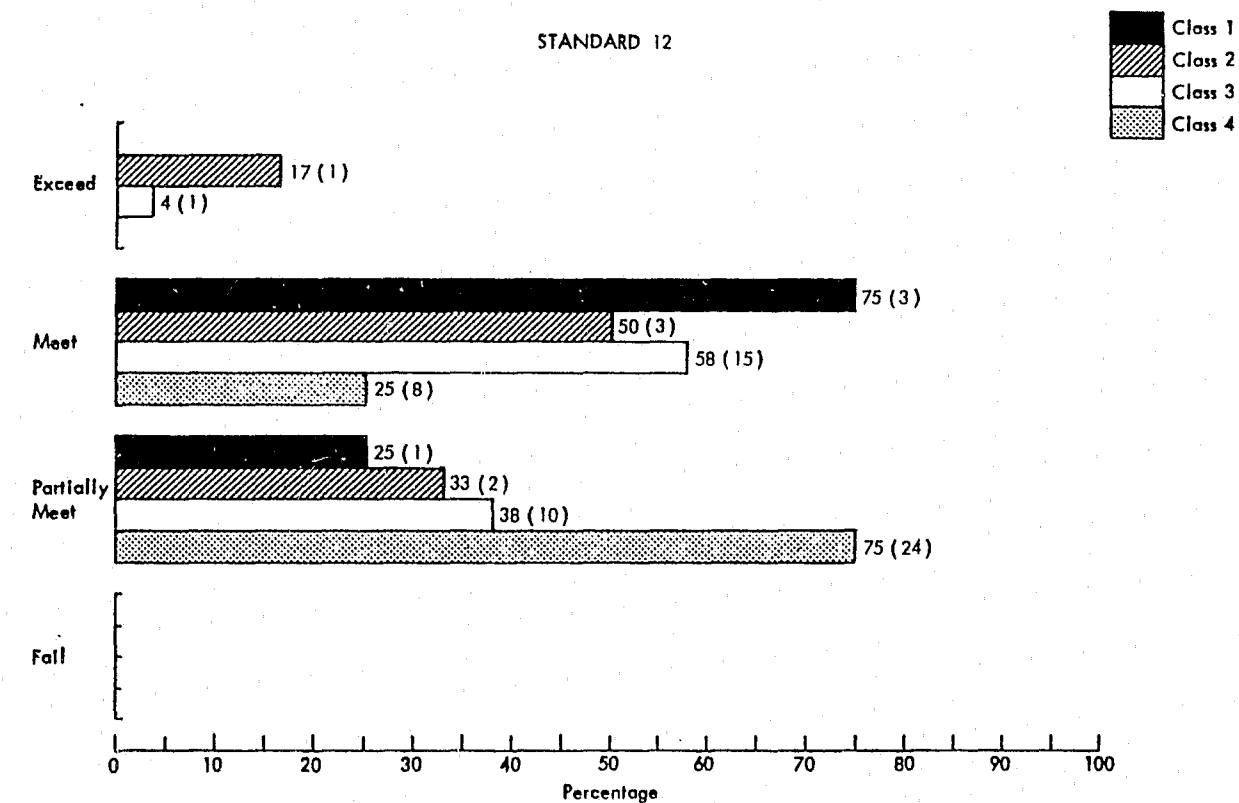


Figure 13

• Standard Number C-4 (Standard No. 13)

Jail personnel shall not open or read the contents of any of the inmate's outgoing mail. Inmates shall have the unrestricted right to correspond or communicate with any person, whether they be outside or within the jail, unless there is probable cause to believe the communication will lead to a criminal offense or escape. Incoming mail, including packages, may be opened and inspected for contraband in the presence of an inmate representative. Such mail shall not be monitored by reading and attorney-client or other privileged mail shall not be opened by anyone other than the addressee.

The only cost consideration in achieving compliance with this standard, although it is not a stated component, is to provide postage for indigent inmates. Fifty-eight of the facilities surveyed provide just enough postage for three letters per month per indigent inmates.

The remaining part of this standard is concerned with policies and procedures relative to the confidentiality of inmate mail. There have been numerous court decisions affirming the general principal that prisoners are to be given all correspondence rights afforded members of the free community unless the actual operation of the jail facility is threatened (i.e., by communication concerning illegal business, plots to commit felonies or plans suggesting escape). There is the question of what actually does constitute a threat to the facility and some administrators were more liberal than others in their interpretation of the exception which precludes the reading of mail. In general, most of the administrators questioned were in compliance with this standard. Approximately 15 percent of the facilities limit correspondence or inspect inmate mail beyond the scope of what is normally approved by the courts.

TABLE 21

Standard 13	Survey Question	Response		
		Yes	No	N/A
C-4-a	Inmate mail not read by jail personnel:	52	15	1
C-4-b	Inmate right to unrestricted correspondence or communication with anyone:	60	8	1
C-4-c	Postage provided for indigent inmates:	58	10	1
C-4-d	Attorney-client or other privileged mail only opened by inmate (addressee):	64	4	1
C-4-e	Inmate signature on property listing sheet to authorize inspection of inmate's mail:	54	14	1

STANDARD 13

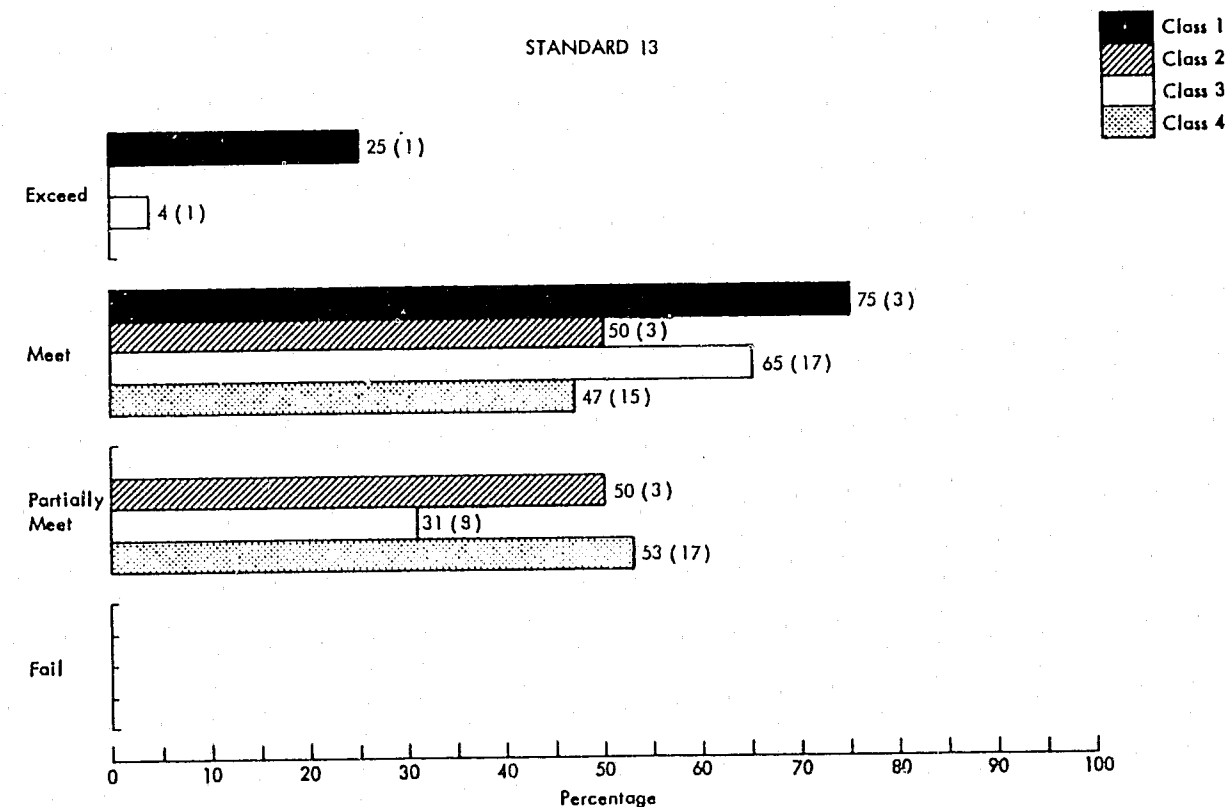


Figure 14

• Standard Number C-5 (Standard No. 14)

Telephones shall be made available to inmates for free, private and unmonitored local calls. Provisions should be made for emergencies and for long distance calls on limited occasions.

Sixty-six (66) of the jails surveyed stated that they permit the inmates some type of telephone access other than telephone calls made immediately after arrest. Telephone calls may be made in all but one facility in the case of emergency and all but two allow long distance calls when paid for by the inmate. The number of telephone calls permitted in those facilities that have telephone programs ranges from one per month to an unlimited number.

The cost of providing inmates access to the telephone is primarily tied to the personnel costs for supervising the movement of inmates to and from their cells to complete the calls. This is especially true in facilities which permit inmates to use already existing telephones. In some

facilities telephone jacks have been installed in the cell houses thus enabling the inmates to make their telephone calls while still confined in their cells. The costs for this type of service are generally minimal as telephone companies will provide this service in hopes of recouping their losses via charges for long distance telephone calls.

TABLE 22

Standard 14	Survey Question	Responses		
		Yes	No	N/A
C-5-a	Available telephone use:	66	3	0
C-5-b	Provision for emergency telephone calls:	68	1	0
C-5-c	Provision for long distance calls (paid by inmate):	67	2	0

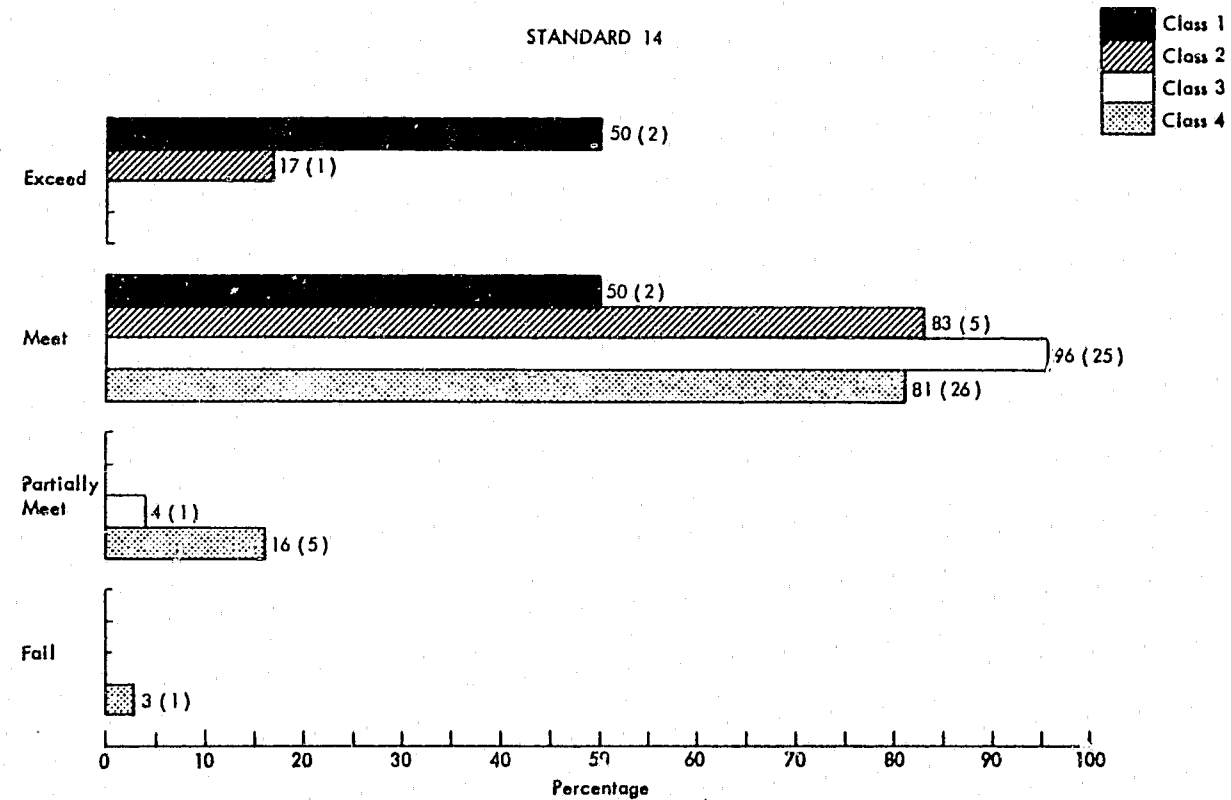


Figure 15

• Standard Number C-6 (Standard Number 15)

If an inmate is eligible to vote and requests to do so, jail personnel shall provide facilities and materials sufficient to complete absentee ballots.

There are no costs involved in providing inmates with absentee ballots. Only three of the facilities responded that inmates had ever requested the opportunity to vote so this standard, even though it guarantees a constitutional freedom for unsentenced inmates, appears to be minimally utilized.

TABLE 23

Standard 15	Survey Question	Responses		
		Yes	No	N/A
C-6-a	Available absentee ballots:	58	6	4

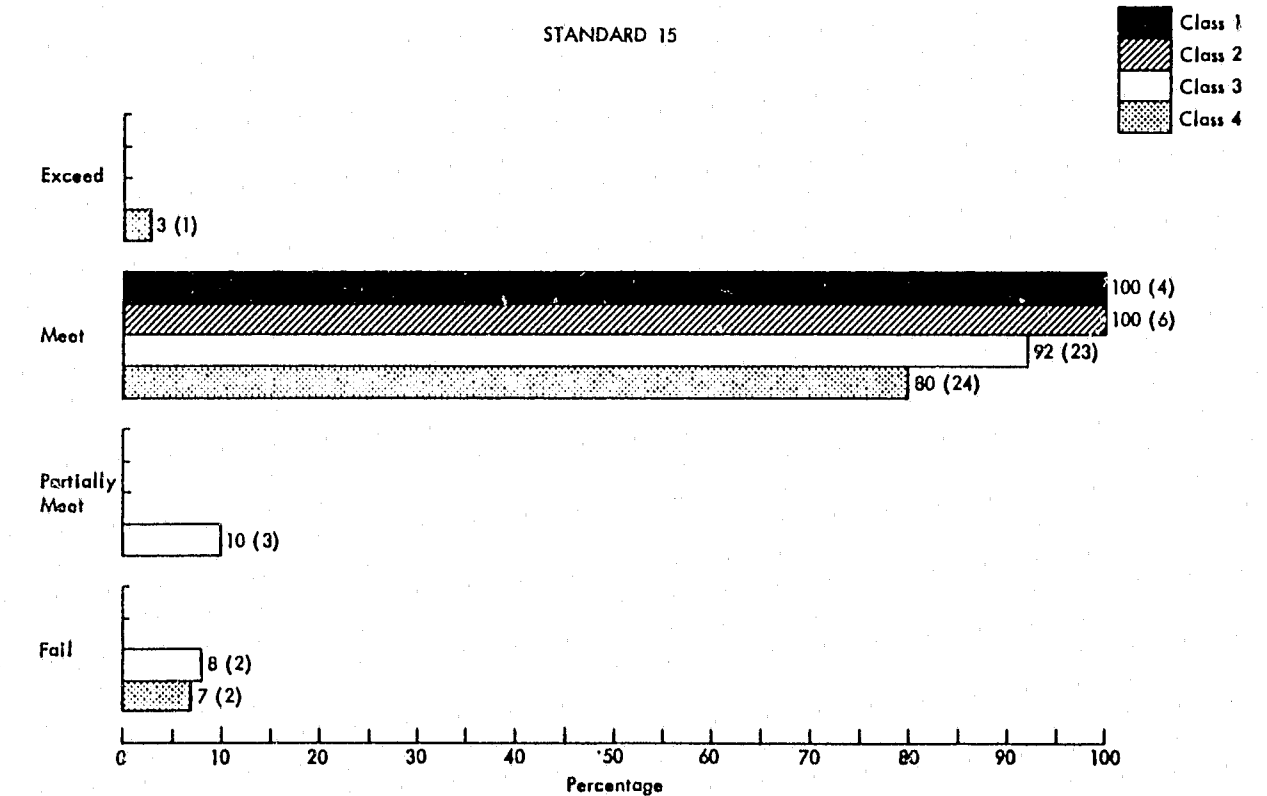


Figure 16

• Standard Number C-7 (Standard Number 16)

The jail administrator shall adopt written internal policies governing the operation of the jail. The policies shall be explained and a copy given to each jail inmate upon admission.

Compliance with this standard has only minimal direct financial impacts. Forty-eight of the facilities reported they have written internal policies that govern the operation of the jail, or what is commonly known as standard operating procedures. Forty-seven provide a copy of the jail rules and regulations to inmates upon admission and 54 reported that they verbally explain the rules to new inmates. Only 12 of the facilities have a written policy for segregation and protective custody, penalties which result from rule infractions, and inmate rights to due process in the case of alleged rule infractions. Fifty-three of the facilities have what may be considered inadequate disciplinary and reporting procedures.

The costs of developing standardized policies for the operation of the jail are minimal. The preparation of a procedures manual enables the facility administration to conceptualize the operation of the jail. The document itself, if made an integral part of the staff training program, serves to stimulate continuity and professionalism in jail staff.

TABLE 24

Standard 16	Survey Question	Responses		
		Yes	No	N/A
C-7-a	Available written internal policies governing operation of the jail:	48	19	1
C-7-b	Jail policies, rules and regulations explained to new inmates:	54	14	1
C-7-c	Copy of jail rules/policies given to each inmate at admission:	47	20	2
C-7-d	Written policy for segregation and protective custody:	12	51	6
C-7-e	Jail rules explain the penalties which result from rule infractions:	35	32	2
C-7-f	Rules explain inmate's rights to due process in case of alleged rule infraction:	28	39	2
C-7-g	Adequate disciplinary reporting procedure:	53	13	3

STANDARD 16

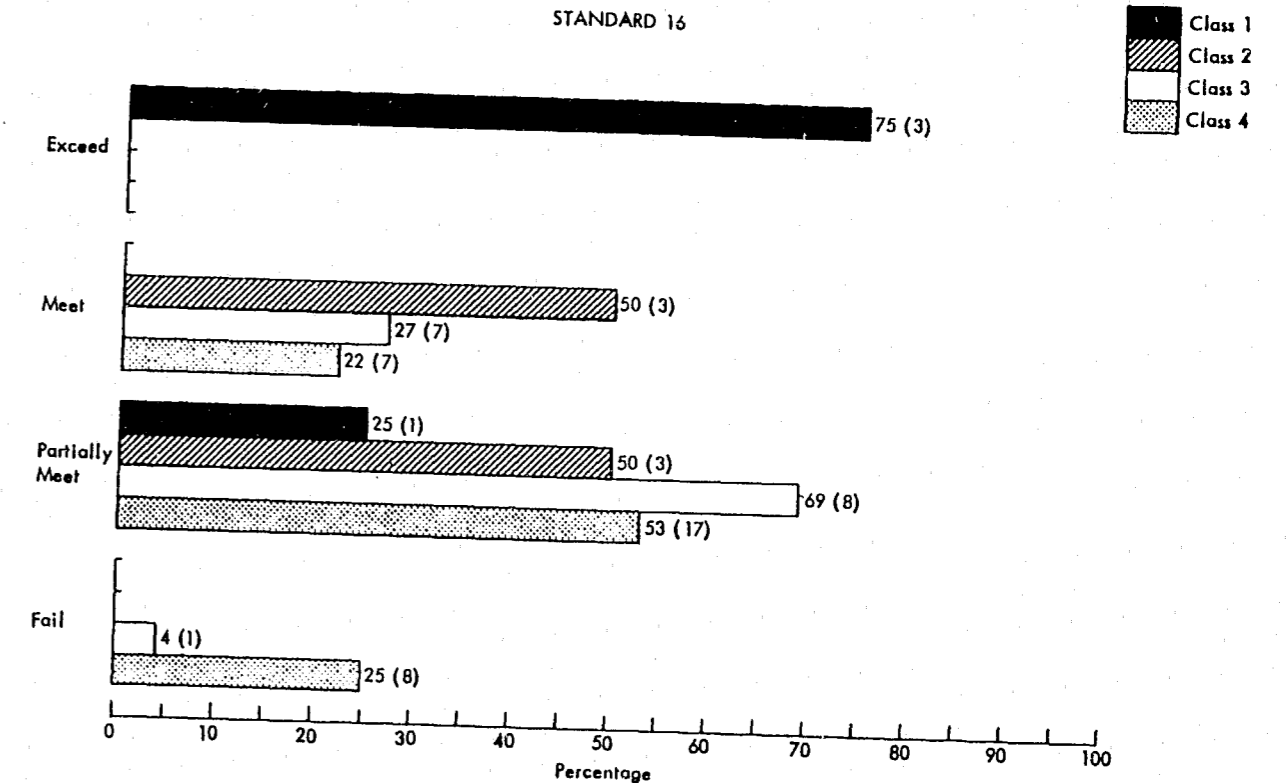


Figure 17

• Standard Number C-8 (Standard Number 17)

Each jail shall establish a Jail Advisory Committee to advise the jail administrator and make recommendations regarding jail policies and operation. The advisory committee shall be composed of citizens and include inmates or ex-inmates.

This standard, which has to do with the establishment of a jail advisory committee, was satisfactorily addressed by only two of the jail facilities. Several of the jail administrators interviewed stated that there is no formal jail advisory board although there are a number of concerned citizens in the community who provide consultant services to the jail. Of the two facilities having a jail advisory board neither of them involve inmates or ex-inmates in their composition. The costs associated with the development of a jail advisory board are negligible. Further, individual members of advisory boards are often able to provide personal services to the jail or are aware of individuals or organizations who can provide necessary equipment and services and, in some instances, even financial assistance.

TABLE 25

Survey Question	Responses		
	Yes	No	N/A
Standard 17			
C-8-a Established Jail Advisory Committee:	2	61	6
C-8-b Composition of Jail Advisory Committee:	2	29	38

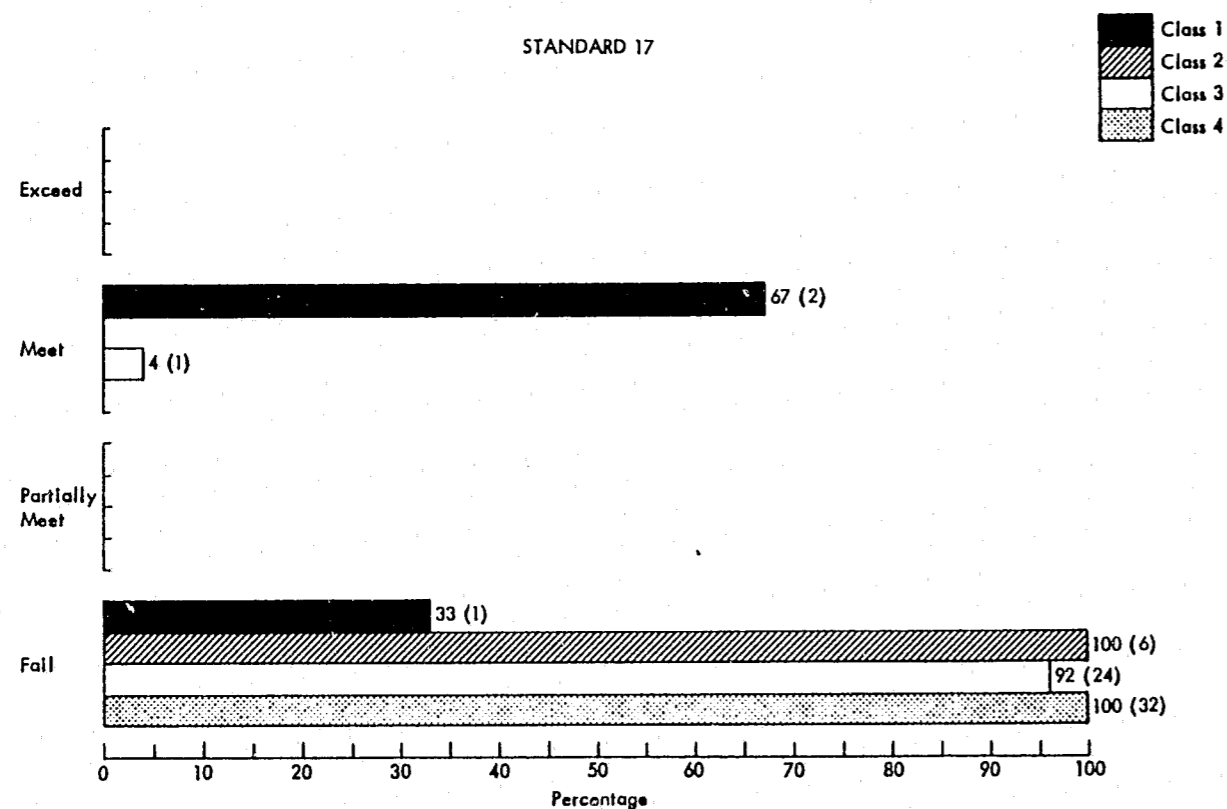


Figure 18

• Standard Number C-9 (Standard Number 18)

Each jail shall establish a grievance procedure at the county administration level, open to any aggrieved party.

Approximately one-half (33) of the jails have established a grievance procedure although in many instances the grievance procedure is not well structured and does not provide a proper legal recourse for settlement of grievances made by inmates of the county jail facilities. Very often the grievance procedure terminates with the sheriff who is obviously in a nonneutral position and as such, may find it difficult to make an objective judgement. The costs of establishing a formal grievance procedure are minimal. The difficulty is in developing a program which is well organized, which has more than one level of appeal for the aggrieved inmate, and which is as objective as possible.

TABLE 26

Survey Question	Responses		
	Yes	No	N/A
Standard 18			
C-9-a Established grievance procedure at county administration level:	33	34	1
C-9-b Availability of grievance procedure to any aggrieved party:	45	19	4

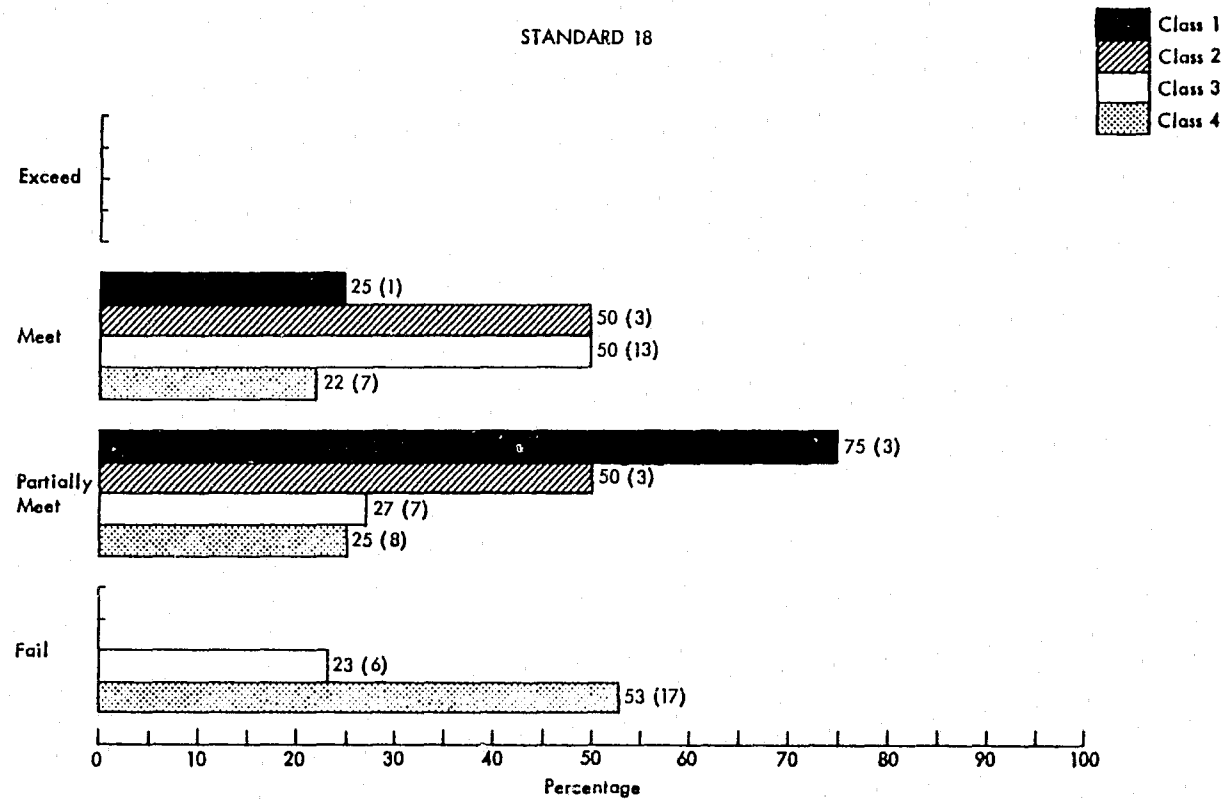


Figure 19

• Juvenile Standard Number D-1 (Standard Number 19)

Detention intake shall be available on a 24-hour, 7-day-a-week basis.

The majority of the jails do not detain juveniles for much over 4 hours. Of the county jails that do detain juveniles, 50 provide detention intake on a 24-hour, 7-day-a-week basis. The 24-hour availability of detention intake personnel is a significant cost especially when a large number of juveniles are admitted into a correctional facility. However, these costs are sometimes defrayed when another agency employs the personnel who provide the intake services. Only one of the jails which provides detention intake on a 24-hour, 7-day-a-week basis employed their own detention intake personnel.

TABLE 27

Survey Question	Responses		
	Yes	No	N/A
Standard 19			
D-1-a Twenty-four hour availability of detention intake personnel:	50	7	12

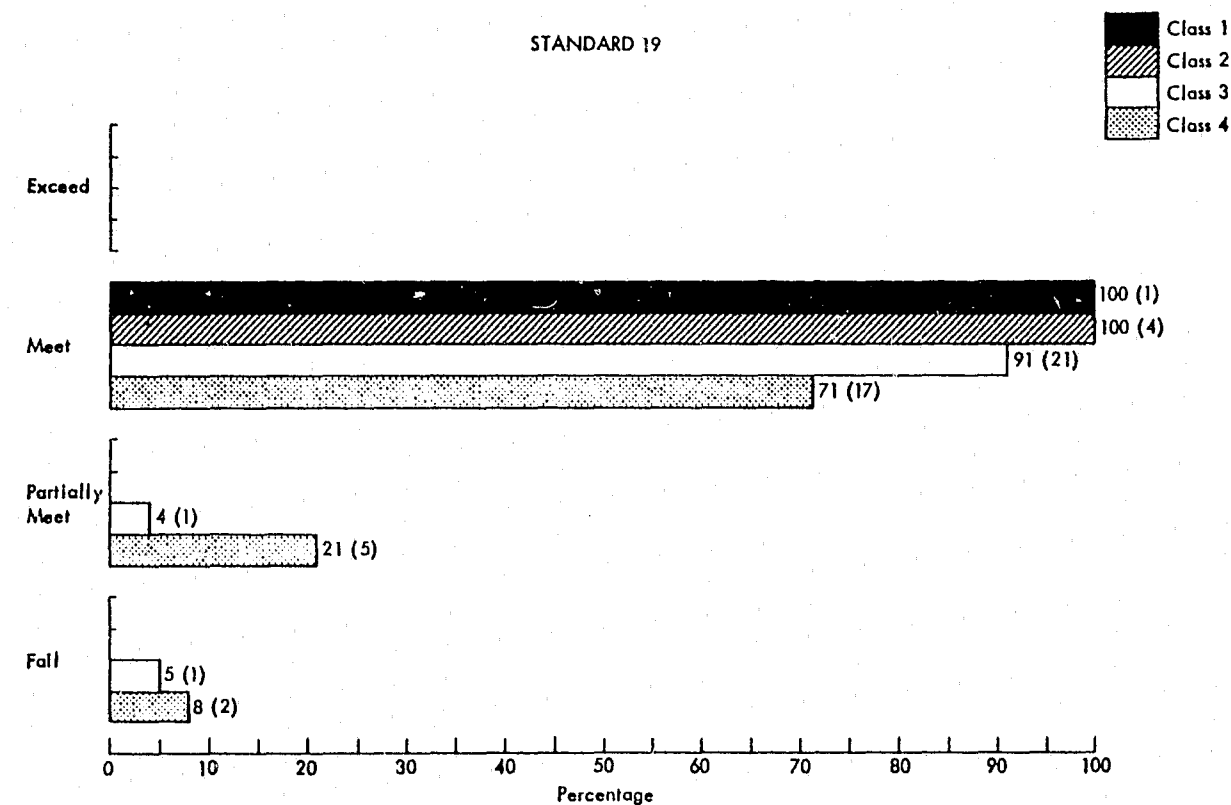


Figure 20

• Juvenile Standard Number D-2 (Standard No. 20)

Specific intake criteria for secure detention shall be formulated in policy and applied in practice. The criteria shall become part of the Rules of the Court and should be developed by the intake staff and approved by the judge.

Only 24 of the counties which detain juveniles in their jail facilities have intake criteria developed by an intake staff and approved by a judge. Once again, the development of policies such as intake criteria for juveniles is extremely cost-effective.

TABLE 28

Standard 20	Survey Question	Responses		
		Yes	No	N/A
D-2-a	Available written procedures regarding detention intake decisionmaking:	22	32	15
D-2-b	Approval of intake criteria for secure detention by judge:	49	5	14

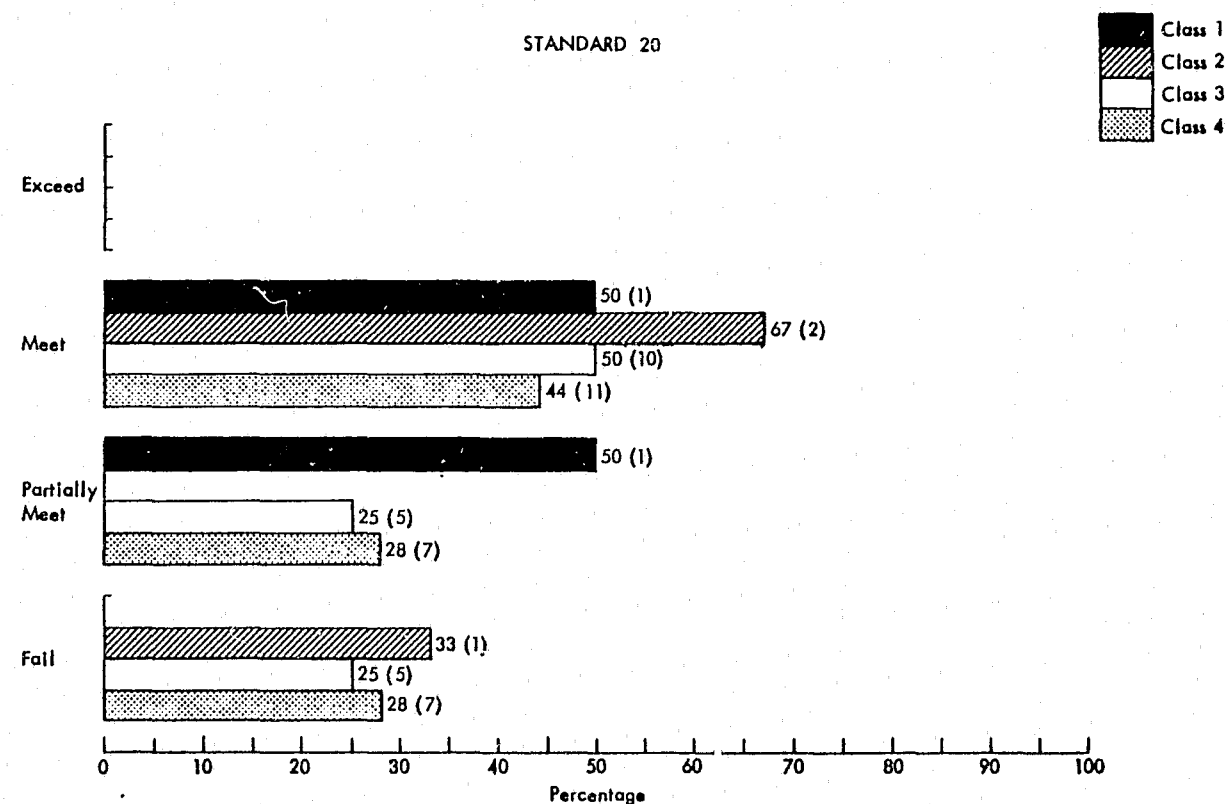


Figure 21

• Juvenile Standard Number D-3 (Standard Number 21)

Juveniles shall not be co-mingled with adults in county jails, city jails, police lockups (used while processing a juvenile), or those places described under Chapter 51 of the Wisconsin Statutes.

Of those county jail facilities housing juveniles only 13 fail to adequately separate adults from juveniles by sight and sound (refer to Table 29).

The costs of providing adequate separation of adults and juveniles in county jails are often prohibitive, especially if complete separation is provided in the living units, dining area, intake and reception area, medical unit, recreation educational and vocational areas and during transportation. Although almost all of the facilities reported that juveniles and adults can not converse, our surveyors found that verbal communication is possible in many facilities by talking loudly.

It is recommended, where it has not already been done, that counties consider the feasibility of constructing separate facilities for juvenile detention or consider sharing juvenile facilities with adjoining counties.

TABLE 30

Standard 21	Survey Question	Responses		
		Yes	No	N/A
D-3-a	Juveniles separated from adults:	44	13	12

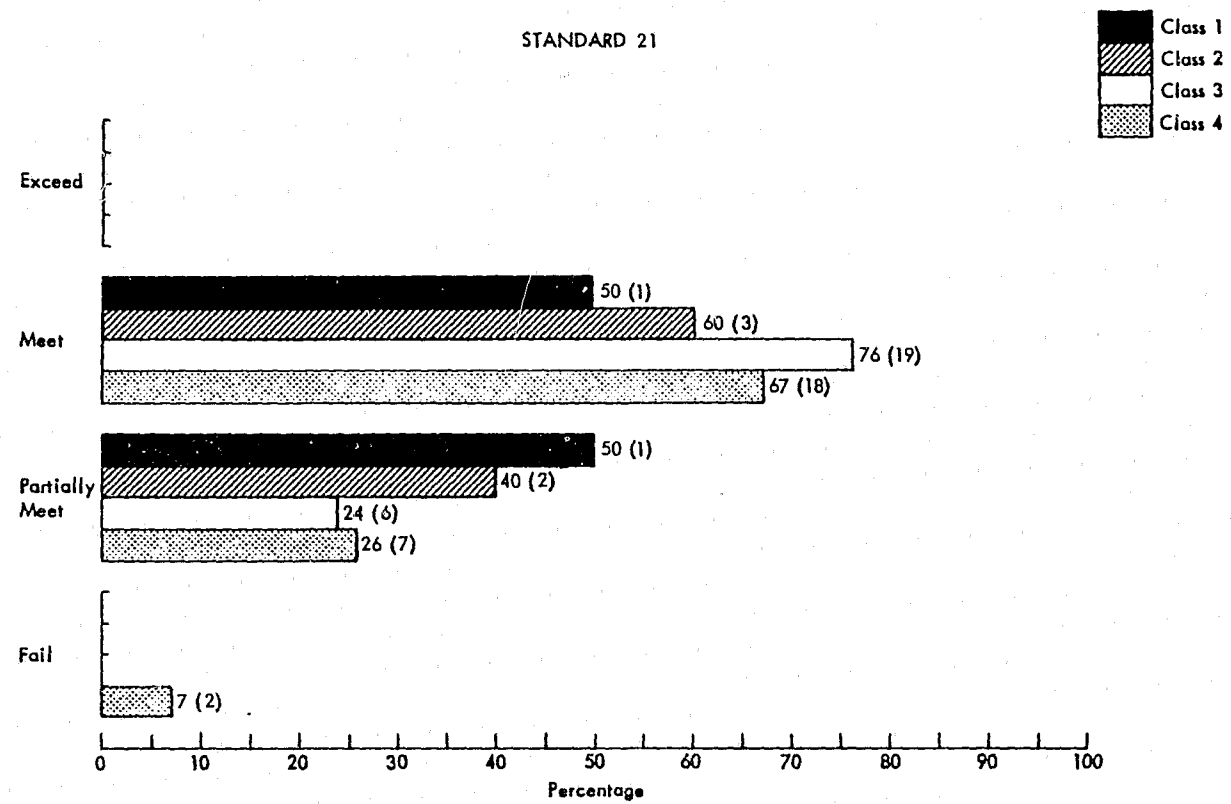


Figure 22

CONTINUED

1 OF 2

Facility	Compliance	Non-Compliance	Nature of Non-Compliance	Factors Which Limit Compliance	Remedial Strategies	Juveniles Supervised by Adult Trustees	Juvenile Males Separated from Juvenile Females	Facility Programs Available for Juveniles	No. of Juvenile Cells Available	
									Male	Female
01	X		Outside educational facilities	No control	None listed	No	Yes	Yes	3	3
02		X	Partial sight separation; No sound separation	Building Structure	None listed	No	Yes	Yes	2	2
03	X			None listed	None listed	No	Yes	No	1	1
04	X			None listed	None listed	No	Yes	No	4	5
69 05		X	Sound travels throughout building	None listed	None listed	No	Yes	N/A	1	1
06*	N/A									
07	X			None listed	None listed	No	Yes	No	4	2
08	X		Some sound carries; normal conversation does not	None listed	None listed	No	Yes	No	1	1
09	X			None listed	None listed	No	Yes	No	1	1

* Where this section is not applicable, the facility is still recognized as being in compliance.

Facility	Compliance	Non-Compliance	Nature of Non-Compliance	Factors Which Limit Compliance	Remedial Strategies	Juveniles Supervised by Adult Trustees	Juvenile Males Separated from Juvenile Females	Facility Programs Available for Juveniles	No. of Juvenile Cells Available	
									Male	Female
10	X			None listed	None listed	No	Yes	No	2	3
11		X	Sound separation not possible	None listed	Current new construction will remedy problem	No	Yes	N/A	1	0
12*	N/A									
13	X			None listed	None listed	No	Yes	No	2	2
14	X			None listed	None listed	No	Yes	No	2	2
15	X		Often no court order to release juvenile within first 24 hours	Judge's attitude is lax	None listed	No	Yes	Yes	4	3
16		X	Sound separation not possible	None listed	None listed	No	Yes	No	2	2
17	X			None listed	None listed	No	Yes	Yes	2	2
18*	N/A									
19	X			None listed	None listed	No	Yes	No	6	3

* Where this section is not applicable, the facility is still recognized as being in compliance.

Facility	Compliance	Non-Compliance	Nature of Non-Compliance	Factors Which Limit Compliance	Remedial Strategies	Juveniles Supervised by Adult Trustees	Juvenile Males Separated from Juvenile Females	Facility Programs Available for Juveniles	No. of Juvenile Cells Available	
									Male	Female
20	X			None listed	None listed	No	Yes	No	1	1
21	X			None listed	None listed	No	Yes	No	1	1
22	X			None listed	None listed	No	Yes	No	1	1
23	X		No separation in area of transportation	None listed	None listed	No	N/A	No	5	0
24	X			None listed	None listed	No	Yes	No	2	2
25	X			None listed	None listed	No	Yes	N/A	3	2
26		X	No separation during admission; only sound separation in health	None listed	None listed	No	Yes	No	2	2
27	X			None listed	None listed	No	Yes	Yes	5	5
28	X			None listed	None listed	No	Yes	Yes	3	1
29		X	Separation by sound not possible	None listed	None listed	No	Yes	No	4	2

Facility	Compliance	Non-Compliance	Nature of Non-Compliance	Factors Which Limit Compliance	Remedial Strategies	Juveniles Supervised by Adult Trustees	Juvenile Males Separated from Juvenile Females	Facility Programs Available for Juveniles	No. of Juvenile Cells Available	
									Male	Female
30	X			None listed	None listed	No	Yes	No	2	2
31	X			Single facilities at admission	None listed	No	Yes	No	5	5
32*	N/A									
33	X			None listed	None listed	No	Yes	No	1	1
34	X			None listed	None listed	No	Yes	No	1	1
35	X			None listed	None listed	No	Yes	Yes	4	4
36	X		Vocational education	Adults and juveniles take classes together	Nothing	No	Yes	No	3	3
37		X	No separation in areas of admission, education, and vocation	None listed	None listed	No	Yes	Yes	1	2
38*	N/A									
39*	N/A									

* Where this section is not applicable, the facility is still recognized as being in compliance.

Facility	Compliance	Non-Compliance	Nature of Non-Compliance	Factors Which Limit Compliance	Remedial Strategies	Juveniles Supervised by Adult Trustees	Juvenile Males Separated from Juvenile Females	Facility Programs Available for Juveniles	No. of Juvenile Cells Available	
									Male	Female
40	X			None listed	None listed	No	Yes	No	1	1
41		X	No separation in area of transportation	Not enough staff	None listed	No	Yes	Yes	3	4
42	X			None listed	None listed	No	Yes	No	--	--
43	X			No recreation facilities for juveniles	None listed	No	Yes	Yes	6	4
83										
44	X			None listed	None listed	No	Yes	Yes	3	3
45	X			None listed	None listed	No	Yes	No	1	1
46		X	There is no sound separation	New construction will have total compliance	New building	No	Yes	No	1	0
47	X			None listed	None listed	No	Yes	Yes	3	2
48*	N/A									
49*	N/A									

* Where this section is not applicable, the facility is still recognized as being in compliance.

Facility	Compliance	Non-Compliance	Nature of Non-Compliance	Factors Which Limit Compliance	Remedial Strategies	Juveniles Supervised by Adult Trustees	Juvenile Males Separated from Juvenile Females	Facility Programs Available for Juveniles	No. of Juvenile Cells Available	
									Male	Female
50	X			None listed	None listed	No	Yes	Yes	5	6
51	X			None listed	None listed	No	N/A	Yes	2	0
52	X			None listed	None listed	No	Yes	No	1	1
53	X			None listed	None listed	No	Yes	No	4	3
54	X			None listed	None listed	No	Yes	Yes	8	4
55		X	If an adult is not "dangerous" would use mixed transportation	None listed	None listed	No	Yes	Yes	2	2
56	X		If an adult comes in and a juvenile is in booking, there is no separation	None listed	None listed	No	Yes	Yes	9	3
57*	N/A									
58	X		No physical exercise facilities for juveniles	None listed	None listed	No	Yes	No	0	0

* Where this section is not applicable, the facility is still recognized as being in compliance.

Facility	Compliance	Non-Compliance	Nature of Non-Compliance	Factors Which Limit Compliance	Remedial Strategies	Juveniles Supervised by Adult Trustees	Juvenile Males Separated from Juvenile Females	Facility Programs Available for Juveniles	No. of Juvenile Cells Available	
									Male	Female
59		X	Sound separation impossible due to building structure	None listed	None listed	No	Yes	No	1	1
60	X			None listed	None listed	No	Yes	No	1	1
61		X	Due to jail design only sight separation possible	No available room in facility	None listed	No	Yes	No	6	5
62*	N/A									
63	X			None listed	None listed	No	Yes	Yes	6	3
64	X		Only one booking room	None listed	None listed	No	Yes	Yes	9	9
65		X	No separation in areas of transportation and health	None listed	None listed	No	Yes	Yes	3	3
66*	N/A									
67	X			None listed	None listed	No	Yes	Yes	6	6

* Where this section is not applicable, the facility is still recognized as being in compliance.

Facility	Compliance	Non-Compliance	Nature of Non-Compliance	Factors Which Limit Compliance	Remedial Strategies	Juveniles Supervised by Adult Trustees	Juvenile Males Separated from Juvenile Females	Facility Programs Available for Juveniles	No. of Juvenile Cells Available	
									Male	Female
68		X	No separation in areas of admission, education, vocation, health	Jail does not have control in these areas	Nothing	No	Yes	Yes	7	7
69*	N/A									
86										

* Where this section is not applicable, the facility is still recognized as being in compliance.

C. Compliance Analysis by Class of Facility

The following tables summarize the survey findings by the class of facility. The information presented indicates the degree to which Wisconsin County Jails are compliant with the 21 adult and juvenile detention standards.

The first set of tables, 31 through 34, gives, for each standard the number of facilities (in that class) which met the standard, failed the standard, ect. In addition, a mean and a deviation are given for each standard.*

The second set of tables, 35 through 38, gives the number of standards met, not met, and so forth for each facility in each class. Also a weighted value and deviation are given for each facility.* For both sets of tables the differentiation of exceed and meet are combined under "Meet" and Partially and Fail are combined under Fail.

D. Problem Areas Identified by Sheriffs/Administrators

The Wisconsin Council on Criminal Justice is interested in the sheriffs/jail administrators' viewpoints on what they consider problem areas with their facilities. The surveyors asked each of the sheriffs/jail administrators to list these problem areas during the latter stage of the interview. For the most part, problem areas noted by the jail personnel correspond to those areas for which they would like to see WCCJ funds expended.**

The two most critical areas identified by most jail personnel were shortage of staff and poor visiting facilities. Many of the sheriff/jail administrators stated that a number of programs could be initiated with the addition of staff. However, due to the shortage of staff the feeding and provision of basic services to inmates was even difficult. In many instances, there does not appear to be a lack of interest in the positions by the public, but an insufficient supply of funding for personnel services.

* Please see Appendix D for a discussion of weighted values, deviation, mean absolute deviation and mean N.

** Refer to Table 39 for a comparison of the problem areas with recommendations for expenditure of WCCJ funds and with the WCCJ Jail and Detention Standards.

TABLE 31

COMPLIANCE WITH STANDARDS BY FACILITY

CLASS 1 FACILITY	Exceeds Meets	Partially Meets Fails	UNANS	N/A	VALU	DEV N	Meeting
Dane	12	17	2	0	2	32.27	4.53 89
Milwaukee	39	17	3	0	1	27.80	-1.20 85
Waukesha	64	8	11	0	2	18.47	-9.59 42
Milwaukee House of Corrections	69	14	2	0	5	23.62	.72 88
MEAN N CLASS 1		25.54			4.01		
Total	56	18	0	10			76

TABLE 32

COMPLIANCE WITH STANDARDS BY FACILITY

CLASS 2 FACILITY	Exceeds Meets	Partially Meets Fails	UNANS	N/A	VALU	DEV N	Meeting
Brown	4	12	9	0	0	22.32	-8.64 57
Eau Claire	17	15	5	0	1	24.95	-4.17 75
Kenosha	29	10	8	0	3	19.89	-6.33 56
LaCrosse	31	16	5	0	0	25.98	-4.98 76
Racine	48	11	7	0	3	20.29	-5.49 61
Rock	50	14	7	0	0	27.65	-3.31 67
MEAN N CLASS 2		23.51			5.49		
Total	78	41	0	7			66

TABLE 33

COMPLIANCE WITH STANDARDS BY FACILITY

CLASS 3 FACILITY	Exceeds Meets	Partially Meets Fails	UNANS	N/A	VALU	DEV N	% Meeting	
Adams	1	14	7	0	0	25.35	-5.61	7
Chippewa	8	5	15	0	1	14.24	-14.98	25
Clark	9	13	8	0	0	21.61	-9.35	62
Dodge	13	12	5	0	4	20.26	-4.16	71
Douglas	15	9	12	0	0	19.37	-11.59	43
Dunn	16	10	10	0	1	20.02	-9.14	50
Jefferson	27	13	6	0	2	23.97	-4.09	68
Juneau	28	11	10	0	0	20.99	-9.97	52
Langlade	33	8	13	0	0	19.72	-11.24	38
Lincoln	34	12	9	0	0	22.33	-8.63	57
Manitowoc	35	13	8	0	0	24.34	-6.12	62
Marathon	36	17	4	0	0	29.42	-1.54	31
Monroe	40	9	11	0	1	18.95	-10.43	45
Oneida	42	12	8	0	1	22.18	-6.94	60
Outagamie	43	19	1	1	0	29.15	-1.91	90
Pierce	45	13	8	0	0	23.77	-7.19	62
Polk	46	12	9	0	0	23.45	-7.51	57
St. Croix	52	14	7	0	0	24.94	-6.02	67
Shawano	55	9	12	0	0	20.89	-10.07	43
Sheboygart	56	14	7	0	0	25.11	-5.85	67
Vilas	60	8	12	0	1	19.21	-9.91	40
Walworth	61	14	5	0	2	23.61	-3.99	74
Washburn	62	2	15	0	4	7.50	-16.48	12
Washington	63	10	11	0	0	20.71	-10.25	48
Winnebago	67	11	10	0	0	20.22	-10.74	22
Wood	68	15	5	0	1	25.99	-3.61	75
MEAN N CLASS 3	21.84	MAD N	7.97					
Total	299	228	1	18				57

TABLE 34

COMPLIANCE WITH STANDARDS BY FACILITY

CLASS 4 FACILITY	Exceeds Meets	Partially Meets Fails	UNANS	N/A	VALU	DEV N	% Meeting	
Ashland	2	0	20	0	1	9.17	-20.13	0
Barron	3	11	8	2	0	21.04	-9.92	52
Buffalo	5	4	15	0	2	13.83	-13.71	21
Burnett	6	0	16	0	5	6.30	-16.02	0
Calumet	7	11	10	0	0	20.50	-10.46	52
Columbia	10	9	10	0	2	21.22	-8.34	47
Crawford	11	18	3	0	0	29.16	-1.80	86
Door	14	8	12	0	1	19.45	-9.71	40
Florence	18	0	0	2	19	0.00	-3.40	0
Fond du Lac	19	12	8	0	1	23.78	-5.38	60
Forest	20	7	12	0	2	12.79	-14.95	37
Grant	21	11	10	0	0	23.04	-7.92	52
Green	22	10	11	0	0	21.02	-9.94	48
Green Lake	23	9	12	0	0	19.06	-11.90	43
Iowa	24	4	17	0	0	17.91	-17.05	19
Iron	25	6	15	0	0	18.08	-12.88	29
Jackson	26	5	16	0	0	13.65	-17.31	24
Kewaunee	30	15	6	0	0	26.05	-4.91	71
Lafayette	32	8	8	0	5	14.06	-8.26	50
Marinette	37	7	14	0	0	19.66	-11.30	34
Marquette	38	6	12	0	3	14.61	-10.75	34
Oconto	41	10	11	0	0	20.40	-10.56	48
Ozaukee	44	14	7	0	0	25.44	-5.52	67
Price	47	9	12	0	0	18.13	-12.83	41
Richland	49	8	10	0	3	16.03	-9.75	44
Rusk	51	5	16	0	0	15.56	-15.40	24

TABLE 34 (Concluded)

COMPLIANCE WITH STANDARDS BY FACILITY

FACILITY	Exceeds Meets	Partially Meets Fails	UNANS	N/A	VALU	DEV N	% MEETING	
Sauk	53	12	7	0	2	21.82	-6.24	63
Sawyer	54	9	12	0	0	19.68	-11.28	43
Taylor	57	0	17	0	4	5.70	-13.42	0
Trumpealeau	52	9	12	0	0	13.70	-12.24	43
Vernon	59	14	6	0	1	23.92	-5.46	70
Waupaca	65	5	16	0	0	16.33	-14.63	24
Waushara	66	6	12	0	3	15.41	-10.37	33
MEAN N CLASS 4		17.50	MAO N	10.84				
Total	362	373	4	54				41

TABLE 35

COMPLIANCE WITH STANDARDS BY CLASS OF FACILITY

CLASS 1 STANDARD	Exceeds Meets	Partially Meets Fails	UNANS	N/A	MEAN	DEV N	% Meeting
1	3	1	0	0	1.02	-.00	75
2	3	1	0	0	1.00	-.14	75
3	2	2	0	0	1.45	-.21	50
4	2	0	0	2	1.52	0.00	100
5	3	1	0	0	1.50	-.22	75
6	4	0	0	0	2.30	.46	100
7	3	1	0	0	1.43	-.21	75
8	2	2	0	0	1.35	-.45	50
9	3	1	0	0	1.20	-.00	75
10	4	0	0	0	1.89	.21	100
11	3	1	0	0	1.28	-.18	75
12	3	1	0	0	1.10	-.16	75
13	4	0	0	0	1.39	.15	100
14	4	0	0	0	1.10	.22	100
15	4	0	0	0	1.58	0.00	100
16	3	1	0	0	1.97	.39	75
17	2	1	0	1	.91	-.45	67
18	1	3	0	0	.75	-.45	25
19	1	0	0	3	1.38	0.00	100
20	1	1	0	2	1.38	-.46	50
21	1	1	0	2	1.47	-.49	50

MAD N CLASS 1 .23

TABLE 36

COMPLIANCE WITH STANDARDS BY
CLASS OF FACILITY

CLASS 2 STANDARD	Exceeds Meets	Partially Meets Fails	UNANS	N/A	MEAN	DEV N	% Meeting
1	4	2	0	0	.85	-.17	67
2	4	2	0	0	.95	-.19	67
3	1	5	0	0	.97	-.69	17
4	4	1	0	1	1.37	-.15	30
5	6	0	0	0	2.01	.29	100
6	6	0	0	0	1.99	.15	100
7	4	2	0	0	1.37	-.27	67
8	5	1	0	0	1.65	-.15	83
9	4	2	0	0	1.00	-.20	67
10	6	0	0	0	1.68	-.00	100
11	0	6	0	0	.36	-1.09	0
12	4	2	0	0	1.15	-.11	67
13	3	3	0	0	.93	-.31	50
14	6	0	0	0	.95	.07	100
15	6	0	0	0	1.58	-.00	100
16	3	3	0	0	1.18	-.40	50
17	0	6	0	0	0.00	-1.36	0
18	3	3	0	0	.90	-.30	50
19	4	0	0	2	1.38	0.00	100
20	2	1	0	3	1.23	-.61	67
21	3	2	0	1	1.57	-.39	60

MAD N CLASS 2 .33

TABLE 37

COMPLIANCE WITH STANDARDS BY
CLASS OF FACILITY

CLASS 3 STANDARD	Exceeds Meets	Partially Meets Fails	UNANS	N/A	MEAN	DEV N	% Meeting
1	5	21	0	0	.53	-.49	19
2	12	14	0	0	.85	-.29	46
3	4	22	0	0	.86	-.80	15
4	16	7	0	3	1.16	-.36	70
5	19	7	0	0	1.52	-.20	73
6	22	4	0	0	1.73	-.11	85
7	8	18	0	0	1.01	-.63	31
8	16	6	1	3	1.41	-.39	70
9	20	6	0	0	1.02	-.18	77
10	22	4	0	0	1.55	-.13	85
11	2	24	0	0	.65	-.81	7
12	16	10	0	0	1.04	-.22	62
13	18	8	0	0	1.07	-.17	69
14	25	1	0	0	.86	-.02	96
15	23	2	0	1	1.45	-.13	92
16	7	19	0	0	.97	-.61	27
17	1	24	0	1	.05	-1.31	4
18	13	13	0	0	.76	-.44	50
19	21	2	0	3	1.29	-.09	91
20	10	10	0	6	1.15	-.69	50
21	19	6	0	1	1.72	-.24	76

MAD N CLASS 3 .39

TABLE 38
COMPLIANCE WITH STANDARDS BY
CLASS OF FACILITY

CLASS 4 STANDARD	Exceeds Meets	Partially Meets Fails	UNANS	N/A	MEAN	DEV N	% Meeting
1	6	25	1	1	.51	-.51	18
2	7	25	0	1	.50	-.64	22
3	2	26	0	5	.65	-1.01	71
4	9	21	0	3	.76	-.76	3
5	20	12	0	1	1.42	-.30	63
6	18	14	0	1	1.41	-.43	56
7	3	29	0	1	.72	-.92	9
8	20	7	0	6	1.47	-.33	74
9	16	16	0	1	.90	-.30	50
10	23	9	0	1	1.44	-.24	72
11	4	28	0	1	.64	-.82	13
12	8	24	0	1	.79	-.47	25
13	15	17	0	1	.91	-.33	17
14	26	6	0	1	.78	-.10	81
15	25	5	0	3	1.42	-.16	83
16	7	25	0	1	.77	-.81	22
17	0	32	0	1	0.00	-1.36	0
18	7	24	1	1	.41	-.79	22
19	17	7	0	9	1.12	-.26	71
20	11	13	1	8	1.07	-.77	44
21	18	8	1	6	1.56	-.40	67

MAD N CLASS 4 .56

In regards to the latter issue--poor visiting facilities--problems are created by a combination of several factors, the most important one being the lack of sufficient space. Other factors limiting visitation are difficulties in scheduling visitation with other facility programs and a shortage of tables and chairs and other related visiting equipment. Many of the administrators also stated that they would like to have contact visiting, however, due to a shortage of staff they were unable to provide sufficient supervision for such an activity.

The next four problem areas identified by the administrators overlap. They are lack of funds for physical renovation, inadequate space throughout the facility, inadequate recreation facilities and equipment, and the general physical structure of the jail.

Another problem area identified by the administrators relates back to personnel in that they are concerned about the inadequacies of staff training and development programs. Many of these administrators stated that due to a shortage of staff they are unable to free existing staff to attend the available staff training seminars. They stated that they would have no coverage should they provide the opportunity for the staff to attend training programs conducted by the State of Wisconsin and the National Institute of Corrections. Here several of the administrators believe that an excellent program that the WCCJ could provide would be "loaning" correction officers to the various jail facilities so that their regular staff could be free to attend training.

E. Areas Needing WCCJ Funds Expenditure

One of the concerns of the WCCJ is that they may not always be cognizant of the direction that sheriffs/administrators would like to see WCCJ funding take. In addition the WCCJ wanted to determine whether funding areas identified by sheriffs/administrators correlated with the objectives of Goal 7 and Goal 17 (Adult and Juvenile Detention Standards) which are primarily oriented towards programs and services. Table 39 identifies the funding areas and their relationship/nonrelationship to the detention standards.

The number one area upon which sheriffs/administrators would like to see WCCJ's funds spent is recreation space and facilities for inmates, and in some instances for staff to supervise these activities. In fact, 29 of the 69 facilities polled stated that recreation was in the top three of their priorities. It is also believed that many of those administrators who did not respond in this area felt likewise but inadvertently forgot to include this in their priority list. Recreation/leisure time activities are seen as important areas especially in jails because there is minimal time available to provide other program services such as educational and voca-

TABLE 39

COMPARISON OF FUNDING AND PROBLEM AREAS IDENTIFIED BY WISCONSIN SHERIFFS

Funding Area	Number	Standard No.	Problem Area	Number	Standard No.
Additional Jail Staff	22	A-2	Shortage of Personnel	15	A-2
Visiting Facilities	4	C-2	Inadequate Visiting Facilities	15	C-2
Physical Renovation	*	0	Lack of Funds for Physical Renovations	9	0
Staff Training	16	A-3	Lack of Staff Training	9	A-3
(Additional Jail Staff)	(22)	A-2	Inadequate Funding for Staff	8	0
(Physical Renovation)	*	0	Inadequate Space	8	0
Inmate Recreation	29	B-4	Inadequate Recreation Facilities	7	B-4
(Physical Renovation)	*	0	Inadequate Jail Facility	7	0
(Physical Renovation)	*	0	Physical Structure of Jail	5	0
Programming	2	B-4	Inmate Boredom	4	B-4
Transportation for Work Release	1	B-6	Transportation for Work Release	2	B-6
Medical Services	8	B-4	Inadequate Medical Services	2	B-4
	N/A		High Inmate Turnover	2	0
(Additional Jail Staff and Com- munications)	(23)		Inadequate Security	2	A-2
(Physical Renovation)	*		Overcrowding	2	0
Recreation, Audio-Visual, Fire De- tection Equipment	43		Lack of Funds for Equipment	2	0
(Programming)	(2)	B-4	Lack of Funds for Programs	2	B-4
	N/A		Lack of local/county input into planning	2	0
	N/A		Funding Periods Too Short Term	2	0
Vocational Services	8	B-3	Transferring Juveniles, Health Cases	2	0
Educational Programming	4	B-3,4	Expansion of Vocational Training	1	B-3
(Physical Renovation)	*	0	Expansion of Educational Training	1	B-3,4
(Additional Jail Staff)	22	A-2	Poor Water System	1	0
	N/A		Female Officers Supervising Male Inmates	1	A-2
Employment Specialist	1	B-6	Shortage of Jobs for Inmates	1	B-6
	N/A		Physically, Alcoholics and Mental		
(Staff Training)	16	A-3	Inmate/Jailer Morale	1	0
(Physical Renovation)	*	0	Location of Communications Center within Jail Security Area	1	0
	N/A		WCCJ Failure to Meet Local Law Enforcement Needs	1	0
	N/A		Too Many Restrictions on LEAA Monies	1	0
Joint Recordkeeping System	1	0	Fragmented Recordkeeping System	1	0
Technical Assistance for Grant Ap- plications	1	0	No Technical Assistance for Grants	1	0
Staff Training	16	A-3	Studies of County Sheriff Roles	1	A-3
	N/A		Imposition of State Regulations without Funding to Carry Them Out	1	0
Vocational Services, Programming, Em- ployment Specialist, Juvenile Staff, Educational Program, Psychological Counseling, Social Services Liaison	18	B-4	Lack of Rehabilitative Services	1	B-4,5
	N/A		Keeping Jail Clean	1	0
	N/A		Separation of Inmates	1	D-3
	N/A		Lax Attitude of Courts	1	0
	N/A		Personnel--Separation of Sheriff's Department/ Law Enforcement	1	
	N/A		Inadequate Educational Facility	1	B-4
Incentives for Jail Careers	1	A-3	Recidivism	1	0
Educational Programs	4	B-4	Unreliability of WCCJ for Funding	1	0

TABLE 39 (Concluded)

<u>Funding Area</u>	<u>Number</u>	<u>Standard No.</u>	<u>Problem Area</u>	<u>Number</u>	<u>Standard No.</u>
Staff Training, Incentives for Jail Careers	17	A-3	Inadequate Correctional Officers	1	A-3
	N/A		Lack of Juveniles	1	0
	N/A	A-3	Guidelines not Specific Enough	1	0
	N/A		Lack of Clarification of Certain Legislation as it Relates to County Board	1	0
	N/A		Failure to get Reimbursed for State Inmates	1	0
	N/A		Drug Traffic	1	0
Jail Inspection	1	0		N/A	
Admissions	1	0		N/A	
Public Information Program	1	0		N/A	
Supervision of Huber Program	1	B-6		N/A	
Secretarial Services	1	0		N/A	
Library Services	5	B-4		N/A	
Training/Release Pay	1	B-6		N/A	
Juvenile Detention	1	D-1,2,3		N/A	
Transportation for Work Release	1	B-6		N/A	

* Since the survey form specified that construction and physical renovation requests be omitted, an accurate record of such requests is not included.

tional training. An inmate, even if he/she is only incarcerated for a few hours, can participate in recreation programs since there is no extensive planning or followup involved.

Recreation is also seen as important as it enables inmates to make constructive use of free time and in the case of physical exercise also enables them to maintain their physical condition while incarcerated. There are, however, three important ingredients necessary for any successful recreation program located in a detention facility. These are sufficient space, adequate equipment, and the availability of staff supervision. As noted previously many of the facilities surveyed do not have any of these three ingredients available and in other instances one or more are missing.

Such organizations as the American Correctional Association (ACA), National Sheriffs' Association (NSA), and the American Medical Association (AMA) have gone on record time and again stating the importance of recreational/physical exercise programs in jails. ACA Commission on Accreditation for Corrections, Standard No. 5356 states, "The plan for inmate programs provides for opportunities for all inmates to participate in leisure time activities, including one hour of physical exercise per day outside the cell block." The trend in recent court decisions supports the need for exercise and recreation. Every court that has ruled on the matter in recent years has held that both pretrial detainees and sentenced inmates should be given the opportunity for recreation. *Moore v. Janing*, 427 F. Supp. 367 (1976), *Alberti v. Sheriff of Harris County, Texas*, 406 F. Supp. 649 (S.D. Texas 1972), and *Conklin v. Hancock*, 334 F. Supp. 1119 (D.N.H. 1971). Several of the administrators stated that they would be able to utilize community volunteers or college interns in the supervision of these recreation programs especially for minimum security inmates. Funds could then be directed for the purchase of suitable recreation equipment and for the provision of adequate space both for indoor and outdoor recreation.

The next area that the administrators identified was that of funding for additional staff to provide supervision for security, programs and services followed by comprehensive staff training programs to include training in supervisory techniques, counseling skills, self-defense, first-aid medical training, report writing, communication skills and orientation to facility rules and regulations. The other funding areas are included in Table 39.

F. Wisconsin County Jail Exemplary Programs

One of the objectives of the project was to identify exemplary jail programs and practices operating in the Wisconsin County Jails and to

evaluate their possible replication by other counties. To this end, survey staff asked sheriffs/administrators to identify those programs and practices being employed in the jail that they would describe as being exemplary. Table 40 summarizes, by county, those programs/practices the respondents defined as exemplary and provides information on approximate cost, staffing requirements, benefits and caveats experienced.

The possible replication of these programs/practices in other counties was not evaluated as each sheriff/administrator must personally conduct this type of assessment based upon the needs of the facility, resources available and an in-depth evaluation of the program/practice of interest to determine its applicability to his/her facility.

G. Wisconsin County Jails Litigation Issues

As briefly discussed earlier, MRI's original proposal did not include a plan for assessing the extent of court action in Wisconsin jails. During the pretest of the survey instrument, however, both Rock and Washington County officials stressed the need for an assessment of current litigation in Wisconsin and how compliance with the WCCJ detention standards might affect future court action. An assessment of this issue was included in the survey effort; Table 41 presents the findings.

TABLE 40
 WISCONSIN COUNTY JAIL
 EXEMPLARY PROGRAMS

COUNTY	PROGRAM	APPROXIMATE COST	STAFF	BENEFITS	CAVEATS
Brown	Huber Program	Unknown	--	Provides work-release opportunities for inmates	None
Crawford	Television sets in individual cells, ear phones required	\$500.00--purchased by local civic group	--	Eliminates arguments over television programming	None
Crawford	Unified Board of Social Services Jail Access	--	--	--	--
Dane	Furloughs/Temporary Release	\$0	--	Provides temporary release for minimum security inmates, 3-7 days	Several times inmates have been late in returning
101 Dane	Huber Program	Unknown	--	Provides work opportunities for inmates	--
Dane	Telephone Program--telephone jacks	Unknown	--	Provides for regular use of telephones by all inmates	None
Dodge	Huber Program/Job Hunting Verification System	Unknown	--	Keeps tabs on inmates while they are out looking for jobs	None
Douglas	Work Release/Educational Release Program	Salary	1	Keeps problems to a minimum in the jail	Limited budget
Eau Claire	Medical Program (certified by AMA)	\$15,500	2	--	None
Jefferson	Recordkeeping System	Jailer's and Secretary's Salary	--	--	None

TABLE 40 (Continued)
 WISCONSIN COUNTY JAIL
 EXEMPLARY PROGRAMS

COUNTY	PROGRAM	APPROXIMATE COST	STAFF	BENEFITS	CAVEATS
Kenosha	Relationship With Community Social Service Agencies (Drug and Alcohol Abuse)	\$0	--	--	None
Kenosha	Utilization of Civilians As Guards	--	--	--	--
Manitowac	Handicraft Work	\$0	--	--	None
Marathon	Work Release Program	\$0	1	May help keep families together	Cannot supervise work release person; extra book-keeping.
Milwaukee	Detoxification Program	\$2,000	Medical Staff	Removes inmates from drug/alcohol use	None
Milwaukee	In-House Dental Program	\$4,500	Part-time Dentist	Provides emergency medical care	None
Outagamie	Huber Law/Work Release and Rehabilitation Program	\$75,000	3	Has helped to drop the recidivism rate	No major problems
Ozaukee	Juvenile Programs	Unknown	--	Provides motorcycle drill team, hunter safety programs (rifle)	None
Ozaukee	In-Jail Work Program	\$0	--	--	--
Price	Jail Rehabilitation Officer	\$20,000+	1	Encourages work release	None
Rock	Laubach Literary Program	\$0	--	Provides basic educational reading at the jail	None
Rock	Blackhawk Technical Institute	\$0	--	Provides vocational training to the inmates	None

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TABLE 40 (Concluded)
 WISCONSIN COUNTY JAIL
 EXEMPLARY PROGRAMS

COUNTY	PROGRAM	APPROXIMATE COST	STAFF	BENEFITS	CAVEATS
Sauk	Food Services Program	--	--	--	--
Sheboygan	Jail Rehabilitation Program	\$832	1	--	None
Sheboygan	Drug Abuse and Alcohol Program	\$0	--	--	--
Walworth	Humane Conditions and Treatment of Inmates	--	--	--	--
Washington	Staff Training Program	10 percent of the budget	1	Provides better employees and operations	Lose staff members to other agencies
103 Waukesha	Huber Program	Unknown	--	Separates Huber inmates from jail inmates	None
Waukesha	Civilian Correctional Officers Program	Unknown	--	Provides more professional staff	None

TABLE 41

SUMMARY OF LITIGATION ISSUES
Counties Report

County		
1. Adams	1. Violation of inmates' religious freedom.	1. Currently in Federal Court (Madison).
2. Burnett	2. False arrest against sheriff.	2. No resolution.
3. Columbia	3. Failure to allow a Huber inmate to cross county line to work.	3. Court order issued to sheriff to allow resident to cross county line to work.
4. Dane	4. Denial of inmate's privileges during construction of new jail.	4. Case coming up in federal court in May 1978.
5. Milwaukee	5.a. Visitation rights violated. b. Racial segregation.	5.a. Visiting hours expanded but personal contact refused (being appealed). b. Litigation not reasonable based on racial arrest rates.
6. Racine	6.a. \$1 million suit by former inmate who claimed assault by other inmates. b. Class action on jail conditions. c. Cruel and unusual punishment.	6.a. Charges denied. b. Charges denied. c. Charges denied.
7. Rusk	7. Abuse charges concerning a visitation incident (by visitor).	7. Dismissed.
8. Sauk	8. Visually monitored a suicidal women without her consent.	8. Dropped by court. Complainant did not appear. Is currently a fugitive.
9. Shawano	9.a. Lack of Indian religion. b. Female claimed not given clothes to wear. c. Holding illegally-false imprisonment.	9.a. Dismissed. b. Dismissed. c. Pending.
10. Waukesha	10.a. Improper medical treatment for broken neck. b. Female correctional officers for pay equal to deputies. c. Improper facilities. d. Violation of civil rights.	10.a. Pending. b. Pending. c. Pending. d. Pending.
11. Winnebago	11. Visitation and mail privileges.	11. Pending.

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APPENDIX A

SURVEY INSTRUMENT

WISCONSIN JAIL STANDARDS SURVEY FORM

Conducted by: _____ PLEASE DO NOT MARK IN CODING COLUMN
 Date: _____

Card No. 0 1
1 2
3 4
5

1. Facility _____

2. Class _____

ADP 100+ = Class I 21-49 = Class III
 50-100 = Class II 20 Less = Class IV

3. Managing Officer (Name) _____

4. Year of Construction _____

6 7 8

5. Date and Description of Major Remodeling/
 Renovation: Date(s) _____,
 Comments: _____

9 10 11 12 13 14

6. Maximum Capacity

Adults M _____ F _____
 Juveniles M _____ F _____
 W-R M _____ F _____

M _____ F _____
15 16 17 18 19
 JM _____ F _____
20 21 22 23
 W-RM _____ F _____
24 25 26 27

Comment: _____

Department Restrictions: _____

7. Number of Staff

Administrative _____
 Correctional Officer _____
 Clerical _____
 Medical _____
 Cook _____
 Other _____

A _____ CO _____
28 29 30
 C _____ M _____
31 32
 C _____ O _____
33 34

Circle the Appropriate Response

A. PERSONNEL

1. Jail administrators shall be required to work with community groups in providing needed service to inmates.

Exceeds Meets Partially Fails N/A

35

Comments: _____

a. Administrator permits community groups to provide services to inmates:

Yes No N/A

36

Comment: _____

PLEASE DO NOT MARK IN CODING COLUMN

b. Facility has established a volunteer services program:
Yes No N/A 37

Comment: _____

c. Facility has established a public information program:
Yes No N/A 38

Comment: _____

2. Correctional officers shall be civilian and shall provide continuous (24-hour per day) supervision of inmates. Each occupied floor of a multi-floor facility shall be supervised by at least one officer. A roster of qualified female correctional officers shall be maintained for utilization when females are incarcerated.

Exceeds Meets Partially Fails N/A 39

Comments: _____

a. Correctional officers assigned totally to jail facility
Yes No N/A 40

Comment: _____

b. Twenty-four hour per day supervision:
Yes No N/A 41

Comment: _____

c. Each occupied floor or section of the facility supervised by at least one officer:
Yes No N/A 42

Comment: _____

d. Female correctional officers provided when females are incarcerated:
Yes No N/A 43

Comment: _____

PLEASE DO NOT MARK IN CODING COLUMN

e. Observation (of inmates) every 30 minutes:
Yes No N/A 44

Comment: _____

f. Record made of inmate supervision:
Yes No N/A 45

Comment: _____

g. Audio monitoring system Yes No N/A
Visual monitoring system Yes No N/A
Emergency communication system Yes No N/A 46

Comment: _____

h. Search and inspection of facility security, program and living areas:
Yes No N/A 49

Comment: _____

3. Male and female correctional officers shall receive equal pay if duties and responsibilities are similar. Correctional officers salary and benefits shall be equal to law enforcement officers salary in the same jurisdiction. Position shall require at least a high school diploma. Correctional staff shall be required to complete 90 hours of formal correctional training within 1st year of employment.

Exceeds Meets Partially Fails N/A 50

Comments: _____

a. Correctional officer salary and benefits equal to law enforcement officers:
Yes No N/A 51

Comment (include salary): _____

b. Rotation of deputies:
Yes No N/A 52

Comment: _____

c. Male and female correctional officers receive equal pay:
Yes No N/A 53

Comment: _____

PLEASE DO NOT MARK IN CODING COLUMN

c. Correctional position require at least a high school diploma:

Yes No N/A 54

Comment: _____

d. Written training plan:

Yes No N/A 55

Comment: _____

e. Facility training officer:

Yes No N/A 56

Comment: _____

f. Ninety hours of formal training for correctional officers in first year of employment:

Yes No N/A 57

Comment (discuss type of training): _____

B. PROGRAMS

1. Prior to initial court appearance, each pre-trial detainee shall be interviewed to obtain background information and assess eligibility for release on recognizance or bail.

Exceeds Meets Partially Fails N/A 58

Comment: _____

a. Written reception and orientation policy:

Yes No N/A 59

Comment: _____

b. Assess inmate eligibility for release on recognizance or bail:

Yes No N/A 60

Comment: _____

PLEASE DO NOT MARK IN CODING COLUMN

2. Jail personnel shall encourage the maintenance of family ties, work responsibilities, bonds with the community, and maximum use of community services.

Exceeds Meets Partially Fails N/A 61

Comment: _____

a. Attitude of jail administration toward inmate maintaining community ties:

Positive Marginal Negative 62

Comment: _____

3. Work release, employment and educational placement mechanisms shall be developed by jail personnel and should be available to all inmates, unless restricted by court order.

Exceeds Meets Partially Fails N/A 63

Comment: _____

a. Work release program available to inmates:

Yes No N/A 64

Comment: _____

b. Educational release program available to inmates:

Yes No N/A 65

Comment (discuss type of inmate that can participate): _____

c. Number of inmates on work/educational release: _____

Comment: _____ 66 67

d. Administration encourages inmate participation in release programs:

Yes No N/A 68

Comment: _____

e. Document criteria used to revoke Huber/work release privileges:

Comment: _____ 69

PLEASE DO NOT MARK IN CODING COLUMN

f. Due process rights observed in revocation of release privileges:

Yes No N/A

70

Comment: _____

4. State and local authorities shall establish (or ensure availability of) programs such as: (a) education; (b) recreation; (c) commissary; (d) library services; (e) religious services; (f) mental health services; and (g) health care.

Exceeds Meets Partially Fails N/A

71

Comment: _____

a. Educational programs available:

Yes No N/A

Comment (types): _____

72

b. Vocational programs available:

Yes No N/A

Comment (types): _____

73

c. Recreation programs available:

Yes No N/A

Comment (types and duration): _____

74

d. Religious programs available:

Yes No N/A

Comment: _____

75

e. Library service available:

Yes No N/A

Comment: _____

76

PLEASE DO NOT MARK IN CODING COLUMN

f. Commissary services available:

Yes No N/A

77

Comment: _____

g. Social services/counseling available:

Yes No N/A

78

Comment: _____

MEDICAL

h. Reception medical screening conducted:

Yes No N/A

79

Comment: _____

i. Adequate number of professional medical personnel available:

Yes No N/A

80

Comment: _____

Card No. 0 2
1 2

j. Twenty-four hour emergency medical care available:

Yes No N/A

3 4 Facility No.

Comment: _____

5

k. Regular sick call procedure established:

Yes No N/A

6

Comment (discuss how often and by whom): _____

l. Established drug/alcohol detoxification procedures:

Yes No N/A

7

Comment: _____

m. Provision of adequate dental services:

Yes No N/A

8

Comment: _____

PLEASE DO NOT MARK IN CODING COLUMN

- n. Provision of medical services for female inmates:
- | | | | |
|-----|----|-----|----------|
| Yes | No | N/A | <u>9</u> |
|-----|----|-----|----------|
- Comment: _____
- o. Adequate medical records maintained:
- | | | | |
|-----|----|-----|-----------|
| Yes | No | N/A | <u>10</u> |
|-----|----|-----|-----------|
- Comment: _____
- p. Mental health services provided:
- | | | | |
|-----|----|-----|-----------|
| Yes | No | N/A | <u>11</u> |
|-----|----|-----|-----------|
- Comment: _____
- q. Adequate medication control plan:
- | | | | |
|-----|----|-----|-----------|
| Yes | No | N/A | <u>12</u> |
|-----|----|-----|-----------|
- Comment: _____
- r. Available and adequate first-aid kits:
- | | | | |
|-----|----|-----|-----------|
| Yes | No | N/A | <u>13</u> |
|-----|----|-----|-----------|
- Comment: _____
- s. Jail staff trained in medical/mental health emergency care:
- | | | | |
|-----|----|-----|-----------|
| Yes | No | N/A | <u>14</u> |
|-----|----|-----|-----------|
- Comment: _____
- t. Procedure for determining need of medical service:
- | | | | |
|-----|----|-----|-----------|
| Yes | No | N/A | <u>15</u> |
|-----|----|-----|-----------|
- Comment: _____
5. Access to all services and programs available at the jail shall be based on segregation status.
- | | | | | | |
|---------|-------|-----------|-------|-----|-----------|
| Exceeds | Meets | Partially | Fails | N/A | <u>16</u> |
|---------|-------|-----------|-------|-----|-----------|
- Comment: _____

PLEASE DO NOT MARK IN CODING COLUMN

6. Sentenced inmates who are unemployed at admission shall be assisted in obtaining employment. Salary paid an inmate shall be at least the federal minimum wage; fringe benefits and other job related benefits shall be equal to other workers doing the same job. Volunteer work in the community or part-time work should not be prohibited solely on the basis that it will not cover the cost of room and board. The jail administrator must maintain strict accounting of the inmates earnings, and these records shall be open to inspection by the inmate.
- | | | | | | |
|---------|-------|-----------|-------|-----|-----------|
| Exceeds | Meets | Partially | Fails | N/A | <u>17</u> |
|---------|-------|-----------|-------|-----|-----------|
- Comment: _____
- a. Availability of employment program for sentenced inmates:
- | | | | |
|-----|----|-----|-----------|
| Yes | No | N/A | <u>18</u> |
|-----|----|-----|-----------|
- Comment: _____
- b. Salaries and benefits of work-release inmates commensurate to civilians and at least the federal minimum wage:
- | | | | |
|-----|----|-----|-----------|
| Yes | No | N/A | <u>19</u> |
|-----|----|-----|-----------|
- Comment: _____
- c. Community volunteer work by inmates permitted:
- | | | | |
|-----|----|-----|-----------|
| Yes | No | N/A | <u>20</u> |
|-----|----|-----|-----------|
- Comment: _____
- d. Huber/work-release inmates housed in separate quarters from other inmates:
- | | | | |
|-----|----|-----|-----------|
| Yes | No | N/A | <u>21</u> |
|-----|----|-----|-----------|
- Comment: _____
- e. Adequate accounting system for inmate earning open to inspection by inmate:
- | | | | |
|-----|----|-----|-----------|
| Yes | No | N/A | <u>22</u> |
|-----|----|-----|-----------|
- Comment (include weekly fee for room and board): _____

PLEASE DO NOT MARK IN CODING COLUMN

C. INTERNAL POLICIES

1. Any inmate shall be allowed to consult with any attorney and with law students and para-professionals working with such attorney, alone and in private at the place of custody, as many times and for such period as is reasonable. When an inmates's ability to produce written communication to an attorney is limited, access to legal counsel by phone shall be granted.

Exceeds Meets Partially Fails N/A 23

Comment: _____

a. Confidential contact with legal counsel available:

Yes No N/A 24

Comment (discuss any restrictions): _____

b. Telephone access with legal counsel available when inmate written communication ability is limited:

Yes No N/A 25

Comment: _____

c. Access to legal materials, supplies and related services available:

Yes No N/A 26

Comment: _____

2. All jail inmates in Wisconsin shall be provided with reasonable facilities for receiving visits from family and friends. Visiting periods of at least 2 hours shall be available four times per week with at least 2 hours available on weekends. No person shall be refused visitation privileges unless jail personnel reasonably believe that the person is a threat to institutional or personal security, or unless the inmate does not want to see the visitor. Special arrangements shall be made for providing an adequate and appropriate environment for visitation with children.

Exceeds Meets Partially Fails N/A 27

Comment: _____

PLEASE DO NOT MARK IN CODING COLUMN

a. Visiting facilities adequate:

Yes No N/A 28

Comment (discuss if personal contact is allowed): _____

Visiting Room Capacity: _____ 29 30

b. Document amount of visitation time available:

8+ hours 4-8 hours Less than 3 hours 31

Comment (discuss number of hours available on weekends): _____

c. Document number of visiting periods available each week:

4+ 2-3 one or less 32

Comment: _____

d. Maximum visitation time per inmate per week:

2+ hours 1-2 hours Less than 1 hour 33

Comment: _____

e. No restrictions on persons who are permitted to visit. (not including persons who jail personnel believe to be a threat to institutional or personal security.)

Yes No N/A 34

Comment: _____

f. Special arrangements made for visitation by children:

Yes No N/A 35

Comment: _____

3. Representatives of social service agencies, religious organizations, the news media and other agencies shall be permitted to consult, counsel or interview consenting jail inmates during reasonable hours. Information regarding access to community service agencies and the service they provide shall be given to all inmates.

Exceeds Meets Partially Fails N/A 36

Comment: _____

PLEASE DO NOT MARK IN CODING COLUMN

a. Access to inmates by social service agencies:

Yes	No	N/A	37
-----	----	-----	----

Comment (discuss type): _____

b. Access to inmates by religious organizations:

Yes	No	N/A	38
-----	----	-----	----

Comment: _____

c. Access to inmates by news media:

Yes	No	N/A	39
-----	----	-----	----

Comment: _____

d. Information regarding community service agencies made available to inmates:

Yes	No	N/A	40
-----	----	-----	----

Comment: _____

4. Jail personnel shall not open or read the contents of any of the inmate's outgoing mail. Inmates shall have the unrestricted right to correspond or communicate with any person, whether they be outside or within the jail, unless there is probable cause to believe the communication will lead to a criminal offense or escape. Incoming mail, including packages, may be opened and inspected for contraband in the presence of an inmate representative. Such mail shall not be monitored by reading and attorney-client or other privileged mail shall not be opened by anyone other than the addressee.

Exceeds	Meets	Partially	Fails	N/A	41
---------	-------	-----------	-------	-----	----

Comment: _____

a. Inmate mail not read by jail personnel:

Yes	No	N/A	42
-----	----	-----	----

Comment: _____

b. Inmate right to unrestricted correspondence or communication with anyone:

Yes	No	N/A	43
-----	----	-----	----

Comment: _____

c. Postage provided for indigent inmates:

Yes	No	N/A	44
-----	----	-----	----

Comment: _____

d. Attorney-client or other privileged mail only opened by inmate (addressee):

Yes	No	N/A	45
-----	----	-----	----

Comment: _____

e. Inmate signature on property listing sheet to authorize inspection of inmate's mail:

Yes	No	N/A	46
-----	----	-----	----

Comment: _____

5. Telephones shall be made available to inmates for free, private and unmonitored local calls. Provisions should be made for emergencies and for long distance calls on limited occasions.

Exceeds	Meets	Partially	Fails	N/A	47
---------	-------	-----------	-------	-----	----

Comment: _____

a. Available telephone use:

Yes	No	N/A	48
-----	----	-----	----

Comment: _____

b. Provision for emergency telephone calls:

Yes	No	N/A	49
-----	----	-----	----

Comment: _____

c. Provision for long distance calls (paid by inmate):

Yes	No	N/A	50
-----	----	-----	----

Comment: _____

PLEASE DO NOT MARK IN CODING COLUMN

6. If an inmate is eligible to vote and requests to do so, jail personnel shall provide facilities and materials sufficient to complete absentee ballots.

Exceeds Meets Partially Fails N/A

51

Comment: _____

a. Available absentee ballots:

Yes No N/A

52

Comment: _____

7. The jail administrator shall adopt written internal policies governing the operation of the jail. The policies shall be explained and a copy given to each jail inmate upon admission.

Exceeds Meets Partially Fails N/A

53

Comment: _____

a. Available written internal policies governing operation of the jail:

Yes No N/A

54

*(obtain copy of written policy)

Comment: _____

b. Jail policies, rules and regulations explained to new inmates:

Yes No N/A

55

Comment: _____

c. Copy of jail rules/policies given to each inmate at admission:

Yes No N/A

56

Comment: _____

d. Written policy for segregation and protective custody:

Yes No N/A

57

Comment: _____

PLEASE DO NOT MARK IN CODING COLUMN

e. Jail rules explain the penalties which result from rule infractions:

Yes No N/A

58

Comment: _____

f. Rules explain inmate's rights to due process in case of alleged rule infraction:

Yes No N/A

59

Comment: _____

g. Adequate disciplinary reporting procedure:

Yes No N/A

60

Comment: _____

8. Each jail shall establish a Jail Advisory Committee to advise the jail administrator and make recommendations regarding jail policies and operation. The advisory committee shall be composed of citizens and include inmates or ex-inmates.

Exceeds Meets Partially Fails N/A

61

Comment: _____

a. Established Jail Advisory Committee:

Yes No N/A

62

Comment: _____

b. Composition of Jail Advisory Committee:

Yes No N/A

63

Comment: _____

9. Each jail shall establish a grievance procedure at the county administration level, open to any aggrieved party.

Exceeds Meets Partially Fails N/A

64

Comment: _____

PLEASE DO NOT MARK IN CODING COLUMN

a. Established grievance procedure at county administration level:

Yes No N/A

65

Comment: _____

b. Availability of grievance procedure to any aggrieved party:

Yes No N/A

66

Comment: _____

D. JUVENILE DETENTIONS

1. Detention intake shall be available on a 24-hour, 7-day a week basis.

Exceeds Meets Partially Fails N/A

67

Comment: _____

a. Twenty-four hour availability of detention intake personnel:

Yes No N/A

68

Comment (determine position and employing agency of personnel, and nature of decision-making process, i.e., over-the-phone in-person, etc.): _____

2. Specific intake criteria for secure detention shall be formulated in policy and applied in practice. The criteria shall become part of the Rules of the Court and should be developed by the intake staff and approved by the judge.

Exceeds Meets Partially Fails N/A

69

Comment: _____

a. Available written procedures regarding detention intake decisionmaking:

Yes No N/A

70

Comment (determine who developed intake criteria): _____

*(Obtain a copy if available) _____

PLEASE DO NOT MARK IN CODING COLUMN

b. Approval of intake criteria for secure detention by judge:

Yes No N/A

71

Comment: _____

3. Juveniles shall not be co-mingled with adults in county jails, city jails, police lockups (used while processing a juvenile), or those places described under Chapter 51 of the Wisconsin Statutes.

Exceeds Meets Partially Fails N/A

72

Comment: _____

a. Juveniles separated from adults:

Yes No N/A

73

Comment: _____

SEPARATION ISSUES: For each area listed on the right, please indicate the type of separation between adults and juveniles in the facility by putting a check in each column.

TYPE OF SEPARATION

A. Total Separation

Admission Education

A E S V
74 75 76 77

Sleeping Vocational

D T R
78 79 80

Dining Transportation

Recreation Health

Card No.
1 2 3

B. Sight Separation Only

Admission Education

 Facility No.
3 4
H
5

Sleeping Vocational

Dining Transportation

A E S V
6 7 8 9

Recreation Health

D T R H
10 11 12 13

C. Sound Separation Only

Admission Education

A E S V
14 15 16 17

Sleeping Vocational

D T R H
18 19 20 21

Dining Transportation

Recreation Health

PLEASE DO NOT MARK IN CODING COLUMN

D. No Separation

- Admission Education
- Sleeping Vocational
- Dining Transportation
- Recreation Health

A	E	S	V
22	23	24	25
D	T	R	H
26	27	28	29

E. Not Applicable

- Admission Education
- Sleeping Vocational
- Dining Transportation
- Recreation Health

A	E	S	V
30	31	32	33
D	T	R	H
34	35	36	37

Constraints on Compliance: For any of the above areas for which there is less total separation, please explain:

(1) The nature of noncompliance: _____

(2) Factors which prevent total compliance: _____

Remedial Strategies: For any areas in the above for which there is less than total separation, please explain what (if anything) is being done to achieve total separation: _____

b. Juveniles not supervised by adult trustees:

Yes	No	N/A
-----	----	-----

Comment: _____

38

c. Juvenile males separated from juvenile females:

Yes	No	N/A
-----	----	-----

Comment: _____

39

d. Facility programs available for juveniles:

Yes	No	N/A
-----	----	-----

Comment: _____

40

PLEASE DO NOT MARK IN CODING COLUMN

e. Number of cells available for juveniles:

M	_____
F	_____

M	41
F	42

Comment: _____

List the three most important areas for which the sheriff/jail administrator would like to see WCCJ funds appropriated (other than construction and/or renovation):

1. _____ Est. Cost _____
2. _____ Est. Cost _____
3. _____ Est. Cost _____

Exemplary Programs

1. Program: _____
 - . Approximate Cost (Annual) _____
 - . Staffing _____
 - . Benefits _____
 - . Problems _____
2. Program: _____
 - . Approximate Cost (Annual) _____
 - . Staffing _____
 - . Benefits _____
 - . Problems _____

Problem Areas

1. _____
2. _____
3. _____
4. _____

Litigation Issues:

Type: _____

Response (Outcome): _____

APPENDIX B

JAIL STANDARDS PRIORITIZATION INSTRUMENT

JAIL STANDARDS PRIORITIZATION INSTRUMENT

Please circle the number of the rating you would assign to that standard. Limited = limited emphasis should be given to this standard. Moderate = moderate emphasis should be given to this standard. Complete = complete emphasis should be given this standard.

<u>Standards</u>	<u>Rating</u>														
A. Personnel															
A-1 Jail administrators shall be required to work with community groups in providing needed service to inmates.	<table border="0" style="width: 100%;"> <tr> <td style="text-align: center;">1</td> <td style="text-align: center;">2</td> <td style="text-align: center;">3</td> <td style="text-align: center;">4</td> <td style="text-align: center;">5</td> <td style="text-align: center;">6</td> <td style="text-align: center;">7</td> </tr> <tr> <td style="text-align: center;">Limited</td> <td colspan="3" style="text-align: center;">Moderate</td> <td colspan="3" style="text-align: center;">Complete</td> </tr> </table>	1	2	3	4	5	6	7	Limited	Moderate			Complete		
1	2	3	4	5	6	7									
Limited	Moderate			Complete											
A-2 Correctional officers shall be civilian and shall provide continuous (24 hours per day) supervision of inmates. Each occupied floor of a multifloor facility shall be supervised by at least one officer. A roster of qualified female correctional officers shall be maintained for utilization when females are incarcerated.	<table border="0" style="width: 100%;"> <tr> <td style="text-align: center;">1</td> <td style="text-align: center;">2</td> <td style="text-align: center;">3</td> <td style="text-align: center;">4</td> <td style="text-align: center;">5</td> <td style="text-align: center;">6</td> <td style="text-align: center;">7</td> </tr> <tr> <td style="text-align: center;">Limited</td> <td colspan="3" style="text-align: center;">Moderate</td> <td colspan="3" style="text-align: center;">Complete</td> </tr> </table>	1	2	3	4	5	6	7	Limited	Moderate			Complete		
1	2	3	4	5	6	7									
Limited	Moderate			Complete											
A-3 Male and female correctional officers shall receive equal pay if duties and responsibilities are similar. Correctional officers' salary and benefits shall be equal to law enforcement officers' salary in the same jurisdiction. Position shall require at least high school diploma. Correctional staff shall be required to complete 120 hours of formal correctional training within first year of employment.	<table border="0" style="width: 100%;"> <tr> <td style="text-align: center;">1</td> <td style="text-align: center;">2</td> <td style="text-align: center;">3</td> <td style="text-align: center;">4</td> <td style="text-align: center;">5</td> <td style="text-align: center;">6</td> <td style="text-align: center;">7</td> </tr> <tr> <td style="text-align: center;">Limited</td> <td colspan="3" style="text-align: center;">Moderate</td> <td colspan="3" style="text-align: center;">Complete</td> </tr> </table>	1	2	3	4	5	6	7	Limited	Moderate			Complete		
1	2	3	4	5	6	7									
Limited	Moderate			Complete											
B. Programs															
B-1 Prior to initial court appearance, each pretrial detainee shall be interviewed to obtain background information and assess eligibility for release on recognizance or bail.	<table border="0" style="width: 100%;"> <tr> <td style="text-align: center;">1</td> <td style="text-align: center;">2</td> <td style="text-align: center;">3</td> <td style="text-align: center;">4</td> <td style="text-align: center;">5</td> <td style="text-align: center;">6</td> <td style="text-align: center;">7</td> </tr> <tr> <td style="text-align: center;">Limited</td> <td colspan="3" style="text-align: center;">Moderate</td> <td colspan="3" style="text-align: center;">Complete</td> </tr> </table>	1	2	3	4	5	6	7	Limited	Moderate			Complete		
1	2	3	4	5	6	7									
Limited	Moderate			Complete											
B-2 Jail personnel shall encourage the maintenance of family ties, work responsibilities, bonds with the community, and maximum use of community services.	<table border="0" style="width: 100%;"> <tr> <td style="text-align: center;">1</td> <td style="text-align: center;">2</td> <td style="text-align: center;">3</td> <td style="text-align: center;">4</td> <td style="text-align: center;">5</td> <td style="text-align: center;">6</td> <td style="text-align: center;">7</td> </tr> <tr> <td style="text-align: center;">Limited</td> <td colspan="3" style="text-align: center;">Moderate</td> <td colspan="3" style="text-align: center;">Complete</td> </tr> </table>	1	2	3	4	5	6	7	Limited	Moderate			Complete		
1	2	3	4	5	6	7									
Limited	Moderate			Complete											
B-3 Work release, employment and educational placement mechanisms shall be developed by jail personnel and should be available to all inmates, unless restricted by court order.	<table border="0" style="width: 100%;"> <tr> <td style="text-align: center;">1</td> <td style="text-align: center;">2</td> <td style="text-align: center;">3</td> <td style="text-align: center;">4</td> <td style="text-align: center;">5</td> <td style="text-align: center;">6</td> <td style="text-align: center;">7</td> </tr> <tr> <td style="text-align: center;">Limited</td> <td colspan="3" style="text-align: center;">Moderate</td> <td colspan="3" style="text-align: center;">Complete</td> </tr> </table>	1	2	3	4	5	6	7	Limited	Moderate			Complete		
1	2	3	4	5	6	7									
Limited	Moderate			Complete											
B-4 State and local authorities shall establish (or ensure availability of) programs such as: (a) education; (b) recreation; (c) commissary; (d) library services; (e) religious services; (f) mental health services; and (g) health care.	<table border="0" style="width: 100%;"> <tr> <td style="text-align: center;">1</td> <td style="text-align: center;">2</td> <td style="text-align: center;">3</td> <td style="text-align: center;">4</td> <td style="text-align: center;">5</td> <td style="text-align: center;">6</td> <td style="text-align: center;">7</td> </tr> <tr> <td style="text-align: center;">Limited</td> <td colspan="3" style="text-align: center;">Moderate</td> <td colspan="3" style="text-align: center;">Complete</td> </tr> </table>	1	2	3	4	5	6	7	Limited	Moderate			Complete		
1	2	3	4	5	6	7									
Limited	Moderate			Complete											

B-5 Access to all services and programs available at the jail shall be based on security classification, not on race, sex, national origin, or religious preference.

1	2	3	4	5	6	7
Limited			Moderate			Complete

B-6 Sentenced inmates who are unemployed at admission shall be assisted in obtaining employment. Salary paid an inmate shall be at least the federal minimum wage; fringe benefits and other job related benefits shall be equal to other workers doing the same job. Volunteer work in the community or part-time work should not be prohibited solely on the basis that it will not cover the cost of room and board. The jail administrator must maintain strict accounting of the inmates' earnings, and these records shall be open to inspection by the inmate.

1	2	3	4	5	6	7
Limited			Moderate			Complete

C. Internal Policies

C-1 Any inmate shall be allowed to consult with any attorney and with law students and para-professionals working with such attorney, alone and in private at the place of custody, as many time and for such period as is reasonable. When an inmate's ability to produce written communication to an attorney is limited, access to legal counsel by phone shall be granted.

1	2	3	4	5	6	7
Limited			Moderate			Complete

C-2 All jail inmates in Wisconsin shall be provided with reasonable facilities for receiving visits from family and friends. Visiting periods of at least 2 hours shall be available four times per week with at least 3 hours available on weekends. No person shall be refused visitation privileges unless jail personnel reasonably believe that the person is a threat to institution or personal security, or unless the inmate does not want to see the visitor. Special arrangements shall be made for providing an adequate and appropriate environment for visitation with children.

1	2	3	4	5	6	7
Limited			Moderate			Complete

C-3 Representatives of social services agencies, religious organizations, the news media, and other agencies shall be permitted to consult, counsel or interview consenting jail inmates during reasonable hours. Information regarding access to community service agencies and the service they provide shall be given to all inmates.

1	2	3	4	5	6	7
Limited			Moderate			Complete

C-4 Jail personnel shall not open or read the contents of any of the inmate's outgoing mail. Inmates shall have the unrestricted right to correspond or communicate with any person, whether they be outside or within the jail, unless there is probable cause to believe the communication will lead to a criminal offense or escape. Incoming mail, including packages, may be opened and inspected for contraband in the presence of an inmate representative. Such mail shall not be monitored by reading and attorney-client or other privileged mail shall not be opened by anyone other than the addressee.

1	2	3	4	5	6	7
Limited			Moderate			Complete

C-5 Telephones shall be made available to inmates for free, private and unmonitored local calls. Provision should be made for emergencies and for long distance calls on limited occasions.

1	2	3	4	5	6	7
Limited			Moderate			Complete

C-6 If an inmate is eligible to vote and requests to do so, jail personnel shall provide facilities and materials sufficient to complete absentee ballots.

1	2	3	4	5	6	7
Limited			Moderate			Complete

C-7 The jail administrator shall adopt written internal policies governing the operation of the jail. The policies shall be explained and a copy given to each jail inmate upon admission.

1	2	3	4	5	6	7
Limited			Moderate			Complete

C-8 Each jail shall establish a Jail Advisory Committee to advise the jail administrator and make recommendations regarding jail policies and operation. The advisory committee shall be composed of citizens and include inmates or ex-inmates.

1	2	3	4	5	6	7
Limited			Moderate			Complete

C-9 Each jail shall establish a grievance procedure at the county administration level, open to any aggrieved party.

1	2	3	4	5	6	7
Limited			Moderate			Complete

D. Juvenile Detentions

D-1 Detention intake shall be available on a 24-hour, 7-day-a-week basis.

1	2	3	4	5	6	7
Limited			Moderate			Complete

D-2 Specific intake criteria for secure detention shall be formulated in policy and applied in practice. The criteria shall become part of the Rules of the Court and should be developed by the intake staff and approved by the judge.

1	2	3	4	5	6	7
Limited			Moderate			Complete

D-3 Juveniles shall not be co-mingled with adults in county jails, city jails, police lockups (used while processing a juvenile), or those places described under Chapter 51 of the Wisconsin Statutes.

1	2	3	4	5	6	7
Limited			Moderate			Complete



MIDWEST RESEARCH INSTITUTE

425 Volker Boulevard

Kansas City, Missouri 64110

Telephone (816) 753-7600

APPENDIX C

COVER LETTER SENT TO WISCONSIN
SHERIFFS/ADMINISTRATORS

I am writing in regard to an impending survey which Midwest Research Institute, as contracted by the Wisconsin Council on Criminal Justice (WCCJ), will be conducting beginning April 24, 1978.

The purpose of this survey is fourfold:

- . First, to determine directions for future funding policy of the WCCJ
- . Second, to obtain sheriff/jail administrator views on where WCCJ funds should be spent
- . Third, to evaluate the variances between the current status of Wisconsin jails and the WCCJ jail standards (Adult Jail Standards-Goal 17 and Juvenile Detention Standards-Goal 7), and
- . Finally, to provide all sheriffs with information relative to exemplary programs which may be replicated in their facilities with minimal or no cost

Our survey will begin the week of April 24, and will conclude the first week in June. Within the next week a member of the survey staff will be telephoning you to arrange an interview at your facility with either you or your designate. The interview will last approximately two (2) hours with a portion of this devoted to a review of the program space, i.e., visitation area, recreation area, of your facility.

Our previous experience with the development of jail standards indicate that standards are a positive step in correctional programming.

MIDWEST RESEARCH INSTITUTE

Advantages to the Establishment and Implementation of Jail Standards

1. Provide motivation and method for jail improvements while minimizing the disruptions and animosities created by litigation.
2. Specifically oriented toward the special needs of jails and not state institutions.
3. Promote the development of a safe, secure and humane environment.
4. Provide a basis for development of written procedures which inform the public of jail programs and are of considerable evidentiary value to a court should litigation be forthcoming.
5. Promote professionalism among staff - reduce turnover - lower training costs.
6. Promote more consistent responses from jail staff which in turn enhances staff-inmate relationships.
7. Provide an objective measure of jail adequacy and guide for improvement.
8. Assist sheriff/jail administrators in their efforts to obtain necessary funding.

I would like to note that, if you desire, the results of our survey of your facility will be sent to you prior to submission to the WCCJ in our final report.

Should you have any questions regarding this survey please do not hesitate to contact me (collect) at (816) 753-7600. I am enclosing a copy of the questionnaire we will be administering for your review prior to our visit. I would like to thank you in advance for your cooperation.

Sincerely,

Robert A. Buchanan
Senior Corrections Analyst
The Justice Group

RAB:hmb

Enclosure

APPENDIX D

STATISTICAL ANALYSIS

Analysis

Analysis

This section will discuss the computer analysis, the tables and equations used, and the computer program, the variables and program flow.

A. Computer Analysis

1. Tables: There were three types of tables produced through the analysis, showing various relationships between the jail class, the standards, the facilities and whether the standards were met, not met, etc.

Table D-1 is an example of the first table variety. There is one such table for each facility. This table pictorially shows whether the facility exceeded the standard, met the standard, etc. A legend is shown in Table D-1. Also the total number of standards met, not met, etc., are shown in the last line.

The second variety of tables is shown in Table D-2. There are four of these tables, one for each class. For each standard, the number of facilities (in that class) which met the standard, failed the standard, etc., are shown. In addition, the mean and a deviation are given for each standard. These values and the mean absolute deviation (MAD) will be discussed thoroughly in the next section, Equations.

The final, type of table is shown in Table D-3. Once again, there is one table for each class. In this table, the number of standards met, not met, etc., are shown for each facility (in a given class). Also, a weighted value and deviation are given for each facility. The weighted value, deviation, MAD, MEAN N will be discussed in the next section, Equations. For both table varieties 2 and 3 the differentiation of exceed and meet shown on table type are combined under Meet and Partially and Fail and combined under Fail.

FACILITY NO. _____

<u>Standard</u>	<u>Exceed</u>	<u>Meet</u>	<u>Partially</u>	<u>Fail</u>	<u>Unanswered</u>	<u>Not Available</u>
1						
2						
3						
4						
5						
6						
7						
8						
9						
10						
11						
12						
13						
14						
15						
16						
17						
18						
19						
20						
21						
Total	_____	_____	_____	_____	_____	_____

Legend: ++ = Exceed
+ = Meet
- = Partially Meet
-- = Fail
0 = Unanswered
X = Not available

Table D-1

Example of Table Type 1 With Legend

Class _____

<u>Standard</u>	<u>Met</u>	<u>Fail</u>	<u>Unanswered</u>	<u>Not Available</u>	<u>Mean</u>	<u>Devn</u>
1						
2						
3						
4						
5						
6						
7						
8						
9						
10						
11						
12						
13						
14						
15						
16						
17						
18						
19						
20						
21						

Mad N Class _____

Table D-2

Example of Table Type 2

Class _____

<u>Facility</u>	<u>Meet</u>	<u>Fail</u>	<u>Unanswered</u>	<u>Not Available</u>	<u>Devn</u>
1					
2					
3					
4					
5					
6					
7					
8					
9					
10					
11					
12					
13					
14					
15					
16					
17					
18					
19					
20					
21					

Mean N Class _____ Mad N _____

Table D-3

Example of Table Type 3

2. Equations: Since not all of the standards are of equal importance, a weighting scheme was developed. This was accomplished by having persons at the WCCJ weight each standard on a seven point scale. The results were averaged for each standard, normalized by dividing by seven and assigned a weight.

Also, values for exceed, meet, etc., were assigned as shown in Figure D-4.

Table D-4

VALUES OF STANDARDS

Exceed	3
Meet	2
Partially Meet	1
Fail	0
Unanswered	0
NIA	Not counted

The MEAN and deviation for the standards (Table Type 2) were calculated as follows:

$$\text{MEANSTD}(X_1) = \left(\sum_{i=1}^y V_y * \text{WT}(X_1) \right) \div (y - V_5)$$

$$\text{DEV NSTD}(X_1) = \text{MEANSTD}(X_1) - (2 * \text{WT}(X_1))$$

$$\text{NORMSTD} = 2 * \text{WT}(X_1)$$

$$\text{MAD NSTD} = \left(\sum_{m=1}^{21} |\text{DEV NSTD}(M)| \right) \div 21$$

- V5 = Not available.
- V = Standard value (e.g., exceed = 3)
- WT(X₁) = Weight for standard X₁
- Y = Number of facilities in specific class
- NORMSTD = The value if all facilities met standard
- DEV NSTD = Deviation form the norm
- MAD NSTD = Mean absolute deviation for all STDs
- MEANSTD(X₁) = Weighted average value for Standard X₁

The value, deviation, mean and MAD shown in Table Type 2 were calculated using the following equations:

$$\text{VALU}_{\text{FAC}}(Y_1) = \sum_{m=1}^{21} V_M * \text{WT}_{\text{STD}}(M)$$

$$\text{DEV N}_{\text{FAC}}(Y_1) = \text{VALU}_{\text{FAC}}(Y_1) - (30.96 - (\sum_k V_5 * \text{WT}_{\text{BRDK}}))$$

$$\text{NORM}_{\text{FAC}} = 30.96 - (\sum_k V_5 * \text{WT}_{\text{STDK}})$$

$$\text{MAD N}_{\text{FAC}} = \left(\sum_{L=1}^Z |\text{DEV N}_{\text{FAC}}(Z)| \right) \div Z$$

$$\text{MEAN N}_{\text{FAC}} = \sum_{L=1}^Z \text{VALU}_{\text{FAC}}(Z) \div Z$$

VALU_{FAC} = Weighted Total value of all standards for a particular facility.

V5 = Not available STDs (these are not counted against the facility).

NORM_{FAC} = The value if all applicable STDs were met (30.96 is the norm if all standards are applicable).

DEV N_{FAC} = Deviation form the norm

MAD N_{FAC} = Mean absolute deviation for all facilities in a particular class.

MEAN N_{FAC} = Mean VALU for all facilities in a given class.

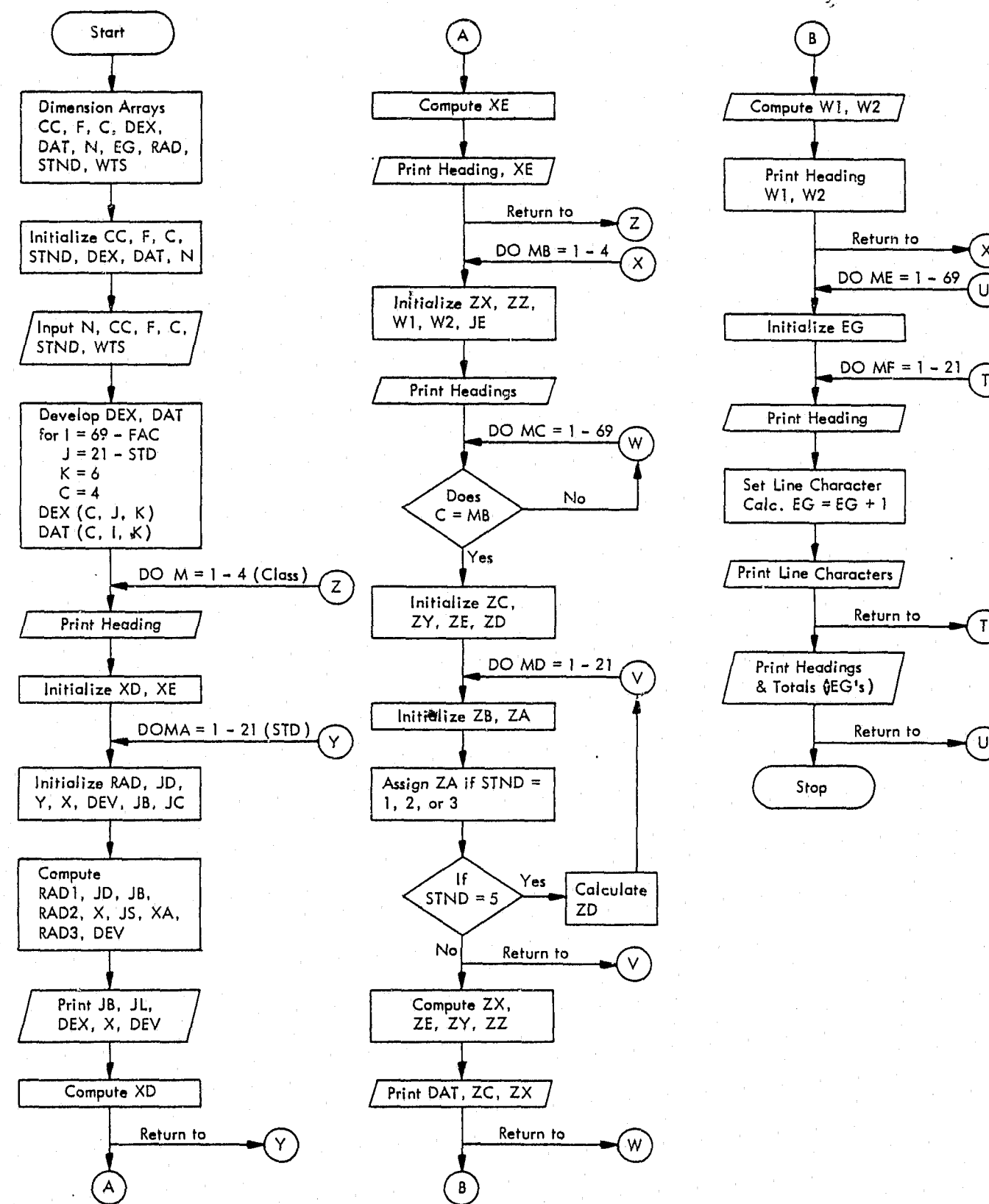
B. Computer Program

The computer program was written as APEX/SUPERFORTRAN, 0-29 punch. A listing of the program is included under separate cover. The program variables are defined in Table D-5. The flowchart is shown in Figure D-5.

Table D-5

PROGRAM VARIABLES

CC = Card number
 F = Facility number
 C = Class
 STND = VALUE (0-5) for a particular std/facility
 WTS = Weighting values for all 21 stds
 DEX = Counter for stds met, not met, etc., by class/standard
 DAT = Counter for stds met, not met, etc., by class/facility
 N = Number of facilities in each class
 EG = Sumation of met, not met, etc., for each facility
 RAD = Weighted stds by met, failed, etc.
 Y = Σ of all weighted RADs for a given standard
 JD = Number of facilities applicable to given class and standard
 X = MEANSTD
 XA = NORMSTD
 DEV = DEV NSTD
 JB = Number exceeding + Number met for specific std
 JC = Number partially + Number fail for specific std
 XD = Σ of DEV NSTD
 XE = MAD NSTD
 ZA = Value (V) (e.g., exceed = 3) for facility
 ZB = Weighted V
 ZD = Σ of not available weighted stds
 ZC = ZA = VALUFAC
 ZX = Σ VALUFAC
 ZE = Applicable NORMFAC
 ZY = DEV NFAC
 ZZ = Σ DEV NFAC
 JE = Number of facilities applicable to give class
 W1 = MEAN NFAC
 W2 = MAD NFAC



END