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Bureau of Justice Statistics Bulletin

Census of Local Jails 1988

ENCLOSURE

MAY 10 1990

Local jails throughout the United States held 343,569 persons on June 30, 1988, 54% more than in 1983, the year of the last National Jail Census. The record level was 117% higher than the number confined in 1978. During the same 10-year period, the number of local jail facilities had decreased 5% from 3,493 to 3,316.

Other major findings from the 1988 census include the following:

- In 1988 there were 144 jail inmates per 100,000 U.S. residents, a rate 47% higher than the 98 per 100,000 in 1983.
- The number of female inmates nearly doubled (93%) between 1983 and 1988, while the male inmate count rose 51%.
- More than 19 million entries and exits (9.7 million admissions and 9.6 million releases) took place in local jails during the annual period ending June 30, 1988.
- Among inmates discharged from jails in the week preceding the census, the median length of stay was 3 days. About 4 in every 10 had stayed a day or less.
- Jail space, as measured by rated capacity — the number of beds or inmates assigned by a State or local rating official — increased by nearly two-fifths between 1978 and 1988.
- For the Nation as a whole, in 1988 the local jail population was 101% of the total rated capacity — up from 85% of capacity in 1983.

ACQUISITIONS

February 1990

This bulletin presents major findings from BJS' most recent nationwide census of local jails. Selected items are compared with findings from 1978 and 1983. A detailed five-volume publication of individual jail data from 1988 will follow. Computerized data are publicly available through the National Archive of Criminal Justice Data at the University of Michigan.

Beginning in 1970 and about every 5 years thereafter, BJS or its predecessor has conducted a complete census of the more than 3,000 local jails in the United

States. This census provides comprehensive information on a critical element in the U.S. justice system.

BJS gratefully acknowledges the generous cooperation of jail administrators and staff, directors of State Statistical Analysis Centers, the National Sheriffs Association, the American Jail Association, and the American Correctional Association, whose efforts helped to produce a 100% response rate.

Joseph M. Bessette
Acting Director

- Twenty-nine percent of the jails held prisoners because of crowding in other institutions in 1988, compared with 17% in 1983. One in every twelve inmates — 26,513 — were in jail because of crowding elsewhere.
- Twelve percent of all jails were under Federal or State court order or consent decree to limit the number of inmates.
- Acquired immune deficiency syndrome (AIDS) accounted for 10% of 667 inmate deaths during the year ending June 30, 1988. Suicide, the leading cause of death, accounted for 43% of deaths in 1988, compared to 53% in 1983.
- The number of jail employees and the number of inmates increased at nearly

the same rate during the 1980's. There was an average of 3.5 inmates per employee in 1983 and an average of 3.4 inmates per employee in 1988.

- The number of correctional officers, that is, employees who directly monitor inmates, increased 65% from 1983 to 1988, compared to a 54% increase in the number of inmates. The number of other types of correctional employees increased 31%.
- Jail expenditures totaled \$4.5 billion during the annual period ending June 30, 1988. Capital outlays for building, major repairs, and other nonrecurring items were 22% of the total, about the same percentage as in 1983. The average annual operating cost per inmate was \$10,639.

The 1988 Census of Local Jails

A record 343,569 persons were held in local jails on June 30, 1988, 54% more than in 1983 when the last jail census was taken and 117% greater than in 1978 (table 1). While the number of jail inmates was rising, the number of jail facilities was declining. A total of 3,316 local jails were operating on June 30, 1988, 1% fewer than in 1983 when they numbered 3,338 and 5% fewer than in 1978 when they numbered 3,493.

In this report a jail is defined as a locally administered confinement facility that holds persons pending adjudication or persons committed after adjudication, usually for sentences of a year or less. Jails incarcerate a wide variety of sentenced and unsentenced persons. Jails —

- receive individuals pending arraignment and hold them awaiting trial, conviction, and sentencing
- readmit probation, parole, and bail-bond violators and absconders
- temporarily detain juveniles pending transfer to juvenile authorities
- hold mentally ill persons pending their movement to appropriate health facilities
- hold individuals for the military, for protective custody, for contempt, and for the courts as witnesses
- release convicted inmates to the community upon completion of sentence
- transfer inmates to State, Federal, or other local authorities
- relinquish custody of temporary detainees to juvenile and medical authorities.

Table 1. Jails and inmates, by region, February 15, 1978, and June 30, 1983 and 1988

Region	1978	1983	1988
Number of jails			
U.S. total	3,493	3,338	3,316
Northeast	207	223	223
Midwest	1,042	972	964
South	1,678	1,607	1,599
West	566	536	530
Number of inmates			
U.S. total	158,394	223,551	343,569
Northeast	24,228	36,634	57,613
Midwest	28,452	39,538	50,646
South	67,444	89,479	143,751
West	38,270	57,900	91,559

The South led the increase in local jail population

Jail populations in Southern States grew 61% between 1983 and 1988, followed closely by increases in the West (58%)

and Northeast (57%). The jail population in the Midwest rose 28% during the period.

Nevada led the States with an increase of 149% in the number of jail inmates from 1983 to 1988 (table 2). In Arizona, Florida,

Table 2. Jails and inmates, by region, State, and ratio to general population, June 30, 1983 and 1988

Region and State	Number of jails		Number of inmates		Percent change, 1983-88	Inmates per 100,000 population in 1988 ^a
	1983	1988	1983	1988		
U.S. total	3,338	3,316	223,551	343,569	54%	144
Northeast	223	223	36,634	57,613	57%	126
Maine	14	15	560	669	19	56
Massachusetts	17	19	3,304	5,454	65	93
New Hampshire	11	11	475	789	66	73
New Jersey	32	28	5,871	11,124	86	144
New York	72	75	16,154	25,928	61	145
Pennsylvania	77	75	10,170	13,649	34	114
Midwest	972	964	39,538	50,646	28%	85
Illinois	98	95	8,849	9,891	12	85
Indiana	93	90	3,599	5,235	45	94
Iowa	90	90	839	1,036	23	37
Kansas	86	84	1,328	1,906	44	76
Michigan	87	85	7,637	9,404	23	102
Minnesota	67	71	1,954	3,227	65	75
Missouri	129	123	3,783	4,154	10	81
Nebraska	67	66	844	1,156	37	72
North Dakota	31	26	243	288	19	43
Ohio	121	122	7,116	9,160	29	84
South Dakota	31	29	316	522	65	73
Wisconsin	72	73	3,030	4,667	54	96
South	1,607	1,599	89,479	143,751	61%	171
Alabama	108	110	4,464	4,819	8	117
Arkansas	89	87	1,602	1,994	24	83
District of Columbia ^b	2	1	2,843	1,693	-40	274
Florida	103	102	14,668	28,236	93	229
Georgia	203	196	10,214	17,482	71	276
Kentucky	96	95	3,711	4,695	27	126
Louisiana	94	90	8,507	11,222	32	255
Maryland	30	35	4,608	7,486	62	162
Mississippi	91	96	2,498	3,501	40	134
North Carolina	99	102	3,496	5,469	56	84
Oklahoma	104	100	2,215	2,595	17	80
South Carolina	58	55	2,690	3,497	30	101
Tennessee	108	108	6,005	10,858	81	222
Texas	273	275	15,224	29,439	93	175
Virginia	95	95	5,719	9,372	64	156
West Virginia	54	52	1,015	1,393	37	74
West	536	530	57,900	91,559	58%	185
Alaska ^c	5	5	37	27	-27	
Arizona	31	33	2,940	6,006	104	172
California	142	149	41,720	64,216	54	227
Colorado	60	61	2,747	4,882	78	148
Idaho	36	37	604	810	34	81
Montana	50	46	405	616	52	77
Nevada	23	19	940	2,343	149	222
New Mexico	35	34	1,346	2,188	63	145
Oregon	39	39	2,304	2,819	22	102
Utah	24	25	906	1,261	39	75
Washington	65	60	3,610	5,934	64	128
Wyoming	26	22	341	457	34	95

Note: Five States—Connecticut, Delaware, Hawaii, Rhode Island, and Vermont—had integrated jail-prison systems and were excluded from the report. Alaska had primarily an integrated jail-prison system; however, data from 5 locally operated Alaska jails were counted in the jail census and included in this report.

^aBased on resident population estimates, July 1, 1988, U.S.

Bureau of the Census Press Release CB88-47.

^bThe decline in the District of Columbia jail population reflects the reclassification of the Occoquan complex from a jail to a prison between 1983 and 1988.

^cThe number of inmates per 100,000 population could not be calculated.

and Texas, jail populations doubled or nearly doubled. Only Alaska, with five small local facilities, and the District of Columbia, which reclassified a facility from a jail to a prison, reported population decreases.¹ The slowest population growth occurred in Illinois, Missouri, Alabama, and Oklahoma, where increases ranged from 8% to 17%.

More than 2 of every 5 local jail inmates were incarcerated in four States: California (19%), Texas (9%), Florida (8%), and New York (8%).

The largest rates of jail inmates per 100,000 State residents were for Georgia, (276 jail inmates per 100,000), Louisiana (255), Florida (229), California (227), Tennessee (222), and Nevada (222).

The smallest jail incarceration rates in 1988 were for Iowa (37), North Dakota (43), Maine (56), Nebraska (72), New Hampshire (73), and South Dakota (73).

Over the period 1983 to 1988, local jails in Nevada, New Jersey, and Texas reported the largest gains in the number of inmates per capita.

Percentage of women in jail increased

The 30,411 females accounted for nearly 9% of the Nation's jail inmates in 1988; women were 7% of the total in 1983 (table 3). The female jail population nearly doubled (93%) during the 5-year period. The fastest growth in female population occurred in the Northeast, where their number rose 130% during 1983-88 (table 4). In the South, where total jail population growth was greatest, the number of female inmates increased 108%.

Percentage of juveniles in adult jails declined

The percentage of juveniles in adult jails declined from 0.8% in 1983 to 0.5% in 1988 (table 3). (See the box on this page for the legal definition of a juvenile.) The decline was nearly the same for male juveniles (3%) as for female (4%). The reduction occurred in every region except the South, where the number of juveniles in jail increased 24% (table 5).

¹All other jails in Alaska were State-operated in an integrated jail-prison system.

Table 3. Inmates, by legal status and sex, June 30, 1983 and 1988

Sex and legal status	1983		1988		Percent change, 1983-88
	Number of inmates	Percent	Number of inmates	Percent	
Total	223,551	100.0%	343,569	100.0%	53.7%
Males					
Adult	206,163	92.2%	311,594	90.7%	51.1%
Juvenile	1,619	.7	1,564	.5	-3.4
Females					
Adult	15,652	7.0%	30,299	8.8%	93.6%
Juvenile	117	--	112	--	-4.3

--Less than 0.5%.

Table 4. Inmates, by legal status, sex, and region, June 30, 1988

Region	All inmates			Adults			Juveniles		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
U.S. total	343,569	313,158	30,411	341,893	311,594	30,299	1,676	1,564	112
Northeast	57,613	52,965	4,648	57,534	52,890	4,644	79	75	4
Midwest	50,646	46,927	3,719	50,317	46,633	3,684	329	294	35
South	143,751	131,750	12,001	142,713	130,757	11,956	1,038	993	45
West	91,559	81,516	10,043	91,329	81,314	10,015	230	202	28

Table 5. Inmates, by legal status and region, June 30, 1983 and 1988

Region	All inmates			Adults			Juveniles		
	1983	1988	Percent change	1983	1988	Percent change	1983	1988	Percent change
U.S. total	223,551	343,569	54%	221,815	341,893	54%	1,736	1,676	-3%
Northeast	36,634	57,613	57	36,315	57,534	58	319	79	-75
Midwest	39,538	50,646	28	39,200	50,317	28	338	329	-3
South	89,479	143,751	61	88,639	142,713	61	840	1,038	24
West	57,900	91,559	58	57,661	91,329	58	239	230	-4

Who is a juvenile?

In criminal justice a juvenile is a person defined by State law as being subject to juvenile court jurisdiction. The definition is based on age and the charged offense. Most States set the maximum age of a juvenile at 17 years, but many exceptions depend upon offense severity and an offender's adjudication history.

Statutes and judicial practice allow youths to be incarcerated in adult facilities under a variety of circumstances. In many States juveniles accused of

offenses that would be criminal if committed by adults may be held in local jails or police lockups under sight and sound separation from the general population for a limited time, typically up to 6 hours.

The large majority of confined juveniles, however, are housed in juvenile facilities. In 1987 the nationwide population in public and private juvenile detention and correctional facilities totaled more than 90,000.

Table 6. Average daily jail population, by region and State for the annual periods ending February 15, 1978, and June 30, 1983 and 1988

Region and State	Average daily jail population		
	1978	1983	1988
U.S. total	157,830	227,541	336,017
Northeast	24,150	37,498	56,873
Maine	310	557	651
Massachusetts	2,269	3,516	5,412
New Hampshire	389	492	785
New Jersey	3,930	6,297	10,978
New York	10,926	16,371	25,484
Pennsylvania	8,328	10,265	13,563
Midwest	28,767	41,327	49,773
Illinois	5,993	9,262	9,453
Indiana	2,552	3,834	5,061
Iowa	719	905	1,062
Kansas	942	1,313	1,864
Michigan	5,815	7,624	9,444
Minnesota	1,396	2,208	3,001
Missouri	2,870	3,937	4,296
Nebraska	545	951	1,110
North Dakota	146	260	280
Ohio	5,516	7,578	9,062
South Dakota	306	337	514
Wisconsin	1,967	3,118	4,626
South	66,855	91,946	139,475
Alabama	5,052	4,884	4,900
Arkansas	1,217	1,630	1,959
Dist. of Col.*	1,360	2,361	1,551
Florida	10,317	14,950	27,029
Georgia	8,070	10,797	16,172
Kentucky	2,310	3,833	4,711
Louisiana	5,084	8,207	11,092
Maryland	3,619	4,629	7,300
Mississippi	2,273	2,473	3,247
North Carolina	2,623	3,885	5,553
Oklahoma	1,735	2,490	2,717
South Carolina	2,260	2,840	3,521
Tennessee	4,623	6,269	10,082
Texas	10,859	15,366	29,124
Virginia	4,396	6,226	9,111
West Virginia	1,057	1,106	1,406
West	38,158	56,770	89,896
Alaska	37	34	28
Arizona	2,408	2,913	5,808
California	26,189	40,622	63,359
Colorado	1,632	2,523	4,492
Idaho	532	661	820
Montana	398	416	596
Nevada	988	964	2,184
New Mexico	738	1,308	2,155
Oregon	1,876	2,342	2,807
Utah	647	944	1,354
Washington	2,457	3,660	5,806
Wyoming	246	383	487

Note: See note on table 2.

*The decline in the District of Columbia jail population reflects the reclassification of the Occoquan complex from a jail to a prison between 1983 and 1988.

Average daily jail population rose markedly

Average daily population takes into account weekday to weekend variation in jail counts which can affect the population figures on a census date. The U.S. average daily population in jails was 336,017 during the annual period ending June 30, 1988. This was 48% higher than the 1983 average and 113% higher than the 1978 average (table 6). The West had a 58% increase in its average from 1983 to 1988. The Northeast (52%) and the South (52%) followed. The Midwest's average daily count of jail inmates increased 20%.

Nevada led the States with a 127% increase in the average daily number of inmates, followed by Arizona (99%) and Texas (90%). Alaska and the District of Columbia had decreases. The smallest growth in average daily population occurred in Alabama (less than 0.5%) and in Illinois (2%). (For the average daily juvenile population in jail, see appendix table 1.)

White inmates outnumbered blacks by a small margin

About 43% of all inmates in local jails were white (non-Hispanic), according to facility

records. Forty-one percent were black (non-Hispanic); 15% were Hispanics of any race; and 1% were other races — American Indians, Alaska Natives, Asians, and Pacific Islanders (table 7).

Representation of whites was highest in the Midwest (57%) and lowest in the Northeast (37%). Representation of blacks was highest in the South (51%) and lowest in the West (24%). The percentage of Hispanics ranged from 30% in the West to 4% in the Midwest, while the percentage of inmates of other races ranged from 3% in the West to less than 0.5% in the South.

Percentages of unconvicted and convicted inmates were unchanged

In 1983 and 1988 jails reported that they held about the same percentages of unconvicted (51%) and convicted (49%) inmates (table 8).² The largest percentage of convicted inmates in 1988 was in the West (52%); the smallest percentage was in the Midwest and the South, both with 47%.

²These percentages, however, may overstate the unconvicted component and understate the convicted component. Some jails may not have counted inmates awaiting sentence and returned bail jumpers and escapees as convicted persons.

Table 7. Inmates, by race/ethnicity and region, June 30, 1988

Race/ethnicity	U.S. total	Northeast	Midwest	South	West
All inmates	343,569	57,613	50,646	143,751	91,559
White (non-Hispanic)	148,893	21,324	28,793	58,893	39,883
Black (non-Hispanic)	139,289	25,663	19,310	72,686	21,630
Hispanic ^a	51,455	10,388	1,800	11,714	27,553
Other race ^b	3,932	238	743	458	2,493

^aAny race.

^bAmerican Indians, Alaska Natives, Asians, and Pacific Islanders.

Table 8. Conviction status of jail inmates, June 30, 1988

Region	Total		Unconvicted		Total		Convicted		Other	
	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Awaiting sentence	Sentenced	Num-ber	Per-cent
U.S. total	343,569	100%	176,705	51.4%	166,864	48.6%	12,975	3.8%	142,747	41.6%
Northeast	57,613	100	29,397	51.0	28,216	49.0	3,296	5.7	22,244	38.6
Midwest	50,646	100	26,983	53.3	23,663	46.7	1,993	3.9	19,909	39.3
South	143,751	100	76,258	53.0	67,493	47.0	5,318	3.7	56,970	39.6
West	91,559	100	44,067	48.1	47,492	51.9	2,368	2.6	43,624	47.6

Note: Jail census figures may undercount the number of convicted inmates and overcount the number of unconvicted inmates because some facility records do not distinguish inmates awaiting sentence and other convicted persons from unconvicted inmates. Figures

on conviction status reported in the 1983 Survey of Inmates of Local Jails indicate that approximately 40% of all jail inmates were unconvicted, 59% were convicted, and 1% were of unknown conviction status. Detail may not add to 100% because of rounding.

Table 9. Admissions and releases of jail inmates, by region, legal status, and sex, for the annual period ending June 30, 1988

Region	Admissions					Releases*				
	Total	Adults		Juveniles		Total	Adults		Juveniles	
		Male	Female	Male	Female		Male	Female	Male	Female
U.S. total	9,669,954	8,498,197	1,106,494	54,087	11,176	9,550,369	8,390,991	1,094,892	53,375	11,111
Northeast	697,659	635,040	60,315	2,084	220	681,428	620,459	58,658	2,093	218
Midwest	1,524,814	1,349,108	156,932	15,069	3,705	1,508,158	1,335,477	154,100	14,896	3,685
South	4,743,034	4,163,413	550,440	25,077	4,104	4,679,024	4,107,270	543,073	24,607	4,074
West	2,704,447	2,350,636	338,807	11,857	3,147	2,681,759	2,327,785	339,061	11,799	3,134

*Include expirations of sentence, transfers to probation or parole, transfers to State and Federal correc-

tional facilities, and transfers to other jurisdictions. Both admissions and releases include intrasystem

transfers within jail complexes.

Admissions and releases increased

Approximately 9.7 million admissions and 9.6 million releases of jail inmates occurred during the annual period ending June 30, 1988 (table 9). These transactions included intrasystem transfers within jail complexes. The entries and exits had increased 20% over the volume in 1983. By comparison, State prisons and other correctional facilities in 1988 had 681,300 admissions and releases.

There were 137 jail admissions per 1,000 civilian residents of the United States 18-34 years old — the predominant age group among incarcerated persons. The four regions in 1983 and 1988 compared as follows:

	Jail admissions per 1,000 civilian residents, age 18-34	
	1983	1988
Northeast	38	49
Midwest	78	89
South	170	196
West	158	181

Most jail detentions lasted a few days

Approximately two-fifths of all inmates released from jail during the week before the census had spent 1 day or less, and three-fifths had spent 4 days or less (table 10). Releases included arrested persons who left jail on bail before trial, persons found guilty, persons who had completed a sentence, and persons who had been transferred to other institutions. About 3% of the inmates released during the 7-day period had served more than 6 months, and 1% had spent more than a year. The median time spent was 3 days.

The number of jail deaths relative to releases was unchanged from 1983

A total of 667 inmates died while under the jurisdiction of jail authorities during the year ending June 30, 1988 (table 11). This was 20% more than the number in 1983. However, deaths accounted for about the same fraction of releases from jail in both years. In 1988 there were nearly 2 million more releases than in 1983.

Inmate mortalities. There were deaths of 636 men, 26 women, 4 juvenile males, and 1 juvenile female.

Suicide was the leading cause of death (43%), followed by illness (41%). Acquired immune deficiency syndrome (AIDS), a new category in 1988, accounted for about 10% of jail deaths; homicide, 1%; and other causes, 5%. In the Northeast, illness, AIDS, and suicide each accounted for nearly a third of deaths. In the Midwest suicide was almost twice as frequent as illness; in the South illness and suicide were about equally common; and in the West illness caused about half the deaths.

The number of facilities decreased slightly

The number of jails decreased from 3,338 in 1983 to 3,316 in 1988. Net increases occurred in 17 States, net decreases in 23, and no change in 6.

The decline in the number of local detention facilities resulted in part from the merging of small jails into complexes,

Table 10. Time spent in jail, by persons removed from jail custody during the 7 days preceding the 1988 jail census

Days spent in jail	Persons removed from jail custody	
	Number	Percent
Total*	108,427	100%
1 day or less	42,733	39
2-4	24,981	23
5-7	10,246	10
8-14	7,249	7
15-31	8,851	8
32-182	10,992	10
183-365	2,585	2
366 or more days	787	1
Median time spent	3 days	

*Time-spent information was available on 108,427 releases, or 70% of the 155,110 persons who left jail custody during the 7 days preceding the 1988 census. Approximately 20% of the data were estimated by respondents.

Table 11. Inmate deaths while under jail jurisdiction during the annual period ending June 30, 1988

Cause of death	U.S. total	Northeast	Midwest	South	West
Total	667	113	102	296	156
Illness/natural cause (excluding AIDS)	274	34	33	127	80
Acquired immune deficiency syndrome (AIDS)*	66	35	3	22	6
Suicide	284	34	61	131	58
Homicide by other inmate(s)	7	2	1	1	3
Homicide—other	3	1	0	2	0
Other causes, including accidental self-injury	33	7	4	13	9

*Includes AIDS mortalities resulting from pneumocystis carinii pneumonia, Kaposi's sarcoma, and

other AIDS-related diseases.

the changes in function as from a jail to a lockup, court-ordered closures, and closures for renovation. However, the number of new jails built between 1983 and 1988 nearly equaled the decline. Eleven percent of all jails operating in 1988 were less than 5 years old. Regional differences for new jails were as follows:

	Percent of facilities built after June 1983
U.S. total	11%
Northeast	13
Midwest	8
South	11
West	15

(See appendix table 3 for greater detail.)

Most jails were small

Approximately 67% of all jails in 1988 held an average daily population of fewer than 50 inmates (table 12). The Midwest had the highest percentage (81%), and the Northeast, the lowest (30%).

The percentage of facilities holding fewer than 50 inmates decreased in every region from 1978 to 1988. The percentage of facilities for 50 to 249 inmates increased.

A majority of inmates were held in medium- or large-capacity jails

Large jails held a growing percentage of the Nation's inmates during the 1980's. Approximately 63% of all locally confined persons in 1988 were in facilities for 250 or more, including 28% in jails with capacities for 1,000 or more (table 13).

The number of inmates in jails for 1,000 or more increased 141% between 1983 and 1988, while the total number of jail inmates increased 54%. The number in facilities for 50 or fewer increased 9%.

Nearly 2 of every 5 bed spaces were added between 1978 and 1988

Jail space, as measured by rated capacity — the number of beds or inmates assigned by a State or local rating official — increased 7%, from 245,094 in 1978 to 261,556 in 1983. During the next 5 years the rated capacity increased 30% to 339,633 in 1988. Capacity may be increased by new jail construction, by renovation, or by more efficient use of space. (See the box on this page for discussion of the differential use of space in jails and prisons.)

For the decade 1978-88, 83% of the increase in U.S. jail capacity occurred during the last 5 years. Jails holding 1,000 inmates or more had a 283% increase in rated capacity during the decade, including an increase of 132% from 1983 to 1988. At the same time the rated capacity of jails holding fewer than 50 inmates fell 28%, including an 11% decrease during 1983-88.

Occupancy exceeded rated capacity

The 117% increase in jail population from 1978 to 1988 surpassed the 39% expansion in rated capacity. As a result, the amount of rated capacity that was occupied rose from 65% in 1978 to 85% in 1983 to 101% in 1988.

Jails require a greater reserve of bed space than prisons

Jails, like prisons, require a reserve of confinement space for protective custody, administrative segregation, disciplinary custody, sick or injured inmates, work release, and units under repair.

Unlike prisons, however, jails require space for unconvicted and convicted inmates with a wide range of security requirements:

- persons who were recently abusing alcohol or drugs
- juveniles and the mentally ill who should be separated by sight and sound from other inmates
- population surges from arrest sweeps by police
- weekday to weekend variation
- weekend sentencing.

The West had the greatest increase in occupancy, from 69% of capacity in 1978 to 117% of capacity in 1988. The Midwest had the lowest increase, from 57% of capacity in 1978 to 86% in 1988. The South was the only region in which the occupancy level increased more from 1983 to 1988 (78% to 96%) than from 1978 to 1983 (63% to 78%).

In 1978 for every size category of jail, the inmate population was below capacity. By 1988, however, only jails intended for fewer than 50 inmates reported a popula-

Table 12. Jails, by region and size, 1978 and 1988

Size of jail*	U.S. total	North-east	Mid-west	South	West
1978					
Fewer than 50 inmates	81%	53%	90%	82%	74%
50-249 inmates	15	36	8	15	19
250 or more inmates	4	11	2	3	7
Number of jails	3,493	207	1,042	1,678	566
1988					
Fewer than 50 inmates	67%	30%	81%	67%	58%
50-249 inmates	24	40	16	26	26
250 or more inmates	9	30	3	7	16
Number of jails	3,316	223	964	1,599	530

*Based on average daily population.
Source: Appendix table 4.

Table 13. Inmates and jail capacity, by region and size of jail, February 15, 1978, and June 30, 1983 and 1988

Characteristic	Inmates			Jail rated capacity			Percent of capacity occupied		
	1978	1983	1988	1978	1983	1988	1978	1983	1988
U.S. total	158,394	223,551	343,569	245,094	261,556	339,633	65%	85%	101%
Region									
Northeast	24,228	36,634	57,613	32,363	36,617	52,386	75	100	110
Midwest	28,452	39,538	50,646	50,329	51,528	58,958	57	77	86
South	67,444	89,479	143,751	106,697	114,184	150,118	63	78	96
West	38,270	57,900	91,559	55,705	59,227	78,171	69	98	117
Jail size*									
Fewer than 50 inmates	35,335	36,564	40,004	86,304	69,941	62,188	41	52	64
50-249	51,878	69,710	87,065	72,798	81,051	93,541	71	86	93
250-499	25,901	38,780	58,410	32,476	38,532	54,450	80	101	107
500-999	27,985	38,612	62,036	33,640	39,189	53,394	83	99	116
1,000 or more inmates	17,295	39,885	96,054	19,876	32,837	76,060	87	121	126

Note: A variety of capacity measures are used by correctional reporting authorities that reflect both available space to house inmates and the ability to staff and operate an institution. The

measure reported here, rated capacity, is the number of beds or inmates assigned by a rating official to institutions within a jurisdiction.
*Based on average daily population.

tion well below capacity — 64% occupancy. All other size categories of jails were near capacity or above.

One in every eight inmates were being held for other correctional authorities

Approximately 42,000 inmates (12% of the jail population) were being held for other correctional authorities on June 30, 1988 (table 14). About 26,500 or 8% of all inmates in 1988, compared to 7,700 (3%) in 1983, were being held because of crowding in other institutions.

About two-thirds of all jail inmates held for other authorities in 1988 were State prisoners; a fifth were Federal prisoners; and the remainder were kept for other local jails. State jail inmates predominated in the Northeast and the South, where they accounted for about 75% of prisoners held for other authorities. Federal jail inmates were most common in the West (33%). Inmates from other local facilities were the largest group being held for other authorities in the Midwest (41%).

Approximately 54% of all jails held inmates for other authorities at midyear 1988.

Twenty-nine percent of the jails held prisoners because of crowding in other institutions, compared with 17% in 1983.

Most jails charged fees to hold inmates for other authorities

In 1988, 73% of jails charged a fee for holding inmates for other authorities. The fee varied by jurisdiction, region, and size of jail. Fourteen percent of all jails, as a general policy, did not hold inmates for other authorities; 13% held inmates for other authorities without charge.

Federal authorities paid an average of \$34.05 per diem for each prisoner, about a third more than State authorities (\$25.28) and a fourth more than local authorities (\$26.67) (table 15). Jails in the Northeast and those with 500-999 inmates charged the highest per diem fees, and jails in the South and those with fewer than 50 inmates, the lowest fees. Per diem charges may have varied according to whether the jails were located in major population centers. For example, the higher Federal per diem payment may reflect the need to hold prisoners near U.S. district courts.

Courts had ordered 1 of every 8 jails to limit population or improve conditions

A total of 404 jails (12% of all facilities) were under State or Federal court order or consent decree to limit the number of inmates at midyear 1988 (table 16). At the

same time, 412 jails were under State or Federal court order or consent decree for specific conditions of confinement.

More than three-quarters of the jails that courts had cited for specific conditions were also under court order to limit the number of inmates. About 91% of all jails mandated to improve crowded living units were also under court order to limit inmate population. Other conditions that courts

Table 15. Per diem fees charged by jails to hold inmates for other correctional authorities, by region and size of jail

Characteristic	Average per diem fees charged to hold inmates for:		
	Federal authorities	State authorities	Other local authorities
U.S. total	\$34.05	\$25.28	\$26.67
Region			
Northeast	46.06	39.16	47.56
Midwest	35.15	32.12	29.70
South	28.04	16.66	17.50
West	37.62	33.41	33.94
Size of jail*			
Less than 50 inmates	31.64	23.69	25.15
50-249	34.89	25.85	28.55
250-499	37.22	30.54	34.41
500-999	43.04	38.29	42.67
1,000 or more inmates	40.49	33.63	38.67

*Based on average daily population.

Table 14. Jails holding inmates for Federal, State, or other local authorities and number being held, by region, June 30, 1988

Characteristic	U.S. total	Northeast	Midwest	South	West
Jails					
Total number	3,316	223	964	1,599	530
Number holding inmates for other authorities	1,778	155	371	978	274
Federal	550	64	113	247	126
State	1,205	103	169	748	185
Other local	658	66	208	285	99
Number holding inmates because of crowding elsewhere	978	77	186	606	109
Inmates					
Total number	343,569	57,613	50,646	143,751	91,559
Number being held for other authorities	42,046	6,014	3,466	26,875	5,691
Federal	8,256	665	843	4,854	1,894
State	28,481	4,602	1,202	19,683	2,994
Other local	5,309	747	1,421	2,338	803
Number being held because of crowding elsewhere	26,513	2,582	1,945	20,042	1,944

Note: Detail adds to more than total because some jails held inmates for more than one type of jurisdiction.

Table 16. Jails under court order or consent decree for specific conditions of confinement on June 30, 1988, by reason and whether ordered to limit the number of inmates held

Whether under court order and reason	Total	Ordered to limit population	Not ordered to limit population
Total number of jails	3,316	404	2,912
Not under court order or consent decree for specific conditions	2,904	84	2,820
Under court order or consent decree for:	412*	320*	92*
Crowded living units	306	278	28
Recreation facilities	190	147	43
Medical facilities or services	161	128	33
Staffing patterns	137	102	35
Visiting practices or policies	132	103	29
Library services	137	111	26
Inmate classification	123	102	21
Food service (quantity or quality)	122	97	25
Disciplinary procedures or policies	111	85	26
Grievance procedures or policies	106	83	23
Totality of conditions	92	74	18
Fire hazards	90	69	21
Other reasons	242	183	59

*Detail adds to more than total number of jails under court order for specific conditions because some jails were under judicial mandate for more than one reason.

often cited together with population limits included inmate classification (83%), library services (81%), medical facilities or services (80%), food service (80%), and the totality of conditions (80%).

Staff growth kept pace with inmate increase

A record 99,631 jail payroll and nonpayroll employees, including 73,280 correctional officers, were at work during the 24-hour period of June 30, 1988 (table 17). (Agencies other than jails paid the nonpayroll employees — for example, university employees staffing educational or counseling programs.) The 54% increase over the number of employees at work on June 30, 1983, was identical to the percentage rise in inmates during the period; however, the number of correctional officers, employees who directly monitor inmates, increased 65%.

There were regional variations in staff growth between 1983 and 1988. Staff and inmates increased at similar rates in the Midwest (31% and 28%) and in the West (62% and 58%). By contrast, the number of employees in Southern jails increased 46% while the number of inmates rose 61%. In the Northeast the number of employees increased 90% while the number of inmates rose 57%.

Table 18. Total jail payroll staff and correctional payroll staff, by sex and race/ethnicity, June 30, 1988

Characteristic	Total payroll staff	Correctional officers
Total	95,860	73,184
Sex		
Male	70,218	56,639
Female	25,642	16,545
Race/ethnicity^a		
White (non-Hispanic)	66,401	49,862
Black (non-Hispanic)	22,101	17,637
Hispanic ^b	6,633	5,220
Other race ^c	725	465

Note: Excludes employees not on duty during the 24 hours of June 30, 1988.

^aA majority of the race/ethnicity data were estimated by respondents.

^bAny race.

^cAmerican Indians, Alaska Natives, Asians, and Pacific Islanders.

Sex and race/ethnicity representation of staff differed from that of inmates

In 1988 men comprised 73% of all paid jail employees, including 77% of the correctional officers (table 18). The percentage of correctional officers who were women was nearly 2 1/2 times greater than the percentage of inmates who were women.

Whites (non-Hispanic) made up an estimated 69% of all paid employees, including 68% of the correctional officers. They comprised 43% of all inmates. Blacks (non-Hispanic) were 23% of the payroll employees, including 24% of the correctional officers. Black inmates were 41% of the jail population. Hispanics accounted for 7% of the staff and 15% of the inmates.

Inmate-to-staff ratio rose among all occupational groups except correctional officers

There was an average of 3.4 inmates per employee in 1988 (table 19). This ratio, obtained by dividing the average daily inmate population by the number of employees (excluding community volunteers), almost matched the 1983 ratio of 3.5 inmates per employee. There were more inmates per administrator in 1988 (50.0) than in 1983 (37.4). A similar increase occurred in the inmate-to-educational-staff ratio: 276.3 to 1 in 1988 versus 254.8 to 1 in 1983. But the ratio of inmates to each correctional officer declined from 5.1 in 1983 to 4.6 in 1988.

Table 17. Jail employees, by occupational category and region, June 30, 1988

Region	Total staff	Administrators	Correctional officers	Clerical and maintenance staff	Educational staff	Professional and technical staff	Other staff
U.S. total	99,631	6,727	73,280	11,711	1,216	6,177	520
Northeast	23,575	1,333	18,262	2,126	244	1,421	189
Midwest	17,720	1,513	12,546	2,302	280	1,013	66
South	38,080	2,732	28,790	4,102	384	1,916	156
West	20,256	1,149	13,682	3,181	308	1,827	109

Note: Includes payroll and nonpayroll employees working both full time and part time in the jail during the 24-hour period of June 30, 1988. Nonpayroll

employees' salaries were paid by other agencies. Excludes community volunteers.

Table 19. Jail payroll and nonpayroll staff and number of inmates per employee, by occupational category, June 30, 1983 and 1988

Occupational category	Number of employees		Number of inmates per employee	
	1983	1988	1983	1988
Total	64,560	99,631	3.5	3.4
Administrators	6,091	6,727	37.4	50.0
Correctional officers	44,454	73,280	5.1	4.6
Clerical and maintenance staff	8,415	11,711	27.0	28.7
Educational staff	893	1,216	254.8	276.3
Professional and technical staff	4,524	6,177	50.3	54.4
Other staff	183	520	1243.4	646.2

Note: Part-time and nonpayroll jail employees accounted for 9% of all jail staff in 1988, excluding community volunteers. The ratio of jail inmates to staff, therefore, is based on full-time and part-time and payroll and nonpayroll employees. By contrast, in State correctional facilities where part-time and non-

payroll employees accounted for less than 4% of all staff in 1984, the ratio of inmates to staff was based on full-time payroll employees only. See 1984 census of State adult correctional facilities, NCJ-105585.

Annual jail spending exceeded \$4.5 billion in 1988

Local jail expenditures throughout the United States totaled slightly more than \$4.5 billion during the year ending June 30, 1988 (table 20). This total (not adjusted for inflation) was 67% over the expenditures in 1983.

Gross salaries and wages, employer contributions to employee benefits, purchases of food, supplies, contractual services, and other current operating costs accounted for 78% of all expenditures. Construction costs, major repairs, equipment, improvements, land purchases, and other capital outlays accounted for the remaining 22%. In 1983 these percentages were nearly the same.

Excluding capital outlays, it cost an average of \$10,639 to keep one inmate in jail for a year. In 1983 it cost \$9,360. The Northeast had the highest average operating expenditure per inmate (\$17,710), and the South, the lowest (\$8,418). Excluding Alaska, average annual operating costs per inmate were highest in New York (\$22,698) and lowest in Mississippi (\$5,341).

Methodology

The 1988 Census of Local Jails was the fifth enumeration of local confinement facilities since 1970. As in previous censuses, the U.S. Bureau of the Census conducted the mail canvass for BJS.

The 1988 census included all locally administered jails that held inmates beyond arraignment (usually more than 48 hours) and that were staffed by municipal or county employees. Eight jails that were privately operated under contract for local governments were also included.

Excluded from the census were physically separate drunk tanks, lockups, and other holding facilities that did not hold persons after they had been formally charged, as well as all Federal and State facilities, including the combined jail-prison systems in Alaska, Connecticut, Delaware, Hawaii, Rhode Island, and Vermont. Five locally operated jails in Alaska were included.

The facility universe was derived from the National Justice Agency List, maintained by the Bureau of the Census for BJS. Following revision of the 1983 questionnaire and pretests, the final census form

was mailed to 3,448 facilities during the week of August 1, 1988. Forty-four jails were added to the initial mailout, and 176 were deleted, leaving a final count of 3,316 facilities. Extensive followup by the Bureau of Census staff and State Statistical Analysis Center directors resulted in a 100% response.

A number of items were incompletely reported. Where the number of inmates

convicted and awaiting sentence was not available, estimates were accepted. In some cases data for inmates convicted and awaiting sentence may have been reported as awaiting arraignment/trial or being tried. The race of Hispanic inmates and Hispanic staff was incompletely reported. Respondents estimated approximately 20% of the time-spent data.

Table 20. Jail expenditures, by region and State, for the annual period ending June 30, 1988

Region and State	Total	Annual expenditures Operating	Capital	Capital expenditures as a percentage of total expenditures	Operating expenditures per inmate*
U.S. total	\$4,555,649,319	\$3,574,940,241	\$980,709,078	22%	\$10,639
Northeast	\$1,347,000,062	\$1,007,214,597	\$339,785,465	25%	\$17,710
Maine	16,333,648	9,415,438	6,918,210	42	14,463
Massachusetts	88,575,784	75,564,427	13,011,357	15	13,962
New Hampshire	16,054,306	11,852,048	4,202,258	26	15,098
New Jersey	137,619,407	127,876,387	9,743,020	7	11,648
New York	872,290,218	578,439,309	293,850,909	34	22,698
Pennsylvania	216,126,699	204,066,988	12,059,711	6	15,046
Midwest	\$704,049,758	\$549,300,832	\$154,748,926	22%	\$11,036
Illinois	106,562,460	100,470,540	6,091,920	6	10,628
Indiana	60,321,691	34,514,000	25,807,691	43	6,820
Iowa	29,213,939	16,777,584	12,436,355	43	15,798
Kansas	23,775,112	19,092,297	4,682,815	20	10,243
Michigan	128,310,624	116,604,955	11,705,669	9	12,347
Minnesota	62,401,146	44,349,375	18,051,771	29	14,778
Missouri	41,159,938	39,010,370	2,149,568	5	9,081
Nebraska	15,593,883	14,183,515	1,410,368	9	12,778
North Dakota	7,118,989	4,787,689	2,331,300	33	17,099
Ohio	140,205,813	104,198,710	36,007,103	26	11,498
South Dakota	5,061,433	4,422,593	638,840	13	8,604
Wisconsin	84,324,730	50,889,204	33,435,526	40	11,001
South	\$1,453,370,251	\$1,174,081,570	\$279,288,681	19%	\$8,418
Alabama	47,379,649	33,834,840	13,544,809	29	6,905
Arkansas	25,683,951	17,311,209	8,372,742	33	8,837
District of Columbia	14,113,253	13,562,805	550,448	4	8,745
Florida	360,767,037	316,730,177	44,036,860	12	11,718
Georgia	144,676,348	97,237,101	47,639,247	33	6,013
Kentucky	46,478,850	37,898,822	8,580,028	18	8,045
Louisiana	84,484,712	65,241,755	19,242,957	23	5,882
Maryland	97,842,235	88,030,850	9,811,385	10	12,059
Mississippi	21,147,521	17,341,645	3,805,876	18	5,341
North Carolina	51,756,230	41,955,997	9,800,233	19	7,556
Oklahoma	21,238,729	19,426,587	1,812,142	9	7,150
South Carolina	24,076,359	23,340,302	736,057	3	6,629
Tennessee	106,466,694	71,706,962	34,759,732	33	7,112
Texas	280,381,295	215,108,299	65,272,996	23	7,386
Virginia	114,466,881	103,560,888	10,905,993	10	11,367
West Virginia	12,210,507	11,793,331	417,176	3	8,388
West	\$1,051,229,248	\$844,343,242	\$206,886,006	20%	\$9,392
Alaska	4,257,439	1,227,409	3,030,030	71	43,836
Arizona	48,233,240	48,085,953	147,287	--	8,279
California	659,717,625	523,497,555	136,220,070	21	8,262
Colorado	97,214,038	71,862,700	25,351,338	26	15,998
Idaho	7,322,921	6,831,030	491,891	7	8,331
Montana	7,696,447	7,427,830	268,617	3	12,463
Nevada	37,043,814	35,134,916	1,908,898	5	16,087
New Mexico	25,473,791	25,120,756	353,035	1	11,657
Oregon	65,366,001	38,906,446	26,459,555	40	13,861
Utah	14,148,762	13,907,857	240,905	2	10,272
Washington	65,667,372	64,901,258	766,114	1	11,178
Wyoming	19,087,798	7,439,532	11,648,266	61	15,276

*Operating expenditures per inmate were determined by dividing the amount spent on salaries, wages, supplies, utilities, transportation, contractual services, and other current

items paid for during the fiscal year by the average daily inmate population.
--Less than 0.5%.

The census results were not subject to sampling error. Other types of errors, such as respondent misinterpretation and mistakes in processing and data presentation, were kept to a minimum through repeated manual and computer edit checks.

Appendix table 1. Average daily juvenile jail population, by region and State for the annual periods ending February 15, 1978, and June 30, 1983 and 1988

Region and State	1978	1983	1988
U.S. total	1,740	1,760	1,451
Northeast	95	270	50
Maine	8	7	10
Massachusetts	0	0	0
New Hampshire	1	2	2
New Jersey	1	6	10
New York	82	252	28
Pennsylvania	3	3	0
Midwest	522	368	301
Illinois	27	26	19
Indiana	154	150	132
Iowa	19	17	1
Kansas	53	13	15
Michigan	27	11	8
Minnesota	24	18	7
Missouri	42	10	6
Nebraska	33	24	16
North Dakota	6	3	18
Ohio	68	43	6
South Dakota	14	25	14
Wisconsin	55	28	59
South	752	884	910
Alabama	17	13	7
Arkansas	48	52	66
District of Columbia	15	15	10
Florida	49	335	563
Georgia	16	0	5
Kentucky	73	67	32
Louisiana	16	9	0
Maryland	0	20	62
Mississippi	64	17	56
North Carolina	30	29	0
Oklahoma	27	36	22
South Carolina	30	33	33
Tennessee	86	65	2
Texas	80	53	6
Virginia	186	140	46
West Virginia	15	0	0
West	371	238	190
Alaska	3	0	0
Arizona	9	25	33
California	131	66	35
Colorado	26	6	12
Idaho	37	36	7
Montana	28	10	5
Nevada	14	9	4
New Mexico	31	28	58
Oregon	37	1	3
Utah	4	0	0
Washington	28	7	1
Wyoming	23	50	32

Note: Five States — Connecticut, Delaware, Hawaii, Rhode Island, and Vermont — had integrated jail-prison systems and were excluded from the report. Alaska had primarily an integrated jail-prison system; however, data from 5 locally operated Alaska jails were counted in the National Jail Census and included in this report.

Appendix table 2. Jails that tested inmates for acquired immune deficiency syndrome (AIDS), 1988

Characteristic	Total	No inmates for AIDS	All inmates	Number of jails that tested:			
				High-risk population	Upon inmate request	Upon clinical indications for need	Upon court order
U.S. total	3,316	1,655	90	203	618	1,108	547
Region							
Northeast	223	41	8	19	104	123	52
Midwest	964	527	13	51	206	287	175
South	1,599	844	64	95	335	532	236
West	530	243	5	38	173	166	84
Size of jail*							
Fewer than 50 inmates	2,219	1,413	51	82	366	495	286
50-249	798	214	32	73	284	410	169
250-499	159	12	3	26	86	111	51
500-999	89	8	3	16	51	58	28
1,000 or more inmates	51	8	1	6	31	34	13

Note: Detail adds to more than total because some jails tested inmates for more than one reason.

*Based on average daily population.

Appendix table 3. Jails and inmates, by the number of years since the jails were built, by region, June 30, 1988

Characteristic	U.S. total	Northeast	Midwest	South	West
Jails that were:					
Less than 5 years old	360	29	80	172	79
5-9	388	22	116	180	70
10-14	481	19	152	225	85
15-24	575	19	167	294	95
25-49	736	29	184	395	118
50-99	636	58	196	303	79
100 or more years old	140	47	59	30	4
Inmates in jails that were:					
Less than 5 years old	58,526	9,645	6,411	24,834	17,636
5-9	42,087	2,374	4,915	25,690	9,108
10-14	38,669	5,978	5,781	20,410	6,500
15-24	49,208	7,617	9,906	20,412	11,273
25-49	92,339	11,192	10,476	31,896	38,775
50-99	50,164	12,207	12,139	17,608	8,210
100 or more years old	12,576	8,600	1,018	2,901	57

Appendix table 4. Jails, by size and region, February 15, 1978, and June 30, 1983 and 1988

Jail size*	U.S. total			Northeast			Midwest			South			West		
	1978	1983	1988	1978	1983	1988	1978	1983	1988	1978	1983	1988	1978	1983	1988
U.S. total	3,493	3,336	3,316	207	223	223	1,042	970	964	1,678	1,607	1,599	566	536	530
Fewer than 50 inmates	2,844	2,471	2,219	109	95	67	933	819	775	1,380	1,208	1,069	422	349	306
50-249	519	675	798	75	87	90	89	124	157	249	333	412	106	131	139
250-499	76	117	159	12	25	31	11	16	20	32	41	71	21	35	37
500-999	44	54	89	9	10	25	7	10	8	15	19	30	13	15	26
1,000 or more inmates	10	19	51	2	6	10	2	1	4	2	6	17	4	6	20

*Based on average daily population.

New from BJS

Justice variable passthrough data, 1988: Anti-drug abuse formula grants (BJS Technical Report), NCJ-120070, 2/90

Hispanic victims (BJS Special Report), NCJ-120507, 1/90

Profile of felons convicted in State courts, 1986, NCJ-120021, 1/90

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Felony case processing in State courts, 1986 (BJS Special Report), NCJ-121753, 2/90

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Bureau of Justice Statistics Bulletins are written principally by BJS staff. James Stephan wrote this bulletin. Thomas Hester edited it. Marilyn Marbrook, publications unit chief, administered report production, assisted by Sophie Bowen, Betty Sherman, Yvonne Boston, and Jayne Pugh. Sue Kline provided statistical assistance. Data collection and processing were directed by Arthur Clampa, assisted by Dawn Crawford, Pauline Fain, Marty Greene, Martha Haselbush, Etta Herrin, Angela Lane, Lisa McNelis, Ellen Rhodes, and Regina Yates, under the general supervision of Diana Cull, assisted by Betty Ford of the U.S. Bureau of the Census.

February 1990, NCJ-121101

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