



# Bureau of Justice Statistics Bulletin

April 1995, NCJ-151651

## *Census of Jails and Annual Survey of Jails*

# Jails and Jail Inmates 1993-94

By Craig A. Perkins  
James J. Stephan  
Allen J. Beck  
BJS Statisticians

The number of inmates held in the Nation's local jails on June 30, 1994, reached a record high of 490,442. Local jails, which are operated by counties and municipalities and administered by local government agencies, housed about a third of all persons incarcerated in the U.S. at midyear 1994; the other two-thirds were in State or Federal prisons.

The jail population grew by 30,638 inmates between July 1, 1993, and June 30, 1994, the third largest annual increase recorded since 1983. The 12-month increase was the equivalent of a 6.7% rate of growth.

Between 1983 and 1993, when comparable statistics were collected, the number of local jail employees grew at a faster rate than the number of inmates. During this period the number of jail inmates increased at an average annual rate of 7.5%, while the number of full-time and part-time jail employees grew at an annual rate of 9.9%. By midyear 1993 local jails employed an estimated 165,500 persons.

### Highlights

**After a decade of record growth, the number of inmates in local jails reached a high of 490,442 on June 30, 1994**

	Census of Jails			Annual Survey of Jails
	1983	1988	1993	1994
Number of inmates	223,551	343,569	459,804	490,442
Rated capacity of jails	261,556	339,949	475,224	504,324
Percent of capacity occupied	85%	101%	97%	97%
Number of jails	3,338	3,316	3,304	--
Number of staff	64,560	99,631	165,500	--
Number of inmates per employee	3.5	3.4	2.8	--
Annual operating expenditures per inmate	\$9,360	\$10,639	\$14,667	--

--Not collected.

- The number of jail inmates per 100,000 U.S. residents increased from 96 in 1983 to 188 in 1994.
- In 1993, 8 States had over 200 local jail inmates per 100,000 residents: Louisiana (377), Georgia (328), Texas (307), Tennessee (282), Florida (250), Virginia (225), California (222), and Nevada (215).
- Between 1983 and 1993 the number of jail inmates increased 106%; the total jail staff increased 156%; and the number of correctional officers grew 165%.
- At midyear 1994 the capacity of the Nation's local jails was 504,324 inmates, as measured by the number of beds allotted by State or local rating officials.
- The jail population was 97% of rated capacity. Jail space increased 93% between 1983 and 1994.
- White non-Hispanics made up 39% of the jail population in 1994; black non-Hispanics, 44%; Hispanics, 15%; and non-Hispanics of other races, 2%.

Factors underlying the growth in the Nation's jail population included —

- an increase in adult arrests
- a growth in jail admissions
- an increased number of felons sentenced to local jails
- an increased number of inmates charged with or convicted of drug offenses
- more inmates held in jails because of crowded State or Federal facilities.

**Data sources**

The data in this report are based on results from the 1993 Census of Jails and the 1994 Annual Survey of Jails. Every 5 years the jail census provides detailed information on local jail inmates, staff, facilities, and programs. Previous censuses were conducted in 1970, 1972, 1978, 1983, and 1988. Beginning in 1982 and in the years between each jail census, a sample

of jails has been surveyed to obtain basic information on inmates and jail capacity. These annual surveys provide national-level estimates on fewer characteristics than the census. (See *Methodology*, page 15.)

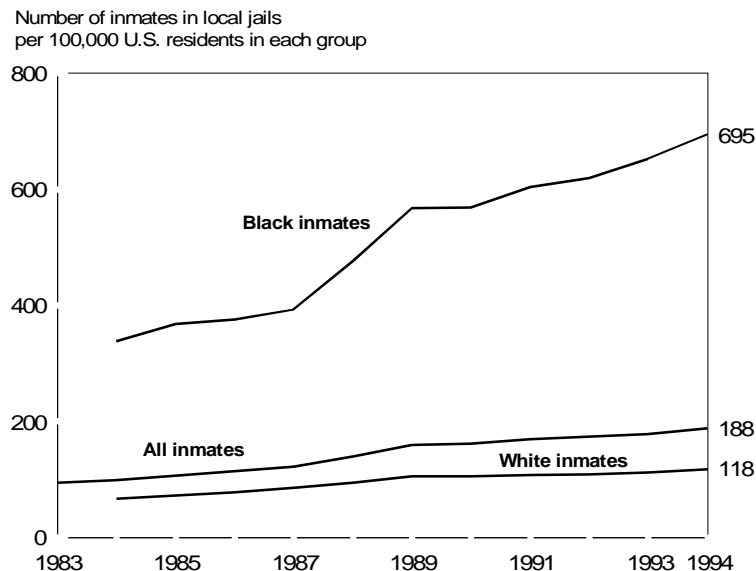
As defined in this report, jails are locally operated correctional facilities that confine persons before or after adjudication. Inmates sentenced to jail usually have a sentence of a year or less, but jails also incarcerate persons in a wide variety of other categories. (See box below.)

**Table 1. Local jail inmates and their number per 100,000 U.S. residents, midyear 1983-94**

Year	All	Number of local jail inmates		
		Per 100,000 residents of all ages	Adults	Per 100,000 residents age 18 or older
1994	490,442	188	483,717	251
1993*	459,804	178	455,500	239
1992	444,584	174	441,781	234
1991	426,479	169	424,129	277
1990	405,320	163	403,019	218
1989	395,553	160	393,303	214
1988	343,569	141	341,893	189
1987	295,873	122	294,092	164
1986	274,444	114	272,736	154
1985	256,615	108	254,986	145
1984	234,500	99	233,018	134
1983	223,551	96	221,815	130

Note: Inmate counts for midyear 1984-87, 1989-92, and 1994 are survey estimates subject to sampling error. For estimates of each year's sampling error, see appendix table 2.  
 \*The number of adult inmates was estimated and rounded to the nearest 100. See *Methodology*.

**For local jails in 1994, the incarceration rate among blacks was almost 6 times that among whites**



Note: Categories for black and white inmates include Hispanics. Data for 1994 were estimated.

**Jails —**

- receive individuals pending arraignment and hold them awaiting trial, conviction, or 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 Federal, State, or other authorities
- house inmates for Federal, State, or other authorities because of crowding of their facilities
- relinquish custody of temporary detainees to juvenile and medical authorities
- sometimes operate community-based programs with electronic monitoring or other types of supervision.

Not included in the survey or census are inmates in six States with combined jail and prison systems. At midyear 1994 these States — Alaska (except for 5 local jails), Connecticut, Delaware, Hawaii, Rhode Island, and Vermont — held nearly 6,000 inmates who were unsentenced or had sentences of less than a year. These inmates and the facilities that house them are included in BJS prison statistics.

The 1993 Census of Jails also included, for the first time, seven Federal facilities that perform the pretrial functions of local jails. Data on these Federal facilities and inmates are reported separately. (See the box on page 12.)

### Local jail inmates

On June 30, 1994, the Nation's jails held 490,442 inmates, an increase of 6.7% over the number held on June 30, 1993 (table 1). The jail population grew by more than 30,000 inmates during the 12-month period, the third largest increase ever recorded.

Since 1983 the jail inmate population has nearly doubled on a per capita basis. During this period the number of jail inmates per 100,000 residents rose from 96 to 188. At midyear 1994 about 1 in every 398 adult residents of the United States were in a local jail.

An estimated 6,725 persons under age 18 were housed in adult jails on June 30, 1994 (table 2). Over three-quarters of them had been convicted or were being held for trial as adults in criminal court. Most juveniles in correctional custody are housed in juvenile facilities. (See the box below describing juveniles in jail.)

The average daily population for the year ending June 30, 1994, was 479,757, an increase of 2.9% from 1993. Between 1983 and 1993, when separate counts by sex were collected, the average daily population of adult female inmates grew at a faster rate (up 11.1% per year) than the average daily population of adult male inmates (up 7.1% per year).

**Table 2. Number and average daily population of men, women, and juveniles in local jails, midyear 1983, 1988, 1993, and 1994**

	1983	1988	1993	1994
<b>Number of inmates, June 30</b>				
All inmates	223,551	343,569	459,804	490,442
Adults	221,815	341,893	455,500	483,717
Male	206,163	311,594	411,500	434,838
Female	15,652	30,299	44,100	48,879
Juveniles <sup>a</sup>	--	--	4,300	6,725
Held as adults <sup>b</sup>	--	--	3,300	5,139
Held as juveniles	1,736	1,676	1,000	1,586
<b>Average daily population<sup>c</sup></b>				
All inmates	227,541	336,017	466,155	479,757
Adults	225,781	334,566	462,800	--
Male	210,451	306,379	418,200	--
Female	15,330	28,187	44,600	--
Juveniles	1,760	1,451	3,400	--

Note: Detailed data for 1993 were estimated and rounded to the nearest 100.  
--Not available.

<sup>a</sup>Juveniles are persons defined by State statute as being under a certain age, usually 18, and subject initially to juvenile court authority even if tried as adults in criminal court. In 1994 the definition was changed to include all persons under age 18.

<sup>b</sup>Includes juveniles who were tried or awaiting trial as adults.

<sup>c</sup>Based on the average daily population for the year ending June 30. The average daily population is the sum of the number of inmates in a jail each day for a year, divided by 365.

### Who is a juvenile?

Most, but not all, States define a juvenile as a person under age 18 who is subject to juvenile court jurisdiction. Exceptions usually depend on offense severity or an offender's adjudication history.

In the 1994 survey, to achieve reporting uniformity, jail authorities were asked to report the number of inmates under age 18. Of the 6,725 total in 1994, 76% were identified as juveniles tried or scheduled to be tried as adults.

Statutes and judicial practices sometimes allow youths to be held in adult jails. Often, juveniles accused of acts that are crimes for adults may be held in local jails or police lockups, given certain conditions:

- separated by sight and sound from the general population
- held for a limited time, typically less than 6 hours.

Most confined juveniles are housed in institutions specified for them. In 1993 about 96,000 were in public and private juvenile detention and correctional facilities.

## States with the largest jail populations

In 1993, 5 States incarcerated slightly less than half of all local jail inmates: California (69,298 inmates), Texas (55,395), Florida (34,183), New York

(29,809), and Georgia (22,663) (table 3). Twenty-one States reported a jail population that more than doubled between 1983 and 1993, with growth ranging from 103% in Maryland to 264% in Texas.

States that had the largest number of jail inmates per 100,000 residents in 1993 were Louisiana (377), Georgia (328), Texas (307), Tennessee (282), Florida (250), Virginia (225), California (222), and Nevada (215). States with a jail incarceration rate less than half

**Table 3. Local jail facilities, inmates, and the number of inmates per 100,000 population, by region and State, midyear 1983, 1988, and 1993**

Region and State	Number of facilities			Number of inmates			Percent change in number of inmates, 1983-93	Inmates per 100,000 population, 1993
	1983	1988	1993	1983	1988	1993		
<b>U.S. total</b>	3,338	3,316	3,304	223,551	343,569	459,804	106%	178
<b>Northeast</b>	223	223	228	36,634	57,613	73,871	102%	144
Maine	14	15	15	560	669	704	26	57
Massachusetts	17	19	20	3,304	5,454	7,878	138	131
New Hampshire	11	11	11	475	789	1,127	137	100
New Jersey	32	28	25	5,971	11,124	15,122	153	192
New York	72	75	78	16,154	25,928	29,809	85	164
Pennsylvania	77	75	79	10,170	13,649	19,231	89	160
<b>Midwest</b>	972	964	967	39,538	50,646	70,646	79%	116
Illinois <sup>a</sup>	98	95	93	8,849	9,891	14,549	64	124
Indiana	93	90	88	3,599	5,235	8,297	131	145
Iowa	90	90	90	839	1,036	1,602	91	57
Kansas	86	94	96	1,328	1,906	2,797	111	111
Michigan <sup>a</sup>	87	85	89	7,637	9,404	12,479	63	132
Minnesota	67	71	75	1,954	3,227	3,654	87	81
Missouri	129	123	127	3,783	4,154	5,030	33	96
Nebraska	67	66	64	844	1,156	1,680	99	105
North Dakota	31	26	25	243	288	361	49	57
Ohio	121	122	120	7,116	9,160	11,695	64	105
South Dakota	31	29	28	316	522	623	97	87
Wisconsin	72	73	72	3,030	4,667	7,879	160	156
<b>South</b>	1,607	1,599	1,591	89,479	143,751	210,599	135%	235
Alabama	108	110	129	4,464	4,819	7,072	58	169
Arkansas	89	87	83	1,602	1,994	2,846	78	117
District of Columbia <sup>b</sup>	2	1	1	2,843	1,693	1,687	--	292
Florida	103	102	100	14,668	28,236	34,183	133	250
Georgia	203	196	202	10,214	17,482	22,663	122	328
Kentucky	96	95	81	3,711	4,695	6,813	84	180
Louisiana <sup>a</sup>	94	90	96	8,507	11,222	16,208	91	377
Maryland	30	35	33	4,608	7,486	9,358	103	188
Mississippi	91	96	95	2,498	3,501	4,851	94	184
North Carolina	99	102	104	3,496	5,469	8,939	156	129
Oklahoma	104	100	100	2,215	2,595	4,102	85	127
South Carolina	58	55	55	2,690	3,497	5,713	112	157
Tennessee	108	108	111	6,005	10,858	14,375	139	282
Texas <sup>a</sup>	273	275	267	15,224	29,439	55,395	264	307
Virginia	95	95	93	5,719	9,372	14,623	156	225
West Virginia	54	52	41	1,015	1,393	1,771	74	97
<b>West</b>	536	530	518	57,900	91,559	104,688	81%	187
Alaska <sup>c</sup>	5	5	5	37	27	31	--	--
Arizona	31	33	33	2,940	6,006	7,231	146	184
California	142	149	136	41,720	64,216	69,298	66	222
Colorado	60	61	61	2,747	4,882	6,316	130	177
Idaho	36	37	39	604	810	1,485	146	135
Montana	50	46	44	405	616	680	68	81
Nevada	23	19	20	940	2,343	2,987	218	215
New Mexico	35	34	34	1,346	2,188	3,058	127	189
Oregon	39	39	43	2,304	2,819	3,777	64	125
Utah	24	25	25	906	1,261	1,895	109	102
Washington	65	60	56	3,610	5,934	7,435	106	141
Wyoming	26	22	22	341	457	495	45	105

Note: Five States — Connecticut, Delaware, Hawaii, Rhode Island, and Vermont — had integrated jail-prison systems and were excluded from the report. --Not calculated.

<sup>a</sup>Multiple facilities were reported as a single facility in Cook County, IL, Wayne County, MI, Orleans Parish, LA, and Bexar County, TX.

<sup>b</sup>The District of Columbia's jail population declined between 1983 and 1988 because the Occoquan complex was reclassified from a jail to a prison.

<sup>c</sup>Except for 5 locally operated jails, Alaska has an integrated jail-prison system.

that of the Nation (178 per 100,000) were Iowa, Maine, and North Dakota (57); Minnesota and Montana (81); and South Dakota (87).

The number of local jail inmates rose the most in the South and the least in the Midwest. From 1983 to 1993 the inmate population grew 135% in the South, 102% in the Northeast, 81% in the West, and 79% in the Midwest.

For the Nation a declining number of jails held these increasing numbers of inmates. In 1993 the total of 3,304 facilities was 12 fewer than 5 years before and 34 fewer than in 1983.

### Facility size and the percentage of the inmate population held

A small number of jails held a disproportionate share of the Nation's jail inmates (table 4). About 6% of the jail facilities housed more than half of all jail inmates on June 30, 1993. Facilities with an average daily population of 500 or more during the annual period ending June 30, 1993, held 53% of local jail inmates. Facilities with an average daily population of fewer than 50 persons comprised 57% of all jails but housed about 8% of all inmates.

**Table 4. Local jail inmates and facilities, by size of facility, June 30, 1993**

Size of facility <sup>a</sup>	Inmates		Facilities	
	Number	Percent	Number	Percent
Total	459,804	100 %	3,304	100 %
Fewer than 50 inmates	34,332	7.5	1,874	56.7
50-99	37,135	8.1	545	16.5
100-149	31,293	6.8	253	7.7
150-249	41,472	9.0	218	6.6
250-499	73,938	16.1	209	6.3
500-999	90,481	19.7	129	3.9
1,000-1,499	44,000	9.6	35	1.1
1,500-1,999	30,764	6.7	18	.5
2,000 or more <sup>b</sup>	76,389	16.6	23	.7

<sup>a</sup>Based on the average daily population between July 1, 1992, and June 30, 1993.  
<sup>b</sup>Includes Cook County, IL, Wayne County, MI, Orleans Parish, LA, and Bexar County, TX, in which all facilities are reported as a single facility.

**Table 5. Sex, race, and Hispanic origin of local jail inmates, midyear 1983, 1988, 1993, and 1994**

Characteristic	Percent of jail inmates			
	1983	1988	1993	1994 <sup>a</sup>
Total	100 %	100 %	100 %	100 %
Sex				
Male	92.9%	91.1%	90.4%	90.0%
Female	7.1	8.9	9.6	10.0
Race/Hispanic origin <sup>b</sup>				
White, non-Hispanic	--	43.3%	39.3%	39.1%
Black, non-Hispanic	--	40.5	44.2	43.9
Hispanic	--	15.0	15.1	15.4
Other	--	1.1	1.3	1.6

Note: Detail may not add to total because of rounding.  
 --Not available.  
<sup>a</sup>Based on survey estimates subject to sampling error. See appendix table 1.  
<sup>b</sup>Data on race/Hispanic origin were reported for 85.1% of all inmates in 1993 and 95.8% in 1994.  
<sup>c</sup>Includes Asians, Pacific Islanders, American Indians, and Alaska Natives.

### Demographic characteristics of local jail inmates

Male inmates made up 90% of the local jail inmate population at mid-year 1994, down from 93% in 1983 (table 5). An estimated 1 in every 212 adult men and 1 in every 2,048 adult women were held in a local jail on June 30, 1994.

On June 30, 1994, a majority of local jail inmates were black or Hispanic. White non-Hispanics made up 39% of the jail population; black non-Hispanics, 44%; Hispanics, 15%; and other races (Asians, Pacific Islanders, American Indians, and Alaska Natives), 2%.

Relative to the number of residents in the U.S. population, black non-Hispanics were more than twice as likely as Hispanics, nearly 7 times more likely than white non-Hispanics, and over 9 times more likely than persons of other races to have been held in a local jail on June 30, 1994.

	June 30, 1994	
	Estimated number of inmates	Number of inmates per 100,000 population in each group
Total	490,442	188
White, non-Hispanic	191,900	100
Black, non-Hispanic	215,400	691
Hispanic	75,500	290
Other	7,700	74

Note: Inmate counts were adjusted for nonresponse and rounded to the nearest 100.

### Adult conviction status, mid-1993

On June 30, 1993, the most recent date for available data, at least half the Nation's adult jail inmates had been convicted on their current charge (table 6). Convicted inmates include those awaiting sentencing, serving a sentence, or returned to jail for a violation of probation or parole. Between 1983 and 1993 the reported number of convicted inmates more than doubled (from 107,660 to 226,600). The number of jail inmates awaiting court disposition also doubled (from 113,984 to 228,900).

In 1993 female inmates were somewhat more likely than male inmates to have been convicted. Among adult female inmates, 52% had been convicted on their current charge, compared to 50% of the male inmates.

**Table 6. Conviction status of adult jail inmates, by sex, midyear 1983, 1988, and 1993**

	Number of adult jail inmates		
	1983 <sup>a</sup>	1988	1993 <sup>b</sup>
Total	221,815	341,893	455,500
Convicted	107,660	166,224	226,600
Male	100,557	151,810	203,900
Female	7,103	14,414	22,700
Unconvicted	113,984	175,669	228,900
Male	105,459	159,784	207,600
Female	8,525	15,885	21,300

Note: The number of convicted inmates may be undercounted because some jail records do not distinguish between inmates who are unconvicted and those who are convicted but waiting to be sentenced. In the 1989 Survey of Inmates in Local Jails, about 57% of inmates were convicted.  
<sup>a</sup>Detail does not sum to total because of missing data.  
<sup>b</sup>Data on conviction status by sex were reported for 88.9% of all adult inmates. Totals were estimated using the distributions from jails with known data, and estimates were rounded to the nearest 100.

## Rated capacity and percent occupied

At midyear 1994 the rated capacity of the Nation's local jails totaled 504,324 (table 7). Rated capacity is the maximum number of beds or inmates allocated by State or local rating officials to each jail facility. During the 12 months ending June 30, 1994, an estimated 29,100 beds were added. Nearly a quarter of a million beds have been added since 1983.

As of June 30, 1994, 97% of the local jail capacity was occupied. As measured by a ratio of the number of inmates housed in jail facilities to the rated capacity, the percentage of capacity actually occupied may have been somewhat lower than 97%. Included among the total number of jail inmates were an unknown number of inmates housed outside of jail facilities — under electronic monitoring, on house arrest, under other kinds of community supervision, or temporarily in hospitals or treatment centers.

**Table 7. Rated capacity of local jails and percent of capacity occupied, 1983-94**

Year	Rated capacity	Amount of capacity added <sup>a</sup>	Percent of capacity occupied <sup>b</sup>
1994	504,324	29,100	97%
1993	475,224	26,027	97
1992	449,197	27,960	99
1991	421,237	32,066	101
1990	389,171	21,402	104
1989	367,769	27,820	108
1988	339,949	38,751	101
1987	301,198	15,472	98
1986	285,726	12,896	96
1985	272,830	11,398	94
1984	261,432	(124)	90
1983	261,556	--	85

Note: Capacity numbers for 1984-87, 1989-92, and 1994 are survey estimates subject to sampling error. See appendix table 2 for estimates of sampling error. Negative numbers are in parentheses.

--Not available.

<sup>a</sup>The amount of bedspace added during the 12 months before June 30 of each year.

<sup>b</sup>The number of inmates divided by the rated capacity times 100. This ratio may include some inmates not in physical custody but under the jurisdiction of a local jail, such as inmates under electronic monitoring, on house arrest, or in day reporting or other community supervision programs.

As a ratio of all inmates to capacity, the percentage of capacity occupied increased considerably after 1983, reaching a record 108% in 1989 and then falling to 97% in 1993. Since

1989, rated capacity has risen by nearly 137,000 beds, while the number of inmates has increased by 95,000.

**Table 8. Rated capacity of local jails, by region and State, midyear 1988 and 1993**

Region and State	Rated capacity		Percent change in rated capacity 1988-93	Percent of capacity occupied 1993
	1988	1993		
<b>U.S. total</b>	339,949	475,224	39.8%	96.8%
<b>Northeast</b>	52,386	76,569	46.2%	96.5%
Maine	614	986	60.6	71.4
Massachusetts	4,242	7,445	75.5	105.8
New Hampshire	911	1,678	84.2	67.2
New Jersey	7,640	12,621	65.2	119.8
New York	25,282	34,781	37.6	85.7
Pennsylvania	13,697	19,058	39.1	100.9
<b>Midwest</b>	58,958	79,442	34.7%	88.9%
Illinois	10,852	15,147	39.6	96.1
Indiana	6,495	8,543	31.5	97.1
Iowa	1,866	2,097	12.4	76.4
Kansas	2,538	3,381	33.2	82.7
Michigan	9,896	13,746	38.9	90.8
Minnesota	3,770	4,668	23.8	78.3
Missouri	5,505	6,498	18.0	77.4
Nebraska	1,890	2,627	39.0	64.0
North Dakota	764	844	10.5	42.8
Ohio	8,986	11,934	32.8	98.0
South Dakota	977	1,155	18.2	53.9
Wisconsin	5,419	8,802	62.4	89.5
<b>South</b>	150,434	217,900	44.8%	96.6%
Alabama	7,177	9,308	29.7	76.0
Arkansas	2,776	3,413	22.9	83.4
District of Columbia <sup>a</sup>	1,694	1,392	--	121.2
Florida	28,039	40,704	45.2	84.0
Georgia	16,642	25,273	51.9	89.7
Kentucky	5,794	7,541	30.2	90.3
Louisiana	12,726	19,835	55.9	81.7
Maryland	7,903	9,459	19.7	98.9
Mississippi	4,377	5,357	22.4	90.6
North Carolina	6,699	10,122	51.1	88.3
Oklahoma	4,106	5,474	33.3	74.9
South Carolina	3,666	4,615	25.9	123.8
Tennessee	10,339	16,078	55.5	89.4
Texas	29,339	48,212	64.3	114.9
Virginia	6,872	9,114	32.6	160.4
West Virginia	2,285	2,003	(12.3)	88.4
<b>West</b>	78,171	101,313	29.6%	103.3%
Alaska <sup>b</sup>	74	65	--	47.7
Arizona	5,864	7,396	26.1	97.8
California	47,626	61,422	29.0	112.8
Colorado	5,307	6,752	27.2	93.5
Idaho	1,392	1,685	21.0	88.1
Montana	1,190	1,139	(4.3)	59.7
Nevada	2,250	3,821	69.8	78.2
New Mexico	2,743	3,351	22.2	91.3
Oregon	3,092	4,481	44.9	84.3
Utah	1,756	2,924	66.5	64.8
Washington	5,975	7,316	22.4	101.6
Wyoming	902	961	6.5	51.5

Note: Rated capacity is the number of beds or inmates assigned by a rating official to facilities within each jurisdiction. Negative numbers are in parentheses.

--Not calculated

<sup>a</sup>The District of Columbia changed the definition of capacity: in 1988 it reported the capacity legally allowed; in 1993, the rated capacity.

<sup>b</sup>Based on 5 locally operated facilities.

In 1993 the total jail population exceeded jail capacity in eight States and the District of Columbia.

State	Percent of jail capacity occupied
Virginia	160%
South Carolina	124
District of Columbia	121
New Jersey	120
Texas	115
California	113
Massachusetts	106
Washington	102
Pennsylvania	101

In eight other States, excluding Alaska, the total jail population was below 75% of the combined capacity of all local jails (table 8). The lowest occupancy rates were in North Dakota (43%), followed by Wyoming (52%), South Dakota (54%), and Montana (60%).

Between 1988 and 1993 the capacity of the Nation's local jails increased by 40%, from 339,949 beds to 475,224.

In eight States the capacity of local jails increased more than 60% during the 5-year period. Jails in New Hampshire and Massachusetts experienced the largest percentage increase in capacity. During this period the combined capacities of jails declined in the following jurisdictions: West Virginia, Montana, and the District of Columbia.

In every census year, facilities with the largest average daily populations have reported the highest occupancy rates (table 9). In 1993 occupancy was 111% of rated capacity in jails with an average population of 1,000 or more inmates, compared to 67% in those with fewer than 50 inmates.

### The 25 largest jail jurisdictions

In 1994 the Nation's 25 largest jail jurisdictions accounted for 30% of all jail inmates. The jurisdictions were in 12 States: 7 in California; 5 in Texas;

**Table 9. Percent of rated capacity occupied, by size of local jail facility, midyear 1983, 1988, and 1993**

Size of facility <sup>b</sup>	Percent of capacity occupied <sup>a</sup>		
	1983	1988	1993
Total	85%	101%	97%
Fewer than 50 inmates	52	64	67
50-99	79	88	85
100-499	95	101	94
500-999	99	116	103
1,000 or more inmates	121	126	111

<sup>a</sup>Based on the average population of the year ending June 30.

<sup>b</sup>The number of inmates housed may include some inmates not in physical custody but under the jurisdiction of a local jail, such as inmates on electronic monitoring, under house arrest, or in day reporting or other community supervision programs.

4 in Florida; and 1 each in New York, Illinois, Louisiana, Tennessee, Arizona, Pennsylvania, Maryland, Georgia, and Michigan (table 10).

**Table 10. The 25 largest local jail jurisdictions: Number of facilities and inmates and average daily population, midyear 1988, 1993, and 1994**

Jurisdiction	Number of facilities			Number of inmates			Change in number of inmates		Average daily population*		
	1988	1993	1994	1988	1993	1994	1988-94	1993-94	1988	1993	1994
Los Angeles County, CA	12	8	9	21,782	20,065	20,113	(1,669)	48	22,246	23,232	19,725
New York City, NY	14	15	15	15,227	17,307	18,171	2,944	864	15,401	17,488	18,091
Harris County, TX	4	4	4	6,611	9,472	10,716	4,105	1,244	6,546	11,637	10,282
Dallas County, TX	7	4	6	4,221	7,592	9,715	5,494	2,123	4,097	6,747	9,321
Cook County, IL	/	/	/	6,148	9,054	9,092	2,944	38	5,700	8,851	8,950
Dade County, FL	6	7	7	4,603	5,553	6,338	1,735	785	4,275	5,489	6,656
San Diego County, CA	10	12	11	4,463	5,374	5,487	1,024	113	3,699	5,350	5,651
Orleans Parish, LA	/	--	11	3,611	--	5,351	1,740	--	3,530	--	5,231
Tarrant County, TX	5	4	4	2,390	4,408	5,317	2,927	909	2,366	4,508	5,167
Shelby County, TN	2	2	2	3,411	6,451	5,124	1,713	(1,327)	2,857	6,426	4,891
Maricopa County, AZ	10	7	7	3,722	4,478	5,170	1,448	692	3,626	4,641	4,862
Orange County, CA	6	3	3	4,075	4,659	4,987	912	328	4,012	4,672	4,836
Philadelphia City, PA	7	5	5	3,798	4,836	4,696	898	(140)	3,927	4,912	4,799
Santa Clara County, CA	10	7	8	3,358	4,237	4,303	945	66	3,382	4,451	4,103
Bexar County, TX	/	/	/	1,270	3,740	4,301	3,031	561	1,447	3,400	3,882
San Bernardino County, CA	2	2	2	2,192	2,999	3,136	944	137	2,053	3,146	3,188
Broward County, FL	3	3	3	2,516	2,921	3,367	851	446	2,629	2,892	3,165
Orange County, FL	4	/	/	2,309	3,096	3,470	1,161	374	2,374	3,386	3,162
Baltimore City, MD	6	5	5	2,745	3,112	3,350	605	238	2,773	3,011	3,160
Alameda County, CA	5	2	3	3,079	3,281	3,330	251	49	3,040	3,604	3,098
Sacramento County, CA	3	2	2	2,548	2,741	2,954	406	213	2,214	2,976	2,852
Fulton County, GA	11	4	4	3,233	2,702	2,684	(549)	(18)	3,063	2,529	2,524
Travis County, TX	3	3	3	899	2,065	2,636	1,737	571	779	2,106	2,463
Wayne County, MI	2	/	3	1,693	2,280	2,499	806	219	1,717	2,160	2,400
Duval County, FL	3	3	3	1,684	2,423	2,775	1,091	352	1,392	2,366	2,383

Note: The jurisdictions are ranked by their average daily population in 1994.

Negative numbers are in parentheses.

--Not available.

/These jurisdictions provided a single report covering all of their jail facilities.

\*Based on the average daily population for the year ending June 30.

**Table 11. Local jail payroll and nonpayroll staff, by occupational category, midyear 1983, 1988, and 1993**

Occupational category	Number of staff <sup>a</sup>			Percent of staff		
	1983	1988	1993 <sup>b</sup>	1983	1988	1993
Total	64,560	99,631	165,500	100 %	100 %	100 %
Administrators	6,091	6,727	10,200	9.4	6.8	6.2
Correctional officers	44,454	73,280	117,900	68.9	73.6	71.3
Clerical and maintenance	8,415	11,711	21,900	13.0	11.8	13.2
Educational	893	1,216	2,100	1.4	1.2	1.3
Professional and technical	4,524	6,177	12,000	7.0	6.2	7.3
Other	183	520	1,300	.3	.5	.8

<sup>a</sup>Includes all full-time, part-time, payroll, and nonpayroll staff.  
<sup>b</sup>Data were estimated and rounded to the nearest 100. See *Methodology*.

**Table 12. Total jail payroll staff and payroll correctional officers, by sex and race/Hispanic origin, midyear 1988 and 1993**

Characteristic	Total payroll staff <sup>a</sup>				Correctional officers <sup>a</sup>			
	Number		Percent		Number		Percent	
	1988	1993 <sup>b</sup>	1988	1993	1988	1993 <sup>b</sup>	1988	1993
Total	95,860	160,000	100 %	100 %	73,184	117,800	100 %	100 %
Sex								
Male	70,218	112,000	73.3%	70.0%	56,639	89,300	77.4%	75.8%
Female	25,642	48,000	26.7	30.0	16,545	28,500	22.6	24.2
Race/Hispanic origin								
White, non-Hispanic	66,401	113,200	69.3%	70.7%	49,862	81,500	68.1%	69.2%
Black, non-Hispanic	22,101	35,600	23.1	22.2	17,637	27,400	24.1	23.2
Hispanic	6,633	9,700	6.9	6.1	5,220	7,900	7.1	6.7
Other <sup>c</sup>	725	1,600	.8	1.0	465	1,000	.6	.9

<sup>a</sup>Includes full-time and part-time payroll staff only. Excludes nonpayroll staff.  
<sup>b</sup>Numbers for 1993 were estimated and rounded to the nearest 100. Detail may not sum to total because of rounding. See *Methodology*.  
<sup>c</sup>Includes Asians, Pacific Islanders, American Indians, and Alaska Natives.

## Local jail employees

Local jails employed an estimated 165,500 persons on June 30, 1993 (table 11). Including all full-time and part-time, payroll and nonpayroll staff, the total staff grew by more than 100,000 between 1983 and 1993, an increase of 156%.

The staff total included 117,900 correctional officers, the employees most responsible for providing a secure environment and for directly supervising inmates. Correctional officers comprised about 7 in every 10 jail employees in the 3 censuses, 1983-93.

## Characteristics of local jail staff

At midyear 1993 men comprised 70% of all paid jail staff and 76% of correctional officers (table 12). Excluded were nonpayroll jail employees, such as teachers or counselors, who were paid by agencies other than jails.

Between 1988 and 1993 the female staff in local jails nearly doubled, from 25,642 to an estimated 48,000. In 1993 nearly a third of all paid staff and a quarter of correctional officers were women.

The race and ethnic composition of jail staff remained unchanged between 1988 and 1993. White employees made up an estimated 71% of the payroll jail staff in 1993, including 69% of the correctional officers. Blacks comprised 22% of all employees, including 23% of the correctional officers. Hispanics accounted for 6% of the total paid staff and 7% of the correctional officers.

New York City's system, with 15 institutions, had the largest number of facilities.

The 2 jurisdictions with the most inmates, Los Angeles County and New York City, together held more than 38,284, or 8% of the national total.

Overall, the 25 largest jurisdictions on June 30, 1994, had a total population of 149,082 inmates, 10% more

than the 135,060 a year earlier. In 1994, 15 jurisdictions reported having a larger average daily population than in 1993.

Dallas County, Texas, reported the largest single-year growth — 2,123 inmates — and the largest growth from 1988 to 1994 — 5,494. Shelby County (Memphis), Tennessee, reported the largest decrease from 1993 to 1994 — 1,327 inmates.



**Table 13. Local jail employees and the number of inmates per employee, by occupational category and region, midyear 1983, 1988, and 1993**

Region	Number of jail employees <sup>a</sup>			Percent change in staff		Number of inmates per jail employee		
	1983	1988	1993 <sup>b</sup>	1983-93	1988-93	1983	1988	1993
U.S. total								
Total staff	64,560	99,631	165,500	156%	66%	3.5	3.4	2.8
Correctional officers	44,454	73,280	117,900	165	61	5.0	4.7	3.9
Northeast								
Total staff	12,391	23,575	39,500	219%	68%	3.0	2.4	1.9
Correctional officers	9,019	18,262	29,300	225	60	4.1	3.2	2.5
Midwest								
Total staff	13,549	17,720	28,900	113%	63%	2.9	2.9	2.4
Correctional officers	9,022	12,546	20,300	125	62	4.4	4.0	3.5
South								
Total staff	26,116	38,080	66,700	156%	75%	3.4	3.8	3.2
Correctional officers	18,309	28,790	48,600	165	69	4.9	5.0	4.3
West								
Total staff	12,504	20,256	30,400	143%	50%	4.6	4.5	3.4
Correctional officers	8,104	13,682	19,800	144	44	7.1	6.7	5.3

<sup>a</sup>Includes all full-time, part-time, payroll, and nonpayroll staff.  
<sup>b</sup>Data were estimated and rounded to the nearest 100.  
 See *Methodology*.

Throughout the period, 1983-93, the jail staff in the Nation and in every region grew more rapidly than the inmate population. In 1993 jails held 2.8 inmates per employee. The ratio in 1993 was almost a fifth lower than the 3.4 inmates per employee in 1988.

As a measure of workload, the number of inmates per correctional officer also declined, from 4.7 in 1988 to 3.9 in 1993. All four regions had decreases in inmate-to-correctional-officer ratios. The West reported the sharpest decline, from 7.1 inmates per officer in 1983 to 5.3 in 1993.

The smaller facilities had fewer inmates per correctional officer (2.4) than did larger jails (4.6 inmates per officer in the jails with 1,000 or more inmates) (table 14). The jails that were operating with an inmate population at least 10% over their rated capacity had an inmate-to-correctional-officer ratio almost twice that of jails with less than 75% of capacity occupied. Jails with 91% to 110% of capacity filled employed a correctional officer for more than every 4 inmates.

**Inmate-to-staff ratios, 1993**

From 1983 to 1993 the number of U.S. jail employees increased 156%, as the number of correctional officers went up 165% (table 13). Jail staffs in the Northeast had the largest percentage increases — more than tripling in 10 years — while those in the Mid-

west had the smallest, more than doubling.

The South, the region with the largest number of jail employees, registered the greatest regional growth (75%) from 1988 to 1993. The West, with less than half the number of employees in the South, also had the least growth in staff (50%).

**Table 14. The number of inmates per employee in local jails, by size of facility and percent occupied, June 30, 1993**

	Ratio of inmates to employees <sup>a</sup>	
	Total staff	Correc-tional officers
Size of facility <sup>b</sup>		
Fewer than 50 inmates	1.5	2.4
50-249	2.7	3.9
250-499	2.8	4.1
500-999	3.1	4.4
1,000 or more inmates	3.1	4.6
Percent of rated capacity occupied <sup>c</sup>		
Less than 75%	1.9	2.7
75%-90%	2.5	3.6
91%-99%	3.0	4.4
100%-110%	3.0	4.3
More than 110%	3.4	5.0

<sup>a</sup>Includes all full-time, part-time, payroll, and nonpayroll staff.  
<sup>b</sup>Based on the average daily population between July 1, 1992, and June 30, 1993.  
<sup>c</sup>Based on the number of inmates divided by the rated capacity times 100.

**Table 15. Local jail expenditures for the annual period ending June 30, 1983, 1988, and 1993**

Year	Expenditures (in \$1,000's)		
	Total	Operating <sup>a</sup>	Capital <sup>b</sup>
1983	\$2,711,357	\$2,129,748	\$581,609
1988	4,555,649	3,574,940	980,709
1993			
Reported <sup>c</sup>	\$7,749,283	\$5,523,296	\$2,225,987
National estimate <sup>d</sup>	9,628,000	6,860,000	2,769,000

<sup>a</sup>Operating expenditures include total salaries, wages, employer contributions to employee benefits, and other expenditures, such as purchases of food, supplies, and contractual services.  
<sup>b</sup>Capital expenditures include construction costs (for new buildings, major repairs, and improvements), equipment, and land purchase.  
<sup>c</sup>Approximately 29% of all jails (housing 19% of all inmates) were unable to report expenditures. Of the 2,342 facilities that reported complete data, 142 could report expenditures only as part of a larger jurisdictional or governmental unit budget. Expenditures for these facilities were based on the estimated percentages of the total budget applicable to each facility.  
<sup>d</sup>National totals were estimated and rounded to the nearest million dollars. See *Methodology*.

## Annual jail expenditures

Local jails throughout the United States spent a total of slightly over \$9.6 billion during the year ending June 30, 1993 (table 15). This estimated total (not adjusted for inflation) was more than double the \$2.7 billion spent in 1983.

Approximately 71% of all reporting facilities were able to provide data on expenditures in 1993. These jails reported total annual expenditures of nearly \$7.8 billion; operating costs, about \$5.5 billion; and capital expenditures, \$2.2 billion.

Gross salaries and wages, employer contributions to employee benefits, purchases of food, supplies, contractual services, and other current operating costs accounted for 71% of expenditures. Construction costs, major repairs, equipment, improvements, land purchases, and other capital outlays accounted for the remaining 29%. In 1988, operating costs made up 78% of all expenditures; capital outlays, 22%.

### Average operating cost per inmate

Excluding capital outlays in 1993, the average cost to keep one jail inmate incarcerated for a year was \$14,667 (table 16). Over 10 years the cost per inmate had risen 57% from \$9,360. (Adjusted for inflation to 1983 dollars the annual cost per inmate had decreased by 11%.)

The Northeast had the highest average operating expenditure per inmate (\$22,678), and the South, the lowest (\$11,697). Excluding Alaska and the District of Columbia, average annual operating costs per inmate by State were highest in New York (\$29,297) and lowest in Mississippi (\$7,014).

**Table 16. Annual operating costs per inmate in local jails, by region and State, 1983, 1988, and 1993**

Region and jurisdiction	Operating costs per inmate <sup>a</sup>		
	1983	1988	1993 <sup>b</sup>
<b>U.S. total</b>	\$9,360	\$10,639	\$14,667
<b>Northeast</b>	\$16,657	\$17,710	\$22,678
Maine	8,828	14,463	21,200
Massachusetts	11,883	13,962	27,531
New Hampshire	11,749	15,098	22,993
New Jersey	11,120	11,648	17,259
New York	24,297	22,698	29,297
Pennsylvania	10,165	15,046	16,448
<b>Midwest</b>	\$9,020	\$11,036	\$15,721
Illinois	6,529	10,628	13,766
Indiana	7,106	6,820	10,255
Iowa	11,861	15,798	17,399
Kansas	8,681	10,243	18,972
Michigan	10,993	12,347	16,451
Minnesota	12,733	14,778	24,238
Missouri	7,484	9,081	14,575
Nebraska	9,765	12,778	15,198
North Dakota	12,535	17,099	17,607
Ohio	10,341	11,498	18,152
South Dakota	8,038	8,604	13,109
Wisconsin	8,947	11,001	15,057
<b>South</b>	\$7,185	\$8,418	\$11,697
Alabama	5,466	6,905	8,297
Arkansas	7,345	8,837	11,201
District of Columbia	10,845	8,745	--
Florida	9,479	11,718	17,530
Georgia	5,384	6,013	10,259
Kentucky	6,197	8,045	11,416
Louisiana	6,040	5,882	8,404
Maryland	9,957	12,059	16,812
Mississippi	5,696	5,341	7,014
North Carolina	6,040	7,556	12,620
Oklahoma	6,655	7,150	9,397
South Carolina	5,218	6,629	8,438
Tennessee	6,465	7,112	7,675
Texas	6,813	7,386	9,304
Virginia	8,816	11,367	15,872
West Virginia	7,275	8,388	11,474
<b>West</b>	\$8,310	\$9,392	\$14,550
Alaska	25,444	43,836	--
Arizona	10,258	8,279	8,552
California	7,582	8,262	14,134
Colorado	10,661	15,998	19,177
Idaho	7,918	8,331	11,676
Montana	10,464	12,463	13,121
Nevada	16,439	16,087	23,367
New Mexico	8,793	11,657	13,273
Oregon	9,235	13,861	24,345
Utah	8,191	10,272	16,129
Washington	9,947	11,178	15,331
Wyoming	8,912	15,276	20,130

--Not available.

<sup>a</sup>Based on the total operating expenditures of local jail facilities in each State divided by the average daily inmate population for the annual period ending June 30.

<sup>b</sup>Expenditure data for 1993 were underreported. State-level estimates are based on reported data only. See *Methodology*.

**Table 17. The 10 local jails with the largest numbers of inmates or staff, 1993**

All inmates	Number	Juvenile inmates	Number
Los Angeles County Men's Central Jail, CA	6,412	New York City Adolescent Reception/Detention Center, NY	1,091
Harris County 701 Jail, TX	4,200	New York City Correctional Institution for Men, NY	205
Harris County Downtown Central Jail, TX	4,017	Duval County — Goode Pretrial Detention Facility, FL	154
Los Angeles County Pitchess Honor Camp, CA	3,443	Dade County Pretrial Facility, FL	151
Shelby County Justice Center, TN	3,297	Orange County Corrections Division, FL <sup>c</sup>	94
Shelby County Correctional Center, TN	3,154	Baltimore City Detention Center, MD	80
Los Angeles County — North County Correctional Facility, CA	3,077	Maricopa County — Madison Street Jail, AZ	75
Dallas County Lew Sterrett Justice Center, TX	3,072	Broward County Jail, FL	68
Orange County Corrections Division, FL <sup>a</sup>	2,929	Erie County Holding Center, NY	62
Alameda County Jail, CA	2,734	Prince George's County Correctional Center, MD	57
Female inmates	Number	Total staff	Number
Los Angeles County Sheriff's Department Custody Division Headquarters, CA	2,234	Los Angeles County Men's Central Jail, CA	4,451
Harris County Downtown Central Jail, TX	1,888	Harris County Jail, TX	3,511
New York City Singer Center, NY	1,535	Philadelphia Detention Center, PA	1,879
Dallas County Decker Detention Center, TX	728	New York City Motchan Center, NY	1,285
Dallas County Government Center, TX	596	New York City Kross Center, NY	1,153
San Diego County — Las Colinas Women's Detention Facility, CA	509	Westchester County Penitentiary, NY	1,112
Shelby County Justice Center, TN	464	Santa Clara County Jail, CA	1,101
Maricopa County — Estrella Jail, AZ	436	New York City Correctional Institution for Men, NY	986
Santa Clara County Jail, CA	398	Nassau County Correctional Center, NY	967
Orange County Jails — Central Jail Complex, CA	389	Shelby County Correctional Center, TN	933

Note: Excludes facilities in Cook County, IL, Wayne County, MI, Orleans Parish, LA, and Bexar County, TX, for which facility-level data were not reported.

<sup>a</sup>Includes 7 facilities reported as a single jail system.

<sup>b</sup>For facilities with an average daily inmate population of 100 or more.

**Table 18. Inmate deaths in local jails, by cause, during the annual period ending June 30, 1993**

Cause	Number	Percent
Total	647	100 %
Illness/natural cause (excluding AIDS)	290	44.8
Acquired immune deficiency syndrome <sup>a</sup>	63	9.7
Suicide	234	36.2
Homicide	19	2.9
Other <sup>b</sup>	41	6.3

Note: The total number of inmate deaths is underreported. About 10% of all jails (housing 7% of all inmates) were unable to report data on deaths. In addition, of the 410 jails that reported 1 or more inmate deaths, two-thirds were unable to report deaths of inmates who were originally confined to the facility but died elsewhere.

<sup>a</sup>Includes deaths resulting from pneumocystis carinii pneumonia, Kaposi's sarcoma, or other AIDS-related diseases.

<sup>b</sup>Includes deaths resulting from alcohol or drug overdoses (17), accidental injuries (9), attempted escapes (3), and unknown causes (12).

**Table 19. Number of deaths per 100,000 inmates in local jails, by cause, 1983, 1988, and 1993**

Cause	Number of deaths per 100,000 jail inmates <sup>a</sup>		
	1983	1988	1993 <sup>b</sup>
Total	232	199	149
Illness/natural cause (excluding AIDS)	88	82	67
Acquired immune deficiency syndrome	--	20	15
Suicide	129	85	54
Homicide	5	3	4
Other	9	10	9

--Not available.

<sup>a</sup>To compare years, the number of deaths during each annual period ending June 30 was divided by the average daily population and then multiplied by 100,000.

<sup>b</sup>Based on the average daily population of jails that reported data on deaths (434,145).

ed for about 10% of reported inmate deaths; homicide, 3%; and other causes, 6%.

The death rate among jail inmates fell by more than a third between 1983 and 1993, from 232 to 149 per 100,000 inmates (table 19). While the rate of death from illness, including AIDS, remained relatively constant during the period, the rate of suicide declined sharply, from 129 per 100,000 in 1983, to 85 in 1988, to 54 in 1993.

## Inmate deaths

During the year ending June 30, 1993, 647 inmate deaths occurred in the jurisdiction of the jail authorities who provided data on such deaths (table 18). Although asked to report the death of inmates under the jurisdiction of jail authorities, regardless of where the death took place, some facilities

could report only deaths that occurred on the jail premises. In addition, about 10% of all jails were unable to report whether any inmate deaths had occurred in 1993.

In 1993 illness was the leading cause of death in local jails (45%), followed by suicide (36%). Acquired immune deficiency syndrome (AIDS) account-

## Federal jails

In 1993 the Federal Bureau of Prisons maintained a small number of detention facilities that functioned as jails. These were not counted among the city, county, or regional adult detention facilities called local jails in this report. Local facilities, however, did hold about 12,000 persons for Federal authorities, according to data reported by 90% of all facilities.

At midyear 1993 the Bureau of Prisons operated 7 jails, holding 5,899 persons who were awaiting adjudication or serving a sentence, usually of a year or less.

### *Inmate demographics*

Ninety-three percent of Federal jail inmates were men, a slightly higher proportion than in local jails (90%). Seventy-two percent were white, 25% were black, and 3% were Asians, Pacific Islanders, American Indians, or Alaska Natives.

### *Conviction status*

Slightly more than half of the Federal inmates were unconvicted and were awaiting arraignment, trial, or the completion of their trial.

### *Facility capacity*

The 7 Federal jails had a combined rated capacity of 3,810—the population being 155% of that capacity. The percentage occupied was about 50% higher than that of local jails of comparable size.

### *Inmate deaths*

Eight inmates died while under the jurisdiction of Federal jail authorities

during the annual period ending June 30, 1993. Four deaths resulted from illness or natural causes, two were suicides, and two were drug overdoses.

### *Staff*

Seventy-five percent of Federal jail employees were male, a higher percentage than the 70% of employees for local facilities. A majority of the Federal jail employees were correctional officers.

Overall, there were 2.9 inmates per staff member in Federal jails, about the same as in local facilities where the ratio was 2.8 inmates per employee. However, the number of inmates per correctional officer (5.5) was higher than in local jails with 500 to 999 inmates (4.4).

### *Expenditures*

Federal jail expenditures totaled slightly more than \$166 million during the annual period ending June 30, 1993, excluding those at the Guaynabo, Puerto Rico, facility, in operation only a few months at the time of the census. Gross salaries and wages, employer contributions to employee benefits, purchases of food, supplies, contractual services, and other current operating costs accounted for 76% of expenditures. Construction costs, major repairs, equipment, improvements, land purchases, and other capital outlays made up the remaining 24%.

The average cost to house one Federal jail inmate during the year ending June 30, 1993, exclusive of capital expenditures, was \$22,773, compared to \$14,667 among local jails.

Characteristic	
Number of facilities	7
Number of inmates	5,899
Male	5,490
Female	409
White	4,271
Black	1,462
Other	166
Status of inmates	
Convicted	47%
Unconvicted	53%
Rated capacity	3,810
Percent of capacity occupied	155%
Inmate deaths during annual period ending June 30, 1993	8
Cause	
Illness/natural cause	4
AIDS	0
Suicide	2
Homicide	0
Other <sup>a</sup>	2
Number of employees	2,009
Male	1,499
Female	510
Administrators	89
Correctional officers	1,080
Clerical and maintenance	263
Educational	26
Other <sup>b</sup>	551
Number of inmates per employee	
All employees	2.9
Correctional officers	5.5
Annual expenditures <sup>c</sup>	
Total	\$166,297,143
Capital	39,360,670
Operating	126,936,473
Operating cost per inmate <sup>d</sup>	\$22,773

Note: Facilities are in Los Angeles, CA, San Diego, CA, Miami, FL, Chicago, IL, New York, NY, Otisville, NY, and Guaynabo, PR.

<sup>a</sup>Drug overdose.

<sup>b</sup>Professional and technical workers, such as public health service employees, case managers, facility managers, and transportation specialists.

<sup>c</sup>Excludes Guaynabo, PR, which had operated for only 4 months and was not fully occupied or staffed at the time of the census.

<sup>d</sup>Calculated by dividing operating costs for all facilities by average daily population (5,574).

## Factors behind the growing jail population

### *An increasing number of arrests*

Underlying the dramatic growth of the Nation's local jail population after 1983 was a rise in the number of arrests, from 11.7 million in 1983 to 14.0 million in 1993 (table 20). Over the 10-year period, the total number of arrests grew at an annual rate of 1.8%. For some offenses the annual rate of growth was substantially greater: simple assault (7.6%), aggravated assault (5.8%), drug abuse violations (5.4%), and weapons violations (3.9%).

The increase in arrests resulted in a growing number of admissions to local jails. On June 30, 1993, an estimated 26,800 persons were officially booked and admitted to local jails, and an additional 9,500 inmates were transferred in from other facilities or re-admitted after having been temporarily released. The estimated number of new admissions totaled nearly 9.8 million for 1993, up from an estimated 6.0 million in the annual period ending June 30, 1983.

Among inmates facing felony charges, the likelihood of being held in a local jail prior to the disposition of their case remained nearly the same between 1988 and 1992. Based on the biennial National Pretrial Reporting Program, which describes State felony defendants in the Nation's 75 most populous counties, an estimated 37% were held awaiting disposition in 1992. Roughly the same percentage was detained in 1988 (34%) and 1990 (35%).<sup>1</sup>

<sup>1</sup>*Pretrial Release of Felony Defendants*, BJS Bulletins, 1988 (February 1991, NCJ-127202), 1990 (November 1992, NCJ-139560), and 1992 (November 1994, NCJ-148818).

**Table 20. Arrests and admissions to local jails, 1983, 1988, and 1993**

Year	Number of persons arrested		Number of admissions to local jails	
	Total	Adults <sup>a</sup>	Total <sup>b</sup>	New admissions <sup>c</sup>
1983	11,700,500	9,735,000	8,084,344	5,979,000
1988	13,812,300	11,588,000	9,669,954	7,152,000
1993	14,036,300	11,633,000	13,245,000	9,796,000
Percent change, 1983-93	20.0%	19.5%	63.8%	--

Note: Arrest data are from *Crime in the United States* (FBI, 1983, 1988, and 1993).

--Not calculated.

<sup>a</sup>The number of adult arrests was estimated by multiplying the total estimated number of arrests by the proportion of persons arrested who were age 18 or older in reporting agencies.

<sup>b</sup>Total admissions include new admissions, transfers from other facilities, and readmissions. The total number of admissions in 1993 was estimated by multiplying the number of admissions on June 30, 1993, by 365 and then rounding to the nearest 1,000.

<sup>c</sup>Includes all persons officially booked in local jails. Excludes transfers, returns from escape, work release, weekend sentences, medical appointments, and court appearances. New admissions for 1983 and 1988 were estimated.

### *More felons sentenced to local jails*

The impact of more arrests and jail admissions was compounded by a growing number of felons receiving a sentence to a local jail. Between 1986 and 1992 the number of convicted felons sentenced to confinement in local jails almost doubled:

Year	Felons sentenced to local jails	
	Number	Percent of all convicted felons
1986	122,400	21%
1988	176,000	26
1990	207,300	25
1992	232,300	26
Percent change, 1986-92	90%	

Sources: *Felony Sentences in State Courts* (1986, 1988, 1990, and 1992).

### *Jail inmates received about the same average sentences*

Growth in the local jail population between 1983 and 1993 was not the result of longer sentences. Results from the National Judicial Reporting Program (NJRP) indicate that between 1988 and 1992, years in which comparable data on felons sentenced to local jails are available, the average (mean) maximum jail sentence among those entering jail remained constant. In 1988 and 1992 felons sentenced to a local jail received a mean sentence of 7 months.<sup>2</sup>

Data from the 1983 and 1989 surveys of inmates in local jails also reveal no significant changes in the sentence lengths received by sentenced inmates overall, including felons and misdemeanants. About 50% of the jail inmates had been convicted and sentenced at the time of both surveys.<sup>3</sup> Between 1983 and 1989 there was an increase in the mean

<sup>2</sup>*Felony Sentences in State Courts*, BJS Bulletins, 1988 (December 1990, NCJ-126923), 1990 (March 1993, NCJ-140186), and 1992 (January 1995, NCJ-151167).

<sup>3</sup>*Profile of Jail Inmates, 1989*, BJS Special Report (April 1991, NCJ-129097).

sentence (from 14 months to 17 months) but there was no change in the median. In both years half of the sentenced inmates had received a sentence of 6 months or less.

*More drug offenders incarcerated in local jails*

The largest source of growth among inmates in local jails was drug law violators. Based on data from inmate surveys in 1983 and 1989, the number of jail inmates charged or convicted of drug offenses rose from 20,800 to 91,000. In 1983 about 1 of every 10 inmates were in jail for a drug offense; in 1989 nearly 1 of every 4 were in jail for drugs. From 1983 to 1989 the increase in the number of persons in jail for drug offenses accounted for more than 40% of the total increase in the jail population.

Between 1983 and 1989 the percentage of jail inmates decreased for violent offenses (from 30.7% to 22.5%) and property offenses (from 38.6% to 30.0%), but increased for public-order offenses (from 20.6% to 22.8%). During this period the total number of inmates increased in every category: Violent offenders increased from 68,600 to 89,000; property offenders from 86,300 to 118,700; and public-order offenders from 46,100 to 90,200.

Although offense information for more recent years is not available, estimates may be made using 1989 percentages. Assuming no change in the percentage distributions, the

estimated number of drug offenders in local jails in 1993 was more than 105,800, representing a 5-fold increase since 1983.

*More jail inmates held for State/Federal authorities*

The Nation's jail population also grew between 1983 and 1993 as a result of crowding in State and Federal prisons. On June 30, 1993, nearly 12% of all jail inmates were prisoners being held for State or Federal authorities (table 21). An estimated 53,900 inmates were held for State or Federal authorities in 1993, up from 17,281 in 1983.

Between 1983 and 1993 the number of inmates held for State or Federal authorities grew at twice the rate of the inmate population overall (212% compared with 106%).

Approximately 34,200 jail inmates in 1993 were in local facilities as a direct result of crowding in State or Federal facilities (representing 7.4% of all jail inmates). The other 19,700 inmates held for State or Federal authorities were in jail for other reasons, such as awaiting transfer or early release (pending completion of paperwork or transportation), participating in special programs, and having special security needs.

**Methodology**

*Census of Jails*

The 1993 Census of Jails was the sixth in a series of data collection efforts aimed at studying the Nation's locally administered jails. Previous censuses were conducted in 1970, 1972, 1978, 1983, and 1988. As in previous censuses, the U.S. Bureau of the Census collected the data for the Bureau of Justice Statistics.

The 1993 census included all locally administered confinement facilities (3,287) that hold inmates beyond arraignment and are staffed by municipal or county employees. The census also included 17 jails that were privately operated under contract for local governments and 7 facilities maintained by BOP and functioning as jails.

Excluded from the census were temporary holding facilities, such as drunk tanks and police lockups, that do not hold persons after they are formally charged in court (usually within 72 hours of arrest). Also excluded were State-operated facilities in Alaska, Connecticut, Delaware, Hawaii, Rhode Island, and Vermont, which have combined jail-prison systems. Five locally operated jails in Alaska were included.

The mailing list used for the census was derived from the National Justice Agency List, which is maintained by the Bureau of the Census for BJS. The census forms were mailed to 3,506 facilities on June 22, 1993. Twenty-eight jails were added to the initial mailing, and 230 were deleted, resulting in a total of 3,304 facilities.

After extensive followup, including additional mail requests and repeated telephone contacts, all jails (except those in one jurisdiction) provided data for four critical items — number of inmates, average daily population, rated capacity, and sex of inmates housed. Data on these four items for the nonresponding jails were imputed

**Table 21. Inmates held in local jails for State or Federal authorities, 1983, 1988, and 1993**

Year	All jail inmates held for State or Federal authorities		Jail inmates held because of crowding elsewhere <sup>a</sup>	
	Number	Percent	Number	Percent
1983	17,281	7.7%	6,470	2.9%
1988	36,737	10.7	23,186	6.8
1993 <sup>b</sup>	53,900	11.7	34,200	7.4

<sup>a</sup>Includes inmates held as a direct result of crowding in State or Federal institutions.  
<sup>b</sup>Because of nonresponse, all numbers for 1993 were estimated. See *Methodology*.

based on data reported in the 1994 Annual Survey of Jails.

Completed forms with data for all or most items were received for 2,981 jails, resulting in a 90% response rate. These reporting jails housed 93% of all local jail inmates on June 30, 1993.

#### Estimation procedures

Because there was nonresponse and incomplete data on all census items except the four critical items, national totals had to be estimated. The following procedures were used to estimate totals when data were incomplete:

1. Each item was first assessed for coverage and internal consistency. For purposes of estimating the totals, extreme values were examined and then verified by checking other census information or calling the respondents. Detailed categories were also checked to determine if they summed to the reported totals.
2. To provide a national total, item values were summed and then multiplied by a nonresponse adjustment factor (NAF). For most estimates, the NAF was a ratio of the total number of inmates in all jails to the number of inmates in jails that reported valid data. Ratios based on inmate counts were used to estimate the number of adults (table 1), the number of in-

**Appendix table 1. Standard error estimates for the 1994 Annual Survey of Jails**

Characteristic	Estimate	Standard error	Relative standard error (percent)
<b>One-day count</b>			
All inmates	490,442	2,471	.5%
Adults	483,717	2,459	.5
Male	434,838	2,331	.5
Female	48,879	384	.8
Juveniles	6,725	174	2.6
Held as adults	5,139	128	2.5
Held as juveniles	1,586	104	6.6
<b>Average daily population</b>	479,757	2,156	.5%
<b>Rated capacity</b>	504,324	3,221	.6%
<b>Sex</b>			
Male	441,219	2,339	.5%
Female	49,223	389	.8
<b>Race/Hispanic origin</b>			
White non-Hispanic	183,762	1,932	1.1%
Black non-Hispanic	206,278	1,862	.9
Hispanic	72,348	930	1.3
Other	7,344	331	4.5

mates by sex and age (table 2), conviction status by sex (table 6), the number of staff by occupational category and region (tables 11 and 13), and payroll staff by sex and race (table 12). Ratios based on the total average daily population were used to estimate total expenditures (table 15).

3. Estimates of detailed categories were further adjusted so that for each item the sum of the detail equaled the estimated total. For example, the estimated numbers of male and female adult inmates were ratio adjusted so that the final estimates summed to the total number of adult inmates.

4. All estimates of inmates and staff were rounded to the nearest 100. Expenditures were rounded to the nearest million dollars.

5. All rates, ratios, and percentage distributions in this report are based on reported data only.

#### Annual Survey of Jails

In each of the 4 years between the full censuses, a survey of jails is conducted to estimate baseline characteristics of the Nation's jails and the inmates housed in these jails. The 1994 Annual Survey of Jails is the 10th such survey in a series begun in 1982. The reference date for the 1994 survey was June 30, 1994.

Using information from the 1993 Census of Jails, a new sample of jail jurisdictions was selected for the 1994 survey. A *jurisdiction* is a county (parish in Louisiana) or municipal government that administers one or more local jails. The sample included all jails in 796 selected jail jurisdictions and 23 multijurisdiction jails. A *multijurisdiction jail* is one in which two or more jurisdictions have a formal agreement to operate the facility.

**Appendix table 2. Standard error estimates for the number of inmates and rated capacity for the Annual Survey of Jails, selected years, 1984-94**

Year	Number of inmates			Rated capacity		
	Number	Estimated standard error	Relative standard error (percent)	Number	Estimated standard error	Relative standard error (percent)
1994	490,442	2,471	.50%	504,324	3,221	.64%
1992	444,584	2,076	.47	449,197	2,693	.60
1991	426,479	2,151	.50	421,237	2,522	.60
1990	405,320	1,778	.44	389,171	2,249	.58
1989	395,553	1,583	.40	367,769	2,042	.56
1987	295,873	1,687	.57	301,198	2,192	.73
1986	274,444	1,465	.53	285,726	2,093	.73
1985	256,615	1,459	.57	272,830	2,062	.76
1984	234,500	1,105	.47	261,432	1,911	.73

In drawing the sample for 1994, jail jurisdictions were first stratified into two groups: single-jurisdiction jails and multijurisdiction jails. All of the multijurisdiction jails were included in the survey. The remaining jurisdictions were then further stratified into two groups: jurisdictions with jails authorized to hold juveniles and jurisdictions with jails holding adults only. Jurisdictions were then selected based on the average daily population in the 1993 census. All jails in 203 jurisdictions were automatically included if the jurisdiction held juveniles and had an average daily population of 250 or more inmates in 1993 or if it held only adults and had an average population of 500 or more. The other jurisdictions (593) were then selected based on stratified probability sampling.

Data were obtained by mailed questionnaires. After followup phone calls to nonrespondents, the response rate for the survey was 100%.

National estimates for the inmate population on June 30, 1994, were produced by sex, race/Hispanic origin, and age group and for the average daily population during the year ending June 30, 1994. National estimates were also produced for rated capacity.

#### *Sampling error*

Survey estimates have an associated sampling error because jurisdictions with smaller average daily populations were sampled for the survey. Estimates based on the sample survey may differ somewhat from the results of conducting a complete census. Different samples could yield somewhat different results. *Standard error* is a measure of the variation among the estimates from all possible samples, stating the precision with which an estimate from a particular sample approximates the average of all possible samples. The estimated relative sampling error for the total inmate population of 490,442 on June 30, 1994, was 0.50%. (See appendix tables 1 and 2.)

Results presented in this Bulletin were tested to determine whether differences between 1993 census counts and 1994 survey estimates were statistically significant. All differences mentioned in the report meet or exceed the 95-percent confidence level.

#### *Measures of population*

Two measures of inmate population are used: the average daily population for the year ending June 30 and the inmate count on June 30 of each year. The average daily population balances out any extraordinary events that may render atypical the inmate count on June 30. The June 30 count provides data on characteristics of inmates, such as race, Hispanic origin, and age, that may not be available on an annual basis.

#### *Juveniles*

State statutes and judicial practices allow juveniles to be incarcerated in adult jails under a variety of circumstances. Because of the differing statutes and practices, however, accurate and comparable data on juveniles are difficult to collect. The 1994 Annual Survey of Jails provides new and more accurate estimates of the juvenile population. For the first time the survey provides estimates of the total number of jail inmates under age 18, the number held as adults, and the number held as juveniles. New sampling procedures were also introduced in 1994 to minimize the standard errors of these estimates. By stratifying jurisdictions based on the authority to house juveniles, the precision of the juvenile counts was improved.

The Bureau of Justice Statistics is the statistical agency of the U.S. Department of Justice. Jan M. Chaiken, Ph.D., is director.

BJS Bulletins are a publication series that presents the first release of findings from permanent data collection programs.

Craig Perkins, James Stephan, and Allen Beck of the Bureau of Justice Statistics wrote this Bulletin. Tom Bonczar and Darrell Gilliard provided statistical assistance. Tom Hester edited the report. Priscilla Middleton provided production assistance. The report was published under the direction of Marilyn Marbrook, assisted by Yvonne Boston and Jayne Robinson.

James Stephan managed the collection of the 1993 census. Collection and processing of the census were conducted by Martha Greene, Henrietta Herrin, Lisa McNelis, and Richard Meyer, U.S. Bureau of the Census, under the supervision of Stephanie Brown. Susan Kline, Federal Bureau of Prisons, was the collection agent for the Federal facilities.

Darrell Gilliard and Allen Beck managed the collection of the 1994 survey. Collection and processing of the survey were conducted by Pamela Butler and Lisa McNelis, U.S. Bureau of the Census, under the supervision of Alan Stevens.

April 1995, NCJ-151651