



# OFFICE OF DETENTION FACILITIES

**Annual Report**

2022

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# A LETTER FROM THE DIRECTOR

Wisconsin Department of Corrections' Office of Detention Facilities (ODF) has statutory authority, in accordance with WI Statute §301.37, for the regulation and oversight of local detention facilities including county jails, secure juvenile detention centers, secured residential care centers for children and youth, houses of correction, Huber facilities and municipal lockups.

Through administrative code, our Department establishes reasonable standards for the design, construction, repair, maintenance, operation and management of these facilities.

Regionally-located Detention Facilities Specialists conduct annual inspections of each facility, provide technical support and staff training to local jurisdictions, and coordinate various efforts to assist sheriffs, police chiefs, jail administrators, superintendents and other local officials in the operation and management of their facilities.

ODF works to message nationally recognized correctional best practices and applicable state and federal statutes that are designed to mitigate risk and reduce liability in detention settings. Managing and operating safe, secure, and humane facilities promotes safer Wisconsin communities and improves successful offender reentry.

On the next page, please find the names of ODF team members, their respective geographical areas of responsibility and their contact information. We strive to be accessible and responsive, and are eager to assist our local partners in any way that we can.

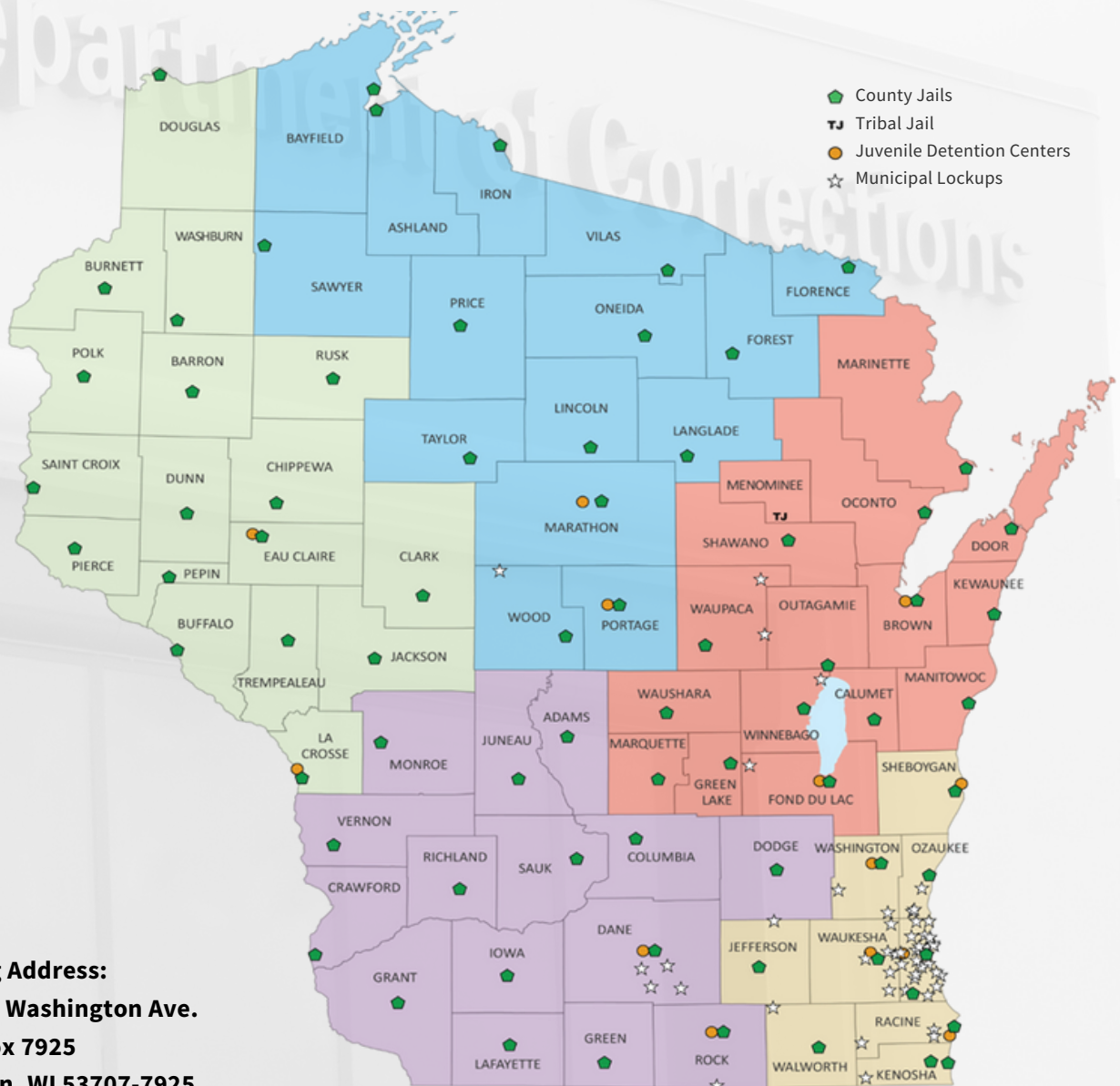
Sincerely,

Greg Bucholtz

Director, Office of Detention Facilities

# REGIONAL MAP

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# THE OFFICE OF DETENTION FACILITIES

## **Authority and History**

The Wisconsin Department of Corrections (DOC) is charged with establishing standards and regulations for the design, construction, repair and maintenance of local places of detention and inspecting them with respect to their methods of treatment, management, safety, security, sanitation, adequacy and fitness.

This is performed by the Office of Detention Facilities (ODF), a unit of the DOC in the Office of the Secretary. The ODF is committed to ensuring the safety of the public, staff, persons in custody, and juveniles in these facilities, as well as maintaining a secure, clean, healthful and constitutionally compliant environment for persons confined.

## **Applicable Administrative Rules and State Statutes**

- DOC 346—Secure Detention for Juveniles
- DOC 347—Secured Residential Care Centers for Children & Youth
- DOC 348—Huber Facilities
- DOC 349—Municipal Lockup Facilities
- DOC 350—Jails
  
- WI State Statute 301.03 (5)
- WI State Statute 301.36
- WI State Statute 301.37
- WI State Statute 302



# JAIL INSPECTION IN WISCONSIN HISTORY

- 1871** Legislation is enacted delegating responsibility of inspection and supervision of municipal and county jails to the State Board of Charities and Reform.
- 1872** State Board of Charities and Reform Secretary is the first state official to inspect jails.
- 1910** The State Board of Control assigns Probation & Parole Agents responsibility of inspecting jails and lockups, but the practice was discontinued due to the inexperience of agents in this area and their large caseloads.
- 1913** The Legislature provides the appointment of two jail inspectors charged with the responsibility of “visiting” every jail and lockup at least once per year.
- 1925** Regular jail inspections are discontinued.
- 1940** One full-time inspector is appointed to cover the entire state.
- 1958** The Division of Corrections is provided two full-time detention supervisors.
- 1975** The Division of Corrections is provided five full-time detention supervisors assigned to various Probation and Parole regional offices.
- 1989** The Legislature creates the Office of Detention Facilities (ODF) and position of Office Director responsible to the Division of Probation and Parole administration.
- 1996** ODF is assigned to the DOC’s Office of the Secretary in agency reorganization.

# ODF FUNCTIONS

## Annual Inspections

ODF is responsible for annually inspecting the safety, security, sanitation, adequacy, fitness and management of locally-operated places of detention, as defined in WI State Statute 301.37. These include the following: 75 county jails, 1 house of correction, 1 tribal jail, 48 municipal lockups, 1 Huber facility, 12 secure juvenile detention facilities, and court holding areas

## Development of New Facilities

ODF plays a significant role in the planning, design, development, construction and occupancy of new building projects. ODF Specialists serve as a key resource throughout the process, providing technical assistance and support to county officials, sheriff's offices, architects and others. Involving ODF staff early in the planning stages assists local officials in the development of effective programs and efficient facilities that reflect correctional best practices.

It should be noted that there were numerous jail and municipal lockup facility construction projects throughout the year in all ODF regions of the state that encompassed substantial renovations and new facility construction that involved a significant amount of ODF Specialist time and effort. Of particular note, ODF Specialists worked diligently on the design and planning of the state's first two Secured Residential Care Centers for Children and Youth that will be located in the counties of Milwaukee and Racine.

## Incident Reviews

The Office of Detention Facilities reviews the circumstances of reportable events that occur in county jails, municipal lockups, houses of correction, secure juvenile detention facilities, unlocked Huber centers, and all other facilities as ordered. These events include the death of a person in custody, a suicide attempt resulting in hospitalization or provision of medical treatment for a life-threatening injury, a person in custody or staff hospitalization due to an injury caused by assault or use of force, an escape/escape attempt from secure custody, and significant damage to the facility affecting the safety or security of the facility. The purpose of the review is to examine the incident as it relates to administrative rules and state statutes, and the ongoing evaluation of detention facility operations.

## Correspondence

The Office of Detention Facilities receives and responds to inquiries and communications from persons in custody and their families, the Governor's Office, legislators, media representatives, other public officials, and community members.

### **Regional Meetings**

To promote information sharing and networking among local jurisdictions and the DOC, Detention Facilities Specialists coordinate regional meetings with various detention staff throughout the year. These meetings may include sheriffs, jail personnel (administrators, corrections staff, medical/mental health professionals, chaplains, and program coordinators), secure juvenile detention superintendents and other DOC staff. In addition, meetings often include participation of other state agencies such as the Department of Justice Training and Standards Bureau, the Department of Children and Families, and the Department of Health Services. Regional meetings are an excellent means of disseminating information, providing technical assistance, and discussing issues of mutual concern.

### **Public Meetings**

The Detention Facilities Specialists regularly attend public meetings of county boards, county board subcommittees, criminal justice coordinating councils, design development and construction committees, and various community groups when invited. Meetings often focus on the planning and construction of new facilities, as well as other detention issues. Topics may include statute and administrative rule interpretations as well as correctional best practices from national organizations such as the American Correctional Association, American Jail Association, National Commission on Correctional Health Care, and the National Institute of Corrections.

### **Specialized Training and Conferences**

Training plays an important role in the development of professional staff and safe and sound correctional practices, operations and management. ODF staff provide a variety of training opportunities throughout the year to detention facility staff and present at both state and national conferences. ODF staff develop, deliver and coordinate training opportunities through conferences, specialized programs, and state required officer training programs. ODF staff are involved with the annual planning of the Wisconsin Jail Association Conference, Jail Administrators Conference, and Juvenile Superintendents Conference.

### **Data Collection and Review**

ODF also functions as a data repository for a variety of information provided by each county on a monthly and annual basis. Annually, ODF collects county admissions (adult and juvenile) for the previous calendar year, as well as cases referred to mental health as required under §302.383, Wis. Stats. Monthly data is collected and compiled for each county's average daily population that includes the facility's capacity, head count and percentage of capacity, Huber capacity and count, the number of persons being housed for other facilities and in other facilities, gender, and the number of persons on electronic monitoring. Data is also maintained for all in-custody deaths. Additionally, ODF has been responsible for compiling monthly data on the number of persons awaiting transfer to prison from each of the county jails.



# ADULT COUNTY JAIL ADMISSIONS

**Table 1. Wisconsin County Jail Admissions by County (2015-2022)**

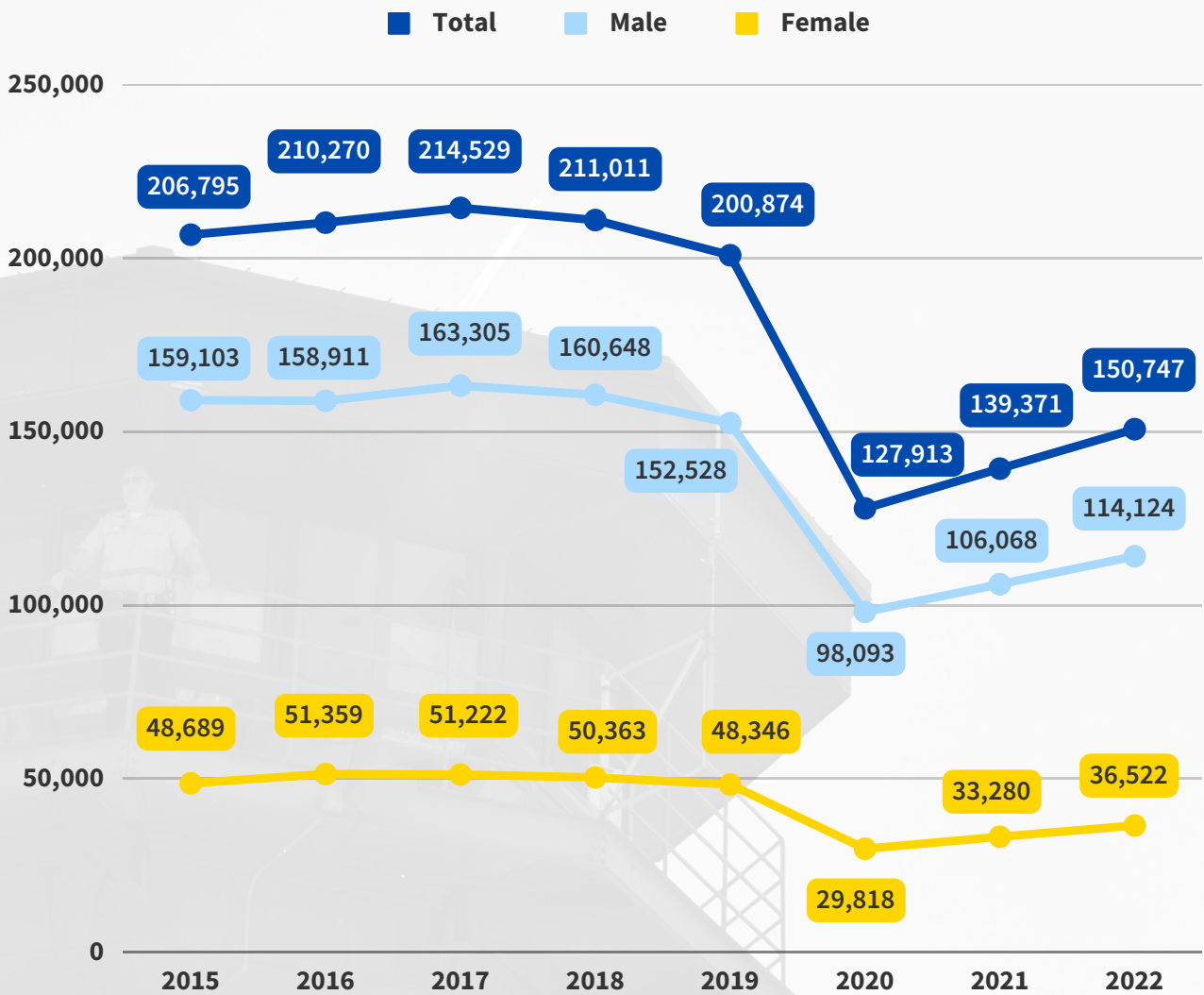
County	2015	2016	2017	2018	2019	2020	2021	2022	% Change (2021-2022)
Adams	1,120	1,157	1,090	980	1,080	891	528	560	6.1%
Ashland	1,069	1,145	1,184	1,081	952	498	534	521	-2.4%
Barron	2,460	2,351	2,349	2,135	1,877	945	974	1,060	8.8%
Bayfield	726	806	734	723	636	396	437	489	11.9%
Brown	10,001	9,678	9,389	9,129	9,007	6,291	7,001	7,182	2.6%
Buffalo	491	493	490	483	459	260	301	327	8.6%
Burnett	1,020	1,109	1,197	1,170	1,201	566	788	836	6.1%
Calumet	992	1,107	1,181	1,185	1,227	850	898	976	8.7%
Chippewa	2,851	2,966	3,346	3,196	1,655	1,828	2,132	2,330	9.3%
Clark	929	1,085	1,054	1,071	756	452	530	656	23.8%
Columbia	2,957	3,014	3,080	3,027	3,099	2,315	2,692	2,687	-0.2%
Crawford	435	491	661	648	568	312	389	522	34.2%
Dane	12,575	12,717	12,803	12,365	13,188	8,756	9,784	11,451	17.0%
Dodge	4,286	4,362	4,535	3,977	3,877	2,934	2,960	3,324	12.3%
Door	899	934	939	877	889	590	654	787	20.3%
Douglas	3,215	2,829	2,723	2,547	2,670	1,435	1,377	1,780	29.3%
Dunn	2,154	2,114	2,221	2,077	2,011	997	834	1,389	66.5%
Eau Claire	4,764	4,830	4,913	4,973	4,883	2,607	2,665	2,964	11.2%
Florence	154	154	141	225	141	104	125	164	31.2%
Fond du Lac	3,286	3,313	3,433	3,277	3,317	2,420	2,784	2,842	2.1%
Forest	883	1,019	891	889	895	729	746	769	3.1%
Grant	1,171	1,224	1,352	1,215	1,242	661	879	981	11.6%
Green	663	625	638	658	652	457	514	537	4.5%
Green Lake	834	970	1,591	1,632	1,426	1,040	550	784	42.5%
Iowa	940	1,029	1,106	1,047	919	551	684	765	11.8%
Iron	257	331	328	251	265	162	318	313	-1.6%
Jackson	1,326	1,370	1,417	1,416	1,245	732	712	693	-2.7%
Jefferson	2,557	2,724	2,834	2,780	2,851	1,757	2,494	2,663	6.8%
Juneau	1,280	1,305	1,469	1,605	1,407	1,315	1,478	979	-33.8%
Kenosha	7,926	7,994	8,290	7,863	7,691	4,485	4,714	5,529	17.3%

Kewaunee	573	557	528	510	516	416	460	545	18.5%
La Crosse	5,401	5,562	5,700	5,625	5,072	2,547	2,596	3,175	22.3%
Lafayette	442	266	358	475	499	294	416	458	10.1%
Langlade	1,143	1,190	1,336	1,273	1,247	523	583	704	20.8%
Lincoln	1,538	1,685	1,555	1,479	1,407	689	915	1,052	15.0%
Manitowoc	2,912	2,946	3,163	3,026	3,125	1,718	2,014	2,109	4.7%
Marathon	4,993	5,238	5,325	5,209	4,523	2,099	2,241	3,287	46.7%
Marinette	1,947	2,000	1,780	1,687	1,585	1,560	1,700	1,700	0.0%
Marquette	628	827	802	847	764	728	844	820	-2.8%
Milwaukee	31,690	31,709	32,973	33,065	31,658	17,716	16,430	15411	-6.2%
Monroe	2,480	2,651	2,991	2,856	2,473	1,618	1,820	2,159	18.6%
Oconto	1,436	1,571	1,755	1,822	1,704	1,268	1,497	1,456	-2.7%
Oneida	1,937	2,468	2,340	2,451	2,103	1,252	1,372	1,777	29.5%
Outagamie	5,909	5,991	6,418	6,058	5,971	3,921	4,567	4,657	2.0%
Ozaukee	2,621	2,794	2,945	3,100	2,835	1,634	2,164	2,241	3.6%
Pepin	318	337	337	235	231	112	155	142	-8.4%
Pierce	1,133	1,200	1,285	1,200	1,049	611	847	1,019	20.3%
Polk	1,412	1,377	1,504	1,505	1,434	1,159	1,326	1,179	-11.1%
Portage	1,726	1,799	1,851	1,782	1,556	952	1,298	1,492	14.9%
Price	377	261	561	454	497	416	327	383	17.1%
Racine	9,090	8,705	8,141	9,153	9,190	5,694	6,372	7,365	15.6%
Richland	679	638	652	692	595	405	598	632	5.7%
Rock	5,894	5,580	5,740	5,704	5,503	2,739	3,505	4,111	17.3%
Rusk	1,136	849	808	762	503	426	642	565	-12.0%
Sauk	2,942	2,858	3,039	3,092	2,922	2,194	2,879	2,816	-2.2%
Sawyer	1,453	1,496	1,614	1,676	1,232	1,115	1,571	847	-46.1%
Shawano	2,208	2,532	2,450	2,496	2,413	2,109	2,011	2,169	7.9%
Sheboygan	3,424	3,335	3,411	3,466	3,514	2,277	2,367	2,639	11.5%
St. Croix	3,034	2,904	3,196	3,087	3,047	2,491	2,416	2,735	13.2%
Taylor	766	877	744	684	615	470	492	551	12.0%
Trempealeau	894	944	959	1,055	978	652	760	690	-9.2%
Vernon	782	1,008	993	932	1,047	439	537	564	5.0%
Vilas	1,443	1,376	1,558	1,447	1,476	941	1,072	995	-7.2%
Walworth	3,332	3,366	3,763	3,520	3,470	2,474	2,855	2,873	0.6%
Washburn	764	869	878	716	641	462	484	539	11.4%
Washington	4,188	4,240	4,514	4,250	4,219	2,976	3,340	3,397	1.7%
Waukesha	8,191	8,294	6,355	6,692	5,898	3,954	4,791	7,199	50.3%
Waupaca	2,151	2,252	2,217	2,200	2,024	1,290	1,816	1,462	-19.5%
Wausara	1,127	1,266	1,366	1,321	1,105	805	914	813	-11.1%
Winnebago	5,515	5,982	6,394	6,050	5,188	3,909	3,037	3,038	0.0%
Wood	2,945	3,224	2,851	2,855	2,959	1,520	1,864	2,121	13.8%
<b>TOTAL</b>	<b>206,795</b>	<b>210,270</b>	<b>214,529</b>	<b>211,011</b>	<b>200,874</b>	<b>127,971</b>	<b>139,397</b>	<b>150,747</b>	<b>8.1%</b>

Note: 2017 bookings for Milwaukee County do not include bookings by the House of Correction between December 10-31, 2017.

**Figure 1. Wisconsin County Jail Admissions by Gender (2015-2022)**

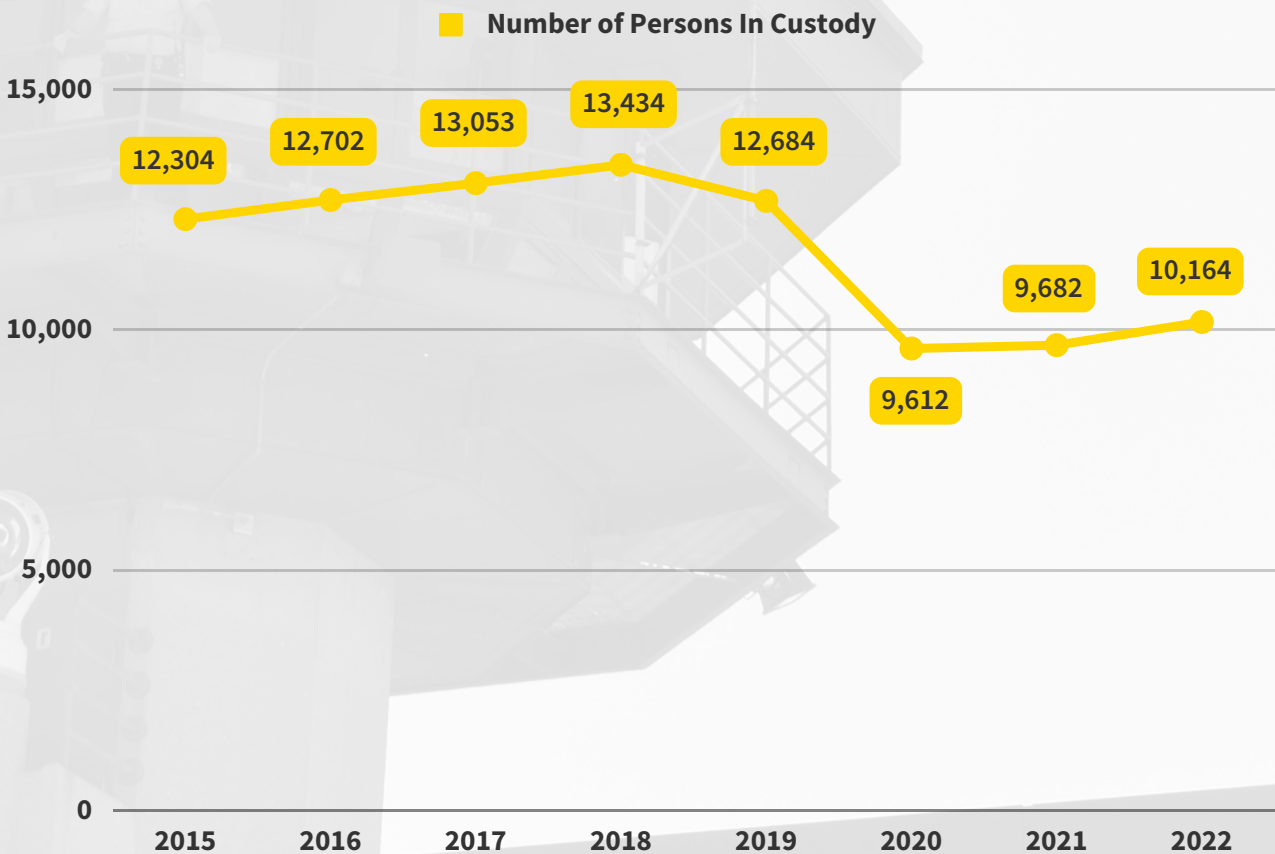
Total admissions (bookings) are reported to ODF annually by each county jail. 2022 admissions consisted of 114,124 male, 36,522 female, and 101 non-gendered admissions for a total of 150,747.



# ADULT COUNTY JAIL AVERAGE DAILY POPULATIONS (ADP)

**Figure 2. Wisconsin County Jail ADP by Year (2015–2022)**

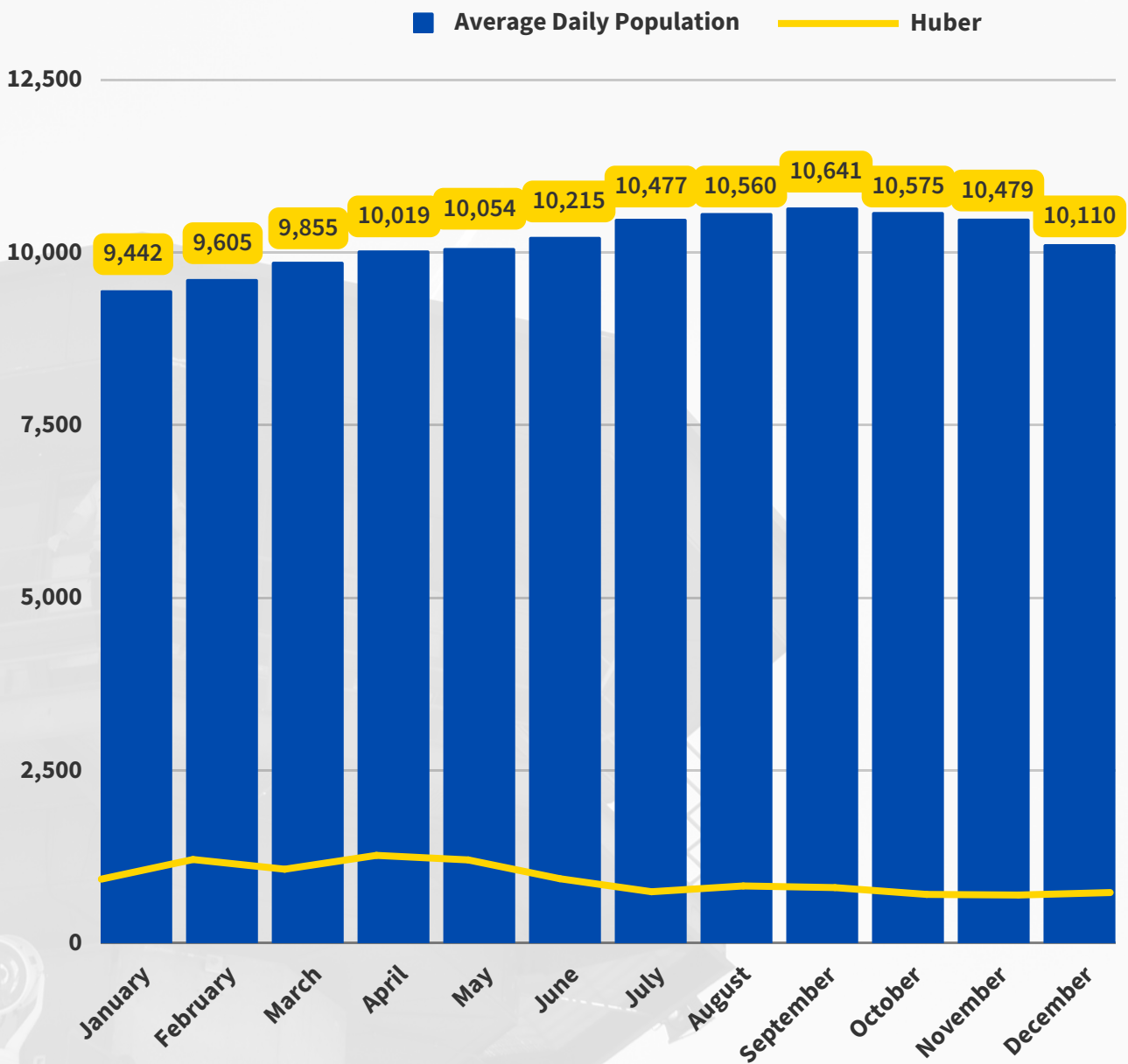
The ADP in Wisconsin’s county jails increased 9.1% between 2015 and 2018 from 12,304 to 13,434. Between 2018 and 2020 there was a decrease of 28.5% to 9,612. Since 2020 the ADP has increased 5.8% to 10,169 in 2022. In 2022, Wisconsin county jails reported that 86% of their population was male and 14% female.





**Figure 3. Wisconsin County Jail ADP & Huber Counts by Month (2022)**

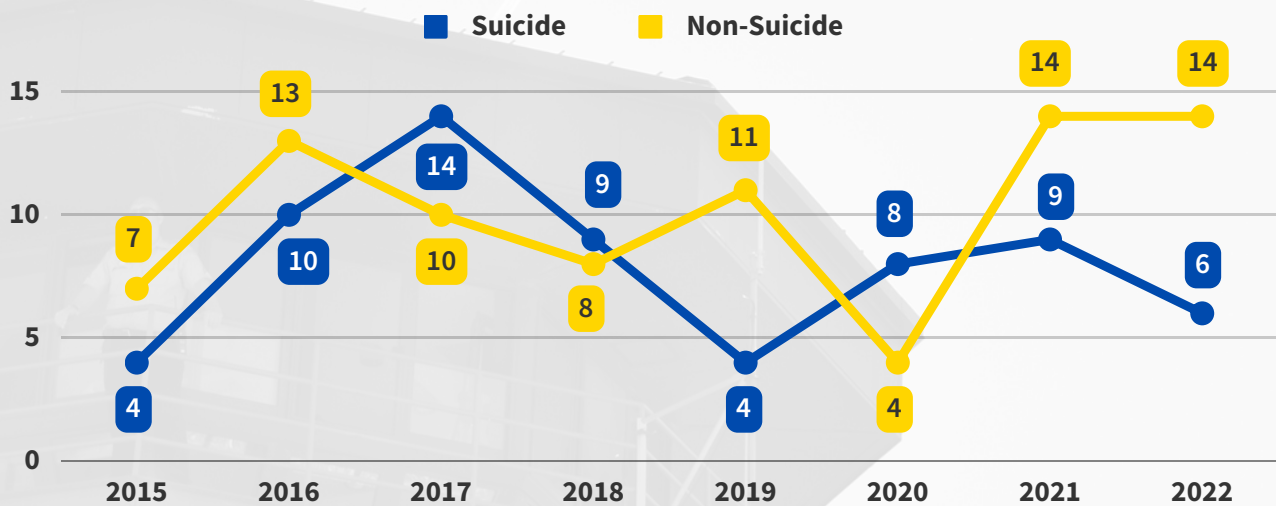
The Huber count is reported for the 15th of each month and is a snapshot of the monthly Huber population. Huber counts are included in the jail population total. The annual average Huber monthly count was 977.



# ADULT IN-CUSTODY DEATHS

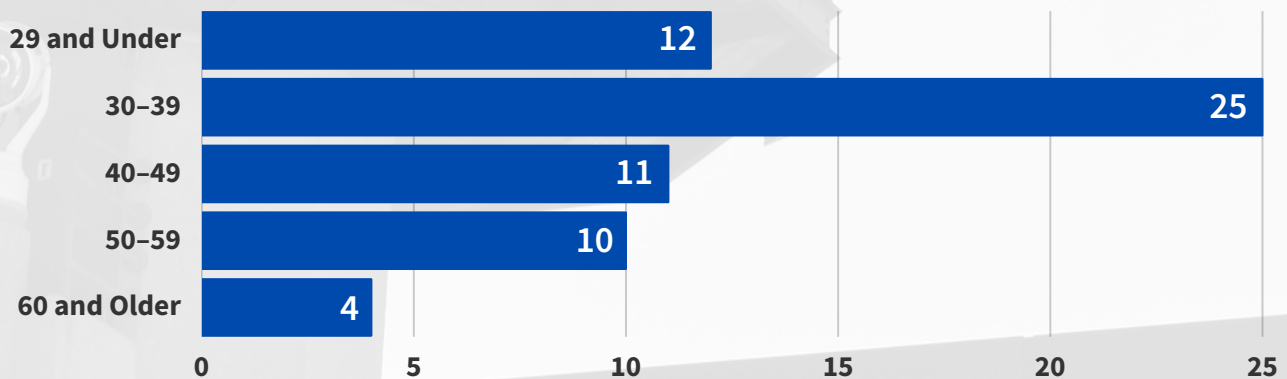
**Figure 4. Adult Deaths in Wisconsin Local Detention Facilities by Year (2015–2022)**

Wisconsin local detention facilities include county jails, a house of correction, tribal jail, an unlocked Huber facility, secure juvenile detention facilities, and municipal lockups.

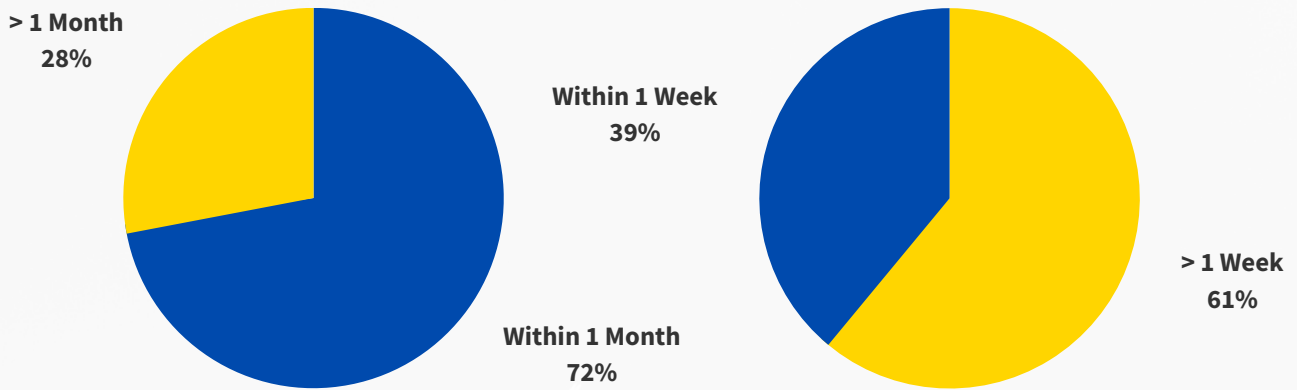


**Figure 5. Suicides in Wisconsin County Jails by Age (2015–2022)**

The majority of suicides between 2015 and 2022 were persons in custody under the age of 40.



**Figure 6. Time to Death in Wisconsin County Jail Suicides (2015–2022)**



**Figure 7. Number of Suicides in Wisconsin County Jails by Month (2022)**

In 2022, 6 persons in custody died by suicide in Wisconsin county jails. In comparison, there were 6 persons in custody who died by suicide in Wisconsin’s state prison system.



# JUVENILE DETENTION FACILITY ADMISSIONS

Wisconsin has 12 DOC approved county operated secure juvenile detention facilities. These facilities provide detention for juveniles who require placement in a secure environment. They vary in size from a rated capacity of 14 in Portage County to 127 in Milwaukee County. The facilities strive to provide juvenile offenders with a safe and secure environment, while also providing meaningful programming opportunities that will enhance the juveniles' return to the communities from which they came. Currently, 7 of the 12 secure juvenile detention facilities operate long-term post-dispositional programs.

**Table 2. Wisconsin Juvenile Detention Facility Admissions by County (2015-2022)**

County	2015	2016	2017	2018	2019	2020	2021	2022	% Change (2021-2022)
Brown	731	616	382	327	323	202	188	217	15.4%
Dane	433	513	417	465	479	225	215	247	14.9%
Fond du Lac	575	556	487	494	295	232	304	305	0.3%
La Crosse	321	324	260	186	163	56	32	28	-12.5%
Marathon	383	390	347	304	293	196	176	94	-46.6%
Milwaukee	1,880	1,875	1,518	1,180	1,218	666	897	1,040	15.9%
NW Regional	585	587	493	434	441	290	300	352	17.3%
Portage	271	337	336	260	258	107	123	184	49.6%
Racine	546	528	520	457	428	252	223	285	27.8%
Rock	430	291	259	201	165	100	120	150	25.0%
Sheboygan	430	392	455	391	318	247	241	199	-17.4%
Washington	346	317	324	220	206	165	160	291	81.9%
Waukesha	96	127	107	106	136	52	*	*	*
<b>Total</b>	<b>7,027</b>	<b>6,853</b>	<b>5,905</b>	<b>5,025</b>	<b>4,723</b>	<b>2,790</b>	<b>2,979</b>	<b>3,392</b>	<b>13.9%</b>

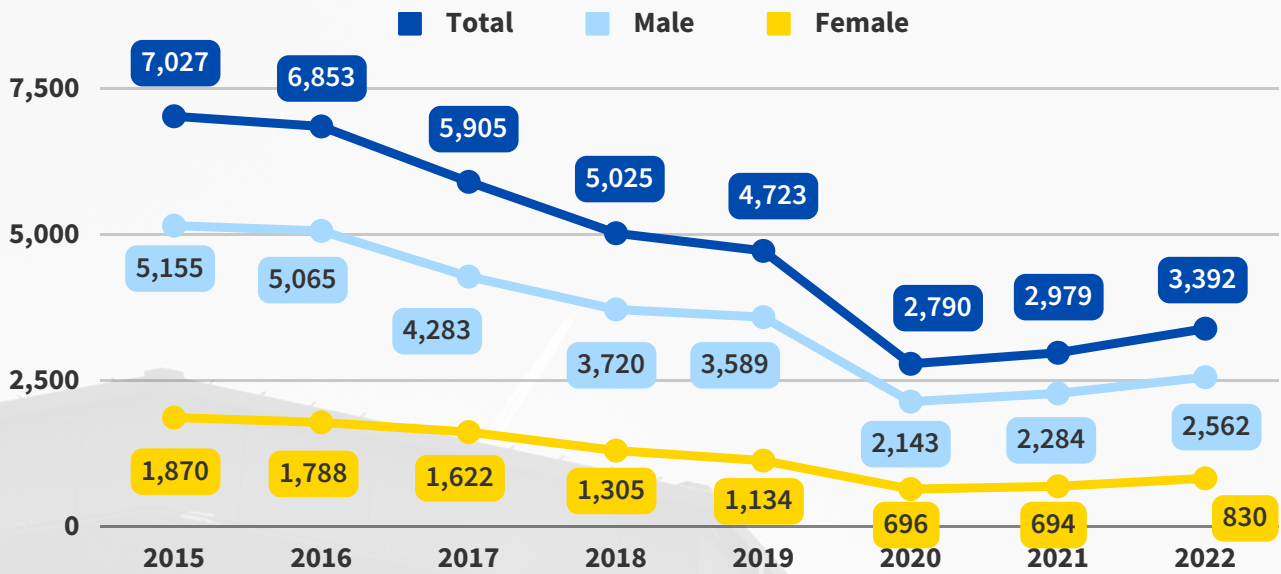
\*Waukesha County Juvenile Detention Center closed October 1, 2021. At the time of their closure, their average daily population over 9 months was 1.

Note: In 2022, 16 Wisconsin juveniles were admitted to the Arrowhead Juvenile Center in Duluth, MN and are not included.



**Figure 8. Wisconsin Juvenile Detention Facility Admissions by Year (2015-2022)**

Total admissions (bookings) are reported to ODF annually by each secure juvenile detention facility.



**Table 3. Wisconsin Juvenile Detention Facility Admissions by County (2015-2022)**

County	2022			TOTAL
	Male	Female	Non-Gendered	
Brown	148	69		217
Dane	193	54		247
Fond du Lac	213	92		305
La Crosse	28	0		28
Marathon	54	40		94
Milwaukee	847	193		1,040
Northwest Regional	247	105		352
Portage	153	31		184
Racine	237	48		285
Rock	105	45		150
Sheboygan	133	66		199
Washington	204	87		291
<b>TOTAL</b>	<b>2,562</b>	<b>830</b>		<b>3,392</b>

# JUVENILE DETENTION FACILITY AVERAGE DAILY POPULATIONS (ADP)

**Figure 9. Wisconsin Secure Juvenile Detention Facility ADP by Year (2015–2022)**

The average daily population in Wisconsin’s secure juvenile detention facilities decreased by 35.3% between 2016 and 2020 from 233 to 176. From 2020 to 2022, the population increased by 35.2% to 238.

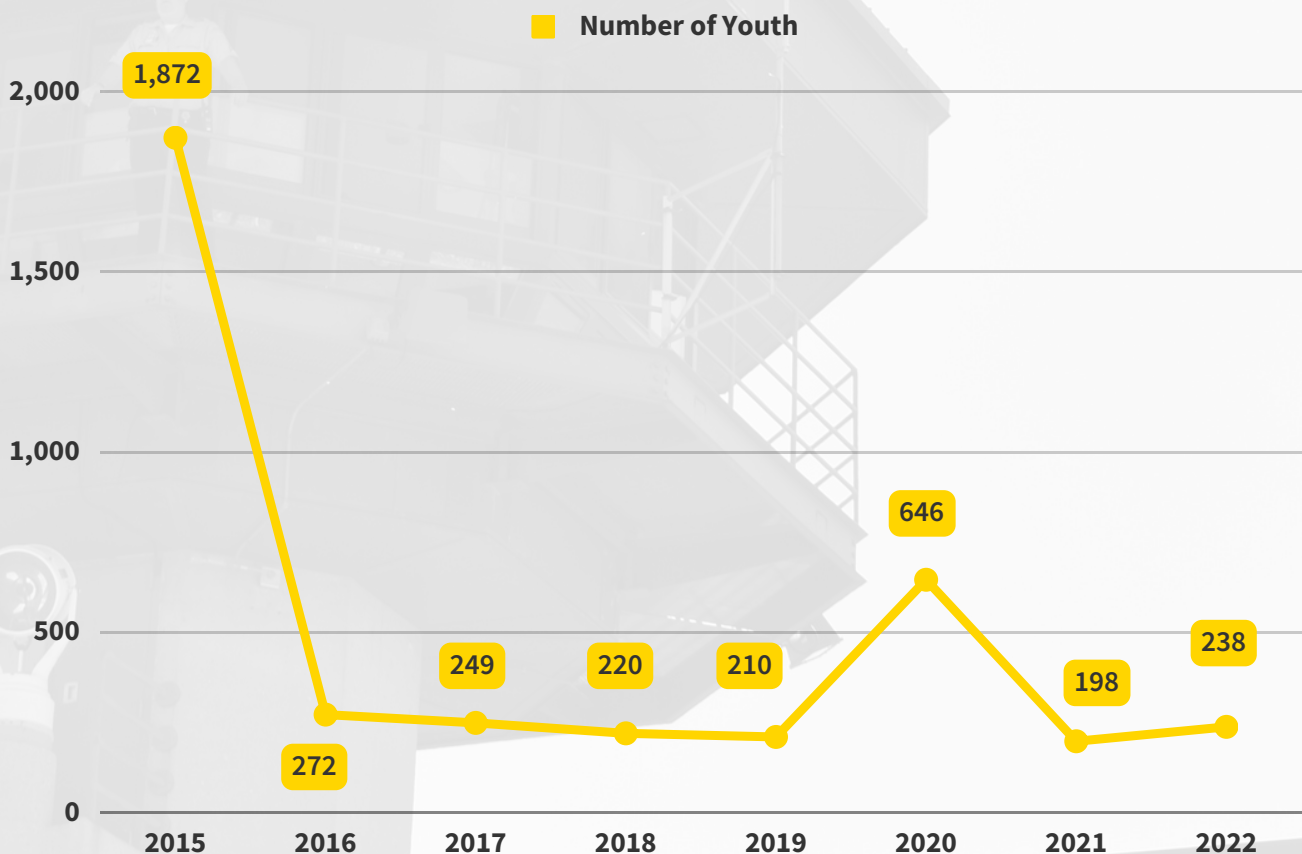
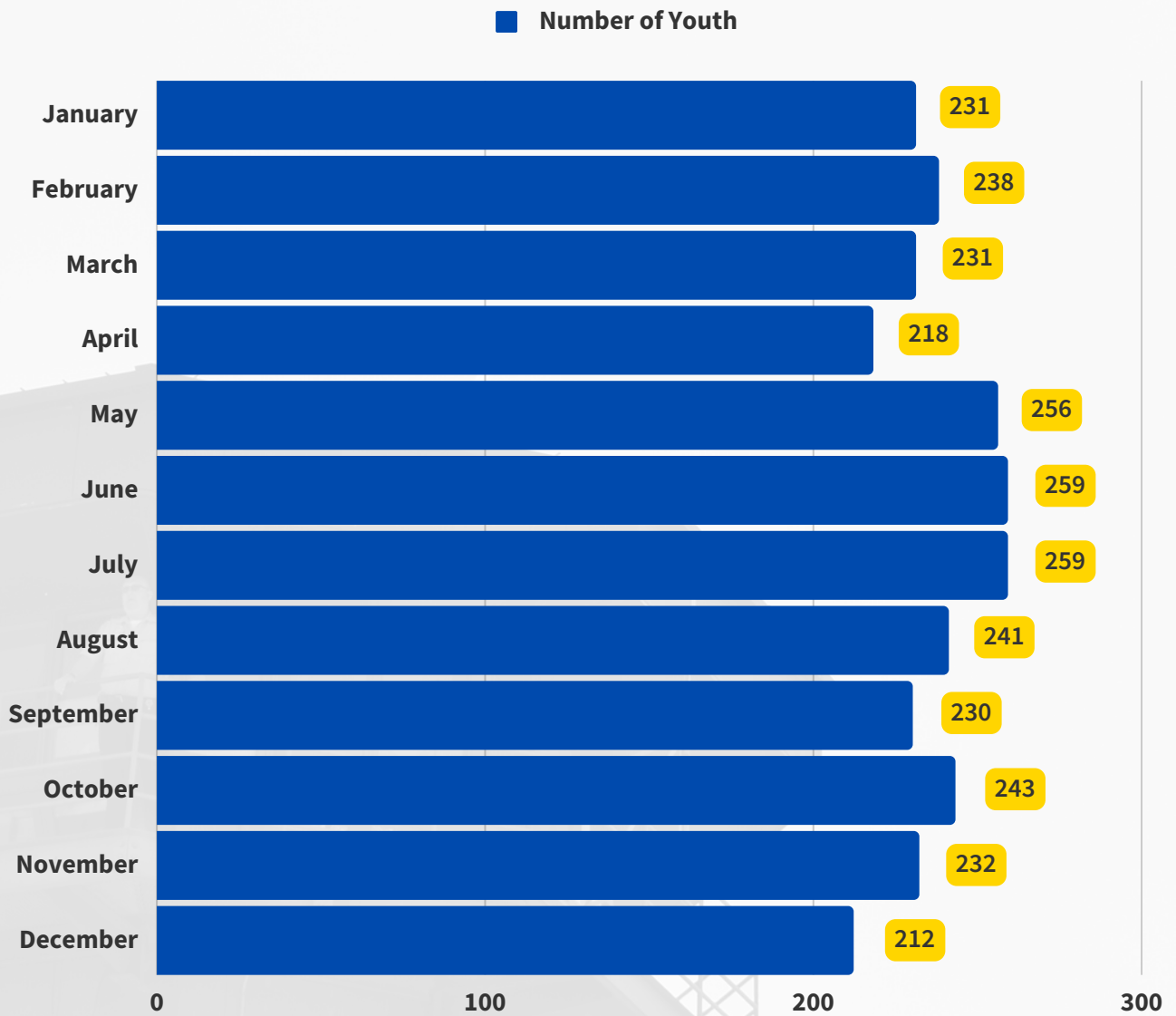


Figure 10. Wisconsin Secure Juvenile Detention Facility ADP by Month (2022)



# OUR MISSION

- Protect the public, our staff, and those in our charge.
- Provide opportunities for positive change and success.
- Promote, inform, and educate others about our programs and successes.
- Partner and collaborate with community service providers and other criminal justice entities.

*Every Person, Every Family,  
Every Community Matters.*

# ADDITIONAL RESOURCES

National Institute of Corrections: <https://nicic.gov/jails-division>

Office of Juvenile Justice and Delinquency Prevention: <https://ojjdp.ojp.gov/>

WI Department of Justice Law Enforcement Network: <https://wilenet.widoj.gov/>

Badger State Sheriffs' Association: <https://www.badgerstatesheriffs.org/>

Wisconsin Sheriffs and Deputy Sheriffs Association: <https://wsdsa.org/>

Wisconsin Jail Association: <https://www.wjawi.org/>

Wisconsin Correctional Association: <https://www.wcatoday.com/>

WI Nurses Association - Correctional Health Care Conference:

<https://www.wisconsinnurses.org/events/>

Wisconsin Juvenile Detention Association: <http://www.wjda.org/>

Wisconsin Department of Corrections: <https://doc.wi.gov/Pages/Home.aspx>

Wisconsin State Legislature: <https://legis.wisconsin.gov/>