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Jail and Justice System Assessment

Technical Assistance Report

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Howard County, Indiana

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Disclaimer

The Jails Division of the National Institute of Corrections funded this Technical Assistance Activity. The Institute is a Federal agency established to provide assistance to strengthen state and local correctional agencies by creating more effective, humane, safe and just correctional services.

The resource persons who provide the on-site technical assistance did so through a cooperative agreement, at the request of the Sheriff Jerry Asher, Howard County, IN and through the coordination of, and funding by, the National Institute of Corrections. The direct onsite assistance and the subsequent report are intended to assist the agency in addressing issues outlined in the original request and in efforts to enhance the effectiveness of the agency.

The contents of this document reflect the views of Mr. Chris Monsma and Mr. Dave Boucher. The contents do not necessarily reflect the official views or policies of the National Institute of Corrections.

Executive Summary

Howard County Sheriff, Jerry Asher submitted a request for a Jail and Justice System Assessment (JJSA) to the National Institute of Corrections Jails Division. Michael Jackson, National Program Advisor, responded to the request arranging for the JJSA to be conducted through a Cooperative Agreement contract. Dave Boucher and Chris Monsma were selected as the assessment team to conduct the JJSA. Captain Matthew Deckard, Jail Commander, was named as the point of contact and after consulting Captain Deckard, the consultant team negotiated program delivery dates. The team arrived on-site, and the program was conducted 03 -05 June 2024.

During delivery negotiations, the team was advised this would be a serial JJSA program for Howard County. The first JJSA (previously Local System Assessment [LSA]) was requested and accomplished in November 2005 (NIC TA number 05J1005)¹. In addition, there is mention the same consultant, under contract from NIC, delivered a study regarding Howard County constructing a work release facility in 2001². Previous programs addressing system-wide assessments were titled Local System Assessments (LSA) and provided more direct options regarding specific and functional changes or directed substantive implementations to correctional and county justice system activities. A copy of the final report from the previous LSA was provided to the team by Captain Deckard. A prior sheriff, Sheriff Marty Talbert requested the previous systems assessment.

Sheriff Asher, who is currently in office, has a history of employment and holding various positions within Howard County Sheriff's Office. Captain Deckard replaced the previous jail commander, Robin Byers within the last four years. Sheriffs in Indiana have a two consecutive, four-year term, limit on holding elected office. Sheriff Asher is entering his last two years as Sheriff. He indicated, while he is actively pursuing positive outcomes with the jail's physical plant and correctional operations, any resolutions addressing current issues experienced with the Howard County Jail may be implemented after he leaves office.

Howard County officials asked if a comparative analysis and contrast could be provided against the previous LSA report and findings. This report may provide such reference and comparison, where appropriate. Since it has been approximately 20 years since the last System Assessment, relative, and lateral, comparisons may be confounded by changes in political office holders and Howard County policies and circumstances.

While on-site the assessment team held meetings with county officials to gain information and insights regarding various functions, processes, and conditions occurring within the justice system in Howard County. They also toured the jail, reviewed local criminal justice system practices, and gathered additional information to assist in their assessment.

Howard County currently has a functioning jail; however, many of the same circumstances and issues that existed in 2004 and were outlined in that report, appears to still be of concern. Relative to data that may affect criminal activities and may drive the incarceration rate (IR) in the county, population numbers

¹ Wasson, B. (2005) Local Systems Assessment (LSA) Howard County Report, National Institute of Corrections, Washington, D.C.

² Wasson, B. (2001) Work Release Center Study (No Report or NIC project number provided)

have remained stagnant. County leaders indicate a significant reason may be the elimination of major industrial and automotive factories in the county. Sheriff Asher indicates he has experienced extreme difficulty attracting appropriate candidates to replace lost staff. Deficient staffing numbers of correctional officers appears to be an on-going concern and difficulty. As a result of staffing concerns, a Staffing Analysis was commissioned in 2020 by the previous Jail Commander, Robin Byers. Staffing deficiencies were identified and appear to remain. A staffing analysis is outside the contracted intent of this JJSA. However, Sheriff Asher and Captain Deekard both indicated they were experiencing on-going difficulty attracting suitable candidates. Consequently, this impacts the availability and hiring of qualified applicants. Consequently, jail staffing numbers are below where the 2020 report indicates. Since the current JJSA does not functionally perform a staffing analysis, any comments regarding staffing numbers are based on the previous report, comments from Sheriff's Office officials and other anecdotal information provided to the consultants. Results and agreed upon conditions of a previous Consent Decree precipitated construction of the current facility.

The team found the jail has some deficiencies, which are due to design issues. Some of the issues surround staircases that may cause problems with the Americans with Disabilities Act (ACA) depending on use. If a decision is made to renovate the current facility, staircases may need to be evaluated for ADA compliance. Examining historical statistics, through publicly available sources, the team found the jail, when occupied, was severely over occupied as stated in the 2004 LSA report. Current use of the facility has caused abandoning and repurposing some spaces within the facility such as those spaces initially designed for inmate visiting, which are now used for storage and accessed by staircases.

A summary Community Meeting was held at the request of the consultant team, scheduled by Howard County Sheriff's Office, and occurred on the final day while on-site. Attendees at the public meeting included many of the same individuals with whom the team met and held interviews, plus additional interested members from the community. A PowerPoint presentation outlining the intent of a JJSA, statistics surrounding justice and jail data, a selection of photographs from the facility tour and other regular information contained in the program. Initial recommendations were presented to the attendees. Participants were provided a high-level introduction to the Facility Development Process (FDP) and recommendations were made to follow this method.

Primarily, the purpose of interviews and meetings is to review key issues related to the function of the justice system and the adjudication, progression, and post-adjudication activities of offenders through that system. A specific intent is to evaluate the justice system and identify potential policies, practices, and/or impediments to offenders progressing efficiently through the process and how the jail is impacted by the system. Involvement of county leaders and stakeholders in the Facility Development Process and taking a broad systems approach to project planning will provide a defined path to support a successful outcome. The consultants emphasized, "This isn't just a jail issue but a criminal justice system issue."

Howard County officials and stakeholders indicated their willingness to readdress an evaluation process and consider recommended steps outlined in the Facility Development Process. The consultant team conducted interviews and held meeting to gauge readiness and assist county officials in identifying various impediments to efficient offender travel through the local justice system. Howard County already has a group acting as a Jail and Justice Coordinating Committee, which has been in place for several years.

Hopefully, renewed interest in the planning process will occur and be augmented by the potential use of outside resources to support this effort. All information and data requested from the Sheriff's Office was provided to the consultants prior to arrival on-site. Additional data regarding Howard County courts functions was accessed from the Administrative Office of the Courts.³

Attention to relevant data and statistics should continue to be accumulated as the County continues to examine options and discuss the planning process. After analyzing and settling on identified acceptable alternative, it may help in the selection process to list those options on a matrix that may help in elucidating preferred option(s) and identifying attendant unintended consequences or externalities associated with the selected alternative. Agreement must be reached on what data to collect, the analyses of that data, and the validity of data incorporated into the various decisions.

***Recommendations Summary:** The following recommendations are offered by the Technical Resource Providers (consultants):*

Recommendation #1 – Define/Refocus the Jail Committee Mission

Develop a unified, defined, and collaborative system-wide mission for the Jail Committee. Without a defining mission, the Jail Committee has no unifying focus or purpose. Developing such a mission may provide an increased and updated focus on who should be on the Committee, potentially expanding participation and including needed expertise to augment current perspectives.⁴

Recommendation #2 – Revisit and Analyze Outcomes and Recommendations from Previous Studies

Howard County and the county justice system have systemic issues that need to be further identified and addressed. Some of the systemic issues may create financial concerns and other operational changes or innovations within the system. Without a plan, placing justice system elements in proper planning perspective and structure through which they can be implemented, tracked, and evaluated becomes difficult, if not impossible. Recognizing the jail has very little, if any, control regarding who is identified for incarceration, an examination of processes and decision points offenders encounter through the Howard County justice system should be further examined. Systemic roadblocks, or impediments, to efficient case processing and management, or the availability of alternatives and diversions, and their consistent use, may contribute to an over-populated and population-stagnant facility. The county may have individuals who can lead such a plan, but it may be better accomplished if the county, as an option, contracts with a strategic plan facilitator. A documented strategic plan can assist in allocating and planning future capital projects and identify a path for accomplishment.

Recommendation #3 – Jail Needs Assessment

Many questions surround the appropriate path for the future of corrections and the jail in Howard County. The lack of a formal assessment of current, and future needs, will likely produce operational and

³ <https://publicaccess.courts.in.gov/ICOR/>

⁴ National Institute of Correction can be of assistance in helping the Committee achieve functional performance. (Cushman, Robert C., 2002, Guidelines for Developing a Criminal Justice Coordinating Committee, NIC, Washington, D.C.)

capital decisions, which may not work in the best interest of the Sheriff's Office, the county, justice system, or the public. A formal needs assessment should be performed to identify the actual, and not anecdotal, physical plant and operational needs of Howard County. Contracting a professionally conducted needs assessment will help protect the county against throwing good money after bad and promote making solid decisions regarding the appropriate path from available options, sizes, and configurations. Refer to *Appendix III* for an outline of the needs assessment process. Although there is a front-weighted cost to a needs assessment, it most likely will help the county save, and allocate, limited and valuable resources.

Recommendation #4 – Analyze Costs for Jail Operations Build/Renovation and Expansion Options

Howard County has an array of options available to deal with the current state of the jail, housing inmates, and with elements of the justice system in general. These options should be listed, evaluated, and prioritized for further consideration and implementation by Howard County officials and policymakers. In assessing current conditions of the jail, its operation and physical structure, and compliance with standards codes; professional evaluators, or assessors, can be employed or contracted to assist the county in identifying conditions, options, and evaluating attending opportunity costs⁵ of various options. Even though government agencies are not engaged in revenue generating activities, various choices presented by an array of options does present opportunity costs⁶ attending the various options.

Recommendation #5 – Determine Solution

This recommendation is associated with a jail needs assessment. After completing a Needs Assessment, decisions can more confidently be made regarding a preferred path, or phased projects, toward an identified and desired outcome. Coupled with a developed strategic plan, a clearer path and confident expenditure of limited resources can be addressed and allocated. During this decision process, officials can begin assigning priorities regarding preferred life cycles and costs associated with varying options.

In summary, jails have little, if any, control regarding who and the numbers committed to incarceration. Jail populations are a result, and in some cases symptoms of processes and decisions made systemically within various criminal justice components. Through the interviews, the consultants found varying levels of frustration with the current ability of the justice system to operate efficiently and provide a local,

⁶ Opportunity cost is the value of what you lose when you choose from two or more alternatives. It's a core concept for both investing and life in general. When you invest, opportunity cost can be defined as the amount of money you might not earn by purchasing one [asset](#) instead of another.

"Opportunity costs means "What else could I have done with my money?" and "Am I properly allocating my capital?" says Adem Selita, chief executive officer at The Debt Relief Company in New York, N.Y.

Opportunity costs may have explicit financial costs, like when you choose to use your dollars for one thing instead of another, or implicit costs. The latter won't hurt your wallet but will cost you the chance to do other things with your time or energy, which actually can have indirect impacts on your finances.

Here's another way to think about opportunity cost, from legendary value investor, Warren Buffett. "The real cost of any purchase isn't the actual dollar cost. Rather, it's the opportunity cost—the value of the investment (*or option*) you didn't make, because you used your funds to buy something else (*or select another option on which to expend limited funds and/or resources*)."

<https://www.forbes.com/advisor/investing/opportunity-cost/> (*my emphasis added*)

available option in which to sentence and incarcerate offenders. These recommendations provide a cursory path to assist justice system and county officials to make decision toward alleviating some frustrations currently within the system and provide enhancements and options for the future. Howard County must continue to seek solutions through a systematic planning process.

Recommendation #6 – Analyze and Maximize Incarceration Alternative/Diversion Use

Rational and objective use of alternatives to incarceration and diversion programs can have a positive effect on the type and numbers of offenders committed to a correctional facility. While there are “best-practices,” for such programs, each locality must identify their particular needs and desired outcomes. Best-practices should be viewed within that context. Howard County has some alternatives available; however, stakeholder interviews did not identify a view of consistent use or efficacy of such options. While some proclaimed that Howard County is one of the best for providing a wide array of options, others seemed to contradict such sentiment and questioned availability and use. A lengthier and involved assessment, formal needs assessment, or deeper, detailed analysis of prosecutorial and judicial process, may help illuminate and more solidly define the programs available, their use, and effectiveness. When county leaders are sifting through and determining operationally and financially acceptable options, this should be a consideration and options should not be limited to a perceived need for a correctional bed allocation based on limited information and perspective. The number of beds in a correctional facility should not be an isolated and unifocal exercise, assumption, or decision.

Request for Technical Assistance

In 2023, Captain Matthew Deckard, with the approval and support of Sheriff Jerry Asher, submitted a request for a Jail and Justice System Assessment (JJSA) to the National Institute of Corrections Jails Division (*Appendix I*). Howard County Jail is experiencing on-going problems with jail over-population (crowding), staffing levels, and conditions of confinement. Recently, Howard County, and the Sheriff, have had lawsuits⁷ filed against them by the Indiana American Civil Liberties Union (ACLU) for various conditions (Federal 1983 claims), and specific policy matters. Michael Jackson, Correctional Program Specialist, responded to the request arranging for delivery of a JJSA through a cooperative agreement contract. A JJSA was delivered on 03 - 05 June 2024.

The purpose of the Howard County technical assistance is the following:

Pre-on-site Activities:

1. Work with the agency contact person to identify the key stakeholders and criminal justice system officials (names, titles, positions, responsibilities) who should be interviewed or otherwise involved in the site visit.
2. Work with a Co-contractor/Technical Resource Provider to identify dates for the site visit that will meet the scheduling needs of both Providers and the requesting officials and allow

⁷ *Unshackled Hearts, Inc. v Howard County Sheriff*(U.S. Dist. Ct. – So. Dist. of Ind.) [Filed June 2023] *Case Resolved*
Johnston v Howard County Sheriff(U.S. Dist. Ct. – So. Dist. of Ind.) [Filed 10/ 2023]
Warren et al v Howard County Sheriff(U.S. Dist. Ct. – So. Dist. of Ind.) [Filed 1/2024]

all or the majority of the identified officials to participate in the event.

3. Ask the agency contact person to schedule interviews with the identified officials and stakeholders.
4. Ensure that the data and information provided on the Jail and Justice System Assessment Information form is as complete as possible, and copies are distributed according to the Jail and Justice System Guide for Technical Resource Providers.
5. Work with the agency contact person to plan the town hall meeting according to the guidelines in the Jail and Justice System Guide for Technical Resource Providers.
6. Finalize the site visit agenda and logistics.

Onsite Activities:

1. A “kick-off” meeting with key officials from the requesting agency.
2. Individual interviews with these key officials, plus the other officials and stakeholders identified as part of the pre-onsite activities.
3. A facility tour to gather information and observations about such factors as, but not limited to physical plant conditions, staffing, classification and management models, and general operations.
4. Preparations for the town hall meeting.
5. Delivery of the town hall meeting.
6. The collection of materials for inclusion in the final report. (This might include, but not be limited to photographs, reports, policies and procedures, and various forms.)
7. Exit interviews with key officials to discuss initial findings, next steps, and potential resources.

This technical assistance report reflects:

1. The findings of the consultants regarding the existing facility and various functions of the criminal justice system;
2. The consultants’ review of planning efforts made to date;
3. Recommendations regarding the planning process and the steps that should occur to develop a system-wide plan to meet the county's correctional needs.

Thanks are extended to Sheriff Jerry Asher and Captain Matthew L. Deckard, Jail Commander for coordinating the JJSA and providing direction and valuable data, and Pam Issacs, Projects Manager, for providing logistical support to the consulting team during interviews.

Pre-Site Visit Activities

Prior to the onsite visit, Mr. Dave Boucher both called and sent a letter to Captain Deckard outlining the purpose of the site visit, discussed tentative schedules, and provided a summary of key data interview information required to assist in the assessment. Refer to *Appendix II* for a copy of that letter. As a part of the pre-site visit activities, Mr. Boucher requested various data and information about the

Howard County Jail, including a one-day snapshot of the inmate population. Additional requested data is outlined in the introductory letter sent to Captain Deckard (*Appendix II*).

Overview and Characteristics of Howard County

Refer to *Appendix VI* for a summary of demographic information for Howard County.

The consultants conducted meetings and interviews during their time on-site. Key criminal justice interviewees were identified, and the interviews scheduled by Sheriff Asher, Captain Deckard and staff. A general interview meeting was held with Sheriff's Office individual and selected invitees, a roster and sign-in was created and is included in this report in *Appendix V*. Individual interviews included key criminal justice stakeholders and county politicians and policy makers.

- Kathy Cullison — Director, Kinsey Juvenile Center
- Hans Pate — Howard County Superior Court #4
- Laura Rood — Adult Probation
- Connie Burton — Asst. Chief, Juvenile Probation
- Andrew Vandenbosch — Public Defender
- Dustin DeLong — Chief, Probation Officer
- Thomas White — Prosecutor's Office
- Cheyenne Shepard — Magistrate Judge
- Howard County Commissioners (*interviewed together*)
 - Jack Dodd
 - Brad Bray
 - Jeff Lipinski
- Alan Wilson — County Attorney (opted not to be interviewed)
- Jeremie Lovall — Work Release
- Rebecca Vent — Howard County Superior Court #2
- John Roberts — Howard County Council President
- Matthew Elkin — Howard County Superior Court #1
- Lynn Murray — Howard County Circuit Court
- Doug Tate — Howard County Superior Court #3 (*cancelled due to trial*)

Following is a summary list of comments and information collected during the interviews. These comments are not presented in an order of importance but reflect the open discussion format of the interviews. Typically, much of what is listed as a result of interview questions contained in preparatory questionnaires. Preparatory questionnaires were sent to potential interviewees or department heads and were completed prior to the consultant's on-site activities. Although the questionnaires were returned and answered, the list of individual responses during interviews is included, and is quite robust and becomes quite lengthy. Each of the opinions may warrant further discussion as Howard County seeks to answer pressing questions regarding various functions and issues within the criminal justice system. Currently, the condition and future of the jail dominates the focus of the criminal justice system, Jail Committee, and the role stakeholders envision the facility occupying.

1. Existing jail opened in 1993. Originally, the current jail was single bunked with approximately

182 beds. The jail soon became crowded, and it was double bunked in 1997 to an aggregate bed count of 364. In 2013, an indoor recreation yard was converted into a 36-bed dormitory. In 2018, the Intake area was remodeled to allow the installation of a full-body scanner. Rated capacity of the current facility (80% occupancy) stands at 292 inmates. Results of a consent decree required the construction of the current jail, which had the effect of sunsetting the consent decree. Prior to construction of the current facility, the previous jail had 115 beds and was constructed in the 1960s. According to Sheriff's Office executives, current jail conditions have been present for, at least, the past 35 years. Since the current jail is only 31 years old, and with the comment regarding historical conditions, an assumption can be made that construction of the current jail did not resolve some other, deep-seated, conditions in Howard County Jails.

2. Currently, and according to Sheriff's Office officials, 82 inmates are currently held in neighboring county jails at a per diem rate of \$40.00, resulting a currently daily cost of \$3,280.00, a weekly cost of \$22,386.00, a monthly cost of \$98,400.00, and a yearly cost to the county of \$1,197,200.00. The number of out-of-county inmates varies, but the county finance offices anticipate a yearly, additional cost for housing inmates of approximately \$2 million. Depending on the historical out-of-county housing costs and the unknown duration in the future, total outlays for necessary housing will be significant.
3. Current facility was built, and still largely remains, a direct supervision facility.
4. There are numerous "Holding Cells" and "Tanks" in the intake area with no dayroom or natural light. Some of the Holding Cells are routinely used to house violent, problematic, or inmates needing segregation.
5. There is little apparent programming or classroom activities and no apparent indoor recreation area, which has been converted into a housing dormitory.
6. Inmates apparently spend all their time in crowded dorms and housing units when Howard County Jail is operational. There are outside recreation areas, but it is unknown the actual amount of time inmates have access to these areas.
7. According to Howard County officials they have experienced a dramatic increase in violent felony crime in the past few of years.
8. Generally, and depending on the person interviewed, there are little diversions or alternatives to incarceration in lieu of arresting and delivering an offender to jail.
9. Appropriate facilities for mentally ill offenders are non-existent. Apparently, Howard County does not have a county operated mental health component. There are some privately operated mental institutions. Again, depending who is interviewed perspectives on the adequacy and availability of mental facilities is either robust, or drastically deficient to non-existent.
10. Howard County has, with the court system, a series of "problem-solving" courts. These courts apparently are designed to function to assist offenders, who qualify with help in specific areas.

They include⁸:

a. Drug Court

The Howard County Superior Court I Adult Drug Court Program is committed to providing non-violent drug offenders access to intense treatment services in order to break the cycle of drug addiction and crime. Applicants must not have any open warrants, prior convictions for rape, child molestation, murder or criminal confinement. Applicants must be willing to comply with court ordered treatment, have the physical ability to participate, meet criteria for substance use disorder and have the ability to pay the program fees within the time frame of the program. The Drug Court Program takes between 12 and 36 months to complete depending on performance. The program has multiple avenues of entry for pre-conviction and post-conviction clients meeting eligibility criteria

b. Mental Health Court

The Howard County Mental Health Court Program is committed to providing criminal justice involved individuals suffering from mental illness access to intense treatment services in order to break the cycle of mental illness and crime. Applicants must not have any open warrants, prior convictions for rape, child molestation, murder or criminal confinement. Applicants must be willing to comply with court ordered treatment, have the physical ability to participate, meet criteria for a non-psychotic mental health disorder and have the willingness to pay the program fees within the time frame of the program. The Mental Health Program takes between 12 and 36 months to complete depending on performance. The program has multiple avenues of entry for pre-conviction and post-conviction clients meeting eligibility criteria.

c. Re-entry Court

The Howard County Reentry Program is designed to assist eligible offenders returning from incarceration with transitioning back into the community successfully. The Re-Entry Court program is a post- conviction program ordered as a condition of community supervision. The Re-Entry program may be entered through a request for a sentence modification or as a result of violation of community supervision. The Re-Entry Court Program takes between 12 and 36 months to complete depending on performance.

d. Veteran's Treatment Court

The Howard County Veterans Treatment Court Program is committed to providing eligible veterans access to intense treatment services in order to address mental health and drug addiction issues stemming from or related to participation in the United States Armed Forces. Applicants must not have any open warrants, prior convictions for rape, child molestation, murder or criminal confinement. Applicants must serve or have served in the United States Armed Forces, be willing to comply with court ordered treatment,

⁸ <https://www.in.gov/counties/howard/departments/community-supervision/>

have the physical ability to participate, meet criteria for substance use disorder and/or a non-psychotic mental health disorder and have the ability to pay the program fees within the time frame of the program. The Veterans Treatment Court Program takes between 12 and 36 months to complete depending on performance.

11. According to Sheriff Asher, there is a significant number of open positions in the jail and indicates there is difficulty is accessing and acquiring suitable candidates for these positions. Shortage of staff are such that some posts and activities require staff, assigned to Control Rooms, leave their post(s), which leaves Control Rooms vacant and unmanned. A common practice with Control Room is to leave the door to these “secure” locations open and available. When Control Room Operators abandon their post, it is unclear if the doors are shut and secured.
12. Howard County operates a Work Release facility operated by Community Corrections, not the Sheriff, and is currently housed in the old jail built in the 1960s.

Comments from Interviews

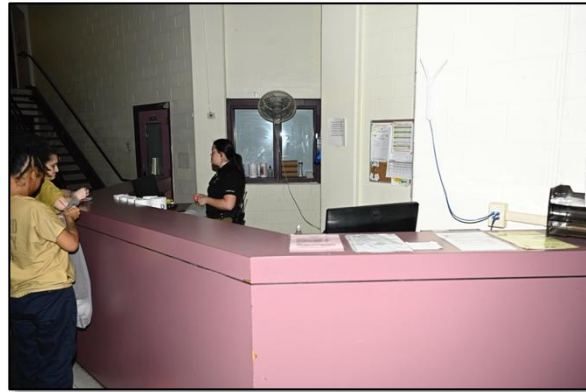
Howard County justice system officials were interviewed concerning their role in the system. Interview segments opened with a brief introduction of the consultants and the reasons for the interviews. Questions for interviewees centered not only around the person’s place and role in the justice system but also their impression of the efficacy and efficiency of the system, impediments to the proficient movement of offenders through the system, impressions of difficulties within the system, and if there are any identifiable improvements that can be made to the system. It was clear to the interviewers that everyone thought here is room for improvement. What kind and where the improvements are needed, was not unanimous but the interviewers’ suggestions and recommendations for change cover the vast majority of the concerns.

Howard County Jail Tour

During a tour of the jail the consultants discovered some deficiencies and deferred maintenance issues. Power Point slides from the NIC on-site meeting highlight examples: paper airplanes and other items thrown and in stuck ceiling tiles, peeling paint, some rust around a few doors and window frames and graffiti on facility cell walls were present. Mattresses, bedding and other correctional equipment and supplies were stored in corridors, in stairwells, and other locations where space was available, but were not designed as appropriate storage areas. In two instances storage was placed in a manner that blocked the intended use of what appears to be exit doors.



Security concerns were noticed within the secure perimeter of the facility. Howard County jail was designed, built and staffed as a direct supervision facility. However, and partially because of staffing deficiencies contributing to a lack of, or decrease in supervision, the facility, while having staff in housing units, operates more as an indirect supervision facility. Corrections officers were found in staff positions inside housing units, but staff when queried, indicated they stayed behind the barrier of the workstation and spent little time circulating around the housing unit and supervising inmates. In one instance, a housing unit officer, when asked about circulating and supervising inmates stated, “I walk around in the dayroom once an hour because that is what is required by policy.”



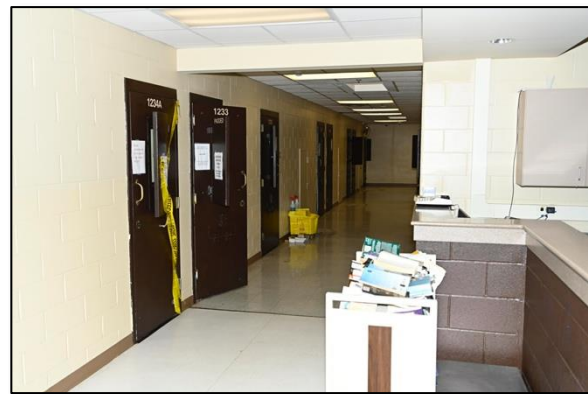
Although not the focus of this assessment, it became apparent that additional and ongoing training is needed in the philosophy of direct supervision and the responsibility of housing officers. Had housing unit officers been circulating as the philosophy intends, much of the graffiti in cells and other housing units' walls would be greatly decreased, or non-existent. Further, if staff in these housing units were properly supervising inmates, paper airplanes and other objects thrown at, and stuck in ceiling tiles would not be tolerated, and appropriate sanctions applied. Direct supervision requires housing officers' attention to managing, enforcing, and reinforcing appropriate behavior. Effective implementation and on-going success of direct supervision management involves more than just having an officer inside a housing unit who remains behind a figurative physical barrier. Instituting and allowing such a practice promotes the idea of “inmates space” and “staff space.” Officer must accept and promote the ideal that all space in the facility is staff space. When housing unit officers allow aberrant behavior, that in other environments and circumstances would not be tolerated, that behavior becomes, in the view of inmates under supervision, tolerated and, at least tacitly, approved.

In other security concerns, these consultants found inter-locked, sally port doors, remaining open allowing free passage through the control component. The stated reason sally ports interlocked doors are left open is for officer convenience. It is unknown how long this circumstance has been allowed, but it appears all levels of supervision are aware of the practice. Sheriff's staff who conducted the tour were informed that if a security audit of the facility were to be performed, this circumstance among others, would not fare well in the analysis. Interlocked sally port doors were not the only problem with door security.

One “control room” is present within the secure perimeter of the facility, is adjacent to the Special Housing Unit and is open to the interior corridor that accesses housing units and jail core components. The door to this control room was found to be propped open and the consultants were informed this is standard practice. Further aggravating this practice that is contrary to standard security practices in a secure correctional facility, the officer assigned will abandon the control room to perform other duties or to provide assistance to officers in other areas of the facility or in housing units. As a basic security function, control rooms are considered inviolable and the “castle keep” of correctional institutions; they

must never be abandoned unless there is a severe circumstance where the entire jail is abandoned. The control room is the last jail operation abandoned. In such instances, facility control is typically relinquished to another control outside the secure perimeter, or one that controls entry from unsecure spaces into the secure perimeter. Although there is insufficient staff to allow the placement of an officer, or officers, who circulate on the “floors” of jail, this practice must not be condoned. Sheriff’s Office officials indicated the facility routinely uses officers assigned to Intake to supplement and respond to additional duties within secure corridors and housing units. Information was provided the Sheriff’s Office is experiencing difficulty in accessing and acquiring appealing and appropriate personnel with which to staff the jail.

While the practice of officers from intake performing duties in other areas of a facility is more commonly seen in older, and smaller facilities, Howard County Jail is not a compact facility and commonly uses Intake holding cells to house problem inmates and, on occasion, female offenders and inmates. Intake is a separate space and component of the facility and not adjacent to the housing areas. This practice potentially leaves the intake area devoid of security personnel and supervision. Appropriate housing cells are currently at a premium and the facility has more inmates than beds. Intake beds are currently used to “house” inmates and particularly those who may be a problem if housed in a general population unit. This circumstance alone requires an appropriate staff contingent always be present in Intake.



On positive notes, the jail, overall, appears to have been well-maintained in very good physical condition for a 31-year-old correctional facility. Floors were clean and appear to be routinely mopped and waxed. It appears Vinyl Composition Tile (VCT), was originally installed in the housing units. In some areas, VCT had been removed and the underlying concrete had been sealed and polished. In some housing unit, portions of vinyl tile remain and has not been removed. The partial removal of tile appears not to have been addressed as an overall change in environmental applications. Inmates should not have the ability to tear up, remove, or damage the remaining VCT in the units. Many of the issues appear to be cosmetic in nature and could be, for a relatively small application of resources, addressed and properly resolved.



Storage areas seem to be wherever a few square feet of floor space can be found. Storage space in the facility is a problem. Contributing to the lack of storage space in the facility is its age and additional space requirement for storage of equipment not incorporated in the structure when originally built. The original inmate visiting area has been co-opted for additional storage, but requires whoever needs the stored supplies to climb a one-floor set of metal stairs and negotiate the same stairs when bringing supplies back down to the operational areas of the facility. No elevator is present.



In discussion prior to the facility tour, the consultants were told that inmates were “tearing” cell doors apart. When viewed, the doors being damaged in this regard were those hollow-metal doors that were not commonly used as security and correctional grade doors. Upon further examination, the facility constructed as a direct supervision facility, the lavatory facilities installed were porcelain and not stainless steel, combination units. Current administration officials are opposed to porcelain lavatory facilities and cite continual damage to these toilets and sinks. The facility does not have a classification system and available housing options for inmates who act-out, or damage facility property. Consequently, it becomes difficult for staff to immediately remove inmates who damage portions of the jail to more appropriate housing options.



In addition, analogous elements of the “broken windows theory” were apparent throughout the facility. The theory states that maintaining and monitoring urban environments to prevent small crimes such as vandalism, public drinking and toll-jumping helps to create an atmosphere of order and lawfulness, thereby preventing more serious crimes from happening. Consider a building with a few broken windows. If the windows are not repaired, the tendency is for vandals to break a few more

windows. Eventually, they may even break into the building, and if it's unoccupied, perhaps become squatters or light fires inside. Or consider a sidewalk where some litter accumulates. Soon, more litter accumulates. Eventually, people start leaving bags of refuse there or even break into cars.⁹

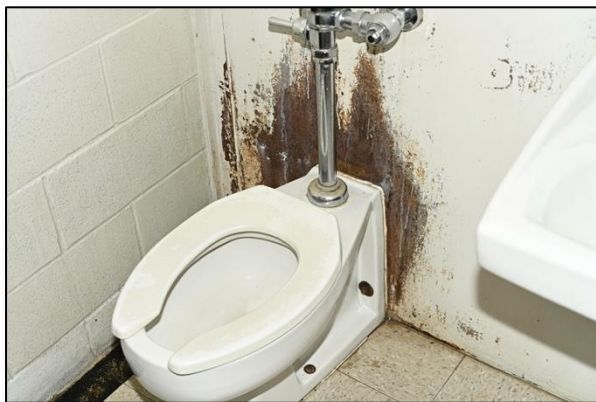
Graffiti on cell and housing unit walls is a good example. If one person begins to place graffiti on a wall and it is not removed or painted over, other inmates will feel this is an accepted condition and they too will begin to place graffiti on the walls. Intermittent supervision by staff also sets up the opportunity for inmates to damage the facility. The same impression can be inferred, and results realized, by not repairing deficiencies in a timely manner. With no regular maintenance, placing no importance on facility sanitation, or allowing disrepair and unacceptable conditions to remain, indicates to inmates and staff, that it is okay to destroy or damage the facility and fail to maintain the facility in a clean and sanitary state.

It appears that conditions within jail have been accumulating for some time. Original construction and apparent additions to the facility have created conditions that are not in the best interest of inmate and staff safety. In many areas, exposed conduits for electrical service and low-voltage applications, such as telephone or television coaxial cable is surface mounted on walls and ceiling. During original construction conduits were apparently not incased in walls and were “surface-mounted” on concrete and masonry walls. Inmates have access to conduit and some exposed wiring and extension cords, at least in hallways and other spaces. Exposed conduit is easily accessed by inmates inside their housing units as well.

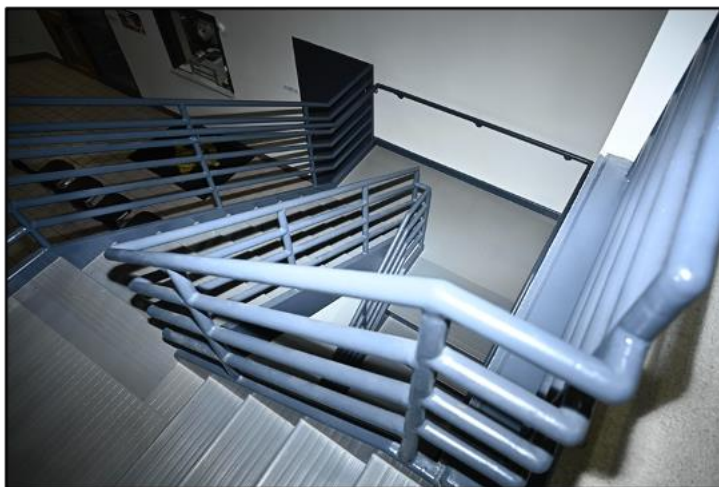


⁹ Wilson James Q., Kelling George L. 1982. “Broken Windows: The Police and Neighborhood Safety.” *Atlantic Monthly* 211:29–38.

Additional photographs from housing units, corridors, and shower/lavatory areas:



Additional concerns with the current state of the Howard County Jail surround issues presented by the physical plant and its potential compliance with requirements of the Americans with Disabilities Act (ADA). Howard County officials should consult licensed architects to gauge how any renovations will impact and require compliance with ADA requirements.



Since the JJSA is intended to be a beginning point for discussions and analysis by Howard County, it is beyond its scope to make further recommendations regarding the path the county should make. Howard County officials should engage additional professional consultants and experts to help them determine the usability of the current building, approximate costs to renovate, if it can in fact be renovated, and to provide additional information with which appropriate decisions can be made. As a laterally occurring process, Howard County, should seek a professional needs assessment. A formal and encompassing needs assessment will incorporate and consider the evaluation and resulting recommendations from a professional physical plant evaluation.

Although these evaluations may focus specifically on the physical plant, they may not directly address conditions of confinement. These may be required, or directed, by Indiana State Jail Standards. Federal Court rulings can also impose requirements for conditions of confinement, the treatment of prisoners and detainees, and operational conditions. Howard County officials should consult county legal advisors, or if unavailable, contracted legal counsel, or services provided by risk management professionals within the state for assistance.

Facility Floor Plan

A floor plan schematic of the current facility was provided after the consultants' on-site activities. The provided schematic shows the mezzanine level and not showing details on ground level representations *Appendix IV*.

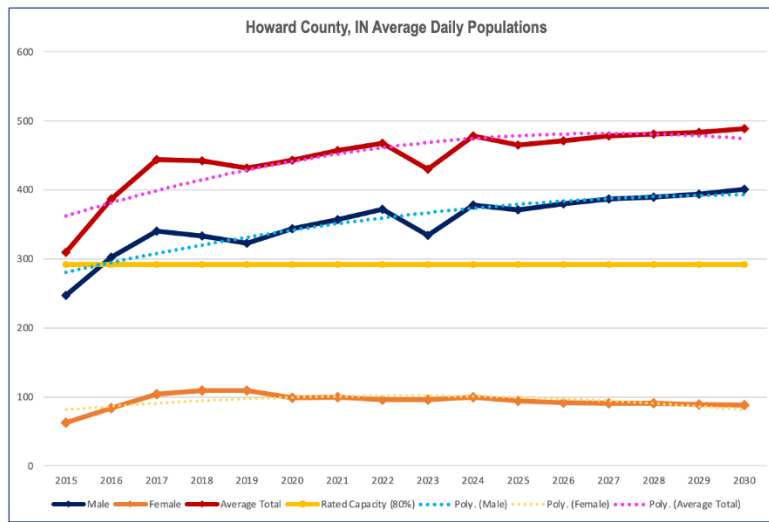
Sheriff's Office and Law Enforcement Data

Specific data requests were made of the Sheriff's Office prior to the consultant's arrival and the initiation of the JJSA. These requests were outlined in a letter and requests for pre-interview questionnaires. Specific data to assist the consultant's understanding of the Sheriff's Office, jail operations, and prisoner data and simple demographics was requested. This list included:

- Floor plans of the facility
- Demographic information on the local community, county, and criminal justice impact area
- Sheriff's Office and Corrections organizational charts/structure
- Current correctional manpower levels
- Anticipated manpower levels and hiring
- Historic data on the current facility
- Current and past court decrees or lawsuits in which the jail was a focus or involve

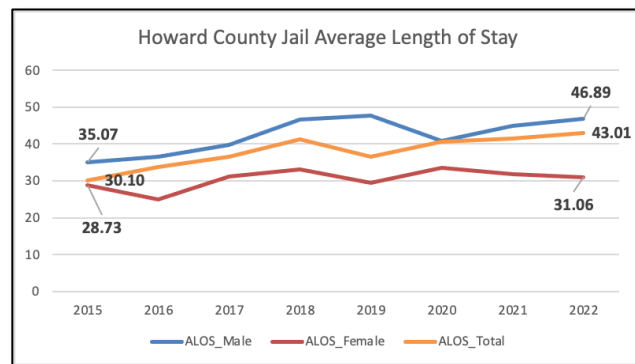
One of the first data sets examined is the Average Daily Population (ADP) for a given agency. This can be compared with the ADP of surrounding counties or with national data provided by the U.S. Bureau of Justice Statistics. Since no data was readily available from surrounding counties that comparison is not

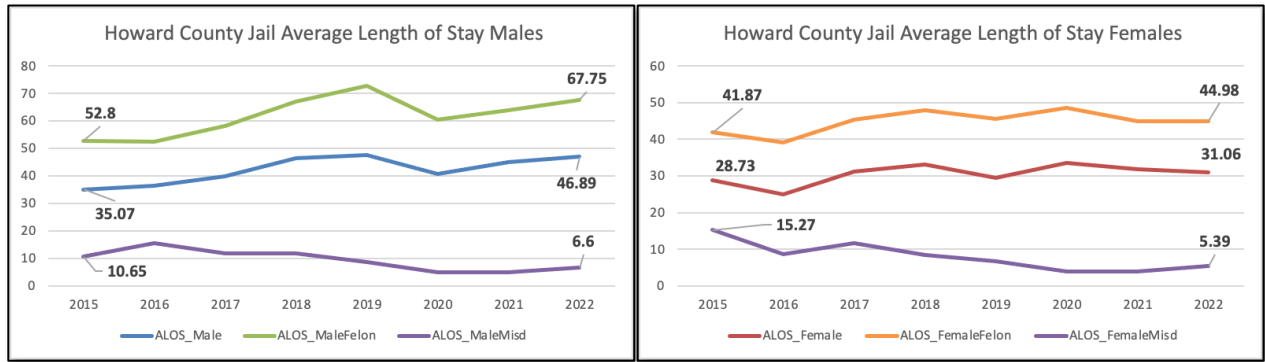
Howard County ADP																
	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
Male	247	303	340	333	323	344	357	372	334	378	371	380	387	390	394	401
Female	63	84	104	109	109	99	100	96	96	100	95	92	91	91	89	88
Average Total	310	387	444	442	432	443	457	468	430	478	465	472	478	480	483	489
Rated Capacity (80%)	292	292	292	292	292	292	292	292	292	292	292	292	292	292	292	292



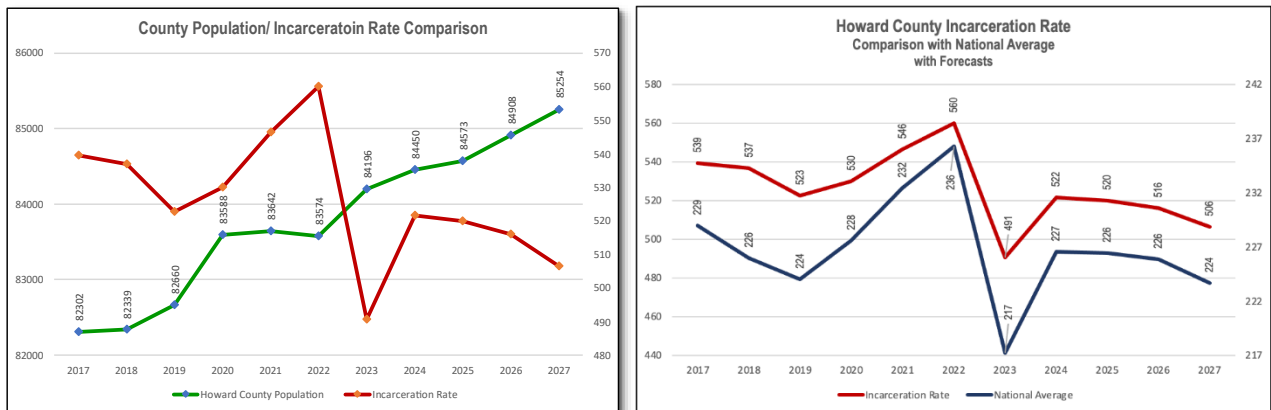
provided, but Sheriff's Office personnel may wish to gather that information and make a comparison. Local data as a comparison may be more accurate and relevant assuming a closer relationship in applicable laws, culture, and community standards. Data regarding Howard County ADP indicates a significant increase in 2015. This may be due to increased crime in the area, or changes in policies regarding crimes, arrests, adjudication and incarceration. This representation is based on limited data and support of this data and will require additional investigation and analysis to generate a better conclusion.

An associated data set is the Average Length of Stay (ALOS). This data was provided by the Sheriff's Office and is used to provide the attending graphs. Two of the graphs indicated ALOS comparing male and female overall and for those incarcerated for felonies. The ALOS data set and historical examination provides a view into the movement of inmates through a particular jail. An explanation of this data set was provided to the Sheriff's Office to reinforce its importance and the manner in which to calculate the statistic.





Howard County Incarceration Calculation				
Year	Howard County Population	ADP	Incarceration Rate	National Average
2017	82302	444	539	229
2018	82339	442	537	226
2019	82660	432	523	224
2020	83588	443	530	228
2021	83642	457	546	232
2022	83574	468	560	236
2023	84196	413	491	217
2024	84450	440	522	227
2025	84573	440	520	226
2026	84908	438	516	226
2027	85254	432	506	224



When calculating¹⁰ an agency’s Incarceration Rate (IR), the agency’s average daily population (ADP) is compared to the population of the county. A comparison is made showing any increases or decreases in county population and its relationship to the IR, which is the number of inmates per 100,000 residents. This can be informative when the IR is rising in comparison to a decreasing county population potentially indicating a rising crime trend and an increase in concern of community conditions, law enforcement officials, and policy makers. It can also indicate a decrease in county population and an increased law enforcement effort, but this does not generally occur over longer periods. The most favorable indication is when county populations rise, and the IR decreases. This can indicate a reduction in overall crime in the area, or that crime has remained stable compared to the rise in population. Appearances are, and augmented by information from interviews, that Howard County is experiencing a slight increase in population and a decrease in crime within the county and its major municipalities. Of concern to county officials might be when populations decrease in response to increased levels of crime causing citizens to

¹⁰ $(ADP \div \text{County Population}) \times 100,000 = \text{Incarceration Rate}$

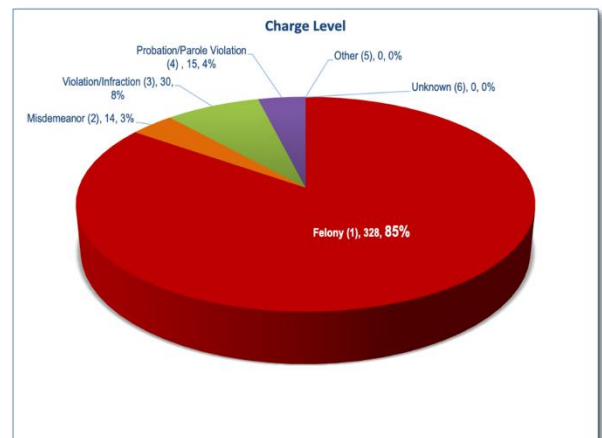
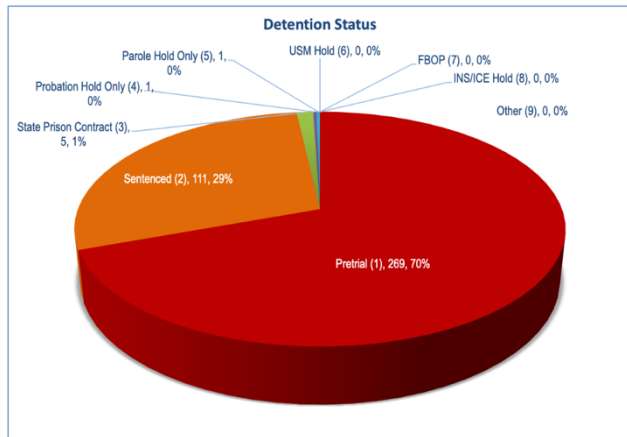
move to more appealing, and lower crime affected areas. Officials with the Sheriff’s Office during preliminary discussion believed there may be a significant impact in Howard County from criminal elements coming into the areas from the Chicago area. Further analysis is indicated to properly evaluate whether or not this assumption is true, or speculative, unconfirmed information.

Additional indications and information, acquired from interviews, was that Howard County may not be efficiently processing offenders through the courts and justice system. An indication of problems within the justice system can be assumed by the level of pre-trial (pre-sentence) inmates held in its jail facilities. Indications from reported data show Howard County has a significant level, of pre-trial/pre-sentence offenders. The associated graph indicates only 29% of inmates, on average, are sentenced to a term in the jail. All others, about 70%, are either pre-trial/pre-sentence or some other form of unsentenced hold status.

Officials in Howard County indicated a predominance of felony crimes in the county and those incarcerated are predominantly felons. Data provided from the Sheriff’s Office indicates felony offenders far outweigh misdemeanor offenders. The level of felons in the jail apparently indicates the majority of crimes being processed by the judiciary are felons. In addition, this might correlate with the volume of Level 6 felonies being processed.

Additional tables and graphics are presented in the appendices of this report

Howard County Courts



Howard County has a court system comprised of four District Courts and one circuit Court, which is, according to local officials, the original court in Howard County. According to a document titled, “Local Rules¹¹,” and “amended and effective August 1, 2015,” case filings are apparently assigned to specific courts as follows:

- A. HOWARD CIRCUIT COURT: All Juvenile Matters, Adoptions, and other cases required by law to be filed in the Circuit Court shall be filed in the Howard Circuit Court.
- B. HOWARD SUPERIOR COURTS I, II & IV: Mental Health Matters shall be filed in the Howard Superior Court II or the Howard Superior Court IV. The court of filing shall be determined by random selection, by the Clerk.

¹¹ https://www.in.gov/counties/howard/files/LocalRules_2.pdf

- C. HOWARD SUPERIOR COURT III: Small Claims, Infractions, Ordinance Violations, and Petitions for specialized Driving Privileges pursuant to IC 9-30-16 shall be filed in The Howard Superior Court III. Howard Superior Court III shall also maintain a Plenary Docket for the purpose of accepting transfer cases. This shall include any civil case transferred from the other Howard County Courts or cases in which the Judge of Howard Superior Court III has been selected as a special judge pursuant to Section (J) of Trial Rule 79. All small claims, which are transferred to the Plenary Docket as a result of a jury request or because a party seeks to pursue a claim that exceeds the jurisdictional amount allowed shall be transferred to the Plenary Docket of Howard Superior Court III.
- D. HOWARD SUPERIOR COURT I: Miscellaneous Matters (MI), except for Petitions for Specialized Driving Privileges pursuant to IC 9-30-16, shall be filed in Howard Superior Court I.
- E. OTHER CIVIL FILINGS: All other civil cases shall be filed in The Howard Circuit Court, the Howard Superior Court II, or the Howard Superior Court IV. The court of filing shall be determined by random selection, by the Clerk, using a method which will result in thirty percent (30%) being filed in Circuit Court, and thirty-five percent (35%) being filed in Superior Court II, and thirty-five percent (35%) being filed in Superior Court IV.

According to the judges interviewed, there is currently a severe problem in Howard County with committing offenders to the jail. Through comments gathered during the interviews, there seems to exist a sentiment that indicates differing views on the efficacy of efficiency in processing offenders through the courts and the local probation systems. According to “Local Rules” each court has specific duties. There appears to be differences in perspectives regarding the filing process with the various courts. A backlog of offender cases was implied during interviews and differing sentiments surrounding criminal filings and the length of time necessary to process cases through the legal system. This would exacerbate difficulties for the Howard County Jail in dealing with a backlog of felonies, for both pretrial and convicted offenders, which includes the majority of those held in the facility both as inmates and pretrial detainees. Although some individuals interviewed cite robust offerings of diversions and alternative to incarceration, it appears, and comments were made, these options are not used to any functional degree to help reduce the number of offenders held in the jail. There also seems to be disagreement with local judges regarding an effective use of diversions and alternatives. Confounding the potential for increased use of diversions and alternative citing community sentiment, according to officials, is that everyone gets arrested for any violation. Further complicating offenders being efficiently processed through various legal processes, was information that offenders may be charged for numerous, and sequential, probation violations. Many probation violators tend to languish in the adjudication process.

Howard County has an electronic monitoring system (Home Detention), but, as with bail, offenders sentenced to this alternative may have a difficult time affording the assessed fees. Interviewees indicated the extended use and efficacy of the electronic monitoring program produced varying degrees of success. As with electronic monitoring systems in other jurisdictions, a question regarding the affordability of this program and access to participation should be further evaluated. One of the issues complicating the efficient movement through the judicial process is encapsulated by a comment offered during interviews: “Biggest issues are process oriented. *We have a (emphasis added) very antiquated system.*” Reviewing the “Local Rules” document tends to provide some agreement to this sentiment, these rules were last reviewed and amended in 2015. It may prove valuable to Howard County to evaluate the judicial system and its

current operation. Doing so may illuminate efficiencies that may be realized and serve to benefit the county in processing its criminal element. As with a Needs Assessment for the jail, a similar process could be accomplished by judicial consultants and assist the county in finding potential answers to questions of judicial efficiency. Understandably, this may also involve legislative and state judicial administrative office to effect any changes. Since judges are elected to office, this is also a political and community standards issue.

Depending on the person interviewed, probation operations in the county either function well or exhibits varying degrees of performance. Probation is a county function; parole is a state function. When there is a probation violation, it was stated there are no guidelines for Petitions to Revoke (PTR) and the penalty for violations for such violations are too burdensome. As with the courts, a more in-depth evaluation of probation functions in the county may assist the county in finding efficiencies in the justice system. It appeared to the consultants that the justice system in Howard County has some efficiency and procedural problems that need to be further identified and solutions investigated. There appears to be some general siloing of philosophies and practices within the general criminal justice elements regarding arrest ideologies and the subsequent processing of offenders through the system. While the state provides a set of rules for court functions, there seems to be a sentiment and practice of autonomy and independence within the various Howard County courts. Consistency in case processing, individual court functions, sentencing and adjudication practices, and diversionary sentencing appears to differ with individual judges. Since there is no Court Administrator employed in the county and judges are elected to the bench, uniformity in rule applications and case and sentencing guidelines appear to suffer and be more inconsistent. An examination process to identify potential solutions within the judiciary may provide the benefit of better controlling the county's incarceration rate and the growing jail population.

Data, which was gained from a one-day jail-snapshot, illustrates and provides some insight into the level to which these issues may be present. A one-day look at jail population is not determinative of the overall complexion of a facility offender population in the longer term. Additional, and continual, gathering and analysis of such accumulated data must be accomplished on a regular and continual basis to provide a clearer view of inmate and detainee configurations. One issue that needs closer attention and review is the imposing of no-bail for offenders. Additionally, it was stated that offenders who acquired a "three-strike" offense status may sit in jail for extended period on a no-bail status. Further congesting the jail are pretrial status inmates in the jail. An effort to reduce jail crowding by pre-trial offenders and to make the posting of bond more reasonable and accessible, indications from interviews are that motions for bond reduction are prevalent. Regardless, indications from the one-day snapshot are that the jail maintains a high level of high bail, or no-bail, offenders languishing in the jail.

Understanding the jail is fed their clientele from local law enforcement and the judicial system, a systemic solution to jail crowding issues should be commissioned. Jails have little control over who is arrested and presented for incarceration. Community standards and expectations also have a bearing on who is arrested, at what criminal levels they are presented to jail, and the accepted use of alternatives and diversionary programs. Community standards and perspectives may have a greater impact on the judiciary in Howard County; judges are elected and acquire office by a vote of county citizens. If a judge, for instance, does not act within the standards of handling offenses as perceived by the community, this may

have an impact of bond availability and sentencing practices of these judge, and the judge retaining their office.

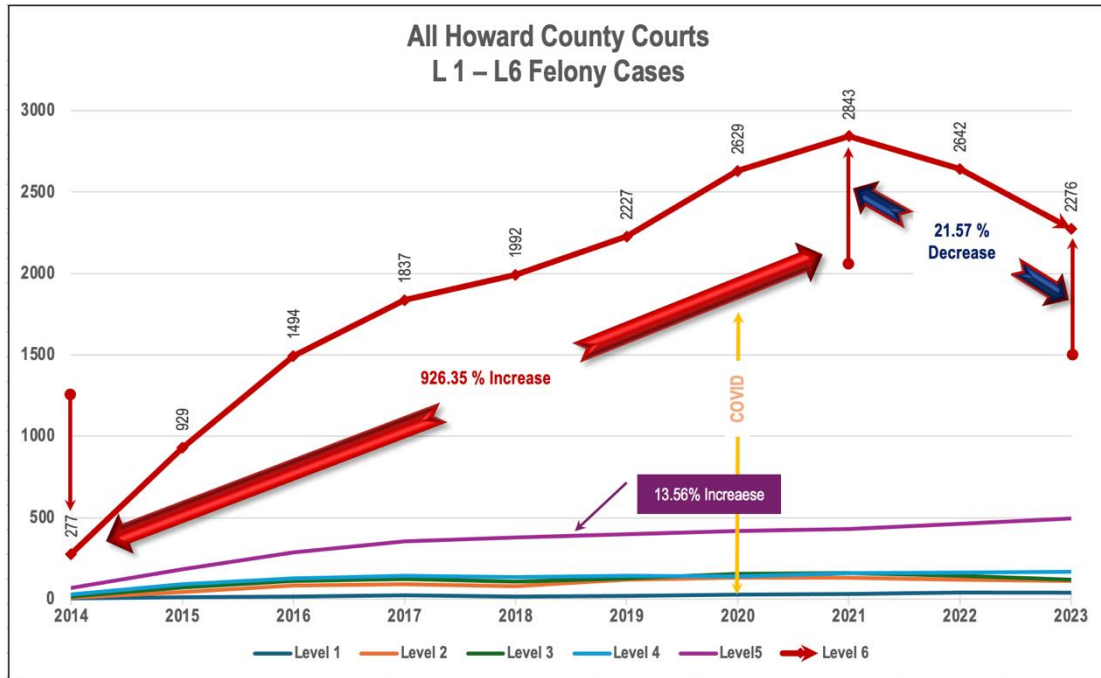
Judges do, in some cases, release offenders on their own recognizance (Personal Recognizance or PR). With most offenders released on PR, only the most violent offenders, or perhaps, those with historical criminal patterns, are sent to the jail. While no data were provided on PR releases, it was implied that most, when terms of the release were violated, offenders typically are also met with some type of probation violation. Currently, PR Releases are the sole venue of judges.

As jails age, particularly those with small facilities in areas with very limited resources and an inability to provide, renovate, or build adequate jail space, the inability to appropriately classify inmates becomes more profound. As the criminal element in a jail continues to transform from primarily misdemeanor offender to more violent crimes and felons; Sheriff's, Police Chiefs, Probation Officers, and Judges, more acutely struggle with this dilemma. Larger communities, with more financial resources and capabilities, and can benefit from economies of scale in the delivery of such services and space. Howard County seems to have a physical facility that may be able to identify a process of better using its currently available space. A robust needs assessment can help identify some of these options, but such an assessment should not be accomplished in isolation and dissociated from an analysis of the justice system that feeds incarceration bound individuals.

Indiana has separated felonies into six categories, plus murder. In the recent past, the Indiana Legislature changed the incarceration requirement for Level 6 (L6) felonies. Previously, L6 felonies were committed to the state prison. With the legislative change the incarceration requirement was changed and convicted L6 offenders were committed county jails. According to officials and judicial officials, the law was changed within the last year and stated L6 felony offenders "*may*" be held in county jails. As a practical matter, unless there are no other attending serious charges, those convicted of L6 felonies are still committed to county jails

Since 2014, and until 2022, Howard County has shown a 926.35% increase in Level 6 felony arrests. This growth within a singular crime level is concerning. Since 2021, a decrease of 21.57% in L6 crimes has, according to data, occurred. No solid data was provided to explain either of these circumstances. During interviews it was stated there seemed to be an overall decrease in crimes in Howard County. Data provided by the Sheriff's Office seems to bear out this assumption. During the same period, level 5 felonies increased by 13.5%. All other felony arrests remained relatively unchanged since 2016.

Anecdotal reasoning from local officials and politicians is that manufacturing plant closures left lower education level populations with well compensated employment and an excess of disposable income engaged in controlled substance abuse. As a consequence, an abrupt lack of financial resources and an addiction to controlled substances affected the commission of crimes in the county. The consultants did notice there seems to be a fair amount of industry and manufacturing still operating in the county.



Howard County Commission appointed a Magistrate Judge to assist in relieving some of the backlog and procedural processes currently impacting offenders moving efficiently through the justice system. Available information does not reveal if this relief valve is currently having a substantive effect on the efficiency of the justice system. This court is appointed by the County Commission, is not provided statutorily in Indiana, and has been assigned or granted latitude, to some degree, to handle specific judicial processes. A law trained and licensed attorney sits on the bench of the Magistrate Court and apparently serves at the pleasure of the County Commission. The magistrate does not have any apparent rules or guidance from the Indiana State Administrative Office of the Courts. No data was accessible for the Magistrate Court, consequently, additional study and analysis of its efficacy should be commissioned for further assessments.

There appears to be a general downward trend with overall arrests in Howard County. Some officials in the county have recognized this trend, but cannot explain rising, or stable offender populations in the jail. While graphs provide a convenient visual illustration, they do not indicate whether recent decreases are statistically significant or the causes for these trends. Further analysis, again, is warranted. Additional graphs provided in this report demonstrate additional trends and were developed with data provided by the Sheriff's Office or accessed from Administrative Office of the Courts statistical reports.¹²

Public Meeting

At the conclusion of interviews and additional information gathering activities, the consultants conducted a Community Meeting, which was held in a conference room at the Howard County Administration Building. During the meeting, the consultants provided a PowerPoint presentation outlining the mission and purpose the National Institute of Corrections (NIC), findings and impressions from accumulated data and jail tour. Recommendations for consideration based on interviews and

¹² <https://www.in.gov/counties/howard>

accumulated data were offered, and an overview of the Facility Development Process discussed. Further, the consultants discussed future data analysis, explained the importance of determining “readiness,” and discussed the next steps in the planning process. The primary purpose of the meeting was to review key issues related to planning and to reinforce the importance of following the Facility Development Process and taking a broad systems approach to planning. The meeting was not designed to, and did not, make any concrete, or inferred, recommendations regarding a need to expand the current jail, or build a new facility or justice complex. This decision can only be made after further, professional analysis, and by a decision of Howard County Commissioners and County Council.

Participants who attended the Community Meeting are listed on the Sign-in Roster included in Appendix V.

PowerPoint Presentation

During the general Community Meeting, a PowerPoint presentation explaining the purpose of NIC and the intent of the JJSA provided to Howard County was delivered. Additionally, photographs of the Howard County Jail focusing on current facility conditions, and taken during the consultant’s tour, general recommendations from interviews and impressions, and an overview of the Facility Development Process were provided for attendees. To provide additional assistance and information regarding the planning process, the PowerPoint presentation is included with this report for informational purposes.

Refer to *Appendix VIII* for a copy of the PowerPoint presentation presented during a Community Meeting. This is included to assist Howard County Officials in their planning processes.

A close-out and debriefing meeting was held after the community meeting. Sheriff Asher was able to attend the community meeting and the topics of an exit meeting were presented as recommendations for near future attention. To augment information discussed during an exit meeting, an email providing additional explanations, presented documents, and NIC publications pertinent to the current planning state of Howard County were provided.¹³ At the conclusion of the presentation on the Facility Development Process (FDP), the consultants determined that Howard County is in the first phase of the FDP: Project Recognition.

Action Items

As a final activity, the consultants worked with Community Meeting participants and identified the following list of action items to outline next steps that can be taken by the County. They are as follows:

Next Steps/Action Items:

1. Analyze costs for jail operation build/outsourcing comparison
2. Define Law and Justice Council Mission
3. Strategic Plan for (L&J) Committee
 - a. Consider hiring a consultant/facilitator
4. Perform a Jail Needs Assessment
5. Determine Preferred Solution

Summary Findings

The consultants have concluded that Howard County appears willing to continue this evaluation process and follow the recommended steps of the Facility Development Process. It is anticipated this will include the formation of one or more planning committees and the potential use of outside resources to support the effort, including participants from Howard County. Further, data collection and analysis will take time and resources, which may present challenges during the planning process. However, the County has recognized that “good data” are crucial to making sound planning decisions. Although some data were provided for this technical assistance, additional work is needed as the County continues to engage in the planning process. Agreements must be reached on what data to collect and what analyses are necessary to support the planning effort. As a resource see, the NIC publication on gathering and analyzing data.¹³

Howard County has, once again, taken a major step in the planning process with this request for Technical Assistance. The challenge for the future is to balance resources as the County moves forward with the development of a comprehensive plan for the management of offenders within the Criminal Justice System.

During the site visit and interviews, it was clear that the jail is a major component in the local criminal justice system and serves as a vital sanction and option. It was also clear that members of the criminal justice system recognize that other programs and sanctions should and can be provided but are currently not being used to an extent beneficial to reducing jail populations. As a part of the planning process, Howard County must evaluate the economic and societal benefits and costs associated with a variety of sanctions, including increased facility capacity. The implementation of alternatives should be evaluated and considered for those inmates appropriately housed in the least secure environment while still maintaining public safety. Discussions during the site visit highlight the importance of following the steps defined in the Facility Development Process and developing a comprehensive and sustainable solution to managing capacity within the Howard County Criminal Justice System.

Impressions are that current difficulties with jail crowding is not just or singularly an attribute of the size of the facility or number of available beds. However, the consultants conclude elements of the justice system, which channel offenders to the jail, community sentiment and values coupled with prevailing arrest practices and policies may be more of a causative factor in Howard County. Further careful analysis is needed to examine the Howard County Justice System and its use of the jail to a deeper extent than this technical assistance was able to accomplish in the time allotted. This may be accomplished, in part, with a full Needs Assessment. In addition, the County may wish to evaluate the current function and efficacy of the courts, probation functions, and the use of alternatives and diversions.

An aspect of politics in Howard County, that has an impact on anticipated and perhaps currently preferred options, may be outcomes of the local, November 2024 elections. Sheriff Asher and his Jail Administrator, Matt Deckard, requested this JJSA. Sheriff Asher is in his final two years of his allowed two consecutive terms as sheriff. During the 2026 election cycle, Howard County will have a new sheriff who may have differing perspectives and philosophies. This may impact and detour visions and plans the county may

¹³ How to Collect and Analyze Data – A Manual for Sheriffs and Jail Administrators

currently have. Howard County should find a path that will allow processes and identified options to transcend past these potential political influences.

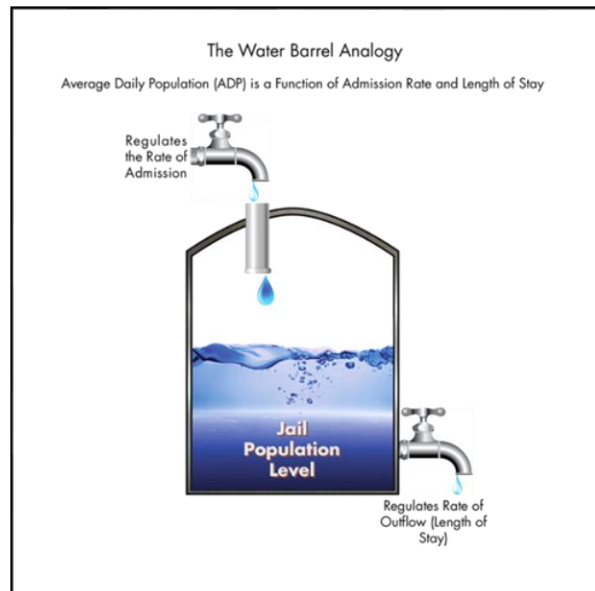
Water Barrel Analogy

A water barrel analogy (see illustration) is useful for illustrating the dynamics impacting the increase and decrease in the number of inmates in custody. Just as the amount of water in a barrel is a function of the rate at which it flows in

(via the in-spigot) and how long it stays in the barrel (as determined by the rate of flow through the out-spigot), the number of inmates in custody at any given time is a function of two factors: (1) the rate at which individuals are admitted, and (2) how long individuals remain in the jail.

This analogy illustrates the three basic strategies for decreasing facility crowding:

1. Decrease the number of bookings (decrease the in-spigot's rate of flow);
2. Decrease inmates' length of stay (increase the out-spigot's rate of flow); and/or
3. Expand the bed capacity of the Jail (increase the size of the barrel).



With changes to local policies and practices, the first two of the above strategies alone, or in combination, can be used at any time and at relatively low financial cost to reduce the jail's population or to maintain its growth at manageable levels. The third strategy, increase jail bed capacity, often requires several years of planning and occurs at significantly higher financial cost.

Additional Comments

Prior to offering the following recommendations, the consultants would like to reinforce that all persons interviewed were open and honest in their answers. There appears to be a genuine desire to find solutions, but there is also frustration among policy makers and key stakeholders throughout the system.

Analyze Costs for Jail Operation Build/Outsourcing Comparison

Develop a comprehensive system wide master plan that includes detailed data analysis and cost-benefit evaluations of all potential options for improving the Howard County Criminal Justice System.

Data presented in this report, and additional data not yet accumulated should be compiled and analyzed to identify continued jail operations against the reasonableness and financial impacts of continuing to outsource jail populations. This will likely be a result of a professional evaluation of the current jail, its structure, and the findings of a professional performed Needs Assessment.

A Criminal Justice System Master Plan should be considered to achieve focus and provide a map, or template for the justice system as a whole and help guide decision surrounding the jail. A criminal justice

master plan can be part of an overall county master plan and should become a living document that would serve as the basis for a working partnership between all components of the criminal justice system and the community. It is firmly recommended that project identification not be started until the master plan, current jail evaluation and a needs assessment have been completed. Proceeding without these studies, evaluations and accompanying documents increases the risk of building an inappropriate facility and misplaced decisions. Finally, the Master Plan should follow the recommended steps outlined in the Facility Development Process.

Define the Jail Committee

Continue to implement the Jail Committee and use that group to develop a comprehensive strategy for policy evaluation and implementation.

The consultants support the continuation and defining the operation and mission of the Jail Committee, including all the principals of the primary agencies involved in making policy for the criminal justice system. Howard County is believed to have a Jail Committee currently empaneled or in the process of identification.

The Howard County Criminal Justice System leaders should continually evaluate the composition of the Jail Committee membership to assure appropriate representation from stakeholders and that consideration of ideas and solutions are encouraged. However, should any major criminal justice system body be excluded or not be encouraged to join, then there may be a major break in the process. The first goal of the Jail Committee should be to address the action items discussed during the public meeting and to proceed with a master plan for the criminal justice system. It is recommended that the following core members be considered for inclusion on the committee:

- Court Officer
- Prosecutor
- Defense Attorney/Public Defender
- Judge(s)
- Kokomo City Council
- Jail Commander
- Sheriff or Chief
- City Police
- State Police
- Probation Department
- Parole Department
- County Executive Judges
- County Council
- Community Corrections
- Community Leader

Courts are often considered one of the highest status participants of any criminal justice committee. Participation may be assigned by individual judicial agencies through its own leadership or by request from county leaders. However, active judicial leadership will help create the necessary sense of importance and prevent an erosion of the committee's effectiveness by principals' participation with

the Jail Committee and not through the assignment and participation of subordinate staff.

The Jail Committee should be directly involved in developing the Criminal Justice System Master Plan. It is not the role of a Jail Committee to interfere in and second-guess the operation of any agency, court, or elected official. Rather, this committee should serve as the policy clearing function and implementation body for the master planning activities. This group should evaluate the information developed in the criminal justice system master plan and make appropriate recommendations to key policy makers for action.

While a specific Jail Committee has not been appointed, or identified, it is recommended that the following areas for evaluation and work of the Jail Committee be considered:

- Develop the mission of the Jail Committee to clarify focus and determine functional path and intent
- The Jail Committee should begin the Facility Development Process
- The Jail Committee should create a management information plan. Members can determine what they want and need to know. Collect the data and analyze turning it into useful information. Individual agencies may use information gathered by the Jail Committee for planning and operations management.
- Howard County should identify funding and personnel resources provide support the Jail Committee. This same staff can begin collecting and analyzing information to support the planning effort.
- Collect performance data on all alternative programs to identify the most effective interventions and with whom they are most effective.
- The Jail Committee should consider the possibility of creating new alternative programs and perform a cost-benefit analysis for each recommendation.
- The Jail Committee should stay involved with NIC for continued assistance

The first objective of the Jail Committee may be to determine the needs of the jail, but the overall goal is to promote more effective and efficient management of the entire criminal justice system. Results can include a more efficient and reasonable use of bed space in the jail. Additionally, information should promote allocating sufficient bed space for current and future use and anticipated trends within current availabilities. Accomplishing this task will possibly do more to assist the jail over the long-term than any other single action. In a Bureau of Justice Assistance (BJA) funded review of five jurisdictions that had been deemed, at the time, to have successfully addressed jail crowding, participants claimed it was the creation or rejuvenation of a functional criminal justice committee that was the single most effective tool¹⁴.

To fully understand and anticipate the impacts of change within Howard County Criminal Justice System, a coordinated long-range master plan should be developed. The master plan process will develop a comprehensive, system-wide strategy to improve and enhance operations, strengthen programs and services to all constituents, and meet the challenges of operating a safe, secure,

¹⁴ (Cushman, 2002)

responsive, efficient, and humane criminal justice system. The plan would support a commitment to leadership by providing carefully defined goals and objectives to help the criminal justice system successfully face future challenges.

The Criminal Justice System Master Plan often includes:

1. Developing a system-wide philosophy and mission to confirm that all constituents have a shared understanding of what needs to be accomplished and how to accomplish it.
2. Developing a system-wide population profile of potential and actual inmate populations. This includes a comprehensive classification plan for addressing those inmates that present a risk to themselves and others within the system. Specifically, a system-wide plan should be developed for addressing substance abuse, mental health, suicide risk, and other risk factors. The plan would include both capital and policy and procedure changes to the Howard County Criminal Justice System.
3. Summarizing system wide capacity and workload projections.
4. Developing a comprehensive, system-wide management and operations plan to include a detailed initiative to improve programs and services.
5. Developing a comprehensive system-wide information management system that allows for easy tracking and analysis of the Howard County Criminal Justice Systems.
6. Developing a system-wide capital improvement plan to address crowding conditions and to provide adequate space for all users (Courts, Prosecutor, Public Defender, Alternative Programs etc.) of the criminal justice system.

Strategic Plan for Jail Committee

Development and implementation of a strategic plan for the function and further tasks of the Jail Committee to assist in intended purpose, direction, and focus. Howard County can, if desired, secure a professional facilitator to guide the County and this committee in its development. Formulating a strategic plan may produce the renewed interest and focus necessary to move the criminal justice system and the jail into an arena of increased function and elucidation of purpose.

Jail Needs Assessment

The consultants encourage Howard County to continue to take advantage of each phase of the Facility Development Process presented during of the JJSA particularly during the Project Identification Phase and subsequent planning stages. It is essential to spend sufficient time in identifying the project against available options before moving forward with potentially ill-advised decisions based on subjective information. A Needs Assessment is a tool to help identify the appropriate options and is the next appropriate, major phase. A Needs Assessment is an intensive process through which the best needs and options for the county can be identified. Decisions can be made from the results of the Needs Assessment whether to do nothing, renovate, construct additions, a combination of these options, or to build a new facility. Additionally, it will assist the county, and subsequently planners and architects, in designing an appropriately sized and configured facility for the current and potentially future needs of the county. It is designed to help key stakeholders make better and necessary decisions and address alternatives regarding configurations, costs, and successively, funding and potential future operational costs. After, or

in tandem with, a Needs Assessment, the county may wish to seek additional technical assistance from NIC for a Planning of New Institutions program. The goals of this technical assistance are as follows:

- To provide participants with an understanding of the Facility Development Process for adult detention and corrections facilities
- To create an opportunity for participants to define their individual role in the process and develop as a planning team
- To introduce team members to operational, programmatic, and design concepts that may be used in the facility planning and design and program development process
- To provide team members with the materials and/or opportunity to practice and apply these concepts through the development of action plans
- To assist jurisdictions by providing materials to enable them to make well informed planning decisions about adult detention and corrections facility operational planning and design

Planning of New Institutions does not teach participants how to design a jail; instead, it highlights the importance of in-depth planning before starting jail design. Concepts are taught through case studies, allowing participants to get “hands-on” experience in planning methods. This program focuses on the critical elements of planning a new facility, including collecting, and using data, pre-architectural programming, site evaluation, project management, and determining staffing needs.

Determine Preferred Solution

Investigate reasonableness of making needed routine and critical repairs to the current facility to bring to up to code and compliance versus new construction. This will likely be an outgrowth of a Needs Assessment.

This recommendation is an outgrowth of other associated items. After pragmatic and careful consideration of available and proposed options, a decision should be made to either rehabilitate/renovate the current jail, or to proceed with the design, funding, and construction of a new facility. Identification of an acceptable option should be developed with the context of a strategic plan.

Summary

A crowded jail is a symptom of many things that occur within the criminal justice system. Through the interviews, the consultants found a spirit of concern and system-wide frustration (at different levels) surrounding the current state of the jail; the ability to incarcerate when needed and appropriate, and the use of appropriate and available alternatives to incarceration as a means of responding to the jail over-population. Participation in a JJSA is an important “first step” for the county but is not a terminal endeavor. Howard County should continue to seek solutions through a systematic planning process with the following in mind:

- Howard County has an opportunity to affect future decisions regarding the use and/or outlook of the current jail and its inmate population by taking an active role in determining, on a system-level, how the jail and other sanctions, or alternative will, or can, be used
- A comprehensive review of system-level policies and practices can further identify major areas of concern or improvement. As Howard County criminal justice stakeholders participate in

productive meetings and evaluate options, efficiencies, and alternatives to the manner in which functions are currently managed and processed, improvements may be identified and implemented

- Identify decision points where the various agencies can make choices that affect the use of the available programming and sanctions
- Continued agreements with surrounding counties throughout the planning process. Housing alternatives should continue to be evaluated
- A study of criminal filings and case processing through the system may help local officials evaluate the timeliness and efficiency with which decisions are made. More timely decisions can reduce the length of stay in jail and/or reduce the high percentage of pre-trial/sentenced inmates being held
- Expansion of alternatives and their appropriate use, may provide judges additional options in pretrial release and sentencing options

If the decision is made to build additional detention space, new facilities, or a justice complex, failure to carry out a adequate needs assessment and pre-architectural planning prior to design decisions could leave the County with some of the following difficulties:

- A new or renovated facility with deficient capacity and not enough land on the selected site for expansion
- A new or renovated facility with the incorrect housing/bed types and configuration to properly classify and house the inmate population
- A new or renovated facility that the County can afford to build **but cannot** afford to operate
- A new or renovated facility that solves past problems but is poorly laid out and therefore, difficult to operate or make efficient use of staff, which creates new, unanticipated problems and externalities
- A new or renovated facility that has low capital cost, but lacks essential spaces, storage, and systems to maintain the facility over time
- A new or renovated facility that solves past jail problems but creates a new set of problems for other components of the criminal justice system
- A new or renovated facility that the community did not want, and subsequently, will not support

Method

As noted earlier, the following information was requested prior to the site visit: Average Daily Population (ADP) for the past 5 -10 years:

1. Average Length of Stay (ALOS) for the past 5-10 years
2. Facility Admissions for the past 5-10 years
3. County Population for the past 5-10 years
4. Age of the Jail
5. Jail Capacity

6. Jails Programs and Community Based Programs

Interpretive Graphs

Additional data graphs can be found in *Appendices VI and VII*.

Appendices

Appendix I – Jail and Justice system Assessment Agenda



United States Department of Justice
National Institute of Corrections

Jail and Justice System Assessment (JJSA – 23J1008) Howard County, Indiana June 3 – 5, 2024

Day One — Monday: June 3, 2024

0800 – 1000	Entrance Meeting with Sheriff, Jail Administrator, other key officials, and stakeholders to clarify the purpose of the JJSA, gather additional background information, review the desired outcomes for the technical assistance activity, and confirm and review the agenda for the three-day site visit
1015 – 1115	Interview with Sheriff, jail command staff, and other law enforcement command
Lunch	Adjusted to meetings and remainder of day's schedule
1300 – 1600	Tour of existing jail
1600 – 1700	Consultant prep time

Day Two — Tuesday: June 4, 2024

0800 – 1630	<i>Interviews with Key County Stakeholders (Interviews should be schedule for approximately 20 minutes each, with ten minutes between interviews) Please list the name of the person to interviewed in the scheduled time slot. This schedule shell was developed according to the information and potential interview list provided by the Sheriff</i> Location: Howard County Administration Center, 220 North Main Street, Kokomo, Indiana
0800 – 0820	Kathy Cullison Kinsey Youth Center
0830 – 0850	Hans Pate Judge, Superior Court #1
0900 – 0920	Laura Rood Adult Probation
0930 – 0950	Connie Burton Juvenile Probation
1000 – 1020	Andrew Vandenbosch Public Defender
1030 – 1050	Dustin DeLong Probation Officer
1100 – 1120	Thomas White Prosecutor's office
1130 – 1150	Cheyenne Shepherd Magistrate
1200 – 1300	Lunch
1300 – 1320	Commissioners
1330 – 1350	Alan Wilson County Attorney
1400 – 1420	Jeremie Lovall Work Release
1430 – 1450	Rebecca Vent Judge, superior Court #2
1500 – 1520	John Roberts County Council President
1530 – 1550	Matthew Elkin Judge, Superior Court #1
1600 – 1620	Lynn Murray Judge, Circuit Court
1630 – 1650	Doug Tate Judge, Circuit Court #3 (Unable to attend because of trial)
1700 –	Consultant community meeting prep and presentation development time

Day Three — Wednesday: June 5, 2024

1300 – 1500	Community Meeting – Invitations and announcements should be sent/made at least two weeks prior to the Community Meeting Location: Howard County Administration Center, 220 North Main Street, Kokomo, Indiana
1500 – 1530	Close out meeting with sheriff and identify next steps

Appendix II – Introductory Letter

March 21, 2024

Matthew Deckard, Captain
Howard County Sheriff's Office
1800 West Markland Ave
Kokomo, IN 46901

Dear Captain Deckard:

By now, you have already received confirmation from the National Institute of Corrections (NIC) that your request for Jail and Justice System Assessment (JJSA) technical assistance was approved. Mr. Chris Monsma and I were contracted by NIC to provide this technical assistance and we look forward to the opportunity to work with and assist your agency and county. During recent communications, the dates of **3, 4, and 5 June 2024** were negotiated and selected. You will be provided with a copy of the agenda and will be asked to coordinate stakeholder interviews and provide adequate and appropriate spaces in which to conduct interviews and hold participant and community meetings. While working with your agency, we will need some specific program items, which are necessary for delivery and that make interactions and presentations more beneficial to the participants. Those items are listed in the body of this letter.

Appropriate interview and meeting facilities are required during our time on-site. This will be a three-day, on-site program. In general, the morning of the first day will be an introductory meeting with appropriate Sheriff's Office personnel, county leaders and selected stakeholders. This first session is designed as a formal overview and discussion of the system assessment process for Sheriff's Office, county leaders, and other interested parties. Having the appropriate stakeholders present increases the potential for a satisfactory and successful processes and for overcoming potential misunderstandings by rendering the process more transparent. Interview and meeting facilities must be large enough to accommodate attendees and the use of electronic presentation equipment with appropriate seating and work surfaces required for the various meetings.

During our time on site, we will need access to, and tour, your current jail facility. We will also need permission to photograph the exterior and interior of the jail. You will be asked to coordinate a "community meeting" on the third day in which Mr. Monsma and I will make a presentation of our impressions and findings. This meeting should be open to any interested individuals in the county and to whom you wish to extend invitations. Attendees will have the opportunity to ask questions regarding information contained in the presentation.

While working with Howard County, we will request preliminary interview forms be completed by specific stakeholders from the justice system. These will be provided in a DropBox Folder to which you will receive an invitation by email. Additionally, we will require data and information about the county, the Sheriff's Office, its operation, history of the jail, and historical statistics surrounding the inmate population (one day snap-shot); a form will be provided for listing and coding the data.

We would like to receive the following summary data and information prior to the site visit. Some may have already been provided in the pre-site visit questionnaire.

- Average Daily Population (ADP) for the past 5 -10 years
- Average Length of Stay (ALOS) for the past 5-10 years
- Facility Admissions and Releases for the past 5-10 years
- County Population for the past 5-10 years
- Age of the Jail

- Jail Capacity – please describe the process used to determine the capacity.
- Current Alternative Programs – provide a list of programs and the average number of participants for each.

Some additional specific requested items include:

- Floor plans of the facility,
- Demographic information on the local community, county, and criminal justice impact area,
- Sheriff's Office and Corrections organizational charts/structure,
- Current correctional manpower levels,
- Anticipated manpower levels and hiring,
- Historic data on the current facility,
- Current and past court decrees or lawsuits in which the jail was a focus or involved.

Additionally, the following items will be needed during interview sessions and the Community Meeting:

- LCD Projector – for PowerPoint® presentations (for the Community Meeting)
- Screen (or other suitable medium for projection – Whiteboards work well) (for the Community Meeting)
- Flip Chart with easel (Initial Introductory and Community Meetings)
- Marking pens for flip charts (various colors)

Some of the individuals we will need to meet with, and interview, are:

- Sheriff
- Chief Deputy
- Jail Administrator
- County Commissioner(s)
- County Prosecutor
- Public Defender
- Members of the judiciary
- Probation and parole officers
- Mental health and other service providers
- Pre-trial services
 - Other appropriate stakeholders or individuals

Mr. Monsma and I are looking forward to meeting you and other leaders and stakeholders of Howard County. Preliminary questionnaires (fillable form Acrobat files) will be available shortly and will be loaded into DropBox folders for which you will receive an invitation and have access. The questionnaires need to be completed and returned and saved in the appropriate DropBox, *Completed Forms* folder, at least two weeks prior to our arrival so that we can gain some insight into the operation your justice system. We anticipate excellent and productive sessions with the participants during this assistance. Mr. Monsma and I we are committed to providing the best quality sessions possible. If you have any questions prior to our arrival, please feel free to either call or email me.

Best regards,



Dave Boucher
cc/ Mr. Chris Monsma

Appendix III – Needs Assessment Outline

Jail Needs Assessment Process (Outline)

- A. Establish a foundation for planning
 1. Build your planning team
 2. Define goals and desired outcomes for the planning process
 3. Develop a work plan
 4. Establish a project schedule

- B. Define the problem and establish vision, mission, and values
 1. List the problems, issues, or trends impacting detention needs or the effectiveness of the justice system
 2. Describe what has been done to date to address these issues
 3. Get a shared understanding of the problems to be addressed
 4. Reach agreement on mission of local justice system and detention

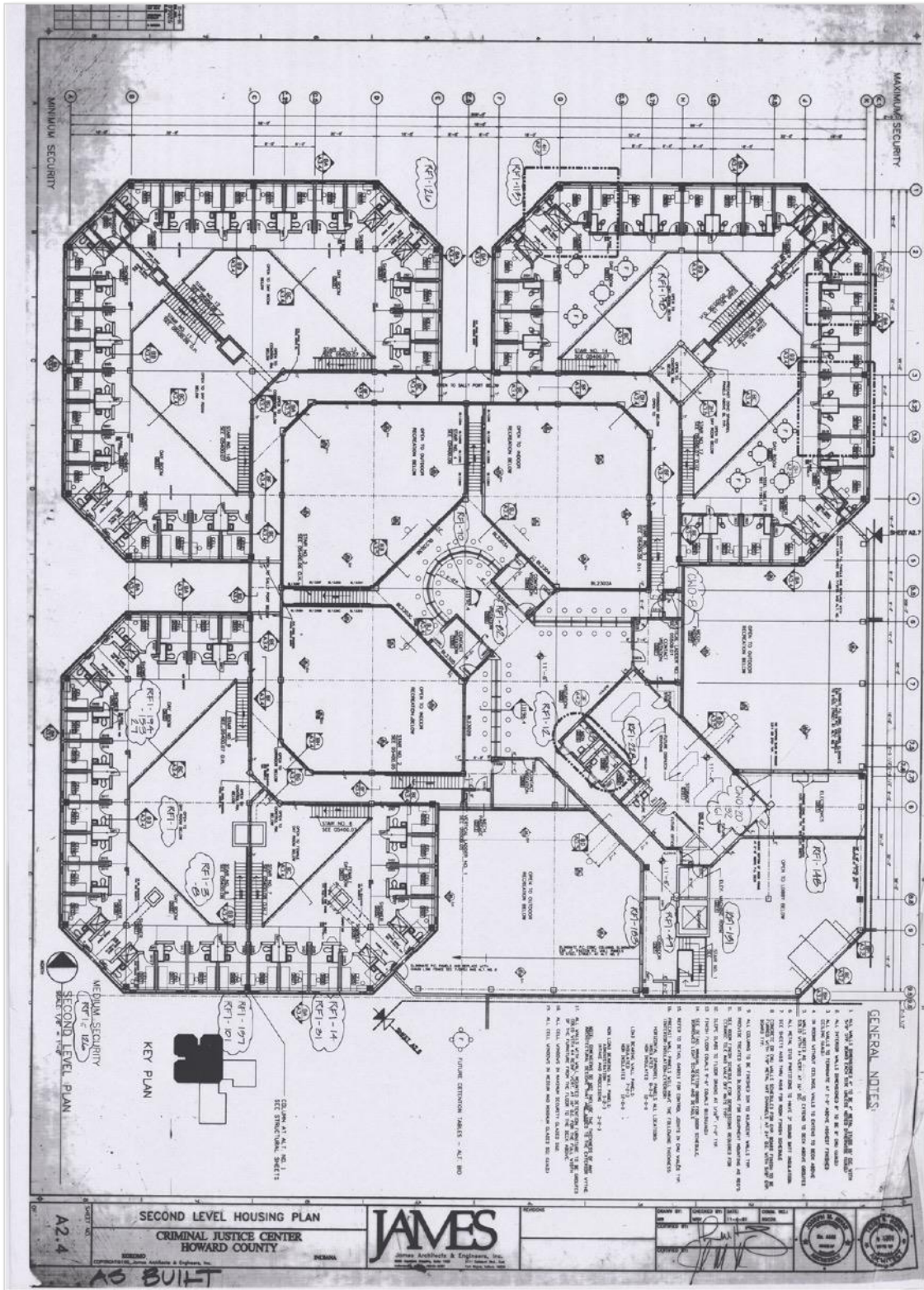
- C. Develop a Community Profile
 1. Location
 2. History and social context
 3. Local government structure
 4. Population trends and characteristics
 5. Social and economic indicators
 6. Risk and strength factors
 7. Community resources
 8. Other community infrastructure assets/issues

- D. Develop a criminal justice system profile
 1. Agency descriptions and functions (arresting agencies; prosecutor; public defender; courts; probation; existing detention and correctional facilities; alternative to Incarceration services and programs)
 2. Describe justice system case processing
 - Map the system looking at key decision points -- How does it work?
 - Identify strengths, weaknesses, and inefficiencies in the case process
 - Identify policies and practices of agencies that impact the process
 - Identify gaps in resources needed to implement decisions

- E. Collect and analyze justice system data
 1. Demographic data (age, gender, residence, criminal history, etc.)
 2. Arrest/booking data (charge, arresting agency, booking time/day of week, release time/day of week, risk and needs data, etc.)

3. Court data (number and type of filings, processing times, etc.)
 4. Detention data (status, charge category, length of stay, demographics, residence, release reason)
 5. Probation data (overall caseload, caseload per officer, charge category, PSI's, revocations, detention policies, etc.)
 6. Community program utilization data
 7. Data analysis -- what is it telling us?
- F. Detention facility assessment
1. Complete a facility space inventory – size, layout, characteristics of existing facility
 2. Identify/assess existing facility conditions and operational issues.
 3. Assess space deficiencies and needs
 4. Determine compliance with standards, fire, and life safety codes
- G. Establish current and future system needs
1. Summary of current needs and issues (Gaps in the availability of alternative placements & programs for offenders; Problems with existing facilities; Problems in operation and/or service delivery within existing detention and corrections facilities; Case process (policy and practice) deficiencies; Other staffing, technology, and infrastructure needs)
 2. Detention forecasts (Admissions, ADP, ALOS; County population -- historic and forecasted; admission and incarceration rates; capacity forecasts; methodology; peaking and classification factors; 20 to 25 year forecast)
- H. Develop detention facility recommendations
1. Type of facility
 2. Type of construction -- renovation, expansion, new
 3. Facility requirements (Bed space requirements; Key operational concepts; preliminary space estimates; preliminary organizational concepts; preliminary staffing estimates and assumptions; Site requirements; preliminary cost estimates; project development cost estimate; operational cost estimate)
- I. Document/share findings
1. Needs Assessment Report
 2. Dissemination and community education

Appendix IV – Floor Plans





UNITED STATES DEPARTMENT OF JUSTICE
 NATIONAL INSTITUTE OF CORRECTIONS

**HOWARD COUNTY, INDIANA
 JAIL AND JUSTICE SYSTEM ASSESSMENT**

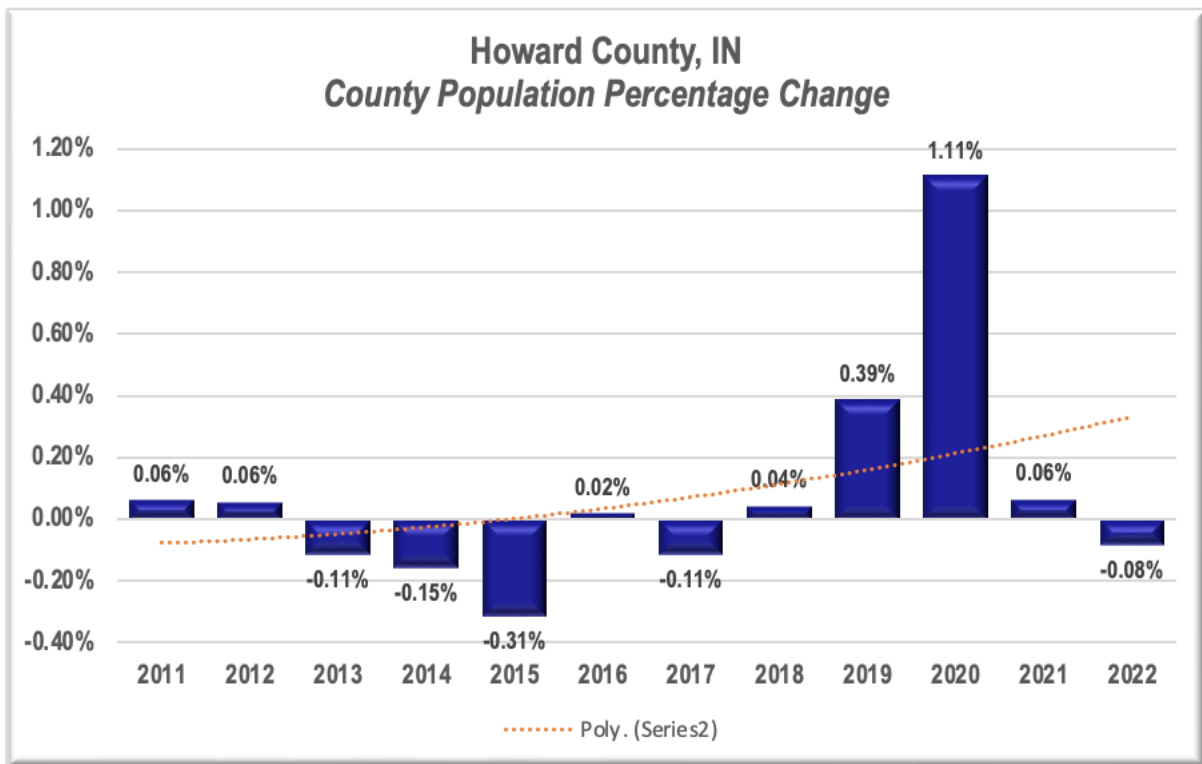
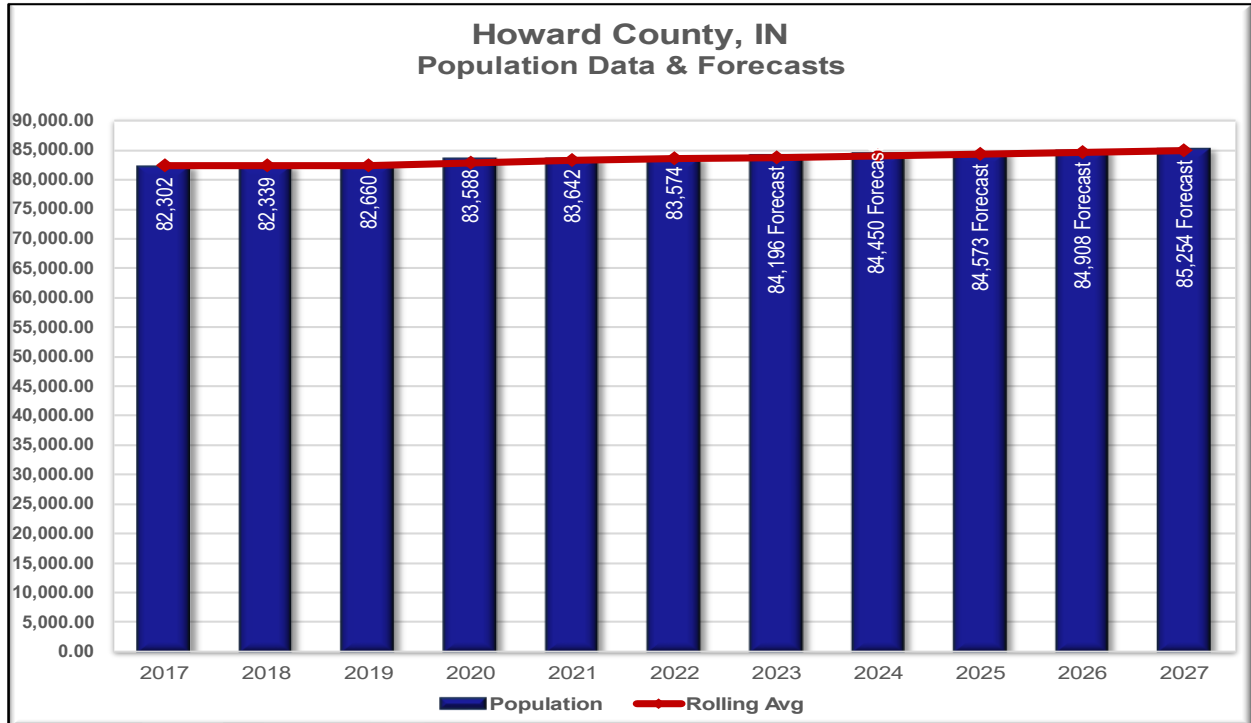
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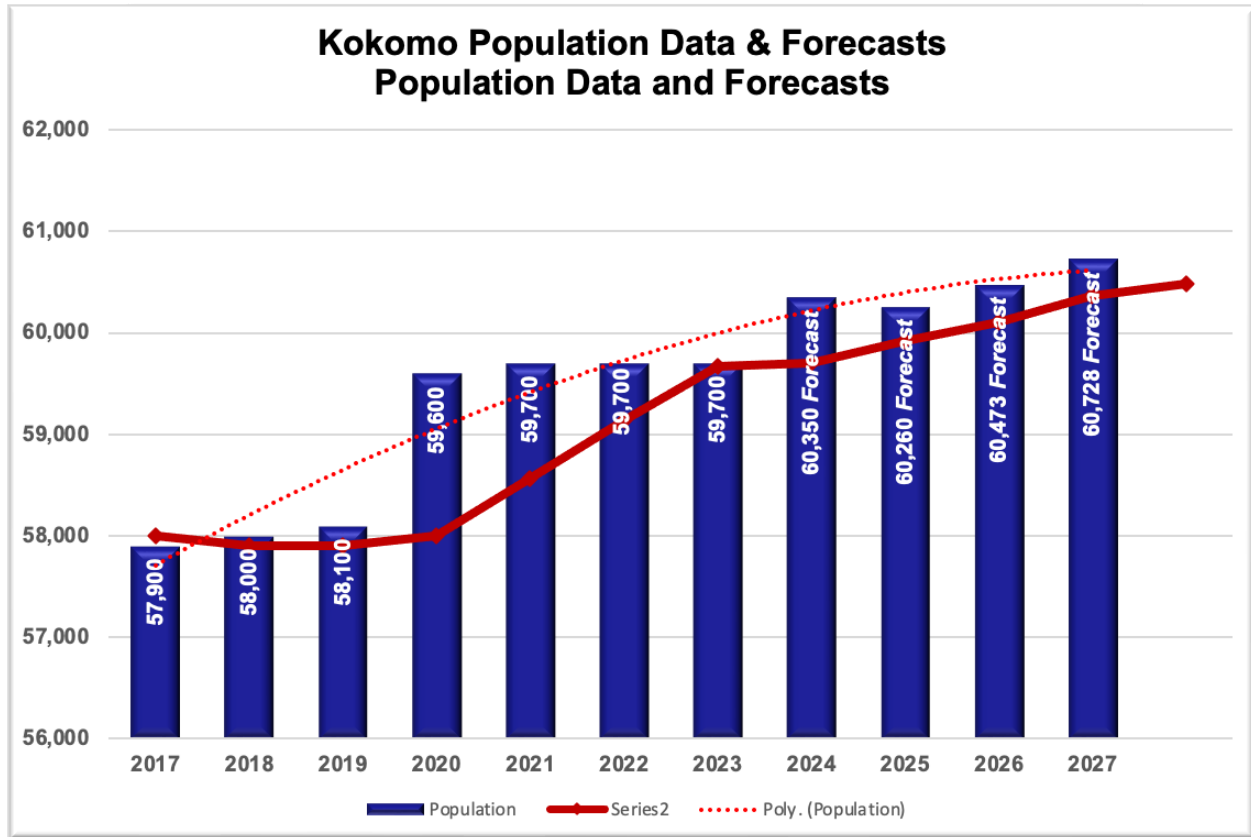
PARTICIPANT ROSTER — COMMUNITY MEETING

PLEASE PRINT

Name	Position/Title	Agency/Department
Jerry Asher	Sheriff	Howard Co Sheriff
Matt Deckard	Jail Commander	HCSO
Todd Prifogle	Lieutenant	HCSO
Christina Kline	Personnel Director	HCSO
Natal Burkly	Captain	HCSO
JEFF PLOUGH	CITY COUNCILMAN	KOKOMO CITY
Bryan Alexander	County Council	Howard County
Blair Day	County Commissioner	Howard County
JEFF LIPINSKI	County Commissioner	HOWARD COUNTY
Danielle Majors	Director of operations	Community Behavioral Health
Josh Russelot	Program Manager	Community Behavioral Health
JAN MILLER	CITIZEN	
Andrea Graham		
Alan Wilson	County Attorney	Howard County
JAN VRAE	Project Mgr	Howard County
Kim Dunlap	Kokomo Tribune	
RUBY SLAUGHTER	COORDINATOR, US CORRECTIONS	HOUSE OF REPRESENTATIVES
Connie Burton	ASST Chief PO	Community Correction - Juvenile
D. Sky Nelson	CPO	Community Supervision
M. Kathy (Katie) Cullison	Kinsley Youth Center	
Harold R. Vincent	Retiree Jail Capt.	Howard County Sheriff Dept.
Clee Oliver	Citizen	
ESSIE Foster	Citizen	
Michelle Martin	CITIZEN	
JICE Ingram	Director HC	HC HEALTHY
MARSHA LAKE	Goodwill	COUNCIL
JACK DODD	Commissioner	Howard
GARY COOK	HCSO	
LISA WASHINGTON	Indiana Minority Health	Howard County

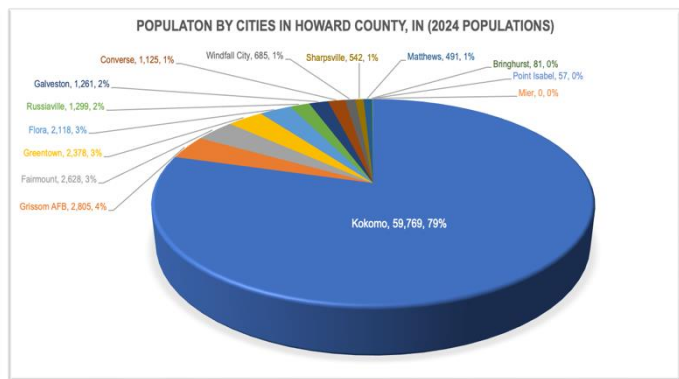
Appendix VI – Howard County Demographics



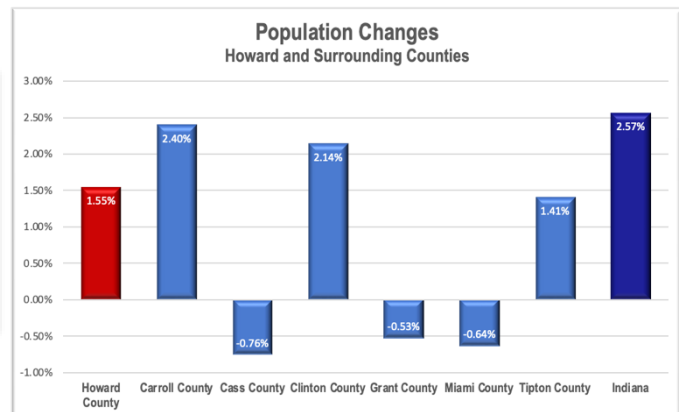


Population by Cities in Howard County, IN (2024 Populations)				
City	Ranking	2024 Population	2020 Census	Percent Change
Kokomo	1	59,769	59,573	0.33%
Grissom AFB	2	2,805	2,368	18.45%
Fairmount	3	2,628	2,670	-1.57%
Greentown	4	2,378	2,400	-0.92%
Flora	5	2,118	2,102	0.76%
Russiaville	6	1,299	1,319	-1.52%
Galveston	7	1,261	1,285	-1.87%
Converse	8	1,125	1,153	-2.43%
Windfall City	9	685	693	-1.15%
Sharpsville	10	542	556	-2.52%
Mathews	11	491	491	0.00%
Bringhurst	12	81	49	65.31%
Point Isabel	13	57	91	-37.36%
Mier	14	0	42	-100.00%

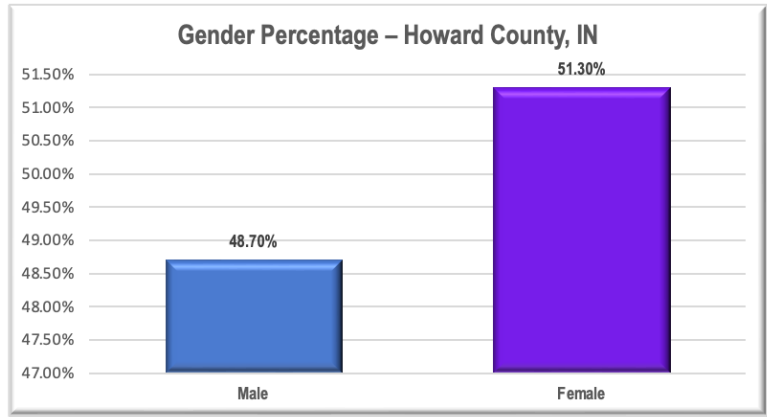
<https://worldpopulationreview.com/us-counties/in/howard-county/cities>



Population Changes Howard County and Surrounding Counties			
County	2017	2022	Percent Change
Howard County	82,302	83,574	1.55%
Carroll County	20,074	20,555	2.40%
Cass County	37,827	37,540	-0.76%
Clinton County	32,155	32,843	2.14%
Grant County	66,373	66,022	-0.53%
Miami County	35,903	35,674	-0.64%
Tipton County	15,148	15,361	1.41%
Indiana	6,662,068	6,833,037	2.57%

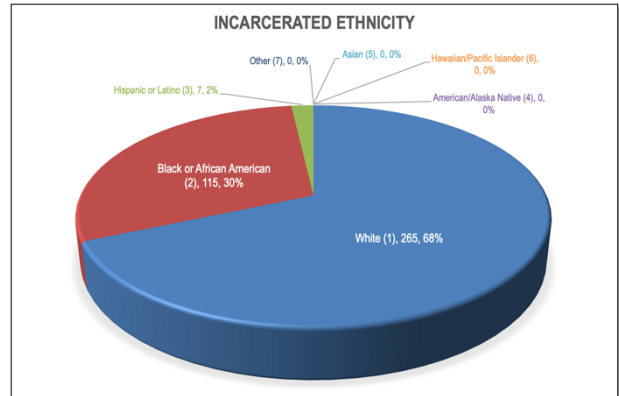
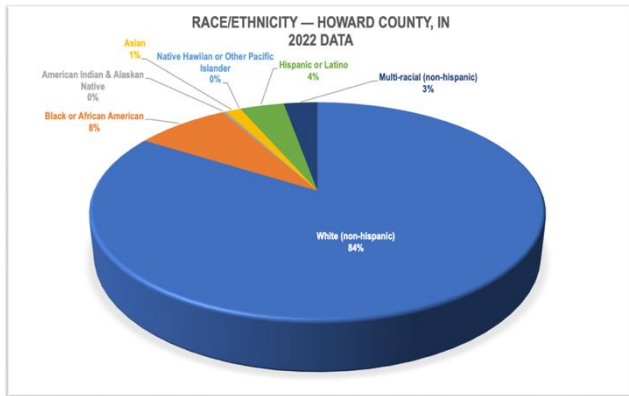


Gender	
Male	48.70%
Female	51.30%

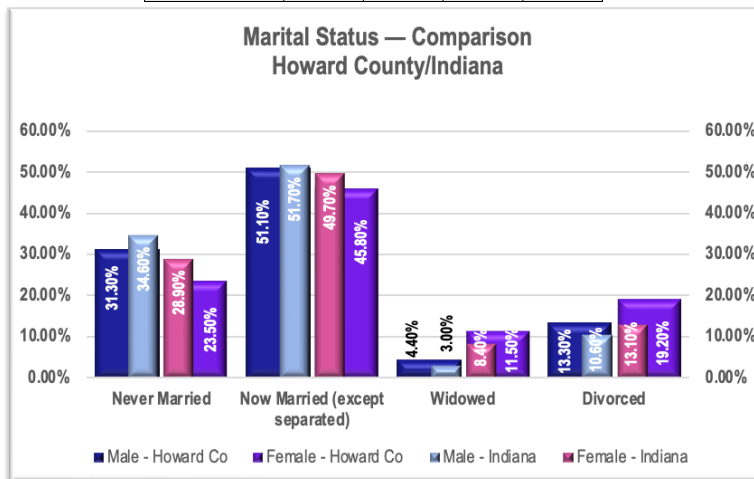


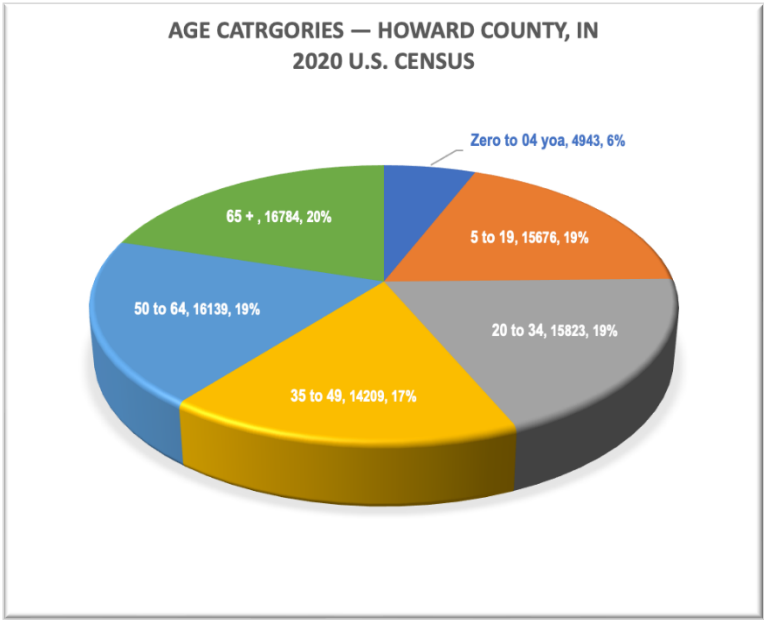
Race/Ethnicity — Howard County, IN		
Populaton of One Race	83574	Percent
White (non-hispanic)	69722	83.43%
Black or African American	6630	7.93%
American Indian & Alaskan Native	242	0.29%
Asian	1089	1.30%
Native Hawaiian or Other Pacific Isl	13	0.02%
Hispanic or Latino	3120	3.73%
Multi-racial (non-hispanic)	2386	2.85%

Incarcerated Ethnicity	
White (1)	265
Black or African American (2)	115
Hispanic or Latino (3)	7
American/Alaska Native (4)	0
Asian (5)	0
Hawaiian/Pacific Islander (6)	0
Other (7)	0

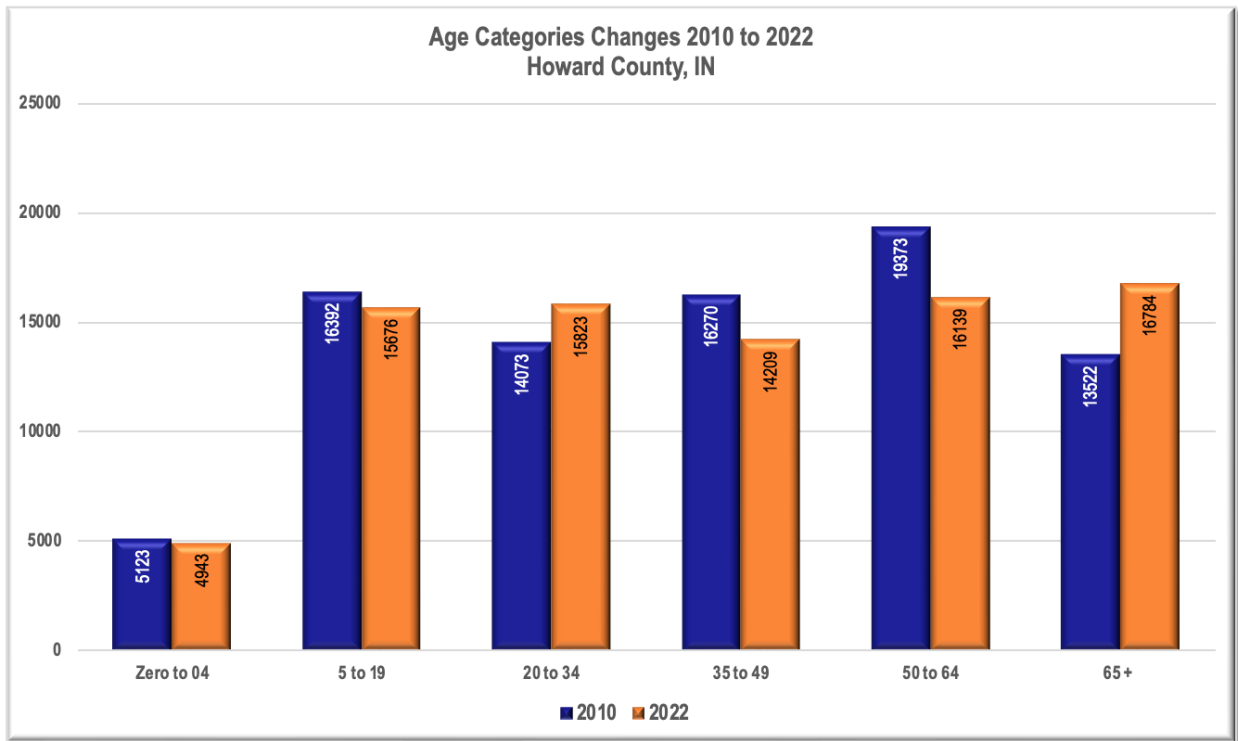


	Marital Status			
	Howard County		Indiana	
	Male	Female	Male	Female
Never Married	31.30%	23.50%	34.60%	28.90%
Now Married (except separated)	51.10%	45.80%	51.70%	49.70%
Widowed	4.40%	11.50%	3.00%	8.40%
Divorced	13.30%	19.20%	10.60%	13.10%

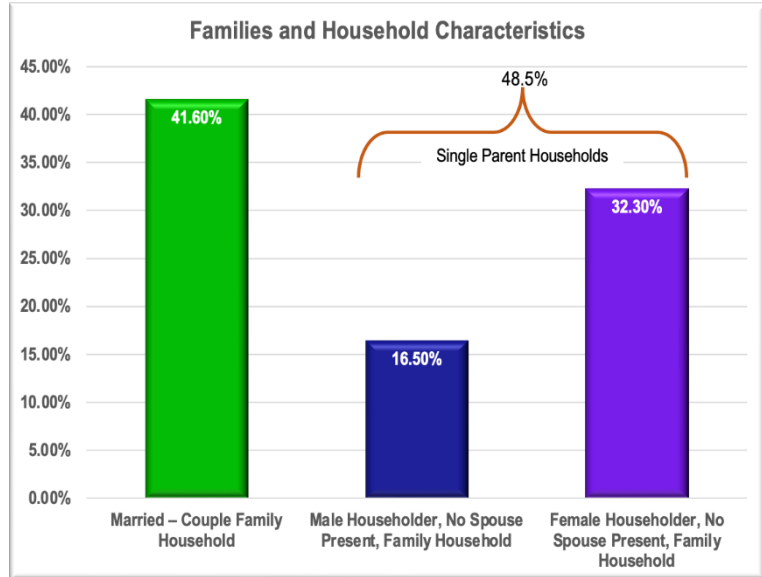




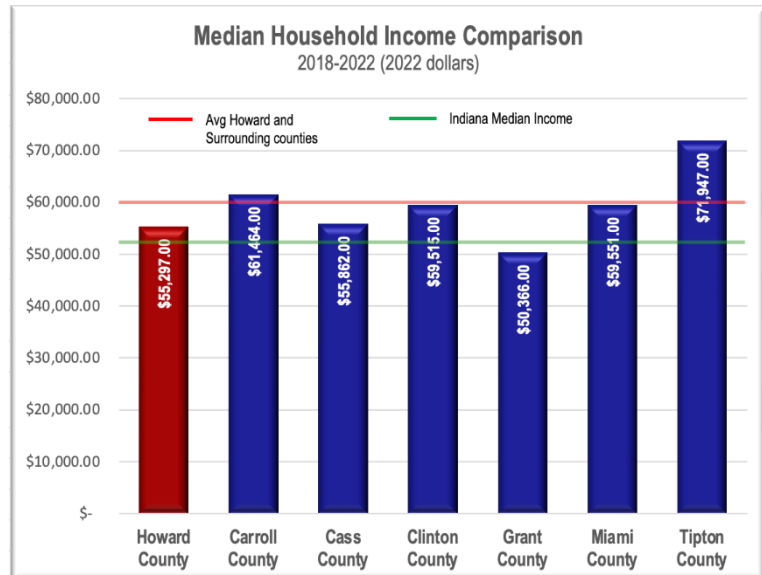
Age Categories	
Zero to 04 yoa	4943
5 to 19	15676
20 to 34	15823
35 to 49	14209
50 to 64	16139
65 +	16784



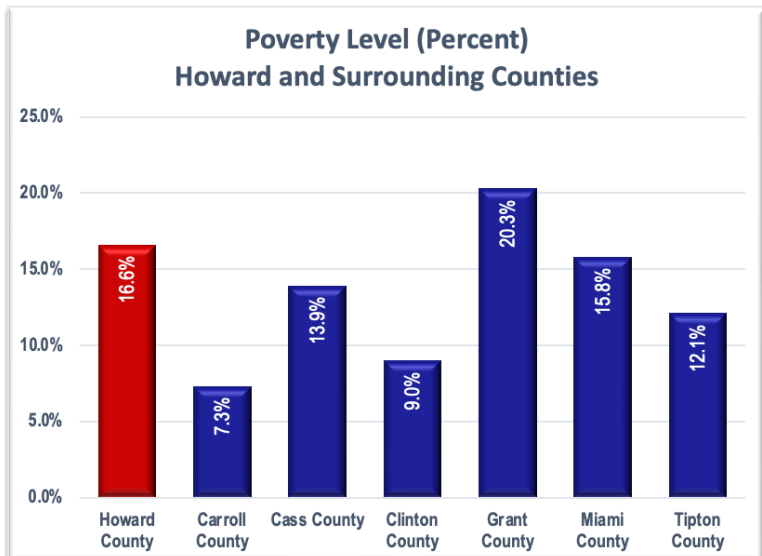
Families and Household Characteristics	
Married – Couple Family Household	41.60%
Male Householder, No Spouse Present, Family Household	16.50%
Spouse Present, Family Household	32.30%



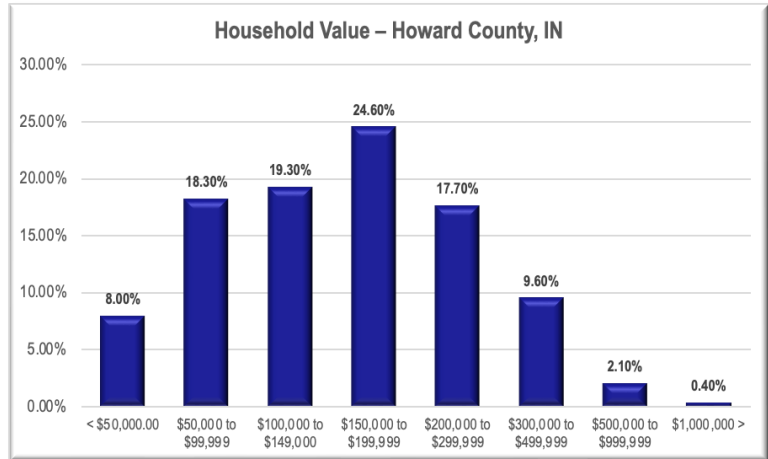
Median Household Income	
Howard County	\$ 55,297.00
Carroll County	\$ 61,464.00
Cass County	\$ 55,862.00
Clinton County	\$ 59,515.00
Grant County	\$ 50,366.00
Miami County	\$ 59,551.00
Tipton County	\$ 71,947.00
Avg Howard and surrounding counties	\$ 59,143.14
Indiana Median Income	\$ 50,400.00



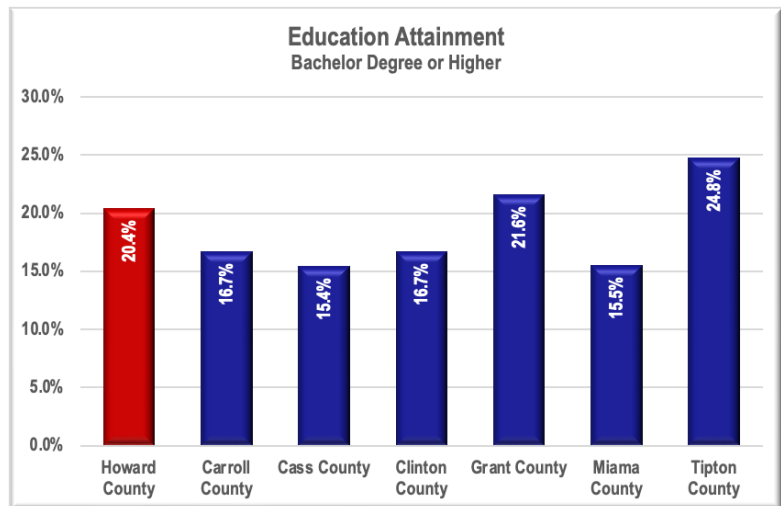
Poverty Level (Percent)	
Howard County	16.6%
Carroll County	7.3%
Cass County	13.9%
Clinton County	9.0%
Grant County	20.3%
Miami County	15.8%
Tipton County	12.1%



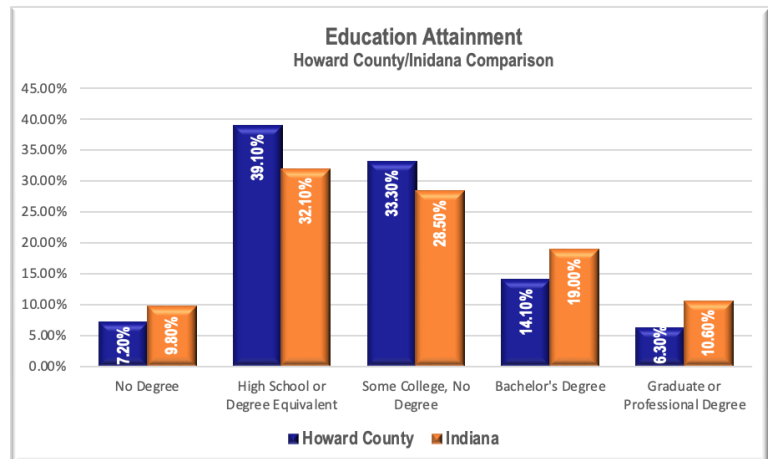
Household Value – Howard County, IN	
< \$50,000.00	8.00%
\$50,000 to \$99,999	18.30%
\$100,000 to \$149,000	19.30%
\$150,000 to \$199,999	24.60%
\$200,000 to \$299,999	17.70%
\$300,000 to \$499,999	9.60%
\$500,000 to \$999,999	2.10%
\$1,000,000 >	0.40%



Education Attainment	
Bachelor Degree or Higher	
Howard County	20.4%
Carroll County	16.7%
Cass County	15.4%
Clinton County	16.7%
Grant County	21.6%
Miama County	15.5%
Tipton County	24.8%

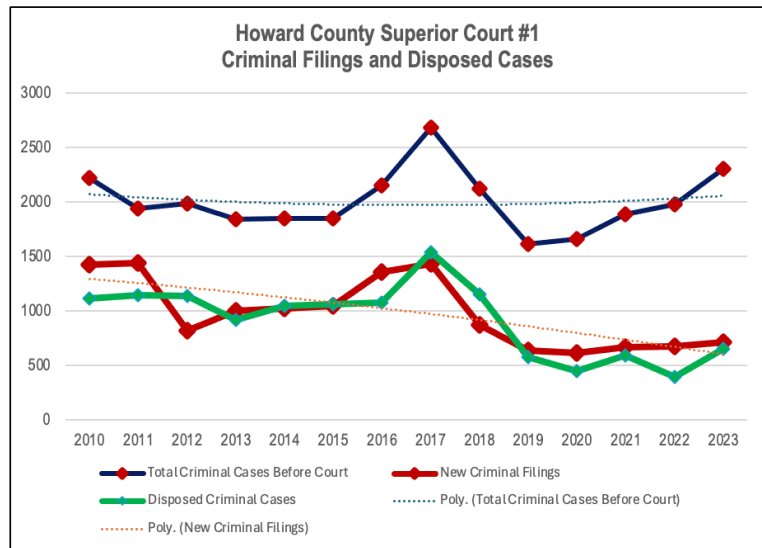


Education Attainment		
	Howard County	Indiana
No Degree	7.20%	9.80%
High School or Degree Equivalent	39.10%	32.10%
Some College, No Degree	33.30%	28.50%
Bachelor's Degree	14.10%	19.00%
Graduate or Professional Degree	6.30%	10.60%

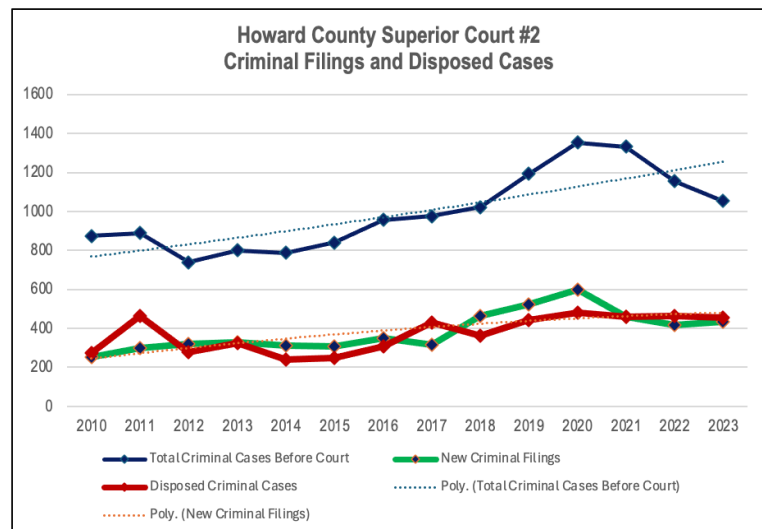


Appendix VII – Howard County Courts Data and Graphs

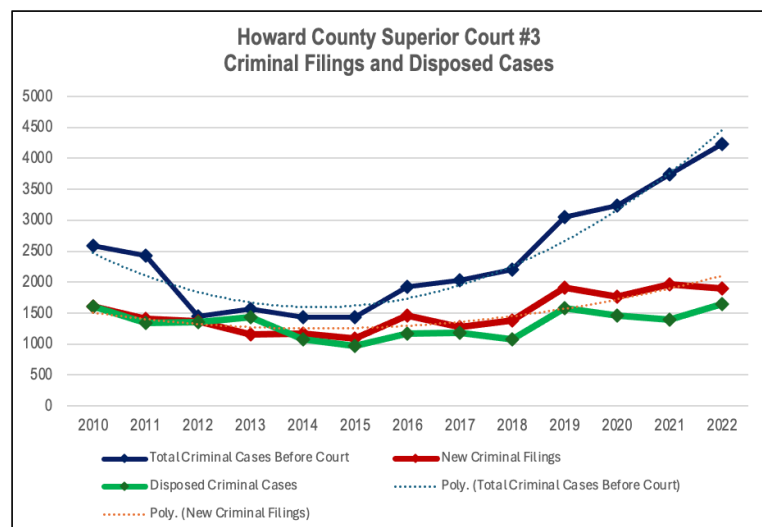
Howard County Superior Court #1			
Year	Criminal Cases Before Court	New Criminal Filings	Disposed Criminal Cases
2010	2223	1428	1115
2011	1943	1443	1149
2012	1988	822	1136
2013	1847	1001	918
2014	1850	1022	1051
2015	1849	1051	1063
2016	2151	1356	1081
2017	2685	1436	1538
2018	2127	873	1157
2019	1620	638	580
2020	1662	618	447
2021	1888	666	591
2022	1978	673	396
2023	2308	712	651



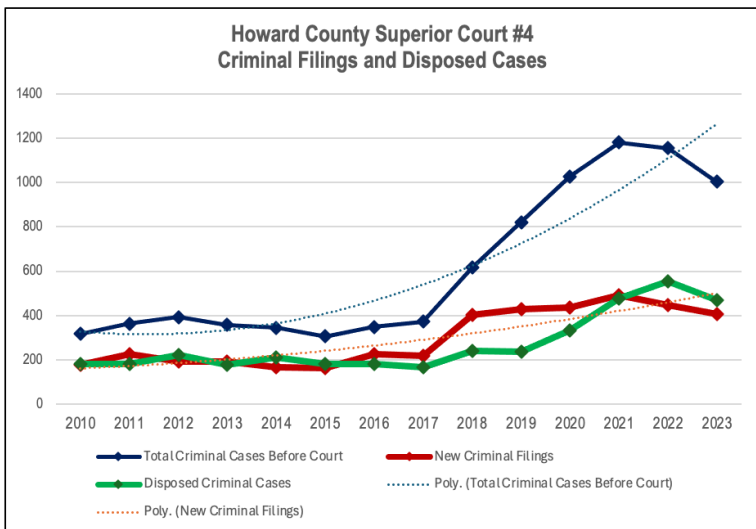
Howard County Superior Court #2			
Year	Criminal Cases Before Court	New Criminal Filings	Disposed Criminal Cases
2010	875	252	272
2011	888	301	463
2012	738	320	277
2013	800	330	326
2014	788	311	241
2015	841	307	248
2016	957	349	307
2017	975	316	428
2018	1021	465	362
2019	1193	522	443
2020	1353	599	481
2021	1331	458	458
2022	1155	418	463
2023	1054	435	455



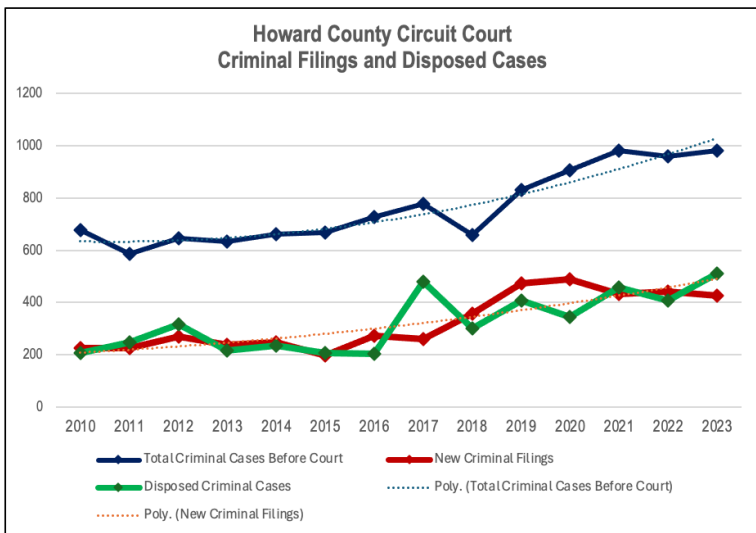
Howard County Superior Court #3			
Year	Criminal Cases Before Court	New Criminal Filings	Disposed Criminal Cases
2010	2590	1600	1604
2011	2428	1412	1334
2012	1448	1361	1359
2013	1562	1152	1434
2014	1427	1162	1080
2015	1432	1083	965
2016	1926	1454	1165
2017	2036	1278	1183
2018	2205	1378	1080
2019	3050	1911	1576
2020	3230	1765	1454
2021	3734	1961	1388
2022	4235	1895	1646
2023	4092	1505	2412



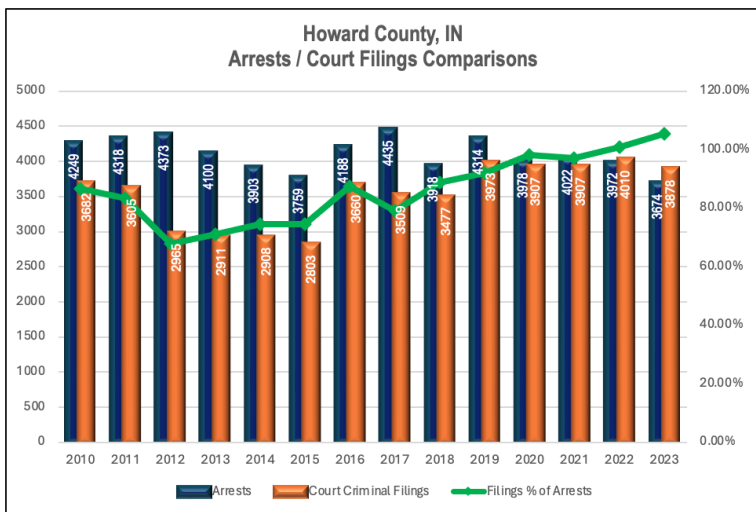
Howard County Superior Court #4			
Year	Criminal Cases Before Court	New Criminal Filings	Disposed Criminal Cases
2010	318	177	183
2011	363	225	181
2012	392	191	223
2013	358	191	177
2014	345	166	212
2015	306	164	181
2016	348	227	183
2017	373	220	165
2018	616	404	239
2019	820	429	237
2020	1027	436	332
2021	1180	491	475
2022	1155	449	555
2023	1004	405	471



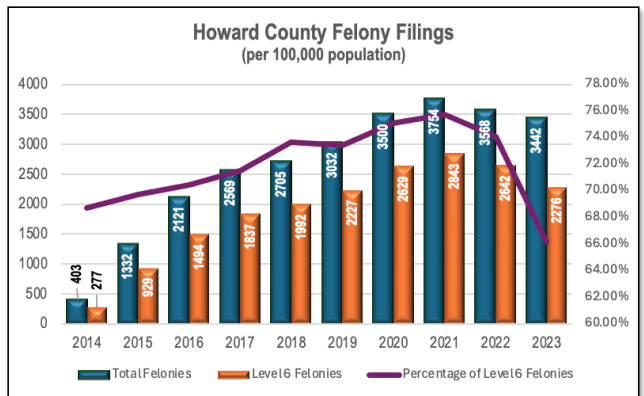
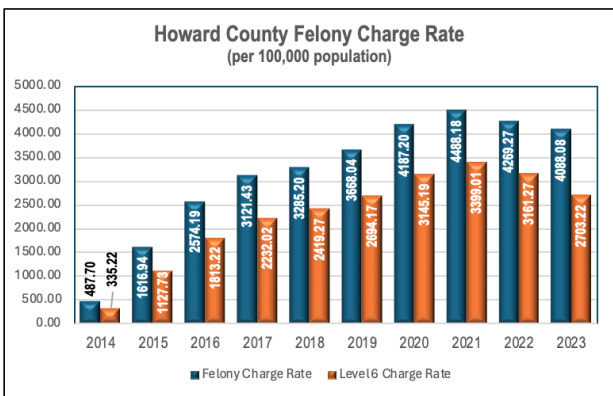
Howard County Circuit Court			
Year	Criminal Cases Before Court	New Criminal Filings	Disposed Criminal Cases
2010	678	225	208
2011	587	224	247
2012	647	271	318
2013	632	237	217
2014	663	247	235
2015	667	198	207
2016	729	274	204
2017	777	259	479
2018	659	357	300
2019	831	473	408
2020	906	489	344
2021	983	434	457
2022	960	443	407
2023	981	426	511



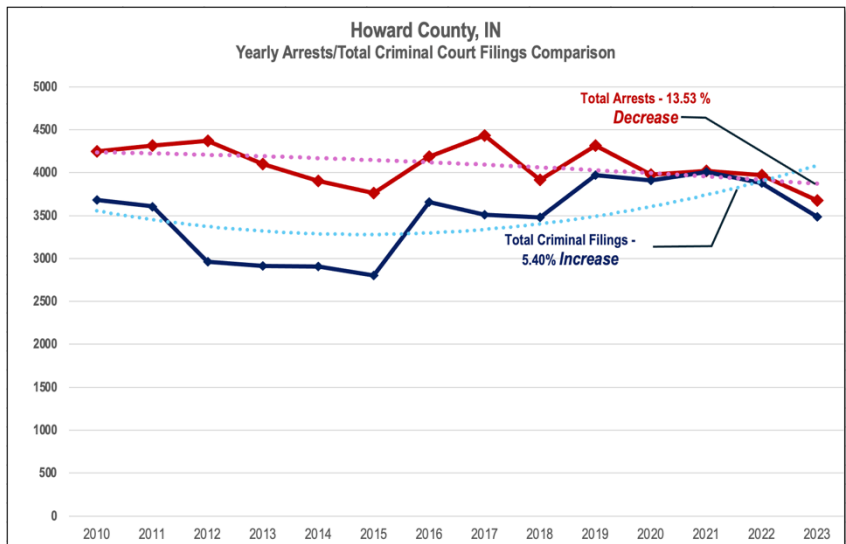
Howard County, IN			
Year	Arrests	Court Criminal Filings	Filings % of Arrests
2010	4249	3682	86.66%
2011	4318	3605	83.49%
2012	4373	2965	67.80%
2013	4100	2911	71.00%
2014	3903	2908	74.51%
2015	3759	2803	74.57%
2016	4188	3660	87.39%
2017	4435	3509	79.12%
2018	3918	3477	88.74%
2019	4314	3973	92.10%
2020	3978	3907	98.22%
2021	4022	3907	97.14%
2022	3972	4010	100.96%
2023	3674	3878	105.55%



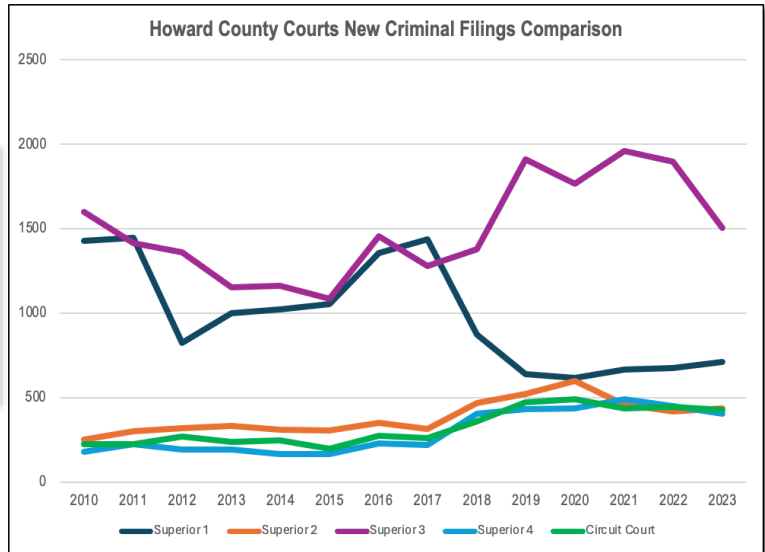
Howard County Felony Charge Rate (per 100,000 population)						
Year	Howard Co. Population	Total Felonies	Felony Charge Rate	Level 6 Felonies	Level 6 Charge Rate	Percentage of Level 6 Felonies
2014	82633	403	487.70	277	335.22	68.73%
2015	82378	1332	1616.94	929	1127.73	69.74%
2016	82395	2121	2574.19	1494	1813.22	70.44%
2017	82302	2569	3121.43	1837	2232.02	71.51%
2018	82339	2705	3285.20	1992	2419.27	73.64%
2019	82660	3032	3668.04	2227	2694.17	73.45%
2020	83588	3500	4187.20	2629	3145.19	75.11%
2021	83642	3754	4488.18	2843	3399.01	75.73%
2022	83574	3568	4269.27	2642	3161.27	74.05%
2023	84196	3442	4088.08	2276	2703.22	66.12%



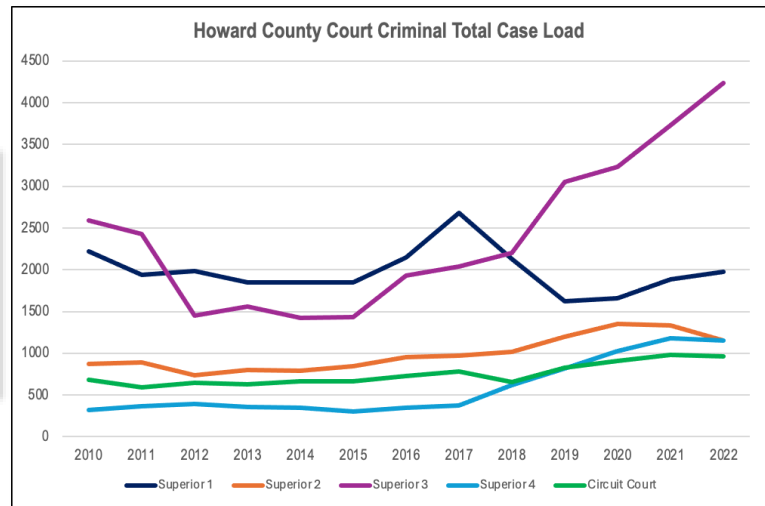
Yearly Arrests/Total Criminal Court Filings Comparison		
Year	Total Arrests	Total Criminal Court Filings
2010	4249	3682
2011	4318	3605
2012	4373	2965
2013	4100	2911
2014	3903	2908
2015	3759	2803
2016	4188	3660
2017	4435	3509
2018	3918	3477
2019	4314	3973
2020	3978	3907
2021	4022	4010
2022	3972	3878
2023	3674	3483



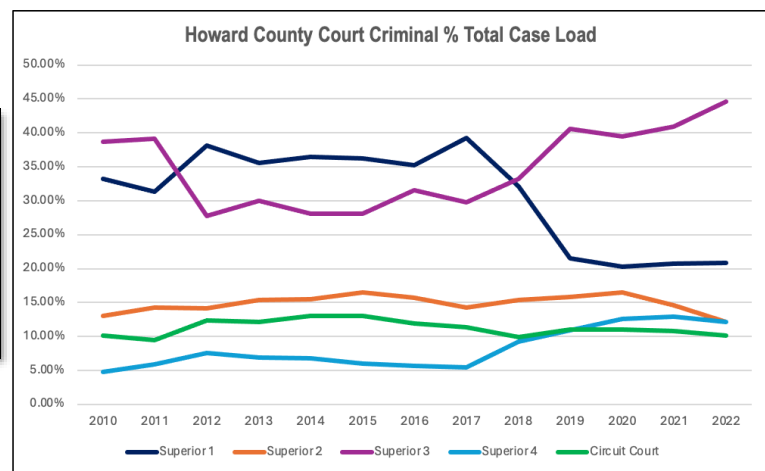
Howard County Superior Court New Criminal Filings Comparison						
Year	Superior 1	Superior 2	Superior 3	Superior 4	Circuit Court	Total
2010	1428	252	1600	177	225	3682
2011	1443	301	1412	225	224	3605
2012	822	320	1361	191	271	2965
2013	1001	330	1152	191	237	2911
2014	1022	311	1162	166	247	2908
2015	1051	307	1083	164	198	2803
2016	1356	349	1454	227	274	3660
2017	1436	316	1278	220	259	3509
2018	873	465	1378	404	357	3477
2019	638	522	1911	429	473	3973
2020	618	599	1765	436	489	3907
2021	666	458	1961	491	434	4010
2022	673	418	1895	449	443	3878
2023	712	435	1505	405	426	3483



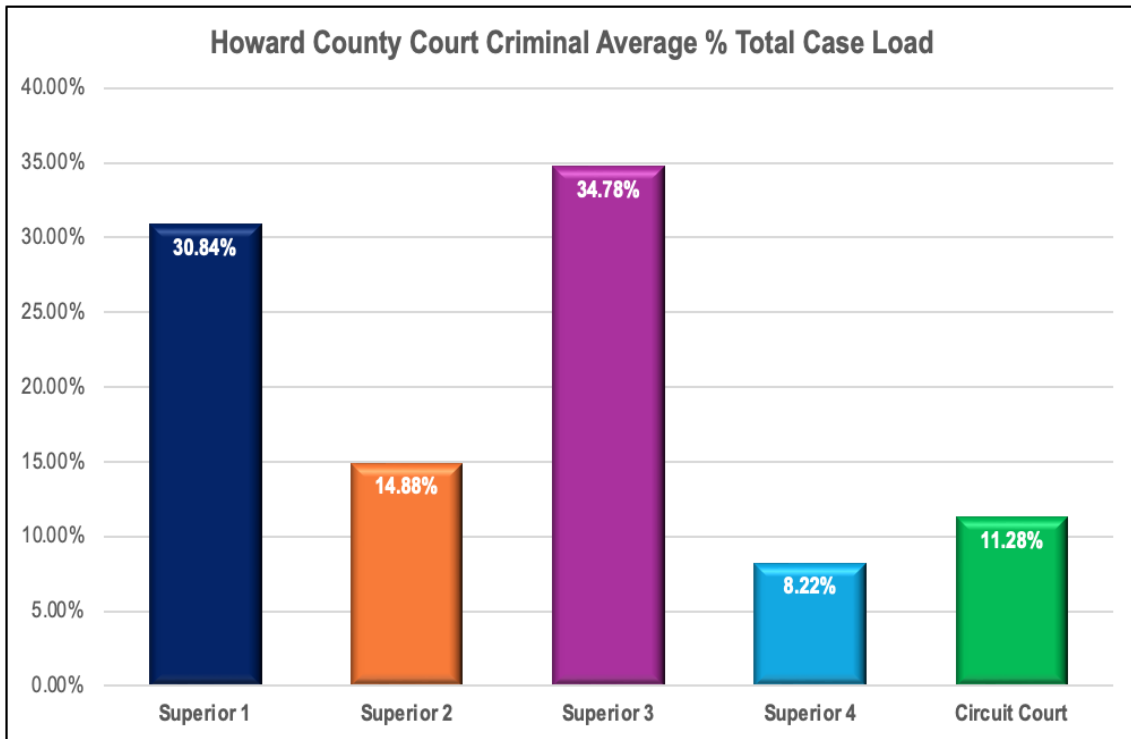
Howard County Court Criminal Total Case Load						
Year	Superior 1	Superior 2	Superior 3	Superior 4	Circuit Court	Total
2010	2223	875	2590	318	678	6684
2011	1943	888	2428	363	587	6209
2012	1988	738	1448	392	647	5213
2013	1847	800	1562	358	632	5199
2014	1850	788	1427	345	663	5073
2015	1849	841	1432	306	667	5095
2016	2151	957	1926	348	729	6111
2017	2685	975	2036	373	777	6846
2018	2127	1021	2205	616	659	6628
2019	1620	1193	3050	820	831	7514
2020	1662	1353	3230	1027	906	8178
2021	1888	1331	3734	1180	983	9116
2022	1978	1155	4235	1155	960	9483



Howard County Court Criminal % Total Case Load						
Year	Superior 1	Superior 2	Superior 3	Superior 4	Circuit Court	Total
2010	33.26%	13.09%	38.75%	4.76%	10.14%	100.00%
2011	31.29%	14.30%	39.10%	5.85%	9.45%	100.00%
2012	38.14%	14.16%	27.78%	7.52%	12.41%	100.00%
2013	35.53%	15.39%	30.04%	6.89%	12.16%	100.00%
2014	36.47%	15.53%	28.13%	6.80%	13.07%	100.00%
2015	36.29%	16.51%	28.11%	6.01%	13.09%	100.00%
2016	35.20%	15.66%	31.52%	5.69%	11.93%	100.00%
2017	39.22%	14.24%	29.74%	5.45%	11.35%	100.00%
2018	32.09%	15.40%	33.27%	9.29%	9.94%	100.00%
2019	21.56%	15.88%	40.59%	10.91%	11.06%	100.00%
2020	20.32%	16.54%	39.50%	12.56%	11.08%	100.00%
2021	20.71%	14.60%	40.96%	12.94%	10.78%	100.00%
2022	20.86%	12.18%	44.66%	12.18%	10.12%	100.00%



Howard County Court Criminal Average % Total Case Load					
Superior 1	Superior 2	Superior 3	Superior 4	Circuit Court	Total
30.84%	14.88%	34.78%	8.22%	11.28%	100.00%



Appendix VIII – PowerPoint Presentation

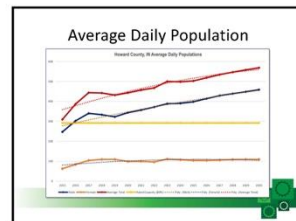
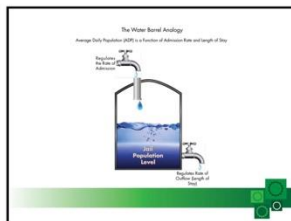
The presentation consists of the following slides:

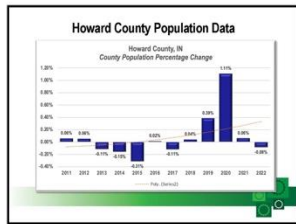
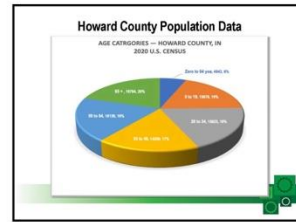
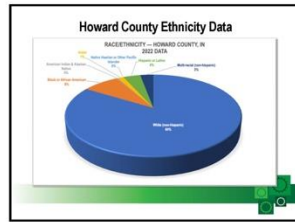
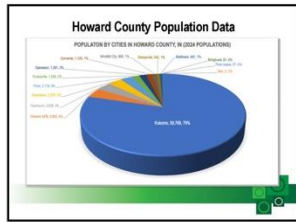
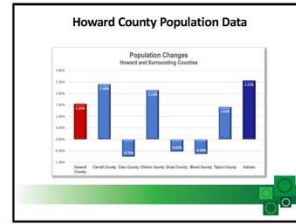
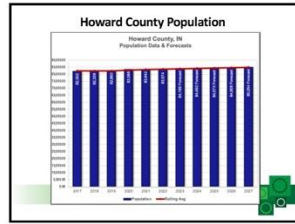
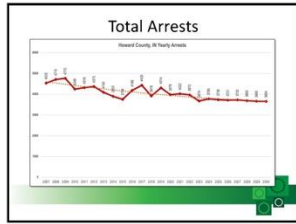
- Welcome, Introductions, Overview**: Title slide for the 'Jail and Justice System Assessment' by NIC.
- What is the National Institute of Corrections (NIC)?**:
 - DOJ → BOP → NIC
 - Divisions in Washington DC and Aurora, CO
 - NIC Resources
 - Programs and training
 - Technical assistance to jurisdictions
 - NIC Information Center
- Introductions and Expectations**:
 - Introduce yourself
 - Answer these questions:
 - What is your role in the justice system, or what brought you to the meeting?
 - What expectations do you have for this meeting?
- What is a Jail and Justice System Assessment (JJS)?**:
 1. Considers all components of the justice system
 2. Jail / alternatives facilities tour
 3. An overview of justice system impacts on jail crowding
 4. Promotes involvement of local officials and demonstrates common purpose
- JJS Goals**:
 - To help jurisdictions understand their own system components, which may be necessary to their system.
 - To evaluate jurisdictions on they understand the needs of their citizens, and a community generally.
 - Provide information about the facility resources and needs. To help the need there to educational decisions about the need to build, expand, or renovate alternatives.
 - To guide jurisdictions in planning their responses to planning.
- Tour Observations**: Title slide for the 'Jail and Justice System Assessment' by NIC.
- Information about Your Jail**:
 - Constructed in — 1993
 - Original rated capacity — 364
 - Current rated capacity — @ 80% = 291 / @ 90% = 328
 - Multiple lawsuits filed for staffing levels and conditions of confinement
- Key Observations**:
 - Valid and Reliable Data
 - One In — One Out
 - Cyclical Offenses
 - Staffing Philosophy
 - Classification
- Image of Jail Building**: A photograph of a modern, two-story jail building with a large central entrance and a paved parking lot in front.

Jail Tour

Observations and Impressions

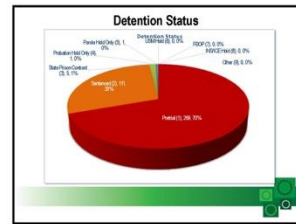
- Generally Clean, well maintained
- Lack of program space
- Lack of storage space
- Inadequate medical
- Triple bunking with "boats"
- Inadequate staffing





Howard County, IN Incarceration Rate


Year	Howard County Population	ADP	Incarceration Rate
2017	82302	444	539
2018	82339	442	537
2019	82660	432	523
2020	82858	440	530
2021	83642	457	546
2022	83774	468	560
2023	84196	410	487
2024	84450	440	522
2025	84773	440	520
2026	84909	438	516
2027	85254	432	508



Needs Assessment
 Components

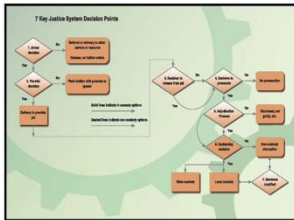
2. Design a data collection instrument to:
 - a. Quantify defendant processing
 - b. Collect / analyze data
 - c. Issue report
3. Issue a report that describes current policies, issues considered, workloads experienced

Needs Assessment
 Components

4. Design a data collection instrument to take a snapshot of who is in jail, collect and analyze the data, and issue a report.
 

Needs Assessment
 Components

5. Evaluate alternatives to incarceration
 - a. Inventory available alternatives
 - b. Consider the 7 key justice system decision points



Needs Assessment
 Components

5. Evaluate alternatives to incarceration
 - a. Inventory available alternatives
 - b. Consider the 7 key justice system decision points
 - c. Determine level of alternatives usage and coordination
 - d. Discuss possible additional alternatives and/or different/expanded use of existing programs.

Needs Assessment
 Components

6. Population projections and capacity recommendations

- Examine jail data
- Correlate CIS data / develop forecast scenarios.

7. Evaluate facilities used for diversion/alternatives / jail

- Assess facility conditions, compliance with building codes and operational standards.
- Analyze location effectiveness

Needs Assessment
 Components

8. Recommendations
 - a. Alternatives to incarceration
 - b. Justice system and/or case processing changes
 - c. New facility construction (if supported by data)




Systems Planning Processes
 Require:

- ✓ A certain degree of readiness
- ✓ Local officials prepared to ensure the maximum benefit
- ✓ Time, coordination, expertise, objectivity, and preparation
- ✓ Strategies to develop "buy-in"

Needs Assessment
 Components

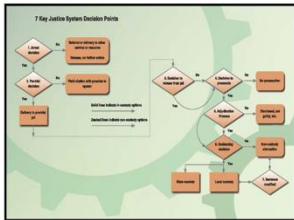
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Needs Assessment
 Components

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Needs Assessment
 Components

5. Evaluate alternatives to incarceration
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Needs Assessment
 Components

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 - c. Determine level of alternatives usage and coordination
 - d. Discuss possible additional alternatives and/or different/expanded use of existing programs.

Needs Assessment
 Components

6. Population projections and capacity recommendations

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- Correlate CIS data / develop forecast scenarios.

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Needs Assessment
 Components

8. Recommendations
 - a. Alternatives to incarceration
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Systems Planning Processes
 Require:

- ✓ A certain degree of readiness
- ✓ Local officials prepared to ensure the maximum benefit
- ✓ Time, coordination, expertise, objectivity, and preparation
- ✓ Strategies to develop "buy-in"

Assessing Readiness

- Helps to identify:
 - Issues that may impede the process.
 - Opportunities for strengthening the process.
 - Potential allies or supporters who will help move the planning process forward.

Systems Planning

Challenges include:

- Lack of understanding, leadership "buy-in," participation, commitment
- Denial
- Competing time demands
- Inadequate resource commitment
- Getting the right players and right consultant

Systems Planning

Tips to overcome challenges include:

- Someone to drive the overall project
- Find out what the needs of those who are unsure and use those needs to jump-start their involvement
- Develop a work plan to structure the process and define planning team roles, responsibilities, and time commitment

Readiness Assessment Activity

- What are YOUR ideas to overcome challenges and increase the readiness for planning?

Next Steps

Jail and Justice System Assessment

NIC
National Institute of Corrections

Recommendations

- Analyze costs for jail operation build/outsourcing/renovation Comparison
- Define Criminal Justice Coordinating Committee Mission
- Revisit and Analyze Previous Studies
- Jail Needs Assessment
- Determine Solution (New v. Rehab)
- Analyze and Maximize Incarceration Alternative Use

Action Planning

What's Next?

- Is this information helpful?
- Are there any questions?