

JAIL-SERVICES

Boone County Jail Staffing Plan

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PROJECT CONSTRAINTS

Boone County Jail staffing levels are the focus of this document. Therefore, this assessment is not intended to provide an analysis and/or recommendations regarding:

- the County's law and justice system
- socioeconomic conditions and forecasts
- the impact of law enforcement agency policies and practices relative to arrests
- further changes in legislation impacting criminal codes or sentencing procedures
- the increase in community-based or other treatment programs that might potentially reduce recidivism levels
- other difficult to quantify factors or their potential impact that might result in either an increase or decrease in the need for additional jail staffing levels in the future.

The findings and plans proposed in this document represent a statement of need that the consultant has predicated based upon current federal and state laws and other requirements including those duties and responsibilities as outlined in the applicable Indiana Jail Standards.

In addition, findings and recommendations provided in this document have not been influenced by the County's current economic dilemma¹. Lastly, no criminal justice staffing plan can be expected to be fully comprehensive and/or completely satisfactory for a number of reasons, including:

- at some point, the report must be fixed at a moment in time and it is entirely possible that underlying conditions were changing while this document was being developed and/or produced
- the current jail population and related demand for service have been based on the assumption that general long-term historical trends will continue into the future, yet tempered by certain assumptions, which may or may not ultimately occur, or prove entirely accurate
- operational assumptions impact facilities, staffing, and program delivery patterns, and these may change under yet to be foreseen conditions;
- new technologies may arise that open new opportunities for efficiency.

Considering these variables, the Sheriff and County officials should routinely verify and update the projected data in this plan, as changing conditions warrant.

STAFFING ANALYSIS

¹ "Neither the fact that budgetary changes may be necessary or that minor structural alterations may be required can operate to excuse the violation of constitutional guarantees." *Jones v. Metzger*, 456 F.2d 854 (CA 6, 1972); *Detainees of the Brooklyn House of Detention v. Malcolm*, supra, 520 F.2d at 399.

This report contains sections that when combined, result in determining the number of staff required for operating the Boone County Jail, twenty-four (24) hours per day, seven (7) days per week, three hundred sixty-five (365) days per year. A staffing analysis is a process by which manpower needs of an agency are determined through examining the requirements of each position, listing the schedule of each post and determining the relief factor for necessary positions.

The most common utilized and accepted method in determining staffing levels in a jail was developed by the National Institute of Corrections and is to identify staffing patterns within the facility and develop a shift relief factor based on the number of net annual work hours for each category of employee. Combining staffing patterns, relief factors and compliance with existing standards, regulations and laws determines the recommended number of staff required to properly operate the Boone County Jail.

Jails must comply with a wide range of requirements that have been established at the federal, state and local level. In addition, the duty jails owe to inmates, staff and the public are based on thousands of federal and state court decisions that interpret the constitution. Unfortunately, a jail that is only concerned with complying with the current Indiana Jail Standards does not provide the county and sheriff with sufficient protection from liability because the current standards fall far short of the minimum constitutional requirements established by the courts.²

A jail's compliance with requirements that have been established at the Federal, State and local level recognize that courts have provided the minimum guidelines regarding the legal requirement of what is expected in housing and managing inmates. To properly determine the correct number of jail officers, this consultant compared existing jail operations to the requirements outlined in the most current Indiana Jail Standards and common legal based operations in jail management.

² Finally, the Constitution, not Indiana's Jail Standards, establish the standard by which claims under § 1983 must be assessed. **Zimmerman v. Hoard**, 5 F. Supp. 2d 633, 637 (N.D. Ind. 1998); see also **Wells v. Bureau Cnty.**, 723 F. Supp. 2d 1061, 1083 (C.D. Ill. 2010) (observing that § 1983 provides no remedy for failure to meet Illinois' Jail Standards).

Each jail will have its own set of circumstances that determine proper staffing levels. As a result, staffing levels are always dependent upon a variety of factors, including what is done to, and for inmates held in the Boone County Jail. The Boone County Jail has a unique and constant flow of activities including whenever meals are served, as individuals are booked and released, inmate escorts to and from required courts for hearings, required transports, and the various programs/services provided all require various levels of staffing resources. The design and layout of the facility also directly impacts the required staffing level. The physical plant dictates staff's ability to maintain sight and sound contact with individuals housed within the facility, flow patterns, the ability to classify and house and to some degree, the method of supervision.

Precedent court decisions from other institutions and applicable state standards obligate County officials to “observe and respond” to the issue of inmate supervision. The Boone County Jail's duty to protect is constant, beginning when an individual is admitted and continuing until release. Case law clearly establishes the responsibility of the sheriff to protect those entrusted into care from a “risk of serious harm” at all times, and from all types of harm –from others, from themselves, from the facility setting, from disease, and more. To reduce the County's liability concerning issues indicating or relating to a lack of supervision, the County is best served by providing sufficient staff to adequately support the jail's mission.

Listing tasks that are organizationally and constitutionally required in conjunction with the design of the facility will determine staff duties. The numbers and types of individuals being held will also impact staffing levels. Each facility is designed and managed in a unique fashion that drives staffing levels. These differences require that each facility must create standard operating policies and post orders that correspond to the uniqueness of its design. In addition, these established standard operating policies and post orders must meet minimum constitutional guarantees and the applicable Indiana jail standards.

Critical areas administrators must be attentive to include building and personnel security, inmate/staff supervision, and programs and services. There must be enough available jail staff scheduled to ensure inmates are observed, controlled and attended to on a continuous and legal basis. In some instances, management can control the activities. In other cases, the jail has little

input, e.g. on whether to receive new inmates or to provide services that are mandated by case law or existing standards. Specifically, there should be enough jail staff to operate the facility controls, to complete health and welfare checks as required, to check the cell and housing area for security and safety problems, to maintain the security of the building, and to securely and legally admit, detain and release those in custody.

Unless specific to staffing levels, all recommendations contained in this report do not include an evaluation of the current organizational structure, management practices not impacting staffing levels or the current pay schedule. These variables were beyond the scope of the initial terms and therefore were not considered in the analysis process. Future changes may become warranted should recommendations contained in this report be accepted and required staffing levels are implemented.

The methodology used in this study involved the following activities:

- On-site examination the jail's operation.
- Collection of information and data on operational unity within the jail.
- Collection and analysis of data on number of hours worked, and time away from work.
- Calculation of staffing needs.
- Examination of staffing issues that were detected in the various analyses of information.
- Follow-up review and discussion of findings.
- Interview with the Sheriff and Jail Commander.

EXISTING CONDITIONS OVERVIEW

Community Profile

Boone County is a located in the central Indiana with an estimated 2015estimated population of approximately 63,344 people.³ This represents an increase from the 2010 estimated population of 56,638.⁴ The Boone County Sheriff is responsible for overseeing county law enforcement services and correctional operations at the county jail. The Boone County Sheriff's Department maintains a two-hundred and nineteen (219) bed jail that is the central intake and booking

³ <http://www.census.gov/quickfacts/table/PST045215/18011>

⁴ See footnote 3 above

facility for all of the County's law enforcement agencies. From July 2015 thru the end of June 2016, the Boone County Jail averaged an inmate population of one-hundred fifty (150) inmates per day.

Physical Plant Location and Status

When a jurisdiction takes a person into custody and holds him there against his will, the Constitution imposes upon it a corresponding duty to assume responsibility for his safety and general well-being. *County of Sacramento v. Lewis*, 523 U.S. 833, 851 (1988). The Boone County jail, located in Lebanon, Indiana, has a capacity of two hundred-nineteen (219) general population operational beds and two areas for inmates for detoxification. The physical plant affects the staff's ability to supervise and control the inmate, whether it is in his/her living unit, during a program, and/or movement within the jail. When surveillance is used, the staff's direct observation of the area is both limited and intermittent. This causes staff to lose control over their areas of responsibility and, in many cases, can cause inmates to become dependent upon other inmates for their safety rather than staff. The use of technology such as closed-circuit televisions, remote locking devices and alarms may also aid staff in carrying out their duties, but should be seen as a supplement to the staff and not as a substitute.

The Boone County Jail is a single floor designed jail which includes, a vehicular sally-port located adjacent to the intake/release area. In addition to the intake and release area, the Boone County Jail has a full service kitchen and laundry areas, a control room area, inmate recreation area, inmate medical area, inmate visitation area, commissary area, interview rooms, and office and storage space.

The Boone County Jail is also the site for the Boone County Community Corrections work release program. Three (3) jail staff are currently allotted and paid from the community corrections grant to provide services for inmates who are currently on the work release program. Nineteen (19) beds have been set aside for housing inmates on the community corrections work release program and for inmates performing various duties (cooking, cleaning) within the jail.

JAIL CAPACITY

The day of the on-site inspection (5/19/2015), the jail had the following housing assignments:

Facility	Bed Capacity				Primary Use
Jail	Location	#Cells	#Beds	Classification	Inmate Housing, Administration, Inmate Intake/Release, Inmate Medical and Mental Health Care, Laundry, Kitchen and Food Service, Programs and Recreation Services, Property Inventory and Management, Welfare and Security Checks.
	A	16	31	General Population Male	
	B	16	32	Female-GP Block	
	C	7	14	Female-Program	
	D	7	14	Male PC	
	E	16	32	Male-GP	
	F	16	32	Male-Program	
	G	7	14	Male-Inmate Workers	
	H	7	14	Male-PC	
	Hld. Cells R1-R3	3	6	Varies	
	Hld. Cell R4	1	1	Padded	
	Hld. Cells R5-R7	3	6	Varies	
	Hld. Cell R8	1	3		
	Detox	2			
	Work Release	1	20		

The presence of management and agency supervision is essential to the proper and legal functioning of a jail. The major vulnerable areas of concern for administrators include negligent hiring, failure to direct, failure to supervise, negligent retention, and failure to train. When there is the appropriate number(s) of personnel, jail administrators are able to manage the potential liability through continuous and direct supervision of jail staff. Failure to supervise and failure to train are often the results of not having ample supervisors available to line staff. Understanding the critical workload factors and requirements driving staff deployment is necessary to adequately address staffing needs.

RELIEF FACTOR ANALYSIS

The Boone County Jail is in the unusual position of being an “around the clock” public agency with fixed posts that must be maintained. While this does not typify the normal operations of other Boone County agencies, the funding sources, usually the County Council, is not accustomed to these unique staffing problems. Because other agencies typically work a 40-hour week, the funding body needs to understand the special staffing problems associated with staffing these positions.

During the on-site visit, the consultant, with assistance from the Jail Commander, itemized all post positions for the facility. Post-positions are defined as those work stations that must be filled for some duration, such as eight (8), ten (10), twelve hours (12) or twenty-four (24) hour per day, coverage year round. Some posts are mandatory. For example, a housing unit post cannot be left unfilled at any time. If a jail deputy, who would fill that post, calls in sick, another jail deputy must be taken from somewhere else. Posts and staffs should not be confused. A post is what needs to be filled and the staffing requirement is the number of people needed to fill that post. In order to calculate the correct number of jail deputies required to man any given post, a ‘relief’ factor must be calculated that quantifies the amount of time a jail deputy does not spend at their post.

The shift relief factor is a multiplier that is used to compensate for round the clock operation, regularly-scheduled, and unplanned days off, vacations, holidays, sick days, training, and other leave days such as funerals, injury, and discipline time. The County establishes the number of holidays, authorized sick leave days, and vacation days allowed. The Sheriff and other facility heads establish training guidelines consistent with applicable federal and state standards, implements training programs, monitors the use of leave time, implements policy of the filling of vacant positions, and enforces employee adherence to County and agency policy. The shift relief factor is determined by subtracting the number of days’ personnel are not on duty from three hundred sixty-five (365) days and dividing the remaining figure into three hundred sixty-five (365) to determine the number of personnel it will require to staff one post twenty-four (24) hours per day, seven (7) days per week, three hundred sixty-five (365) days per year.

Jail Relief Factor Determination

	4X2	5X2
1. Hours Worked Per Rotation	32	40
2. Rotations Per Year	60.83	52
3. Total Amount Hours Worked Per Staff (Line 1 X Line 2)	1946.66	2080
4. Minus Avg. Non-Productive Hours (see below)	-576	-576
5. Total Number of Productive Hours	1370.66	1504
6. Total Hours Required (24 hrs. day X 365 days per year)	8760	8760
7. Total Required Positions (line 6 divided by line 5)	6.39	5.82

Relief Factor Calculations

8. Total Required Positions	6.39	5.82
9. One Position per Shift X Three-8 Hour Shifts	3.00	3.00
10. Relief Factor (line 8 divided by line 9)	2.13	1.94

Itemized of Average Annual Non-Productive Annual Hours per Jail Deputy (Jail)

Shift	4X2 Hours	5X2 Hours
1. Training	72 ⁵	72
2. Vacation	80	80
3. Personal Days	128	128
4. Sick Leave	96	96
5. Comp. Time	192	192
6. Other ⁶	8	8
Total Non-Productive Time	576	576

⁵ New jail staff receive at least 80 hours of orientation in addition to the 40 hours of Jail Certification Training provided through the Indiana Law Enforcement Academy.

⁶ Includes Bereavement, discipline and military time off.

JAIL FACILITY

The Boone County Jail provides services which are typical of county jails in Indiana. For the purposes of this document we have categorized the functional areas of the Jail as follows:

- Jail Administration
- Staff Training, Daily Briefing, and Support Areas
- Central Control
- Inmate Housing
- Inmate Processing (intake, booking, transfer, release)
- Medical/Mental Health/Dental Services
- Access to Court
- Food Services
- Laundry Services
- Inmate Programs (counseling, and religious services)
- Public and Official Visitation
- Inmate Transportation Services
- Key and Tool Control Processes
- Building Maintenance and Supply Storage

Both pretrial and sentenced inmates are housed in the jail, but the legal definitions and requirements for these populations are very different. A flexible housing design with variable holding capacity is essential at the county jail level, with staff responsible for providing an array of services for inmates with different risks and needs. Due to the wide range of physical and mental health conditions and charge severities of county jail inmates, the booking and holding process is complicated. Those eventually sentenced to state prison are often held for extensive periods at the county jail during legal processing before court disposition. By the time they are sent to the state, issues have usually already been resolved by the county jail.

All essential services within the jail are provided by Boone County Jail Staff with the exception of: a) Medical Services (which are provided on a contract basis); and, b) a variety of inmate counseling programs that are provided by contract staff, county-staff and in part by volunteers.

To effectively allow for changes in inmate demographics and characteristics (gender, risk of violence, special management considerations), a jail should never exceed 80% of its available

bed capacity. On the day of inspection, the jail was operating at 45 percent of its occupancy capacity.

Inmate services and programs that are organizationally and/or constitutionally required include medical/mental health services, proper inmate classification, health screening at intake, food services, laundry, recreation, visitation, religion, access to the courts, mail, library services, to file written grievances, mail and telephone access, drug and alcohol programs and educational opportunities. Boone County jail deputies must be present and available to conduct and supervise these activities to ensure that personal and environmental security is maintained.

The Boone County Jail provides inmate medical services through a contract with Correct Care Solutions. The medical staff is on-site at the jail forty (40) hours per week. Primary duties for the medical staff are the inmate physical assessment, responding to inmate requests for medical care, tuberculosis screening, dispensing prescriptions to the inmate population, and keeping updated medical records. The medical staff only assesses arrestees at intake if they are flagged by intake officers. A doctor visits the facility at least once a week to conduct medical examinations as directed by the nurses and jail staff and if needed, consults daily by phone. When medical staff are unavailable, Boone County Jail staff become responsible for responding to and providing emergency treatment for inmate medical issues.

Mental health services are only available in the event of emergency needs. No ongoing therapeutic or weekly mental health is provided at this time. The Sheriff is currently exploring alternatives for the mental health program. Severe mental cases are difficult to manage within the jail with current resources, and there is a long waiting period and sizable queue for admittance to mental health facilities. As a result, providing resources to inmates with severe mental illness consumes large amounts of staff resources compared to inmates without serious mental health issues.

The Jail currently uses an inmate classification system basically comprised of four primary housing categories: 1) Administrative Segregation; 2) Maximum Security; 3) Medium Security; and, 4) Minimum Security. An adequate classification system is a fundamental management tool

to aid in providing a reasonably safe environment in a jail. Each new inmate comes with a variety of needs and requires the resources of the jail and community to improve the likelihood that this person receives the proper care, services, and release options, and lowers the likelihood of harm through custody. The primary goal of a classification system is to determine the degree of supervision required to control each inmate and to maintain the safety and security of the jail and the community. Generally accepted correctional practices for classification systems utilize a variety of objective, behavior-based factors to determine the appropriate level of custody. Factors considered include: severity of current offense, prior convictions, and personal characteristics such as age, residence and employment. Typically, inmates are divided into high, medium, and low security classifications, and thereafter receive the appropriate level of freedom and staff supervision for that classification level.

Jail administration is the business of identifying and managing a multitude of risks. Almost every decision an administrator makes — from personnel decisions and inmate housing assignments to the provision of medical and mental health care services — must be designed to reduce the risks associated with housing a potentially volatile, high-risk population. Administrators must be aware of these risks in an objective and scientifically valid way and employ all available tools to minimize the potential for negative outcomes. Currently, the Boone County Jail relies on an objective classification measurement to determine inmate housing and program assignments. This system considers an inmate's prior convictions, prior assaultive behavior, and current charges and provides a degree of safeguard against housing predatory inmates with vulnerable inmates. However, staffing deficiencies prevent Boone County Jail staff from assessing an inmate's risk and needs prior to placement in a temporary holding or detoxification area. Because jail officials must classify inmates to control violence, all inmates should be assessed prior to placement with other offenders to safeguard against housing predatory inmates with vulnerable inmates.

Classification systems should be reviewed periodically to validate their effectiveness. Validity refers to the predictability of the elements within the risk instrument to accurately predict and identify the risk of an offender. It is this consultant's experience that there are variances and differences from jurisdiction to jurisdiction to these values given the differences in populations

and the characteristics of jail offenders. The present process may or may not be valid. It works extremely well when the factors that are assessed are available and known. However, the elements values used to classify offenders should be validated for its applicability and effectiveness to the Boone County Jail. It is this consultant's experience that there are variances and differences from jurisdiction to jurisdiction to these values given the differences in populations and the characteristics of facility offenders.

Staffing deficiencies prevent Boone County Jail staff from personally interviewing and reviewing the majority of classification decisions. Without interviewing inmates during the classification process, classification staff are unable to account for errors in any reports or documents used in the evaluation of an inmate's needs and risk. In addition, the jail is unable to consistently reclassifying inmates whenever new information or a change in information is obtained on an offender. Inmates should be reassessed on a regular and scheduled timeline.

The majority of inmates housed in the Boone County Jail Center are placed in cells with common dayrooms with limited opportunities for in-cell activities. Because of the low number of available staff, whenever a staff member is called to another area of the jail, the jail loses its ability to provide adequate assistance for other staff and meeting immediate emergency response details. Staffing shortages also limit the jail's ability to conduct routine cell searches. To protect both inmates and staff from serious harm, the jail should routinely search inmates, inmate living areas, and inmate property for contraband and potential dangerous items. Under generally accepted correctional standards, selective searches should routinely occur in each housing unit every shift. However, because of staffing shortages, the jail is unable to do so.

The lack of jail staff within the Boone County Jail will prevent the Sheriff and Jail Commander from adequately evacuating the jail during an emergency. Inmates in custody necessarily have limited freedom to provide for themselves or to protect themselves from external dangers such as a fire. Inmates do not have the ability to ensure the jail in which they are confined contains functional safety devices and procedures to deal with an emergency. As a result, the county and the sheriff owe a duty to the inmates to exercise reasonable care for the protection of an inmate's life and health, comparable to that owed by a common carrier to its passengers, because inmates,

like passengers, are confined and cannot avail themselves of normal opportunities for self-protection.

If a complete jail evacuation is required, current staffing levels will make the evacuation difficult if not impossible. A fire can completely fill a cell housing area with smoke within two to three minutes making an evacuation chaotic and dangerous. The potential for limited visibility, and limited staff resources required to manually unlock cells will leave many inmates unsupervised and unaccounted for.

Boone County Jail staff deputies are required to perform intake and release functions on a continuous basis. Intake activities include assessing and controlling persons that are likely to be violent, intoxicated and prone to have infectious/communicable diseases. Jail deputies are also required to perform health screening, property control, financial accounting, insuring inmates are admitted legally into the jail and assist in bail arrangements. The release of inmates requires the accurate processing of the inmate and his or her personal property. Jail staff should check each inmate for outstanding warrants, holds for other jurisdictions prior to release. Both the intake and release area are normally a busy and active area where outside agencies and others direct their inquiries concerning the status and location of inmates.

JAIL MANNING/POSITION TABLE

The Staffing Position Table shows the number of posts and the number of jail deputies required to properly staff the Boone County Jail. The recommended table takes into account the number of deputies required to operate the jail on a continuous basis.

Position	Shift 1 8 hr.	Shift 2 8 hr.	Shift 3 8 hr.	Total	Relief Factor	Total Staff
Jail Commander	1	0	0	1	1	1.00
Asst. Jail Commander	1	0	0	1	1	1.00
Jail Administrator	1	0	0	1	1	1.00
Sergeants	1	1	1	3	2.13	6.39
Intake	1	1	1	3	2.13	6.39
Transport Staff	2	0	0	2	1	2.00
Control Room	1	1	1	3	2.13	6.39
Floor Security	2	2	2	6	2.13	12.78
Mental Health	1	0	0	1.00	1.00	1.00
Total Staff						37.95
Less Current Staff						-19 ⁷
Additional Staff						18.95

⁷ Three current jail staff are provided through a grant received by the Boone County Community Corrections.

Summary- Proposed Staffing Position Table

Position	Total Staff
Jail Commander	1.00
Assistant Jail Commander	1.00
Jail Sergeant	6.39
Jail Administrator	1.00
Mental Health Staff	1.00
Jail Officers	25.56
Transport Staff	2.00
Total	37.95

Summary- Existing Staffing Position Table

Position	Total Staff
Jail Commander	1.00
Assistant Jail Commander	1.00
Jail Sergeant	3.00
Jail Administrator	1.00
Mental Health Counselor	0
Jail Officers	12.00
Transport Staff	1.00
Total	19.00

The tables show, as a result of calculations – an analysis of the Boone County Jail workload, the design of the facility, the legal requirements of jail staff and the relief factor – that there is a proposed increase of 3.39 jail sergeants; 1 mental health counselor; 13.56 full-time jail officers and 1 transport staff.

POST DESCRIPTIONS

The roles of jail staff are typically expressed as posts for both supervisors and line staff. Jail functions determine where staff is assigned to work, including time, location and function. Due to the static nature of jail assignments, staffing needs are often determined by the number of posts rather than specific workloads. The following is a brief description of post within the Boone County Jail with some of the main responsibilities of staff assigned.

Jail Commander/Assistant Jail Commander

This position is responsible for overseeing the functioning of the jail, review staff schedules, develop policy and procedure, managing the jail's budget by strategic forecasting, frequent monitoring and appropriate adjusting, review of food and medical service program, maintain contacts with outside agencies, maintaining no-contact orders, consular and ICE notifications, social service agencies and volunteers working in the jail, training, inmate classification decisions, inmate grievance appeals, inmate disciplinary decisions, personnel issues and departmental/county meetings as requested.

Jail Sergeants

The Sergeants are responsible for the day-to-day tasks associated with the performance of their respective shift assignments. These responsibilities include ensuring the shift is adequately covered, providing informal resolution concerning inmate disputes, providing feed back to the Jail Commander for employee evaluations and ensuring daily operations are carried out in accordance with existing policy requirements.

Intake/Release Area

Inmates are booked into the jail at all hours of the day and night. Intake and release operations must be staffed to meet fluctuating levels of demands safely and efficiently. The admission and release functions of the jail require assigned jail deputies to process inmates and accurately maintain jail records. Alleged delays in the processing of inmates, who were ordered released by the courts, have the potential to create liability for the county and will cause frustrations with the courts and families of those inmates. This post includes completing all booking processes and

initiating inmate classification, searching inmates, properly receipting inmate property, issuing jail clothing and bedding, maintaining the inmate status board, providing bonding information, maintaining logs and monitoring detox and holding cells. Often inmates who are dangerous, mentally ill or intoxicated are held in these areas so direct visual observation must be completed on a regular basis. Because of the circumstances surrounding many inmates booked into jail, jail deputies are required to provide more intimate contact with inmates during this stage of confinement. Again, electronic monitoring is not a substitute for jail deputies interacting with inmates.

Control Room

The control room officer is responsible for maintaining surveillance of jail personnel and inmates within their designated “pod” area. This includes keeping a close watch on inmates in the dayroom who are outside of their assigned cells, electronically controlling the movement of persons within the pod and maintaining proper records of documented activities. This post should never be left unattended, as it controls all of the secure door keys/locks and video security system.

Floor Security (Rovers)

The primary function of this post is to maintain order among inmates, provide inmate escort duties, search for security problems, assist with the delivery of food service, facilitate inmate medical service, supervise exercise areas, supervise programs and activities, conduct necessary health and welfare checks of all inmates, deliver required inmate supplies, be watchful for potentially dangerous and harmful situations and take appropriate action when required.

Transport/Court

This post manages inmate behavior during court related proceedings and provides escort for inmates to and from court and other judicial related functions. Transport duties include medical, dental and psychological transports, picking up and delivering inmates to other counties, the Indiana Department of Corrections and often times out of state. There should always be adequate staff to handle emergency transports twenty-four (24) hours per day, seven (7) days per week, and three hundred sixty-five (365) days per year without impacting services to the public.

Mental Health Counselor

There should be adequate, qualified personnel on duty to properly assess and coordinate services for inmates with serious mental health issues. In addition, the mental health counselor will assist with patient management and coordinate services and referrals with other applicable county and criminal justice systems for off-site care.

STAFFING ASSESSMENTS

The following areas were reviewed by the consultant during the on-site inspection. The listed tasks should be performed by jail deputies on a customary and routine basis and not usually listed in the above post descriptions. Many of the following duties are performed by more than one jail deputy:

Section 1 - Administration	Narrative
Manual of Policy & Procedure	Needs reviewed for 2016.
Staff Training	Staff training is dependent on adequate staff available to cover minimum jail posts.
Firearms Training	Completed
Management Training	Completed
Section 2 – Intake and Release	
Pre-Admission Process	Jail Staff not available for preadmission classification.
Inmate Orientation	Managed by jail staff. Often done in a hurried fashion.
Fingerprinting/Processing	Completed by jail staff during intake.
Admission Search	Jail staff not available to conducted prior to inmates entering secure area of jail.
Emergency Matters/Intake	Because of staffing deficiencies intake jail staff must rely on backup assistance from other areas of the jail or from officers/deputies from other agencies.
Inmate Remand	Reviewed
Probable Cause Determinations	Reviewed

Screening	Medical/Mental Health/Suicide completed by intake staff.
Inmate Property	Inventoried, Collected and secure storage by intake staff.
Inmate Strip Searches	Completed when required.
Laundry Soiled Clothing	Completed when required.
Inmate Showers	Completed.
Delousing	Completed.
Access to telephone	Completed.
Access to Bail	Completed.
Incompetent Arrestees	Managed by Intake Staff. May be hurried.
Section 3 – Inmate Management	
Inmate Rules	Written copies provided to inmates in English.
Inmate Discipline	Completed.
Classification	Being Reviewed.
Housing Assignments	Completed.
Use of Admin. Segregation	Completed.
Inmate Grievance	Reviewed by Jail Commander.
Suicide Prevention	Strains existing staff levels during constant observation.
Section 4 – Mail, Phone, Courts.	
Incoming Mail	Process by jail staff. Delayed periodically and staffing issues prevent adequate inspection for contraband.
Outgoing Mail	Completed by staff.
Indigent Inmates	Commissary and staff processed.
Visitation	Inmates moved by staff and is often delayed due to staffing levels.
Telephone Access	Completed.
Section – 5 Jail Security	
Perimeter Checks	Completed.
Housing Checks	Conducted hourly but inconsistent.

Key/Tool Control	Completed.
Cell Searches	Staff not available for regular occurring searches.
Restraint Supervision	Completed
Cross Gender Supervision	Completed.
Inmate Escort	Staff not available to always provide immediate inmate escort service.
Evacuation Plans	Drills conducted.
Documentation	Staff often hurried to complete required documentation.
Section 6 – Inmate Services	
Access to Courts	Periodically delayed because staff are not available to process inmates for court.
Meals	Three meals per day supervised by staff.
Commissary	Completed.
Food Inventory.	Conducted by kitchen personnel.
Laundry Services	Conducted by Inmate Workers.
Section 7 - Medical	
Medication Distribution	Completed.
First Aid Kits	Inventoried by Jail Staff.
First Aid/CPR/AED	All staff receive training.
Inmate Sick Call	Nursing staff available 40 hours per week.
Section 8 - Sanitation	
Razor Pass	2 X Week by staff.
Clothing Exchange	Supervised by staff.
Maintenance Inspection	Completed.
Testing of Emergency Equipment	Completed.
Vermin Control	Completed.
Emergency Lighting	Inspected by Jail Staff
Fire Inspections	Jail Staff Authority
Section 9 - Programs	
Exercise	Available to inmates in general population during time out

	of their cell.
Religion	Request through requests. Reviewed by jail command staff.
Marriages	Reviewed by staff.
Section 10 - ADA	
Compliance Management	Recommend review.

In addition, the following more detailed responsibilities are required by jail deputies:

- In house adjudications and informal hearings – Conduct inmate informal disciplinary hearings concerning violations of administrative rules.
- MATRIX – maintaining inmate classification including criminal histories of newly admitted inmates. A classification system should include written procedures for overriding an inmate’s objective classification result to accommodate local needs, for example, physical plant design, and program availability.
- Training – time spent in developing training protocol, training new staff members and volunteers, and maintaining training records.
- File Keeping – results of institutional reports including: inmate discipline, classification, grievances, intake and release records.

RECOMMENDATIONS

1. The jail sergeants should be increased from 3 full time shift supervisors to 6.39 full time shift supervisors. Current staffing levels do not allow for a jail supervisor to be available on a continuous basis to provide support and manage subordinates.
2. Jail deputies should be increased from 12 full-time deputies to 25.56 full-time deputies. The current staffing levels prevent the Boone County Sheriff from adequately patrolling the jail and responding to issues that arise within the jail.
3. A full-time mental health counselor should be hired to assist the jail staff in managing those inmates with mental health concerns. Current jail practice requires that inmates

with serious mental health issues are provided some type of therapeutic intervention and housing plans prior to being placed in any type of restrictive housing.

4. An additional deputy should be hired to allow the Boone County Sheriff to provide inmate transport and timely appearances in required criminal court proceedings. The current staffing levels require the Boone County Sheriff to remove a deputy from county law enforcement functions to transport inmates to court or other required destinations. This current practices reduces the ability of the sheriff to provide a minimum level of law enforcement services to the resident of Boone County.

5.

CONCLUSIONS

The operational guides of the organization contribute to determining the number of jail deputies required to manage the jail and respond to inmate concerns. It is incumbent upon the Sheriff and jail deputies to insure that all inmates and staff are protected while at the same time hold inmates responsible for their actions. Inmates are to be returned to the community in no worse condition than they were in when they were committed to custody.

It is the legal obligations of the Sheriff and all staff of the Boone County Jail to provide a safe, sanitary, and secure facility that is consistent with the Indiana Jail Standards, federal law, applicable guidelines, and relevant court rulings.

Jail deputies need to be available on a continuous basis to observe and respond to inmate behavior, to resolve conflicts and to interact with all inmates, especially those inmates who are quiet or isolated. Inmates that are high risk or suicidal should be provided appropriate supervision consistent with their behavior. In addition, jail deputies need to be available to conduct irregular observation on each inmate at least once every sixty (60) minutes and assist with in-house activities, facilitate recreation and manage programs. Inmates should only be moved through the facility based on classification and with a jail deputy present. Jail deputies need to be able to enter housing areas at any given time without delay. Under no circumstances

should these jail deputies be assigned to transport or court details that will place them outside of the jail.

Observations of the present operations indicate there are not enough jail deputies to adequately supervise inmates, initiate activities, or complete other required and legal duties. Current staffing levels in the Boone County Jail prevent the sheriff from:

- Adequately supervising inmates. Not having a sufficient complement of staff assigned to important areas of the jail at all times.
- Ensuring that frequent, irregular timed, and documented security rounds by jail deputies occur.
- Ensuring that staff adequately and promptly report incidents.
- Conducting regular inspections of cells and common areas to identify and prevent rule violation by inmates, including possession and transferring of contraband.
- Properly patrolling the jail.
- Properly searching inmates before admittance into the jail.
- Providing for the proper documentation of events occurring within the jail.
- Ensuring that frequent suicide and health watch checks of inmates under observation for risk are timely performed and appropriately documented.
- Providing inmate transport services without a disruption in jail staffing levels or county law enforcement services.

Adequate staffing for the operation of the Boone County Jail is dependent on having the correct number of posts appropriately staffed. It is essential that enough personnel be available to insure that inmate supervision and control is maintained constantly and both the jail deputies and inmates are afforded safe and secure conditions.