



Madison County Justice Reinvestment Advisory Council ("JRAC")



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Recommendations for the Madison County Criminal Justice System and Jail Project

Unanimously Approved: November 13, 2025

What is JRAC?

Based on legislation created by the State JRAC, HEA 1068, the Local JRAC Statue, was signed into law on April 8, 2021, requiring the establishment of a Local JRAC in every Indiana County. The overarching goal of the Local JRAC is to examine and analyze local data and practices to improve criminal justice outcomes.

Local JRACs are required to:

- (1) promote the use of evidence-based and best practices in the areas of community-based sentencing alternatives and recidivism reduction;
- (2) review, evaluate, and make recommendations about local practices (community-based corrections and jail overcrowding);
- (3) compile reports as directed by the State JRAC to establish and implement best practices and to ensure consistent collection and reporting of data.

In response, Madison County established our local Justice Advisory Council (JRAC) and are committed to coming together to review local practices and data to improve our local criminal justice system.

Mission Statement

“Unified to create a collaborative criminal justice system that promotes evidence-based practices and utilizes data analysis to improve criminal justice outcomes in Madison County.”

Vision Statement

“Our vision is for greater accountability in the criminal justice system, utilizing limited resources as effectively as possible, and improving outcomes for the citizens of Madison County.”

Members

Chief Deputy Prosecutor **Andrew Hanna** (Elected Chair)
Chief Public Defender **Bryan Williams** (Elected Vice Chair)
Director of Victim Services **Betsy Baxter** (Elected Reporting Secretary)
Sheriff **John Beeman**
Mental Health Administration **Dianna Huddleston**
Director of Community Corrections **David Kane**
Chief Probation Officer **Carl Chambers**
Chief Juvenile Probation Officer **Traci Lane**
County Administrator **Tom Ecker**
Court Administrator **Tim States**
County Council President **Dr. Scott Green**
Hon. **Angela Warner Sims**, Judge, Madison County Circuit Court I
Hon. **Stephen J. Koester**, Judge, Madison County Circuit Court II
Hon. **David Happe**, Judge, Madison County Circuit Court IV
Hon. **Mark Dudley**, Judge, Madison County Circuit Court VI
Chief **Michael Lee**, Anderson Police Department
Hannah Farmer, Victim Assistant
Jaime Wilhoite, Victim Assistant
Community Members and Statutory Appointments: **Shane Ehrhart, Jeremy Cram, Dr. Mark Hall, Zaki Ali, Clayton Whitson, Austin Parrish, Scott Reske, and Ryan Mason**

Summary of Recommendations

Madison County operates one of the most challenging criminal justice systems in the State of Indiana. Despite being 13th in population statewide, our county consistently ranks 3rd or 4th in annual commitments to the Indiana Department of Correction. Historically, components of the Madison County Criminal Justice System have evolved as both interconnected and disparate parts. Annual adjustments in policy, practice, and budget have driven incremental changes that are not always formed from open dialogue, shared practice, or systemic thinking. While cooperation exists, a renewed commitment to collaboration has emerged through efforts like the Justice Reinvestment Advisory Council (JRAC) whose legislated mission is to improve criminal justice outcomes through collecting and analyzing data, promoting evidence-based practices, and making recommendations for local initiatives.

We are often impacted locally by external events and changes in laws and policies that require swift adoption and ongoing adjustment. Rarely does an initiative from within create an impetus for real, meaningful change as has occurred with the building of a new jail complex. Leaders from the courts, law enforcement, prosecution, public defenders, victim services, court services, treatment providers, and the local community have recognized this moment as an unique opportunity to identify gaps in service, create new efficiencies, initiate best practices, and leverage our local resources in creative ways to launch a new way forward.

It is in that spirit, and with the goals of **Public Safety**, **Accountability**, and **Rehabilitation**, that the following recommendations arise:

1 Increase Capacity of the Jail Project from 536 beds to 640 beds, which will allow the county to:

- Cease operating the Madison County Community Correctional Complex (“MCCC”) as an overflow jail and return it to its original intent as a short-term detention site for low-level offenders by significantly reducing it from its current 132-bed overflow jail capacity. A ten (10) bed capacity would allow MCCC to be used for sanctioning violators of community supervision, child support orders, and offenders sanctioned for a weekend duration only. This maintains the utility of having a direct sanctioning site for community supervision and others who have determinate short-term community supervision commitments.
- Move functions of the existing Work Release Facility into the structure currently occupied by MCCC and operate it as a consolidated facility. This consolidation eliminates redundancies, reduces operating costs, and improves efficiency by allowing cross-utilization of staff and resources in a facility that is properly suited for this level of offenders.
- Establish qualification criteria for Work Release to take it from its current state as an additional overflow jail, to its original intent as a short-term transitional facility for offenders who are both willing and able to work in order to move to a lower-level of community supervision.
- Additional jail capacity would allow for the sentencing of misdemeanor offenders with lengthy criminal histories to the jail, restoring accountability, rehabilitation, and public confidence in the judicial process.

2 Improve Rehabilitation and Treatment Services:

- Utilizing newly acquired opioid settlement funds, Madison County can provide substance abuse treatment and rehabilitation services directly within the jail for low-level offenders. This initiative will improve outcomes and reduce recidivism.

3 Create a Comprehensive “Community Supervision Center”:

- The existing Work Release Facility would be repurposed to house: the Probation Department; Parole; Community Corrections; and Home Detention. This consolidation would eliminate operational redundancies and foster collaboration between the respective departments.
- The “Community Supervision Center” will allow 24/7 monitoring of offenders, streamline services, enhance coordination among departments, and reduce long-term administrative and facility costs.

Fiscal Impact

While the additional funding request represents a significant investment, this investment will reduce future operational inefficiencies, minimize outsourcing costs, and expand capacity for decades to come. Moreover, this investment will allow for a total transformation of Madison County's Criminal Justice System to one consistent with best practices in 2025.



Jail Project: Building out the remaining housing pod would increase jail capacity from a maximum of 536 beds to approximately 640 beds. Cost would be approximately \$487.25 per square foot times 21,696 square foot. Estimated project cost: **\$10,571,376 - \$12,000,000**. Elimination of housing inmates out-of-county would save approximately **\$250,000** per year.



Consolidate and Reduce MCCC and Work Release: Reducing the size of MCCC would allow the transfer of 23 staff to the jail which *may* be necessary to staff the new facility. Consolidating Work Release into the reduced MCCC anticipates cost savings or avoidance, including the near elimination of food service, that represents a yearly savings of approximately **\$1,318,377**.

Creation of Community Supervision Center: Costs to convert the MCCC to a Work Release Facility and to convert the Work Release Facility to a Community Supervision Center would range dramatically depending upon specific renovations. However, both structures have adequate square footage to render conversion possible. **\$1,396,625.52** in Unrestricted Opioid Funding could be used for conversion costs.



Rehabilitation and Treatment Services: Madison County Detention Center Programming would cost approximately \$300,000 per year. **\$4,483,706** in Restricted Opioid Funding would support all operations for a total of 15 years spanning from 2027 – 2042.

Long-Term Cost Savings

The proposed consolidation of Madison County’s criminal justice operations will yield significant short and long-term cost savings through improved efficiency and the elimination of redundant facilities and processes. By integrating detention, supervision, and rehabilitation services under a single coordinated system, the county will reduce overlapping administrative functions, maintenance costs, and logistical inefficiencies that currently drain limited resources.

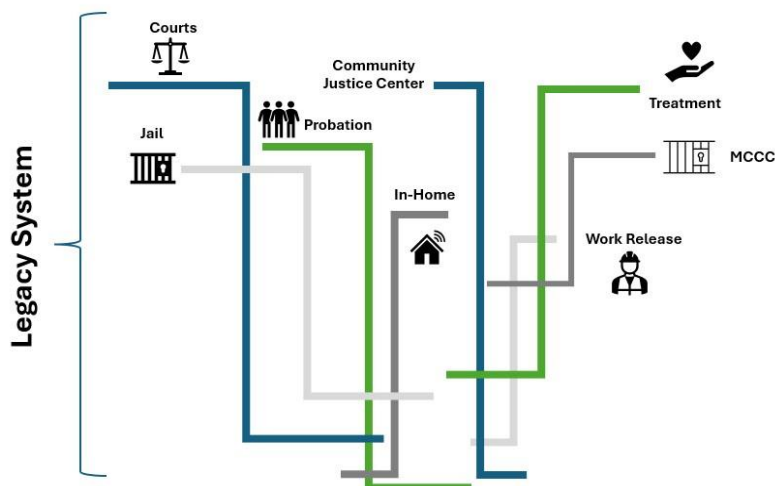
These efficiencies will extend across both daily operations and long-term budget planning. Centralized supervision and shared staffing will streamline communication between agencies, enhance accountability, and reduce the duplication of services. Likewise, relocating programs such as Work Release, Probation, Community Corrections, and Home Detention into one location will minimize transportation costs, maintenance expenses, and the need for separate infrastructure. Over time, the reduction in recidivism resulting from expanded in-house treatment and rehabilitation programs will also translate to fewer incarcerations, fewer DOC commitments, and measurable long-term savings to both the county and the state.

Personnel Positions Moved from MCCC to the Jail:	Savings:
Full-Time Correctional Officers	\$705,000.00
Part-Time Correctional Officers	\$150,000.00
Full-Time Supervisory Cook	\$48,199.00
Part-Time Cook Assistants	\$60,000.00
Holiday Pay	\$88,000.00
Total:	\$1,051,199.00
Anticipated Cost Avoidance:	Savings:
Repairs at Current Work Release	\$30,000.00
50% Reduced Waste Disposal	\$5,000.00
Electric Utilities at Work Release	\$9,930.00
Water Utilities at Work Release	\$11,157.00
Natural Gas at Work Release	\$3,100.00
40% Reduced Water Utilities at MCCC	\$8,000.00
Total:	\$67,187.00
Elimination of Food Service:	Savings:
Work Release and MCCC	\$200,000.00
Costs to House Inmates in Other Counties	Savings:
2025	\$288,560 (YTD)
2024	\$270,640
2023	\$175,454
2022	\$231,365
2021	\$199,693



The Average Daily Cost of Incarceration in Indiana is \$53 (or about \$19,202 per year). Over time, the reduction in recidivism resulting from expanded in-house treatment and rehabilitation programs will translate to fewer incarcerations, fewer DOC commitments, and measurable long-term savings to both the county and the state.

Overview of the Current Madison County Criminal Justice System



Madison County Detention Center (“Jail”)



The Madison County Sheriff operates the Madison County Detention Center, referred to as the jail, located at 720 Central Avenue, Anderson, IN 46016. Built in 1984, the Jail has a capacity for 207 offenders composed of the following: General Population Housing: 197; Intake Holding: 2; Segregation Cell: 1; Medical/Infirmary: 7.

Below are the number of offenders booked into the Madison County Jail by year and the average daily population:

Year	Number Booked	Average Daily Population
2014	5,878	225.3
2015	6,538	214
2016	7,022	252
2017	7,593	287
2018	7,491	280
2019	7,324	287.5
2020	4,439	233.65
2021	4,359	245
2022	4,727	246.46
2023	4,803	257.20
2024	5,090	275.81

Madison County Correctional Complex (“MCCC”)

Community Corrections operates a 132-bed dormitory style secured facility at 125 Jackson Street, Anderson, IN 46016 called the Madison County Correctional Complex. This facility opened on December 20, 2016, and was intended to house low-risk offenders who were convicted and those on pretrial detention. MCCC, as it is known, has become an overflow facility to ease jail overcrowding. Consistently, 95% or more of the daily population at MCCC are jail inmates, both post-conviction and pre-trial, who are awaiting some next step in the judicial process. Closer to its original purpose, it is a sanction option for the COS Board to place program offender participants who have violated terms of their community supervision and it houses offenders sanctioned by the 4D court for child support violations. Offenders are occasionally committed to MCCC by city courts to serve a weekend of confinement for violation of their probation terms.



Madison County Work Release Facility

Residential work release is a high-level supervision program for male and female participants. The work release facility has capacity for 116 male participants and 30 female participants located at 119 Jackson Street, Anderson, IN 46016. Those numbers have been administratively limited to 73 males and 30 females due to concerns over space and span of control. A case manager is assigned to each participant in work release and participants are allowed passes to attend work and other approved programming.



Madison County Youth Center (“Juvenile Center”)

The Madison County Youth Center (Juvenile Center) is a 32-bed Secure Detention Facility located at 3420 Mounds Road, Anderson, IN 46017. It is the mission of the Youth Center to provide a safe and secure environment for detained youth between the ages of 12 and 21. Youth placed in the custody of the Youth Center are offered educational services, therapeutic support, religious engagement and enrichment programming. The Youth Center operates under the authority of Madison County Circuit Court II (Juvenile Court). *Nothing in this proposal would affect the operations of the Madison County Youth Center.*

Continuum of Sanctions (“COS”)

Continuum of Sanctions (COS) is a flexible and efficient supervision concept relatively unique to Madison County. It provides a structured sliding scale of services through various program component placement opportunities and services. COS is a tool for judges to provide offender sanctions within Community Corrections, without resorting to commitment in the Indiana Department of Correction or the Madison County Detention Center. Placement options include the Work Release Program, Electronic Monitoring Program, Home Detention, Soberlink, Adult Day Reporting (ADR) Program, and MCCC. COS affords the ability to quickly and efficiently adapt to changing conditions involving an offender and to move supervision up or down as may be warranted. COS is a component of our Community Corrections program and is housed with Community Corrections on Jackson Street.

Probation

Counties in Indiana are required to maintain probation services under Indiana Code Article 11-12-1, et seq. Probation monitors offenders placed on probation supervision, with the goal of fostering positive change in their behavior and decision-making skills, and decreasing the likelihood of their return to the criminal justice system.

Probation Officers and support personnel, utilize evidence-based supervision and business practices, and provide offenders with the opportunity to fulfill educational goals, maintain meaningful employment, develop a positive support network, and practice pro-social behaviors. Probation also conducts investigations for the Courts and enforce compliance with the rules imposed by the Courts.

Probation services in Madison County are split into two departments: Adult Probation and Juvenile Probation. Adult Probation is currently housed on the Third Floor of the Madison County Government Center. Adult Probation also maintains a Home Detention program, separate and distinct from the Home Detention component of COS detailed above, on the Fourth Floor of the Madison County Government Center. Juvenile Probation is housed at the Madison County Youth Center.

Parole

Parole in Indiana is a form of post-incarceration supervision managed by the Indiana Parole Board for offenders released from the Indiana Department of Correction after serving a portion of their sentence. When an individual is granted parole, they remain in the community under structured supervision and must comply with conditions imposed by the Parole Board, such as reporting to a parole officer, maintaining employment, avoiding criminal activity, completing treatment, and submitting to drug or alcohol testing. Parole is not a county function and parole officers are employed directly by the State of Indiana. Currently, the New Castle Parole District maintains a physical office presence on the Third Floor of the Madison County Government Center.

Decades of Jail Overcrowding

Madison County has dealt with jail overcrowding continuously since the opening of the Madison County Detention Center in 1984. Jail overcrowding creates a cascade of problems that affect public safety, inmate welfare, staff morale, and community resources. The impacts are both operational and systemic, undermining the criminal justice system's ability to function effectively. These effects include:

- **Reduced capacity to hold offenders:** due to decades-long overcrowding issues, courts have been forced to release or impose alternative sentences for many offenders, undermining accountability and deterrence.
- **Limited space for dangerous individuals:** overcrowding issues have forced the housing of violent or high-risk inmates with nonviolent offenders, increasing safety risks to both inmates and staff.
- **Delays in justice:** backlogs in housing pretrial detainees slow the entire judicial process—causing cases to stall, and victims to wait longer for resolution.
- **Poor living conditions:** limited bed space leads to inmates sleeping on the floors and temporary beds, inadequate sanitation, and the spread of communicable diseases.
- **Restricted access to programs:** due to severe overcrowding, the Madison County Jail has been unable to offer educational, vocational, and addiction-treatment programs necessary to reduce recidivism.
- **Mental health deterioration:** overcrowding amplifies anxiety, aggression, and suicide-risk, especially for inmates already suffering from mental illness or addiction.
- **Higher taxpayer costs:** our overcrowded and outdated jail has incurred exorbitant maintenance expenses and increased overtime pay and medical costs. Additionally, the county is responsible for paying housing costs for all offenders held in other counties around the State of Indiana.
- **Inefficient use of resources:** housing inmates at two separate facilities (the Jail and MCCC) has increased transportation costs, created unnecessary safety risks, and prevented cohesive programming essential to improving recidivism.

Inability to Sentence Misdemeanants to the Jail: Pursuant to Indiana Code section 35-38-3-3, persons convicted of a misdemeanor offense may not be committed to the Indiana Department of Correction. Therefore, any executed sentence imposed for a misdemeanor offense must be served at a county jail. Due to overcrowding, judges have been foreclosed from sentencing misdemeanants to the Madison County Jail. A recent review of 3,244 separate defendants currently facing misdemeanor charges reveals **378 (11.66%) defendants have 10 or more convictions, 61 (1.88%) defendants have 20 or more convictions, and 8 (0.25%) defendants have 30 or more convictions.** Additional jail capacity would allow for misdemeanants with extensive criminal history, such as those who have 10, 20, or even 30 or more prior convictions, to serve executed sentences at the Madison County Jail.

The Future of MCCC: MCCC was envisioned, designed, and operated as a short-term housing solution to ease the overcrowding issues at the Madison County Jail. It was never intended to operate as a long-term jail facility and the long-term feasibility of MCCC as a jail overflow facility is questionable under Indiana law. MCCC operates under standards promulgated by the Indiana Department of Correction applicable to community corrections facilities, not jail facilities. *See* Ind. Code § 11-12-4-1, et seq; 210 IAC 3, et seq.

Work Release: Residential Work Release capacity was reduced in 2023 from 146 beds to 103 beds (73 male and 30 females) based on span of control and operational safety and security. Work Release has morphed over time from its original design as a means of saving lucrative employment for offenders arrested or convicted of non-violent crimes, to today's model where Residential Work Release has become a sentencing facility (sometimes long term) for offenders with serious offenses and issues ranging from drug misuse, severe mental and physical health disorders,

chronic homelessness and unemployment, and anti-social personalities. The nature of Residential Work Release (allowing offenders to come and go for work, treatment, and services) buttressed against the current offender profile, creates increased risk to public safety when offenders are away from the facility in addition to the relentless attempts to smuggle contraband into the facility upon their return.

Risk of Continued Jail Overcrowding

Without the proposed additional jail space, Madison County faces a substantial risk of continued and immediate overcrowding upon the opening of the new facility. While the current jail construction project will provide 536 beds,¹ that figure alone fails to account for the true scope of the county’s custodial population and the operational realities of modern correctional management.

As of September 1, 2025, the Madison County Jail houses approximately 256 inmates (49 inmates over capacity). In addition, MCCC, which currently operates as an overflow jail facility, holds 126 inmates, while another 20 offenders are housed in out-of-county jails due to space limitations. Work Release program accounts for 103 individuals. Together, these populations total 505 offenders currently in custody under the county’s supervision.

This figure does not include the additional misdemeanor and low-level felony offenders who should, under normal sentencing practices, be serving short-term commitments in the county jail, but have been deferred or released due to lack of bed space. Nor does it account for the dedicated housing and programming space required to operate the evidence-based rehabilitation and treatment programs the county intends to implement within the new facility. Once those essential program areas are properly set aside, the practical bed capacity will be reduced further—meaning the jail could reach functional capacity from day one of operation.

Without the additional expansion, Madison County will be forced to continue the costly and inefficient practice of housing inmates in outside jurisdictions and operating multiple separate facilities. This fragmented system strains resources, increases transportation and overtime costs, and undermines the long-term goals of creating a coordinated, rehabilitative, and fiscally sustainable criminal justice system.

The proposed addition ensures that Madison County can responsibly meet its current and projected custodial needs while providing adequate space for treatment, rehabilitation, and reentry services. Failing to build out the additional space now would simply postpone—and magnify—the overcrowding crisis that this proposal is designed to alleviate.

Investing in the additional space now is a proactive measure to ensure that Madison County meets constitutional standards, avoids costly and protracted litigation, and provides safe, functional, and compliant housing for those in custody. The expansion positions the county to operate the new facility as intended: a modern, efficient jail capable of meeting both correctional needs and legal obligations for years to come.

¹ Notably, 536 beds for the new jail facility includes numerous beds which are not classifiable beds for long-term housing of inmates. This includes 3 beds in Preprocess Holding, 42 beds in Intake Holding, 4 beds in Intake Padded, 20 beds in Medical Housing, 1 bed in Medical Padded, 2 beds in NP Holding, 1 bed in NP Padded and 2 beds in SP Holding, 1 bed in SP Padded, for a *functional* maximum capacity of 460.

Consolidation of Community Supervision and Creation of a Community Supervision Center

Consolidation of Community Supervision: the existing Work Release Facility would be repurposed to house the Probation Department; Parole; Community Corrections; and Home Detention. The consolidation of two separate Home Detention programs and connection of related programming would eliminate operational redundancies and foster collaboration between the respective departments.

Community Supervision Center: will allow 24/7 monitoring of offenders, streamline services, enhance coordination among departments, and reduce long-term administrative and facility costs. Recent changes in Indiana law have expanded the use and technological standards of GPS monitoring for offenders on home detention, reflecting the state’s commitment to strengthening supervision and public safety. To comply with these requirements, and to maximize their benefit, the Madison County criminal justice system must maintain 24/7 monitoring capabilities that allow for real-time tracking, immediate alerts, and swift law enforcement response when violations occur.

Under Indiana law, a “monitoring device” used in the home-detention context must be capable of recording or transmitting the offender’s precise location 24 hours a day. Additionally, § 35-38-2.5-7(b)(2) mandates that, for certain home-detention orders (e.g., sex offenders), the conditions include “twenty-four (24) hour per day supervision of the offender” and “the use of surveillance equipment and a monitoring device that can transmit information twenty-four (24) hours each day regarding an offender’s precise location.” Together, these statutory requirements underscore the legislative expectation that home-detention programs incorporate continuous, real-time tracking—thus supporting the case for 24/7 GPS monitoring to align with state standards. 24/7 GPS monitoring also offers several critical advantages:

Improved Public Safety: Around-the-clock tracking ensures that offenders remain within authorized locations, particularly in cases involving violent crimes, domestic violence, or protective orders. Law enforcement can be alerted immediately to violations such as approaching restricted zones or tampering with equipment, allowing for rapid intervention and prevention of potential harm.

Accountability and Compliance: Real-time GPS oversight promotes greater offender accountability and adherence to court-ordered restrictions. Offenders are less likely to abscond or violate terms when they know that any deviation is instantly detectable. This fosters a culture of compliance and reinforces judicial authority.

Efficiency in Supervision: Automated monitoring systems reduce the burden on probation and community corrections officers, who currently rely on periodic manual checks. With 24/7 data access and alert capabilities, staff can focus on higher-risk individuals and investigative follow-up rather than routine verification. Additionally, offenders supervised by GPS monitoring place significantly less financial burden on the county than other means of incarceration such as Jail or Work Release.

Enhanced Investigative Support: Historical GPS data can help law enforcement and prosecutors confirm or refute alibis, link offenders to new criminal activity, or demonstrate consistent compliance—all of which improve prosecutorial outcomes and case efficiency.

Public Confidence and Transparency: Full-time monitoring assures the community that offenders released to home detention are being responsibly supervised, balancing rehabilitation opportunities with the safety of victims and the public.

In summary, establishing 24/7 GPS monitoring capabilities aligns Madison County with evolving state standards, reduces risk, strengthens accountability, and enhances the efficiency of the entire justice system. It represents a proactive investment in safety, technology, and evidence-based offender management.

Rehabilitation Services



65% of inmates in the United States have a substance use diagnosis and an estimated additional 20% are under the influence of drugs or alcohol at the time of their criminal offense. Source: National Institute of Drug

A significant portion of Madison County’s criminal activity is directly linked to substance abuse and addiction. Our prosecutors, law enforcement officers, and courts repeatedly encounter defendants whose crimes are rooted in addiction. Offenses such as theft, burglary, drug dealing, and even many violent offenses often stem from the cycle of substance abuse, withdrawal, and desperation. Although it may be necessary for a punitive sanction, simply incarcerating these individuals, without addressing the underlying addiction issues, does little to prevent recidivism.

Providing evidence-based substance abuse treatment within the new jail facility offers a meaningful opportunity to break the cycle. Studies have shown that inmates who receive substance abuse treatment and resources such as high-school-equivalency credentials, the recidivism rate drops by more than 50%.² Incorporating treatment services inside the facility, coupled with strong reentry planning and community partnerships, would allow many individuals to continue their recovery after their release and reintegrate as stable, productive members of society.

This approach is not only rehabilitative, but also fiscally responsible. Every inmate who does not return to jail saves taxpayer dollars in incarceration costs, law enforcement resources, and court expenses. By embedding treatment and recovery programming into the new facility, Madison County can transform the jail from a revolving door into a place of genuine correction and rehabilitation. The investment in treatment today directly translates into fewer victims, safer neighborhoods, and a measurable reduction in recidivism.

Neighboring Hancock County initiated a Jail / Support and Navigation Program in 2022. Through this program, jail navigators complete an intake with each individual touching on the social determinants of health include transportation, housing, safety, employment, insurance, benefits, mental health, medical health, prior and current substance use and treatment, and referrals to outside agencies. Individuals are asked if they would like to participate in any available programming and checks are conducted to see if they would be eligible for a GED or high school equivalency. Additional programming includes:

- **Moral Reconciliation Therapy “MRT”:** is a behavioral therapy aimed at decreasing the likelihood of someone returning to substance use, meant to teach people to focus on the moral aspects of the substance use and social consequences that may be associated with substance use. MRT combines education, counseling, and structured exercises designed to foster moral development. Offenders must be confronted with the consequences of their behavior and the effects it has on their family, friends, and community.
- **Parenting Inside Out “PIO”:** is a twelve-week program instructed by probation officers. The purpose of PIO is to assist parents that have children and who are also involved within the criminal justice system to learn effective ways to parent their children and communicate with those involved in their children’s lives. Parents learn how to positively identify the needs of their children as well as their own needs and learn to implement positive and effective communication, listening, nurture, and guidance within their families and household.
- **HSE-GED:** provides in-person instruction for individuals who have not attained a traditional high school diploma or a GED. The program includes 6-8 weeks of classroom instruction and tablet programming that allows adult learners to successfully complete testing in months rather than years.

² See, e.g., <https://www.mass.gov/news/massachusetts-department-of-correction-recidivism-study-demonstrates-programming-impact-on-lasting-rehabilitation>

- **Peer Recovery Coaches:** are non-clinical support persons with lived experience with addiction and recovery that can connect with the individuals struggling with substance use/addictions/mental health/trauma. Personal healing begins when someone can connect with another person through their lived experiences because they don't feel judged or alone.
- **Support Programs:** include individual therapy, AA meetings, recovery circles, peer-lead groups within the treatment pod, life skills groups facilitated by jail navigators, weekly physical wellness direction, certified addition peer recovery coaching (CAPRC), workbooks from The Change Company, and health education.

Madison County Programming Expansion Possibilities: NA, AA, MRT, PIO, Purpose Driven Life, Bible Studies, Financial Education, Resume Building, Re-Entry Programming, Vivitrol, Behavioral Therapy Groups, Physical Wellness, and Parenting Programing.

Requirements to Implement:

1. Jail Program Navigator

- Complete assessment to evaluate and determine needs of housed inmates for program eligibility; collaborate with community partners to ensure continuity of care between incarceration and release; support inmates as they learn to navigate and address needs related to recovery and social determinants of health; coordinates with facility administration for the facilitation of programs for inmates during incarceration; network to establish and maintain positive relationships with community partners; and monitor individual's progress in jail to aid successful completion.
- Cost = Salary: \$50,000 + FICA: \$3,825 + PERF: \$5,600 + Insurance: \$20,000 = \$79,425

2. Mental Health Facilitator

- Provide mental health services to housed inmates; individual and group therapy sessions; provide referrals to Jail Navigator for individuals in needs of services; evaluate mental health needs of individual and provide assessments to court as requested.
- Cost = Salary: \$150,000 + FICA: \$11,475 + PERF: \$16,800 + Insurance: \$20,000 = \$198,275

3. Criteria for Participation

- Security level, sentence length and time remaining, behavioral history, voluntary enrollment v. sentence requirements, mental and physical health, criminal history and offense types, etc.

4. Community Partner Cooperation

- Communication will serve a vital role in the successful implementation of programming including mental health, jail navigator, volunteers, peer recovery, program providers, courts, administration, classification officer, and community partners.

5. Housing Availability

- Provided through the construction of the jail to a capacity of 638 beds.

6. Funding

- Jail Program Navigator (yearly salary and benefits = \$79,425)
- Mental Health Facilitator (yearly salary and benefits = \$198,275)
- Miscellaneous Expenses (including drug screens, assessment tools, technology and equipment, medical supplies, partnership agreements, case management, etc. = \$22,300)
- Chaplaincy (provided through MCSD = \$0); Educational Tablets (CPC contracted service = \$0)
- Peer Recovery (provided through the Health Department = \$0)
- Total Yearly Costs = \$300,000

Opioid Settlement Funding

The State of Indiana has reached multiple settlements with major pharmaceutical companies, distributors, and related firms as part of the State’s ongoing commitment to accountability in addressing substance use. The settlements will provide Indiana with more than \$980 million over an 18-year period. The settlements are governed by Indiana Code section 4-6-15 which provides:

- (1) 15% for unrestricted use for the benefit of the state;
- (2) 35% restricted for statewide treatment, education, and prevention programs for opioid use disorder and co-occurring substance use disorder or health issues, as defined or required by the settlement documents or court order;
- (3) 15% for unrestricted use, distributed to cities, counties, and towns based on a weighted distribution formula reflecting opioid impacts in communities;
- (4) 35% for restricted use, distributed to cities, counties, and towns based on a weighted distribution formula reflecting opioid impacts in communities, restricted for programs of treatment, prevention, and care that are best practices as designed or required by the settlement documents or court order (restricted/abatement) (if a city or town’s annual distribution is less than \$5,000, their annual distribution must instead be distributed to the county in which the city or town is located).

Restricted Funds: Restricted funds, or “abatement funds,” must be spent on programs of treatment, prevention, and care that are best practices as designed or required by the settlement documents or court order. Exhibit E is a document attached to most of the national opioid settlement agreements providing a list of allowable uses for spending of restricted settlement funds. Exhibit E is organized in two main sections: Core Strategies and Approved Uses.³

Unrestricted Funds: Unrestricted funds are not bound by the same requirements and can be used “at the community’s discretion.”⁴

Madison County’s Opioid Settlement Funding:

Madison County Opioid Settlement Funding		
Year of Payment	Unrestricted Share	Restricted Share
2022	\$ 125,875.45	\$ 518,373.24
2023	\$ 127,824.03	\$ 559,339.00
2024	\$ 79,294.68	\$ 323,972.74
2025	\$ 36,066.75	\$ 261,299.39
2026	\$ 48,062.35	\$ 279,874.10
2027	\$ 34,704.62	\$ 194,632.82
2028	\$ 98,286.84	\$ 299,703.26
2029	\$ 98,287.86	\$ 300,658.72
2030	\$ 119,836.45	\$ 279,618.39
2031	\$ 110,851.96	\$ 258,654.55
2032	\$ 101,506.20	\$ 236,847.78
2033	\$ 79,249.15	\$ 184,914.67
2034	\$ 79,249.15	\$ 184,914.67
2035	\$ 79,249.15	\$ 184,914.67
2036	\$ 65,502.02	\$ 152,838.04
2037	\$ 65,502.02	\$ 152,838.04
2038	\$ 47,276.84	\$ 110,312.62
Total:	\$ 1,396,625.52	\$ 4,483,706.70

³ See, e.g., Indiana Commission to Combat Substance Use Disorder:

[https://www.in.gov/recovery/settlement/?utm_source=chatgpt.com#Are there any restrictions on how funds can be used](https://www.in.gov/recovery/settlement/?utm_source=chatgpt.com#Are%20there%20any%20restrictions%20on%20how%20funds%20can%20be%20used)

⁴ *Id.*

Funding: Opioid Settlement funding would be used to further the following specifically authorized purposes found within Exhibit E:⁵

Core Strategies:

E. Expansion of Warm Hand-Off Programs and Recovery Services:

1. Expand services such as navigators and on-call teams to begin MAT in hospital emergency departments;
2. Expand warm hand-off services to transition to recovery services;
3. Broaden scope of recovery services to include co-occurring SUD or mental health conditions;
4. Provide comprehensive wrap-around services to individuals in recovery, including housing, transportation, job placement/training, and childcare; and
5. Hire additional social workers or other behavioral health workers to facilitate expansions above.

F. Treatment for Incarcerated Population:

1. Provide evidence-based treatment and recovery support, including MAT for persons with OUD and co-occurring SUD/MH disorders within and transitioning out of the criminal justice system; and
2. Increase funding for jails to provide treatment to inmates with OUD.

Approved Uses:

A. Treat Opioid Use Disorder (OUD)

Support treatment of Opioid Use Disorder (“OUD”) and any co-occurring Substance Use Disorder or Mental Health (“SUD/MH”) conditions through evidence-based or evidence-informed programs or strategies that may include, but are not limited to, those that:

1. Expand availability of treatment for OUD and any co-occurring SUD/MH conditions, including all forms of Medication-Assisted Treatment (“MAT”) approved by the U.S. Food and Drug Administration.

B. Support People in Treatment and Recovery:

Support people in recovery from OUD and any co-occurring SUD/MH conditions through evidence-based or evidence-informed programs or strategies that may include, but are not limited to, the programs or strategies that:

2. Provide the full continuum of care of treatment and recovery services for OUD and any co-occurring SUD/MH conditions, including supportive housing, peer support services and counseling, community navigators, case management, and connections to community-based services.
3. Provide counseling, peer-support, recovery case management and residential treatment with access to medications for those who need it to persons with OUD and any co-occurring SUD/MH conditions.
- ...
6. Support or expand peer-recovery centers, which may include support groups, social events, computer access, or other services for persons with OUD and any co-occurring SUD/MH conditions.
7. Provide or support transportation to treatment or recovery programs or services for persons with OUD and any co-occurring SUD/MH conditions.

⁵ <https://nationalopioidsettlement.com/wp-content/uploads/2023/02/TEVA-Exhibit-E.pdf>

8. Provide employment training or educational services for persons in treatment for or recovery from OUD and any co-occurring SUD/MH conditions

C. Address the Needs of Criminal Justice-Involved Persons:

2. Support pre-trial services that connect individuals with OUD and any co-occurring SUD/MH conditions to evidence-informed treatment, including MAT, and related services.
3. Support treatment and recovery courts that provide evidence-based options for persons with OUD and any co-occurring SUD/MH conditions.
4. Provide evidence-informed treatment, including MAT, recovery support, harm reduction, or other appropriate services to individuals with OUD and any co-occurring SUD/MH conditions who are incarcerated in jail or prison.
5. Provide evidence-informed treatment, including MAT, recovery support, harm reduction, or other appropriate services to individuals with OUD and any co-occurring SUD/MH conditions who are leaving jail or prison or have recently left jail or prison, are on probation or parole, are under community corrections supervision, or are in re-entry programs or facilities.