

## **AGENDA**

### **Monroe County Justice Fiscal Advisory Committee (JFAC)**

**Monday, September 18, 2023, 4:30 p.m.**

*Nat U Hill Meeting Room*

1. Call to Order (Councilor Crossley)
2. Adoption of Agenda
3. Discussion of JFAC recommendations to Monroe County Council
4. Public Comment
5. Adoption of JFAC recommendations to Monroe County Council (Voting members)
6. Adjournment (Councilor Crossley)

**In-Person Attendance: Nat U Hill Meeting Room - Third floor of the Courthouse**

**Virtual Attendance:**

<https://monroecounty-in.zoom.us/j/8751022240?pwd=OC9Zd21mMG5heitUYndyQ25rOGxsQT09>

**Passcode: 347595**

**Webinar ID: 875 1022 2240**

For meeting documents including past agendas and minutes, commissioned reports, list of committee members, and documents referenced in meetings please visit the Committee website: <https://www.co.monroe.in.us/departments/board.php?structureid=226>.

Number	Description	Recommendation Category	Fiscal Category	Time Allocation	Viable Funding Sources
1	Moving from Needs Assessment (Planning of New Institutions (PONI), Phase 02) to the pre-Architectural phases (PONI, Phases 03 and 04), the Council should not renew the JFAC. In its place, JFAC members should work with the Commissioners, Judges, Sheriff, Architect and others to form the Functional Program Team (PONI, Phase 03). These meetings should be open to the public	System Wide	None	Short Term	
2	In order to not lose progress on non-architectural recommendations from this report, former JFAC members should bring quarterly updates to public meetings of the Monroe County Council, until such time as the President of that body considers the updates to be superfluous. In the future, this work could be taken on by the Office of Justice Policy and Programs (OJPP), see recommendation 16.	System Wide	None	Short Term	
3	Council should establish an interdepartmental Justice Dashboard by working with Monroe County Technical Services Department and user groups to address the Key Critical Issue #1 in the Ken Ray Study.	System Wide	Services/ Contractual	Short Term	
4	Former JFAC members should monitor investments such that there is at least parity for incarceration and diversion/treatment and include this in quarterly reports to the Council, see recommendation 02.	System Wide	Services	Long Term	
5	Fund supportive, transitional, and affordable housing.	System Wide	Capital/ Services	Immediate	
6	Work with Bloomington Transit to ensure that public transportation adequately serves all user groups for the site selected.	System Wide	Capital/ Services	Immediate	

7	Engage in formal mapping process of Sequential Intercept Model through National Alliance of Mental Illness (NAMI).	System Wide	Services	Short Term	
8	Work with the Commissioners and Sheriff to establish services with New Leaf New Life for Reentry planning, case management, and reentry programming in its treatment plans for inmates with mental illness/SUD to support a warm handoff to additional community service providers through in-jail treatment and transition planning. Service provided by this contract would directly liaise with a new position in the jail, see recommendation 11.	Community Services: Intercept Zero	Services	Medium Term	
9	Ensure local funding continues to exist for crisis services including but not limited to the Stride Center, Mobile Crisis Teams, and promoting 9-8-8, by engaging County, City, and existing local partners	Community Services: Intercept Zero	Services	Short Term	
10	Expand peer navigator programs to include pretrial and court process and allowing in-person and video calls when children are in the home. (Monroe County Women's Commission).	Community Services: Intercept Zero	Services	Medium Term	
11	Fulfill the Sherriff Department's request to create the Re-Entry Case Manager position in the Jail's Medical contract. (Sheriff Marté's Seven Point Plan of Actionable Items).	Re-Entry: Intercept Four	Personnel	Short Term	
12	Implement the Integrated Reentry and Correctional Support (IRACS) program in Monroe County, /including establishing a certified Recovery Community Organization (RCO).	Re-Entry: Intercept Four	Services	Short Term	

13	Increase funding for Centerstone to support existing programs for families and peer support to walk beside those who have been recently incarcerated.	Re-Entry: Intercept Four	Services	Medium Term	
14	Empower Monroe County Employee Services to join Centerstone and the City of Bloomington in Supported Employment for those recently incarcerated and/or on Probation. Reduce recidivism by accommodating Court-mandated reporting.	Re-Entry: Intercept Four	Services	Medium Term	
15	A FACT team exists at both Centerstone and Monroe County Community Corrections. Encourage these organizations to combine efforts for greater benefit	Re-Entry: Intercept Four	Services	Short Term	
16	Create a commissioner-level Office of Justice Policy and Programs (OJPP) to have collaborative responsibility for multidepartment grants (JAG, TITLE II JJDP, VAWA, JMHC, and others) to reduce silos and duplication of services. The OJPP would also represent the County on various local, state, and national organizations, committees, and initiatives. (See Franklin County, OH for a model.)	Re-Entry: Intercept Four	Personnel	Long Term	
17	Ensure funding for routine Cost Benefit Analysis of Monroe County Specialty Courts including Reentry Court. (Problem Solving Courts staff)	Re-Entry: Intercept Four	Services	Long Term	
18	Work with Heading Home and their partners to fund incentives for landlords to rent to recently released inmates and/or treatment patients.	Community Corrections: Intercept Five	Services	Long Term	
19	Invest in Community Corrections case managers to reduce case loads.	Community Corrections: Intercept Five	Personnel	Long Term	

20	Embed licensed social work staff into probation operations (Reducing Revocations Challenge Strategies).	Community Corrections: Intercept Five	Personnel	Long Term	
21	Continue to support the Risk Assessment tool IRAS-CST (Reducing Revocations Challenge Strategies).	Community Corrections: Intercept Five	Services	Long Term	
22	Reduce all non-statutory fees to zero with the Board of Judges or remove payment of fines and fees as standard condition (Reducing Revocations Challenge Strategies).	Community Corrections: Intercept Five	Services	Short Term	
23	Provide childcare and transportation to any programming, making sure records are expunged in a timely manner (or diversion is pointless), and ensuring programs are gender and trauma responsive (Monroe County Women's Commission).	Community Corrections: Intercept Five	Services	Medium Term	
24	Locate the justice complex as close to downtown services and bus lines as possible.	Diversity, Equity, Inclusion Recommendations	Capital	Immediate	
25	Provide periodic training for all Monroe County staff in racial equity and implicit bias and continue to measure progress in workplace climate competency (Reducing Revocations Challenge Strategies).	Diversity, Equity, Inclusion Recommendations	Services	Long Term	
26	Hire an Anti-Racism consultant to create a Monroe County Anti-Racism Strategic Plan.	Diversity, Equity, Inclusion Recommendations	Services	Medium Term	

27	Create the Monroe County Anti-Racism Taskforce to have community-wide stakeholders assist with creation and implementation of an anti-racism strategic plan.	Diversity, Equity, Inclusion Recommendations	Services	Medium Term	
28	Work with the Monroe County Commissioners to pass a Stepping Up Resolution, to work with other leaders (e.g., the sheriff, judges, district attorney, treatment providers, and state and local policymakers), people with mental illnesses and their advocates and other stakeholders to reduce the number of people with mental illnesses in jails. (See draft resolution at <a href="https://www.naco.org/resources/signature-projects/stepping-initiative">https://www.naco.org/resources/signature-projects/stepping-initiative</a> )	Treatment Recommendations	None	Immediate	
29	Add a third Qualified Mental Health Professional in the Jail (Sheriff Marté's Seven Point Plan of Actionable Items).	Treatment Recommendations	Personnel	Short Term	
30	Add a Substance Use Disorder Counselor in the Jail. (Sheriff Marté's Seven Point Plan of Actionable Items).	Treatment Recommendations	Personnel	Short Term	
31	Work with existing service providers in the region and representatives in the state government to lobby for increased funding for identified gaps in SUD and Mental Health levels of care.	Treatment Recommendations	Multiple	Long Term	
32	Ensure at least one former JFAC member is on the Functional Program team for the new jail.	Jail Recommendations	None	Short Term	
33	Once the Functional Program is set, Council should play a supporting role in setting the Jail Space Program.	Jail Recommendations	Multiple	Long Term	

34	Continue to work toward establishing Departmental Gross Square Feet (DGSF) and Building Gross Square Feet (GSF) calculations for the Justice Campus, which will give the Council the ability to accurately appropriate funds.	Jail Recommendations	Capital	Short Term	
35	Add a Jail Programs Professional to add capacity to the jail's workforce for management of internal programming. (Sheriff Marté's Seven Point Plan of Actionable Items).	Jail Recommendations	Personnel	Medium Term	

**Possible Funding Sources**

- ARPA/ SLRF
- Corrections Local Income Tax
- Economic Development Local Income Tax
- External Grants
- Food and Beverage Tax
- General Fund
- General Obligation Bond
- Innkeepers Tax
- Jail Construction Income Tax
- Justice Non-Reverting Fund (to be created)
- Non-Monroe County Municipality Funding
- Opioid Settlement Funds
- Revenue Bond
- Sophia Travis Grants

# Justice Fiscal Advisory Committee (JFAC) Recommendations to the Monroe County Council

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## Acknowledgement

Our County owes thanks to those who served on The Justice Fiscal Advisory Committee (JFAC). First, we recognize the hours of work done by County Council staff, and in particular Courtney Moser and Kim Shell, this body could not have existed had it not been for the intellect and diligence of these two.

Second, thanks goes to those who served on the JFAC: Beverly Calendar-Anderson (Director, Community & Family Resources Department at City of Bloomington), Penny Githens (Monroe County Commissioner), Linda Grove-Paul (Centerstone), John Hamilton (Bloomington Mayor), Misty James (Lived Experience), Isabel Piedmont-Smith (Bloomington City Council), Ruben Marté (Monroe County Sheriff), Melanie Vehslage (Monroe County Health Department), April Wilson (Monroe County Prosecutor), and Karen Wrenbeck (Monroe County Public Defender). Gratitude must also be extended to the Monroe County Council who recognized the need for this body and who will make the difficult funding decisions: Kate Wiltz (President), Trent Deckard (President Pro Tem), Jennifer Crossley, Marty Hawk, Peter Iversen, Geoff McKim, and Cheryl Munson.

Lastly, this report stands on the shoulders of those who started this work. Namely Eve Hill and Ken Ray and their associates. Their reports from 2019, were foundational to the work done here. We must also

call out the work of Margie Rice who guided efforts and helped shape the ideals upon which we formed this body.

## Introduction

The Justice Fiscal Advisory Committee (JFAC) arose on May 09, 2023 from twin concerns. First, the community became increasingly vocal that there was a lot of conversation, but there was not enough action toward addressing jail overcrowding. Second, the community vocalized a desire for increased representation on a deliberative body. Thus, the County Council created the JFAC to serve in an advisory role to the Monroe County Council by obtaining key information from local stakeholders to help facilitate responsible, informed financial decisions and identify budget priorities that best address the community's justice needs.

From June to September 2023, the JFAC convened meetings to gather data to make fiscal recommendations. This report is structured to reflect those recommendations. The first section includes recommendations that don't lend themselves to categorization as they are overarching. In some instances, these recommendations were identified as system-wide, while in other instances there was consensus between presenters on separate dates for a recommendation. Housing is one such recommendation, as multiple subject-matter experts cited this as a barrier to service. The second section contains recommendations that fit within the Sequential Intercept Model (SIM) categories. In this way, recommendations are seen as more targeted. The last section is for reference, this contains a list of subject-matter experts, our reading list, and links to meeting recordings.

Lastly, a list like this is never finished. As our society learns more about trauma, substance use disorder, treatment, the effects of incarceration and more, we will need to revisit these topics with the subject matter experts of the day. To this end, there are recommendations on this list that are not fiscal, but logistical. These recommendations ensure that communication flows freely, that duplicative efforts are merged to greater community effect, and that we continue to strive toward the high ideals in which this community has long held.

## Recommendations

### System-Wide Recommendations

1. Moving from Needs Assessment (Planning of New Institutions (PONI), Phase 02) to the pre-Architectural phases (PONI, Phases 03 and 04), the Council should not renew the JFAC. In its place, JFAC members should work with the Commissioners, Judges, Sheriff, Architect and others to form the Functional Program Team (PONI, Phase 03). These meetings should be open to the public.  
*Fiscal Category: None*  
*Time Allocation: Short Term*
2. In order to not lose progress on non-architectural recommendations from this report, former JFAC members should bring quarterly updates to public meetings of the Monroe County Council, until such time as the President of that body considers the updates to be superfluous. In the

future, this work could be taken on by the Office of Justice Policy and Programs (OJPP), see recommendation 16.

*Fiscal Category: None*

*Time Allocation: Short Term*

3. Council should establish an interdepartmental Justice Dashboard by working with Monroe County Technical Services Department and user groups to address the Key Critical Issue #1 in the Ken Ray Study ([https://www.co.monroe.in.us/egov/documents/1644610443\\_05163.pdf](https://www.co.monroe.in.us/egov/documents/1644610443_05163.pdf), p. 13).

*Fiscal Category: Services/Contractual*

*Time Allocation: Short Term*

4. Former JFAC members should monitor investments such that there is at least parity for incarceration and diversion/treatment and include this in quarterly reports to the Council, see recommendation 02.

*Fiscal Category: Services*

*Time Allocation: Long Term*

5. Fund supportive, transitional, and affordable housing.

*Fiscal Category: Capital and/or Services*

*Time Allocation: Immediate*

6. Work with Bloomington Transit to ensure that public transportation adequately serves all user groups for the site selected.

*Fiscal Category: Capital and/or Services*

*Time Allocation: Immediate*

7. Engage in formal mapping process of Sequential Intercept Model through National Alliance of Mental Illness (NAMI).

*Fiscal category: Services*

*Time Allocation: Short Term*

### Community Services Recommendations: Intercept Zero

8. Work with the Commissioners and Sheriff to establish services with New Leaf New Life for Reentry planning, case management, and reentry programming in its treatment plans for inmates with mental illness/SUD to support a warm handoff to additional community service providers through in-jail treatment and transition planning. Service provided by this contract would directly liaise with a new position in the jail, see recommendation 11.

*Fiscal Category: Services*

*Time Allocation: Medium Term*

9. Ensure local funding continues to exist for crisis services including but not limited to the Stride Center, Mobile Crisis Teams, and promoting 9-8-8, by engaging County, City, and existing local partners.

*Fiscal category: Services*

*Time Allocation: Short Term*

10. Expand peer navigator programs to include pretrial and court process and allowing in-person and video calls when children are in the home. (Monroe County Women's Commission).

*Fiscal category: Services*

*Time Allocation: Medium Term*

#### Re-Entry Recommendations: Intercept Four

11. Fulfill the Sherriff Department's request to create the Re-Entry Case Manager position in the Jail's Medical contract. (Sheriff Marté's Seven Point Plan of Actionable Items).

*Fiscal category: Personnel*

*Time Allocation: Short Term*

12. Implement the Integrated Reentry and Correctional Support (IRACS) program in Monroe County, /including establishing a certified Recovery Community Organization (RCO).

*Fiscal Category: Services*

*Time Allocation: Short Term*

13. Increase funding for Centerstone to support existing programs for families and peer support to walk beside those who have been recently incarcerated.

*Fiscal Category: Services*

*Time Allocation: Medium Term*

14. Empower Monroe County Employee Services to join Centerstone and the City of Bloomington in Supported Employment for those recently incarcerated and/or on Probation. Reduce recidivism by accommodating Court-mandated reporting.

*Fiscal Category: Services*

*Time Allocation: Medium Term*

15. A FACT team exists at both Centerstone and Monroe County Community Corrections. Encourage these organizations to combine efforts for greater benefit.

*Fiscal Category: Services*

*Time Allocation: Short Term*

16. Create a commissioner-level Office of Justice Policy and Programs (OJPP) to have collaborative responsibility for multidepartment grants (JAG, TITLE II JJDP, VAWA, JMHC, and others) to reduce silos and duplication of services. The OJPP would also represent the County on various local, state, and national organizations, committees, and initiatives. (See Franklin County, OH for a model.)

*Fiscal Category: Personnel*

*Time Allocation: Long Term*

17. Ensure funding for routine Cost Benefit Analysis of Monroe County Specialty Courts including Reentry Court. (Problem Solving Courts staff)

*Fiscal Category: Services*

*Time Allocation: Long Term*

#### Community Corrections: Intercept Five

18. Work with Heading Home and their partners to fund incentives for landlords to rent to recently released inmates and/or treatment patients.

*Fiscal Category: Services*

*Time Allocation: Long Term*

19. Invest in Community Corrections case managers to reduce case loads.

*Fiscal Category: Personnel*

*Time Allocation: Long Term*

20. Embed licensed social work staff into probation operations (Reducing Revocations Challenge Strategies).

*Fiscal Category: Personnel*

*Time Allocation: Long Term*

21. Continue to support the Risk Assessment tool IRAS-CST (Reducing Revocations Challenge Strategies).

*Fiscal Category: Services*

*Time Allocation: Long Term*

22. Reduce all non-statutory fees to zero with the Board of Judges or remove payment of fines and fees as standard condition (Reducing Revocations Challenge Strategies).

*Fiscal Category: Services*

*Time Allocation: Short Term*

23. Provide childcare and transportation to any programming, making sure records are expunged in a timely manner (or diversion is pointless), and ensuring programs are gender and trauma responsive (Monroe County Women's Commission).

*Fiscal category: Services*

*Time Allocation: Medium Term*

#### Diversity, Equity, Inclusion Recommendations

24. Locate the justice complex as close to downtown services and bus lines as possible.

*Fiscal Category: Capital*

*Time Allocation: Immediate*

25. Provide periodic training for all Monroe County staff in racial equity and implicit bias and continue to measure progress in workplace climate competency (Reducing Revocations Challenge Strategies).  
*Fiscal Category: Services*  
*Time Allocation: Long Term*
26. Hire an Anti-Racism consultant to create a Monroe County Anti-Racism Strategic Plan.  
*Fiscal Category: Services*  
*Time Allocation: Medium Term*
27. Create the Monroe County Anti-Racism Taskforce to have community-wide stakeholders assist with creation and implementation of an anti-racism strategic plan.  
*Fiscal Category: Services*  
*Time Allocation: Medium Term*

### Treatment Recommendations

28. Work with the Monroe County Commissioners to pass a Stepping Up Resolution, to work with other leaders (e.g., the sheriff, judges, district attorney, treatment providers, and state and local policymakers), people with mental illnesses and their advocates and other stakeholders to reduce the number of people with mental illnesses in jails. (See draft resolution at <https://www.naco.org/resources/signature-projects/stepping-initiative>)  
*Fiscal Category: None*  
*Time Allocation: Immediate*
29. Add a third Qualified Mental Health Professional in the Jail (Sheriff Marté's Seven Point Plan of Actionable Items).  
*Fiscal Category: Personnel*  
*Time Allocation: Short Term*
30. Add a Substance Use Disorder Counselor in the Jail. (Sheriff Marté's Seven Point Plan of Actionable Items).  
*Fiscal Category: Personnel*  
*Time Allocation: Short Term*
31. Work with existing service providers in the region and representatives in the state government to lobby for increased funding for identified gaps in SUD and Mental Health levels of care.  
*Fiscal Category: Multiple*  
*Time Allocation: Long Term*

### Justice Complex Recommendations

32. Ensure at least one former JFAC member is on the Functional Program team for the new jail.  
*Fiscal Category: None*  
*Time Allocation: Short Term*

33. Once the Functional Program is set, Council should play a supporting role in setting the Jail Space Program.

*Fiscal Category: Multiple*

*Time Allocation: Long Term*

34. Continue to work toward establishing Departmental Gross Square Feet (DGSF) and Building Gross Square Feet (GSF) calculations for the Justice Campus, which will give the Council the ability to accurately appropriate funds.

*Fiscal Category: Capital*

*Time Allocation: Short Term*

35. Add a Jail Programs Professional to add capacity to the jail’s workforce for management of internal programming. (Sheriff Marté’s Seven Point Plan of Actionable Items).

*Fiscal Category: Personnel*

*Time Allocation: Medium Term*

## Reference

Table 1: Summary of Recommendations

The recommendations above are here in chart form for ease of reference.

<b>Number</b>	<b>Description</b>	<b>Recommendation Category</b>	<b>Fiscal Category</b>	<b>Time Allocation</b>
1	Moving from Needs Assessment (Planning of New Institutions (PONI), Phase 02) to the pre-Architectural phases (PONI, Phases 03 and 04), the Council should not renew the JFAC. In its place, JFAC members should work with the Commissioners, Judges, Sheriff, Architect and others to form the Functional Program Team (PONI, Phase 03). These meetings should be open to the public.	System Wide	None	Short Term
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5	Fund supportive, transitional, and affordable housing.	System Wide	Capital/ Services	Immediate
6	Work with Bloomington Transit to ensure that public transportation adequately serves all user groups for the site selected.	System Wide	Capital/ Services	Immediate
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8	Work with the Commissioners and Sheriff to establish services with New Leaf New Life for Reentry planning, case management, and reentry programming in its treatment plans for inmates with mental illness/SUD to support a warm handoff to additional community service providers through in-jail treatment and transition planning. Service provided by this contract would directly liaise with a new position in the jail, see recommendation 11.	Community Services: Intercept Zero	Services	Medium Term
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10	Expand peer navigator programs to include pretrial and court process and allowing in-person and video calls when children are in the home. (Monroe County Women's Commission).	Community Services: Intercept Zero	Services	Medium Term
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13	Increase funding for Centerstone to support existing programs for families and peer support to walk beside those who have been recently incarcerated.	Re-Entry: Intercept Four	Services	Medium Term

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27	Create the Monroe County Anti-Racism Taskforce to have community-wide stakeholders assist with creation and implementation of an anti-racism strategic plan.	Diversity, Equity, Inclusion Recommendations	Services	Medium
28	Work with the Monroe County Commissioners to pass a Stepping Up Resolution, to work with other leaders (e.g., the sheriff, judges, district attorney, treatment providers, and state and local policymakers), people with mental illnesses and their advocates and other stakeholders to reduce the number of people with mental illnesses in jails. (See draft resolution at <a href="https://www.naco.org/resources/signature-projects/stepping-initiative">https://www.naco.org/resources/signature-projects/stepping-initiative</a> )	Treatment Recommendations	None	Immediate
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## Funding Pools

- ARPA/ SLFRF
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- Economic Development Local Income Tax
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- General Fund
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- Innkeepers Tax
- Jail Construction Income Tax
- Justice Non-Reverting Fund (to be created)
- Non-Monroe County Municipality Funding
- Opioid Settlement Funds
- Revenue Bond
- Sophia Travis Grants

## Subject Matter Experts

The following experts gave presentations to the JFAC. They are listed in order of appearance.

- Marilyn Grimes, Courage to Change Sober Living
- Jordan McIntire, New Leaf New Life
- Mary Morgan, Heading Home
- Linda Grove- Paul, Centerstone
- Guy Loftman and Ruth Aydt, Monroe County Branch NAACP

- Becca Streit, Monroe County Community Corrections Executive Director
- Steve Malone, Monroe County Problem Solving Court Director
- Ruben Marté and team, Monroe County Sheriff's Department
- Leah Scott, Pinnacle Treatment
- Mark DeLong, Amethyst House

## Reading List

- NAACP Racial Disparity Report;  
[https://www.co.monroe.in.us/egov/documents/1691188103\\_29295.pdf](https://www.co.monroe.in.us/egov/documents/1691188103_29295.pdf)
- 13<sup>th</sup> Documentary;  
<https://www.netflix.com/title/80091741?trkid=255824129&s=i&vlang=en&clip=80142209>
- *Transgender Behind Prison Walls*; Sarah Jane Baker
- *American Prison: A Reporter's Undercover Journey into the Business of Punishment*; Shane Bauer
- *Men Behind Bars: Sexual Exploitation in Prison*; Wayne S. Wooden and Jay Parker
- *Disability Incarcerated: Imprisonment and Disability in the United States and Canada*; Liat Ben-Moshe, Chris Chapman, Alison C. Carey, and Angela Y. Davis
- **Monroe County GIS Map of Services**,  
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### JFAC Meeting Video Archive

Much of the content gleaned from the meetings simply can not be included in this report. However, the video recording will persist over time and allow those interested to hear the context in which the above recommendations were made.

- Community Access Television Service, <https://catstv.net/government.php?issearch=banner&webquery=JFAC>