



INDIANA UNIVERSITY PUBLIC POLICY INSTITUTE

ANNUAL REPORT 2020–21

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MISSION STATEMENT

To produce unbiased, high-quality research, analyses, and policy guidance to promote positive change and improve the quality of life in communities across Indiana and the nation.

VALUE PROPOSITION

With no agenda other than helping leaders, citizens, businesses, and organizations solve problems, seize opportunities, and effect positive change, our expert team can address a wide range of issues and deliver data and insights needed to make informed decisions.

WORK WITH US

PPI offers policy analysis, program evaluation, dialogue facilitation, and long-term planning to clients from the public, private, civic, academic, and nonprofit sectors. We combine academic resources and marketplace experience to identify challenges and opportunities, gather data, and uncover best practices to walk our clients through the decision-making process—all without bias or agenda.

A Message from the Director



I am pleased to present this annual report of the Indiana University Public Policy Institute (PPI), covering notable activities, accomplishments, and organizational improvements for the 2020–21 fiscal year (July 1, 2020, to June 30, 2021).

As with the rest of IU and its many other institutions, PPI continued to be significantly affected by the COVID-19 pandemic. Team members spent the entire fiscal year working from home but still managed to work closely with their colleagues and our client organizations to deliver data, analyses, and recommendations to help public and nonprofit leaders make better decisions. Decreases in grant funding and contract revenue due to the pandemic were particularly challenging. Yet we managed to streamline operations to better align revenues and expenses.

Much of PPI's work comes from long-standing relationships with key organizations serving the greater Indianapolis community as well as state agencies that rely on PPI's expertise to help them understand and address the complex needs of the citizens they serve. We are pleased to have had the opportunity to work with leading organizations such as the Indy Chamber, United Way of Central Indiana, the city of Indianapolis, Marion County, Indianapolis Public Schools, the Indiana Criminal Justice Institute, the Indiana Utility Regulatory Commission, and many others.

We also hosted our third gubernatorial forum, featuring the three major party candidates running for governor of Indiana in 2020. Once again, retired Indiana Supreme Court Justice Randall Shepard moderated the event. Due to the pandemic, the forum was prerecorded at the WFYI studios in Indianapolis and then rebroadcast on several PBS stations throughout the state.

Finally, we have integrated the Manufacturing Policy Initiative into PPI and enlisted O'Neill School Associate Professor Sameeksha Desai to lead MPI—the only university-based initiative focused on U.S. manufacturing competitiveness and growth policies. Dr. Desai is a national expert on entrepreneurship and recently returned to IU after serving as director of research for the Kauffman Foundation.

We are proud of the work we do for communities, the opportunities we give students to build their professional skills, and the impact we make throughout our state and beyond. If you have any questions, please do not hesitate to contact me at tguevara@iu.edu or by phone at 812-855-2627.

Sincerely,

A handwritten signature in black ink that reads "Tom Guevara". The signature is fluid and cursive, with a long horizontal line extending from the end.

Tom Guevara
Director, Indiana University Public Policy Institute

History of the Institute

For nearly 30 years, the Indiana University Public Policy Institute (PPI) has provided data-driven applied research, analysis and guidance that is objective, insightful, and nonpartisan. PPI was established in 1992 as the Center for Urban Policy and the Environment with the mission of leading applied research through the School of Public and Environmental Affairs. In 2008 the administration and researchers of CUPE became the staff of the IU Public Policy Institute, established by Indiana University as an umbrella organization to house research centers affiliated with the school.

The Center for Criminal Justice Research, also created in 2008, was established to reflect PPI's growing expertise in public safety issues. It was renamed the **Center for Health and Justice Research** (CHJR) in 2018 and continues to work with public safety agencies and social services organizations to conduct impartial applied research on criminal justice and public health and safety issues.

In 2018 the **Center for Research on Inclusion and Social Policy** (CRISP) was created to examine systemic issues at the intersection of social policy and equity and to help leaders and residents make informed decisions about those issues. CRISP's mission is to analyze and disseminate community-relevant research about social disparities and complex policy issues.

PPI also houses the **Center for Civic Literacy**, which examines the causes and effects of Americans' low levels of civic knowledge. It also promotes tools to help educators and others improve civic understanding. Additionally, PPI includes the **Indiana Advisory Commission on Intergovernmental Relations** which facilitates communication and cooperation between federal, state, and local units of government to improve services for Hoosiers.

In 2021 the multifaceted **Manufacturing Policy Initiative** (MPI) was brought within PPI's umbrella of centers. MPI studies challenges facing the U.S. manufacturing sector, assesses public policies that impact the industry, and identifies policy options for enhancing this vital component of the U.S. economy.

PPI Team

Center directors

- Sameeska Desai, Ph.D., Director, Manufacturing Policy Initiative, Associate Professor, O'Neill School of Public and Environmental Affairs
- Wanda Thurston, Ph.D., Interim Director of Center for Research on Inclusion and Social Policy

Staff

- Karla Camacho-Reyes, Special Projects Coordinator
- Krystal Gibson, Program Analyst
- Chris Holcomb, Program Analyst
- Drew Klacik, Senior Policy Analyst
- Roxy Lawrence, Director of Evaluation, CRISP
- Joti K. Martin, Policy Analyst
- Kevin Martyn, Visiting Faculty, O'Neill School at IUPUI
- Jamie Palmer, Senior Policy Analyst
- Staci Rising, Program Analyst
- Rachel Thelin, Senior Policy Analyst
- Carlie Turner, Project Coordinator

Board of Advisors

PPI's Board of Advisors provide guidance to the director on strategic direction, including initiatives and focus areas. Board members serve as advocates and ambassadors for PPI, utilizing their community connections to enhance and promote PPI's public image. Board members also identify opportunities to secure financial resources and partnerships necessary for PPI to advance its mission.

- Claudia Cummings, President and CEO, Indiana Philanthropy Alliance
- John R. Fernandez, Global Chief Innovation Officer, Dentons
- Greg Lindsey, Professor, Humphrey School of Public Affairs, University of Minnesota
- Marissa Manlove, The 24 Group, Inc.
- Joanna Taft, Executive Director, Harrison Center for the Arts

Ex-officio members

- Siân Mooney, Dean, O'Neill School of Public and Environmental Affairs, Indiana University
- Brad Heim, Executive Associate Dean, O'Neill School, IU Bloomington
- Jeremy Carter, Interim Executive Associate Dean, O'Neill School, IUPUI

PPI completes dozens of projects each year that impact organizations in and around the city of Indianapolis, the state of Indiana, and at the federal level. Many of these projects are notable for the unique challenges we help our clients address as well as for helping to improve policy for programs serving the public interest. Below are some examples of the impactful work of PPI and its research centers.



Indy Chamber of Commerce Accelerate Indy evaluation

The Indy Chamber engaged PPI to evaluate the Chamber's Accelerate Indy economic development program. The evaluation served two primary purposes (1) to assist the Chamber in refining the strategic Accelerate Indy framework and adjust its programs and initiatives as necessary, and (2) to ensure the Chamber was ready to being work on the Comprehensive Economic Development Strategies (CEDS) to be undertaken.

The assessment phase included an update of fundamental comparative regional metrics, comparing Central Indiana to Columbus, Ohio; Denver, Colorado; and Nashville, Tennessee; as well as the rest of the Hoosier state and the United States. Researchers interviewed board members and key informants to assess perceptions of the progress and effectiveness of the Accelerate Indy Initiative. The second phase consisted of making adjustments to current Chamber programs and preparing for the CEDS by focusing on how the Chamber's efforts fit into long-term regional economic development strategies.

The final assessment element arose in response to the evolved understanding of the economic impacts of the COVID-19 pandemic. In the short-term the focus was on the role of the Chamber in responding to the immediate

needs of its member businesses and their employees. In the long-term the focus was on how the Chamber can best contribute to economic progress and equity as the country and eventually the world begins to emerge into a post-pandemic future.

The Chamber is currently using PPI's work—along with the help of an outside consultant— to update its Accelerate Indy efforts and to inform its participation in the recently initiated CEDS plan led by the Indianapolis Metropolitan Planning Organization.

Home lending inequities in Marion County

PPI researchers examined home loan applications and denials in Marion County's majority-Black neighborhoods. While the homeownership rate in Marion County is 54%, there are disparities in homeownership among certain neighborhoods and racial/ethnic groups. Only 34% of Black residents in Marion County own their homes compared to 64% of white residents. Additionally, the homeownership rate in majority-Black neighborhoods is 42%—well below the county rate. That's despite the fact that homes in these neighborhoods are typically older and valued at nearly \$41,000 less than the average Marion County home.

Indiana's voting machines vulnerable to security issues

Efficient and accurate voting systems play a pivotal role in maintaining voter confidence in the election system. Russian interference in the 2016 U.S. presidential election and other incidents have emphasized the need for the country to rethink the security of its existing voting infrastructure. This can include ensuring safe and secure polling places, up-to-date voting equipment, and verifiable paper records of votes. In 2019 a group of voters in Indiana filed a federal suit to replace paperless voting machines in the state, which do not leave a paper trail of votes that were cast. These paperless electronic machines rose to prominence after the Help America Vote Act banned the use of lever machines and





Indiana Gov. Eric Holcomb talks with former Indiana Supreme Court Chief Justice Randall Shepard during live taping of PPI's third gubernatorial forum. Shepard sat down with all three candidates for governor to discuss the most pressing issues facing Hoosiers as they headed to the polls.

punch cards in federal elections following the Florida recount controversy of 2000. However, concerns with these types of machines began to arise as early as the 2002 elections. The 2019 Indiana lawsuit cited the use of paperless electronic voting machines leaves Indiana vulnerable to security risks. PPI researchers examined data from the organization Verified Voting to review the prevalence and types of voting equipment used in Indiana polling sites as of 2020. Nearly 60% of Indiana's voting machines are paperless, and the Hoosier state was only one of eight states that used paperless voting machines in the November 2020 election.

The 2020 IACIR survey of local elected officials

The 2020 IACIR survey was the 14th survey of elected officials conducted by PPI. The survey is designed to help the Indiana Advisory Commission on Intergovernmental Relations (IACIR) and the Indiana General Assembly understand issues that are important to local governments. ACEC Indiana and Indiana Nonprofits Project were partners in the effort.

The survey included questions about community conditions and services that appeared in previous surveys. It also included several hot topics such as local government cybersecurity concerns and disaster

response and recovery. The report summarizes the opinions of more than 600 county, city, town, township, and school officials. This rich database has been utilized to support two regional economic development efforts and can be further utilized upon request by policymakers, researchers, and practitioners.

2020 gubernatorial candidate forum

Elected officials have considerable latitude in addressing the significant issues cities and states face today.

In Indiana, the 2020 gubernatorial and legislative elections determined how the state would pursue policies in education, infrastructure, taxation, health care, environmental policy, and much more. These policies affect Hoosiers in meaningful and sustained ways on a daily basis. In order to cast an informed vote, citizens must understand what the issues are, the candidates' approaches to those issues, and the legal and political systems within which they must make their preferred policies work.

With \$10,000 in financial support from the Lumina Foundation, faculty and staff from PPI's Center for Civic Literacy identified key policy areas for Indiana in 2020, then they enlisted experts in each of those areas

to provide research and insight on those topics. The resulting eight issue briefs provided policy makers and citizens with important context and background on critical policy issues. Each brief was based upon research and analysis of available data about Indiana. The briefs include comparisons to other states as well as national trends. Each guide also pointed readers to local- and state-level resources offering additional information on the topic.

On August 31, 2020, former Indiana Supreme Court Chief Justice Randall Shepard sat down with all three candidates for governor to discuss these issues. WFYI and other Indiana Public Broadcasting Stations aired these unedited conversations throughout the weeks leading up to the November 3 election.



The Tanner's Creek Generating Station in Lawrenceburg was closed in 2015.

Follow-up study on coal-fired power in Indiana

The Indiana Utility Regulatory Commission (IURC) commissioned a follow-up study to an earlier report on the economic, fiscal, and social impacts of the resources Indiana uses to generate electricity. This second study looked at the short- and long-term statewide impacts of the transition from coal-fired power generation to new and emerging technologies. The research was a partnership between PPI, the Indiana Business Research Center, and the Paul H. O'Neill School of Public and Environmental Affairs. The second study included follow-up interviews with the local and regional stakeholders preparing for the closure of coal-fired units at the Petersburg and Schaffer generating stations. The study also included a data analysis and stakeholder interviews about the effects of closing the Tanners Creek Generating Station in Lawrenceburg in 2015.

Indiana traffic safety analysis and reporting

For the 15th year, PPI analyzed state vehicle crash data from the Indiana State Police's Automated Reporting Information Exchange System. Research findings are published in a series of fact sheets and the final publication is the annual Indiana Crash Fact Book. The Indiana Criminal Justice Institute sponsors the project.

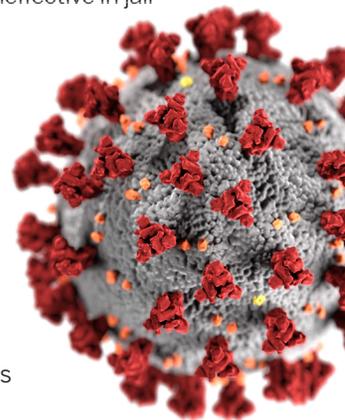
Center for Health and Justice Research

Effect of COVID-19 on Indiana jail populations and operations

On March 11, 2020, the World Health Organization (WHO) declared COVID-19 had become a global pandemic. As the virus spread, jails across the country implemented several strategies to prevent outbreaks. Largely, these measures amounted to physical distancing, personal hygiene precautions, and frequent disinfecting of common areas. However, effectively implementing some of these precautions were either impossible or ineffective in jail settings. As a result, the need to reduce incarcerated populations became increasingly apparent.

In June 2020, with support from the IUPUI Office of the Vice Chancellor for Research, researchers from CHJR examined the effect of COVID-19 on Indiana jail populations and operations. First, researchers assessed changes in national and local county jail populations using a unique data set available from the Public Safety Lab at New York University. Next, they interviewed Indiana Sheriffs' Office stakeholders who described the challenges and achievements of operating county jails during a pandemic. Key findings included:

- During the early stages of the pandemic (through April 2020), jails across the country generally reduced inmate population levels. In fact, CHJR's 581 sample counties saw a 27% reduction during that time.
- The 19 Indiana counties in the saw reductions of 32%.
- As of mid-June 2020, U.S. county jail population levels



were still about 25% below pre-pandemic levels, while Indiana jail population levels remained about 30% lower.

- The majority of stakeholders did not believe that COVID-19-related releases would affect crime rates in their jurisdiction. In sharing these perceptions, stakeholders noted that court workers reviewed individuals who were and were not eligible for release.

Indiana first responder Comprehensive Addiction and Recovery Act evaluation

Since 2018 CHJR has led an evaluation of the Indiana State Department of Health's (ISDH) First Responder Comprehensive Addiction and Recovery Program (CARA). Through CARA funding, ISDH provides rural communities with naloxone and trains rural first responders on carrying and using naloxone to help reverse opioid overdoses and prevent opioid-related deaths.

To evaluate these efforts, CHJR completed several data collection activities, including a naloxone postcard survey for first responders. According to these surveys, since 2018:

- ISDH has distributed 12,257 naloxone kits to first responder agencies in 56 Indiana counties, each including naloxone survey postcards. Of those, 874 postcard survey have been returned from 45 counties.
- Data showed marked increases in naloxone administration in 2020 compared to 2019 and 2018.



Naloxone is a medicine that rapidly reverses an opioid overdose. It can quickly restore normal breathing to a person if their breathing has slowed or stopped because of an opioid overdose.

In January, September, and November 2020, reported naloxone administrations more than doubled from the same month in the previous year.

- The largest groups of postcard survey respondents were police officers (41%) and emergency medical services personnel (23%). Firefighters and correctional staff also completed some of the surveys.
- Overdose victims who received doses of naloxone were primarily male (75%), white (87%), and between the ages of 24–34 years old (42%).

Center for Research on Inclusion and Social Policy

Building resilience and institutional capacity

In partnership with the IU School of Liberal Arts, CRISP conducted survey research and analysis of how COVID-19 impacted Black arts and cultural organizations in Indianapolis. Due to COVID-19, several Black arts and cultural organizations in Marion County experienced (1) moderate to substantial financial losses, (2) furlough or loss of employees, and (3) a decline in community outreach. Cross-agency and interagency collaboration improved, and organizations were steadfast in their commitment to creating art with a racial equity lens.

CICF racial equity in criminal justice

The Central Indiana Community Foundation (CICF) tasked CRISP with examining issues of racial equity in Marion County's criminal justice system. CRISP worked to identify the system's key components and gaps to understand how to address racially inequitable outcomes.

CRISP interviewed stakeholders across the justice system, including those individuals with lived experiences. Other stakeholders in the criminal justice system included the Marion County Public Defender Agency, Marion County Prosecutor's Office, Community Corrections, and other community-based organizations.

CRISP researchers also identified gaps in quantitative data collection from agencies such as IMPD, the Marion County Sheriff's Office, and the Indiana Office of Court Services to strengthen the understanding of justice system processes.

Evictions and COVID-19

The COVID-19 pandemic highlighted housing instability as a major public health issue. CRISP researchers prepared a brief that examined the recent history of evictions in Marion County, Indiana. They provided a baseline assessment of the eviction landscape before the pandemic as well as an assessment of data gaps and implications for how eviction trends are interpreted locally. Key findings:

- During the past 10 years, at least 28% of eviction filings in Marion County resulted in an eviction.
- Eviction filings in 2020 were much lower than in previous years, likely the direct result of COVID-19 moratoriums.
- The burden from evictions is not shared equally in Marion County: nearly two-thirds of majority-minority census tracts experience high levels of eviction filings.
- Black and Hispanic/Latinx communities experience significantly higher rates of both eviction filings and evictions.

Family Opportunity Fund

United Way provided funding to the Edna Martin Christian Center to supply whole-family services to families involved in their programs. These programs include case management, housing, family finances, mental health, education, and basic needs provision for both children and families.



**United Way
of Central Indiana**

CRISP prepared a trend report that analyzed the program's growth and achievement of outcomes during the first two quarters of their grant.

This report identified significant growth across a variety of outcomes, but it also identified this growth would need to continue for the program to hit its goals.

Marion County Township Assistance analysis

Township trustee offices in Indiana provide emergency

assistance to residents who experience unexpected challenges. Each township follows general state guidelines and can tailor these guidelines to fit their specific residents and circumstances.

Although there are some variations in the types of assistance each township provides, they all must report the distribution of funds. CRISP researchers analyzed trends in Marion County, including the scope of township assistance, its utilization, and potential disparities.

Although all townships in Indiana follow state guidelines, individual trustees have different interpretations of those guidelines. This results in differences in how township assistance is administered.

Overall trends in Marion County indicate that requests for township assistance—as well as the number of households and recipients receiving help—decreased from 2011 to 2019 in most townships.

The value of benefits distributed to recipients also dropped in five out of nine townships in Marion County, including Pike, Washington, Lawrence, Center, and Decatur townships. Marion County townships have distributed 50% or less of all available funds in their township assistance budgets each year from 2011 to 2019.

Student Research Experience

Each year PPI employs graduate and undergraduate students to assist with research. Through these assistantships students gain valuable applied research skills to utilize alongside their classroom experience.

In the 2020–21 academic year, PPI provided research experience to 22 students—seven undergraduates and 15 graduate students, including one Ph.D. candidate. Fourteen students were enrolled in programs at the O'Neill School of Public and Environmental Affairs while eight students were enrolled at other school across IUPUI. Here is one summary of student experiences at PPI.

Mary Hampo, MPA student at O'Neill IUPUI

"I came to justice-focused research from a very different background, having studied dance and nonprofit

management as my undergraduate majors. I only had a few weeks of experience in the O’Neill IUPUI MPA program when I met with Dr. Eric Grommon, then the director of the Center for Health and Justice Research (CHJR). Dr. Grommon invited me to attend the Center’s monthly check-in project meetings, opening the door to a new world of academic research for practical impact.

“I joined the CHJR team to learn about the variety of projects in progress. As my future colleagues listed their topics and explained the research, I immediately felt overwhelmed and out of place. I didn’t have any experience with the criminal justice system and had a very superficial understanding of most justice-related topics. I was convinced I had wandered into the wrong meeting, even with Dr. Grommon’s invitation!

“I was invited to work on a project and joined the team evaluating a creative writing program, the Indiana Prison Writers Workshop, that was active in three correctional facilities across the state. I was amazed by the patience of the researchers who taught me, being generous with their time and guidance while still being extremely detail-oriented in each piece they produced—a daily reminder of the gravity of our work, that justice research informs

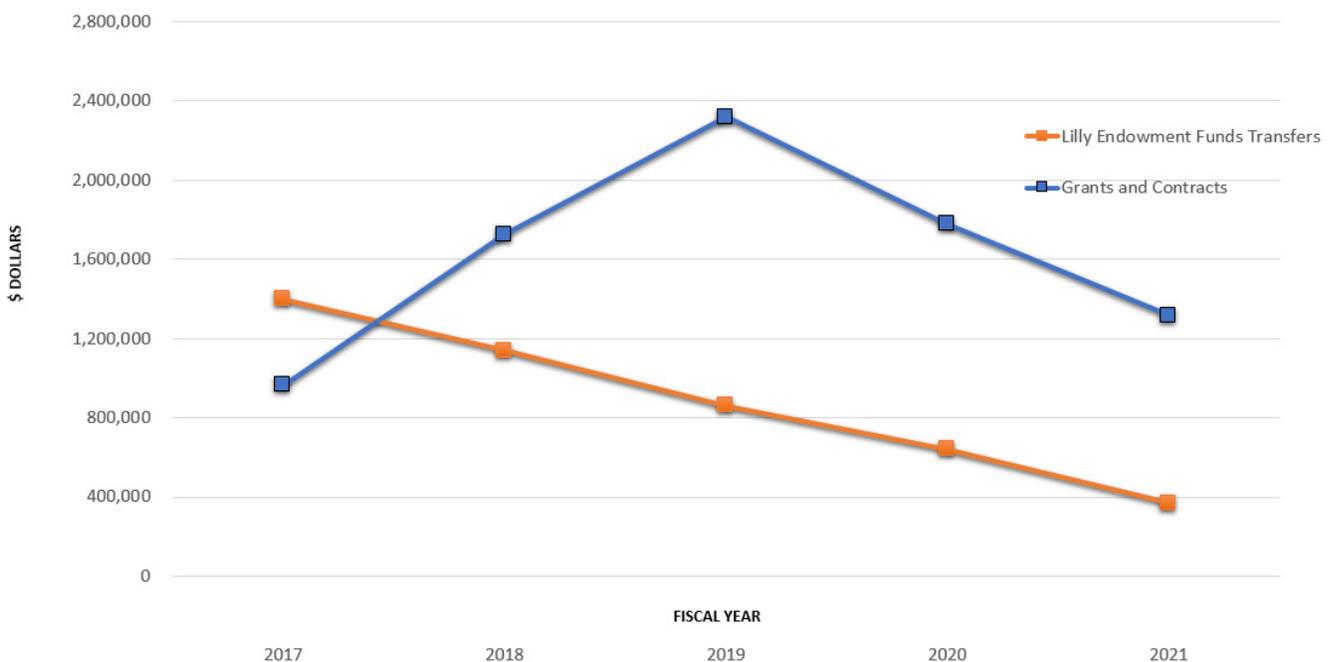
priorities and programs that impact the lives and futures of those involved in the justice system.”

Financial Summary

PPI’s grant and contract revenue for FY 2021 totaled \$1.32 million a decrease of nearly \$461,000 from the prior year’s grant and contract revenue of \$1.78 million. Although PPI experienced a significant decrease, approximately \$180,000 can be attributed to delayed invoicing for projects in which work was performed in FY 2021 but invoicing was not made until after the fiscal year closed.

Although our revenue decrease was, after accounting for delayed invoicing, just under 16% compared to FY 2020, our expenses were reduced by a much larger amount, moving down from \$2.81 million in FY 2020 to \$1.96 million in FY 2021. This is a reduction of \$848,651 or just over 30%. Although the pandemic created significant operating and revenue challenges in FY 2021, we can take pride in our team members’ ability to adapt effectively to these challenging times. As a result of our ability to reduce expenses so significantly, the amount of nonoperating (endowment) revenue support PPI required to fund operations in FY 2021 declined by \$272,678 or 42.5%.

PPI revenue (excluding school matching support)





Nearly 30 years after its creation, the IU Public Policy Institute remains the policy relevant arm of the O'Neill School of Public and Environmental Affairs. PPI and its centers offer nonpartisan analysis, evaluation, and data driven insights to make our communities stronger, safer, and better-informed.

After three decades of dedication to research, PPI's work remains at the forefront of today's most pressing public issues, especially the extraordinary number of significant societal challenges seen this past year. For example, PPI addressed the effects of the COVID-19 pandemic on housing insecurity, including pandemic-related evictions in Marion County, and effects of the virus on Indiana jail populations, and many other related issues. Outside of the pandemic, PPI covered such vital topics as election security and inequities in home lending and energy.

PPI also leverages the expertise of the O'Neill School and its talented faculty, serving as an integral bridge for engagement in solving policy challenges faced by government and nonprofit organizations. PPI connects community organizations to the right O'Neill researchers

who offer a deep expertise to define and present solutions to relevant public policy matters.

For the student population, PPI makes a significant contribution in training new thought leaders and providing opportunities to learn alongside PPI researchers and faculty. These key experiences connect O'Neill students to their communities and equip them with the skills needed to lead after graduation.

As one of the world's leading public affairs schools, we know that working with communities changes lives for those citizens. Now, as the O'Neill School sets its future strategic direction, PPI will be instrumental in helping increase O'Neill's presence in conversations for better public policy, better governance, and better future for us all.

Siân Mooney, Dean
Paul H. O'Neill School of Public and Environmental Affairs



PUBLIC POLICY INSTITUTE

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