

State of Indiana

Justice Reinvestment Advisory Council



Local JRAC 2024 Annual Report Summary

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Introduction

The Justice Reinvestment Advisory Council (JRAC), established by Indiana Code § 33-38-9.5, continues its essential mission of supporting Local Justice Reinvestment Advisory Councils (Local JRACs) throughout Indiana. Building on the foundation laid since July 1, 2021, Local JRACs are implementing evidence-based practices and community-based sentencing alternatives as outlined in their statutory requirements.

The 2024 Local JRAC Annual Report outlines the status of local criminal justice reform efforts. This report documents the progress in coordinating data-driven improvements in the local criminal justice systems, emphasizing achievements and areas needing further development.

This year's report reflects responses from 75 counties and regional collaboratives. The data show that while Local JRACs are at varying stages of development, many have progressed beyond initial formation phases to implementing reforms and addressing challenges, including the allocation of opioid settlement funds, the expansion of mental health and substance abuse treatment, and system mapping initiatives.

This year's shows a greater emphasis on evidence-based decision-making, collaborative stakeholder engagement, and developing performance measurement systems. Local JRACs report the implementation of various approaches to address local challenges as mandated by statutory requirements.

Data Collection and Methodology

The 2024 Local JRAC Annual Report is based on survey responses from 75 counties submitted between February 14, 2025, and May 30, 2025. The data reflects self-reported information from Local JRAC representatives.

County Classifications

For this report, counties are categorized as Rural (40 counties), Rural/Mixed (32 counties), and Urban (16 counties), based on population density and metropolitan statistical area designations. County classifications in this report are used for analysis only and do not determine official rural status or program eligibility.

Structure and Meetings

The 2024 Local JRAC Annual Report shows the distribution of organizational structures among Local JRACs. Counties have adapted the JRAC model to fit their unique local contexts while maintaining their commitment to regular collaboration and systematic reform efforts.

Organizational Structures

Local JRACs operate under three primary organizational structures, showing a more balanced distribution compared to previous years:

- **Community Corrections Advisory Boards (CCABs):** 37% of Local JRACs
- **Newly Created Policy Teams:** 32% of Local JRACs
- **Existing Local Policy Teams:** 31% of Local JRACs

Meeting Frequency

Indiana Code § 33-38-9.5 requires Local JRACs to meet at least quarterly. From the annual reports, Local JRACs demonstrate a strong commitment to regular stakeholder engagement:

- **92% of Local JRACs meet quarterly or more frequently**
 - Rural counties demonstrate the highest meeting compliance, with 94% meeting quarterly or more frequently, compared to 92% of rural/mixed counties and 85% of urban counties.
- **29% meet more than quarterly**
- **63% meet quarterly**
- **8% meet less than quarterly**

Foundational Organizational Development

The 2024 report highlights the current status of organizational infrastructure development, with Local JRACs continuing to enhance their governance frameworks and strategic planning processes.

Governance Documents

Bylaws: 65% of Local JRACs have completed bylaws development, representing progress in establishing clear governance frameworks. An additional 12% identify bylaws as a future action item, indicating continued commitment to formal organizational structure.

Mission and Vision Statements: 57% of Local JRACs have developed systemwide mission and vision statements, with an additional 29% planning to complete this foundational work.

Policy Framework Development

Local JRACs have demonstrated increased capacity for policy development and implementation:

- **System Mapping:** Counties have demonstrated significant progress in comprehensive system analysis, with at least 12 counties completing system mapping exercises and several others currently in process with technical assistance support.
- **Sequential Intercept Model (SIM) Mapping:** At least 8 counties completed SIM mapping in 2024, including Tippecanoe County, Jackson County, and Jennings County, with multiple additional counties scheduled or on waiting lists for upcoming SIM workshops.
- **Evidence-Based Decision Making (EBDM):** Enhanced focus on data-driven policy development across participating counties.

Data Collection and Performance Measurement

Data collection and performance measurement show the following patterns across Local JRACs:

Performance Measurement Development

Local Performance Measures: While formal performance measure adoption varies, 63% of counties report routine data review processes.

Data Collection Infrastructure: Local JRACs have developed diverse approaches to data gathering, with individual agency heads typically responsible for collecting and sharing relevant metrics with JRAC teams.

Baseline Data and System Review

Jail Population Analysis: 63% of Local JRACs have reviewed or evaluated their local jail populations since the last annual report, demonstrating active engagement in addressing overcrowding and allocating resources appropriately.

Recidivism Tracking: Counties have increasingly focused on developing consistent definitions and measurement approaches for recidivism, though standardization remains an area for continued development.

Opioid Settlement Fund Management

Local JRAC engagement with opioid settlement funds includes allocation and oversight activities.

JRAC Involvement in Fund Distribution

Settlement Fund Discussions: 57% of Local JRACs have met to discuss the use of State Opioid Settlement funds.

Allocation Strategies: Counties have developed diverse approaches to allocating these funds:

- **Criminal Justice System Improvements:** Funding for treatment programs, staffing, and infrastructure
- **Prevention Initiatives:** Community-based prevention and education programs
- **Treatment and Recovery Services:** Expansion of substance abuse and mental health treatment capacity

Innovative Funding Applications

Local JRACs report various applications of opioid settlement funds, including:

- Jail treatment programs and coordinator positions
- Community navigation services
- Crisis intervention training for law enforcement
- Treatment court expansion
- Recovery housing and peer support programs

Evidence-Based Practices and Program Implementation

Local JRACs report reviewing, evaluating, and implementing evidence-based practices in community corrections and recidivism reduction.

Current Program Implementation

Counties report implementation of diverse evidence-based programs:

- Problem-solving courts
- Pretrial supervised release programs
- Transitional and reentry services

- Community-based treatment and counseling for both behavioral health and substance use.
- Crisis intervention teams and training
- Community supervision aligned with best practices

Areas for Program Expansion

Local JRACs have identified priority areas for future program development:

- Enhanced behavioral health treatment services
- Expanded substance use disorder programming
- Improved transitional housing and reentry support
- Strengthened pretrial services and assessment
- Development of sanctions and incentives matrices

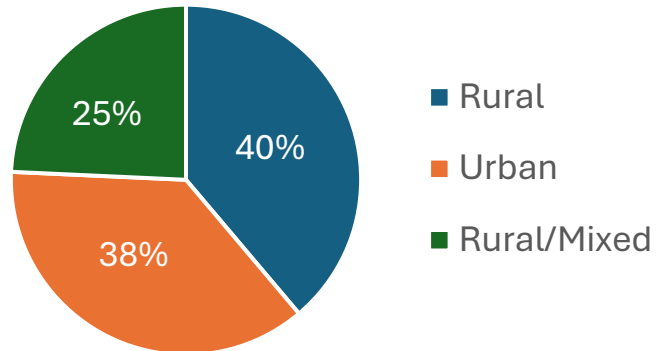
Strategic Priorities and Challenges

Priority Areas for 2025

Based on Local JRAC responses, key priorities for the upcoming year include:

1. **Mental Health and Substance Abuse Treatment:** Expanding access to comprehensive treatment services
 - Rural counties: 40% prioritize this area
 - Urban counties: 38% prioritize this area
 - Rural/Mixed counties: 25% prioritize this area

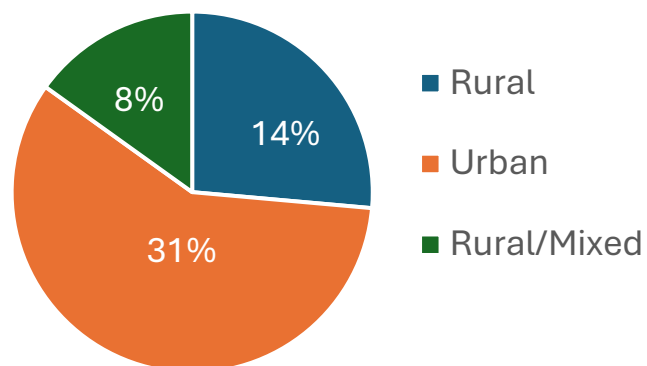
Mental Health Treatment as Priority: Distribution by County Type



2. **Data Collection and Analysis:** Developing performance measurement and outcome tracking systems

- Urban counties: 31% prioritize data systems.
- Rural counties: 14% focus on data collection
- Rural/Mixed counties: 8% prioritize data systems

Data Collection and Analysis Priority by County Type



Pretrial Services Enhancement: Improving assessment, supervision, and support services

- Rural counties: 23% prioritize pretrial enhancement
 - Rural/Mixed counties: 17% prioritize pretrial services
 - Urban counties: 15% prioritize pretrial services
3. **Reentry and Transitional Services:** Strengthening support for individuals returning to the community
- Rural counties: 34% prioritize reentry services
 - Rural/Mixed counties: 29% prioritize reentry services
 - Urban counties: 23% prioritize reentry services
4. **Stakeholder Engagement:** Enhancing collaboration and buy-in across all justice system partners
- Rural counties: 17% prioritize stakeholder engagement
 - Urban counties: 8% prioritize stakeholder engagement
 - Rural/Mixed counties: 4% prioritize stakeholder engagement

Implementation Challenges

Local JRACs identified several ongoing challenges:

- **Funding Limitations:** Insufficient resources for program expansion and staffing
- **Rural Service Gaps:** Limited treatment and support services in rural areas
- **Transportation Barriers:** Challenges accessing services in geographically dispersed areas
- **Stakeholder Engagement:** Achieving consistent participation from all required members
- **Data Collection Capacity:** Limited technical infrastructure for comprehensive data analysis

The chart below provides the percentage of Local JRACs reporting each barrier by county classification.

Barrier Type	Rural	Rural/Mixed	Urban
Funding/Resources	60%	42%	38%
Stakeholder Engagement	34%	25%	38%
Rural/Geographic	29%	8%	0%
Data/Information	11%	13%	23%
Time/Bandwidth	26%	21%	15%
Expertise/Training	6%	4%	8%

Technical Assistance and Capacity Building

Technical Assistance Utilization

Interest in Technical Assistance: 63% of Local JRACs express interest in receiving technical assistance.

Scope of Technical Assistance Needs: The demand for technical assistance reflects both advanced implementation requirements and basic guidance requests. Forty counties (53%) specifically requested help with data collection, evaluation, and performance measurement, while seventeen counties (23%) sought general guidance on focus areas and priorities.

Notably, several counties requested clarification on the roles and expectations of JRAC. Counties expressed a desire for clearer guidance on their responsibilities and objectives, with requests for written guidelines that would help all stakeholders understand the JRAC's purpose and focus areas. This feedback indicates a need for better communication about local JRAC functions while maintaining the flexibility that allows counties to address their community-specific priorities and improvement opportunities.

Priority Technical Assistance Areas:

- Data collection and analysis techniques
- Sequential Intercept Mapping
- Evidence-Based Decision Making (EBDM) implementation

- System mapping and strategic planning
- Vision, mission, and goal development
- Youth justice initiatives

Successful Technical Assistance Examples

Several counties highlight successful technical assistance partnerships:

- **Center for Effective Public Policy (CEPP):** Multiple counties report productive collaborations
- **Justice System Partners:** Coaching model implementation and professional development
- **NAMI Indiana:** Sequential Intercept Mapping facilitation
 - **Jennings County** completed SIM mapping in April 2024 and successfully implemented five initial goals within eight months, demonstrating rapid translation of mapping insights into actionable programs.
 - **Tippecanoe County** conducted SIM training in May 2024 with stakeholders actively incorporating findings into ongoing system improvements and collaborative planning efforts.
 - **Rush County** leveraged SIM recommendations to deliver forty-hour Crisis Intervention Training to twenty local law enforcement officers and first responders, directly addressing identified gaps in mental health crisis response.
- **Justice Counts Initiative:** Data dashboard development and analysis

Innovation and Best Practices

Innovative Approaches

Local JRACs have developed creative solutions to local challenges:

Integrated Service Delivery: Counties have established comprehensive service models that address multiple needs simultaneously, including therapeutic services, case management, and peer support.

Collaborative Funding Models: Development of micro-grant programs and collaborative funding strategies for community-based organizations and justice system improvements.

Mobile Crisis Response: Implementation of mobile integrated health services and crisis intervention teams.

Peer Recovery Integration: Embedding peer recovery specialists across multiple intercept points in the justice system.

Community Engagement Strategies

Public Education Initiatives: Local JRACs have developed communication strategies to build community understanding and support for justice reinvestment efforts.

Stakeholder Collaboration: Enhanced partnerships between justice system agencies, treatment providers, and community organizations.

Cross-System Integration: Improved coordination between criminal justice, mental health, and social service systems.

Regional and Rural Considerations

Rural County Challenges

Rural counties face unique challenges that require tailored approaches:

- **Limited Provider Networks:** Shortage of treatment and support service providers
- **Geographic Barriers:** Transportation challenges for accessing services
- **Resource Constraints:** Limited funding and staffing capacity
- **Workforce Shortages:** Difficulty recruiting qualified professionals

Regional Collaboration Strategies

Some counties have developed regional approaches to address resource limitations:

- **Shared Service Models:** Multi-county collaboration for specialized services
- **Regional Treatment Networks:** Coordinated treatment service delivery
- **Shared Technical Assistance:** Collaborative learning and resource sharing

Rural County Innovation Strategies

Despite resource constraints, rural counties have developed creative solutions to address justice reinvestment challenges:

Transportation Solutions

Rural counties have implemented innovative approaches to overcome geographic barriers:

Gibson County adopted a cite-and-summons policy for most misdemeanors and low-level felonies, reducing unnecessary jail bookings while ensuring court appearance.

Warren County established the Free Lift Program, utilizing opioid settlement funds, to provide transportation assistance for individuals involved in the criminal justice system, thereby enabling them to access court, treatment, employment, and essential services.

Multiple counties report implementing mobile service delivery models to bring services directly to participants rather than requiring travel to centralized locations.

Resource Sharing Models

Rural counties increasingly leverage collaborative approaches to maximize limited resources:

- **Regional community corrections** programs serving multiple small counties through shared expertise and economies of scale
- **Shared technical assistance** initiatives that allow counties to pool resources for specialized training and system mapping
- **Collaborative funding applications** where multiple counties partner on grant proposals for specialized services

Mobile and Embedded Services

Counties have developed innovative staffing models to address workforce shortages:

Dubois County created a Sheriff's Deputy/Mental Health Specialist position—a full deputy with an MSW degree—uniquely positioned to address calls involving mental health, substance use, and social conditions requiring specialized response.

Spencer County successfully implemented a mobile crisis unit in 2024, bringing immediate mental health crisis intervention directly to individuals in need.

Multiple counties report establishing mobile crisis response teams to address the intersection of mental health needs and law enforcement encounters.

Regional Collaboration Strategies: Counties have developed regional approaches to address resource limitations:

- **Shared Service Models:** Multi-county collaboration for specialized services
- **Regional Treatment Networks:** Coordinated treatment service delivery
- **Shared Technical Assistance:** Collaborative learning and resource sharing

Recommendations for State JRAC Support

Based on Local JRAC feedback, several key recommendations emerge for enhanced state-level support:

Enhanced Training and Technical Assistance

1. **Data Collection and Analysis Training:** Provide comprehensive training on performance measurement, data analysis, and outcome tracking
2. **Evidence-Based Practice Implementation:** Offer guidance on program fidelity and quality assurance
3. **Strategic Planning Support:** Assist with long-term planning and goal development
4. **Best Practice Sharing:** Facilitate knowledge transfer between counties

Resource Development and Funding

1. **Grant Opportunity Identification:** Provide information about available funding sources
2. **Technical Writing Support:** Assist with grant application development
3. **Sustainable Funding Strategies:** Develop models for long-term financial sustainability
4. **Resource Template Development:** Create standardized tools and templates

Communication and Coordination

1. **Clear Expectation Setting:** Provide detailed guidance on Local JRAC roles and responsibilities
2. **Regular State Engagement:** Increase the frequency of state-level communication and support with Local JRACs
3. **Peer Learning Networks:** Facilitate county-to-county learning and collaboration
4. **Annual Conference Development:** Consider establishing an annual JRAC summit for training and networking

Data and Technology Support

1. **Statewide Data Standards:** Develop consistent definitions and measurement approaches
2. **Technology Infrastructure:** Provide access to data collection and analysis tools
3. **Dashboard Development:** Support creation of performance monitoring systems
4. **Recidivism Definition Standardization:** Establish consistent statewide recidivism measurement

Looking Forward: 2025 Strategic Focus Areas

System Strengthening

Based on 2024 progress and identified needs, Local JRACs will focus on:

- **Completing foundational organizational development** for counties still in formation phases
- **Enhancing data collection and performance measurement** capabilities
- **Expanding evidence-based program implementation** across all [intercept points](#)
- **Strengthening stakeholder engagement**

Innovation and Expansion

Priority areas for continued development include:

- **Mental health and substance abuse treatment expansion**
- **Pretrial services enhancement and certification**
- **Reentry and transitional support program development**
- **Crisis intervention and diversion program implementation**

Collaboration and Sustainability

Key focus areas for long-term success:

- **Regional collaboration models** for resource sharing
- **Sustainable funding strategy development**
- **Community partnership strengthening**
- **Cross-system integration enhancement**

Conclusion

Local JRACs are demonstrating that locally driven initiatives must respond to community-specific needs and circumstances. These reports demonstrate the diversity of approaches, challenges, and priorities across Indiana's counties. This variation reflects the appropriate approach to system change to ensure that those changes meet the specific needs of the local communities.

The State JRAC continues to seek input from Local JRACs regarding their needs, priorities, and recommendations for state-level support. This ongoing dialogue ensures that state resources and assistance align with actual local requirements rather than predetermined assumptions about county needs. Local JRACs are encouraged to communicate regularly with the State JRAC about emerging challenges, successful innovations, and evolving support needs.

The collaborative relationship between state and local levels recognizes that effective system improvement necessitates local ownership, innovation, and leadership, backed by suitable state-level resources and coordination.