



The Department of Human Rights— Division of Criminal and Juvenile Justice Planning (CJJP)

Data, Research, Policy, and Collaboration

CJJP's Purpose

Improve the criminal and juvenile justice systems by collaborating with state and local officials to identify and address justice issues through research, data and policy analysis, planning and grant administration.

Iowa Department of Human Rights,
San Wong, Director

Division of Criminal and Juvenile
Justice Planning
Statistical Analysis Center

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Budget Presentation

Justice System Appropriations Subcommittee

February 13, 2023

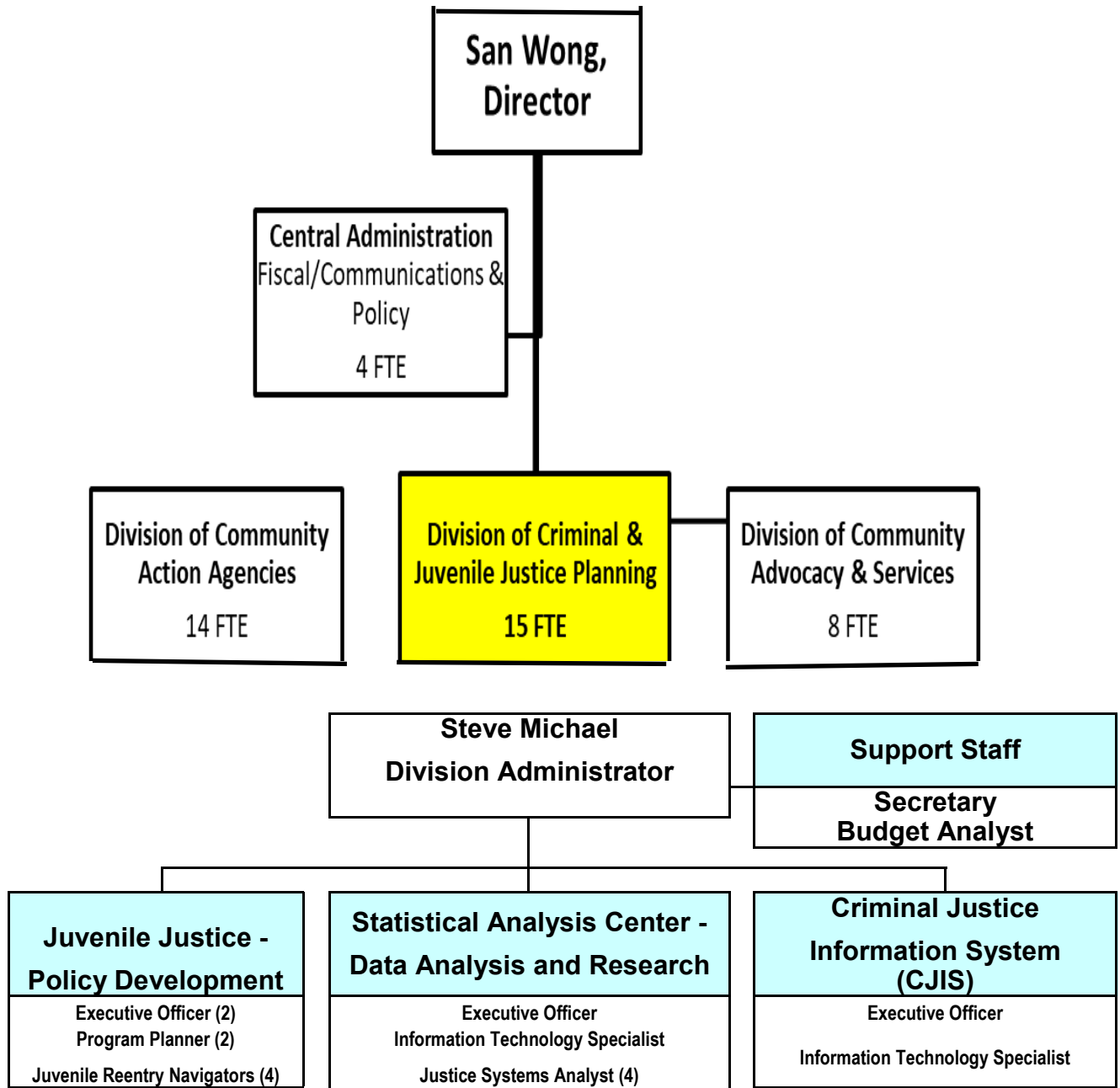


Iowa Department of Human Rights

<https://humanrights.iowa.gov/>

Ensure basic rights, freedoms and opportunities for all by empowering underrepresented Iowans and eliminating economic, social and cultural barriers. We help individuals attain economic independence by ensuring access to government services and advancing educational achievement and entrepreneurial success consistent with their aspirations.

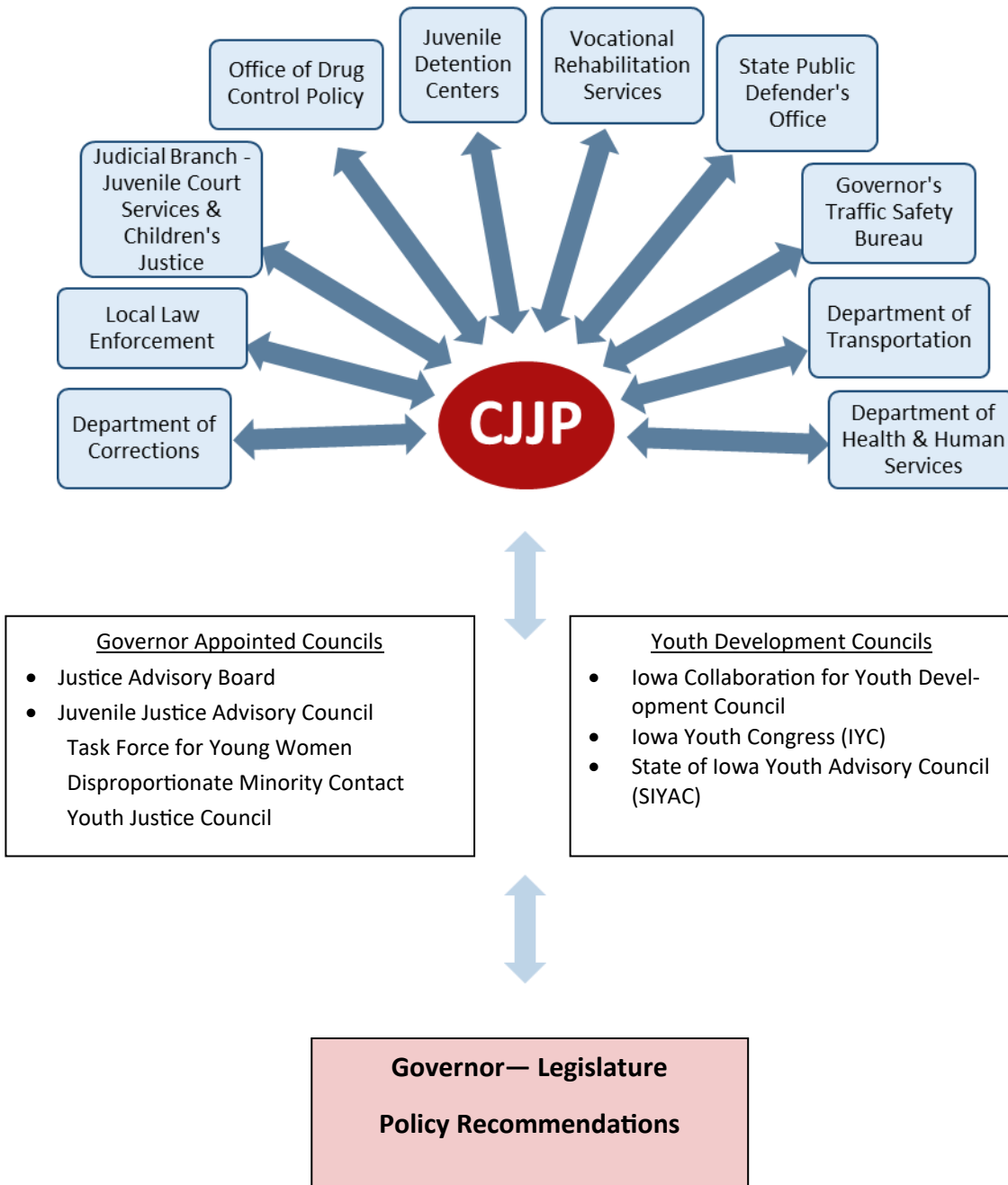
Table of Organization



As part of Governor Reynold's plan for realignment of the Executive Branch, the Department of Human Rights (DHR) is preparing to become part of the Department of Health and Human Services.

CJJP Collaborates

CJJP partners with many of Iowa's justice system agencies to conduct research, policy & data analysis, and program development to assist these agencies and policy makers to identify issues of concern and to improve the operation and effectiveness of Iowa's justice system. In addition, CJJP provide staff support for two Governor-appointed councils and multiple youth councils, which provide unique perspectives to addressing issues.



Budget

General Fund (GF) Appropriation and Governor's Request

	FY2022	Appropriated FY2023	Governor's Recommendation FY2024 (Status Quo)
Criminal and Juvenile Justice Planning (CJJP)	\$1,288,368	\$1,318,547	\$1,318,547
Juvenile Justice Early Intervention (Single Grant)	\$140,000	\$140,000	\$140,000

The table below shows actual CJJP expenses in FY2022 along with the source of funds. The federal, other state, and private support allows CJJP to provide funding for innovative research and evaluation initiatives and services to local justice system agencies. CJJP also provides technical assistance, fiscal and programmatic oversight, and management of the projects.

Actual FY2022 Expenses and Funding Sources

	General Fund	Federal	State and private agencies	Technology Reinvestment Fund (TRF)	Total
CJJP Expenditures	\$1,279,866	\$733,259	\$980,393		\$2,993,518
Juvenile Justice Early Intervention Grant (pass-through)	\$68,537				\$68,537
*Information Systems			\$105,000**	\$1,691,556	\$1,796,556

*Criminal Justice Information System (CJIS) and Justice Data Warehouse (JDW)

** From the Office of Drug Control Policy's federal Coronavirus Emergency Supplemental Funding (CESF)

In FY2022

- 56% of total CJJP Expenditures were from sources other than the state appropriation (Federal, State, and private) NOTE: The Information Systems expenditures were excluded from the calculation.

Juvenile Justice Projects

RECENT AND ONGOING ACTIVITIES

Juvenile Justice Early Intervention— \$140,000

In 2019, the Legislature created the Juvenile Justice Early Intervention grant to provide funding for a single program in a city with a population greater than 80,000. Four cities met this criteria—Cedar Rapids, Davenport, Des Moines, and Sioux City. Boys Town of Iowa for services in Des Moines was the recipient for the first two years (Teaching Family program). In 2021, the legislative criteria was amended to limit the number of years a community may receive the funds.



In September 2021, Family Resources in Davenport was awarded the funding to provide a Youth Assessment Program (YAP). The YAP receives referrals to assess the needs of youth who are struggling, and based on the assessment a plan is developed for the family to access appropriate services, and ongoing support is provided. The goal is to address issues prior to youth becoming involved in the juvenile justice system.

CJJP recommends to continue to use the funds to prevent youth from entering the juvenile justice system and make it available to multiple communities each year, by removing the communities' population size as a requirement and increases the number of awards. There is an opportunity to align this grant program with a new federal delinquency prevention grant.

Juvenile Delinquency Prevention—Federal Grant—\$1,542,177, Five-year Project

CJJP has awarded funds to multiple communities that demonstrate interest in creating or enhancing pre-charge diversion (PCD) programs for youth under 18 years of age. PCD programs are pre-juvenile court interventions that law enforcement and communities can utilize as an alternative to juvenile court processing for low-risk youth who have allegedly committed minor offenses (non-violent simple misdemeanors). Three communities have been awarded multi-year grants to assist in implementing local PCDs—City of Fort Dodge, Johnson County, and Scott County. CJJP provides technical assistance on best practices for PCDs. Another 3-5 communities will be awarded funding this year.

Juvenile Reentry Navigators – Partnership with Vocational Rehabilitation Services creating four pilot positions to provide services for youth with disabilities involved in the juvenile justice system. Navigators serves in the 5th Judicial District (Polk County – Central Iowa); 6th Judicial District (Cedar Rapids / Iowa City); and the Boys State Training School. Another Navigator will be added this year.

Expectations of the Navigators include:

- Improving transition and community integration as youth return to the community by implementing each youth's individualized transition plan
- Connecting youth to career pathways and support systems in the community
- Reduction of recidivism by youth participants, by expanding access in obtaining financial independence through integrated employment and real-life skills (e.g. financial literacy, job readiness, meal prep and cooking, basic housekeeping, health and hygiene, critical thinking, time management)

Juvenile Justice Policy

Racial Disparities—An Analysis of Three Decision Points in Iowa’s Juvenile Justice System

CJJP has compiled data and research to identify areas of racial disparities in Iowa’s juvenile justice system and to recommend systemic changes that are necessary to eliminate these disparities.

- In 2019, African-American youth, aged 10-17, were 6.5 times more likely to enter the juvenile justice system for simple misdemeanor offenses compared to White youth.
- Between 2015 and 2019, African-American youth placed in juvenile detention for probation violations increased 31.0% while White youth decreased by 28.4%.

The following statements utilized Iowa’s 10-17 youth population for analysis and include 2015-2019 data:

- African-American youth were 9.8 times more likely to have their case waived to adult court compared to White youth.
- African-American youth were 14.3 times more likely to be direct filed compared to White youth.

Systemic changes require coordinated efforts from all three branches of government to achieve reductions of these disparities and improve the juvenile justice system.

Recommendations include:

- Establish pre-charge diversion programs for all juveniles with first-time simple misdemeanor offenses.
- Eliminate the use of detention placement for juvenile offenders who violate probation.
- Juvenile court jurisdiction of a juvenile is able to be extended by the Juvenile Court until the youth is 21 years of age. Eliminate Direct File for 16 and 17 year old youth.

Chief Justice Christensen’s Juvenile Justice Task Force

Chief Justice Christensen has released the recommendations from the Juvenile Justice Task Force, which was created to study and review the current state of the juvenile justice system, and develop strategies to improve it. Recommendations will be made to the legislature and governor for issues needing the legislative and executive branch’s action.

Juvenile Justice 3–Year Plan

The Juvenile Justice Advisory Council develops a 3-year plan to guide funding to improve the juvenile justice system and provide services for juvenile offenders. Priority areas for the next 3-years include:

- Reduction in the disproportionality of minority youth in the system.
- Female equity requiring adequate level of care for girls in the system.
- Prevention and Intervention—Expand early intervention and Pre-Charge Diversion programs.
- Mental Health—Collect data to determine the need and availability of mental health, substance abuse, and family therapy for youth in the juvenile justice system.
- Youth transitioning from the Juvenile Justice system—
 - ⇒ Transition plans for youth returning home from placement.
 - ⇒ Extend juvenile court jurisdiction to 21 years of age.

Data Management

Justice Data Warehouse (JDW)

The JDW is a central repository of key criminal and juvenile justice information. Two main sources of information in the warehouse are the Judicial Branch Case Management system and the Iowa Corrections Offender Network (ICON).

The overall mission of the JDW is to provide the judicial, legislative, and executive branches of state government and other entities with improved statistical and decision support information pertaining to justice system activities. For purposes of administration relating to Iowa's court system, Iowa's 99 counties are organized into eight judicial districts. Presently all eight judicial districts are entering and utilizing information from each of these districts is available for analysis from the JDW.

Easy Interactive Access to Data

CJJP developed the Iowa Easy Access (EZA) to provide public access to multiple years of aggregate adult court charges/convictions and, key juvenile court decision points; including information by district, county, age, sex, and race.

Adult: <https://disposedcharges.iowa.gov/>

Juvenile: <https://juvenilecourtstats.iowa.gov/>

Criminal Justice Information System (CJIS)

CJIS integrates and shares information among Iowa's justice agencies in a seamless, real-time, secure manner. CJIS makes state, county, and local agencies more effective and efficient, and better able to serve the public.

CJIS has expanded its reach to benefit all 99 counties, and transmits data between the Judicial Branch, DOC, DOT, DPS, DNR, DHS, Secretary of State, Attorney General, and 61 county attorney offices.

CJIS performs over 400,000 information exchanges per month.



Research & Analysis Capabilities

Research Evaluation and Analysis Services

CJJP carries out various research regarding criminal and juvenile justice issues as Iowa's Statistical Analysis Center. CJJP provides high-quality research and expertise to inform policy, practice, and decision making at the state, local and federal levels.

Program Evaluation - Program evaluation is a method for collecting, analyzing, and using information to assess projects, policies, and programs for their effectiveness and efficiency in following a set model or procedures. CJJP performs process, outcomes, and data evaluability assessments to evaluate programs.

Trend Analysis - Trend analysis is used to collect information on current and historical data to spot a pattern and in some cases predict future outcomes. CJJP utilizes trend analysis to monitor changes in charging and convicting practices, correctional and community based supervision populations, and the correctional and racial impact of some legislation.

Policy Evaluation - Policy evaluation is used to examine the implementation, content, and/or impact of a policy. CJJP performs policy evaluation by examining the correctional, racial, and fiscal impact of proposed legislation.

Forecasting - Forecasting is a technique that utilizes historical and current data to analyze trends and make informed estimates in determining the direction of future trends. CJJP utilizes forecasting analysis to project Iowa's prison population which is important to mitigate any increases observed in Iowa's prisons.

Mapping - Mapping is the graphical representation of a procedure, process, structure, or system that depicts arrangement of and relationships among its different components. CJJP staff have been trained in using ArcGIS, a geographic mapping tool, used for analysis and the review of patterns and trends and how location may impact public safety, services, etc.

Participatory Action Research (PAR) - PAR is an innovative approach in which researchers and participants work together to understand a problematic situation and through research methods identify solutions.

CJJP is currently utilizing PAR in a study at the Iowa Correctional Institute for Women (ICIW) and in the Youth Opportunity Pathway, a Youth-led PAR approach is used.

Data
Visualization



Predictive
Analytics



Enhanced Mapping
Capabilities



Cost
Analysis



Current Research and Analysis

Partnering with Department of Corrections (DOC)

CJJP is studying the current climate and culture at the Iowa Correctional Institution for Women (ICIW), with the use of a Participatory Action Research (PAR) model, to:

- Better understand prison environments and enhance prisons' data collection capacities;
- Implement, evidence-based programs and policies to improve conditions for individuals incarcerated in and working in prisons.

CJJP is conducting an evaluation of DOC's Registered Apprenticeship Programs. The program provides meaningful on-the-job instruction and training to assist in obtaining meaningful employment upon reentry from an institution.

Analysis of Iowa's Sex Offender Special Sentence Supervision

The study will update a previous analysis of special sentence supervision, by utilizing the entire population of sex offenders currently on Special Sentence Status as of March 2020. The outcomes will be tracked for at least 2 years.

The cohort is a proportionate group of offenders serving both Life and 10-year special sentences, and will be large enough to utilize statistical tests to identify any characteristics of offenders who recidivate within the tracking period, to provide insight into the effectiveness of the special sentence.

Juvenile Justice Decision Matrix

A structured decision making tool that allows the user to see the level of supervision and services that has been most successful with youth based on historical data.

Evaluation of a Pilot Project - Legal Representation for Indigent Parents Prior to Formal Court Proceedings in Child Welfare Cases

Evaluate the effectiveness of a pilot State Public Defender project that will provide legal representation to indigent parents in child welfare cases prior to formal court proceedings, with a goal of reducing the number of children being placed in foster care.

CJJP is conducting an evaluation, which will analyze performance measure data on the participating families (and a comparison group), and evaluate the outcomes. These analyses will guide DHS and the State Public Defender's Office in formalizing effective strategies to stabilize families and minimize trauma to young children.

Standardized Program Evaluation Protocol (SPEP)

SPEP is a standardized method of evaluating juvenile justice services that also provides a program improvement plan that assists in reducing recidivism. The SPEP will be utilized in assessing the juvenile justice federal Family First services.

Coupled with the pilot Decision Matrix, the SPEP will eventually be fully integrated, providing guidance not only about the level of supervision and service indicated for any given youth, but also which existing service of that type is shown to be likely to reduce recidivism. Both tools make use of the Iowa Delinquency Assessment, Iowa's validated risk/needs assessment instrument which has been operational since 2007 and is used to determine youth risk level as well as to assist with case planning.

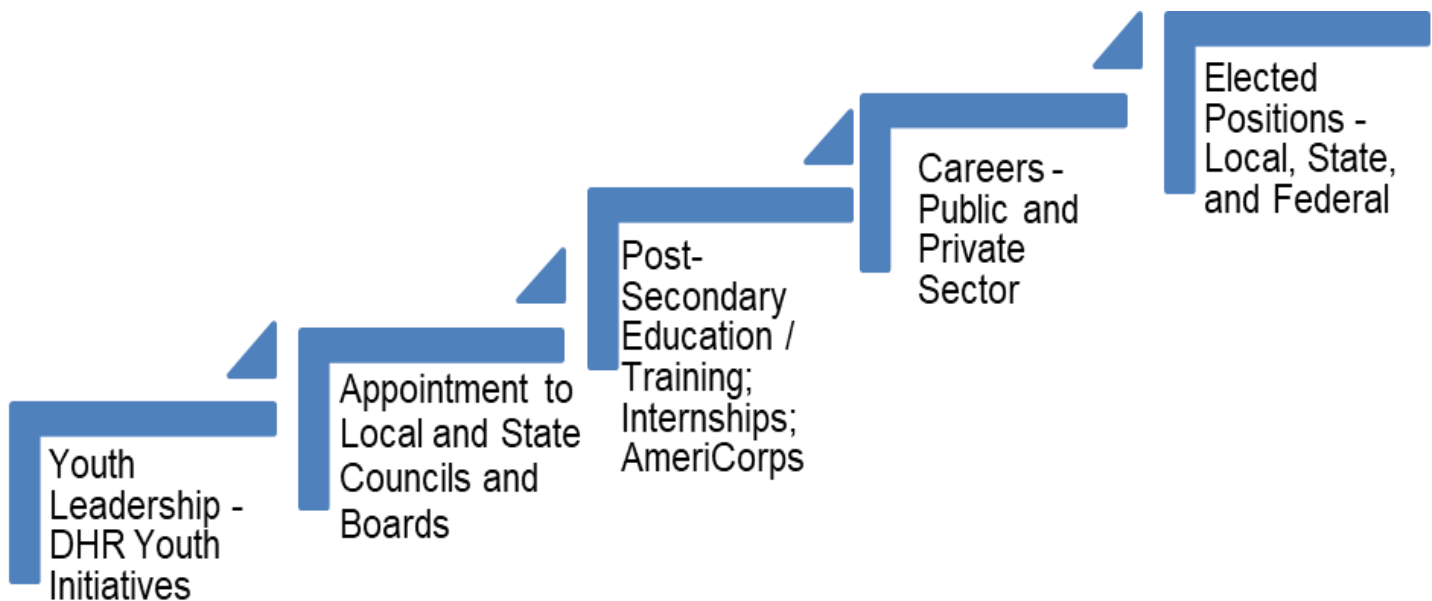
Youth Opportunity Pathway

The Department of Human Rights and the Iowa Collaboration for Youth Development (ICYD) Council (Iowa Code Section 216A.140) is continuing to incorporate authentic youth engagement (AYE) into state-level policy and practice. The new approach has started with the development of an interactive youth leadership and civic engagement curriculum and set of strategies, which has added structured training, coaching, and education for youth to utilize these new skills to successfully advocate on local, state, and national issues. The process provides training on youth participatory action research (YPAR). Another unique aspect of this approach is that youth are the facilitators/trainers of the curriculum and are leading the process (under the supervision of DHR staff).

The goal is to fully develop a Youth Opportunity Pathway that will:

- Recruit intentionally diverse youth to participate on the Opportunity Pathway
- Provide advocacy and leadership skills to youth
- Establish opportunities for youth to become leaders and decision-makers
- Provide training and technical assistance for state agency staff on effective youth development strategies

As the skills are built and opportunities expand, youth will be prepared to follow a path of public service and to a career of their choosing.



DHR Youth Initiatives include:

- State of Iowa Youth Advisory Council (SIYAC)
- Iowa Youth Congress (IYC)
- Youth Justice Council (subcommittee of the Juvenile Justice Advisory Council)
- National Youth in Transition (NYTD) Database Ambassadors
- Youth Action Squads

Funding for the Youth Opportunity Pathway project is provided by the Mid-Iowa Health Foundation, the Forum for Youth Investment (national technical assistance entity), and Youth Service America.

Exciting Potential New Duties

Juvenile Detention Home Fund

The Detention Home Fund was established to provide state assistance to juvenile detention homes for reimbursement of operation expenses. Fees collected by the Department of Transportation under Iowa Code section 321.218A are deposited into the fund. These funds are allocated among the state's juvenile detention homes, for at least 10% but not more than 50% of the total costs related to the establishment, improvement, operation, and maintenance of the homes. The Detention Home Fund is currently administered by the Department of Health and Human Services (DHS). In 2021, HF2507 transfers the administration of the fund to CJJP. The alignment will place CJJP with HHS, and CJJP will administer it.

Chief Justice Christensen's Juvenile Justice Task Force

CJJP will continue to assist in the implementation strategies of the task force recommendations, as needed. Additional data analysis, program evaluations and technical assistance may be requested. All three branches of government have a role to make positive systemic changes that will improve outcomes for youth, families, and communities.

Department of Corrections (DOC)

Discussions with DOC has identified areas that would benefit correctional services:

- Evaluation of the Sex Offender Treatment Program
- Validation of the sex offender risk assessment
- Study the effect of earned time on institutional misconduct—Lose earned time credit due to misbehavior. Is it effective or cause additional misconduct?
- Joint discussion with DOC and Board of Parole to study their practice of giving individuals certain time periods before a re-review.

Alignment with Department of Health and Human Services

DHR and HHS are exploring the best fit for CJJP into HHS. Discussions are focusing on coordinating efforts and identifying natural alignment opportunities to use CJJP's expertise to enhance HHS activities and vice versa.

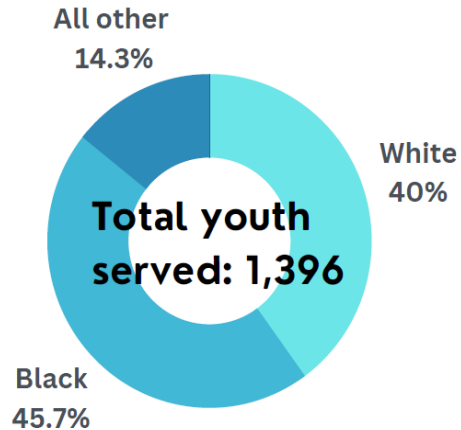


PRE-CHARGE DIVERSION



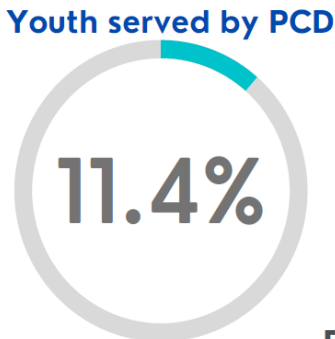
STATEWIDE RESULTS (SFY 2015-2022)

Pre-Charge Diversion (PCD) programs provide a standardized structure to keep low-risk youth out of the juvenile justice system and ensure that youth have equal access to the benefits of diversion for non-serious offenses (e.g. disorderly conduct, shoplifting, simple assault, interference with official acts).



Youth in Pre-Charge Diversion had **lower recidivism*** compared to similar youth** served by Juvenile Court Services.

DEMONSTRATED SUCCESS



RECIDIVISM



Benefits of Pre-Charge Diversion

Avoids Juvenile Justice System Contact

PCD programs forgo a referral to Juvenile Court Services and utilize immediate/direct referral of youth to diversion programs that hold youth accountable for the specific offense with no Juvenile Court Services involvement.

A Community Investment in Youth

Six PCD invested communities in Iowa enter data into CJJP's tracking application to measure program impact on recidivism: Davenport, Des Moines, Fort Dodge, Muscatine, Johnson County, and Spencer.

Reduces Disproportionate Minority Contact

PCD is an effective strategy to reduce the overrepresentation of youth of color at the earliest stage of the juvenile justice system as racial and ethnic disparities are often more pronounced for less serious offenses such as those addressed by PCD.

*Recidivism is defined as a new complaint within 1 year of the end of the service excluding civil penalties, contempt of court, civil infractions, non-scheduled violations, scheduled violations and unknown violations.

**Youth that exited JCS supervision with a simple misdemeanor allegation (or below) on their first complaint.



PRE-CHARGE DIVERSION



PARTICIPATING PROGRAMS

First Judicial District

Description: Restorative Diversion Program facilitated by the Community Foundation of Greater Dubuque and focuses on addressing harms through restorative justice principles.

Counties/ communities impacted: multiple

Funding sources: state and federal

Second Judicial District

Description: Youth with first-time disorderly conduct, theft-5th, interference with official acts, or criminal mischief-5th allegations are referred to [Athletics for Education and Success](#). Youth participate in [TruThought](#), a cognitive restructuring program.

Counties/ communities impacted: Fort Dodge

Funding sources: local, state, and federal

Note: Lutheran Services in Iowa (Spencer) ceased programing in 2020.

Fifth Judicial District

Description: The Second Chance Program utilizes Restorative Justice Practices to intervene and connect no- and low-risk youth (charged with identified simple and/or serious misdemeanor level allegations by the Des Moines Police Department) to evidenced-based approaches, interventions, and services. The program is offered to all youth that qualify at no cost. The Second Chance Program is based on cross-system collaborations with an emphasis on reducing disproportionate contact of youth of color.

Counties/ communities impacted: Des Moines

Funding sources: local and state

Implementation Successes

- In 2019, CJJP partnered with the Children's Center for Law & Policy to develop a [PCD toolkit \(linked\)](#).
- CJJP launched a web-based application to track youth referrals and participation in select PCD programs. This application allows for consistent data collection across the programs, outcome tracking and the utilization of data to identify opportunities to expand diversion, including the ability to evaluate and enhance existing efforts.

Sixth Judicial District

Description: Shoplifting Diversion is a 90-minute values clarification class designed for first offense shoplifting. The program is run by United Action for Youth. It includes both a child and parent component.

Counties/ communities impacted: Johnson

Funding sources: local, state, and federal

Description: [LADDERS \(Learning Alternative Daily Decisions to Ensure Reasonable Safety\)](#) is a four-hour program for youth who engage in disorderly behavior and could otherwise be charged with Disorderly Conduct to address how he/she can handle conflict in the future. The program is run by the Linn County Community Based Services Program.

Counties/ communities impacted: Johnson

Funding sources: local, state, and federal

Note: Cedar Rapids Police Department facilitates some PCD programming, but does not currently enter data to be tracked by CJJP.

Seventh Judicial District

Description: Youth with first-time simple misdemeanor allegations participate in [TruThought](#) to learn about positive decision making skills through group activities facilitated by Scott County Juvenile Court Services.

Counties/ communities impacted: Davenport

Funding sources: local and state

Description: Youth with first-time simple misdemeanor level offenses and their families participate in advocacy and prevention programming facilitated by PCD Coordinators employed by Scott County Detention and Diversion.

Counties/ communities impacted: Davenport

Funding sources: local, state, and federal

Description: In lieu of receiving first time simple misdemeanor charges, youth are referred to an online course that teaches them about thinking barriers, positive decision making, and goal setting. The program is presented by Muscatine County Juvenile Court Services, Muscatine Police Department, and Muscatine Community School District.

Counties/ communities impacted: Muscatine County

Funding sources: local and state



JUVENILE RE-ENTRY NAVIGATOR



PROGRAM OVERVIEW

In partnership with the Iowa Department of Education Division of Vocational Rehabilitation Services and Iowa's Juvenile Re-Entry Taskforce, the Iowa Department of Human Rights Division of Criminal and Juvenile Justice Planning is pleased to announce the launch of four (4) Juvenile Re-Entry Navigator positions. The purpose of this approach is to reduce recidivism among juvenile justice-involved youth who are returning to their community from an out-of-home placement. The Re-Entry Navigators coordinate services and supports with stakeholders and assist youth to achieve their educational- and employment-related goals.

ELIGIBILITY

The Navigators provide services to youth with disabilities (have an IEP or covered under the provisions of section 504) who are:

- Involved with the juvenile justice system
- Receiving services in an out of home placement (QRTP or State Training School)
- Eligible and actively receiving vocational rehabilitation services or Pre-Employment Transition Services (Pre-ETS) as a Potentially Eligible (PE) student with disabilities.

SERVICE AREAS

The Navigators work in partnership with Juvenile Court Services and are located across the state in the following locations:

- Fifth Judicial District
- Sixth Judicial District (with collaborative support from Four Oaks Family and Children's Services)
- Boy's State Training School, Eldora.

PROGRAM OUTCOMES

Cultivate career pathways & supports

Promote financial independence

Improve transition & community integration

Juvenile Re-Entry Navigator activities include:

- Develop and conduct Pre-Employment Transition Services (Pre-ETS) including job exploration counseling, work-based learning experiences, counseling on opportunities, workplace readiness training, and self-advocacy instruction.
- Work with youth, families, and other service providers to implement an individualized transition plan focused on employment, education, safe housing, and community supports.
- Establish partnerships with employers and businesses to provide youth meaningful employment opportunities.
- Provide one year of follow-along support to youth for ongoing guidance, referral, and access to community based services.

For more information, please contact Steve Michael, Administrator, Division of Criminal and Juvenile Justice Planning, steve.michael@iowa.gov or 515-242-6122



CJJP has adopted the following statement from the Council of State Governments Justice Center, issued following George Floyd's death:

“We have not done enough to advance racial equality through our work, and we will do more.”

If not now, when? If not us, who?

Suggested appropriation language to expand the “single grant” program to multiple communities, and removing the population requirement - 2022—Sec. 18.1.b.

Sec. 18. CRIMINAL AND JUVENILE JUSTICE PLANNING DIVISION. 1. There is appropriated from the general fund of the state to the criminal and juvenile justice planning division of the department of human rights for the fiscal year beginning July 1, 2022, and ending June 30, 2023, the following amount or so much thereof as is necessary, to be used for the purposes designated:

a. For salaries, support, maintenance, and miscellaneous purposes, and for not more than the following full-time equivalent positions:\$1,318,547
..... FTEs 8.89

b. (1) For ~~a single grants to units of local government to develop or expand pre-charge diversion servicesa programs located in a city with a higher than average juvenile crime rate as determined by the criminal and juvenile justice planning division and a population greater than 80,000 as determined by the 2010 federal decennial census, which may be used for studying, planning, programming, and capital, that is committed to deterring juvenile delinquency through early intervention in the criminal justice system~~ by providing a comprehensive, multifaceted ~~delivery of social~~ services and which shall meet the guiding principles and standards for pre-charge diversion ~~assessment centers~~ set forth by the criminal and juvenile justice planning division of the department of human rights and the center for children’s law and policy. ~~national assessment center association:~~

.....\$ 140,000

(2) The ~~program~~ criminal and juvenile justice planning division of the department of human rights shall use no more than 5 percent of the grant for administrative costs.

~~(3) A city shall not receive a grant under this paragraph, or a similar grant from the state of Iowa, for more than two consecutive fiscal years unless no other city meets the requirements specified in subparagraph (1).~~