



# The Division of Criminal and Juvenile Justice Planning

**Data, Research, Policy, and Collaboration**

February 5, 2020

Justice System Appropriations Subcommittee

Budget Presentation

Iowa Department of Human Rights,  
Division of Criminal and Juvenile  
Justice Planning

Statistical Analysis Center

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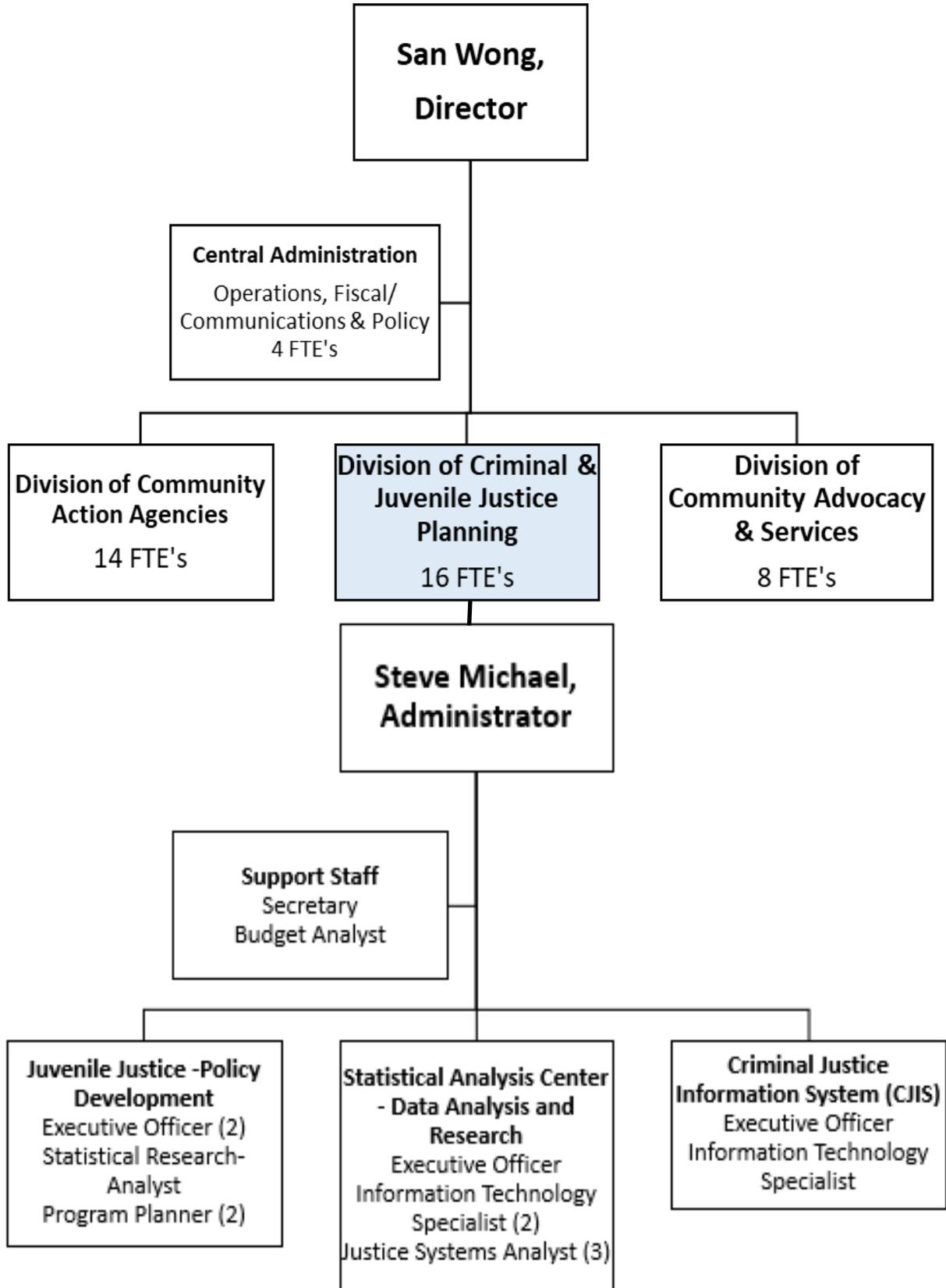
<https://humanrights.iowa.gov/cjpp>



# Iowa Department of Human Rights

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

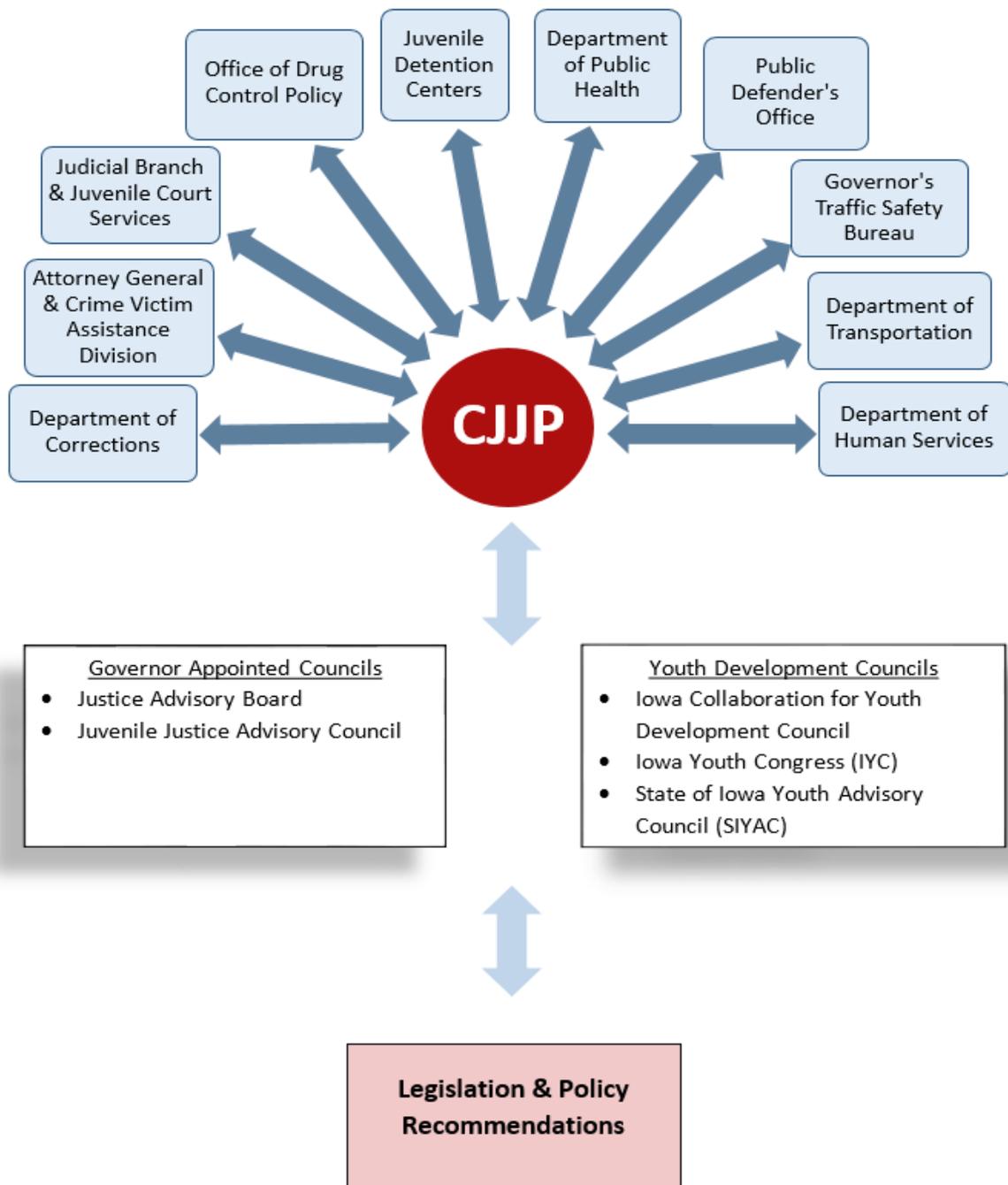
## Table of Organization



# Overview of CJJP

The Iowa Department of Human Rights (DHR) includes three divisions: the Division of Criminal and Juvenile Justice Planning (CJJP), the Division of Community Advocacy and Services (CAS), and the Division of Community Action Agencies (CAA), as established under Iowa Code Chapter 216A.

CJJP is Iowa's Statistical Analysis Center (SAC) and carries out research, policy & data analysis, and program development to assist policy makers, justice system agencies, and others to identify issues of concern and to improve the operation and effectiveness of Iowa's justice system. CJJP also administers federal and state grant programs to fund local and state projects to improve Iowa's justice system.



# Budget

## General Fund (GF) Appropriation and Governor's Request

	FY2019	Appropriated FY2020	Governor's Recommendation FY2021	FY20—21 Change
<b>Criminal and Juvenile Justice Planning (CJJP)</b>	\$1,209,410	\$1,226,399	\$1,245,268	+\$18,869
<b>Juvenile Justice Early Intervention (Single Grant)</b>	\$0	\$140,000	\$140,000	-

The table below shows actual CJJP expenses in FY19, along with the source of funds. The federal 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 FY2019 Expenses and Sources

	General Fund	Federal	State and private agencies	*Information Systems	Total
<b>CJJP Resources</b>	\$1,209,410	\$960,832	\$555,340	\$1,765,507	<b>\$4,491,088</b>

\*Includes Criminal Justice Information System and Justice Data Warehouse expenditures appropriated by Technology Reinvestment Fund.

## POTENTIAL NEW DUTIES:

### Graduated Sanction, Court-Ordered, and Group Foster Care Services and Funding Work Group

In 2019, as part of HF766, CJJP was directed to convene the Work Group to review and develop action plans to transfer, from DHS to the Judicial Branch, the administration and oversight of Graduated Sanctions and Court-Ordered and Group Foster Care services and funding for youth in the juvenile justice system (Executive Summary is on page 9). The full report is: <https://humanrights.iowa.gov/cjip>.

One of the Work Group recommendations is to transfer the administration of the Iowa Detention Home Fund from the Department of Human Services (DHS) to CJJP, and CJJP should be appropriated **\$20,000 annually** to administer the fund. (Draft legislative language is on page 10.)

# Juvenile Justice Policy

## NEW ACTIVITIES

### Juvenile Justice Early Intervention— \$140,000

SF 615 (2019), created the Juvenile Justice Early Intervention grant to provide funding for a program in a city with a population greater than 80,000. Four cities met this criteria—Cedar Rapids, Davenport, Des Moines, and Sioux City.

CJJP utilized a competitive bid process and Boys Town of Iowa was selected to provide an in-home Teaching Family program in Des Moines, which includes in-home services for low-risk juvenile offenders who are diverted from Juvenile Court Services. A cognitive-behavioral, strength-based approach is used that engages the youth and family.

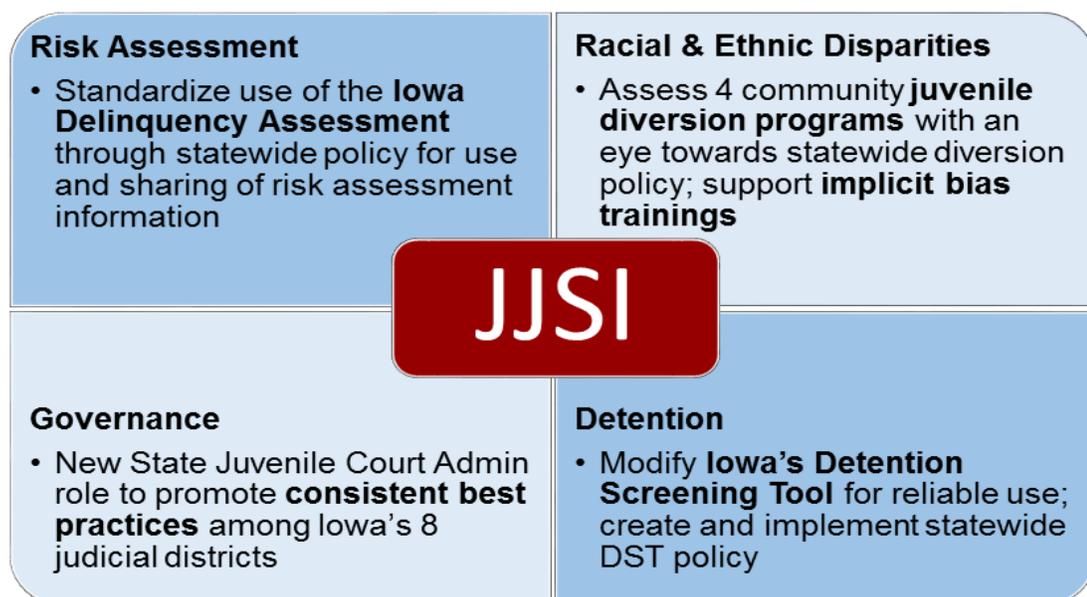


CJJP recommends the removal of the population requirement and the limitation to one grant.

Graduated Sanction, Court-Ordered, and Group Foster Care Services and Funding Work Group—In 2019, as part of HF766, CJJP facilitated the Work Group to review and develop action plans to transfer, from DHS to the Judicial Branch, the administration and oversight of Graduated Sanctions and Court-Ordered and Group Foster Care services and funding for youth in the juvenile justice system (Executive Summary is on page 9). The full report is at <https://humanrights.iowa.gov/cjip>.

## Juvenile Justice Systems Improvement (JJSI) Project

In October 2019, the JJSI action plan was finalized that will assist the Judicial Branch develop standardized policies and practices to enhance the quality of services and supports provided by Juvenile Court Services. CJJP is currently assisting the Judicial Branch in the implementation phase.



# 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 Access

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/>

### Juvenile Justice Decision Matrix

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

## 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.



## Standardized Program Evaluation Protocol (SPEP)

SPEP is a standardized method of evaluating juvenile justice services that also provides a program improvement plan that will assist in reducing recidivism.

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.

# 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.

## Future services and activities CJJP could offer:

Data  
Visualization



Predictive  
Analytics



Enhanced Mapping  
Capabilities



Cost  
Analysis



# Criminal & Juvenile Policy

## Prison Research and Innovation Network (PRIN)

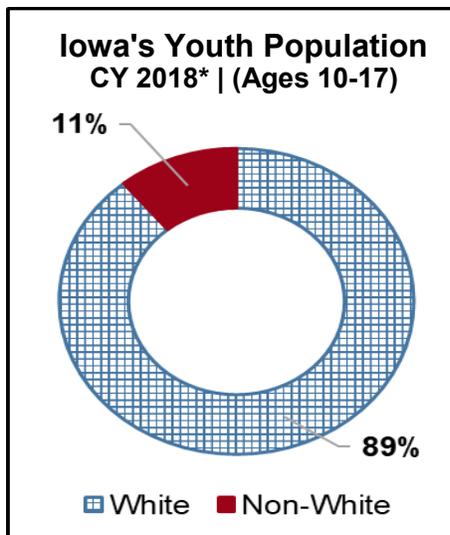
Beginning in 2020, and in partnership with the Department of Corrections and the Urban Institute, CJJP will study the current climate and culture at the Iowa Correctional Institution for Women (ICIW). The purpose of PRIN is to:

- Better understand prison environments;
- Enhance prisons' data collection capacities to promote transparency and accountability;
- Design, implement, and evaluate evidence-based programs and policies to improve conditions for individuals incarcerated in and working in prisons.

## 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 3-year plan include:

- Reduction in the disproportionality of minority youth in the system.
- Gender equity requiring services for girls in the system.

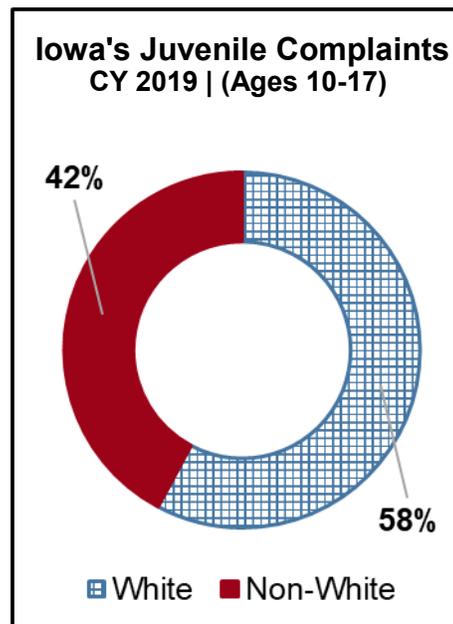


\*CY 2019 data unavailable at time of request  
Source: National Center for Juvenile Justice (2019)

## Racial, Ethnic, and Gender Disparities

Minority youth disproportionately outnumber those who are white at every stage in the nation's juvenile justice system. In Iowa, minority youth comprise approximately 11% of all of Iowa's youth, and 42% of referrals to Juvenile Court Services (JCS). Overrepresentation exists at other juvenile court decision points as well, so CJJP is partnering with four jurisdictions piloting diversion activities.

The Iowa Task Force For Young Women (ITFYW) involves key stakeholders in Iowa's juvenile justice system, who want comprehensive system change that reflects female responsibility. In recent years, there has been a growing interest by the ITFYW and the DMC Subcommittee to better coordinate their efforts. The work on "deep end" girls has provided one opportunity to do so, as the data has revealed a remarkable amount of disparity among African-American girls in this group.



Source: Justice Data Warehouse (January 2020)

# Future Visions & Enhanced Activities

## CJJP's Purpose

Improve the criminal and juvenile justice systems by assisting state and local officials and practitioners identify and address justice issues through research, data and policy analysis, planning and grant administration. As the SAC, CJJP utilizes data, research and technology to develop justice system policy recommendations.

## Present Activities

CJJP always explores new, smarter, and better ways to provide these services:

- Partnerships with each justice system agency
- Collect and analyze data
- Develop policy and service recommendations
- Conduct studies and research

## Future

Remain on the cutting edge of research, information, and data technology:

- Predictive Analytics
- Expanded use of evidence-based programs and services for offenders
- Expansion of real-time data exchanges (CJIS)
- Cost Analysis
- User-friendly data and information—Dashboards and Mapping
- Availability of quality and effective services
- Enhanced service matching with risk level and criminogenic needs validated assessments

## Results

CJJP will continue to find smarter ways of doing business. The “Future” activities will ensure the results will be:

- Public Safety – Reduced recidivism
- System improvement through policy and practice changes
- Quality services available for all offenders – *the right person, receive the right service, at the right time*
- Data-driven decision making
- Easy to understand data – Info-graphs, dashboards, mapping
- Increased efficiencies in court document processing

# Graduated Sanction, Court-Ordered, and Group Foster Care Services and Funding Work Group Action Plan and Recommendations

## Executive Summary

- The transfer of administration of Graduated Sanctions and Court-Ordered services and funds from the Department of Human Services (DHS) to State Court Administration (SCA) on July 1, 2021.
- The transfer of the administration of Group Foster Care services and funds transfer from DHS to SCA on July 1, 2023.
- The transfer of the administration of the Iowa Detention Home Fund from DHS to the Division of Criminal and Juvenile Justice Planning (CJJP) on January 1, 2021.

**The additional financial appropriations needed for these transfers include:**

Fund	FY 2021	FY 2022	FY 2023 and beyond
Graduated Sanctions	\$ 147,591 (1.3 FTE)	\$ 147,591 (1.3 FTE)	\$ 147,591 (1.3 FTE)
Group Foster Care	\$ 72,071 (0.5 FTE)	\$ 224,655 (2.5 FTE)	\$ 473,587 (5.5 FTE)
Detention Home Fund	\$ 20,000 (.14 FTE)	\$ 20,000 (.14 FTE)	\$ 20,000 (.14 FTE)
<b>Total</b>	<b>\$ 239,662</b>	<b>\$ 392,246</b>	<b>\$ 641,178</b>

The additional appropriations should be directly added to the respective named funds; not added to the general Judicial Branch or Iowa Department of Human Rights appropriations.

## **The Work Group makes these additional policy recommendations:**

- Graduated Sanctions funds should be a two-year appropriation to allow for continuous services for youth and efficient use of resources.
- No changes should be made to the use or oversight of Decategorization (Decat) funds.
- DHS and SCA should update their current MOU to guide the transition of Graduated Sanctions and Group Care funds; the MOU should also include a plan for how the agencies will cooperate to (1) maximize federal reimbursement for services through the FFPSA and (2) collaborate on case planning for youth involved in both the child welfare and juvenile justice systems.
- The Detention Home Fund reimbursement formula should be modified such that each juvenile detention home receives a base amount of \$100,000, and remaining funds would be distributed among the detention homes in proportion to their eligible costs.
- The administrator of Graduated Sanctions funds should create policy to ensure:
  - \* A fully-funded continuum of care for all youth
  - \* High quality, evidence-based services that match the risk and needs of youth
  - \* Moderate and high-risk youth receive the majority of services
  - \* Gender-responsive and culturally-appropriate services for youth
  - \* Continued work towards reducing racial and ethnic disparities
  - \* Fair reimbursement to providers

~~Sec. 21. JUVENILE DETENTION HOME FUND. Moneys deposited in the juvenile detention home fund created in section 232.142 during the fiscal year beginning July 1, 2019, and ending June~~

~~30, 2020, are appropriated to the department for the fiscal year beginning July 1, 2019, and ending June 30, 2020, for distribution of an amount equal to a percentage of the costs of the establishment, improvement, operation, and maintenance of county or multicounty juvenile detention homes in the fiscal year beginning July 1, 2018. Moneys appropriated for distribution in accordance with this section shall be allocated among eligible detention homes, prorated on the basis of an eligible detention home's proportion of the costs of all eligible detention homes in the fiscal year beginning July 1, 2018. The percentage figure shall be determined by the department based on the amount available for distribution for the fund. Notwithstanding section 232.142, subsection 3, the financial aid payable by the state under that provision for the fiscal year beginning July 1, 2019, shall be limited to the amount appropriated for the purposes of this section.~~

NEW SECTION – Justice System Appropriations – Criminal and Juvenile Justice Planning

JUVENILE DETENTION HOME FUND. Moneys deposited in the juvenile detention home fund created in section 232.142 during the fiscal year beginning July 1, 2020, and ending June 30, 2021, are appropriated to the department of human rights, division of criminal and juvenile justice planning, for the fiscal year beginning July 1, 2020, and ending June 30, 2021, for each eligible county and multicounty juvenile detention home. Each of the juvenile detention homes shall receive a base amount of \$100,000 and the remaining distribution will be an amount equal to a percentage of the costs of the establishment, improvement, operation, and maintenance of county or multicounty juvenile detention homes in the fiscal year beginning July 1, 2019, prorated on the basis of an eligible detention home's proportion of the costs of all eligible detention homes in the fiscal year beginning July 1, 2019. The percentage figure shall be determined by the department of human rights, division of criminal and juvenile justice planning based on the amount available for distribution for the fund. Notwithstanding section 232.142, subsection 3, the financial aid payable by the state under that provision for the fiscal year beginning July 1, 2020, shall be limited to the amount appropriated for the purposes of this section.

There is appropriated from the general fund of the state to the department of human rights, division of criminal and juvenile justice planning, for the fiscal year beginning July 1, 2020, and ending June 30, 2021, the following amount to be used to manage and administer the juvenile detention home fund.....\$ 20,000

**232.142 Maintenance and cost of juvenile homes — fund.**

1. County boards of supervisors which singly or in conjunction with one or more other counties provide and maintain juvenile detention and juvenile shelter care homes are subject to this section.
2. For the purpose of providing and maintaining a county or multicounty home, the board of supervisors of any county may issue general county purpose bonds in accordance with sections 331.441 to 331.449. Expenses for providing and maintaining a multicounty home shall be paid by the counties participating in a manner to be determined by the boards of supervisors.
3. A county or multicounty juvenile detention home approved pursuant to this section shall receive financial aid from the state in a manner approved by the director **of the department of human rights**. Aid paid by the state shall be at least ten percent and not more than fifty percent of the total cost of the establishment, improvements, operation, and maintenance of the home.
4. The director shall adopt minimal rules and standards for the establishment, maintenance, and operation of such homes as shall be necessary to effect the purposes of this chapter. The rules shall apply the requirements of section 237.8, concerning employment and evaluation of persons with direct responsibility for a child or with access to a child when the child is alone and persons residing in a child foster care facility, to persons employed by, residing in, or volunteering for a home approved under this section. The director shall, upon request, give guidance and consultation in the establishment and administration of the homes and programs for the homes.
5. The director shall approve annually all such homes established and maintained under the provisions of this chapter. A home shall not be approved unless it complies with minimal rules and standards adopted by the director and has been inspected by the department of inspections and appeals. The statewide number of beds in the homes approved by the director shall not exceed two hundred seventy-two beds beginning July 1, 2017.
6. A juvenile detention home fund is created in the state treasury under the authority of the department **of human rights**. The fund shall consist of moneys deposited in the fund pursuant to sections 321.218A and 321A.32A. The moneys in the fund shall be used for the costs of the establishment, improvement, operation, and maintenance of county or multicounty juvenile detention homes in accordance with annual appropriations made by the general assembly from the fund, for these purposes.

# MASLOW'S HIERARCHY OF NEEDS

Self-actualization

Achieving one's full potential

Esteem

Feeling of Accomplishment

Love/Belonging

Intimate Relationships, Friends

Safety

Security

Physiological

Food, Water, Rest