



# 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

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### Budget Presentation

Justice System Appropriations Subcommittee

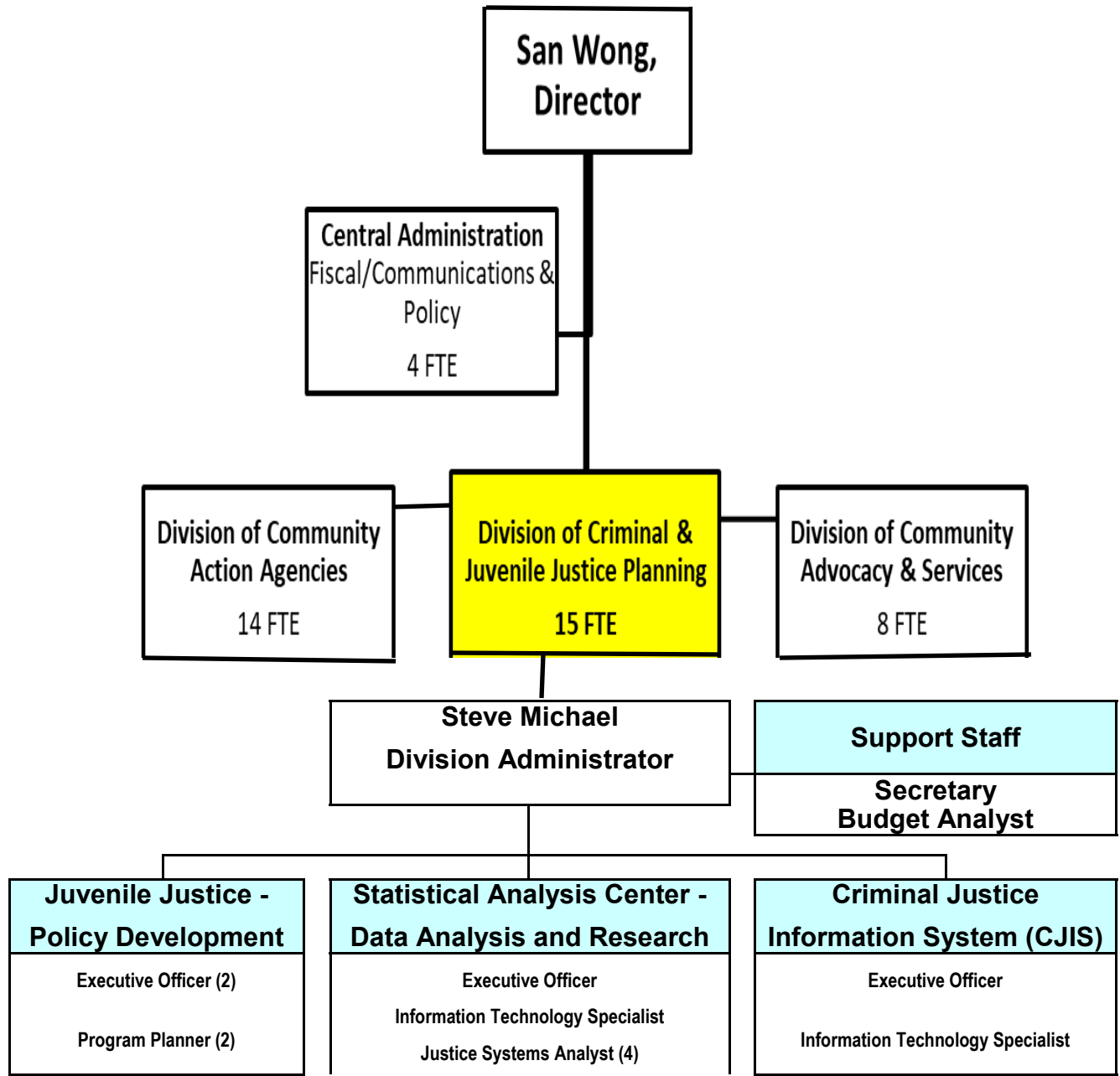
March 1, 2022



# Iowa Department of Human Rights

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

## Table of Organization

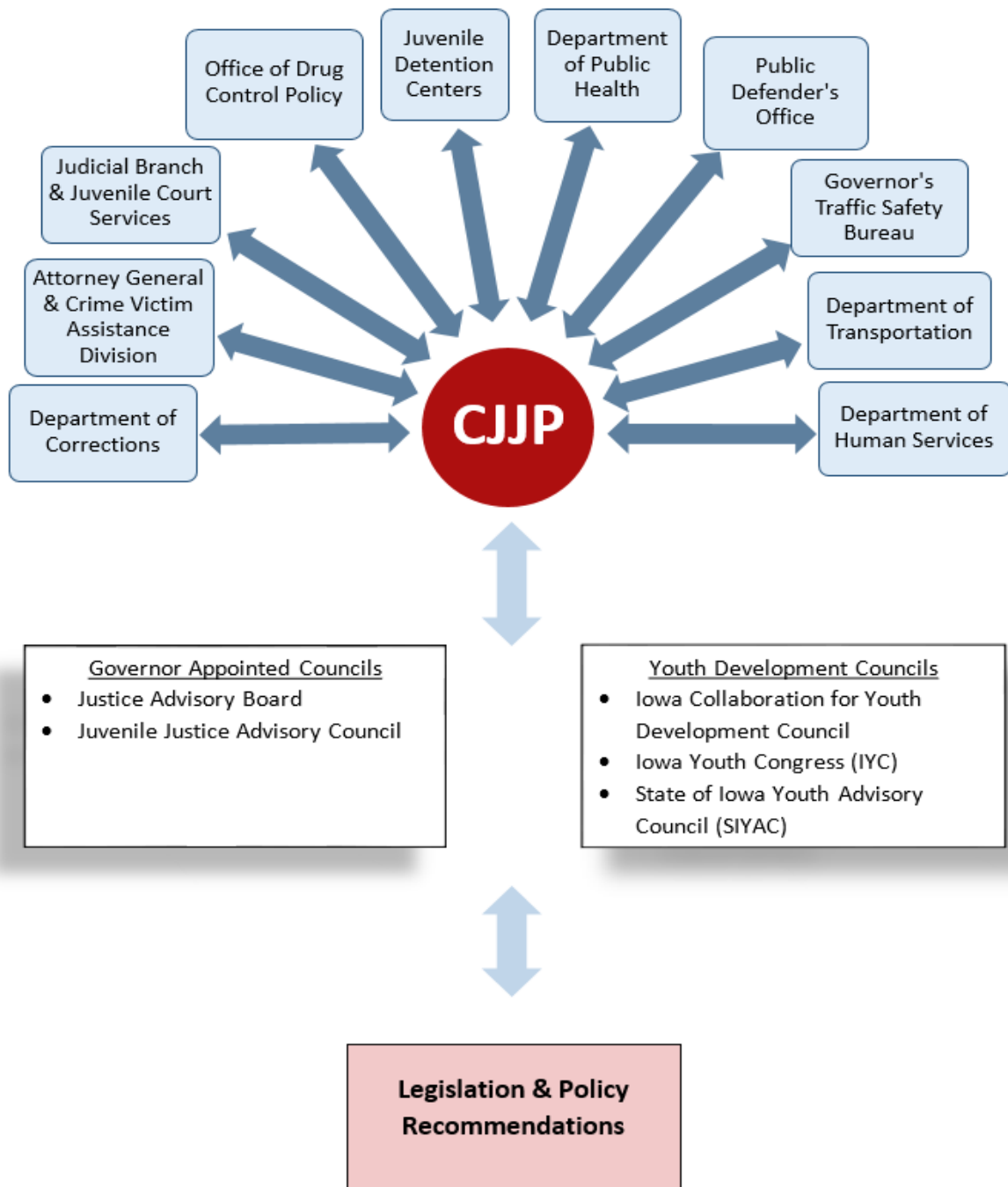


The Iowa Department of Human Rights (DHR) is established under Iowa Code Chapter 216A, with a mission to:

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.

# 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

	FY2021	Appropriated FY2022	Governor's Recommendation FY2023 (Status Quo)
<b>Criminal and Juvenile Justice Planning (CJJP)</b>	\$1,226,399	\$1,288,368	\$1,288,368
<b>Juvenile Justice Early Intervention (Single Grant)</b>	\$140,000	\$140,000	\$140,000

The table below shows actual CJJP expenses in FY2021 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 FY2021 Expenses and Sources

	General Fund	Federal	State and private agencies	Technology Reinvestment Fund (TRF)	Total
<b>CJJP Expenditures</b>	\$1,226,399	\$885,973	\$763,979		<b>\$2,876,351</b>
<b>Juvenile Justice Early Intervention Grant (pass-through)</b>	\$77,932				<b>\$77,932</b>
<b>*Information Systems</b>			\$262,214**	\$1,405,208	<b>\$1,667,422</b>

\*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 FY2021

- 57% of total CJJP Expenditures were from other entities (Federal, State, and private).



# 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

In January 2022, Chief Justice Christensen created a juvenile justice task force to study and review the current juvenile justice system. Based on the findings, an action plan to implement specific strategies to improve the system, including racial and gender disparities, will be created. In addition, there will be recommendations 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 (JJAC) 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 for 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 Pilot Project of Legal Representation of 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.

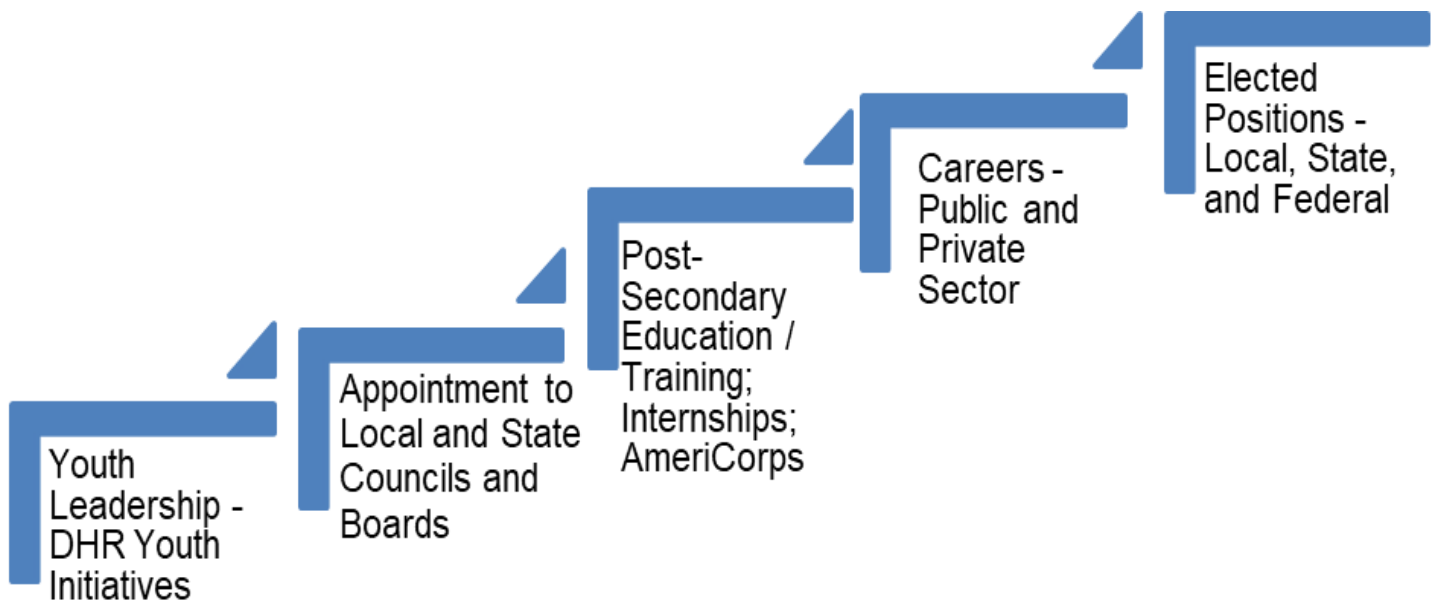
# Youth Opportunity Pathway

The Department of Human Rights and the Iowa Collaboration for Youth Development (ICYD) Council (Iowa Code Section 216A.140) is embarking on new strategies 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— HF2507 / SF2257

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 Human Services (DHS). HF2507 and SF2257 will transfer the administration of the fund to CJJP due to the ongoing partnerships CJJP has with the detention homes.

## Chief Justice Christensen's Task Force

CJJP is currently serving on the task force, with staff on multiple workgroups. Additional data analysis and program evaluations will be required by CJJP to implement recommendations and for Iowa to remain in compliance with the federal Family First Prevention Services Act.

## 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.

## FOCUS Committee on Criminal Justice Reform Recommendations

On October 29,2020, recommendations of the Governor's FOCUS Committee on Criminal Justice Reform included CJJP conducting the following new duties:

- Analyze and study law enforcement traffic stop data
- Establish method to collect data and uniform reporting practices for the data
- Organize and coordinate the Community Policing Subcommittee of the Justice Advisory Board
- Provide an annual report, which will include current and past information on profiling across the state, and making policy recommendations for the elimination of profiling.

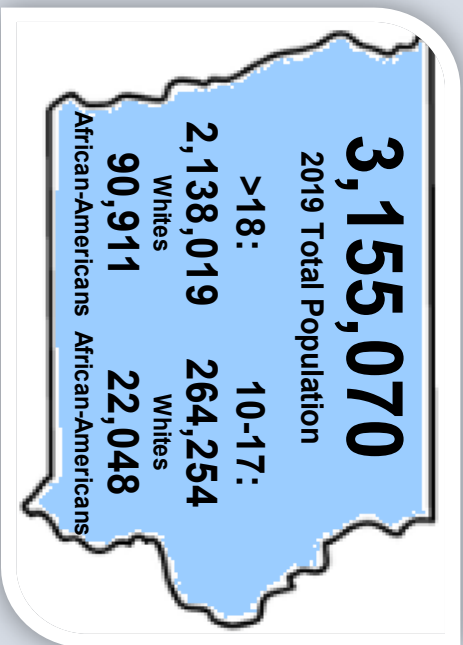
Each of these will require additional funding for CJJP to complete the task(s).



# Iowa's Racial Disparities in the Justice System

**"We have not done enough to advance racial equity through our work, and we will do more."**  
 - Council of State Governments, 2020.

Our hope is that every person in Iowa will embrace this statement and work together to do more.



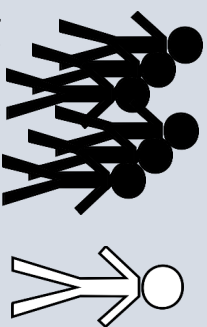
## Juvenile Data CY 2019

### Complaints

\*A-A youth were nearly

**6 TIMES**

more likely to receive a complaint compared to \*W youth.



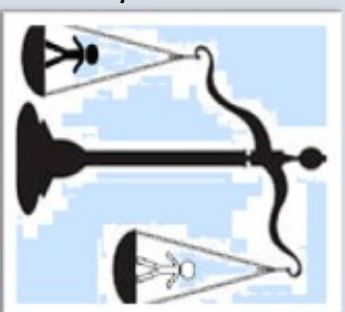
### Technical Violations

\*A-A youth comprise **6.7%** of Iowa's population, **34.3%** of all detention holds and **41.8%** of holds for technical violations.

## Adult Data CY 2019

### Disposed Charges

Statewide, for every 1,000 \*W, there are **50.4** felony or misdemeanor disposed charges, compared to **309.9** for every 1,000 \*A-A.



### Convictions

\*A-A adults were **6.2 TIMES** more likely to receive a felony or misdemeanor conviction compared to \*W adults.

Population Source : <https://www.ojdp.gov/ojstatbb/ezapopl/>

Source Complaints, Violations, Charges and Convictions: Iowa Justice Data Warehouse

\*African-American (A-A) Whites (W)



## Four-Year Graduation Rate by Student Subgroup

	Class of 2011	Class of 2017	Class of 2018	Class of 2019	Class of 2020	Comparison 2011-20
All	88.3%	91.0%	91.4%	91.6%	91.8%	↑ 3.5%
Individualized Education Program	69.9%	74.2%	76.5%	76.1%	76.4%	↑ 6.5%
Low Socioeconomic Status	78.1%	83.7%	84.4%	85.2%	85.5%	↑ 7.4%
English Learners	70.0%	80.3%	79.3%	78.8%	76.7%	↑ 6.7%
African American	73.2%	82.3%	81.3%	81.6%	80.7%	↑ 7.5%
American Indian	79.2%	83.3%	75.6%	77.3%	82.5%	↑ 3.3%
Asian	88.5%	92.5%	92.5%	92.3%	93.7%	↑ 5.2%
Hawaiian/Pacific Islander	81.6%	77.5%	75.3%	77.0%	75.5%	↓ -6.1%
Hispanic	75.2%	82.4%	83.9%	84.5%	84.8%	↑ 9.6%
Multi-racial	82.0%	85.2%	87.7%	88.3%	88.8%	↑ 6.8%
White	90.2%	92.7%	93.2%	93.3%	93.8%	↑ 3.6%

**Individualized Education Program:** Students who participate in special education programs

**English Learners:** Students whose native language is not English and participate in an English Learners program

**Low Socioeconomic Status:** Students who are eligible for free and reduced-price meals

**Multi-Racial:** Non-Hispanic students identified as more than one race



CJJP is adopting 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?***