IOWA'S APPLICATION FOR OJJDP FY 2018 TITLE II FORMULA GRANTS PROGRAM

MAY 2018

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PREAMBLE

The Iowa Department of Human Rights (DHR), Division of Criminal and Juvenile Justice Planning (CJJP) serves as the State Planning Agency (SPA) for the State of Iowa for the federal Juvenile Justice and Delinquency Prevention Act (JJDPA). CJJP also houses the State of Iowa's Statistical Analysis Center (SAC). Iowa's Juvenile Justice Advisory Council (JJAC) serves as the State Advisory Group (SAG), for the OJJDP Title II Formula Grants Program.

PROGRAM NARRATIVE

System Description – Structure and Function of the Juvenile Justice System

The juvenile court is a specialized court that has authority over certain cases involving the lives of children. The most common of these cases are:

- Child Welfare - Child in Need of Assistance (CINA) cases most typically involve abused, abandoned, or neglected children, and sometimes lead to termination of parental rights.
- Juvenile Justice - Delinquency cases involve acts that would be considered criminal acts if committed by an adult. Please note that it is not uncommon for judges to close these proceedings.

The related child welfare and juvenile justice systems include agencies and policies that implement and regulate formal government-sanctioned interventions into the lives of system-involved youth. Iowa's approach to service system funding is complex. Although the bulk of system services are funded through the state; county officials and other local funding sources can have a major impact on their communities' service array and delivery. Judges and juvenile court officers (JCOs) determine eligibility and the type of service to be provided to delinquent youth; while judges and the Department of Human Services (DHS) determine eligibility and services for abused, neglected, and status offending youth.

Iowa has a unified court system organized under the Judicial Branch. All judges, clerks of court and Juvenile Court Services (JCS) personnel are employees of the state Judicial Branch. The

responsibility of public defense for juvenile offenders lies with the state. The flow of youth through the juvenile court system is further detailed in the Juvenile Delinquent Processing Flow Chart (page 3).

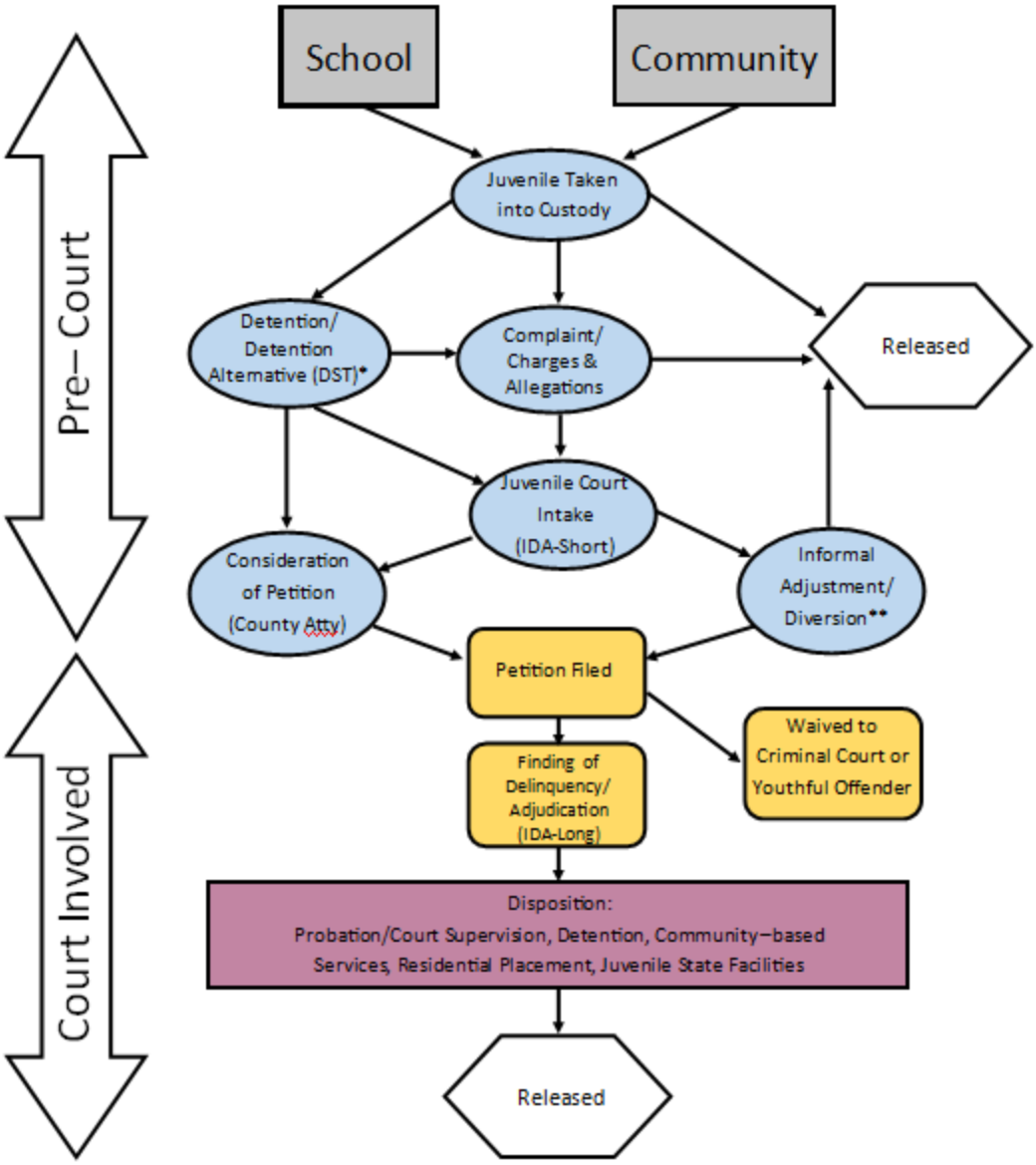
Law enforcement in Iowa is primarily a local responsibility at the county and municipal levels (county sheriffs and city police departments). These are supported by the Iowa State Patrol, which is statewide and are divided into 13 regional districts. Iowa Code requires any arrest by the State Patrol to be processed in the corresponding county sheriff's office.

Juvenile detention centers are operated by a county or coalition of counties under regulations and rules established by DHS. Community-based sanctions, interventions, and services for youth in the juvenile justice system (e.g. probation, school-based supervision, tracking and monitoring, outpatient mental health and substance abuse treatment, and wrap around) are coordinated by JCS. Iowa continues to increase its capacity to provide quality and effective community-based youth services. Out-of-home placements (e.g. boys' state training school, group foster care facilities) are funded and regulated by DHS.

Additionally, a variety of localized planning initiatives shape services for system and non-system youth. Many communities have access to these planning efforts, and the local/regional officials work to coordinate the planning efforts. These youth serving/planning efforts include:

- Early Childhood Iowa – unite agencies, organizations and community partners to speak with a shared voice to support, strengthen and meet the needs of all young children and families;
- Decategorization (Decat) – have developed innovative cross-system approaches to providing more community-based responses to children and families who enter the child welfare and juvenile justice systems;
- Juvenile Justice Youth Development Allocation – allows regional and local planning for services for juvenile offenders.

Juvenile Delinquency Processing Flow Chart



Notes: This flow chart has been updated as of May 2018, and is an overview document that does NOT include every delinquency decision point.

*Youth can be detained at multiple decision points during the delinquency process.

** Most jurisdictions provide diversion for low level offenses referred to Juvenile Court Services. Includes many programmatic options or sanctions (e.g. shoplifting, substance abuse education, mediation, community service, etc.).

Juvenile Delinquency Analysis

Analysis of Juvenile Delinquency Problems and Needs

This information and data documents juvenile delinquency issues in Iowa, and informed the development of Iowa's goals and priorities.

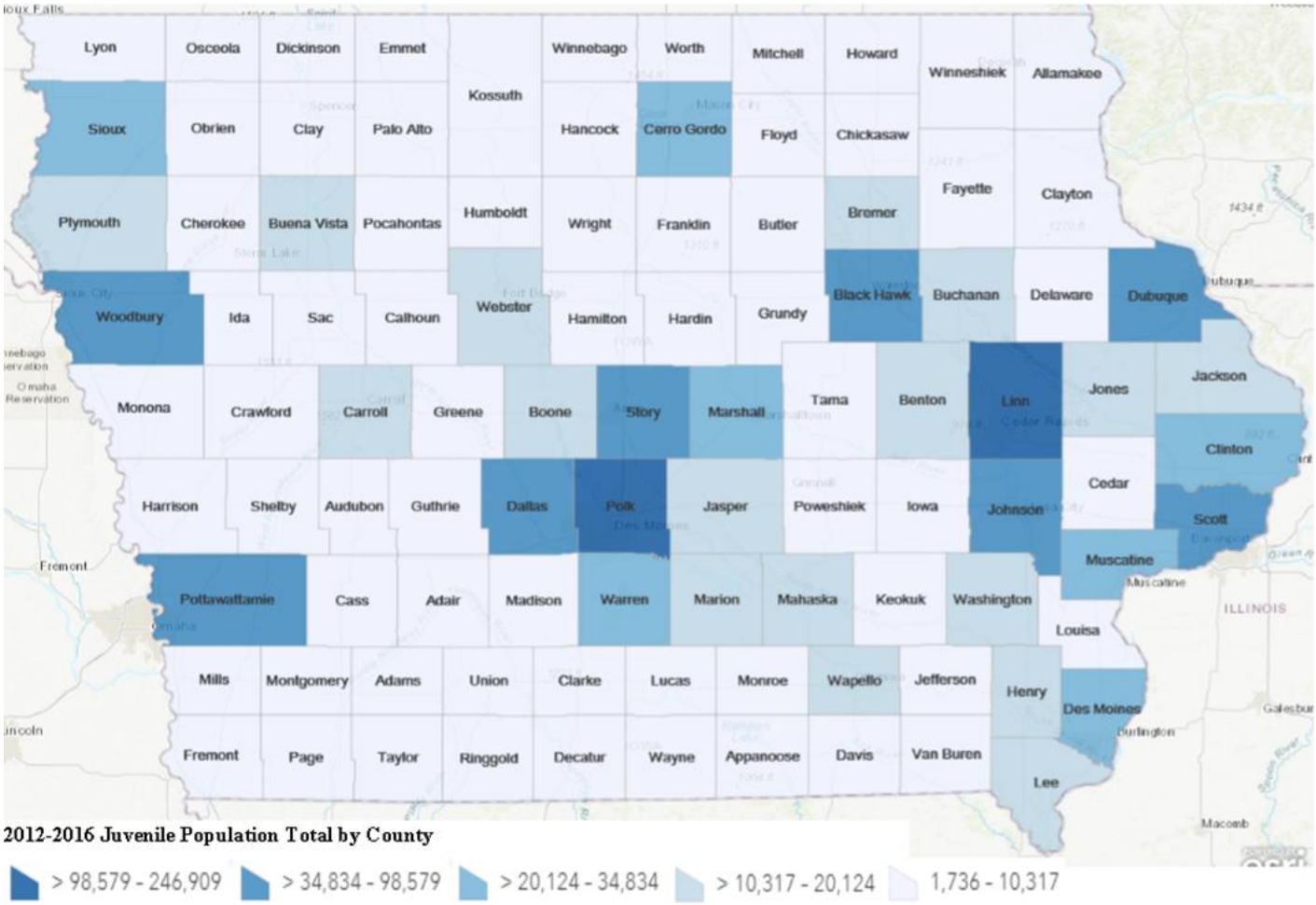
Examined data include: school enrollment, graduation rates, suspensions, complaints (referral to Juvenile Court Services), allegations, diversions, adjudications, petitions filed by JCS, and detention holds. The discussion focuses primarily on delinquents (youth who have committed criminal-related acts); however, many of the services or related processing also affect CINA youth. The overview of basic delinquency decision points includes information regarding some of the juvenile court's major decision points for youth ages 10-17 (*see Juvenile Delinquency Processing Flow Chart, p. 3*), and includes data from the Iowa Justice Data Warehouse (JDW).[1] Appendix N provides more specific and detailed data to supplement information provided in this analysis of Iowa's juvenile delinquency problems and needs.

Juvenile Population (2012-2016)

The following information reflects population estimates displayed in *Easy Access to Juvenile Populations*. These were derived from data originally collected by the U.S. Census Bureau and subsequently modified by the National Center for Health Statistics (NCHIS). Included are population estimates for Iowa youth ages 10-17 for calendar years 2012-2016.

[1] The Justice Data Warehouse is a central repository, including data from the Iowa Court Information System (ICIS) from all 99 counties.

Juvenile Population of Iowa by County (Ages 10-17) (2012-2016)



Source: National Center for Juvenile Justice[2]

Juvenile Population of Iowa by Race and Gender (Ages 10-17)

Iowa Juvenile Population	2012		2013		2014		2015		2016		% Change 2012 – 2016	
	F	M	F	M	F	M	F	M	F	M	F	M
White	131,904	139,485	131,255	138,508	130,794	137,960	130,626	137,258	129,962	136,813	-1.5%	-1.9%
African-American	8,428	8,853	8,791	9,083	9,207	9,507	9,476	9,740	9,790	10,035	16.2%	13.4%
Hispanic	12,926	13,460	13,433	13,995	13,914	14,445	14,412	14,917	14,780	15,412	14.3%	14.5%
Asian	3,644	3,563	3,879	3,851	4,128	4,043	4,258	4,371	4,723	4,541	29.6%	27.4%
Native American	720	671	698	688	677	690	676	692	666	656	-7.5%	-2.2%
Total	**157,622**	**166,032**	**158,056**	**166,125**	**158,720**	**166,645**	**159,448**	**166,978**	**159,921**	**167,457**	**1.5%**	**0.9%**

Source: National Center for Juvenile Justice[3]

Remarks regarding Population:

_____

[2] National Center for Juvenile Justice
[3] National Center for Juvenile Justice

- In 2016, there were 327,378 youth aged 10-17 in Iowa.

Remarks regarding Population (Cont.):

- The youth population increased by 1.2%, with females increasing by 1.5%, and males increasing by 0.9%.
- White and Native American youth population decreased by 1.7% and 5.0%, respectively.
- African-American, Hispanic, and Asian youth increased by 14.7%, 14.4% and 28.5%, respectively.

School Enrollment (Grades 6-12)

Certified enrollment is the annual report of enrolled resident public school students. The count is taken on the first day of October every year.

School Enrollment Data by School Year, Race, and Gender (Grades 6-12)

School Enrollment	2012-2013		2013-2014		2014-2015		2015-2016		2016-2017		% Change 2012-2017	
	F	M	F	M	F	M	F	M	F	M	F	M
White	99,636	105,842	98,557	104,987	98,129	104,265	97,873	103,694	97,277	103,089	-2.4%	-2.6%
African-American	6,133	6,687	6,332	6,907	6,532	7,097	6,829	7,406	7,126	7,699	16.2%	15.1%
Hispanic	10,388	10,877	10,977	11,409	11,434	11,950	11,966	12,669	12,683	13,496	22.1%	24.1%
Asian	2,880	2,871	3,027	3,032	3,166	3,218	3,272	3,388	3,433	3,511	19.2%	22.3%
Native American	582	587	546	517	559	515	513	530	479	500	-17.7%	-14.8%
Multiracial	3,074	3,145	3,310	3,423	3,547	3,604	3,893	3,921	4,177	4,246	35.9%	35.0%
Total	**122,693**	**130,009**	**122,749**	**130,275**	**123,367**	**130,649**	**124,346**	**131,608**	**125,175**	**132,541**	**2.0%**	**1.9%**

Source: Iowa Department of Education

Remarks regarding School Enrollment:

- Enrollment increased by 2.0% overall, while White and Native American youth enrollment decreased by 2.6% and 16.2%, respectively.
- African-American (15.6%), Hispanic (23.1%), and Asian (20.7%) youth increased enrollment.

Graduation rates (2012-2016)

The four-year graduation rate is calculated by dividing the number of students who graduate with a regular high school diploma in four years by the number of first-time 9th graders enrolled minus the number of students who transferred out plus the total number of students who transferred in[4]. The overall graduation rate in Iowa is 91.3%, which is the highest graduation rate in the country.

[4] https://www.educateiowa.gov/graduation-rates-and-dropout-rates

School Graduation Rates by Race, Gender, and SES

Iowa Graduation Rates	2012	2013	2014	2015	2016	% Change 2012-2016
Race	%	%	%	%	%	%
White	91.1%	91.5%	92.2%	92.4%	92.9%	2.0%
African-American	74.1%	73.8%	78.6%	79.2%	79.7%	7.6%
Hispanic	77.5%	79.5%	81.7%	82.8%	84.5%	9.0%
Asian	89.9%	91.1%	90.8%	92.7%	91.5%	1.8%
Hawaiian/Pacific Islander	76.9%	67.5%	80.0%	86.4%	88.1%	14.6%
American Indian	72.7%	83.2%	78.3%	85.6%	80.6%	10.9%
Gender						
Female	91.4%	91.8%	92.3%	92.8%	93.1%	1.9%
Male	87.2%	87.6%	88.8%	88.8%	89.6%	2.8%
Socio-Economic Status (SES)						
Low SES	79.7%	80.4%	84.1%	84.8%	83.9%	5.3%
Total	**89.3%**	**89.7%**	**90.5%**	**90.8%**	**91.3%**	**2.2%**

Source: Iowa Department of Education

Remarks regarding Graduation Rates:

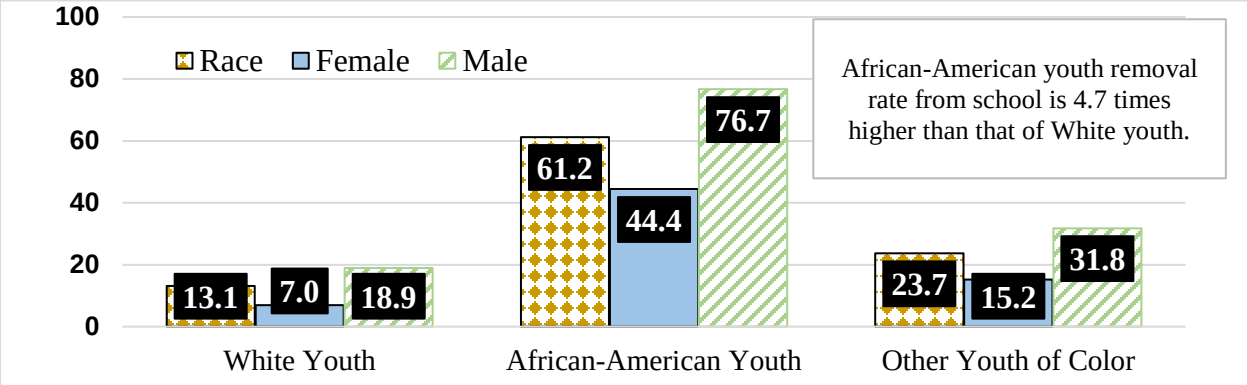
- Graduation rates increased by 2.2%. Hawaiian/Pacific Islander youth experienced the largest increase at 14.6%, followed by American Indian (10.9%), and Hispanic (9.0%) youth.
- Males experienced a slightly higher increase in graduation rates compared to females, 2.8% and 1.9%, respectively.
- All youth of color have graduation rates lower than white youth.
- African American youth have the lowest graduation rate (79.7%).

<u>In-School and Out-of School Suspensions (Grades 6-12)</u>

In Iowa, local school districts have broad authority to determine suspension procedures. Iowa law only addresses suspensions related to violence, firearms, and drugs. If a student violates a policy related to the use of substances, the local school board may suspend a student. See Iowa Code § 279.9[5].

[5] https://www.legis.iowa.gov/docs/code/279.9.pdf

In-School and Out-of-School Suspension Rates (per 1,000 Youth) by Race (Grades 6-12)



In-School and Out-of-School Suspensions by Race (Grades 6-12)

School Suspensions		2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	% Change 2012-2017
White	F	7,835	7,055	7,588	6,005	5,712	-27.1%
	M	22,841	20,544	20,242	17,617	17,455	-23.6%
	Total	**30,676**	**27,599**	**27,830**	**23,622**	**23,167**	**-24.5%**
African-American	F	2,976	2,977	3,239	2,676	2,767	-7.0%
	M	5,700	5,769	5,924	5,036	5,020	-11.9%
	Total	**8,676**	**8,746**	**9,163**	**7,712**	**7,787**	**-10.2%**
Hispanic	F	2,292	1,870	2,370	1,424	1,300	-43.3%
	M	4,794	4,089	4,638	3,515	3,370	-29.7%
	Total	**7,086**	**5,959**	**7,008**	**4,939**	**4,670**	**-34.1%**
Asian/Pacific Islander	F	167	116	141	107	94	-43.7%
	M	347	320	327	257	282	-18.7%
	Total	**514**	**436**	**468**	**364**	**376**	**-26.8%**
Native American	F	109	105	105	107	110	0.9%
	M	246	192	202	116	133	-45.9%
	Total	**355**	**297**	**307**	**223**	**243**	**-31.5%**
Multi-Racial	F	741	803	860	709	765	3.2%
	M	1,592	1,669	1,703	1,534	1,636	2.8%
	Total	**2,333**	**2,472**	**2,563**	**2,243**	**2,401**	**2.9%**
Total	F	14,120	12,926	14,303	11,028	10,748	-23.9%
	M	35,520	32,583	33,036	28,075	27,896	-21.5%
	Total	**49,640**	**45,509**	**47,339**	**39,103**	**38,644**	**-22.2%**

Source: Iowa Department of Education

Remarks regarding School Suspensions:

- Removal rates for African-American youth are 4.7 times higher than White youth.
- Overall, school suspensions have decreased by 22.2%.
- Suspensions for White youth decreased by 24.5%, while African-American youth decreased by 10.2%.

Complaints to Juvenile Court

A complaint is an official claim by law enforcement that initiates actions in juvenile court processing. All complaints are referred to JCS, which provides juvenile intake and probation

services. Once the complaint is received by JCS, all available case information is entered into the Iowa Court Information System (ICIS).

Statewide Complaints by Race and Gender (Ages 10-17)

Complaints	2013		2014		2015		2016		2017		% Change 2013 - 2017	
	F	M	F	M	F	M	F	M	F	M	F	M
White	3,481	7,379	3,084	6,852	2,971	5,998	2,668	5,922	2,762	5,947	-20.7%	-19.4%
African-American	1,239	2,686	1,328	2,595	1,218	2,508	966	2,447	1,055	2,531	-14.9%	-5.8%
Hispanic	317	1,044	297	875	363	761	305	772	262	766	-17.4%	-26.6%
Other Youth of Color	216	302	196	308	161	319	179	272	157	292	-27.3%	-3.3%
Total	**5,253**	**11,411**	**4,905**	**10,630**	**4,713**	**9,586**	**4,118**	**9,413**	**4,236**	**9,536**	**-19.4%**	**-16.4%**

Source: Iowa Justice Data Warehouse, January 2018

Remarks regarding Complaints:

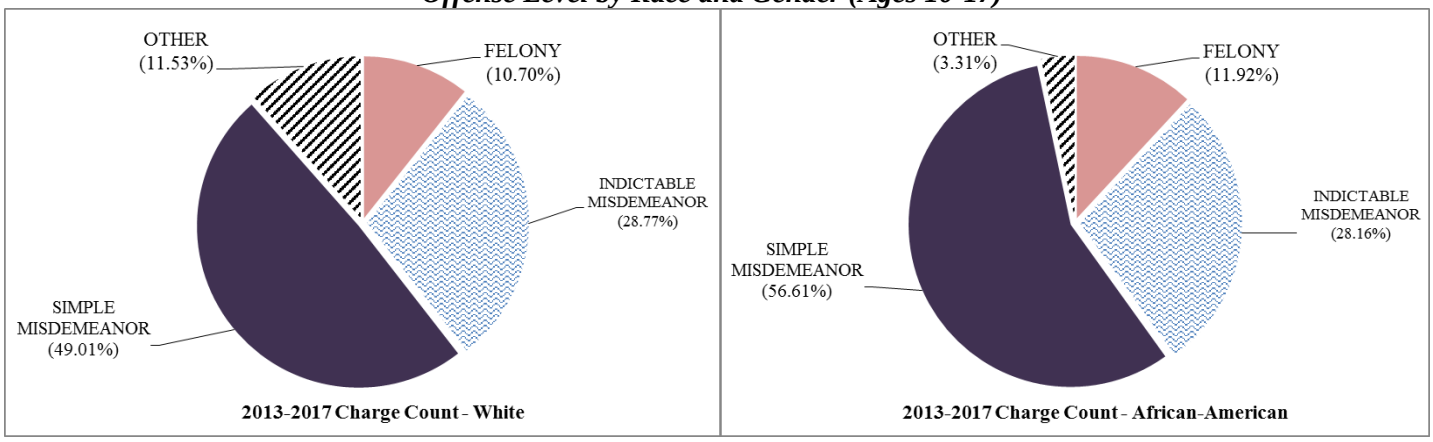
- Complaints for White youth decreased by 19.8%, while complaints for African-American youth decreased by 8.6%.
- Complaints for all race and gender categories decreased from 2013 to 2017, by an average of 17.4%.
- Complaints for White males decreased by 19.4%, while African-American males decreased by 5.8%.
- Complaints for Hispanic females and males decreased, 17.4 and 26.6%, respectively. This was the only race category to have males decrease more than females.

Charges

A charge/allegation is the description of a law violation on a complaint. There may be one or more charges/allegations per complaint. Iowa offense levels include felonies, indictable misdemeanors (aggravated and serious), simple misdemeanors, and other offenses, typically local ordinances of scheduled violations (fine only).

Youth, 16 or older, committing "forcible felonies" are statutorily excluded from juvenile court jurisdiction and are processed in adult court. Statutorily excluded offenses include murder, voluntary manslaughter, sexual abuse and assault causing serious injury. The below charts do not include data on youth excluded from juvenile court jurisdiction.

Offense Level by Race and Gender (Ages 10-17)



Offense Level	2013		2014		2015		2016		2017		% Change 2013-2017	
	F	M	F	M	F	M	F	M	F	M	F	M
White												
Felony	180	1,115	173	1,279	188	1,180	174	1,174	186	1,253	3.3%	12.4%
Indictable Misdemeanor	976	2,880	948	2,822	972	2,541	954	2,649	988	2,827	1.2%	-1.8%
Simple Misdemeanor	2,295	4,957	2,106	4,741	2,070	4,215	1,735	3,976	1,816	3,706	-20.9%	-25.2%
Other	837	1,157	663	904	514	731	505	761	542	821	-35.2%	-29.0%
Total	**4,288**	**10,109**	**3,890**	**9,746**	**3,744**	**8,667**	**3,368**	**8,560**	**3,532**	**8,607**	**-17.6%**	**-14.9%**
African-American												
Felony	53	442	89	453	64	493	51	537	146	672	175.5%	52.0%
Indictable Misdemeanor	350	995	372	1,029	353	940	388	1,197	382	1,084	9.1%	8.9%
Simple Misdemeanor	1,059	2,055	1,159	1,979	1,048	1,909	792	1,761	799	1,691	-24.6%	-17.7%
Other	49	110	38	127	38	103	46	98	60	165	22.4%	50.0%
Total	**1,511**	**3,602**	**1,658**	**3,588**	**1,503**	**3,445**	**1,277**	**3,593**	**1,387**	**3,612**	**-8.2%**	**0.3%**

Source: Justice Data Warehouse, January 2018

Remarks regarding Offense Level - White:

- Indictable misdemeanor offenses decreased 1.8% for White males, yet increased 1.2% for White females.
- Simple misdemeanor offenses decreased 31.6%, yet comprised roughly 49% of the overall charges.
- More than 77% of the total charges were misdemeanors.

Remarks regarding Offense Level - African-American:

- More than 84% of the offenses during the report period are misdemeanors.
- Simple misdemeanors comprised 56.6% of allegations for African-American youth, which is the highest percentage of simple misdemeanor charges of any racial/ethnic group.
- Felony charges for African-American youth increased for female and male youth at 175.5% and 52.0% respectively, while such charges increased just over 11% for White youth.
- Indictable misdemeanors and Other offenses increased 9.0% and 41.5%, respectively for African-American youth.

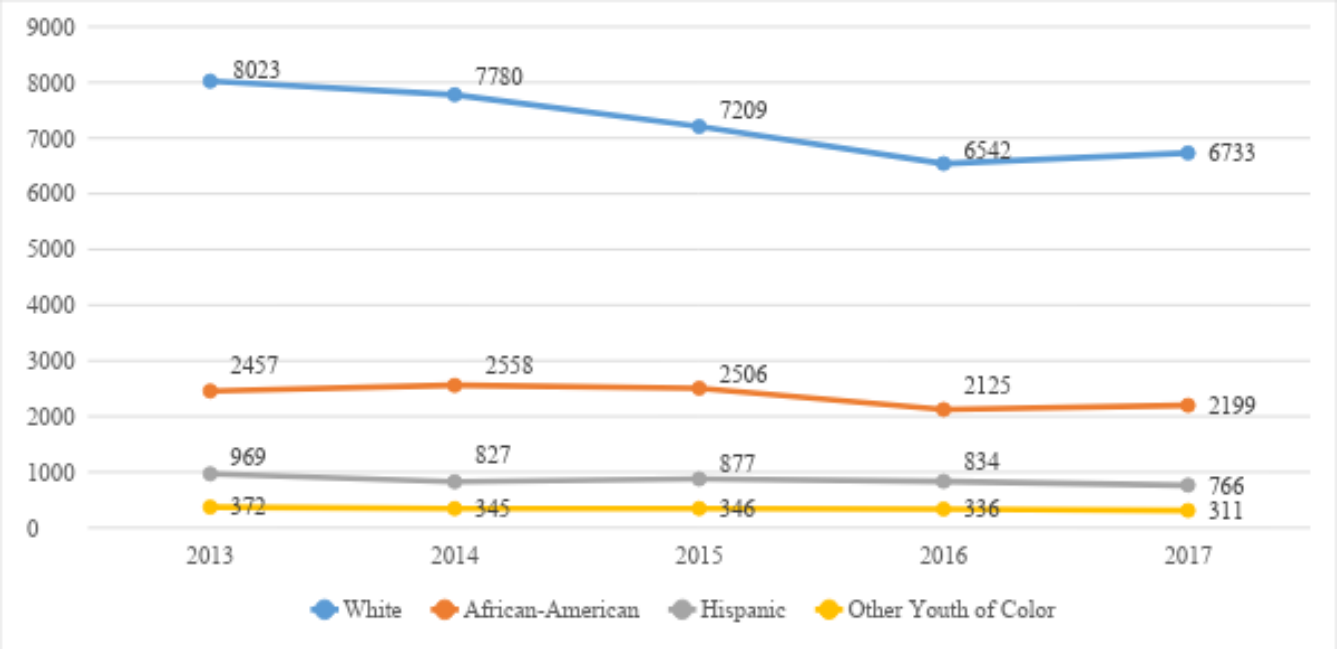
Diversion

Diversion efforts provide interventions, activities, or programming which seeks to keep delinquent youth from further system processing. Diversion is provided as an option for youth at low risk to public safety that require minimal JCS supervision.

Iowa Code §232.29 defines an informal adjustment (IA) as a written agreement signed by youth, parents/guardian, and a JCO to resolve a complaint without court involvement. It is considered diversion. Youth must acknowledge guilt to receive an IA. Many youth referred to the juvenile court receive IA's and terms typically include: referral to private agency, prohibition from driving, restitution, and community services, etc. The youth is released from JCS oversight within six months, if they comply with the conditions of the IA agreement.

The 2017 matrices include diversions, informal adjustments, holds for further review, refer to other agency, etc. These counts do not include any pre-charge diversion cases.

Statewide Diversions by Race, Gender and Year (Ages 10-17)



Diversions	2013		2014		2015		2016		2017		% Change 2013 - 2017	
	F	M	F	M	F	M	F	M	F	M	F	M
White	2,897	5,126	2,761	5,019	2,644	4,565	2,294	4,248	2,413	4,320	-16.7%	-15.7%
African-American	924	1,533	964	1,594	963	1,543	698	1,427	792	1,407	-14.3%	-8.2%
Hispanic	276	693	244	583	306	571	271	563	248	518	-10.1%	-25.3%
Other Youth of Color	168	204	154	191	127	219	137	199	132	179	-21.4%	-12.3%
Total	**4,265**	**7,556**	**4,123**	**7,387**	**4,040**	**6,898**	**3,400**	**6,437**	**3,585**	**6,424**	**-15.9%**	**-15.0%**

Source: Iowa Justice Data Warehouse, January 2018

Remarks regarding Diversions:

- Diversions for all race and gender categories decreased from 2013 to 2017, by an average of 15.3%.
- Diversions for Hispanic youth experienced the largest decrease (25.3%), while African-American males decreased 8.2%.
- Diversions for White youth decreased by 16.1%, while African-American youth decreased by 10.5%.
- African-American youth comprised approximately 22% of diversions from 2013 to 2017.

Petitions Filed by the Juvenile Court

JCS staff refer youth that require more serious court intervention to the county attorney. A delinquency petition is filed by the county attorney and initiates formal court proceedings.

Statewide Petitions by Race and Gender (Ages 10-17)

Petitions	2013		2014		2015		2016		2017		% Change 2013 - 2017	
	F	M	F	M	F	M	F	M	F	M	F	M
White	387	1,685	414	1,722	349	1,488	367	1,455	392	1,466	1.3%	-13.0%
African-American	263	909	355	1,027	277	923	231	1,007	238	1,006	-9.5%	10.7%
Hispanic	35	266	45	255	61	169	45	200	40	211	14.3%	-20.7%
Other Youth of Color	36	88	26	114	27	70	36	92	29	99	-19.4%	12.5%
Total	**721**	**2,948**	**840**	**3,118**	**714**	**2,650**	**679**	**2,754**	**699**	**2,782**	**-3.1%**	**-5.6%**

Source: Iowa Justice Data Warehouse, January 2018

Remarks regarding Petitions:

- Petitions for White females increased 1.3%, while African-American females decreased by 9.5%.
- Petitions for White males decreased by 13.0%, while African-American males increased by 10.7%.
- Petitions for White youth decreased by 10.3%, while African-American youth increased by 6.1%.
- African-American youth comprised 34.8% of the total petitions, and 34.2% of petitions for males.

Adjudications

An adjudication is a hearing on a petition filed in juvenile court to determine if charges/allegations are supported by evidence. Youth who are found to have committed an offense are adjudicated as delinquent.

Statewide Adjudications by Race and Gender (Ages 10-17)[6]

Adjudications	2013		2014		2015		2016		2017		% Change 2013 – 2017	
	F	M	F	M	F	M	F	M	F	M	F	M
White	133	582	104	581	84	527	98	537	106	472	-20.3%	-18.9%
African-American	68	298	71	301	77	262	80	337	70	315	2.9%	5.7%
Hispanic	16	95	10	100	10	68	22	59	10	78	-37.5%	-17.9%
Other Youth of Color	12	30	8	22	*	26	*	19	6	32	-50.0%	6.7%
Total	**229**	**1,005**	**193**	**1,004**	**175**	**883**	**204**	**952**	**192**	**897**	**-16.2%**	**-10.7%**

Source: Iowa Justice Data Warehouse, April 2018

Remarks regarding Adjudications:

- Adjudications increased for African-American females (2.9%), African-American males (5.7%), and Other Youth of Color males (6.7%) and decreased for White females (-18.9% and males (-20.3%).
- African-American youth comprised approximately 32% of adjudications.

Detention Holds

Youth accused of any delinquent act and those adjudicated delinquent can be held in a juvenile detention facility. There are 10 such facilities in Iowa. Juvenile detention facilities are locked residential settings where youth under the jurisdiction of the juvenile court are held while awaiting a court hearing or disposition; a disposition for delinquent youth who violate their probation; and youth under the jurisdiction of the adult court awaiting trial, sentencing or are serving their sentence.

Iowa administrative rule (IAC 441-105.8(2)) requires juvenile detention facilities to include an education component. These education services are provided by Area Education Agencies

[6] (*) denotes numbers too small for meaningful analysis but are included in the overall total.
Data provided may not match similar decision point data provided in the Compliance portion of this grant application. Data are a reflection of official records contained in ICIS at the time the information was extracted from the Iowa Justice Data Warehouse. Some edits to these records may have occurred within ICIS after the extraction and such updates would be made in the data warehouse during the next available upload.

(AEA's). At varying levels, juvenile detention facilities additionally provide select physical and mental health services, group or individual counseling, recreation and skill building activities, etc.

In most jurisdictions, the initial detention decisions are made by a JCO. Law enforcement makes such decisions in a small number of jurisdictions. Youth held in juvenile detention facilities must have a court hearing within 24 hours, excluding weekends and holidays.

Below is information from Iowa's juvenile detention facility database. The database contains information specific to all "holds" performed in juvenile detention facilities throughout Iowa. For all reported holds, facilities indicate the most serious offense alleged to have been committed by the youth.

The juvenile detention holds table (page 15) indicates the number of juvenile detention holds based upon the release date. It does not count youth or complaints, but a placement or hold in detention. For example, a single youth placed multiple times over the course of the year will appear in the count multiple times. Additionally, a youth transferred from one facility to another facility, and reported by each facility as a hold would be counted multiple times; even if each hold were for the same delinquent act.

Statewide Detention Holds by Race and Gender

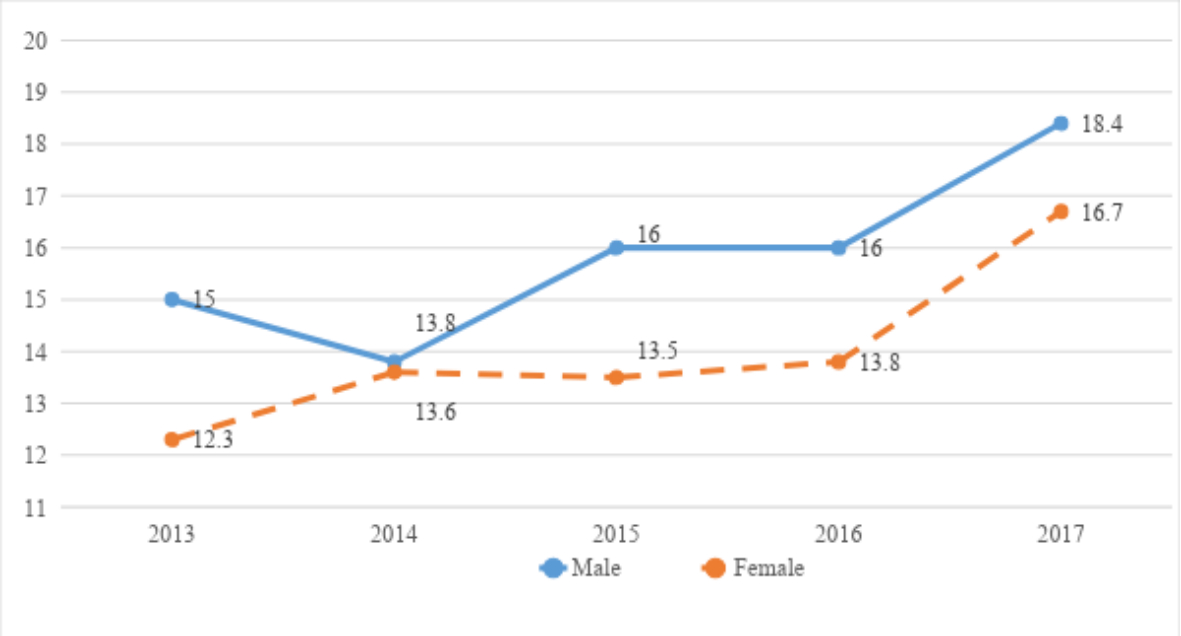
Detention Holds	2013		2014		2015		2016		2017		% Change 2013 - 2017	
	F	M	F	M	F	M	F	M	F	M	F	M
White	361	1,232	306	1,071	285	1,001	292	947	224	855	-38.0%	-30.6%
African-American	166	618	157	649	182	669	153	697	149	657	-10.2%	6.3%
Hispanic	35	234	32	263	36	167	35	188	42	153	20.0%	-34.6%
Other Youth of Color	71	166	50	166	55	123	68	117	60	135	-15.5%	-18.7%
Total	**633**	**2,250**	**545**	**2,149**	**558**	**1,960**	**548**	**1,949**	**475**	**1,800**	**-25.0%**	**-20.0%**

Source: Iowa Justice Data Warehouse, January 2018

Remarks regarding Detention Holds:

- Detention holds decreased by 25% for females and 20% for males.
- White youth experienced the greatest declines in detention with females observing a 38% decrease and males observing a 30.6% decrease.
- Detention holds decreased 10.2% for African-American females, while their male counterparts experienced a 6.3% increase.

Detention Holds: Average Length of Stay by Gender (Ages 10-17)



Source: Iowa Justice Data Warehouse, January 2018

Remarks regarding Detention Average Length of Stay:

- The average length of stay increased from 12.3 days to 16.7 days for female youth, and from 15.0 days to 18.4 days for male youth.
- The average length of stay for detention holds increased for all race and gender categories.

Special Populations: Mental Health

On April 23, 2018, Governor Kim Reynolds signed Executive Order Number Two (Exhibit 25), establishing a Children's System State Board that will coordinate recommendations by the Children's Mental Health and Well-Being Advisory Committee to develop and implement a Children's Mental Health System. The strategic plan is to be produced and submitted to the Governor by November 15, 2018. Membership on the Children's System State Board includes many stakeholders of mental health services for children, including the Director of the DHR, State Court Administrator (Judicial Branch), representative of a juvenile court detention center, law enforcement, and many other stakeholders of mental health services for children. Specific members have not been named at the time of this application. The SPA and SAG will be working with members of the Children's System State Board, the Juvenile Justice System Improvement's leadership team (see page 22), and others regarding the recommendations, strategic plan, and delivery of services to children and families.

Remarks regarding Mental Health:

- 70% of formally involved youth in state and local juvenile justice systems have a mental illness[7].
- 37% of students with a mental health condition age 14 and older drop out of school—the highest dropout rate of any disability group[8].

Special Populations: Females

Iowa's SAG created the Iowa Task Force for Young Women (ITFYW) in 1994 to make recommendations and address issues related to young women in the juvenile justice system. The ITFYW involves key stakeholders in Iowa's juvenile justice system, particularly service providers who want comprehensive system change that reflects gender equity for girls and young women.

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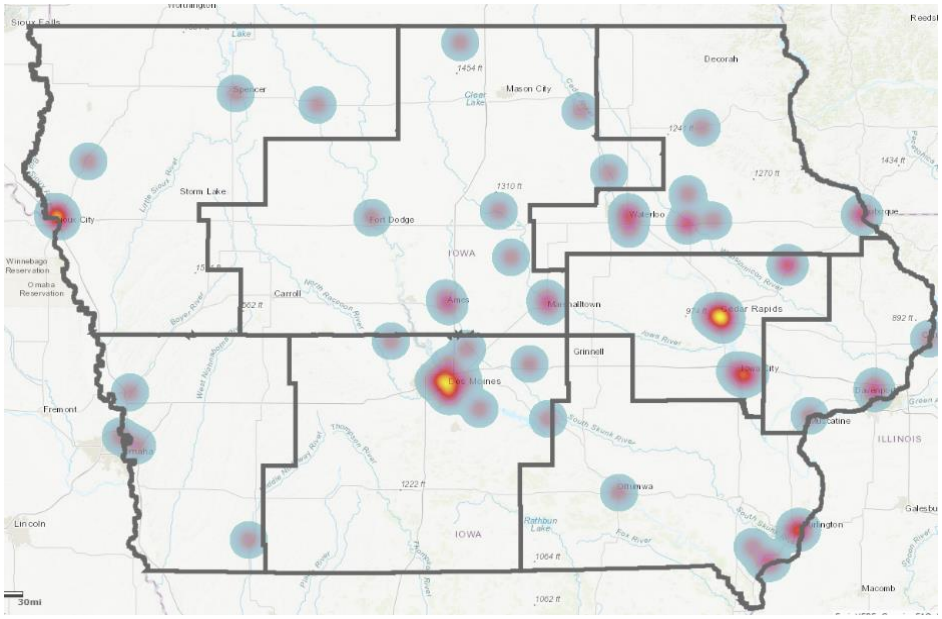
[7] National Institute of Mental Health
[8] Ibid.

The ITFYW seeks to promote innovative female responsive techniques through education and advocacy.

Although Iowa has not historically placed emphasis on providing gender-responsive services for females, since the formation of the ITFYW there has been increased discussion and action. Across the continuum of the Iowa juvenile justice system, service providers and system officials have been educated on female development and the need for more gender-responsive services that utilize the gender-specific services philosophy in programs that serve adolescent females. Encouragingly, there has been change in the way services are provided in various programs; however, a comprehensive change across the juvenile justice system has not occurred.

The following are excerpted from a comprehensive data report specifically on serious, violent, and chronic female juvenile offenders who are under juvenile court jurisdiction and are determined to be eligible for placement in a state training school setting, as outlined in Iowa Code §232.52 (2). There were 68 such females identified between July 1, 2016 and June 30, 2017. Of these 68 girls, 34 were White, 27 were African-American. 5 were Hispanic, and 2 were categorized as an Other/Unknown ethnicity. Additionally, for comparison, approximately 450 males were identified using the same criteria during the same time frame.

State Training School (STS) Eligible Females Location by Most Recent Home Address



Note: Red and yellow areas of the map indicate the greatest concentration of state training school eligible females, while blue areas indicate lower or singular concentrations. "Home Address" does not include out of home placement facilities.

Remarks regarding Location by Most Recent Home Address:

- It is noteworthy that this population of girls eligible for placement in a STS setting are from all areas of Iowa.

The full data report can be found in Exhibit 1.

<u>Tama County, Iowa</u>

Information specific to Tama County, Iowa are provided in compliance with the grant solicitation which requires the inclusion of juvenile data for any geographical area in which an American Indian tribe performs law enforcement functions.

Data for Tama County can be found in Appendix N.

Goals and Objectives

In FFY2015, the SAG identified five priority areas for the JJDPA Formula Fund grant application. These priorities provide the underlying principles that the SAG applies towards the improvement of the juvenile justice system in Iowa. In March 2018, the SAG officially approved the priorities, goals, and objectives for the 2018 JJDPA Formula Fund 3-year plan, which includes those developed by Iowa's Disproportionate

Minority Contact (DMC) Subcommittee, Policy and Program Committee, and Iowa Task Force for Youth Women (ITFW). Below are a list of priorities, goals, and objectives. A full list of priorities, goals, objectives, and action steps, can be found in Exhibit 26 of this report.

Priority One: Effective and Promising Practices	
Goal 1: Adoption of evidence and research based juvenile justice practices statewide.	
	Objective 1: JJAC will alter its budget structure to emphasize funding services that are evidence and/or research-based.
	Objective 2: Provide information to members of the court and related systems about evidence and research based practices and their effectiveness.
	Objective 3: JCS will provide statewide, regularly updated inventory of the community-based services in use for delinquent youth in each judicial district as standard practice.
	Objective 4: CJJP will provide regularly updated inventory of out of home group care services, including the State Training School, in use for delinquent youth statewide.
	Objective 5: Advocate for further research into evidence and research-based practices that specifically address gender, race/ethnicity, mental health, substance use and trauma in the juvenile justice system.
Goal 2: Collaborate with key justice entities to support innovative and promising practices that show the potential to develop a research/evidence base, particularly for marginalized populations.	
	Objective 1: Use of Decat Graduated Sanctions and other flexible funding sources on SPEP eligible service types that may not yet be fully evidence-based and then evaluate those services using the SPEP.
	Objective 2: Provide information to members of the court and related systems about innovative and promising practices.
	Objective 3: Advocate for further research into innovative and promising practices that specifically address gender, race/ethnicity, mental health, substance use and trauma in the juvenile justice system.
Priority Two: Mental Health, Substance Abuse and Trauma	
Goal 1: Raise awareness of the inter-relation between mental health, substance use, trauma and delinquency.	
	Objective 1: Connect professionals to related training using training and technical assistance funding through OJJDP.
	Objective 2: Conduct a review of the available research on the inter-relation between mental health, substance use, trauma and delinquency.
Goal 2: Determine what pathways, if any, exist for collecting data on mental health, substance use and trauma among delinquent youth.	
	Objective 1: Re-examine the data that was gathered previously and determine the feasibility of replicating it.
	Objective 2: Support the recommendation for mental health screening in juvenile justice coming from the national partners in the SMART grant process.
Goal 3: Examine need for a sub-committee or other means for conducting this work.	
	Objective 1: Hold focus group meetings and seek input from with key constituencies around the state.
Priority Three; Disproportionate Minority Contact (DMC)	
Goal 1: Minimize system contact for low risk[9] youth of color by developing formal, statewide diversion opportunities through implementation of structures and policies at early juvenile justice system processing.[10]	
	Objective 1: Provide oversight and document local community efforts to reduce DMC and encourage expansion of local efforts.
	Objective 2: Provide Oversight of Implementation of Detention Screening Tool (DST).
	Objective 3: Research potential mental health/substance abuse/adverse childhood experience screening instruments.

[9] Low risk = Low risk on the Iowa Delinquency Assessment (IDA) or simple misdemeanor offense level.

[10] Early System Processing includes: school discipline, charge (or taking into custody), juvenile court services (JCS) referral, informal adjustment and other JCS diversion activities, detention, and detention alternatives

	Objective 4: Participate in efforts to validate the Iowa Delinquency Assessment (IDA), and to consider race/ethnicity as integral factors in the IDA.
	Objective 5: Further DMC Efforts through support of key legislative initiatives.
Goal 2: Formalize Collaboration with Iowa Task Force for Young Women	
	Objective 1: Finalize key priorities for Black girls.[11]
	Objective 2: Hold joint meeting between DMC Sub and ITFYW.
Goal 3: Investigate Issues regarding Refugee and Immigrant Youth with the Intent of Eventually Informing and Educating JCO's and Judges	
	Objective 1: Identify key juvenile justice-system and other related resources for these populations.
Goal 4: Research and Affect Change for Deep-end Youth of Color eligible for State Training School Placement (STS) according to Iowa Code §232.52(2).	
	Objective 1: Utilize basic data format developed by ITFYW (and other data sets) to develop and write an action plan for boys of color eligible for placements at STS.
	Objective 2: Collaborate with work groups for Iowa's Juvenile Justice System Improvement and Juvenile Reentry Systems Efforts to institutionalize change that emphasizes STS youth of color.
	Objective 3: Engage and learn from Polk County's Results Count initiative relating reducing the rates of placement for emancipated youth of color.
Priority Four: Female Equity	
Goal 1: Make the experiences and needs of girls who are disproportionately represented in the juvenile justice system (i.e. black, native and LGBT youth) central to the ongoing work of the ITFYW	
	Objective 1: Minimize juvenile justice and feeder system(s) contact for low risk girls of color, LGBTQ and gender non-conforming girls through systemic change.
	Objective 2: Promote and make available relevant training and technical assistance.
	Objective 3: Explore and assess a variety of other systemic changes that may be both gender and culturally responsive.
Goal 2: Establishment of a specialized setting(s) for serious, violent and chronic offenders as well as systemic measures to reduce the need for such a setting as outlined in the recommendations of the Iowa Girls Justice Initiative report. *In addition to the recommendations outlined in the IGJI report –*	
	Objective 1: Develop a messaging and policy strategy.
	Objective 2: Collaborate with key partners.
	Objective 3: Monitor and provide ongoing assessment of how the change in out of home group care has impacted girls. Specifically, the new contracts in place from DHS which emphasize proximity to home over specialized treatment based on youth profile, risk and needs.
	Objective 4: Monitor and provide ongoing assessment regarding the experience of Iowa girls involved in the juvenile justice system, particularly their experience in secure detention.
Goal 3: Fill the gaps and improve the quality in the continuum of care for girls in both residential and community-based service settings with well-defined options that allow for differential responses based on culture, risk level, development and needs.	
	Objective 1: Identify gender and culturally responsive gaps along the continuum of services for girls involved in or at risk for involvement in the juvenile justice system.
	Objective 2: Address gender and culturally responsive gaps along the continuum of services for girls involved in or at risk for involvement in the juvenile justice system.
	Objective 3: Monitor and provide ongoing assessment of how the change in out of home group care has impacted girls.
Goal 4: Dedicated state funds for equitable treatment of females in the JJ system.	
	Objective 1: Determine the costs associated with serving girls.
	Objective 2: Raise awareness about the lack of services for girls, the unintended consequences of this lack and garner support for dedicated funding.

[11] "Black girls" refers to a girl having origins in any of the Black racial groups of Africa or Caribbean countries.

	Objective 3: Explore additional funding streams and partnerships beyond state funding.

Priority Five: Compliance Monitoring of the Juvenile Justice and Delinquency Prevention Act	
Goal 1: Maintain Iowa's compliance with the Juvenile Justice and Delinquency Prevention Act's core requirements of Deinstitutionalization of Status Offenders, sight & sound separation, jail removal, and Disproportionate Minority Contact.	
	Objective 1: Continue to update and maintain Iowa's essential elements to an effective compliance monitoring system.
	Objective 2: Continue to gather and analyze data from facilities identified in Iowa's compliance monitoring universe.
	Objective 3: Continue on-site audits of identified facilities for data verification.
	Objective 4: Provide analysis and evaluation support to Iowa's Disproportionate Minority Contact efforts; including analysis and evaluation of data by gender.

Implementation

Iowa is one of four states to receive a federal Juvenile Justice System Improvement (JJSI) planning grant from OJJDP for the purpose of developing a comprehensive, statewide plan to improve Iowa's juvenile justice system. The project began in October of 2016 and has allowed CJJP and other stakeholders to partner with national experts from the Council of State Governments Justice Center (CSG), National Youth Screening and Assessment Partners (NYSAP), and the Center for Juvenile Justice Reform at Georgetown (CJJR) to conduct an extensive, statewide assessment of Iowa's juvenile justice system in order to identify strengths and areas for improvement.

CJJP and these national partners presented the findings of this comprehensive assessment on November 6, 2017, to an audience of juvenile court officers, judges, attorneys, community advocates, service providers, and others. These findings led to recommendations from national experts, chief JCOs, and other leaders in the field.

Six working groups have been established to examine the identified priorities and create a plan for improvement and implementation. These small working groups will continue to have the benefit of national resources and leadership from partners throughout the project. The topic areas for the six working groups and how they align with the juvenile justice priorities of the SAG's 3-year plan:

	Working Group Tasks	Related SAG Priority Area(s)
1	Support/Revise the Detention Screening Tool Establish statewide policies for Detention	Effective/Promising Practices
2	Establish statewide policies for screening and diversion Identify needed enhancements to Iowa Court Information Systems to improve data collection	Mental Health, Substance Abuse and Trauma
3	Develop statewide opportunities for pre-charge diversion Identify communities for intensive DMC efforts/TTA Support trainings on implicit/explicit bias to reduce DMC	DMC
4	Identify youth access to mental health care improvements Develop a service inventory by Judicial District	Mental Health, Substance Abuse and Trauma Effective/Promising Practices
5	Address lack of services for serious, violent females Examine adult waivers and extended jurisdiction	Female Equity
6	Make structural changes to Court Administration and JCS to improve standardization, procurement, delivery, quality assurance, and oversight	Effective/Promising Practices

Additional ongoing efforts which are aligned with JJSI and which encompass the goals and objectives of multiple 3-year plan priority areas:

Validation of the Iowa Delinquency Assessment (IDA) - A Washington State researcher, Dr. Zachary Hamilton, is currently re-validating the IDA and a final product is expected in late 2018. The overall analysis reflects a strong validation of the instrument, plus information which may result in further activities related to race/ethnicity and gender. The SPA will work with SCA, Iowa's Chief JCO's, the DMC Subcommittee and the ITFYW regarding recommendations from the validation.

Joint meetings between SAG subcommittees – In recent years, there has been a growing interest by the two most active SAG subcommittees, DMC and the Iowa Task Force for Young Women, to better coordinate their efforts. The work on serious, violent and chronic female offenders has provided one opportunity to do so, as the data has revealed a remarkable amount of disparity

among African-American girls in this group (see Appendix N). It is intended that data reports, first for serious, violent and chronic females (see Exhibits 1 and 2) and then for serious, violent and chronic males (to be completed) will further the joint work of these two sub-committees. The initial joint meeting was in January 2018 and activities at this time for that collaboration are likely to include, but are not limited to:

Develop separate data reports that inform system officials regarding issues for serious, violent and chronic youth, whom are often disproportionately kids of color.
Explore the findings related to race/ethnicity and gender from the most recent IDA validation for any indicated action to take.
Establish a specialized placement(s) for serious, violent, and chronic female offenders as well as systemic measures to reduce the need for such a setting as outlined in the recommendations of the Iowa Girls Justice Initiative (IGJI) report. (see Exhibit 2)
Fill the gaps and improve the quality in the continuum of care for boys and girls of color in both residential and community-based service settings with well-defined options that allow for differential responses based on culture, risk level, development and needs.
Diversion of low risk youth to reduce DMC.
Dedicated state funds for equitable treatment of females in the juvenile justice system.
Review research related to a variety of decision points in and prior to involvement in the juvenile justice system unique to females that may illuminate causes and solutions for the over-representation of African-American girls and establish other related key priorities.

Effective and Promising Practices Related Implementation Activities

Standardized Program Evaluation Protocol™ (SPEP) and Service Inventory - The SPEP, which determines the likely effectiveness of services for delinquent youth in reducing recidivism when compared to an extensive delinquency service research base. The SPEP functions as a diagnostic tool to facilitate improvements within those services that are eligible to be evaluated. In Iowa, it was initiated in 2013 with the assistance of an OJJDP demonstration award and continues with other funding sources. Providers who participate are given recommendations for improvements

that, if executed, will bring their service more in line with what the research has demonstrated to be optimal for recidivism reduction.

Ideally, the SPEP and the Decision Matrix (page 25) will eventually be fully integrated, providing guidance not only about which type of service is indicated for any given youth, but also identifying existing effective services of that type to reduce recidivism.

The SPA has determined that the adoption of universal, ongoing documentation of the community-based service array for youth involved with JCS will make the SPEP process more efficient and sustainable on a statewide basis. The creation of such a Service Inventory (see Exhibit 3) that is specific to each judicial district collecting the same type of information across all districts would have the following benefits for the juvenile justice system:

- Determine the services within each judicial district that are SPEP eligible. This will allow all districts to be "SPEP ready" at all times. It would also allow the SPA to conduct the SPEP evaluations more efficiently, quickly and in response to JCS requests.
- JCS will be able to use the Service Inventory and determine a number of things derived from the SPEP research base –
    - Does the district's service array have an adequate representation of the 14 different SPEP service types which the research has shown are effective in terms of recidivism reduction?
    - Of those services that do fit a SPEP service type, is the indicated dosage being met?
    - Are the available services responsive to a variety of risk levels?
- As the Decision Matrix is completed, an up-to-date Service Inventory will optimize service matching with Decision Matrix results.
- It would allow for a quick assessment at any given point in time of the services available for girls, kids of color and in rural areas thereby identifying gaps that need to be filled.

In addition to community-based services, a Service Inventory would also include services offered in residential treatment settings serving primarily youth involved with the juvenile justice system. This portion of the Service Inventory would be completed by SPA staff.

<u>Decision Matrix</u> - As an extension of the SPEP and Service Inventory, the SPA began development of a Decision Matrix for juvenile justice. This is a type of structured decision making which is intended to assist system officials in determining the most appropriate level of supervision and

type of services for youth, thereby maximizing recidivism reduction. The tool had reached its final stages when the SPA gained access to predictive analytics software. The decision was made to delay pilot testing the tool to allow for further development of the Decision Matrix using this software, which allows for incorporating a number of additional variables beyond risk level, which should increase the sensitivity of the instrument. The structured decision-making facilitated by this tool is intended to produce better outcomes for youth and families.

Statewide Comprehensive Juvenile Reentry System (JReS) – In 2014, Iowa received resources and technical assistance from OJJDP (2nd Chance grant) to plan and implement a juvenile reentry system. Research reflects that Iowa's recidivism rate in 2012 was 71% for juvenile offenders returning from the STS; 83% for African-American youth. Delinquent youth returning from group care placement have recidivism rates of 48%; 60% for African-American youth. A diverse, state-level Juvenile Reentry Task Force (JRTF) was created in January 2015. The JRTF developed and released a comprehensive JReS plan in July 2015. The plan seeks to reduce reentry recidivism rates by 50% over five years. Major JReS plan components being implemented include:

Policy - development of a standardized structure and policy related to placement and reentry.
Assessment - standardization and establishment of policy related to the utilization of IDA and other assessment tools.
Collaboration - broader engagement and participation in reentry planning related to permanency and transition planning (e.g. youth, families/extended family, juvenile justice system, school staff, private youth serving agencies, Workforce Development, Vocational Rehabilitation, Iowa Aftercare Services Network, faith communities, advocacy/mentor groups).
Youth Transition Decision Making Teams - introduction of youth transition decision making team meetings (YTDMs) for youth returning from STS and other select group care settings. YTDMs are professionally facilitated and youth led, and include discussions between formal and informal support networks for youth prior to and returning from out-of-home placement.
Evidence-Based Programs - engagement of youth in evidence-based programs (evidence-based programs discussed above) upon release from placement.
Technology - utilization of technology (e.g. Skype, video conferencing) to better connect formal and informal supports for delinquent youth in placement.

SAG budget process - The SPA and SAG have become increasingly committed to ensuring that the Title II pass-through funds are prioritized by the Judicial Districts, based on data and past effectiveness of programs. The SPEP and Decision Matrix tools have and will better inform this process and will lead to effective services based on usage, availability, and need for those services. The SPA will continue to explore ways to structure the dissemination of pass through funds in such a way as to further support best practices.

JCS research project collaboration - The JCS Iowa Model Work Group has been working toward a consolidation of practices and models synthesized into a single training and reference model for juvenile court officers to increase validity, consistency, and frequency within the operations of JCS in terms of assessment, planning, and intervention. In development, it will essentially be a relatively static model based on the Risk-Needs-Responsivity (RNR) principle that also allows for adoption of new research-based practices within that framework. It is also intended to include a resource that can be provided to external audiences (e.g. judges, attorneys, schools) to illustrate the value of following the RNR principles rather than solely using individual judgment. The SPA has been assisting this process by collecting research that clearly documents a variety of research/evidence-based practices and programming. This information will be incorporated into the materials that will: identify specific research principles, briefly describe the research principle and connect or link to the research source document/article.

Detention Screening Tool (DST) - This instrument is utilized to measure the appropriate placement of youth in secure detention based on their risk level. Use of this tool by detention personnel and/or juvenile court officers guides decision-making related to detention placement. The DST produce scores that provide predictive risk analysis to guide decisions by JCOs and judges to detain a youth, to provide a detention alternative, or to release. Screening data has been collected and analyzed

for validation purposes in four counties where the DST has been in use since mid-2009. It has been integrated into the Iowa Court Information System (ICIS) and an automated version is available statewide. It has been used in five judicial districts and is currently being reviewed by State Court Administration, JCS line staff and SPA staff to assess functionality and training needs for full implementation.

Mental Health, Substance Abuse and Trauma Related Implementation Activities

Governor's Children System Board - The SPA and SAG will participate and provide information, as needed, to the new Governor's Children System Board, which will develop a strategic plan with specific recommendations to create and implement a children's mental health system.

Training and Technical Assistance (TTA) - The SPA will continue to offer TTA to professionals and organizations who work with delinquent youth through OJJDP. It will also involve submitting TTA requests in collaboration with these entities as they make their needs known.

Review of available research - The SPA, with volunteer SAG members, intends to conduct a review of the available research on the relationship between mental health, substance abuse, trauma and delinquency. This effort will also involve examining data that was previously collected regarding mental health and substance abuse via a survey that was conducted by the SPA and determining the feasibility of replicating that process.

Support for mental health and related screening - SAG members are interested in learning more about the Substance Abuse Subtle Screening Inventory (SASSI), Massachusetts Youth Screening Instrument (MAYSI), Adverse Childhood Experiences (ACES) and other similar tools in support of the need for such screening in juvenile justice. This stemmed, in part, from recommendations received from TTA providers involved in the JJSI grant project.

Juvenile Justice Systems Improvement (JJSI) project - In addition to the above mentioned support for mental health and other related screening of youth involved in the juvenile justice system, SAG members are serving on the JJSI Leadership Team work group focused on mental health.

DMC Related Implementation Activities

DMC Subcommittee - Iowa's SAG continues to maintain an active DMC Subcommittee. The group meets quarterly and has been in existence for 17 years. The SPA provides staff support for the subcommittee. The DMC Subcommittee serves as the planning body for Iowa's overall DMC efforts. That group will continue meeting regularly in the three year planning cycle.

Engagement of state leaders – The SPA and SCA will continue their meetings with directors/administrators from the DHS, Department of Public Safety (DPS), and Department of Education (DE) to discuss existing and ongoing DMC efforts. The overall strategy of the discussions is to encourage collaboration with the major agencies connected to the juvenile justice system. Each of those agencies has existing efforts to affect DMC and has committed to assisting with state and local efforts to reduce minority overrepresentation.

Engagement of local DMC collaborations – The SPA and its partners will continue the process of discussions with key local officials (National Association for the Advancement of Colored People (NAACP), League of United Latin American Citizens (LULAC), the faith community, judges, county attorney, public defenders, JCS, DHS, youth serving agencies, school administrators, city and county elected officials, etc.) in some of Iowa's most urban communities (e.g. Black Hawk, Des Moines, Dubuque, Johnson, Linn, Polk, Pottawattamie, Scott, Webster, and Woodbury Counties).

Pre-charge diversion Technical Assistance (TA) request - Four local jurisdictions, Black Hawk, Johnson, Scott, and Webster Counties have noteworthy efforts underway related to pre-arrest

diversion. The SPA has submitted a TA request to OJJDP and will be working with local officials in those jurisdictions. The pre-charge diversion TA effort is also being coordinated with national consultants assisting Iowa's JJSI project.

Refugee/Immigrant youth – Juvenile Justice System officials, JCS, judges, private youth serving agencies, law enforcement will be surveyed and provided with information that can better assist refugee/immigrant youth. The effort will provide an informed knowledge base related to the various resources and understanding of the applicable legal processes of relevance to such youth.

Juvenile Detention Alternatives Initiative (JDAI) - DST evaluation - The SPA, working with SCA, has established a team of juvenile justice system officials to review the implementation and functionality of the DST, which is housed on ICIS. The DST evaluation effort is part of a broader effort related to JDAI and is being Iowa's JJSI project.

Female Equity Related Implementation Activities

Multiple reports have been published by the SAG and ITFYW, producing recommendations and providing information and data on females in the juvenile justice system. The SAG and ITFYW will continue to use the reports to implement specific recommendations and modify policy and practice, based on data.

Serious, Violent and Chronic Juvenile Female Offenders: Service and System Recommendations for Iowa report - In February 2017, the Iowa Girls Justice Initiative (IGJI) planning group, an Ad Hoc committee of the ITFYW issued this report, which detailed recommendations related to females in the juvenile justice system who have serious, violent and chronic offense histories in Iowa. The ITFYW served as the collaborative core for the IGJI Ad Hoc committee and expanded its membership to include a broader range of juvenile justice system officials and stakeholders

necessary to the development of the recommendations. The SPA and SAG have and will continue to pursue implementation of the IGJI recommendations. The full report can be found in Exhibit 2.

The Deep End: Serious, Violent and Chronic Female Offenders data report - This report is an update of the data from the IGJI report (Exhibit 2). It contains a variety of data regarding females under the supervision of Juvenile Court who would have been eligible for placement in a STS setting in accordance with Iowa Code §232.52(2) between July 1, 2016 and June 30, 2017 (see Exhibit 1). It is intended to further contribute to informed decision-making related to this population of young women to ensure they receive appropriate, female-responsive services and supervision while providing for public safety. It is also intended that a similar data report will be produced periodically, as resources allow.

Status of Females in the Juvenile Justice System report - In October 2007, the inaugural Girls' Summit on females in the juvenile justice system was held. This Summit brought together key decision makers in an exploration of research and data. The resulting report highlighted pertinent information covered at the Summit as well as resulting conclusions and recommendations. In the years since, the SAG and SPA have held two additional Girls' Summits and have periodically produced similar reports. As resources have diminished, the Summits have no longer taken place and the reports have been limited to data only. The SPA is currently working to update the most recent data report. Portions of the data derived from the most recent updated data are included in Appendix N.

Use of Service Inventory information to identify gaps in services for girls - The Service Inventory, noted above in the "Effective and Promising Practices Related Implementation Activities" section, when fully implemented will be used by the ITFYW to identify gaps in services for girls, especially in rural areas, for girls of color and in terms of services that can truly be considered female and

culturally-responsive. Unlike the work related to serious, violent and chronic female offenders, the service inventory will focus on all services available, regardless of risk level.

Monitor the impact of changes to the structure of residential treatment contracts - Beginning July 1, 2017, private providers of residential treatment (aka group foster care) began operating under new six year contracts. In the State of Iowa, contracts for residential treatment are overseen by the DHS regardless of whether the provider serves delinquent, CINA youth or both. The new contracts have prioritized proximity to home above other considerations. This has raised some concerns including: mixing moderate/high risk youth with low/no risk youth, lack of specialization for certain populations and a potential homogenization of services in opposition to female and culturally-responsive approaches. The ITFYW is particularly interested in the impact this will have on girls involved in the juvenile justice system, particularly girls of color. DHS will be collecting recidivism data on a regular basis using a definition originating from the SPA: "Any misdemeanor or felony level offense arrest in the juvenile justice system, the adult corrections system, or both, within a 12-month period after date of discharge from service." This will allow for ongoing monitoring of any changes in recidivism rates among providers.

Compliance Monitoring of the JJDPA Related Implementation Activities

Iowa's plan to maintain compliance with Public Law §223(a)(11), §223(a)(12), and§223(a)(13) includes continuing to collect and review data from all secure facilities across the state, including county jails, city lockups, juvenile correction facilities, juvenile detention centers, state mental health facilities, and secure residential foster care homes. In addition to data collection and review, the state will continue to conduct yearly on-site data verification at a minimum of one-third of each type of facility. The SPA will also continue to perform on-site visits to agencies (e.g. police departments without secure custody capacity, public university Departments of Public Safety, state

patrol offices) that have public authority to take a juvenile into custody. This is to determine whether they have the capacity to securely detain juveniles.

The SPA will work with the state SAG by providing it with updates during its quarterly meetings regarding the progress of the compliance monitoring efforts, and using the SAG as a resource to help correct any problems that arise.

The SPA will provide training to the Iowa Law Enforcement Academy, Sheriffs' and Deputies' Association, Jail Administrators', South Iowa Area Crime Commission and, as requested, local law enforcement agencies and jails. These trainings are vital to educate law enforcement officers and jail staff across the state regarding both federal and state requirements pertaining to holding juveniles in secure or non-secure custody.

The SPA will continue to monitor legislative bills to determine if any legislation has been introduced that would bring Iowa law into conflict with the requirements or definitions of the JJDPA. The SPA will file legislative impact statements on any legislation that would have the potential to create violations to the core requirements of the JJDPA, or would be counter-productive to the goals of the SAG and SPA in improving the juvenile justice system.

The SPA will use the juvenile justice data to which it has access to support juvenile justice system improvement projects. This includes, but is not limited to, the JJSI project; DMC efforts, including the CASP and JDAI efforts; gender equity efforts; identifying and increasing the saturation of evidence-based practices across the state; working with state and local efforts to address mental health and substance abuse issues for youth – specifically those in the juvenile justice system; and, reentry projects for youth transitioning back into their communities after out-of-home placement.

Population Specific Plans

Major portions of this plan are dedicated to populations of youth of color and girls. Mental health, substance abuse and trauma are also identified as a collective priority area with relevant activities listed above. Thus, within this plan, there are well-defined plans for various unique populations.

Rural Youth - The majority ($265,000) of Iowa's federal 2018 formula grant award will be allocated to JCS offices in each of the state's eight judicial districts. The allocations are based on the percentage of child population ages 14-17 in each judicial district. Each district includes a small number of metropolitan counties, but the volume of Iowa's 99 counties are rural. The Chief JCO for each judicial district submits a plan to the SPA for approval and for authorization of allocations. In most cases, the Chief JCO works closely with multiple local Decategorization (Decat) planning boards to incorporate respective local needs into the plan. Decats are described in the System Description section of this plan. The JCS consultation process with Decats, and JCS presence in all counties in the district, allows for an important perspective on the unique issues facing rural jurisdictions.

Consultation and Participation of Units of Local Government

The allocation process to JCS is described in the prior section. Discussion in that section reflects the important planning partnership that Chief JCO's utilize with local Decat planning boards. It is noteworthy that county board of supervisor representatives are mandatory members of local Decat boards. Thus, Iowa's JJDPA funding allocation process, in itself, lends to the input from local units of government. Similarly, individuals connected with local units of government are represented on the SAG and/or its subcommittees. Thus, there is a specific capacity to gather input from local units of government.

Collecting and Sharing Juvenile Justice Information

Process for Collecting Juvenile Justice Information and Data - As the SAC, Iowa Code §216A.316 (see Exhibit 13) grants CJJP access to a wide variety of data maintained by other state agencies. Additionally, CJJP has memorandums of understanding (MOUs) with the Department of Corrections, State Jail Inspection Unit, and the DHS that provides authority to complete on-site compliance monitoring data verification audits. Along with Iowa Code §216A.316, these MOUs provide CJJP the authority to go on-site to state and locally operated facilities for compliance monitoring audits. CJJP has other MOUs with a variety of state agencies for other research and analysis on juveniles including, but not limited to, the DE, Workforce Development, and Public Health.

There are a number of systems Iowa uses to collect juvenile justice information data. Among these are the JDW that compiles ICIS data from all 99 counties. This system includes relevant information on cases informally and formally handled by JCS, along with placement, services and risk assessment information. CJJP maintains the JDW, a central repository of key criminal and juvenile justice data. The JDW also contains hold information from our ten juvenile detention centers. Additionally, CJJP collects pertinent information on youth placed at the State Training School for Boys (juvenile corrections), state mental health institutes, and enhanced residential treatment facilities directly from those agencies.

Specific Barriers Encountered Collecting Juvenile Justice Information and Data - The DPS is responsible for collecting arrest data from the law enforcement agencies across the state. The Uniform Crime Report data has some issues, making it less timely and reliable, which makes it more difficult to utilize. DPS officials note that not all Iowa law enforcement agencies report

arrest information, and that some agencies under-report arrest statistics. Therefore any data provided related to "arrest" are most likely an under-reporting of juvenile arrests in Iowa.

Formula Grants Program Staff

State of Iowa

Governor

Kim Reynolds

Iowa Department of Human Rights

Director

San Wong

Division of Criminal and Juvenile Justice Planning

Division Administrator

Steve Michael

Juvenile Justice System Community Support SPA Staff

- Administration of Grant Programs
  - JJDPA Formula Grant
  - SPEP
  - Juvenile Reentry System Planning
  - DMC
  - JDAI
  - Gender Equity
  - JJSI
- Training and Technical Assistance

Justice System Research, Planning and Data SAC Staff

- Research and Data Analysis
- Preparation and Distribution of Reports
- Consultation and Technical Assistance
- Correctional and Racial Impact Statements
- Administration of Grant Programs
  - SAC Grant
  - Multiple evaluation projects for agencies

SPA (CJJP) Staff

Name	Title	Funding Sources	% of Time
Steve Michael	Division Administrator	State Appropriation	10%
Dave Kuker ‡	Executive Officer *Juvenile Justice Specialist*	Formula Funds JDAI Grant Funds Reentry Funds	100%
Scott Musel ‡	Program Planner *Compliance Monitor*	Formula Funds State Appropriation	100%

SPA (CJJP) Staff (Cont.)

Kathy Nesteby ‡	Executive Officer	SAC Grant Funds Formula Funds JJSI Funds	100%
Tammi Blackstone	Executive Officer	JJSI Funds CJIS Funds SAC Grant	25%
Jeanne Foster	Budget Analyst	State Appropriation	100%
Julie Rinker	Administrative Secretary	State Appropriation Formula Funds	5%
Jeff Regula	Statistical Research Analyst	Formula Funds SAC Grant Funds	15%
Laura Roeder-Grubb	Information Technology Specialist	Reentry Funds JJSI Funds	10%

‡ These staff positions are dedicated full time to juvenile justice system projects and activities. Other CJJP staff are also periodically assigned duties related to CJJP's administration of the JJDPA and other activities to study or improve Iowa's juvenile justice system.

The duties and responsibilities of the juvenile justice specialist and other JJDPA related staff include the following:

- Overall activity related to grants administration
- Fiscal and programmatic monitoring of sub-grantees
- On-site technical assistance with local sub-grantees
- Various activities related to compliance monitoring
- Staff support to the SAG and its related committees
- Collaboration with various other state-related entities
- Collaboration and assistance provided to various juvenile justice system-related entities (e.g. JCS, DHS, local planning entities)
- Submission of various required federal reports
- Attend required conferences

ADDITIONAL REQUIREMENTS

Plans for Compliance

The plans for compliance and monitoring are submitted separately via the OJJDP's compliance monitoring tool at https://www.ojjdpcompliance.org.

The Compliance Monitoring Report for the state's compliance with JJDPA requirements of DSO, Separation, Jail Removal, and a plan for an adequate Compliance Monitoring System, and the state's plan for reducing DMC were submitted on Friday, March 30th, 2018. A screen shot of the submitted documents can be found in Exhibit 4.

Additional Requirements

Refer to Appendix I for evidence that Iowa complies with Title II requirements.

Plans for Collecting Data Required for Performance Measures

Iowa's plan for collecting data required for this solicitation's performance measures can found in Appendix A.

Budget and Associated Documentation

a. Budget Detail Worksheet

This section provides detail on the budget for the formula funds. A full budget worksheet and narrative can be found in Exhibit 5.

b. Budget Detail Narrative

Native American Pass-Through

The Native American Pass-Through amount of $177 was declined by the only Native American nation based in Iowa, the Meskwaki settlement in Tama County. During a phone conversation and follow-up email discussion Assistant Chief Dustin Blackburn of the Meskwaki Police Department indicated that the police department was not interested in accepting these pass-through funds. A copy of this email can be found in Exhibit 18.

These $177 pass-through funds have been included with the District and Community Planning funds that will be provided to the juvenile court offices in the eight judicial districts.

Formula Grant Program Area Code: 24 – Indian Tribe Programs

Budget:

	JJDPA Funds	State/Local/Private Funds
FY18	$0	$0
FY19	$0	$0
FY20	$0	$0
FY21	$0	$0

Juvenile Justice Youth Development Allocation

The funding for this program area will be allocated to the JCS offices in Iowa's eight judicial districts based on a child population formula. This distribution conforms to the state plan for local planning. These funds are for direct services provided to youth in the juvenile justice system and account for the required 66⅔% of the formula funds, less the SAG allocation, that must be passed-through to local government and/or local private-providers. The funding will be utilized to support local delinquency programming such as: Juvenile Court School Liaison Officers, Wrap-Around Services, Functional Family Therapy, After-School Programs, Gender Specific Services, Juvenile Detention Alternatives, etc.

The Chief JCO in each of the eight judicial districts shall submit a local plan detailing the sub-contractors and use of these funds to CJJP for approval and authorization.

Formula Grant Program Area Code: 2 – After-School Programs, 3 – Alternatives to Detention and Placement, 5 – Community-Based Programs and Services, 8 – Graduated and Appropriated Sanctions

Budget:

	JJDPA Funds	State/Local/Private Funds
FY18	$253,334	$0
FY19	$0	$0
FY20	$0	$0
FY21	$0	$0

Staff Project Support – Discretionary Projects

The funding allocated to this program area will be used to provide the SPA staff support to the priority areas of Reentry, and Mental Health Assessment/Services.

Formula Grant Program Area Code: 1 – Aftercare/Reentry, 12 – Mental Health Services

Budget:

	JJDPA Funds	State/Local/Private Funds
FY18	$31,666	$0
FY19	$0	$0
FY20	$0	$0
FY21	$0	$0

Staff Project Support – Core Requirements Compliance

The funding allocated to this program area will be used to provide the SPA staff support to the priority areas of Compliance Monitoring, DMC, Female Equity, and Juvenile Justice System Improvement.

Formula Grant Program Area Code: 19 – Compliance Monitoring, 21 – Disproportionate Minority Contact, 23 – Gender-Specific Services, 27 – Juvenile Justice System Improvement

Budget:

	JJDPA Funds	State/Local/Private Funds
FY18	$55,000	$0
FY19	$0	$0
FY20	$0	$0
FY21	$0	$0

State Advisory Group

The funding for this program area will be utilized to support the activities of the SAG; including, travel expenses for the SAG members to attend in-state and national meetings; expenses related to attending relevant, local and national, juvenile justice conferences and trainings; and office supplies necessary for meetings.

Formula Grant Program Area Code: 32 – State Advisory Group Allocation

Budget:

	JJDPA Funds	State/Local/Private Funds
FY18	$20,000	$0
FY19	$0	$0
FY20	$0	$0
FY21	$0	$0

Planning and Administration

The funding for this program area will be utilized for staff support and office supplies to allow for implementation of the JJDPA, support the SPA, and the SAG.

Formula Grant Program Area Code: 28 – Planning and Administration

Budget:

	JJDPA Funds	State/Local/Private Funds
FY18	$40,000	$40,000
FY19	$0	$0
FY20	$0	$0
FY21	$0	$0

c. Information on Proposed Subawards

Iowa will allocate $253,334 to the JCS offices in the eight judicial districts based upon juvenile population. These JCS offices are responsible for submitting plans for the use of those funds to the SPA for approval prior to accessing the funds.

Judicial District	Youth Population Percentage	Allocation	Primary Program Area
1st	11.37%	$28,804	5 – Community-Based Programs & Services
2nd	13.90%	$35,214	5 – Community-Based Programs & Services
3rd	10.94%	$27,715	2 – After-School Programs
4th	6.10%	$15,453	3 – Alternatives to Detention & Placement
5th	25.52%	$64,651	5 – Community-Based Programs & Services
6th	13.80%	$34,960	5 – Community-Based Programs & Services
7th	9.97%	$25,257	5 – Community-Based Programs & Services
8th	8.40%	$21,280	8 – Graduated & Appropriate Sanctions

d. Preagreement Costs

Iowa has not, nor will, request any preagreement costs for the FY 2018 Title II Formula Grant Program application.

Indirect Cost Agreement

Refer to Exhibit 6 for the Iowa Department of Human Right's approved Indirect Cost rate.

Financial Management and System of Internal Controls

Iowa's financial capability questionnaire can be found in Exhibit 7. The Iowa Department of Human Rights continues to be financial responsible with federal appropriations and grants as detailed in the annual audit that can be found in Exhibit 8. CJJP has not been designated as "high risk" by any federal agency outside of DOJ. This assurance can be found in Exhibit 9.

Disclosure of Lobbying Activities

CJJP's disclosure of lobbying activities can be found in Exhibit 10.

Additional Attachments

a. **Disclosure of Pending Applications**

   CJJP's disclosure of pending applications can be found in Exhibit 11.

b. **Research and Evaluation Independence and Integrity Policy**

The Division of Criminal and Juvenile Justice Planning (CJJP) is a planning and research agency located within the Iowa Department of Human Rights (DHR). This executive-branch location helps ensure the independence and autonomy of the CJJP Statistical Analysis Center's research, planning, data coordination, and information clearinghouse functions from operational justice system agencies. CJJP's enabling statute mandates the existence and oversight of an advisory council that includes representation from all state-level justice system agencies and branches of government as well as local officials and others. The administrator of CJJP is appointed by the Director of the Department of Human Rights.

This policy applies to all personnel affiliated with CJJP, including full-, part-time, and temporary staff, interns, contractors, and other employees.

This policy applies to the conduct of research-related activities, presentation or publication of results, the process of applying for funds, and the expenditure or fiscal reporting of the use of project funds.

As a public research agency, CJJP has an obligation to conduct unbiased, objective research while maintaining safeguards to prevent partiality and conflicts of interest – personal, financial, and organizational. CJJP believes that evaluative independence is necessary for credibility and success. This includes establishing standards to prevent and mitigate actual or apparent conflicts, as explained below.

Prevention

- Research authored by CJJP will contain a clear and comprehensive methodology section which, at a minimum, identifies program goals and objectives, data sources, data limitations, and definitions. The purpose is to ensure open disclosure so that the merits or shortcomings of reports can be objectively judged, studies can be replicated, and data reported are factual and applied correctly to any subject being studied or program being evaluated.
- CJJP's relationship to any entity providing financial support will be disclosed in written reports, with a statement of the specific grant and agency funding the study.
- The CJJP administrator shall anticipate situations that could be perceived as compromising research integrity or presenting a conflict of interest.
- The CJJP administrator and/or primary researcher shall disclose potential conflicts of interest, such as having personal relationships with any individuals having a vested interest in the research, data, or program under evaluation.
- Unless required by a specific grant solicitation, investigators shall not be involved in planning, providing technical assistance, or consultation for a program that CJJP has been invited to evaluate.
- Investigators shall ensure that program planners and grant administrators have no direct involvement in data collection or research other than providing guidance on potential topics of interest to the program.
- Research projects supported by external funds will undergo review by CJJP's Institutional Review Board to ensure compliance with relevant federal requirements and the protection of human subjects.

- CJJP research will be conducted consistent with the Justice Research and Statistics Association's Code of Ethics.
- CJJP research staff shall agree, in writing, to abide by the requirements of this policy.
- CJJP staff will be provided opportunities for professional development consistent with their responsibilities in the Division.

Mitigation

- The CJJP administrator shall review potential conflicts of interest and take necessary action, including staff reassignment on the project.
- If it is determined that primary researcher has a conflict of interest, steps will be taken to mitigate the conflict, up to and including replacement of the primary researcher.
- CJJP staff may seek advice from others, but will retain control of the evaluation design, performance, and reporting.
- All research projects will be under the supervision of and review by the CJJP administrator.

c. Demonstration of compliance with additional requirements of JJDPA

Please refer to Appendix I.

d. Agency Contact Information

The State Contact list can be found as Exhibit 24.