



# 2018 Iowa Criminal and Juvenile Justice Annual Plan Update

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Completion of this report fulfills the Division of Criminal and Juvenile Justice Planning's (CJJP) Legislative obligations outlined in Iowa Code section §216A.135. Section §216A.135 of the Iowa Code instructs CJJP to develop "a comprehensive five-year plan for criminal and juvenile justice programs" and to provide an annual update of this plan.



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## I. INTRODUCTION

Iowa Code §216A.135<sup>1</sup> requires the Division of Criminal and Juvenile Justice Planning (CJJP) to submit a long-range plan for Iowa's justice system to the Governor and General Assembly every five years. CJJP's most recent long-range plan was submitted in December 2015. This plan and the goals it provides for Iowa's criminal and juvenile justice system can also be found on the CJJP website. This code section also requires CJJP to annually submit a five-year plan for criminal and juvenile justice programs. The following report is considered the one-year update to CJJP's long-range and five-year plan identifying current initiatives and projects helping to achieve criminal and juvenile justice system goals.

The following report provides a brief review of the criminal and juvenile justice system's long-range and five-year goals established by CJJP, as well as an overview of current initiatives helping to achieve these goals that occurred during 2018. It is important to note that there is some variation in the timeline of reported information within this report; some based upon state or federal fiscal year, while others are referenced by calendar year.

Some initiatives have associated information which can be found on the CJJP website and are identified within this report with an asterisk (\*). The CJJP website can be found by clicking on the following link: <https://humanrights.iowa.gov/cjip>.

## II. LONG-RANGE GOALS FOR IOWA'S CRIMINAL AND JUVENILE JUSTICE SYSTEM\*

Every five years, CJJP develops long-range goals for Iowa's justice system. The long-range goals, submitted in December, 2015, were developed with assistance from the Criminal and Juvenile Justice Planning Advisory Council (CJJPAC) and the Juvenile Justice Advisory Council (JJAC). These long-range goals include:

### A. REDUCE VIOLENCE AND PREVENT CRIME

- Five-Year Goal: Continue to utilize best practices while seeking out new strategies that will result in the prevention and/or a reduction in crime and violence.

### B. INCREASE PUBLIC CONFIDENCE IN THE JUSTICE SYSTEM

- Five-Year Goal: Continue to publicize positive aspects and outcomes of the criminal justice system while attempting to increase the system's transparency.

### C. DECREASE MINORITY OVERREPRESENTATION IN THE JUSTICE SYSTEM

- Five-Year Goal: Continue to seek effective strategies to reduce overrepresentation of minorities in the criminal and juvenile justice system, and implement those practices shown to decrease overrepresentation.

### D. EXPAND AND IMPROVE MENTAL HEALTH SERVICES

- Five-Year Goal: Seek to fund state and local mental health services for individuals both in and outside of the criminal justice system.

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<sup>1</sup> <https://www.legis.iowa.gov/docs/code/216A.135.pdf>

- E. EXPAND AND IMPROVE SUBSTANCE ABUSE SERVICES
  - Five-Year Goal: Seek to fund state and local substance abuse services for individuals both in and outside of the criminal justice system.
  
- F. EXPAND AND IMPROVE VICTIM SERVICES
  - Five-Year Goal: Increase the services available to victims of violent crimes, especially female victims of domestic abuse and/or sexual abuse.
  
- G. ENSURE APPROPRIATE UTILIZATION OF CORRECTIONAL RESOURCES
  - Five-Year Goal: Continue to seek methodologies that will increase the efficacy of the Department of Corrections (DOC) programs, while seeking alternative programs to which offenders can be safely diverted as an alternative to incarceration/detention, thereby expanding available correctional resources.
  
- H. EXPAND AND IMPROVE INFORMATION SYSTEMS -- PLANNING AND MONITORING
  - Five-Year Goal: Continue the Criminal Justice Information System Integration (CJIS) Project, and seek other technological applications that can increase the efficacy of the criminal justice system in a cost efficient manner.
  
- I. IMPROVE SANCTIONS, SUPERVISION, TREATMENT AND SERVICES FOR ADULT OFFENDERS
  - Five-Year Goal: Continue to seek and develop programs and policies that result in positive outcomes (a reduction in recidivism) for adult offenders.
  
- J. IMPROVE SANCTIONS, SUPERVISION, TREATMENT AND SERVICES FOR JUVENILE OFFENDERS
  - Five-Year Goal: Continue to seek and develop programs and policies that result in positive outcomes (a reduction in recidivism) for juvenile offenders.

**III. FUNDING TO ADDRESS LONG AND SHORT-TERM CRIMINAL AND JUVENILE JUSTICE SYSTEM GOALS**

Breakdowns of State Fiscal Year 2018 appropriations are as follows:

2018 Estimated Grant Awards and Contracts:	\$2,418,655
2018 Actual State Appropriation:	\$1,187,833
2018 Actual Infrastructure and Technology Funds:	<u>\$1,157,980</u>
2018 Annual Awards/Appropriations	\$4,764,468

#### IV. CRIMINAL AND JUVENILE JUSTICE COUNCILS AND BOARDS

The following councils and boards are staffed and maintained by CJP. Providing staff support for these advisory bodies provides many opportunities for partnerships and collaborations with a myriad of state agencies, the private sector, and community stakeholders.

##### Iowa Juvenile Justice Advisory Council (JJAC)\*

The Iowa Juvenile Justice Advisory Council (JJAC) is responsible for monitoring the condition of juvenile justice within the State of Iowa, making juvenile justice recommendations to the Governor and the legislative body, helping develop and implement the state's three-year plan for juvenile justice, advising on the use of federal funds allocated to the state for juvenile justice efforts, and monitoring Iowa's compliance with the federal Juvenile Justice and Delinquency Prevention Act (JJDP). The first installment of a new three-year plan was completed in the spring of 2018, and priority plan activities include:

- Effective and Promising Juvenile Justice System Approach
- Mental Health, Substance Abuse and Trauma
- Disproportionate Minority Contact
- Female Equity

##### The Disproportionate Minority Contact Subcommittee (DMC Sub)\*

Iowa's Disproportionate Minority Contact Subcommittee (DMC Sub) is charged with planning and implementation activities to reduce the overrepresentation of minority youth in the juvenile justice system. That group has been existence for 18 years. DMC is a core requirement of the JJDP Act. In the spring of 2018 the DMC Sub, working with the JJAC, completed the first installment of a three-year plan.

In recent years, there has been a growing interest by the Iowa Task Force for Young Woman and the DMC Sub to better coordinate their efforts. The work on "deep end" girls has provided one opportunity to do so, as the data reveal a remarkable amount of disparity among African-American girls in this group. It is intended that data reports, first for deep end girls and then for deep end boys will be produced to further the joint work of these two sub-committees.

Four local jurisdictions, Black Hawk, Johnson, Scott, and Webster Counties have noteworthy efforts underway related to local diversion efforts, and a technical assistance request has been approved by the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) for work regarding those efforts. CJP and local officials in those jurisdictions are working with a consultant from the Center for Children's Law and Policy to provide standardized policies, procedures, and a state-level information system to allow for expansion of the effort to multiple other jurisdictions.

### Iowa Task Force for Young Women (ITFYW)\*

As a subcommittee of the JJAC, the ITFYW has been guided by the long-term overall mission of “*promoting innovative female responsive techniques through education and advocacy.*”

During FY2017 and lasting into FY2018, the ITFYW efforts were focused on implementation of the recommendations contained in the *Serious, Violent and Chronic Juvenile Female Offenders: Service and System Recommendations for Iowa* report, which is available on the CJP website. In support of this work, the ITFYW also released *The Deep End: Serious, Violent, Chronic Female Offenders* data report in January 2018.

The ITFYW has additionally, as part of the JJAC process for establishing three-year priority areas, identified the following goals for the current and near future:

**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.

**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.

**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.

**GOAL 4:** Dedicated state funds for equitable treatment of females in the JJ system.

### Sex Offender Research Council (SORC)\*

Per Iowa Code §216A.139, CJP is to “establish and maintain a council to study and make recommendations for treating and supervising adult and juvenile sex offenders in institutions, community-based programs, and in the community”.<sup>2</sup> Historically, Iowa’s Sex Offender Research Council (SORC) has studied sex offending trends including, but not limited to, sex charge and conviction rates, sex offender prison admissions and releases, sex offending crime patterns (offender to victim relationship), community supervision efforts, and juvenile sex offenders.

In December, 2018 the SORC issued a report that provided a review of current and historical legislation on sex offenses which also explored trends in data examining the number of sex offenses annually since FY2009. The report indicates that the number of total sex offenders in the prison population have increased by 2.6%. The number of offenders supervised in the community on the special sentence has increased from 100 to 980 from FY2009 to FY2018. Similarly, the population of sex offenders on the Sex Offender Registry have increased by 17.7%.

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<sup>2</sup> <http://coolice.legis.iowa.gov/cool-ice/default.asp?category=billinfo&service=iowacode&input=216A#216A.139>

### Public Safety Advisory Board (PSAB)\*

The PSAB was created by the legislature in 2010 to provide the General Assembly with an analysis of current and proposed criminal code provisions. The PSAB provides research, evaluation, and data to the General Assembly to facilitate improvement in the criminal justice system in Iowa in terms of public safety, improved outcomes, and appropriate use of public resources. In 2018, the PSAB explored topics including driver's license sanctions, a gun ban for domestic abuse offenders, voting right restoration for felons, and no contact/protective order violations.

In the 2018 PSAB Legislative Recommendations to the General Assembly report, the PSAB continues its support for enactment of anti-racial profiling legislation, modifications to Iowa's child kidnapping legislation, modifications to Iowa's robbery mandatory minimum sentence legislation, modifying the special sentence supervision requirements for sex offenders, and implementation of Results First in Iowa's Corrections and Juvenile Justice Systems.

The PSAB recognized the efforts of the legislature to adopt some of their recommendations regarding modifications to robbery mandatory terms and elimination of certain driving sanctions for some offenders. However, the Council continues to support enactment of their full recommendations.

### Criminal and Juvenile Justice Planning Advisory Council (CJJPAC)\*

Per Iowa Code §216A.133, the CJJPAC is to serve several functions, some of which include "identify issues and analyze the operation and impact of present criminal and juvenile justice policy and make recommendations for policy changes" as well as "report criminal and juvenile justice system needs to the governor, the general assembly, and other decision makers to improve the criminal and juvenile justice system."<sup>3</sup> During SFY 2018, the CJJPAC met three times discussing the logistics for recommending key eyewitness identification and custodial interrogation reform to local law enforcement and their councils, discussing a national 50-State Summit on Public Safety, and reviewing this year's Iowa Correctional Policy Project, Legislation Monitoring Report, and Annual Update to Long-Range Criminal and Juvenile Justice System Goals.

### Institutional Review Board (IRB)

All federally-funded research must comply with regulations designed to protect human subjects (45 CFR 46) and ensure confidentiality of data (28 CFR 22). IRBs are bodies comprised of members of varied backgrounds with responsibility for safeguarding the rights and welfare of human subjects involved in research. CJJP maintains and provides administration for an IRB responsible for review of project protocols for federally-funded research and evaluative studies completed for various state departments. Agencies and partners involved include the Iowa Department of Corrections, Iowa Judicial Branch, Juvenile Court Services, Simpson College, Iowa Department of Public Health, Iowa Correctional Institution for Women, and a social work community member. During 2018, ten research projects seeking new protocol or renewal requests were reviewed and approved by the IRB.

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<sup>3</sup> <https://www.legis.iowa.gov/docs/code/2018/216A.pdf>



### Iowa Collaboration for Youth Development (ICYD) Council\*

The ICYD Council is a network of state agencies with the purpose to improve the lives and futures of Iowa's youth by:

- Adopting and applying positive youth development principles and practices at the state and local levels;
- Increasing the quality, efficiency, and effectiveness of opportunities, services, and supports for youth;
- Improving and coordinating state youth policy and programs across state agencies.

One goal of the ICYD is to increase the graduation rate from 89% to 95% by 2020. Several issues prevent youth from graduating from high school and the ICYD Council works to address these issues, both as individual agencies and as a team, to maximize efficiency in state government and make the best use of existing resources. The ICYD Results Team is a sub-committee of the ICYD Council that meets at least quarterly to complete the work of the ICYD Council.

## V. DATA ANALYSIS

### Statistical Analysis Center (SAC)

Iowa Code §216A.136 states “the division shall maintain an Iowa statistical analysis center for the purpose of coordinating with data resource agencies to provide data and analytical information to federal, state, and local governments....” SACs are agencies at the state government level that use data and information across the criminal justice system to conduct objective analyses of statewide policy issues. CJJP is a neutral entity, located within the Iowa Department of Human Rights, ensuring the independence of the Statistical Analysis Center’s research, planning, data coordination and information clearinghouse functions from operational justice system agencies.

During SFY 2018, SAC continued work focused on a cross-agency initiative with the Iowa State Public Defender to improve outcomes related to indigent defense. There were also multiple publications and projects completed by SAC staff that are mentioned throughout this report.

### Criminal Justice Information System (CJIS)\*

CJIS is the State of Iowa’s electronic criminal justice data exchange system. CJIS ties together many disparate, legacy criminal justice systems used by state agencies including systems located at the Department of Corrections (DOC), Department of Transportation (DOT), Department of Public Safety (DPS), Department of Natural Resources (DNR), Department of Human Services (DHS), State Courts, County Attorneys, Attorney General, and Secretary of State. The exchange allows for real-time sharing of information associated with traffic citations, criminal complaints, presentence investigations, hearing orders, protective orders, court notices, offender release updates, Notices of Appeal, NICS background checks, ICON inquiries, and sex offender registry updates. CJIS is credited with being one of the most advanced initiatives of its type in the nation and staff have consulted and offered guidance to other states in creating their own CJIS programs.

In a typical month, CJIS performs approximately 400,000 separate information exchanges between these justice agencies. State, counties, and local agencies have come to rely on CJIS for their business practices in order to make their agencies more effective and efficient, and to better serve the public.

CJIS currently performs the following exchanges in a secure, seamless, real-time manner, and will continue to grow in the coming years.

<u>Information Exchanged</u>	<u>Route of Information exchanged via CJIS</u>
Criminal Complaints	Law Enforcement → Judicial and County Attorneys
Charge Code Table Updates	CJIS → DOT, Judicial, TraCS, & County Attorney
Court Disposition	Judicial → DOT
Court Notice	Judicial → County Attorneys
DHS Casework	Courts → DHS
Disposition Matching	Courts → DPS

ECCO (citations)	Law Enforcement	→ Judicial
New Felon Information	Judicial	→ Secretary of State of Iowa
Hearing Order	Judicial	→ County Attorneys
NICS (background check)	Judicial	→ DPS (and on to the FBI)
Notice of Appeal	Judicial	→ Attorney General
Offender Release	DOC	→ County Attorneys
Order for PSI	Judicial	→ DOC
PSI Report	DOC	→ Judicial
Protective Order	Judicial	→ DPS
Protective Order Served	DPS	→ Attorney General
Sex Offender Update 1	DOC	→ DPS
Sex Offender Update 2	DPS	→ DOC
Traffic Convictions	Judicial	→ DOT
Victim Assignment	DOC	→ County Attorneys
Victim Transfer	County Attorneys	→ DOC

CJIS is currently developing the following additional exchanges:

<u>Information to be Exchanged</u>	<u>Route of Information to be exchanged via CJIS</u>		
Hotfile Queries	Courts	→ DPS	→ Courts
Juvenile Complaints	Law Enforcement	→ Juvenile Court Officers	
Public Defender Court Notice	Courts	→ Public Defender	
Return of Service	Sheriffs	→ Courts	
State ID for Foster Care	DHS	→ Juvenile Court	
Trial Information	County Attorneys	→ Courts	

#### Iowa Justice Data Warehouse (JDW) Management and Response to Data Inquiries\*

The Iowa Justice Data Warehouse (JDW) is a central repository of key criminal and juvenile justice information from the Iowa Court Information System (ICIS), the Iowa Correctional Offender Network (ICON) system, the Iowa Department of Public Safety, the Department of Transportation, and the Department of Human Services. The JDW is managed by CJJP with the overall mission to provide the judicial, legislative and executive branches of state government, and other entities, with improved statistical and data support information pertaining to justice system activities. In addition to responding to direct requests for information, CJJP maintains two public access portals utilizing data from the JDW to make aggregated adult and juvenile court justice data more readily available.

- The adult court portal is <https://disposedcharges.iowa.gov>
- The juvenile court portal is <https://juvenilecourtstats.iowa.gov>

The JDW is “mission critical” to CJJP and the Department of Correction’s (DOC) functions. CJJP depends on the JDW for its core data functions and they have daily processes in place that rely on its functionality. Many reports and statistics are derived from the JDW every day for a variety of uses. DOC relies on the JDW to generate statistics on what works to reduce

recidivism. DOC is concentrating its efforts on evidence-based practices to successfully manage the offender population while protecting public safety. The JDW is a key element in CJP's overall business and DOC's risk reduction strategies.

In the past couple of years, CJP has expanded the JDW uses to include data for the prison population forecast, child welfare performance measures, foster care notifications, and Department of Transportation (DOT) crash analysis. CJP has also been able to partner with the University of Iowa, DHS, Public Defender, DOT, and others on various projects regarding criminal and juvenile justice. These new connections allow for increased usage and utilization of the data, and have established some collaboration efforts that allow improved workloads and significantly enhanced the data made available to business users, resulting in improved processes and workload efficiencies.

## VI. RESEARCH AND EVALUATIONS

### Female Co-Occurring Treatment and Reentry Program (FCTR)

In the fall of 2015, the Iowa Department of Corrections (DOC) received two years of federal funding through the Second Chance Act Re-Entry Program for Adult Offenders with Co-Occurring Substance Abuse and Mental Health Disorders to implement a Female Co-Occurring Treatment and Reentry (FCTR) program. Subsequently, the DOC was awarded a no-cost extension allowing the program to continue through August 2018. The purpose of the program is to provide treatment and other reentry services to an estimated 48 adult female offenders with co-occurring substance abuse and mental health disorders. A portion of this funding was allotted for evaluation purposes and the DOC contracted with CJJP to conduct a process and short term outcome evaluation. A final evaluation was provided to the DOC in September 2018.

### Statewide Recidivism Reduction (SRR) Adult Reentry Initiative

In October 2014, the Office of Drug Control Policy (ODCP) received three years of federal funding from the U.S. Department of Justice (DOJ) as part of the Second Chance Statewide Recidivism Reduction Grant. ODCP contracted with the Iowa Department of Corrections (DOC) to carry out this initiative and with CJJP to provide a process and outcomes evaluation on the effectiveness of the program. The five-year goal is to reduce the recidivism rate of mid- to high-risk parole and probationers from the existing 28% rate (2010 cohort) to 20%.

During 2018, CJJP provided “An Outcome Evaluation of Iowa’s Statewide Recidivism Reduction Initiative” to the Department of Corrections (DOC). This report served as the second recidivism analysis provided to the DOC to explore the recidivism rates of SRR cohorts established in the first recidivism study for one additional year. The results from this analysis indicate more tracking time is needed to fully assess the outcomes of the SRR initiative.

### Youthful Sex Offender Treatment Program (YSOTP)

In October 2015, the Eighth Judicial District of the Iowa Department of Corrections was awarded three years of federal funding from the U.S. Department of Justice (DOJ) as part of the Smart Supervision: Reducing Prison Populations, Saving Money, and Creating Safe Communities Grant. These grant funds were utilized to implement a Youthful Sex Offender Treatment Program (YSOTP) in District 8. This program created a specialized treatment program for sex offenders aged 18-25 who reside in rural areas and have unique needs that often lie outside the scope of recognized treatment standards for adult sex offenders. The goal of this program is to reduce the overall recidivism rate for this group in an effort to ensure public safety and prevent new victims. In 2017, CJJP continued to work with YSOTP staff to gather information relevant for the process and outcome evaluation by participating in monthly staffings, monthly technical assistance calls with federal providers, and a site visit. A contract extension was awarded with a final evaluation due in 2019.

### Iowa Partnership for Success (IPFS)

In October 2014, the Iowa Department of Public Health (IDPH) was awarded a five-year grant through the Substance Abuse and Mental Health Services Administration (SAMHSA), Partnerships for Success program, to fund youth alcohol prevention strategies in 12 counties across Iowa. The goal of the program is to prevent or reduce underage drinking and binge drinking among 12 to 20-year-olds. CJJP was contracted by IDPH to serve as the evaluator to provide technical assistance and trainings to the funded counties regarding completion of the required federal cross-site performance measurements, review the data for errors and request corrections, participate in advisory council and workgroup meetings, attend required SAMHSA trainings, and lead data collection efforts and analysis. Efforts during 2018 focused on continual data collection and implementation of strategies by the counties. Plans for the final report to be issued in 2019 were put into place including providing IDPH with a final report outline and constructing a survey to solicit project feedback from coordinators, supervisors, and Advisory Council members.

### Statewide Prevention Framework for Prescription Drugs (SPF Rx)

In October 2016, the Iowa Department of Public Health (IDPH) was awarded a five-year grant through the Substance Abuse and Mental Health Services Administration (SAMHSA) to fund a prescription drug (RX) prevention program targeting prescribers and youth aged 12-25 in Iowa. Three high risk counties were selected through an RFP process to receive funding to implement strategies aimed at reducing misuse of prescriptions and raising awareness of the risks. During 2018, CJJP provided instruction to the counties on creating an Evaluation Plan which is a required step of the Strategic Prevention Framework (SPF) process. CJJP's ongoing role in the project is to provide technical assistance to the funded counties regarding completion of the required federal cross-site performance measurements, ensure data quality, participate in advisory council and workgroup meetings, attend SAMHSA trainings, and lead data collection efforts and analysis.

### Family Drug Court (FDC)

In Spring 2018, the Iowa Judicial Branch contracted with CJJP to provide an annual data report and longitudinal evaluation for Iowa's family drug courts (FDC). This project began in 2007 when six pilot sites received funding under the federal Regional Partnership Grant (RPG). New courts have since initiated operations across the state and there are currently 12 participating. MOU agreements with IDPH and DHS allow for tracking parents' substance abuse treatment enrollment and their children's' placement outcomes. A statewide and site report, cost analysis, and comprehensive 10-year in-program and post-program longitudinal evaluation of FDC cohorts and comparison group was completed and provided to the judicial branch in September 2018.

### Crime Victim Assistance Victims of Crime Act (VOCA) Restitution Study

This study was undertaken to review the timeliness and order of restitution payments imposed by Iowa's court system. Section 915.100 of the Iowa Code provides for the rights of victims to request restitution for criminal cases resulting in a conviction. Victims can request

compensation for expenses such as medical bills, lost wages, stolen property, transportation, and counseling. A final report was produced in June of 2018.

#### Crime Victim Assistance and Compensation Mapping Project

This study was performed to examine crime victim assistance and compensation data to examine:

- Whether victim services are reaching all of Iowa's 99 counties;
- Underserved areas where victims, including those within marginalize populations, may be underreporting; and
- Crime types for which victims may not be reporting.

To perform this analysis, a comparative geospatial analysis of reported crime (as measured by criminal case data) and crime victim compensation services was completed. A final analysis was provided to Iowa's Crime Victim Assistance Division (CVAD) in November of 2018.

#### Adult Drug Court Performance Measures

State Court Administration (SCA) within the Iowa Judicial Branch was awarded a three-year grant from the Bureau of Justice Assistance to establish statewide standards for Iowa's adult drug and hybrid courts. SCA subcontracted with the National Center for State Courts (NCSC) to assist with establishing performance measures to ensure a level of standardized statewide practice, as well as to convene a local advisory committee to help determine appropriate goals and measures for Iowa's specialty courts. In June 2018, CJP provided a report which reviewed the availability of established drug court performance measures. In December 2018, CJP will report on these performance measures for each of Iowa's eight judicial districts.

#### Governor's Traffic Safety Bureau (GTSB)

The main goal of the GTSB project is to increase awareness of the abilities of current data systems to integrate crash and citation information. This project involves collaborations with other entities (e.g. University of Iowa, GTSB and DOT) to provide data and assist in research and analysis efforts. During 2018, CJP completed three research studies:

- An update to the literature review of 24/7 Sobriety Programs, which was undertaken as a result of the passage of SF 444; a bill which established 24/7 Sobriety Programs in the state, and an overview of texting while driving as a primary offense, which was added as a result of the passage of SF 21.
- An update to the analysis of the overall use of local ordinances across Iowa.
- An overview of statewide trends in Blood Alcohol Content (BAC) and OWI charges.

#### Juvenile Court School Liaison Reports\*

CJP generates annual reports, both statewide and by judicial district, that contain aggregated data collected by Juvenile Court Services School Liaison (JCSL) staff. JCSL's have been providing services to youth since 1994 and have been reporting data to CJP since 2000. JCSLs

are staffed to provide a link between JCS and the schools in an effort to maintain at-risk youth in the school setting. Data are provided to CJJP through statistical summary forms completed by JCSL staff that are entered into a secure, web-based application by the liaisons and retrieved electronically by CJJP. Service information is submitted and uploaded at the end of the academic year. CJJP provides a statewide annual report as well as reports specific to each judicial district. There are approximately 75 JCSLs providing services to almost 2,800 students.

#### Results First (RF)

The Pew-MacArthur Results First Initiative (RF) is an innovative cost-benefit analysis approach that helps states invest in policies and programs that are proven to work. This allows policymakers to identify options that yield the greatest return on investment for taxpayers. Iowa was the first state to complete the RF adult criminal model in 2011 and the Department of Corrections updated their data in 2016-2017. CJJP is the jurisdictional administrator of the RF model and has reached out to the Department of Human Services and Juvenile Court Services to conduct program inventories of their services and programs which will include information on program design, costs, capacity, and populations served. The programs will be reviewed and compared to national evaluations to categorize how well programs achieve their desired outcomes. This will allow Iowa to better determine any rated effectiveness of their programs.



## VII. JUVENILE JUSTICE SYSTEM

### Juvenile Justice System Improvement (JJSI)

In 2019, Iowa will complete a comprehensive, statewide plan to improve Iowa's juvenile justice system. Upon implementation, the anticipated outcomes are:

- reduced recidivism,
- improved outcomes for youth,
- increased public safety, and
- reduced racial and ethnic disparities

All of the juvenile justice system initiatives will coordinate and align with the JJSI comprehensive plan.

The JJSI (SMART) Leadership Team is composed of stakeholders from all three branches of state government. The Team, with guidance from national consultants, has completed an in-depth assessment of Iowa's juvenile justice system, has prioritized need areas, identified necessary partners, and is developing an ambitious, but achievable, plan for the future of Iowa's juvenile justice system.

The Leadership Team reviewed the recommendations and proposals that were received from several sources--(1) the statewide assessment, (2) Iowa's Chief Juvenile Court Officers, (3) Iowa's Juvenile Justice Advisory Council, and (4) the SMART Leadership Team members themselves.

The Leadership Team weighed these recommendations based on three factors: issue priority, feasibility, and ability to enact change. Based on these considerations, Working Groups were formed around the Team's chosen priorities which include:

- (1) detention policies and the Iowa Detention Screening Tool;
- (2) statewide policies for the Iowa Delinquency Assessment, service matching, and diversion;
- (3) reducing racial and ethnic disparities;
- (4) youth access to mental health care;
- (5) lack of services for high-risk girls; and
- (6) juvenile court oversight.

- Detention Working Group:

The Detention Working Group has established the following measurable objectives:

- a. Determine the technical fixes needed for the automated Detention Screening Tool; correct and revise the tool for reliable, accurate, and consistent use;
- b. Establish a statewide policy for use of detention, generally, and the Detention Screening Tool;

- c. Determine whether substantive scoring changes need to be made to the Detention Screening Tool; and
- d. Develop a plan to re-train the field on use of the Detention Screening Tool.

The Working Group has contacted users of the tool to obtain information on technical problems and concerns. The group has partnered with Iowa Judicial Branch Information Technology (JBIT) to address the technical problems within the automated tool, which have significantly reduced the reliability of and trust in the tool. The Working Group met with Dr. Gina Vincent, a national expert on juvenile justice assessment tools, to discuss recent research and best practices for detention screening tools and possible changes to the Iowa tool.

- **Racial and Ethnic Disparities Working Group:**  
The work of this group is overseen by Iowa's DMC Subcommittee, a standing body already engaged in some of the issues identified in this priority area. The objectives of this group are:
  - a. Engage pilot communities in intensive DMC efforts with outside support; and
  - b. Support trainings on implicit and explicit bias to reduce DMC.
- **Juvenile Court Oversight:**  
The Oversight Working Group is focused on the following objectives:
  - a. Determine the oversight and governance changes needed within Court Administration and Juvenile Court Services, including the possible addition of a juvenile court administrator or quality assurance manager; and
  - b. Consider the value of transferring community-based services funds from the Department of Human Services to State Court Administration.

The group has utilized the expertise of our partners at Council of State Government (CSG), and has also received presentations from juvenile justice counterparts in Nebraska and Utah. The group is actively utilizing the experiences of other states to determine what will be feasible and most useful for Iowa's juvenile court oversight structure.

#### Juvenile Reentry Systems (JReS)

In the fall of 2015, CJJP was one of three jurisdictions awarded competitive funding for a reentry implementation grant. In the fall of 2018, Iowa learned that it would receive a no-cost extension on the grant through September of 2019. An update regarding the extension-related activities is provided below. Iowa's effort, known as Juvenile Reentry Systems (JReS), seeks a 50% recidivism reduction for delinquent youth returning from the State Training School for Boys (STS) and from three group care settings (Forest Ridge, Four Oaks, and Woodward Academy). CJJP staffs a diverse Juvenile Reentry Task Force (JRTF) which has developed and is implementing a comprehensive statewide juvenile reentry action plan. Key JRTF members include: judges, private youth serving agencies, STS, local school officials, the

State Aftercare Services Network (IASN), system youth, and multiple state departments (State Court Administration, Juvenile Court Services, Education, Human Services, Workforce Development, Vocational Rehabilitation, Corrections, and Health).

There are many JReS implementation activities including a written agreement between SCA and JCS for a formal re-entry policy, expansion of Youth Transition Decision Making Team meetings, efforts with the Office of the Chief Information Officer (OCIO) to develop a web application to assist with outcomes and performance measures for the Youth Transition Decision Making (YTDM) model, local school district surveys providing information on youth returning from placement, a universal referral form for youth entering group care, and integration of available services and supports.

As a result of the recently approved grant extension, CJJP will be expanding its work to new placement settings in different geographic areas of the state. That will include work with JCS and the multiple state agencies to finalize reentry-related policies and training for the new placement settings and state partners in the expanded jurisdictions.

#### Iowa Juvenile Detention Screening Tool (DST)

The Iowa DST is a risk assessment instrument utilized to measure the appropriate placement of youth in secured detention based on their risk level. CJJP staffs the Iowa Juvenile Detention Screening Tool Committee, collects screening data, and provides analysis and validation of the DST. The tool has been utilized in various forms in multiple counties since mid-2009 and continues to undergo modifications. An automated version of the tool has been rolled out statewide and work continues to correct and validate the use of the instrument. The various agencies and partners involved in this initiative include SCA, JCS, law enforcement, and detention center staff and CJJP.

#### Juvenile Justice Reform and Reinvestment Initiative (JJRRI)

The primary function of the JJRRI has been to incorporate use of the Standardized Program Evaluation Protocol (SPEP) that determines the likely effectiveness of services for delinquent youth in terms of recidivism reduction when compared to an extensive delinquency service research base. JJRRI also seeks to develop a Decision Matrix for utilization by the courts. This data-driven instrument is a form of structured decision-making intended to assist system officials in determining the most appropriate level of supervision and type of service for youth, thereby maximizing recidivism reduction.

The grant that originally supported these efforts has ended, but CJJP has sought other funding sources in order to allow this important work to continue. The current strategy for the SPEP involves the creation of a statewide inventory of all community-based services used for youth in the juvenile justice system. This allows all judicial districts to be "SPEP ready" and will maximize utility within other ongoing system improvement work.

Also, the Decision Matrix has evolved based on CJJP acquiring predictive analytics software that has allowed us to move from using risk to reoffend (including offense severity) as the

singular determinant to using multiple variables to predict what has the best chance of success. In October 2018, an advisory team was seated to establish protocols for the Decision Matrix and to oversee a pilot of the tool in 2019 to determine its validity.

#### Juvenile Detention Alternative Initiative (JDAI)\*

Since 2006, Iowa has participated in the Annie E. Casey Foundation Juvenile Detention Alternatives Initiative (JDAI). This national technical assistance initiative involves key reform principles including leadership engagement, data utilization, implementation of a juvenile detention screening instrument, use of alternatives to detention, efforts to affect DMC, etc. As a result of Casey Foundation and other support, Juvenile Court Services have been piloting an electronic version of the Iowa Juvenile Detention Screening tool on the judicial state-level case management system. That pilot identified a number of functionality issues. A team of juvenile justice system officials is reviewing the implementation and functionality of the DST. The DST evaluation effort is being coordinated with national consultants assisting Iowa's JJSI project.

Other key activities related to JDAI include: reducing the use of detention for low risk delinquents, while increasing the availability of detention alternatives; the provision of state and local data; and the engagement of local officials in planning efforts related to DMC and detention reform.

#### Federal Juvenile Justice and Delinquency Prevention Act\*

CJJP is Iowa's official implementing agency for the federal Juvenile Justice and Delinquency Prevention Act (JJDP Act), Public Law No. 93-415, 1976. The Juvenile Justice Advisory Council is a governor-appointed board advising CJJP regarding JJDP Act implementation. The JJDP Act contains core protections relating to secure holds for youth, facility monitoring requirements, and the processing of minority youth in the delinquency system.

On behalf of Iowa, CJJP develops and submits a comprehensive three-year juvenile justice plan as a requirement of its participation in the federal JJDP Act. Submission of the three-year plan (with annual updates) and associated monitoring efforts are required for Iowa's receipt of JJDP Act block grant, Title II, funding. The first installment of a new three-year plan was completed in the spring of 2018, with the majority of Title II dollars being distributed to Iowa's eight judicial district Juvenile Court Services offices via a child population formula. Other efforts supported with JJDP Act funds include:

- Effective and Promising Juvenile Justice System Approaches
- Mental Health, Substance Abuse and Trauma
- Disproportionate Minority Contact
- Female Equity

#### Juvenile Compliance Monitoring

To maintain compliance with three of the four core requirements of the federal Juvenile Justice and Delinquency Prevention Act, CJJP gathers pertinent data from law enforcement

agencies and youth service providers (both private and public) across Iowa. In addition to this data collection and review, CJJP must annually visit one-third of the facilities to perform data verification and facility reviews. CJJP must also perform on-site facility reviews of a sample of certain law enforcement agencies and youth service providers to determine the secure capacity of these agencies. An annual report is due to the federal Office of Juvenile Justice and Delinquency Prevention by the end of February.

#### Prison Rape Elimination Act (PREA)

The federal Prison Rape Elimination Act (PREA) addresses the prevention and elimination of sexual assault and abuse of inmates detained in detention and correctional facilities for both adults and juveniles. Failure to comply with the mandates set forth by this act results in a reduction of federal funds received by the state through the Department of Justice. For CJJP, any reduction would affect the Title II funds received through the Juvenile Justice and Delinquency Prevention Act. The State of Iowa is responsible for ensuring that all detention and correctional programs under the operational control of the Governor through the Department of Corrections (DOC) and the Department of Human Services (DHS) meet the mandates set forth by PREA. This includes all state prisons, state farms, community correction programs and the State Training School for Boys in Eldora. Facilities under the operational control of the DOC and the DHS have completed audits for PREA compliance and will continue to complete additional audits on a three-year cycle.

#### National Youth in Transition Database (NYTD)

The National Youth in Transition Database (NYTD) is a federal requirement that mandates the Iowa Department of Human Services (DHS) collect outcome information on youth in foster care or other out-of-home placement. DHS contracts with CJJP to collect the outcome information and conduct a survey of youth in foster care or other out-of-home placement at age 17, also referred to as the baseline population. CJJP tracks these youth as they age and conducts a follow-up survey with a sample of youth at ages 19 and 21, also referred to as the follow-up population. Outcomes are derived from the survey which includes 24-27 questions that measure youth across six domains - educational attainment, financial self-sufficiency, access to health insurance, experience with homelessness, and positive connections with adults.

Baseline surveys were completed in FFY2017. CJJP met federal compliance by surveying 90% of the baseline population and providing a required data report highlighting the outcomes<sup>4</sup>. In FFY2018, CJJP surveyed the 21 year-old follow-up population and again met federal compliance by surveying over 60% of those youth. A data report summarizing the information collected from the 21 year-old follow-up population will be available in December, 2018. On October 1, 2018, CJJP began the third round of NYTD surveys and are obtaining the outcomes of the 19 year-old follow-up population.

In addition to collecting survey results from these populations of youth, Iowa NYTD has also engaged youth through the following outreach activities:

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<sup>4</sup> <https://sites.google.com/a/iowa.gov/national-transition-youth-database-nytd/annual-report/17-year-old-annual-reports>

- Hosting annual Creative Expressions Art Contests which invite all Iowa youth up to age 24 who have experienced foster care or other out-of-home placement to submit a work of art that captures the given theme of the contest.
- Partnering with local agencies to host the Iowa NYTD Expressive Creations Showcase and display the submitted art entries out in the community.
- Implementing an annual Youth Voice Campaign which began in November, 2018. The project asks youth to share one improvement they would like in Iowa's Juvenile Justice and/or Foster Care System.
- Continuing to strengthen our ongoing partnerships with the Iowa Foster Care Youth Council, AMP, the Iowa Aftercare Network, and other local and state communities across Iowa as opportunities present themselves.

Overall, NYTD strives to promote youth voice by ensuring youth complete the survey and find additional creative ways for the youth voices to positively be heard.

## VIII. CODE MANDATED RESPONSIBILITIES

### Correctional, Minority, and Fiscal Impact Statements

Iowa Code §2.56<sup>5</sup> provides that in cooperation with the Legislative Services Agency (LSA), CJP will submit correctional impact statements that examine proposed legislation for impact on the correctional system. Correctional impact statements also address the expected effect of a bill on minority populations. During SFY 2018, CJP was asked to prepare and provided 55 correctional impact analyses to LSA. CJP also provides fiscal impact analysis to determine revenue costs for prospective bills.

### Monitoring the Impact of Legislation\*

CJP issued its first state Legislation Monitoring Report in February 2002, covering the first six months' impact of SF 543 (which enacted a number of sentencing changes) on the justice system. Monitoring of the correctional impact of this bill was at the request of several members of the Legislature. Since then, the Criminal and Juvenile Justice Planning Advisory Council (CJJPAC) has requested that CJP monitor the correctional impact of enacted legislation of particular interest. Completion of this report fulfills the Council's legislative obligations outlined in Iowa Code §216A.133. This section of the Code instructs the CJJPAC, a council staffed by CJP, to examine and provide analysis of criminal and juvenile justice policy and "report criminal and juvenile justice system needs to the governor, the general assembly, and other decision makers to improve the criminal and juvenile justice system."

### Prison Forecast\*

CJP collects and analyzes data in an effort to project Iowa's prison population and provides an annual forecast to the Department of Corrections, as well as the Legislative Services Agency and Department of Management. Iowa Code §216A.137 mandates that CJP "maintain an Iowa correctional policy project for the purpose of conducting analyses of major correctional issues affecting criminal and juvenile justice."<sup>6</sup> The report analyzes current offender behaviors and system policies and practices to predict the growth of Iowa's prison population. The report is not a predictor of future prison populations, but a forecast of the population if the current policies, sentencing laws, and offender behaviors remain constant. The report also provides suggested actions that could reduce the prison population. A report will be submitted to the General Assembly by December, 2018.

### Criminal and Juvenile Justice System Plans\*

Iowa Code §216A.135 instructs CJP to develop long-range criminal and juvenile justice goals. CJP has utilized the Criminal and Juvenile Justice Planning Advisory Council (CJJPAC) and the Juvenile Justice Advisory Council (JJAC) to coordinate planning activities. The long-range goals cover a wide variety of topics and offer a framework to define and assess current practices. Collectively, these long-range goals are meant to provide a single source of direction to the complex assortment of practitioners and policymakers whose individual concerns and decisions collectively define the nature and effectiveness of Iowa's justice system.

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<sup>5</sup> <https://www.legis.iowa.gov/docs/code/2.56.pdf>

<sup>6</sup> <https://www.legis.iowa.gov/docs/code/216A.pdf>