

This report is an **EXCERPT** from the:

# Iowa Criminal and Juvenile Justice Plan

## *1998 Update*

**CJJP** Division of Criminal & Juvenile Justice Planning  
Iowa Department of Human Rights

February, 1998

Restorative Justice

Community Policing

Electronic Monitoring  
System

Substance Abuse  
Treatment

Probation Entries To  
Prison

Prison Population  
Forecast  
UPDATED! - SEE PUBLICATIONS -  
RECENT REPORTS

Intermediate Criminal  
Sanctions Plan

Equality In The Courts  
Task Force

Sentencing Reform

Juvenile Justice  
Comprehensive Strategy

## Iowa Criminal and Juvenile Justice Plan -- 1998 Update

### ABOUT THE REPORT

Pursuant to Iowa Code 216A, subchapter 9, CJJP is required to issue an annual report containing long-range systems goals, special issue planning recommendations and research findings. CJJP's 1998 response to its reporting requirement is replicated in the manner of the distribution of the 1997 Update. Again this year, CJJP is issuing one large document which contains many separate reports. Single-issue 1998 Update reports will be made available based on reader interest and need.

Having utilized this disseminating approach of CJJP research and reports in 1997, it proved to be cost effective and responsive to the planning activities and information needs of Iowa's policy makers, justice system officials and others.

**On the cover of this document is a listing of various topics that are the subject of separate CJJP reports issued in February 1998. To receive other 1998 reports, please contact CJJP as indicated below.**

Through the oversight of both the Iowa Juvenile Justice Advisory Council and the Iowa Criminal and Juvenile Justice Planning Advisory Council, CJJP staff are engaged in a variety of research, data analysis, program and policy planning and grant administration activities. Annually, these two advisory councils review long-range justice system goals and identify current issues of concern to be addressed through CJJP's research and planning activities.

**Reports on the issues listed below are being issued through CJJP's 1998 Update and are the result of the planning activities of the Iowa Criminal and Juvenile Justice Planning Advisory Council (CJJ PAC) and the Iowa Juvenile Justice Advisory Council (JJAC). A number of this year's reports contain council recommendations. Please note these recommendations were approved by CJJ PAC.**

- Restorative Justice
- Community Policing
- Electronic Monitoring System
- Substance Abuse Treatment
- Probation Entries to Prison
- Prison Population Forecast
- Intermediate Criminal Sanctions Plan
- Equality in the Courts Task Force
- Sentencing Reform
- Juvenile Justice Comprehensive Strategy

Note: Several of the study issues contain information on the various initiatives being conducted in Iowa's eight judicial districts. A map of these districts is located in Appendix A of this report. This map will accompany those individual reports where a judicial district is identified within its contents.

A number of CJJP staff were involved in the research and writing of the reports being issued through this 1998 Update. Primary authorship or significant contributions were as follows:

Richard Moore: CJJP Administrator

Clarence Key, Jr.: “Restorative Justice”  
“Community Policing”  
“Electronic Monitoring System”  
“Substance Abuse Treatment”  
“Intermediate Criminal Sanctions Plan”  
“Equality in The Courts Task Force”  
“Sentencing Reform”

Lettie Prell: “Probation Entries to Prison”  
“Prison Population Forecast”

Laura Roeder: “Prison Population Forecast”

The state prison population forecast was made possible through partial funding by the U.S. Department of Justice, Bureau of Justice Statistics and their program for State Statistical Analysis Centers. Points of view or opinions expressed in this report are those of the Division of Criminal and Juvenile Justice Planning, and do not necessarily reflect official positions of the U.S. Department of Justice.

#### **TO RECEIVE ADDITIONAL CJJP 1998 UPDATE REPORTS**

Reports on the issues listed on the previous page can be obtained by contacting CJJP:

Division of Criminal and Juvenile Justice Planning	
Iowa Department of Human Rights	Phone: 515-242-5823
Lucas State Office Building	Fax: 515-242-6119
Des Moines, Iowa 50319	email: <a href="mailto:cjpp@max.state.ia.us">cjpp@max.state.ia.us</a>

#### **AVAILABILITY OF RELATED REPORTS:**

The following CJJP reports are being released at this time separately from the Plan Update. To receive copies of the below listed reports, contact CJJP as described above.

- “Delinquency Resource Guide”, Dave Kuker, CJJP, 1998
- “Juvenile Crime Prevention Community Grant Fund Program”, Dave Kuker, 1998

## **MULTI-YEAR GOALS**

### **INTRODUCTION**

Iowa Code Section 216A.135 requires the Criminal and Juvenile Justice Planning Advisory Council (CJJPAC) to submit a long-range plan for Iowa's justice system to the Governor and General Assembly every five years. The first plan developed after the creation of the Division of Criminal and Juvenile Justice Planning was issued in 1990 and annually updated through 1994. Since 1992, appropriation law has required the CJJPAC to coordinate their planning activities with those of the Iowa Juvenile Justice Advisory Council (JJAC).

In 1995, these two councils developed a new plan consisting of a set of long-range justice system goals to assist policy makers and justice system practitioners as they plan and operate the justice system through the next twenty years. The statutory mandate for such long-range planning requires the identification of goals specific enough to provide guidance, but broad enough to be of relevance over a long period of time. The long-range goals adopted by these councils cover a wide variety of topics and attempt to offer a framework within which current practices can be defined and assessed. Collectively, these long-range goals are meant to provide a single source of direction to the complex assortment of practitioners and policy-makers whose individual concerns and decisions, collectively, define the nature and effectiveness of Iowa's justice system.

The twenty-year goals established in 1995 will be reviewed throughout the councils' statutorily defined five year planning period. They are presented again this year and will continue to be repeated until the councils' next five-year plan is due in the year 2000 or until their direction is deemed inappropriate or unnecessary. The goals presented and discussed below are meant to facilitate analyses and directions for the following areas of justice system issues and concerns:

#### **PLANNING AREAS:**

- **VIOLENCE REDUCTION AND CRIME PREVENTION**
- **PUBLIC CONFIDENCE IN THE JUSTICE SYSTEM**
- **MINORITY OVERREPRESENTATION IN THE JUSTICE SYSTEM**
- **COORDINATION OF GOVERNMENT RESPONSIBILITIES AND SYSTEM OPERATIONS**
- **INFORMATION SYSTEMS -- PLANNING AND MONITORING**
- **TECHNOLOGY**
- **SANCTIONS, SUPERVISION, TREATMENT AND SERVICES FOR ADULT OFFENDERS**
- **SANCTIONS, SUPERVISION, TREATMENT AND SERVICES FOR JUVENILE OFFENDERS**

To update the 1995 Plan, the CJJPAC and the JJAC directed staff to conduct new research and continue several initiatives during 1998. Following the review of the many studies, planning efforts, policy debates and other developments now underway in Iowa's justice system, the following concerns and initiatives were selected as most appropriate for the development of 1998 reports and recommendations:

#### **1998 REPORTS:**

##### **Promising Approaches in dealing with Criminal Offenders**

Restorative Justice  
Community Policing  
Electronic Monitoring System

##### **Study Issues**

Substance Abuse Treatment  
Probation Entries to Prison  
Prison Population Forecast

**Systemic Planning and Development Activities/Updates**

Intermediate Criminal Sanctions Plan

Equality in the Courts Task Force/Criminal Issues Committee/

Disproportionate Incarceration Rate of African Americans

Sentencing Reform

Juvenile Justice Comprehensive Strategy

Concerns and developments within these areas are considered by the councils to be of particular importance to the planning and administration of the justice system over the next several years. Much attention is being devoted to these areas, and it is the councils' hope that the information presented in this report will be of help as they and others continue to plan and implement system improvements around these areas.

**LONG-RANGE JUSTICE SYSTEM GOALS FOR IOWA**

No single goal adopted by the CJPAC and the JJAC and presented below is meant to take precedence over another. Just as the justice system is a complex system of many interrelated and overlapping components, these long-range goals should be viewed collectively as complementary to each other. In developing this plan, the CJPAC and the JJAC determined that such interrelated goals should be established to guide decision-making in the following issue areas:

## ***VIOLENCE REDUCTION AND CRIME PREVENTION***

### **GOAL: TO ESTABLISH IOWA AS THE STATE WITH THE LOWEST VIOLENT AND PROPERTY CRIME RATES IN THE NATION.**

Achieve and maintain this status by preventing crime and reducing crime levels through:

- Community-specific crime prevention and early intervention leadership, plans and activities involving public officials, service organizations and community coalitions to address:
  - ◇ DOMESTIC VIOLENCE
  - ◇ CHILD ABUSE
  - ◇ SUBSTANCE ABUSE
  - ◇ TEEN PREGNANCY
  - ◇ PARENTING SKILLS AND FAMILY STABILITY
  - ◇ CITIZEN AND NEIGHBORHOOD EMPOWERMENT
  - ◇ TRUANCY AND DROPOUTS
  - ◇ MENTAL HEALTH SERVICE NEEDS
  - ◇ CRIMINAL GANG ACTIVITIES AND YOUTH PARTICIPATION IN GANGS
  - ◇ UNEMPLOYMENT
  - ◇ ECONOMIC OPPORTUNITIES
  - ◇ ILLITERACY
  - ◇ HOMELESSNESS
- Coordination of state, county and local law enforcement efforts that assures an appropriate sharing of costs, resources and intelligence information for crime prevention, criminal investigations and the apprehension of law violators.
- Defining, structuring, implementing and evaluating a continuum of sanctions and an array of services for adult offenders, delinquents and their families in their home communities that promote law-abiding behavior, family stability and community responsibility.
- Defining, structuring, implementing and evaluating monitoring practices that manage the risks presented by those delinquents and adult offenders providing community service and restitution or receiving community-based sanctions, education, training or counseling.
- Defining, structuring, implementing and evaluating a limited number of secure and other highly structured treatment facilities for a targeted group of delinquents selected according to their need for specialized services and their risk of reoffending.
- Developing and implementing policies and practices that assure the availability of jail and prison space to incapacitate habitual serious offenders and violent criminals.

## ***PUBLIC CONFIDENCE IN THE JUSTICE SYSTEM***

**GOAL: TO ESTABLISH STRONG PUBLIC OPINION THAT THE JUSTICE SYSTEM IS OPERATING EFFICIENTLY AND EFFECTIVELY.**

Public opinion could be affected through:

- Visible enhancement of efforts to improve system efficiency and effectiveness.
- Acknowledgment and acceptance of a responsibility to educate the public (by elected officials, system practitioners, the media and others) of the inherent limitations of a system largely designed to react to individual's and society's problems and shortcomings.
- Better identification, documentation and reporting of effective policies, programs and sanctions.
- Increased likelihood of sanctions that hold offenders accountable and provide restitution to their victims and their communities.
- Increased likelihood of sanctions and offender programming, services and treatment that reduce repeat offending.
- Statewide consensus on appropriate sentence lengths, terms of imprisonment and the retributive and punitive nature of other sanctions.
- Increased citizen participation in the system through community and neighborhood crime prevention groups, use of volunteers in system agencies, and public participation in the development and review of system policies and activities.
- Better reporting and increased awareness of actual volume and nature of crime in Iowa.
- Increased victim supports and participation in the system.

## ***MINORITY OVERREPRESENTATION IN THE JUSTICE SYSTEM***

**GOAL: TO HAVE ALL ASPECTS OF THE JUSTICE SYSTEM FREE OF BIAS, PERCEIVED BIAS AND DISPARATE TREATMENT OF OFFENDERS, VICTIMS OR WITNESSES.**

Bias within the justice system has been documented or has been perceived to exist throughout system components and proceedings. Elimination of bias and the perception of bias can be sought through:

- Increased citizen participation in the system through community and neighborhood crime prevention groups, use of volunteers in system agencies and public participation in the development and review of system policies and activities.
- Increased public awareness of system policies, practices, operations and limitations.
- Appropriate and ongoing training of system officials and agency personnel.
- Development and strengthening of state, local and agency policies and practices that assure equality in offenders' and alleged offenders' exposure and access to the justice system's many and varied types of procedures, sanctions, levels of supervision, services and treatment.
- Development of supervision approaches, treatment programs and other services culturally and environmentally specific and appropriate to meet the needs of persons with diverse cultural backgrounds and life-styles.
- Recruitment and retention of minority persons in all levels of employment and volunteer activities throughout the justice systems.
- Identification and monitoring of statewide, local and agency-specific indicators of bias to enhance public awareness.
- Demonstration of efforts to eliminate bias in the justice system as a model for improving other social systems and institutions (e.g. education, child welfare, employment services, income assistance, substance abuse, mental health, economic development, etc.) whose effectiveness affects the size and nature of the justice system's case load.



## ***COORDINATION OF GOVERNMENT RESPONSIBILITIES AND SYSTEM OPERATIONS***

**GOAL: TO ESTABLISH COMMUNITY-LEVEL PLANS AND ACTIVITIES THAT ASSURE EQUITABLE AND VIABLE JUSTICE SYSTEM SANCTIONS AND SERVICES THROUGH STATE POLICIES THAT PROMOTE EFFICIENT AND EFFECTIVE:**

- **DISTRIBUTION OF RESPONSIBILITIES AMONG LOCAL, COUNTY, STATE, EXECUTIVE AND JUDICIAL BRANCHES OF GOVERNMENT;**
- **COORDINATION OF ALL COMPONENTS OF THE CRIMINAL AND JUVENILE JUSTICE SYSTEM; and,**
- **COORDINATION AMONG THE JUSTICE SYSTEM AND OTHER SOCIAL AND GOVERNMENTAL SYSTEMS AND INSTITUTIONS.**

The list found below describes justice system components and responsibilities with interrelated purposes. The responsibilities for funding, administering and otherwise overseeing these components are now spread among the various branches and units of government. No readily visible, unifying principles or mandates assure their integration. Decisions may be made within one component that have a major impact on other components, but such impact may be either unforeseen or not planned for. Such a lack of coordination may occur at both the specific-case level and within local, regional and state level planning and policy development activities.

The funding and operational responsibilities for some of these components are currently undefined. For others, responsibilities may be shared to varying degrees by a number of governmental units. Still others may be administered unilaterally within narrow applications of component-specific mandates. Justice system components:

- Crime Prevention Programs and Services
- Early Intervention Programs and Services
- Law Enforcement
- Prosecution
- Defense
- Adjudication, Sentencing and Dispositions
- Victim Services
- Delinquency Intake and Waiver Proceedings
- Juvenile Diversion Programs and Services
- Juvenile Detention
- Case Management and Community Supervision of Delinquents
- Placement & Non-placement Programs and Services for Delinquents
- Adult Offender Diversion Programs and Services
- Pre-trial Release Procedures, Programs and Services
- Pre-trial Confinement in Jails and Lockups
- Case Management and Community Supervision of Adult Offenders
- Community-based Programs and Services for Adult Offenders

- Jails and [sentenced] Inmate Programming and Services
- Prisons and Inmate Programming and Services
- Probation Revocation Procedures
- Prison, Probation and Jail Release Procedures
- Parole Revocation Procedures

The decision-makers and various operational activities within some components of the justice system are, in many ways, the same for the criminal justice system and the juvenile justice system (e.g. crime prevention, law enforcement, prosecution, etc.). Many policies and components of the justice system, however, are unique to one or the other of these two related systems. ***Achieving the coordination of all components of the justice system will require additional intergovernmental and multi-agency efforts to plan and manage the interaction of programs and policies within and between the criminal and the juvenile justice systems.***

Both the criminal and the juvenile justice systems rely to a great extent on the resources and programs of other social and governmental systems and institutions to provide treatment and other services to offenders and victims and to support agency operations. Also, the justice system often intervenes in situations involving interactions among other systems' programs, services and clients. ***Equally important as a coordinated justice system is a justice system whose policies and practices are coordinated with the policies and practices of other governmental systems, including:***

- Education
- Public Health
- Mental Health, Mental Retardation and Developmental Disabilities
- Civil Rights
- Employment & Job Training
- Substance Abuse
- Public Welfare
- Child Abuse and Neglect

It is at the community level where system inefficiencies and ineffectiveness are most visible, and it is at the community level where the best chance exists for achieving true coordination of activities. ***State and county policies controlling funding, programs and operations should empower communities to develop and support coordinated approaches that are efficient and effective and that are consistent with the statewide goals of assuring equitable and viable justice system sanctions and services.*** Officials and agencies should be given the authority, responsibility and resources to accomplish these goals at the community level.

## ***INFORMATION SYSTEMS—PLANNING AND MONITORING***

**GOAL: TO ESTABLISH INTEGRATED JUSTICE SYSTEM INFORMATION REPORTING CAPABILITIES AND PROCEDURES THAT PROVIDE PRACTITIONERS, OFFICIALS AND POLICY MAKERS WITH THE INFORMATION THEY NEED TO CARRY OUT THEIR RESPONSIBILITIES AND TO MONITOR AND EVALUATE JUSTICE SYSTEM POLICIES AND PROGRAMS.**

Information systems to more fully develop, improve and integrate:

- Incident-Based Uniform Crime Reports
- Criminal History Records
- Prosecution Activities and Outcomes
- Iowa Court Information System
- Department of Corrections Information Systems
- Department of Human Services Information Systems
- Division of Substance Abuse and Health Promotion Information Systems
- Other

Information needed from data systems:

Case-specific data for:

- Investigations and arrests
- Background checks
- Release/custody decisions
- Adult court charging and sentencing decisions
- Juvenile court intake and disposition decisions
- Supervision, service and treatment planning and monitoring
- Program and service eligibility determinations
- Other

State, local and program-specific aggregate data for:

- Budget development and resource allocation
- Policy & program evaluation and monitoring
- Other

## ***TECHNOLOGY***

**GOAL: TO UTILIZE ADVANCED TECHNOLOGIES THAT MAXIMIZE EFFICIENCY, SUPPORT PROGRAM AND POLICY EVALUATIONS AND PROMOTE EFFECTIVE AND EQUITABLE JUSTICE, SERVICES, AND PUBLIC PARTICIPATION.**

System operations include:

- Investigation and discovery
- Court proceedings
- Incarceration and detention
- Offender supervision, services and treatment
- Fine assessment and collection
- Victim services and treatment
- Mediation services
- Witness assistance
- Jury selection and support
- Community crime prevention and public participation
- Administration, planning, evaluation and monitoring
- Other

Advanced technology areas:

- Data collection, management and reporting
- Communications
- Transportation
- Forensics
- Surveillance, monitoring and supervision
- Crime prevention through environmental design
- Office and facility operations
- Planning and evaluation methodology
- Education and training for:
  - ◊ offenders
  - ◊ system officials and practitioners
  - ◊ citizen groups and general public

## ***SANCTIONS, SUPERVISION, TREATMENT, AND SERVICES FOR ADULT OFFENDERS***

**GOAL: TO ADMINISTER SANCTIONS, SUPERVISION, TREATMENT AND SERVICES FOR ADULT OFFENDERS THAT ARE EQUALLY ACCESSIBLE AND APPLIED CONSISTENTLY ACROSS THE STATE AND THAT HAVE BEEN DOCUMENTED AS EFFECTIVE IN THEIR ABILITY TO:**

- **DETER OFFENDERS AND POTENTIAL OFFENDERS FROM ENGAGING IN FUTURE CRIMINAL BEHAVIOR;**
- **PROTECT THE PUBLIC AND MANAGE OFFENDER RISKS IN A COST EFFECTIVE MANNER USING LEAST RESTRICTIVE, APPROPRIATE MEASURES;**
- **PROVIDE ADULT OFFENDERS WITH THE REQUIREMENT AND OPPORTUNITY TO MAKE REPARATION TO THEIR VICTIMS; and,**
- **PROVIDE ADULT OFFENDERS THE OPPORTUNITY TO MAINTAIN, REGAIN OR ACHIEVE THE CAPACITY TO REMAIN IN, OR RETURN TO, THE GENERAL POPULATION AS LAW ABIDING, CONTRIBUTING CITIZENS.**

Achieving this goal will involve the continuation or development of a variety of activities and initiatives:

- Determining the relative deterrent effects of sanctions with different conditions, intensities and time periods (jail, prison, probation monitoring and programming, intensive supervision, community service, fines, etc.) and determining how such deterrent effects vary for people with different backgrounds, education and skill levels, impulse control and rational-thinking capacities, ties to family and community, etc.
- Establishing or strengthening risk assessment and risk management procedures for all stages of justice system decision-making.
- Defining, structuring and supporting the use of intermediate sanctions and improving offender assessment and monitoring tools to help court, parole, and correctional officials select and provide sanctions, supervision, treatment and other services that are appropriate to offenders' needs and the public safety risks they present.
- Ongoing review and improvement of the ability of prisons and jails to serve as deterrents, to incapacitate habitual repeat offenders and violent predators, and to provide treatment and services needed by incarcerated offenders who will be returning to the general population to increase their skills and capacities to be law abiding, contributing citizens.
- Expanding current capacity to evaluate the effectiveness of sanctions, supervision and monitoring procedures, offender treatment and other services.
- Enhancing prison and jail work programs to provide inmates with income with which to make restitution, and strengthening community-based programs' activities to facilitate offender restitution, community service and other forms of victim/community reparation.

- Providing initial, ongoing and coordinated training for the system's many officials and practitioners to facilitate system improvements and to encourage more effective integration of system components.

## ***SANCTIONS, SUPERVISION, TREATMENT AND SERVICES FOR JUVENILE OFFENDERS***

**GOAL: TO ADMINISTER SANCTIONS, SUPERVISION, TREATMENT AND SERVICES FOR JUVENILE OFFENDERS THAT ARE EQUALLY ACCESSIBLE ACROSS THE STATE AND THAT HAVE BEEN DOCUMENTED AS EFFECTIVE IN THEIR ABILITY TO:**

- **DETER JUVENILE OFFENDERS AND POTENTIAL OFFENDERS FROM ENGAGING IN FUTURE CRIMINAL BEHAVIOR;**
- **PROTECT THE PUBLIC AND MANAGE OFFENDER RISKS IN A COST EFFECTIVE MANNER USING LEAST RESTRICTIVE, APPROPRIATE MEASURES;**
- **PROVIDE JUVENILE OFFENDERS WITH THE REQUIREMENT AND OPPORTUNITY TO MAKE REPARATION TO THEIR VICTIMS; and,**
- **ASSURE THAT JUVENILE OFFENDERS RECEIVE THE PROTECTION, TRAINING, DISCIPLINE, BASIC LIVING NECESSITIES AND CARE AND TREATMENT GUARANTEED ALL CHILDREN IN IOWA.**

Achieving this goal will involve the continuation or development of a variety of activities and initiatives:

- Determining the relative deterrent effects that sanctions with different conditions, intensities and time periods have on children and youth (group placement and treatment facilities, State Training School, probation monitoring and programming, intensive supervision, community service, restitution, waivers to adult court, etc.) and determining how such deterrent effects vary for children and youth with different backgrounds, education and skill levels, impulse control and rational-thinking capacities, ties to family and community, etc.
- Establishing or strengthening risk assessment and risk management procedures for all stages of juvenile justice system decision-making.
- Defining, structuring and supporting the use of a range of community-specific early intervention services and dispositional options and improving assessment and monitoring tools to help the court and human service officials select and provide supervision, treatment and other services to juveniles and their families that are least restrictive and appropriate to the needs of juvenile offenders and to the public safety risks they present.
- Expanding current capacities to evaluate the effectiveness of sanctions, supervision and monitoring procedures, treatment and other services to juveniles and their families.
- Strengthening efforts in cases involving both placement and non-placement supervision and services to facilitate restitution, community service and other forms of victim/community reparation.

- Developing policies, procedures and funding approaches that allow for offender-specific continuity between the juvenile justice and adult correctional systems of supervision, treatment and services.
- Providing initial, ongoing and coordinated training for the system's many officials and practitioners to facilitate system improvements and to encourage more effective integration of system components.
- Providing training to community members to assist them identify community risks and protective factors related to juvenile delinquency, and to aid their efforts to reduce risks, strengthen protective factors, prevent juvenile crime and respond appropriately to the needs of their children and youth.



### ***HOW CAN THESE GOALS BE ATTAINED?***

As was stated when these goals were first introduced, many officials, practitioners and others will need to agree with these goals and work towards them cooperatively. This report, however, is primarily intended to serve as a guide to the Governor and General Assembly as they continue to respond to proposals and to develop initiatives to address immediate justice system issues and concerns. The goals were developed in recognition of much-publicized concerns and debates over crime and delinquency; they are offered to provide the state with a long-range vision with which to view the appropriateness of proposed reactions to current concerns.

When these goals were first established in 1995, it was recommended that no justice system policy or program change be made without a documented consideration of the extent to which the change will assist, and not hinder, the state's ability to attain these long-range goals. Because this has not occurred, the above information accompanying each goal statement is repeated again this year with the hope that it will assist decision makers as they seek funding priorities and policy and program initiatives to achieve comprehensive, long-term system improvements and a more effective criminal and juvenile justice system.

**STUDY ISSUE**  
**JUVENILE JUSTICE COMPREHENSIVE STRATEGY**

**Overview**

Since the summer of 1997, six Iowa sites have been involved in a federal program that provides communities with assistance in their efforts to address juvenile crime. The assistance consists largely of on-site visits, information and other consultation from national experts on best practices in delinquency prevention, graduated sanctions and community planning. Each site is now responding to this assistance through the activities and discussions of community leaders, system practitioners and other stakeholders. Existing community collaborations in all the sites are finding ways to take advantage of the information and planning support being made available to them.

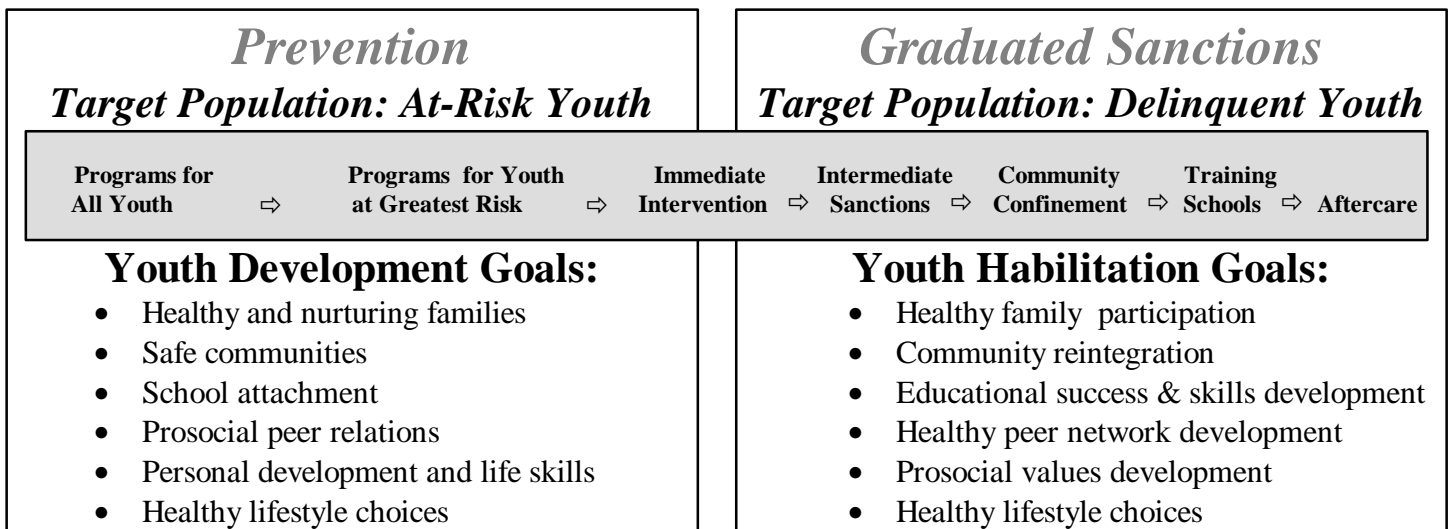
Iowa's Pilot Sites Receiving "Comprehensive Strategy" Assistance	
• Black Hawk County	• Muscatine County
• Clinton & Jackson Counties	• Polk County
• Marshall County	• Woodbury County

The U.S. Department of Justice, Office of Juvenile Justice & Delinquency Prevention (OJJDP) developed the "Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders," and selected Iowa and four other states (Texas, Florida, Rhode Island and Maryland) to receive assistance with its implementation. The Iowa Division of Criminal and Juvenile Justice Planning (CJJP) is facilitating the interactions of Iowa's pilot sites with the national consultants and other state agencies supporting this initiative.

Each of the six Iowa sites will be using the "Comprehensive Strategy" assistance during 1998 to develop plans and activities designed to impact on juvenile crime. The following diagram (adapted from an OJJDP-developed graphic) presents an overview of the principles and goals of this strategic planning process.

**Overview of Comprehensive Strategy**

**Problem Behavior ⇒ Noncriminal Misbehavior ⇒ Delinquency ⇒ Serious, Violent, & Chronic Offending**



## Background

The criminal behavior of juveniles and the policies and programs to address juvenile crime are topics of ongoing public concern and debate. Parents, youth, neighborhoods, businesses, schools, health and social service providers, law enforcement agencies, the courts, civic and political leaders and others continually voice a need for more effective ways of preventing and responding to juvenile crime. These concerns are challenging families, communities and decision-makers who are faced with growing juvenile court caseloads in a system that is complicated by multiple governance structures and complex legal and fiscal policies.

In the summer of 1996, Governor Branstad convened officials from the following state agencies to discuss Iowa's juvenile justice system and to consider ways of responding to concerns over rising juvenile violence:

- Department of Education
- Department of Human Services
- Department of Public Health
- Department of Public Safety
- Governor's Alliance on Substance Abuse
- Division of Criminal & Juvenile Justice Planning

Policy and program directions were set at that time that have led to law changes, increased funding for various programs and other system improvements. One of the key issues that surfaced through this multi-agency process was a belief that local communities and their agencies and officials are in the best position to craft meaningful solutions to the juvenile crime problems in their community. It was also clear that each of the state agencies was responsible for a variety of programs that were supporting and otherwise affecting communities' efforts to address juvenile crime. It was observed that the collective impact of multiple state programs could be better focused in a coordinated manner at the local level to address the multitude of issues related to prevention and at-risk youth and family interventions. It was also quickly observed that planning such coordinated activities is quite difficult. In response, a direction was set to find ways that the state could better facilitate the strengthening and mobilization of local communities to address juvenile crime

In the fall of 1996, the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP) issued a solicitation to the nation's Governors to apply for technical assistance to implement the "*Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders*." Governor Branstad responded to OJJDP with a request for assistance that was tailored to Iowa's goal of strengthening and mobilizing local communities to address juvenile crime. Following a competitive review process, OJJDP determined that Iowa would be one of the five states they were prepared to help.

Officials in the six communities listed above were contacted and invited to become pilot sites following notice that Iowa would receive the requested assistance. These invitations followed a process through which officials from the above-named state agencies collectively identified potential sites and considered their appropriateness and potential

interest given the approaches and progress of communities' planning efforts involving state programs and initiatives (e.g. Decategorization, Innovation Zones, S.A.F.E. Communities, Juvenile Crime Prevention Community Grant Fund Program, Drug Free Schools and others). All invited sites agreed to participate.

During the summer of 1997, representatives from each of the pilot sites met for the first time with OJJDP, the national consultants, CJJP and other state agencies' personnel. At this meeting, detailed information about the *Comprehensive Strategy* was presented and discussed so each site could begin to develop their plans for involvement.

### **What is the Comprehensive Strategy?**

In 1993, OJJDP issued a policy paper -- "*The Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders.*"-- that was based on an extensive survey of the research addressing prevention and control of serious and violent youth crime. This policy paper synthesized key research findings that led to the identification of appropriate policy assumptions to guide effective policies and programs:

- *Families must be strengthened in order to fulfill their primary responsibility to instill moral principles and provide guidance and support to children.*
- *Core social institutions -- schools, religious organizations, youth service agencies, community organizations -- must be supported in their roles of developing capable, mature and responsible youths.*
- *Delinquency prevention must be promoted as the most cost-effective approach to combating youth crime.*
- *Intervention should be immediate and effective when delinquent behavior is first manifested.*
- *The small group of serious, violent and chronic juvenile offenders should be identified and controlled through a range of graduated sanctions, including placement in secure facilities.*

In 1995, OJJDP published the "*Guide for Implementing the Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders.*" This report was developed to serve as an in-depth resource tool for communities to use in dealing with juvenile crime, and it provides a framework for preventing delinquency, intervening in early delinquent behavior, and responding to serious, violent and chronic offending. The 1995 *Guide* builds on the 1993 report by revisiting its research-based policy directions and adding detailed information about community planning techniques and prevention and intervention programs and approaches that have proven promising or successful through research and evaluation. As is described by OJJDP:

*The Comprehensive Strategy is based on a "risk-focused" prevention model, which makes it possible to examine communities for known risk*

*factors associated with youth violence. These risk factors exist at the individual, family, school, peer, and community levels. Using community planning and mobilization methods, the Comprehensive Strategy helps community leaders identify activities that can reduce risk factors and increase protective factors for at-risk youth.*

*The Comprehensive Strategy includes an intervention component that incorporates a continuum of graduated sanctions and treatment options for juvenile offenders. The continuum includes immediate sanctions for first-time and minor offenders, intermediate sanctions for serious and repeat offender, and secure care for violent and chronic offenders who present a danger to their communities. Aftercare must be a formal component of all residential placements, involving the family and the community in supporting and reintegrating the juvenile in the community.*

*Under an OJJDP grant, the National Council on Crime and Delinquency (NCCD) and Developmental Research and Programs, Inc. (DRP) have identified effective and promising programs from across the Nation that are consistent with the framework of the Comprehensive Strategy. They organized these programs into three categories:*

- *Prevention programs from conception to age 6.*
- *Prevention programs from age 6 through adolescence.*
- *Graduated sanctions programs.*

*Key juvenile justice tools, called risk assessment and classification instruments, are included in the Guide to assist juvenile justice, health, and welfare agencies in providing treatment for their clients. NCCD and DRP have developed an operations plan in the Guide, which gives communities a blueprint for implementing the Comprehensive Strategy.*

### **What is the assistance Iowa is receiving from the *Comprehensive Strategy*?**

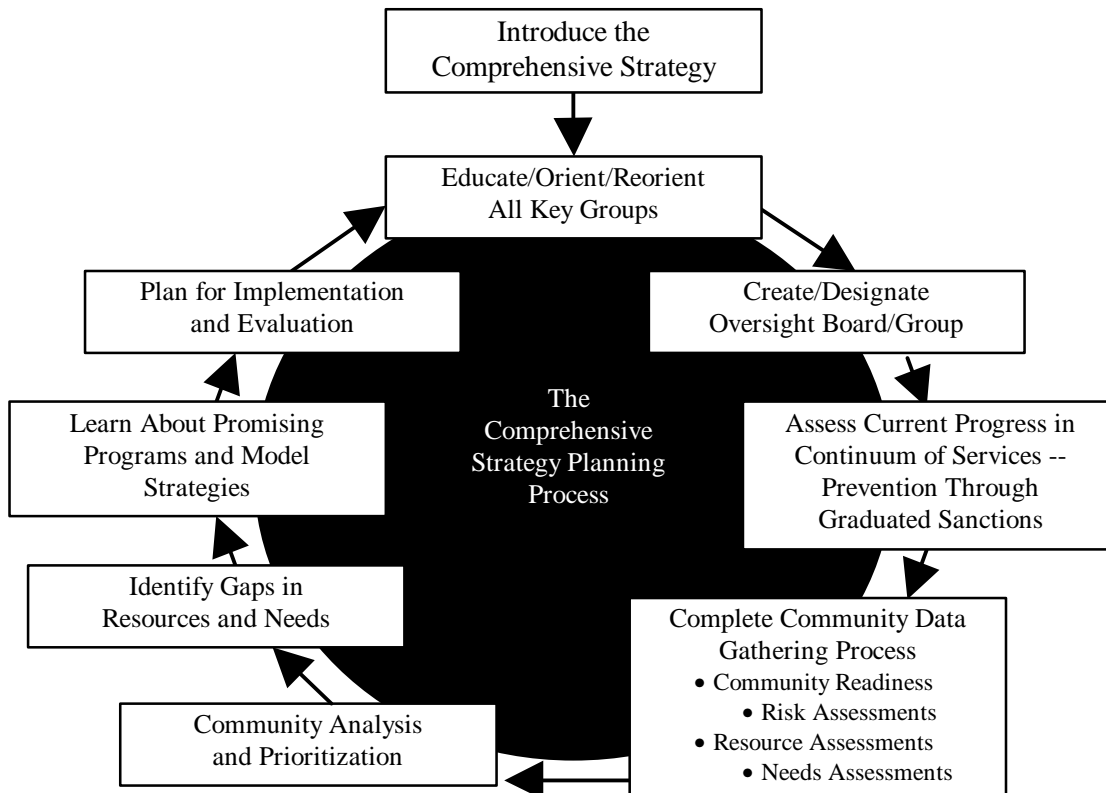
OJJDP's *Comprehensive Strategy* assistance is being provided largely through consultants under contract to OJJDP to work with the six communities in Iowa chosen as pilot sites. The two organizations named above -- NCCD and DRP -- are providing national experts to work directly with local stakeholders to apply the concepts and tools of the *Comprehensive Strategy* to their community planning and program development activities.

The planning model of the *Comprehensive Strategy* involves a number of steps designed to mobilize key community leaders to work cooperatively on the problem of juvenile crime. An important feature of the *Comprehensive Strategy* is its perspective that "no individual, group, or organization in a community is untouched by juvenile crime and violence, and no individual, group or organization can solve the problem alone." To be comprehensive, a juvenile crime strategy must take into account the perspectives and activities of many community institutions not always considered a part of the juvenile

justice system. Business leaders, religious organizations and neighborhood associations must join with the schools, health and human service agencies, government officials, law enforcement, the courts, prosecutors, public defenders and others to identify and prioritize problems and strengths and then develop cooperative, coordinated action steps.

The *Comprehensive Strategy* blueprint has the key leaders and community agencies assess their status with respect to known risk factors for youth crime and violence and the protective factors that buffer young people from exposure to risk. The planning steps also include an assessment of the adequacy of the community’s continuum of sanctions given the number and types of juvenile offenders it is faced with. The community then receives information and guidance in identifying and implementing or refining policies, programs, case management tools and outcome monitoring activities to fill the gaps and meet the needs identified and prioritized through their assessment process.

Communities receive the technical assistance through on-site planning visits, support for community-wide conferences and training events and hands-on help in developing community-specific data assessments, reports, plans and activities. The following diagram (adapted from an OJJDP-developed graphic) illustrates the planning process supported through the *Comprehensive Strategy* assistance:



## **How are Iowa's six pilot sites using the *Comprehensive Strategy* assistance?**

In each of the six pilot communities, the *Comprehensive Strategy* assistance is being tailored as a resource to one or more existing community planning efforts. In all of the sites, there were various planning efforts already underway that are being aligned to collectively take advantage of these new planning resources. One of the emerging strengths of the *Comprehensive Strategy* model is its ability to be adapted to the unique situations of different communities. As might be expected, the focus and progress of the Iowa sites' use of this assistance has varied by community.

In Woodbury, Marshall and Clinton counties, existing multi-initiative collaborations with a specific focus on juvenile crime have been in place for some time. Their need to establish a *Strategy*-related community-wide mobilization has not been as extensive as in other sites. Even in these sites, however, the availability of the assistance has brought about the need for renewed or revised connections among key stakeholders and, in some cases, has facilitated an increased involvement of certain agencies, officials and community groups in existing collaborative efforts. Officials and agencies involved in Clinton County, for example, determined that a logical expansion of some of their current efforts should include Jackson County given the many service-delivery and other connections that have historically existed between the two counties. The *Comprehensive Strategy* assistance is now being focused on a joint Clinton/Jackson Counties initiative.

Challenges still exist to broaden meaningful participation levels in these three sites; the extent to which juvenile court officials, schools, business communities, health officials, law enforcement, special interest groups and others consider themselves to be key players in this effort to address juvenile crime continues to vary among the sites. Community mobilization, the development of meaningful linkages and the sharing or blending of resources among community stakeholders for planning and program support will continue to be areas where assistance might be focused.

In Black Hawk, Muscatine and Polk counties, progress is also being made to mobilize the community around juvenile crime issues and to find ways of connecting a wide variety of collaborative initiatives to benefit from the *Comprehensive Strategy* assistance. In each of these sites, long-standing multi-agency planning efforts also exist, including some with a juvenile justice emphasis. What distinguishes these sites from the other three has been their approach to determining how to align these different initiatives around the *Comprehensive Strategy* model. The consultants have been or will be meeting with various planning groups and interviewing key stakeholders in these communities to help strategize approaches that will support various initiatives in ways that help them align their common goals and identify shared planning needs that can be met through the *Comprehensive Strategy* assistance.

As indicated above, a common feature of their use of the *Comprehensive Strategy* assistance across all six sites is their work to mobilize community stakeholders and key leaders around the issue of juvenile crime and to determine how a broad assortment of

initiatives and collaborations can both assist and benefit from the *Comprehensive Strategy* process. As pointed out, not all of the sites are finding the same avenues for consolidating planning initiatives and sharing resources (which include the *Comprehensive Strategy* assistance). However, the variety of initiatives whose planning needs are being set up to benefit directly from the *Comprehensive Strategy* continues to grow.

As the number of initiatives linked to the *Comprehensive Strategy* grows, so does the comprehensiveness of the needs assessments and planning that will benefit from its assistance. Similarly, as multiple and diverse planning initiatives are coordinated to take advantage of the *Comprehensive Strategy* assistance, there is an increased likelihood of truly developing community-wide, coordinated plans that will impact on juvenile crime as well as substance abuse, child and family welfare, public health, school behavior problems, truancy and other such related community issues.

The following initiatives are required or designed to involve community-wide planning and consensus on goals and implementation, and they all involve a collaboration of community agencies and key leaders. Each of them are being viewed, in at least one or more of the pilot communities, as directly related to the *Comprehensive Strategy*, and will be contributing to and benefiting from the information and planning structures it provides:

- Decategorization
- Innovation Zones
- County-wide public health assessments
- Substance Abuse Free Environment (S.A.F.E.) Communities
- School-based Youth Services & Family Resource Centers
- Family Preservation & Support Services
- Substance abuse prevention & coordination
- Juvenile Crime Prevention Community Grant Fund projects
- United Way planning
- Neighborhood councils and associations

In all of the sites, their decategorization initiative is an important planning effort for which the *Comprehensive Strategy* assistance is being viewed as a resource for the development and refinement of future plans. Similarly, all but one of the sites is also an Innovation Zone, and they are viewing the *Comprehensive Strategy* assistance as providing tools for developing their Innovation Zone plans. Not all of the sites are attempting to coordinate the planning of all of the above initiatives within the *Comprehensive Strategy* process. Such initiatives are in place in each site, however, and new ways of coordinating the planning needs of such collaborations may continue to surface as the *Comprehensive Strategy* process continues.

As this report points out, much of the work to date in the pilot sites has involved refining or developing connections among community initiatives. Some of the sites have moved forward to begin the collection and analysis of community risk data and other information that will lead them to the forthcoming steps of prioritizing needs and identifying desired system and service changes and how to bring them about. In addition, a number of the



sites have requested and received assistance with special-focus issues, including detention intake risk and need assessments, restorative justice, and the facilitation of community-wide input-gathering forums.

The state agencies listed earlier continue to be available to the pilot communities as they move ahead. For example, staff from these agencies who are working to assist Innovation Zones are supporting communities' decisions and efforts to use the *Comprehensive Strategy* assistance to develop Innovation Zone plans. In addition, The Iowa Departments of Workforce Development and Economic Development have expressed interest in the goals and progress of the *Comprehensive Strategy*, and they are prepared, with the other state agencies, to offer assistance as community needs and plans unfold. Also, staff from the Iowa Attorney General's Juvenile Laws Section have been providing direct support and assistance to pilot communities as they have proceeded to take advantage of the *Comprehensive Strategy* assistance.

The assistance received by the pilot communities, to date, has helped each community understand the process and potential benefits of using the *Comprehensive Strategy*. At the same time, the national consultants have been learning about the unique situations and complex planning and collaboration activities already underway in the pilot sites. This two-way learning process has already progressed in some sites to enable the delivery of some of the major *Comprehensive Strategy* training components. Much remains to be done in all the sites, however, and lessons learned through the work of these communities should prove valuable to other communities in Iowa and across the nation.

### **What Happens Next?**

Each of the participating communities has developed a workplan identifying the timing of their planning activities and the involvement of the consultants. The consultants have been traveling to Iowa on a regular basis since January and the frequency of their visits is rapidly increasing. Most of the communities have been or will soon be collecting and analyzing information to be used as they prioritize programs and activities to be addressed through their planning process.

While the planning and multi-initiative collaborations involved in this effort are, or will be, ongoing efforts, there will be a final "*Comprehensive Strategy Assistance*" report developed in late 1998 for each community that describes their plans to address juvenile crime over the next five years. The *Comprehensive Strategy* assistance will likely also be supporting the development of more immediate action-plans that can be used by the communities as they respond to the needs of specific initiatives such as Innovation Zones, Decategorization and others.

As the participating communities proceed with this initiative, they are being encouraged to let the involved state agencies know of ways that state agency staff, program resources and regulations can be supportive of their current and future *Comprehensive Strategy* planning and development needs. Some of the communities, for example, have already

expressed interest in working with the state agencies to allow the written plan that results from their *Comprehensive Strategy* work to serve as a single plan that meets several state grant or other funding program requirements. The state agencies are expecting to assist and learn from the pilot sites, and are interested in finding ways of improving the level of support to all communities in Iowa that want to take a comprehensive and planful approach to addressing juvenile crime in the months and years ahead.