

DIVISION OF CRIMINAL AND JUVENILE JUSTICE
PLANNING

IOWA DEPARTMENT OF HUMAN RIGHTS

STRATEGIC PLAN

DECEMBER 2007



Division of Criminal and Juvenile Justice Planning Strategic Plan - 2007

Overview

The Division of Criminal and Juvenile Justice Planning (CJJP) is established as a division of the Iowa Department of Human Rights through Chapter 216A, subchapter 9 of the Code of Iowa. CJJP addresses criminal and juvenile justice planning in the state through such activities as research, program implementation, and making recommendations on policy. In addition, the division maintains a statistical analysis center to assist agencies in the use of criminal and juvenile justice data. The division is also responsible for administering the federal Juvenile Justice and Delinquency Prevention Act.

Oversight of CJJP is provided by two advisory councils - the Criminal and Juvenile Justice Planning Advisory Council (CJJPAC) and the Juvenile Justice Advisory Council (JJAC). Since 1992, appropriation law has required the CJJPAC to coordinate their planning activities with those of the JJAC.

The Criminal and Juvenile Justice Planning Advisory Council consists of twenty-two members. The governor appoints seven members, each for a four-year term; these appointees are subject to confirmation by the Senate. The appointees must meet the following criteria:

1. Three persons, each of whom is either a county supervisor, county sheriff, mayor, city chief of police, or county attorney;
2. Two persons who represent the general public and are not employed in any law enforcement, judicial, or corrections capacity;
3. Two persons who are knowledgeable about Iowa's juvenile justice system.

The departments of Human Services, Corrections, and Public Safety, the Division on the Status of African Americans, the Division of Substance Abuse of the Iowa Department of Public Health, the chairperson of the Board of Parole, the Attorney General, the state Public Defender, and the Chief Justice of the Supreme Court each designate a person to serve on the Council.

The Chief Justice of the Supreme Court appoints two additional members who are currently serving as district court judges. Two members of the Senate and two members of the House of Representatives are ex-officio members. The legislative members are appointed by the majority and minority leaders of the Senate and the speaker and minority leaders of the House. These six members serve four-year terms unless the member ceases to serve as a district court judge or as a member of the Senate or House.

The Juvenile Justice Advisory Council was established to stimulate efforts to bring Iowa into compliance with the mandates of the federal Juvenile Justice and Delinquency Prevention Act of 1974 and to administer the funds coming to the state as provided in the act. The council provides support for the community-based services and their coordination and prevention efforts.

The council must have no fewer than 15 and no more than 33 persons who have training, experience, or special knowledge concerning the prevention and treatment of juvenile delinquency or the administration of juvenile justice programs. Council members are appointed by the Governor. Members include persons who represent private organizations concerned with family strength, volunteer organizations, community-based treatment programs, business groups employing youth, youth workers involved with alternative youth programs, and persons with special expertise in addressing the problems of the family, school violence, vandalism, and learning disabilities.

The Juvenile Justice Advisory Council administers the federal act that

1. prohibits placing status offenders or non-offenders in secure detention or correctional facilities,
2. prohibits confining juvenile offenders with adult offenders,
3. prohibits detaining juveniles in adult jails and lock-ups, and
4. requires efforts to reduce the proportion of juveniles detained or confined secure facilities who are members of minority groups, if such proportion exceeds the proportion such groups represent in the general population.

Vision Statement

Improve Iowa's criminal and juvenile justice policies and practices.

Mission Statement

The Division of Criminal and Juvenile Justice Planning exists to help national, state, and local entities and criminal and juvenile justice systems practitioners share data, identify and address relevant issues through research, data, and policy analysis, planning, and grant administration.

Guiding Principles

To realize our vision and accomplish our mission, CJJP's guiding principles are

1. To be honest and ethical
2. To be fair, equitable and non-partisan
3. To be timely
4. To be accurate and thorough
5. To be proactive
6. To be cooperative and responsive.

Assessment

The full staff of the division participated in discussions of the environment that CJJP works with and within. Data were reviewed, trends in requests for data and evaluation studies completed were discussed, and other types of environmental scans were included.

The Criminal and Juvenile Justice Planning Advisory Council has the responsibility to develop a twenty-year plan for the criminal and juvenile justice system. The plan was developed using several techniques to gather information for the assessment process. These included issue scans, public hearings, focus groups and surveys. The result is a comprehensive plan with long-range goals for the entire system. That plan was also used as a part of the assessment process the staff used to evaluate the division's environment.

The Juvenile Justice Advisory Council also develops a three-year plan for juvenile justice issues. The information that formed the basis for the current plan was also used in the internal and external assessment process.

The staff also included discussion of the Enterprise Strategic Plan - Safe, Just and Inclusive Communities as a part of the assessment process.

The assessment of the internal and external environment and influences on CJJP yielded several key themes.

- **Funding.** The impact of the state and national economy on CJJP, our partner state agencies, and local partner agencies is profound. The obvious effect is less funding with which to accomplish our goals and objects. However, that is only one aspect of the funding issue.

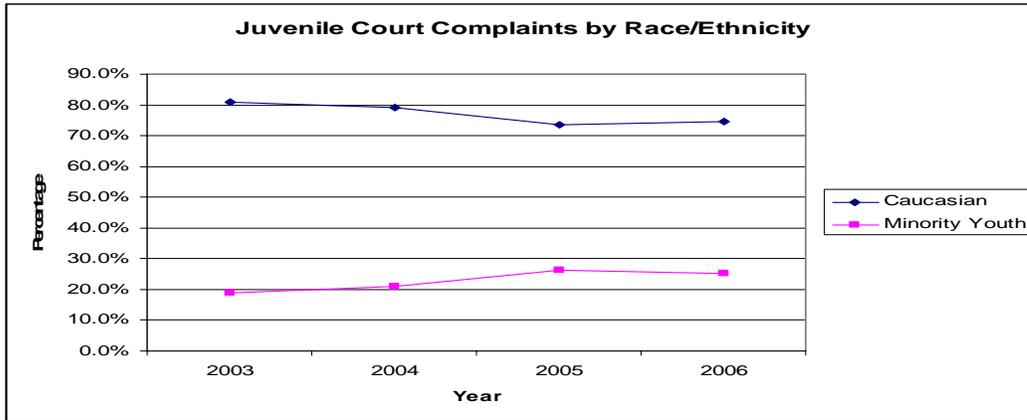
Changes in funding capacity have also resulted in shifts in funding priorities. Programs and services with more future-oriented outcomes and benefits become less important than funding programs or services with more immediate consequences or needs. Dollars available for prevention and treatment programs have diminished or disappeared altogether. Funding levels at partner state agencies, such as Human Services, Corrections, and the Courts, have not kept up with demand, with reductions in services that are seen as expendable in the short term.

Local service providers are also facing budget constraints, often while the need or demand for services remains constant or increases. Reductions in grant amounts from the state or federal governments are only part of the problem. County and city budgets are also being pressured by the

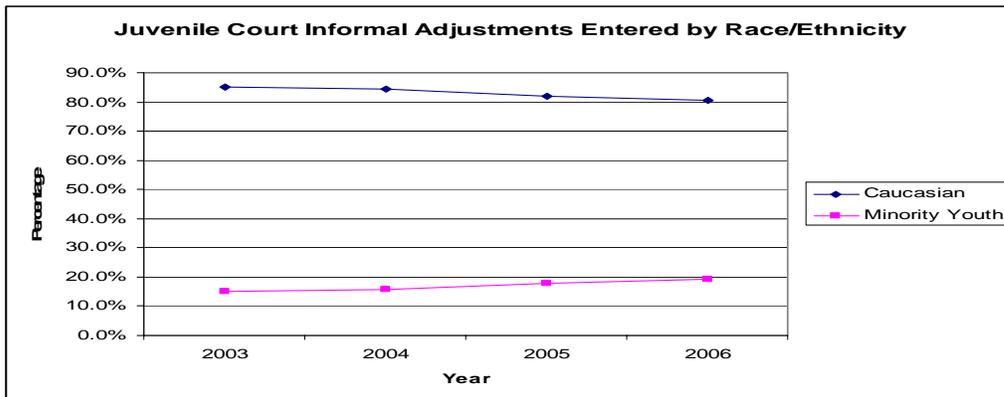
same economic conditions and political/social forces as the state. Our relationship with these partners is affected as well.

- Data Trends.** Criminal and juvenile justice issues are affected by a variety of factors. The economy, social mores, and political decisions influence the environment in which CJJP operates. For instance, the juvenile justice system deals with youth whose lives have been or are influenced by other institutions such as education and social services. These factors, along with other social and economic conditions, in turn affect what delinquency and sanction services are needed, and the level of demand.

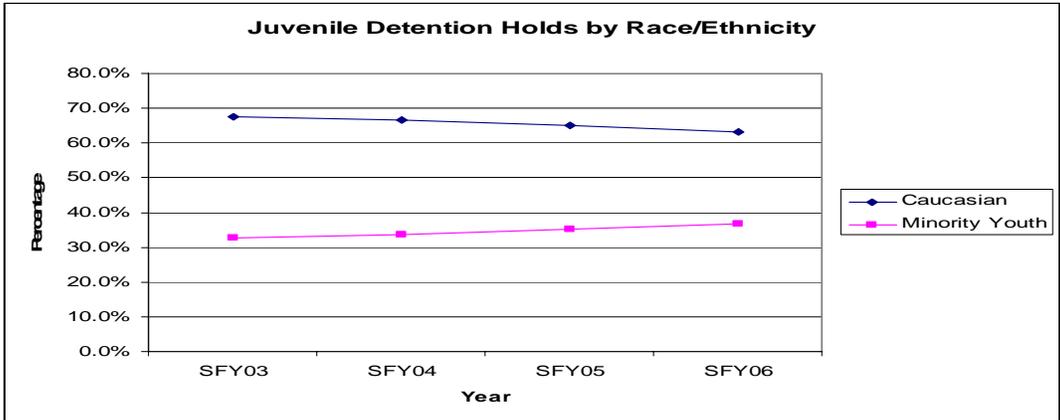
Of particular concern has been the disproportionate minority contact within the juvenile justice system. This includes confinement in secure facilities, less diversion, and other factors.



Source: Justice Data Warehouse, ICIS



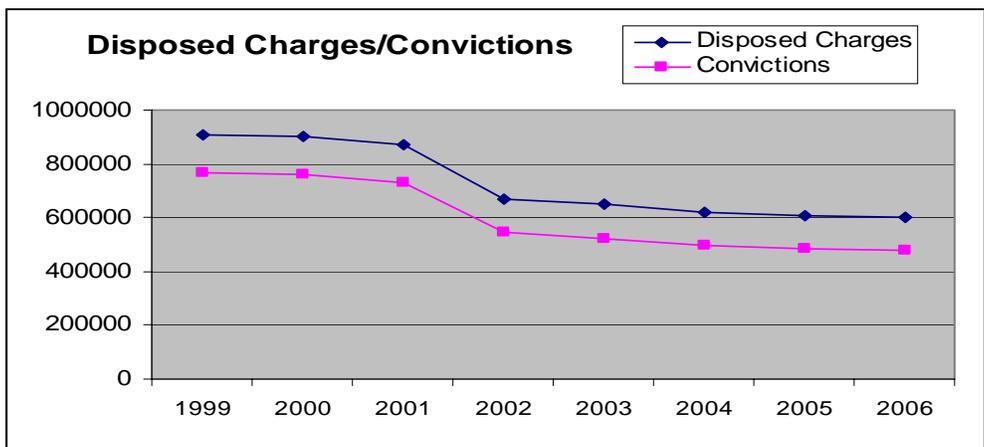
Source: Justice Data Warehouse, ICIS



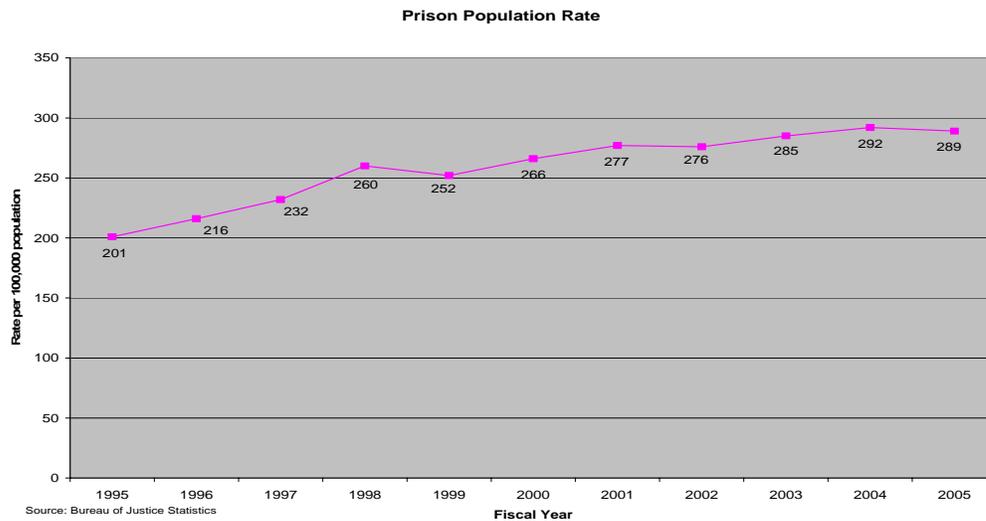
Source: Criminal and Juvenile Justice Planning

The adult justice system is also influenced by a number of factors, including the political environment. Public perceptions of crime and public safety, concerns about drug use and its associated criminal activities, sex offenders, and the concern about public safety in light of terrorist acts affect justice system policy discussions and decisions.

These perceptions and political positions can have a profound impact on the justice system. The justice system represents 10.2% of the general fund budget, and this has increased due to policy decisions on sentencing and prison construction. While recent trends show decreases in reported crime and court charges and convictions, the prison population has continued to increase.



Source: Justice Data Warehouse, ICIS data



- **Data based decision-making.** Increasingly, there is an expectation that policy decisions will be made using the most current and complete data available, and that qualitative analyses will accompany these data. Service protocols, for instance, are often to be based upon research-proven methodologies. The passage and implementation of the Accountable Government Act further supports the desire and need for data and outcomes.

However, many of the policy decisions that must be made are subject to political and social pressures that are driven by perception more than fact. While the stated desire for data represents an opportunity for CJJP to build upon its tradition of providing quality research and evaluation projects to the legislature and constituent agencies, decisions are not always based upon CJJP recommendations.

- **Staffing.** Much of the work that CJJP performs is specialized and requires competencies that are not generic to most of the executive branch positions. This is compounded by the fact that CJJP is a small agency with 18 staff, limiting the ability to create position classifications or selectives specific to its needs. Within the current classification system, there is no career ladder available to justice system researchers, and succession planning will also be a need in the near future.

As a part of its charge, CJJP also has a need for advanced technology specialists with competencies that are often outside the norm for state government. The competition for these highly specialized individuals is with high-tech private enterprises, creating a challenging recruitment environment.

- **Approaches to Youth Development.** Positive youth development research demonstrates the long-term cost benefits of providing youth with the services, opportunities, and supports necessary for youth to become successful, healthy adults. This proactive approach addresses the competencies all youth need in order to succeed instead of fixing the negative consequences, such as juvenile crime, alcohol, tobacco and drug use, inadequate job skills, and delinquency, associated with a lack of services, opportunities, and supports. By developing competencies through a positive youth development approach, youth can develop the positive, protective factors that research shows will improve school achievement, graduation rates, work skills, and employment choices while reducing negative behaviors.

A positive youth development approach relies on the expertise and the coordination of multiple state and local agencies and programs to provide a continuum of developmentally appropriate services and supports. While collaboration and cooperation have been key values in state government for several years, changing behavior and the focus from a deficit model to an asset-development approach is challenging.

Core Functions

CJJP has identified two (2) core functions for the purpose of organizing our work.

1. Research, Analysis and Information Management

DOM Definition: Provides relevant information and technical services in a timely manner to customers, stakeholders and policy makers to help make informed decisions. Activities may include collection, analysis, management, interpretation and dissemination of information.

CJJP Implementation: Make relevant information and technical services available in a timely manner to justice system officials and policy makers to help make informed decisions.

2. Community Coordination & Development

DOM Definition: Develop the security and quality of life of lowans by working with local governments, community organizations, business and others to build the organizational, cultural, entrepreneurial, economic and physical capacity needed for community improvement. Activities may include tourism; film production; volunteer services; housing; community facilities and services;

growth management; facilitation and coordination; prevention efforts to enhance community, family and individual well being; administration of grants to enhance services or response at the state and local levels; fiscal and program oversight; and technical assistance and support.

CJJP Implementation: Facilitate the development and implementation of program and system enhancements desired by local officials to provide the necessary services, supports and opportunities for youth, leading to prevention of delinquency and effective responses to juvenile criminal behavior in their communities.

Note: The goals, strategies and measures described in the body of this report apply only to the Division of Criminal and Juvenile Justice's staff processes. The division supplies staff support to the Criminal and Juvenile Justice Planning Advisory Committee; with the Council, the division develops a 20-year criminal and juvenile justice plan for the state, as required in Iowa Code, 216A.135. The plan, "Long-Range Goals for Iowa's Criminal and Juvenile Justice Systems," is appended to this plan as the system strategic plan.

The division supplies staff support to the Juvenile Justice Advisory Council; with the JJAC the division develops a three-year strategic plan that addresses the needs and issues of that population. "A Youth Development Approach for Iowa's Children and Families" is appended to this plan as a part of the division's strategic process.

Goals, Strategies and Measures

Goal #1. Assist in reducing the over-representation of minorities in Iowa's criminal and juvenile justice systems.

CJJP is dedicated to responding to the need to reduce disproportionate minority contact and confinement (DMC) in the justice system. This has long been an issue for the juvenile justice staff, as it is an integral part of the federal funding requirements. DMC has also been highlighted as an issue within the adult system. The Enterprise Strategic Plan contains several goals and strategies to address these issues; CJJP supports this priority in the following ways.

Strategies

- Provide accurate data and research to stakeholders and decision-makers that will help identify key areas for improvement and will help track progress.
- Provide technical assistance to stakeholders, decision-makers, and program/service providers on issues surrounding disproportionate minority confinement.
- Assist juvenile justice professionals in the development and implementation of a risk assessment tool for use in every judicial district.
- Provide support and training in cultural competencies when appropriate.
- Monitor progress and help identify strategies that are working and those that need improvement.

- Assist in addressing the issues of females in the criminal justice system, including the identification of key differences between male and female offenders, both adult and juvenile.

Measures

- Race-specific adult incarceration rate
- Relative risk score for minority youth, detention
- % female offenders in gender-specific programming

Goal #2. Increase awareness of and use of a positive youth development approach across systems.

CJJP is dedicated to being an equal partner with other state agencies for furthering a positive youth development approach within the state. This is based upon the preponderance of data supporting this approach, and is consistent with trends throughout the nation. The commitment of multiple state agencies to align program and service provisions will continue to be a challenging but beneficial process.

Strategies

- Facilitate conversations among agencies on the importance and benefit of the model.
- Work with the Iowa Collaboration for Youth Development and others to develop an integrated policy vision for Iowa's youth to 21 years of age.
- Provide data and evaluation studies to policy-makers that link the model to outcomes for children and youth.
- Work with the Department of Management and the EMT process to include outcomes and strategies that address the needs of Iowa's youth in the Enterprise Strategic Plan.
- Provide assistance to local communities and planning regions on ways to incorporate the model's concepts in their planning and measurement processes

- Encourage direct youth involvement in planning and policy development at the state and local levels.
- Secure permanent funding for the Iowa Youth Survey.

Measures

- % core youth-serving state agencies incorporating positive youth development into their integrated strategic plans.
- % local planning regions with comprehensive strategic plans for youth development and juvenile justice that identify potential multi-source funding and the potential for multiple areas of impact.
- % local planning regions reporting improvement in outcome measures for youth.
- % scoring 1 or 2 on all questions in the positive youth development constructs from the Iowa Youth Survey.
- % youth prevention programs that meet or exceed national norm for supportive environment and positive interaction.

Goal #3. Improve the support for data-based decision-making in the criminal and juvenile justice system and capitalize on our capacity to provide assistance to local and state agencies in criminal and juvenile justice planning, evaluation, and service delivery.

Data-based decision-making provides an opportunity to improve the quality of decisions made and the overall cost benefit of state services and policies. However, the infrastructure for supplying data, and the capacity to deliver analyses needs to be strengthened. CJJP was created to provide these services to the justice system and is committed to improving the state's capacity to rely on data for decision-making.

In times of budget pressure, it becomes even more important to use resources wisely. CJJP believes that providing technical assistance in the most efficient way possible can ease some of the burdens imposed by budget reductions. Additionally, CJJP plans to target assistance and research to those areas of greatest need or largest impact.

Strategies

- ❑ Improve the usefulness of the Justice Data Warehouse by increasing the number of databases linked within the warehouse.
- ❑ Assist the development of an enterprise funding solution for the warehouse.
- ❑ Increase funding from outside sources for research and evaluation.
- ❑ Improve technological approaches to decision-making within systems.
- ❑ Promote the services available through CJJP.
- ❑ Assess the needs of our state and local partners through surveys and structured conversations.
- ❑ Develop more technology-based solutions to local problems.
- ❑ Expand the content of CJJP's web pages to include more information, data, and relevant links.
- ❑ Develop and provide tools for our customers, such as training, written materials, and databases available for querying.
- ❑ Maintain staff training and knowledge of research and technology relevant to our mission.
- ❑ Continue the work of the Criminal Justice Integration project to improve data sharing among law enforcement and justice system agencies.

Measures

- ❑ # justice system databases linked in the JDW.
- ❑ Funding available/used for policy analysis/program evaluation.
- ❑ # justice system legislative proposals with data requests to CJJP.
- ❑ # studies/evaluations started/completed
- ❑ Customer satisfaction, mean and mode

Goal # 4. Reduce the incidence of sexual abuse of children through improved education, policies, and practices.

Society is especially concerned with crimes against children. Sexual abuse crimes against children, in particular, have received significant attention in the past few years, resulting in media attention and many legislative initiatives intended to protect children against predators. Many of these stories and initiatives have been based more upon emotional factors than proven strategies to improve safety. Therefore, it is important that parents, educators, legislators, and others have an opportunity to be educated about the crimes and offenders of sexual abuse against children.

Strategies

- Develop materials on perpetrator profiles that are fact based and appropriate for schools, mandatory reporters, and media.
- Develop fact based education programs directed toward prevention, detection, and reporting.
- Educate Iowans about effective perpetrator profile identification/prevention strategies.

Measures.

- % child victims of sexual abuse with interfamilial/acquaintance perpetrators.