

# THE DIVISION OF CRIMINAL & JUVENILE JUSTICE PLANNING

Department of Human Rights

## FY04 PERFORMANCE REPORT

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## INTRODUCTION

The Division of Criminal & Juvenile Justice Planning, Department of Human Rights (CJJP), actively supports the provision of information that assists stakeholders in the making of data-based decisions. This report is submitted in recognition of that effort and in compliance with the intent of the Accountable Government Act.

This report includes information from CJJP's strategic plan and the FY04 Performance Plan. The services, products and activities reported for FY04 have been matched to those items included in the FY05 Performance Plan to promote continuity of reporting and the ability to develop trend lines.

Because FY2004 performance plans were not ultimately linked to the budget, resources are being reported at the Core Function level only. Reporting at a more detailed level will be possible with the FY2005 performance report as that linkage has occurred for the FY05 budget.

The FY04 year was a challenging one for CJJP. There continues to be a significant reduction in the amount of federal funds for juvenile delinquency prevention and intervention in Iowa, stretching resources and limiting the development of new or expanded services. Even so, partners with CJJP in juvenile justice and youth development have worked hard to improve service delivery to youth and their families in this state.

CJJP continues to improve its capacity to respond to requests for data and information for use in decision-making in the criminal and juvenile justice systems. Staff actively pursue federal grants and work with other agencies to increase the body of knowledge about the justice system, identifying and guiding best practices and analyzing the impact of traditional, new and suggested policies and programs that comprise or affect Iowa's justice system.

While the information in this report is meant to provide an informative perspective on the performance of CJJP, the outcomes and results of much of CJJP's recent work can be found in the reports, studies and data analyses located at the CJJP website: <http://www.state.ia.us/government/dhr/cjpp/index.html>

## AGENCY OVERVIEW

The Division of Criminal and Juvenile Justice Planning (CJJP) is a division within the Iowa Department of Human Rights. There are eight divisions in the Department of Human Rights—CJJP, Community Action Agencies, Latino Affairs, Deaf Services, Persons with Disabilities, Status of African Americans, Status of Women and Central Administration.

The Department of Human Rights differs from the majority of state agencies in that each division is established separately in the Iowa Code, and each division administrator is appointed by the Governor and confirmed by the Senate. This means that divisions function largely as separate entities. The department has responsibility for coordination, overall budget preparations, fiscal accountability, personnel and other administrative duties.

Iowa Code, chapter 216.a, subchapter 9, establishes CJJP and the Criminal and Juvenile Justice Planning Advisory Council (CJJ PAC). The duties of the Council, as established in law, define the work of the division. These duties are

1. Identify issues and analyze the operation and impact of present criminal and juvenile justice policy and make recommendations for policy changes, including recommendations pertaining to efforts to curtail criminal gang activity.
2. Coordinate with data resource agencies to provide data and analytical information to federal, state, and local governments, and assist agencies in the use of criminal and juvenile justice data.
3. 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.
4. Provide technical assistance upon request to state and local agencies.
5. Administer federal funds and funds appropriated by the state or that are otherwise available for study, research, investigation, planning, and implementation in the areas of criminal and juvenile justice.
6. Make grants to cities, counties, and other entities pursuant to applicable law.
7. Maintain an Iowa correctional policy project.

The division's Vision is to "improve Iowa's criminal and juvenile justice policies and practices." The Mission statement further defines the division. "The Division of Criminal and Juvenile Justice Planning exists to help state and local officials, and criminal and juvenile justice systems practitioners, identify and address relevant issues through research, data and policy analysis, planning and grant administration."

In support of these statements, the division has adopted the following guiding principles:

1. To be honest;
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.

The division has two advisory groups—the Criminal and Juvenile Justice Planning Advisory Council (CJJJAC) and the Juvenile Justice Advisory Council (JJAC). Iowa Code, P.L.93-415 and executive order establish these two councils. Membership requirements for the councils are established by law to provide broad representation of stakeholders and interested individuals.

The CJJPAC has 22 members, seven appointed by the governor, nine representing other state agencies, two appointed by the Chief Justice of the Supreme Court, two members of the Senate and two members of the House of Representatives.

The JJAC must have no less than 15 members and no more than 33; the governor appoints the members.

The advisory councils provide direction to the division, develop multi-year plans, oversee the administration of a federal grant for juvenile justice and delinquency prevention, and assure that the division receives input from stakeholders.

In addition to the administrator, CJJP has 16 employees, all located in the Lucas State Office Building. The annual budget of CJJP in FY04

was \$5,522,294, of which \$5,052,519 was federal funds.

The responsibilities of the division are roughly divided into two areas—data/policy and juvenile justice/youth development. The data/policy core function includes such activities as data coordination between and among justice agencies, research projects, evaluation of programs and policy alternatives, correctional impact statements, fiscal notes on justice issues, and technical assistance to other state and local agencies. The majority of funding for these activities comes from contracts with the customers or from grants as well as CJJP's state appropriation.

The research, evaluation, and related data-based services are usually provided to the customers through published reports or face-to-face interactions. Many of the studies are also published on the division's home page on the Internet once the customer has received and approved the report.

The juvenile justice/youth development/community development core function's services include grants to local communities, planning and coordination of services and service systems for juveniles, monitoring for compliance with federal rules and requirements, coordinating services and procedures among state and local agencies, and technical assistance to juvenile justice service providers. Funding for these services comes mainly from the federal government; community grant funds had been available from the State's general fund, but these funds were eliminated for FY03.

Local communities and planning groups receive contracts for funding of their services. Technical assistance and training are provided through personal contact with our juvenile justice specialists.

The division has two distinct groups of customers that represent the two core functions of the division—data/policy and juvenile justice/youth development. The customers for research and

evaluation are primarily the federal government, other state agencies, the Judicial Branch, the Governor and staff, the Iowa legislature, and private foundations.

The customers for juvenile justice/youth development services are Juvenile Court Services, other state agencies, local agencies' planning groups and units of government, schools, and ultimately the families and youth of our state.

## STRATEGIC PLAN RESULTS

**Key Strategic Challenges and Opportunities:** Criminal justice is an area of intense interest to policy-makers and the public because of the cost to taxpayers and the desire for a safe environment. Developing ways to provide better information to decision-makers and other customers is one of the top strategic challenges facing the division.

Because of the number of agencies that are involved with the criminal and juvenile justice systems, there are many separate databases that contain information about individuals involved with the system. The division is actively working with our data suppliers and partners to link databases in order to provide a more complete picture of the judicial system and more efficient analyses. We had the first functioning database on the state's data warehouse—the Justice Data Warehouse. The first phase was the loading of key court data from 100 separate databases into one database. The division recently worked with the Department of Corrections and ITE to load community corrections data into the warehouse and linked it with the court data.

Another strategic challenge is the need to better coordinate services to youth in the state. Positive youth development is critical to achieving many of the outcomes desired by the enterprise—high school graduation rates, a strong workforce, economic and cultural development, and reduced crime rates to name a few. Many state agencies have programs that address components of positive youth development. The division is looking for ways to encourage and further collaborative leadership and funding to improve outcomes for youth and young adults in Iowa.

Following are the goals, strategies and performance measures in the current CJJP strategic plan.

**Goal # 1:** Increase awareness of and use of a positive youth development approach across systems.

**Strategies:**

- ◆ Facilitate conversations among agencies on the importance and benefit of the youth development 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 youth development 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.

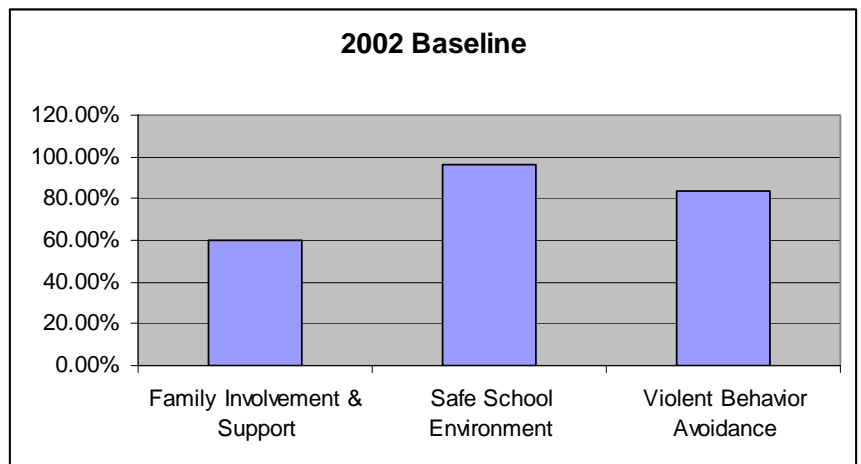
### Measures Results

**Performance Measure:**

Mean scores on the positive youth development constructs from the Iowa Youth Survey.

**Data Sources:**

Iowa Youth Survey (IYS)



**Data reliability:** The IYS is conducted once every 3 years. School district participation is optional, but the majority of school districts do participate. All students in grades 6, 8, and 11 are given the survey questions, so sampling error is not an issue. Extensive internal consistency checks are done while cleaning the data, so the reliability is assured. The survey measures youth perceptions and opinions. Integrity of the questions from year to year is maintained for trend analysis.

**What was achieved:** The data displayed are the baselines from which future analysis will proceed. The next Iowa Youth Survey will be done in 2005.

**Analysis of results:** The area that appears to be the most promising for intervention is that of family involvement and support. The other two constructs either meet the target or are approaching the target of 90%.

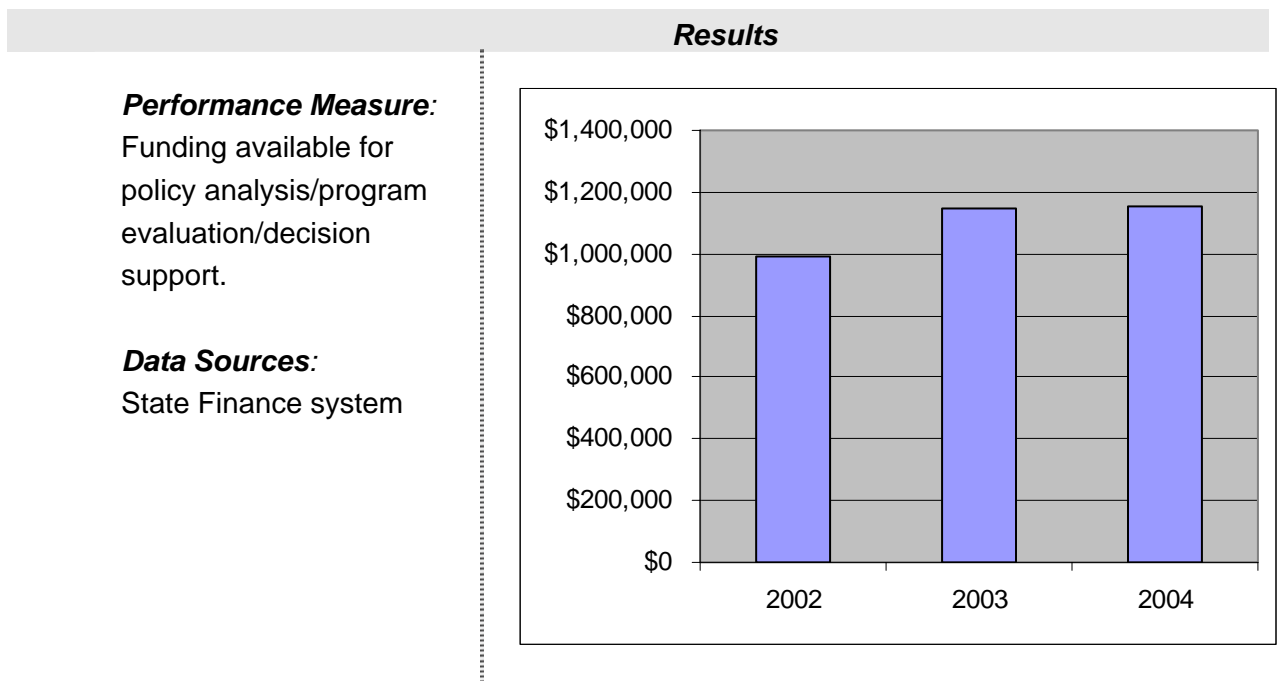
**Link(s) to Enterprise Plan:** Positive youth development is one component of a system of learning supports that can contribute to youth being successful in school. This in turn leads to improved graduation rates and matriculation to institutions of higher learning.



**Goal #2** – Improve the support for data-based decision-making in the criminal and juvenile justice system.

**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.



**Data reliability:** The State’s financial system is considered to be accurate and reliable. Funds available must balance to expenditures.

**What was achieved:** A slight increase in funds expended in FY04 compared to FY03.

**Analysis of results:** Funding for research, evaluation and decision support services may be stagnating, reducing the agency’s capacity to expand into new areas of interest or importance.

**Link(s) to Enterprise Plan:** The ability to generate and analyze data for decision-making purposes is an essential component to successfully meeting goals and objectives in the Enterprise plan. Strategies and decisions in the fields of criminal and juvenile justice planning affects educational attainment, economic development and safe communities for vulnerable populations, at a minimum.

**Goal #3** – Capitalize on our capacity to provide assistance to local and state agencies in criminal and juvenile justice planning, evaluation and service delivery.

**Strategies:**

- ◆ 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 CJJJ’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.

<b>Results</b>	
<b>Performance Measure:</b> Customer satisfaction	The data are collected beginning with the end of the federal fiscal year. The responses have not been returned and tabulated as of the due date for this report.
<b>Data Sources:</b> Customer Survey	

**Data reliability:**

**What was achieved:** Results to be reported at a later time.

**Analysis of results:** Results to be reported at a later time.

**Link(s) to Enterprise Plan:** The ability to generate and analyze data for decision-making purposes is an essential component to successfully meeting goals and objectives in the Enterprise plan. Strategies and decisions in the fields of criminal and juvenile justice planning affects educational attainment, economic development and safe communities for vulnerable populations, at a minimum.

# PERFORMANCE PLAN RESULTS

## CORE FUNCTION

**Name:** Research, Analysis and Information Management

**Description:** 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.

**Why we are doing this:** Research and evaluation are two activities that are listed in the Iowa Code section establishing CJJP. Please refer to the Agency Overview for more information.

**What we're doing to achieve results:** Improving project management techniques.

**Resources Used:** \$988,613 in state/federal funds combined; 9.8 FTE's

### Results

**Performance Measure:**

% of major studies/evaluations (more than one month duration) delivered on or before target date.

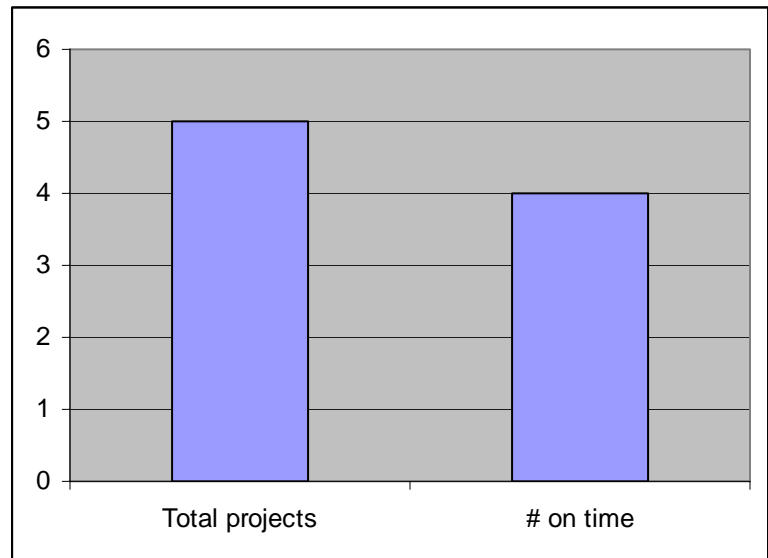
**Performance Target:**

75%

**Data Sources:**

Internal data reporting system

80% completed on time



**Data reliability:** Staff enters the information at the beginning and end of each research project. It is as accurate as possible.

**Why we are using this measure:** CJJP's research work is core to its mission. Timeliness is an

important component of meeting customers' needs.

**What was achieved:** 80% of the products were completed on or before the due date.

**Analysis of results:** Projects remain on target for completion.

**Factors affecting results:** Many factors can affect the timing of projects, including delays in start-up, data issues, and coordination with partners.

**Resources used:** See above

## Results

**Performance Measure:**

% customers satisfied with CJJP products

**Performance Target:**

90%

**Data Sources:**

Customer survey

The data are collected beginning with the end of the federal fiscal year. The responses have not been returned and tabulated as of the due date for this report.

**Data reliability:**

**Why we are using this measure:**

**What was achieved:**

**Analysis of results:**

**Factors affecting results:**

**Resources used:** See core function for total resources used

## PERFORMANCE PLAN RESULTS

Service, Product or Activity

**Name:** Procurement of funds to support research and information availability

**Description:** Active pursuit of federal grants, foundation grants, and contracts that enable CJJP to expand the research capacity in justice system areas.

**Why we are doing this:** State resources are limited for research, demonstration/pilot programs and evaluation to identify needs and best practices in the justice system in Iowa.

**What we're doing to achieve results:** Active pursuit of federal grants, foundation grants, and contracts that enable CJJP to expand the research capacity in justice system areas.

### Results

**Performance Measure:**

Ratio of outside funds received to state funds

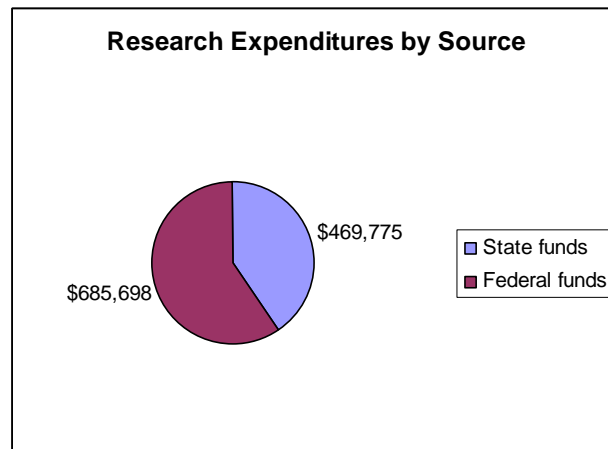
**Performance Target:**

FY2004 is baseline

**Data Sources:**

State budget and finance systems

Ratio achieved: 1.5:1



**Data reliability:** State financial system is generally considered accurate and reliable.

**Why we are using this measure:** This measure allows us to determine if we are maximizing resources, such as grants and contracts, to further justice system research in Iowa.

**What was achieved:** We expended 1.5 times more federal money during FY04 than state money.

**Analysis of results:** CJJP is successful in writing grants and partnering with other agencies to

increase funds available for research and evaluation. The division will continue to seek additional funding for projects of importance to Iowa, and will continue to try to improve this ratio.

**Factors affecting results:** Results are affected by timing of federal grants, start-up time for demonstration grants, availability of federal funds and other such factors.

**Resources used:** See core function, above.



## PERFORMANCE PLAN RESULTS

Service, Product or Activity

**Name:** Data Management

**Description:** Maintaining databases used to further the capacity of CJJP to respond to requests for information for decision support, planning and evaluation in the justice system.

**Why we are doing this:** Data analysis and provision of information to state agencies, the Governor's office, the Legislature and the public are required by state authorizing legislation for CJJP.

**What we're doing to achieve results:** CJJP continually works to increase the number and quality of databases that can be used to fulfill our mission.

### Results

**Performance Measure:**

# of databases used/held by CJJP

**Performance Target:**

FY04 establishes the baseline

**Data Sources:**

Internal data tracking

CJJP has access to, or maintains, and uses 50 databases, many of which cover multiple years' of data, to fulfill its mission of providing data and information to support decision-making for Iowa's justice system.

**Data reliability:** Internal counts

**Why we are using this measure:** CJJP strives to improve information for decision-making and evaluation by both increasing the number and types of source data as well as developing specialty data sources when appropriate.

**What was achieved:** CJJP has maintained or increased the number of databases available for analysis.

**Analysis of results:** CJJP continues to build its capacity to respond to requests for information, perform analyses and support data-based decisions in the criminal and juvenile justice systems.

**Factors affecting results:** Reductions in funding affect the ability of the division to add to or improve databases. Other factors include changes in law and rule, both in Iowa and other states, and other agencies' abilities to partner with CJJP.

Resources used: Resources included in the core function, see above.

**PERFORMANCE PLAN RESULTS**  
Service, Product or Activity

**Name:** Decision support services

**Description:** CJJP provides a wide range of data and information services to a number of stakeholders for use in making data-based decisions.

**Why we are doing this:** This is one of the activities required of CJJP in its authorizing language.

**What we're doing to achieve results:** CJJP responds to as many requests for information as possible, building additional capacity, and improving customer service.

<b>Results</b>	
<p><b>Performance Measure:</b> # of customers/stakeholders of CJJP services</p> <p><b>Performance Target:</b> FY2004 was baseline</p> <p><b>Data Sources:</b> Internal data tracking</p>	<p>During FY04, CJJP provided data and data services to 613 customers/stakeholders.</p>

**Data reliability:** Internal tracking system, staff report

**Why we are using this measure:** CJJP works to extend the number of agencies and individuals using data for decision-making, planning and evaluation in areas related to criminal and juvenile justice and youth development.

**What was achieved:** During FY04, CJJP provided data and data services to 613 customers/stakeholders.

**Analysis of results:** As FY04 was baseline, further analysis will be performed as FY05 numbers are checked.

**Factors affecting results:** Customer demand, staff availability

**Resources used:** Resources included in the Core Function, see above.

# PERFORMANCE PLAN RESULTS

## Core Function

### Name: Community Coordination and Development

**Description:** Develop the economic 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; and/or downtown development; facilitation & 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.

**Why we are doing this:** CJJP works with other state agencies and local agencies and planning groups to improve the well-being of families and youth in the state.

**What we're doing to achieve results:** CJJP obtains federal funds to distribute to local entities and provides training and technical assistance to a diverse set of customers in the areas of positive youth development and juvenile delinquency prevention and intervention.

**Resources Used:** \$4,443,164 in primarily federal grants to local entities; 6.8 FTE's

### Results

**Performance Measure:**

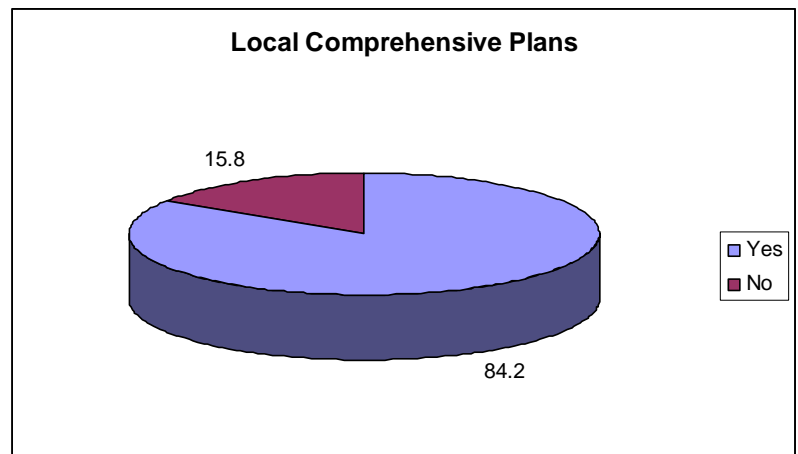
% local planning regions with comprehensive strategic plans for youth development & juvenile justice that identify potential multi-source funding & the potential for multiple areas of impact

**Performance Target:**

FY2004 was the baseline year

**Data Sources:**

E-grant and staff evaluation.



**Data reliability:** Staff who evaluate the plans submitted have extensive experience in the field.

**Why we are using this measure:** Comprehensive local planning is considered key to improving outcomes to children, youth and their families through collaboration and coordination.

**What was achieved:** Most of the currently funded local planning groups are adopting collaborative planning models.

**Analysis of results:** Local planning groups are adopting collaborative planning models, which should result in improved resource utilization and outcomes for youth and their families. Additional efforts should be made to bring more groups and participants into a collaborative planning model.

**Factors affecting results:** Reductions in funding for local planning groups could result in fewer such groups in the state, stagnating progress.

**Resources used:** See Core Function, above

## Results

### **Performance Measure:**

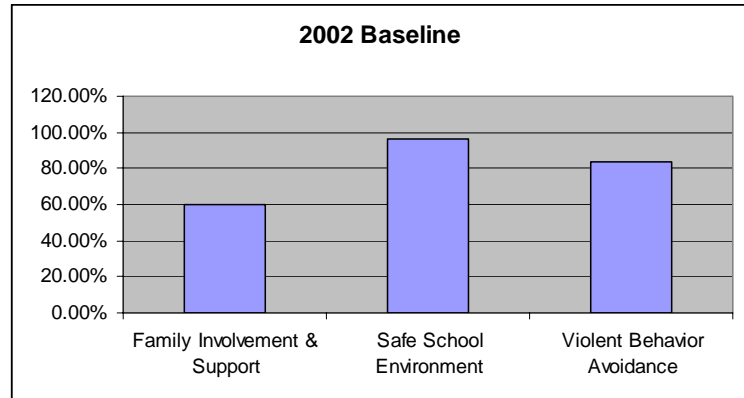
% students scoring 1 or 2 on all questions on selected constructs for positive youth development.

### **Performance Target:**

90%

### **Data Sources:**

Iowa Youth Survey



**Data reliability:** The IYS is conducted once every 3 years. School district participation is optional, but the majority of school districts do participate. All students in grades 6, 8, and 11 are given the survey questions, so sampling error is not an issue. Extensive internal consistency checks are done while cleaning the data, so the reliability is assured. The survey measures youth perceptions and opinions. Integrity of the questions from year to year is maintained for trend analysis.

**Why we are using this measure:** Positive youth development is the cornerstone of having youth achieve their full potential in school, work, health, ending with achieving productive adulthood.

**What was achieved:** The baseline for safe school environment meets the target. Violent behavior avoidance is close to meeting the target. A key area to work on is family involvement and support.

**Analysis of results:** The baseline for safe school environment meets the target. Violent behavior avoidance is close to meeting the target. A key area to work on is family involvement and support. This is an area, however, that is directly impacted by reduced funding for community-based interventions and prevention activities.

**Factors affecting results:** There has been a significant reduction in both state and federal dollars for juvenile justice-oriented community programs designed to assist families and youth. This will make improving this construct more difficult in the future.

**Resources used:** Resources included in Core Function, see above.

**PERFORMANCE PLAN RESULTS**  
Service, Product or Activity

**Name:** Management of Community Grants

**Description:** Grants management

**Why we are doing this:** Assurance that grant recipients are fulfilling contractual obligations while achieving grant objectives.

**What we're doing to achieve results:** Providing oversight, technical assistance and training.

<b>Results</b>	
<p><b>Performance Measure:</b> % local planning regions reporting improvement in outcome measures for youth.</p> <p><b>Performance Target:</b> FY04 was baseline</p> <p><b>Data Sources:</b> On-line reporting system; staff evaluation</p>	<p>50% of the reports received to date meet the criterion of having improved outcome measures. Data are based upon federal fiscal year, and involve a number of sub-grantees and grantees, so all reports have not been received.</p>

**Data reliability:** Agencies provide the measures; staff have extensive experience in the field of performance measurement and program evaluation.

**Why we are using this measure:** The funds are intended to improve outcomes for youth and their families.

**What was achieved:** FY04 was a baseline year. All reports have not been received and analyzed as the reporting period is the federal fiscal year.

**Analysis of results:** Training was provided mid-year on performance measurement, designing outcome measures and appropriate data capture. Further training or feedback will be provided during the FY05 year, designed to address identified problems.

**Factors affecting results:** Reduced staff at the local level due to decreases in funding, staff turnover, changes in reporting requirements mid-year in terms of contract timing, all affect the ability to collect, analyze and report performance in a timely manner.

**Resources used:** Resources included in the Core Function, see above.



## PERFORMANCE PLAN RESULTS

Service, Product or Activity

### **Name: Training and technical assistance to communities**

**Description:** Staff work with local communities and other state agencies to provide expertise in collaboration, cooperative planning and positive youth development.

**Why we are doing this:** CJPJ works with other state agencies and local agencies and planning groups to improve the well-being of families and youth in the state.

**What we're doing to achieve results:** Responding to requests for assistance.

### **Results**

**Performance Measure:**

# of agencies receiving site-based technical assistance.

87 agencies, including local planning regions, policy development groups, service providers and others, received face-to-face training or technical assistance during FY04, often in multiple contacts.

**Performance Target:**

FY04 was a baseline year

**Data Sources:**

In-house data reporting

**Data reliability:** Dependent upon staff completing in-house data form. Undercounts more likely than over-counts.

**Why we are using this measure:** Providing training, technical assistance and subject-matter expertise is a key component of CJPJ's mission. This measure allows the agency to track its level of involvement and commitment to its mission.

**What was achieved:** 87 agencies, including local planning regions, policy development groups, service providers and others, received face-to-face training or technical assistance during FY04, often in multiple contacts.

**Analysis of results:** This was a baseline year; analysis will be performed as FY05 numbers are received.

**Factors affecting results:** Demand can vary depending upon local and state initiatives and funding availability.

**Resources used:** Resources are included in the Core Function, see above.