Iowa JJDPA Title II 2024 - 2027

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PROJECT ABSTRACT

Iowa will use funding from the 2024 formula grant to serve justice system involved youth, focusing on the priority area of serving children in their homes with their families, enhancing the quality of life, services and opportunities for youth in the juvenile justice system, and advancing healing-centered care.

The Iowa Juvenile Justice Advisory Council (JJAC), which serves as the State Advisory Group (SAG), selected these priority areas after reviewing research, information, and Talking Wall and trend data during a planning retreat in September 2023. These priority areas were further defined when the JJAC's Policy and Program (PnP), Iowa Task Force for Young Women (ITFYW), Racial and Ethnic Disparities (R/ED), and Youth Justice Council subcommittees developed goals and objectives. These finalized priority areas were approved by the JJAC in June 2024.

Due to the nature of these priority areas, multiple partners and cross-system collaborations are required to attain measurable progress in achieving the goals and objectives. The primary strategies for the SAG are to align activities with best practices in juvenile justice reform, leverage existing statewide collaborations and efforts, and build on the expertise of the ITFYW subcommittee, the R/ED subcommittee and the YJC.

The SAG intends to partner with youth and families with lived experience, seek technical assistance from national experts, cultivate local efforts that mirror statewide priorities, collaborate with Juvenile Court Services (JCS) in Iowa's eight judicial districts, and advance data, research and youth driven recommendations that support the developmental needs of youth while mitigating racial and ethnic disparities.

The collaborative nature of the activities of these cross-system initiatives will provide meaningful and long-lasting changes in policies and practices, improving the juvenile justice system landscape. Additionally, these efforts support programs and services that improve outcomes for youth.

To achieve the 66⅔% pass-through requirement formula funds will be allocated to the eight JCS judicial districts to address needs specific identified through contracts with local providers. Applications will be developed with input from community stakeholders and local partners. Formula grant funding will also support the continuation of compliance monitoring efforts, and data analysis support of the priority areas and other juvenile justice issues. No funding will be used to conduct research. At least annually during the three-year time period, the SAG will review compiled progress reports along with the goals, objectives, and activities to evaluate progress and determine if any modifications should be made.

PREAMBLE

The Iowa Department of Health and Human Services (HHS) serves as the Designated State Agency (DSA) for the State of Iowa for the federal Juvenile Justice and Delinquency Prevention Act (JJDPA). The Criminal and Juvenile Justice Planning (CJJP) team leads this work on behalf of Iowa HHS. The Iowa Department of Management (Iowa DOM) provides relevant and required data collection, storage, and analysis. Iowa's Juvenile Justice Advisory Council (JJAC) serves as the State Advisory Group (SAG), for the OJJDP Title II Formula Grants Program.

JUVENILE JUSTICE SYSTEM DESCRIPTION

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

- Child Welfare - Child in Need of Assistance (CINA) cases most typically involve children and youth who are abused, abandoned, or neglected, and sometimes lead to termination of parental rights. These cases are supervised by case workers from Iowa HHS.
- Juvenile Justice - Delinquency cases involve acts that would be considered criminal acts if committed by an adult. These cases are supervised by juvenile court officers from Juvenile Court Services (JCS).

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

while judges and Iowa HHS determine eligibility and services for youth who are dependent, abused, neglected, or charged with a status offense.

Iowa has a unified court system organized under the Judicial Branch. All judges, clerks of court and JCS personnel are employees of the state Judicial Branch. The responsibility of public defense for juvenile offenders lies with the state Executive Branch. The flow of youth through the delinquency route of the juvenile court system is detailed in *Figure 1: Juvenile Delinquency Processing Flow Chart in Appendix A.*

Law enforcement in Iowa is primarily a local responsibility at the county and municipal levels (county sheriffs and city police departments). These are supported by the Iowa State Patrol, which are statewide and are divided into 15 regional districts. Iowa Code requires any arrest by the State Patrol to be processed in the sheriff's office of the county where the arrest occurred.

Juvenile detention centers are operated by a county or coalition of counties under regulations and rules established by Iowa HHS. Community-based sanctions, interventions, and services for youth in the juvenile justice system (e.g., probation, school-based supervision, tracking and monitoring, outpatient mental health and substance abuse treatment, and wrap-around) are coordinated by JCS (*see Figure 1: Juvenile Delinquency Processing Flow Chart in Appendix A*). Iowa continues to increase its capacity to provide quality and effective community-based youth services. Out-of-home placements (e.g., boys' state training school, group foster care facilities, emergency youth shelters) are funded and regulated by Iowa HHS, the state's designated IV-E agency.

The CJJP team leads and partners in several statewide initiatives. The Standardized Program Evaluation Protocol™ (SPEP), which determines the likely effectiveness of services for youth who are adjudicated delinquent in terms of recidivism reduction when compared to an extensive

delinquency service research base is conducted by CJJP staff. As JCS has planned its response to the federal Family First Prevention Services Act, CJJP has partnered with them to develop their continuous quality improvement process, which includes the SPEP.

Through a partnership with JCS, CJJP supports the authentic youth and family engagement efforts within Iowa's Juvenile Justice system. This includes six key deliverables:

1. advise and assist JCS in creating the infrastructure needed for authentic engagement;
2. provide and coordinate trainings and events, including the annual Family and Youth Engagement Summit;
3. support integration of healing-centered, authentic engagement at the JCS district level,
4. assist JCS in piloting innovative strategies such as Credible Messengers and Parent Partners;
5. partner with JCS to develop, implement, and sustain collection of meaningful use of authentic engagement data and create a feedback loop; and,
6. liaise with youth who serve on various JCS taskforces, subcommittees and meetings.

Through this partnership, seven out of the eight judicial districts have convened multi-disciplinary authentic engagement teams (including youth and families with lived experience) to advance this work on the community level through annual action plans. These teams are supported by their Chief JCO with CJJP provided coaching and technical assistance. Teams are convened quarterly for a community of practice. Examples of activities being implemented on the local level include Youth Report to the Court, Know Your Rights guide, Family Advisory Council, local Youth Justice Council, intentional community engagement and a mini-Summit to bridge the rural and urban divide.

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

- Early Childhood Iowa – from the Early Childhood Iowa website: "... is a statewide initiative housed within the Iowa Department of Health and Human Services that unites public and private agencies, organizations and stakeholders under one common vision, "Every child, beginning at birth, will be health and successful."
- Decategorization (Decat) – have developed innovative cross-system approaches to providing more community-based responses to children and families who enter the child welfare and juvenile justice systems.
- Juvenile Justice Youth Development Allocation – allows regional and local planning for services for juvenile offenders.

PROPOSAL NARRATIVE

a. Description of the Issue

Analysis of juvenile delinquency problems

The following information plus data provided in *Appendix A* documents juvenile delinquency issues in Iowa, and informed the development of Iowa's priorities and goals.

The analysis encompasses data from the U.S. Census Bureau and National Center for Health Statistics (NCHIS) including juvenile populations; Iowa Department of Education including high school enrollment, graduation, drop-out, suspensions and expulsions; data from the Iowa Justice Data Warehouse including complaints (referral to Juvenile Court Services), charges/allegations, diversions, petitions filed by JCS, adjudications, and adult court waivers; and,

data from the Iowa Juvenile Detention Database for juvenile detention holds. The focus is primarily on youth who are adjudicated delinquent (youth who have committed criminal-related acts); however, related processing and many of the services also effect youth who are adjudicated CINA (youth in the child welfare system). The overview of youth involved in or at risk for involvement in the juvenile justice system includes information regarding juvenile court's major decision points for youth ages 10-17 (*s7ee Figure 1: Juvenile Delinquency Processing Flow Chart in Appendix A*), and includes data from the Iowa Justice Data Warehouse (JDW).[1] *Appendix A* provides more specific and detailed data and graphs to supplement information provided in this analysis of Iowa's juvenile delinquency systems. It should be noted that calendar year 2020 data reflects the impact of the COVID-19 pandemic which resulted in an abnormally low number of juvenile delinquency cases.

Youth Populations (2016 – 2020)

Estimates for Iowa's youth population, aged 10 – 17, were taken from the *Easy Access to Juvenile Populations*. These were derived from data originally collected by the U.S. Census Bureau and subsequently modified by the NCHIS (*see Figure 2: Iowa Population Data by Race and Gender in Appendix A)*. A review of the population data provided the following highlights:

- The number of White youth and Native American youth decreased between 2016 and 2020, while all other racial categories increased.
- The total number of Hispanic youths had the greatest increase by 13.7%, while White youths decreased by 1.3%.
- In 2016, White youth accounted for 81.4% of the youth population, ages 10 – 17, and in

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

2020 White youth accounted for 79.2% of the youth population, ages 10 – 17; a decrease of 2.2%.

- Of Black, Indigenous and People of Color (BIPOC) youth in the state, Hispanic youth are the largest group, however, Black youth represent the largest number involved with the juvenile justice system.
- At the current growth rates for White youth and BIPOC youth in the year 2095 there will be approximately equal number of White youth and BIPOC youth in Iowa.

Youth Populations (10 – 17) by County, 2020

As shown in *Figure 3: Youth Populations (age 10 – 17) by County, 2020 in Appendix A,* Iowa is primarily a rural state, with 68 of the 99 counties having a larger rural than urban population. Of those 68 counties, 22 have no urban population. However, 64.0% of Iowa's population is urban, meaning that while the majority of Iowa's landmass is rural (54,904 mi^2), most of the population live in urban areas (953 mi^2). [2]

- Fifty-two of Iowa's 99 counties have between 1,001 and 2,500 youth, ages 10 – 17, and 20 have less than 1,000.
- One county, Polk (53,938) has a youth population above 25,001. Polk county accounts for 16.2% of Iowa's youth between the ages of 10 – 17.

Black, Indigenous and People of Color Population (10 – 17) Percentage, 2020

In Iowa, BIPOC youth (20.8%) account for one in every five youth between the ages of 10-17. In 2020, Iowa's ten largest population counties (Black Hawk, Dallas, Dubuque, Johnson,

[2] Iowa State University, Iowa Community Indicators Program, 2010 Census, U.S. Census Bureau

Linn, Polk, Pottawattamie, Scott, Story and Woodbury), accounted for 52.0% (172,805) of the youth population ages 10 - 17. These ten counties account for 48.0% (126,607) of the White youth, and 66.9% (46,198) of the BIPOC youth. Seventeen counties have a higher percentage of BIPOC youth than the statewide average of 20.8%, and two of those counties (Buena Vista and Crawford) are more than 50% BIPOC youth. These numbers would suggest that Iowa's BIPOC youth populations are concentrated in select counties, and generally counties with larger metropolitan areas (*see also Figure 4: Black, Indigenous and People of Color Population (age 10 – 17) Percentage, 2020 in Appendix A).*

School Enrollment (2018/19 – 2022/23)

Certified enrollment is the annual report of enrolled resident public-school students. The count is taken on the first day of October every year (i.e., Count Day). *Figure 5: School Enrollment by Race and Gender in Appendix A* provides additional school enrollment data. A review of the school enrollment data provided the following highlights:

- There has been a decrease in students enrolled between 2018/19 and 2022/23. During this five-year period enrollment was at its lowest in the 2020/2021 school year. This is attributed to COVID-19. Since 2020/21, enrollment has been increasing.
- The change in student enrollment follows a similar pattern to the change in youth population. While there has been a decrease for White youth, there has been an increase for the number of BIPOC youth.

Graduation Rates (2018/19 – 2022/23)

The four-year graduation rate is calculated by dividing the number of students who graduate with a regular high school diploma in four years by the number of first-time 9th graders

enrolled minus the number of students who transferred out plus the total number of students who transferred in[3]. The overall graduation rate in Iowa in 2022/23 was 87.5%. *Figure 6: Four Year Graduation Rates by Race and Gender in Appendix A* provides additional graduation data. A review of the graduation data provided the following highlights:

- Graduation rates peaked in 2019/20 with rates of 93.3% for females and 90.4% for males, and have dropped to rates of 89.4% for females and 85.6% for males in 2022/23. The decline may be a result of the Covid-19 pandemic, and the struggles that many youths experienced during at-home, online schooling.
- While Iowa's graduation rate is high, there is disparity between White youth and most other BIPOC youth. White youth consistently have a graduation rate over 90%. Asian/Pacific Islander you7th typically have a graduation rate over 90%. In the five years reviewed, Black, Hispanic, and Multiracial youth only once had a graduation rate above 90%; Multiracial females in 2018/19 had a rate of 90.4%.

Dropout Rates (2018/19 – 2022/23)

Iowa's annual dropout rate reflects the percentage of students in grades 9-12 who drop out of school during a single year. This includes students who satisfy one or more of the following conditions:

- Was enrolled in school at some time during the previous school year and was not enrolled as of Count Day of the current year, or
- Was enrolled in school at some time during the previous school year and left the school before the previous summer, and

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

- Has not graduated from high school or completed a state or district-approved educational program; and
- Does not meet any of the following exclusionary conditions:
    a. transfer to another public-school district, private school, or state or district-approved educational program,
    b. temporary school-recognized absence for suspension or illness,
    c. death, or
    d. move out of the state or leave the country.

A student who has left the regular K-12 educational program to attend an adult program designed to earn a High School Equivalency Test (HiSET) or an adult high school diploma administered by a community college is considered a dropout. However, a student who enrolls in an alternative school or alternative program administered by a public-school district is not considered a dropout. *Figure 7: Four Year Dropout Rates by Race and Gender in Appendix A* provides additional school dropout data. A review of the dropout data provided the following highlights:

- In conjunction to Iowa's high four-year graduation rate, the drop-out rate is low. In the 2018/19 school year the rate was 1.8%, this increased to 2.1% during the 2022/23 school year. This is a 16.7% increase from 2018/19 to 2022/23. With the decrease in the graduation rate, an increase in the dropout rate would be expected.
- White youth and Asian/Pacific Islander youth having the highest graduation rates and the lowest drop-out rates, always at or under 2.0%. The 2020/21 school year was an exception when Asian/Pacific Islander females experienced a 5.5% drop-out rate. Likewise, all other

BIPOC youth consistently have dropout rates greater than 2.0%; apart from multiracial females in 2019/20 with a 1.9% drop-out rate.

In-School and Out-of-School Suspensions and Expulsions (2018/19 – 2022/23)

Local school districts in Iowa have broad authority to determine suspension procedures. Iowa law only addresses suspensions related to violence, firearms, and possession of drugs. Unlike the aforementioned behaviors which are outlined in Iowa law, if a student violates a school policy related to the use of substances on school premises, the local school board has discretion to suspend the student[4]. *Figure 8: School Suspensions and Expulsions by Race and Gender in Appendix A* provides additional suspension and expulsion data. A review of the data provided the following highlights:

- Suspensions and expulsions have increased from 52,908 during the 2018/19 school year to 71,862 in the 2022/23 school year. This represents a 35.8% increase.
- During the 2020/21 school year, the Covid-19 pandemic, suspensions and expulsions dropped to 30,136. The following school year, 2021/22, immediately returned to pre-Covid levels, 63,645; more than double the number in the 2020/21 school year.
- For White youth the increase in the number of suspensions and expulsions from 2018/19 to 2022/23 increased 24.1%, from 30,486 to 37,832; whereas, for BIPOC youth the increase was 51.8%, from 22,422 to 34,030.
- White youth were 72.5% of the school enrollment during the 2022/23 school year, and 52.6% of the suspensions and expulsions. In contrast, BIPOC youth were 27.5% of the school enrollment, but 47.4% of the suspensions and expulsions. Calculating a relative

[4] Iowa School Discipline Laws and Regulations.pdf (ed.gov)

rate, BIPOC youth are expelled or suspended at a rate that is 2.4 greater than the rate for white youth.

- For Black youth this disparity is even greater. While Black youth represent 6.8% of school enrollment in 2022/23, they represent 22.1% of suspensions and expulsions.

Complaints to Juvenile Court

A complaint is an official claim by law enforcement that initiates actions in juvenile court processing. All complaints are referred to JCS, which provides juvenile intake and probation services. Once the complaint is received by JCS, all available case information is entered into the Judicial Branch Case Management System (CMS) which is uploaded into the Justice Data Warehouse. *Figure 9: Juvenile Complaints (age 10-17) by Race and Gender in Appendix A* provides additional juvenile complaint data. A review of the complaints data provided the following highlights:

- White youth experienced an 9.3% increase in the number of complaints between 2019 through 2023. Complaints for BIPOC youth remained steady.
- For Black youth, the decrease in the number of complaints between 2019-2023 was 12.9%.
- From 2016-2020, Black youth averaged 6.5% of the statewide juvenile population (age 10 – 17); however, they averaged 27.6% of juvenile complaints.

Charges

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

Youth, 16 or older, charged with committing "forcible felonies" are statutorily excluded from juvenile court jurisdiction and are processed in adult court. Statutorily excluded offenses include murder, voluntary manslaughter, robbery, sexual abuse and assault causing serious injury. The analysis of charge/allegation data does not include data on youth excluded from juvenile court jurisdiction. *Figure 10: Juvenile Allegations (age 10-17) by Race and Gender in Appendix A* provides additional juvenile charge/allegation data. A review of the charge/allegation data provided the following highlights:

- White youth experienced a 14.5% increase in the number of charges compared to a 7.4% decrease in charges for Black youth.
- Black youth experienced a 24.5% increase in the number of simple misdemeanor charges compared to a 3.2% decrease for White youth.
- Both White youth and Black youth experienced increases in serious misdemeanors, 33.4% and 15.9%, respectively.

Diversion

Diversion is an evidenced based practice that provides interventions, activities, or programming to keep delinquent youth who are charged with committing a delinquent act from processing further in the juvenile justice system. Diversion is the only data point in which there is a desired increase. It reflects intentional effort to provide an exit strategy for youth from the juvenile justice system. Diversion is provided as an option for youth at low risk to reoffend or threaten public safety that require minimal JCS supervision.

Iowa Code §232.29 defines an informal adjustment as a written agreement signed by youth, parents/guardian, and a JCO to resolve a complaint without court involvement. These agreements

are considered diversion. Youth must acknowledge guilt to receive an informal adjustment. Many youth referred to the juvenile court receive informal adjustments and terms typically include: referral to private agency, prohibition from driving, restitution, and community services, etc. If a youth complies with the conditions of the informal agreement, they are released from JCS oversight within six months. On June 5, 2023, the Judicial Branch enacted a new statewide diversion policy for first-time simple misdemeanor complaints and second time simple misdemeanors and select serious misdemeanor drug related complaints. The intent of this policy is to promote opportunities for youth committing low level offenses and their parents/custodians to remediate negative behaviors and become productive members of society, in a self-sufficient manner, without the barriers the juvenile justice system may create.

The diversion data do not include any pre-charge/pre-arrest diversion efforts, these programs are addressed in sections *b. Project Goals and Objectives* and *c. Project Design and Implementation*. *Figure 11: Juvenile Diversions (age 10-17) by Race and Gender in Appendix A* provides additional juvenile diversion data. A review of the diversion data provided the following highlights:

- The number of diversions has followed a similar pattern as complaints from 2019 through 2023. Black youth had a decrease in the number of complaints and diversions; while, other races had an increase in the number of complaints and diversions.

Petitions Filed

JCS staff refer youth that require more serious court intervention to the respective county attorney in the geographic area where the alleged offense occurred. A delinquency petition is filed by the county attorney and initiates formal court proceedings. *Figure 12: Juvenile Petitions Filed (age 10-17) by Race and Gender* in *Appendix A* provides additional juvenile petitions filed data.

A review of the petitions filed from 2019-2023 provided the following highlights:

- Petitions filed for both female and male Black youth decreased, 30.5% and 23.3%, respectively, while petitions file for White females and males decreased by 5.7% and 0.5%, respectively.
- Black youth experienced a 24.6% decrease in petitions filed, compared to White youth with a decrease of 1.4%.
- Petitions filed for all races decreased by 6.9%.

Adjudications

An adjudication is a hearing on a petition filed in juvenile court to determine if charges/allegations are supported by evidence. Youth who are found to have committed an offense are typically adjudicated as delinquent. There are rare occasions where youth may be adjudicated as CINA and then referred to Iowa HHS for child welfare services. *Figure 13: Juvenile Adjudications (age 10-17) by Race and Gender* in *Appendix A* provides additional juvenile adjudications data for 2019-2023. A review of the adjudications data provided the following highlights:

- Both Black and White youth experienced decreases in the number of adjudications from 2019 to 2023, 19.2% and 7.8% respectively.
- Adjudications for all youth decreased by 5.7%.

Juvenile Detention Holds

Youth accused of any delinquent act and those who have been adjudicated delinquent, and youth who are being prosecuted in the adult criminal court system can be held in a juvenile

detention facility. There are nine such facilities in Iowa. Four of the facilities are operated by a single county (Polk, Linn, Scott, and Woodbury), and are under the administrative control of that county's board of supervisors. The other five (North Iowa, Central Iowa, Northwest Iowa, Southwest Iowa, and South Iowa Area) are operated by multiple counties through a 28E agreement and are supervised by a board with representatives from the counties that are part of the 28E agreement.[5]

Juvenile detention facilities are mechanically secure residential settings where youth under the jurisdiction of the juvenile court are held while awaiting a court hearing or disposition; a disposition for delinquent youth who violate their probation; and youth under the jurisdiction of the adult court awaiting trial or sentencing.

Iowa administrative rule (IAC 441-105.8(2)) requires juvenile detention facilities to include an education component. These education services are provided by Area Education Agencies (AEA's). At varying levels, juvenile detention facilities additionally provide select physical, mental and behavioral health services, group or individual counseling, recreation and skill building activities, etc.

For youth under the jurisdiction of the juvenile court, generally the initial decisions to detain a youth in a juvenile detention center are made by a JCO based upon the results of standardized Detention Screening Tool (DST) evaluation. Typically, the process begins with law enforcement making a referral to juvenile court and then either the JCO or detention staff will use the DST evaluation to determine if the youth qualify for placement at a detention center. JCO's may override a DST result of release if conditions exist that would warrant the detention of the

[5] Iowa Code, chapter 28E permits state and local governments to make efficient use of their powers by enabling them to provide joint services and facilities with other agencies and to cooperate in other ways of mutual advantage.

youth. Youth held in juvenile detention facilities must have a court hearing within 24 hours, excluding weekends and holidays. There are exceptions where the DST is not considered for placement. For example, youth being held on a violation of a probation order, youth charged with a delinquent offense that are being held for warrant issued in another state, holds for federal agencies (e.g., U.S. Marshals, Bureau of Indian Affairs), and youth that have been transferred to the adult criminal court for prosecution. The DST is currently being revised and updated, eventually to be reimplemented in October 2024 as the Detention Screening & Tracking Tool (DSTT). This new tool will be integrated within the new case management system being developed by JCS for data collection purposes. It will replace the current Juvenile Detention Database to collect information on juvenile detention holds and provide the data necessary to determine Iowa's compliance with the JJDPA.

Information derived from Iowa's Juvenile Detention Database contains information specific to all "holds" performed in juvenile detention facilities throughout Iowa. For all reported holds, facilities indicate the most serious offense alleged to have been committed by the youth. Analysis of the data is based upon the release date of the hold. Detention holds do not count youth or complaints, but rather a placement or hold in detention. For example, a single youth placed multiple times over the course of the year will appear in the count multiple times. Additionally, a youth transferred from one facility to another facility, and reported by each facility as a hold would be counted multiple times, even if each hold were for the same delinquent act.

Figure 14: Juvenile Detention Holds (age 10-17) by Race and Gender in *Appendix A* provides additional juvenile detention holds data. A review of the juvenile detention holds data provided the following highlights:

- Except for Asian/Pacific Islander males (an increase of 241.2%), all other categories of

youth experienced a decrease in the number of detention holds between 2019 through 2023. Native American males experienced the greatest decrease at 59.5% in the number of detention holds, and White males experienced the smallest decrease of 17.2%.

- While White males were always the largest category of detention holds, averaging 731 holds, Black males were close behind with an average of 687 holds.
- 2021 had the smallest number of overall detention holds (1,947), a decrease of 31.2% from the greatest number of holds (2,857) in 2019. However, there has been an increase in 2022 and 2023, resulting in an 8.8% increase from 2021 to 2023.
- In 2004, the first full year of detention data in the Juvenile Detention Database there were 1,035 holds for Black youth and 3,096 holds for White youth. Twenty years later in 2023, there were 812 holds for Black youth, a decrease of 21.5%; meanwhile, there were 912 holds for White youth, a decrease of 70.5%.

Adult Criminal Court Waivers

Iowa has two basic processes to waive/transfer youth to the adult criminal court for prosecution on a delinquent offense. The first is a discretionary process defined in Iowa Code §232.45, where the juvenile court can have a hearing to decide whether the youth should be waived to the adult criminal court for criminal prosecution. During the waiver hearing the court must consider:

a. The nature of the alleged delinquent act and the circumstances under which it was committed.

b. The nature and extent of the child's prior contacts with juvenile authorities, including past efforts of such authorities to treat and rehabilitate the child and the response to such efforts.

c. The programs, facilities and personnel available to the juvenile court for rehabilitation and treatment of the child, and the programs, facilities and personnel which would be available to the court that would have jurisdiction in the event the juvenile court waives its jurisdiction so that the child can be prosecuted as an adult. [6]

The second route is a statutory exclusion process, where youth ages 16 and 17 who are charged with a forcible felony, or a couple of specifically identified felonies are excluded from the jurisdiction of the juvenile court, and by default are prosecuted in the adult criminal court. The conditions of this statutory exclusion process are detailed in Iowa Code Section §232.8(1)(c). There is a process that allows the adult criminal court to waive these excluded youth to the juvenile court for prosecution (reverse waiver). This adult criminal court to juvenile court process is detailed in Iowa Code Section §803.6.

Iowa also has an "once an adult, always an adult" statute that applies to 16- and 17-year-old youths. Iowa Code Section §232.45A defines that once 16- and 17-year-old youth have been convicted in the adult criminal court any subsequent charges will immediately be prosecuted in the adult criminal court. If the youth's case is acquitted or dismissed by the adult criminal court any subsequent charges will initiate in the juvenile court. Therefore, the "once an adult, always an adult" only applies to 16- and 17-year-old youths that have been convicted in the adult criminal court.

The analysis of the data only examined those youth who were waived by the juvenile court for prosecution in the adult criminal court using the discretionary process detailed above. The data does not include those youth who were statutorily excluded from the juvenile court due to the

[6] Iowa Code Section 232.45(8)

nature of their offense (e.g., forcible felony, the statutory exclusions), or the "once an adult, always an adult" exclusions. The data on these youth who are excluded from juvenile court processing are maintained in the criminal court database rather than the juvenile court database, and must be accessed separately. *Figure 15: Adult Court Waivers (age 10-17) by Race and Gender from 2019 – 2023* in *Appendix A* provides additional adult court waiver data. A review of the adult court waiver data provided the following highlights:

- Black youth experienced a 34.2% decrease in adult court waivers.
- Adult court waivers for females increased 13.0% while males decreased by 19.5%.

<u>Plan for compliance with the Racial and Ethnic Disparities (R/ED) core requirement</u>

Designated Coordinating Body

Iowa uses the Racial and Ethnic Disparities (R/ED) Subcommittee of the Juvenile Justice Advisory Council to coordinate the efforts to eliminate racial and ethnic disparities in the state. This subcommittee is comprised of members of the JJAC and state, local and community leaders with a vested interest in addressing the R/ED issues that plague the state and juvenile justice system. The R/ED Subcommittee works in conjunction with the YJC and ITFYW to develop and coordinate efforts that overlap between these subcommittees.

Identify and Analyze Data

As detailed in the data presented in *Appendix A*, Iowa makes efforts to analyze data by race and ethnic groups, and sex. This analysis has informed Iowa's current approach to early diversion efforts, which includes initiatives such as pre-charge diversion programs by CJJP for youth with simple misdemeanors, and the new diversion policy by JCS for youth facing their first simple misdemeanor charge. If youth can be diverted before entering the juvenile justice system or upon

initial contact, there is a greater chance of preventing deeper involvement into the juvenile justice system. While this will benefit all youth, BIPOC youth are disproportionally represented at initial system contact. Diverting them from these initial contacts and reducing their further involvement will help address disparities at subsequent decision-making stages. It has been through the collection of data by race and ethnicity, and sex that analysis has been possible to lead to these system changes and improvements.

Develop and Implement Work Plan

A comprehensive R/ED Work Plan is being submitted via the Compliance Monitoring Tool (CMT) in addition to the required compliance monitoring data. For further details on Iowa's efforts to eliminate racial and ethnic disparities please reference that document.

b. Project Goals and Objectives

In September 2023, the SAG identified three priority areas for the JJDPA Formula Fund grant application; Serve children at home, with their families, and in their communities, Enhance quality of life, services and opportunities for youth in the juvenile justice system, and Advance healing-centered care. These identified priorities encompass the underlying principles that the SAG applies towards the improvement of the juvenile justice system in Iowa. These priority areas are considered equally weighted by the SAG. In June 2024, the SAG officially approved the priorities, goals, and objectives for the 2024 JJDPA Formula Fund 3-year plan, which includes those developed by Iowa's Youth Justice Council (YJC), Racial and Ethnic Disparities (R/ED) Subcommittee, Policy and Program Subcommittee, and Iowa Task Force for Young Women (ITFYW). A full list of priorities, goals, and objectives can be found in *Appendix B*. The list of identified activities is not exhaustive of the full efforts the JJAC will take over the next three years, but instead provides insight as to how the JJAC intends to address its priorities and goals.

The priority of *Serve children at home, with their families, and in their communities* acknowledges that youth benefit more when they remain in their homes among their family, community and support systems; while, avoiding potential harm and trauma that can occur in congregate care. Goals in this priority focus on minimizing unnecessary system contact for youth who are low-risk to reoffend, particularly those from marginalized backgrounds. Key goals include expanding statewide pre-charge diversion program and supporting the implementation of peer mentoring through Credible Messengers. Additionally, this priority area emphasizes enhancing gender and culturally-responsive, trauma-informed care practices in community-based services for youth. Advocacy efforts seek to establish a minimum age of 14 for delinquency proceedings, with exceptions, and to eliminate unnecessary delinquency petitions aimed at protecting girls and BIPOC youth without compromising community safety. Further objectives involve reducing detention holds due to probation violations, exploring innovative detention reduction strategies and advocating for legislative changes to achieve these goals.

The priority of *Enhance quality of life, services and opportunities for youth in the juvenile justice system* focuses on humanizing and empowering youth in the juvenile justice system. This includes advancing the mindset that youth get what they need (e.g., hygiene products, sleep, family contact) and earn what they want (e.g., video games, vending machines) while in congregate care. This priority area also includes efforts to educate youth on knowing and exercising their rights, increasing quality legal representation, creating trauma-informed court experiences and enhancing reentry supports. This priority area additionally recognizes that the juvenile court should be the primary court of jurisdiction for youth and proposes the elimination of direct file to the adult criminal court, and that youth shall only, and rarely, be prosecuted in the adult criminal court when accused of a felony offense.

The priority of *Advance healing-centered care* aims to integrate authentic youth and family engagement and healing-centered engagement into polices, practices and program. This includes defining "support system" across various juvenile justice settings, ensuring youth have unrestricted daily access to family, developing frameworks for authentic engagement within JCS, establishing local youth and family advisory councils, and implementing a Parent Partner model. This priority area also focuses on enhancing the use of female-responsive and culturally-responsive practices in Juvenile Court Services, advocating for Girls Courts and specialized units across all judicial districts, and ensuring ongoing bias training for Iowa HHS providers and court personnel. Additionally, this priority area seeks to increase understanding of juvenile justice issues among disproportionately affected populations such as LGBTQ+ youth, youth impacted by immigration, and youth in adult court settings.

Three-year plan adherence to 34 U.S.C.§ 11133(a)

Iowa's three-year plan is in alignment with guidance outlined in 34 U.S.C§ 11133(a). Additional detail as to how the plan addresses specific expectations within 34 U.S.C§ 11133(a) can be found in *Appendix C.*

Consultation and participation of units of local government

The minimum amount to achieve the 66⅔ percent requirement of Iowa's federal formula grant award will be allocated to each of the state's eight judicial districts. Iowa's JJDPA funding allocation and competitive process will require applicants to solicit input from local units of government, specifically Juvenile Court Services in that district. The allocations are based on the percentage of youth population ages 10-17 in each judicial district. Each district includes a small number of metropolitan counties, but as was detailed earlier in the discussion on youth population 68 of Iowa's 99 counties are rural. Applicants will be required to include a letter of support from

the Chief JCO for the judicial district in which they intend to serve justice-involved youth. In most districts, the Chief JCO works closely with multiple local Decategorization (Decat) planning boards to address local needs, which will, in turn, inform their decision about which applicant to support. Decats are described in the *System Description* section of this plan. It is noteworthy that county board of supervisor representatives are mandatory members of local Decat boards. Similarly, individuals connected with local units of government are represented on the SAG and/or its subcommittees. Thus, there is a specific capacity to gather input from local units of government.

c. Collecting and Sharing Juvenile Justice Information

As the SAC, Iowa Code §216A.316 grants CJJP access to a wide variety of data maintained by other state agencies. Iowa HHS is the licensing agency for juvenile detention centers in the state of Iowa, and this work is managed by the CJJP team. Licensed facilities are required to provide data on all youth detained in the juvenile detention centers. As the DSA, the Iowa HHS has memorandums of understanding (MOUs) with the Department of Corrections, State Jail Inspection Unit that provides authority to complete on-site compliance monitoring data verification audits. Along with Iowa Code §216A.316, these MOUs provide the DSA the authority to go on-site to state and locally operated facilities for compliance monitoring audits. CJJP has other MOUs with a variety of state agencies for other research and analysis on juveniles including, but not limited to, the Department of Education, Workforce Development, and Public Health.

There are a number of systems Iowa uses to collect juvenile justice information data. Among these are the JDW that compiles Iowa Court Information System (ICIS) data from all 99 counties. This system includes relevant information on cases informally and formally handled by JCS, along with placement, services and risk assessment information. Iowa DOM maintains the JDW, a central repository of key criminal and juvenile justice data. PRO also accesses hold

information from the state's nine juvenile detention centers through the DST. Additionally, the DSA collects pertinent information on youth placed at the State Training School for Boys (juvenile corrections) and enhanced residential treatment facilities directly from those agencies.

The plan for an effective compliance monitoring system is explained in more detail in Iowa's Compliance Monitoring Manual submitted in the CMT as part of the compliance monitoring requirements.

d. State Advisory Group (SAG) Roster

The SAG roster is attached as *Appendix D* As previously detailed Iowa's SAG is the Juvenile Justice Advisory Council (JJAC). The JJAC currently has 17 members, including three youth members with lived experience. Seven of the 17 members are full-time government employees; not including the chair.

e. State Agency Contact Information

The DSA contact information is attached as *Appendix E*.

f. Pass-Through Waiver Request

Iowa will not be requesting a waiver to the 66 and 2/3 percent pass-through requirement.

g. Plan for Collecting the Data Required for this Solicitation's Performance Measures

Iowa DOM assists Iowa HHS in completing the duties of Iowa's Statistical Analysis Center (SAC). Iowa DOM conducts independent research, policy analysis, program evaluation, data coordination and information clearinghouse functions to assist in identifying issues of concern and possible improvements to the operation and effectiveness of the justice system.

CJJP utilizes a standardized progress report to collect case-level information for every youth that receives a service paid for by funds from the Title II Formula Grant. This form includes gathering a minimum of data on a youth's risk level (if known), age, race, and gender. The form is completed by service providers within each of the judicial districts and submitted to CJJP on an annual basis.

This progress reporting structure allows CJJP to integrate the service data with data from the Iowa Justice Data Warehouse (JDW) to look at trends for recidivism, subsequent return to Juvenile Court Services or Adult Court, within one year after the service ends, and potentially other outcomes.

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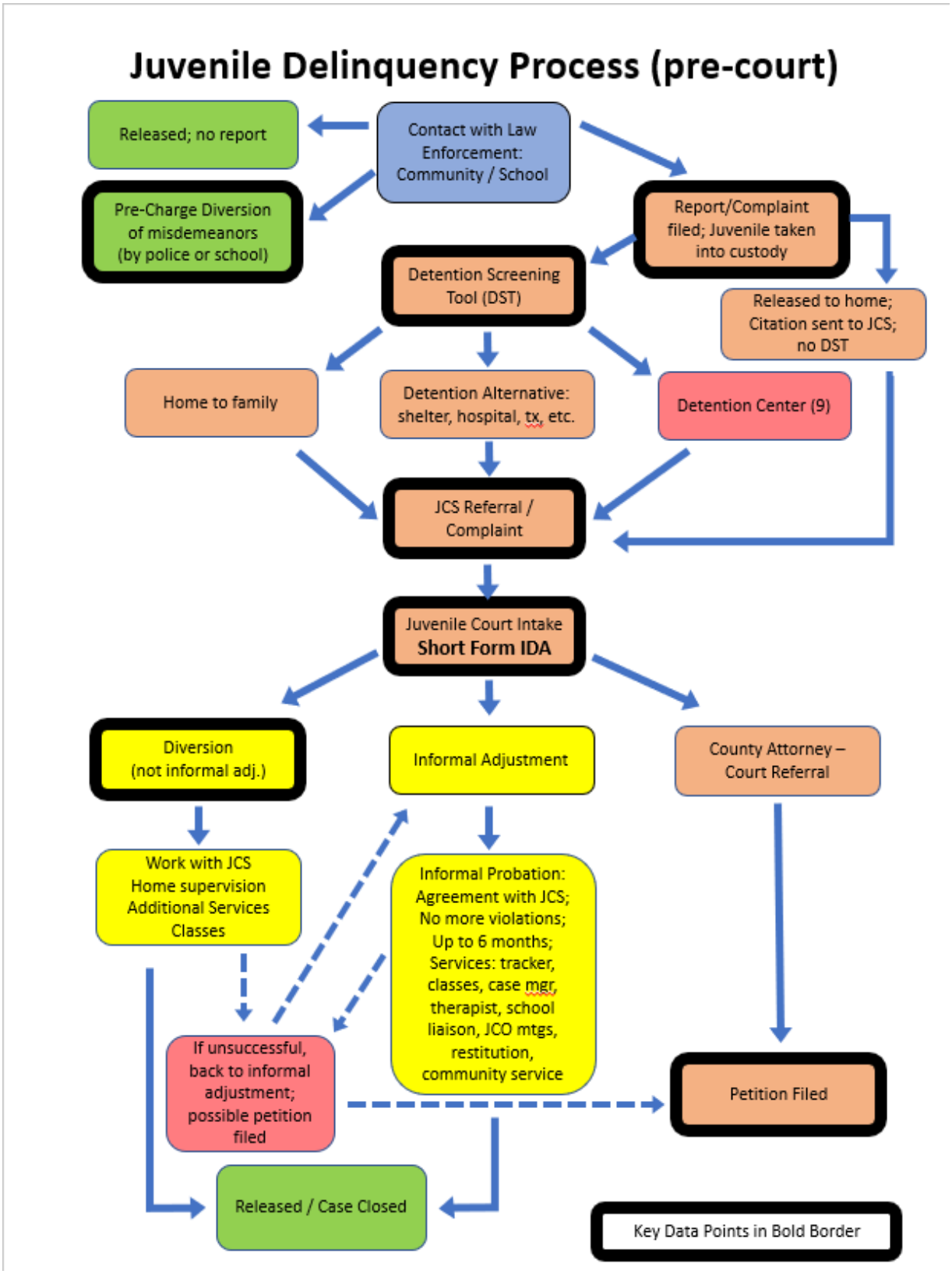
Figure 1: Juvenile Delinquency Processing Flow Chart



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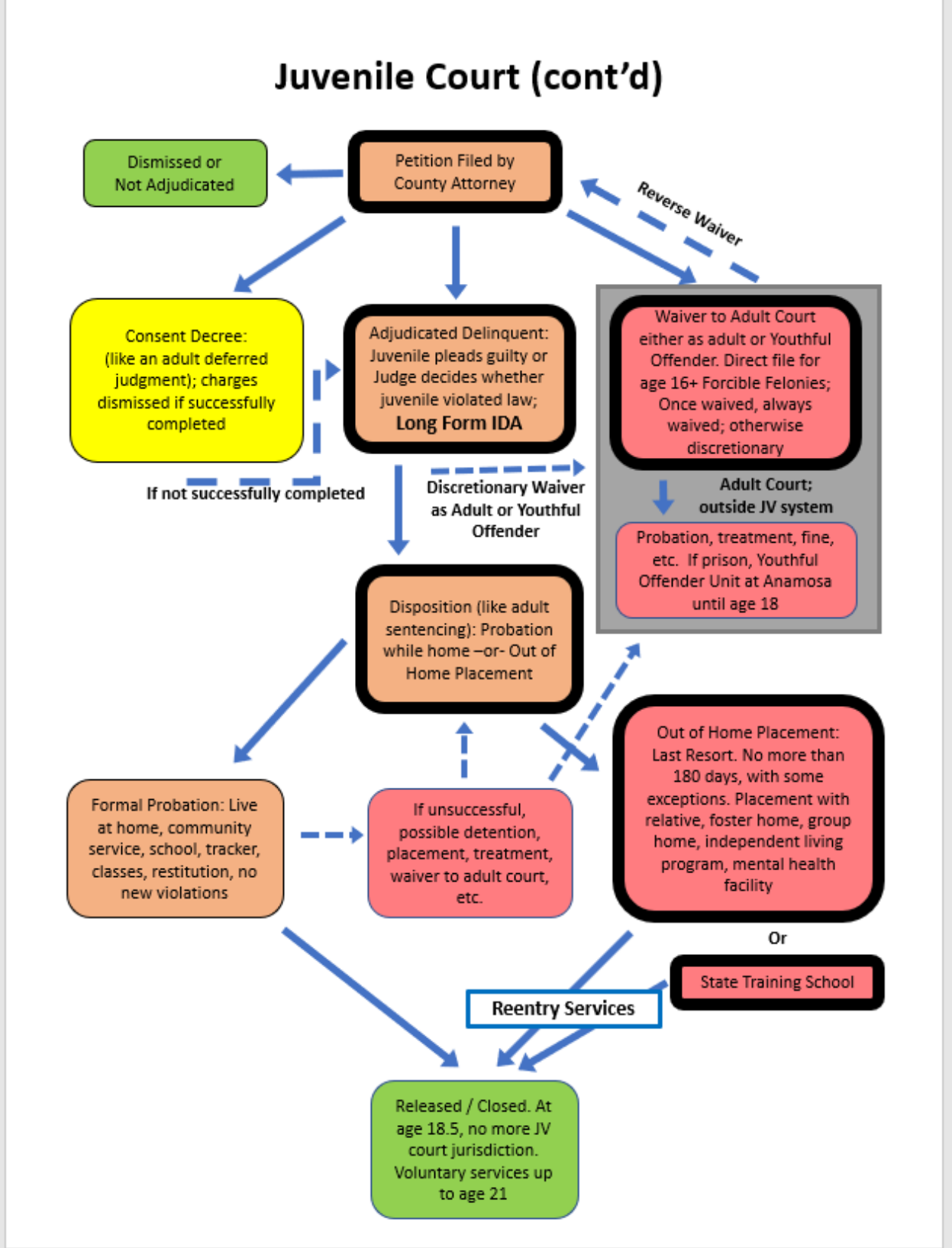
Juvenile Court (cont'd)
Dismissed or Not Adjudicated
Petition Filed by County Attorney
Reverse Waiver
Consent Decree: (like an adult deferred judgment); charges dismissed if successfully completed
Adjudicated Delinquent: Juvenile pleads guilty or Judge decides whether juvenile violated law; Long Form IDA
Waiver to Adult Court either as adult or Youthful Offender. Direct file for age 16+ Forcible Felonies; Once waived, always waived; otherwise discretionary
Adult Court; outside JV system
Probation, treatment, fine, etc. If prison, Youthful Offender Unit at Anamosa until age 18
If not successfully completed
Discretionary Waiver as Adult or Youthful Offender
Disposition (like adult sentencing): Probation while home –or- Out of Home Placement
Formal Probation: Live at home, community service, school, tracker, classes, restitution, no new violations
If unsuccessful, possible detention, placement, treatment, waiver to adult court, etc.
Out of Home Placement: Last Resort. No more than 180 days, with some exceptions. Placement with relative, foster home, group home, independent living program, mental health facility
Or
State Training School
Reentry Services
Released / Closed. At age 18.5, no more JV court jurisdiction. Voluntary services up to age 21

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Figure 2: Iowa Youth Population Data by Race and Gender

Juvenile Populations (10-17)	2016		2017		2018		2019		2020		Percent Change 2016-2020	
	F	M	F	M	F	M	F	M	F	M	F	M
White	130,135	136,880	129,905	136,932	129,588	136,172	128,878	135,584	128,569	134,950	-1.2%	-1.4%
Black	9,918	10,077	10,225	10,657	10,513	11,006	10,811	11,433	11,019	11,681	10.0%	13.7%
Hispanic	14,964	15,724	15,653	16,401	16,148	16,839	16,559	17,385	17,020	17,860	12.1%	12.0%
Asian / Pacific Islander	4,651	4,522	4,745	4,680	4,790	4,784	4,949	5,028	5,051	5,133	7.9%	11.9%
Native American	664	658	666	638	688	643	661	612	657	619	-1.1%	-6.3%
Total	160,332	167,861	161,194	169,308	161,727	169,444	161,858	170,042	162,316	170,243	1.2%	1.4%

Source: OJJDP EZ Population Access

Figure 3: Youth Populations (age 10 – 17) by County, 2020

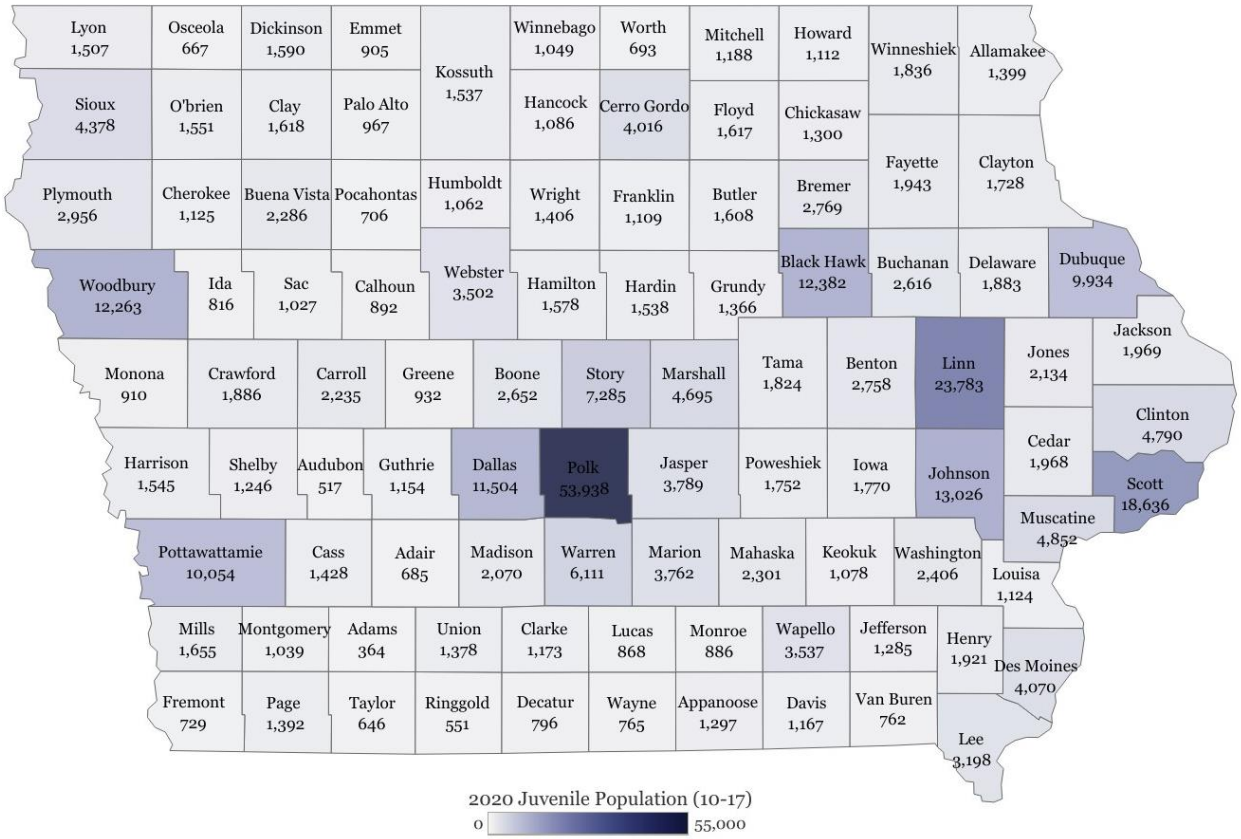

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Figure 4: Black, Indigenous and People of Color Population (age 10 – 17) Percentage, 2020

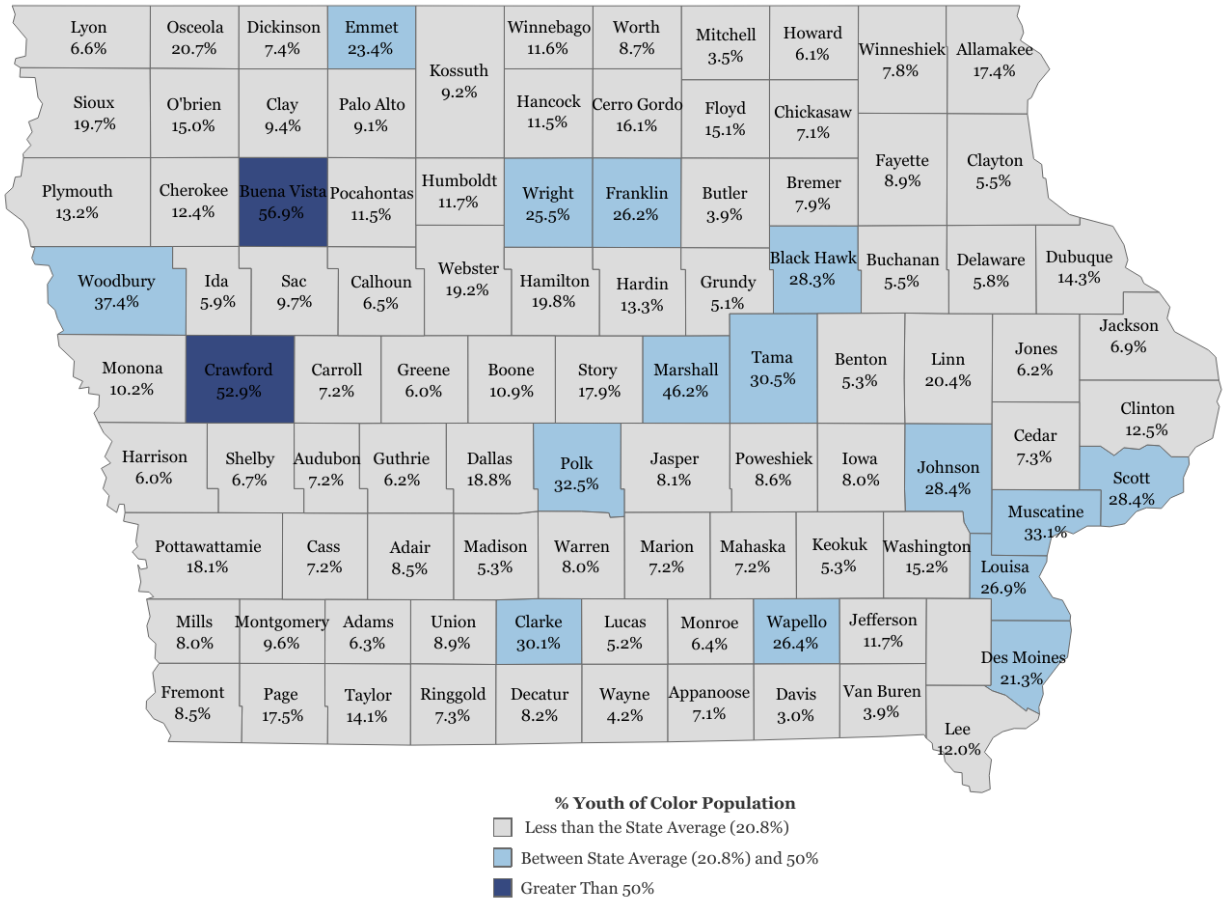

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Figure 5: School Enrollment by Race/Ethnicity and Gender

School Enrollment	2018/19		2019/20		2020/21		2021/22		2022/23		Percent Change 2018/19 -2022/23	
	F	M	F	M	F	M	F	M	F	M	F	M
White	187,397	200,055	186,202	199,040	181,469	193,703	181,228	193,269	179,138	191,325	-4.9%	-4.8%
Black	15,692	16,730	16,321	17,268	16,079	17,032	16,418	17,221	16,897	17,627	+11.4%	+8.2%
Hispanic	27,843	28,989	28,925	30,265	28,947	30,198	30,218	31,357	31,317	32,615	+15.1%	+15.0%
Asian/Pacific Islander	7,167	7,504	7,303	7,732	7,220	7,587	7,376	7,799	7,660	7,998	+8.5%	+8.9%
Native American	943	990	917	961	839	890	828	874	805	839	-11.4%	-13.1%
Multiracial	10,555	10,959	10,962	11,425	11,102	11,589	11,714	12,298	12,124	12,723	+20.9%	+22.5%
Total	249,597	265,227	250,630	266,691	245,656	260,999	247,782	262,818	247,941	263,127	-0.3%	-0.4%

Source: Iowa Department of Education: School District – Certified Enrollment

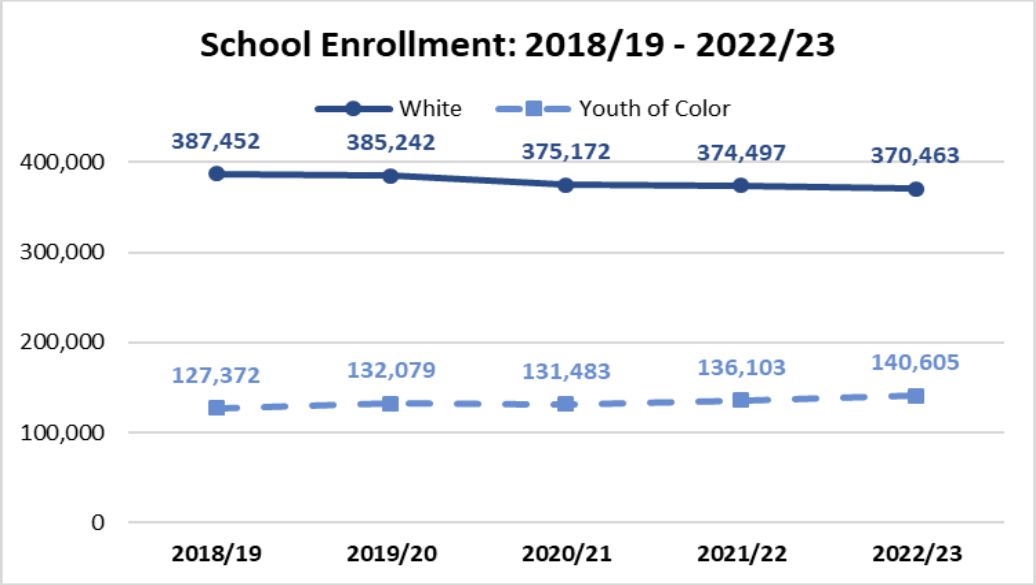

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Figure 6: Four Year Graduation Rates by Race/Ethnicity and Gender

Four-Year Graduation Rates	2018/19		2019/20		2020/21		2021/22		2022/23		Percent Change 2018/19 -2022/23	
	F	M	F	M	F	M	F	M	F	M	F	M
White	94.8%	91.9%	94.9%	92.7%	94.2%	91.1%	94.4%	91.0%	91.9%	88.9%	-3.1%	-3.1%
Black	85.8%	77.4%	82.9%	78.6%	78.9%	76.8%	79.7%	74.9%	78.8%	71.2%	-6.5%	-9.4%
Hispanic	87.0%	82..1%	88.2%	81.5%	84.1%	78.2%	83.8%	76.8%	82.9%	76.5%	-4.8%	-5.3%
Asian/Pacific Islander	91.7%	90.0%	95.5%	88.8%	92.8%	87.7%	90.1%	89.5%	88.0%	82.7%	-7.5%	-5.1%
Native American	80.0%	75.0%	84.6%	80.3%	81.1%	73.4%	82.1%	80.3%	78.3%	70.4%	+3.2%	-6.6%
Multiracial	90.4%	86.2%	89.7%	87.9%	87.8%	83.2%	84.3%	82.6%	81.9%	77.4%	-8.3%	-10.3%
Total	**93.3%**	**89.9%**	**93.3%**	**90.4%**	**92.0%**	**88.4%**	**91.7%**	**88.1%**	**89.4%**	**85.6%**	**-4.2%**	**-4.5%**

Source: Iowa Department of Education: Four-Year Graduation Rates

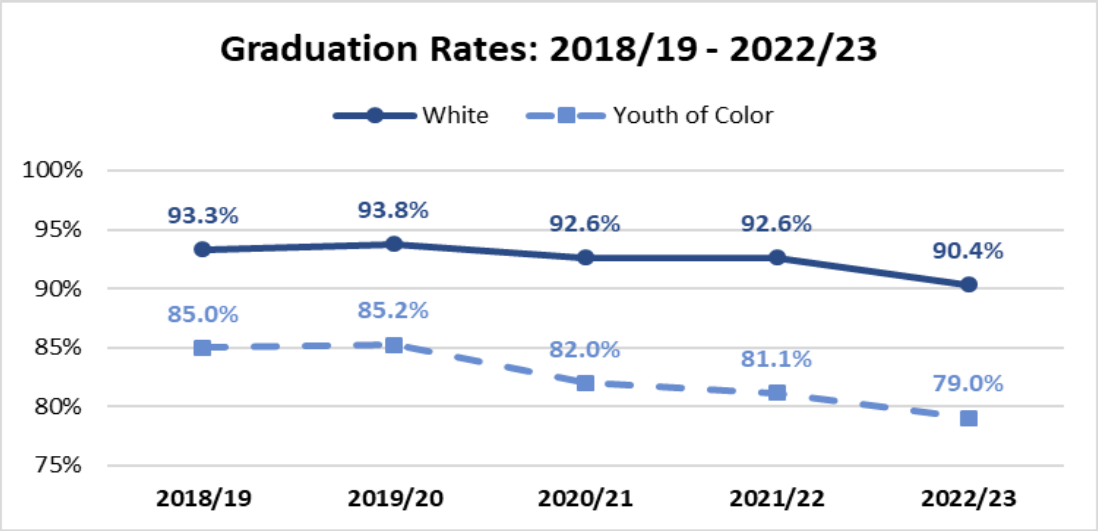

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Figure 7: Four Year Dropout Rates by Race/Ethnicity and Gender

Drop-Out Rates	2018/19		2019/20		2020/21		2021/22		2022/23		Percent Change 2018/19 -2022/23	
	F	M	F	M	F	M	F	M	F	M	F	M
White	1.1%	1.5%	0.9%	1.3%	1.2%	1.8%	1.3%	1.8%	1.3%	1.7%	+18.2%	+6.3%
Black	3.6%	5.4%	2.6%	4.3%	3.7%	5.1%	4.3%	4.7%	4.0%	4.5%	-2.4%	-8.2%
Hispanic	2.9%	3.9%	2.4%	3.4%	2.7%	4.1%	3.4%	4.6%	3.4%	4.7%	+30.8%	+20.5%
Asian/Pacific Islander	0.8%	2.0%	0.6%	1.2%	5.5%	1.6%	1.4%	2.6%	2.0%	3.0%	+150.0%	+100.0%
Native American	5.1%	4.6%	4.0%	6.0%	3.1%	6.4%	4.4%	4.8%	6.0%	5.6%	+122.2%	-12.5%
Multiracial	2.4%	2.6%	1.9%	2.2%	2.6%	2.8%	2.9%	3.4%	3.3%	3.2%	+43.5%	+3.2%
Total	**1.5%**	**2.1%**	**1.2%**	**1.7%**	**1.6%**	**2.3%**	**1.8%**	**2.4%**	**1.9%**	**2.4%**	**+26.7%**	**+14.3%**

Source: Iowa Department of Education: Drop-Out Rates

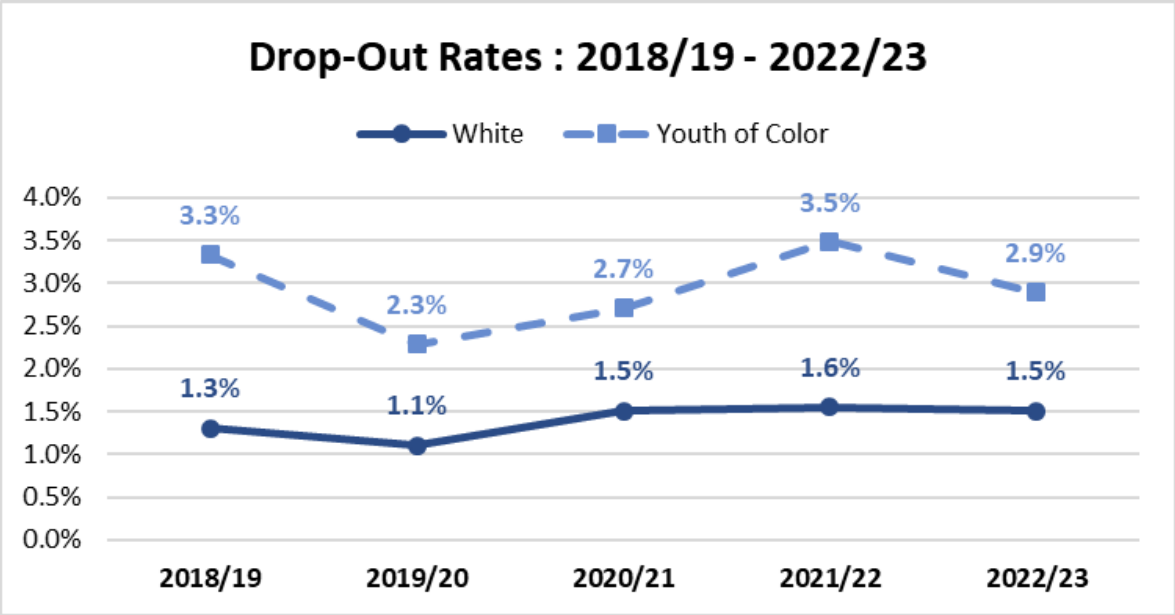

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Figure 8: School Suspensions and Expulsions by Race and Gender

School Suspensions & Expulsions	2018/19		2019/20		2020/21		2021/22		2022/23		Percent Change 2018/19 -2022/23	
	F	M	F	M	F	M	F	M	F	M	F	M
White	9,077	27,902	6,623	19,683	4,617	14,031	9,282	24,523	10,562	27,270	+16.4%	-2.3%
Black	6,387	12,720	4,628	8,670	1,713	3,290	5,340	9,360	6,051	9,855	-5.3%	-22.5%
Hispanic	2,543	5,384	1,956	3,960	906	2,460	2,580	5,114	3,253	6,393	+27.9%	+18.7%
Asian/Pacific Islander	170	524	112	419	110	279	327	661	423	826	+148.8%	+57.6%
Native American	128	324	91	178	84	131	137	261	244	345	+90.6%	+6.5%
Multiracial	2,052	4,837	1,509	3,347	687	1,828	1,896	4,164	2,228	4,412	+8.6%	-8.8%
Total	**20,357**	**51,691**	**14,919**	**36,257**	**8,117**	**22,019**	**19,562**	**44,083**	**22,761**	**49,101**	+11.8%	-5.0%

Source: Iowa Department of Education: School Suspensions (in-school and out-of-school) and Expulsions

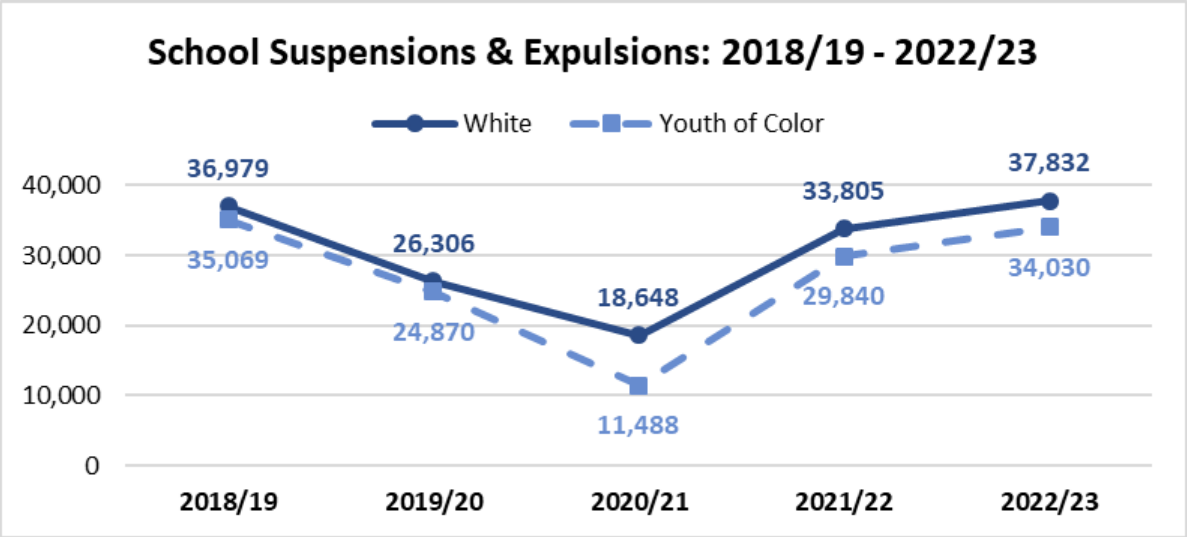

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Figure 9: Juvenile Complaints (age 10-17) by Race and Gender

Complaints (Age: 10-17)	2019		2020		2021		2022		2023		Percent Change 2019 -2023	
	F	M	F	M	F	M	F	M	F	M	F	M
White	2,300	4,724	1,714	3,964	2,048	4,142	2,383	4,702	2,552	5,120	+11.0%	+8.4%
Black	1,305	2,584	752	1,879	863	1,834	1,014	1,935	1,176	2,212	-9.9%	-14.4%
Hispanic	310	638	219	525	250	556	317	612	322	779	+3.9%	+22.1%
Asian/Pacific Islander	31	96	33	102	45	98	36	146	49	176	+58.1%	+83.3%
Native American	49	69	48	68	52	82	88	75	92	102	+87.8%	+47.8%
Other / Unknown	62	100	46	84	81	119	72	104	112	177	+80.6%	+77.0%
Total	4,057	8,211	2,812	6,622	3,339	6,831	3,910	7,574	4,303	8,566	6.1%	4.3%

Source: Iowa Justice Data Warehouse, May, 2024

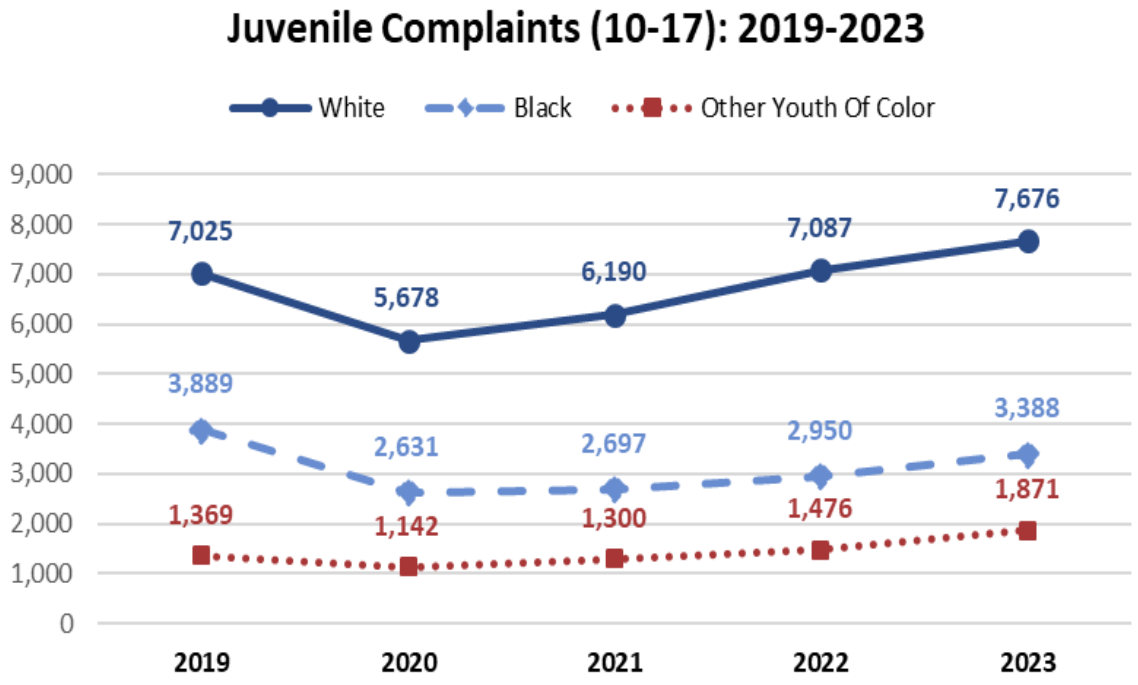

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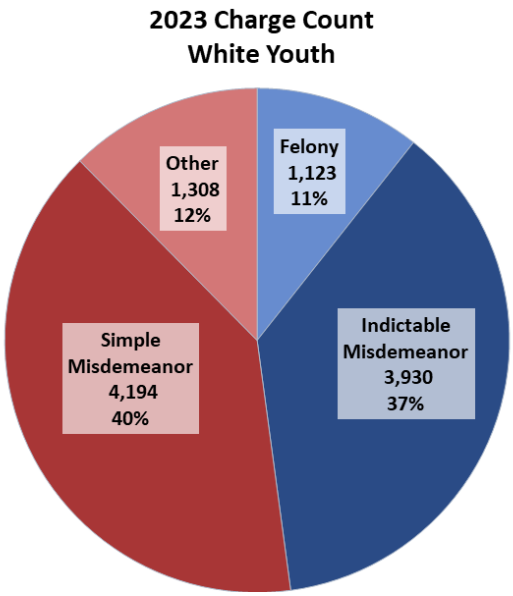
Figure 10: Juvenile Allegations (age 10-17) by Race and Gender

Charges / Allegations (Age: 10-17)	2019		2020		2021		2022		2023		Percent Change 2019 -2023	
	F	M	F	M	F	M	F	M	F	M	F	M
White												
Felony	150	778	119	823	191	862	220	814	171	952	+14.0%	+22.4%
Indictable Misdemeanor	853	2,252	735	1,915	954	2,183	1,110	2,527	1,126	2,802	+32.0%	+24.4%
Simple Misdemeanor	1,380	2,684	934	2,040	1,136	2,200	1,359	2,548	1,463	2,728	+6.0%	+1.6%
Other	445	672	387	758	412	624	346	701	507	801	+13.9%	+19.2%
Total	**2,828**	**6,386**	**2,175**	**5,536**	**2,693**	**5,869**	**3,035**	**6,590**	**3,267**	**7,283**	+15.5%	+14.0%
Black												
Felony	106	553	85	610	99	523	113	583	126	687	+18.9%	+24.2%
Indictable Misdemeanor	438	1,230	347	1,031	451	1,005	492	1,114	581	1,297	+32.6%	+5.4%
Simple Misdemeanor	1,026	1,673	544	1,063	565	1,008	666	1,043	822	1,217	-19.9%	-27.3%
Other	103	200	35	108	54	135	55	111	65	137	-36.9%	-31.5%
Total	**1,673**	**3,656**	**1,011**	**2,812**	**1,169**	**2,671**	**1,326**	**2,851**	**1,594**	**3,338**	-4.7%	-8.7%

Source: Iowa Justice Data Warehouse, May 2024
Counts exclude those missing gender (N=11)



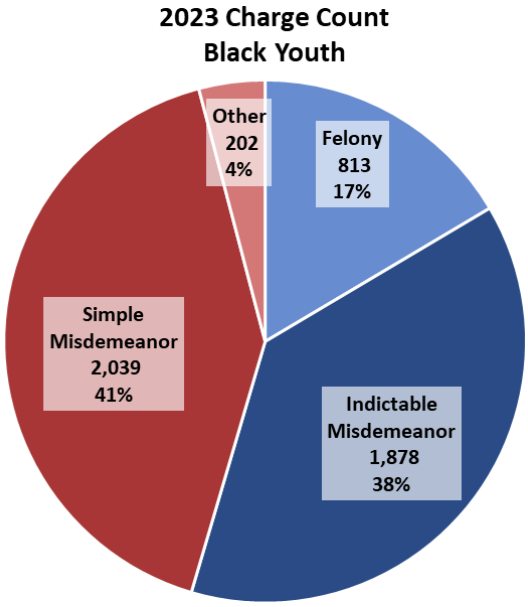


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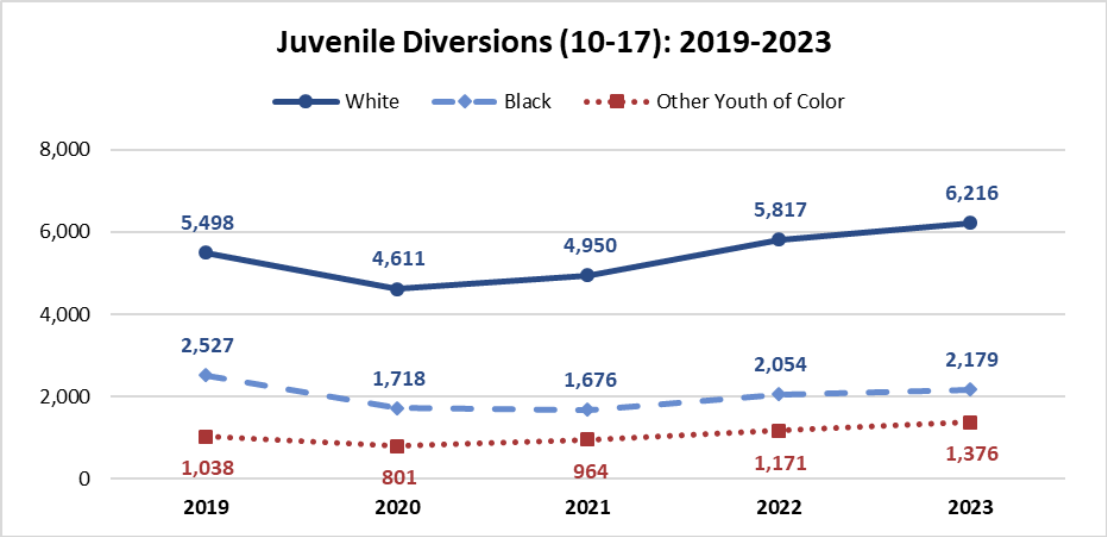
Figure 11: Juvenile Diversions (age 10-17) by Race and Gender

Diversions (Age: 10-17)	2019		2020		2021		2022		2023		% Change 2019 - 2023	
	F	M	F	M	F	M	F	M	F	M	F	M
White	2,045	3,452	1,608	3,003	1,802	3,148	2,109	3,707	2,339	3,873	+14.4%	+12.2%
Black	1,031	1,496	655	1,063	627	1,049	806	1,247	929	1,250	-9.9%	-16.4%
Hispanic	241	465	185	360	202	413	264	461	282	541	+17.0%	+16.3%
Asian/Pacific Islander	34	84	26	69	34	66	44	100	39	99	+14.7%	+17.9%
Native American	35	45	23	28	39	60	74	59	63	69	+80.0%	+53.3%
Other / Unknown	47	74	36	63	54	80	71	84	106	125	+125.5%	+62.3%
Total	**3,433**	**5,619**	**2,533**	**4,586**	**2,758**	**4,816**	**3,368**	**5,658**	**3,758**	**5,957**	**+9.5%**	**+6.0%**

Source: Iowa Justice Data Warehouse, May 2024
Counts exclude those missing gender (N=7)

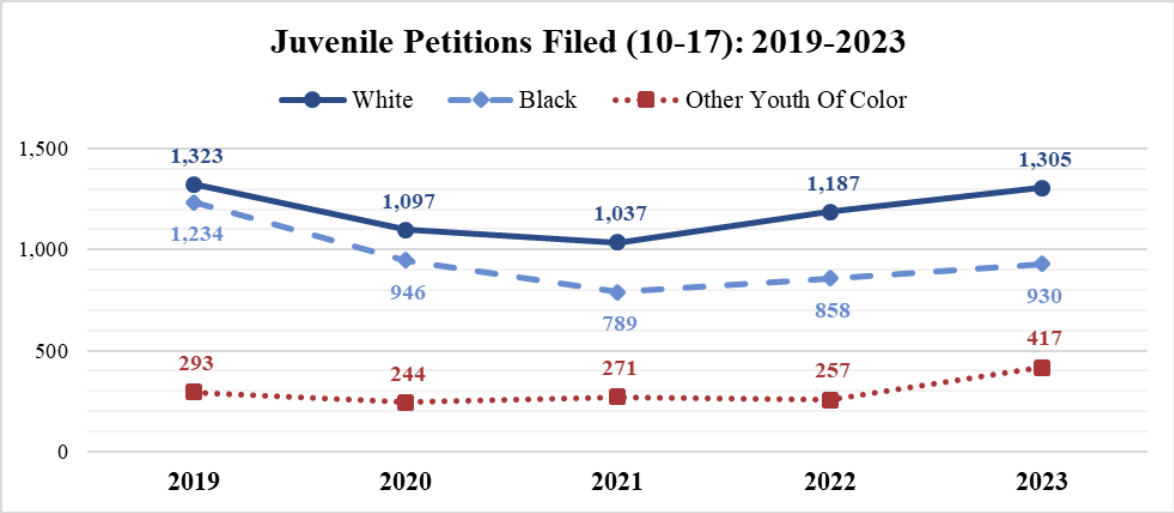


APPENDIX A

Figure 12: Juvenile Petitions Filed (age 10-17) by Race and Gender

Petitions Filed (Age: 10-17)	2019		2020		2021		2022		2023		Percent Change 2019 - 2023	
	F	M	F	M	F	M	F	M	F	M	F	M
White	244	1,079	191	906	215	822	245	940	230	1,074	-5.7%	-0.5%
Black	226	1,008	146	800	141	648	202	656	157	773	-30.5%	-23.3%
Hispanic	45	168	22	127	36	140	31	141	46	195	+2.2%	+16.1%
Asian/Pacific Islander	0	11	1	27	0	20	0	35	2	52	n/a	+372.7%
Native American	10	11	15	22	12	17	9	11	21	18	+110.0%	+63.6%
Other / Unknown	20	26	7	23	21	23	6	21	13	56	-35.0%	+115.4%
Total	**545**	**2,303**	**382**	**1,905**	**425**	**1,670**	**493**	**1,804**	**469**	**2,168**	**-13.9%**	**-5.9%**

Source: Iowa Justice Data Warehouse, May 2024



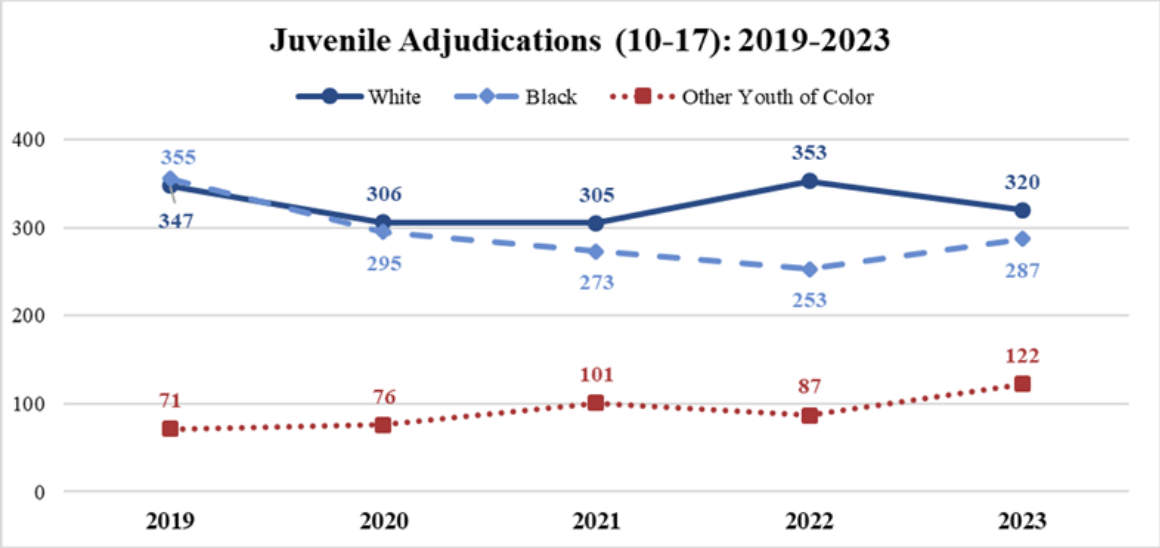
APPENDIX A

Figure 13: Juvenile Adjudications (age 10-17) by Race and Gender

Adjudications (Age: 10-17)	2019		2020		2021		2022		2023		Percent Change 2019 -2023	
	F	M	F	M	F	M	F	M	F	M	F	M
White	67	283	40	276	55	261	62	300	33	299	-53.7%	+3.2%
Black	50	310	35	264	40	237	55	209	37	259	-26.5%	-18.0%
Hispanic	6	48	7	51	11	56	14	47	16	64	+166.7%	+43.2%
Asian/Pacific Islander	1	2	1	1	0	9	0	7	0	14	-100.0%	+600.0%
Native American	2	5	3	6	8	8	6	4	4	3	+100.0%	-40.0%
Other / Unknown	3	8	1	5	3	9	3	9	2	15	-33.3%	+87.5%
Total	**129**	**656**	**87**	**603**	**117**	**580**	**140**	**576**	**92**	**654**	-30.5%	-1.6%

Source: Iowa Justice Data Warehouse, May 2024

Note: due to low numbers, some percent changes are dramatic and should be carefully reviewed and interpreted.

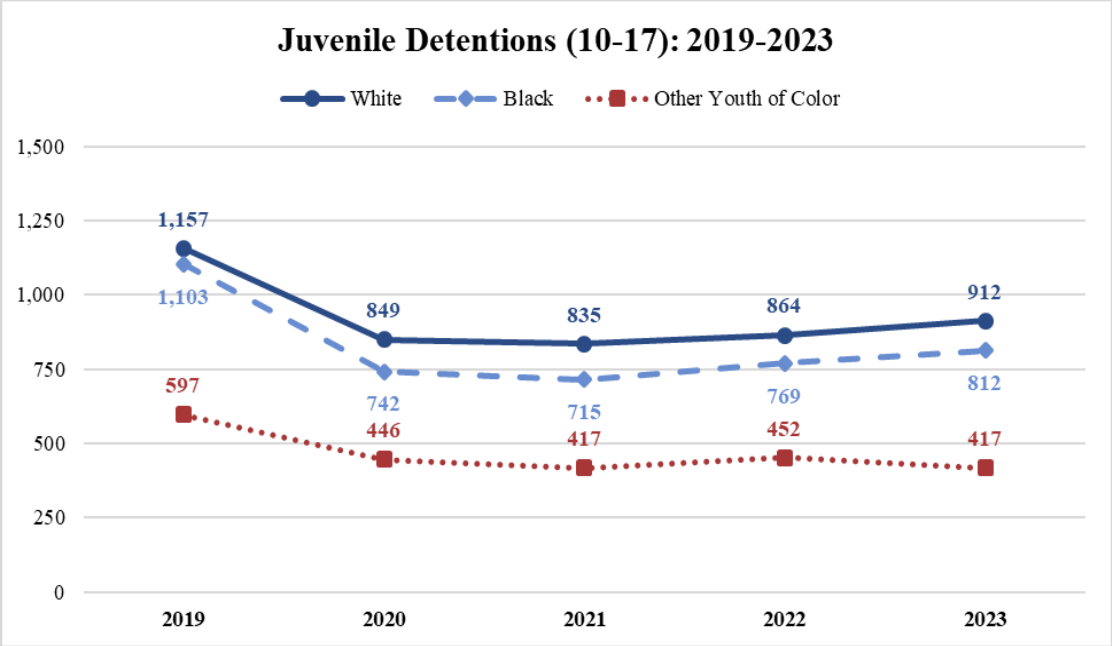


APPENDIX A

Figure 14: Juvenile Detention Holds (age 10-17) by Race and Gender

Detention Holds (Age: 10-17)	2019		2020		2021		2022		2023		Percent Change 2015 - 2019	
	F	M	F	M	F	M	F	M	F	M	F	M
White	237	920	174	675	172	663	203	661	176	736	-42.5%	-17.2%
Black	186	917	121	621	122	593	147	622	132	680	-45.9%	-35.2%
Hispanic	37	215	35	140	41	127	38	176	39	154	-18.8%	-30.9%
Asian/Pacific Islander	*	9	*	31	*	25	*	52	*	58	*	+241.2%
Native American	61	116	46	72	47	79	30	61	21	34	-50.0%	-59.5%
Other / Unknown	36	123	42	80	24	74	26	69	39	72	-18.8%	-36.3%
Total	**557**	**2,300**	**418**	**1,619**	**406**	**1,561**	**444**	**1,641**	**407**	**1,734**	**-40.8%**	**-27.0%**

Source: Iowa Justice Data Warehouse, June 2024
* Due to low numbers the Asian/Pacific Islander females are included in the Other/Unknown females.

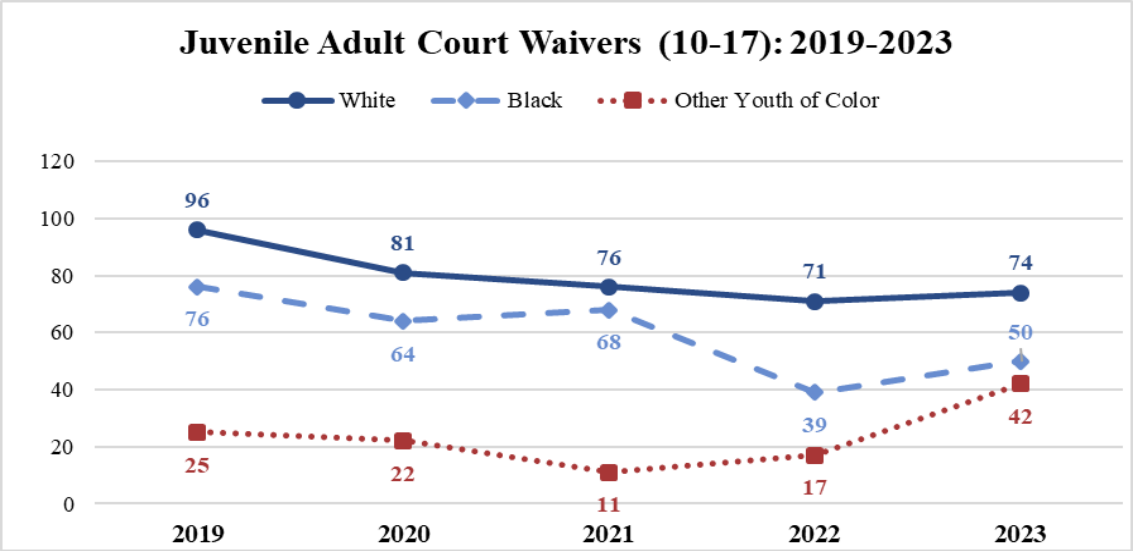


APPENDIX A

Figure 15: Adult Court Waivers (age 10-17) by Race and Gender

Adult Court Waivers (Age: 10-17)	2019		2020		2021		2022		2023		Percent Change 2019 -2023	
	F	M	F	M	F	M	F	M	F	M	F	M
White	11	85	12	69	12	64	16	55	14	60	+27.3%	-29.4%
Black	10	66	6	58	8	60	3	35	7	43	-30.0%	-34.8%
Hispanic	2	16	2	17	1	6	1	11	3	24	+50.0%	+50.0%
Asian/Pacific Islander	0	2	0	1	0	1	0	2	0	6	n/a	+200.0%
Native American	0	2	0	1	0	2	1	2	2	3	n/a	+33.3%
Other / Unknown	0	3	0	1	0	1	0	0	0	4	n/a	0.0%
Total	**23**	**174**	**20**	**147**	**21**	**134**	**21**	**105**	**26**	**140**	**+13.0%**	**-19.5%**

Source: Iowa Justice Data Warehouse, May, 2024



APPENDIX B

Priority 1: Serve children at home, with their families, and in their communities.

Goal 1: Minimize system contact for low-risk youth, especially youth of color, by developing formal, statewide diversion opportunities through implementation of structures and policies at early juvenile justice system processing.

- Objective 1: Expand Pre-Charge diversion opportunities statewide.
- Objective 2: Support implementation of Credible Messengers, peer to peer mentoring and navigation, by providing training to community leaders and funding allocation as needed.

Goal 2: Partner with state and local efforts to expand a full spectrum of gender and culturally-responsive, and trauma informed care practices for community-based services for youth.

- Objective: Offer and share evidence-based, research-based, and/or promising practices training and educational opportunities to providers.

Goal 3: Advocate for a minimum age of 14 years of age for delinquency proceedings for juvenile court, with exceptions for forcible felonies, by modifying Iowa Code 232.

- Objective 1: Draft legislative proposal.
- Objective 2: Utilize HHS structure to advance related legislation.

Goal 4: Eliminate delinquency petitions that are filed to protect girls and/or youth of color when community safety is not an issue.

- Objective 1: Identify best practices to support alternatives that do protect girls and youth of color without increasing formal juvenile justice processing.

- Objective 2: Encourage use of the guidelines for determining whether to handle a complaint formally or informally as laid out in, "Juvenile Delinquency Guidelines: Improving Court Practices in Juvenile Delinquency Cases" (NCJFCJ) or similar best practice documents.

Goal 5: Reduce detention holds that are the result of probation violations.

- Objective 1: Explore becoming a Vera Institute "Ending Girls Incarceration" site.
- Objective 2: Research detention usage using data broken down by race/ethnicity, gender and zip code.
- Objective 3: Secure funding to research detention usage by examining case files for trends by race/ethnicity, gender and zip code.
- Objective 4: Advocate for a reduction in the use of juvenile detention for probation violations by modifying Iowa Code 232.
- Objective 5: Evaluate the impact of juvenile tracking.
- Objective 6: Advocate for reduced Detention Screening Tool overrides for probation violations.

Priority 2: Enhance quality of life, services and opportunities for youth in the juvenile justice system.

Goal 1: The juvenile court system should be the primary court of jurisdiction for youth accused and adjudicated of delinquent behavior. It is the goal of the JJAC for Iowa to have a justice system where youth are exclusively served by the juvenile court system, with rare exceptions.

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- Objective 1: Eliminate direct file – allow juvenile court to have exclusive jurisdiction of all juvenile offenders, except when the juvenile court waives jurisdiction. Legislation required: Modify Iowa Code §232.8, sub-section 1, paragraph "c".
- Objective 2: Juveniles may only be waived to be prosecuted as an adult for felony violent offenses. Legislation required: amend Iowa Code §232.45, add "… that would be classified as a felony if committed by an adult".
- Objective 3: Court-sealing / record-sealing expansion/procedural reform. Explore how Iowa's system to seal and expunge juvenile court records could be more effective and efficient. It should be a system that is understandable and can be navigated by youth and families. This would require alterations to Iowa Code §232.150.

Goal 2: Champion quality of life for youth in out-of-home placements (group homes/QRTPs, detention centers, State Training School, and shelters). "Get what you need, earn what you want".

- Objective 1: Set standards for a youth Bill of Rights and grievance processes.
- Objective 2: Partner with other HHS divisions to make Transition Information Packet (TIP Binder) youth friendly and practically useful.
- Objective 3: Advocate for quality legal representation and developmentally appropriate court experiences for youth in the juvenile justice system.
- Objective 4: Advocate that youth receive timely medical attention when in court ordered placement.
- Objective 5: Advocate for clear shackling policies and consistent trauma-informed trainings.

- Objective 6: Advocate youth will not be shackled during medical appointments, with the exception for documented safety concerns.
- Objective 7: Advocate against shackling of youth who are 22 weeks pregnant or further along.
- Objective 8: Develop principles and guidance for programs to implement policies and procedures that ensure the least invasive person searches, using the standards and requirements detailed in the federal Prison Rape Elimination Act (PREA).
- Objective 9: Develop principles and guidance for programs to implement policies and procedures that ensure nationally recognized and bonded de-escalation techniques are implemented to reduce the need and use of physical restraints.

Goal 3: HHS requires female and culturally-responsive training for all facilities serving youth involved in the juvenile justice system.

- Objective 1: Advance placement and service alternatives for females (e.g., enhanced/STAR foster homes designated as female-responsive) to fill gaps for girls formally involved in the juvenile justice system.
- Objective 2: Develop culturally-responsive training and technical assistance for QRTP facilities.

Goal 4: Continue to support and evaluate the Reentry Navigator program for viability and expansion.

- Objective 1: Explore additional funding for continued support and expansion of the Reentry Navigator program.

- Objective 2: Support youth to get their vital documents (birth certificates, IDs, social security cards, etc.), including youth who are immigrants or refugees.
- Objective 3: Explore avenues to expand the population of youth who are eligible for Reentry Navigator program assistance.
- Objective 4: Implement and analyze pre- and post-surveys to assess the program for fidelity.

Goal 5: Advocate for trauma-informed design principles in physical spaces where youth and family interact with the juvenile justice system.

- Objective 1: Partner with the Iowa State University Department of Landscape Architecture to advance related concepts as appropriate.
- Objective 2: Draft legislation to require trauma-informed court waiting room areas.

Priority 3: Advance healing-centered care.

Goal 1: Support the integration of healing-centered, authentic youth and family engagement into juvenile justice policies, practices, and programs.

- Objective 1: Propose a shared definition of "support system" for Juvenile Court Services, QRTPs, State Training School, shelters, and detention centers to use.
- Objective 2: Ensure youth have free, daily access to their family while in the system by addressing barriers to transportation, restrictive policies, and mindsets of professionals working with youth.
- Objective 3: Advise on an authentic engagement framework for Juvenile Court Services.
- Objective 4: Support districts and providers to create local youth and family advisory councils to address juvenile justice opportunities and concerns within their community.

- Objective 5: Advise on a Parent Partner model for juvenile justice.
- Objective 6: Develop healing-centered authentic youth and family engagement training for youth-serving professionals.

Goal 2: Increase Juvenile Court Services usage of female-responsive and culturally-responsive practices.

- Objective 1: Advocate for the creation of Girls Court in all Judicial Districts.
- Objective 2: Advocate for the creation of all female specialized JCS units or caseloads in all Judicial Districts.
- Objective 3: Advocate that HHS providers and juvenile court personnel are required to participate in ongoing specialized bias training and coaching around decision-making regarding youth of color. Training should be research-based, progressive, ongoing and result in an implementation plan.

Goal 3: Increase knowledge about juvenile justice issues that affect key impacted populations; including, but not limited to racial and ethnic minorities, youth from rural communities, youth with disabilities, and LGBTQ+ youth.

- Objective 1: Explore the disparities and related issues that exist for LGBTQ+ youth.
- Objective 2: Explore issues for girls related to immigration and juvenile justice.
- Objective 3: Explore issues for youth in adult court, including specialized settings.

APPENDIX C

Project Design and Implementation Requirements

JJDPA, 34 U.S.C.§ 11133(a)(1): The plan shall designate the State agency as designated by the chief executive officer of the State as the sole agency for supervising the preparation and administration of the plan.

Iowa's Criminal and Juvenile Justice Planning agency was designated as the sole state agency responsible for the administration of the JJDPA by Governor Brandstad. This executive order is available in Iowa's Compliance Monitoring that is submitted via the CMT.

JJDPA, 34 U.S.C.§ 11133(a)(2): The plan shall contain satisfactory evidence that the state agency designated in accordance with paragraph (1) above has or will have authority, by legislation if necessary, to implement such plan in conformity with this stautue.

The Executive Order, a Memorandum of Understanding between Criminal and Juvenile Planning and the State Jail Inspection Unit of the Department of Corrections, and state code detailing authority provided to Criminal and Juvenile Justice Planning to plan for and execute activities regarding Iowa's participation and compliance with the JJDPA are included as part of Iowa's Compliance Monitoring that is submitted via the CMT.

JJDPA, 34 U.S.C.§ 11133(a)(3)(A): The plan shall provide for an advisory group that consists of not less than 15 and not more than 33 members appointed by the chief executive officer of the State and meets the specific statutory requirements set forth in 34 U.S.C. 11133(a)(3)(A)(i)-(v).

Iowa's SAG shall be comprised of representative members of the juvenile justice system, including law enforcement, court officers, judges, prosecutors, defenders, providers, advocates, therapists and counselors, youth, and persons with lived experience that compile with the

requirements of membership detailed in the JJDPA. Iowa has historically struggled with youth membership, both recruiting and retaining active youth members; however, there are now several youths with lived experience now serving on the SAG, both as formal voting members and non-voting public participants. This is a result of intentional authentic engagement work within the past three years. The SAG roster is included in *Appendix D*.

JJDPA, 34 U.S.C.§ 11133(a)(3)(B): The plan shall provide that the advisory group shall participate in the development and review of the State's juvenile justice plan prior to submission to the supervisory board for final action.

The Juvenile Justice Advisory Council (JJAC), Iowa's SAG, had a two-day retreat in September 2023 where after much discussion and debate a list of priorities, and ideas for goals were developed. During the following months the sub-committees of the council, the Youth Justice Council, R/ED Sub-Committee and Iowa Task Force for Young Women refined the goals. The priorities and goals were finalized and approved by the JJAC in June 2024.

JJDPA, 34 U.S.C.§ 11133(a)(3)(C): The plan shall provide that the advisory group shall be afforded the opportunity to review and comment, not later than 45 days after their submission to the advisory group, on all juvenile justice and delinquency prevention grant applications submitted to the State agency designated under paragraph (1) above.

Iowa's JJAC is the advisory group that is afforded to review and comment on the priorities, goals and Title II application. The JJAC has been very involved in the development of the Title II plan and application development, and reviews the projects and progress of the projects implemented using the Title II funds.

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JJDPA, 34 U.S.C.§ 11133(a)(3)(D)(i): The plan shall provide that the advisory group shall, consistent with Title II, advise the State agency designated under paragraph (1) above and its supervisory board.

The JJAC, the SAG, is the advisory council for Criminal and Juvenile Justice Planning, the DSA, regarding the execution and implementation of the JJDPA and Title II funds.

JJDPA, 34 U.S.C.§ 11133(a)(3)(D)(ii): The plan shall provide that the advisory group shall, consistent with Title II, submit to the chief executive officer and the legislature of the state at least every 2 years a report and necessary recommendations regarding State compliance with the core requirements.

The Title II application, the document detailing recommendations for compliance with the JJDPA and how to improve the JJ system, is provided to the Governor's Office, the President of Iowa's Senate, and the Speaker of the House for Iowa's House of Representatives on an annual basis.

JJDPA, 34 U.S.C.§ 11133(a)(3)(D)(iii): The plan shall provide that the advisory group shall, consistent with Title II, contact and seek regular input from juveniles currently under the jurisdiction of the juvenile justice system.

In December 2021, The Juvenile Justice Advisory Council established the Youth Justice Council comprised of youth and young adults ages 16-28 who have directly experienced or are experiencing the juvenile justice system. YJC meets on a monthly basis and is engaged in other activities outside of those meetings. Members of the YJC must live in Iowa and serve a one-year term with the option to serve additional terms so long they remain eligible. To serve, prospective youth must complete an online application, participate in a virtual interview with the YJC Chair

and staff support and attend one YJC meeting. Currently, there are 8 active youth from across the state, representing different gender and racial identities and varied experiences in the juvenile justice system. They use the Talking Wall project, see below, to create an annual action plan and are a standing agenda item on the JJAC meetings. Since their inception, they have championed over a dozen policy changes and presented over 25 times at conferences and trainings.

On an annual basis, the JJAC, Youth Justice Council and CJJP staff facilitate the Talking Wall project. Through the Talking Wall, youth in the juvenile justice system are empowered to share their recommendations and visions for change. The information collected through the Talking Wall is organized into main themes by the Youth Justice Council and presented to varying stakeholder groups, providing decision-makers and professionals an opportunity to align their actions to what youth are saying they need. During a Talking Wall, Youth are provided sticky notes to write down their ideas to post on each of the six Talking Walls. Questions included:

- *What would you like to see happen to improve the foster care and/or juvenile justice system in Iowa?*
- *What do you and/ or other youth need that you're not currently getting?*
- *What is one thing that has helped you while being in the system?*
- *What things do you wish existed in your community that would help you?*
- *We are developing two bills of rights: one for youth in foster care and another for youth in juvenile justice. What do you think should be included?*
- *What do you wish people knew about how being placed in detention has impacted you emotionally, physically, and/ or mentally?*

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In FFY2024, 50 organizations participated leading to 2,850 observations, comments, and suggestions, uplifting the voices of 570 youth currently in the system. More than 15 state-level stakeholder groups reviewed the Talking Wall data and hosted discussions on how to translate the ideas into actions. The results of the Talking Wall project have led to various positive changes within Iowa's juvenile justice system from improving legal representation for youth in court, improving capacity for communication for youth in placement with their families, and improvements to living conditions for youth in out of home placements. Other outcomes of the Talking Wall include:

- Modified administrative rules and contract requirements to ensure youth of color have access to the hair and skin products they need while in out-of-home placement
- Modified administrative rules and contract requirements to ensure youth have access to the period products they need while in out-of-home placement
- Modified administrative rules to increase the clothing allowance for youth in foster care
- Creation and pilot of the Youth Report to the Court
- Modified policies at the State Training School to ban paid phone calls, allow siblings visits, and make the grievance policies more effective
- Workgroup to create a pathway for youth in detention to work on their HiSET
- Development of a Juvenile Justice Bill of Rights
- Creation of a Guide for Court for youth in child welfare and another for youth in juvenile justice
- Capacity building work around healing-centered engagement

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- Inspired the Family and Youth Engagement Summit
- Development of a youth-created toolkit on how schools can partner with youth to address the school-to-prison pipeline
- Presented at over 40 state and national events/conferences/webinars

During the Talking Wall, the annual Authentic Youth and Family Engagement survey is also administered to youth in out-of-home placement. This survey aims to assess how well youth are authentically engaged through four domains 1.) family contact and involvement 2.) youth rights and agency 3.) court experiences and 4.) staff and worker relationships. Over 300 youth completed the last survey. Key findings from the 2023-24 survey include:

Family Contact and Involvement

- 85% of youth believe their families want to be involved in their case
- 58% of youth believe the family has a say in their case
- 57% of youth believe they have a say in their case
- 63% of youth said staff know who they consider family
- 69% of youth don't have enough phone calls
- 69% of youth said phone calls are too short
- 53% of youth don't have enough visits with their family

Youth Rights and Agency

- 69% of youth know their rights and 80% of youth know how to file a grievance but just 47% believe their grievance will be taken seriously

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Court Experiences

- 90% of youth want to attend their court hearings
- 62% of youth do NOT see their attorney outside of court
- 79% said their judge treats them with respect

Relationships with Staff and Workers

- 65% said their JCO includes them in decisions about their case

JJDPA, 34 U.S.C.§ 11133(a)(3)(E)(i): The plan shall provide that the advisory group may, consistent with Title II, advise on State supervisory board and local criminal justice advisory board composition.

Iowa does not have a State supervisory board or any local criminal justice advisory boards for the JJAC to provide advice on the composition.

JJDPA, 34 U.S.C.§ 11133(a)(3)(E)(ii): The plan shall provide that the advisory group may, consistent with Title II, review progress and accomplishments of projects funded under the State plan.

Iowa's JJAC reviews the progress reports of programs funded with Title II funds, and bi-monthly reviews the progress of programs funded with Title II funds expending those funds.

JJDPA, 34 U.S.C.§ 11133(a)(4): The plan shall provide for the active consultation with and participation of units of local government or combinations thereof in the development of the state plan which adequately takes into account the needs and requests of units of local government, except that nothing in the plan requirements, or any regulations promulgated to carry out such requirements, shall be construed to prohibit or impede the state from

making grants to, or entering into contracts with, local private agencies or the advisory group.

Iowa allocates a portion of its Title II funds to the eight judicial districts based upon their child populations. Service providers in each judicial district in conjunction with local officials and the DSA will develop a plan to address the specific juvenile justice needs within the local communities. This collaboration between the DSA, juvenile court services, and local providers allows the state to address the specific needs of communities and yet address concerns of avoiding 'justice by jurisdiction'.

JJDPA, 34 U.S.C.§ 11133(a)(5): The plan shall, unless the provisions of this paragraph are waived at the discretion of the Administrator for any State in which the services for delinquent or other youth are organized primarily on a statewide basis, provide that at least 66 2/3 per centum of funds received under section 222 reduced by the percentage (if any) specified by the State under the authority of paragraph (25) and excluding funds made available to the state advisory group under section 222(d), shall be expended

A. **through programs of units of local government or combinations thereof, to the extent the programs are consistent with the State plan;**

B. **through programs of local private agencies consistent with the state plan, except that direct funding of any local private agency by a State shall be permitted only if such agency requests such funding after it has applied for and been denied funding by any unit of local government of combination thereof;**

C. **to provide funds for programs of Indian Tribes that agree to attempt to comply with the core requirements applicable to the detention and confinement of juveniles, an**

amount that bears the same ratio to the aggregate amount to be expended through programs referred to in subparagraphs (A) and (B) as the population under 18 years of age in the geographical areas in which such tribes perform such functions to the State population under 18 years of age.

Iowa does not request a waiver to the 66 and ⅔ pass-through requirement, and affirms that it meets the pass-through requirements.

JJDPA, 34 U.S.C.§ 11133(a)(6): The plan shall provide for an equitable distribution of the assistance received under section 222 within the State, including in rural areas.

Iowa allocates Title II Formula Grant funds to the eight Juvenile Court Services (JCS) offices based on the juvenile population in the eight judicial districts. These eight judicial districts cover all 99 counties in Iowa, and each judicial district has urban and rural communities. As detailed in the discussion on juvenile populations while the majority of Iowa's landmass is rural (93.3%), the majority of Iowa's juvenile population live in urban areas (64.0%), so there must be a balance to reach and provide services to rural youth, and properly utilize the funds to reach the most youth. Local private providers to develop a plan and budget to apply for a portion of the allocation that addresses the needs of the youth that it serves. Local private providers will be required to acquire the support of their local JCS office to contract with the DSA to provide the services to implement their local plans. These local plans are approved by a neutral group of reviewers and are monitored by the Designated State Agency (DSA) with consideration to the priorities and goals developed by the SAG.

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JJDPA, 34 U.S.C.§ 11133(a)(7)(A): The plan shall provide for an analysis of juvenile delinquency problems in, and the juvenile delinquency control and prevention needs (including educational needs) of, the State (including any geographical area in which an Indian tribe has jurisdiction), a description of the services to be provided, and a description of performance goals and priorities, including a specific statement of the manner in which programs are expected to meet the identified juvenile crime problems (including the joining of gangs that commit crimes) and juvenile justice and delinquency prevention needs (including educational needs) of the State.

Iowa's analysis of juvenile delinquency problems are extensively detailed in the Program Narrative and Appendix A of the Title II application. This analysis includes a review of juvenile populations, education data, and select, relevant juvenile justice decision point data.

JJDPA, 34 U.S.C.§ 11133(a)(7)(B)(i): The plan shall contain an analysis of gender specific services for the prevention and treatment of juvenile delinquency, including the types of such services available and the need for such services.

Portions of the three-year plan developed specifically to address the needs of girls are based on the following analysis of gender-specific services in Iowa. Related goals and objectives within the priority areas are guided, in part, by this analysis.

The growing emphasis on evidence-based services has hindered the use of both female-responsive and culturally responsive approaches. It is both time-consuming and expensive to conduct the research and evaluation necessary for a service to be considered evidence-based and the vast majority of the services currently labeled as such are neither female nor culturally responsive. For example, in the OJJDP Model Programs Guide, there are currently 380 programs

listed. Of that 380, only 16 (4.2%) are specifically for females, with two labeled as "Effective", 12 labeled as "Promising" and two having "No Effects." Some of these listed programs are also specific to narrow settings and/or have other parameters that would limit their reach. None of the Effective or Promising programs listed for females are in use in Iowa.

OJJDP Model Programs Guide - Female Programs

Title	**Rating**
Enhanced Assess, Acknowledge, Act Sexual Assault Resistance Program	Effective
Trauma Affect Regulation: Guide for Education and Therapy	Effective
Athletes Targeting Healthy Exercise & Nutrition Alternatives	Promising
Gender-Responsive Intervention for Female Juvenile Offenders	Promising
Home-Visiting Program for Adolescent Mothers	Promising
Juvenile Justice Anger Management Treatment for Girls	Promising
KEEP SAFE	Promising
Movimiento Ascendencia	Promising
Risk Detection/Executive Function Intervention	Promising
SAM (Solution, Action, Mentorship) Program for Adolescent Girls	Promising
SNAP Girls	Promising
Social Learning/Feminist Intervention	Promising
Taking Charge	Promising
The Women's Program	Promising
Prime Time	No Effects
Routine Inquiry about Violence, Victimization and Follow-up Support	No Effects

APPENDIX C

Iowa has initiated use of a Service Inventory to capture available services across the state. While not reflective of changes to the service array happening due to the COVID-19 pandemic, the Service Inventory shows a clear lack of services that are specifically targeted toward females and black females in particular. Table 3 is a list of the handful of community-based services in Iowa's eight judicial districts that are targeted specifically toward females.

Services in Iowa Targeting Females

Judicial District	**Service**
First	None
Second	Female Gender Specific Group
Third	Girls Inc. of Sioux City
Fourth	None
Fifth	Girls Self-efficacy Training Girls Circle Girls Day Treatment Too Good to Lose (girls specialty court)
Sixth	G World (primarily for black girls) (In)Power
Seventh	Young Women's Leadership Group
Eighth	Gender-specific Life Skills

An examination of girls involved in Iowa's juvenile justice system between 2019-2023 shows that among the subset of girls who received a service, the number who received a gender-specific service never exceeded 1.2%.

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Table 4: Services Ended by Calendar Year, Gender and Type

		Calendar Year End									
		2019		2020		2021		2022		2023	
		N	% within CY	N	% within CY	N	% within CY	N	% within CY	N	% within CY
Gender Specific Service	Female	**27**	1.2%	**17**	.9%	**1**	.1%	**16**	.7%	**20**	.8%

Note: Counts do not include FFT

There are evidence-based services for females in use in Iowa that are not included in OJJDP's Model Programs Guide (i.e. Girls Circle) and there are evidence-based services that are not female or culturally responsive in use in Iowa that are included in OJJDP's Model Programs Guide (i.e. Functional Family Therapy). Available options to enhance the opportunities for girls to receive evidence-based services include:

- Implementation of female and culturally responsive, evidence-based services; or
- Expansion of existing evidence-based services supplemented with female and culturally responsive training.

JJDPA, 34 U.S.C.§ 11133(a)(7)(B)(ii): The plan shall contain the inclusion of gender specific services for the prevention and treatment of juvenile delinquency.

Iowa continues to explore ways to supplement the use of Title II funds with other sources to support the use of gender-specific services across the state in order to facilitate the creation and/or expansion of female and culturally-responsive services, especially those targeted toward Black girls who have come into contact with the juvenile justice system and do so at disproportionately high rates.

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Elements to be Required of Any Applicants will include, but not be limited to:

1. Need for a new or expanded service
2. Assessment of R/ED in the intended service area
3. Assessment of rural and high/chronic poverty in the intended service area
4. Participation in the Standardized Program Evaluation Protocol™ SPEP process

JJDPA, 34 U.S.C.§ 11133(a)(7)(B)(iii): The plan shall contain the inclusion of needed services for the prevention and treatment of juvenile delinquency in rural areas.

Applications submitted by service providers in each of the eight judicial districts for the allocation of Title II funds pass-through dollars must include a plan on how the money will be used across the judicial district to prevent and treat juvenile delinquency. This includes the rural communities and the urban communities within their individual districts.

JJDPA, 34 U.S.C.§ 11133(a)(7)(B)(iv): The plan shall contain the inclusion of alternatives to detention for status offenders, survivors of commercial sexual exploitation, and others, where appropriate, such as specialized or problem solving courts or diversion to home based or community based services or treatment for those youth in need of mental health, substance abuse, or co-occurring disorder services at the time such juveniles first come into contact with the juvenile justice system.

Iowa Code section §232.22(1) does not permit the placement of youth who are charged with a status offense in juvenile detention, city lock-up, or county jail. Additionally, Iowa Code section §232.22(8) prohibits the secure detention of youth charged with or adjudicated on the offense of possession of alcohol under the legal age. Iowa has a unified court system, under the

Judicial Branch. This unified system is divided into eight geographical regions; each of these with an independent JCS agency. These JCS offices have worked with local providers to develop programs for the youth that they serve and have identified those programs and services in their regions that are available for these youth. Among these services includes a Too Good To Lose, a specialty court for girls in the 5th judicial district, and Juvenile Drug Courts in the 3rd, 5th, and 8th judicial districts. Currently in Iowa, there are no specific services that exist to provide comprehensive support for survivors of commercial sexual exploitation.

JJDPA, 34 U.S.C.§ 11133(a)(7)(B)(v): The plan shall contain strategies to reduce the number of children housed in secure detention and corrections facilities who are awaiting placement in residential treatment programs.

The priorities in Iowa's three-year plan were developed using a holistic approach to juvenile justice system reform. By enhancing the availability and coordination of services under the priorities of *Serve children at home, with their families, and in their communities* and *Advance healing-centered care*, the needs of youth impacted by Iowa's juvenile justice system can be addressed through less restrictive means. Iowa HHS is represented on the SAG to ensure collaboration in statewide efforts to reduce the number of children housed in detention who are awaiting placement in residential treatment. As mentioned in the Proposal Narrative, Iowa HHS administers regulations and rules over Iowa's congregate care facilities including detention and residential treatment facilities. Their participation and partnership are integral to the development and execution of Iowa's three-year plan. Through implementation of the Family First Prevention Services Act, Iowa HHS has had a concentrated effort to reduce the number of youths being placed in congregate care, and instead serve these youth in their homes through community-based programs. The reduction in the use of congregate care has resulted in a reduction in the number of

congregate care beds, and this in turn has led to an increase in the number of youth awaiting a congregate care bed in juvenile detention facilities and shelter care homes. This is especially true for females whose options for congregate care are far more limited.

JJDPA, 34 U.S.C.§ 11133(a)(7)(B)(vi): The plan shall contain strategies to engage family members, where appropriate, in the design and delivery of juvenile delinquency prevention and treatment services, particularly post placement.

Family engagement is addressed in each of Iowa's three-year plan priority areas. The *Serve children at home* and *Enhance quality of life* priority areas directs efforts to explore the use of Credible Messengers and Parent Partners, both of which are peer mentoring programs. Currently, Davenport has been identified to pilot Credible Messengers using funds from Decat because of concerns with an increase in gun and gang violence. The Academy for Transformational Change will provide the technical assistance to launch the project. Guidance meetings with other Credible Messenger programs have taken place, including with YouTurn from Omaha, Nebraska and Northwest Credible Messengers from the state of Washington. Discussions with Medicaid officials have been initiated to identify how to leverage Medicaid funding to sustain and expand this to other large cities in Iowa.

Iowa has a well-respected Parent Partner program for families involved in the child welfare system. Currently, Iowa is exploring how to expand this program to the juvenile justice system enabling parents with children currently being served by the juvenile justice system to be mentored and supported by parents with children that were formerly served by the juvenile justice system. In 2022 the Iowa Supreme Court's Juvenile Justice Taskforce, recommended that JCS to create a plan to launch the Parent Partner program for the juvenile justice system, and this was so ordered

by the Iowa Supreme Court. Through an MOU staff from CJJP are tasked with developing this plan.

CJJP staff, in partnership with YJC and JJAC members, coordinate the Annual Family and Youth Engagement Summit, bringing together hundreds of juvenile justice professionals, youth and families with lived experience, community-based providers, educators, judges, attorneys, and interested parties to explore how to advance family and youth engagement within the juvenile justice system. From this Summit, seven of the eight judicial districts have multi-disciplinary teams that create action plans to advance youth and family engagement in their respective districts. Teams are required to have youth and families with lived experience, although several teams struggle with identifying and engaging youth and families. CJJP is providing training and technical assistance to aid these communities in engaging youth and families. This technical assistance include efforts to launch a Family Advisory Council, educate families on their rights, and improve the intake process so families understand the language of the juvenile justice system.

Iowa has implemented a Reentry Navigators program for youths returning to their home communities after out-of-home services. Within this program is an explicit call for engagement of families in reentry planning and coordination. This work aligns with Iowa's Juvenile Reentry Systems (JReS) efforts which have been, and continue to be, supported through OJJDP's Second Chance Act Juvenile Reentry funding (2015, 2019, 2022). This work is currently funded until 2025 and Iowa will seek an extension to continue the work until 2026.

JJDPA, 34 U.S.C.§ 11133(a)(7)(B)(vii): The plan shall contain strategies to use community based services to respond to the needs of at risk youth or youth who have come into contact with the juvenile justice system.

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Applications submitted by service providers in each of the eight judicial districts for the allocation of Title II funds pass-through dollars, specific detail must be provided as to how the funds will be used to leverage community-based services. This intentional focus aligns with the statewide practices used in the administration of Graduated Sanctions funds. Since the early 1990's, DHS has allocated Graduated Sanctions funding to Iowa's eight JCS offices. Those funds have been transferred to JCS for management, but their purpose remains the same. Approximately $15 million is available statewide and is allocated to the judicial districts on a child population formula similar to the formula used in the Title II allocation process. JCS contracts this funding to youth serving agencies. The funding supports community-based services for JJ youth including: school-based supervision, group and individualized counseling, tracking and monitoring, life skills and supportive enhancements provided in a community-based setting.

JJDPA, 34 U.S.C.§ 11133(a)(7)(B)(viii): The plan shall contain strategies to promote evidence based and trauma informed programs and practices.

The provision of evidence-based and trauma-informed programs and practices is a primary focus within the administration of Title II funds. CJJP has been engaged with the process of moving toward a more evidence-based, data driven system for many years. One project that represents that bridge between past and future is the development of the Standardized Program Evaluation Protocol (™). The SPEP is a validated, data driven rating instrument for determining how well an existing service matches research evidence for the effectiveness of that particular type of intervention in terms of reducing the recidivism of juvenile offenders. Developed by Dr. Mark Lipsey at the Peabody Research Institute of Vanderbilt University, the SPEP operationalizes more than 700 research studies allowing practitioners to directly apply research to juvenile justice practice. It allows both brand name and non-brand name services to be matched to a large body of

research on program effectiveness. Once matched, the SPEP can be used to compare the key characteristics of a specific program to the characteristics the research shows to be associated with programs that are effective for reducing recidivism. Simply put, the SPEP serves as a practical way to evaluate services for juvenile offenders in a standardized, scientific, and sustainable manner.

CJJP has been evaluating both community-based and residential services using the SPEP since 2013. Beginning in 2019, the SPEP became incorporated as a part of the requirements Title II funded services must meet. Most recently, the SPEP has been institutionalized into the newly developed, statewide continuous quality improvement process which JCS has put in place related to the federal FFPSA. Additional mechanisms leveraged through the administration of Title II funds to ensure services are trauma-informed and evidence-based are:

- Justice Data Warehouse: The JDW is a central repository of key criminal and juvenile justice information from the Judicial Branch (JB) Case Management (CM) system and also contains information from the Iowa Corrections Offender Network (ICON), which includes prison services and community-based corrections data. The overall mission of the JDW is to provide the various branches of government, and other entities with improved statistical and decision support pertaining to justice system activities. The Justice JDW is managed and maintained by CJJP.
- Iowa Delinquency Assessment (IDA-Comprehensive JCS Risk/Need Tool): A short form of the IDA is completed at intake and determines youth risk level. JCS staff complete the long-form IDA for youth who are adjudicated delinquent. The long-form of the IDA is a more comprehensive version which includes both criminogenic and social elements related to the

needs of the youth (delinquency history, substance abuse, mental health, peers, school-related issues, etc.) and is used for case planning. The IDA is maintained on the JB CM system.

JJDPA, 34 U.S.C.§ 11133(a)(7)(B)(ix)(I): The plan shall eliminate the use of restraints of known pregnant juveniles housed in secure juvenile detention and correction facilities, during labor, delivery, and post partum recovery, unless credible, reasonable grounds exist to believe the detainee presents and immediate and serious threat of hurting herself, staff, or others.

On January 8, 2020, the Iowa Department of Human Services (now the Department of Health and Human Services), in consultation with CJJP when it was a division of the Department of Human Rights instituted new administrative rules prohibiting the use of restraints during labor, delivery, and postpartum recovery, unless there are credible, reasonable grounds that the youth presents an immediate and serious threat of hurting herself, staff or others; and, a facility may not use abdominal restraints, leg and ankle restraints, wrist restraints behind the back, and four-point restraints on known pregnant youth, unless there are credible, reasonable grounds that the youth presents an immediate and serious threat of hurting herself, staff or others, or an immediate risk of escape and that risk cannot be reasonably minimized through other methods. The new rules on these restrictions are detailed in Iowa Administrative Code, Section 441, Title XII, Chapter 105, Paragraph 16, Sub-paragraphs 3(e) and 3(f).

JJDPA, 34 U.S.C.§ 11133(a)(7)(B)(ix)(II): The plan shall eliminate the use of abdominal restraints, leg and ankle restraints, wrist restraints behind the back, and four point restraints on known pregnant juveniles, unless

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1. **Credible, reasonable grounds exist to believe the detainee presents and immediate and serious threat of hurting herself, staff, or others; or**
2. **Reasonable grounds exist to believe the detainee presents an immediate and credible risk of escape that cannot be reasonably minimized through any other method.**

This requirement is explained above in 34 U.S.C.§ 11133(a)(7)(B)(ix)(I).

JJDPA, 34 U.S.C.§ 11133(a)(8): The plan shall provide for the coordination and maximum utilization of evidence based and promising juvenile delinquency programs, programs operated by public and private agencies and organizations, and other related programs (such as education, special education, recreation, health, and welfare programs) in the State.

The DSA and SAG are dedicated towards promoting evidence-based and promising-practices. As part of the allocation of the Title II funds to the eight judicial districts the local providers are encouraged to provide programming that is either evidence-based or a promising-practice, in addition to be trauma-informed, and culturally and gender-responsive.

JJDPA, 34 U.S.C.§ 11133(a)(9): The plan shall provide that not less than 75 percent of the funds available to the State under section 222, other than funds made available to the State advisory group under section 222(d), whether expended directly by the State, by the unit of local government, or by a combination thereof, or through grants and contracts with public or private nonprofit agencies, shall be used for, with priority in funding given to entities meeting the criteria for evidence based or promising programs detailed through (A) – (W) ("Program Areas").

Iowa assures that not less than 75% of the total Title II funds provided to the state, less the amount set aside for the SAG, shall be used for programming that meets the criteria for evidence-

based or promising programs as detailed (A) through (W) in the Programs Area. This is further detailed in the Title II Budget detail.

JJDPA, 34 U.S.C.§ 11133(a)(10): The plan shall provide for the development of an adequate research, training, and evaluation capacity within the State.

The DSA has several initiatives that provide for research, training, and evaluation capacity. Including access to a team of state researchers dedicated to criminal and juvenile justice issues and youth with lived experiences dedicated to using their expertise to create and deliver trainings. The DSA provides opportunities for training for local providers and state officials through local state conferences, specialized trainings, and access to national conferences.

JJDPA, 34 U.S.C.§ 11133(a)(11)(A): The plan shall, in accordance with rules issued by the Administrator, provide that a juvenile shall not be placed in secure detention facility or secure correctional facility, if

(i) the juvenile is charged with or has committed an offense that would not be criminal if committed by an adult, excluding

(I) A juvenile who is charged with or has committed a violation of section 922(x)(2) of title 18, United States Code, or of a similar State law;

(II) A juvenile who is charged with or has committed a violation of a valid court order issued and reviewed in accordance with paragraph (23); and

(III) A juvenile who is held in accordance with the Interstate Compact on Juveniles as enacted by the State; or

(ii) the juvenile

(I) Is not charged with any offense; and

(II) (aa) is an alien; or

(bb) is alleged to be dependent, neglected, or abused.

Iowa Code Section §232.22 details requirements to ensure Iowa's compliance with the Deinstitutionalization of Status Offenders (DSO) core requirement. Iowa has provided data to determine compliance with DSO through the Compliance Monitoring Tool (CMT).

JJDPA, 34 U.S.C.§ 11133(a)(11)(B): The plan shall require that

(i) Unless a court finds, after a hearing and in writing, that it is in the Interest of justice, juveniles awaiting trail or other legal process who are treated as adults for purposes of prosecution in criminal court and housed in a secure facility

(I) Shall not have sight or sound contact with adult inmates; and

(II) Except as provided in paragraph (13), may not be held in any jail or lockup for adults;

(ii) In determining under clause (i) whether it is in the interest of justice to permit a juvenile to be held in any jail or lockup for adults, or have sight or sound contact with adult inmates, a court shall consider

(I) The age of the juvenile;

(II) The physical and mental maturity of the juvenile;

(III) The present mental state of the juvenile, including whether the juvenile presents an imminent risk of harm to the juvenile;

(IV) The nature and circumstances of the alleged offense;

(V) The juvenile's history of prior delinquent acts;

(VI) The relative ability of the available adult and juvenile detention facilities to not only meet the specific needs of the juvenile but also to protect the safety of the public as well as other detained youth; and

(VII) Any other relevant factor; and

(iii) If a court determines under clause (i) that it is in the interest of justice to permit a juvenile to be held in any jail or lockup for adults

(I) The court shall hold a hearing not less frequently than once every 30 days, or in the case of a rural jurisdiction, not less frequently than once every 45 days, to review whether it is still in the interest of justice to permit the juvenile to be so held or have such sight or sound contact; and

(II) The juvenile shall not be held in any jail or lockup for adults, or permitted to have sight or sound contact with adult inmates, for more than 180 days, unless the court, in writing, determines there is good cause for an extension or the juvenile expressly waives this limitation.

Iowa Code Section §232.22(7) details requirements to ensure Iowa's compliance with the Interest of Justice requirement. Iowa has provided data to determine compliance with the Interest of Justice through the Compliance Monitoring Tool (CMT).

JJDPA, 34 U.S.C.§ 11133(a)(12): The plan shall provide that

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(A) Juveniles alleged to be or found to be delinquent or juveniles within the purview of paragraph (11) will not be detained or confined in any institution in which they have sight or sound contact with adult inmates; and

(B) There is in effect in the State a policy that requires individuals who work with both such juveniles and such adult inmates, including in collocated facilities, have been trained and certified to work with juveniles.

Iowa Code Sections §232.22 and §356.3 detail requirements to ensure Iowa's compliance with the Sight or Sound core requirement. Iowa has provided data to determine compliance with Sight or Sound through the Compliance Monitoring Tool (CMT).

Iowa requires all staff who work in a jail or lockup to received jailer training through an accredited law enforcement training program. These programs include a component addressing the juveniles in custody, and addresses the needs for training on working with youth.

JJDPA, 34 U.S.C.§ 11133(a)(13): The plan shall provide that no juvenile will be detained or confined in any jail or lockup for adults except

(A) juveniles who are accused of nonstatus offenses and who are detained in such jail or lockup for a period not to exceed 6 hours

(i) for processing or release;

(ii) while awaiting transfer to a juvenile facility; or

(iii) in which period such juveniles make a court appearance; and only if such juveniles do not have sight or sound contact with adult inmates and only if there is in effect in the State a policy that requires individuals who work with both such juveniles

and adult inmates in collocated facilities have been trained and certified to work with juveniles;

(B) juveniles who are accused of nonstatus offenses, who are awaiting an initial court appearance that will occur within 48 hours after being taken into custody (excluding Saturdays, Sundays, and legal holidays), and who are detained in a jail or lockup

(i) in which

(I) such juveniles do not have sight or sound contact with adult inmates; and

(II) there is in effect in the State a policy that requires individuals who work with both such juveniles and adults inmates in collocated facilities have been trained and certified to work with juveniles; and

(ii) that

(I) is located outside a metropolitan statistical area (as defined by the Office of Management and Budget) and has no existing acceptable alternative placement available;

(II) is located where conditions of distance to be traveled or the lack of highway, road, or transportation do not allow for court appearances within 48 hours (excluding Saturdays, Sundays, and legal holidays) so that a brief (not to exceed an additional 48 hours) delay is excusable; or

(III) is located where conditions of safety exist (such as severe adverse, life threatening weather conditions that do not allow for reasonably safe travel),

in which case the time for an appearance may be delayed until 24 hours after the time that such conditions allow for reasonable safe travel.

Iowa Code Section §232.22 details requirements to ensure Iowa's compliance with the Jail Removal core requirement. Iowa has provided data to determine compliance with Jail Removal through the Compliance Monitoring Tool (CMT).

JJDPA, 34 U.S.C.§ 11133(a)(14): The plan shall provide for an effective system of monitoring jails, lock ups, detention facilities, and correctional facilities to ensure that the core requirements are met, and for annual reporting of the results of such monitoring to the Administrator, except that such reporting requirements shall not apply in the case of a State which is in compliance with the other requirements of this paragraph, which is in compliance with the requirements in paragraphs (11) and (12), and which has enacted legislation which conforms to such requirements and which contains sufficient enforcement mechanisms to ensure that such legislation will be administered effectively.

Iowa's system for monitoring compliance with the JJDPA is fully detailed in Iowa's Compliance Monitoring Manual. This manual was approved by OJJDP in 2022 to show that Iowa's system was an effective system. An updated version of Iowa's Compliance Monitoring Manual has been submitted in the CMT along with the data to determine compliance with the JJDPA.

JJDPA, 34 U.S.C.§ 11133(a)(15): The plan shall implement policy, practice, and system improvement strategies at the State, territorial, local, and tribal levels, as applicable, to identify and reduce racial and ethnic disparities among youth who come into contact with

the juvenile justice system, without establishing or requiring numerical standards or quotas, by

A. establishing or designating existing coordinating bodies, composed of juvenile justice stakeholders, (including representatives of the educational system) at the State, local, or tribal levels, to advise efforts by States, units of local government, and Indian Tribes to reduce racial and ethnic disparities;

B. identifying and analyzing data on race and ethnicity at decision points in State, local, or tribal juvenile justice systems to determine which such points create racial and ethnic disparities among youth who come into contact with the juvenile justice system; and

C. developing and implementing a work plan that includes measurable objectives for policy, practice, or other system changes, based on the needs identified in the data collection and analysis under subparagraph (B).

Iowa's plan for reducing racial and ethnic disparities in its juvenile justice system are detailed in the R/ED Report submitted in the CMT system.

JJDPA, 34 U.S.C.§ 11133(a)(16): The plan shall provide an assurance that youth in the juvenile justice system are treated equitably on the basis of gender, race, ethnicity, family income, and disability.

The Iowa Civil Rights Act, Iowa Code Section §216, addresses Iowa's responsibility to provide systems that are equitable for all persons in the state.

JJDPA, 34 U.S.C.§ 11133(a)(17): The plan shall provide assurance that consideration will be given to and that assistance will be available for approaches designed to strengthen the families of delinquent and other youth to prevent juvenile delinquency (which approaches

should include the involvement of grandparents or other extended family members when possible and appropriate), and the provision of family counseling during the incarceration of juvenile family members and coordination of family services when appropriate and feasible.

The priority areas developed by the SAG and projects supported by the DSA specifically address strengthening families and family involvement with youth in the juvenile justice system. This includes projects such as Credible Messengers and Reentry Navigators, and the Youth Justice Council's efforts to increase family accessibility to youth when in out-of-home care, including juvenile corrections and juvenile detention.

JJDPA, 34 U.S.C.§ 11133(a)(18): The plan shall provide for procedures to be established for protecting the rights of recipients of services and for ensuring appropriate privacy with regard to records relating to such services provided to any individual under the state plan.

Iowa Code section §232.147 addresses the privacy and confidentiality of juvenile records, including social records and delinquency records. This section addresses which agencies in the state, private and public, that have permission to access these records, and the purpose for which the records can be accessed. Additionally, this section details the process that these agencies must follow when sharing these records. Under this section, social and delinquency records are private, however, there is an exception for delinquency records when the allegation is for a forcible felony as defined by Iowa code when the presiding judge permits the release of the delinquency records in accordance with this code section.

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JJDPA, 34 U.S.C.§ 11133(a)(19): The plan shall provide assurances that:

A. any assistance provided under this Act will not cause the displacement (including a partial displacement, such as a reduction in the hours of non overtime work, wages, or employment benefits) of any currently employed employee;

B. activities assisted under this Act will not impair an existing collective bargaining relationship, contract for services, or collective bargaining agreement; and

C. no such activity that would be inconsistent with the terms of a collective bargaining agreement shall be undertaken without the written concurrence of the labor organization involved.

Iowa affirms that projects supported with Title II funds will not displace currently employed employees, nor hinder or contradict any collective bargaining agreements or negotiations.

JJDPA, 34 U.S.C.§ 11133(a)(20): The plan shall provide for such fiscal control and fund accounting procedures necessary to assure prudent use, proper disbursement, and accurate accounting of funds received under this title.

As assured by the Financial Capability Questionnaire Iowa has the capacity to provide the fiscal oversight of the Title II funds.

JJDPA, 34 U.S.C.§ 11133(a)(21): The plan shall provide reasonable assurances that federal funds made available under this part for any period will be so used as to supplement and increase (but not supplant) the level of the State, local, tribal, and other non Federal funds that would in the absence of such Federal funds be made available for the programs

described in this part, and will in no event replace such state, local, tribal, and other non Federal funds.

Iowa assures that Title II funds will not be used to supplant any state, local, or tribal funds, but may be used to supplement state, local, or tribal funds. These projects will need to advance the priority areas developed by the SAG.

JJDPA, 34 U.S.C.§ 11133(a)(22)(A): The plan shall provide that the State Agency designated under paragraph (1) will to the extent practicable give priority in funding to programs and that are based on rigorous, systematic, and objective research that is scientifically based.

In 2019 the DSA and SAG began requiring that programs and services funded using the allocation of the pass-through Title II funds participate in the SPEP assessment; however, during the COVID-19 pandemic this requirement was unreasonable, and was ended. The DSA has begun the process of completing SPEP assessments post Covid-19 by partnering with JCS related to federal FFPSA programs and services, and will reevaluate if Title II funded programs will need to participate in SPEP assessments on a case-by-case basis. The DSA assures that there is an emphasis on supporting programs with Title II funds that are based on rigorous, systematic, and objective research that is scientifically based.

JJDPA, 34 U.S.C.§ 11133(a)(22)(B): The plan shall provide from time to time, but not less than annually, a review of its plan and submit to the Administrator an analysis and evaluation of the effectiveness of the programs and activities carried out under the plan, and any modifications in the plan, including the survey of State and local needs, that it considers necessary.

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As a requirement of receiving Title II funds, those who are funded must submit progress reports to CJJP that are compiled and shared with the SAG. These progress reports collect aggregate, case-level information for every youth that receives a service paid for by Title II. The progress reporting form includes gathering a minimum of data on a youth's risk level (if known), age, race, and gender. At least annually, the SAG reviews the compiled progress reports along with the goals, objectives, and activities in the three-year plan to evaluate progress and determine if any modifications should be made. A summary of this analysis will be made available to OJJDP as required.

JJDPA, 34 U.S.C.§ 11133(a)(22)(C): The plan shall not expend funds to carry out a program if the recipient of funds who carried out such program during the preceding 2 year period fails to demonstrate, before the expiration of such 2 year period, that such program achieved substantial success in achieving the goals specified in the application submitted by such recipient to the state agency.

The State of Iowa assures that programs that fail to meet the goals specified in the application for Title II funds within a two year period will not continue to be supported with Title II funds.

JJDPA, 34 U.S.C.§ 11133(a)(23): The plan shall provide that if a juvenile is taken into custody for violating a valid court order issued for committing a status offense:

A. an appropriate public agency shall be promptly notified that such status offender is held in custody for violating such order;

B. not later than 24 hours during which such status offender is so held, an authorized representative of such agency shall interview, in person, such status offender;

C. not later than 48 hours during which such status offender is so held such representative shall submit an assessment to the court that issued such order, regardless the immediate needs of the status offender;

D. there are procedures in place to ensure that any status offender held in a secure detention facility or correctional facility pursuant to a court order described in this paragraph does not remain in custody longer than 7 days or the length of time authorized by the court, whichever is shorter.

The DSA confirms that there are no provisions in the State of Iowa for Valid Court Order holds, and this exception is not utilized in Iowa.

JJDPA, 34 U.S.C.§ 11133(a)(24): The plan shall provide an assurance that if the State receives under section 222 for any fiscal year an amount that exceeds 105 percent of the amount the State received under such section for fiscal year 2000, all of such excess shall be expended through or for programs that are part of a comprehensive and coordinated community system of services.

The DSA confirms that any Title II funds received in excess of 105 percent of the funds received in fiscal year 2000 will be used as part of a comprehensive and coordinated community system of services. As a large portion of Iowa's Title II funds are passed through to be used in conjunction with state funds in local judicial districts, these funds are used to supplement services that are part of a comprehensive and coordinated community system.

JJDPA, 34 U.S.C.§ 11133(a)(25): The plan shall specify a percentage (if any), not to exceed 5 percent, of funds received by the State under section 222 (other than funds made available to the State advisory group under section 222(d)) that the State will reserve for expenditure

by the State to provide incentive grants to units of general local government that reduce the caseload of probation officers within such units.

The DSA confirms that no Title II funds are used in the State of Iowa to reduce the caseloads of probation officers.

JJDPA, 34 U.S.C.§ 11133(a)(26): The plan shall provide that the state, to the maximum extent practicable, and in accordance with confidentiality concerns, will implement a system to ensure that if a juvenile is before a court in the juvenile justice system, public child welfare records (including child protective services records) relating to such juvenile that are on file in the geographical area under the jurisdiction of such court will be made known to such court so as to provide for:

A. data in child abuse or neglect reports relating to juveniles entering the juvenile justice system with a prior reported history of arrest, court intake, probation and parole, juvenile detention, and corrections; and

B. a plan to use the data described in subparagraph (A) to provide necessary services for the treatment of such victims of child abuse or neglect.

Under directions from the Chief Justice Iowa has implemented across most of the state the 'One Family, One Judge' model. This allows judges hearing juvenile court delinquency cases to be knowledgeable regarding child welfare cases involving the youth. This model has pros and cons. On the pro side it allows judges to have comprehensive knowledgeable about a youth in front of them, and relieves the family from telling their story repeatedly to the court. However, on the con side may also lead to stricter judgements because the judge has previous rulings with the youth or the youth's family that influence the current decision. The 'One Family, One Judge'

model is not able to be utilized when a youth that is in congregate care outside of their home community, are charged with delinquent charges, and appear before a judge in the congregate care community where those charges were filed.

Iowa Code Section §232.147 addresses the sharing of juvenile court records. During the 2024 legislative session this was amended through House File 2404 to include the sharing of juvenile court records with the family court.

JJDPA, 34 U.S.C.§ 11133(a)(27): The plan shall provide assurances that juvenile offenders whose placement is funded through section 472 of the Social Security Act (42 U.S.C. 672) receive the protections specified in section 471 of such Act (42 U.S.C. 671), including a case plan and case plan review as defined in section 475 of such Act (42 U.S.C. 675).

Iowa Administrative Code, 441-114.10(2) requires that there are service plans for each youth that is placed in a group living foster care facility. Likewise, Iowa Administrative Code, 441-105.8(1) addresses the requirement for service plans for youth in shelter care homes and juvenile detention homes.

JJDPA, 34 U.S.C.§ 11133(a)(28): The plan shall provide for the coordinated use of funds provided under Title II with other Federal and State funds directed at juvenile delinquency prevention and intervention programs.

As detailed in the Proposal Narrative and previously in this document, Iowa has intentionally augmented and strengthened the use of the Formula Grant Title II funds. Title II funds bolster and enhance the services and programs JCS provides through state funded Graduated Sanctions. Likewise, there have been efforts by the DSA and the SAG to align Title II funds with other federal funds (e.g., Second Chance Act Juvenile Reentry, Family First Prevention Services

Act, Delinquency Prevention Grants Program) to further address the priority areas developed in the three-year plan.

JJDPA, 34 U.S.C.§ 11133(a)(29): The plan shall describe the policies, procedures, and training in effect for the staff of juvenile State correctional facilities to eliminate the use of dangerous practices, unreasonable restraints, and unreasonable isolation, including by developing effective behavior management techniques.

In March 2020, the State Training School (STS) for Boys at Eldora was found to have violated resident's constitutional rights by not providing adequate mental health care, using isolation as punishment, and using mechanical restraints for extended periods of time. The facility was required to develop a corrective action plan to address the shortcomings identified in the court case, *C.P.X. vs. Garcia*. The facility was placed under supervision by two federal monitors, and is currently under the supervision of those monitors while they implement the changes developed in the corrective action plan. Activities included in the corrective action plan have included, but are not limited to elimination of physical restraints and extended isolation, an increase in the number of mental health professionals at the facility, and an emphasis on positive behavior reinforcement.

The STS was found in compliance with the federal Prison Rape Elimination Act (PREA) in April 2023. The STS uses the Performance-based Standard (PbS) program to monitor program effectiveness at the facility.

JJDPA, 34 U.S.C.§ 11133(a)(30): The plan shall describe:

A. the evidence based methods that will be used to conduct mental health and substance abuse screening, assessment, referral, and treatment for juveniles who:

i. request a screening;

ii. show signs of needing a screening; or

iii. are held for a period of more than 24 hours in a secure facility that provides for an initial screening; and

B. how the State will seek, to the extent practicable, to provide or arrange for mental health and substance abuse disorder treatment for juveniles determined to be in need of such treatment.

During the intake process, juveniles referred to juvenile court services (JCS) are screened with the Iowa Delinquency Assessment (IDA) tool. This assessment tool has multiple questions that evaluate whether a juvenile may need a further mental health and/or substance abuse evaluation. If JCS determines that a juvenile requires a further evaluation, there are the options of a private community-based provider, public mental health services, or possibly commitment to one of the state's mental health institutions for a 30-day evaluation program. Juveniles that are confined within a juvenile detention center will receive a mental health screening. Most Iowa juvenile detention centers use the MAYSI-II, generally within the first 24-hours of admission.

Like most states, Iowa could benefit from additional mental health and substance abuse practitioners; especially, in rural communities where distance to a practitioner is as large of a barrier as availability of services. However, the most pressing need for juveniles with mental health or substance abuse concerns is the crisis response when a juvenile is experiencing an acute mental health emergency. This includes having trained first responders that can identify mental health and substance abuse emergencies and issues and specialized response teams trained in managing mental health crisis situations that have access to emergency placement and stabilization programs.

APPENDIX C

JJDPA, 34 U.S.C.§ 11133(a)(31): The plan shall describe how reentry planning by the State for juveniles will include:

A. A written case plan base on an assessment of needs that includes:

i. The pre release and post release plans for the juveniles;

ii. The living arrangements to which the juveniles are to be discharged; and

iii. Any other plans developed for the juveniles based on an individual assessment; and

B. Review processes.

The *transition of youth* priority in the three-year plan supports the standardization of best practices for youth reentry from congregate care (placement). As previously described, Iowa's JReS effort and JRTF provide direction for statewide reentry policies and practices. The strategies that were created through the reentry task force were:

- Improved assessment policies and practices by Juvenile Court Services.
- A cross-agency collaborative approach to pre-release services, transition planning, and post-release quality services and supervision that had demonstrated to improve outcomes for youth. Multiple systems (e.g., education, workforce, housing, mental health and substance abuse treatment, child welfare, and vocational rehabilitation) worked together to provide the transitioning youth the opportunities to succeed; and
- Enhanced program and policy monitoring that will improve the quality of assessments, implementation supports, youth outcome data collection, analysis, and report development.
- Utilize Juvenile Reentry Navigators – Direct Service Workers for youth in group care/QRTP facilities.

APPENDIX C

Through a collaborative partnership between Siouxland Human Investment Partnership and Juvenile Court Services, in November 2022, a JCS Statewide Reentry/Transition Program Manager was hired. This role was instrumental in ensuring that the JCS reentry policy is implemented throughout all eight Juvenile Court Services (JCS) Districts. The goals of the JCS reentry policy are to increase the number of successful transition plans for youth and decrease recidivism rates of youth returning from out of home placements through unified and standardized practices.

Based on example federal and state regulations, the JRTF developed the state's first comprehensive state-level transition policy related to juvenile reentry from placement. This policy outlines planning requirements that must take place while a youth is in placement and continue through the time a youth returns to their community ensuring youth receive quality services, supports, and opportunities they need to be successful.

Juvenile Court Services reentry, transition, and aftercare objectives are identified below:

- Create a team approach that emphasizes relationships and processes, which place the youth at the center of planning.
- Develop and enhance a reentry process that is youth directed and will respect, support, and empower youth.
- Utilize a standardized, evidence-based protocol for reentry planning that meets the needs of youth, families, federal and state requirements.
- Create a shared responsibility with the youth, family and community for developing a reentry plan and identifying the supports and resources from which youth will benefit.

APPENDIX C

The statewide transition policy notes important case planning requirements. As part of case planning, JCO's are required to complete permanency and transition plans. These plans are required by Iowa Law and administrative rule. Each of the plans requires consideration and planning for the following eight domain areas: education, employment, health and safety, housing, self-sufficiency, civic engagement, supportive relationships, and interpersonal skills and behaviors. All youth 14 and above are required to have a transition plan completed prior to discharge from out of home care.

As a part of reentry planning, Iowa utilizes Youth Centered Planning Meetings (YCPM's) that enhance youth's ability to drive their own reentry effort. A key aspect of Iowa's JReS approach involves the utilization of YCPM's for all juvenile justice youth (14 and older) in court ordered congregate care. YCPM's are co-facilitated by an individual trained/approved in this specialized model.

The YCPM model assists in the development of permanency/transition plans. Importantly, YCPM's are a tool used to foster support for a youth's return to their home, school, and community. YCPM teams are composed of individuals the youth invites and those individuals that offer expertise in the domain area's that youth have identified as a need for additional support. The team members assist the youth to develop their individual goals and plans and actions needed to achieve the goals. Team members usually include key formal and informal juvenile justice system representatives, family members, school personnel, and supportive individuals from their home community.

The youth and the YCPM Facilitator work together during a prep meeting prior to the YCPM creating a Action Changes Things (ACT) plan that allows for the youth to tell their story

on where they are at within each eight (8) domain, what goals they would like to achieve, and who the youth believes can assist them in achieving their goals. The youth also create a power point to present during the YCPM that allows the youth to share with them who their support (informal and formal) are, their strengths, skills, talents, and other positive attributes of themselves. The focus of both the prep meeting and the YCPM is strength based and future focused.

During the YCPM, the youth present their ACT plan and All About Me power point with the YCPM facilitator assisting in soliciting additional input form the team members. Transition team members have the responsibility during the meeting to discuss and share ideas on continuity of appropriate programming, services and supports are available in the youth's home community. Team members should also take ownership with specific timeframes to make referrals to the identified supportive services that are identified. Most importantly, all youth should have access to their vital documents upon turning 18 years of age and should have official certified copies of these documents. As a result of the YCPM, a personalized transition plan is developed by the youth and their transition team. The effectiveness of YCPM is predicated on the extent to which supportive individuals from the various facets of youth's lives are engaged in the process. By establishing reliable supports in the youth's reentry continuum, the YCPM model promotes self-sufficiency in the transition to adulthood with its focus on the youth's future plan for success.

The YCPM is a best practice that JCS has adopted for juvenile justice youth. The principles of YCPM are also included in the adopted statewide Juvenile Court Services transition policy related to juvenile reentry from placement. Ultimately, the YCPM model is consistent with national research which asserts that juvenile justice system personnel should meaningfully involve the caring adults in youth's lives from the point of case inception so that they understand, buy into, and are fully equipped in their role to holistically support youth.

APPENDIX C

Juvenile Court Staff have been utilizing the Transition & Reentry Web Application (T&R web app) since the end of November 2023. This web app was created for several reasons. One reason was to meet the state and federal audit requirements, as JCS fell short of a standardized method of documenting transition & reentry efforts, Youth Centered Planning Meetings (YCPM) data and outcomes. The second reason was JCS had no established method for tracking available for residential group care beds.

JCS was already working with Zirous to develop the new case management system, JCS met with Zirous to discuss the current need. Following this discussion, a team was assigned to assist JCS and assist with development of the web application. The T & R web app will be incorporated into the new case management system but will operate as a standalone application until the new system is built.

The web application houses three program areas: Coordinated Care Accessing Tracking (CCAT), Youth Centered Planning Meetings (YCPM), and Length of Stay (LOS) reviews. Not only will the web app make these processes easier for JCO's but will also give JCS staff a preview of the new case management system.

There are several benefits to the new web application. One, it reduces duplication and redundancy, which increases accuracy. Two, it allows for uniform documentation that saves time and lastly, the application is highly flexible and adaptable, allowing for modifications to be made quickly and efficiently. In addition, the T & R web app also improves communication, making it simpler, faster, and more accurate. It also enhances planning and organization, and enhances data collection, reporting and analysis capabilities. YCPM Providers will be able to provide all required

documentation into the web application where it is easily accessible for JCO's to receive it as well as for JCS and YCPM providers to have shared responsibility over the youth's transition planning.

The Juvenile Reentry Navigators were created out of collaborative interdisciplinary team meetings, Juvenile Reentry Task Force. In collaboration with Iowa Vocational Rehab Services (IVRS), the navigator position can provide a direct service approach to work with youth with a diagnosed disability who are in detention center placement or residing in a qualified residential treatment placement (QRTP). Currently, there are 4 navigator positions spread out across the state of Iowa providing youth with services to help mitigate recidivism and support youth as they integrate back into their communities. JCS has expressed interest in exploring ways to expand the Reentry Navigators to more communities throughout the state.

JJDPA, 34 U.S.C.§ 11133(a)(32): The plan shall provide an assurance that the agency of the State receiving funds under this title collaborates with the State educational agency receiving assistance under part A of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6311 et seq.) to develop and implement a plan to ensure that, in order to support educational progress:

A. the student records of adjudicated juveniles, including electronic records if available, are transferred in a timely manner from the educational program in the juvenile detention or secure treatment facility to the educational or training program into which the juveniles will enroll;

B. the credits of adjudicated juveniles are transferred; and

C. adjudicated juveniles receive full or partial credit toward high school graduation for secondary school coursework satisfactorily completed before and during the period of

time during which the juveniles are held in custody, regardless of the local educational agency or entity from which the credits were earned.

Iowa has experienced barriers to the transfer of credits and transcripts between educational programs for youth in congregate care settings and their home school districts. The DSA has worked with the Iowa Department of Education and court system throughout the years to elevate these barriers, and makes the assurance that efforts will continue to be made to ensure that credits youth earn while in congregate care settings will be transferred and accepted towards graduation by continuing to work with the Department of Education and the juvenile court system.

JJDPA, 34 U.S.C.§ 11133(a)(33): The plan shall describe policies and procedures to:

A. Screen for, identify, and document in records of the State identification of victims of domestic human trafficking or those at risk of such trafficking, upon intake; and

B. Divert youth described in subparagraph (A) to appropriate programs or services, to the extent practicable.

Iowa does not have any organized screening tool for identifying victims of human trafficking. Over the last couple of years, JCS has been providing training to its juvenile court officers (JCOs) about identifying victims, making an appropriate response and focusing on increasing awareness of vulnerable populations. Additionally, training has focused on resources and services available for suspected victims of human trafficking.

There are other initiatives in the state to address human trafficking; including the Iowa Department of Public Safety, Office to Combat Human Trafficking, and the Iowa Attorney General's Office, Crime Victim Assistance Division (CVAD). An April 2017 report by CVAD, *Understanding Human Trafficking in Iowa, Final Report* cited "...although the proper referral

mechanisms may be in place, the number of served victims is limited by a lack of training on how to adequately and efficiently identify human trafficking victims. A lack of training on identification, coupled with a victim's resistance to self-identify, creates a situation where many human trafficking victims may be missed…" This would indicate that additional and continued training is an essential requirement for professionals, along with increasing public awareness as to what exactly constitutes human trafficking. Additionally, CVAD has identified a number of service providers in the state that provide specific programming to assist victims of human trafficking; including Braking Traffik, Catholic Charities, Friends of the Family, and Chains Interrupted.

While there exist services, and professionals in different fields are being educated there is room for improvement and coordination between agencies. A 2017 report by the Department of Public Safety, Office to Combat Human Trafficking identified six areas of focus to address human trafficking: (1) Public Awareness, (2) Victim Services, (3) Investigative Services, (4) Justice System Response, (5) Legislative Response, and (6) Funding.

APPENDIX D

State Advisory Group Roster

Name	Email Address	Representation	Full-Time Government Status (Yes/No)	Initial Appointment Prior to Age 28 (Yes/No)	Date of Appointment (Optional)
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APPENDIX E

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