



Iowa VOCA-SAC Partnership to Enhance Victim Services

A Final Progress Report

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Iowa Department of Human Rights,
Division of Criminal and Juvenile Justice
Planning

Statistical Analysis Center

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I. INTRODUCTION

As part of an effort to enhance victim services, the Division of Criminal and Juvenile Justice Planning (CJJJ), Iowa's Statistical Analysis Center (SAC), worked in partnership with the Crime Victim Assistance Division (CVAD) of the Iowa Attorney General's Office to examine CVAD program statistics and explore a routine data sharing process.

Prior to this initial round of partnership funding, the CVAD and CJJJ had not established a working relationship. Initial discussions revealed the CVAD could benefit from the research, analysis, and data system capabilities established within the SAC, as the CVAD lacks the capabilities and resources necessary to comprehensively analyze, evaluate, and/or report on data collected. It was believed these skills could be valuable to ensure Victim of Crime Act (VOCA) funds are distributed effectively and efficiently while also ensuring the needs of victims in Iowa are being met, including those of historically marginalized populations. The CVAD requested an analysis of their compensation and assistance services.

Additionally, while CVAD's data is being collected from service providers and sites, it is not currently housed in a database that provides for a streamlined retrieval for analysis or reporting. The CVAD indicates that current restitution data requires routine manual examination for both program reporting and client needs. Establishment of a routine data sharing process, which allows integration of CVAD data into a data warehouse, may expedite current processes, and enhance data extraction and reporting. Activities under this grant

supported activities to explore whether CVAD data could be integrated with courts data within Iowa's Justice Data Warehouse.

The purpose of this final progress report is to summarize the work completed through the first round of a VOCA-SAC Partnership. Under this cooperative agreement with the Justice Research and Statistics Association (JRSA), two main products, and a process were developed, to address the aforementioned problems:

- *Product 1: A Comparative Analysis of Reported Crime and Victim Compensation*
- *Product 2: A Comparative Analysis of Reported Crime and Victim Assistance*
- *Process: A Routine Data Sharing Process*

II. METHODS

The purpose of this analysis was to provide a geospatial (mapping) examination of criminal cases in relation to crime victim compensation claims and victim assistance services. The goals of the analysis were to determine the following:

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

To analyze the crime victim assistance and compensation programs, three types of data were utilized; charge data, census data, and crime victim data.

Disposed charge data was acquired from the Iowa Justice Data Warehouse (JDW). The JDW is a central repository of key criminal and juvenile justice information from the Iowa Judicial Branch Case Management System and the Iowa Corrections Offender Network (ICON). The most serious disposed charge as determined by crime class, per case, was selected for analysis.

Census data was derived from the Office of Juvenile Justice and Delinquency Prevention Easy Access to Juvenile Populations database (EZAPOP).¹ The database includes census data with population profiles allowing users to differentiate data by year, age, race, sex, and county. The most recent census data from 2014-2016 were utilized.

Data for both the compensation and assistance data analysis were provided by the CVAD and examined data from FY 2015-FY 2017. For the compensation program, 7,399 victim claims were examined. Assistance data examined 139,789 victims served.

ArcGIS, a mapping software, was utilized to provide contextual tools for mapping and spatial reasoning using location-based analytics.

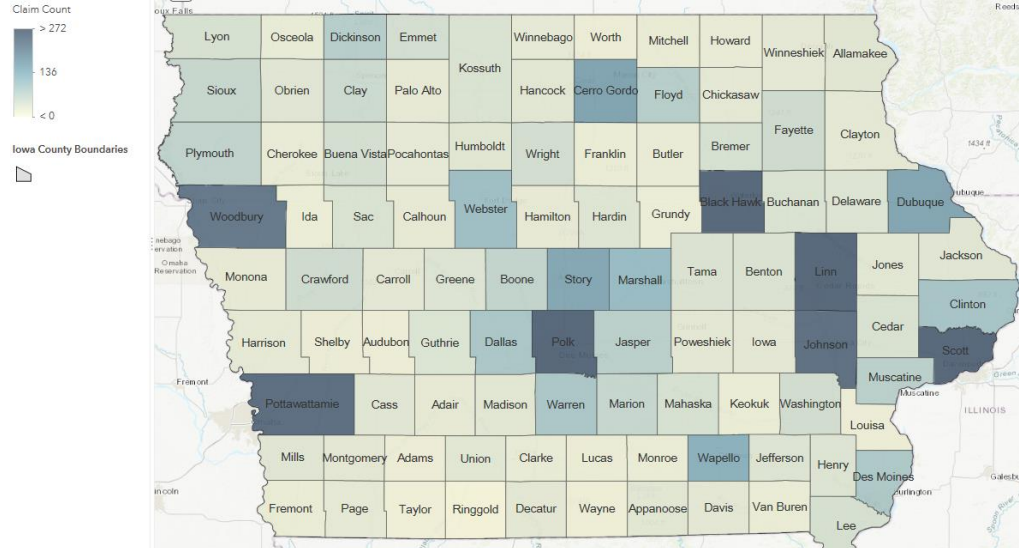
¹ https://www.ojjdp.gov/ojstatbb/ezapop/asp/comparison_selection.asp

III. RESULTS

A COMPARATIVE ANALYSIS OF REPORTED CRIME AND VICTIM COMPENSATION

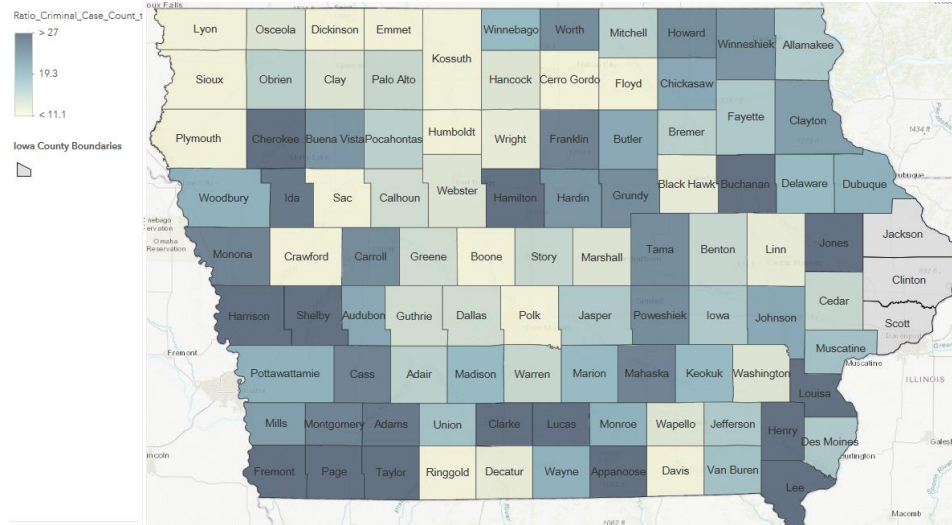
Compensation data includes claim data submitted by victims for injuries caused by violent crime. Examination of data from FY 2015-FY 2017 revealed that victim compensation services were reaching all of Iowa's 99 counties. The volume of claim submissions is related to a county's total population, with higher population counties having higher proportions of claim submissions. Counties that are darker colored had more submitted claims.

Map 1: Crime Victim Claim Count by County



In Map 2, counties indicated with darker colors had a greater criminal case to claim ratio, indicating a possible area that is underserved or underreporting. Counties along the south and southwestern Iowa border appear to have a higher ratio of criminal cases to crime victim claims.

Map 2: Ratio of Criminal Cases to Claims by County



Data also indicated that victims who are non-white, female, and under the age of 18 years do not appear to be underserved by the crime victim compensation program, although variations by county do exist. These three population groups are actually submitting victim claims at a rate higher than their representation in the general population.

Table 1: Victim Claims, Charge Victim, and Census Demographic Data

	Victim Claims	Case Victims	Census
Race			
White	73.5%	82.0%	92.9%
Non-White	26.5%	18.0%	7.1%
Gender			
Female	67.7%	53.3%	50.3%
Male	32.3%	46.7%	49.7%
Age			
Under 18	21.6%	2.8%	23.4%
18 and Over	78.4%	97.2%	76.6%

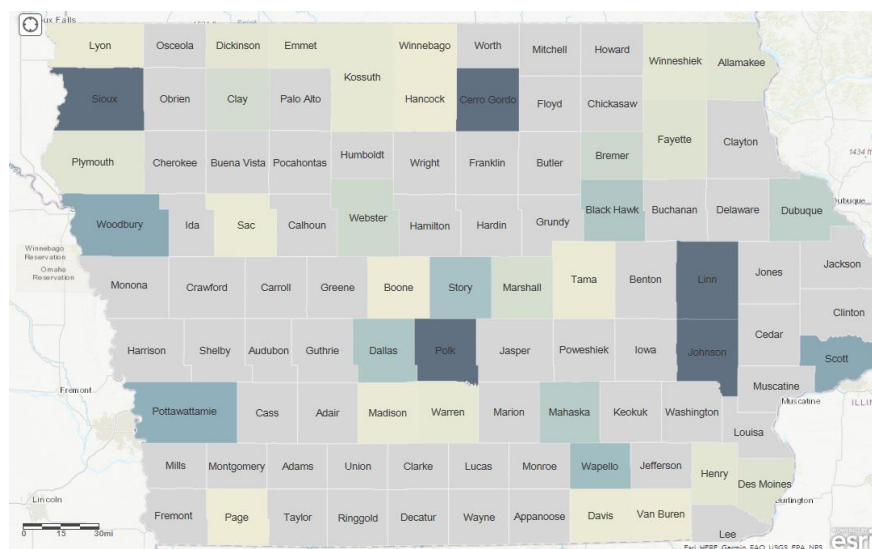
Three crimes with the highest proportion of claims were selected for analysis: assault, domestic abuse, and sexual abuse. There were disparities between criminal cases and claims for assault and domestic abuse, with the greatest disparity for assault; for every twelve

criminal cases of assault, there was one victim claim. Sexual abuse cases to claims appear to be proportional; for every one sexual assault case, there was one crime claim.

A COMPARATIVE ANALYSIS OF REPORTED CRIME AND VICTIM ASSISTANCE

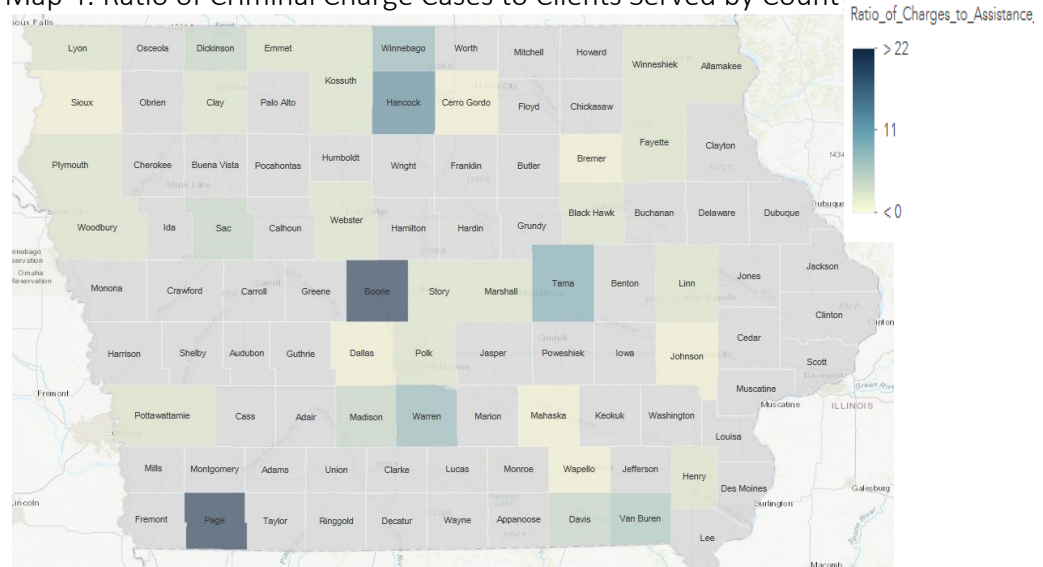
Victim assistance data includes clients served by grant-funded crime victim services. Examination of crime victim services between FY 2015-FY 2017 revealed that victims' assistance service locations are found in 38 of Iowa's 99 counties. Darker colored counties served more clients between FY2015 and FY2017.

Map 3: Clients Served by County



Map 4 displays the ratio of eligible criminal cases to clients served by county. Counties indicated with darker colors have a greater criminal case to client served ratio, indicating a possible underserved or underreporting. The majority of Iowa counties with assistance service locations are serving victims at higher or proportional rates to county charge criminal cases.

Map 4: Ratio of Criminal Charge Cases to Clients Served by County



Data indicates that victims who are non-white and female do not appear to be underserved by the crime victim assistance program. These two groups are served at a rate higher than their representation in the general population. Data also indicates that individuals under the age of 18 years may be underserved.

Table 2: Assistance Victims, Charge Victim, and Census Demographic Data

	Assistance Victims Served	Criminal Case Victims	Census
Race			
White	60.5%	76.7%	92.9%
Non-White	39.5%	23.3%	7.1%
Gender			
Female	79.6%	19.2%	50.3%
Male	20.4%	80.8%	49.7%
Age			
Under 18	19.6%	1.0%	23.4%
18 and Over	80.4%	99.0%	76.6%

Three crimes affecting the highest proportion of assistance service victims were selected for analysis: assault, domestic abuse, and sexual abuse. Disparities between type of criminal case

and type of crime reported by victims were found for all three crime types, with the greatest disparity for assault; for every seven criminal cases of assault, there was one victim claim. It is important to note that a victim assistance service location may serve several victims in various counties.

DATA SHARING PROCESS

CJJP and the CVAD are still in the early stages of developing a data sharing agreement/MOU that would allow for the ongoing transfer of data between the agencies. CJJP's ability to integrate the CVAD data with the criminal court data would allow for some CVAD staff efficiencies and the potential to automate processes that are currently manual and resource intensive.

CJJP staff have experience in analysis, reporting, and data visualization and can help CVAD identify some key areas for CVAD to focus. CVAD may be able to access the JDW for some of their performance measure and reporting needs.

IV. IMPLICATIONS FOR POLICY AND PRACTICE

IMPROVEMENT OF VICTIM SERVICE PLANNING AND IMPLEMENTATION

The results from the compensation analysis indicate the CVAD is largely achieving its goals of providing statewide crime victim services to Iowans, including those of historically underserved populations. Results also indicate the CVAD is providing services to victims in the respective victim assistance service locations, located in 38 of Iowa's 99 counties.

As a result of these analyses, the CVAD is now able to determine areas to focus training and outreach efforts.

SUBGRANTEES

During this project there were no subgrantees.

V. PARTNERSHIPS

Historically, the SAC and CVAD had not had the opportunity to have a working partnership.

This project brought both state agencies together, and in doing so, benefits for continuing such a partnership are something to expand and build upon in the future.

The benefit to the CVAD of having ongoing data reporting may help quickly identify areas of concern, provide more accurate and timely reporting, and increase the ability to do more with the data visualization.

Both the CVAD and CJPJ agreed to meet to discuss future needs and projects between the parties. CJPJ and CVAD have received two additional grants which involve an ongoing partnership.

- Training and Technology Grant: CJPJ will be assisting CVAD in using and reporting data in a faster, more user-friendly, and interactive way. CJPJ also looks to assist in using technology to improve administrative efficiencies.

- 2018-2019 Partnership Funds: Iowa's CVAD and CJPJ have received funding to perform a process evaluation of a rapid re-housing program, assess the program's data collection efforts, and develop performance measures.

VI. STAKEHOLDERS

The Crime Victim Compensation (CVC) Program relies on partnerships with criminal justice agencies to ensure victims are made aware of their right under Iowa law to seek compensation. CVAD's Training, Advocacy, and Outreach (TAO) team is using information from the compensation and assistance analysis to assist in focusing outreach efforts for its 2019 training plan. Data from the reports will help the TAO team illustrate to stakeholders such as law enforcement, prosecutor's offices, and victim service programs how referrals to the compensation program compare with criminal case data in their jurisdictions or service areas. Use of comparative data serve to inform stakeholders in areas with low referrals of how similar demographic areas are making referrals demonstrates where lower-referring areas can improve including by directly connecting with criminal justice system staff in areas of higher referral. For this reason, both reports have been shared with all of Iowa's law enforcement agencies, all CVAD funded victim service providers, the IA Law Enforcement Academy, the Iowa Organization for Victim Assistance, the Iowa Coalition Against Domestic Violence, the Iowa Coalition for Collective Change, the Iowa Coalition Against Sexual Assault, the IA Dept. of Public Safety, the IA Dept. of Public Health, the IA State Court Administrator's Office and the CVAD Board. They will also be posted on the "publications" page of the IA Attorney General's website for viewing by the general public. Both of these reports have also been forward to JRSA.



VOCA-SAC Partnership to Enhance Victim Services

A Comparative Analysis of Reported Crime and Victim Assistance

November 2018

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INTRODUCTION

As part of an effort to enhance victim services, the Division of Criminal and Juvenile Justice Planning (CJJP), Iowa's Statistical Analysis Center (SAC), is working in partnership with the Crime Victim Assistance Division (CVAD) of the Iowa Attorney General's Office to examine service statistics related to the Crime Victim Assistance Program. The CVAD "provides services and assistance to victims of violent crimes. The division administers programs that directly benefit victims of crime. Programs including those that assist victims with the financial burden resulting from injuries of crime, assist local crime victim service programs, and assist the criminal justice system in holding offenders responsible for the effects of their crimes."¹ The CVAD's assistance program is grant-funded.

While the CVAD can provide financial assistance for crimes, it is important to note, that a criminal charge does not need to be filed for a client to be served. Assistance program services for victims can also be sought for non-criminal cases, in which an individual sustained injury. Multiple victims are able to file for victim services for a single event where an injury was sustained.

Under this cooperative agreement with the Justice Research and Statistics Association (JRSA), a comparative geospatial analysis of reported crime (as measured by criminal case data) and crime victim assistance services was completed.

The goals of the analysis were to determine:

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

METHODOLOGY

To analyze the crime victim assistance program, three types of data were utilized; disposed charge data, crime victim clients served data, and census data. Due to changes in the criminal code over time, a comparative analysis for a three-year period between FY2015-FY2017 was selected.

Disposed charge data were acquired from the Iowa Justice Data Warehouse (JDW). The JDW is a central repository of key criminal and juvenile justice information from the Iowa Judicial Branch Case Management System. Data included statewide criminal cases with charges disposed between FY2015-FY2017, which were identified by the CVAD as being eligible for crime victim assistance. The most serious charge as determined by crime class, per case, was selected for analysis. The final analysis included 77,956 unique cases involving a charge eligible for victim assistance. A subset of this population was also examined and included eligible criminal cases with an identifiable victim. If a criminal case included more than one victim, both victims were examined. This subset includes 4,431 criminal case victims. Throughout this report "case victims" indicate a charge filed with the courts with an associated victim (as identified through data entry by the courts).

Crime victim assistance client data were provided by the CVAD. Crime victim clients served during FY2015-FY2017 were examined with approximately 127,408 clients removed due to missing county-level

¹ <https://www.iowaattorneygeneral.gov/about-us/divisions/crime-victim-assistance>

information. The final sample of clients served included 139,780 victims. This population is referred to as “clients served” throughout this report.

Assistance services are provided statewide, however, multiple service locations are found in 38 of Iowa’s 99 counties. Data provided in this report only examine county comparisons for counties with an assistance service location. It is important to note that county information refers to the county in which a victim was served by assistance programs.

Census data were derived from the Office of Juvenile Justice and Delinquency Prevention Easy Access to Juvenile Populations database (EZAPOP).² The database includes census data with population profiles allowing users to differentiate data by year, race, age, sex, and county. The data included in this analysis reference juvenile as well as adult populations because victim services can be provided to, or on the behalf of, individuals under the age of 18. The most recent census data from 2014-2016 were utilized.

ArcGIS, a mapping software, was utilized to perform the mapping analysis. ArcGIS provides contextual tools for mapping and spatial reasoning utilizing location-based analytics. Findings are provided by counts, percentages, and rates depending on the type of information displayed. Specific data by county are provided to assist in determining underserved populations by location.

Table 1. Criminal Case and Clients Served Counts by Fiscal Year

Year	Criminal Cases	Criminal Case Victims	Clients Served
FY2017	27,137	1,143	64,413
FY2016	22,961	1,510	46,643
FY2015	25,120	1,778	26,724
Total	77,956	4,431	139,780

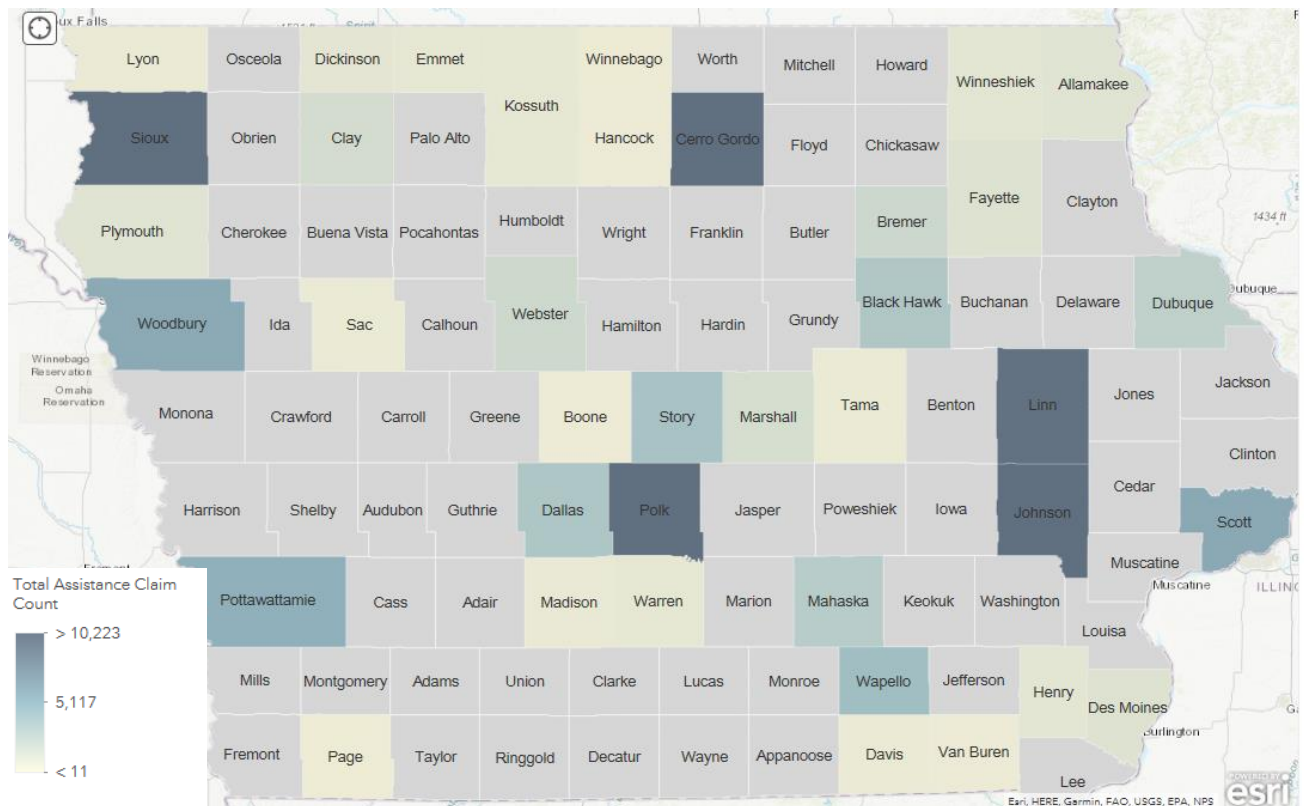
² https://www.ojjdp.gov/ojstatbb/ezapop/asp/comparison_selection.asp

FINDINGS

Goal 1: Determine whether victim assistance services are reaching all of Iowa's 99 counties.

- Victim assistance services are offered in 38 of Iowa's 99 counties. Assistance data regarding the residing county of a victim were not unavailable.
- The following information identifies clients served by county:
 - The volume of clients served is somewhat related to a county's total population, with higher population counties having higher proportions of served clients.
 - Darker colored counties served more clients between FY2015 through FY2017.

Map 1: Clients Served by County



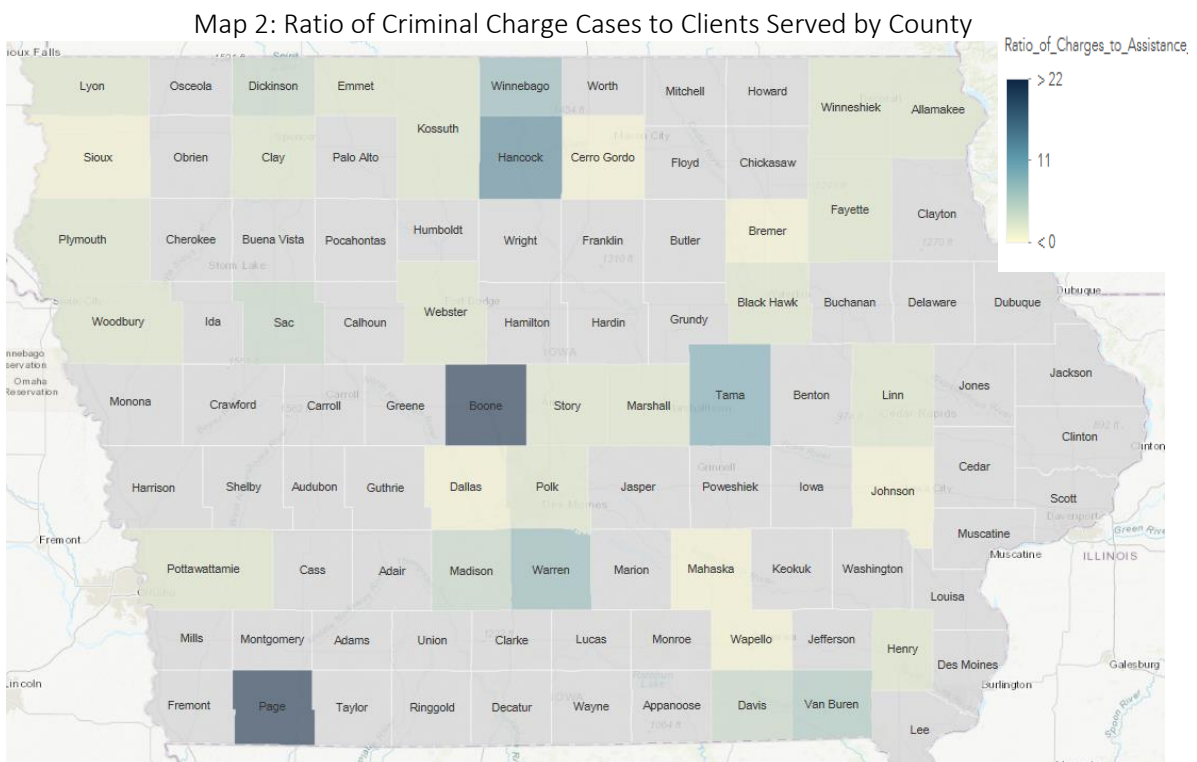
FINDINGS

Goal 2: Determine underserved areas where victims, including those within marginalized populations, may be underreporting.

Underserved Areas

Map 2 displays the ratio of eligible criminal cases to clients served by county. Counties indicated with darker colors have a greater criminal case to client served ratio, indicating a possible area that is underserved or underreporting.

- Counties with the largest ratio of criminal cases to clients served include:
 - Page (49:1), Boone (14:1) and Hancock (7:1)
- The majority of Iowa counties with assistance service locations are serving clients at higher or proportional rates to county cases.



Underserved Populations: Race

Statewide data indicates non-white individuals are not an underserved population and are overrepresented in victim assistance populations. While the state's general population is 7.1% non-white, criminal case data indicates approximately 23.3% of victims are non-white, and 39.5% of clients served are non-white.

Table 2: Clients Served, Case Victim, and Census Demographic Data by Race

	Race	
	White	Non-White
Clients Served	60.5%	39.5%
Criminal Case Victims ³	76.7%	23.3%
Census	92.9%	7.1%

Data comparing the racial composition of clients served to the racial composition of criminal case victims by county, are not available due to low counts of non-white victims.

Map 3 examines the percent difference in a county's non-white assistance clients compared to a county's non-white census population. Counties with fewer than 25 non-white clients were excluded from the analysis. The final analysis examined 30 counties.

Counties with darker coloring have a higher percentage difference of non-white clients compared to the county's non-white population.

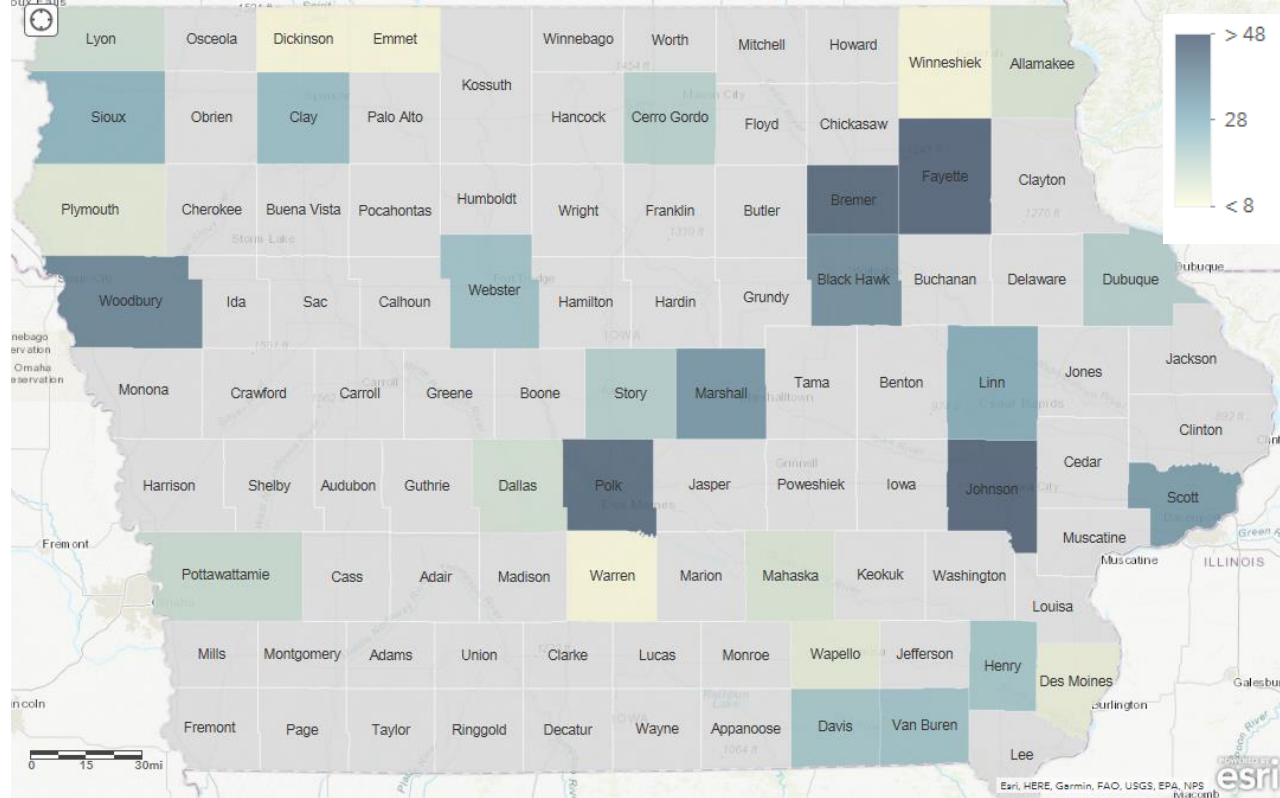
For example, in Fayette county, 69.0% of clients served were non-white, however, 2.9% of the total county population is non-white. This indicates assistance services are provided to non-white clients at a 66.1% percent higher rate compared the county population.

All counties examined had a higher percentage of non-white clients served compared to non-white county populations.

- Top five counties where the percentage of non-white clients exceeded the percentage of non-white crime victims included Fayette (66.1%), Johnson (50.4%), Bremer (46.5%), Polk (45.5), and Woodbury (39.9%).

³ Numbers refer to clients with known racial data.

Map 3: Non-White Clients Served and Non-White County Population Percentage Difference



Underserved Populations: Gender

Statewide data indicated that females are not an underserved population and, rather, are overrepresented as victim assistance clients compared to the state population. While approximately 50.3% of Iowa's population is female, criminal case data indicate that 19.2% of victims are female, and 79.6% of clients served are female.

Table 3. Clients Served, Case Victim, and Census Demographic Data by Gender⁴

	Female	Male
Clients Served	79.6%	20.4%
Criminal Case Victims ⁵	19.2%	80.8%
Census	50.3%	49.7%

Map 4 compares the gender of clients served to the gender composition of criminal case victims by county. Counties indicated by darker coloring have a higher percentage of assistance program female clients than the percent of females represented in the crime case victim data. All counties examined had a higher percent of female clients compared to female crime victims.

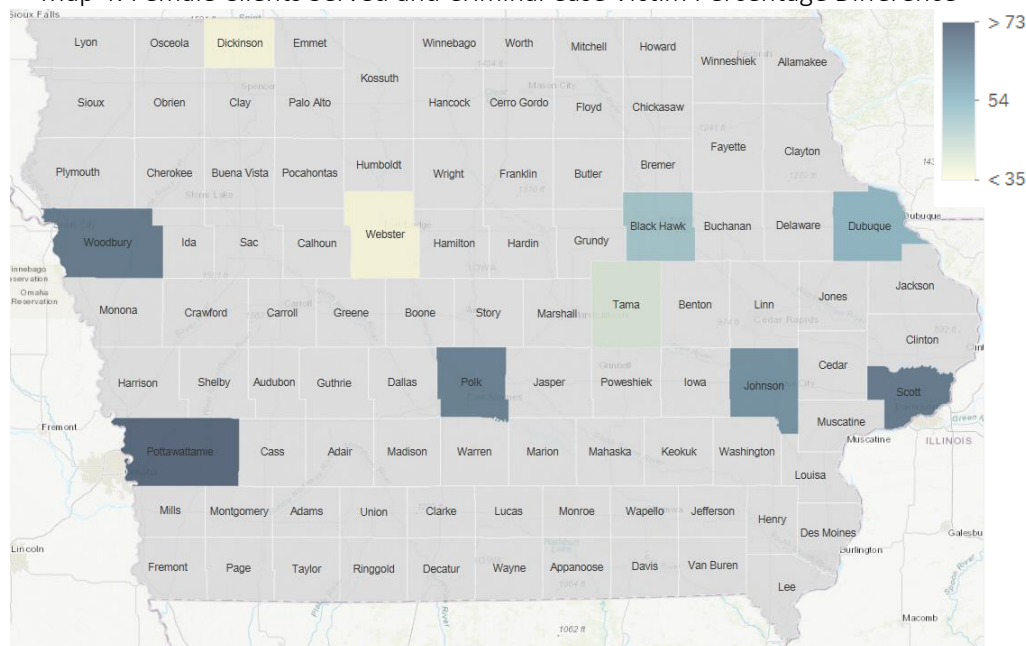
⁴ It is important to note that only cases with available gender data were included in this analysis. To ensure representation, counties with less than 25 female clients or female criminal case victims were excluded from the analysis. Data are available for 10 counties.

⁵ Numbers refer to case victims with known racial data.

For example, Pottawattamie County had the highest percentage difference of female clients compared to the population of female criminal case victims (80.3%). Cerro Gordo County appears to serve female clients at a higher rate compared to the victims represented in criminal cases. Conversely, in Dickinson County, female clients are only slightly overrepresented compared to the county's criminal case data involving female victims (20.9%).

- The top five counties where the percentage of female clients exceeds the percentage of female crime case victims include:
 - Pottawattamie (80.3%), Woodbury (68.6%), Scott (68.5%), Polk (66.8%), Johnson (63.2%)

Map 4: Female Clients Served and Criminal Case Victim Percentage Difference



Underserved Populations: Age

Statewide data indicate that assistance program clients under age 18 are represented proportionally to the state population. About 23.4% of Iowa's population is under the age of 18 compared to 19.6% of clients served through assistance program services. However, crime case data indicates that 1.0% of victims are under 18.

Table 4: Clients Served, Charge Victim, and Census Demographic Data by Age

	Clients Served ⁶	Case Victims ⁷	Census
Under 18	19.6%	1.0%	23.4%
18 and Over	80.4%	99.0%	76.6%

Counties with less than 25 assistance program clients or criminal case victims with available age data were excluded from the analysis. Data regarding age are available for 30 counties. Map 5 compares the age

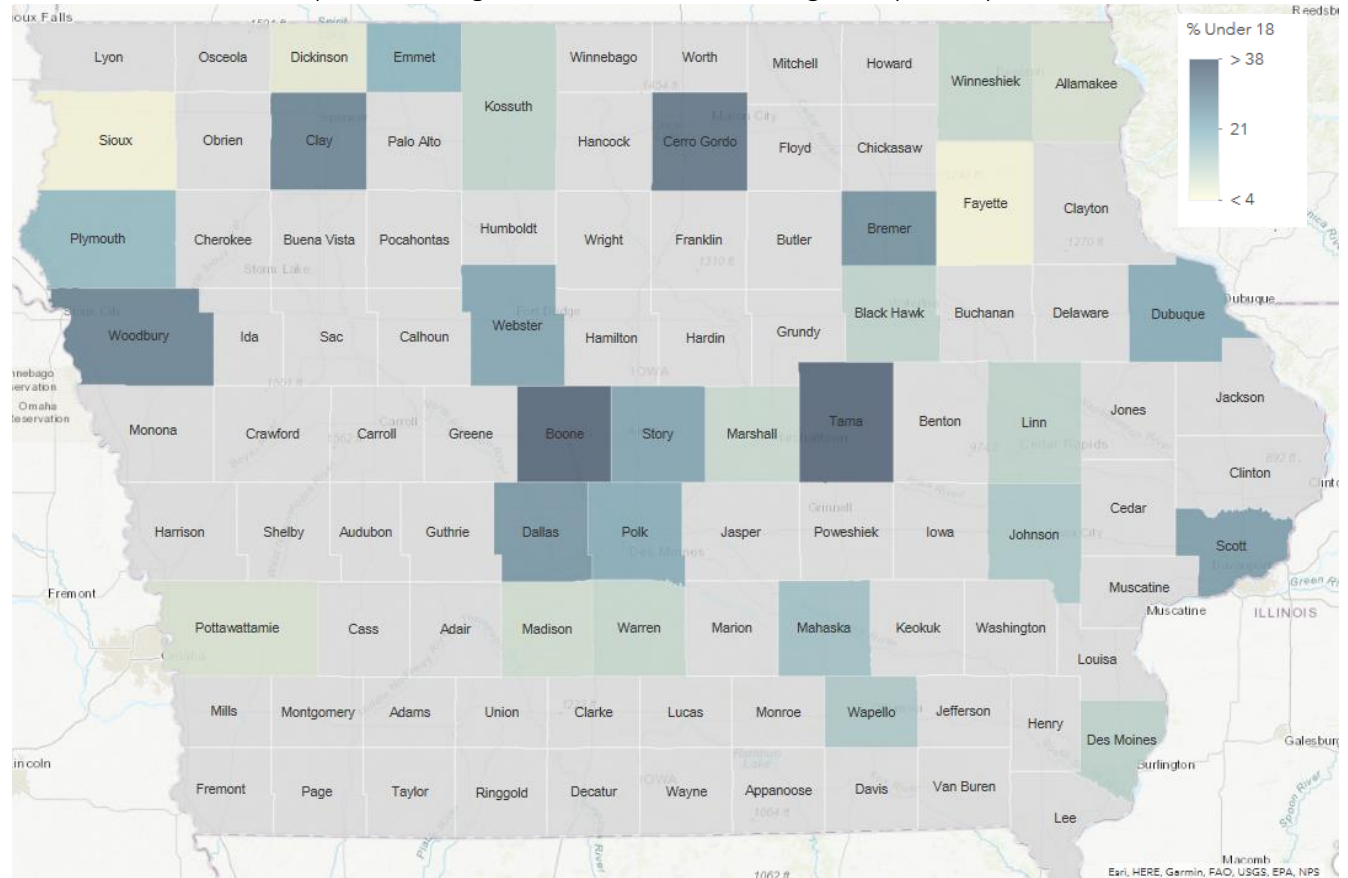
⁶ Unknown values were removed from the analysis.

⁷ Unknown values were removed from the analysis; Victim age was calculated at offense date.

composition of clients served by county.⁸ Counties with darker coloring have a higher proportion of clients under the age of 18.

- The top five counties which served the highest percentage of clients under 18 include:
 - Boone (100%), Tama (40.5%), Cerro Gordo (34.5%), Woodbury (31.7%), and Clay (31.6%)
- The top five counties which served the lowest percentage of clients under 18 include:
 - Fayette (2.8%), Sioux (3.8%), Dickinson (6.4%), Pottawattamie (8.6%), and Allamakee (8.7%)

Map 5: Percentage of Clients Served Under Age 18 by County



FINDINGS

⁸ Other data examining marginalized populations are displayed by percent difference, while age is mapped as a percent. Client age is mapped by percentage to demonstrate the *volume* of clients in a particular county who are under 18, as opposed to the over or underrepresentation of clients under age 18. Generally, it is expected that the portion of clients served under 18 not be equivalent to the population of criminal case victims.

Goal 3: Crime types for which victims may not be reporting.

During FY2015-FY2017, clients sought services for assault, domestic abuse, and sexual assault crimes at higher volumes than other crimes. As previously stated, it is important to note that a client may be served without a criminal charge being filed, and there can be more than one client per case. Examining the 38 counties with assistance service locations, for every seven assault criminal charge cases, there was one client served. However, clients were overrepresented for domestic abuse assault and for sexual assault. For every one domestic abuse crime case, there were six clients served. For every one sexual assault case, there were 30 clients served. However, and as mentioned in the methodology, it is important to note that one assistance service location, may serve several counties. For this reason, the ratio of criminal charges to clients served by county are not provided. It is important to note that a crime can have more than one victim.

Table 5: Ratio of Criminal Charge Cases to Clients Served by Crime Type

Crime	Case Count by Most Serious Charge	Clients Served ⁹	Ratio of Charge Cases to Clients Served
Assault	31,872 ¹⁰	4,530	7:1
Domestic Abuse	15,077 ¹¹	86,718	1:6
Sexual Assault	1,066 ¹²	31,064	1:30
Total	48,015	122,312	1:2

CONCLUSION

The purpose of this analysis was to provide a geospatial analysis of criminal cases in relation to assistance program clients served. This analysis helps provide insight into whether the CVAD is providing services statewide at rates proportional to criminal cases and county populations.

The first goal of this analysis was to determine whether victim assistance services are reaching all of Iowa's 99 counties. Examination of clients served by assistance programs between FY2015-FY2017 revealed that victims' assistance service locations are found in 38 of Iowa's 99 counties. Assistance data regarding the residing county of a victim are unavailable.

The second goal of this analysis was to determine areas where clients, including those of marginalized populations, are potentially underserved or underreporting. Variations do exist by county in regards to the ratio of criminal cases and clients served. The majority of Iowa counties with assistance service locations are serving clients at higher or proportional rates to county criminal cases, although variations by county do exist.

Statewide data indicate that clients who are non-white and female do not appear to be underserved by the crime victim assistance program, although variations by county do exist. These two groups are being served at a higher rate than their representation in the general population. For example, the state's general census population is approximately 7.1% non-white, while 39.5% of clients served are non-white. Similarly,

⁹ Please note, there can be more than one victim can be served per crime

¹⁰ Any Iowa Code 708 Charge specifically defined as assault

¹¹ Any Iowa Code 708.2A Charge

¹² Any Iowa Code 709 Charge

females comprise 50.3% of Iowa's population, however, crime case data indicate 19.2% of victims are female, and 79.6% of assistance clients are female. Crime victims who are under 18 represent 19.6% of all clients, while this population represented 23.4% of the state population, indicating individuals under age 18 may be slightly underserved.

The third goal was to determine crime types for which victims may not be reporting. To examine variations by county, three crimes with the highest proportion of assistance clients were selected for analysis. These crimes included assault, domestic abuse, and sexual abuse. The greatest disparity between criminal cases and clients served were for assault; for every seven criminal cases of assault, there was one client served. Disparities were also observed for domestic abuse; for every one assault charge case there were six clients served. Sexual abuse cases to clients served appear to be disproportional; for every one sexual assault charge case, there was thirty clients served. It is important to note that a client can be served without a criminal charge being filed, and there can be more than one client per criminal case. It is important to note that a victim assistance service location, may serve several clients in various counties.

The results from this analysis indicate the CVAD is providing assistance services to victims in the respective victim assistance service locations, located in 38 of Iowa's 99 counties. Information on victim residency is not available to determine if assistance services are reaching victims statewide. Individuals of color, females, and those under age 18, are overserved through assistance programs in relation to census data. It is important to note that variation in service provision does vary by county and underserved populations and/or underreported victims are evident.

APPENDIX - Table 6: Data by County¹³

Dom ID : County	Map 1 Client Served by County (FY15-FY17)	Map 2 Ratio of Criminal Charge Cases to Clients Served by County	Map 3 Non-White Clients Served and Criminal Case Victim Percentage Difference	Map 4 Female Clients Served and Criminal Case Victim Percentage Difference	Map 5 Percentage of Clients Served Under Age 18 by County
3: Allamakee	759	1:2	14.1%	-	8.7%
7: Black Hawk	3,493	1:1	38.2%	50.5%	12.7%
8: Boone	51	14:1	-	-	100.0%
9: Bremer	1,940	1:3	46.5%	-	28.8%
17: Cerro Gordo	18,452	1:10	20.5%	-	34.5%
21: Clay	1,538	1:2	25.8%	-	31.6%
25: Dallas	3,604	1:3	14.1%	-	27.6%
26: Davis	136	2:1	23.9%	-	-
29: Des Moines	888	2:1	11.8%	-	13.0%
30: Dickinson	574	2:1	4.6%	20.9%	6.4%
31: Dubuque	2,600	1:1	20.5%	54.3%	23.0%
32: Emmet	399	1:1	4.2%	-	20.8%
33: Fayette	882	1:1	66.1%	-	2.8%
41: Hancock	41	7:1	-	-	-
44: Henry	635	1:1	23.9%	-	-
52: Johnson	12,838	1:2	50.4%	63.2%	15.8%
55: Kossuth	408	1:1	-	-	12.5%
57: Linn	10,116	1:2	31.5%	-	12.8%
60: Lyon	174	1:1	15.8%	-	-
61: Madison	289	2:1	-	-	10.0%
62: Mahaska	3,007	1:3	13.6%	-	17.8%
64: Marshall	1,365	1:1	36.2%	-	11.3%
73: Page	11	49:1	-	-	-
75: Plymouth	777	1:1	11.7%	-	19.7
77: Polk	28,222	1:2	45.5%	66.8%	22.8%
78: Pottawattamie	5,417	1:1	17.2%	80.3%	8.6%
81: Sac	174	2:1	-	-	-
82: Scott	6,018	1:1	34.9%	68.5%	26.2%
84: Sioux	17,728	1:27	28.4%	-	3.8%
85: Story	3,917	1:2	20.8%	-	24.7%
86: Tama	158	5:1	-	40.8%	40.5%
89: Van Buren	71	3:1	25.7%	-	-
90: Wapello	4,295	1:2	12.8%	-	15.7%
91: Warren	389	4:1	3.8%	-	11.5%
94: Webster	1,794	1:1	24.2%	27.6%	24.5%
95: Winnebago	85	4:1	-	68.6%	-
96: Winneshiek	602	1:1	6.6%	-	11.5%
97: Woodbury	5,933	1:1	39.9%	-	31.7%

¹³ - represents counties with unavailable data.



VOCA-SAC Partnership to Enhance Victim Services

A Comparative Analysis of Reported Crime and Victim Compensation

November 2018

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INTRODUCTION

As part of an effort to enhance victim services, the Division of Criminal and Juvenile Justice Planning (CJJP), Iowa's Statistical Analysis Center (SAC), is working in partnership with the Crime Victim Assistance Division (CVAD) of the Iowa Attorney General's Office to examine service statistics related to the Crime Victim Compensation Program. "The program helps victims with certain out-of-pocket expenses related to injuries from violent crime. It is funded entirely by fines and penalties paid by criminals (not tax payers). The program pays for crime-related expenses such as medical care, counseling, lost wages, and funeral expenses (when costs are not covered by insurance or other sources). The program can also pay for crime-scene clean-up, replacement of clothing held as evidence, replacement of security items, child or dependent care, housing/shelter expenses, relocation expenses, and travel."¹

While the CVAD can provide compensation for crimes, it is important to note, that a criminal charge does not need to be filed for a victim service claim to be submitted. Victim claims can also be sought for non-criminal cases in which an individual sustained injury, for example, a dog bite. Also, multiple victims are able to file victim service claims for a single event where an individual sustained injury.

Under this cooperative agreement with the Justice Research and Statistics Association (JRSA), a comparative geospatial analysis of reported crime (as measured by criminal case data) and crime victim compensation services was completed.

The goals of the analysis were to determine:

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

METHODOLOGY

To analyze the crime victim compensation program, three types of data were utilized; charge data, crime victim claim data, and census data. Due to changes in criminal code over time, a comparative analysis for a three-year period between FY2015-FY2017 was selected.

Charge data were acquired from the Iowa Justice Data Warehouse (JDW). The JDW is a central repository of key criminal and juvenile justice information from the Iowa Court Information System (ICIS) and the Iowa Correctional Offender Network (ICON) system. Data included statewide criminal cases with charges disposed between FY2015 – FY2017 which were identified by the CVAD as being eligible for crime victim compensation. The most serious charge as determined by crime class, per case, was selected for analysis. The final analysis included 107,682 unique cases involving a charge eligible for victim compensation. A subset of this population was also examined and included eligible criminal cases with an identifiable victim. If a criminal case included more than one victim, both victims were examined. This subset includes 5,922 criminal case victims. Throughout this report "case victims" indicate a charge filed with the courts with an associated victim (as identified through data entry by the courts).

¹ <https://www.iowaattorneygeneral.gov/for-crime-victims/crime-victim-compensation-program/>

Crime victim claim data were provided by the CVAD. Claims submitted for crimes which occurred between FY2015 – FY2017 were selected for analysis. Approximately 329 claims were removed from the analysis for having incomplete county-level information. The final analysis included 7,399 crime victim claims. This population is referred to as “claim victims” throughout this report.

It is important to note that county information refers to the county in which a victim submitted a compensation claim. This does not refer to the residing county of the victim. Compensation services are available in each county.

Census data were derived from the Office of Juvenile Justice and Delinquency Prevention Easy Access to Juvenile Populations database (EZAPOP).² The database includes census data with population profiles allowing users to differentiate data by year, race, age, sex, and county. The data included in this analysis references juvenile as well as adult populations because victim claims can be submitted by, or on behalf of, individuals under the age of 18. The most recent census data from 2014-2016 were utilized.

ArcGIS, a mapping software, was utilized to perform the mapping analysis. ArcGIS provides contextual tools for mapping and spatial reasoning utilizing location-based analytics. Findings are provided by counts, percentages, and rates depending on the type of information displayed. Specific data by county are provided to assist in determining underserved populations by location.

Table 1. Case and Claim Counts by Fiscal Year

Year	Charge Cases	Claim Victims	Case Victims
FY2017	34,545	3,348	1,634
FY2016	36,109	2,207	1,971
FY2015	37,028	1,844	2,317
Total	107,682	7,399	5,922

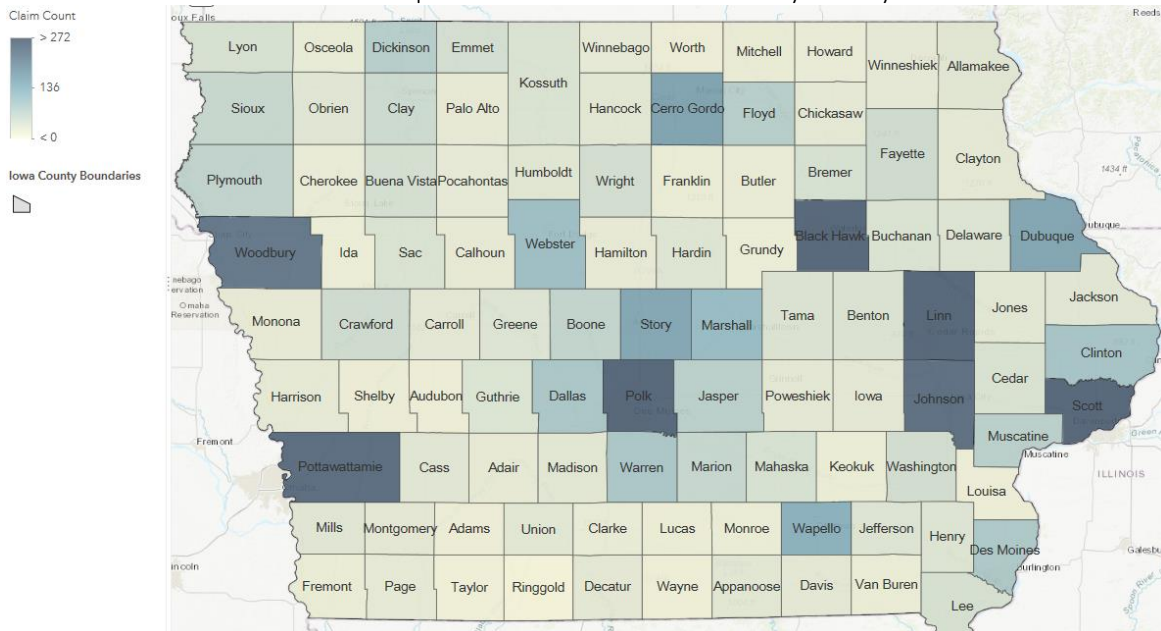
² https://www.ojjdp.gov/ojstatbb/ezapop/asp/comparison_selection.asp

FINDINGS

Goal 1: Determine whether victim services are reaching all of Iowa's 99 counties.

- During the last three fiscal years, victim services reached all of Iowa's 99 counties as demonstrated through submitted victim claims, with the exception of Ringgold County.
 - With the exception of Ringgold, all Iowa counties had at least five crime victim claims submitted.
 - The volume of victim claim submissions is related to a county's total population, with higher population counties having higher proportions of claim submissions.

Map 1: Crime Victim Claim Count by County



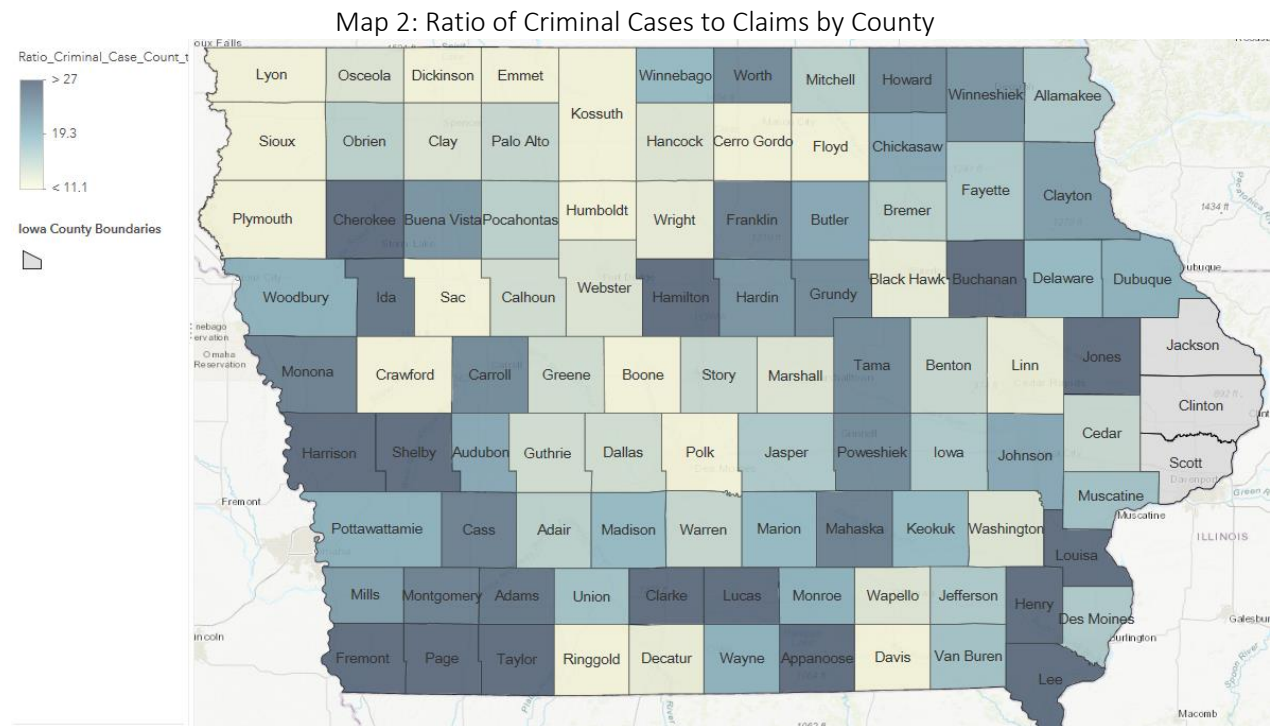
FINDINGS

Goal 2: Determine underserved areas where victims, including those within marginalized populations, may be underreporting.

Underserved Areas

The following information displays the ratio of eligible criminal cases to victim claims by county. Counties indicated with darker colors have a greater criminal case to claim ratio, indicating a possible area that is underserved or underreporting.

- Counties with the highest ratio of criminal cases to claims include:
 - Louisa (50:1)³, Hamilton (42:1), Lee (39:1), Lucas (38:1), and Shelby (37:1)
- Counties with the lowest ratio of criminal cases to claims include:
 - Sac (9:1)⁴, Polk (9:1), Kossuth (9:1), Floyd (7:1), Lyon (5:1)



Underserved Populations: Race

Statewide data indicate that non-white individuals are not an underserved population and are overrepresented in victim claim populations. While the state's general population is 7.1% non-white, criminal charge data indicate that approximately 18.0% of victims are non-white, and 26.5% of CVAD claimants are non-white.

³ For example, in Louisa County the ratio of criminal cases to victim claims is 50:1. For every 50 criminal cases there is 1 victim claim.

⁴ For example, in Sac County, the ratio of criminal cases to victim claims is 9:1. For every 9 criminal cases there is 1 victim claim.

Table 2. Claim Victim, Charge Victim, and Census Demographic Data by Race

	Race	
	White	Non-White
Claim Victims	73.5%	26.5%
Case Victims	82.0%	18.0%
Census	92.9%	7.1%

The following compares the racial composition of victim claimants to the racial composition of criminal case victims by county. It is important to note that only cases and claims with available race data were included in this analysis. To ensure representation of non-white racial groups, counties with less than 25 cases including available race data, were excluded from the analysis. Data are available for 17 counties.

The data below examine the percent variation in a county's non-white claimant counts compared to the criminal case victim population. Counties with darker coloring have a higher percentage of non-white claimants than non-white crime victims.

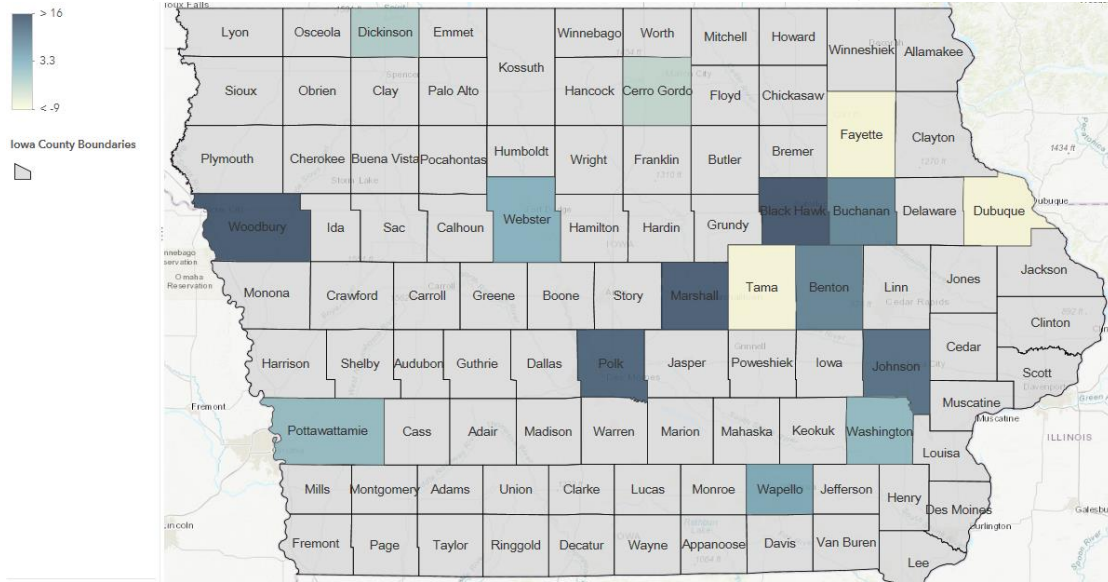
For example, in Black Hawk County, 45.6% of claim victims identified as non-white, however, 20.0% of the criminal case victims identified as non-white. This indicates victim claims are submitted by non-white victims at a 25.6% percent higher rate compared to victims in criminal cases identified by the courts. Compared to other counties, Black Hawk had the highest percentage difference of non-white victim service claims compared to the criminal case non-white victim population.

Conversely, in Fayette County, 10.6% of victim service claims were submitted by non-white victims while non-white victims compromised 31.4% of the criminal case data. The percentage difference between non-white victim claims and criminal case victims is -20.8%. This suggests non-white victim claimants may be underrepresented by 20.8% in comparison to criminal case victims.

Top five counties where the percentage of non-white victim claimants exceeds the percentage of non-white crime victims:

- Black Hawk (25.6%), Woodbury (15.8%), Marshall (15.1%), Polk (14.0%), Johnson (12.5%).
- Top five counties where the percentage of non-white victim claimants are below the percentage of non-white criminal case victims include:
 - Fayette (-20.8%), Dubuque (-18.2%), Tama (-15.6%), Cerro Gordo (-3.4%), and Dickinson (-1.7%).

Map 3: Non-White Claimant and Criminal Case Victim Percentage Difference



Underserved Populations: Gender

Statewide data indicate that females are not an underserved population and, rather, are overrepresented in victim claim populations compared to the state population. While approximately 50.3% of Iowa's population is female, criminal case data indicate that 53.3% of victims are female, and 67.7% of victim claimants are female.

Table 3. Claim Victim, Case Victim, and Census Demographic Data by Gender

	Female	Male
Claim Victims	67.7%	32.3%
Case Victims	53.3%	46.7%
Census	50.3%	49.7%

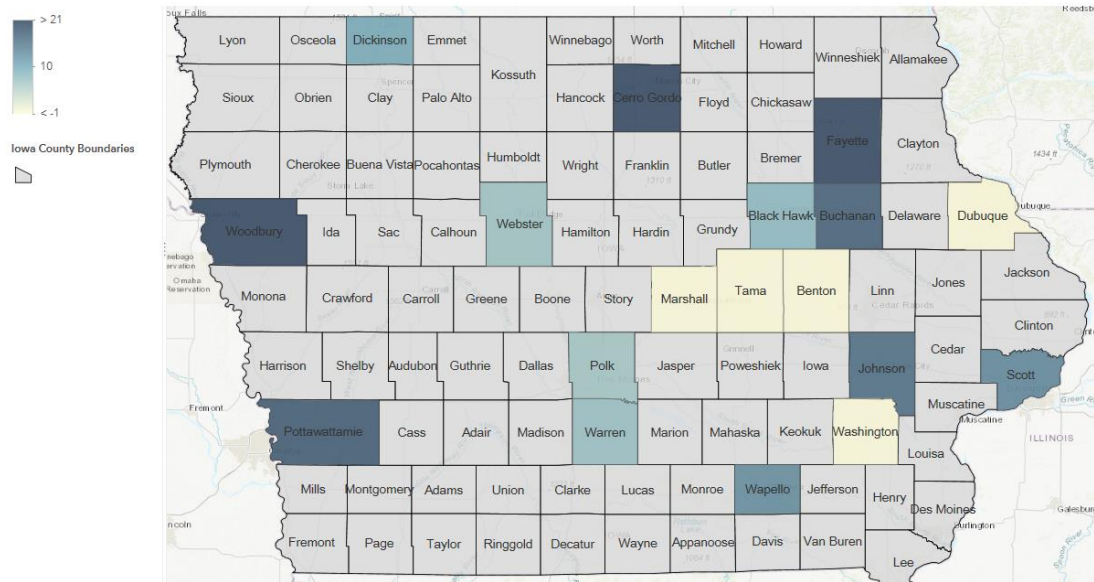
The following compares the gender of victim claimants to the gender composition of criminal case victims by county. It is important to note that only cases and claims with available gender data were included in this analysis. To ensure representation, counties with less than 25 claims or criminal cases containing complete gender data were excluded from the analysis. Data are available for 18 counties. Counties indicated by darker coloring have a higher percentage of female claimants than the percent of females represented in the crime case victim data.

For example, Cerro Gordo County had the highest percentage difference of female claimants compared to the population of female criminal case victims (31.3%). Cerro Gordo County appears to receive female victim claims at a higher rate compared to the victims represented in criminal cases. Conversely, in Marshall County female claimants are slightly underrepresented compared to the county's criminal case data involving female victims (-9.6%).

- Counties where the percentage of female claimants exceeds the percentage of female crime case victims:

- Cerro Gordo (31.3%), Fayette (28.6%), Woodbury (22.9%), Pottawattamie (19.0%), Buchanan (18.3%)
- Counties where the percentage of female claimants are below the percentage of female criminal case victims:
 - Marshall (-9.6%), Benton (-6.7%), Tama (-3.3%), Dubuque (-2.0%), Washington (-1.4%)

Map 4: Female Claimants and Criminal Case Victim Percentage Difference



Underserved Populations: Age

Statewide data indicate that crime victim claimants under age 18 are represented proportionally to the state population. About 23.4% of Iowa's population is under the age of 18 compared to 21.6% of victim service claimants. However, crime case data indicates that 2.8% of victims are under 18.

Claim Victim, Charge Victim, and Census Demographic Data by Age

	Claim Victims ⁵	Case Victims ⁶	Census
Under 18	21.6%	2.8%	23.4%
18 and Over	78.4%	97.2%	76.6%

It is important to note that only cases and claims with available age data were included in this analysis. To ensure representation, counties with less than 25 claims with available age data were excluded from the analysis. Data are available for 50 counties. The following information compares the age composition of

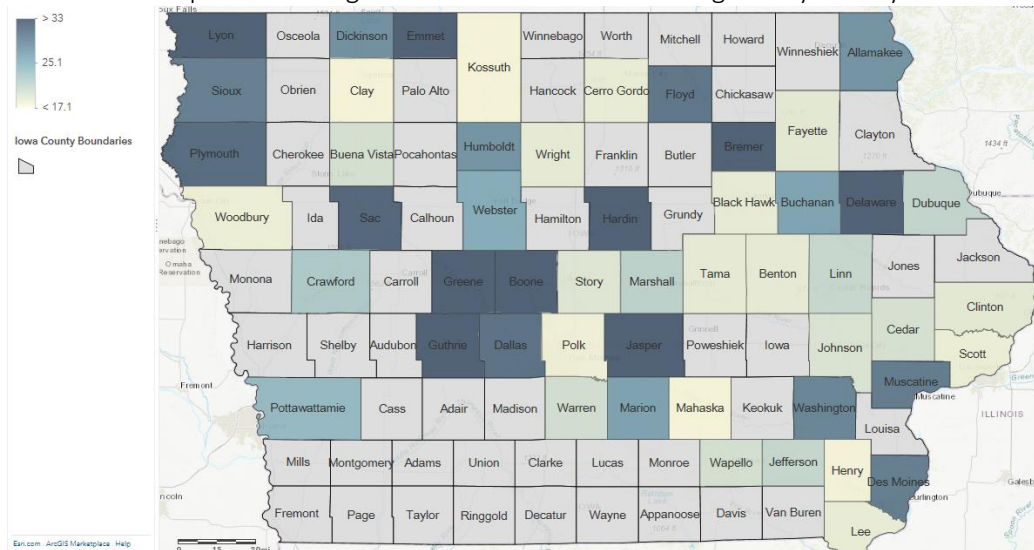
⁵ Unknown values were removed from the analysis.

⁶ Unknown values were removed from the analysis; Victim age at offense.

victim claimants by county.⁷ Counties with darker coloring have a higher proportion of victim claimants under the age of 18.

- The top five counties which received the highest percentage of victim claims for individuals under 18 include:
 - Delaware (43.3%), Greene (41.4%), Emmet (39.5%), Bremer (39.5%), and Jasper (38.2%)
- The top five counties which received the lowest percentage of victim claims for individuals under 18 include:
 - Kossuth(11.4%), Clay (14.8%), Mahaska (15.8%), Henry (17.2%), and Polk (17.5%)

Map 5: Percentage of Victim Claimants Under Age 18 by County



⁷ Other data examining marginalized populations are displayed by percent difference, while age is mapped as a percent. Crime victim age is mapped by percentage to demonstrate *volume* of claimants in a particular county who are under 18, as opposed to the over or underrepresentation of crime victims under age 18. Generally, it is expected that the portion of crime victim claimants under 18 not be equivalent to the population of criminal case victims.

FINDINGS

Goal 3: Crime types for which victims may not be reporting

During the last three fiscal years, assault, domestic abuse, and sexual assault were crimes with the largest proportion of crime victim claims. As previously stated, it is important to note that claims can be submitted without a criminal charge being filed, and there can be more than one claim per criminal case. Examining the most serious charge per a single criminal case statewide, for every 12 assault cases, there was 1 crime victim claim and for every 9 domestic abuse cases there was one crime victim claim. Sexual abuse crimes seem proportional with 1 crime victim claim per 1 case with a most serious sex abuse charge. It is important to note that more than one victim can file a crime victim claim per crime.

Table 5: Ratio of Criminal Charge Cases to Compensation Claims by Crime Type

Crime	Case Count by Most Serious Charge	Victim Claims	Ratio of Charge Cases to Claim Victims
Assault	23,119 ⁸	1,834	12:1
Domestic Abuse	20,249 ⁹	2,234	9:1
Sexual Assault	1,577 ¹⁰	1,303	1:1
Total	44,945	5,371	8:1

Counties with less than 25 assault, domestic abuse, or sexual assault claims or crime cases were excluded from the analysis.

Assault: The counties with the highest ratio of assault cases to victim claims include:

- Scott (19:1), Des Moines (17:1), Pottawattamie (16:1), Woodbury (15:1), Johnson (14:1)

Domestic Abuse: The counties with the highest ratio of domestic abuse cases to victim claims include:

- Scott (18:1), Dubuque (16:1), Pottawattamie (15:1), Woodbury (12:1), and Marshall (9:1), Webster (9:1).

Sexual Assault: The counties with the highest ratio of sexual abuse cases to victim claims include:

- Sioux (3:1), Scott (3:1), Pottawattamie (2:1), and Dubuque (2:1).

⁸ Any Iowa Code 708 Charge specifically defined as assault

⁹ Any Iowa Code 708.2A Charge

¹⁰ Any Iowa Code 709 Charge

CONCLUSION

The purpose of this analysis was to provide a geospatial analysis of criminal cases in relation to crime victim claims. This analysis helps provide insight into whether the CVAD is providing services statewide at rates proportional to criminal cases and county populations.

The first goal of this analysis was to determine whether victim services are reaching all of Iowa's 99 counties. Examination of claims submitted to crime victim services between FY2015-FY2017 revealed that victims' services are reaching all counties and that every county submitted, at a minimum, four victim service claims.

The second goal of this analysis was to determine areas where victims, including those of marginalized populations, are potentially underserved or underreporting. Variations do exist by county in regards to the ratio of criminal cases and victim service claims. Counties along the south and southwestern Iowa border appear to have a higher ratio of criminal cases to crime victim claims, indicating a potential area that may either be underserved or underreporting.

Statewide claim data indicate that victims who are non-white, female, and under age 18 do not appear to be underserved by the crime victim compensation program, although variations by county do exist. These three population groups are actually submitting victim claims at a higher rate than their representation in the general population. For example, the state's general census population is approximately 7.1% non-white, while 26.5% of victim service claimants are non-white. Similarly, females comprise 50.3% of Iowa's population, however, crime case data indicate 53.3% of victims are female, and 67.7% of claimants are female.

The third goal was to determine crime types for which victims may not be reporting. To examine variations by county, three crimes with the highest proportion of claims were selected for analysis. These crimes included assault, domestic abuse, and sexual abuse. The greatest disparity between criminal cases and claims were for assault; for every twelve criminal cases of assault, there was one victim claim. Disparities were also observed for domestic abuse; for every nine assault cases there was one victim claim. Sexual abuse cases to claims appear to be proportional; for every one sexual assault case, there was one crime victim claim. It is important to note that claims can be submitted without a criminal charge being filed, and there can be more than one claim per criminal case. There were disparities by county. In Scott County, for every nineteen criminal cases of assault and every eighteen criminal cases of domestic abuse, there was one victim claim.

The results from this analysis indicate the CVAD is largely achieving its goals of providing statewide crime victim services to Iowans, including those of historically underserved populations. However, it is important to note that variation in service provision does vary by county and underserved populations and/or underreported claims are evident.

APPENDIX - Table 1: Data by County¹¹

	Map 1	Map 2	Map 3	Map 4	Map 5
	Crime Victim Claim Count by County (FY15-FY17)	Ratio of Victim Claims to Criminal Cases by County	Non-White Claimant and Criminal Case Victim Percentage Difference	Female Claimant and Criminal Case Victim Percentage Difference	Percentage of Victims Under Age 18 by County
1: Adair	17	16:1	-	-	-
2: Adams	8	26:1	-	-	-
3: Allamakee	25	17:1	-	-	28.0%
4: Appanoose	23	32:1	-	-	-
5: Audubon	8	21:1	-	-	-
6: Benton	33	15:1	9.7%	-6.7%	18.2%
7: Black Hawk	406	12:1	25.6%	8.3%	18.1%
8: Boone	66	11:1	-	-	34.8%
9: Bremer	38	16:1	-	-	39.5%
10: Buchanan	34	29:1	9.4%	18.3%	26.5%
11: Buena Vista	41	23:1	-	-	19.5%
12: Butler	13	21:1	-	-	-
13: Calhoun	17	14:1	-	-	-
14: Carroll	22	24:1	-	-	-
15: Cass	24	25:1	-	-	-
16: Cedar	36	15:1	-	-	19.4%
17: Cerro Gordo	168	11:1	-3.4%	31.3%	17.9%
18: Cherokee	13	34:1	-	-	-
19: Chickasaw	20	21:1	-	-	-
20: Clarke	15	30:1	-	-	-
21: Clay	54	13:1	-	-	14.8%
22: Clayton	20	22:1	-	-	-
23: Clinton	103	12:1	-	-	18.4%
24: Crawford	49	11:1	-	-	22.4%
25: Dallas	97	14:1	-	-	31.3%
26: Davis	21	11:1	-	-	-
27: Decatur	21	12:1	-	-	-
28: Delaware	30	19:1	-	-	43.3%
29: Des Moines	93	17:1	-	-	30.1%
30: Dickinson	81	10:1	-1.7%	10.4%	28.4%
31: Dubuque	164	20:1	-18.2%	-2.0%	20.9%
32: Emmet	43	10:1	-	-	39.5%
33: Fayette	49	17:1	-20.8%	28.6%	18.4%
34: Floyd	81	7:1	-	-	30.9%
35: Franklin	12	25:1	-	-	-
36: Fremont	12	27:1	-	-	-

¹¹ - Some counties with unavailable data.

	Map 1	Map 2	Map 3	Map 4	Map 5
	Crime Victim Claim Count by County (FY15-FY17)	Ratio of Victim Claims to Criminal Cases by County	Non-White Claimant and Criminal Case Victim Percentage Difference	Female Claimant and Criminal Case Victim Percentage Difference	Percentage of Victims Under Age 18 by County
38: Grundy	9	24:1	-	-	-
39: Guthrie	31	14:1	-	-	35.5%
40: Hamilton	17	42:1	-	-	-
41: Hancock	23	13:1	-	-	-
42: Hardin	28	23:1	-	-	35.7
43: Harrison	18	32:1	-	-	-
44: Henry	29	27:1	-	-	17.2%
45: Howard	13	24:1	-	-	-
46: Humboldt	25	11:1	-	-	28.0%
47: Ida	9	26:1	-	-	-
48: Iowa	21	17:1	-	-	-
49: Jackson	24	22:1	-	-	-
50: Jasper	76	17:1	-	-	38.2%
51: Jefferson	29	17:1	-	-	20.7%
52: Johnson	258	21:1	12.5%	16.9%	19.1%
53: Jones	23	27:1	-	-	-
54: Keokuk	12	19:1	-	-	-
55: Kossuth	35	9:1	-	-	11.4%
56: Lee	39	39:1	-	-	17.9%
57: Linn	540	12:1	-	-	20.5%
58: Louisa	8	50:1	-	-	-
59: Lucas	10	38:1	-	-	-
60: Lyon	38	5:1	-	-	36.8%
61: Madison	23	19:1	-	-	-
62: Mahaska	38	25:1	-	-	15.8%
63: Marion	61	19:1	-	-	26.7%
64: Marshall	122	13:1	15.1%	-9.6%	21.3%
65: Mills	24	22:1	-	-	-
66: Mitchell	14	16:1	-	-	-
67: Monona	17	25:1	-	-	-
68: Monroe	12	20:1	-	-	-
69: Montgomery	21	25:1	-	-	-
70: Muscatine	76	18:1	-	-	30.3%
71: O'Brien	24	16:1	-	-	-
72: Osceola	15	13:1	-	-	-
73: Page	19	28:1	-	-	-
74: Palo Alto	17	15:1	-	-	-
75: Plymouth	69	10:1	-	-	31.9%
76: Pocahontas	19	16:1	-	-	-

	Map 1	Map 2	Map 3	Map 4	Map 5
	Crime Victim Claim Count by County (FY15-FY17)	Ratio of Victim Claims to Criminal Cases by County	Non-White Claimant and Criminal Case Victim Percentage Difference	Female Claimant and Criminal Case Victim Percentage Difference	Percentage of Victims Under Age 18 by County
78: Pottawattamie	262	20:1	1.4%	19.0%	24.2%
79: Poweshiek	21	24:1	-	-	-
80: Ringgold	0	0	-	-	-
81: Sac	34	9:1	-	-	32.4%
82: Scott	336	21:1	3.1%	14.0%	17.7%
83: Shelby	10	37:1	-	-	-
84: Sioux	60	11:1	-	-	30.0%
85: Story	161	15:1	-	-	18.8%
86: Tama	33	24:1	-15.6%	-3.3%	18.2%
87: Taylor	5	31:1	-	-	-
88: Union	23	18:1	-	-	-
89: Van Buren	11	18:1	-	-	-
90: Wapello	143	13:1	4.6%	-	19.6%
91: Warren	96	15:1	-	-	19.8%
92: Washington	45	13:1	1.7%	-1.4%	29.5%
93: Wayne	7	20:1	-	-	-
94: Webster	114	13:1	3.0%	-	25.7%
95: Winnebago	18	19:1	-	-	-
96: Winneshiek	20	23:1	-	-	-
97: Woodbury	241	20:1	15.8%	-	17.6%
98: Worth	8	24:1	-	-	-
99: Wright	44	12:1	-	-	18.2%