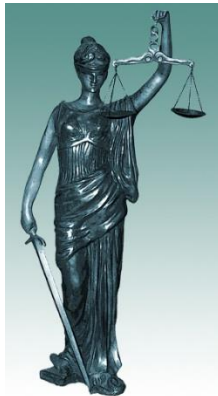


Community and Strategic Planning Project
Advisory Committee

***Recommendations and Action Plan for
Reducing Disproportionate Minority
Contacts in Iowa's Juvenile Justice
System***

November 2014



The report was developed with discretionary funding from the federal Office of Juvenile Justice and Delinquency (OJJDP) – grant number 2013-JF-FX-0001. The data and research for this plan are developed by the Iowa Department of Human Rights, Division of Criminal and Juvenile Justice Planning (CJJP), State Court Administration, and the Community and Strategic Planning (CASP) Advisory Committee. The findings and recommendations are not necessarily the views of OJJDP.

**THE IOWA DISTRICT COURT
THIRD JUDICIAL DISTRICT
WOODBURY COUNTY COURTHOUSE
620 DOUGLAS STREET
SIOUX CITY, IA 51101**

CHAMBERS OF
DUANE E. HOFFMEYER
CHIEF DISTRICT COURT JUDGE

Court Administration
712/279-6494
FAX: 712/279-6631
Duane.Hoffmeyer@Iowacourts.gov

Mark Soler, Executive Director, Center for Children’s Law and Policy recently stated “racial and ethnic disparities are one of the most pervasive and disturbing characteristics of our juvenile justice system. Youth of color are overrepresented at key decision points, including arrest, referral, detention, transferred to adult criminal court, and commitment to stay in custody. ”Racial and ethnic disparities (“also known as “disproportionate minority contact,” or DMC) include 3 separate but related issues.

First, there is *overrepresentation* of youth of color in the juvenile justice system. That is, the percentage of youth of color at a particular decision point in the juvenile justice system is higher than the percentage of youth in the general population or at a previous decision point in the system.

A second aspect of the issue is *disparate treatment* of youth of color compared to white youth. This occurs when youth of color who are similarly situated to white youth are nevertheless treated more harshly.

A third aspect is *unnecessary entry and movement deeper* into the juvenile justice system by youth of color. This occurs when youth of color are arrested when they could be diverted from the system, or when they are held in secure detention when they could be released to community-based alternative programs. Of course, white youth can also be subject to unnecessary entry and movement deeper into the system, but this problem affects youth of color disproportionately.

The Iowa Judicial Branch and Iowa Division of Criminal and Juvenile Justice Planning (CJJP) sought and obtained a grant from the Office of Juvenile Justice and Delinquency Prevention with a goal to reduce DMC in Iowa’s juvenile justice system by establishing the Community and Strategic Planning (CASP) curriculum and the DMC reduction model to develop, implement, and sustain effective DMC reduction strategies statewide. A CASP advisory committee was seated and charged with developing a *strategic plan* and relevant DMC related training and planning materials for state and local officials and to develop a *web-based, statewide detention screening* (risk assessment) tool that will be developed and integrated into the Iowa Court Information System (ICIS), a state wide case management system that is under the administrative oversight of State Court Administration (SCA).

The Iowa Judicial Branch dedicates itself to providing independent and accessible forums for the fair and prompt resolution of disputes, administering justice under law equally to all persons (Iowa Judicial Branch Mission Statement). The core value – fairness – states, “Guided by the rule of law and committed to impartiality in all its decisions and actions, the Iowa Judicial Branch delivers high quality

justice and service to all persons regardless of their gender, race, age, ethnicity, religion, or political affiliation.”

The CASP committee is not unmindful the action plan requires a commitment of time and resource of others but we believe the seriousness of the current status of Iowa’s juvenile justice disproportionate minority statistics justifies this commitment. We believe this report will provide the basis for initial discussions amongst the juvenile justice stakeholders about our goals and request for action over the next five years. We encourage communication and corroboration between stakeholders in reducing disproportionate minority contact within our juvenile justice system.

The CASP committee is grateful to all persons who contributed to completion of its Final Report. Special thanks to Iowa Supreme Court Chief Justice Mark Cady (who addressed this topic in his 2014 State of the Judiciary address), David Boyd, Iowa State Court Administrator, Governor Terry Branstad, the chairs and ranking members of the Judiciary Committees of the Iowa House and Senate for their support of this effort. Thanks to the individuals who served on this committee and to the many offices and agencies that provided data used by the committee in preparation of this report. The committee gratefully acknowledges CJJP who collected and analyzed the data and was instrumental in helping prepare this Final Report.

Duane E. Hoffmeyer,

Chair CASP Advisory Committee

Members of the Community and Strategic Planning Advisory Committee

Honorable Duane Hoffmeyer

Chair, CASP Advisory Committee

Chief Judge
Third Judicial District

Betty Andrews

Chair Iowa/Nebraska NAACP Chapters
Betty Andrews Media

Bill Aspengren

Juvenile Intake Officer
Fifth Judicial District Juvenile Court Services

Honorable Romonda Belcher

District Associate Judge
Fifth Judicial District

Candice Bennett

Chief Juvenile Court Officer
Sixth Judicial Juvenile Court Services

Honorable Daniel Block

Associate Juvenile Judge
First Judicial District

Mary Cowdrey

Assistant Public Defender
State Public Defenders' Office

Rita Davenport

Commissioner
Iowa Commission on the Status of African-Americans

Wayne Ford

Chair, CASP Education and Training Subcommittee

Chair, Iowa DMC Subcommittee
Executive Director
Urban Dreams

John Goerd

Deputy State Court Administrator
State Court Administrator's Office

Stephanie Hernandez

Associate Director
Family Resources

Kevin McKeever

County Attorney
Muscatine County Attorney's Office

Todd Meyerhoff

Juvenile Court Officer IV
First Judicial District Juvenile Court Services

Gary Niles

Chair, CASP Detention Screening Tool Subcommittee

Chief Juvenile Court Officer
Third Judicial District Juvenile Court Services

Timothy Ross

Chief Juvenile Court Officer
Fourth Judicial District Juvenile Court Services

Dawn Schott

Juvenile Detention Facility Director
Linn County Juvenile Detention and Diversion Services

Sanjita Shrestha

Executive Officer
Office of Asian and Pacific Islanders
Iowa Department of Human Rights
Community Advocacy and Services

John Spinks

Chair, CASP Strategic Plan Subcommittee

Program Manager
Homes of Oakridge

Miguel Trevino

Juvenile Court Officer III
Seventh Judicial District Juvenile Court Services

Melvin Williams

Captain
Sioux City Police Department

Joan Vanden Berg

Youth and Family Development Coordinator
Iowa City Community School District

Susan Walkup

Education Program Consultant
Iowa Department of Education

Staff – Department of Human Rights

Division of Criminal and Juvenile Justice Planning

Steve Michael, Administrator
Kile Beisner, Statistical Research Analyst
Dave Kuker, Executive Officer
Scott Musel, Program Planner
Laura Roeder-Grubb, Information Technology Specialist

Staff- State Court Administrator's Office

Iowa Court Information System

Mark Headlee, Deputy Director

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Executive Summary:
Recommendations for Reducing DMC in Iowa's Juvenile Justice System

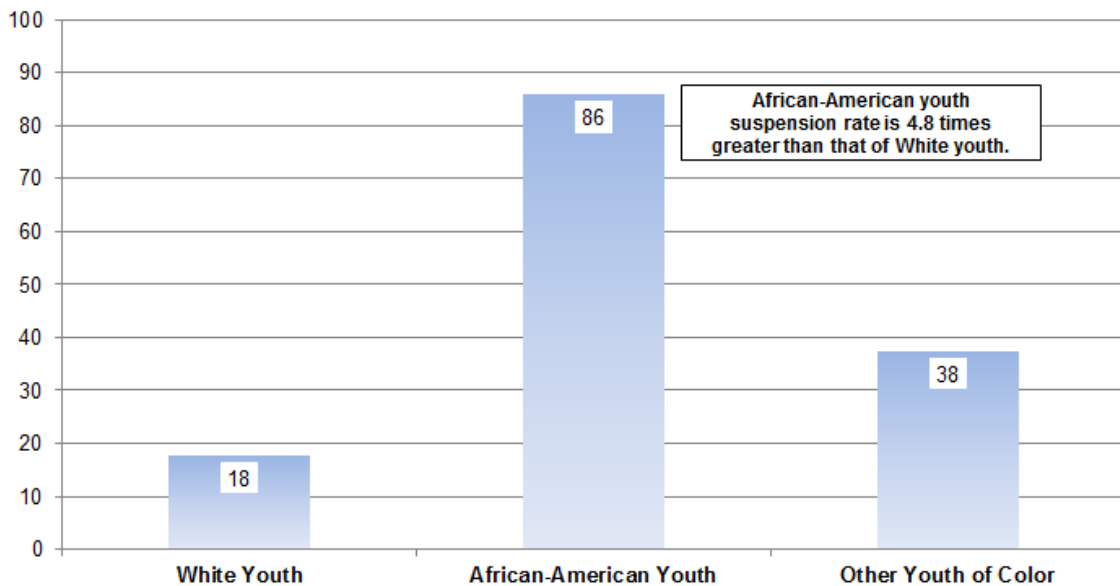
1. *State-level leadership:* Leaders of the three branches of state government shall express their commitment to reducing disproportionate minority contact (DMC) in the delinquency system by convening a summit/conference to review the status of DMC in Iowa's delinquency system and implement the Community and Strategic Planning (CASP) recommendations.
2. *Local collaboration and training to reduce DMC:* Leaders of local schools and law enforcement agencies, county attorneys, chief juvenile court officers, the local office of the Department of Human Services, and juvenile court judges shall commit themselves to reducing DMC in the local delinquency system by actively engaging in local collaborative efforts to develop, implement, and sustain strategies to accomplish this goal. Judicial leadership and targeted intensive training of key collaboration group members are critical to the success of local collaborative efforts to reduce DMC. Planning efforts should take advantage of existing local collaborations where possible.
3. *Education of decision-makers:* Leaders of all professional organizations whose members have decision-making authority in the delinquency process shall develop and regularly conduct high quality education programs on issues related to DMC, including but not limited to: historical and cultural biases, cultural competency, and evidence-based strategies in Iowa and other jurisdictions for reducing DMC in the delinquency system.
4. *Local school administration strategies:* Local school districts shall develop policies and practices to fairly reduce their juvenile court referrals, especially for minor nonviolent misconduct, and to reduce DMC in referrals to juvenile court.
5. *Local law enforcement strategies:* Local law enforcement agencies shall develop policies and practices to fairly reduce DMC in juvenile arrests, especially for minor nonviolent misconduct. They should also develop pre-referral diversion programs for nonviolent offenders, while maintaining public safety as a top priority.
6. *Judicial branch strategies:* All juvenile court officers and detention staff shall be trained to complete the new online Iowa Juvenile Detention Screening Tool. In addition, Juvenile Court Services is currently developing a "dispositional matrix" to assist with determining appropriate dispositional outcomes for youth. When it is finalized all Judges shall consistently use this matrix to provide a more objective way to determine appropriate dispositions for youth.
7. *Regular data and reports to evaluate and monitor progress on recommendations:* The Division of Criminal and Juvenile Justice Planning (CJJP) of the Iowa Department of Human Rights shall collaborate with the key agencies involved in the delinquency system to provide regular statistical reports for assessing the status of DMC at the key decision points in the delinquency process and for evaluating the impact of strategies for reducing DMC that have been implemented by local collaborative efforts. Directors of key state offices involved in the delinquency system shall submit annual progress reports to the director of the Department of Human Rights.

I. Project Background and Challenges in Reducing DMC in Delinquency

A. Current Snapshot of DMC in Iowa's Delinquency System

Minority youth are disproportionately represented throughout the school discipline, juvenile arrest and the delinquency systems in nearly every state in the nation, including Iowa.¹ Despite numerous state-level initiatives in the past two decades that were intended to reduce minority youth involvement in the delinquency system (Appendix A), recent data show disproportionate minority contact (DMC) with the delinquency system still persists in Iowa at various stages of the delinquency process.

Figure 1
Statewide In-School and Out-of-School Suspensions
5-Year Average Rate per 100 Students for 2008/09 through 2012/13 School Years
(Grades 6 - 12)



	White Youth	African-American Youth	Other Youth of Color
5-Year Average	38,021	11,043	2,915

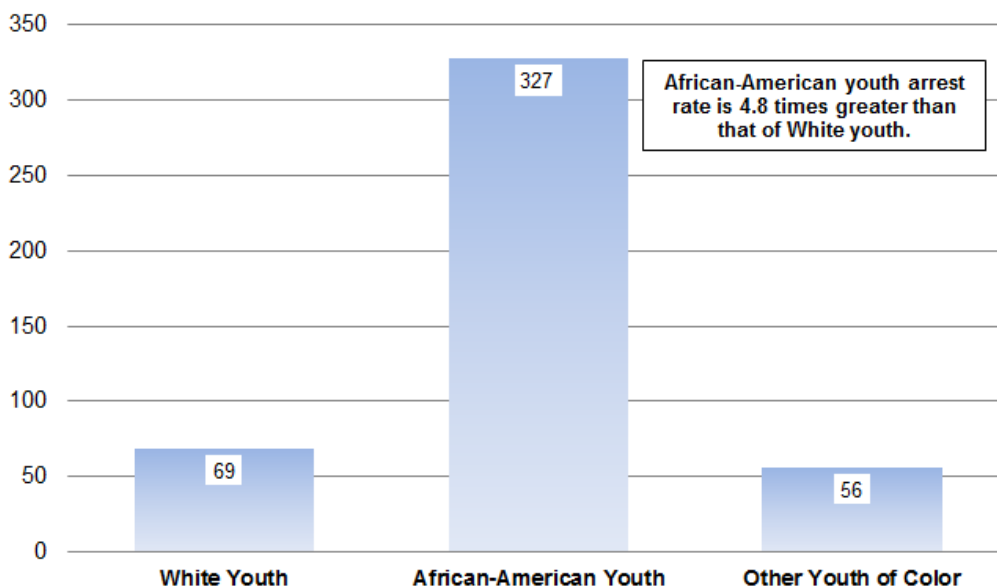
Source: Iowa Department of Education

From the 2008/09 school year to the 2012/13 school year there has been a 25% reduction in the number of youth receiving an in-school or out-of-school suspension. This reduction has been experienced by all racial/ethnic groups, ranging from a 56% decrease for Native American youth to an 11% decrease for Hispanic youth.

¹ [Minority Youth in the Juvenile Justice System Disproportionate Minority Contact](#) By Jeff Armour and Sarah Hammond

As described by research in Section II and Appendix L, youth who are suspended from school are at increased risk for later involvement in the delinquency system. A significant portion of the research suggests the importance of keeping youth who do not pose a public safety risk in school. Data in Figure 1 reflect that African-American youth are suspended at a rate 4.8 times higher than White youth. Additional data regarding school suspension are available in Section II.

Figure 2
Select Metropolitan* Arrests 3-Year Average Rate per 1,000 Youth
(2011 - 2013)



	White Youth	African-American Youth	Other Youth of Color
3-Year Average	1,990	1,708	501

Source (Arrest Data): Cedar Rapids, Davenport, Iowa City, Sioux City and Waterloo Police Departments

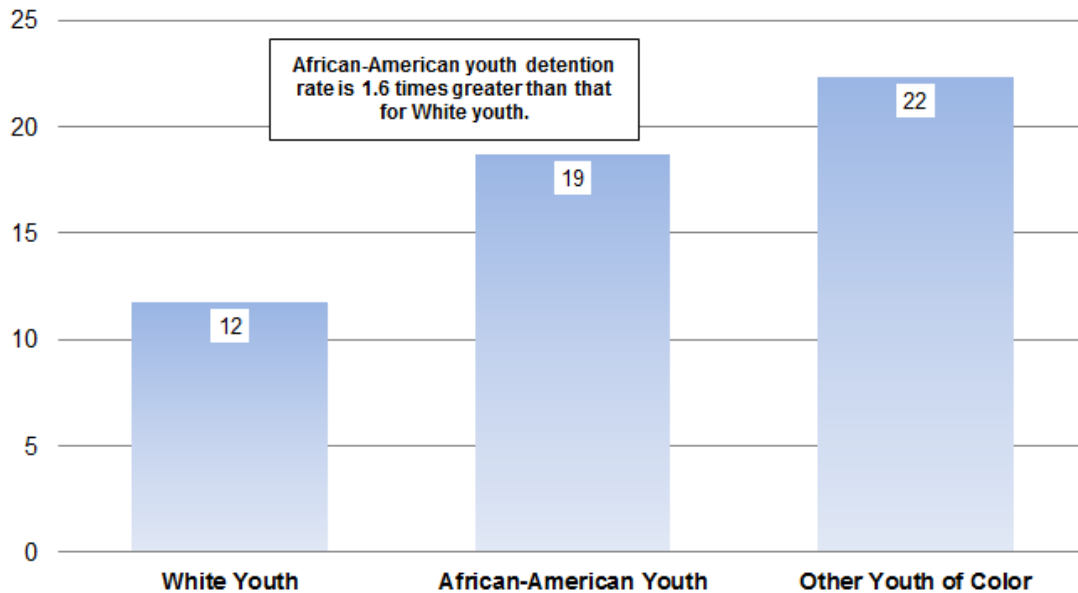
Source (Population Data): U.S. Census (2010)

The decision to arrest a youth is the first of several decision points in juvenile case processing. Figure 2 indicates that the average annual arrest rate for African-American youth (327.5 per 1,000 youth population) was almost five times higher than the average annual arrest rate for White youth (68.9 per 1,000 youth population). The arrest rate for all other youth of color (56.5 per 1,000 youth population) was slightly lower than for White youth.

The decision to place a youth in a secure juvenile detention facility can take place at any point along the continuum of delinquency processing. Starting with when a youth is initially taken into custody by a law enforcement officer for the alleged commission of a delinquent act to being placed for the violation of a post adjudication probation order. Research reflects that placement of low-risk youth in detention increases the potential of recidivism. Thus, detention decision-

making can have long-term consequences.² Figure 3 shows that along the entire continuum of the delinquency system that African-American youth are detained in a secure juvenile detention facility at a rate that is 1.6 times greater than the rate at which White youth are detained.

Figure 3
Juvenile Detention Rates
5-Year Average Rate per 100 Complaints
2009 - 2013



	White Youth	African-American Youth	Other Youth of Color
5-Year Average	1,733	817	131

Source: Iowa Justice Data Warehouse (July 2014)

These snapshots of key decision points illustrate the continuing DMC in Iowa’s delinquency process. Section II presents additional data that reveal racial and ethnic disparities at various other decision points in the delinquency system.

B. Description of the Community and Strategic Planning Project

Given the persistent disproportionate representation of minority youth at various decision points in Iowa’s delinquency system, the Iowa Department of Human Rights, Division of Criminal and Juvenile Justice Planning (CJJP) and the Office of State Court Administration (SCA) applied for and received a Community and Strategic Planning (CASP) grant offered by the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP).

² Latessa, Edward J., “[Applying the Principles of Effective Interventions with Juvenile Offenders](#),” Center for Criminal Justice Research, Division of Criminal Justice, University of Cincinnati (2004).

The purpose of the CASP grant was to support the development of a strategic action plan to reduce DMC in Iowa's delinquency system. Consistent with the terms of the CASP grant, SCA created a diverse CASP Advisory Committee to guide development of the strategic plan and the development of a statewide detention screening tool. The advisory committee included judges, law enforcement officers, county attorneys, defense attorneys, juvenile court services (JCS) staff, representatives from youth services agencies, citizens, juvenile detention directors, and school officials. The advisory committee met six times between October 2013 and November 2014. The advisory committee also created three subcommittees to perform three important functions: (1) oversee development of a revised detention screening tool (DST) for use in making detention decisions statewide; (2) develop plans for education and training of employees in various agencies that play critical roles in the delinquency process; and (3) to bring together a comprehensive draft of a five-year strategic plan for reducing DMC in Iowa's delinquency system. Each subcommittee met multiple times over the course of the project. The product of these efforts is a five-year strategic plan for reducing DMC in Iowa's delinquency system, which is set forth in Sections III and IV.

C. Challenges in Reducing DMC in Iowa's Delinquency System

Accomplishing and sustaining meaningful reductions in DMC in Iowa's delinquency system will be difficult. It will require ongoing leadership, commitment, and collaboration at the state and local levels because social, economic, cultural, and bureaucratic challenges face any state that deals with DMC in its justice system. Leaders and participants in the effort to implement the five-year strategic plan set forth in this report should understand these challenges.

1. Cultural and historical bias

While the U.S. has made strides in advancing the legal and civil rights of minorities over the past sixty years, social and cultural biases have not been eliminated. Bias affects the actions of persons in all walks of private and public life, including persons with important decision making authority within the delinquency system.

It is beneficial for persons who work throughout the delinquency system to receive education and training about cultural biases to raise their awareness about the disparate impact these biases have on the lives of minority youth and their families. Research conducted regarding local detention reform success and a local planning model from Georgetown University suggests communities that have had the most success in reducing DMC have created an atmosphere of trust that allows for open sharing of information and ideas with the goal of finding solutions and moving forward. Information regarding the Georgetown model and successes with detention reform is available in Section III-(B).

2. Social and economic factors

Social and economic factors (e.g., poverty, unemployment, etc.) have traditionally been viewed as important underlying predictors or correlates of crime and delinquency. Other important

factors include personal characteristics (e.g., learning or mental disabilities), childhood trauma, and the nature of parenting skills, among others. Nevertheless, it is important to understand some of the macro-level socio-economic factors that might lead to racial and ethnic disparities in the delinquency system.

Poverty and unemployment rates in Iowa: Figure 3 (below) shows the poverty and adult unemployment rates for Iowa residents during 2012 among five racial/ethnic groups. The poverty rates for all minority groups were significantly higher than for Whites during 2012. Compared to the poverty rate among Whites (11%), the poverty rate was four times greater for Native Americans (46%), three times greater for African-Americans (36%), about 2.5 times greater for Hispanic/Latinos (26%), and about 1.5 times higher among Asians (17%). In addition, compared to the 2012 unemployment rate among Whites in Iowa (5%), the unemployment rate was 3.5 times greater for Native Americans (17%), three times greater for African-Americans (15%), slightly less than two times greater for Hispanics/Latinos (9%), but the same for Asians (5%).

Figure 4
Iowa Poverty and Unemployment Rates by Racial/Ethnic Groups

	White	African-American	Native American	Asian	Hispanic / Latino
% in Poverty	11%	36%	46%	17%	26%
% Unemployed	5%	15%	17%	5%	9%

Source: U.S. Census Bureau (Iowa State Data Center), 2012

For decades, research has found a correlation between poverty and delinquency.³ Young males who do not have a father in the household are more likely to suffer negative consequences, including an increased likelihood of involvement in juvenile delinquency and adult criminal activity.⁴ Conversely, self-reported data show that African-American youth are not disproportionately engaging in delinquent behavior to warrant the disparities seen in the delinquency system.⁵ Both factors should be considered in an effort to understand and effectively address DMC. The research provides a basis for caution. As long as there are substantial differences among racial/ethnic groups in the areas of poverty and unemployment, it might be unrealistic to expect DMC reform efforts to achieve absolute equality among the various racial and ethnic groups (i.e., the same rate of involvement of each racial/ethnic group at each step of the delinquency process). However, poverty alone does not account for delinquency system disparities.

³ G. Jarjoura and A. Triplett, et al. (2002). ["Growing Up Poor: Examining the Link Between Persistent Childhood Poverty and Delinquency."](#) Journal of Quantitative Criminology 18(2).

⁴ Kay S. Hymowitz, ["Broken Boys, Broken Homes."](#) Los Angeles Times (Oct. 31, 2013).

⁵ Arya, N., & Augarter, I (2008). [Critical Condition: African-American youth in the justice system.](#) Washington, DC.

3. Bureaucratic factors: Multiple decision-makers in the delinquency system

Any delinquency system involves critical decisions by different state, county, and municipal agencies at different points in the process. State laws and court rules establish the definitions of offenses and the procedures required for processing juvenile cases. Resources are also a factor. Consequently, reducing DMC is a multi-agency challenge involving key offices at the multiple levels.

4. Lack of sustained engagement and collaboration among local agencies and leaders

It is critical to understand that some of the most important decisions regarding which youth are brought into the delinquency system are made by local law enforcement professionals and by the schools. Data show that, both in Iowa and throughout the U.S., the highest level of minority overrepresentation appears at the decision points at the front end of the delinquency process, particularly at arrest (Figure 1). Therefore, successfully affecting DMC requires a sustained effort by local leaders to plan and implement reform strategies. Communities that have successfully reduced DMC have had local leadership teams that included judges, chief juvenile court officers (CJCOs), law enforcement agencies, schools, other key local delinquency system officials, and leaders from local organizations representing the interests of minority members in the community (Appendices J and Q). Judicial leadership is essential to the success of these local collaborative efforts.

5. Lack of standard criteria for guiding decision making

A variety of DMC-related research points to the importance of delinquency systems incorporating standardization in decision making to reduce DMC. This is especially important at the early stages of delinquency decision making.⁶ For example, according to training materials from the OJJDP:

“Implementation of structured decision making using statistical risk classification (i.e., a risk assessment instrument) is one of the most powerful system reforms for reducing and preventing DMC. Structured decision making holds the promise of enabling practitioners to objectively classify delinquent youth according to level of risk and to reassess level of risk at different stages in the delinquency process. Accurate information about level of risk, in turn, can improve decision making regarding treatment, placement, and court disposition.”⁷

Standardization provided through structured decision making efforts also enhances due process and equal protection in the delinquency system. Later sections of this report will provide information on noteworthy standardization efforts underway in Iowa’s delinquency system.

⁶ [Race and Detention Decision Making and the Impact on Juvenile Court Outcomes in Black Hawk County, Iowa, Leiber, 2007,](#)

⁷ [State Training and Technical Assistance, OJJDP.](#)

6. Low level of utilization of detention alternatives for screened youth

For a number of years JCS officials in select jurisdictions in Iowa have been piloting a DST. The DST has been redesigned and revalidated as a part of the effort to develop this report. One aspect of the process is the collection of data regarding the population of youth who do not qualify as a public safety risk for a detention hold, but still require some form of supervision or oversight through a detention alternative program. A recent validation report noted that only 10% of youth who qualify for a detention alternative actually accessed one. However, JCS officials indicate youth frequently access detention alternatives or services within 24 hours of the detention decision. Specific information regarding recommendations related to detention alternatives (Section III), the DST validation process (Appendix O), and a survey to determine the overall availability of detention alternatives (Appendix R) are provided in various sections and appendices of this report.

7. Lack of standard detailed data on important factors related to DMC

Research from the Center for Juvenile Justice Reform (CJJR) at Georgetown University suggests that data are necessary to diagnose and analyze racial and ethnic disparities at different delinquency decision points.⁸ CJJR notes the inherent challenges with availability and interpretation of data, and provides strategies to overcome data challenges at delinquency decision points. Jurisdictions that have successfully reduced DMC have the capacity to gather and utilize data for the development and implementation of local DMC reduction plans. In Iowa, for example, there is a lack of standard data on arrests of juveniles by local law enforcement agencies and a lack of standard data on youth who are subject to various disciplinary policies that lead to referrals to juvenile court. In addition, the CJJR requires local teams that attend the Georgetown University program on reducing racial and ethnic bias in the delinquency system to provide very detailed data on their juvenile cases and case processing. When teams from Linn and Johnson Counties attended that program in 2013, JCS staff spent time locating and compiling data on their caseloads in response to requests from the CJJR. These types of data and standard reports are reviewed and discussed locally and with CJJR to assist with monitoring progress. Others may not be aware of the types of data available for local delinquency planning.

8. School discipline factors related to DMC

As was noted earlier in this section, minority youth are suspended at rates higher than white youth. Additional data regarding school discipline can be found in Section II. National research reflects high levels of suspension for youth of color involved in special education.

“Nationwide, data collected by our Office for Civil Rights show that youths of color and youths with disabilities are disproportionately impacted by suspensions and expulsions.

⁸ [Center for Juvenile Justice Reform, Curriculum Material, Reducing Racial and Ethnic Disparities in Juvenile Justice,](#)

For example, data show that African-American students without disabilities are more than three times as likely as their white peers without disabilities to be expelled or suspended. Although students who receive special education services represent 12 percent of students in the country, they make up 19 percent of students suspended in school, 20 percent of students receiving out-of-school suspension once, 25 percent of students receiving multiple out-of-school suspensions, 19 percent of students expelled, 23 percent of students referred to law enforcement, and 23 percent of students receiving a school-related arrest.⁹

⁹ <http://ocrdata.ed.gov>

II. Data - Analysis - Juvenile Delinquency Processing in Iowa

State and local leaders and community groups need to understand that the delinquency system involves policies, practices, and decisions that are made by multiple local and state agencies. See the Delinquency System Flow Chart in Appendix B. More specific data by years and racial categories can be seen in Appendices C - I.

A. Population

1. Data

The initial step in determining Disproportionate Minority Contact (DMC) is to examine the base population for the particular decision point that is being considered. Throughout this plan various decision points require different populations for rate calculations. For example, to determine a school suspension rate, the population utilized for comparison is school enrollment; whereas, when determining arrest rate, the population utilized is the city population. This plan uses three different sets of population data for the various decision points under consideration. When calculating rates for the delinquency decision points, population is only used at the first decision point, arrest. After the first decision point the comparison unit will depend upon the decision point under examination (Appendix T).

Decision Point	Population Set	Data Source	Years Available
School Population	School Enrollment	Iowa Department of Education	2008/09 – 2012/13
Arrests by Police Departments	City Populations	U.S. Census Bureau – Census Data	2010 Census
Delinquency Decision Points	County Populations	National Center for Health Statistics	2009 - 2013

Figure 5 displays the three population sets utilized in this report. The first table shows school enrollment as provided by the Iowa Department of Education for the school years 2008/09 through 2012/13, grades 6th through 12th. The data in the second table are for both the state and six metropolitan cities provided by the U.S. Census Bureau for the 2010 U.S. Census for youth age 10 through 17. The final table provides statewide population from the National Center for Health Statistics for 2009 through 2013 for youth ages 10 through 17.

Figure 5
Select Populations for the State of Iowa

School Enrollment 6 th grade through 12 th	2008/09	2009/10	2010/11	2011/12	2012/13	% Change	5-Year Average
White	220,935	213,607	210,325	207,143	205,478	-7%	211,498
African-American	13,828	12,330	12,607	12,650	12,820	-7%	12,847
Hispanic	15,546	17,721	19,162	20,191	21,265	37%	18,777
Asian/Pacific Islander	5,292	4,984	5,189	5,509	5,751	9%	5,345
Native American	1,530	1,404	1,305	1,212	1,169	-24%	1,324
Multiracial	0	4,525	4,855	5,568	6,219	37%	5,292
TOTALS	257,131	254,571	253,443	252,273	252,702	-2%	254,024

Source: Iowa Department of Education (2014)

Juvenile Populations (Ages 10 – 17)	State Total	Cedar Rapids	Davenport	Des Moines	Iowa City	Sioux City	Waterloo	Cities Total
White	271,801	10,057	6,398	11,303	2,723	5,613	4,084	40,178
African-American	13,209	1,166	1,639	3,104	569	360	1,481	8,319
Hispanic	12,729	309	603	1,810	152	971	260	4,105
Asian/Pacific Islander	5,782	289	250	1,043	287	317	103	2,289
Native American	1,650	64	31	163	7	301	27	593
Other	20,053	980	1,147	3,008	369	1,675	720	7,899
TOTALS	325,224	12,865	10,068	20,431	4,107	9,237	6,675	63,383

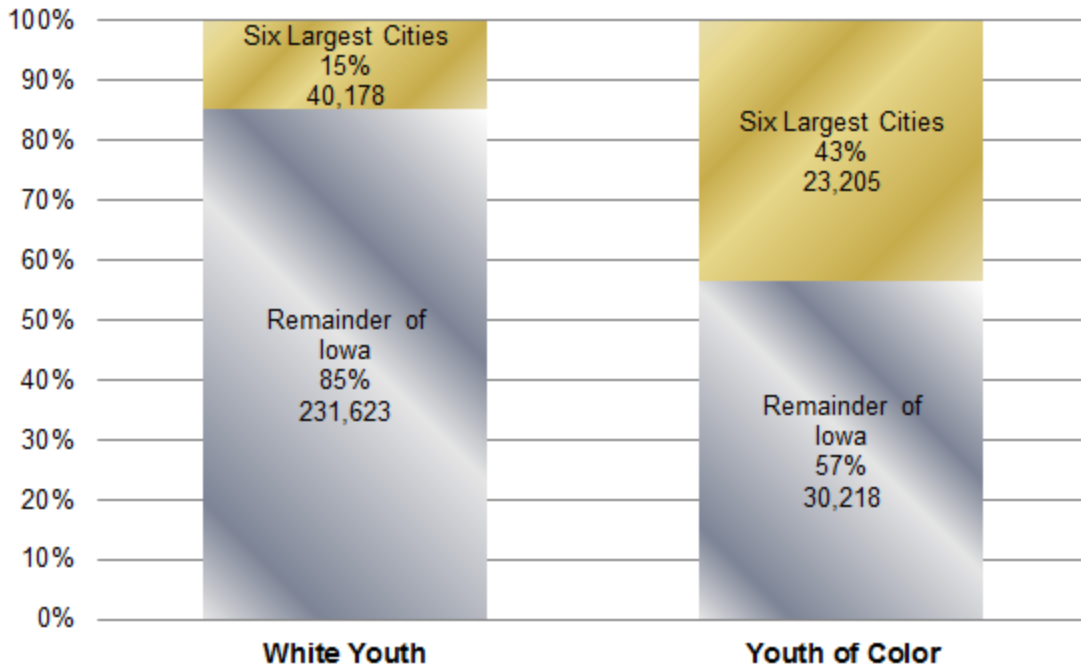
Source: 2010 U.S. Census

Juvenile Populations (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change	Average
White	279,376	276,104	273,895	271,296	269,807	-3%	274,096
African-American	16,294	16,720	17,068	17,206	17,911	10%	17,040
Hispanic	23,214	24,381	25,479	26,468	27,579	19%	25,424
Asian/Pacific Islander	6,072	6,344	6,615	6,934	7,512	24%	6,695
Native American	1,445	1,380	1,412	1,415	1,393	-4%	1,409
TOTALS	326,401	324,929	324,469	323,319	324,202	-1%	324,664

Source: National Center for Health Statistics (September 2014)

Much of Iowa's population is concentrated in six cities (Cedar Rapids, Davenport, Des Moines, Iowa City, Sioux City and Waterloo). Those six cities comprise 20% of all of Iowa's youth population; meanwhile as shown in Figure 6 this is 15% of the White youth in Iowa and 43% of the state's minority population.

Figure 6
Six Largest Cities Populations Compared to Remainder of State
2010 U.S. Census
Ages 10 - 17



Source: 2010 U.S. Census

2. Population Findings

- Iowa’s minority youth population has grown while the White population has decreased slightly in the past five years.
- Iowa’s minority population is concentrated largely in the state’s metropolitan counties.

B. School Discipline Data

1. In-School and Out-of-School Suspensions

Data were collected from the Iowa Department of Education (DOE) regarding removals for “in-school” and “out-of-school suspensions” for the 2008/09 through 2012/13 schools years. These removals, regardless of type, are referred to as suspensions. Public school data for the state and Cedar Rapids, Davenport, Des Moines, Iowa City, Sioux City and Waterloo school districts are available in Appendices C-I.

Figure 7 contains state level data relating to removals by reason. The most frequent reason for removal is disruptive behavior.

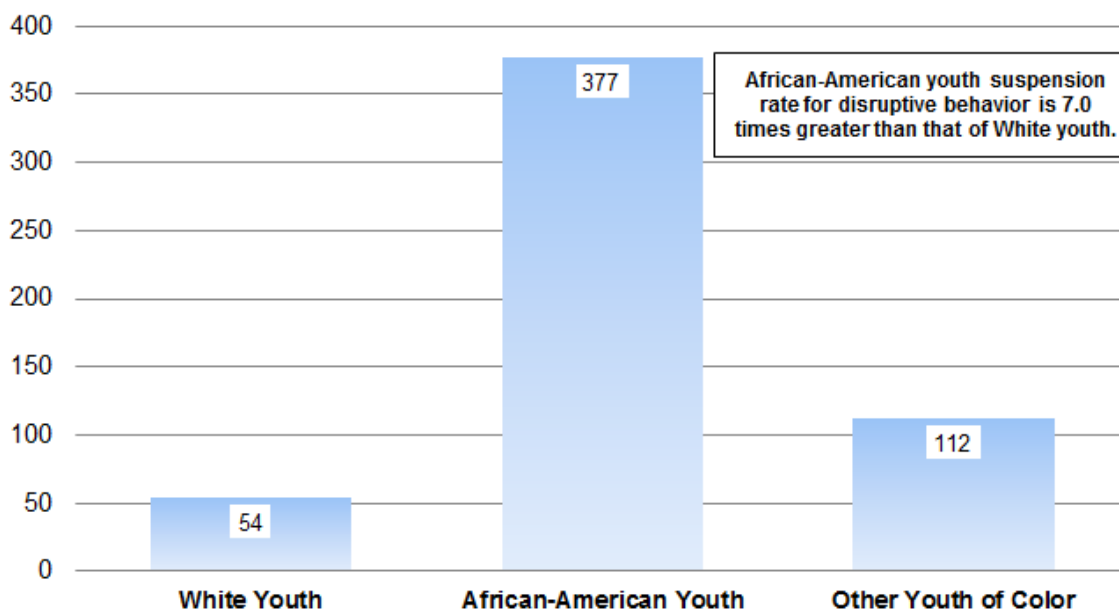
Figure 7
Statewide In-School and Out-of-School Suspensions
Top 5 Removal Reasons for 2008/09 through 2012/13
5-Year Average (Grades 6 - 12)

Reason for Removal	5-Year Average
Disruptive Behavior	19,535
Attendance Policy Violation	12,852
Physical Fighting without Injury	7,041
Other Violent Behavior without Injury	1,838
Property Related	1,268

Source: Iowa Department of Education

- Suspension rates for African-American and Hispanic/Latino youth are higher for many of the various removal categories including: disruptive behavior, physical fighting without injury, property related, etc.
- Among the Top 5 Removal Reasons was an “Other” category. This was not included in the chart due to its non-specific nature.

Figure 8
Statewide In-School and Out-of-School Suspensions for Disruptive Behavior
5-Year Average Rate per 1,000 Youth for 2008/9 through 2012/13 School Years
(Grades 6 - 12)



	2008/09	2009/10	2010/11	2011/12	2012/13
White	13,162	11,941	12,428	11,330	8,311
African-American	6,497	4,903	5,244	4,738	2,862
Other Youth of Color	2,323	3,546	3,948	3,849	2,592

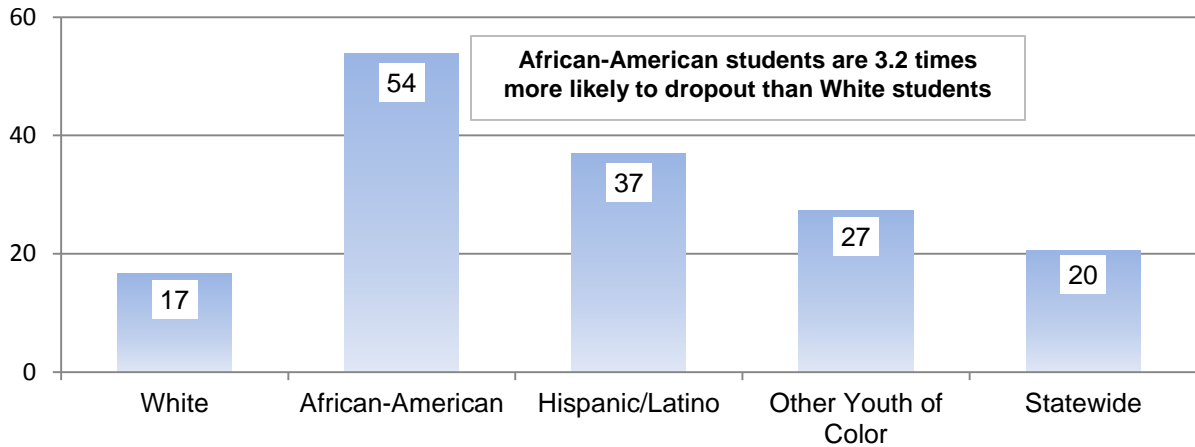
Source: Iowa Department of Education

2. School Drop Outs

The DOE provided data on youth that dropped out of Iowa public schools in the 2010/11 through 2012/13 schools years. These data are for youth in grades seven through 12. The data in Figure 9 are for an average dropout rate over the three year period.

Figure 9

3-Year Average Dropout Rates Per 1,000 by Race and Enrollment for 2010 through 2013 (Grades 7-12)



	White Youth	African-American Youth	Hispanic Youth	Other Youth of Color
3-Year Average	8,987	1,639	1,814	750

Source: Iowa Department of Education

- Dropout rates are considerably higher for minority youth than for White youth.

3. School Discipline Findings

- The suspension rates for disruptive behavior were higher for African-American (7.0), Hispanic/Latino (2.2) and Native American (1.9) youth, than for White youth for the combined report period.
- There have been overall reductions in suspensions at the state-level and in most of the metropolitan districts studied.
- Despite reductions, youth of color, particularly, African-American, are overrepresented in school suspensions.
- Disruptive behavior is the most frequent reason for which youth are suspended. African-American youth are suspended for disruptive behavior at a rate that is seven times higher than white youth.
- Dropout rates are considerably higher for minority youth than for White youth.

C. Law Enforcement Data

1. Select Metropolitan Juvenile Arrests

Figure 9 presents data from select metropolitan police departments¹⁰ regarding the arrest of juveniles from 2009 through 2013. The data presented are aggregate total juvenile arrests. For the three year period of 2011 – 2013 there were a total of 5,853 arrests of White youth, for an average of 1,951 per year; for African-American youth there were a total of 5,540 arrests, for an average of 1,847 per year. African-American youth in those metropolitan areas are arrested at a rate 4.8 times greater than White youth. This disparity between White youth and African-American youth was experienced by all five of the police departments.

Some of the law enforcement agencies contacted for information for this report noted that data regarding complaints referred to juvenile court services (JCS) are comparable to juvenile arrests. They note that youth taken into custody for arrest are typically referred to JCS. Local JCS complaint data are provided later in this report with data from various metropolitan law enforcement agencies.

Note: The data provided by the five metropolitan police departments are difficult to analyze as a combined dataset due to variations in the presented data. Data was collected for a five year period for four of the departments and three years for one of the departments. Sums, averages and percent changes were calculated for the three-year period for which all departments supplied data.

Figure 10
Select Metropolitan Police Departments Juvenile Arrests
2009 – 2013

All Juvenile Arrests	2009	2010	2011	2012	2013	% Change (2011 – 2013)	3-Year Average
White	2,057	2,038	2,062	2,068	1,723	-16%	1,951
African-American	1,5..	1,466	1,724	1,935	1,881	9%	1,847
Other Youth of Color	533	552	532	469	417	-22%	473
Total	4,123	4,056	4,318	4,472	4,021	-7%	4,270

Source: Cedar Rapids, Davenport, Iowa City, Sioux City and Waterloo Police Departments

Note: Davenport Police Department provided data for 2011 – 2013.

Note: % Change and 3-Year Average were calculated using 2011 through 2013 data.

In comparison, there were 1,418 arrests of Other Youth of Color over this three year period; an average of 473 arrests per year.

¹⁰ Cedar Rapids, Davenport, Iowa City, Sioux City and Waterloo.

2. Law Enforcement Findings

- Two communities, Sioux City and Waterloo, show the largest reduction of juvenile arrests, among White youth and Youth of Color.
- All five metropolitan areas displayed arrest rates for African-American youth that were between 4.2 and 6.0 times greater than the arrest rates for White youth.

D. Juvenile Court Processing and Data

1. Overview of Juvenile Delinquency Case Processing

(Appendix B)

- *Complaint/Referral* – A juvenile complaint is an official claim by a number of sources, including law enforcement, schools, social service agency, etc. that initiates 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 Iowa Court Information System (ICIS). A juvenile court officer (JCO) reviews the charge or charges and makes a decision to:
 - Dismiss the matter without further action,
 - Refer the youth for participation in diversion programming, or
 - Schedule an intake interview.
- *Intake interview* – A JCO conducts the initial review of all complaints filed against the youth. An intake interview is a face-to-face meeting between the JCO, the youth and the youth's parent/s/guardian. At the intake, a JCO attempts to determine the needs of the youth and family and potential issues related to public safety. The short-form Iowa Delinquency Assessment (IDA) is a standardized risk assessment instrument completed at intake to inform delinquency case planning. At the intake step, JCOs typically direct youth into one of two tracks:
 - *Diversion*: JCOs provide informal adjustments for a substantial percentage of youth referred to JCS at the intake stage. This option allows a youth to avoid having an official delinquency record created for the alleged delinquent acts. Informal adjustments are diversion contracts that youth enter into with JCOs, typically for youth who are younger, youth alleged with less serious offenses, and first-time offenders. JCS provides a number of options for youth who are diverted from formal system processing such as restitution, community service, prohibiting a youth from driving, referral to a private agency for targeted services (e.g. life skills, alcohol/drug education, shoplifting prevention), etc.
 - *Petition*: If a JCO determines that the youth is in need of more formal intervention, the JCO refers the youth to the county attorney with a request that a delinquency petition be filed. The county attorney may file a petition initiating the formal involvement of the court. After a petition is filed there are a number of options available to the court:
 - *Consent Decree* – A juvenile court judge may decide to offer a youth the option of a consent decree. A consent decree is similar in nature to an informal

adjustment and allows the youth an opportunity to avoid adjudication and more intensive sanctions.

- *Adjudication Hearing* – The juvenile court conducts an adjudication hearing for the purpose of determining whether a youth committed an alleged delinquent offense. This hearing occurs after a reasonable period for fact-finding by the youth’s defense attorney and the county attorney. For cases in which the court concludes the youth did commit the alleged delinquent act(s), the court will adjudicate the youth as a delinquent and order an appropriate disposition. JCS staff completes the long-form IDA for youth who are adjudicated delinquent. The long-form of the IDA is a more comprehensive version of that instrument with greater focus on social elements and needs of the youth.

If a youth is adjudicated as a delinquent or is granted a consent decree, the court conducts a dispositional hearing to determine the rehabilitative services and treatment the youth will receive. The court often conducts a dispositional hearing as part of the adjudication hearing. Dispositions from the juvenile court include one of two general outcomes:

- *Probation* – This is the most common type of disposition in juvenile court. It provides for community-based, ongoing court supervision of the youth for a period of time. It is likely to include one or more of the following: victim restitution, community service, driving suspension or revocation, a juvenile detention facility hold, community-based delinquency services, and tracking and electronic monitoring.
- *Assignment to a juvenile treatment facility*. This type of disposition is typically applied to youth with higher risk factors. This can include services such as: day treatment programs, family foster care, group foster care, supervised apartment living, in-patient psychiatric care, or placement at the state training school.
- *Youthful Offender Status*: In a very small number of cases involving youth, ages 15 and younger, whom have been alleged to commit a serious, violent offense, there is the option for the adult criminal court to exercise judicial jurisdiction while accessing programming and services in the delinquency system.
- *Waiver of youth to adult criminal court*: In a relatively small number of cases involving very serious offenses, a county attorney may request that the juvenile court grant a waiver (i.e. transfer) of a juvenile delinquency case to the adult criminal court where more severe sanctions may be imposed.

2. Complaints

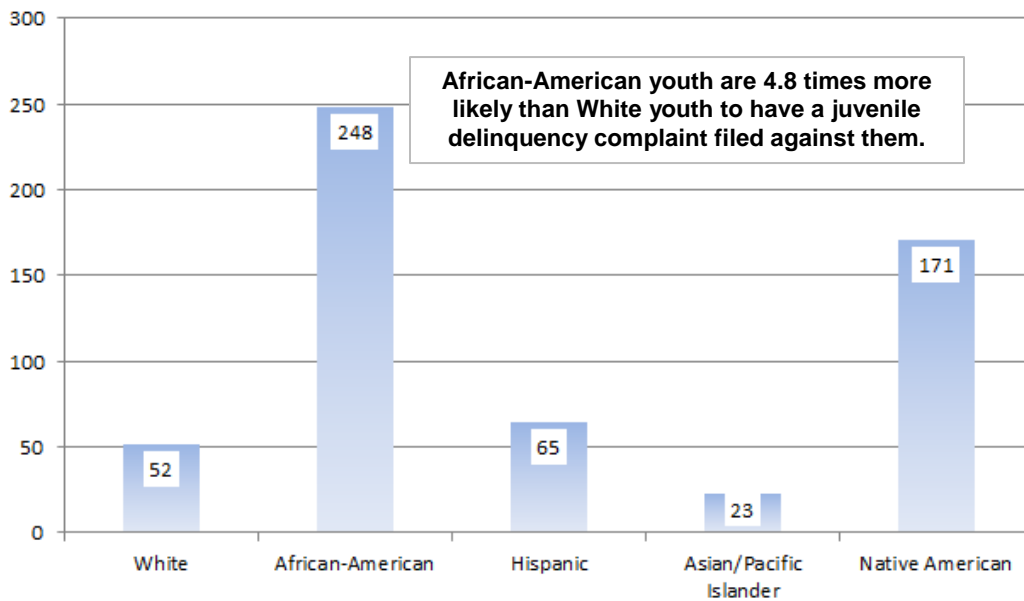
As noted above, prior to any informal or formal intervention by JCS there first must be a complaint; a single complaint may have multiple allegations of criminal offenses. Figure 11 shows the statewide complaints for youth ages 10-17 for calendar years 2009-2013.

Figure 11
Statewide Complaints to Juvenile Court Services
(2009 - 2013)
Ages 10 – 17

	2009	2010	2011	2012	2013	% Change
White	17,122	14,740	14,571	13,077	11,404	-33%
African-American	4,440	4,371	4,271	4,064	4,013	-10%
Hispanic	1,682	1,833	1,706	1,620	1,360	-19%
Asian/Pacific Islander	145	178	177	152	113	-22%
Native American	286	245	252	233	187	-35%
Other/Unknown	198	194	287	243	264	33%
Totals	23,873	21,561	21,264	19,389	17,341	-27%

Source: Iowa Justice Data Warehouse (October 2014)

Figure 12
Statewide Complaints to Juvenile Court Services Rate per 1,000 Youth
5-Year Average (2009 - 2013)
Ages 10 – 17



Source (complaint data): Iowa Justice Data Warehouse (October 2014)

Source (population data):

Figure 12 calculates the rate of statewide complaints based upon youth populations using a 5-year average for both the complaints and population. *It should be noted that the rate of complaint is typically not calculated using a population base, but rather from the number of arrests.*

Data are provided in Figure 13 regarding youth arrested from select law enforcement agencies and referred to JCS. Some law enforcement officials note some information is comparable to arrests.

Figure 13
Local Complaint Data by Law Enforcement
(2009-2013)

	2009	2010	2011	2012	2013	% Change
CEDAR RAPIDS POLICE DEPARTMENT						
White	664	602	557	539	489	-26.4%
African-American	384	332	391	445	475	23.7%
Other	25	42	42	29	26	4.0%
TOTAL	1073	976	990	1013	990	-7.7%
DAVENPORT POLICE DEPARTMENT						
White	758	700	522	392	313	-58.7%
African-American	655	772	605	496	600	-8.4%
Other	57	44	53	47	49	-14.0%
TOTAL	1,470	1,516	1,180	935	962	-34.6%
DES MOINES POLICE DEPARTMENT						
White	498	422	506	386	335	-32.7%
African-American	395	334	450	418	395	0.0%
Other	188	181	217	200	207	10.1%
TOTAL	1,081	937	1,173	1,004	937	-13.3%
IOWA CITY POLICE DEPARTMENT						
White	117	140	103	141	108	-7.7%
African-American	209	176	164	190	173	-17.2%
Other	27	39	38	43	39	44.4%
TOTAL	353	355	305	374	320	-9.3%
SIOUX CITY POLICE DEPARTMENT						
White	667	659	547	605	524	-21.4%
African-American	139	148	145	129	145	4.3%
Other	402	344	362	349	278	-30.8%
TOTAL	1,208	1,151	1,054	1,083	947	-21.6%
WATERLOO POLICE DEPARTMENT						
White	322	316	197	201	168	-47.8%
African-American	643	644	518	480	367	-42.9%
Other	28	48	25	36	19	-32.1%
TOTAL	993	1,008	740	717	554	-44.2%

Source: Iowa Justice Data Warehouse

- Juvenile complaints have declined for all six metropolitan jurisdictions.
- White youth had declines in excess of 10% in all jurisdictions except Iowa City.
- There was varying trends for African-American youth by law enforcement agency.

3. Diversion

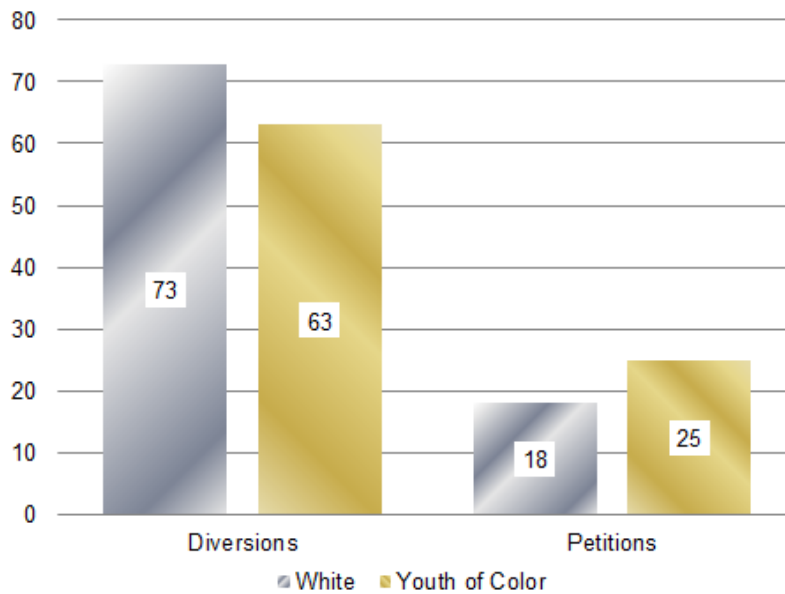
An early decision made by a JCO is whether the youth qualifies for diversion programming. Youth that succeed in assigned diversion programming avoid court-involved delinquency

processing. A diversion typically involves contacting the youth’s parents/guardian to discuss the matter and possibly having the youth enter into an agreement to provide restitution and/or attend some type of youth program. In exchange, the youth avoids having a juvenile delinquency petition filed with the juvenile court and thereby avoids the creation of an official juvenile delinquency record. JCOs apply this type of resolution to almost 70% of youth aged 10 – 17 who have complaints filed against them.¹¹

4. Petitions Filed

When a JCO determines that a youth does not qualify for a diversion program, or has failed at diversion programming, the JCO communicates with the county attorney, who makes a final determination regarding the filing of a formal juvenile delinquency petition. A petition specifies the alleged violations of the law purportedly committed by the youth.

Figure 14
Statewide 5-Year Average Diversions and Petitions
Rate Per 100 Complaints
(2009 - 2013)
Ages 10 – 17



	Diversions	Petitions
White Youth	10,363	2,540
Youth of Color	4,092	1,595

Source: Iowa Justice Data Warehouse (July 2014)

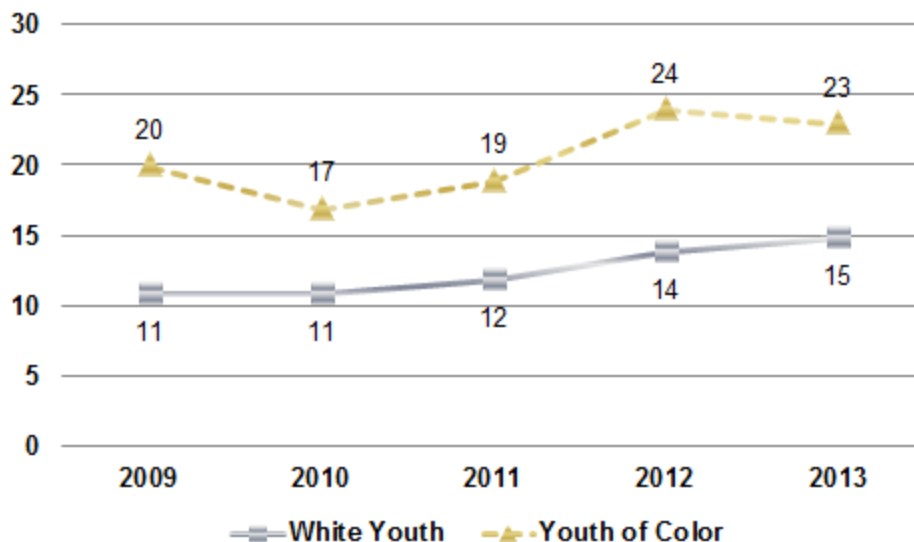
¹¹ From 2009-2013 there was a statewide annual average of 21,140 juvenile complaints filed, and an annual average of 14,768 diversions of youth by JCS.

Utilizing a 5-year average, it can be determined from Figure 14 youth of color are diverted from juvenile court at a rate that is 0.9 times the rate for White youth; however, petitions filed are 1.4 times greater than the rate for White youth. Figure 14 demonstrates youth of color are less likely to have the opportunity for a diversion and more likely to have a petition filed against them when compared to White youth.

5. Secure Juvenile Detention

Anywhere along the continuum of the juvenile court process a youth can be placed in a secure juvenile detention facility. Data included in Figure 15 include the use of detention between JCS referral and disposition. Research has shown that youth who are admitted to secure juvenile detention, especially those at low risk to reoffend, are more likely to continue their involvement in delinquent activity thereafter compared to youth with similar risks who were not admitted to secure juvenile detention.¹² This research has contributed to the movement to develop standardized risk assessment instruments to guide decisions on admitting youth to secure detention.

Figure 15
Trend - Statewide Detention Hold Rates
(2009 - 2013)
Ages 10 – 17



	2009	2010	2011	2012	2013
White Youth	1,855	1,605	1,710	1,828	1,669
Youth of Color	1,341	1,166	1,302	1,511	1,383

Source: Iowa Justice Data Warehouse (July 2014)

¹² Ibid (page 2).

Figure 15 shows youth of color are securely held at juvenile detention facilities at a rate 1.7 times greater than for White youth.

6. Judicial Court Processes After Petition

After a juvenile delinquency petition is filed there are typically four decision points that are examined: adjudications, probation orders, placement in juvenile corrections and waiver (transfer) to adult court. Brief detention holds are also a dispositional option available to the court. While these decision points are significant to DMC, the current efforts in Iowa are focused on delinquency processing up to and including the filing of a petition.

7. Juvenile Court Processing Findings

- The numbers of complaints have declined 33% from 2009 to 2013.
- There has been a reduction in complaints of 39% for White youth, 19% for African-American youth, 23% for Hispanic youth, 27% for Asian/Pacific Islander youth and 40% for Native American youth.
- Youth of color are routinely under-represented at diversion. Youth of Color were referred to diversion programs at a rate that was 0.9 times the rate for White youth.
- Youth of color had petitions filed at a rate 1.4 times greater than White youth.
- Youth of color are held in secure juvenile detention at a rate 1.7 times greater than for White youth.

III. Recommended Strategies for Reducing Disproportionate Minority Contact in Iowa's Delinquency Process

Reducing disproportionate minority contact in Iowa's delinquency process has been a long-standing goal and the focus of a variety of projects over the past several years. Unfortunately, disproportionate minority contact persists according to recent data (see Section II). The Committee and Strategic Planning advisory committee believes that successfully reducing the disproportionate minority contact problem will require commitment and actions by key policy and decision-makers at both the state and local levels. Therefore, the advisory committee recommends the following comprehensive set of strategies to help reduce disproportionate minority contact in Iowa's delinquency system over the next five years and beyond.

A. State-Level Leadership

1. Summit of State Leaders

Commitment by the state's top leaders to reduce racial and ethnic disproportionality in the delinquency system could be the catalyst that produces significant improvement in moving Iowa toward the goal of equal justice for all its residents. The advisory committee recommends that the Governor, Chief Justice, legislative leaders from both parties, and the Attorney General join together to convene a summit to adopt strategies to reduce disproportionate minority contact in the delinquency system. The summit should also include top leaders of departments or divisions within each branch of government and leaders of various state professional organizations and associations for county and municipal level officials (e.g., judges, sheriffs, police chiefs, county attorneys, Department of Human Services, state and local minority leaders, school administrators, and chief juvenile court officers) that play key roles or have an interest in important decision points in the delinquency system. During the summit, these leaders will review the following:

- Latest findings on racial and ethnic disproportionality in Iowa's delinquency system,
- Information on successful efforts to reduce disproportionality in Iowa and other states,
- The advisory committee's recommended strategies for successfully reducing racial and ethnic disparities in delinquency processing.

The outcome of the summit will be the adoption of the five year action plan and strategies supported by all state-level leaders.

2. Governor's Role

The Governor has authority to establish policy priorities within the Executive Branch. Therefore, to advance the goal of reducing disproportionate minority contact in the delinquency system the Governor should:

- a. *Require and support the state and other local law enforcement academies to enhance training for all law enforcement officers on issues related to racial and ethnic disparities in the delinquency system.*

Local law enforcement officers make the initial critical decisions regarding which youth they refer to the juvenile courts. Educating law enforcement officers about the inherent nature and effects of racial and ethnic bias and how it affects decision-making is an essential strategy for raising awareness on this important issue. The Governor can help reduce disproportionate minority contact in delinquency by directing state and local law enforcement academies to support high quality training for all new law enforcement officers regarding racial and ethnic bias, how it affects decision-making, how it impacts minority individuals and communities, and successful strategies for fairly reducing racial and ethnic disparities in the referral of youth to the juvenile courts. The law enforcement academy should also provide periodic additional training for all law enforcement officers on these issues.

- b. *Require and support specific executive branch staff and related local entities to train staff on issues related to racial and ethnic disparities in the delinquency system.*

The Department of Education and local school staff, the Department of Human Service's staff, law enforcement officials, etc. make critical decisions that could affect youth regarding their referral or involvement in the delinquency system, so it is important that they understand the inherent nature and effects of racial and ethnic bias and how it affects decision-making. The Governor can help reduce disproportionate minority contact in delinquency processing by directing the state's executive branch and related local entities to support high quality training regarding racial and ethnic bias, how it affects decision-making, how it impacts minority individuals and communities, and successful strategies for fairly reducing racial and ethnic disparities in the referral of youth to the juvenile courts. Public safety is essential in the related training. Such agencies should also require periodic additional training for all their staff on these issues.

- c. *Require the Iowa Division of Criminal and Juvenile Justice Planning and the Iowa Department of Education to work together to study and compare school discipline data against delinquency system data to determine the extent to which there is overlapping involvement of youth in the two separate systems.*

There has been no state-level study regarding the extent to which youth have involvement in both the school discipline and delinquency systems. Data sets are available from Department of Education and Criminal and Juvenile Justice Planning from which to determine the extent of the involvement of you in both systems. The Department of Education and Criminal and Juvenile Justice Planning staff should work together to determine such involvement and make recommendations to improve both systems.

- d. Require and support specific executive branch staff and related local entities to participate in local collaborative efforts or take advantage of existing collaborative work group efforts to reduce racial and ethnic disparities in the delinquency system.*

Successful disproportionate minority contact reduction efforts require collaboration among key stakeholder groups. Local school disciplinary and arrest policies impact the number and types of youth who are referred to the local juvenile courts. Private youth serving agencies adopt service policies as a function of working with delinquent youth. These entities, and others, are among the critical stakeholders that typically have substantial knowledge about the needs and challenges of youth and families. The executive branch agency leaders (e.g. Department of Human Services, Department of Public Safety, Department of Education) should exert their influence to foster participation by local officials in collaborative efforts to develop, implement, and sustain strategies to reduce disproportionate minority contact in the local delinquency system.

3. Legislative Leaders' Role

The five-year strategy to reduce disproportionate minority contact with the delinquency system that is set forth in this report will require some investment of state and local funds to support the training and data collection and analysis required to accomplish its goals. Legislative leaders can manifest their support for these efforts by taking action to:

- a. Provide funds to support the budget delineated in Section IV of this report.*

A state leadership summit is seen as critical to furthering the recommendation of this report. Similarly, ongoing committee work, discussions with law enforcement regarding juvenile arrests, activities related to access to detention alternatives, and efforts to provide training regarding the detention screening tool will be necessary to provide information critical to affecting disproportionality.

Also, there is a need for representatives from local jurisdictions with substantial minority youth populations attend an intensive training program on reducing racial and ethnic disparities in delinquency processing offered by a nationally recognized training provider. Teams from Linn and Johnson Counties attended a training program at Georgetown University in 2013. Members of both teams gave the workshop positive reviews and report substantial progress in implementing specific reforms in their local jurisdictions since attending that program. However, the program is relatively expensive,¹³ and requires each team to include at least five members (juvenile judge, juvenile court officer, school administrator, law enforcement officer, and community member). The legislature should provide financial support to counties to encourage participation in the Georgetown University training or a similar training provided by another training provider. The Georgetown training is discussed in Section III-(B) and in Appendix J.

¹³ Estimated costs are \$5,000/participant (includes registration, travel and lodging)

4. Attorney General's Role

The Attorney General's Office plays an important role in working with and educating county attorneys on a wide variety of matters. Therefore, the Attorney General can help advance statewide efforts to reduce disproportionate minority contact in the delinquency system by taking actions to:

- a. Encourage and support training of county attorneys about racial and ethnic disparities in the delinquency system, their impact on minority communities, and successful strategies for fairly reducing such disparities.*

County attorneys decide which youth, among those referred to juvenile court and not diverted from the juvenile court process by Juvenile Court Services staff, will be the subject of a delinquency petition filed in juvenile court. A delinquency petition creates an official juvenile court record against a youth. In an effort to help reduce racial and ethnic disparities at this important decision point, the Attorney General should work with the Prosecuting Attorneys Training Coordinating Council and the Iowa County Attorneys Association to support quality continuing legal education programs for county attorneys regarding racial and ethnic bias, how it affects decision-making, how it impacts minority individuals and communities, and successful strategies for fairly reducing racial and ethnic disparities in the referral of youth to the delinquency process.

- b. Encourage and support county attorneys to actively participate in local collaborative efforts or take advantage of existing collaborative work group efforts to develop, implement, and sustain strategies to reduce racial and ethnic disparities in their local delinquency system:*

As indicated earlier, successful delinquency system reform efforts almost always require collaboration among interested stakeholder groups. As prominent elected officials in their respective counties, county attorneys are leaders who can help bring together representatives from key stakeholders in the delinquency process to address concerns about fair treatment of racial and ethnic minorities.

5. Supreme Court's Role

Research identifies judicial leadership as a critical component of any justice system reform initiative. The supreme court's leadership and commitment to system reform are especially important on the very difficult and long-standing problem of racial and ethnic disparities in the delinquency system. The Supreme Court can play a major role in achieving progress on this issue by taking actions to:

- a. Assign State Court Administration and the Judicial Council to provide oversight for the implementation of the recommendations in this plan relating to the judicial branch.*

State-level oversight will be necessary to ensure that the multiple judicial recommendations are implemented. State Court Administration is the most appropriate entity to oversee implementation.

- b. Require training of all juvenile judges and juvenile court officers on issues pertaining to disproportionate minority contact.*

The court should require training of all new judges and juvenile court officers and regular periodic training of such officials regarding racial and ethnic disparities in the delinquency system, how those disparities impact minority individuals and communities, and successful strategies for fairly reducing such disparities in decision-making by judges and juvenile court officers involved in the delinquency system. Information regarding [implicit bias by court officials](#) is available in a document on the SCA and CJJP websites.

- c. Require juvenile judges and chief juvenile court officers in organizing and sustaining local collaborative efforts or take advantage and provide leadership in existing collaborative work groups to reduce disproportionate minority contact in the delinquency system:*

The court should require involvement of, and leadership by, juvenile judges and chief juvenile court officers in local collaborative efforts to develop, implement, and sustain reforms in the local delinquency system that fairly reduce disproportionate minority contact while maintaining public safety as a top priority. The importance of such collaboration is discussed in Section III-(B) and Appendix J.

- d. Adopt a court rule requiring the use of the standard statewide detention screening tool.*

As was mentioned in Chapter I, an electronic version of the detention screening tool has been redesigned, piloted, and validated, and will soon be available on the Iowa Court Information System, a case management system. The supreme court should adopt a court rule to require the use of the detention screening tool. The rule should require the person who makes detention decisions to consider the detention screening tool score when making that decision, and that the decision-maker shall provide a written explanation to the Juvenile Court Services supervisor or judge, as appropriate, when the outcome identified by the detention screening tool is not followed. This will ensure that all youth in all parts of the state, regardless of race or ethnicity, have the same criteria applied for determining a youth's assignment to secure detention. It is an important step for ensuring equal treatment of youth. The advisory committee is also hopeful that it will contribute to an overall reduction in disproportionality in juvenile detention (an important decision point in the delinquency process). Data in Sections I and II of this report reflect that minority youth are detained at a rate one and a half times higher than White youth. Additional information regarding the detention screening tool validation is available in Appendix O.

- e. *Seat a committee to study the availability and use of juvenile detention alternatives by Juvenile Court Services and the court's.*

The pilot and validation of the detention screening tool that were connected with this report determined that the override rate of the detention screening tool is higher than the 15% acceptable rate for overrides developed as a standard by the Annie E. Casey Foundation. Of the 400 cases screened, 42% followed an outcome contrary to the risk level measured by the detention screening tool. Whether the override was to detain or release, the high rates of overrides are largely due to a lack of placement in alternative services. Specific information related to the validation of the instrument and availability of alternatives is available in Appendices O, R, and S.

Cases identified by the detention screening tool as candidates for alternative programming are infrequently being placed in services. Only 10% of cases scoring for alternative programming were referred and received services. Of the remaining cases, nearly two-thirds were placed in detention.

As a part of the research effort for this report, a survey was conducted of Iowa's chief juvenile court officers to determine the overall availability of juvenile detention alternatives. The research reflects that a specific set of detention alternatives (i.e. tracking and monitoring, violators programs, and electronic monitoring bracelets) are presently available in varying capacities in many of Iowa's eight judicial districts. It was not possible to determine from the survey the reason detention alternatives are often not accessed. Additional information regarding detention alternatives and the requisite survey are available in Appendices R and S.

- f. *Require development, implementation, and use of a standard dispositional matrix based on a standardized risk and needs assessment instrument (i.e., the Iowa Delinquency Assessment tool).*

A standard dispositional matrix is intended to provide objective information (scores) for use in determining the appropriate outcome (i.e. assignment to probation versus assignment to a youth correctional facility) and, among those assigned to probation -- the appropriate level of services for each youth. The goal of the dispositional matrix is to provide the most effective level of services for each youth at the disposition stage. However, it also holds promise for enhancing the goal of equal treatment of youth regardless of their race or ethnicity. Georgetown University has advocated the use of a dispositional matrix after evaluating its use in Florida. The chief juvenile court officers in three of Iowa's judicial districts (1st, 3rd, and 6th) are currently developing such a dispositional matrix with the assistance of the Center for Juvenile Justice Reform at Georgetown University. The supreme court should support the development of this standardized tool and thereafter support its statewide use. The dispositional matrix is consistent with a variety of evidence-based work taking place by Juvenile Court Services offices regarding programming and practice. Those efforts are described in some detail in Appendix N.

6. Annual Status Reports - Implementation of Recommendations

The Governor, Attorney General, and Chief Justice of the Supreme Court shall require the directors of their offices or divisions with responsibility for overseeing implementation of the recommendations in this report (e.g., Departments of Public Safety, Education, and Human Services and the Office of State Court Administration) to submit a brief annual status report to the state court administrator by August 1 of each year beginning in 2016 and thereafter through 2020. The annual reports will provide information on the actions and taken during the previous year by the office or agency related to implementing these recommendations. The state court administrator shall compile the reports into a single annual report for distribution to state and local leaders in the juvenile justice system and make the report available for the public on the Iowa courts' website.

Ongoing monitoring and accountability is essential to achieving and sustaining reductions in disproportionate minority contacts in the juvenile justice system. The state court administrator shall work with the Office of Criminal and Juvenile Justice Planning to develop a standard reporting outline and format for each of the state offices and agencies.

B. Local Collaboration and Training

Disproportionate minority contact reductions in Iowa's delinquency system have been minimal. The common denominator for reductions is they take place locally, with direction and leadership from an active local collaborative, and take advantage of the structure provided by a training or technical assistance model. Delinquency collaborations that have achieved success require key players such as: law enforcement, judges, Juvenile Court Services, the Department of Human Services, county attorneys, defense attorneys, minority leaders, local elected officials, private providers, advocacy groups, input from youth, etc. Provided in this section is a description of some of the training and technical assistance models being implemented by local officials (typically county or city) to reduce disproportionate minority contact, and commonalities associated with their success.

- 1. Local leaders of key stakeholder groups in the delinquency process shall create or take advantage of existing collaborative work groups to develop, implement, and sustain strategies to reduce disproportionate minority contact in the local juvenile justice system.*

Local work group membership should include at a minimum a juvenile judge, Chief Juvenile Court Officer, high level police and sheriff's department representatives, minority leaders, school administrator, county attorney, defense attorney, Department of Human Services representative, and juvenile detention facility director. Judicial leadership is critical to the success of these local collaborative efforts. Other factors associated with local success include: utilization of a research-based planning model, a local process informed by data, work effort focused toward a set of obtainable goals, obtaining input from youth of color, etc. A variety of materials presented in Appendices J and Q reference noteworthy local collaborative efforts and requisite research. Strategies to engage youth and gather input can be accomplished in many ways. One example is to contact and meet with a local Achieving Maximum Potential (AMP)

chapter. AMP members are over 13 years of age who have been involved in foster care, adoption or other out-of-home placements. More information on AMP is at www.ampiowa.org. Appendix U provides a listing of local AMP chapters.

2. *Key members of local collaborative work groups in jurisdictions with substantial populations of minority youth shall attend an intensive training program on reducing racial and ethnic disparities in delinquency processing offered by a national recognized training provider on this issue.*

The local enthusiasm and support for a training program at Georgetown University,¹⁴ and a description of that training program is described in detail in Section III-(A) and in Appendix J. Additional jurisdictions taking teams to participate in the Georgetown, or a similar program provided by another training provider, will produce a cadre of professionals with knowledge of the model. Thereafter, teams from other jurisdictions with substantial minority populations should attend a similar program organized and conducted within the state by utilizing a combination of trainers from within Iowa and experts from outside the state. State Court Administration, the Iowa Division of Criminal and Juvenile Justice Planning, Department of Education, and leaders of professional organizations for judges, and law enforcement should collaborate to organize and conduct these in-state disproportionate minority contact reduction training programs. A variety of potential training resources are detailed in Appendix J.

3. *Professional organizations for the key stakeholder groups (see above) shall educate all their members on a wide range of issues pertaining to racial and ethnic bias.*

It is important that key decision makers in the system be aware of the inherent nature and effects of racial and ethnic bias in society and the delinquency system. Professional organizations should ensure that all new professionals (e.g., judges, juvenile court officers, law enforcement officers, Department of Human Services staff, school administrators, attorneys, etc.) receive high quality education programs on: cultural competency, the nature and impact of racial and ethnic bias on social behavior and decision making, the impact of bias on minority youth and communities, and effective strategies for reducing disproportionate minority contact in the delinquency system. Such professionals should also receive periodic training on these issues thereafter. A variety of potential training resources are detailed in Appendix J.

4. *The judicial branch and the Division of Criminal and Juvenile Justice Planning shall train Juvenile Court Services staff and select county juvenile detention facility staff on the use of new standardized risk and needs assessment instruments including the new online detention screening tool and the dispositional matrix that is currently being developed with technical assistance from the Center for Juvenile Justice Reform at Georgetown University.*

¹⁴ [Reducing Racial and Ethnic Disparities in Juvenile Justice Certification Program](#). (2014).

Successful implementation and ongoing use of these standard tools will require effective training for Juvenile Court Services staff and for selected detention facility staff who will be required to use the new detention screening tool. The Director of Judicial Branch Education Programs should work with the chief juvenile court officers and staff from the Iowa Division of Criminal and Juvenile Justice Planning to conduct the necessary training programs as soon as it is feasible to do so after the tools are ready for use. The detention screening tool is discussed as well in Section III (E) and Appendix O.

C. Education Strategies

The delinquency system encompasses the arrest and referral of youth who have committed delinquent acts to Juvenile Court Services; Juvenile Court Services diversion, supervision, and accountability; and potential judicial involvement, with formal probation, treatment, and/or out of home placement. School discipline does not, in most cases, involve the direct and formal engagement of youth in the delinquency system. However, research in recent years notes that youth involvement in the school discipline process, such as removal of youth from the classroom, increases the potential of involvement in the delinquency system.

The Director for the Department of Education should provide the following:

- 1. Ensure ongoing professional development to school staff regarding: research on school discipline and its relationship to the arrest and referral of use to the delinquency system and also the importance and necessity of teacher classroom management skills.*

Data from the Department of Education in Section II reflects that African-American youth are suspended at a rate five times higher than White youth. Research reflects taking children out of school for even a few days disrupts their education and often escalates poor behavior by removing them from a structured environment and giving them increased time and opportunity to get into trouble. Studies have shown that a child who has been suspended is more likely to be retained in grade, to drop out, to commit a crime, and/or to end up incarcerated as an adult. Training efforts for administrators and school staff must ensure the school staff are aware of the effects of school removal and provide the necessary efforts to provide teachers with the skill sets to safely maintain students in their classroom. Relevant research regarding the increased potential of youth to become involved in the delinquency system is available in Appendix L.

- 2. Encourage active solutions for districts related to the high rates of suspension for minority youth for disruptive behavior.*

Data from the Department of Education in Section II reflects that African-American youth are suspended at a rate seven times higher than White youth for the behavior of disorderly conduct. In a study specifically devoted to disproportionality in school discipline, Russell Skiba, Ph.D., found that White students were referred to the office more frequently for offenses that can be objectively documented, such as: smoking, vandalism, leaving without permission, and obscene

language. African-American students were referred more often for subjective behaviors such as: disrespect, excessive noise, threats, and loitering.¹⁵

State and local efforts that have sought to reduce disproportionality in the school climate/school discipline have utilized research-based tools and models. Iowa's Safe and Supportive Schools effort has provided tools for a number of Iowa high schools with significant minority populations to implement strategies to strengthen positive relationships between students and adults and improve school discipline. Local collaborations are common aspects of such models. Similarly, the Iowa City Community School District utilized technical assistance from David Osher, Ph.D., American Institutes of Research, related to suspension for disruptive behavior and other related disciplinary issues. Appendix K provides a variety of research regarding the potential success of such models.

- 3. Encourage local utilization of school discipline practices and policies that are evidence-based and delineate the various roles of parties involved in the school discipline process including: school administrators, teachers, school resource officers (police officers assigned to schools), provider agencies, etc.*

Note: Not all Iowa schools have school resource officers on site. However, it is not unusual for police or law enforcement agencies to respond to disturbances for alleged delinquent acts in schools. Many metropolitan schools utilize school resource officers.

Effective school discipline is critical to promoting students' successful learning and well-being. School discipline practices should ensure the safety and dignity of all students and staff, preserve the integrity of the learning environment, and address the causes of student misbehavior in order to improve positive behavioral skills and long-term outcomes.¹⁶ Specifically, effective school discipline:

- Is viewed as a learning opportunity and seeks to teach and reinforce positive behaviors to replace negative behaviors;
- Is clear, consistent, and equitably applied to all students;
- Employs culturally competent and gender practices;
- Safeguards the well-being of all students and staff;
- Keeps students in school and out of the delinquency system;
- Incorporates family involvement; and
- Is based on restorative practices.

Philosophical conflicts often relate to the differing organizational cultures of police departments and schools. Police are focused on public safety, schools on education. These different

¹⁵ [The Achievement Gap and the Discipline Gap](#), American Educational Research Association, Russell, Skiba, Noguera, May 2011.

¹⁶ [Effective School Discipline Policy and Practice: Supporting Student Learning](#), National Association of School Psychologists, 2013.

perspectives on school safety can be challenging.¹⁷ Additionally, the parties involved in the school discipline process vary by school district and/ or building. National organizations have drafted sample policies to aid schools in the development of their own discipline policies and to better delineate the various roles in the school discipline process.¹⁸ Additional information regarding effective school discipline is available in Appendix L.

4. *Ensure the provision of school discipline data to local delinquency planning collaborative efforts in jurisdictions with high minority populations.*

Section II and Appendices C through I of this report provide noteworthy data regarding the school discipline process. Section III (B) and Appendix J note the importance of data to various local planning efforts. It will be necessary to continue obtaining discipline data to ensure the ongoing efforts of local delinquency planning efforts.

5. *Ensure the continued use, development and implementation of research-based (alternatives to suspension/expulsion) discipline systems such as restorative justice, trauma counseling, mental health counseling, substance abuse counseling, aggression replacement therapy, student leadership/advisory councils, etc.*

There is research at the national level that shows promise in efforts to utilize pre-arrest diversion programs or other activities for delinquent acts committed in school. In some cases those efforts rely on citation in lieu of arrests or localized agreements between police, school officials, and service providers. Those efforts are described in Appendices K and M.

D. Law Enforcement Strategies

Arrest is the area in the delinquency processing system with the highest levels of overrepresentation in local sites in Iowa with significant minority populations, and in jurisdictions across the country. Additional efforts will be necessary to affect juvenile arrest.

1. *The Commissioner for the Iowa Department of Public Safety shall seat a committee to study and recommend local and statewide strategies for law enforcement to reduce arrest and referrals of juveniles on simple misdemeanor and discretionary offenses. This committee should include representatives from urban and suburban police departments, sheriff's offices, county attorney's offices, public defender's offices, minority leaders, Juvenile Court Services, Department of Human Services, school administrators and school boards, local service providers and relevant state agencies.*

A variety of data in Section II and research in Appendices C-I notes the disproportionately high rates of arrest for minority youth. In particular, African-American youth are arrested at a rate

¹⁷ [Assigning Police Officers to Schools: Response Guide No. 10, Center for Problem-Oriented Policing](#), Raymond, B., April 2010.

¹⁸ [A Model Code on Education and Dignity](#), The Dignity in Schools Campaign, 2012.

nearly five times higher than White youth. Research conducted for this report notes that there are efforts underway in Iowa and in jurisdictions in other states (see Appendix M) that are seeking to reduce arrest rates for minority youth. There has not been comprehensive research on the types of efforts underway in Iowa jurisdictions with some of the state's highest minority populations. Such research is one of the tasks of a Department of Public Safety committee, as well as suggested strategies to affect disproportionality at arrest, and efforts regarding the ongoing provision of data to local delinquency system collaborative planning efforts. Criminal and Juvenile Justice Planning staff note the access/availability of technical assistance to a committee through national caliber law enforcement consultants from the federal Office of Juvenile Justice and Delinquency Prevention.

2. *The Commissioner for the Iowa Department of Public Safety shall work with local law enforcement agencies to improve juvenile arrest reporting to the Iowa Uniform Crime Report and for the provision of arrest data to local disproportionate minority contact planning collaboratives.*

The Iowa Uniform Crime Report routinely reflects under-reporting of juvenile arrests. The data are critical for planning at the state and local levels. The Iowa Division of Criminal and Juvenile Justice Planning is presently working with the Iowa Department of Public Safety on a joint effort to increase the completeness, accuracy, and timeliness of Uniform Crime Report reporting in Iowa. Accurate data are essential, given the high levels of overrepresentation of minority youth at arrest. The provision of local arrest data is consistent with the recommendations made in Section III-(C) and (E) of this report.

E. Judicial Branch Strategies

Multiple parties may be directly involved with and/or influence delinquency decision making including law enforcement, county juvenile detention facility staff, Juvenile Court Services, judges, county attorneys, and defense attorneys. Various delinquency decision points may involve one or more entities. Court hearing decisions are made by the judge, in accordance with Iowa Code.

1. Juvenile Court Services Strategies

- a. *Chief juvenile court officers shall provide leadership and support for local collaborative efforts to reduce disproportionate minority contact in local delinquency systems.*

Juvenile court officers play a critical role in most stages of the delinquency process after youth are referred to Juvenile Court Services by law enforcement agencies. In both Black Hawk and Woodbury Counties, which have had successful local collaborative efforts to reduce the use of detention in their local metro delinquency process, members of the local collaboration committees recognized the contributions of the chief juvenile court officers involved in those efforts. The advisory committee recommends that the collaborative efforts in these two counties, and the leadership provided by the chief juvenile court officers, serve as models for

expanding disproportionate minority contact reduction efforts in counties throughout the state that have substantial minority youth populations. Specific information regarding the Black Hawk and Woodbury County detention reform efforts is available in Appendix Q.

- b. Juvenile court officers shall use the Iowa detention screening tool for making detention decisions. As needed, a detention screening tool subcommittee should be utilized to review, update, and re-validate the instrument.*

One of the decision points in the delinquency process when Juvenile Court Services and courts need to ensure that decisions are not affected by a youth's race/ethnicity is the decision on the use of secure detention. Studies have found that youth who are held in secure detention, especially youth who have been accused of less serious nonviolent offenses, are more likely to continue a pattern of delinquent behavior than youth who committed similar less serious offenses who were not held in secure detention.¹⁹

Moreover, the recent validation of the detention screening tool demonstrate it provides a higher level of predictive reliability to measure risk to re-offend compared to decisions made contrary to the tool. During the pilot study that was part of the research effort for development of this plan, the failure rate, as measured by recidivism, was 11% when the prediction of the tool was followed. However, when youth received an outcome contrary to the measurement of the tool, the failure rate was 25%. While these rates would need to be measured over time, the detention screening tool is more reliably predicting risk to re-offend than individual discretion through as evidenced through override data. The detention screening tool should be an adaptive tool that is reviewed and updated. Periodic validation ensures the tool is scoring as intended. A summary of the validation study is available in Appendix O.

It is critical that decisions on the use of secure detention be made in an objective manner. Court staff should be trained to complete the detention screening tool in a uniform manner and to abide by the recommended decision based on the detention screening tool score for each youth (i.e., send the youth home, assign the youth to the detention facility, or assign the youth to a detention alternative).

In addition, simply adopting a standard detention screening tool might not be sufficient to significantly reduce the use of detention or reduce disproportionality in the use of detention. Reducing disproportionate minority contact is likely to require a broader systems-based strategy that will require collaboration with the various stakeholder groups and agencies in a local jurisdiction (see previous recommendation). As noted earlier, Black Hawk and Woodbury Counties have successfully reduced the use of detention since 2009 primarily because of the collaborative teamwork in those jurisdictions.²⁰

¹⁹ Ibid (page 23)

²⁰ Ibid (page 23)

- c. *Chief juvenile court officers shall review and use regular statistical reports to evaluate disproportionate minority contact in juvenile detention and compliance in the use of the detention screening tool.*

Chief juvenile court officers – along with juvenile judges and State Court Administration should regularly review data on detention decisions in their jurisdictions to assess the degree of compliance with the detention screening tool and the level of disproportionate minority contact, if any, at the detention decision point. Attention should be given to jurisdictions that continue to manifest notable disproportionate minority contact in juvenile detention holds. Where statistical reports reveal concerns about disproportionate minority contact, chief juvenile court officers should organize collaborative teams of local stakeholder groups to develop and implement strategies to address this issue.

- d. *Juvenile Court Services and the Department of Human Services policy and practice should be informed by work related to youth currently involved in both the child welfare and delinquency systems. Such work includes youth who are presently involved in the delinquency system and were previously involved in the child welfare system.*

"Over the past 25 years, child maltreatment researchers and practitioners, as well as those in the field of criminal justice, have been increasingly concerned about the long-term negative consequences of child abuse and neglect and the increased likelihood of abused and neglected youth to become involved in the juvenile justice system. Although the evidence does not suggest that any single factor accounts for the development of criminal behavior, the significant body of research currently available documents the importance of childhood victimization as a risk factor for subsequent delinquency and violence."²¹

In 2008, Woodbury County Officials sent a team of local officials to participate in the Center for Juvenile Justice Reform's Crossover Certification program (Georgetown University, Washington, D.C.).²² The effort required the engagement of a local team, collection of data, and development of a plan related to cross-over. Criminal and Juvenile Justice Planning has been actively involved in the development of reports for Woodbury County. Data and policy/practice efforts have expanded from Woodbury County to other judicial districts.

- 2. Strategies to Reduce Disproportionate Minority Contact in Juvenile Court Decision-Making
 - a. *Chief district court judges and local juvenile judges shall provide leadership in the formation and ongoing operation of effective local collaborative efforts to reduce disproportionate minority contact in local delinquency systems.*

²¹ [Dual Status Youth Technical Assistance Initiative](#), Children's Action Corps

²² [Crossover Youth](#), Center for Juvenile Justice Reform at Georgetown University, Working Across Systems of Care

As indicated earlier, the juvenile delinquency process involves policies, practices, and decisions by multiple persons and agencies in each local jurisdiction. The chief district court judge in each judicial district should review data on disproportionate minority contact in the delinquency process in the counties in their respective districts, particularly for counties where there are substantial minority youth populations. Where statistical reports reveal counties with notable racial and ethnic disparities at delinquency decision points, the chief district court judge should encourage a local juvenile court judge (or judges) to organize a local collaborative working group (if such a working group does not exist in the jurisdiction) to develop and implement strategies to reduce disproportionate minority contact in the local jurisdiction. Working groups already exist in Black Hawk and Woodbury Counties. They have been successful in developing and implementing strategies to reduce the use of juvenile detention. Woodbury County has also achieved a notable reduction in disproportionate minority contact in the use of detention (Appendix Q).

- b. Juvenile court judges shall use a statewide standard “dispositional matrix” based on standard risk and needs assessment instruments to determine appropriate dispositional outcomes for all youth (e.g., appropriate level of treatment or services, if any, for youth on probation).*

As indicated earlier, Georgetown University has advocated the use of a standardized dispositional matrix based on standard risk and needs assessment instruments (e.g., the Iowa Delinquency Assessment tool). The chief juvenile court officers in three of Iowa’s judicial districts (1st, 3rd, and 6th) are in the process of developing a dispositional matrix with the assistance of the CJJR. The dispositional matrix is intended to provide a more objective means for determining the appropriate disposition in a juvenile case (e.g., probation versus assignment to a youth correctional facility, and among those assigned to probation – the appropriate levels and types of services). The advisory committee believes the dispositional matrix also holds promise for enhancing the goal of equal treatment of youth regardless of their race or ethnicity. When development of the standard dispositional matrix is completed in the three pilot districts, juvenile judges throughout the state should use the matrix as a guide for juvenile disposition decisions.

- c. Juvenile court judges and court administrators shall regularly review statistical reports to evaluate disproportionate minority contact at adjudication and disposition in their jurisdictions:*

The courts, other stakeholder groups, and the public need data to regularly monitor disproportionate minority contact issues at all stages of the delinquency process. Juvenile judges (and the chief district court judges, district court administrators, and State Court Administration) should pay particular attention to data on disproportionate minority contact at the adjudication and disposition stages of the process, where judges are the decision-makers. The data should reflect disproportionate minority contact in the context of the race/ethnicity of youth who are presented to the court at the delinquency petition stage. That population establishes the parameters for evaluating judicial decisions at adjudication and disposition.

IV. CASP Five-Year Work Plan and Budget

The work plan chart below concisely outlines a five-year plan. However, successfully reducing and sustaining achievements on this issue will require a long-term commitment beyond five years. Therefore, in FY 2019, state leaders should develop and approve a new five-year plan.

Work Plan and Timeline for Implementing Recommendations

Action Areas	Entities Involved	FY15 Actions	FY16 Actions	FY17 Actions	FY18 Actions	FY19 Actions
1. State Level Leadership	Executive, judicial and legislative branches, and AG's office	*State offices' ann. repts due. <u>State leaders' summit.</u>	Supreme court adopt rules for DST. State offices' annual reports due*	*State offices' ann. repts due. <u>State leaders' summit.</u>	*State offices' annual reports due.	*State offices' ann. repts due. <u>State leaders' summit & new 5-yr plan</u>
2. Local Leadership Collaboration Teams **	Schools, law enforcement, county attorneys, JCS, DHS, judges, etc.	Implement or collaborate with local teams in 6 most populous communities	Support local collaborative teams and implement new teams as needed	Support local collaborative teams and implement new teams as needed	Support local collaborative teams and implement new teams as needed	Evaluate local efforts
3. Education of Decision Makers	Schools, law enforcement, county attorneys, JCS, DHS, judges.	DMC training (annual or biannual)	DMC Training (annual or biannual)	DMC Training (annual or biannual)	DMC Training (annual or biannual)	DMC Training (annual or biannual)
4. School Admin. Policies and Practices	Schools, DOE, key exec. branch offices (e.g. DHS, CJJJ), judic. branch	Discipline policy and training efforts. Data collection & reporting efforts.	Discipline policy and training efforts. Data collection & reporting efforts.	Discipline policy and training efforts. Data collection & reporting efforts.	Discipline policy and training efforts. Data collection & reporting efforts.	Evaluate school discipline efforts
5. Law Enforcement Policies and Practices	Law enforcement, DPS, key exec. branch offices (e.g. DHS, CJJJ), judic. branch	Initiate a law enforcement strategies committee	Implement law enforcement strategies in communities	Support law enforcement strategies	Support law enforcement strategies	Evaluate law enforcement efforts
6. Juvenile Court Services' and Judges' Policies and Practices	SCA, JCS, and judges	Implement standardized online DST Develop dispositional matrix	Implement dispositional matrix in select jurisdictions	Implement dispositional matrix statewide	Support DST and dispositional matrix	Evaluate DST and dispositional matrix
7. Data and Juvenile Justice DMC Reporting	Key exec. branch offices (e.g. CJJJ, DHS, DOE), SCA, and legis. leaders	Semi-annual DMC reports on most populous counties	Semi-annual DMC reports on most populous counties	Semi-annual DMC reports on most populous counties	Semi-annual DMC reports on most populous counties	Evaluate DMC progress

*State offices responsible for implementation of recommendations will submit an annual report to the State Court Administrator on August 1 of each year summarizing actions taken during previous FY on these recommendations.

**Send local teams from 3 of the most populous jurisdictions to a nationally recognized training program on reducing DMC in juvenile justice.

The budget (below) includes cost estimates only for the judicial branch and the Department of Public Safety to implement key recommendations during FY2016. It does not include cost estimates for local or other state agencies to implement recommendations in that year, nor does it estimate the costs to implement or sustain strategies in the future. State and local jurisdictions must show their commitment to the goal of fairly reducing racial and ethnic disparities in juvenile justice by budgeting for reasonable costs associated with this endeavor.

CASP Project -- Estimated Budgets to Fund Recommendations in FY2016*

<u>Judicial Branch Budget</u>	<u>Cost</u>
<p><u>Recommendation: Conduct a summit of state-level leaders</u> (see recommendation A.1 in part III). Include leaders from the 3 branches of state government; directors of key state offices; 5-member teams (judge, CJCO, police chief, school administrator, county attorney) from five of the most populous metro areas; presidents of key professional organizations (e.g., Police Chiefs, County Sheriffs, Public Defenders, Judges), and representatives from the NAACP and other minority group organizations -- for a total of about 75 attendees.</p> <p>Costs for travel, lodging, & food for attendees: For 60 attendees from outside Polk County: \$100 lodging and meal allowance (\$6,000); mileage: avg 200 miles round-trip @ \$.45/mile (\$5,400); plus costs for beverages and snacks during 2 meeting breaks for all 75 attendees @ \$10.00 per attendee (\$7,500.)</p> <p>Costs for speakers: Two national experts to speak at the summit (\$1000 each per day, \$500 each for airline tickets; \$100 each for lodging and meals)</p>	<p>\$ 18,900</p> <p>\$ 3,200</p>
<p><u>Recommendation: Send teams from 3 urban jurisdictions to attend intensive training on reducing racial and ethnic disparities in juvenile justice</u> (see recommendations B.2 & C.3 in part III). Send teams from 3 of the most populous metro areas to attend a nationally recognized 4 to 5 day workshop on reducing racial & ethnic disparities in juvenile justice.</p> <p>Cost: 3 teams, 5 members per team, @ \$4,500 per attendee (including travel, lodging, meals, and registration fees). Estimates based on costs to attend such a workshop at Georgetown University; might be less for a different training program.</p>	<p>\$ 67,500</p>
<p><u>Recommendation: Appoint a Committee to Recommend Strategies for Improving Utilization of Alternatives to Juvenile Detention</u> (see recommendation A.5 in part III). The judicial branch will appoint and conduct this committee.</p> <p>Costs: 15 committee members, 4 meetings (average 200 miles round-trip for each meeting X \$.45/mile = \$1350 per meeting)</p>	<p>\$ 5,400</p>
<p>Total Judicial Branch Budget*</p>	<p>\$ 95,000</p>

Budget continued on next page

Department of Public Safety Budget

Recommendation: Appoint a Committee to Recommend Law Enforcement Strategies to Reduce DMC in Juvenile Arrests and Referrals to Juvenile Court

Services (see recommendation *D. in part III*). The Dept. of Public Safety will appoint and conduct this committee. \$ 9,000

Costs: 20 committee members, 5 meetings (average 200 miles round-trip for each meeting X \$.45/mile = \$1800 per meeting)

Total Department of Public Safety Budget*	\$ 9,000
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*The legislature should provide funding to the judicial branch and the Dept. of Public Safety. Other possible cost as they arise as a consequence of these recommendations should be budgeted by the state or local offices responsible for implementing recommendations at their respective levels of government.

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VI. Appendices

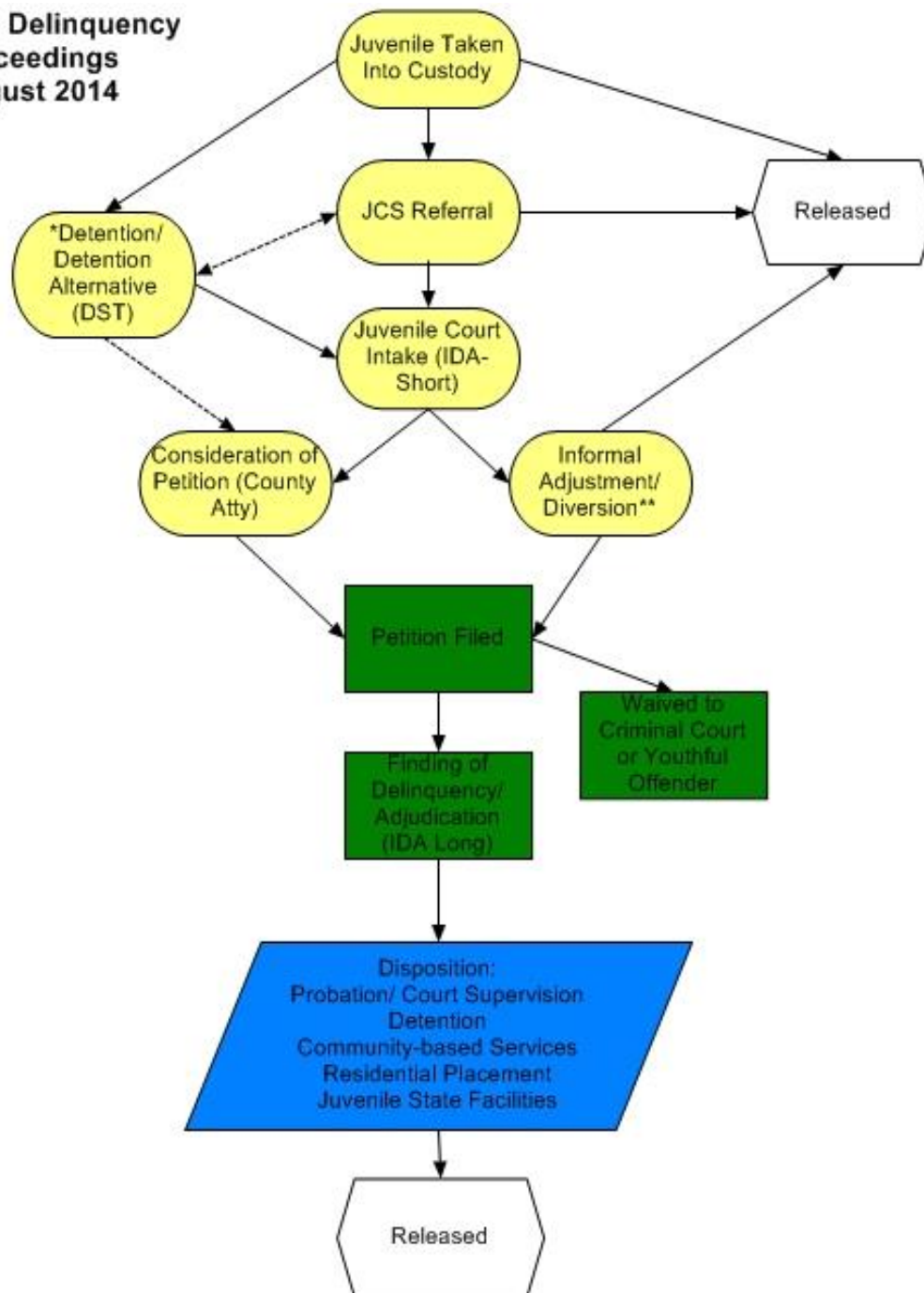
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Appendix A – DMC History in Iowa

Activity	Time Period	Description	Relevance
Iowa Awarded Phase I and II DMC Discretionary Grants from OJJDP	1991 – 1996	Iowa was one of five pilot states to receive funding to further DMC efforts as part of a national TA effort. Funding provided for services and planning.	Iowa's DMC reduction efforts were first initiated. Significant engagement at state and local levels.
DMC Assessment Studies	1993, 1996, 2006, 2007 and 2011	Iowa's initial DMC assessment study; qualitative study; 2006, 2007 and 2011 utilized data from the JDW	Legal and race variable factors in JCS intake decision – consistent in all studies. Qualitative study documented minority family distrust of delinquency system officials
Comprehensive Strategy for Serious Violent and Chronic Juvenile Offenders	1997 – 2000	Six Iowa sites participate in OJJDP TA effort. Assistance consisted of on-site evidence-based practices for delinquency planning.	Training provided framework for the importance of evidence-based planning to affect DMC.
Detention Reform Effort (JDAI)	2007 – present	National TA consultants work with state and three counties – manual DST developed and implemented. State and local collaborations seated.	DST allows for standardization decision-making and comparability of data. Sustained and engaged local collaborations have greatest success. DST expansion difficult without electronic version.
Iowa Delinquency Assessment (IDA)	2007 – present	JCS initiates comprehensive risk/need assessment tool. IDA maintained in ICIS. Data available in JDW.	State-level implementation of IDA facilitated by use of statewide computer system. Service provision and case planning driven by risk/needs level.
Governor's Youth Race and Detention Task Force Report (YRDTF)	2007 – 2009	Study committee identified DMC at detention, delinquency decision points and school arrests in select metropolitan jurisdictions.	DMC reform efforts dependent upon activities that provide policy and structural reform to delinquency and school discipline decision-making.
Juvenile Justice Reform and Reinvestment Initiative (JJRI)	2012 – present	Pilot TA in three local jurisdictions. Allows for standardized program evaluation and structure to match juveniles to appropriate services.	State-level implementation allows for standardized structure to identify programs that best reduce delinquency recidivism.
Center for Juvenile Justice Reform (Georgetown)	2013 – present	Two teams sent from local jurisdictions to participate in certification/training. Created local DMC plans.	Required officials to identify specific and obtainable strategies to reduce DMC. Locals have noted dramatic levels of engagement and cooperation.
Community and Strategic Planning Effort (CASP)	2013 – 2014	Discretionary OJJDP funding to develop DMC Action Plan. Funds implementation of electronic DST on statewide court system computers.	Highlights the importance of engagement of local officials and advocates. Stresses the need for data-based planning.

Appendix B - Delinquency Flow Chart

Juvenile Delinquency Proceedings August 2014



Notes:

This is an overview document that does NOT include every delinquency decision point.

*Youth can be detained at multiple decision points during the delinquency process.

**Most jurisdictions provide diversion for low level offenses referred to Juvenile Court Services. Includes many programmatic options or sanctions (e.g. shoplifting, substance abuse education, mediation, community service, etc.)

Appendix C – State of Iowa Data

Statewide School Enrollment 6 th grade through 12 th	2008/09	2009/10	2010/11	2011/12	2012/13	% Change 2008/09 – 2012/13	5-Year Average
White	220,935	213,607	210,325	207,143	205,478	-7%	211,498
African-American	13,828	12,330	12,607	12,650	12,820	-7%	12,847
Hispanic	15,546	17,721	19,162	20,191	21,265	37%	18,777
Asian/Pacific Islander	5,292	4,984	5,189	5,509	5,751	9%	5,345
Native American	1,530	1,404	1,305	1,212	1,169	-24%	1,324
Multiracial	0	4,525	4,855	5,568	6,219	37%	5,292
TOTALS	257,131	254,571	253,443	252,273	252,702	-2%	254,024

Source: Iowa Department of Education (2014)

Juvenile Populations (Ages 10 – 17)	State Total	Cedar Rapids	Davenport	Des Moines	Iowa City	Sioux City	Waterloo	Cities Total
White	271,801	10,057	6,398	11,303	2,723	5,613	4,084	40,178
African-American	13,209	1,166	1,639	3,104	569	360	1,481	8,319
Hispanic	12,729	309	603	1,810	152	971	260	4,105
Asian/Pacific Islander	5,782	289	250	1,043	287	317	103	2,289
Native American	1,650	64	31	163	7	301	27	593
Other/Unknown	20,053	980	1,147	3,008	369	1,675	720	7,899
TOTALS	325,224	12,865	10,068	20,431	4,107	9,237	6,675	63,383

Source: 2010 U.S. Census

Juvenile Populations : Statewide (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change	Average
White	279,376	276,104	273,895	271,296	269,807	-3%	274,096
African-American	16,294	16,720	17,068	17,206	17,911	10%	17,040
Hispanic	23,214	24,381	25,479	26,468	27,579	19%	25,424
Asian/Pacific Islander	6,072	6,344	6,615	6,934	7,512	24%	6,695
Native American	1,445	1,380	1,412	1,415	1,393	-4%	1,409
TOTALS	326,401	324,929	324,469	323,319	324,202	-1%	324,664

Source: National Center for Health Statistics (September 2014)

Suspensions (In & Out) 6 th grade through 12 th	2008/09	2009/10	2010/11	2011/12	2012/13	% Change 2008/09 – 2012/13	5-Year Average	5-Year Average Rate per 100 students	5-Year Average Relative Rate
White	43,528	39,965	38,735	37,205	30,674	-30%	38,021	18.0	1.0
African-American	13,445	10,994	11,291	10,812	8,674	-35%	11,043	86.0	4.8
Hispanic	7,956	8,626	8,470	8,099	7,082	-11%	8,047	42.9	2.4
Asian/Pacific Islander	772	494	604	558	490	-37%	584	10.9	0.6
Native American	759	595	502	523	332	-56%	542	41.0	2.3
Multiracial	0	2,392	2,736	2,495	2,321	-3%	2,486	47.0	2.6
TOTALS	66,460	63,066	62,338	59,692	49,573	-25%	60,226	23.7	1.3

Source: Iowa Department of Education (2014)

Select City Juvenile Arrests	2009	2010	2011	2012	2013	% Change (2011 – 2013)	3-Year Average	3-Year Average Rate per 1,000 youth	3-Year Average Relative Rate
White	2,057	2,038	2,062	2,068	1,723	-16%	1,951	67.6	1.0
African-American	1,5..	1,466	1,724	1,935	1,881	9%	1,847	354.2	5.2
Other Youth of Color	533	552	532	469	417	-22%	473	53.4	0.8
Total	4,123	4,056	4,318	4,472	4,021	-7%	4,270	99.4	1.5

Source: Cedar Rapids, Davenport, Iowa City, Sioux City and Waterloo Police Departments

Note: Davenport Police Department provided data for 2011 – 2013.

Note: % Change and 3-Year Average were calculated using 2011 through 2013 data.

Complaints: Statewide (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average
White	17,122	14,740	14,571	13,077	11,404	-33%	14,183
African-American	4,440	4,371	4,271	4,064	4,013	-10%	4,232
Hispanic	1,682	1,833	1,706	1,620	1,360	-19%	1,640
Asian/Pacific Islander	145	178	177	152	113	-22%	153
Native American	286	245	252	233	187	-35%	241
Other/Unknown	198	194	287	243	264	33%	237
TOTALS	23,873	21,561	21,264	19,389	17,341	-27%	20,686

Source: Iowa Justice Data Warehouse (October 2014)

Diversions: Statewide (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	12,060	10,832	10,860	9,781	8,283	-31%	10,363	73.1	1.0
African-American	2,574	2,612	2,641	2,470	2,486	-3%	2,557	60.4	0.8
Hispanic	1,095	1,103	1,215	1,132	979	-11%	1,105	67.4	0.9
Asian/Pacific Islander	110	146	133	131	91	-17%	122	79.3	1.1
Native American	169	147	202	168	120	-29%	161	66.8	0.9
Other/Unknown	129	125	160	151	169	31%	147	62.0	0.8
TOTALS	16,137	14,965	15,211	13,833	12,128	-25%	14,455	69.9	1.0

Source: Iowa Justice Data Warehouse (October 2014)

Petitions Filed: Statewide (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	2,657	2,587	2,787	2,543	2,126	-20%	2,540	17.9	1.0
African-American	1,040	1,024	1,244	1,217	1,070	3%	1,119	26.4	1.5
Hispanic	351	306	392	356	286	-19%	338	20.6	1.2
Asian/Pacific Islander	13	12	39	24	21	n/a*	22	14.3	0.8
Native American	49	37	50	51	35	-29%	44	18.3	1.0
Other/Unknown	41	48	96	94	81	98%	72	30.4	1.7
TOTALS	4,151	4,014	4,608	4,285	3,619	-13%	4,135	20.0	1.1

Source: Iowa Justice Data Warehouse (October 2014)

Detention Holds: Statewide (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	1,855	1,605	1,710	1,828	1,669	-10%	1,733	12.2	1.0
African-American	844	701	774	937	831	-2%	817	19.3	1.6
Hispanic	321	283	313	327	279	-13%	305	18.6	1.5
Asian/Pacific Islander	20	11	16	15	25	n/a*	17	11.1	0.9
Native American	51	51	44	55	52	2%	51	21.2	1.7
Other/Unknown	105	120	155	177	196	87%	151	63.7	5.2
TOTALS	3,196	2,771	3,012	3,339	3,052	-5%	3,074	14.9	1.2

Source: Iowa Justice Data Warehouse (August 2014)

* Numbers are too small for a meaningful analysis of percent change.

Appendix D – City of Cedar Rapids and Linn County Data

Cedar Rapids School District Enrollment 6 th grade through 12 th	2008/09	2009/10	2010/11	2011/12	2012/13	% Change 2008/09 – 2012/13	5-Year Average
White	7,145	7,083	6,879	6,682	6,526	-9%	6,863
African-American	1,267	1,302	1,361	1,313	1,199	-5%	1,288
Hispanic	233	239	284	324	386	66%	293
Asian/Pacific Islander	222	215	208	216	193	-13%	211
Native American	52	55	55	47	40	-23%	50
Multiracial	0	17	36	214	334	1,965%	150
TOTALS	8,919	8,911	8,823	8,796	8,678	-3%	8,825

Source: Iowa Department of Education (2014)

Juvenile Populations (Ages 10 – 17)	State Total	Cedar Rapids
White	271,801	10,057
African-American	13,209	1,166
Hispanic	12,729	309
Asian/Pacific Islander	5,782	289
Native American	1,650	64
Other	20,053	980
TOTALS	325,224	12,865

Source: 2010 U.S. Census

Juvenile Populations: Linn County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change	Average
White	20,000	19,915	19,997	20,030	19,865	-1%	19,961
African-American	1,788	1,865	1,950	1,938	1,960	10%	1,900
Hispanic	764	801	884	963	997	30%	882
Asian/Pacific Islander	482	486	509	528	571	18%	515
Native American	95	84	92	87	91	-4%	90
TOTALS	23,129	23,151	23,432	23,546	23,484	2%	23,348

Source: National Center for Health Statistics (September 2014)

Cedar Rapids School Suspensions (In & Out) 6 th grade through 12 th	2008/09	2009/10	2010/11	2011/12	2012/13	% Change 2008/09 – 2012/13	5-Year Average	5-Year Average Rate per 100 students	5-Year Average Relative Rate
White	948	1,051	1,036	1,198	1,063	12%	1,059	15.4	1.0
African-American	635	681	716	880	760	20%	734	57.0	3.7
Hispanic	48	53	63	93	84	75%	68	23.3	1.5
Asian/Pacific Islander	0	11	0	14	11	n/a	7	3.4	0.2
Native American	13	14	15	13	0	-100%	11	22.1	1.4
Multiracial	0	0	23	65	103	n/a	48	31.8	2.1
TOTALS	1,644	1,810	1,853	2,263	2,021	23%	1,918	21.7	1.4

Source: Iowa Department of Education (2014)

Cedar Rapids Police Department Arrests	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 students	5-Year Average Relative Rate
White	807	713	681	619	560	-31%	676	67.2	1.0
African-American	420	406	454	497	568	35%	469	402.2	6.0
Asian/Pacific Islander	2	4	4	1	4	n/a	3	11.1	0.2
Native American	1	0	1	0	0	n/a	0	0.0	0.0
Other/Unknown	7	17	13	8	5	-29%	10	10.2	0.2
TOTALS	1,237	1,140	1,153	1,125	1,137	-8%	1,158	90.0	1.3

Source: Cedar Rapids Police Department

Population for the rate calculation is from the 2010 U.S. Census

Complaints: Linn County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average
White	1,065	903	885	826	774	-27%	891
African-American	438	381	447	497	520	19%	457
Hispanic	8	22	23	20	12	n/a*	17
Asian/Pacific Islander	3	3	6	2	4	n/a*	4
Native American	5	4	2	0	1	n/a*	2
Other/Unknown	14	15	11	4	9	n/a*	11
TOTALS	1,533	1,328	1,374	1,349	1,320	-14%	1,381

Source: Iowa Justice Data Warehouse (October 2014)

* Numbers are too small for a meaningful analysis of percent change.

Diversions: Linn County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	809	702	669	669	618	-24%	693	77.8	1.0
African-American	301	245	293	327	365	21%	309	67.6	0.9
Hispanic	4	16	18	15	10	n/a*	13	76.4	1.0
Asian/Pacific Islander	2	3	5	2	4	n/a*	3	75.0	1.0
Native American	2	2	3	0	1	n/a*	2	100.0	1.3
Other/Unknown	9	14	9	4	8	n/a*	9	81.8	1.1
TOTALS	1,127	983	997	1,017	1,006	-11%	1,026	74.3	1.0

Source: Iowa Justice Data Warehouse (October 2014)

Petitions Filed: Linn County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	195	209	207	167	158	-19%	187	21.0	1.0
African-American	129	123	178	184	151	17%	153	33.5	1.6
Hispanic	3	8	5	2	2	n/a*	4	23.5	1.2
Asian/Pacific Islander	1	0	1	0	0	n/a*	0	0.0	0.0
Native American	1	1	0	0	0	n/a*	0	0.0	0.0
Other/Unknown	3	4	3	0	0	n/a*	2	18.2	0.9
TOTALS	332	345	394	353	311	-6%	347	25.1	1.2

Source: Iowa Justice Data Warehouse (October 2014)

Detention Holds: Linn County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	201	176	188	139	149	-26%	171	19.2	1.0
African-American	125	101	116	124	134	7%	120	26.3	1.4
Hispanic	10	6	5	2	5	n/a*	6	35.3	1.8
Asian/Pacific Islander	1	1	0	0	1	n/a*	1	25.0	1.3
Native American	1	1	0	0	0	n/a*	0	0.0	0.0
Other/Unknown	27	34	41	37	44	n/a*	37	336.4	17.5
TOTALS	365	319	350	302	333	-9%	334	24.2	1.3

Source: Iowa Justice Data Warehouse (August 2014)

* Numbers are too small for a meaningful analysis of percent change.

Appendix E – City of Davenport and Scott County Data

Davenport School District Enrollment 6 th grade through 12 th	2008/09	2009/10	2010/11	2011/12	2012/13	% Change 2008/09 – 2012/13	5-Year Average
White	5,589	5,110	5,083	4,930	4,680	-16%	5,078
African-American	1,749	1,451	1,605	1,576	1,501	-14%	1,576
Hispanic	706	962	998	1,037	1,048	48%	950
Asian/Pacific Islander	226	177	180	175	177	-22%	187
Native American	72	48	34	35	28	-61%	43
Multiracial	0	334	406	453	491	47%	421
TOTALS	8,342	8,082	8,306	8,206	7,925	-5%	8,172

Source: Iowa Department of Education (2014)

Juvenile Populations (Ages 10 – 17)	State Total	Davenport
White	271,801	6,398
African-American	13,209	1,639
Hispanic	12,729	603
Asian/Pacific Islander	5,782	250
Native American	1,650	31
Other	20,053	1,147
TOTALS	325,224	10,068

Source: 2010 U.S. Census

Juvenile Populations: Scott County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change	Average
White	13,915	13,727	13,680	13,729	13,640	-2%	13,738
African-American	2,146	2,169	2,186	2,199	2,246	5%	2,189
Hispanic	1,439	1,505	1,584	1,670	1,695	18%	1,579
Asian/Pacific Islander	469	470	483	493	505	8%	484
Native American	79	62	63	61	59	-25%	65,
TOTALS	18,048	17,933	17,996	18,152	18,145	1%	18,055

Source: National Center for Health Statistics (September 2014)

Davenport School Suspensions (In & Out) 6 th grade through 12 th	2008/09	2009/10	2010/11	2011/12	2012/13	% Change 2008/09 – 2012/13	5-Year Average	5-Year Average Rate per 100 students	5-Year Average Relative Rate
White	3,132	2,822	2,053	769	559	-82%	1,867	36.8	1.0
African-American	2,372	2,206	1,707	768	810	-66%	1,573	99.8	2.7
Hispanic	456	649	470	243	192	-58%	402	42.3	1.2
Asian/Pacific Islander	48	47	50	11	0	-100%	31	16.7	0.5
Native American	28	29	13	0	0	-100%	14	32.3	0.9
Multiracial	0	395	290	157	189	n/a	258	61.2	1.7
TOTALS	6,036	6,148	4,583	1,948	1,750	-71%	4,093	50.1	1.4

Source: Iowa Department of Education (2014)

Davenport Police Department Arrests	2011	2012	2013	% Change 2011 – 2013	3-Year Average	3-Year Average Rate per 100 students	3-Year Average Relative Rate
White	311	386	299	-4%	332	51.9	1.0
African-American	344	535	588	71%	489	298.4	5.7
Hispanic	20	46	55	175%	40	64.5	1.2
Asian/Pacific Islander	4	4	2	-50%	3	12.9	0.2
Other/Unknown	3	0	2	-33%	2	1.7	0.0
TOTALS	682	971	946	39%	866	86.0	1.7

Source: Davenport Police Department

Population for the rate calculation is from the 2010 U.S. Census

Complaints: Scott County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average
White	1,146	1,046	761	610	505	-56%	814
African-American	738	849	649	540	669	-9%	689
Hispanic	33	40	44	51	50	52%	44
Asian/Pacific Islander	12	12	9	7	4	n/a*	9
Native American	4	2	1	2	3	n/a*	2
Other/Unknown	19	17	9	2	1	n/a*	10
TOTALS	1,952	1,966	1,473	1,212	1,232	-37%	1,567

Source: Iowa Justice Data Warehouse (August 2014)

* Numbers are too small for a meaningful analysis of percent change.

Diversions: Scott County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	818	780	591	459	382	-53%	606	74.4	1.0
African-American	401	521	387	320	377	-6%	401	58.2	0.8
Hispanic	17	22	26	37	34	100%	27	61.4	0.8
Asian/Pacific Islander	10	11	8	5	4	n/a*	8	88.9	1.2
Native American	2	2	1	2	2	n/a*	2	100.0	1.3
Other/Unknown	5	13	5	2	0	n/a*	5	50.0	0.7
TOTALS	1,253	1,349	1,018	825	799	-36%	1,049	66.9	0.9

Source: Iowa Justice Data Warehouse (August 2014)

Petitions Filed: Scott County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	147	171	170	134	98	-33%	144	17.7	1.0
African-American	185	216	254	192	215	16%	212	30.8	1.7
Hispanic	10	8	18	9	13	n/a*	12	27.3	1.5
Asian/Pacific Islander	0	0	1	0	0	n/a*	0	0.0	0.0
Native American	0	1	0	0	0	n/a*	0	0.0	0.0
Other/Unknown	9	4	2	0	1	n/a*	3	30.0	1.7
TOTALS	351	400	445	335	327	-7%	372	23.7	1.3

Source: Iowa Justice Data Warehouse (August 2014)

Detention Holds: Scott County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	51	41	15	34	42	-18%	37	4.5	1.0
African-American	100	87	106	101	104	4%	100	14.5	3.2
Hispanic	4	7	5	3	4	n/a*	5	11.4	2.5
Asian/Pacific Islander	0	0	0	0	0	n/a*	0	0.0	0.0
Native American	0	0	0	0	0	n/a*	0	0.0	0.0
Other/Unknown	5	10	6	3	6	n/a*	6	60.0	13.3
TOTALS	160	145	132	141	156	-3%	147	9.4	2.1

Source: Iowa Justice Data Warehouse (August 2014)

* Numbers are too small for a meaningful analysis of percent change.

Appendix F – City of Des Moines and Polk County Data

Des Moines School District Enrollment 6 th grade through 12 th	2008/09	2009/10	2010/11	2011/12	2012/13	% Change 2008/09 – 2012/13	5-Year Average
White	8,838	8,051	7,747	7,528	7,334	-17%	7,900
African-American	2,917	2,714	2,673	2,729	2,777	-5%	2,762
Hispanic	2,268	2,845	2,973	3,153	3,265	44%	2,901
Asian/Pacific Islander	785	832	901	1,041	1,145	46%	941
Native American	93	81	78	77	79	-15%	82
Multiracial	0	887	944	964	982	11%	944
TOTALS	14,901	15,410	15,316	15,492	15,582	5%	15,340

Source: Iowa Department of Education (2014)

Juvenile Populations (Ages 10 – 17)	State Total	Des Moines
White	271,801	11,303
African-American	13,209	3,104
Hispanic	12,729	1,810
Asian/Pacific Islander	5,782	1,043
Native American	1,650	163
Other	20,053	3,008
TOTALS	325,224	20,431

Source: 2010 U.S. Census

Juvenile Populations: Polk County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change	Average
White	34,637	34,627	35,011	35,145	35,546	3%	34,993
African-American	4,350	4,499	4,659	4,710	4,930	13%	4,630
Hispanic	4,671	5,080	5,258	5,493	5,724	23%	5,245
Asian/Pacific Islander	1,843	1,962	2,033	2,148	2,309	25%	2,059
Native American	166	154	161	165	146	-12%	158
TOTALS	45,667	46,322	47,122	47,661	48,655	7%	47,085

Source: National Center for Health Statistics (September 2014)

Des Moines School Suspensions (In & Out) 6 th grade through 12 th	2008/09	2009/10	2010/11	2011/12	2012/13	% Change 2008/09 – 2012/13	5-Year Average	5-Year Average Rate per 100 students	5-Year Average Relative Rate
White	3,984	3,133	3,211	2,518	1,856	-53%	2,940	37.2	1.0
African-American	3,095	2,805	3,122	2,635	1,891	-39%	2,710	98.1	2.6
Hispanic	1,301	1,505	1,788	1,497	1,423	9%	1,503	51.8	1.4
Asian/Pacific Islander	156	116	215	130	113	-28%	146	15.5	0.4
Native American	53	60	78	55	32	-40%	56	68.1	1.8
Multiracial	0	713	869	651	500	n/a	683	72.4	1.9
TOTALS	8,589	8,332	9,283	7,486	5,815	-32%	7,901	51.5	1.4

Source: Iowa Department of Education (2014)

Complaints: Polk County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average
White	1,624	1,455	1,482	1,436	1,199	-26%	1,439
African-American	778	699	912	861	818	5%	814
Hispanic	225	244	273	265	264	17%	254
Asian/Pacific Islander	33	46	61	49	39	18%	46
Native American	5	1	7	14	8	n/a*	7
Other/Unknown	86	85	171	165	201	134%	142
TOTALS	2,751	2,530	2,906	2,790	2,529	-8%	2,701

Source: Iowa Justice Data Warehouse (August 2014)

Diversions: Polk County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	1,298	1,050	994	1,121	924	-29%	1,077	74.8	1.0
African-American	584	453	577	556	562	-4%	546	67.1	0.9
Hispanic	177	169	191	201	219	24%	191	75.2	1.0
Asian/Pacific Islander	36	38	32	47	31	-14%	37	80.4	1.1
Native American	3	0	4	5	7	n/a*	4	57.1	0.8
Other/Unknown	58	51	85	87	125	116%	81	57.0	0.8
TOTALS	2,156	1,761	1,883	2,017	1,868	-13%	1,937	71.7	1.0

Source: Iowa Justice Data Warehouse (August 2014)

* Numbers are too small for a meaningful analysis of percent change.

Petitions Filed: Polk County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	221	207	383	374	242	10%	285	19.8	1.0
African-American	142	144	310	371	272	92%	248	30.5	1.5
Hispanic	41	55	84	90	79	93%	70	27.6	1.4
Asian/Pacific Islander	0	7	23	7	12	n/a*	10	21.7	1.1
Native American	2	0	0	5	0	n/a*	1	14.3	0.7
Other/Unknown	17	19	62	81	63	271%	48	33.8	1.7
TOTALS	423	432	862	928	668	58%	663	24.5	1.2

Source: Iowa Justice Data Warehouse (August 2014)

Detention Holds: Polk County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	205	161	251	330	260	27%	241	16.7	1.0
African-American	180	138	212	325	282	57%	227	27.9	1.7
Hispanic	45	61	68	94	86	91%	71	28.0	1.7
Asian/Pacific Islander	0	2	7	0	15	n/a*	5	10.9	0.7
Native American	0	0	0	0	0	n/a*	0	0.0	0.0
Other/Unknown	16	18	58	80	72	350%	49	34.5	2.1
TOTALS	446	380	596	829	715	60%	593	22.0	1.3

Source: Iowa Justice Data Warehouse (August 2014)

* Numbers are too small for a meaningful analysis of percent change.

Appendix G – City of Iowa City and Johnson County Data

Iowa City School District Enrollment 6 th grade through 12 th	2008/09	2009/10	2010/11	2011/12	2012/13	% Change 2008/09 – 2012/13	5-Year Average
White	4,026	4,049	4,079	4,099	4,098	2%	4,070
African-American	912	952	963	978	1,042	14%	969
Hispanic	378	425	462	547	582	54%	479
Asian/Pacific Islander	383	412	418	377	378	-1%	394
Native American	9	13	20	19	19	111%	16
Multiracial	0	5	1	122	197	3,840%	81
TOTALS	5,708	5,856	5,943	6,142	6,316	11%	5,993

Source: Iowa Department of Education (2014)

Juvenile Populations (Ages 10 – 17)	State Total	Iowa City
White	271,801	2,723
African-American	13,209	569
Hispanic	12,729	152
Asian/Pacific Islander	5,782	287
Native American	1,650	7
Other	20,053	369
TOTALS	325,224	4,107

Source: 2010 U.S. Census

Juvenile Populations: Johnson County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change	Average
White	8,292	8,266	8,278	8,367	8,789	6%	8,398
African-American	1,115	1,067	1,089	1,142	1,212	9%	1,125
Hispanic	638	678	791	875	926	45%	782
Asian/Pacific Islander	510	517	530	538	642	26%	547
Native American	25	22	27	32	29	16%	27
TOTALS	10,580	10,550	10,715	10,954	11,598	10%	10,879

Source: National Center for Health Statistics (September 2014)

Iowa City School Suspensions (In & Out) 6 th grade through 12 th	2008/09	2009/10	2010/11	2011/12	2012/13	% Change 2008/09 – 2012/13	5-Year Average	5-Year Average Rate per 100 students	5-Year Average Relative Rate
White	303	303	324	316	169	-44%	283	7.0	1.0
African-American	700	481	572	540	364	-48%	531	54.8	7.9
Hispanic	122	113	102	135	98	-20%	114	23.8	3.4
Asian/Pacific Islander	27	22	18	10	0	-100%	15	3.9	0.6
Native American	0	0	0	0	0	n/a	0	0.0	0.0
Multiracial	0	0	0	0	19	n/a	5	5.8	0.8
TOTALS	1,152	919	1,016	1,001	650	-44%	948	15.8	2.3

Source: Iowa Department of Education (2014)

Iowa City Police Department Arrests	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 students	5-Year Average Relative Rate
White	182	242	218	229	213	17%	217	79.7	1.0
African-American	253	221	216	253	194	-23%	227	398.9	5.0
Hispanic	28	64	48	51	62	121%	51	335.5	4.2
Asian/Pacific Islander	4	1	8	3	5	n/a	4	13.9	0.2
Other/Unknown	0	1	0	0	0	n/a	0	0.0	0.0
TOTALS	439	465	442	485	412	-6%	449	109.3	1.4

Source: Iowa City Police Department

Population for the rate calculation is from the 2010 U.S. Census

Note: Hispanic was not counted separately and is included in the racial categories – therefore the Hispanic category is not included in the Totals.

Complaints: Johnson County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average
White	366	335	320	299	240	-34%	312
African-American	339	266	260	293	276	-19%	287
Hispanic	47	67	66	68	45	-4%	59
Asian/Pacific Islander	7	4	8	2	7	n/a*	6
Native American	0	1	3	0	0	n/a*	1
Other/Unknown	4	3	7	2	1	n/a*	3
TOTALS	763	676	664	664	569	-25%	667

Source: Iowa Justice Data Warehouse (October 2014)

* Numbers are too small for a meaningful analysis of percent change.

Diversions: Johnson County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	268	253	241	192	141	-47%	219	70.2	1.0
African-American	191	145	108	129	129	-32%	140	48.8	0.7
Hispanic	27	36	54	30	29	n/a*	35	59.3	0.8
Asian/Pacific Islander	6	3	8	2	6	n/a*	5	83.3	1.2
Native American	0	1	0	0	0	n/a*	0	0.0	0.0
Other/Unknown	2	0	2	1	0	n/a*	1	33.3	0.5
TOTALS	494	438	413	354	305	-38%	401	60.1	0.9

Source: Iowa Justice Data Warehouse (October 2014)

Petitions Filed: Johnson County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	79	57	68	64	21	-73%	58	18.6	1.0
African-American	111	64	76	46	34	-69%	66	23.0	1.2
Hispanic	18	11	16	18	5	n/a*	14	23.7	1.3
Asian/Pacific Islander	0	0	0	0	0	n/a*	0	0.0	0.0
Native American	0	0	0	0	0	n/a*	0	0.0	0.0
Other/Unknown	0	2	1	0	0	n/a*	1	33.3	1.8
TOTALS	208	134	161	128	60	-71%	138	20.7	1.1

Source: Iowa Justice Data Warehouse (October 2014)

Detention Holds: Johnson County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	46	35	35	44	35	-24%	39	12.5	1.0
African-American	62	46	60	64	51	-18%	57	19.9	1.6
Hispanic	19	18	15	21	11	n/a*	17	28.8	2.3
Asian/Pacific Islander	0	0	0	0	0	n/a*	0	0.0	0.0
Native American	0	0	0	0	0	n/a*	0	0.0	0.0
Other/Unknown	9	5	12	14	11	n/a*	10	333.3	26.7
TOTALS	136	104	122	143	108	-21%	123	18.4	1.5

Source: Iowa Justice Data Warehouse (August 2014)

* Numbers are too small for a meaningful analysis of percent change.

Appendix H – City of Sioux City and Woodbury County Data

Sioux City School District Enrollment 6 th grade through 12 th	2008/09	2009/10	2010/11	2011/12	2012/13	% Change 2008/09 – 2012/13	5-Year Average
White	4,332	4,362	4,312	4,082	4,035	-7%	4,225
African-American	465	360	339	329	331	-29%	365
Hispanic	1,575	1,634	1,867	1,911	1,907	21%	1,779
Asian/Pacific Islander	289	289	294	313	309	7%	299
Native American	363	252	232	211	238	-34%	259
Multiracial	0	204	18	55	93	-54%	93
TOTALS	7,024	7,101	7,062	6,901	6,913	-2%	7,000

Source: Iowa Department of Education (2014)

Juvenile Populations (Ages 10 – 17)	State Total	Sioux City
White	271,801	5,613
African-American	13,209	360
Hispanic	12,729	971
Asian/Pacific Islander	5,782	317
Native American	1,650	301
Other	20,053	1,675
TOTALS	325,224	9,237

Source: 2010 U.S. Census

Juvenile Populations: Woodbury County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change	Average
White	8,293	8,188	8,085	7,905	7,746	-7%	8,043
African-American	514	550	535	533	540	5%	534
Hispanic	2,351	2,446	2,468	2,421	2,507	7%	2,439
Asian/Pacific Islander	390	376	393	395	412	6%	393
Native American	257	256	259	263	287	12%	264
TOTALS	11,805	11,816	11,740	11,517	11,492	-3%	11,674

Source: National Center for Health Statistics (September 2014)

Sioux City School Suspensions (In & Out) 6 th grade through 12 th	2008/09	2009/10	2010/11	2011/12	2012/13	% Change 2008/09 – 2012/13	5-Year Average	5-Year Average Rate per 100 students	5-Year Average Relative Rate
White	956	831	830	1,000	892	-7%	902	21.4	1.0
African-American	214	188	168	327	207	-3%	221	60.5	2.8
Hispanic	725	488	505	654	569	-22%	588	33.1	1.5
Asian/Pacific Islander	75	49	38	51	24	-68%	47	15.9	0.7
Native American	227	117	98	124	89	-61%	131	50.6	2.4
Multiracial	0	77	0	33	55	n/a	41	44.6	2.1
TOTALS	2,197	1,750	1,639	2,189	1,836	-16%	1,922	27.5	1.3

Source: Iowa Department of Education (2014)

Sioux City Police Department Arrests	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 students	5-Year Average Relative Rate
White	698	681	616	592	466	-33%	611	108.9	1.0
African-American	164	190	155	141	163	-1%	163	452.8	4.2
Hispanic	320	357	322	265	230	-28%	299	307.9	2.8
Asian/Pacific Islander	19	26	18	19	11	-42%	19	59.9	0.6
Native American	163	129	124	113	91	-44%	124	412.0	3.8
Other/Unknown	13	16	13	10	12	-8%	13	7.8	0.1
TOTALS	1,377	1,399	1,248	1,140	973	-29%	1,227	132.8	1.2

Source: Sioux City Police Department

Population for the rate calculation is from the 2010 U.S. Census

Complaints: Woodbury County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average
White	883	853	797	737	601	-32%	774
African-American	193	204	194	161	145	-25%	179
Hispanic	294	314	304	265	183	-38%	272
Asian/Pacific Islander	28	35	25	20	12	n/a*	24
Native American	186	140	153	132	98	-47%	142
Other/Unknown	8	11	8	4	5	n/a*	7
TOTALS	1,592	1,557	1,481	1,319	1,044	-34%	1,399

Source: Iowa Justice Data Warehouse (July 2014)

* Numbers are too small for a meaningful analysis of percent change.

Diversions: Woodbury County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	598	576	792	764	440	-26%	634	81.9	1.0
African-American	119	141	146	159	111	-7%	135	75.4	0.9
Hispanic	180	197	274	259	138	-23%	210	77.2	0.9
Asian/Pacific Islander	17	29	22	21	9	n/a*	20	83.3	1.0
Native American	110	84	137	113	64	-42%	102	71.8	0.9
Other/Unknown	1	2	5	4	4	n/a*	3	42.9	0.5
TOTALS	1,025	1,029	1,376	1,320	766	-25%	1,103	78.8	1.0

Source: Iowa Justice Data Warehouse (July 2014)

Petitions Filed: Woodbury County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	88	88	97	117	130	48%	104	13.4	1.0
African-American	21	23	24	33	21	0%	24	13.4	1.0
Hispanic	51	37	87	47	32	-37%	51	18.8	1.4
Asian/Pacific Islander	6	4	2	6	1	n/a*	4	16.7	1.2
Native American	25	7	29	21	22	n/a*	21	14.8	1.1
Other/Unknown	2	4	4	1	0	n/a*	2	28.6	2.1
TOTALS	193	163	243	225	206	7%	206	14.7	1.1

Source: Iowa Justice Data Warehouse (July 2014)

Detention Holds: Woodbury County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	72	83	58	76	71	-1%	72	9.3	1.0
African-American	34	26	17	15	13	-62%	21	11.7	1.3
Hispanic	73	54	51	55	30	-59%	53	19.5	2.1
Asian/Pacific Islander	1	0	1	4	1	n/a*	1	4.2	0.5
Native American	34	24	22	31	27	-21%	28	19.7	2.1
Other/Unknown	6	8	11	15	20	n/a*	12	171.4	18.4
TOTALS	219	195	160	196	162	-26%	186	13.3	1.4

Source: Iowa Justice Data Warehouse (August 2014)

* Numbers are too small for a meaningful analysis of percent change.

Appendix I – City of Waterloo and Black Hawk County Data

Waterloo School District Enrollment 6 th grade through 12 th	2008/09	2009/10	2010/11	2011/12	2012/13	% Change 2008/09 – 2012/13	5-Year Average
White	3,422	3,240	3,165	3,065	2,997	-12%	3,178
African-American	1,530	1,389	1,356	1,353	1,371	-10%	1,400
Hispanic	388	430	453	476	508	31%	451
Asian/Pacific Islander	67	74	77	89	105	57%	82
Native American	22	18	20	24	26	18%	22
Multiracial	0	207	234	266	267	29%	244
TOTALS	5,429	5,358	5,305	5,273	5,274	-3%	5,328

Source: Iowa Department of Education (2014)

Juvenile Populations (Ages 10 – 17)	State Total	Waterloo
White	271,801	4,084
African-American	13,209	1,481
Hispanic	12,729	260
Asian/Pacific Islander	5,782	103
Native American	1,650	27
Other	20,053	720
TOTALS	325,224	6,675

Source: 2010 U.S. Census

Juvenile Populations: Black Hawk County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change	Average
White	9,361	9,267	9,140	9,042	9,088	-3%	9,180
African-American	1,928	1,874	1,730	1,730	1,788	-7%	1,818
Hispanic	748	775	838	838	876	17%	811
Asian/Pacific Islander	207	229	251	272	344	66%	261
Native American	28	32	36	33	29	4%	32
TOTALS	12,272	12,177	12,015	11,915	12,125	-1%	12,101

Source: National Center for Health Statistics (September 2014)

Waterloo School Suspensions (In & Out) 6 th grade through 12 th	2008/09	2009/10	2010/11	2011/12	2012/13	% Change 2008/09 – 2012/13	5-Year Average	5-Year Average Rate per 100 students	5-Year Average Relative Rate
White	1,981	1,507	1,761	1,865	1,233	-38%	1,669	52.5	1.0
African-American	3,274	2,251	2,606	3,049	2,066	-37%	2,649	189.3	3.6
Hispanic	436	293	390	427	217	-50%	353	78.2	1.4
Asian/Pacific Islander	103	36	22,	69	28	-73%	52	62.6	1.2
Native American	16	0	0	24	16	0	11	50.9	1.0
Multiracial	0	176	272	315	257	n/a	255	104.7	2.0
TOTALS	5,810	4,263	5,051	5,749	3,817	-34%	4,938	92.7	1.8

Source: Iowa Department of Education (2014)

Waterloo Police Department Arrests	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 students	5-Year Average Relative Rate
White	370	402	236	242	185	-50%	287	70.3	1.0
African-American	696	649	555	509	368	-47%	555	374.7	5.3
Other/Unknown	4	1	2	0	0	-100%	1	1.4	0.0
TOTALS	1,070	1,052	793	751	553	-48%	844	126.4	1.8

Source: Waterloo Police Department

Population for the rate calculation is from the 2010 U.S. Census

Note: Data was provided for the racial categories of White, African-American and Other/Unknown

Complaints: Black Hawk County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average
White	596	541	424	368	292	-51%	444
African-American	764	805	594	562	438	-43%	633
Hispanic	38	92	35	39	25	-34%	46
Asian/Pacific Islander	3	6	3	2	0	n/a*	3
Native American	3	3	2	2	0	n/a*	2
Other/Unknown	2	2	6	0	0	n/a*	2
TOTALS	1,406	1,449	1,064	973	755	-46%	1,129

Source: Iowa Justice Data Warehouse (July 2014)

* Numbers are too small for a meaningful analysis of percent change.

Diversions: Black Hawk County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	436	367	360	273	216	-50%	330	74.3	1.0
African-American	394	397	363	266	257	-35%	335	52.9	0.7
Hispanic	22	34	28	22	14	n/a*	24	52.2	0.7
Asian/Pacific Islander	2	7	2	1	0	n/a*	2	66.7	0.9
Native American	2	2	2	2	0	n/a*	2	100.0	1.4
Other/Unknown	1	1	2	0	0	n/a*	1	50.0	0.7
TOTALS	857	808	757	564	487	-43%	695	61.6	0.8

Source: Iowa Justice Data Warehouse (July 2014)

Petitions Filed: Black Hawk County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	91	97	52	65	73	-20%	76	17.1	1.0
African-American	190	168	155	189	155	-18%	171	27.0	1.6
Hispanic	10	12	7	14	4	n/a*	9	19.6	1.1
Asian/Pacific Islander	1	0	0	0	0	n/a*	0	0.0	0.0
Native American	1	1	0	0	0	n/a*	0	0.0	0.0
Other/Unknown	1	0	3	0	0	n/a*	1	50.0	2.9
TOTALS	294	278	217	268	232	-21%	258	22.9	1.3

Source: Iowa Justice Data Warehouse (July 2014)

Detention Holds: Black Hawk County (Ages 10 – 17)	2009	2010	2011	2012	2013	% Change 2009 – 2013	5-Year Average	5-Year Average Rate per 100 complaints	5-Year Average Relative Rate
White	71	50	24	15	28	-61%	38	8.6	1.0
African-American	110	98	69	73	61	-45%	82	13.0	1.5
Hispanic	10	7	10	7	4	n/a*	8	17.4	2.0
Asian/Pacific Islander	0	0	0	0	0	n/a*	0	0.0	0.0
Native American	0	0	0	0	0	n/a*	0	0.0	0.0
Other/Unknown	2	1	0	0	1	n/a*	1	50.0	5.8
TOTALS	193	156	103	95	94	-51%	128	11.3	1.3

Source: Iowa Justice Data Warehouse (August 2014)

* Numbers are too small for a meaningful analysis of percent change.

Appendix J - Iowa Collaboration Efforts

1. Description - Present Collaboration and Training Models Related to DMC

- a. Center for Juvenile Justice Reform (CJJR) - Reducing Racial and Ethnic Disparities – Georgetown University²³ - In September of 2013, Johnson and Linn Counties sent individual teams of local officials (Juvenile Court Services (JCS), judge, law enforcement, school official, local Disproportionate Minority Contact (DMC) coordinator, etc.) to Washington, D.C. to participate in a week-long program offered at Georgetown University. National caliber speakers provided information and worked with the local teams to develop specific and achievable action plans to reduce DMC. Local officials view their participation in the Georgetown training as the most significant effort to-date to carry forward local efforts to reduce DMC. Speakers during the Georgetown program and participants from Linn and Johnson Counties view judicial leadership as critical to the success of any DMC reduction planning and implementation effort. Both communities are in the process of implementing local pre-arrest diversion programs for youth in the school setting. Linn and Johnson Counties have lengthy histories related to efforts to reduce DMC. State Court Administration (SCA), Iowa Division of Criminal and Juvenile Justice Planning (CJJP), and the Strategic Plan Sub-committee (SPS) view the Georgetown program as one of a number of likely vehicles to further DMC reduction in select local sites.
- b. Juvenile Detention Alternatives Initiative (JDAI) – Since 2007, Black Hawk, Polk, and Woodbury Counties have been participating in the Juvenile Detention Alternative Initiative (JDAI), funded by the Annie E. Casey Foundation. JDAI is a detention reform initiative that requires sites to engage a diverse local collaborative, study and document detention policies, gather requisite data, implement a detention screening tool that prioritizes use of detention for those youth who are high risk or are unlikely to attend court hearings, utilize detention alternatives for those youth who are lower risk, study and act on those issues that may be adversely affecting minority youth.²⁴ Leadership by local judges is viewed as a major factor related to the success of the JDAI effort. Just as importantly, SCA is a leader and active planning partner in Iowa’s JDAI effort, and is seeking its eventual implementation state-wide. Appendices O, P and Q of this report provide a detailed description of Iowa’s JDAI-related efforts, including the effort to implement an electronic version of the Detention Screening Tool (DST) that will be integrated with the Iowa courts’ case management system.
- c. Community and Strategic Planning (CASP) – The CASP initiative seeks to provide effective strategies to facilitate state and local DMC initiatives to reduce and/or mitigate disproportionality in the delinquency system. Initiated by the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) in 2011, the CASP initiative assists states

²³ [Center for Juvenile Justice Reform \(CJJR\)](#), Reducing Racial and Ethnic Disparities, Georgetown University.

²⁴ [Juvenile Detention Alternatives Initiative](#), Annie E. Casey Foundation.

and their targeted DMC reduction sites with implementing committees and/or boards to carry out OJJDP's enhanced DMC Reduction Model. The CASP model is the basis for the state-level development of this report. Key CASP model components include: engagement/collaboration, study and analysis of data from major delinquency decision points, evidence-based solutions, etc. The [CASP curriculum](#) is available on CJJP's website.

- d. Detention Screening Tool Training – An electronic application of the Iowa DST will be available in 2015 on the Iowa Court Information System (ICIS), which is the Judicial Branch case management system. ICIS staff will finalize the electronic DST application in the fall/early winter of 2014. Training will be necessary to instruct JCS staff throughout Iowa and select detention facility staff regarding the use of the electronic application. CJJP and ICIS staff will work together to provide training on the DST application.
- e. State and Local Cultural Competency Training – Cultural competency training is a vehicle that allows law enforcement and delinquency system officials to gain the knowledge and skills they need to work effectively with culturally diverse minority youth. Cultural competency training can engender a deeper awareness of cultural factors (e.g., differences in communication styles, body language and demeanor, language use, beliefs about the family, attitudes toward authority figures) that typically influence decision making about youth. Such training seeks to increase knowledge about different cultures, address cultural biases and stereotypes, and produce changes in the practices of individuals and the organizations to which they belong. Cultural competency training and technical assistance is the most common method for disseminating these practical tools.²⁵ Cultural competency training is being provided at varying levels by state and local officials by law enforcement, the courts, Juvenile Court Services, human services, schools, county attorneys, defense, private youth serving agencies, etc. SCA, CJJP, and the SPS view regular and ongoing cultural competency training as important.
- f. Iowa Department of Human Services Effort - Breakthrough Series Collaborative - In 2009, the Iowa Department of Human Services (DHS) began work with the Casey Family Programs foundation (Casey) to develop local approaches for reducing minority disproportionality and disparity in the child welfare system. Nine local teams from across the state were selected, developed, and are implementing local plans. Those plans were developed utilizing Casey's intensive planning model, the Casey Breakthrough Series Collaborative (BSC). Each local BSC team identifies and implements policy and practice changes through a process called Plan-Do-Study-Act (PDSA). DHS also developed a contractual agreement with University of Northern Iowa to provide the expertise of Dr. Michele Devlin and Dr. Mark Grey. Their work has included a statewide assessment and on-going state and local assistance. In 2012, a statewide committee was established to guide DHS's overall efforts and develop continuity and consistency

²⁵ [Cultural Competency Training](#), Disproportionate Minority Contact Technical Assistance Manual, OJJDP, 2009.

throughout the state. The statewide committee has established 15 Standards, implemented a baseline for these standards, developed uniformed data analysis, planned for the Learning Sessions and developed a strategic plan.

Although not a delinquency DMC reduction model, the BSC effort involves many of the same key players as local delinquency collaborations. There are cross-learning opportunities and efficiencies to be gained in those local jurisdictions where there is a desire for delinquency and child welfare system officials to work together to reduce DMC in their respective systems.

2. Local Factors Associated with Successful Collaborations

- a.** Build upon the existing, longstanding activity of the local Disproportionate Minority Contact (DMC) effort (and other local initiatives) to facilitate participation in a state/national technical assistance effort.
- b.** Provide a structure or model from which to base local planning activities.
- c.** Provide a safe environment that allows for the respectful exchange of ideas.
- d.** Develop and maintain active steering committees committed to delinquency system change.
- e.** Integrate cultural competency training within the collaborative planning model (e.g. Georgetown, JDAI, CASP, etc.) utilized in the local jurisdiction. Cultural competency training should also be provided within the regular and ongoing training of the organizations/entities participating in the collaborative.
- f.** Actively engage key local leadership.
- g.** Balance the broad guidance from state/national technical assistance models with existing practice and procedure, and actively implement requisite tools.
- h.** Understand that reform of individual aspects of the delinquency system requires a broad view of its multiple decision points and complex functioning.
- i.** Inform the planning process and decision making of the steering committee with data.
- j.** Choose a focused and obtainable set of goals upon which to affect change.
- k.** Provide staff and technical support to the steering committee.
- l.** Implement policy change to institutionalize and sustain change.

Appendix K - Iowa School Discipline Efforts

1. State Efforts to Affect School Discipline/Climate

In 2012, 20 Iowa high schools were chosen to participate in a federally-supported effort to measure and improve conditions for learning. The schools have been studying and affecting changes on issues such as bullying, school safety, attendance and student engagement with support through the U.S. Department of Education's Safe and Supportive Schools (IS3) grant. The IS3 grant is in its final year, but the Iowa Department of Education (DOE) will plan to support the changes implemented in the local districts and also non-participating district. The IS3 effort provides a specific example of an array of work underway at the DOE that is affecting Disproportionate Minority Contact (DMC). Many, but not all, of the high schools involved in IS3 have enrolments that include significant numbers of minority youth. Provided below are key building-level activities related to implementation of the grant.

- a. Measurement System for Conditions for Learning – a measurement system was created to measure school safety, student engagement and the overall learning environment. This measurement system includes survey constructs from the Iowa Youth Survey as well as incident data such as attendance, dropout, graduation and suspensions/expulsions. A total of 12 survey constructs and incident data points comprise the 36 point Index. All IS3 high schools used this Index to determine the overall well-being of the school and in the individual construct areas.
- b. Continuous Improvement Process - using the data described above, IS3 high schools used a standardized Continuous Improvement Process to analyze data, determine root causes, select strategies to improve the data and monitor implementation with fidelity.
- c. Discipline Tool Kit – The Tool-Kit leads schools through a step-by-step process to develop a focused and detailed implementation plan that includes the resources, timeline and monitoring required for successful implementation.
- d. Olweus – A comprehensive evidence-based strategy to reduce bullying. All Area Education Agencies (AEA) have at least one trainer that can support schools that are interested in implementing this strategy.
- e. Positive Behavior Interventions and Supports – A multi-tiered system of supports that includes defining, teaching and reinforcing specific behavioral expectations. Desired behaviors are increased and problem behaviors are reduced through school-wide strategies that impact all students, targeted strategies that are designed for groups of students with similar needs and intensive strategies for students that need individualized supports in order to succeed at school.
- f. Strategies to Strengthen Adult-Student Relationships – a variety of low- no-cost strategies were implemented by IS3 high schools to strengthen Adult-Student

Relationships. For example, when survey data indicated that students felt that there was not enough positive communication from the school to their parents, many schools developed a system for staff to ensure that all students' parents received positive communications on a regular basis. Students were asked to describe what they would consider a positive communication with their parents. These examples were used to provide teachers with samples of what would be meaningful communication with parents. Monitoring systems were set up to ensure that teachers were sending positive communications to parents and that all students were included.

2. Iowa City Community School District

In the past five years, the Iowa Division of Criminal and Juvenile Justice Planning (CJJP) has worked with a number of local school districts regarding issues related to the overrepresentation of minority youth in the school discipline system. CJJP has been particularly involved with work in the Iowa City Community School District. That district has been a noteworthy participant in the local Georgetown effort (Georgetown effort described in Section III-(A)(B) and (E)) and activities are underway to implement a pre-arrest diversion program. The district also utilized a technical assistance consultant from David Osher, Ph.D., through the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP). [Dr. Osher's report](#) is available on State Court Administrator's (SCA) and CJJP's websites. Local activities related to the Georgetown and Dr. Osher's technical assistance report are listed below.

- a. Develop and implement cross-community/agency leadership team that meets at least quarterly to discuss student discipline systems (include school district building and building administrators and other school staff such as guidance counselors/social workers/etc., juvenile court judges and officers, law enforcement, DMC).
- b. With other agencies per the model, participate in Georgetown team training.
- c. Develop and implement discipline data management system that tracks student discipline by race/ethnicity; using the data, set improvement goals designed to address areas of need, including disproportionate representation of students of color; seek opportunities to drive out discretion and use systematized procedures in order to minimize disproportionality; seek opportunities to drive out discretion and use systematized procedures in order to minimize disproportionality.
- d. Develop and implement research-based alternative (to suspension/expulsion) discipline systems such as restorative justice, trauma counseling, mental health counseling, substance abuse counseling, aggression replacement therapy, student leadership/advisory councils, etc.
- e. Develop and implement a Multi-Tiered Support System (MTSS) for student behavior/citizenship that universally screens all students for risk factors, targets students

for tier 2 and 3 intervention, progress monitors the results of the intervention, adjusts as necessary.

- f.** Develop and implement a Positive Behavior Intervention Support System (PBIS).
- g.** Work with law enforcement to develop and implement clear guidelines for when school officials involve law enforcement in school discipline matters; commit to using law enforcement for safety, not discipline.
- h.** Offer professional development to school staff regarding: research on school discipline and its relationship to the “pipeline” into the delinquency system and classroom management.

Appendix L – Juvenile Justice Advisory Council School-to-Court Position Paper

September 5, 2013

Iowa's Juvenile Justice Advisory Council (JJAC), its Iowa Task Force for Young Women (ITFYW), and its Disproportionate Minority Contact Subcommittee have adopted a number of positions regarding the school-to-court process. The JJAC is staffed by the Iowa Department of Human Rights, Division of Criminal and Juvenile Justice Planning (C-JJP). Over a number of years, the JJAC and C-JJP have initiated an effort to affect student discipline issues and school-related arrests and referrals of youth to juvenile court services (JCS), otherwise known as the school-to-court process. In particular, the JJAC and C-JJP have begun to study the effects of race/ethnicity and gender in the school-to-court process. Each position statement is stated in a box.

School districts must articulate and implement effective and research-based discipline policies.
What does effective school discipline policy look like? Effective school discipline is critical to promoting students' successful learning and well-being. Effective practices ensure the safety and dignity of all students and staff, preserve the integrity of the learning environment, and address the causes of student misbehavior in order to improve positive behavioral skills and long-term outcomes.¹ Specifically, effective school discipline:

- is viewed as a learning opportunity and seeks to teach and reinforce positive behaviors to replace negative behaviors;
- is clear, consistent, and equitably applied to all students;
- employs culturally competent and gender practices;
- safeguards the well-being of all students and staff;
- keeps students in school and out of the juvenile justice system;
- incorporates family involvement; and
- is based on restorative practices.²

State agencies with relevant data, school districts, law enforcement agencies, and JCS offices should provide standardized data reports by race/ethnicity and gender that describe key aspects of the school discipline process including: office referrals, in/out-of-school suspension, arrest, and referral to JCS. In order to accurately assess the effect of education policies and practices on students and on groups of students who experience negative results at disproportionate rates, it is essential that all data be collected and be analyzed by race/ethnicity and gender (possibly also by age, disability, income, etc.). The provision of data allows for the development of solutions for ongoing problems, and to hold schools and government accountable.³

School policies must delineate the various roles of parties involved in the school discipline process including: school administrators, teachers, school resource officers (SRO's - police officers assigned to schools), provider agencies, etc. Philosophical conflicts often relate to the differing organizational cultures of police departments and schools. Police are focused on public safety, schools on education. These different perspectives on school safety can be challenging.⁴ Additionally, the parties involved in the school discipline process vary by school district and/ or building. National organizations have drafted sample policies to aid schools in the development of their own discipline policies and to better delineate the various roles in the school discipline process.⁵

State agencies should assist school districts in outcome-based research and evaluation of school resource officer programming. Many of the reports on SRO programs involve surveys and/or a description of SRO duties rather than data and analyses that evaluate outcomes like impact on student behavior and delinquency. "Millions of dollars have been spent to hire, train, and implement SRO programs. Evaluations of the effectiveness of this approach, however, have been limited. Few reliable outcome evaluations have been conducted."⁶

¹ [Effective School Discipline Policy and Practice: Supporting Student Learning](#), National Association of School Psychologists, 2013, p. 1

² [A Model Code on Education and Dignity](#), The Dignity in Schools Campaign, 2012, p. 28-31

³ *Ibid*, p. 67

⁴ [Assigning Police Officers to Schools: Response Guide No. 10. Center for Problem-Oriented Policing](#), Raymond, B., April 2010, p. 22.

⁵ [A Model Code on Education and Dignity](#), The Dignity in Schools Campaign, 2012

⁶ [Assigning Police Officers to Schools: Response Guide No. 10. Center for Problem-Oriented Policing](#), Raymond, B., April 2010, p. 33

Additional research supporting the stated positions includes:

How can ineffective student discipline harm youth and their schools? Studies of school suspensions have consistently found high rates of repeat offending among those who are suspended, suggesting the practice is ineffective for those students. Purging schools of troublesome students does not guarantee improvements in school climate. Schools with higher rates of school suspension have been found to have a lower rating on academic quality, focus less on school climate, and have lower ratings of the quality of school governance.⁷

Are unseen factors affecting the school discipline system? Research reflects that youth with multiple types of adverse childhood experiences are 32 times more likely to have a learning or behavior problem than those who have had no adverse experiences. Youth with adverse childhood experiences fall behind in school, fail to develop healthy relationships with peers, create problems with teachers and principals as they are unable to trust adults.⁸

Can minority youth be adversely affected by student discipline? In a study specifically devoted to disproportionality in school discipline, Russell Skiba, Ph.D., found that white students were referred to the office more frequently for offenses that can be objectively documented, such as: smoking, vandalism, leaving without permission, and obscene language. African-American students were referred more often for subjective behaviors such as: disrespect, excessive noise, threats, and loitering.⁹

School incident data collected from select Iowa metropolitan school districts reflect that over 60% of disruptive behavior removals (in/out of school suspension) are minority youth, predominantly African-American youth.

Can young women be adversely affected by student discipline? Young women comprise approximately one-third of the removals from select Iowa metropolitan schools studied by CJJP. Over 45% of removals of young women are for disruptive behavior, and two-thirds of these removals of females are minorities, predominantly African-American.

What are effective research-based school discipline programs/practices? Examples cited in the literature that have had success related improved student behavior include¹⁰:

- Positive Behavioral Interventions and Supports (PBIS);
- social and emotional development programs;
- school based mental health services;
- school employed specialized instructional support personnel;
- restorative practices.¹¹
- pro-social student/teacher relationships (research reflects positive affects for female delinquent students)¹²

In addition, the ITFYW has identified a number of components essential to any female responsive program that attempts to holistically address the needs and issues of adolescent females. For purposes of this document, "program" is used synonymously with educational environment. Two noteworthy components related to the discipline include the necessity that the educational environment provide¹³:

- emotional and physical safety:
 - staff receive sufficient, appropriate and ongoing gender-responsive training;
 - programs favor non-intrusive security practices (cognizant of privacy, past trauma and physical/emotional boundaries);
- opportunities that promote educational success and employability:
 - staff understand educational bias, school disciplinary measures and sexual harassment as experienced by young women;
 - programs are designed with the understanding of the strong correlation between academic failure and delinquent behavior;
 - programs support alternatives to traditional classroom instruction, particularly when young women have learning disabilities, learning deficits, and/or negative attitudes about their ability to learn.

What are the other important materials for schools? Working with a provider, the JJAC and CJJP developed relevant web-based discussion materials, [School-to-Court: Local Strategies Instrument](#). These are materials developed specifically to address the school-to-court process and specific discipline issues for minority youth.

⁷ [African American Disproportionality in School Discipline](#), New York Law School Review, 2009, Skiba, p1077

⁸ [The Adverse Childhood Experience Study](#), Centers for Disease Control and Prevention, Reclaiming Futures, 2012

⁹ [The Achievement Gap and the Discipline Gap](#), American Educational Research Association, Russell, Skiba, Noguera, May 2011, p 62

¹⁰ [Effective School Discipline Policy and Practice: Supporting Student Learning](#), Nat'l Association of School Psychologists, 2013, p. 2-3

¹¹ [A Model Code on Education and Dignity](#), The Dignity in Schools Campaign, 2012, p 28-31

¹² [Parental Acceptance-Rejection Theory and Court-Involved Adolescent Females: An Exploration of Parent-Child Relationships and Student-Teacher Relationships](#), Spring Issue of OJJDP's Journal of Juvenile Justice, 2013

¹³ [Female Responsive Protocol for Adolescent Offenders](#), September 2010

Appendix M - National Juvenile Arrest Related Data and Research

According to the Federal Bureau of Investigation (FBI), Uniform Crime Report²⁶ (UCR) the top seven offenses for juveniles from 2000 to 2011 for the United States were the following (a description of these offenses can be found below):

- Larceny-Theft
- Other Assaults
- Disorderly Conduct
- Drug Abuse Violations
- Curfew and Loitering
- Liquor Laws
- Vandalism

This list is almost identical for the State of Iowa over the same time period; the only difference being that in six of those years²⁷ Curfew was replaced as the seventh offense by Burglary. As these top seven offenses are examined, with the exception of the Other Assaults category, none of them are violent offenses; and with the exception of a number of limited offenses that would be part of the Larceny-Theft, Drug Abuse Violations and Vandalism categories these offenses are primarily misdemeanors and civil citations. Year after year the most common offenses for which juveniles are arrested on a national and state level are relatively minor, non-violent offenses. Even the most common type of assault by juveniles does not involve a weapon or result in serious injury to the victim.

With the current practice of Juvenile Court Services (JCS) to minimize the services and interaction with low-risk offenders, law enforcement must also examine its practices and policies for handling youth being arrested on minor offenses. One example of how law enforcement has been able to reduce referrals to juvenile court on non-serious delinquent acts is the Florida Civil Citation, Florida statutes 985.12. This statute allows law enforcement to offer juveniles a civil citation to a diversion program in lieu of a referral to the juvenile court.

A second example²⁸ is from Clayton County Georgia where Judge Teske forged an agreement titled the "School Referral Reduction Protocol" with the School Superintendent and Chief of Police. The protocol identified misdemeanor offenses which are no longer eligible for referral to the juvenile court unless the student has proceeded through a two-step process. The process includes for a first offense a warning to the student and their parents, a second offense results in a referral to a conflict skills workshop, and any subsequent offenses would result in referral to the juvenile court.

²⁶ <http://ojidp.gov/ojstatbb/ezaucr/>

²⁷ 2001, 2002, 2003, 2009, 2010 and 2011

²⁸ B. Howell, communication, July 21, 2013

Yet a third example is the new policy instituted by the Los Angeles School Police Department in August 2014 that requires minor offenses, such as possession of tobacco, minor theft, trespassing, possession of alcohol, fighting and minor vandalism to be first referred to school intervention or community based programs. With a growing body of evidence²⁹ that juveniles arrested at school are more likely to drop-out there needs to be discussions among law enforcement, school officials, school boards and advocates on how to effectively handle minor offenses

Law enforcement has the opportunity to provide more effective strategies when handling juvenile offenders through collaboration with county attorneys, public defenders, JCS, schools, local service providers and relevant state agencies. These strategies can improve public safety and reduce juvenile court expenses.

Burglary (breaking or entering): The unlawful entry of a structure to commit a felony or a theft. Attempted forcible entry is included.

Curfew and loitering laws (persons under age 18 only): Offenses relating to violations of local curfew and loitering ordinances where such laws exist.

Drug abuse violations: State and/or local offenses relating to the unlawful possession, sale, use, growing, and manufacturing of any controlled drug or narcotic substance. The following drug categories are specified: opium or cocaine and their derivatives (morphine, heroin, codeine); marijuana; synthetic narcotics - manufactured narcotics that can cause true addiction (Demerol, methadone); and dangerous nonnarcotic drugs (barbiturates, Benzedrine).

Larceny-theft (except motor vehicle theft): The unlawful taking, carrying, leading, or riding away of property from the possession or constructive possession of another. Examples are thefts of bicycles or automobile accessories, shoplifting, pocket-picking, or the stealing of any property or article, which is not taken by force and violence, or by fraud. Attempted larcenies are included. Embezzlement, "con" games, forgery, worthless checks, etc. are excluded.

Liquor laws: State and/or local liquor law violations prohibiting the manufacture, sale, purchase, transportation, possession, or use of alcoholic beverages, except drunkenness and driving under the influence. Federal violations are excluded.

Other assaults (simple): Assaults and attempted assaults where no weapon is used and which do not result in serious or aggravated injury to the victim. Stalking, intimidation, coercion, and hazing are included.

Vandalism: Willful or malicious destruction, injury, disfigurement, or defacement of any public or private property, real or personal, without consent of the owner or persons having custody or control.

²⁹ Sweeten, Gary (2006, December) [Who Will Graduate? Disruption of High School Education by Arrest and Court Involvement.](#)

Appendix N - JCS Evidence-Based Practices

1. Practices and Planning

Iowa's Juvenile Court Services (JCS) offices are now implementing specific practices and planning efforts that have assisted in the reductions of delinquency. These practices are consistent with a variety of national research. A variety of those efforts are listed below.

- Center for Juvenile Justice Reform (CJJR) - Reducing Racial and Ethnic Disparities – Georgetown University - In September of 2013, Johnson and Linn Counties sent individual teams of local officials (Juvenile Court Services (JCS), judge, law enforcement, school official, local Disproportionate Minority Contact (DMC) coordinator, etc.) to Washington, D.C. to participate in week-long program offered at Georgetown University. National caliber speakers provided information and worked with the local teams to develop specific and obtainable action plans to affect DMC. Engagement/leadership of local judges is viewed as a major factor related to the potential of success of the Georgetown training. Linn and Johnson Counties have lengthy histories related to efforts to affect DMC. Local officials view their participation in the Georgetown training as the most significant effort to-date to carry forward local efforts to affect DMC. Both communities are in the process of implementing local pre-arrest diversion programs for youth in the school setting. Information regarding CJJR is provided in the footnote.³⁰
- Juvenile Justice Reform and Reinvestment Initiative (JJRRI) - Iowa is in its second year of participation in OJJDP's Juvenile Reform and Reinvestment Initiative (JJRRI). JJRRI utilizes a Standardized Program Evaluation Protocol (SPEP) to evaluate delinquency program effectiveness, based on recidivism and adherence to research-based program principles. The effort is taking place in Iowa's First, Third, and Sixth Judicial District JCS offices. A major aspect of the JJRRI effort relates to the ability of JCS staff and judges to match delinquent youth to evidence-based programming consistent with their IDA need/risk level. The State Court Administrator (SCA) is an active partner of Iowa's JJRRI effort, and is looking to expand implementation state-wide. Information regarding JJRRI is provided in the footnote.³¹
- Juvenile Detention Alternatives Initiative (JDAI) – Since 2007, Black Hawk, Polk, and Woodbury Counties, have been implementing JDAI. JDAI is a detention reform initiative that requires sites to engage a diverse local collaborative, study and document detention policies, gather requisite data, implement a detention screening tool that prioritizes use of detention for those youth who are high risk or are unlikely to attend court hearings, utilize detention alternatives for those youth who are lower risk, study and act on those issues that may be adversely affecting minority youth. Engagement/leadership of local judges is viewed as a major factor related to the potential success of the JDAI effort. Just as importantly, SCA is a leader and active planning partner in Iowa's JDAI effort, and is seeking its

³⁰ [Center for Juvenile Justice Reform \(CJJR\)](#), Reducing Racial and Ethnic Disparities, Georgetown University,

³¹ [Juvenile Justice Reform and Reinvestment Initiative \(JJRRI\)](#), Bilchik, S, CJJR, 2013.

implementation on a state-wide basis. Appendix O and Q of this report have a information regarding Iowa's JDAI-related efforts, including the effort to implement an electronic version of the DST on the Courts case management system. Information regarding JDAI is provided in the footnote.³²

- Iowa Delinquency Assessment (IDA) - The IDA is an evidence-based tool that examines domains such as the juvenile's prior criminal record, academic history, use of free time, relationship history, family history, demographics, substance abuse history, mental health history, attitudes/behaviors, aggression, and skills to determine the risk level of the juvenile (low, moderate, or high risk). The risk level is used to identify those juveniles with a higher probability of recidivism so that appropriate services can be accessed at an appropriate dosage. After the risk level of the juvenile is established, the Juvenile Court Officer recommends an appropriate course of action. The implementation of the IDA is considered by CJJP, SCA, and JCS officials as one of the most progressive changes to improve outcomes for youth and families implemented by the court in recent history. A Washington State researcher completed validation of the IDA in the fall of 2013. The overall analysis reflects a strong validation of the instrument. Research regarding the importance of assessment instruments as a tool to affect DMC is included in OJJDP's DMC Technical Assistance Manual.³³
- Motivational Interviewing (MI) - MI is a form of evidence-based collaborative conversation for strengthening a person's own motivation and commitment to change. MI is the vehicle from which the IDA and or in-person case work with youth is conducted. The approach attempts to increase the youth's awareness of the potential problems caused, consequences experienced, and risks faced as a result of the behavior in question. The strategy seeks to help delinquent youth think differently about their behavior and ultimately to consider what might be gained through change. MI is noted as a clinical practice by the Substance Abuse and Mental Health Services Administration-Health Resources and Services Administration (SAMHSA-HRSA) Center for Integrated Solutions.³⁴
- Case Mapping (CM) – CM provides a structure to determine the level of risk of delinquent youth to re-offend and intensify efforts with higher risk youth. Case plans are developed based on the most effective intervention that will reduce risk factors and increase protective factors. As part of CM efforts, assessment information is utilized to monitor the youth's progress and make recommendations to the Court.
- Carey Group - JCO's have also contracted for the provision of training and material to conduct staff trainings with information provided by the Carey Group, which teaches staff that, to change behavior and reduce recidivism, delinquent youth must understand the

³² [Juvenile Detention Alternatives Initiative](#), Annie E. Casey Foundation

³³ [Iowa Delinquency Assessment](#), Assessment Instrument as System Reform Effort to Affect DMC, OJJDP's DMC Technical Assistance Manual,

³⁴ [Motivational Interviewing \(MI\)](#), Substance Abuse and Mental Health Services Administration-Health Resources and Services Administration (SAMHSA-HRSA) Center for Integrated Solutions

personal and environmental factors that lead to delinquent behavior, and teach the skills they need to change. The website that provides information regarding the Carey Group is provided in the footnote.³⁵

2. Programs

Iowa's JCS offices are now implementing specific programs designed to reduce delinquency. National research has demonstrated these programs, implemented with integrity, to be effective in reducing recidivism.

- Aggression Replacement Training (ART) – ART is an intervention designed for aggressive adolescents and children. Its component procedures are: skill streaming; pro-social, interpersonal skills; anger control training; and moral reasoning training. ART was first employed and evaluated in schools and delinquency centers in 1978. Since that time, an extended series of studies have demonstrated its skill learning, anger control, and recidivism reducing potency. It has found widespread use in schools, delinquency centers and other agencies concerned with the reduction of school violence and aggression by youths in the community and elsewhere. ART is included in the federal Office of Juvenile Justice and Delinquency Prevention's Model Program Guide.³⁶
- Functional Family Therapy (FFT) - FFT keeps moderate to high risk youth in their community and in their homes. Services are provided to youth and their families to affect the issues contributing to youth's delinquent behavior. Working with small caseloads licensed therapists provide the tools a family needs to work together to develop solutions for their children. FFT helps prevent out-of-home placement of some youth such as group care or residential facilities. FFT is one of only a few programs recognized by the Center for the Study and Prevention of Violence (CSPV), University of Colorado, as a "blueprints" program.³⁷

³⁵ [The Carey Group](#),

³⁶ [Aggression Replacement Training \(ART\)](#), OJJDP Model Programs Guide, Office of Justice Programs,

³⁷ [Functional Family Therapy \(FFT\)](#), Blue Prints for Healthy Youth Development, [CSPV](#), Institute of Behavioral Science, University of Colorado Boulder.

Appendix O - Detention Screening Tool Validation

This appendix is a summary of work related to Iowa's efforts to revise and validate the Iowa Detention Screening Tool (DST). A copy of the [full validation report](#) is available on the Iowa Division of Criminal and Juvenile Justice Planning (CJJP) and State Court Administrator's (SCA) website.

1. Detention Screening Tool Background

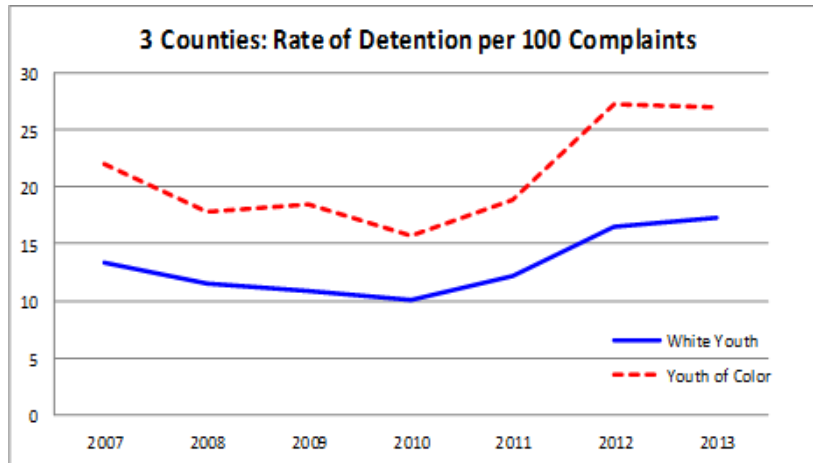
National studies indicate that there are multiple negative effects from placing youth, especially low-risk youth, in detention. Dr. Edward Latessa, a researcher from the University of Cincinnati, found low-risk youth to be more than twice as likely to recidivate after placement in detention compared to low-risk youth placed in treatment in a community-based setting.³⁸ This research has led to a nationwide effort to reduce the use of detention for low-risk youth. A key component of this effort has been the development of risk assessment tools for use at the detention decision step in the delinquency process. According to the Annie E. Casey Foundation, 39 states and more than 200 jurisdictions are currently utilizing either statewide or local risk assessment tools to determine secure detention. Research into the use of these instruments has indicated three primary benefits:

- They provide structure to help ensure that all youth are treated objectively and equitably;
- They identify a youth's risk of reoffending; and
- When validated, they are reliable and more accurate than subjective or clinical judgments.³⁹

The original Iowa Detention Screening Tool Committee held a series of meetings to draft the first Iowa Juvenile Detention Screening Tool (DST) in the spring of 2009. The tool was piloted in three participating counties, Black Hawk, Polk, and Woodbury, from June through December, 2009. The following figure demonstrates the rate of detention in these three counties, based on number of complaints filed, for White youth compared to minority youth between 2007 and 2013.

³⁸ Ibid (page 23)

³⁹ [Administrative Office of the Courts Briefing](#). *Screening and Assessments Used in the Juvenile Justice System*. Feb 2011.



Source: Iowa Justice Data Warehouse

While the rate of detention steadily declined for both populations through 2010, the use of detention increased during 2012, and disproportionately so. Between 2011 and 2012, the total number of detention holds for White youth increased 26%, while holds for minority youth increased 33%. During 2013, the rate of detention leveled off; however, the total number of holds increased 33% from 2010.

Detention screening tools are designed to measure risk to re-offend. Therefore, the process for validating such an instrument focuses on the number of youth who are re-arrested during an initial 30-day period following screening, to determine whether the tool identified these youth as high risk. Casey Foundation guidelines suggest a “passing” public safety score for detention screening is a 10% recidivism rate. After the first validation study was conducted in January, 2010, results indicated that 9.7% of youth who scored for release or release to programming were charged with a new offense within 30 days of screening.

While it appeared the DST was adequately measuring risk, the committee revised the tool, resulting in a second pilot period and validation between October, 2010 and May, 2011. Results from the second validation study indicated an increase in recidivism rate for youth scoring for release to 12.6%. While fluctuations in recidivism rate can be attributed to a variety of factors, further modifications were made to the tool and, thereafter, the rate has been periodically monitored by CJJP staff. That version of the DST was utilized between October, 2010 and December, 2013 with no further revisions by the committee.

In an effort to streamline the screening process, the original DST committee worked toward the creation of a web-based version of the screening tool.

2. Detention Screening Tool Subcommittee Review – Automation of Instrument

With the award of the Community and Strategic Planning (CASP) grant in October 2013, a new DST subcommittee was formed to review the current detention screening tool and develop an automated DST that will be integrated with the Iowa Courts Information System (ICIS). The new DST subcommittee made substantive revisions to the previous tool. While the detention

screening process previously differed for youth arrested on a new offense and youth presenting for detention due to a violation of probation, the current tool screens all youth under the same scoring structure. Given the changes to the tool, CJJP staff trained Juvenile Court Services (JCS) staff during January, 2014, and a pilot test of the new tool began. Pottawattamie County (Council Bluffs) joined Black Hawk, Polk, and Woodbury counties for the new pilot. The revised DST utilized during the most recent pilot period can be found in Appendix P.

3. Validation Results

Results from the most recent validation study of the revised Iowa DST are as follows:

- a. *The Iowa DST is providing a higher level of predictive reliability to measure risk to re-offend compared to decisions made contrary to the tool.* During this pilot study, the failure rate was 11% when the prediction of the tool was followed. However, when youth received an outcome contrary to the measurement of the tool, the failure rate was 25%. While these rates would need to be measured over time, the DST is more reliably predicting risk to re-offend.
- b. *The override rate of the instrument is higher than the 15% acceptable rate for overrides developed as a standard by the Annie E. Casey Foundation.* Of the 400 cases screened, 42% followed an outcome contrary to the risk level measured by the DST. Whether the override was to detain or release, the high rates of overrides are largely due to a lack of placement in alternative services.
- c. *Two other factors contributed to the high rate of overrides:*
 - 1) Court-ordered holds contributed to a higher rate of overrides, possibly due to unawareness of risk level as measured by the Iowa DST.
 - 2) Scoring a two-year period of offense history under the Offense History construct also contributed to a higher rate of overrides. A review of 50 cases from the current pilot period indicated that when scoring only 12 months of history, as opposed to the current 24-month period, the override rate declines with no increase in risk to public safety.
- d. *Cases identified by the DST as candidates for alternative programming are infrequently being placed in services.* Only 10% of cases scoring for alternative programming were referred and received services. Of the remaining cases, nearly two-thirds were placed in detention. More discussion related to detention alternatives is provided later in this appendix and in Appendix R.
- e. *The ability of the tool to predict risk of re-offense does not vary based on race or gender.* While cases involving Hispanic youth and cases involving females reflected higher rates of recidivism when released, populations screened were relatively small. Prior validation

studies did not find a failure rate for females or Hispanics that exceeded other populations.

As a result of these findings, the DST subcommittee reduced the period of offense history review from 24 months to 12 months in an effort to reduce the override rate of the tool. The subcommittee also recognized a lack of detention alternative services being utilized. Data will continue to be collected and reviewed by CJJP staff. Automation of the tool is currently underway and a secure online tool is expected to be ready for testing in the fall of 2014. The committee anticipates that the new DST, which is being integrated into the ICIS system, will be functional in the four sites currently utilizing the DST by the end of the year. The SCA will work with the chief juvenile court officers, one from each of the eight judicial districts, to develop a plan to implement use of the new automated DST in all 99 counties during 2015. The need for ongoing training and validation efforts will require ongoing logistical and financial support.

4. Alternatives to Detention

A critical aspect of detention screening relates to the use and availability of juvenile detention alternatives.⁴⁰ Such alternatives ensure public safety and provide accountability for delinquent youth. National research reflects that such alternatives should be viewed in the context of a detention continuum including: secure detention, in-home detention, day treatment, tracking and monitoring, electronic monitoring, ankle bracelets or GPS devices, shelter care, etc.

An important aspect of the DST study effort related to the extent to which jurisdictions were utilizing detention alternatives.

⁴⁰ [Consider the Alternatives](#), Annie E. Casey Foundation,

The following tables include data regarding youth screened utilizing the DST during the most recent validation period who scored for a detention alternative service. Of the 130 youth in this cohort, nearly 60% were detained and 33% were released without being placed in an alternative service. As noted in the table below, the recidivism rate for youth released that scored for an alternative was 26%.

DST Validation - May 2014

Youth Scoring for Placement in Alternative Programming

(N = 130)

	N	%	Recidivism Rate
Alternative Service	13	10%	23%
Released	43	33%	26%
Detained	74	57%	NA
Detained by JCS	43	58%	
Detained by Courts	31	42%	

Over the past five years that the DST has been utilized for detention screening, data have indicated a lack of placement in services for youth scoring for alternatives. The following table includes data from the first two validation studies of the detention screening tool.

Previous DST Validation Results

Youth Scoring for Placement in Alternative Programming

	Pilot #1		Pilot #2	
	N	%	N	%
Youth Scoring for Alternative Service	131	--	140	---
Youth Placed in Alternative Service	20	15%	32	23%
Youth Placed in Detention	58	44%	63	45%
Youth Released	53	41%	45	32%

Across three validation studies there were a total of 401 youth screened who scored for a detention alternative service. Of these, only 16% were actually placed in a service, while nearly 50% were detained.

Appendix P - Detention Screening Tool

Iowa Juvenile Detention Screening Tool

Attachment #4



Last Name: _____ First Name: _____
 DOB: _____ Date: _____
 Screened By: _____ Time: _____
 County # of Residence: _____ Det Facility: _____

Gender: Male Female
 Race: Caucasian
 African-American
 Hispanic
 Native American
 Asian/Pacific Islander
 MultiRacial
 For Informational Purposes Only

RISK SCORE

Complete the following for all youth presenting for detention.

Most Serious Referral Offense:	Statute	Description
--------------------------------	---------	-------------

A. Most Serious Referral Offense (Select one)	Points	SCORE
Felony Against Person/Felony Weapon/Felony Narcotic Distribution Class A,B,C	13	_____
All Other Felonies OR Aggravated Misdemeanor Against Person	10	
Aggravated Misd Non-Person OR Serious Misdemeanor Against Person	6	
All Other Misdemeanors or Local Ordinances	3	
Violation of Probation	3	
All Other Offenses Below Simple Misdemeanor	0	
B. Offense History (Do not include dismissed charges)		
Count Most Serious Prior Offense Only (Select only one of the following)		
Felony Person/Felony Weapon within past 12 months	6	_____
Felony Narcotic Distribution Class A,B,C within past 12 months	4	
Other Felonies OR Aggravated Misd Against Person within past 12 months	3	
Aggravated Misd Non-Person OR Serious Misdemeanor Person within past 12 months	2	
Other Misdemeanor within past 12 months	1	
Count Prior Incidents		
Incidents for Youth within past 12 months (Score 1 pt for each sequence number-Excluding dismissed)	1	_____
C. Supervision Status (Current Milestone Status - Select one)		
Currently on Formal Probation	6	_____
Currently Pending Disposition	4	
Current Petition Filed Pending Court Decision	3	
Currently on Informal Probation	2	
Not on Probation, No Pending Petition	0	

RISK SCALE 0-7 = Release 8-12 = Detention Alternative 13+ = Detain SCORE 0

OUTCOME

This Youth Was: Released Placed in an Alternative Detained

This Outcome Was: Court-Ordered Prior to Screening (Mandatory Hold) Requested by Juvenile Court Service Staff

If Detention Alternative, list service: _____

Detention Overrides

Detention Based on The Following Condition: (Check one)

- 1. Held under warrant/order for another jurisdiction or an interstate compact
- 2. Escapes from correctional institution
- 3. Probable cause indicating child violated conditions of release AND substantial probability child is flight risk or will be unavailable for court
- 4. Probable cause child committed delinquent act AND: (you must select a, b, or c below)
 - a. Substantial probability child will run or be unavailable for court
 - b. Risk of serious bodily harm to self or others
 - c. Risk of serious property damage
- 5. Probable cause to believe child possessed controlled substance with intent to deliver crack cocaine, cocaine, or methamphetamine
- 6. Probable cause youth committed delinquent act of domestic abuse (708.2A)
- 7. Youth held post adjudication pending dispositional hearing (232.47(11))
- 8. Court-ordered dispositional hold for up to 48 hours (232.52(2)(G))

Release Override Reason:

Release Overrides

- 1. Release
- 2. Release to Alternative
- 3. Released due to lack of appropriate or no alternative available

Revised May 2014

Appendix Q – Local Success – Detention Reform

1. Local Sites Detention Reform Efforts

This appendix of the Strategic plan highlights the local success and relevant lessons learned from efforts to implement a detention reform model in [Black Hawk](#) and [Woodbury](#) counties. Local reports were developed for these two sites and are available on the CJPJ and SCA websites. There is broad acknowledgement at the local and state-levels that any system change effort requires the active participation and commitment by leaders of multiple stakeholder organizations.

a. Local Success With Detention Reform

Provided below is a list of key activities that were critical to the success in two counties.

- ✓ Build upon the existing, longstanding activity of the local Disproportionate Minority Contact (DMC) effort (and other local initiatives) to facilitate participation in a state/national technical assistance effort.
- ✓ Develop and maintain an active steering committee committed to juvenile justice system change.
- ✓ Actively engage key local leadership including judges, juvenile court services (JCS), local law enforcement, county attorney, defense, elected officials, community activists, and schools.
- ✓ Balance the broad guidance from state/national technical assistance models with existing practice and procedure, and actively implement requisite tools.
- ✓ Understand that reform of individual aspects of the juvenile justice system requires a broad view of its multiple decision points and complex functioning.

2. Background – Local Detention Reform

Guided by research that found that youth rated as low-risk were more than twice as likely to recidivate after placement in residential settings (like detention) as they were when treated in community-based settings,⁴¹ local officials in Black Hawk and Woodbury counties began juvenile detention reform efforts in 2007. Since then, these efforts have achieved noteworthy reductions in the use of juvenile detention without compromising public safety. Local officials credit their efforts' success to the leadership of, and ongoing collaboration among, judges, Juvenile Court Services (JCS) staff, law enforcement, the county attorney's office, defense attorneys, political leaders, local activists, and schools. This finding is consistent with research that points to interagency collaboration as a powerful strategy for delinquency system reform.⁴²

⁴¹ Ibid, Latessa

⁴² [Collaboration and Leadership](#), Pathways Series, Annie E. Casey Foundation.

As a part of the detention reform process, Black Hawk and Woodbury counties implemented a standard Iowa Detention Screening Tool (DST) and use of local programmatic detention alternatives. The implementation of the DST assisted the counties to make detention decisions based on risk to re-offend. The result has been a sustained reduction of the detention population in these two counties.

Officials at the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) have also identified the use of a DST and other risk/need assessment instruments as a key part of a multi-faceted collaborative strategy to reduce DMC with state and local delinquency systems.⁴³ According to 2011 Iowa Uniform Crime Report data, African-American youth are five times more likely to be arrested than White youth. DMC is an issue in Iowa and nationally. The highest levels of DMC in Iowa exist in urban counties, where the largest populations of minority youth reside.

As a result of the local detention reform effort, Woodbury County has reduced overrepresentation in the use of detention for African-American and Hispanic/Latino youth. The Woodbury County results are noteworthy.

The Black Hawk and Woodbury County detention reform efforts helped facilitate DMC-related changes taking place in JCS referral, receiving center intakes, local arrest practice, and school climate and discipline issues. Research reflects that efforts to reduce DMC should employ multi-pronged approaches that include a variety of strategies, including prevention.⁴⁴ The local success is attributed, in part, to the counties' sustained and persistent efforts to address DMC. There is broad acknowledgement that the work is not done and must continue over multiple fronts over time.

3. Connection of Local County Efforts to State-Level Strategic Plan

The overarching purpose of the CASP grant is to develop a strategic plan to reduce DMC in Iowa's delinquency system. The state advisory group for the CASP project identified the use of the DST and development of detention alternatives as key components of an overall strategic plan to reduce DMC in Iowa's delinquency system. The advisory committee directed CJJP staff to document how the Black Hawk and Woodbury County reform efforts were developed and implemented, and the impact they had on the use of juvenile detention.

In March and April of 2014, groups of delinquency system officials from Black Hawk and Woodbury counties participated in discussions regarding their juvenile detention reform efforts. John Goerd, Deputy State Court Administrator; and Dave Kuker, Executive Officer, CJJP, facilitated the discussion.

Local participants in the discussions included: judges; CJCOs, JCS supervisors and line staff; law enforcement; prosecuting attorneys; defense attorneys; juvenile detention facility staff; private provider staff; and others.

⁴³ [OJJDP's Community and Strategic Planning Initiative Curriculum](#)

⁴⁴ [Race and Decision Making in Black Hawk County](#), Leiber.

The local reports serve as summaries of the discussions along with the other information provided by local officials. It is intended the “lessons learned” from Black Hawk and Woodbury county detention reform efforts will inform and possibly inspire similar collaborative efforts in other jurisdictions in Iowa.

4. Findings – Local Efforts

The major findings of the local efforts are as follows:

- The leadership and active engagement of judges in each of the local sites was critical in safely reducing the use of juvenile detention.
- In both sites the CJCO played a major leadership role in the detention reform effort, and also provided the staff support for the local collaboration to sustain the daily operations of the effort.
- Longstanding local DMC efforts contributed to community readiness to participate in the detention reform effort in both sites.
- Woodbury’s initiative produced an overall reduction in the use of detention and a notable reduction in DMC in the use of detention. According to data for the 2009-2013 time period:
 - Detention reductions for African-American and Hispanic/Latino youth were 57% and 59 % respectively. Whites experienced a two % increase in detention holds for that period.
 - Reductions in JCS referrals were highest for Native American (51%) and Hispanic/Latino (38%) youth, and still noteworthy for White and African-American youth (34 and 25% respectively).
 - The greatest reductions at Woodbury County’s local receiving center were for Hispanic/Latino youth (50%). White and Native American youth had reductions of 44 and 41%, respectively.
 - Native American youth experienced a 49% reduction in non-school, local arrests. White and Hispanic/Latino youth experienced reductions of 40 and 30% respectively.
 - Despite noteworthy reductions in DMC in the use of the detention, DMC still exists at multiple decision points in the local delinquency system, including detention.

- In Black Hawk County, data for the 2009-2013 time period reflect the following:
 - Reductions in the use of detention were experienced for all racial/ethnic groups, although lesser reductions were seen for minority youth.
 - The percentage of arrest reduction was greater for African-American youth than for White youth for the specific offenses of disorderly conduct and shoplifting.
- In both sites the most important factor in the success of the detention reform effort was the active participation by, and commitment of, leaders from key stakeholder organizations and groups to collaborate to implement and sustain changes in detention policies and practices. Participants on these local leadership teams included: a juvenile judge, CJCO, elected officials (e.g., county attorney, board of supervisors), law enforcement (multiple police departments, sheriff), DMC Committee leaders and advocates, school administrator, defense attorney, and other entities.
- In Black Hawk County, the access of multiple local law enforcement agencies to arrest diversion programs was a major factor that contributed to reductions in youth arrest and referral to JCS.
- The Chief Judge of the Third Judicial District, where Woodbury County is located, initiated a local rule that judges receive a copy of the DST at all 24 hour detention hearings.
- As a result of participation in the reform effort, delinquency system officials in both sites now view detention as a local continuum of service, not simply a secure setting.
- A specific and delineated process guides local detention decision making in both sites.
 - Implementation of the DST allows for consistent and standardized detention decision making.
 - Local alternatives provide essential options for youth.
 - Detention alternatives can be provided at costs significantly less than secure detention, while still ensuring public safety.
 - Access to flexible funding has been critical in the provision and ongoing availability of key detention alternatives.
- Officials in both sites recommend that additional support will be necessary at the state-level to ensure expansion of the use of the DST beyond select counties.
- The use of local data in both sites was a critical component throughout the process of planning and implementing detention reform, and will continue to be critical in the effort to sustain the success already achieved.

Appendix R – Summary – Detention Alternative Survey

1. Survey of Detention alternatives

The recent validation effort of the DST found that few youth scoring to access a detention alternative are placed in one. In an effort to learn of the overall availability and types of detention alternatives available in each of Iowa’s eight judicial districts, the CJCOs from each of the eight judicial districts were surveyed in February 2014 regarding the detention alternatives available. The survey instrument is included as Appendix S.

The figures below notes the type of detention alternatives programs specifically listed in the CJCOs survey responses. The survey may not have reflected all detention alternatives available. (Note: Because it is somewhat difficult to clearly define the term “detention alternative program,” it is possible that a program considered as a detention alternative in one district, is not considered to serve as a detention alternative in other judicial districts.)

Figure 1 includes a set of detention alternatives that are available across multiple judicial districts.

Figure 1

List of Detention Alternatives Available Across Multiple Judicial Districts

Alternative	1	2	3	4	5	6	7	8
Crisis Counseling	X		X	X				
Electronic Monitoring - GPS	X	X	X	X	X	X		X
In-Home Detention	X			X	X		X	X
Shelter Care	X	X		X				X
Tracking and Monitoring		X	X	X	X	X	X	X
Violators Program - Weekend Offender	X	X		X	X	X		

The information in Figure 2 reflects those detention alternatives that are available across entire districts. For example, crisis counseling, electronic monitoring, and violators’ program services are available across all 11 counties in the First Judicial District. The data indicate that each district does offer a core set of programs that serve as an alternative to detention.

Figure 2
List of Detention Alternatives Available to Entire Judicial District

Alternative	1	2	3	4	5	6	7	8
Crisis Counseling	X			X				
Electronic Monitoring - GPS	X	X		X	X			
In-Home Detention							X	X
Shelter Care		X						X
Tracking and Monitoring		X	X	X	X		X	X
Violators Program - Weekend Offender	X	X						

There is also an extensive list of detention alternative programs that are unique to select districts, as seen in Figure 3 below.

Figure 3
List of Detention Alternatives Specific to Certain Judicial Districts

Alternative	1	2	3	4	5	6	7	8
Aggression Replacment Training	X							
Community Service					X	X		
Contracts - Conditions of Release	X						X	
Day Treatment		X						X
Diversion Programs	X				X			
Drug Testing			X					
Functional Family Therapy	X							
Intake/Receiving Center				X				
Life Skills	X							X
Mediation					X			
Psychiatric Unit				X				
Restitution					X			
Restorative Justice Programs					X			
School Reentry			X					

According to survey responses, four judicial districts would seek to add therapeutic family foster care programming (see Figure 4). Survey responses noted a specific desire to add such programming for minority youth. No other specific type of alternative services was listed multiple times in the survey.

Figure 4
List of Detention Alternatives Judicial District Would Seek to Add

Alternative	1	2	3	4	5	6	7	8
Day Treatment				X				X
Day Treatment - Girls		X						
Evening/Weekend Reporting Center				X				
In-Home Detention		X						
School Transition			X					
Title XIX Coverage - Detained Youth			X					
Therapeutic Family Foster Care	X				X	X	X	
Violators Program - Weekend Offender							X	X

The CJCOs did not, generally speaking, report use of detention alternatives specific to populations of minority youth.

A number of districts provide intensive and more comprehensive detention alternative programs that combine multiple types of activities such as tracking and monitoring, electronic monitoring, skill building, and crisis counseling. For example, most of the violators programs combine multiple other service activities. The intensive programs, in some cases, have a lower service capacity than broad-based services such as tracking and monitoring.

The survey did not request information on the extent to which given detention alternative programs operate at full capacity, or, if given programs have waiting lists. For some programs CJCOs did indicate unlimited capacity, however, that was not a universal response. The survey did not adequately assess program capacity of detention alternative services.

2. Findings – Detention Alternatives Survey

The major findings from the detention alternatives survey are as follows:

- It is difficult to determine from the survey why youth being screened for detention and assessed to be in need of detention alternatives, as part of the detention validation effort are not more frequently receiving detention alternatives.
- No detention alternative presently available is being reported across the eight districts as specific to a population of minority youth.
- CJCOs report a number of programs, such as electronic monitoring (GPS), in-home detention, and violators programs as available across multiple judicial districts in Iowa.
- Electronic monitoring (GPS) and tracking and monitoring services are reported as likely to be available to youth in every county of most judicial districts.
- Due to differences in how CJCOs define “detention alternative program,” services may be listed as a detention alternatives in one district, but not in others.

- Four districts are interested in the potential of adding therapeutic family foster care as a detention alternative and see it as a program beneficial for minority youth.
- A number of districts have intensive or more comprehensive detention alternatives that contain multiple programmatic components. Such programs are typically in metropolitan counties.
- Data are not presently being collected to determine the effectiveness of detention alternatives.

Appendix S - Survey of Detention Alternatives

Instructions: Please open this survey / table in Microsoft Word. Provide brief answers or descriptions in the appropriate cells in the table (cells will expand as you type). Save the document and return it to: John Goerdt, Deputy State Court Administrator (john.goerdt@iowacourts.gov) by **February 28**. Thanks for your assistance.

I. Person who completed this survey: _____ District
#: _____ Phone #: _____

II. Current Juvenile Detention Alternative Programs

A. List local juvenile detention alternatives (JDA) programs available in your judicial district (Brief name/title)	B. JDA program description	C. If this program includes elements that are culturally specific for <u>minority youth</u> or female responsive for <u>girls</u> , please describe.	D. Approximate <u>number</u> of youth this program can serve on a given day	E. <u>Counties</u> where the JDA programs are available
1.				
2.				
3.				
4.				
5.				

III. Additional Juvenile Detention Alternative Programs Needed/Desired

A. Additional local JDA programs that would be utilized if available in this judicial district (Brief name/title)	B. JDA program description	C. Approximate <u>number</u> of " <u>slots</u> " <u>needed</u> for this program	D. <u>Counties</u> where the JDA program should be made available	E. Approximate funding needed for this new JDA program
1.				
2.				
3.				
4.				
5.				
6.				

Appendix T – Delinquency Decision Point Rate Calculations

The following table details the various delinquency decision points and the factor to which they are compared. To calculate a rate the decision point is divided by the denominator and then multiplied by 100 or 1,000, dependent upon the decision point being calculated. This decision point is then read as a rate per 100 or 1,000 per the denominator. For example, arrests would be calculated based upon population and read the arrest rate is 111.1 per 1,000 youth, and adjudications would be read, the adjudication rate is 11.1 per 100 petitions filed.

Decision Point (Numerator)	Denominator	Per Rate
Arrests	Population	1,000 youth
Complaints	Arrests	1,000 arrests
Diversion	Complaints	100 complaints
Detentions	Complaints	100 complaints
Petitions Filed	Complaints	100 complaints
Adjudications	Petitions Filed	100 petitions filed
Probation Orders	Adjudications	100 adjudications
Juvenile Corrections	Adjudications	100 adjudications
Waivers to Adult Court	Petitions Filed	100 petitions filed

Appendix U– Local AMP Councils



Local Councils

AMP has councils statewide that connect young people and advocate on a local basis. Council activities are driven, from idea to inception, by local members. Each council is led by experienced alumni of the system, supportive social workers, or local foster parents.

AMP members are youth ages 13-21 who have been involved in foster care, adoption, kinship or other out-of-home placements. We are young people who want to make a difference in the child welfare system. We come from every background and we all have stories to tell.

To join us, contact the Facilitator for the council nearest you!

Ames

The Ames Council meets on the 2nd and 4th Thursday of every month at Youth and Shelter Services (420 Kellogg) in Ames from 6:30 - 8:00 p.m.

Council Facilitator: Terri Bailey

ph: 515-249-7089

e-mail: tbailey@yss.ames.ia.us

Burlington

The Burlington Council meets twice a month at two different locations: the 2nd Monday of each month at Young House Family Services (204 Arch St.) in Burlington from 6:30-8:30pm and the 4th Monday of each month at First United Methodist Church (309 N. Main) in Mt. Pleasant from 6:30-8:30pm.

Council Facilitator: Miranda Messenger

ph: 319-670-1182

email: mmessenger@younghouse.org

Calmer-NICC

The Calmer Council will begin in September 2014. Contact the facilitator for more information.

Council Facilitator: Jessica Edgar

ph: 507-481-7587

email: jedgar@yss.ames.ia.us

Cedar Rapids

The Cedar Rapids Council meets on the 1st and 3rd Thursday of the month at the Four Oaks Bridge in the Fireside Room (2100 1st Avenue NE) in Cedar Rapids from 6:30 - 8:30 p.m.

Councils Facilitator: Shayla Westly-Shanks

ph: 319-491-1596

email: swestly-shanks@foundation2.org

Council Bluffs

The Council Bluffs Council meets on the 1st and 3rd Tuesday of every month from 6:00 - 8:00 p.m. at Children's Square Gym (North 6th Street & Ave. E) in Council Bluffs.

Councils Facilitator: Jerry Wallace

ph: 402-616-8262

e-mail: jerry687@hotmail.com

Davenport

The Davenport Council meets 2nd and 4th Thursdays of every month from 6-7:30 at Annie Wittenmyer Complex-Gymnasium (2800 Eastern Ave.) in Davenport.

Facilitator: Megan Heffernen

Phone: 563-920-6041

Email: DavenportAMP@gmail.com

Des Moines

The Des Moines Council meets on the 1st and 3rd Tuesday of every month at Polk County DHS Riverplace (2309 Euclid Ave.) in Des Moines from 6:00 - 8:00 p.m. This council serves supper at 5:30pm.

Councils Facilitator: Terri Bailey

ph: 515-249-7089

e-mail: tbailey@yss.ames.ia.us

Dubuque

The Dubuque Council meets on the 2nd and 4th Tuesday of every month from 6:00 -8:00 p.m. at the Multicultural Family Center (1157 Central Ave.) and Hillcrest, 2005 Asbury Road in Dubuque. Call or email the facilitator for nightly location as it varies.

Councils Facilitator: Kelsey Gruhn

ph: 815-821-4745

e-mail: kelseyn1890@gmail.com

Eldora State Training School

AMP Council meetings are held on campus for the youth living in Eldora (no community youth allowed).

Council Facilitator: Jess Kropf

ph: 712-249-9337

e-mail: jkropf@yss.ames.ia.us

Fort Dodge

The Fort Dodge Council meets on the second and fourth Thursdays of each month from 5:00 – 6:30 p.m. at the First United Methodist Church (127 North 10th Street) Fort Dodge, Iowa 50501.

Councils Facilitator: Drew Ruby

ph: 515-571-6615

e-mail: dmruby74@gmail.com

Iowa City

The Iowa City Council meets the second and fourth Thursday of each month from 6:30-8:30pm at The Dream Center (611 Southgate Ave.) Iowa City, IA 52240.

Councils Facilitator: Shayla Westly-Shanks

ph: 319-491-1596

email: swestly-shanks@foundation2.org

Mason City

The Mason City Council meets the first & third Tuesday of each month at Trinity Lutheran Church (213 North Pennsylvania Ave.) in Mason City from 7:00-9:00pm (1 block north of Mohawk Square/DHS Building)

Councils Facilitator: Kristin Brown

ph: 641-423-7362

email: amp@francislauer.com

Ottumwa

The Ottumwa Council meets on the first Sunday & third Wednesday of each month at American Home Finding (217 East 5th St.) in Ottumwa from 5:30-7:00 p.m.

Council Facilitator: Holly Dommer

ph: 641-682-3449

email: hdommer@ahfa.org

Sioux City

The Sioux City Council meets the first & third Thursday at St. Luke's Lutheran Church (2309 S. Saint Aubin St.) in Sioux City from 5:00-7:00 p.m.

Council Facilitator: Sara Gualazzi

ph: 712-420-6830

e-mail: sgualazzi@childrensquare.org

Co-Council Facilitator: Jen Schaper

ph: 712-255-9061

email: jschaper@childrensquare.org

Waterloo

The Waterloo Council meets on the 2nd & fourth Tuesday of every month at Grace Lutheran Church (1024 West 8th Street) in Waterloo from 7:00-9:00 p.m.

Councils Facilitator: Jessica Christman

ph: 515-451-4233

e-mail: jperrychristman@gmail.com