

**DMC SECTION
2009 STATE OF IOWA JUVENILE JUSTICE AND
DELINQUENCY PREVENTION ACT FORMULA GRANT
UPDATE**

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Notes Regarding Document

This document is the DMC Section of Iowa's 2009 federal Juvenile Justice and Delinquency Prevention Act (JJDP Act) formula grant three year plan update. The Division of Criminal and Juvenile Justice Planning (CJJP) wrote this update. CJJP is the state agency responsible for administering the JJDP Act in Iowa. Federal officials refer to state administering agencies as the state planning agency (**SPA**). The Plan was developed and approved by Iowa's Juvenile Justice Advisory Council. That Council assists with administration of the JJDP Act, and also provides guidance and direction to the SPA, the Governor and the legislature regarding juvenile justice issues in Iowa. Federal officials refer to such state level groups as state advisory groups (**SAG's**). The acronyms SPA and SAG are used through this report.

PLAN DMC CORE REQUIREMENT

The below information serves as the DMC section of Iowa's application for federal Juvenile Justice and Delinquency Prevention Act formula grant funding (JJDP Act). A subgroup of the SAG that assisted in the development of the DMC Section of the Iowa Plan is the Disproportionate Minority Contact Committee – **DMC Committee** (the DMC Committee is discussed in some detail later in this DMC plan).

Section 223(a)(22) of the JJDP Act of 2002 requires that states and territories address "specific delinquency prevention and system improvement efforts designed to reduce, without establishing or requiring numerical standards or quotas, the disproportionate number of juvenile numbers of minority groups who come into contact with the juvenile justice system."

The purpose of this core requirement is to ensure equal and fair treatment for every youth, regardless of race or ethnicity, involved in the juvenile justice system. A state is considered to be in compliance with this core requirement when it meets the following requirements by addressing DMC on an ongoing basis through **identification, assessment, intervention, evaluation and monitoring**. DMC Identification Spreadsheets have been completed and are submitted as part of this DMC Compliance Plan of the 3-year plan. Having determined that DMC exists, this 3-year plan addresses the five phases of the DMC Reduction Cycle as described in the Disproportionate Minority Contact Technical Assistance Manual, 3rd Edition (see http://www.ncjrs.gov/html/ojdp/dmc_ta_manual/index.html). **The DMC Section of this report is organized according to the five phases of the DMC reduction cycle.**

Phase I: Identification

The identification phase is to determine whether and to what extent disproportionality exists. The RRI matrices provide this information at decision points in the juvenile justice system. Comparisons by race within targeted jurisdictions are made by collecting and examining data at decision points in the juvenile justice system to determine the degree to which disproportionality exists.

(1) Updated DMC Identification Spreadsheets (Attachment 2). The most recently available statewide data and three targeted jurisdictions with focused DMC-reduction efforts were entered into the Web-based DMC Data Entry System at www.ojdp.dmcddata.org/. The Relative Rate spreadsheets are included as an attachment.

Information regarding local matrices is available later in this report. The matrices examine major court decision points and compare "relative rates" for minority youth based on comparison with incidence for White youth through calculation of a relative rate index (**RRI**), which is discussed below.

Matrices data has also been updated on OJJDP’s web-based matrices system, and are available for review through that system. OJJDP’s matrices template was utilized at the state level for the preparation of this application.

Relative Rate Index - The matrix uses RRI to compare processing rates of minority youth to White youth. The formula and an example from the 2008 relative rate index are presented below:

$$\frac{\text{Rate of Occurrence}}{\text{Relative Rate}} \text{ (Afr. Amer. Youth)} \text{ by } \frac{\text{Rate of Occurrence}}{\text{(White Youth)}} = \text{Index}$$

285.64/1000 referrals	divided by	54.20/1000 arrest =	5.27 RRI
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In the example above, a relative rate index of 5.27 is obtained for arrests of African American youth. The data were taken from the referrals for African American youth reflected in the 2008 state level matrix (the state level matrix is included as an attachment). The RRI from the statewide data indicate that the African American arrests are 5.27 times that for arrests of White youth. The arrest rate for African American youth is considerably higher than that of White youth.

As is reflected above, the RRI compares the number (or rate) of minority youth entering each stage of the juvenile justice system to the number and rate of minorities of the previous state. **Until the most recent release of the relative rate matrix, population was used as the denominator for arrest as well as referral decision points. The most recent release corrects the calculation by using the number at arrest as the denominator for the calculation of the relative rate at referral.**

Individual Pages of the Matrices – The following pages are included in a single matrix (see below).

- **Date Entry Page** - The first page in each of the matrices at the end of this section provides data (annualized data counts) for some of the major juvenile court decision making phases as well as data for some secure settings (juvenile detention & boys state training school), census data, and arrest data from the Iowa Uniform Crime Reports.
- **Race Specific Pages** - Additional pages of the matrix calculate the RRI by race/ethnicity (one page for each race/ethnicity White, African American, Hispanic/Latino, Asian, Hawaiian or Pacific Islander, Native American, Other/Mixed).
- **All Minority Population Page** - Another page of the matrix calculates the relative rate index for a combined population of “all minority” youth.
- **Summary Page** - A summary page lists RRI’s for all the different races at all of the different decision points.
- **Population Based Rates** - The final matrix page shows the cumulative effect of multiple decisions as the population based relative rate index.

Different Rates at Different Stages – The matrices calculate rates per thousand at some of the initial decision making stages (“arrest” and “referral to juvenile court”) because the numbers are sufficiently large at those points in the process. Rates per 100 are calculated for some of the deeper end system processing points such as “finding of delinquency” because relatively few youth advance to those points in the system.

Statistical Significance - The matrices also include a column related to statistical significance of the RRI - “YES” in the column indicates that the difference in rates between the groups is large enough to be statistically significant (at the .05 level); “NO” indicates that there is no statistical significance between the groups. Due to the problem of small numbers, there are cases where a “NO” may appear in the significance column simply because the number of minority youth is insufficient to calculate statistical significance. Analyses performed in the matrices later in this plan generally address those data elements found to be of statistical significance.

Identification Tool - It should be noted that OJJDP officials view the matrix as an identification tool. It identifies differential processing rates. **It does not explain the reasons for differential rates (e.g. differential offending versus system bias).** Further, for the purposes of identifying interventions, it is important to not only examine statistical significance and magnitude, but also the volume of activity, comparison with other jurisdictions, and important contextual considerations that must be taken into account. The tool is one that the JJAC, the DMC Committee, and the Governor's YRDTF utilize to help identify potential areas of focus for DMC related efforts.

Iowa's Completion of the Matrices - Provided below is a brief discussion related to information Iowa utilized to complete its matrices, as well as potential issues related to the use of that information.

Justice Data Warehouse - Information to complete the matrices was taken, in large part, from Iowa's Justice Data Warehouse (**JDW**). The JDW is a central repository of key criminal and juvenile justice information. Information for the warehouse is taken from the Iowa Court Information System (ICIS). ICIS is operated on 26 local data bases and is comprised of subsystems: juvenile court services, consolidated case processing, financial reporting, jury selection, appellate records management, scheduling, tickler system administration, etc. The overall mission of the JDW is to provide the judicial, legislative, and executive branches of state government and other entities with improved statistical and decision support information pertaining to justice system activities.

For purposes of administration relating to Iowa's court system, Iowa's 99 counties are organized into eight judicial districts. Presently all eight judicial districts are entering and utilizing information from ICIS. Information from each of these districts is available for analysis from the JDW.

Labeling of Matrices – *This plan is Iowa's 2009 grant plan. The most recently updated matrices are referred to the "2008" matrices. **The time period reflected in the 2008 matrices is for the most recent full calendar year available, 1/1/08 through 12/31/08; the 2007 matrices are for the calendar year of 1/1/07 through 12/31/07, etc.*** Statewide matrices for each year can be accessed by clicking accordingly on the respective year (**2008**) (**2007**) (**2006**) (**2005**). The statewide matrices are also available on the DMC Resource Center website at: http://www.uiowa.edu/~nrcfcp/dmcrc/facts_and_figures.shtml and OJJDP's Web-based DMC Data Entry System at www.ojjdp.dmcdata.org/.

Other Data Source in Matrices - *State training school holds exclude those youth sent for 30 day evaluations – only boys state training school holds were included. Data for the decision points of "arrest" and "juvenile detention" were not taken from JDW - further discussion of the data from those decision points is included below.*

Over the past seven years CJJP has worked with a juvenile court services committee (ICIS User Group) and Iowa's Chief Juvenile Court Officers to create agreed upon procedures for data entry and analysis. Juvenile court officials have also provided feedback on design for a variety of standardized reports. Those reports have enhanced Iowa's ability to provide juvenile court processing and monitoring information that is being used for completion of OJJDP's DMC Matrices.

Data Reconciliation - Each month CJJP works with ICIS User Group staff to validate JDW data against county reports. The data used to complete the matrices have been through that validation process. Despite the validation efforts, there are still data entry inconsistencies in certain jurisdictions for certain decision points. Training efforts have continued to improve the quality of the data and have targeted that specific issue. CJJP will continue discussions with local officials to determine if any additional training or technical assistance is needed.

Adult Court Waiver – The adult court waiver data reflected on the DMC matrices includes those incidents where the juvenile court has waived youth from the juvenile court to the jurisdiction of the adult criminal court. The adult court waiver data in the matrices do not include information on those 16- and 17-year-old youth who end up under adult court jurisdiction due to statutory exclusion from juvenile court jurisdiction for the commission of certain serious offenses (forcible felony offenses; certain drug, weapon or gang-related offenses) – such statutory exclusion is detailed in Iowa Code Section 232.8(3).

Arrest Data - Data for completion of this decision point in the matrices were taken from the Iowa Uniform Crime Report (UCR). The UCR is generated by the Department of Public Safety (DPS) from law enforcement agencies throughout Iowa that supply information to DPS regarding the numbers and types of arrests that they make every year.

DPS officials note that not all Iowa law enforcement agencies report arrest information and that some reporting agencies under-report juvenile arrest statistics. It is important to note that the arrest rates reported by DPS are adjusted rates and are based on age-specific populations in those law enforcement jurisdictions reporting data to DPS. If a law enforcement agency underreported data, but reported at least some data, both the arrest and population numbers from that jurisdiction were included in the calculation of the statewide rates reported by DPS. Assuming that the population numbers for given jurisdictions are accurate, and the number of arrests are less than what actually occurred, the actual statewide arrest rate would be greater than reported. Given current and past underreporting of juvenile arrests by some jurisdictions, CJJP believes that the arrest rates discussed below are lower than would be seen if all juvenile arrests were reported.

Other Data Sources – As was mentioned briefly above, additional information for completion of the matrices was taken from a juvenile detention facility database that is maintained by CJJP for compliance monitoring for the JJDP Act. Additional information was provided from census sources maintained by OJJDP and its contractors. The data sources are noted at the bottom first page of each matrix.

Incident-Based data – In large part the data reflected in the report are “incident-based,” not “youth-based.” For example, the statewide matrices reflect 27,102 “incidents” of referral during the report period. That does not reflect that there were 27,102 youth referred; it means there were that many referral incidents to Juvenile Court Services. It is possible that an individual youth could have experienced multiple referral incidents during a report year. Therefore, the number of youth who have been referred is lower than the number of referral incidents – the data in the matrices reflect the number of incidents. Similarly, a single referral incident for a given youth could include multiple offenses. The matrices reflect the number of referral incidents, not the number of offenses.

Population Reflected on Matrix – Report Period - The population group represented in the matrices is youth ages 10-17 (except for STS – only youth from 12-17 are admitted to that institution). The time period reflected for most of the decision points in the most current matrix is calendar 2008 (1/1/08 thru 12/31/08). *Arrest data are from the Iowa 2007 Uniform Crime Report.* Explanations at the bottom of the individual data entry sheets reflect the data source.

Geographic Area Targeted with the Matrices - Much of Iowa’s DMC effort focuses on providing technical assistance to three sites with high minority populations. The technical assistance sites (TA sites) include Black Hawk, Polk, and Woodbury counties. There are plans to add a fourth site (Johnson County). The technical assistance is provided by the University of Iowa School of Social Work, National Resource Center for Family Centered Practice; the University serves as the state’s DMC Resource Center (Resource Center). The Resource Center’s efforts are discussed later in this plan. DMC Matrices have been completed for each of Resource Center’s TA sites.

(2) DMC Data Discussion

Discussion of State Relative Rate Indexes

Iowa's DMC Approach is focused at both the state and local level. This section of the report includes discussion of the state-level information followed by discussion of the three sites.

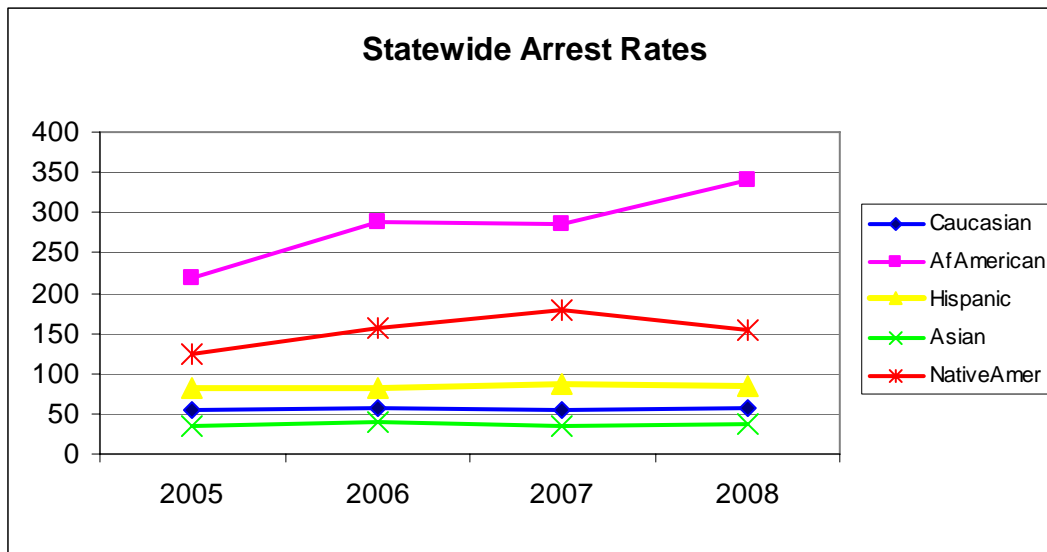
- Provided below is discussion of Iowa's statewide matrices. Information regarding local matrices is available in this report following discussion of the statewide data. *Later in this plan information is provided which was generated in conjunction with Governor Culver's Youth Race and Detention Task Force (YRDTF). In its August 2007 meeting the YRDTF voted to focus its efforts at the decision making phases of **referral**, **diversion**, and **detention**. In its February 2009 the YRDTF included in its findings specific information regarding increases in **arrests** for African American youth. Based on that information this section of the report includes state and local-level information specific to the noted decision points.*

The below tables were created to reflect Iowa's focus on arrest, referral, diversion, and detention.

State Level Matrix Data - Arrest

Below is a table that details the rate per thousand of juvenile arrests. Statewide matrices (the document from which data in the four below tables was taken) for each year and decision point (arrest, referral, diversion, and detention) can be accessed by clicking accordingly on the respective year ([2008](#)) ([2007](#)) ([2006](#)) ([2005](#)).

Figure 1



Source: Department of Public Safety-UCR

Remarks regarding figure:

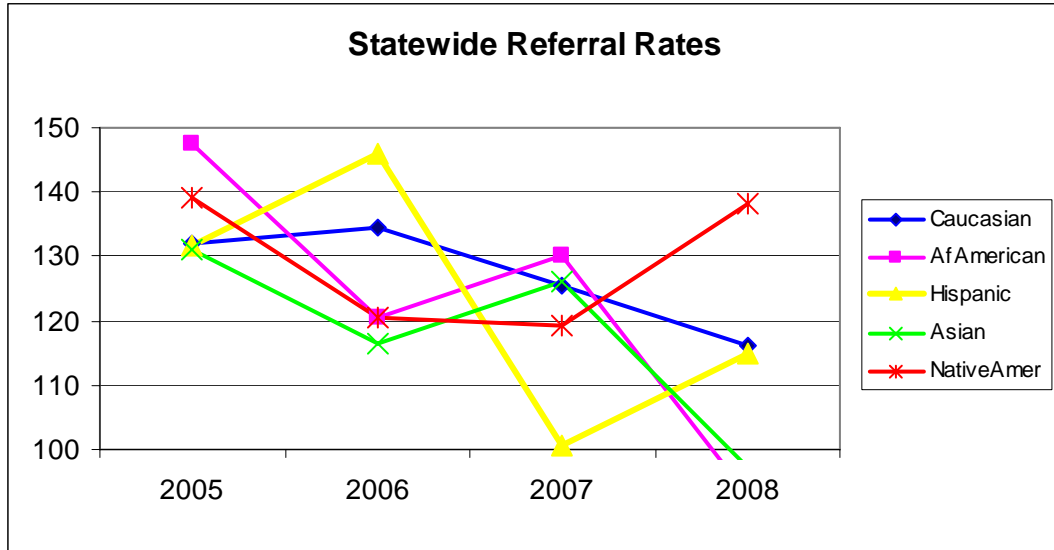
- Average arrest rates for African American (283.8), Native American (154.34), and Hispanic (84.6) youth are higher than the rates of Caucasian (55.4) youth for the 2005 – 2008 period.
 - The average rate of arrest for African American youth is five times higher than that of Caucasian youth during the report years.
 - The rate of arrest for African American youth increased from 219.5 to 340.8 during the report years.
 - The average rate of arrest for Native American youth is 2.8 times higher than that of Caucasian youth.

- The rate of arrest for Asian youth (average 35.8) is lower than that of Caucasian youth for all of the report years.

State Level Matrix Data - Referral

Below is a table that details the rate per thousand of delinquency referrals to the juvenile court.

Figure 2



Source: Iowa Justice Data Warehouse

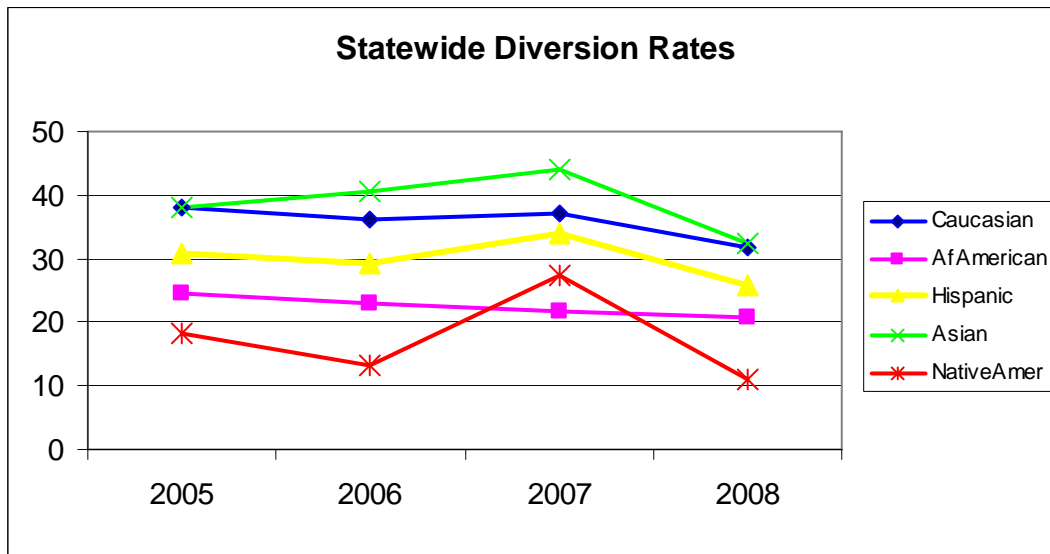
Remarks regarding figure:

- Referral rates in 2008 were lower than those in 2005 for all racial/ethnic groups except Native Americans.
 - The average referral rate for Native American youth is highest (129.2), while the average rate for Asian youth is lowest (117.7).

State Level Matrix Data - Diversion

Below is a figure that details the rate per thousand of juvenile court delinquency diversions. In Iowa such diversions are called informal adjustments.

Figure 3



Source: Iowa Justice Data Warehouse

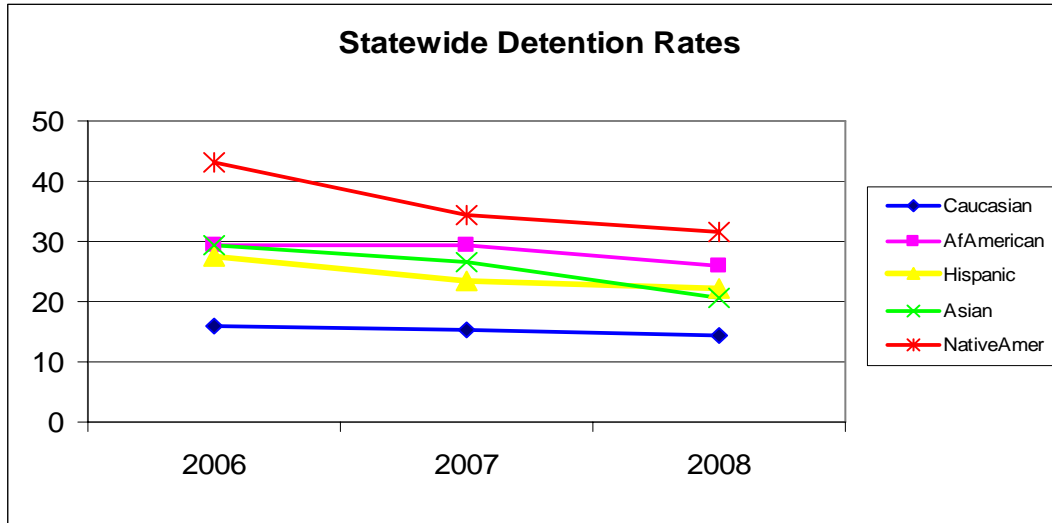
Remarks regarding figure:

- The average diversion rates for the racial/ethnic groups are as listed:
 - Asian 38.8, Caucasian 35.7, Hispanic 30, African American 22.5, and Native American 17.5.
 - The average diversion rates for Native American and African American are approximately half the average rates for Asian and Caucasian youth.

State Level Matrix Data – Juvenile Detention

The figure below details the rate per thousand of detention facility holds.

Figure 4



Source: Iowa Detention Data Base

Remarks regarding figure:

- Detention rates in 2008 were lower than those in 2005 for all racial/ethnic groups.
- The average detention rate for all minority groups is lower than that of Caucasians and are as follows:
 - Native American 33.5, African American 26.5, Hispanic 23.4, Asian 24, and Caucasian 14.3.
 - The average rate of detention for Native American youth is approximately 2.3 times higher than that of Caucasian youth.
 - The average rate of detention for African American youth is approximately 2 times higher than that of Caucasian youth during the report years.
- The detention rate for all racial/ethnic groups declined or remained level during the report years.

Discussion of County Relative Rate Indexes

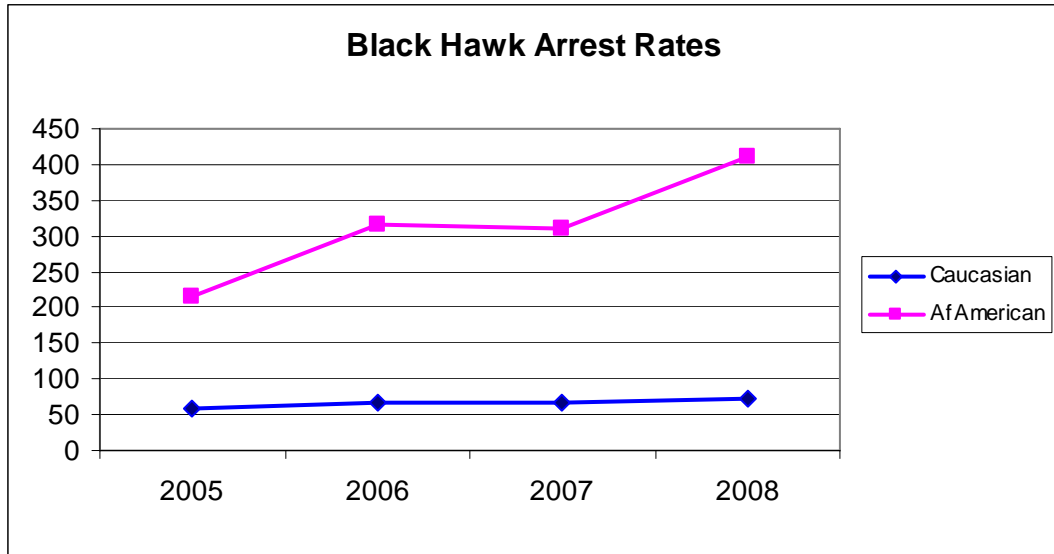
Discussion of Black Hawk County Relative Rate Index

Analysis regarding Black Hawk County’s matrices is provided below. Black Hawk County matrices (the document from which data in the four below tables was taken) for each year and decision point (arrest, referral, diversion, and detention) can be accessed by clicking accordingly on the respective year (2008) (2007) (2006) (2005).

Black Hawk County Matrix Data - Arrest

Below is a table that details the rate per thousand of juvenile arrests.

Figure 5



Source: Department of Public Safety-UCR

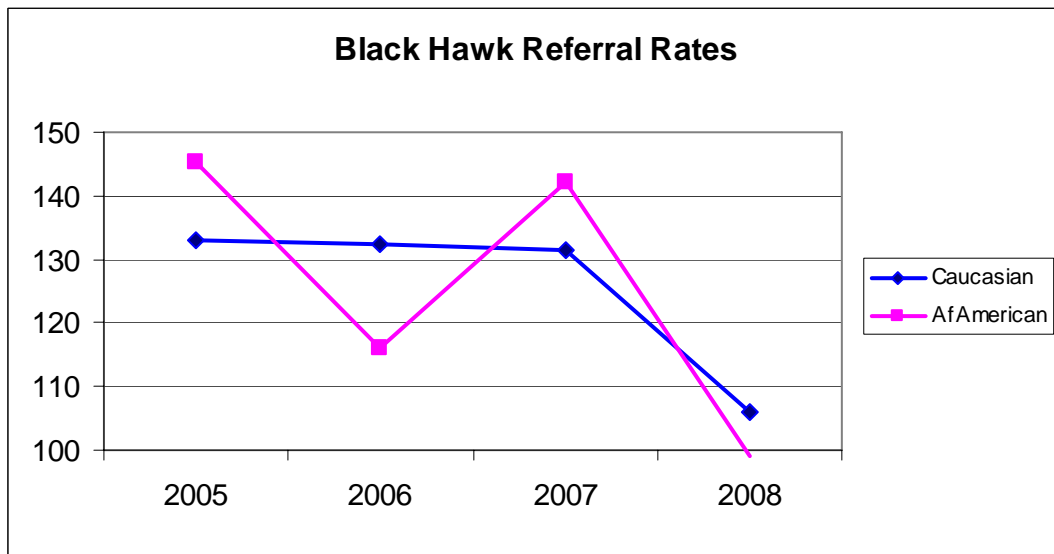
Remarks regarding figure:

- The arrest rate for African American youth (average 312.6), is considerably higher than the rate for Caucasian youth (average 66) for the 2005 – 2008 period.
 - The average rate of arrest for African American youth is 4.7 times higher than that of Caucasian youth during the report years.
 - The arrest rate for African American youth went from 216 (2005) to 409.5 (2008).

Black Hawk County Matrix Data - Referral

Below is a table that details the rate per thousand of delinquency referrals to the juvenile court.

Figure 6



Source: Iowa Justice Data Warehouse

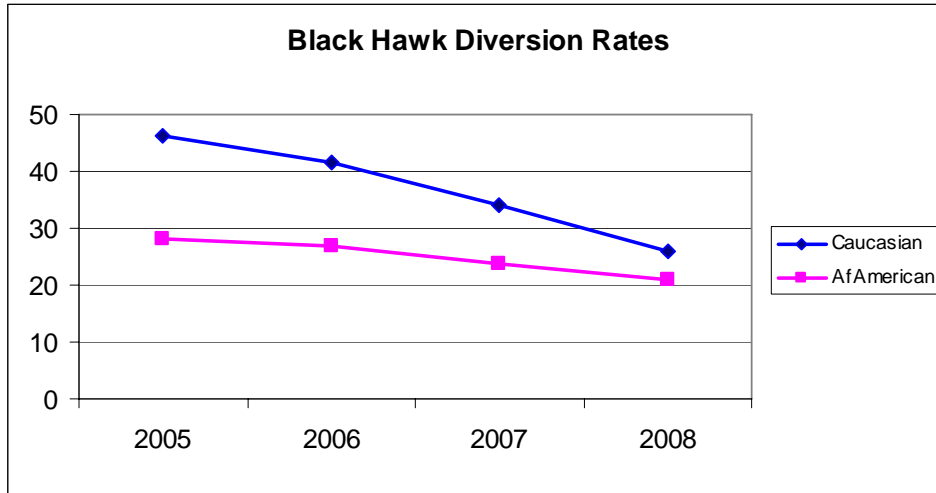
Remarks regarding figure:

- Average referral rates for African American (125.6) youth are similar to the rates of Caucasian (125.7) youth for the 2005 – 2008 period.
- Referral rates for Caucasian and African American youth decreased from 2007 to 2008.

Black Hawk County Matrix Data - Diversion

The figure below details the rate per thousand of Black Hawk County juvenile court delinquency diversion.

Figure 7



Source: Iowa Justice Data Warehouse

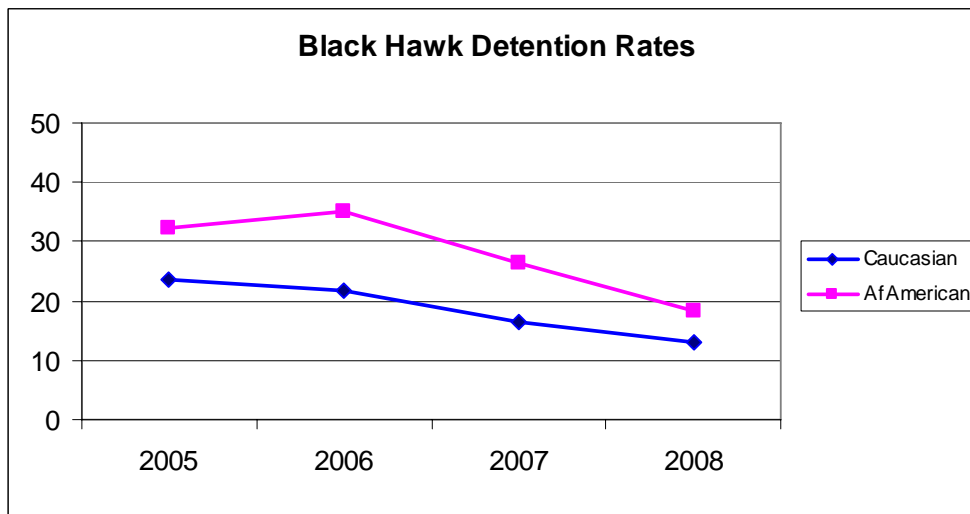
Remarks regarding figure:

- The average diversion rate for African Americans youth was 25, and for Caucasian youth was 37 for the 2006 – 2008 report period.
- Diversion rates for African American youth and Caucasian youth decreased during the report years.

Black Hawk County Matrix Data – Juvenile Detention

The figure below details the rate per thousand of Black Hawk County detention facility holds.

Figure 8



Source: Iowa Detention Data Base

Remarks regarding figure:

- The average detention rate for African Americans youth was 28, and was 18.7 for Caucasians during the 2005 - 2008 report period.
- The detention rate for African American and Caucasian youth was lower in 2008 than in 2005.

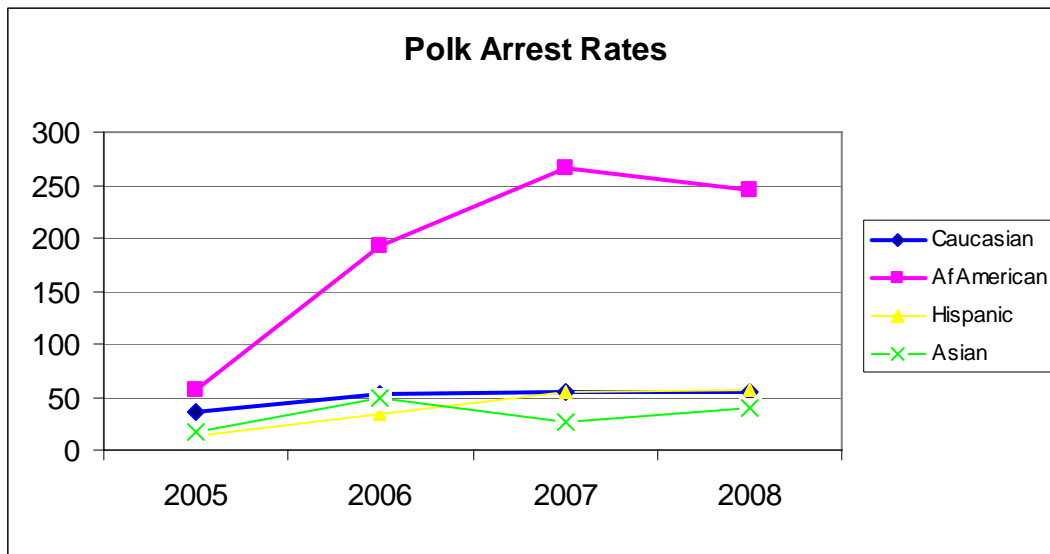
Discussion of Polk County Relative Rate Index

Analysis regarding Polk County's matrices is provided below. Polk County matrices (the document from which data in the four below tables was taken) for each year and decision point (arrest, referral, diversion, and detention) can be accessed by clicking accordingly on the respective year ([2008](#)) ([2007](#)) ([2006](#)) ([2005](#)).

Polk County Matrix Data - Arrest

Below is a table that details the rate per thousand of juvenile arrests.

Figure 9



Source: Department of Public Safety-UCR

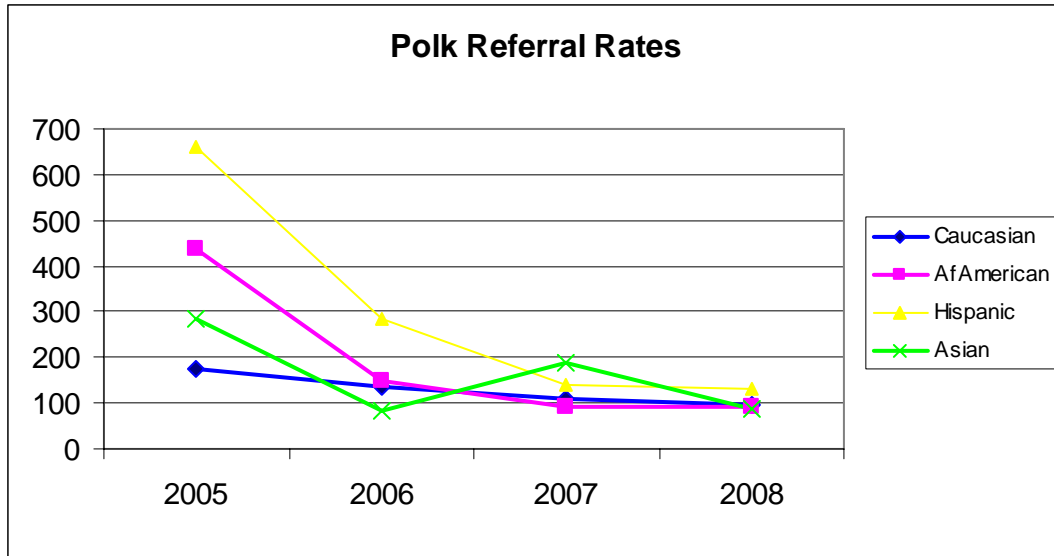
Remarks regarding figure:

- The average arrest rate for African American youth (189.9) is considerably higher than the rate for Caucasian (49.2), Hispanic (39.8) and Asian (33.5) youth for the 2005 – 2008 period.
 - The average rate of arrest for African American youth is 3.9 times higher than that of Caucasian youth during the report years.
- The rate of arrest was stable for Caucasian, Hispanic and Asian youth during the report years.
- The rate of arrest for African American youth increased from 57.1 (2005) to 266.1 (2007).

Polk County Matrix Data - Referral

Below is a table that details the rate per thousand of delinquency referrals to the juvenile court.

Figure 10



Source: Iowa Justice Data Warehouse

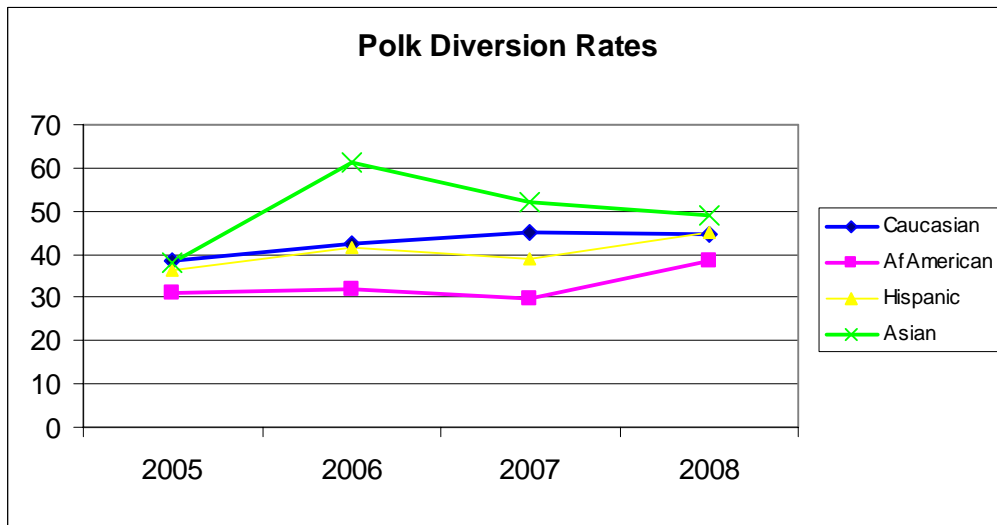
Remarks regarding figure:

- The average referral rate for the various racial/ethnic groups is as follows: Hispanics (304.5) African Americans (192.6), Asians (160.2), Caucasians (129.8).
 - The average rate of referral for Hispanic youth is 2.3 times higher than that of Caucasian youth during the report years.
- The referral rate for all racial groups, except Asians, dropped during each of the report years.

Polk County Matrix Data - Diversion

The figure below illustrates the rate per thousand of Polk County juvenile court delinquency diversions.

Figure 11



Source: Iowa Justice Data Warehouse

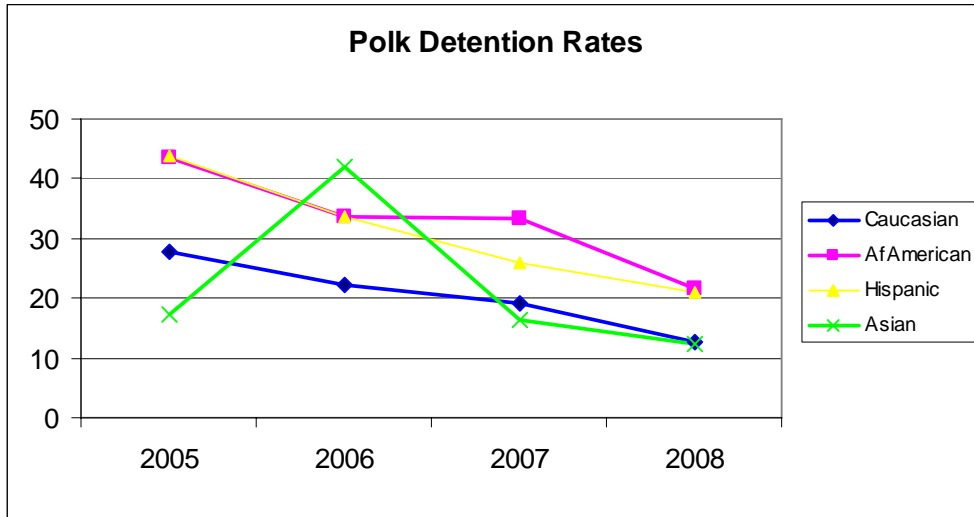
Remarks regarding figure:

- The average diversion rate for the various racial/ethnic groups is as follows: Asians (50.2), Caucasians (42.8), Hispanics (40.5) and African Americans (average 32.89).
- Diversion rates for African American youth went from 29.8 in 2007 to 38.6 in 2008.

Polk County Matrix Data – Juvenile Detention

The figure below illustrates the rate per thousand of Polk County detention facility holds.

Figure 12



Source: Iowa Detention Data Base

Remarks regarding figure:

- The average detention rate for the various racial/ethnic groups is as follows: African Americans (33), Hispanics (31.1), Asians (22) and Caucasians (20.4).
- The detention rate for all racial/ethnic groups declined during the report years.

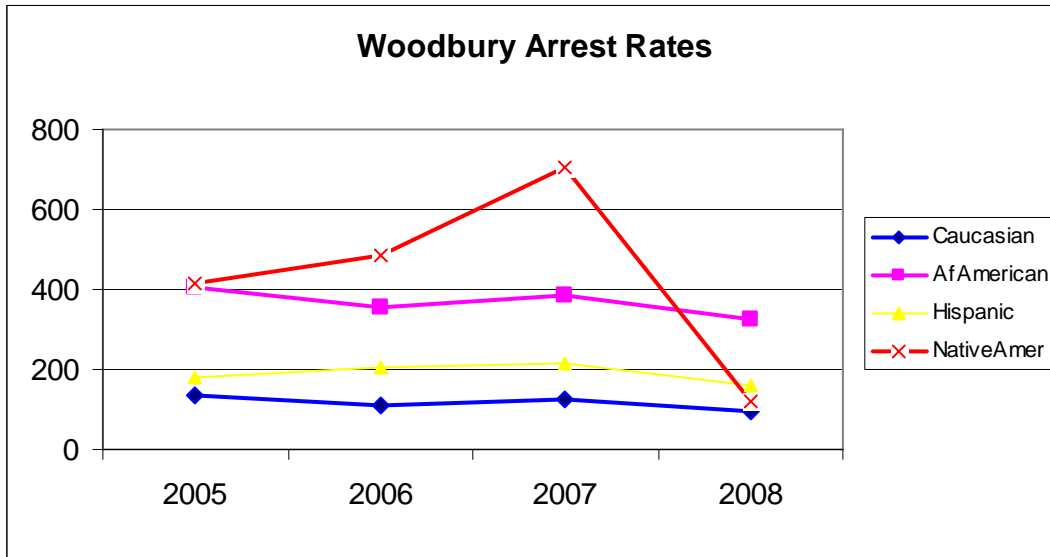
Discussion of Woodbury County Relative Rate Index

Analysis regarding Woodbury County's matrices is provided below. Woodbury County matrices (the document from which data in the four below tables was taken) for each year and decision point (arrest, referral, diversion, and detention) can be accessed by clicking accordingly on the respective year ([2008](#)) ([2007](#)) ([2006](#)) ([2005](#)).

Woodbury County Matrix Data - Arrest

Below is a table that details the rate per thousand of juvenile arrests.

Figure 13



Source: Department of Public Safety-UCR

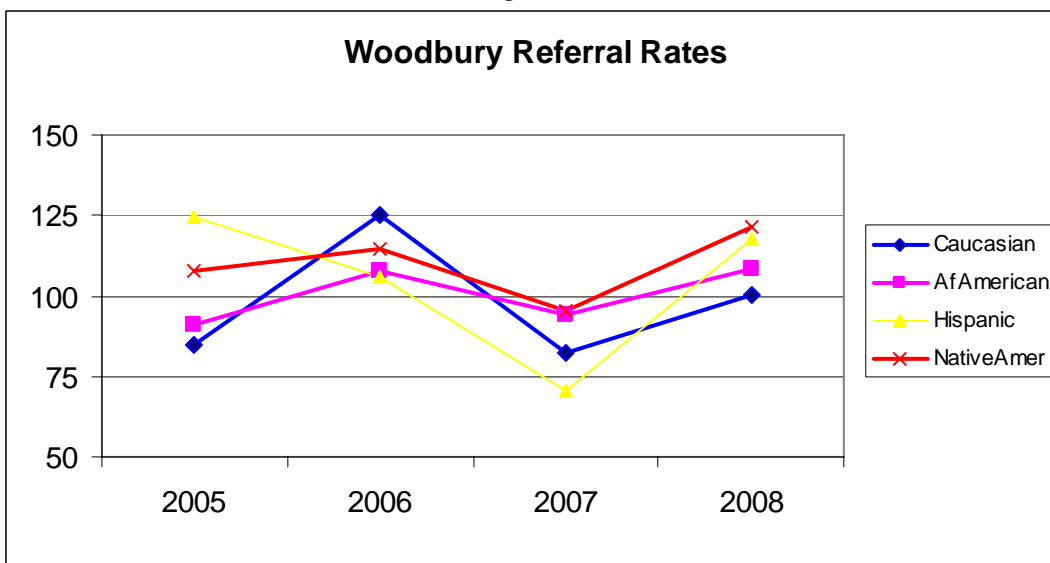
Remarks regarding figure:

- The average arrest rate for Native American (431.6) and African American youth (367.9) is considerably higher than the rate for Hispanic (189.2) and Caucasian (116.1) youth for the 2005 – 2008 report period.
 - The average rate of arrest Native American youth is 3.7 times higher than that of Caucasian youth during the report years.
 - The average rate of arrest African American youth is 3.2 times higher than that of Caucasian youth during the report years.
 - The arrest rate for Native American youth was at a four year high in 2007 (707.4), and a low in 2008 (121.23).

Woodbury County Matrix Data - Referral

Below is a table that details the rate per thousand of delinquency referrals to the juvenile court.

Figure 14



Source: Iowa Justice Data Warehouse

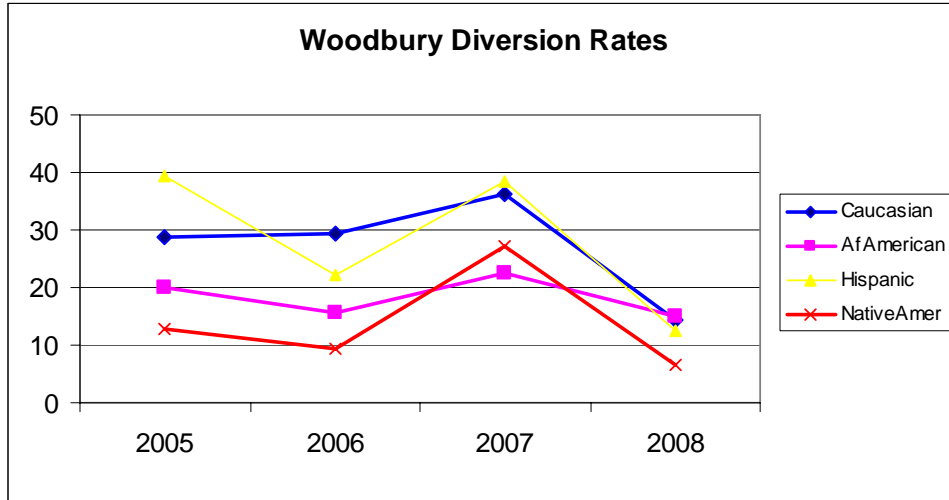
Remarks regarding figure:

- The average referral rate for the various racial/ethnic groups is as follows: Native Americans (109.8), Hispanics (104.5), African Americans (100.3), and Caucasians (98.3).

Woodbury County Matrix Data - Diversion

The figure below illustrates the rate per thousand of Polk County juvenile court delinquency diversions.

Figure 15



Source: Iowa Justice Data Warehouse

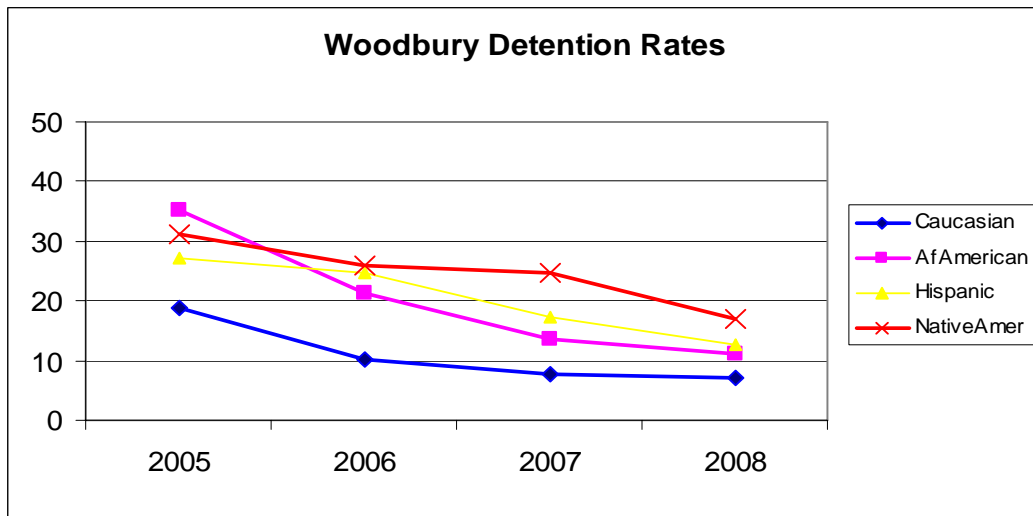
Remarks regarding figure:

- The average diversion rate for Native American (14) and African American (18.3) youth is considerably lower than the diversion rate of Hispanic (28.8) and Caucasian (27.1) youth during the 2005 - 2008 report period.
 - African American and Native American youth have a rate of diversion that is approximately half that of Hispanic and Caucasian youth.

Woodbury County Matrix Data – Juvenile Detention

The figure below illustrates the rate per thousand of Woodbury County detention facility holds.

Figure 16



Source: Iowa Detention Data Base

Remarks regarding figure:

- The average detention rate for Native American (24.7), African American (20.4) and Hispanic (20.5) youth is approximately two times that of Caucasian (average 11.1) youth.
- The detention rate for all racial/ethnic groups declined during the report years.

Phase II: Assessment/Diagnosis

The section provides updated DMC information from recently completed assessments. These assessments include studies conducted by Leiber (2006-2007); Feyerherm (2007) and Richardson et al. (2008).

Research Studies Regarding Assessment

Updated Assessment Study, Michael Leiber (Black Hawk, Johnson Linn, and Scott)

In 2007 Michael Leiber, Ph.D., released an assessment study from his 2006 work examining the factors influencing decision-making in the juvenile courts in four Iowa counties (Black Hawk, Johnson, Linn, and Scott). Results of the study was also provided to the statewide DMC Committee of the SAG, the Governor's Youth Race and Detention Task Force and was posted on the DMC Resource Center website at:

http://www.uiowa.edu/%7Enrcfcp/dmcrc/news_and_report.shtml. The documents include the full assessment, an executive summary and an executive brief. The study involved case tracking on information available through Iowa's Justice Data Warehouse (JDW). This recent assessment study was a replication study based on research Leiber had completed approximately ten years earlier.

Leiber studied a sample of 4,400 court referrals for delinquency. The study population included a random sample of White youth and a sample of African American youth (over-sampled to increase sample size) for comparison on judicial disposition.

Major Finding

Leiber concluded that there were "race effects" operating in these four counties. These were most consistently found at juvenile court intake, with African American youth more likely to be referred for further court proceedings than similarly-situated white youth. Consequently, it appears that both offending characteristics and racial bias seem to be contributing to African American overrepresentation in the juvenile justice system. This conclusion is consistent with Leiber's 1993 findings.

Leiber and colleagues also found in this current study that females were less likely than males to be referred to court for formal proceedings in two jurisdictions.

Note: Staff in the counties studied shared concerns regarding the finding that minority youth were treated more harshly at the decision-making phase of intake. They questioned whether or not the study group, a sample of cases reaching the court decision-making phase of disposition, may have contributed to the finding. After performing a test on an additional sample of cases at the decision making phase of intake, Leiber's conclusion pertaining to African American overrepresentation was unchanged.

Assessment Study Limitations:

- The study was based on an un-weighted sample that involved over-sampling of African American youth and cases that reached judicial disposition. A majority of the cases processed in the juvenile court are not African American and most cases do not reach judicial disposition. The sample of African Americans was chosen to allow for greater numbers for

the purpose of comparison to White youth and the “back-end” cases were chosen to provide analysis on cases at a number of the court’s major decision making phases.

- JDW, the state-wide system from which the study data were taken, focuses on capturing information regarding the juvenile justice system’s legal decision-making process. The system contains only limited information regarding family and school status information. This is a major weakness, as other studies have identified family and school factors as variables that influence detention decision-making.
- JDW is a statewide system that is the product of data input at the local level. There are inconsistencies regarding data entry in certain jurisdictions for certain decision points. Data entry for the decision phase of juvenile probation was being reported inconsistently in some of the jurisdictions during some of the years of the existing study. Similarly, the JDW includes a screen that provides basic information regarding whether or not youth are being placed in juvenile detention facilities. A variety of research has demonstrated that minority youth are often overrepresented in juvenile detention compared to their representation in the general population. Unfortunately, Leiber’s research found that local jurisdictions are not routinely completing the detention placement screen in the JDW, further limiting the data available in the research.

Assessment Study Recommendations

Leiber made five recommendations (listed below). The Leiber study has influenced the efforts of the DMC Committee and the YRDTF. Leiber’s recommendations are also reflected in the activities taking place in the 2009 DMC reduction plan.

Recommendation 1: Increase Structured Decision-Making at Intake

Recommendation 2: Continue to Require Decision-Makers to Participate in Race and Gender Cultural Sensitivity Training

Recommendation 3: Conduct Additional Research on DMC

Recommendation 4: Improve Upon Iowa’s Justice Data Warehouse (JDW) System for Case Management and DMC

Recommendation 5: Expand Crime Prevention Programs

Additional Assessment (Detention) Research, Michael Leiber (Black Hawk)

In November 2007 Dr. Leiber released a detailed study regarding race and juvenile detention in Black Hawk County. The initiative for the study came from the Court itself due to concerns about the number of detained youth, particularly minorities. A detailed inquiry into the use of detention, the types of detention used, for what and whom, had not been previously conducted. Data were manually collected from case files in Black Hawk County covering referrals to juvenile court and the North Iowa Detention facility from 2003 through 2004. Aggregate information was also used that represented the number of detention referrals for the years 1990 through 2004. Specific information on the detailed history of DMC in Iowa, Black Hawk County, sampling, tables, and findings can be found in the full technical report: *Race and Detention Decision-making and the Impact on Juvenile Court Outcomes in Black Hawk County, Iowa* and in an executive summary (Leiber, Fox, and Lacks, 2007 and available on the DMC Resource Center “reports and bibliographies” website: http://www.uiowa.edu/%7Enrcfcp/dmcr/news_and_report.shtml).

The sample included 927 cases of which 449 were randomly-selected juvenile court referrals and 478 were non-randomly selected youth who were held in detention. African-American youth were over-sampled to increase the number in the study and to assess any racial effects on decision-making across the juvenile justice system.

Limitations

The study focused only on juvenile justice decision-making in Black Hawk County. There is a need to replicate the study in other jurisdictions since detention decision-making may vary by locality. For example, in Black Hawk County, it was discovered that youth who received an

informal adjustment at intake were rarely detained for probation violations. It is unknown to what extent this occurrence may be found in other juvenile courts in Iowa and elsewhere across the nation.

Major Findings

- Over time (1990 through 2004), the data revealed that the primary reasons for detention admissions of Whites youth was court violations, followed by property crimes and person offenses. For African Americans, it was court violations, crimes against persons, and property offenses. While drug admissions represented a small percentage of total admissions, the largest racial gap was for drug offenses for African Americans.
- African American youth were subjected to more multiple court violation detentions than were white youth. This relationship was reversed when the detention was a 48-hour hold, where whites were more likely to receive multiple 48-hour hold detentions than were African Americans.
- Legal variables (e.g., offense seriousness) and extralegal factors (e.g., age, coming from a single parent household) most often had the strongest effects on detention decision-making and decision-making in general.
- Race, individually and in combination with other variables (e.g., gender), was found to have an impact on detention and system decision-making even after considering differences in crime severity, prior record, etc. For example:
 - Being African American substantially increased the likelihood of detention relative to similar whites.
 - Being detained increased the chances of moving further into the system and, because being African American increased the odds of being detained, black youth as a group were more likely to receive a more severe outcome at intake than were whites.
 - Even after controlling for offending characteristics, African Americans were found to be less likely than similar whites to participate in diversion.
 - Race effects were also discovered at petition, adjudication, and judicial disposition. Sometimes, the effects resulted in more severe or more lenient outcomes.
 - With the exception of decision-making at intake, race was not found to operate through detention to produce a negative cumulative impact. That is, being detained did not contribute to minority overrepresentation throughout the proceedings. This finding, however, does not diminish the impact of race on intake decision-making or the apparent impact of race at every stage examined.
- In short, both offending characteristics and racial bias appear to be contributing factors to African American overrepresentation in secure detention and in the juvenile justice system in Black Hawk County.
- Leiber and colleagues also found that being female was influential at intake and petition and worked in combination with race to influence adjudication and judicial disposition decision-making. These findings are consistent with previous research (*An Examination of the Factors that Influence Juvenile Justice Decision-making In The Jurisdictions of Black Hawk*, Johnson, Linn and Scott, Iowa: An Assessment Study, by Leiber, Johnson, and Fox, 2006).

Recommendations

Recommendation 1: Reform Detention Admissions of All Types

Recommendation 2: Increase Structured Decision-making at Intake

Recommendation 3: Continue to Require Decision-Makers to Participate in Race and Gender Cultural Sensitivity Training

Recommendation 4: Conduct Additional Research on DMC

Recommendation 5: Expand Crime Prevention Programs

Further Assessment (Detention) Research, William Feyerherm (Black Hawk, Scott, and Woodbury)

In November of 2007 William Feyerherm, Ph.D., released a study related race and the use of detention in Black Hawk, Scott, and Woodbury Counties. This analysis was requested by officials in the Iowa Division of Criminal and Juvenile Justice Planning to assess several characteristics of the detention decision making process. Specifically, interest was in examining consistency in the use of decision making criteria, whether those criteria are used in a fashion consistent with policy expectations, whether the application of criteria is reasonably consistent across multiple judicial districts within the State, and whether there is indication that non-legal factors (particularly race or ethnicity) enter into the decision to hold juveniles in secure detention,.

Information was collected by Juvenile Court Officers on cases that had the potential to enter detention. Two data entry forms developed by CJJP staff were used: a "Pilot Juvenile Detention Screening Instrument" with standard detention intake information (delinquent history, current charges, basic demographic information, etc.), and a second instrument, 'Additional Study Information.' The second of these was designed to elicit the supervising officer's assessment of such factors as whether the youth exhibited aggressive behavior, suicidal indications, or indications of alcohol or substance impairment, and if the youth was alleged to have committed a probation violation. Data collection and data entry steps were conducted either by court officials or CJJP staff.

Blackhawk County and Woodbury County each contributed 347 cases, with Scott County accounting for 209 cases. This resulted in a total of 903 independent cases.

Conclusions

- The detention decision in Iowa involves two very dissimilar situations:
 - Detention decisions for youth who are not accused of probation violations, but are charged with offenses sufficient to consider detention
 - Detention decisions for youth currently under probation supervision, whether or not an allegation of probation violation is accompanied by new offense allegations. For such youth, the likelihood of initial detention is very nearly 100%. For these youth, the 24-hour hearing is a point of control, with roughly 1/3 leaving detention at this point.
- For the first group of youth, variables related to their current offense, their delinquency history, and their current behavior appear to be individually related to the likelihood of detention. Multivariate analyses confirm the importance of those areas and lead to the conclusion that the decision making processes are generally consistent across jurisdictions and are strongly correlated with relevant and appropriate variables.
- For the second group of youth, the critical variables appear to be those that are related very directly to the behavior while on supervision, specifically failure to appear, runaway, school or community issues, as well as degree of parental control. On a multivariate level, the outcomes of the 24 hour hearing do not exhibit predictability or consistency across jurisdictions based on the set of information collected in this study.

Recommendations

- As a result of the variability identified in conclusions above, the information within counties may not be comparable across counties. From the vantage point of being able to compare patterns and move toward a consistent application of state juvenile justice policies, a more consistent and universally utilized information system would greatly facilitate this type of system management analysis, and could lead to additional opportunities for collective policy setting and consistency in practices.
- Related to Disproportionate Minority Contact, the State should examine the set of processes that places a youth under probation custody and that lead to an allegation of probation violation. In the current set of information, African-American youth comprise 23% of the group with offense allegations only, 35% of the group that has both new offense and

probation violation allegations, and 39% of the group that has only probation violation allegations.

Further Assessment (Detention, Alternatives and Decision-making) Research, Brad Richardson, et al., 2008 (Black Hawk, Polk, and Woodbury)

In May, 2008 Brad Richardson, Ph.D., released a study first presented to the Governor's Youth Race and Detention Task Force entitled: Juvenile Detention and Alternatives: Perspectives from Three Counties.

The study was part of a larger plan to establish Iowa as an Annie E. Casey Foundation (AECF) Juvenile Detention Alternatives Initiative (JDAI) site. The AECF Director of Programs for High Risk Youth requested that the DMC Resource Center conduct a qualitative study involving top administrative officials and those employed in youth-serving systems in the three sites. The primary purpose of the study was to demonstrate commitment of top administrative officials and provide information about the use of detention and the use of alternatives to detention in three counties in Iowa: Black Hawk, Polk and Woodbury. Interviews were conducted 140 individuals. Findings and recommendations of the study are reported below:

Commitment

Top administrative officials who were identified as essential to JDAI in Black Hawk, Polk and Woodbury County participated without exception. Their leadership is considered essential for establishing policies and promoting changes necessary to achieve the desired outcomes. In addition demonstrating commitment to JDAI through participation, the information gathered indicates widespread belief that only with the full support of agency administrators will necessary changes be made in systems to reduce the secure confinement of young persons and the disproportionate confinement of minority youth.

Detention, Alternatives and Decision-making

A variety of services described as alternatives were described in each of the three sites. However, these services are used in ways that do not reduce the use of detention and they are not currently organized for that purpose. Youth served by alternative services were described as "*the same kids*" as those held in detention. The term "*the same kids*" also includes crossover with child welfare and school disciplinary systems. A large percentage of youth held at detention centers were reported to be referred directly from schools or school alternative programs. As a result, in addition to detention alternatives changes were reported to be needed in other systems linked to the juvenile court system. In many instances, alternative services were reported to follow, rather than precede being held in a detention center. Training and skill building in cultural and linguistic competency, employing evidenced-based practices and using tools to assist in reducing race bias in decision making were reported to be needed among juvenile court officers and also child welfare, law enforcement and school staff. The training needs identified address the finding that the formal system tends to yield to informal decision-making and it is the accumulation of informal decisions throughout the systems which lead to the over-representation of minority youth. No specific criteria currently guide decisions about who goes to the detention center or alternatives and decisions were reported to be made on a case-by-case basis with subjective information.

Funding Issues

In a report by Lantz (2008), funding for delinquency programs was shown to decrease between 2001 and 2005 by 62 percent (from 13.7M to 8.4M). Reduced funding and gaps in services were reported to have an effect on the use of detention. The group care cap was identified specifically as a funding issue impacting placement options. Lack of funding for mental health services was reported to be a concern because this can lead to involvement in other systems. According to anecdotal reports, there are cases where, in order to access funding for services, young persons "need to commit an offense."

Collaboration

Agencies that provide services to youth were generally reported to work well together at the systems level. On individual cases and at an interpersonal level there is considerable variation in how relevant stakeholders interact. Improving engagement of family systems and empowering children, youth and families through strategies such as family team meetings was reported to be an effective way to “focus on what the juvenile needs rather than what I [as a provider] want.”

Measures and Outcomes

Data are collected by each detention center and the Iowa Court Information System provides data which populate official relative rate matrices identifying disproportionality at decision points (http://www.uiowa.edu/~nrcfcp/dmccrc/facts_and_figures.shtml). However, few analyses beyond the descriptive level have been performed in part due to a lack of reliable and well-organized individual level data. While data provided in aggregate provide good overall measures (e.g., by county or detention center) analysis of individual level data are needed to further our understanding of factors and processes.

Cultural Competency

Concerns about the level of cultural competence were expressed in each of the sites. While there are opportunities for cultural competence training those trainings are typically “stand alone.” To be more effective cultural competency content was described as a need within other ongoing agency and community training.

Progress Being Made

Progress was reported in raising awareness about the issue of disproportionality. Activities underway were believed to be leading toward reduced disproportionality. Increased openness to discuss the issue of racial disparities, the development of the Governor’s Youth Race and Detention Task Force and specific programs and initiatives underway in each of the communities and at the state level were cited. Feelings were also expressed that much more could be done particularly in the area of cultural competency training and gaining more input from youth and parents to contribute to solutions.

Recommendation 1: Maintain engagement and commitment of top officials who must encourage the use of evidence-based practice and who can require follow-up on measureable results of disproportionality reduction efforts.

Recommendation 2: Conduct a thorough review and reorganization of services and their use, adopt evidenced-based practices and track measurable results.

Recommendation 3: Restore funding to previous levels and increase funding for programs and services that intentionally target DMC reduction after reorganization under Recommendation 2 is accomplished.

Recommendation 4: Family and youth follow-up study.

CJJP Research Regarding Assessment

Additional Assessment Research conducted by the state agency (CJJP)

CJJP has performed a variety of assessment/analyses in its staff work for the JJAC, the State DMC Committee, and the Governor’s YRDTF. A variety of these key data have been reported to the YRDTF and are provided below. Much of the data were taken from a juvenile detention facility data base maintained by CJJP. The data base contains information on all holds for youth in Iowa’s 10 juvenile detention facilities. Information is provided, as well, from the UCR and JDW.

Increases in Arrests for African American Youth

The below table reflect significant increases in arrests for African America Youth.

Figure 17

All Juvenile Arrests by Race

All Arrests	2003	2004	2005	2006	2007	% Change
Caucasian	17,886	16,723	17,065	17,303	17,408	-2.7%
African-American	3,012	2,721	3,699	3,720	4,814	59.8%
Other Minorities	508	460	617	650	573	12.8%
Total	21,406	19,904	21,381	21,673	22,795	6.5%

**Simple Assault Arrests by Race
(As a Subset of Violent Arrests)**

Simple Assaults	2003	2004	2005	2006	2007	% Change
Caucasian	1,780	1,613	1,755	1,822	1,758	-1.2%
African-American	532	448	636	636	801	50.6%
Other Minorities	59	47	72	62	36	-39.0%
Total	2,371	2,108	2,463	2,520	2,595	9.4%

**Disorderly Conduct Juvenile Arrests
(As a Subset of Public Order Arrests)**

Disorderly Conduct	2003	2004	2005	2006	2007	% Change
Caucasian	1,196	1,444	1,521	1,716	1,630	36.3%
African-American	300	411	566	757	938	212.7%
Other Minorities	36	54	58	66	73	102.8%
Total	1,532	1,909	2,145	2,539	2,641	72.4%

Source: Department of Public Safety - Iowa Uniform Crime Report

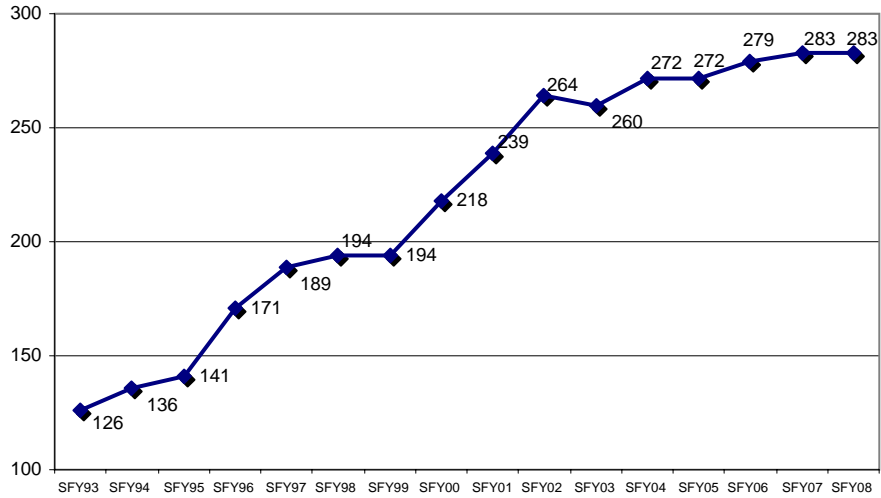
Remarks regarding figure:

- Overall arrests for Caucasian youth decreased during the report years.
- Arrests for African-American youth have increased nearly 60% in recent years.
 - Arrests of African American youth for simple misdemeanors, assault (49% increase) and disorderly conduct (213% increase), were the specific offenses that most directly influenced the increase.
- African-American youth are arrested at a rate nearly six times higher than Caucasian youth.

Increase in the Number of Juvenile Detention Beds

Analysis by CJJP reflects a dramatic increase in the number of detention beds available in Iowa since 1993.

Figure 18
Total Number of Available Detention Beds



Source: Iowa Juvenile Detention Centers

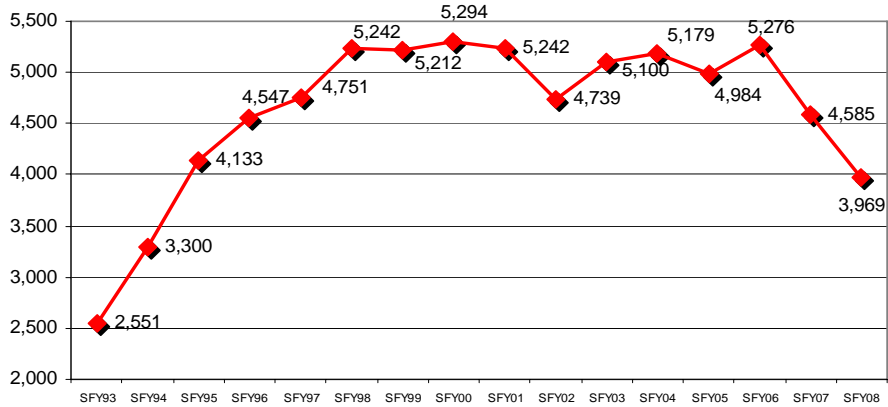
Remarks regarding figure:

- The total number of juvenile detention beds grew from 126 (1993) to 282 (2002), which represents a 125% increase in the number of beds.

Increases in Juvenile Detention Facility Holds

CJJP examined the number and percentages of youth held in juvenile detention facilities during the report years. The number of detention holds correlated with the number of detention beds until 2006.

Figure 19
Total Number of Juvenile Detention Holds



Source: CJJP Juvenile Detention Database

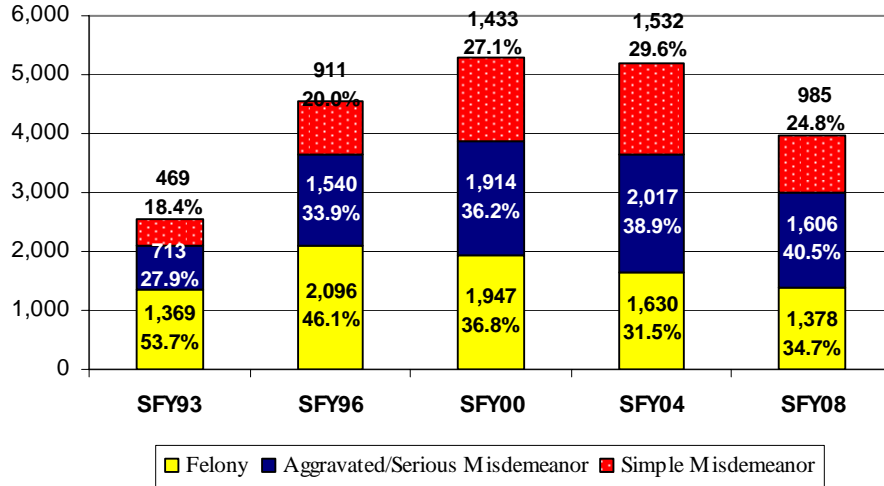
Remarks regarding figure:

- The number of detention holds increased 108% from 1993 (n=2551) to 2000 (n=5,294).
- Holds decreased 25% from 2006 (n=5276) to 2008 (n=3969).

Increases in Holds for Misdemeanants

Data reflects significant increases in detention holds for misdemeanants.

Figure 20
Detention Holds by Offense Severity



Source: CJPJ Juvenile Detention Database

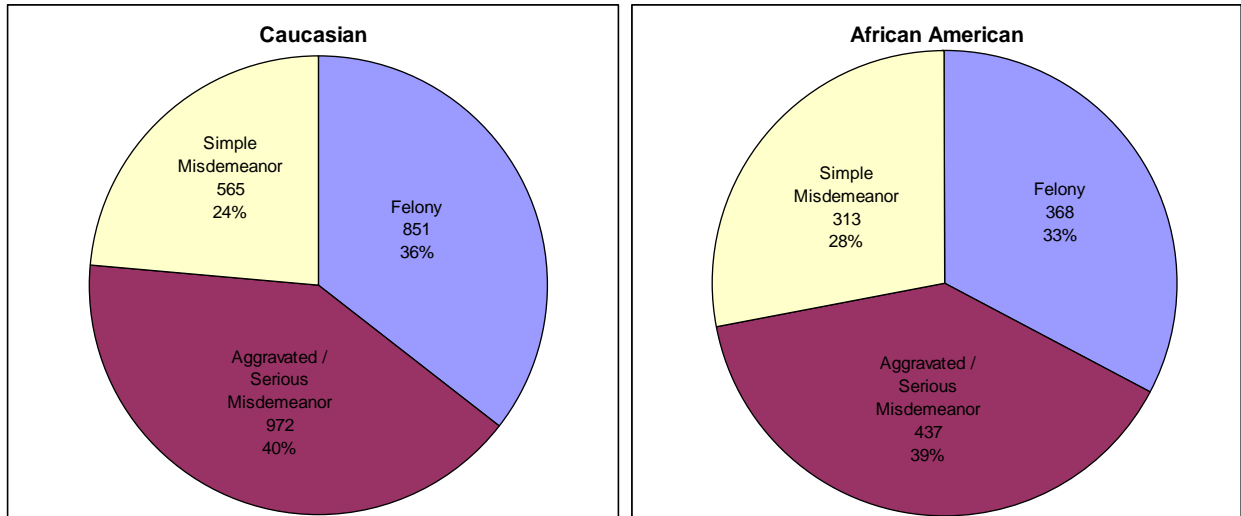
Remarks regarding figure:

- In 1993 54% of all detention facility holds were for felons, by 2000 36% of all such holds were for felons (n's=1,369 and 1,947 respectively).
 - From 1993 to 2000 there was a 42% increase in holds for felons, and a 183% increase in holds for misdemeanants.
 - In 1993 and 2008 the number of holds for felons was identical (n's=1,369 and 1,378 respectively).
- Holds for simple misdemeanants averaged 25% during the report years.
 - In 1993 18% of holds (n=469) were for simple misdemeanants, and in 2004 29.6% of holds were for such offenders (n=1532).

Detention Holds by Offense Severity – Caucasians and African Americans

Data reflects that significant percentages of holds for Caucasian and African American youth are for misdemeanor offenses.

Figure 21
Comparison of Holds by Offense Severity – Caucasians and African Americans



Source: Detention Data Base

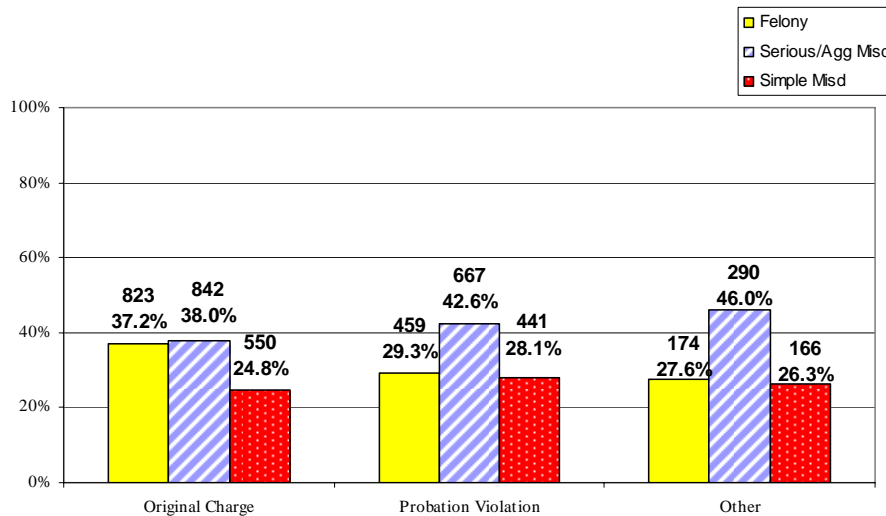
Remarks regarding figure:

- The percentage of detention holds for African Americans for simple misdemeanors is slightly higher than that of Caucasians (24% and 28% respectively).

Detention Holds – Original Charge/Probation Violations

Data reflects that significant percentages of detention holds are for probation violations.

Figure 22
Juvenile Detention Holds – Original Charge vs. Probation Violation (2007)



Source: CJJP Juvenile Detention Database

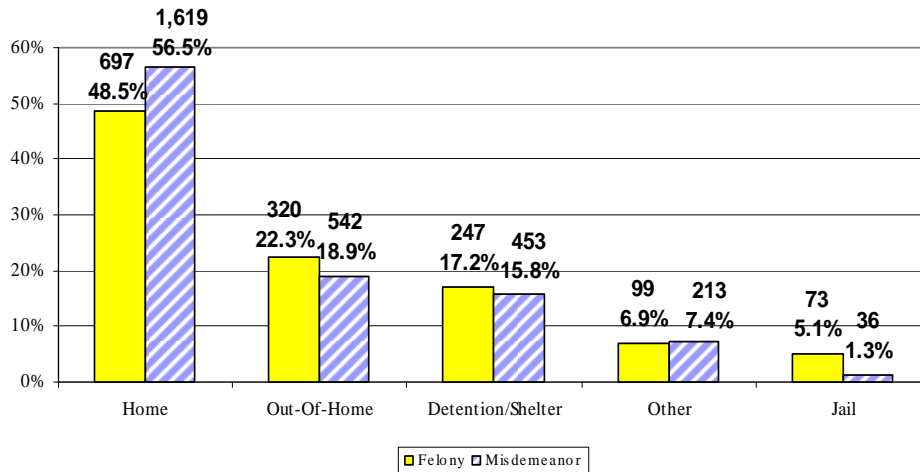
Remarks regarding figure:

- Approximately 48% of detention holds are for a new offense (originating), 34% for a probation violation and 12% are for other offenses.
- Sixty-three percent of holds for a new offense are for misdemeanors, and 71% of holds for probation violators were for an originating offense that was a misdemeanor.
 - Approximately 25% of holds for new offenders or probation violators were for simple misdemeanors.

Disposition from Detention

Data reflects that significant percentages of youth return to their home after a detention hold.

Figure 23
Disposition From Juvenile Detention by Offense Severity (2007)



Source: CJJP Juvenile Detention Database

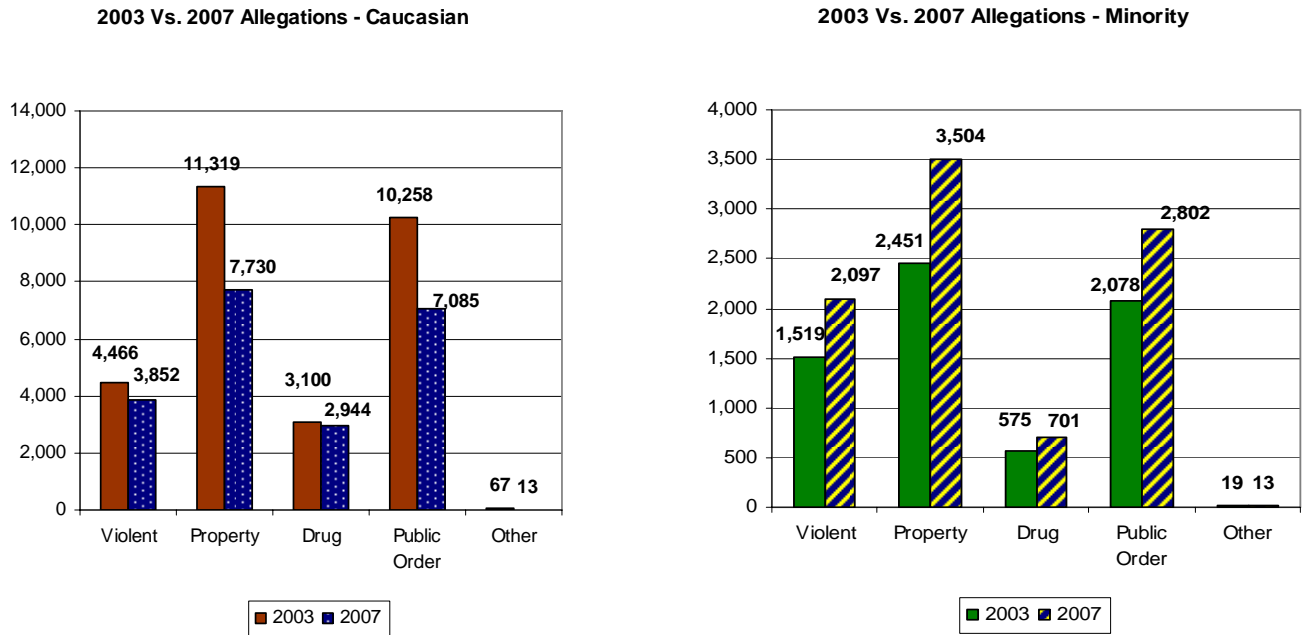
Remarks regarding figure:

- Over half of all youth are sent home at release from detention.
- Approximately 20% of youth are sent to an out-of-home placement at release from detention.
- A higher percentage of youth detained for misdemeanors are sent home after their hold than felons.

Allegation Comparison – Referrals to Juvenile Court

CJJP maintains data regarding juvenile court decision making in its Justice Data Warehouse (JDW). Given the changes in detention as reflected in the previous figures, CJJP sought to determine the types of offenses for which youth were being referred to juvenile court. The data in the figure is a count of the allegations referred to juvenile court. The data in the figure compares the types of allegations for which minority and Caucasian youth are referred to juvenile court.

Figure 24
Comparison of Allegations by Race



Source: JDW Note: Includes felonies and misdemeanors only.

Remarks regarding figure:

- The number of allegations for which Caucasian youth were referred to juvenile court decreased in all categories during the report years. The most significant reductions were in property and public order offenses.
- The number of allegation for which minority youth were referred to juvenile court increased in all categories except other during the report years. The most significant increases were in property and public order offenses.

Phase III: Intervention

Where DMC exists an intervention plan for reduction has been developed targeting contributing factors. Progress on each planned activity from 2008 is described below. Each of the activities have been approved by the DMC Committee, YRDTF and the JJAC.

(1) Progress Made in FY 2008: Activities Implemented and Progress Made

State Level Interventions

State Level Progress

DMC Committee - Iowa continues to maintain an active DMC Committee. The group has met approximately every other month for the past 9 years. The group includes members of the minority community, a broad base of juvenile justice system related staff, local planners, researchers, community activists, etc. The DMC Committee is a subgroup of the JJAC, but many of its members are not on the JJAC. CJJP provides the staff support for Iowa's DMC Committee.

DMC Committee Activities Implemented

- Provided oversight for all the DMC related activities of the JJAC.
- Assisted in the planning and implementation of the DMC Resource Center
- Assisted in the planning of Iowa's DMC Conferences in 2002 through 2008.
- Participated in a visit by the Annie E. Casey Foundation in August 2007 related to Iowa's becoming a Juvenile Detention Alternative Initiative site and multiple subsequent visits thereafter.
- Reviewed and involved in the planning, implementation and release of Iowa's updated assessment and detention studies.
- Involved in providing a variety of information to local media.
- Involved in review and feedback on DMC Matrices.
- Involved in meetings on the use of funds related to DMC.

DMC Committee Activities Not Implemented

- Planned activities were implemented – committee continues to identify ways to expand the use of information to broader audiences.

Governor's Youth Race and Detention Task Force – In May 2007 the first meeting of the Governor's Youth Race and Detention Task Force (YRDTF) took place. The YRDTF is staffed by CJJP. Governor Culver is utilizing the group to reduce the over-representation of minority youth in juvenile detention. Membership of that group includes state department heads from Public Safety, Human Rights, and Education; a liaison from the Governor's office; staff representatives from Iowa's federal senatorial delegation, the state Attorney General's Office, Department of Human Services; state law enforcement, prosecutorial, and county associations; the State Public Defender, the Executive Director of the state ACLU; key community members; etc. Governor Culver issued Executive Order 5 October 30, 2007, which outlines the overall activities of the YRDTF. The establishment of the YRDTF was considered a major factor in the naming of Iowa by the Annie E. Casey Foundation as one of its Juvenile Detention Alternatives site at the state DMC Conference in November 2007. Subsequently, Governor Culver signed into law the first Minority Impact Statement Bill (HF 2393). The new law means that legislators will have pending legislation reviewed to anticipate any racial disparities that may result so that they can consider alternative policies.

YRDTF Activities Implemented

- Provided oversight regarding Governor Culver's effort to reduce minority overrepresentation in juvenile detention.
- Reviewed research conducted by: the Casey Foundation, the Leiber studies, the Feyerherm study, the study by the DMC Resource Center (Richardson, et al.) and data from CJJP's detention data base, JDW, etc.
- Sent key staff to the Casey Foundation 2008 Conference and also to Iowa's 2008 state DMC Conference and Sioux City regional DMC conference.
- Participated in on-site training and technical assistance by Casey consultants in 2008.
- Assisted in Iowa's becoming a site for the Annie E. Casey Foundation's Juvenile Detention Alternatives Initiative.

YRDTF Activities Not Implemented

All anticipated activities were implemented.

DMC Resource Center - In January of 2002 Iowa established its DMC Resource Center effort at The University of Iowa School of Social Work, National Resource Center for Family Centered Practice. The Resource Center concept was developed with consultation from OJJDP staff and technical assistance consultation (Randy Thomas). The JJAC has approved \$100,000 to continue its DMC Resource Center effort.

DMC Resource Center Activities Implemented

- Provided support for the annual DMC Conference. Nearly 300 persons attended the December 2008 conference. The conference attracted attendees from multiple states, including DMC Coordinators from other states.
- Conducted interviews with decision makers in Black Hawk, Polk, and Woodbury Counties regarding local detention and decision-making practices, DMC, use of alternatives, etc. A report was released in 2008.
- Provided technical assistance to three local Iowa Sites – planning assistance, data analysis, training, local event facilitation, etc. (see detailed information regarding efforts in sites later in this report).
- Participated in visits by the Annie E. Casey Foundation and in JDAI related work in sites.
- Reviewed and was involved in the Leiber and Feyerherm studies.
- Received feedback from local DMC sites, DMC Committee and CJJP to monitor the effectiveness of their efforts.
- Maintained the State DMC Website - website contains information relevant to DMC (http://www.uiowa.edu/~nrcfcp/index_dmccrc.htm).
- Worked with state DMC Committee and YRDTF on various DMC-related activities.
- Participated in national conference planning and on national DMC conference calls.
- Participated with national organizations seeking to reduce DMC.
- Participated in efforts to include child welfare and education in DMC reduction efforts.
- Published articles in peer reviewed journals related to DMC.
- Participated in television and radio programs related to DMC.
- Served as mentor to others states and participated in OJJDP DMC Coordinator training.

DMC Resource Center Activities Not Implemented

- All planned activities were implemented.

Juvenile Detention Alternatives Initiative – In November 2007 Bart Lubow from the Annie E. Casey Foundation named Iowa as a new Juvenile Detention Alternative Initiative Site (JDAI). JDAI is a detention reform initiative that requires sites to study detention policies, prioritize those youth they seek to detain, and utilize alternatives for those youth who can best be served in alternatives. JDAI has been one of a small number of initiatives that have been able to influence DMC in a number of sites across the country.

JDAI Activities Implemented

- CJJP released RFA for potential local Casey sites – JJDP Act related funds included in RFA.
- In response to RFA, JJAC awarded Black Hawk, Polk, and Woodbury Counties site status for JDAI providing funding and additional technical assistance.
- Sites began work in summer, 2008 and sites attended national JDAI conference.
- Casey made site visits and provided two specified trainings (launch and fundamentals) in 2008, and one training (risk assessment training) in 2009.
- Casey scheduled technical assistance for 2009.
- Iowa seated it's own state level committee to develop a detention screening instrument in 2009. The group has met once and anticipated to have a tool developed by early summer 2009.

JDAI Activities Not Implemented

All anticipated activities were implemented.

Other State Level Efforts Implemented Related to DMC – Listed below are a variety of other state activities with direct relevance to DMC.

- *Justice Data Warehouse* – An extensive discussion of the justice data warehouse (JDW) is provided at the beginning of the DMC plan. New activities regarding the expansion of ICIS data and assessment tools being utilized by the Chiefs are discussed there as well. *Given the expanded information available, JDW will continue to be a critical tool as Iowa moves forward with implementation of its DMC efforts.* It is a tool that will be accessed as Iowa updates its assessment process in select counties and works to develop a state detention risk assessment tool.
- *Community Allocation Process* - As described in previously submitted plans, the JJAC and CJJP are now in the eighth year of a process that utilizes a significant portion of JJDP Act Title II, Enforcing Underage Drinking Laws funds, and JAIBG funds through a community allocation process. The funds are allocated to local Decat Governance boards. Through the Decat process communities are allowed to prioritize funding to locally address the child welfare/juvenile justice issues of greatest importance. Some of the types of programming funded through the local allocation process with the potential to influence DMC include local conferences, substance abuse prevention activities, after school or summer school programs, specialized curricula, tracking and monitoring, school based liaisons, day treatment, aftercare, etc. The allocation process has helped move decision making to the local level where it is believed that there is ultimately the greatest potential for reducing DMC. A vital role for CJJP staff and the DMC Resource Center will be to serve as a resource to assist local planning entities with information, training, local planning tools, programmatic information etc. *As a result of training provided through the CDWD, CJJP has increased local knowledge regarding DMC, making the Decats better equipped to plan for DMC; over the past year the plans have improved and reflect accordingly. It should be noted, however, that the substantial reduction in JJDP Act related funding, and the dramatic increase in federal performance requirements, have made continuation of the community allocation impractical.* The JJAC voted in February 2008 to discontinue the community allocation process and to move to an allocation by Judicial District, as described immediately below.
- *Allocation of JJDP Act Related funds by Judicial District* - Beginning October, 2008, the majority of the federal 2008 formula grant award were combined with other JJDP Act related funds and are allocated to the juvenile court services offices in each of the State's eight judicial districts. The chief juvenile court officer for each judicial district submits plans to CJJP for approval and for authorization of allocations. The allocations are based on the percentage of child population ages 5-17 in each judicial district. The funds are expended in one or more of the appropriate formula grant program areas. This approach allows for regional planning by judicial district to prioritize the juvenile justice issues and develop strategies to address local needs. This approach also requires the districts to develop their own priorities and develop strategic plans to address the issues. CJJP continues to provide resources (e.g. county level data and technical assistance) to assist in the development of the plans.
- *JJDP Act Secure Facility Compliance Monitoring* - A significant part of Iowa's compliance monitoring for the JJDP Act DMC requirement relates to its monitoring of jails and detention facilities to ensure jail removal, sight and sound separation, and deinstitutionalization of status offenders. CJJP maintains an extensive compliance monitoring system. Virtually all of the state's compliance

monitoring information is collected by race. *Iowa will continue to maintain that system.*

- *Information Effort with the Iowa Department of Human Services* – In the spring and summer of 2004 through 2008 the DMC Committee and the Gender Specific Services Task Force released reports that provided county level state service and decision making information. Data from those reports are available on the website (http://www.state.ia.us/dhr/cjpp/juve_delinq_data/juve_data.html). Extensive court processing/service information is provided by race and gender. The effort provides information regarding a variety of state DHS services (i.e. group care, family foster care, family centered services, shelter care, detention, state training school admissions, etc.), and court decision making phases (referral, diversion, petition, consent decree, adjudication, etc.). The information has assisted state and local officials in their planning efforts.
- *Iowa DHS Effort to Impact on Needs of Youth of Color in the Child Welfare System (Minority Youth and Families Initiative (MYFI))*. -- As part of the DHS child welfare system redesign a specific initiative was created to increase statewide awareness, examine decision-making, provide more cultural responsive services, and improve outcomes for children of color (specifically the initiative was designed to specifically address the needs of African American children in Polk County and Native American in Woodbury County). The child welfare redesign called for a two-pronged approach consisting of 1) the initiation of local demonstration projects to increase positive outcomes for youth of color, and 2) and partnering with the existing efforts of the DMC Resource Center related to policy recommendations and site work (University of Iowa). Over the past four years the Resource Center has been involved in examining data on decision points (both quantitative data through the Child Welfare Information System and local collection and qualitative data collected through on-site shadowing at DHS offices), providing technical assistance to the two local sites involved in the DHS initiative (Woodbury and Polk Counties), and working to connect the child welfare and juvenile justice systems. Both of the DHS sites are jurisdictions the Resource Center is working with for its juvenile justice related work with CJJP and the DMC Committee. The Resource Center has specifically attempted to connect the DHS efforts with its juvenile justice related activities in those sites. Funding from the DHS Children of Color effort helped support the DMC Committee's DMC Conferences beginning in 2005.
- *Urban Children are Really Essential (U.C.A.R.E.)* – Urban Dreams, a local youth serving agency secured a federal grant that allows DMC-related efforts in a number of Iowa communities. The DMC Committee is partnering with U.C.A.R.E. to target efforts in some of the communities in which the DMC Resource Center is working and in other areas of the state with higher than average minority populations.

Local Level Interventions

Local Interventions – Iowa utilizes The University of Iowa DMC Resource Center to provide information and education, training, technical assistance and research and evaluation capacity for the state and local communities. In the past, the DMC Resource Center has worked with at least nine sites or other local planning entities to increase awareness and enhance local data analysis, planning, and policy efforts related to DMC (Black Hawk, Polk, Woodbury, Hamilton/Humboldt/Wright, Muscatine, Scott, Webster, Linn and Johnson Counties). All of the sites have higher than average minority populations, express concern about over-representation, and have significant over-representation-related issues. Currently resources are only available to

provide continuing targeted technical assistance to Black Hawk, Polk, and Woodbury; however, contact has been maintained and some activity exists in most of the other sites. Over 2009 the Resource Center will begin providing localized technical assistance in Johnson County.

Black Hawk County Interventions

Progress Made in Black Hawk County in 2008

Black Hawk County Site Activities Implemented

- Continued efforts of local DMC Committee.
- Participation of DMC Resource Center with local DMC Committee & local DMC Coordinator.
- Local data collected; utilized assistance of DMC Resource Center with collection and analysis of qualitative data.
- Actively participated in state DMC Conference, and state DMC Committee.
- Continued staff support for local efforts.
- Local provider participated with state DMC Coordinator in Public Television-sponsored television program on disproportionality.
- Established and maintained local JDAI committee and subcommittees, participated in Casey JDAI training and technical assistance efforts, serving on state-level committee to develop a detention screening instrument, developing local plans regarding detention reform.

Black Hawk County Site Activities Not Implemented

- All planned activities were implemented.

Polk County Interventions

Progress Made in Polk County in 2008

Polk County Site Activities Implemented

- Actively participated in state DMC Conference and state DMC Committee.
- Served as the site of the statewide DMC Conference each year since 2002.
- Met regularly about issues of disproportionality (Decat, Urban Dreams/UCARE etc.) and the DMC Resource Center are regularly present in the community.
- Worked with the DMC Resource Center providing data related to youth who appear at the detention center.
- Received ongoing DMC Resource Center TA with the child welfare initiative and over-representation in juvenile justice (crossover).
- Coordinated DMC effort in Polk County with state-funded initiative to reduce disproportionality in child welfare (MYFI).
- Established and maintained local JDAI committee and subcommittees, participated in Casey JDAI training and technical assistance efforts, serving on state-level committee to develop a detention screening instrument, developing local plans regarding detention reform.

Polk County Site Activities Not Implemented

- All planned activities were implemented.

Woodbury County Interventions

Progress Made in Woodbury County in 2008

Woodbury County Site Activities Implemented

- Conducted 6th annual County DMC Conference with national participation
- Utilized federal TA to conduct site visit and serve as speaker at conference and for other local DMC issues.
- Actively participated in state DMC Conference, and state DMC Committee.

- Prepared other local plans that reflect DMC as an issue being addressed by community.
- Participated in Georgetown Certification program to address “crossover youth.”
- Obtained staff support for local efforts through local initiatives.
- Connected local community groups, national groups (e.g., Race Matters Consortium, Center for Study of Social Policy, Casey Family Alliance) targeting over-representation in the juvenile justice and child welfare systems and local Community Initiative for Native Communities and Families.
- Conducted local training and meetings through DMC Resource Center and Minority Youth and Families Initiative, First Nations, CINCF and national organizations (see above) including Iowa Department of Human Services and a variety of other state agencies (e.g., Workforce Dev., Econ. Dev.).
- Collected data at detention center and at JCS.
- Actively participated in state DMC Conference, and state DMC Committee.
- Established and maintained local JDAI committee and subcommittees, participated in Casey JDAI training and technical assistance efforts, serving on state-level committee to develop a detention screening instrument, developing local plans regarding detention reform.

Woodbury County Site Activities Not Implemented

- All planned activities were implemented.

(2) DMC Reduction Plan for 2009

State Level Plans

Strategies and funding information (Phase III - 2 (a) and (b)).

Provided below is the state level reduction plan related to DMC. CJJP has organized the reduction plan in a manner that connects reduction activities to recommendations in Dr. Leiber’s updated assessment study. These assessment recommendations are presented immediately below along with a time task plan that lists activities and related Leiber recommendations. These recommendations are consistent with the recommendations of the YRDTF which will be released in May, 2009. (Similar plans for sites immediately follow the state level reduction plan.)

Assessment Study Recommendations

Recommendation 1: Increase Structured Decision-Making at Intake

Recommendation 2: Continue to Require Decision-Makers to Participate in Race and Gender Cultural Sensitivity Training

Recommendation 3: Conduct Additional Research on DMC

Recommendation 4: Improve Upon Iowa’s Justice Data Warehouse (JDW) System for Case Management and DMC

Recommendation 5: Expand Crime Prevention Programs

Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related Funding

Activity	Timeline	Amount Formula
<i>DMC Committee</i>		
Related to All of Leiber's Recommendations		
• Continue Regular Meetings	Every 2 Months	
• Assist w/ Resource Center	Progress Reports – Applications	
• Assist w/ Conference Planning	Meetings & Subcommittee Mtgs	
• Provide Information to Media	Periodic Reports to Media	
• Provide Feedback on Matrices	Annual Review of Matrices	
<i>DMC Resource Center</i>		\$0 (see JABG app and program plan)
Related to All of Leiber's Recommendations		
• Continue TA – 3 sites (expand to 4)	Visit Sites Quarterly	
• Continue Annual Conference	Early Dec. 09	
• Continue to provide Info.	DMC Mtgs. – Website Postings	
<i>YRDTF</i>		
Related to all of Leiber's Recommendations		
• Continue Regular Meeting	Meet Quarterly	
• Review Relevant data	Continue	
• Conclude writing committee	Meet every two months, conclude	
• Report due to Governor	Gov Report due 05/09	
• Convene oversight committee	ongoing beginning summer 2009	
<i>Juvenile Detention Alternative Initiative</i>		\$0.00 (see JABG app and program plan)
Related to All of Leiber's Recommendations		
• Continue Local Contracts	through FY 2010 (& beyond)	
• Implement TA –Local Sites	through FY 2010	
• Coordinate Efforts w/ DMC Cmte., YRDTF & JJAC	through FY 2010	
• Develop Detention Screening Tool	Early Summer 2009	
<i>Justice Data Warehouse</i>		
Related to Leiber Recommendations 1, 3, & 4		
• Update Matrices & Reports	Throughout 2009	
• Expand Info and Validation	Spring & Summer 2009	
<i>Updated Assessment Activities</i>		
• Leiber Research in Polk And Woodbury Counties And sites in Virginia	2009	
<i>Allocation Process to Judicial Districts</i>		
Related to Leiber Recommendation 2 & 5		
• Meet w/ Chiefs & SAMS	early 2009	
<i>Compliance Monitoring</i>		Annual OJJDP Schedule and Other Reports
Related to Leiber Recommendation 3		
<i>Youth of Color – DHS</i>		Continued Throughout 09
Related to Leiber Recommendations 2,3, & 5		
<i>U.C.A.R.E.</i>		Continued Throughout 09
Related to Leiber Recommendation 2 and 5		

Local Level Plan

DMC-Reduction Plans for Sites

The timeline and identification effort done for the state-level activities is organized in a manner that connects reduction activities to recommendations in Dr. Leiber's updated assessment study. The below local timeline and identification does not specifically connect activities with the Leiber assessment though it should be noted that the overall activities planned are viewed as consistent with the recommendations of the Leiber study.

Black Hawk Plan-DMC Reduction

DMC-Reduction Plan for Black Hawk County - 2009

Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related Funding

<u>Activity</u>	<u>Timeline</u>	<u>Amount Formula</u>
<i>Participate in State DMC Committee</i>	<i>Every 2 Months</i>	
<i>Continue Implementation of JDAI</i>	<i>Throughout 2009</i>	
<ul style="list-style-type: none"> • Assist with development of detention screening tool. • Assist with local collection of court referral and detention alternatives information. • Develop local JDAI plan. • Continue relevant local committee and subcommittee work. • Participate in relevant training and technical assistance. 		
<i>Participate in State DMC Committee</i>	<i>Every 2 Months</i>	
<i>Participation in State Conf.</i>	<i>December 9-11, 2009</i>	
<i>Participate in Local DMC Committee</i>	<i>Local Committee meets monthly</i>	
<i>Utilize DMC Res. Cntr.</i>	<i>Site visits from Resource Center</i>	
<ul style="list-style-type: none"> • Participate in DMC Cmte. meetings • Assist with analysis of data • Coordinate efforts with local DMC efforts, Coordinators and Committees • Assist with fund seeking • Assist with coordination of TA • Collaborate to continue to engage media 		

Polk Plan-DMC Reduction

DMC-Reduction Plan for Polk County - 2009

Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related Funding

<u>Activity</u>	<u>Timeline</u>	<u>Amount Formula</u>
<i>Participate in State DMC Committee</i>	<i>Every 2 Months</i>	

Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related Funding (Polk County plan activities – continued)

Activity	Timeline	Amount Formula
<i>Continue Implementation of JDAI</i>	<i>Throughout 2009</i>	
<ul style="list-style-type: none"> • Assist with development of detention screening tool. • Assist with local collection of court referral and detention alternatives information. • Develop local JDAI plan. • Continue relevant local committee and subcommittee work. • Participate in relevant training and technical assistance. 		
<i>Continue Participation in State Conf.</i>	<i>December 9-11, 2009</i>	
<i>Utilize DMC Res. Cntr.</i>	<i>Site visits from DMC Resource Center</i>	
<ul style="list-style-type: none"> • Evaluation TA for local entities • TA on data analysis for local entities (e.g., Detention Center; Courts, Co Atty.,) • Coordinate with local DMC efforts • Coordinate with MYFI 		

Woodbury Plan-DMC Reduction

DMC-Reduction Plan for Woodbury County - 2009

Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related

Funding Activity	Timeline	Amount Formula
<i>Participate in State DMC Committee</i>	<i>Every 2 Months</i>	
<i>Continue Implementation of JDAI</i>	<i>Throughout 2009</i>	
<ul style="list-style-type: none"> • Assist with development of detention screening tool. • Assist with local collection of court referral and detention alternatives information. • Develop local JDAI plan. • Continue relevant local committee and subcommittee work. • Participate in relevant training and technical assistance. 		
<i>Participation in State Conf.</i>	<i>December 9-11, 2009</i>	
<i>Participate in RAI Validation Study</i>	<i>Throughout 2009</i>	
<i>Coordinate Local DMC Committees</i>	<i>local committees meet at least monthly</i>	
<i>Utilize DMC Res. Cntr.</i>	<i>Site visits from Resource Center</i>	
<ul style="list-style-type: none"> • Assistance with Annual Woodbury Co. Conference • Assistance with highlighting achievements of Woodbury Co. at statewide/national conferences • Assist with analysis of data • Coordinate with DMC Committee and local DMC Coordinator(s) • Provide assistance for DMC Coordinators • Coordinate with other initiatives (e.g., MYFI, CINCF, Casey, CSSP, Race Matters Consortium) 		

Planned Formula Grant-supported activities under "Program Descriptions" section below with amount budgeted and required descriptions of goals, objectives, and performance measures selected to document the output and outcomes of these activities. All DMC related activities are being supported with 09 and previous years unspent JABG funding and Title V funding, previous years unspent formula funding, and funding from the Annie E. Casey Foundation.

Phase IV: Evaluation

The state maintains a justice data warehouse populated with data from ICIS and other sources. These systems represent a rich source of data available for evaluation and monitoring purposes as interventions planned reach full implementation. Each detention center also collects data on holds and those involved as JDAI sites. The SPA will be putting together a process for the collection of RAI data as well as data from the local detention alternatives. The analysis of that information will serve as a major evaluation component for Iowa's overall DMC strategy. In conjunction with JDAI each site also participates in evaluation and performance measures reporting through the DMC Resource Center. To date the primary source of evaluation information has been the DMC matrices and technically.

Iowa has utilized a DMC Resource Center to provide information and education, training, technical assistance and capacity for research and evaluation. The assessment studies conducted separately by Leiber, Feyerherm and Richardson could be considered evaluation and monitoring studies; however, their use has been primarily relegated to the assessment phase. The findings of these more formal studies are summarized about in Phase I: Assessment.

Phase V: Monitoring

While identification is an examination of data at a point in time, monitoring is an ongoing process that feeds back to the Identification Phase. At the statewide level and for the selected local sites CJJP and the DMC Resource Center have monitored changes in DMC trends using the RRI and a variety of other trend analyses (described above). There has been progress in reducing DMC at decision points over the past 2-7 years, most notably the past two years at the decision point of lowering the numbers and disproportionality in detention. Further study is needed to determine factors which could be considered causal in the sequence of events leading to the reduction. In addition to the existing data systems (described above) and the use of the RRI, the development of the JDAI in Iowa provides the state and DMC Resource Center with an opportunity for working with the sites to organize data collection and reporting systems which will allow for monitoring and cross site comparisons of changes in detention, other decision points, and DMC. The "Quick Launch" occurred in November of 2008 with an initial consultation on RAI January 29, 2009. Data groups are forming in conjunction with the JDAI implementation and those data will provide information for monitoring in each of the sites and comparison with other sites through the JDW/ICIS data. The Division of Criminal and Juvenile Justice Planning and the DMC Coordinator (part-time) will monitor these activities.

Two recent initiatives in Iowa are currently developing the plans for current and future monitoring activities: JDAI and YRDTF. The JDAI timeline currently adopted for monitoring conforms largely to the JDAI Quick Launch format. Initial assessment was conducted at the state and local site level on utilization and site technology capacity and planning for evaluation and monitoring is underway in each of the sites. Each site reports quarterly through the DMC Resource Center and each site also reports directly to CJJP and Casey as JDAI sites. An initial assessment has already been conducted which was fundamentally a capacity statement with regard to the collection and use of data in sites and at the state level. It also informed planning and monitoring of ongoing progress with the use of data for the JDAI.

A parallel process is occurring with respect to the Governor's YRDTF. It includes the development of a monitoring function to be performed by a workgroup recommended by the YRDTF. Findings and recommendations are due out in May 2009 and the recommendation for

the development of a working group charged specifically with monitoring results associated with the implementation of recommendations from the YRDTF is the first recommendation.

The DMC Resource Center is working with each site to develop measures of output and outcomes for the purposes of performance monitoring. Some of these measures include:

- Number of stakeholders engaged/county/ quarter.
- Number of training events and persons trained/county/ quarter.
- Number of hours training provided/county/quarter.
- Number of joint local DMC Committee and JDAI meeting conducted/county/quarter.
- Number of local requests for policy change.
- Number of OJJDP DMC matrices decision points with reduced relative rates.

In addition, the JJAC also monitors DMC related activities by race for measures, examples of which are provided below:

- Average detention daily population.
- Total detention admissions.
- Average length of stay.
- Youth committed to State Training Schools.
- Group care admissions.
- Felony complaints and adjudications in juvenile court.
- Person offenses referred to juvenile court.
- Detention holds for probation violators.