

# **Black Hawk County Juvenile Detention Reform**

## **Summary of Discussions and Lessons Learned From Key Leaders in Black Hawk County**

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## I. Key Lessons Learned from Black Hawk County's Local Detention Reform Effort

This is a document highlighting the local success and relevant lessons learned from Black Hawk County's efforts to implement a detention reform model. There is broad acknowledgement at the local and state-levels that any system change effort is connected to complex and inter-related activities. *Provided below is a list of key activities that were critical to Black Hawk County's success.*

- ✓ 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.
- ✓ Inform the planning process and decision making of the steering committee with data.
- ✓ Provide staff and technical support to the steering committee.
- ✓ Implement policy change to institutionalize and sustain change.

## II. Background – Black Hawk County Detention Reform – Connection to System Effort

In 2007, local officials in Black Hawk County began a juvenile detention reform effort that has achieved dramatic and sustained reductions in the use of juvenile detention without compromising public safety. Local officials credit the effort's success to the leadership of, and ongoing collaboration among, judges, Juvenile Court Services (JCS) staff, law enforcement, the county attorney's office, defense, political leaders, local activists, schools. This finding is consistent with research that points to interagency collaboration as a powerful strategy for juvenile justice system reform.<sup>1</sup> The local detention reform effort was also guided by research that found potential negative effects associated with detention holds for youth who have committed low-risk offenses.<sup>2</sup> Such studies indicate 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.

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

Officials at the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) have 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 juvenile justice systems.<sup>3</sup> 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 its urban counties, which is where the largest populations of minority youth reside.

<sup>1</sup> Collaboration and Leadership, Pathways Series, Annie E. Casey Foundation, <http://www.aecf.org/upload/publicationfiles/collaboration%20and%20leadership.pdf>

<sup>2</sup> Youth Race and Detention Task Force Study Finding, Latessa, <http://www.humanrights.iowa.gov/cjip/images/pdf/yrdf/Full%20Report%205-21-09.pdf>

<sup>3</sup> OJJDP's Community and Strategic Planning Initiative Curriculum

As this summary document indicates, the Black Hawk County detention reform effort helped facilitate DMC-related changes taking place in JCS referral, 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.<sup>4</sup> The local success is attributed, in part, to Black Hawk County's sustained and persistent effort to address DMC. There is broad acknowledgement that the work is not done and must continue over multiple fronts over time.

### **III. Connection of Black Hawk County Effort to State-Level Strategic Plan**

In October 2013, the Iowa Department of Human Rights, Division of Criminal and Juvenile Justice Planning (CJJP), partnering with state court administration (SCA), obtained a competitive Community and Strategic Planning (CASP) grant from the federal OJJDP.<sup>5</sup> The overarching purpose of the CASP grant is to develop a strategic plan to reduce DMC in Iowa's juvenile justice system. The state advisory group for the CASP project identified the development of detention alternatives as a key component of an overall strategic plan to reduce DMC in Iowa's juvenile justice system. Upon learning that Black Hawk County had already implemented a detention reform program that dramatically reduced the use of detention for juveniles, the advisory committee directed CJJP staff to document how the reform effort was developed and implemented and the impact it had on the use of juvenile detention.

On March 7, 2014, seven people from Black Hawk County participated in a discussion regarding their juvenile detention reform effort. John Goerd, Deputy State Court Administrator; and Dave Kuker, Executive Officer, CJJP, worked with participants to facilitate the discussion.

Local participants in the discussion included: Dan Block, First Judicial District Associate Juvenile Judge; Tim Baldwin, Public Defender; Ruth Frush, First Judicial District Chief Juvenile Court Officer; Kate Hahn, Assistant Black Hawk County Attorney; Tim McGinnis, Juvenile Court Specialist; Todd Meyerhoff, JCS, Supervisor; and Tony Thompson, Black Hawk County Sheriff.

The conversation highlighted the collaborative planning and implementation process, the various strategies developed for alternatives to detention and alternatives to referrals to JCS, and the key factors that contributed to the success of the detention reform effort.

This document provides a summary of the discussion along with the other information provided by local officials. It is intended the "lessons learned" from the Black Hawk County detention reform effort will be incorporated in the strategic plan developed by the CASP Advisory Committee, and that they will inform and possibly inspire similar collaborative efforts in other jurisdictions in Iowa.

Note: Some of the sections in this document contain quotes from local Black Hawk County officials that were made as part of the 3/7/14 discussion.

### **IV. Local Detention Data**

As is noted above, the basis for the discussion with Black Hawk County officials relates to the dramatic reductions the county has experienced in the use of juvenile detention facility holds. As is reflected in Figure 1, in the five most recent calendar years Black Hawk County has decreased its detention holds by over 50 percent.

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<sup>4</sup> Race and Decision Making in Black Hawk County, Leiber, <http://www.humanrights.iowa.gov/cjip/images/matrices/BriefFinalLeiberReport.pdf>

<sup>5</sup> Governor Branstad, David Boyd, Iowa's State Court Administrator, and the chairs and ranking members of the Judiciary Committees of the Iowa House and Senate submitted letters of support for this project.

Figure 1  
**BLACK HAWK COUNTY - Juvenile Detention Holds By Racial/Ethnic Group  
 2009-2013**

Racial/Ethnic Group	2009	2010	2011	2012	2013	5 Yr Chg 2009-2013
<b>Total Holds</b>	186	151	91	79	87	<b>-53%</b>
<b>White</b>	71	49	22	13	25	<b>-65%</b>
<b>African-American</b>	103	94	60	59	58	<b>-44%</b>
<b>*Hispanic/Latino</b>	10	7	9	7	4	<b>NA</b>
<b>*Native American</b>	0	0	0	0	0	<b>NA</b>
<b>*Multi-Racial/Other</b>	2	1	0	0	0	<b>NA</b>

Source: State Juvenile Detention Website/Iowa Justice Data Warehouse

Data subject to change-not all youth admitted during 2013 may have been released by run date

Holds based on release data

Youth waived to adult court are excluded

Run Date: 2/13/14

\* No five year change calculation performed - numbers too small

### V. Cost Savings

Data were collected (see Figure 2) regarding the relative costs associated with the use of juvenile detention as compared to various detention alternatives. The results reported below were captured during 2012. As is reflected in the figure, detention alternatives can be provided at a rate dramatically lower than detention facility holds. Local officials note that the use of the DST is essential to ensure that youth placed in alternatives are not a risk to public safety.

Figure 2  
**Cost Comparison-Detention Holds-Local Alternatives**

2011				2012			
Program	# Service Days	Cost Per Day*	Total Cost	Program	# Service Days	Cost Per Day*	Total Cost
In-Home	599	\$60.00	\$35,940.00	In-Home	1,148	\$100.00	\$114,800.00
Violator's Program	82	\$118.43	\$9,711.00	Violator's Program	50	\$125.00	\$6,250.00
Shelter	240	\$195.71	\$46,970.00	Shelter	334	\$195.71	\$65,367.00
<b>TOTAL</b>	<b>921</b>	<b>--</b>	<b>\$92,622.00</b>	<b>TOTAL</b>	<b>1,532</b>	<b>--</b>	<b>\$186,417.00</b>
Detention	921	\$320.00	\$294,720.00	Detention	1,557	\$320.00	\$498,240.00
<b>Cost Savings of Programing</b>			<b>\$202,098.00</b>	<b>Cost Savings of Programing</b>			<b>\$311,823.00</b>

\*Detention cost per day was calculated using SFY10 detention costs for North Iowa Detention Divided local bed days.

Days were reported by DHS. Shelter costs were calculated by dividing total expenditures for SFY10 by total units.

### VI. Local Detention Decision Making Process

Local officials noted that a major factor in safely reducing their detention usage related to the decision making process. Black Hawk County officials provided the information below regarding their local detention decision making progress. It was noted that a three tiered system is utilized to provide checks and balances for detention decisions.

Law Enforcement – Detention requests generally begin when law enforcement takes a youth into custody for a delinquency matter and it is determined there is a significant risk to public safety.

Juvenile Court Services (JCS) - When detention is requested during normal work hours, law enforcement contacts JCS and a juvenile court officer (JCO) completes the Detention Screening Tool (DST). After hours when detention is requested the Black Hawk County Sheriff's Department completes the DST at the time of booking. If the DST scores for the use of detention, or, when the arresting officer feels strongly there is substantial risk to community safety, the on-call JCO is contacted. The JCO reviews the facts and considers all options.

Judge - When detention is needed the JCO contacts a juvenile judge. Requests on active delinquency cases are made to the judge assigned to that case whenever possible. Once a Judge has been contacted and a determination has been made, JCS will follow up with law enforcement, parents, youth-serving agencies, as required and complete all paperwork. Law enforcement transports the juvenile as needed.

JCS created a probation sanction grid that provides options and guides decisions for probation violations. Sanctions are matched to the probation violation when possible. As an example, a failed urinalysis test might result in a substance abuse assessment. Where appropriate, school issues are handled within the school. On a case by case basis, when a youth does not comply with the sanctions after several attempts, JCS will contact the juvenile judge assigned to the case to request a 48 hour hold. JCS stresses that detention is seldom used for probation violations unless a modification of disposition is needed.

Two juvenile judges are assigned to cover Black Hawk County. District court judges fill in as needed when the juvenile judges are unavailable.

### **VII. Longstanding Local Disproportionate Minority Contact Efforts – Readiness**

With funding made available from a federal grant, a local DMC coordinator position was put in place in 2005 and 2006. The position allowed for active local planning, organization and discussion. There was broad-based recognition in the mid-2000's that little was available in terms of research-based DMC reduction models at the local, state, and national levels.

Local officials noted that, when funding became available at the state-level in late 2006 for a juvenile detention reform effort, the community was eager to participate in a research-based model that included a strategy of reducing minority overrepresentation in detention. Thus, Black Hawk County's prior activity with DMC assisted in the local readiness to participate in the detention reform effort. Local officials stress that the structure of the research-based detention reform model assisted in the provision of program and practice change. This included the formation of subcommittees related to the core strategies of the national detention reform model.<sup>6</sup>

### **VIII. Importance of Local Collaboration – Connection to Prior DMC Effort**

*“The collaboration smoothed barriers between agencies, the schools, and area law enforcement.”*

Local officials noted that a key aspect of their success in reducing detention numbers and success with detention reform related directly to the quality of their local collaborative efforts. Participants indicated that Black Hawk County's formal involvement in the detention reform effort was the result of local officials response to a detention reform Request for Proposals (RFP) from CJPJ in 2006. It was noted that the application effort was led by a local DMC Committee. Ruth Frush, the Chief Juvenile Court Officer and Judge Stephen Clarke, District Court Judge, provided data and relevant court processing information specific to the RFP process. After receipt of the discretionary grant a local group was seated that included the entities listed in Attachment 1.

Figure 3 describes the key local officials critical to the success of the detention reform effort.

<sup>6</sup> The eight core strategies of the Casey Foundation's detention reform model are available on their website <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/CoreStrategies.aspx>

Figure 3  
Key Local Officials - Detention Reform Effort

Organization	Local Official	Organization	Local Official
<b>Judges</b>	<i>Stephen Clarke</i> , District Judge First Judicial District <i>Daniel Block</i> , Assoc. Juv. Judge First Judicial District	<b>Elected Officials</b>	<i>Deborah Berry</i> , Representative Iowa House District 62 <i>Tom Ferguson</i> , County Attorney Black Hawk County Attorney's Office <i>Frank Magsamen</i> , Supervisor Black Hawk County Board of Supv. <i>Tony Thompson</i> , Sheriff Black Hawk County Sheriff's Office
<b>Juvenile Court Services (JCS)</b>	<i>Ruth Frush</i> , Chief Juvenile Court Officer First Judicial District		
<b>Local DMC Committee Leaders and Advocates</b>	<i>Reverend Belinda Creighton-Smith</i> Former Local DMC Coordinator, <i>Sharon Goodson</i> , Part President Nat. Assoc. for the Adv. Colored People <i>Marvin Spencer</i> , Former JCO now with Dept. of Corrections		<b>Police and Sheriff</b>
<b>School</b>	<i>Gary Norris</i> , Ed.D., Former Superintendent Waterloo Comm. School Dist. (WCSD) <i>Cora Turner</i> , Student Personnel Director WCSD	<b>Defense</b>	<i>Timothy Baldwin</i> , Defender State Public Defenders Office

There was discussion that Black Hawk County's size and number of judges (typically not more than two on the bench) hearing juvenile cases were important factors in achieving safe reductions in detention numbers. Conversely, it was noted that in larger jurisdictions the greater number of juvenile court judges would likely require a more formal process to effect an overall reform effort.

### IX. Challenges

*"When the new detention center was built, we went from 15-31 beds and were still shipping kids out due to capacity. What's the easiest thing to do when you get the call at midnight? Maybe what's the easiest isn't the best."*

Discussions reflected a number of local challenges related to implementing a detention reform effort. Figure 4 presents information regarding those challenges and related solutions.

Figure 4  
**Challenges Implementing Detention Reform**

<b>Challenge</b>	<b>Description of Issue</b>	<b>Solution/Remedy Sought</b>	<b>When</b>
Detention Decision Making Practice	Longstanding use of three tiered detention decision making process described earlier in this report-effort lacked formalized instrument	Black Hawk was one of three Iowa counties that began utilization of a Detention Screening Tool (DST). The DST serves to provide a uniform structure from which such decisions are made	2009
Lack of Juvenile Detention Alternatives	Local jurisdiction had limited options available for detention alternatives	Longstanding use of in-home detention, 24 hour intake. Added GPS and other alternatives 2009	2009
*Specialized Needs-African American Youth	There was a recognition of the specific needs for African-American youth for foster family care	A consultant was brought in from Multnomah County Oregon to recruit African-American families as foster families-the effort was not successful	2010
Arrest and Referral of Youth by School Resource Officers (SRO)	Evaluation of SRO related to number of youth removed from school building	Success of SRO connected (in-part) to ability to connect youth to other community resources	2010
Number of Juvenile Detention Facility Beds Utilized	31 beds juvenile detention beds were available in 1996 - currently fewer than 15 beds are necessary-the county needed to make use of the empty section of the facility	Half of the setting is now utilized for an Adult Crisis Intervention Center - the center serves adults facing issues with mental health insuring stability before re-integrating persons served into the community	2012
**Availability of Shelter Care	DHS provisions require shelter care providers make available a continuum of shelter-related services such as crisis intervention and in home mediation. Black Hawk County Shelter unable to accommodate the requirement	Private provider entity takes over as shelter care provider for the area	2012

\* Other local Iowa jurisdictions have struggled with efforts to recruit African-American families as foster parents

\*\*DHS officials note that shelter facilities are not mental emergency related.

### **X. Detention Reform and DMC**

There were specific discussions related to the extent to which Black Hawk County officials were able to reduce detention populations for all racial/ethnic groups. As Figure 1 and earlier data in this summary reflect, the reductions in the use of detention are significant. It was noted that, despite the dramatic reductions, minority youth are still overrepresented at arrest and detention. In calendar 2013 minority youth comprised 71 percent of the juvenile detention facility population, 24 percent of the County's minority population. Minority youth were 64 percent of juvenile detention facility holds in 2009. The actual number of minority youth detained has decreased dramatically.



Officials noted that in fall of 2010 a variety of police diversion programs were made available for direct referrals by law enforcement agencies across the county. At time of initial contact, police/sheriff's office officials can refer youth directly to alcohol, shoplifting, or life skills-related programming. Thus, for a significant number of youth in contact with law enforcement, no police referral to JCS is necessary. JCS officials indicate that the diversion programming has assisted in the dramatic reduction of referrals to JCS, while at the same time holding youth accountable for misbehavior. Figure 5 provides information regarding youth served in the various arrest diversion programming. White youth comprise 78 percent and African-American youth 22 percent of youth served.

Figure 5  
**Black Hawk County - Law Enforcement Diversion (2013)**  
 Based on Program Completion

<b>Program</b>	<b>Total</b>	<b>Male</b>	<b>Female</b>	<b>White</b>	<b>African-American</b>	<b>Other</b>
Shoplifting	<b>28</b>	9	19	23	4	1
Life Skills	<b>14</b>	9	5	10	4	0
Alcohol/Drug	<b>34</b>	20	14	27	7	0
*FFT	<b>3</b>	1	2	1	2	0
<b>Total</b>	<b>79</b>	<b>39</b>	<b>40</b>	<b>61</b>	<b>17</b>	<b>1</b>

Source: First Judicial District Juvenile Court Services

\*Functional Family Therapy

There was lengthy discussion concerning community-based prevention programs put in place prior to arrest or referral to JCS specifically to affect DMC. JCS staff mentioned an important community partnership with local provider agencies which perform a variety of prevention-related programming, such as: mentoring services, a strengthening families parenting program, family team meetings, Dare to Be King/Queen, etc. JCS staff separately noted the importance of family engagement through day treatment programming and a gang intervention program.

#### **XI. Reduction of Detention Population and Related Public Safety Indicators**

*“There was discussion around the idea of starting to look at detention as a continuum of care – bigger than the building, what alternatives could be put in place.”*

*JCS Referrals* - Referrals by law enforcement to JCS are a potential indicator related to juvenile crime and/or an indicator of public safety. As Figure 6 reflects, juvenile complaints decreased 47 percent from calendar 2009 to 2013. Thus, the reduction of juvenile detention facility holds has not resulted in increased juvenile delinquency incidents being referred to JCS. Reductions in referrals for minority youth are less than for white youth.

Figure 6  
**BLACK HAWK COUNTY - Juvenile Court Service Referrals**  
**2009-2013**

Racial/Ethnic Group	2009	2010	2011	2012	2013	5 Yr Chg 2009-2013
<b>Total</b>	1,421	1,480	1,071	971	759	<b>-47%</b>
<b>White</b>	618	575	432	371	296	<b>-52%</b>
<b>African-American</b>	756	802	588	558	438	<b>-42%</b>
<b>Hispanic/Latino</b>	38	91	40	38	25	<b>-34%</b>
<b>*Asian</b>	4	5	3	2	0	<b>NA</b>
<b>*Native American</b>	3	3	2	2	0	<b>NA</b>
<b>*Multi-Racial/Other</b>	2	4	6	0	0	<b>NA</b>

Source: Iowa Justice Data Warehouse

\* No five year change calculation performed - numbers too small

*Juvenile Arrests* - Arrests are another common indicator related to juvenile crime. Data provided by the Waterloo Police Department (WPD) in Figure 7 indicates a 48 percent reduction in juvenile arrests. Local officials note that the WPD has been an active participant in supporting the detention reform effort. Thus, the reductions in arrests, JCS referrals, and detention suggest that public safety has not been compromised. It is noteworthy that the highest number of WPD juvenile arrests are for the offenses of disorderly conduct and shoplifting. For those specific offenses, the percentage of arrest reduction was greater for African-American youth than for white youth.

Figure 7  
**Waterloo Police Department Juvenile Arrest Data**  
**Total Arrests - Select Offense Arrests - Select School Arrests**  
**White and African-American Youth - 2009-2013**

Arrest #'s	2009	2010	2011	2012	2013	5 Yr # Chg 2009-2013	5 Yr % Chg 2009-2013
Juvenile Arrests	1,066	1,051	791	745	553	-513	<b>-48%</b>
White	370	402	236	236	185	-185	<b>-50%</b>
African-American	696	649	555	509	368	-328	<b>-47%</b>
Disorderly Conduct	280	239	166	99	102	-178	<b>-64%</b>
White	45	43	26	18	23	-22	<b>-48%</b>
African-American	235	196	140	81	79	-156	<b>-66%</b>
Shoplifting	228	240	194	168	130	-98	<b>-43%</b>
White	95	109	75	61	47	-48	<b>-51%</b>
African-American	133	131	119	107	83	-50	<b>-38%</b>
Vandalism	83	81	48	68	45	-38	<b>-46%</b>
White	46	27	14	25	16	-30	<b>-65%</b>
African-American	37	54	34	43	29	-8	<b>-22%</b>
Curfew	81	39	49	38	7	-74	<b>-91%</b>
White	26	23	8	15	1	-25	<b>-96%</b>
African-American	55	16	41	23	6	-49	<b>-89%</b>
<b>*School Arrests</b>	<b>57</b>	<b>68</b>	<b>82</b>	<b>81</b>	<b>70</b>	<b>13</b>	<b>23%</b>
White	16	22	22	25	23	7	<b>44%</b>
African-American	41	46	60	56	47	6	<b>15%</b>

Source: Waterloo Police Department

\* Arrest data are for East and West High Schools and for the Web C school setting - other data in table are for overall juvenile arrests.

There was extensive local discussion regarding the extent to which local safeguards have been put in place to ensure reductions in juvenile detention and arrest are not compromising public safety. Information regarding those local efforts is detailed in Figure 8.

Figure 8  
**Reductions in Detention - Public Safety Protections**

<b>Parties</b>	<b>Type of Change</b>	<b>Activity</b>	<b>When</b>
<b>JCS</b>	Recongnition of juvenile detention as a continuum of services	• Implementation of the Iowa Delinquency Assesment (IDA) which is a comprehensive risk/needs instrument	2007
		• Implementation of research-based programming	2007
		• Implementation of Detention Screening Tool (DST)	2009
		• Expanded availability of various detention alternatives including: in-home detention, 24 hour intake, GPS, weekend offender programming, etc.	2009
		• Probation violation grid	2009
		• JCS provided training for law enforcement regarding DST, IDA, research-based practice, life skills, etc.	2009
<b>JCS, county attorney, defense, juvenile detention</b>	Local detention review process	Implementation of weekly process for key officials to review potential use of detention alternatives for youth	2007
<b>*Law Enforcement</b> (Various police dept.'s and Sheriff)	Law Enforcement Diversion available-all police/Sheriff agencies in County	Partnering with JCS on law enforcement diversion programming	2010
<b>WCSD</b>	Efforts to Affect School Climate	East and West High Schools are participants in Iowa Safe and Supportive Schools (IS3) Initiative. WCSD seeking to reduce suspensions for defiance disrespect and to provide tools to maintain youth in classroom	2011

\*WPD has included a letter (see attachment 2) detailing the philosophical base of its operations and the many changes that have taken place since 2010.

### **XII. Potential Policy Change**

As is noted earlier, all youth that enter North Iowa Juvenile Detention Facility have the DST completed prior to a detention hold. Discussion reflected that Black Hawk is the only county within the First Judicial District where such screening is taking place prior to detention placement. Local judicial officials indicated that use of the DST required additional work when the DST was first implemented in 2009. But time is saved now because law enforcement, JCS, and local judges are now intimately familiar with the local criteria for detention in the DST, and requests that would not require detention are not being made.

It was noted there is no provision in the Iowa Code requiring use of the DST. It was indicated that statewide implementation of the DST would require significant change in some jurisdictions. They noted the potential of efforts of the state-level CASP Advisory Committee to affect expansion of the DST.

### **XIII. Most Important Factors Contributing to Safely Reducing Detention Usage**

*“All of us want what’s best for our kids and our community. The detention reform effort gave us stats and a roadmap to make it happen.”*

Judicial Leadership - Everyone participating in the discussion agreed that judicial leadership was a primary factor related to local success and there was a reiteration of the important roles played by Judge Block and Judge Clarke.

Collaboration - There was broad-based agreement that the local collaborative is a major key to the success of the local detention reform effort. It was also noted that Chief JCO Ruth Frush played a significant leadership role planning and organizing for the work of the group. Specific subcommittees were utilized to sub-divide tasks and move the effort forward.

Data – It was noted access to data was a major factor in aiding the progress of Black Hawk County’s detention reform effort. Detention hold data and JCS referral information were noted as key data pieces. JCS staff stressed an interest in specific demographic information, charge levels and recidivism. JCS staff is also interested in data related to the recidivism for youth that access detention alternatives.

### **XIV. Most Important Factors Allowing Detention Reductions to be Sustained**

JJDP Act Funding - JCS staff indicated the importance of flexible funding to maintain creative solutions for detention alternatives. CJJP administers federal Juvenile Justice and Delinquency Prevention Act (JJDP Act) block grant funding. In recent years JJDP Act block grant funds have been reduced by over 50 percent. For the past five years CJJP has distributed most of the JJDP Act block grant funding to Iowa’s eight judicial district JCS offices based on a child population formula. The JCS offices utilize the funding for community-based services for delinquent youth. The First Judicial District has utilized significant portions of its local allocation for wrap-around services including specialized counseling services, transportation/visitation expenses, furniture, communication and/or technology equipment. Juvenile Justice Reform and Reinvestment Initiative (JJRRI) – Black Hawk is one of three Iowa jurisdictions piloting JJRRI which is a planning initiative that seeks to provide structure to examine services for delinquent youth. JJRRI utilizes a Standardized Program Evaluation Protocol (SPEP) to gather “standardized” information on delinquency programs to measure and improve their effectiveness in affecting outcomes for youth.

Violators Program - JCS also indicated that an important local detention alternative has been a 48 hour violators program. Flexible funding, such as the JJDP Act block grant funding, has allowed for the local support of the program. The local violators program, like others in Iowa, is one of those being studied as a part of the Judicial District’s participation in the JJRRI effort.

Prevention-Based Programs - There was lengthy discussion concerning community-based prevention programs as the next, most important realm that will sustain detention reductions. A variety of the relevant programming is noted in the “Detention Reform and DMC” section of this report.

## XV. Summary Observations

- The leadership and active engagement of judges was critical in safely reducing the use of juvenile detention in Black Hawk County.
- JCS 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 were a factor related to community readiness to participate in the detention reform effort.
- The broad engagement and active participation of the local collaborative was essential to detention reform success.
  - The participation of the judges, JCS, elected officials (state legislative, county attorney, board of supervisors, sheriff), law enforcement (multiple police departments), DMC Committee leaders and advocates, school, defense attorney, and other entities in the collaborative was noteworthy.
- Access of the multiple local law enforcement agencies in Black Hawk County to arrest diversion programs was a vital change that contributed to reductions in youth arrest and referral to JCS.
- As a result of participation in the reform effort, juvenile justice system officials now view detention as a local continuum of services, not simply a secure setting.
- A specific and delineated process guides local detention decision making.
  - 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.
  - Flexible funding has been critical in the provision and ongoing availability of key detention alternatives.
- Additional support will be necessary at the state-level to ensure expansion of the use of the DST beyond select counties.
- Planning and oversight of the reform effort was informed by the use of local data.
  - Reductions in the use of detention were experienced for all racial/ethnic groups, although lesser reductions were seen for minority youth.
  - For the specific offenses of disorderly conduct and shoplifting, the percentage of arrest reduction was greater for African-American youth than for white youth.
- The success Black Hawk County experienced with detention reform is due, in part, to sustained and persistent local effort to address DMC. There is broad acknowledgement that the work is not done and must continue over multiple fronts over time.
- Continued attention should be addressed to establishing a framework to institutionalize detention reform, thus ensuring continuity as current critical partners are replaced.

**Attachment 1**  
**2009 Black Hawk County Detention Reform Advisory Board**  
(includes persons added after 2009)

Stephen Clarke - District Court Judge, First Judicial District  
Daniel Block - Associate Juvenile Judge, First Judicial District  
Melissa Anderson-Seeber - State Public Defenders Office  
Tim Baldwin - Juvenile Public Defender  
Joyce Bennett – Local Coordinator, Juvenile Detention Alternatives Initiative  
Deborah Berry – Legislator, Iowa House District 62  
Rev. Belinda Creighton Smith - DMC coordinator, local minister  
Craig Berte – Captain, Cedar Falls Police Department  
Lou Cox – Director, North Iowa Detention Center  
Tom Ferguson - County Attorney, Black Hawk County Attorney’s Office  
Rev. Abraham Funchess, Jr. – Executive Director, Waterloo Human Rights Commission  
Ruth Frush – Chief Juvenile Court Officer, First Judicial District Juvenile Court Services  
David Goodson – Program Coordinator, Family and Children's Council  
Sharon Goodson – Past President, NAACP  
Kate Hahn - Assistant County Attorney, Black Hawk County Attorney’s Office  
Steve Halbach - Assistant County Attorney, Black Hawk County Attorney’s Office  
Sam Hudson - Assistant Director, North Iowa Detention Center  
Tim Hurley – Mayor, City of Waterloo  
Tom Jennings – Chief, Waterloo Police Department (to 2010)  
Evan Klenk - Service Area Manager, Iowa Department of Human Services  
Frank Magsamen – Black Hawk County Board of Supervisor  
Todd Meyerhoff - Supervisor, First Judicial District Juvenile Court Services  
Jeff Olson – Chief, Cedar Falls Police Department  
Tim Pillack, Captain, Waterloo Police Department  
Marvin Spencer - Department of Corrections  
Tony Thompson – Black Hawk County Sheriff  
Daniel Trelka - Chief, Waterloo Police Department (2010 – present)  
Cora Turner – Student Personnel Director, Waterloo Community School District