

Woodbury County Juvenile Detention Reform

Summary of Discussions and Lessons Learned From Key Leaders in Woodbury County

Document Developed by:
Iowa State Court Administrator's Office, and
Department of Human Rights, Division of Criminal and Juvenile Justice Planning

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I. Key Lessons Learned from Woodbury County's Local Detention Reform Effort

This is a document highlighting the local success and relevant lessons learned from Woodbury 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 Woodbury 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 – Woodbury County Detention Reform – Connection to System Effort

In 2007, local officials in Woodbury County began a juvenile detention reform effort that has achieved noteworthy reductions in the use of juvenile detention without compromising public safety, and has reduced overrepresentation in the use of detention for African American and Hispanic/Latino youth. 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 attorneys, political leaders, local activists, and schools. This finding is consistent with research that points to interagency collaboration as a powerful strategy for juvenile justice system reform.¹ 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.² 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, Woodbury 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 Woodbury 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.³ 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, where the largest populations of minority youth reside.

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

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

³ OJJDP's Community and Strategic Planning Initiative Curriculum

As this summary document indicates, the Woodbury County detention reform effort helped facilitate DMC-related changes taking place in JCS referral, receiving center intakes, local arrest practice, and school climate and discipline issues. Research reflects that efforts to reduce DMC should employ multi-pronged approaches that include a variety of strategies, including prevention.⁴ The local success is attributed, in part, to Woodbury 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 Woodbury 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.⁵ 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 Woodbury 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 April 11, 2014, a group of juvenile justice system officials from Woodbury 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: Mary Jane Sokolovske, Third Judicial District Judge; Gary Niles, Third Judicial District, Chief Juvenile Court Officer; Martin Appelt, Third Judicial District Juvenile Court Services (JCS), Supervisor; Tim Coughlin, JCS, Juvenile Court Officer (JCO); Michelle Epling, JCS, Administrative Secretary; Jason Hennies, JCS, JCO; Joseph Kertels, Juvenile Law Agency, Public Defender; Lisa Nelson, JCS, JCO; Zachary Nelson, JCS, JCO; Jon Nysten, JCO; Mark Olson, Woodbury County Juvenile Detention Facility, Director; David Schmidt, JCS, Supervisor; Dewey Sloan, Assistant Woodbury County Attorney; Kathy Vrieze, Siouxland Human Investment Partnership, Educational Specialist; and Kerri Weaver, Siouxland Mental Health Center, Therapist

Judge Duane Hoffmeyer, Third Judicial District, Chief Judge and Melvin Williams, Captain, Sioux City Police Department, were active participants in the local detention reform collaboration effort. They were unable to participate in the 4/11/14 discussion, but separate phone conversations were held, and their comments and feedback are included in this report.

The conversations 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 Woodbury 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 Woodbury County officials that were made as part of the local discussion.

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

⁵ 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.

IV. Local Detention Data

As is noted previously, the basis for the discussion with Woodbury County relates to the local reductions in the use of juvenile detention without compromising public safety, and reductions in the overrepresentation of African-American and Hispanic/Latino youth in detention. As is reflected in Figure 1, in the five most recent calendar years Woodbury County has decreased its detention holds by 25 percent.

Figure 1

WOODBURY COUNTY - Juvenile Detention Holds By Racial/Ethnic Group 2009-2013 (Ages 10-17)

Racial/Ethnic Group	2009	2010	2011	2012	2013	5 Yr Chg 2009-2013
Total Holds	186	176	153	176	139	-25%
White	58	77	55	68	59	2%
African-American	28	22	17	15	12	-57%
Hispanic/Latino	64	46	47	46	26	-59%
Native American	30	23	22	29	24	-20%
*Asian	6	0	1	4	1	NA
*Multi-Racial/Other	0	8	11	14	17	NA

Source: State Juvenile Detention Website/Iowa Justice Data Warehouse

Holds based on release data

Youth waived to adult court are excluded

* No five year change calculation performed - numbers too small

V. Longstanding Local Disproportionate Minority Contact Efforts – Readiness

“What brought folks to detention reform? DMC was a driver.”

It is noteworthy that the largest reductions in Woodbury County’s detention population (see Figure 1) were for specific populations of minority youth. Detention reductions for African-American and Hispanic/Latino youth were 57 percent and 59 percent respectively for the 2009 – 2013 time period. It was noted that, despite the dramatic reductions, minority youth are still overrepresented at arrest and detention. Minority youth comprised 58 percent of detention facility holds in 2013, which is lower than their percentage (69 percent) for holds in 2009.

From 2003 through 2011 the local DMC collaborative in Sioux City held annual DMC Conferences. National caliber speakers were presenters at the local events. The annual conferences provided noteworthy learning opportunities regarding DMC, but were also essential in carrying forward local engagement.

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, Woodbury 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.⁶

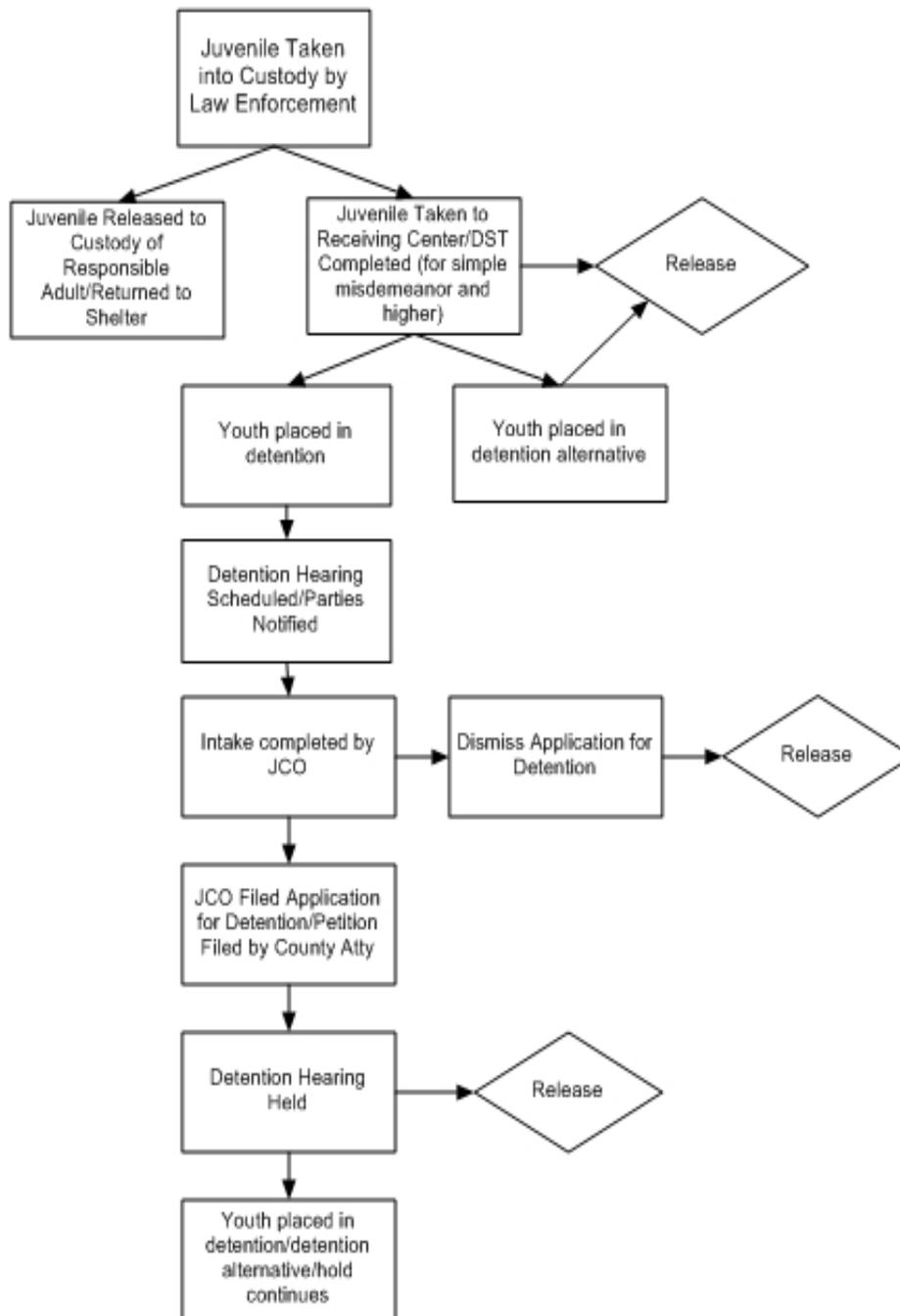
⁶ The eight core strategies of the Casey Foundation’s detention reform model are available on their website <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/CoreStrategies.aspx>

VI. Local Detention Decision Making Process

Woodbury County officials provided the information below (see figure 2) regarding their local detention decision making progress. As is detailed in the chart, a key aspect of detention decision making relates to the local usage of a receiving center which is located in the same building and floor as the juvenile detention facility. Youth are sometimes brought to the receiving center after arrest because there is an inability at the time to reunite them with a relative or responsible adult, not because a detention hold is being sought. A major issue in such situations is the time available for law enforcement to facilitate reunification of youth with parents. Time spent by law enforcement for such a function take away from their other patrol/public safety-related duties.

Figure 2

Woodbury County Detention Process (after hours)



VII. Importance of Local Collaboration – Connection to Prior DMC Effort
“Don’t discount the resources and creativity that brought this all together.”

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 Woodbury 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 CJJP in 2006. After receipt of the discretionary grant, a local group was seated which included the entities listed in Attachment 1.

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

Figure 3
Key Local Officials - Detention Reform Effort

Organization	Local Official	Organization	Local Official
Judge	<i>Duane Hoffmeyer</i> , Chief Judge Third Judicial District	Elected Officials	<i>George Boykin</i> , Supervisor Woodbury County Board of Supervisors <i>Patrick Jennings</i> , County Attorney Woodbury County Attorney’s Office
Juvenile Court Services (JCS)	<i>Gary Niles</i> , Chief Juvenile Court Officer Third Judicial District JCS		
Court Administration	<i>Leesa McNeil</i> , District Court Administrator Third Judicial District	Local DMC Committee Leaders and Advocates	<i>Stephen Pearson</i> , Co-Chair - JCO Local DMC Committee <i>Marchelle Denker</i> , Co-Chair - Public Defender Local DMC Committee <i>Flora Lee</i> , President Nat. Assoc. for the Adv. Colored People <i>Frank LeMere</i> , Director Four Directions Center
Police	<i>Doug Young</i> , Chief Sioux City Police Department (SCPD) <i>Mel Williams</i> , Captain SCPD		
School	<i>Paul Gausman</i> , Ed.D., Superintendent Sioux City Comm. School Dist. (SCCSD) <i>Marilyn Charging</i> , Equity Director SCCSD		Local Coordination
Defense	<i>Joseph Kertels</i> , Public Defender Juvenile Law Agency		

Local officials noted that their collaboration was a given a boost by a visit to a detention reform model site in Albuquerque, New Mexico in 2008. Eight Sioux City officials participated in the visit. The New Mexico jurisdiction has been a national leader in local detention reform efforts. Sioux City officials stressed the importance of seeing a local reform process first hand. They noted also that the time together during the trip was useful for members of their team to discuss relevant issues.

VIII. Challenges

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

Challenge	Description of Issue	Solution/Remedy Sought
Detention Decision Making Practice	Lacked formalized instrument for detention decision making process	Woodbury was one of three Iowa counties that began utilization of a Detention (DST). The DST serves to provide a uniform structure from which such decisions are made
Lack of Juvenile Detention Alternatives	Local jurisdiction had limited options available for detention alternatives	In-home detention, 24 hour intake, GPS, and other alternatives added
Audiences Outside Courts and Formal System Support Broader Detention Use	Parents and law enforcement seek greater public safety safeguards from use of detention	Local juvenile justice system officials have regularly met and engaged law enforcement, community, and neighborhood groups to discuss reforms
Drug Court Requirements	*Local juvenile drug court practice includes use of detention for youth that violate court requirements (i.e. urinalysis test violation-dirty UA)	JCS and court attempt to balance drug court requirements with standardization provided by detention reform effort
Use of Shelter Care as Detention Alternative	Youth that may previously have been held in juvenile detention now placed in shelter care	Specialized care for more problematic youth
Loss of Title XIX - Youth Held in Detention	Under federal law youth held in detention are ineligible for XIX	Research potential eligibility under the federal Affordable Care Act
Number of Juvenile Detention Facility Beds Utilized	In 1996 the number of detention beds available in Woodbury County's facility increase from 16 to 20 beds. The detention reform effort has reduced the need for local beds.	Woodbury County officials now have contracts with the Bureau of Indian Affairs and Dakota County, Nebraska

* Other local jurisdictions utilize detention for youth that violate UA tests. Local practices vary.

IX. Reduction of Detention Population and Related Public Safety Indicators

“Overall numbers to JCS have dropped. We got help from the some of our evidence-based efforts.”

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 5 reflects, juvenile complaints decreased 36 percent from calendar 2009 to 2013. Reductions in referrals were highest for Native American (51 percent) and Hispanic/Latino (38 percent) youth, and still noteworthy for White and African-American youth (34 percent and 25 percent respectively). Thus, the reduction of juvenile detention facility holds has not resulted in increased juvenile delinquency incidents being referred to JCS.

Figure 5
WOODBURY COUNTY - Referrals to Juvenile Court Services
2009-2013 (Ages 10-17)

Racial/Ethnic Group	2009	2010	2011	2012	2013	5 Yr Chg 2009-2013
Total	1,630	1,610	1,464	1,307	1,050	-36%
White	904	893	788	714	597	-34%
African-American	193	201	192	158	146	-24%
Hispanic/Latino	293	311	291	254	183	-38%
*Asian	28	37	25	19	12	NA
Native American	198	155	154	132	97	-51%
*Multi-Racial/Other	14	13	14	30	15	NA

Source: Iowa Justice Data Warehouse

* No five year change calculation performed - numbers too small

Juvenile Receiving Center Intakes – Local officials noted the importance of usage of a receiving center. The receiving center was discussed earlier in the report in the “Local Detention Decision Making Process” section. Officials stressed Woodbury County Juvenile Detention Facility (WCJDF) has been an active participant in supporting the detention reform effort. Data provided by the WCJDF in Figure 6 indicates a 31 percent overall reduction in intakes during the report years. The greatest reductions are Woodbury County for Hispanic/Latino (50 percent), White (44 percent), and Native American (41 percent) youth during the report years.

Woodbury County has contracts with Dakota County, Nebraska and also with the Bureau of Indian Affairs (BIA). All of the intakes for the two entities result in juvenile detention facility holds and are not included in the detention hold data in Figure 1. Data in Figure 6 reflects approximately 45 intakes for Dakota County over the five year period. The majority of those intakes were for minority youth. Since 2011, Woodbury has averaged approximately 75 intakes for the BIA. Woodbury County officials reflect the intakes for Dakota County and the BIA have allowed for better utilization of their facility due to local reduction in detention facility holds for the County.

A number of jurisdictions across the country have developed fairly comprehensive local settings to perform the function of receiving or intake. The various intake/receiving centers have diverse levels of functionality. Given the diverse nature of such settings, comparison of the local Woodbury County intake/receiving center to other jurisdictions is difficult. A key aspect in comprehensive intake/receiving settings is the extent to which various assessment functions (e.g. criminogenic factors, substance abuse, health, suicide risk, etc.) are being performed. CJJP will seek information to share with local officials and the state CASP Advisory Group regarding evidence-based practices for the operation of such settings.

Figure 6
Woodbury County Receiving Center Data
By Race/Ethnicity 2009-2013 (Ages 0-17)

Total Intakes	2009	2010	2011	2012	2013	5 Year # Change	5 Year % Change
Total	957	897	806	749	661	-296	-31%
White	373	347	321	267	216	-157	-42%
African-American	75	88	66	63	53	-22	-29%
Hispanic Latino	229	210	165	155	121	-108	-47%
Asian	13	16	8	13	2	-11	NA
Native American	145	120	136	157	159	14	10%
Multi-racial	122	116	110	94	110	-12	-10%
Woodbury and Other Area Counties							
	2009	2010	2011	2012	2013	5 Year # Change	5 Year % Change
Total	926	816	684	626	549	-377	-41%
White	367	336	304	259	204	-163	-44%
African-American	75	83	66	62	52	-23	-31%
Hispanic Latino	214	186	151	135	108	-106	-50%
Asian	13	16	8	13	2	-11	NA
Native American	140	81	51	72	82	-58	-41%
Multi-racial	117	114	104	85	101	-16	-14%
Bureau of Indian Affairs							
	2009	2010	2011	2012	2013	5 Year # Change	5 Year % Change
Total	0	4	81	77	78	NA	NA
White	0	0	0	0	0	NA	NA
African-American	0	0	0	0	0	NA	NA
Hispanic/Latino	0	0	0	1	0	NA	NA
Asian	0	0	0	0	0	NA	NA
Native American	0	4	81	73	74	NA	NA
Multi-racial	0	0	0	3	4	NA	NA
Dakota County, Nebraska							
	2009	2010	2011	2012	2013	5 Year # Change	5 Year % Change
Total	31	77	41	46	34	NA	NA
White	6	11	17	8	12	NA	NA
African-American	0	5	0	1	1	NA	NA
Hispanic/Latino	15	24	14	19	13	NA	NA
Asian	0	0	0	0	0	NA	NA
Native American	5	35	4	12	3	NA	NA
Multi-racial	5	2	6	6	5	NA	NA

Source: Woodbury County Juvenile Detention Facility

NA - Numbers too small to calculate # and/or % change or no data for a portion of five year report period

Juvenile Arrests - Arrests are another common indicator related to juvenile crime. Local officials note that the Sioux City Police Department (SCPD) has been an active participant in supporting the detention reform effort. Data provided by the SCPD in Figure 7 indicates a 29 percent overall reduction in juvenile arrests during the report years. The greatest reductions are for non-school arrests for Native American youth (49 percent), White (40 percent), and Hispanic/Latino (30 percent) youth.

Figure 7

**Sioux City Police Department - Arrests Referred to Juvenile Court Services
By Race/Ethnicity 2009-2013 (Ages 0-17)**

Total Arrests	2009	2010	2011	2012	2013	5 Year # Change	5 Year % Change
Total	1377	1399	1248	1140	973	-404	-29%
White	698	681	616	592	466	-232	-33%
African-American	164	190	155	141	163	-1	-1%
Hispanic Latino	320	357	322	265	230	-90	-28%
Asian	19	26	18	19	11	-8	NA
Native American	163	129	124	113	91	-72	-44%
Multi-racial	13	16	13	10	12	-1	NA
Non-School Arrests							
Non-School Arrests	2009	2010	2011	2012	2013	5 Year # Change	5 Year % Change
Total	1084	1071	1065	894	708	-376	-35%
White	575	562	539	490	346	-229	-40%
African-American	111	142	133	102	107	-4	-4%
Hispanic Latino	237	241	257	185	165	-72	-30%
Asian	12	23	17	15	9	-3	NA
Native American	138	92	108	97	71	-76	-49%
Multi-racial	11	11	11	5	10	-1	NA
School Arrests							
School Arrests	2009	2010	2011	2012	2013	5 Year # Change	5 Year % Change
Total	293	328	183	246	265	-28	-10%
White	123	119	77	102	120	-3	-2%
African-American	53	48	22	39	56	3	6%
Hispanic/Latino	83	116	65	80	65	-18	-22%
Asian	7	3	1	4	2	-5	NA
Native American	25	37	16	16	20	-5	NA
Multi-racial	2	5	2	5	2	0	NA

Source: Sioux City Police Department

NA - Numbers too small to calculate % change

Public Safety Protections - 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

Parties	Type of Change	Activity	When
JCS	Recognition of Detention Reform as Part of Broader Juvenile Justice System Reform	• Implementation of the Iowa Delinquency Assessment (IDA) which is a comprehensive risk/needs instrument	2007
		• Implementation of research-based programming and planning <ul style="list-style-type: none"> ○ Crossover Effort - Center for Juvenile Justice Reform ○ Credit Recovery for youth in placement ○ Mental Health Services for delinquent ○ Functional Family Therapy ○ Juvenile Justice Reform and Reinvestment Initiative (JJRRI) 	2007
		• Implementation of Detention Screening Tool (DST)	2009
		• Expanded availability of various detention alternatives including: in-home detention, GPS, trackers, etc.	2009
		• JCS provided training for law enforcement regarding DST, IDA, research-based practice, life skills, etc.	2009
Judge	Policy Change Requiring Screening Tool for Court Hearing	New policy - judges receive copy of DST for all 24 hour detention hearings	2010
SCPD	Receiving Center Practice	<ul style="list-style-type: none"> • Active engagement of SCPD in detention screening tool process affects youth brought to receiving center - more often high risk youth that that score to detain. Low-risk youth not as likely to be brought to receiving. • New policy - youth taken into custody by SCPD on runaway from youth shelter returned to shelter - rather than receiving center 	2009
SCCSD	Efforts to Affect School Climate	North and West High Schools are participants in Iowa Safe and Supportive Schools (IS3) Initiative. SCCSD to positively affect school climate and student discipline	2011
Chief Judge, SCCSD, SCPD, JCS, DHS, County Attorney, Board of Supervisor	Cooperative Agreement	Provision of Cooperative agreement aimed at implementing specific school discipline process and reducing arrest and referral of youth from the SCCSD to receiving center and JCS	2011

X. Policy Discussion

Juvenile Drug Court – Detention as Sanction - Woodbury county officials noted concerns that research related to its detention reform effort specifies that detention usage should be restricted to youth with the potential to recidivate and/or the potential of youth to appear in court.⁷ Separately, officials noted the importance in juvenile drug courts (JDC's) models to impose sanctions on youth that fail to adhere to court imposed sanctions. For example, local officials suggested that JDC models would allow/necessitate the use of detention for youth that are violators of drug court requirements. It would seem appropriate that there be local and state-level policy discussion related to the use of detention for youth involved in JDC's that violate its requirements.

The national research consulted in the development of this report would seem to encourage caution in the use detention for JDC participants. For example, National Drug Court Institute research suggests that juvenile drug courts should *“promote policies and interventions that disconnect youth involved in drug court from other drug- or court-involved peers. For example, in terms of policy, JDCs can avoid clustering court-involved youth together in their own practices and in the treatment services they broker for participants (e.g., referring youth to individual- or family-based services rather than group-based services).”*⁸

Juvenile drug court research conducted by Dr. Jeffrey Butts reflects that *“many youth referred to juvenile drug court programs have committed relatively minor acts of delinquency. In fact, those youth who have committed serious or violent crimes are often excluded from drug court eligibility. Some juvenile drug court clients may be charged with drug and alcohol possession alone or with other minor offenses typically seen in juvenile courts, including running away, curfew violations, vandalism, and shoplifting. Holding such offenders in a secure detention facility could cause them undue harm. For many youth, confinement in a secure facility with serious juvenile offenders would be more harmful than the alcohol or marijuana use that brought them to drug court in the first place.”*⁹

Potential Rule Change – Use of DST - As is noted earlier, all youth that enter the Woodbury County Juvenile Detention Facility have the DST completed prior to a detention hold. Discussion reflected that Woodbury is the only county within the Third 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. Time is saved 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 or Court Rule 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 and the Supreme Court to affect expansion of the DST.

⁷ Controlling the Front Gates, Effective Admissions Policies and Practices, Pathways to Detention Reform, Annie E. Casey Foundation, <http://www.aecf.org/resources/controlling-the-front-gates/>

⁸ Drug Court Review – Special Issue on Juvenile Drug Courts – 2010, National Drug Court Institute, Douglas B. Marlowe, J.D., Ph.D., <http://www.ndci.org/sites/default/files/ndci/DrugCourtReviewVolume7PDF.pdf>

⁹ Juvenile Drug Courts and Teen Substance Abuse, Jeffrey Butts and John Roman, 2004

XI. Most Important Factors Contributing to Safely Reducing Detention Usage

“There is diligence to the data.”

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 Hoffmeyer.

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 Gary Niles 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 Woodbury 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.

XII. Other Important Local System Reform Efforts

JCS staff indicated that a number of separate and related local programmatic and planning are presently affecting their local system reform efforts. Although these are activities separate to detention reform, involvement in these efforts speaks to the broader desire for continue local juvenile justice system reform.

Functional Family Therapy (FFT) – For a number of years Woodbury County has been involved in implementing FFT which is an evidence-based service Initiative. FFT services are provided to youth and their families. Working with small caseloads licensed therapists provide the tools a family needs to work together to develop solutions for their children.

Juvenile Justice Reform and Reinvestment Initiative (JJRRI) – Woodbury is one of three Iowa jurisdictions piloting JJRRI which is a planning initiative that seeks to provide standardized structure to examine services for delinquent youth.

Credit Recovery – JCS contracts with education specialists to work with local schools and group care service providers to assist youth with recovery of educational credits that were gained when the youth was being served in an out-of-home placement.

Mental Health Services – JCS contracts with a local mental health provider to access counseling services to reduce the potential of ongoing delinquency issues

Cross Over Initiative – Working with the Center for Juvenile Justice Reform at Georgetown University (Washington, D.C.), Woodbury County Officials have been engaged in a planning, data and system reform effort. The crossover initiative seeks to increase/enhance the ability of local delinquency and child welfare officials to work together on cases that presently or have touched both systems (child welfare and delinquency).

XIII. Summary Observations

- The leadership and active engagement of judges was critical in safely reducing the use of juvenile detention in Woodbury 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.
- Woodbury is one of only a handful of local sites across the nation that has experienced reductions in DMC. Despite noteworthy reductions, DMC still exists at multiple decision points in the local juvenile justice system. Provided below are data for the 2009-2013 time period.
 - Detention reductions for African-American and Hispanic/Latino youth were 57 percent and 59 percent respectively. Whites experienced a two percent increase in holds for that period.
 - Reductions in JCS referrals were highest for Native American (51 percent) and Hispanic/Latino (38 percent) youth, and still noteworthy for White and African-American youth (34 and 25 percent respectively).
 - The greatest reductions at Woodbury County's local receiving center are for Hispanic/Latino youth (50 percent). White and Native American youth had reductions of 44 and 41 percent respectively.
 - Native American youth experienced a 49 percent reduction in non-school, local arrests. White and Hispanic/Latino youth experienced reductions of 40 and 30 percent respectively.
- 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.
- Local officials utilize a detention receiving center which allows for local processing of youth and reunification of youth with parents.
- A specific and delineated process guides local detention decision making.
 - Implementation of the DST allows for consistent and standardized detention decision making.
- 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.
- The success Woodbury 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
2012 Woodbury County Detention Reform Advisory Board

Duane Hoffmeyer - Chair, Chief Judge, Third Judicial District
David Gleiser - Advisory Board Coordinator, Siouxland Human Investment Partnership
Angela Arrington - Parent
Tom Bouska - Service Area Manager, Iowa Department of Human Services
George Boykin – Woodbury County Board of Supervisor
Marilyn Charging – Equity Director, SCCSD
Jim Cole – Pastor/Director, Youth for Christ
Tim Coughlin - JCO, Third Judicial District JCS
David Dawson - Private Attorney
Marchelle Denker - Public Defender, Juvenile Law Center
Jim France - Executive Director, Siouxland Human Investment Partnership
Paul Gausman - Ed. D., Superintendent, SCCSD
Doug Harold - Supervisor, Northwest Area Education Agency
Ed Huff – Director - Crittenton Center
Patrick Jennings - County Attorney, Woodbury County Attorney’s Office
Joe Kertels - Chief Public Defender, Juvenile Law Center
Flora Lee - Learning Supports Consultant, Northwest Area Education Agency
Karen Mackey - Executive Director, Sioux City Human Rights Commission
Brian Michaelson - Associate Juvenile Judge, Third Judicial District
Leo Miller – Gang Specialist, Woodbury County Gang Taskforce
Mark Monson - Woodbury County Board of Supervisor
Lisa Nelson - JCO, Third Judicial District JCS
Gary Niles – Chief Juvenile Court Officer, Third Judicial District JCS
Mark Olsen – Director, Woodbury County Juvenile Detention Center
Glenn Parrett – Woodbury County Sheriff
Stephen Pearson - JCO, Third Judicial District JCS
Mary Jane Sokolovske – District Judge, Third Judicial District
Mary Timko – Associate Juvenile Judge, Third Judicial District
Mauri Welte, Citizen, Co-Chair/Correctional Study Initiative
Melvin Williams - Captain, SCPD