

Examining the Trends and Use of Iowa's Juvenile Detention Centers

Iowa's JRSA Grant for Juvenile Detention Review

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Executive Summary

Through a grant from the Justice Research and Statistics Association, the Division of Criminal and Juvenile Justice Planning within the Iowa Department of Human Rights conducted a study examining the use and reasons behind the use of secure juvenile detention in the State of Iowa.

A number of system officials were interviewed to get their opinions and thoughts on the use of secure juvenile detention. Those interviewed include the directors of the secure juvenile detention centers in Iowa, the Chief Juvenile Court Officers and select Juvenile Court Officer supervisors.

A state-level information system was also reviewed to examine data regarding juvenile detention. Ten years of data is available for the examination of juvenile detentions. The time period examined was from state fiscal year 1993 to state fiscal year 2002.

The study examined four questions:

1. What is the scope and nature of alternatives to secure detention in Iowa;
2. What is the relationship between secure detention and alternatives to detention;
3. How and why are decisions made to either securely detain a youth or place them in an alternative program;
4. What are the trends in the use of secure juvenile detention?

The study found that there is no comprehensive system of alternatives to secure detention in the state. Juvenile court services in the eight judicial districts have identified the need for alternatives and implementing these programs. Because there are no uniform rules, requirements or statutory funding responsibilities for these programs, their availability and functioning vary across and within the state's eight judicial districts.

To place a youth in secure detention there are a number of minimum requirements set forth by the Code of Iowa. In addition to these minimum requirements there are a number of factors that are typically considered to make the decision. One of these factors includes whether an alternative to secure detention is available, and whether that alternative program can maintain the youth and protect public safety. If the youth can be maintained in an available alternative program and the safety of the public can be ensured, the alternative program may be considered a viable option to secure detainment.

Information provided from the interviews and statistical data reflects that many aspects of secure juvenile detention in Iowa have changed in recent years. It was indicated that in the early 1990's, placing a youth in secure juvenile detention was occasionally a difficult process. Part of the problem was that there were fewer juvenile detention beds available, and the location of those beds was not always conducive to easy access for some localities. As the number of detention beds increased during the 1990's, the difficulties of placing a youth in juvenile detention reportedly decreased.

Also, there has been at least one significant change in the characteristics of the youth being placed in secure juvenile detention. In state fiscal year 1993, the "typical" youth placed in secure juvenile detention was a 16-year-old Caucasian male that had committed a non-person felony offense against property. In state fiscal year 2002 this "typical" youth was a 16-year-old Caucasian male that had committed a non-person misdemeanor offense against property.

The study did find that there is at least a perceived relationship between secure detention and alternatives to secure detention. This would include the direct relationship that every youth placed in an alternative program is a youth that is not placed in secure detention. There are also more subtle relationships where alternatives help prevent overcrowding in secure detention, help reduce the amount of time a youth may spend in detention, and where detention is used as a sanction if a youth fails in an alternative program.

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State Goals with JRSA Grant

The State of Iowa's Division of Criminal and Juvenile Justice Planning (CJJP) and Statistical Analysis Center (SAC) had two main objectives for this grant.

First Objective:

Work with Juvenile Court Services (JCS) staff and staff from Iowa's ten secure juvenile detention facilities to identify the scope and nature of alternatives to secure detention services in Iowa, to research the relationship between secure detention and alternatives to secure detention, to find out why and how decisions are made regarding the use of secure detention and alternatives to secure detention, and to examine the trends in the use of secure detention.

Second Objective:

Enhance the understanding of the State Advisory Group (SAG), JCS staff, juvenile detention staff, and the Supreme Court's Advisory Committee on Juvenile Court Services of the alternatives to secure detention, the trends in secure detention, the relationship between secure detention and alternatives to secure detention and the reasons why and how secure juvenile detention is used.

State Activities with JRSA Grant

Over the course of the grant period CJJP developed two questionnaires. One of the questionnaires was for the directors of the ten secure juvenile detention centers (see Appendix A), and the other questionnaire for JCS staff (see Appendix B). Interviews were then conducted with the directors of the ten secure juvenile detention centers, the eight Chief Juvenile Court Officers (JCO), and twelve JCO supervisors from the eight judicial districts. The interview topics included the admission criteria, reasons for placement, daily population, over-crowding, availability of bed space, transportation and cost of secure detention, and the use, availability, types and requirements of non-secure alternatives to detention. These 30 interviews were summarized and reviewed to understand how and why secure juvenile detention and alternatives to detention are being utilized in Iowa.

In addition to conducting the interviews, CJJP staff spent time reviewing and analyzing data collected from detention centers, and data from the U.S. Census Bureau.

This report will use select demographics of the juvenile population in Iowa, the interviews conducted with system officials and data on youth that are being securely detained to answer the questions of:

1. What is the scope and nature of alternatives to secure detention in Iowa;
2. What is the relationship between secure detention and alternatives to detention;
3. How and why are decisions made to either securely detain a youth or place them in an alternative program;
4. What are the trends in the use of secure juvenile detention?

What does the juvenile population look like in Iowa?

The following section examines select demographics of Iowa's juvenile population.

The U.S. Census Bureau counted a total of 733,638 juveniles in Iowa during the 2000 census. The juvenile population by race/ethnicity can be seen in Table 1.

Table 1: Iowa Juvenile Population by Race/Ethnicity

	1990		2000		Percent Change
	Number	Percentage	Number	Percentage	
Caucasian	686,551	95.4%	651,482	88.8%	-5.1%
African American	17,012	2.4%	21,490	2.9%	26.3%
Native American	2,831	0.4%	2,679	0.4%	-5.4%
Asian & Pacific Islander	8,219	1.1%	10,428	1.4%	26.9%
Other	4,731	0.7%	1,263	0.2%	-73.3%
Multi-Racial	Not Available	N/A	13,569	1.8%	N/A
Hispanic/Latino	12,554	1.7%	32,727	4.5%	160.7%
Total	719,344		733,638		2.0%

Source: U.S. Census Bureau – 1990 and 2000 Census

- The Multi-Racial category was not an available choice in the 1990 Census.
- The 1990 total of 719,344 does not include the 12,554 Hispanic/Latino youth, as they are included in the prior racial categories.

Table 1 shows that there has been an increase in the juvenile minority population in Iowa from 4.6% of the juvenile population in 1990 to 11.2% of the juvenile population in 2000. Only three racial categories showed a decline, Caucasian, Native American and Other. Meanwhile the racial categories of African American and Asian & Pacific Islander both grew by over 25%. The ethnic category of Hispanic/Latino grew by over 160%.

This large increase in the Hispanic/Latino population can be attributed to a number of factors including an increase in the Hispanic/Latino population in Iowa, an increased effort to get all households to complete the census forms and/or a more comprehensive census form that allowed people to better define their racial and ethical heritage. Some of the decrease in the Other racial category could also be attributed to the increase in the Hispanic/Latino category.

The following table shows the gender breakdown of juveniles in the State of Iowa.

Table 2: Iowa Juvenile Population by Gender

	1990		2000		Percent Change
	Number	Percentage	Number	Percentage	
Female	350,814	48.8%	356,928	48.7%	1.7%
Male	368,530	51.2%	376,710	51.3%	2.2%
Total	719,344		733,638		2.0%

Source: U.S. Census Bureau – 1990 and 2000 Census

Both the 1990 and 2000 U.S. census show that boys out-number girls by a slim percentage in Iowa. The growth rates for both boys and girls were similar from 1990 to 2000.

The federal Office of Management and Budget (OMB) classified 20 metropolitan statistical areas (MSA)¹ in Iowa using the 2000 U.S. Census based upon a county's access and use of the resources available in a metropolitan

¹ Benton, Black Hawk, Bremer, Dallas, Dubuque, Grundy, Guthrie, Harrison, Johnson, Jones, Linn, Madison, Mills, Polk, Pottawattamie, Scott, Story, Warren, Washington and Woodbury.

community. The U.S. Census Bureau had classified 11 MSA's² from the 1990 census. The following table shows the breakdown of Iowa's urban and rural juvenile populations.

Table 3: Iowa Juvenile Population by Community

	1990		2000		Percent Change
	Number	Percentage	Number	Percentage	
Urban	305,658	42.5%	390,705	53.3%	27.8%
Rural	413,686	57.5%	342,933	46.7%	-17.1%
Total	719,344		733,638		2.0%

Source: U.S. Census Bureau – 1990 and 2000 Census

The 20 MSA counties defined by the 2000 U.S. census represent about 20% of the 99 counties in the state, however, they account for over half of the juvenile population in Iowa. In the 1990 U.S. census, the 11 MSA counties represented 11.1% of the 99 counties and less than half of the juvenile population. This increase in MSA counties accounting for over half of the juvenile population is partially due to the increase in the number of counties classified as MSA.

It should be noted that of these 20 MSA counties 9 of them have juvenile populations less than 10,000 juveniles, and only account for 40,409 of the 390,705 juveniles (10.3%). There are also 11 counties in the state that are not MSA counties that have both total and juvenile populations greater than these 9 counties. These 9 counties are classified as MSA counties because of the proximity and economic influence of another MSA county.

Juvenile Detention Centers in the State of Iowa

What is a juvenile detention center?

Iowa laws define juvenile detention as "... the temporary care of a child in a physically restricting facility designed to ensure the continued custody of the child at any point between the child's initial contact with the juvenile authorities and the final disposition of the child's case." The law further defines a juvenile detention home as "... a physically restricting facility used only for the detention of children". Secure juvenile detention centers in Iowa are facilities that utilize locked doors, fences, other mechanical fixtures, and staff security to prevent juveniles held at the facilities from leaving the premise.

Who operates Iowa's juvenile detention centers?

County governments operate juvenile detention centers in Iowa, and are also the primary source of funding for the maintenance and operation of the facilities. There are no privately operated juvenile detention centers in the state, nor does the state operate any secure juvenile detention centers. The state does provide a small amount of funding to the facilities, but this amount accounts for a small percentage of their actual operating costs.

Iowa presently has ten secure juvenile detention centers (see Appendix C), and an eleventh one to be open in Dubuque in 2004. Single counties operate four³ of the facilities and the remaining six⁴ are operated by multi-county cooperatives (see Appendix D). The Code of Iowa, Chapter 232 and the Administrative Code of Iowa, Title 441 Chapter 105 governs the licensing and use of these facilities. The Iowa Department of Human Services (DHS) is the licensing agency and the Iowa Department of Inspections and Appeals (DIA) is the inspecting agency. DHS provides the operating license that permits these facilities to operate, and DIA performs annual

² Black Hawk, Bremer, Dallas, Dubuque, Johnson, Linn, Polk, Pottawattamie, Scott, Warren and Woodbury

³ Linn County Detention Center, Polk County Juvenile Detention Center, Scott County Juvenile Detention and Woodbury County Detention Center.

⁴ Central Iowa Juvenile Detention Center, North Iowa Juvenile Detention Services, Northwest Iowa Youth Emergency Services Center, South Iowa Area Detention Service Agency (operates two facilities – one in Lee County and one in Lucas County), Southwest Iowa Juvenile Detention Center.

inspections of the facilities to ensure that they are complying with the standards set forth by Iowa law and the Administrative Code of Iowa.

The detention centers serve the eight judicial districts into which Iowa is divided. JCS operate within the judicial district system and are under the authority of Iowa's Judicial Branch. There are eight Chief JCO's one in each of the judicial districts. The ten juvenile detention centers primarily serve youth in their geographic proximity. All but one of the multi-county facilities serves multiple judicial districts.

When can a juvenile be detained in a juvenile detention center?

The intention of secure juvenile detention centers is for the detainment of juveniles that have committed a delinquent act, or there is probable cause to believe that they have committed a delinquent act. The circumstances for which a juvenile can be securely detained at a juvenile detention center are defined in Code of Iowa section 232.22. One of the following conditions must be met:

1. The juvenile is wanted on a warrant for another jurisdiction;
2. The juvenile is an escapee from a juvenile correctional or penal institution;
3. The juvenile is in violation of a dispositional order and is a risk to runaway;
4. The juvenile has committed a delinquent act, and
 - a. Is a risk to runaway;
 - b. Poses a serious risk to harm others;
 - c. Poses a serious risk to damage the property of others;
5. The juvenile has committed a delinquent act of possession of a controlled substance with intent to deliver;
6. The juvenile is in violation of court ordered probation;
7. The juvenile has committed a delinquent act of domestic abuse.

In addition to the above conditions, the Code of Iowa Section 232.522(2)(g) allows a juvenile to have dispositional placements for up to two days at a time in a juvenile detention center after they have been formally adjudicated a delinquent.

Alternatives to Secure Juvenile Detention

Interview respondents had a difficult time universally defining non-secure alternatives to secure juvenile detention. There were differences in opinions in what was considered an alternative to secure detention and whether the use of a program would constitute placement in an alternative program. One respondent indicated that there is no such thing as an alternative to secure juvenile detention. This is based upon the belief that if a youth can be placed and maintained in a non-secure setting, then detention in a secure juvenile detention center was never really a viable option. Thus the non-secure setting is not actually an alternative option, but would be the primary option. However, for the sake of discussion, an alternative to secure detention would include any non-secure facility or program designed to supervise youth that meet the legal requirements to be placed in secure juvenile detention, while maintaining community safety.

From the interviews a number of alternatives were identified. The following table lists which programs or facilities were used as an alternative to detention in each judicial district. It should be noted that these might not be the only alternative options in a judicial district as the interviewee may not have thought of a program as an alternative or didn't mention the program as a possibility during the interview, nor are all programs available in all regions of a judicial district (e.g. a probation violators program may be available in an urban community within a judicial district, but not be available to a rural community in that district).

Table 4: Alternatives to Secure Detention by Judicial District

Program	Judicial District							
	1st	2nd	3rd	4th	5th	6th	7th	8th
Shelter Care		X		X	X	X	X	
Emergency Foster Care					X			
Electronic Monitoring	X	X	X	X	X	X		X
Tracking & Monitoring	X	X	X	X	X	X	X	X
Day Treatment	X	X				X		
House Arrest	X	X	X	X	X	X	X	X
Relative Placement				X	X	X	X	
Probation Violators Program		X	X		X	X		

Source: Division of Criminal and Juvenile Justice Planning – Interviews from JRSA detention study

A shelter care facility is a non-secure facility that provides a short-term out-of-home placement for a youth. Emergency foster care is the immediate placement of a youth with a foster family. Electronic monitoring involves fitting the youth with an electronic device (e.g. bracelet, ankle bracelet) that continuously monitors the youth’s location. Tracking and monitoring is a program that monitors and supervises a youth’s behavior and location through scheduled and unscheduled face-to-face visits and telephone contacts. Day treatment are programs that monitor a youth’s activities and provide treatment and programming in a non-residential setting. House arrest or home detainment is confining a youth to their home. Relative placement is placing the youth under the supervision of a responsible relative. A probation violators program is a program that a youth reports to for supervision and programming when the youth has violated the conditions of probation or a dispositional order. Probation violators programs typically operate on weekends and require the youth to spend the entire weekend in the program often performing community services.

Interviewee opinions also vary on the effectiveness of the various programs. For example, while electronic monitoring is considered a useful tool in some regions of the state, in others it is not considered to be a useful means of monitoring a youth. Tracking and monitoring is available across the state, but in rural communities it is more difficult to use as the tracker may need to cover great distances in a day to visit all the youth that are in the program.

A review of the interviews drew the conclusion that there is no uniform system of alternatives to detention in the state. The alternative programs that were defined and that are available vary across the eight judicial districts and even within the judicial districts. The lack of requirements for the state or counties to provide alternative programs, uncertainty in funding and differences in needs between communities make it difficult to have a cohesive system of alternative programs in the state. Regardless, each judicial district does have alternative programs available and operates them with the resources they have available.

Secure Detention and Alternative Programs

Interviewees did indicate that there is a relationship between secure detention and alternatives to detention. The direct relationship is that for each youth placed in an alternative program it is a youth that is not at that time placed in secure detention. Additional aspects of the relationship include:

- As a detention facility gets closer to its maximum capacity, both youth that are presently in the facility and youth that are being considered for admission must be more closely evaluated for their chances of being successful in an alternative program;
- Alternative programs can reduce the length of time a youth spends in secure detention;
- An understanding that if a youth is unsuccessful in the alternative program they will be placed in secure detention.

Both rural and urban communities have issues regarding alternative programs to secure detention. Rural communities often need to deal with a lack of services available due to distances and the small number of youth needing such programs. Urban communities do not face the concerns of distances and transportation issues, but

may face a different problem of having more youth that could participate in an existing alternative program than the program can serve. They must at times determine which youth get services from a program and which youth must be placed in a detention or served through some different manner.

Regardless of the issues that are faced by either urban or rural communities, they all face a common issue. Neither the state nor counties are required by state law to provide any type of programming for alternatives to secure detention. This makes it difficult to keep these programs viable, especially during times of restricted budgets. Many of these programs survive through blended funding received from federal grants, state funding, county appropriations, and local funding. The Chief JCO's indicated that these programs are for the most part funded with money from a special state court ordered services fund and money from the federal Juvenile Accountability Incentive Block Grant (JAIBG). However, concerns were vocalized during a number of interviews regarding the effectiveness and viability of the programs as this funding is reduced.

Concerns were expressed that if the alternative programs are closed due to lack of funding that there may be an increase in the number of youth held at detention centers. This potential increase in the number of juveniles being held in secure detention would increase the financial burdens placed upon counties to maintain these youth in detention centers.

Why are juveniles securely detained?

The 30 interviews concluded that there are differences in local practices regarding who or how a youth may be placed in juvenile detention. Two of the juvenile detention facilities, Polk County Juvenile Detention and Woodbury County Juvenile Detention also operate intake centers. An intake center accepts juveniles referred from law enforcement. They evaluate whether the youth should be securely detained in juvenile detention, placed at a shelter care facility, placed in an alternative program or returned home. The Linn county juvenile detention facility also accepts direct referrals from law enforcement, but does not have a formalized intake center. The remaining seven facilities in the state require a judge or JCO to order that the juvenile be admitted. Iowa law⁵ requires that a judge give a written or oral order authorizing the secure detainment of a juvenile within 24 hours of the placement in secure detention. Regardless of who makes the initial decision to place the juvenile in secure detention, a judge's decision to authorize the hold is eventually required.

What factors are considered when making the decision to detain a youth?

Other than the requirements set forth by the Iowa law, as previously detailed, interviews concluded that none of the ten juvenile detention centers or the JCS offices have any minimum requirements for a youth to be placed in a secure detention. However, the interviews did indicate that there are a number of other factors that are considered when making the decision to place a youth in secure detention. Among these factors are:

- The age of the youth;
- The mental capacity of the youth;
- The mental health of the youth;
- Severe alcohol or chemical impairment;
- Severe medical injury requiring emergency medical attention;
- Is the youth on probation;
- Is there a stable, supportive family situation to which the youth can be released;
- Has the youth had previous contact with the justice system;
- How serious was the offense, both the level of the offense and the type of offense;
- Can the youth be successful in a less restrictive environment;
- What is the attitude of the youth;
- Was there a weapon or violence involved with the commission of the offense.

Every interviewee did not cite every factor; however, all the interviewees identified the majority of the factors. This list of factors, though not a formalized list, is considered across the state when the decision whether to

⁵ Code of Iowa Section 232.22(4)

securely detain a youth is made. Presently there are no statewide risk assessment tools being used by JCS to assist the decision whether to securely detain a youth. Different risk assessment tools have been used and are being used in regions of the state, but presently there is no consistency across the entire state. JCS is discussing the potential use of statewide risk assessment tools for the decision stages of court intake and placement in detention. How any such finalized tools will be implemented is still being discussed.

Iowa has minimum requirements statutorily defined and a number of unofficial factors that are considered when the decision whether to securely detain a youth is made. In addition to these, the interviewees were asked: What is the basic, primary reason that juvenile detention is considered for a youth? The leading response to this question by system officials was that it is to provide public safety. System officials felt that if the youth presented a risk to the public, the youth needed to be removed from the public. Other responses included:

- Lack of other suitable placement (e.g. stable and safe home setting, shelter care, emergency family foster care);
- To stabilize the youth's behavior;
- To keep the youth safe;
- To assure the youth will appear in court;
- To provide a sanction for criminal or undesirable behavior;
- To provide a sanction for failing to comply with the conditions of probation.

There were variances in opinions about using secure juvenile detention as a behavior modification tool for either youth that have recently committed an offense or youth that have violated the conditions of their probation. However, there was agreement that secure detention provided a safe environment in which a juvenile that was a threat to the public could be held.

Is the cost of detention a factor when deciding to detain a youth?

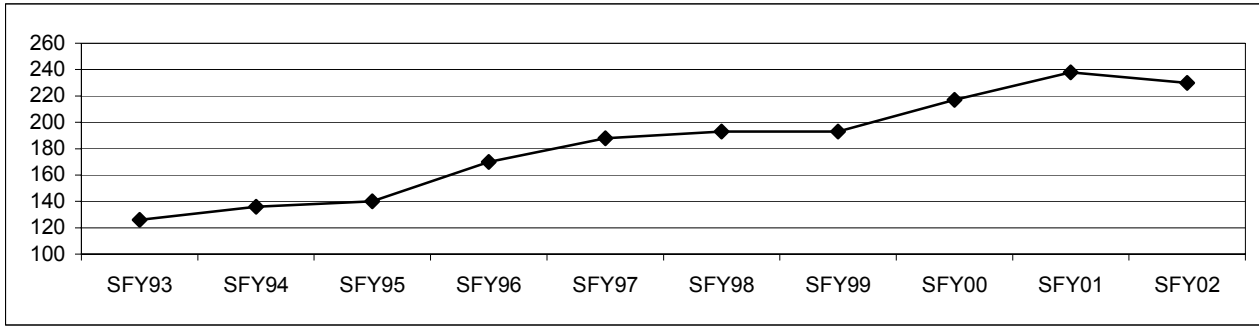
Funding is always a concern; however, interviewees indicated that the daily cost of detention is not a factor in the initial decision to detain a youth. It was indicated that the longer a youth was held in secure detention the more the daily cost did become a factor to either speed up the court proceedings or to find an alternative placement. The cost per day varies among the ten facilities, and can run from as low as about \$125 per day to as high as about \$240 per day. This cost is dependent upon a number of factors including, but not limited to: whether staff are unionized, is it a single or multi-county facility, and/or how recently the facility has completed new construction.

Are there enough detention beds in Iowa?

Since SFY93 the number of juvenile detention beds in Iowa has increased by 104 beds (see Figure 1) from 126 beds in SFY93 to 230 beds in SFY02. This represents an increase of 82.5% in the number of available detention beds. There was a slight decrease from SFY01 to SFY02 of 8 beds when a newly constructed facility in Polk County was opened, and two older facilities that had previously serviced the county were closed.

All JCS and juvenile detention staff indicated that they believe there are now enough secure juvenile detention beds in the state. This has not always been the case. It was indicated by some interviewees that prior to 1990 there were occasions that it was difficult to locate an available detention bed. This difficulty may have been due to a lack of available bed space in a local facility or geographic proximity (i.e. the closest detention center was difficult to access due to distance). With the construction of new detention centers and additional detention beds, it now seems enough beds exist in the state. There were some concerns expressed by interviewees that there were now too many secure detention beds in the state, and that there were not enough appropriate juvenile offenders to keep all of the beds filled; the idea that if there are detention beds available they will be used, or "if you build it, we will fill it". However, while it would seem that there are enough detention beds in the state now, accessibility to these beds, due to distance, is still a concern for some regions of the state.

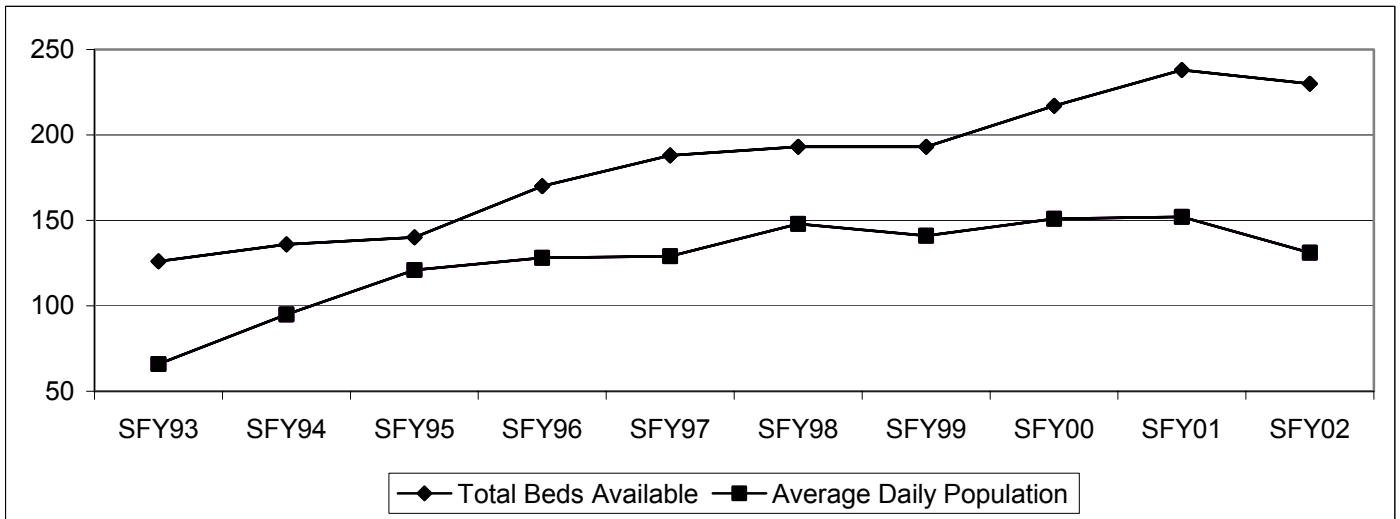
FIGURE 1: Secure Juvenile Detention Beds by State Fiscal Year



Source: Division of Criminal and Juvenile Justice Planning

An examination of the annual average daily population in juvenile detention compared to the number of detention beds available (see figure 2) shows that the closest the average daily population came to the number of detention beds available was 19 in SFY95. In SFY95 the average daily population in juvenile detention was 121 juveniles when there were 140 detention beds available. In comparison in SFY02 there were 230 detention beds and the daily average population was 131. This means that in SFY02 on any given day there were 99 detention beds available. Figure 2 does not support the concept of “if you build it, we will fill it”. As the average daily population only grew by 10 from SFY95 to SFY02 the number of detention beds available grew by 80. Meaning that the availability of detention beds has outpaced the use of detention beds, and this does not support the idea of “if you build it, we will fill it”.

FIGURE 2: Average Daily Population and Juvenile Detention Beds by State Fiscal Year



Source: Division of Criminal and Juvenile Justice Planning

There is language in the Administrative Code of Iowa that details the number of juveniles that can be securely detained at a facility based upon the number of rooms available at the facility and the square footage of the rooms. Both DHS and DIA strictly enforce the capacity limits of a facility. This enforcement of capacity rules and cooperation between the secure juvenile detention facilities in the state helps to prevent overcrowding in a facility.

Even though there was a consensus across the state that enough juvenile detention beds existed, each juvenile detention facility also had a plan for how to deal with overcrowding. What would a facility’s response be if they were approaching maximum capacity or at maximum capacity and received a new admission? Each facility had a

plan that included working with a judge, JCO or both, and components of the following:

- Place the youth in another secure juvenile detention center;
- Accept the youth and remove a different youth to another secure juvenile detention center;
- Place the youth in a detention alternative program;
- Accept the youth and release a different youth from the facility either to their home, a family members home, or in a detention alternative program.

Nine of the 10 juvenile detention centers reported that while they had plans that were ready to address overcrowding, rarely did they need to use those plans. The tenth facility, Polk County Juvenile Detention, typically operates at maximum capacity and often places youth at other secure facilities. However, as was seen in figure 2, Iowa does not have a statewide overcrowding concern. The average daily population is well below the detention system capacity.

While there would appear to be enough detention beds available in the state an eleventh facility has been constructed and there are plans to open the facility in 2004. This facility was constructed because of distance concerns, not because a concern with lack of available bed space.

A review of the availability of secure detention beds would indicate that there are enough beds in the state. There are detention beds available to place youth that officials have determined require secure detention. The availability of a detention bed typically is not a factor when making the decision to securely detain a youth.

What other factors exist that influence the decision to securely detain a youth?

When specifically asked if factors exist which prevent a youth from being securely detained when that youth and the community may be best served by the youth being securely detained, the system officials did note a few such barriers:

- Disagreement among system officials (law enforcement, county attorneys, judges and JCOs);
- Uncertainty about consistent decisions from the court;
- Lack of transportation in rural communities.

Even though there were some factors noted that were seen as barriers to placing a youth in secure detention they were not cited often, nor were they considered to be significant concerns. There were a number more factors that were named when the question was posed "What factors encourage you to place a youth in secure detention when that youth or the community are not best served by the youth being in secure detention?"

- Lack of non-secure alternative placement options (e.g. shelter cares, mental health facilities);
- Lack of adequate parental or other appropriate adult supervision;
- Disagreement among system officials (law enforcement, county attorneys, judges and JCOs);
- False information from the youth making it difficult to locate parents or other appropriate adult;
- Public perception or tolerance of youth not being securely detained;
- Youth is defiant and has agitated some system official;
- A system that doesn't evaluate the individual, but a system that evaluates the behavior.

The responses to the questions "What factors prevent you from placing a youth in secure detention when that youth would be best served by secure detention" and "What factors encourage you to place a youth in secure detention when that youth is not best served by secure detention" were not universally held or experienced in all areas of the state.

There were two barriers to secure detainment among rural communities that were consistent across the state. The first was a lack of transportation from rural communities to the secure juvenile detention centers. The second was a lack of non-secure alternative services in rural communities.

Across the state in both rural and urban communities it is typically law enforcement, specifically the county sheriff's office, which provides transportation to juvenile detention. In rural communities this can create problems when a youth needs to be transported. The time it takes an officer to transport a youth to secure detention and return can be a significant amount of time that the community is without the services of that officer. This is a concern for both the community and the law enforcement office. Occasionally in these rural communities, the decision is made to not place a youth in secure juvenile detention due to transportation concerns.

Some areas in the state have attempted to reduce transportation concerns through various efforts. In the south central and southeast region of the state there is the South Iowa Crime Commission that has as one of its functions a transportation component for secure juvenile detention. This commission provides transportation services for its member counties. In north central Iowa the Central Iowa Juvenile Detention Center provides transportation for the youth being brought to the facility. The facility will send out a transportation vehicle to pick up youth that are to be securely detained at the facility. These are two examples of successful solutions to transportation for rural communities.

The second concern in rural communities is for youth that have committed an offense and need to be removed from the community and supervised outside of his or her home. The youth might be best served in a non-secure setting, but because of the rural community, and too few youth in the rural setting that would utilize the non-secure setting, none exist. These youth may find themselves transported to and placed in a secure juvenile detention center when their situation could be better addressed through some less restrictive, less costly intervention.

What is connection between secure detention and other out-of-home placements?

Secure juvenile detention is one part of a larger out-of-home placement system that includes, but is not limited to, shelter care facilities, family foster care, group foster care⁶, Psychiatric Medical Institutions for Children, the Iowa Juvenile Home and the State Training School. System officials felt that there is a connection between juvenile detention and these other out-of-home placements, but that it is a limited relationship. There were several aspects of the relationship that were identified:

- Youth held in secure detention are more likely to receive one of the other out-of-home placements;
- Youth that are assaultive in an out-of-home placement may be placed in secure juvenile detention to control their behaviors;
- Secure juvenile detention is used to hold youth awaiting a bed in another out-of-home placement.

Iowa has tried different approaches to limiting the number of juveniles in group foster care. The most recent measure was to pass legislation that placed a limit on the amount of funds that can be used for placements in group foster care. This monetary cap has effectively reduced the number of juveniles placed in group foster care facilities. When the monetary cap was proposed and enacted there was concern by system officials that there would be a spike in the number of juveniles that were securely detained in juvenile detention centers. Both JCS and staff from the secure juvenile detention facilities were expecting and preparing for an increase in the number of juveniles placed in secure detention.

Neither JCS nor detention staff has noticed a drastic increase in the number of youths being securely detained due to the recent monetary cap on group foster care. They do report there has been a slight increase, but it has not been severe. In addition to whether there had been an effect on the number of juveniles securely detained, there were questions of whether there was an effect on the length of stay that juveniles were being held in secure detention and whether there was a change in the characteristics of the juveniles that were being securely detained.

JCS and staff from secure juvenile detention have indicated that there has been a small effect on the length of stay. Those juveniles that are held in detention while awaiting a bed in a group foster care placement do occasionally have significant lengths of stay. The staff from secure juvenile detention don't believe that it has

⁶ Group foster care includes residential treatment centers, group homes and boot camps.

had much of an effect on their overall length of stay averages; however, they do acknowledge that those youth that they are holding awaiting a bed in a group foster care facility may be in their facility for an amount of time significantly greater than the average length of stay.

In regards to the characteristics of the youth that are being securely detained for significant amounts of time awaiting placement in a group foster care facility, it was noted by both JCS and detention staff that these youth were the ones that were difficult to find a placement for in group foster care. They included those that required placement in a sex offender treatment program, placement in an intensive drug or alcohol treatment program, or youth with severe or unique mental health concerns. It was noted that the special conditions associated with these youth and the limits on the use of group foster care make it difficult to find immediate placement for them in a group foster care.

Who is being detained in Iowa’s juvenile detention centers?

There has been a national increase in the use of secure juvenile detention, "... a 72-percent increase since 1993 despite two decades of declining juvenile crime rates."⁷ This trend is reflected in Iowa’s secure juvenile detention centers (see Table 5). In Iowa, the increase in juvenile detention use was 87.8% from SFY93 to SFY02, and this included a decrease in the number of secure juvenile detention holds during SFY01 and SFY02.

Table 5: Iowa Secure Juvenile Detention Use

	SFY93	SFY94	SFY95	SFY96	SFY97	SFY98	SFY99	SFY00	SFY01	SFY02
Holds	2,551	3,300	4,133	4,547	4,751	5,243	5,212	5,294	5,242	4,790
% Change	N/A	29.4%	25.2%	10.0%	4.5%	10.4%	-0.6%	1.6%	-1.0%	-8.6%

Source: CJJP - Secure Juvenile Detention Database

During this ten-year span the number of secure juvenile detention holds peaked during SFY00. From SFY93 to SFY02 the increase in secure juvenile detention holds was 87.8%. In Iowa from 1993 to 2002, the number of juvenile arrests also increased by 47.2% (see Table 6). The number of juvenile arrests peaked during this ten-year span in 1998 with 24,017 arrests.

Table 6: Iowa Juvenile Arrests

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Arrests	14,902	16,496	19,033	22,379	22,181	24,017	23,551	22,155	20,417	21,292
% Change	N/A	10.7%	15.4%	17.6%	-0.9%	8.3%	-1.9%	-5.9%	-7.8%	4.3%

Source: Department of Public Safety – Uniform Crime Report

The number of juvenile detention holds from SFY93 to SFY02 has increased by 87.8%; the number of arrests grew by 47.2%. The rate of growth for secure detention holds is almost twice the rate of growth for reported arrests. The increase in secure detention holds is probably not directly correlated to the increase in the number of juvenile arrests. Other factors may apply to the increased number of secure juvenile detention holds, including, but not limited to, an increase capacity in the detention system, changes in Iowa law, and changes in societal views of juvenile justice.

It seems clear that the increase in juvenile detention holds was impacted by the increase in available detention beds. The addition of 104 detention beds from SFY93 to SFY02 influenced the increase in the number of secure detention holds during this time period.

A change in Iowa law in 1995 to allow for 2 day dispositional holds in a detention center for a youth adjudicated as delinquent has also been a contributing factor to the increase in the number of secure detention holds.

⁷ UPI. 2004. Analysis: Juvenile Detention Overused? Washington Times, 7 January.

There was a national movement during the 1990's to "get tough" on juvenile crime. The impact of this "movement" can be seen in the following types of laws enacted in the 1990's.

- Automatically transfer juveniles from the juvenile court to the adult court based upon the level and/or seriousness of the crime (statutory exclusion);
- Allowing the prosecuting attorney to file directly in adult court instead of juvenile court (direct file provisions);
- Once transferred to the adult court some or all subsequent offenses are initiated in the adult court ("Once an Adult, Always an Adult" provisions);
- Exclude juveniles from the juvenile court solely based upon the youth's age (reducing age of criminal majority to under 18 years of age).

This "get tough" mentality may have affected not only juveniles being waived to the adult court, but also other juvenile offenders.

According to the "Advocacy Guide from Building Blocks for Youth", Youth Law Center, October 2001, public opinion polls have shown that there is less fear of crime in the United States. However, this does not hold true for juvenile crime. The Advocacy Guide indicates that public opinion regarding the rise or decline of juvenile crime has changed little over the last number of years and these perceptions have possibly led to changes in how juvenile behavior is now addressed.

There are a number of factors that may have contributed to an increase in the number of youth being securely detained in juvenile detention centers. There may be some more indicators in the demographics and characteristics of the youth being detained. The following tables show selected demographics and characteristics of those youth.

Table 7: Iowa Secure Juvenile Detention Use by Race/Ethnicity

	SFY93	SFY94	SFY95	SFY96	SFY97	SFY98	SFY99	SFY00	SFY01	SFY02
Caucasian	1,742	2,186	2,661	3,130	3,361	3,618	3,607	3,818	3,695	3,405
Percent	68.3%	66.2%	64.4%	68.8%	70.7%	69.0%	69.2%	72.1%	70.5%	71.1%
African American	576	739	1,115	918	918	1,031	942	937	950	848
Percent	22.6%	22.4%	27.0%	20.2%	19.3%	19.7%	18.1%	17.7%	18.1%	17.7%
Native American	64	120	85	76	88	160	189	98	108	122
Percent	2.5%	3.6%	2.1%	1.7%	1.9%	3.1%	3.6%	1.9%	2.1%	2.5%
Asian / Pacific Islander	20	53	75	74	67	77	94	85	65	43
Percent	0.8%	1.6%	1.8%	1.6%	1.4%	1.5%	1.8%	1.6%	1.2%	0.9%
Hispanic / Latino	137	194	188	331	295	322	328	319	378	321
Percent	5.4%	5.9%	4.5%	7.3%	6.2%	6.1%	6.3%	6.0%	7.2%	6.7%
Other	12	8	9	18	22	35	52	37	46	51
Percent	0.5%	0.2%	0.2%	0.4%	0.5%	0.7%	1.0%	0.7%	0.9%	1.1%

Source: CJJP - Secure Juvenile Detention Database

The number of holds for all racial/ethnic categories increased from SFY93 to SFY02. However, the percentage of Caucasian youth increased, the percentage of African American youth decreased and all other racial/ethnic categories remained fairly constant.

Table 8: Iowa Secure Juvenile Detention Use by Gender

	SFY93	SFY94	SFY95	SFY96	SFY97	SFY98	SFY99	SFY00	SFY01	SFY02
Male	2,092	2,687	3,426	3,683	3,895	4,348	4,147	4,276	4,129	3,735
Percent	82.0%	81.4%	82.9%	81.0%	82.0%	82.9%	79.6%	80.8%	78.8%	78.0%
Female	459	613	707	864	856	895	1,065	1,018	1,113	1,055
Percent	18.0%	18.6%	17.1%	19.0%	18.0%	17.1%	20.4%	19.2%	21.2%	22.0%

Source: CJJP - Secure Juvenile Detention Database

It is seen in table 8 that there has been an increase in the number of girls being detained. Both the number of females being securely detained, and the percentage that they represent of the total number of juveniles detained has increased. The number of females that are being detained increased 129.8% from SFY93 to SFY02, whereas the number of boys increased by 78.5% during this same time period. While there was a significant increase in the number of females detained, the percentage they represent of the total only increased by 4.0%, from 18.0% to 22.0%. The 22.0% that females represented of total juveniles detained in SFY02 is the high for the ten-year span studied. This indicates that females are becoming a larger portion of the juveniles involved with the juvenile justice system.

It was previously noted that Iowa is becoming a more urban state as a larger number of youth are now living in Iowa's 20 MSA counties. Table 9 details the use of secure juvenile detention by urban counties versus rural counties.

Table 9: Iowa Secure Juvenile Detention Use by Community

	SFY93	SFY94	SFY95	SFY96	SFY97	SFY98	SFY99	SFY00	SFY01	SFY02
Rural	848	1,066	1,271	1,416	1,549	1,921	1,810	1,803	1,724	1,481
Percent	33.2%	32.3%	30.8%	31.1%	32.6%	36.6%	34.7%	34.1%	32.9%	30.9%
Urban	1,683	2,212	2,834	3,112	3,187	3,280	3,331	3,448	3,493	3,296
Percent	66.0%	67.0%	68.6%	68.4%	67.1%	62.6%	63.9%	65.1%	66.6%	68.8%
Out-of-State	N/A	N/A	N/A	N/A	N/A	40	65	40	17	6
Percent	N/A	N/A	N/A	N/A	N/A	0.8%	1.2%	0.8%	0.3%	0.1%
Unknown	20	22	28	19	15	2	6	3	8	7
Percent	0.8%	0.7%	0.7%	0.4%	0.3%	0.0%	0.1%	0.1%	0.2%	0.1%

Source: CJJP - Secure Juvenile Detention Database

Please be aware that the out-of-state category wasn't used until SFY98. Thus, many of the youth listed in the unknown category prior to SFY98 may have been youth securely detained from out-of-state. It should also be noted that from SFY93 through SFY00 the 11 counties defined by the U.S. Census Bureau as MSA's are the urban communities, whereas from SFY01 and SFY02 the 20 counties defined by OMB as MSA's are the urban communities.

Regardless of the number of counties classified as MSA the number of juveniles securely detained by urban counties is consistently about two-thirds of the securely detained youth. The addition of the nine new MSA counties in SFY01 and SFY02 had no effect on the number or percentage of juveniles securely detained by MSA counties.

The last selected demographic of detained youth to be examined is age. What is the average age at admission?

Table 10: Average Age at Admission to Secure Juvenile Detention

	SFY93	SFY94	SFY95	SFY96	SFY97	SFY98	SFY99	SFY00	SFY01	SFY02
Days	16.0	15.9	15.9	15.9	16.0	16.0	15.9	16.0	15.9	15.9

Source: CJJP - Secure Juvenile Detention Database

As is seen in table 10 the average age at admission is very consistent. During the ten-year span that is examined the average age at admission remains at 16 years-of-age. The following table examines whether there has been any change in the age groups of youth being admitted to detention.

Table 11: Admission by Age Groups to Secure Juvenile Detention

	SFY93	SFY94	SFY95	SFY96	SFY97	SFY98	SFY99	SFY00	SFY01	SFY02
11 & Under	4	18	24	20	29	34	41	59	40	48
Percent	0.2%	0.5%	0.6%	0.4%	0.6%	0.6%	0.8%	1.1%	0.8%	1.0%
12 thru 14	596	834	1,013	1,114	1,113	1,218	1,264	1,161	1,274	1,109
Percent	23.4%	25.3%	24.5%	24.5%	23.4%	23.2%	24.3%	21.9%	24.3%	23.2%
15 & Above	1,951	2,448	3,096	3,413	3,609	3,991	3,907	4,074	3,928	3,633
Percent	76.5%	74.2%	74.9%	75.1%	76.0%	76.1%	75.0%	77.0%	74.9%	75.8%
Total:	2,551	3,300	4,133	4,547	4,751	5,243	5,212	5,294	5,242	4,790

Source: CJJP - Secure Juvenile Detention Database

During the 10-year span examined it can be seen in table 11 there has been no significant change in the percentage for admissions of the 12 through 14 and 15 and above age groups. Youth aged 15-years-old and older represent about three-fourths of the youth admitted every year, and youth aged 12-years-old through 14-years-old represent about one-fourth of the youth admitted. While the number of the 11 and under age group has grown significantly (1200%), they still remain a small percent of the overall number of youth detained.

The examined demographics of youth being securely detained have changed in gender and race/ethnicity, with no significant change observed in the types of communities (urban or rural) from which the youth come or the age of the youth. The following tables further examine the characteristics of the youth being securely detained. Table 12 examines the severity of offense for which youth are being securely detained.

Table 12: Iowa Secure Juvenile Detention Use by Offense Level

	SFY93	SFY94	SFY95	SFY96	SFY97	SFY98	SFY99	SFY00	SFY01	SFY02
Felony	1,369	1,691	2,135	2,096	2,053	2,153	2,012	1,947	1,712	1,677
Percent	53.7%	51.2%	51.7%	46.1%	43.2%	41.1%	38.6%	36.8%	32.7%	35.0%
Misdemeanor	1,182	1,609	1,998	2,451	2,698	3,090	3,200	3,347	3,530	3,113
Percent	46.3%	48.8%	48.3%	53.9%	56.8%	58.9%	61.4%	63.2%	67.3%	65.0%

Source: CJJP - Secure Juvenile Detention Database

Iowa has four classes of felony level offenses, A through D. An A class felony is the most severe felony in the state and an individual found guilty of committing an A felony is sentenced to life in prison without parole. An A felony is only commutable by the governor. There are maximum penalties for both prison sentences and monetary fines for each of the other classes of felonies. Unless otherwise specifically defined by an Iowa law the maximum prison sentence for a B class felony is 25 years, a C class felony is 10 years and a D class felony is 5 years.

In addition to felony level offenses Iowa has misdemeanor level offenses. There are three classifications of misdemeanors in Iowa. The most serious misdemeanor is an Aggravated, then a Serious and finally a Simple. Like felonies, unless otherwise specified by Iowa laws there are maximum imprisonment times for misdemeanors. An aggravated misdemeanor has a maximum sentence of two years, a serious misdemeanor one year, and a simple misdemeanor 30 days.

From SFY93 to SFY02 the number of youth detained for a felony increased by 22.5%. However, there was a decrease in the percentage that felony level charges represented of the total number of juveniles securely detained. Felony level charges dropped from 53.7% of the total holds in SFY93 to 35.0% of the holds in SFY02. This is a decrease of 18.7%. The percentage that felony level charges represented of the total number of secure holds has declined from SFY93 to SFY01 with a slight increase in the percentage in SFY02. The total number of

juveniles securely detained on felony level charges in SFY02 (1,677) was lower than the number detained on felony level charges in SFY94 (1,691).

Meanwhile, the number of juveniles held on misdemeanor charges has increased by both number and percentage. From SFY93 to SFY02 there has been a 163.4% increase in the number of juveniles securely detained on misdemeanor level charges. From SFY93 to SFY02 there was an increase of 2,239 in the total number of juveniles securely detained. The juveniles securely detained on a misdemeanor charge represent 86.2% of this increase.

The question arises why so many more juveniles are being detained on misdemeanor charges while the increase in the number of juveniles being securely detained on felony level charges has been small in comparison. There are a couple of potential explanations, including but not limited to, an increased capacity of the detention bed system, an increase in the number of youth being detained with mental health concerns, the “get tough” mentality, and public opinion.

During the time period that the number of secure holds for misdemeanor offenses increased, so did the number of secure detention beds that were available. Because the number of juveniles being detained on felony level offenses has not significantly increased, bed space is available to hold juveniles for misdemeanor level offenses that were not available ten years ago. Juveniles being detained on misdemeanor level offenses that were previously dealt with in a different manner may now be getting placed in secure detention.

There is also a growing concern that many youth with mental health issues are being placed in juvenile detention. The estimates of the percentage of youth in juvenile detention that have a diagnosable mental health concern vary widely ranging from as low as 30% to as high as 80%. These estimates vary upon the criteria of the study. Regardless, these estimates are always higher than the percentage of youth in the overall population with mental health issues. This increase in the number of juveniles with mental health concerns in the detention population may account for a portion of the increase in the number of youth being detained on misdemeanors to the extent that the behavior or condition of such youth may challenge the system to quickly respond with some form of highly structured placement.

As was earlier indicated there has been a national movement since the 1990’s to “get tough” on juvenile crime. Once again this “get tough” mentality may have affected more than just the older juveniles or juveniles committing serious crimes, but might also have impacted juveniles committing less serious crimes. So now youth committing misdemeanor level offenses would also face the “tougher” system responses.

It was also indicated earlier that public opinion polls continue to indicate that there is a belief that juvenile crime is increasing, and that fear of juvenile crime continues to be a concern on these polls. This fear of juvenile crime by the public would possibly help to drive the decision to detain more youth for delinquent acts, including delinquent acts that were misdemeanor offenses.

Any one of these factors or a combination of them could contribute to the fact that more youth are being securely detained for misdemeanor offenses. Table 12 displayed that there has been a change in the level of offense for which juveniles are being securely detained. Has there been a change in type of offense for which a juvenile is detained? Table 13 shows the difference between person (e.g. assault, homicide, sexual assault, robbery, vehicular homicide) and non-person offenses (e.g. theft, vandalism, alcohol offenses, drug offenses).

Table 13: Iowa Secure Juvenile Detention Use by Offense Type

	SFY93	SFY94	SFY95	SFY96	SFY97	SFY98	SFY99	SFY00	SFY01	SFY02
Person	818	1,074	1,354	1,363	1,382	1,545	1,536	1,699	1,692	1,546
Percent	32.1%	32.5%	32.8%	30.0%	29.1%	29.5%	29.5%	32.1%	32.3%	32.3%
Non-Person	1,733	2,226	2,779	3,184	3,369	3,698	3,676	3,595	3,550	3,244
Percent	67.9%	67.5%	67.2%	70.0%	70.9%	70.5%	70.5%	67.9%	67.7%	67.7%

Source: CJJP - Secure Juvenile Detention Database

Table 13 shows that the percentage of juveniles being held on person offenses has remained fairly consistent over the ten-year span. Over the ten-year span the percentage of youth held on a person offense ranged from 29% to 33%. The table also shows that most juveniles are being securely detained on non-person offenses. In any given year about two-thirds of the youth are being securely detained are for non-person crimes.

Further examination of the type of offense for which juveniles are securely detained (see table 14) shows that juveniles held on the least serious types of offenses, misdemeanor non-person offenses, have risen from about a quarter of the juveniles securely detain to over 40%. Likewise those juveniles committing the most serious types of offenses, felony person offenses, have dropped by 5.4%. Numerically, the numbers of juveniles held on the most serious offenses are similar from SFY93 (333) to SFY02 (367), whereas the number of juveniles held on the least serious offenses have almost tripled from SFY93 (697) to SFY02 (1,934), and did triple in SFY00 (2,146) and SFY01 (2,228).

Table 14: Iowa Secure Juvenile Detention Use by Offense Level and Type

	SFY93	SFY94	SFY95	SFY96	SFY97	SFY98	SFY99	SFY00	SFY01	SFY02
Felony Person	333	461	610	487	376	389	390	498	390	367
Percent	13.1%	14.0%	14.8%	10.7%	7.9%	7.4%	7.5%	9.4%	7.4%	7.7%
Felony Non-Person	1,036	1,230	1,525	1,609	1,677	1,764	1,622	1,449	1,322	1,310
Percent	40.6%	37.3%	36.9%	35.4%	35.3%	33.6%	31.1%	27.4%	25.2%	27.3%
Misdemeanor Person	485	613	744	876	1,006	1,156	1,146	1,201	1,302	1,179
Percent	19.0%	18.6%	18.0%	19.3%	21.2%	22.0%	22.0%	22.7%	24.8%	24.6%
Misdemeanor Non-Person	697	996	1,254	1,575	1,692	1,934	2,054	2,146	2,228	1,934
Percent	27.3%	30.2%	30.3%	34.6%	35.6%	36.9%	39.4%	40.5%	42.5%	40.4%

Source: CJJP - Secure Juvenile Detention Database

In addition to the level of the offense, felony or misdemeanor, and the type of offense, person or non-person, offenses can be further categorized as follows:

- Non-Sex Crimes Against a Person;
- Sex Crimes Against a Person;
- Drug & Alcohol Offenses;
- Crimes Against Public Health, Peace and Safety;
- Crimes Against Justice and Authority;
- Crimes Against Morality;
- Traffic Offenses;
- Crimes Against Property;
- Weapon Offenses.

The following table details the breakdown of these categories for SFY93 through SFY02.

Table 15: Iowa Secure Juvenile Detention Use by Offense Category

	SFY93	SFY94	SFY95	SFY96	SFY97	SFY98	SFY99	SFY00	SFY01	SFY02
Non-Sex Against Person	757	952	1,159	1,209	1,232	1,390	1,399	1,512	1,509	1,366
Percent	29.7%	28.8%	28.0%	26.6%	25.9%	26.5%	26.8%	28.6%	28.8%	28.5%
Sex Crime Against Person	67	106	134	127	117	148	136	166	156	160
Percent	2.6%	3.2%	3.2%	2.8%	2.5%	2.8%	2.6%	3.1%	3.0%	3.3%
Drug Offense	167	164	348	442	555	610	640	665	646	653
Percent	6.5%	5.0%	8.4%	9.7%	11.7%	11.6%	12.3%	12.6%	12.3%	13.6%
Against Public Health	25	47	34	84	147	139	155	133	191	132
Percent	1.0%	1.4%	0.8%	1.8%	3.1%	2.7%	3.0%	2.5%	3.6%	2.8%
Against Justice & Authority	52	95	110	163	249	302	415	311	375	200
Percent	2.0%	2.9%	2.7%	3.6%	5.2%	5.8%	8.0%	5.9%	7.2%	4.2%
Against Morality	0	3	3	7	6	3	7	4	8	12
Percent	0.0%	0.1%	0.1%	0.2%	0.1%	0.1%	0.1%	0.1%	0.2%	0.3%
Traffic Offense	24	39	36	60	75	90	98	138	81	88
Percent	0.9%	1.2%	0.9%	1.3%	1.6%	1.7%	1.9%	2.6%	1.5%	1.8%
Against Property	1,387	1,752	2,142	2,307	2,253	2,432	2,244	2,256	2,176	2,108
Percent	54.4%	53.1%	51.8%	50.7%	47.4%	46.4%	43.1%	42.6%	41.5%	44.0%
Weapon Offense	72	142	167	148	117	129	118	109	100	71
Percent	2.8%	4.3%	4.0%	3.3%	2.5%	2.5%	2.3%	2.1%	1.9%	1.5%

Source: CJJP - Secure Juvenile Detention Database

From table 15 it can be seen that most juveniles are securely held in detention for crimes against property, followed by non-sex crimes against a person. Other than these two categories the only other category that ever exceeds at least 10% of the juveniles securely detained are drug offenses. The percentage of drug offense crimes has more than doubled during the ten-year span. While the percentages of crimes against public health and crimes against justice & authority have doubled in the ten-year span the overall increase has been less than 2% and slightly over 2% respectively. Both continue to be a small percentage of the overall offenses for which juveniles are securely detained.

Selected demographics and characteristics of youth being securely detained have been examined in the preceding tables. There is an additional question of how long are they staying in detention. The following table shows the average length of stay for juveniles in secure detention.

Table 16: Average Length of Stay in Secure Juvenile Detention

	SFY93	SFY94	SFY95	SFY96	SFY97	SFY98	SFY99	SFY00	SFY01	SFY02
Days	9.5	10.6	10.7	10.3	9.9	10.3	9.9	10.5	10.6	10.0

Source: CJJP - Secure Juvenile Detention Database

There has been little variation in the length of stay over the ten-year span. Likewise there has been no consistent increase or decrease in the length of stay. The average length of stay for this ten-year span is 10.2 days. Though the length of stay has stayed consistent over the ten-year span the number of youth that are detained 90 days or longer has not been consistent (see table 17).

Table 17: Number of Juveniles Securely Detained 90 Days or Longer

	SFY93	SFY94	SFY95	SFY96	SFY97	SFY98	SFY99	SFY00	SFY01	SFY02
Juveniles	5	11	14	18	12	13	15	27	20	19

Source: CJJP - Secure Juvenile Detention Database

There was an increase from SFY93 to SFY96 in the number of juveniles securely detained 90 days or longer, and then a drop off in SFY97. The number of juveniles detained 90 days or longer then grew from SFY97 to SFY00 when it reached its highest number during the ten-year span at 27. Even though there was a drop off in SFY01 and SFY02 these two years ranked as the second and third highest totals respectively. While there was a drop in the number of juveniles securely detained 90 days or longer from SFY96 to SFY97 the total number has steadily increased from SFY93 through SFY00. The years of SFY01 and SFY02 may begin to show a plateau in the number.

There are a number of reasons that a juvenile may spend extended periods of time in a secure juvenile detention center. There are juveniles that sit in secure detention awaiting placement in a group foster care, the State Training School, Iowa Juvenile Home or other juvenile program. There are juveniles that have been waived to the adult court and sit in secure juvenile detention awaiting their trial.

Tables 5 through 17, above, indicate that the "typical" youth admitted to juvenile detention in SFY93 was a sixteen year-old Caucasian (68.3%) male (82.0%) that was securely detained on a felony level (53.7%) non-person (67.9%) offense against property (54.4%) and was detained for 9.5 days. In comparison the "typical" youth admitted to juvenile detention in SFY02 was a sixteen year-old Caucasian (71.1%) male (78.0%) that was securely detained on a misdemeanor level (65.0%) non-person (67.7%) offense against property (44.0%) and was detained for 10 days. For the most part, the "typical" youth securely detained in SFY93 was similar to the "typical" youth securely detained in SFY02. The only difference was the level of offense on which he was detained. It moved from a felony level charge in SFY93 to a misdemeanor level charge in SFY02.

Conclusion

A review of data from the 2000 U.S. Census found that Iowa's juvenile population has grown by 2.0% since the 1990 U.S. Census. The juvenile population is predominantly Caucasian (88.8%), almost equally split between genders, and a slightly larger population in urban communities (53.3%). There has been a decrease in the Caucasian juvenile population since the 1990 U.S. Census (-5.1%) and increases in the African American (26.3%), Asian and Pacific Islander (26.9%), and Hispanic (160.7%) juvenile populations. There was no significant change for percentages of male and female juveniles between the 1990 and 2000 U.S. Census. From the 1990 U.S. Census to the 2000 U.S. Census an additional 9 counties in Iowa were classified as MSA. With this change in classification and a movement of the population from rural to urban communities Iowa has changed from having most of its population in rural communities in 1990 to most of its population in urban communities in 2000.

The juvenile detention centers in Iowa are for the secure detainment of a youth from initial contact with law enforcement to the final disposition of the youth's case. They are operated by a single county or multi-county cooperatives, and are primarily financed by the counties. Presently there are 10 detention centers in the state and plans to open an eleventh center. Their function and licensing guidelines are set forth in Iowa law and the Administrative Code of Iowa. The facilities are inspected annually by DIA and licensed for operation by DHS. They primarily serve youth within their geographic proximity, and work closely with the JCS offices in the eight judicial districts.

This study found that there is no uniform system of alternatives to secure detention in Iowa. Alternatives to detention are not a required function of state, county or local governments. Even though there are no requirements for alternative programs, they do exist in the state. The available programs vary between the judicial districts and even within judicial districts. These programs serve both youth that meet the minimum legal requirements set forth by the Code of Iowa to be placed in juvenile detention, and youth that are being served by

the juvenile justice system that have violated conditions of their probation or a dispositional order. In either case the alternative programs are serving youth that would otherwise have been placed in secure detention. Like many programs receiving funds from federal, state and county governments these alternative programs are facing budget concerns.

The system officials interviewed acknowledged that there is a relationship between secure detention and alternatives to secure detention. Aspects of this relationship are that alternative programs stop youth from entering a detention facility, reduce the length of time a youth may be in a detention facility, help prevent overcrowding in the detention facility, or that the detention facility provides a sanction when a youth fails in an alternative program.

The Code of Iowa lists the minimum requirements to place a youth in juvenile detention. Beyond those minimum requirements there are a number of factors that are considered by system officials when making the decision to place a youth in juvenile detention. One of the factors often considered is whether an alternative program could service the youth and still maintain the public safety that secure detention offers. If an alternative program is available in the vicinity and it would be able to serve the purposes of keeping the public safe, the youth safe and the youth out of juvenile detention the decision to utilize the program is a viable option.

The capacity of the juvenile detention system in Iowa would appear to be adequate to service the needs of the state, although there remain concerns in some regions of the state around transportation and distance to a facility. Since the beginning of the 1990's there has been construction of new detention centers and expansion at existing centers to increase the number and accessibility to juvenile detention beds. This construction during the 1990's has alleviated many of the problems associated with a shortage of detention beds or access to detention beds.

Like most other states, Iowa has experienced an increase in the number of youth being placed in secure juvenile detention. While there has been some change in the demographics and characteristics of the youth being securely detained in Iowa the "typical" youth detained has stayed relatively consistent. The exception being that this "typical" youth is now securely detained on a less serious charge. If SFY93, there were 1,182 youth detained for a misdemeanor offense; this represented 46.3% of all detention holds. In SFY02, the number of youth detained on a misdemeanor offense had increased to 3,113, which represented 65.0% of all detention holds. The reasons for this change could be contributed to a number of factors or combination of those factors.

The increase in the number of juveniles detained on a misdemeanor offense from SFY93 to SFY02 may be explained in a number of ways. One explanation is an increased capacity of the detention system. Since the number of youth arrested or detained for felony level offenses has not gone up significantly, the available beds are being used to detain youth committing misdemeanor offenses. Another explanation is the reportedly growing concern over the mental health problems of youth referred to the juvenile justice system. The behavior of these youth may be causing officials to place them in detention when they feel a quick response is needed that requires a highly structured placement. Yet a third explanation is that prior to the expansion of detention beds in Iowa there were many youths committing misdemeanor level offenses that should have been placed in secure detention for their safety or the safety of others, but were not due to a lack of available space. A fourth explanation may be the response of officials to public opinion. As many in the community generally believe that juvenile crime is still on the rise, the community may be putting pressure on the system to use a more stringent response to juvenile offenders. Any of these explanations or some combination of these explanations may contribute to the significant increase in the number of youth detained on misdemeanor offenses.

APPENDIX A

Questionnaire for Juvenile Detention Centers

1. Who has the authority to place a youth at your facility?
2. What are the minimum legal sufficiency requirements for a youth to be admitted into your facility?
3. Do you have any other local requirements for a youth to be admitted to your facility?
4. Describe the basic admission process for a youth when they are brought to your facility?
5. Are there any youth or conditions under which you will not admit the youth your facility?
6. In your opinion what are the basic reasons to place a youth in secure detention?
7. What is the relationship, if any, between out-of-home placements and the use of secure detention?
8. Has the group-care cap had an affect on either the number of youth being held at your facility, or the types of youth being securely detained at your facility?
9. Are you aware of any waiting lists for alternatives to secure detention? (Not including residential foster care, PMIC, etc.)
10. What is the procedure when your facility is at maximum occupants and you receive another youth for secure detention?
11. Do you believe that there are enough secure detention beds in the state to service the needs of the state?
12. Do you believe that there are enough secure detention beds in your judicial district or region of the state to service the needs of that judicial district or region?
13. Who provides the transportation to and from your facility when a youth is brought in for detention and released from detention? Who provides the funds for this transportation?
14. Do you feel that any transportation issues have an impact on how your facility is utilized? (Distance, availability, cost...)
15. What is the cost per day to hold a youth at your facility? Both what you charge the county and your actual per diem.

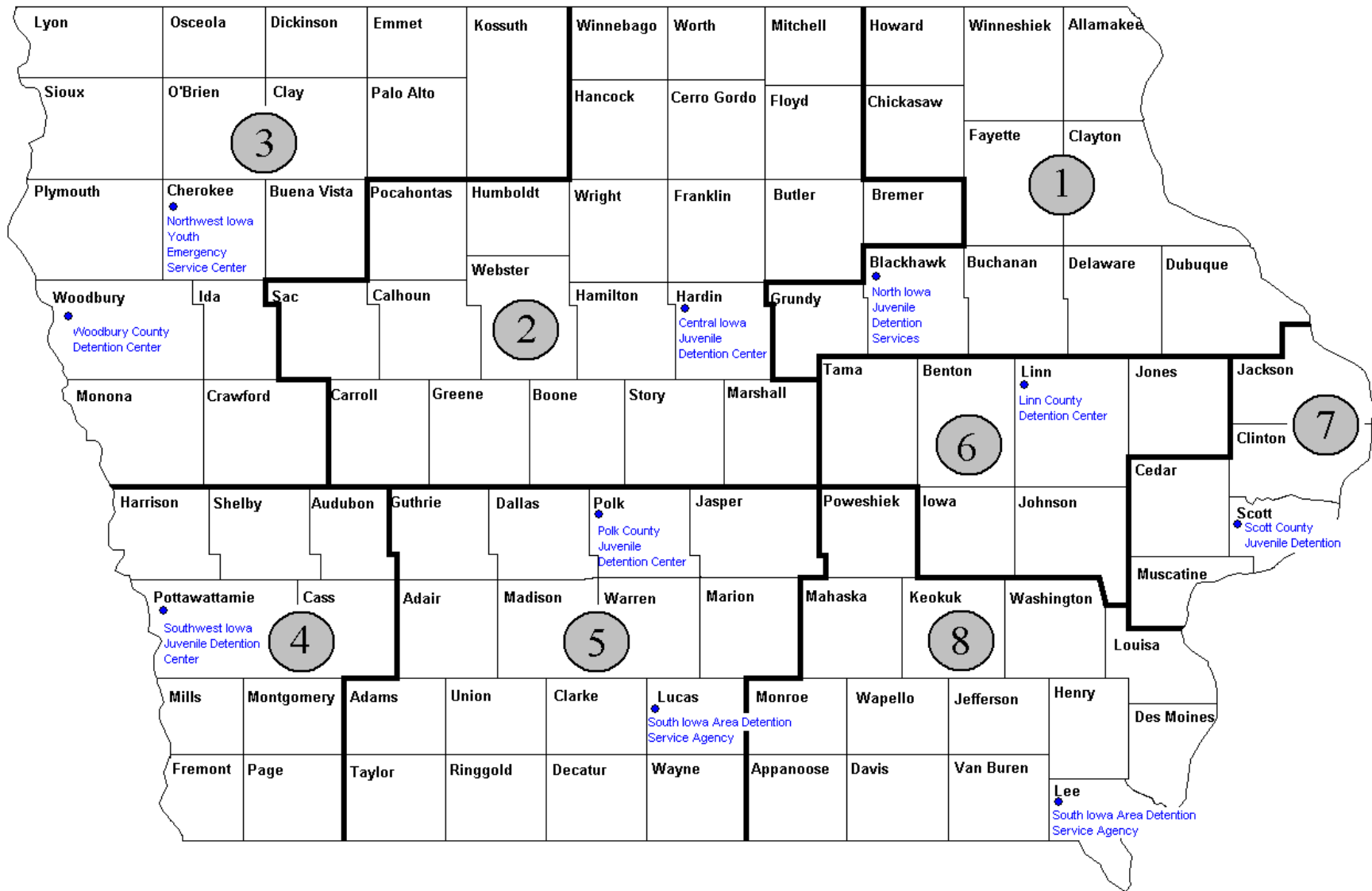
APPENDIX B

Questionnaire for Juvenile Court Services Staff

1. What types of programs would you define as alternatives to secure detention?
2. What alternatives to secure detention are available in your district / region?
3. How are these alternatives to secure detention funded?
4. Who in your judicial district has the authority to place a youth in a secure juvenile detention?
5. Which secure juvenile detention facilities do you access?
6. Beyond the Code of Iowa does your judicial district have any criteria regarding the placement of a youth in secure detention?
7. Other than the requirements set forth by the Code of Iowa, and if any district criteria, what factors do you consider when placing a youth in secure detention?
8. What is the profile of a youth not appropriate to be sent to detention?
9. In your opinion what are the primary reasons to place a youth in secure detention? (Accountability, Public Safety, Court Appearance, Sanctions...)
10. What is the relationship, if any, between out-of-home placements and detention?
11. Has the group-care cap had an affect on either the number of youth you are placing in secure detention, the length of stay in secure detention, or the types of youth that are being securely detained?
12. Are you aware of any waiting lists for alternatives to secure detention? (Not including residential foster care, PMIC, etc.)
13. Do you feel that there are enough secure detention beds in the state to service the needs of the state?
14. Do you feel that there are enough secure detention beds in your judicial district or region to service the needs of that judicial district or region?
15. What barriers exist that prevents you from placing a youth in secure detention when that youth would be best served by secure detention?
16. What barriers restrict your use of alternatives to secure detention when it is not in the best interest of the youth to be placed in detention?
17. Does the youth's legal status (e.g. accused vs. adjudicated) create any barriers to using a diversion alternative?
18. Who provides the transportation to and from your facility when a youth is brought in for detention and released from detention? Who provides the funds for this transportation?
19. Do you feel that transportation has an impact on how secure detention is utilized?
20. Do you know the cost per day to a county, to the facility to securely detain a youth? Does this cost have any bearing on your decision to detain a youth or not?

APPENDIX C

Iowa Secure Juvenile Detentions and Judicial Districts



APPENDIX D

Counties served by the multi-county secure juvenile detention centers.

Central Iowa Juvenile Detention Center

Boone
Calhoun
Greene
Hamilton
Hancock
Hardin
Humboldt
Iowa
Jasper
Kossuth
Marshall
Poweshiek
Story
Tama
Webster
Winnebago

North Iowa Juvenile Detention Services

Allamakee
Benton
Black Hawk
Bremer
Buchanan
Butler
Cerro Gordo
Chickasaw
Clayton
Delaware
Dubuque
Fayette
Floyd
Franklin
Grundy
Howard
Marshall
Winneshiek
Worth
Wright

Northwest Iowa YES Center

Buena Vista
Carroll
Cherokee
Clay
Crawford
Dickinson
Emmet
Ida
Lyon
O'Brien
Plymouth
Pocahontas
Sac
Sioux

South Iowa Are Detention Service Agency

Appanoose
Davis
Des Moines
Jefferson
Lee
Louisa
Lucas
Mahaska
Union
Wappello

Southwest Iowa Juvenile Detention Center

Audubon
Cass
Fremont
Harrison
Mills
Montgomery
Page
Pottawattamie
Shelby