JUVENILE DELINQUENCY

**IOWA
CRIME
COMMISSION
STUDY
Volume II**

"There is too much Mickey Mouse"

"If I didn't have curfew I'd be out"

"Fear of Eldora doesn't keep one straight"

"If you are going to get in trouble, this won't stop you"

"Eldora can't be too bad cause kids go back all the time"

"Parents are the big problems.."

"Get into trouble cause there's nothing to do"

IOWA CRIME COMMISSION STUDY — Volume II
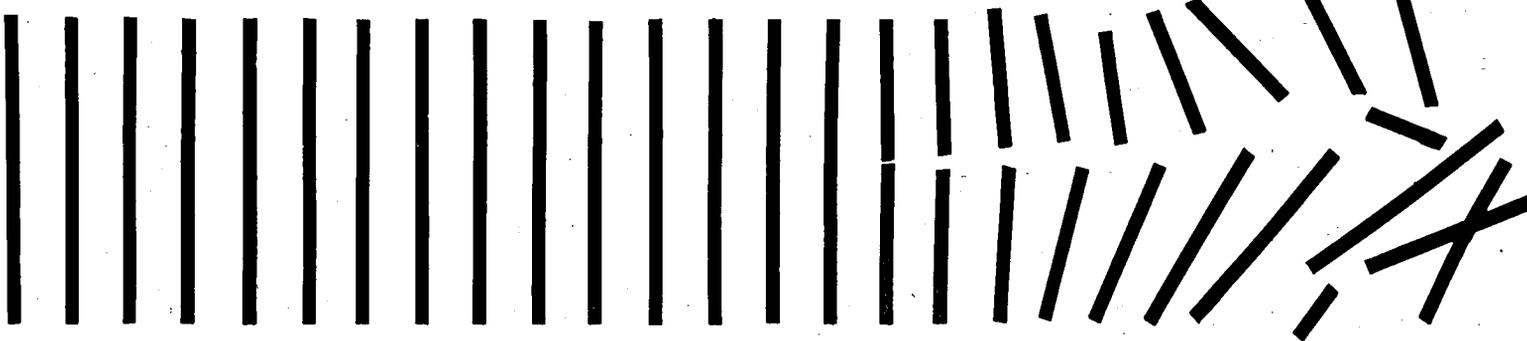
PROGRAM EFFECTIVENESS IN JUVENILE DELINQUENCY PREVENTION AND CONTROL

INSTITUTE
FOR
HUMAN
DEVELOPMENT
PLANNING

November 1, 1969

To   Senator Max Milo Mills, Executive Director
      Members of the Iowa Crime Commission

      This is the second and smallest of the three volumes
in the State's Juvenile Delinquency Planning Project.
This volume sets forth the basic projections for various
components of the system and recommendations for improve-
ment.

      Of equal value to this volume itself is the supple-
mentary data developed by the Institute on historic trends
in the total Iowa juvenile system. The data print-out
sheets, together with Institute staff notes, are supplied
for the further needs of the Crime Commission. The data
print-out material gives Iowa what is, in all probability,
the most in-depth knowledge of delinquency factors of any
state.

                              Respectfully submitted,

                              Willard K. Laughlin

WKL:ms

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BASIC DATA FOR PROGRAM PROJECTIONS
IN JUVENILE-RELATED ACTIVITIES

Introduction

Having inventoried the total system of juvenile corrections in Iowa, it is possible to construct flow-charts for the system. These channels, once identified and given historic and numerical values, provide for predictive controls.

The total system is made up of the flows between and through separate agencies. For each agency, the flow of children and youth through pre-intake, intake, processing, and transfer alternatives can be tabulated and projected.

The raw data tabulated for prior years is transformed into proportions and probabilities.

This report deals with the identification of the juvenile population base and the projection for 1970, 1975, and 1980.

Basic Demographic Projections

Table I presents the projections of the target pop-
ulation base, i.e., young people between 10 and 17. The
projections are presented by county with a breakdown for
sex and a distinction between the 10-14 age group and the
15-17 age group.

The data reflects the in and out migration rates
established by the State Office for Planning and Pro-
gramming. It should be noted that a number of counties show
both an absolute and a relative decline in the number of
target-group youth.

Table I

COUNTY POPULATION PROJECTIONS FOR THE AGE GROUP 10-17

	1970 Male		1970 Female		1975 Male		1975 Female		1980 Male		1980 Female	
	10-14	15-17	10-14	15-17	10-14	15-17	10-14	15-17	10-14	15-17	10-14	15-17
Region I												
Allamakee	784	327	765	337	660	326	634	327	640	274	614	271
Clayton	1045	441	943	441	916	436	812	446	896	382	795	385
Howard	578	233	540	223	521	229	467	205	511	206	457	178
Winneshiek	1214	620	1175	622	1005	667	944	648	1020	552	958	520
Region II												
Cerro Gordo	2572	1220	2656	1503	2242	1233	2196	1466	2323	1075	2275	1212
Hancock	655	286	618	285	529	259	486	263	511	209	467	208
Floyd	925	447	911	449	818	419	828	431	798	370	807	392
Franklin	627	324	583	296	500	273	466	269	495	217	461	215
Kossuth	1187	504	1156	547	970	476	913	520	954	389	899	410
Mitchell	705	307	689	309	613	299	560	332	603	260	553	260
Winnebago	632	307	595	274	527	278	460	276	526	232	459	214
Worth	384	189	423	193	293	162	291	170	290	123	289	117
Region III												
Buena Vista	1012	506	1024	505	840	482	754	515	848	400	761	379
Clay	859	394	832	450	658	361	682	396	649	277	674	325
Dickinson	541	229	489	254	441	207	383	221	442	169	384	173
Emmet	743	376	755	376	615	338	622	364	632	280	640	300
O'Brien	869	371	852	432	677	280	644	418	671	279	637	316
Osceola	484	211	461	245	357	194	328	210	360	144	330	149
Palo Alto	682	283	634	288	504	259	502	247	492	191	490	196
Region IV												
Cherokee	816	411	767	425	663	360	622	371	663	292	622	301
Ida	420	191	393	196	316	166	277	172	311	125	274	121
Lyon	700	308	680	322	510	298	504	300	507	217	502	223
Monona	481	228	474	227	379	175	346	185	358	138	329	136
Plymouth	1214	590	1248	633	1037	563	976	622	1036	481	974	487
Sioux	1383	647	1345	698	1124	613	1143	622	1090	498	1110	529
Woodbury	5211	2799	5517	3268	4606	2648	4803	3191	4670	2341	4873	2779

Table I (continued)

	1970 Male		1970 Female		1975 Male		1975 Female		1980 Male		1980 Female	
	10-14	15-17	10-14	15-17	10-14	15-17	10-14	15-17	10-14	15-17	10-14	15-17
Region V												
Calhoun	627	308	646	301	501	260	479	279	484	207	461	208
Hamilton	959	446	921	452	790	440	730	459	786	363	727	364
Humboldt	599	290	610	281	477	252	480	274	482	200	484	216
Pocahontas	604	247	584	257	463	219	436	240	446	168	421	180
Webster	2450	1207	2613	1328	2224	1187	2365	1393	2316	1078	2463	1260
Wright	923	415	850	430	669	398	612	395	666	289	610	284
Region VI												
Hardin	1161	556	896	480	1010	519	776	442	997	451	766	383
Marshall	1798	940	1809	944	1705	896	1628	967	1761	850	1681	870
Poweshiek	1043	586	1036	574	873	563	824	596	902	471	852	475
Tama	1016	443	933	424	873	419	750	424	853	359	732	341
Region VII												
Black Hawk	7506	4298	8298	5177	7245	4554	7904	5738	7484	4396	8165	5465
Bremer	1247	693	1195	678	1085	744	1126	695	1132	647	1173	655
Buchanan	1188	531	1119	512	1125	526	1028	535	1161	498	1062	491
Butler	810	364	775	382	657	356	628	362	668	287	640	293
Chickasaw	744	319	683	304	687	325	619	302	684	301	616	273
Fayette	1376	697	1435	632	1246	651	1237	661	1228	589	1219	570
Grundy	642	301	610	319	551	291	526	305	656	250	541	264
Region VIII												
Delaware	1014	424	985	422	946	442	884	440	936	413	875	396
Dubuque	5221	2749	5330	2956	5521	3115	5479	3329	5659	3294	5616	3422
Jackson	1193	512	1269	565	1216	586	1165	666	1261	597	1206	612
Region IX												
Clinton	2946	1327	3003	1443	2754	1405	2718	1589	2844	1313	2806	1438
Muscatine	1724	809	1674	818	1718	876	1624	895	1761	873	1667	868
Scott	7163	3772	7199	4195	7368	4241	7383	4639	7844	4362	7860	4757

Table I (continued)

| | 1970 | | | | 1975 | | | | 1980 | | | |
| | Male | | Female | | Male | | Female | | Male | | Female | |
	10-14	15-17	10-14	15-17	10-14	15-17	10-14	15-17	10-14	15-17	10-14	15-17
Region X												
Benton	1221	512	1040	577	1022	542	911	502	1041	454	928	439
Cedar	869	413	874	417	747	413	672	447	738	355	663	344
Iowa	838	372	769	392	711	404	693	380	706	343	689	343
Jones	1119	722	991	487	1000	684	941	469	1036	611	973	445
Johnson	3655	3433	3823	3368	3654	4040	3914	3997	3835	4039	4105	4093
Linn	9142	4920	9535	6055	10070	5982	10741	7087	11151	6601	11892	7984
Washington	889	414	839	417	775	395	715	391	773	344	713	334
Region XI												
Boone	1252	637	1216	619	1063	601	1017	596	1086	510	1041	499
Dallas	1125	492	1058	545	1010	512	924	511	1024	460	938	446
Jasper	1866	886	1757	934	1504	911	1468	971	1585	735	1545	812
Madison	499	216	471	208	408	204	351	188	400	167	345	140
Marion	1127	582	1187	583	1050	555	1031	603	1035	517	1016	524
Polk	15119	8172	16191	10017	14312	8901	15190	11135	15385	8436	16325	10447
Story	3398	3004	2719	2219	3297	3457	2558	2365	3336	3353	2590	2225
Warren	1348	643	1274	712	1432	746	1276	773	1518	792	1350	775
Region XII												
Audubon	474	215	435	220	331	191	328	187	326	134	323	141
Carroll	1247	507	1182	573	1090	538	1100	543	1063	471	1073	505
Crawford	839	361	716	340	788	339	680	304	737	319	637	289
Greene	549	272	572	265	472	218	476	250	463	187	469	209
Guthrie	508	235	461	216	411	191	382	184	396	155	367	153
Sac	773	325	684	343	587	305	536	308	587	232	536	242
Region XIII												
Cass	713	361	701	374	643	325	608	350	634	293	600	304
Fremont	381	144	310	145	286	144	259	115	261	108	236	96
Harrison	712	289	675	290	556	262	560	252	538	205	540	209
Mills	562	277	504	262	502	244	421	235	518	218	433	196
Montgomery	528	220	494	262	382	214	387	217	376	155	380	170
Page	703	364	706	354	586	309	566	324	564	257	546	260
Pottawattamie	5080	2405	5307	2787	5236	2660	5301	3182	5551	2742	5620	3179
Shelby	825	342	789	339	632	342	619	347	621	262	611	272

Table I (continued)

	1970 Male 10-14	1970 Male 15-17	1970 Female 10-14	1970 Female 15-17	1975 Male 10-14	1975 Male 15-17	1975 Female 10-14	1975 Female 15-17	1980 Male 10-14	1980 Male 15-17	1980 Female 10-14	1980 Female 15-17
Region XIV												
Adair	417	190	362	162	325	163	304	145	331	127	309	122
Adams	250	130	248	107	184	95	166	94	175	70	158	63
Clarke	290	129	256	131	213	116	214	103	201	86	201	86
Decatur	388	214	362	192	289	179	278	152	264	133	254	117
Ringgold	276	106	250	119	188	97	174	89	178	67	165	62
Taylor	318	127	316	146	225	110	222	121	210	79	206	85
Union	530	238	503	224	453	212	429	213	429	182	405	181
Region XV												
Appanoose	516	193	472	190	429	188	407	177	392	157	372	152
Davis	397	156	348	165	300	160	269	152	295	121	265	117
Jefferson	759	499	725	388	739	466	674	382	750	454	683	355
Keokuk	655	295	575	277	548	266	496	248	522	223	472	215
Lucas	376	173	390	187	331	147	315	178	324	129	309	143
Mahaska	1013	502	929	501	822	467	773	451	827	379	777	376
Monroe	412	157	387	172	344	145	315	158	328	121	301	128
Van Buren	361	171	359	145	366	149	335	152	351	151	320	142
Wayne	304	137	304	121	233	112	223	117	218	86	209	86
Wapello	1898	897	1958	1054	1543	802	1592	956	1527	652	1578	778
Region XVI												
Des Moines	2111	1049	2159	1333	2086	1046	2177	1242	2140	1034	2235	1252
Henry	771	432	744	416	709	409	672	392	711	376	673	354
Lee	2058	1039	1994	1025	1870	1009	1810	996	1870	917	1809	905
Louisa	428	196	400	200	390	176	378	175	359	160	350	165

Projected Juvenile Offenses by County

Table II presents, for each county in Iowa, the anticipated number of juvenile offenses known to law enforcement agencies for the years 1970, 1975, and 1980.

The Table is encouraging, when taken at face value, as the projected number of offenses in most counties shows a steady decline. This is, of course, due to the projected decline of target-group youth in most of the State's counties.

The projections are based on the following factors:

- Base population in the target group

- Historic rates of known delinquency

- Rural vs urban setting

The Table clearly indicates that the problem of delinquency is apt to decline, in absolute terms, in most rural counties.

The Table does not take into account any new major preventive programs nor unforeseen national trends. A major economic slowdown could, for example, be expected to increase the rate of delinquency. New major preventive programs would, hopefully, have the opposite effect.

Table II

PROJECTION OF REPORTED JUVENILE OFFENSES BY COUNTY

County	1970	1975	1980
Adair	54	44	41
Adams	34	25	22
Allamakee	99	87	82
Appanoose	64	55	49
Audubon	62	47	41
Benton	242	218	209
Black Hawk	1711	1710	1722
Boone	264	232	223
Bremer	271	256	249
Buchanan	240	231	232
Buena Vista	212	185	174
Butler	152	131	214
Calhoun	84	68	62
Carroll	245	227	216
Cass	139	125	120
Cedar	166	151	142
Cerro Gordo	549	501	492
Cherokee	159	132	124
Chickasaw	138	131	128
Clarke	37	29	25
Clay	162	132	120
Clayton	178	162	153
Clinton	619	603	602
Crawford	156	146	137
Dallas	226	213	207
Davis	49	41	37
Decatur	54	42	35
Delaware	186	180	175
Des Moines	442	438	444
Dickinson	69	58	54
Dubuque	717	777	805
Emmet	145	123	118
Fayette	290	265	254
Floyd	178	160	151
Franklin	85	69	64
Fremont	47	38	33
Greene	74	62	58
Grundy	84	76	73
Guthrie	67	54	49
Hamilton	182	159	149
Hancock	84	70	64
Hardin	240	214	202
Harrison	90	73	63
Henry	156	145	141
Howard	72	67	63
Humboldt	80	65	61
Ida	55	43	39

Table II (continued)

County	1970	1975	1980
Iowa	157	144	136
Jackson	238	252	260
Jasper	385	338	324
Jefferson	164	156	156
Johnson	1027	1115	1141
Jones	257	235	230
Keokuk	86	73	67
Kossuth	236	202	188
Lee	433	403	390
Linn	1828	2086	2307
Louisa	56	51	47
Lucas	49	43	40
Lyon	131	105	94
Madison	64	55	51
Mahaska	197	167	156
Marion	239	224	217
Marshall	383	364	365
Mills	75	67	66
Mitchell	131	118	112
Monona	64	50	44
Monroe	51	44	40
Montgomery	67	53	48
Muscatine	354	363	368
O'Brien	161	124	123
Osceola	62	49	45
Page	139	116	106
Palo Alto	87	68	61
Plymouth	252	224	223
Pocahontas	77	61	55
Polk	3377	3365	3454
Pottawattamie	1085	1149	1202
Poweshiek	228	201	192
Ringgold	34	25	22
Sac	142	116	106
Scott	1585	1741	1769
Shelby	151	126	114
Sioux	284	243	222
Story	928	979	969
Tama	189	167	157
Taylor	40	30	26
Union	69	59	46
Van Buren	47	46	45
Wapello	391	328	305
Warren	278	304	328
Washington	169	150	145
Wayne	39	31	27
Webster	511	477	475
Winnebago	84	72	68
Winneshiek	256	234	220
Woodbury	1161	1051	1016
Worth	51	40	37
Wright	174	138	124

Projected Juvenile Court Activity by County

Young people are brought into the juvenile court system in several ways, dependent to a large degree upon the geographic area of the State. In a good many areas, the law enforcement agencies refer only a relatively small portion of cases to the juvenile court while other areas almost immediately turn over all young people that are apprehended. Parents are another major entry source for the juvenile court.

The breakdown in Table III gives the distribution as to official and unofficial cases. Here again the practice of handling delinquency problems on an informal basis varies widely among the different areas of the State.

A few counties are not included as no formal data was available for use in making projections. The court data reflects the need for added probation officers. In this regard, several conclusions can be readily made:

1. There is a very real need for inter-county (regional) cooperation in probation services.

2. The bulk of the coming years' growth demands will be in the State's six major urban areas (Des Moines, Cedar Rapids, Davenport, Council Bluffs, Sioux City, Dubuque, and Waterloo), that collectively provide almost 75 percent of the total juvenile court activity. Most of the growth will be in these same areas.

Table III

PROJECTED JUVENILE COURT CASES BY COUNTY*

County	1970 O	1970 U	1975 O	1975 U	1980 O	1980 U
Adair	3	34	3	30	3	30
Adams	2	12	2	12	2	13
Allamakee	9	10	9	10	9	10
Appanoose	20	39	18	36	16	32
Audubon	5	31	5	30	5	29
Benton	10	50	10	46	9	42
Black Hawk	140	960	138	1000	125	1105
Boone	15	10	12	12	10	20
Bremer	5	10	5	16	5	20
Buchanan	45	20	40	26	41	30
Buena Vista	20	45	19	50	18	53
Butler	6	15	6	21	5	23
Clahoun	4	10	4	12	4	16
Carroll	15	15	15	18	15	21
Cass	16	31	16	39	16	42
Cedar	10	30	11	31	12	35
Cerro Gordo	71	160	76	184	78	218
Cherokee	20	18	20	16	18	16
Chickasaw	6	8	6	7	6	7
Clarke	7	13	7	13	7	13
Clay	20	50	19	58	17	62
Clayton	6	10	7	13	8	16
Dallas	10	120	10	120	10	120
Decatur	10	7	10	10	10	12
Dickinson	10	95	10	120	10	120
Emmet	25	50	25	54	25	56
Franklin	15	25	15	30	17	36
Fremont	30	45	30	49	30	56
Guthrie	10	65	10	71	10	76
Hamilton	30	20	30	26	31	29
Hardin	10	10	10	13	10	15
Harrison	5	35	5	40	5	46
Howard	10	7	10	10	10	13
Humboldt	15	40	17	44	18	49
Iowa	10	90	10	106	10	120
Jackson	4	35	3	34	3	33
Johnson	70	400	70	420	70	450
Jones	13	60	14	69	14	71
Keokuk	10	15	10	125	10	132
Kossuth	21	35	21	39	23	43
Lee	50	50	50	65	50	69
Linn	138	1648	143	1915	112	2238

Table III (continued)

County	1970 O	1970 U	1975 O	1975 U	1980 O	1980 U
Madison	9	115	8	130	8	142
Mahaska	25	128	24	139	13	154
Montgomery	10	60	10	70	10	80
Muscatine	25	83	25	104	25	121
O'Brien	10	12	8	16	8	18
Osceola	25	55	25	10	25	13
Page	28	42	27	50	27	56
Palo Alto	19	19	19	37	19	41
Pocahontas	12	44	12	47	12	51
Polk	500	1000	520	1215	536	1382
Pottawattamie	170	360	181	381	186	399
Scott	305	920	309	1110	315	1316
Shelby	15	49	16	47	17	56
Sioux	4	32	4	41	4	43
Union	17	23	17	29	18	33
Wapello	83	64	83	76	83	89
Warren	42	230	46	249	47	263
Washington	11	61	11	68	11	69
Woodbury	140	450	154	485	160	530

* The projections have been made for some counties where data was unavilable.

O = Official

U = Unofficial

Projected Commitments to Training Schools

Even if no new programs for prevention and control should be developed, the recent trend toward lower training school population could be expected to continue for several years. In time, a leveling off would occur in each of the institutions.

The implementation of new programs in community prevention and control could have a drastic effect on the two training schools.

The supplementary data being supplied to the Crime Commission staff would allow for revision of the basic projections should various programs be, in fact, implemented. The base data should be updated by the Crime Commission staff annually in order to facilitate such projections in future years.

Table IV

PROJECTED TRAINING SCHOOL COMMITMENTS*

County	1970		1975		1980	
	G	B	G	B	G	B
Appanoose	0	3	0	2	0	1
Benton	1	2	1	2	1	2
Black Hawk	6	20	6	20	6	20
Boone	2	3	2	2	2	2
Bremer	0	1	0	1	0	1
Buchanan	0	2	0	2	0	2
Buena Vista	0	2	0	1	0	1
Butler	0	1	0	1	0	1
Clahoun	0	1	0	1	0	0
Carroll	0	2	0	2	0	2
Cass	0	1	0	1	0	1
Cerro Gordo	2	5	1	4	1	3
Cherokee	0	2	0	1	0	1
Clarke	1	0	1	0	1	1
Clay	0	2	0	4	0	3
Clinton	3	10	3	10	3	10
Crawford	0	1	0	1	0	1
Dallas	0	2	0	2	0	2
Delaware	0	1	0	1	0	1
Des Moines	1	4	2	6	2	6
Dickinson	0	1	0	1	0	1
Dubuque	0	8	0	8	0	8
Fayette	0	3	0	3	0	2
Floyd	1	2	1	2	1	2
Grundy	0	2	0	1	0	1
Guthrie	0	1	0	1	0	0
Hamilton	0	1	0	1	0	1
Hancock	0	1	0	1	0	0
Hardin	0	5	0	4	0	2
Henry	0	1	0	1	0	1
Humboldt	0	1	0	1	0	1
Jackson	0	1	0	2	0	2
Jasper	1	5	1	5	1	5
Jefferson	0	1	0	1	0	1
Johnson	4	10	6	11	6	11
Jones	0	1	0	1	0	1
Keokuk	0	1	0	1	0	0
Kossuth	0	1	0	1	0	1
Lee	2	5	2	6	2	6
Linn	7	11	10	15	13	16
Louisa	0	0	0	1	0	0
Lucas	0	1	0	0	0	0

Table IV (continued)

County	1970		1975		1980	
	G	B	G	B	G	B
Mahaska	1	1	1	1	1	1
Marion	1	1	1	1	1	1
Marshall	1	4	1	4	1	4
Mitchell	0	1	0	1	0	1
Monroe	0	1	0	1	0	0
Montgomery	0	1	0	0	0	0
Muscatine	2	4	2	4	2	4
O'Brien	0	1	0	1	0	1
Page	1	1	0	1	0	1
Palo Alto	0	1	0	0	0	0
Polk	25	54	26	56	34	57
Pottawattamie	3	12	3	12	4	14
Poweshiek	0	2	0	2	0	2
Sac	0	1	0	1	0	1
Scott	4	30	6	33	7	36
Sioux	0	2	0	2	0	2
Story	0	4	0	5	0	6
Tama	2	6	2	6	2	6
Taylor	0	1	0	0	0	0
Union	0	1	0	1	0	0
Van Buren	0	1	0	1	0	0
Wapello	2	5	2	4	1	3
Warren	0	1	1	2	1	2
Washington	0	1	0	1	0	1
Webster	2	6	2	6	2	5
Winneshiek	1	2	1	2	1	2
Woodbury	6	45	6	41	6	47
Wright	0	4	0	3	0	2

G = Girls
B = Boys

*The projection for girls and boys for 1970-75-80 was "0" in
 the following Counties: Adair, Adams, Allamakee, Audubon,
 Cedar, Chickasaw, Clayton, Davis, Decatur, Emmet, Franklin,
 Fremont, Greene, Harrison, Howard, Ida, Iowa, Lyon, Madison,
 Mills, Monona, Osceola, Plymouth, Pocahontas, Ringgold,
 Shelby, Wayne, Winnebago, and Worth.

P A R T   II

A COMPREHENSIVE PLAN

FOR

COMBATING JUVENILE DELINQUENCY

A NEW APPROACH

(A Comprehensive Plan for Combating Juvenile Delinquency)

Fiscal and Program Adjustments

Iowa state government has historically concentrated on institutional programs to treat the juvenile with a behavioral problem. As pointed out in the preceding pages, the State training schools for juvenile delinquents at Eldora and Mitchellville are entirely State supported. These institutions are staffed by extremely competent personnel and a recent nationwide survey of juvenile delinquency institutions (A Report of the Juvenile Institutions Project, (Osborne Associates and the National Council on Crime and Delinquency, 1966) indicated that they should be considered among the better all purpose training schools in the nation. This same report made it clear, however, that state institutionalization of a juvenile should be considered as only the final step in any treatment program. It also disclosed that disturbing evidence existed showing that institutionalization of delinquents frequently failed to have any beneficial results and all too often had an actual detrimental effect on the young person's social development.

The State has allowed community delinquency treatment programs to remain the responsibility of the various district courts acting through a juvenile probation office.

The total financial responsibility for these programs has rested upon counties and has been another cost contributing to the heavily burdened property tax roll of Iowa. It is to the credit of responsible local officials throughout Iowa that they have, as a general rule, accepted the short-term financially undesirable responsibility of treating adjudicated juvenile delinquents at the community level whenever their limited treatment resources made this feasible. The current State policy, however, concentrates finances on a "last resort" type treatment program and does nothing to encourage or assist local governments in treating this problem where it really exists, i.e., at the community level. It is our recommendation that legislation be submitted to the next session of the Iowa General Assembly in order to change this costly and relatively inefficient policy.

It is recommended that funds currently appropriated for maintaining the two State training schools be allocated on a formal basis to each of the ninety-nine counties. Each county, in turn, would be charged for the cost incurred in connection with any juvenile from that county committed to one of the two institutions. The objective of the change would be threefold.

It would encourage local initiative and provide funds to be used in a manner that would be most effective in each particular county. As discussed elsewhere in this report,

juvenile delinquency is not a simple phenomenon. The juvenile with a behavioral problem will be handled quite differently in Iowa's rural counties than he will be in one of Iowa's major urban centers. A treatment program, and standards which could be developed regarding it, might be extremely effective in urbanized Polk or Black Hawk County and totally impractical in rural Adams or Cedar County. Although some standards would be necessary, a great deal of discretion should initially be vested in local officials. Effective programs would reward counties as charges for institutionalized youths were kept low, while ineffective programs would require more funds to be spent on maintaining larger numbers at the training schools.

Providing funds for community program development could also encourage the existing trend to utilize community treatment programs and thereby help avoid costly capital expenditures for new or enlarged training school facilities. Bricks and mortar are always costly and common sense demands that efforts be made to develop programs which will not require new construction. Part of the need for new facilities may be alleviated by the planned establishment of a boys' forestry camp. Although the camp provides an additional treatment alternative, it, at best, provides only a partial solution to the problem. Increased community program activity offers an excellent means of providing

long-term relief from capital expansion for State juvenile delinquency programs.

Most important, however, the change could provide funds for much more effective juvenile delinquency treatment programs. Delinquent behavior is a clear and immediate problem to local communities. The goal of any delinquency treatment program is to modify the juvenile's behavior in a manner that will allow him to live a normal and useful life in society. Although institutionalization is necessary in some cases, it can never be a total solution to the problem. A successful program is dependent upon the juvenile being able to function normally in the community. Sad experience has proven that a juvenile who acts properly in a training school does not necessarily act the same way under the normal tensions and temptations of community life.

Formula for Allocating Funds

The estimated population of young people from 10 through 17, the normally accepted juvenile age group, should provide the basis for allocating funds to counties throughout the State. Although a simple basis for distributing funds, it appears to be the fairest guide available. The environmental conditions causing a greater delinquency rate in urban areas are offset by the greater cost of treating the delinquent in rural areas.

All funds appropriated would be allocated to counties throughout the State, but the State would be responsible for costs involved with the commitment of juveniles who did not possess a county of residence in Iowa. Few such juveniles are committed to our training schools and these costs would not be significant. The Department of Social Services should be allocated funds out of the amount appropriated for this program and these funds should remain available until expended. The allocation to the State should be based upon the three prior years' experience and should be reduced by the amount of funds being carried over from prior years.

Experience may prove that this formula needs to be modified. In view of this, the program should be subject to constant evaluation and annual statements reporting on and analyzing the program should be submitted to the General Assembly.

The program will require a commitment from the General Assembly for funding above the level now required to operate the existing institutional programs. The goal of this program should not be to reduce State expenditures in this area, but to avoid vastly increased future expenditures for capital expansion and to obtain more effective results from the money now being spent. Material gathered from the many interviews and surveys carried out in connection with

the current study, generally, indicated that additional funds are required to allow local officials to mount a more effective juvenile delinquency prevention and control program. The bulk of the State's support should be going to the local programs. Iowans must accept the fact that an effective curtailment of juvenile delinquency will require the intelligent expenditures of large sums of money. The program change being recommended will enable much more intelligent use to be made of the funds currently being expended. We must accept the fact, however, that additional funds are needed. Our society is continuously growing and growing more complex, requiring each of us to contribute more to the common good. Reluctance in the past to accept responsibility for effectively dealing with crime and delinquency has contributed much to the social crisis that has developed around these problems.

The Division of Statistics and Research of the Department of Public Health should certify to the Iowa Crime Commission the estimated number of 10-17 year olds in each county of Iowa. These population figures should provide the basis for allocating funds. On the basis of a recent demographic study carried out for the Iowa Office for Planning and Programming, it could be anticipated that the $2,697,690 appropriated to operate the two State training schools during fiscal year 1971 would be distributed in the following manner: (Table V)

Table V

Allocation of Funds Based on
State's Juvenile Population

County	Est. Number	Percentage	Allocation
Region I:			
Allamakee	2,213 -	.005054	$ 13,508
Clayton	2,870 -	.006554	17,517
Howard	1,574 -	.003595	9,608
Winneshiek	3,631 -	.008292	22,162
TOTAL		.023495	$ 62,795
Region II:			
Cerro Gordo	7,951 -	.018158	48,531
Hancock	1,844 -	.004211	11,255
Floyd	2,732 -	.006239	16,675
Franklin	1,830 -	.004179	11,169
Kossuth	3,394 -	.007751	20,716
Mitchell	2,010 -	.004590	12,268
Winnebago	1,808 -	.004129	11,036
Worth	1,189 -	.002715	7,256
TOTAL		.051972	$138,906
Region III:			
Buena Vista	3,047 -	.006959	18,599
Clay	2,535 -	.005789	15,472
Dickinson	1,513 -	.003455	9,234
Emmet	2,250 -	.005138	13,732
O'Brien	2,524 -	.005764	15,405
Osceola	1,401 -	.003200	8,553
Palo Alto	1,887 -	.004309	11,517
TOTAL		.034614	$ 92,512
Region IV:			
Cherokee	2,419 -	.005524	14,764
Ida	1,200 -	.002740	7,323
Lyon	2,010 -	.004590	12,268
Monona	1,410 -	.003220	8,606
Plymouth	3,685 -	.008416	22,493
Sioux	4,073 -	.009302	24,861
Woodbury	16,795 -	.038355	102,511
TOTAL		.072147	$192,826

Table V (continued)

County	Est. Number	Percentage	Allocation
Region V:			
Calhoun	1,882 –	.004298	11,487
Hamilton	2,778 –	.006344	16,956
Humboldt	1,780 –	.004065	10,864
Pocahontas	1,692 –	.003864	10,327
Webster	7,598 –	.017352	46,377
Wright	2,618 –	.005979	15,980
TOTAL		.041902	$111,991
Region VI:			
Hardin	3,093 –	.007064	18,880
Marshall	5,491 –	.012540	33,516
Poweshiek	3,239 –	.007397	19,770
Tama	2,816 –	.006331	16,921
TOTAL		.033332	$ 89,087
Region VII:			
Black Hawk	25,279 –	.057730	154,294
Bremer	3,813 –	.008708	23,274
Buchanan	3,350 –	.007650	20,446
Butler	2,331 –	.005323	14,227
Chickasaw	2,050 –	.004682	12,514
Fayette	4,140 –	.009455	25,270
Grundy	1,872 –	.004275	11,426
TOTAL		.097823	$261,451
Region VIII:			
Delaware	2,845 –	.006497	17,364
Dubuque	16,256 –	.037124	99,221
Jackson	3,539 –	.008082	21,601
TOTAL		.051703	$138,186
Region IX:			
Clinton	8,719 –	.019912	53,219
Muscatine	5,025 –	.011476	30,672
Scott	22,329 –	.050993	136,288
TOTAL		.082381	$220,179
Region X:			
Benton	3,350 –	.007650	20,446
Cedar	2,573 –	.005876	15,705
Iowa	2,371 –	.005415	14,473
Jones	3,319 –	.007580	20,259
Johnson	14,279 –	.032609	87,154
Linn	29,652 –	.067717	180,987
Washington	2,559 –	.005844	15,619
TOTAL		.132691	$354,643

Table V (continued)

County	Est. Number	Percentage	Allocation
Region XI:			
Boone	3,724 —	.008505	22,739
Dallas	3,220 —	.007354	19,655
Jasper	5,443 —	.012430	33,222
Madison	1,394 —	.003184	8,510
Marion	3,479 —	.007945	21,235
Polk	49,499 —	.113248	302,661
Story	11,340 —	.025898	69,217
Warren	3,977 —	.009082	24,273
TOTAL		.187646	$501,512
Region XII:			
Audubon	1,344 —	.003069	8,202
Carroll	3,509 —	.008014	21,419
Crawford	2,256 —	.005152	13,770
Greene	1,658 —	.003786	10,119
Guthrie	1,420 —	.003243	8,668
Sac	2,125 —	.004853	12,971
TOTAL		.028116	$ 75,149
Region XIII:			
Cass	2,149 —	.004908	13,118
Fremont	980 —	.002238	5,981
Harrison	1,966 —	.004490	12,000
Mills	1,605 —	.003665	9,795
Montgomery	1,504 —	.003435	9,181
Page	2,127 —	.004857	12,981
Pottawattamie	15,579 —	.035578	95,089
Shelby	2,295 —	.005241	14,008
TOTAL		.064412	$172,153
Region XIV:			
Adair	1,131 —	.002583	6,904
Adams	735 —	.001679	4,487
Clarke	806 —	.001841	4,920
Decatur	1,156 —	.002640	7,056
Ringgold	751 —	.001715	4,584
Taylor	907 —	.002071	5,535
Union	1,495 —	.003414	9,125
TOTAL		.015943	$ 42,611

Table V (continued)

County	Est. Number	Percentage	Allocation
Region XV:			
Appanoose	1,371 –	.003031	8,101
Davis	1,066 –	.002434	6,506
Jefferson	2,371 –	.005415	14,473
Keokuk	1,802 –	.004115	10,998
Lucas	1,126 –	.002571	6,871
Mahaska	2,945 –	.006726	17,977
Monroe	1,128 –	.002576	6,885
Van Buren	1,036 –	.002366	6,324
Wapello	866 –	.001978	5,287
Wayne	5,807 –	.013262	35,445
TOTAL		.044474	$118,867
Region XVI:			
Des Moines	6,652 –	.015191	40,601
Henry	2,363 –	.005396	14,422
Lee	6,116 –	.013967	37,329
Louisa	1,224 –	.002795	7,470
TOTAL		.037349	$ 99,822

Total County Allocation	100%	$2,672,690
Department of Social Services Allocation		25,000
TOTAL APPROPRIATION		$2,677,690

Protection of the Present Facilities

The Legislature would need to set aside a basic level of support for the two training schools during the time of adjustment, should their resident population be drastically reduced. Some of the basic overhead costs could not immediately be eliminated. At the end of a four-year period, the entire system of correctional training schools should be revised and program and facility adjustments made. Provision should be made for more intensive treatment of the most severe cases with a much reduced population.

Use of Funds

The funds allocated to the county could be used for any community program designed for neglected, dependent or delinquent children. They could also be used to pay the costs incurred by any juvenile who is committed and treated at one of the State training schools. The county would not automatically receive the funds. An application would have to be submitted to the Iowa Crime Commission setting forth the manner in which the funds would be used. Innovation should be encouraged and the Crime Commission should approve applications for first year funding unless there is agreement among responsible professionals that the project could not be beneficial. There should be a stringent requirement, however, that

accurate records be maintained and projects should be carefully evaluated in order to determine if they merit continued funding. The Report of the President's Commission on Justice and the Administration of Justice stated that it had found many needs of law enforcement and the administration of criminal justice, but "what it has found to be the greatest need is the need to know."

It is recommended that authority be given to use the allocated funds in connection with community programs for the dependent and neglected as well as the delinquent because of the similar problems shared by young people in each of the three groups. The theory in all three cases is that the young person needs assistance or protection in order to be able to become a useful adult member of society.

Funds should be awarded to the County Board of Supervisors for use within the county at the direction of the Juvenile Court. Local crime commissions have already been established in some parts of the State and the act should require that similar groups be established to act as juvenile delinquency advisory committees in those counties receiving funds under this program. Every effort should be made to insure that a comprehensive attack is made on juvenile delinquency at the local level. A broadly represented juvenile delinquency advisory committee with authority to review and comment on local applications would help insure that this would happen.

. Counties should be encouraged to consider acting with neighboring counties in developing their treatment programs. Smaller counties could particularly benefit from being able to purchase more sophisticated treatment from neighboring larger counties. This would be true in connection with professional personnel such as psychologists or facilities such as group homes which smaller counties would not be able to independently support.

The allocation should be used to supplement and not replace existing local funds. The objective of this approach is to encourage increased community activity and a standard "maintenance of effort" clause should be included in this program's generic legislation.

Administration and Technical Assistance

The Iowa Crime Commission should provide administrative direction for this program. Any effective attack on juvenile delinquency must be comprehensive in scope and the Commission was designed to insure that this trait would be reflected in the projects for which it provides financial support. The Commission has already assembled a staff possessing the administrative and program evaluation ability required for this approach.

As discussed elsewhere in this report, the solution to the problem of juvenile delinquency is not merely a

matter of applying more of the same. A successful effort
will require the intelligent use of limited resources. The
Commission staff should work with local communities in de-
veloping a juvenile delinquency prevention and control system
that is as effective as limited resources will permit. The
technical assistance staff, when fully developed, should in-
clude among its members, individuals whose training and ex-
perience make them among the foremost experts in Iowa on
juvenile delinquency prevention and control. Although such
a staff will be difficult to recruit, it is imperative that
its members possess a broad knowledge of the system and the
most current information on what can be done to improve it.
It is recommended that consultants from such professional
and public interest organizations as the International Asso-
ciation of Chiefs of Police and the National Council on
Crime and Delinquency be liberally used until staff capa-
bilities are adequately developed.

The Iowa Crime Commission currently has responsi-
bility for administering law enforcement assistance programs
authorized under the Omnibus Crime Control and Safe Streets
Act of 1968 and the Juvenile Delinquency Prevention and
Control Act of 1968. Some of the administrative costs in-
curred by the Crime Commission could properly be paid
out of planning grants available to the State under both Acts.
The Commission should also apply for financial assistance

under Section 303 of the Juvenile Delinquency Prevention
and Control Act. This section authorizes the Secretary of
the Department of Health, Education and Welfare to make
grants "to any State agency which is able and willing to pro-
vide technical assistance to local public agencies and non-
profit private agencies and organizations engaged in or
preparing to engage in activities for which aid may be pro-
vided under this Act. No such grant may exceed 90 per centum
of the cost of the activities of the State Agency with re-
spect to which such grant is made."

Costs which exceed the amount available to the Com-
mission for such activity, under one of the Acts discussed
in the preceding paragraph, should be considered as part
of the cost of institutionalization and handled as a charge-
back to the counties for State institutionalized juvenile
delinquents. That is, the portion of the Commission's
budget devoted to this program which exceeded available
federal funds would be paid by those counties committing
juveniles to the training schools.

Long-Range Effect on State Training School Programs

The implementation of this recommendation can be
expected to result in a reduced institutional population and
should allow juveniles who are committed to receive a more
intensive individualized treatment program. This assumption

is based on the knowledge that a significant number of juve-
niles, who could be retained within the community, if treat-
ment resources were available, are now being committed to
State training schools. The county allocation will mean
that communities will be financially able to expand their
local treatment program and care for some juvenile whom they
now have to refer to the State.

The training schools will still be needed to treat
some juveniles. Society does have to be protected from the
violent offender and this is true even though he may be a
juvenile. It would be logical to assume that most, and per-
haps all, juveniles who have been found to have committed
crimes such as armed robbery, assault with a deadly weapon,
forcible rape, unusual sex offenses, or voluntary man-
slaughter would be referred to the training schools for
treatment. In other cases, local officials and the juvenile
court judge might conclude that a juvenile would best respond
to the structured program available at the training school.
The State funds allocated to the county would be available,
of course, to help pay the cost of such institutional treat-
ment.

It could not be expected that there would be a direct,
immediate relationship between the cost of operating the in-
stitutions and the reduction in youths committed. Certain
fixed costs would remain virtually the same. This, by it-
self, would result in the daily cost per trainee increas-
ing as the total institutional population was decreased.

Costs per trainee might also be expected to increase as the institutional population became composed of juveniles with more severe delinquency problems which required more sophisticated treatment programs.

It will have to be recognized that a county which fails to utilize the funds allocated to it to improve its community treatment program may be required to utilize some local funds to pay some of the costs of institutional treatment for its juveniles. In the past, there has been no financial incentive for counties to develop community treatment programs. A county which failed to act in this area could refer any juvenile for treatment to the training school and the entire cost would be assumed by the State. An examination of commitments from 1960-1968 will show that some counties relied upon the training schools much more than others. Although there are a number of explanations for this situation, it does result in a county which is willing to invest in an effective local treatment program being unable to directly benefit from the savings resulting from diverting juveniles from the training schools. The recommended approach would have a built-in financial incentive to deal with the problem locally.

Table VI

1968 STATE TRAINING SCHOOL COMMITMENTS COMPARED BY REGION* TO 1970 PROJECTED JUVENILE POPULATION

	Percentage of Total	
Regions	Commitments	Juvenile Population
I	1.1	2.3
II	3.9	5.2
III	1.9	3.5
IV	11.3	7.2
V	3.3	4.2
VI	4.1	3.3
VII	10.5	9.8
VIII	2.5	5.2
IX	12.7	8.2
X	8.5	13.3
XI	25.6	18.8
XII	1.4	2.8
XIII	2.8	6.4
XIV	1.9	1.6
XV	4.1	4.4
XVI	4.4	3.7

*Regions are the multi-county areas listed on Pages II-7 through II-10.

General Recommendations for Community Delinquency Prevention

- There should be a very broad effort to inform the public in general of the problems of delinquency and the opportunities for prevention. This should include regional seminars on behavioral problems of young people and family relationships.

- Basic to delinquency and crime is prejudice, indifference, disregard, deprivation of resources and disrespect toward property rights of others. Communication, understanding and discussion of these important areas of human relations is often neglected causing additional problems. To assist in correcting our human failures and prejudices, it is suggested that workshops on community-police relations be sponsored in various locations in the State to allow for discussion and identification of areas of concern. The National Conference of Christians and Jews has considerable experience in this area and could be called upon for assistance.

- Increased effort must be devoted to policies which alleviate the basic causes of delinquency - e.g. poverty, etc.

- Basic community programs need financial assistance.

- The concept of local youth service bureaus should be encouraged.

Interagency Improvements

- The Iowa Crime Commission should establish and maintain a statistical center to serve as a clearing house for information on delinquents and delinquency. The center should

include consulting personnel to work with local communities in program development and implementation.

- A series of seminars should be held in regional centers throughout the State to promote the inter-agency informational flow and improved knowledge of the total system and all of the components.

- The State Department of Social Services should purchase aftercare services from the local probation office whenever the local staff meets professional standards.

- The CAMPS organizations should devote special attention to the problems of delinquency.

Schools

- Laws should be clarified as to the responsibility and authority of local school officials.

- Consideration should be given to compulsory education to age 17, or high school graduation. The young person, sixteen or under, who is turned loose, has extreme difficulty in finding a job and then is likely to become a delinquent.

- Sufficient time should be available for school counselors to work with children having behavioral problems.

- Specific attention should be devoted to the early identification and treatment of pre-delinquent children and children generally in need of special services.

Welfare

- Special in-service training programs should be developed for community social workers in dealing with young people experiencing behavioral problems.

- Special effort should be exerted toward development of foster homes for children whose home environment is a major contributor to their delinquent behavior.

- Increased efforts should be authorized for finding employment opportunities for the children of welfare families in order that they might develop work habits and enhance their concept of self worth. No penalty whatever should be made against state benefits because of the earnings of a welfare family youth.

Mental Health

- Local Community Mental Health Centers should receive every possible public assistance. Special attention should be devoted to children (and their families) with behavioral problems.

- Increased cooperation between probation and parole workers and the mental health clinics should be fully encouraged.

- Special educational efforts, by mental health centers, should be developed for their appropriate area, dealing with youth behavioral problems and family interrelationships.

- Increased provisions should be made for treatment of delinquents in the State mental health institutes.

- There should be a Statewide effort to attract and retain the best qualified staff persons possible.

Employment

- The State Employment Security Commission should place the emphasis, given by Governor Ray to the Summer Youth Opportunity Program, on a year-around program.

- One staff person, in each of the local employment offices, should be given responsibility for job placement of problem young people. This person should also have responsibility for year-around job development.

- The "new careers" concept should be fully implemented for young people.

- Young people should, whenever possible, be employed part-time on a year-around basis by State and local agencies to provide public services in accord with their skills.

Courts, Probation, and Parole

- Adopt the Family Court concept in Iowa.

- Increase the staff of juvenile court, especially in the area of probation services.

- Combine the probation and parole functions.

- Improve physical facilities for probation and parole activities.

- Increase use of multi-county regions for probation and parole services.

- Increase utilization by probation and parole officers of existing community resources.

Enforcement

- There should be an in-depth training program on the special needs and services in dealing with the delinquent youth.

- Increase public support for existing efforts of law enforcement officials and understanding of the many real problems they encounter.

- Assign a specific juvenile officer or bureau whenever possible.

- Increase financial support for law enforcement agencies.

Correctional Institutions

- There should be a complete re-evaluation of the present programs offered in the State institutions (Mit- chellville, Eldora, Toledo, and Davenport) in order to determine if the service and treatment provided is meeting the needs of the child and the expectations of the courts and the general public.

- Education, as a basic function at the four institutions, should be provided in community schools (with State financial support). Only short-term, intensive, remedial programs should be provided in the institution. These remedial programs should utilize the latest and best teaching aids and audio-visual tools.

- Volunteer services should be expanded in the institutions to draw upon the lay person who has much to offer children in need of warmth and understanding.

- Iowa is in need of a specialized facility to serve the child with serious handicaps - physical, emotional, or intellectual. Young people in these categories are committed to the correctional training schools where there is a lack of sufficient psychiatric, nursing, mental retardation, and medical disciplines.

- All Iowa communities of 10,000 or more people should have an established youth shelter to care for the child who must be removed from the home, pending corrective measures in the family unit. These shelters could be private homes staffed by a competent and sensitive couple under the supervision of the local probation officer.

- Juvenile Detention Centers should be provided in each of the ten Area Social Service Centers. Staffing should include psychiatric consultation, social case work, psychological testing and counseling, nursing care, dietary and recreational specialists. These centers should be utilized by

juvenile judges for evaluation studies. In time the reg-
ional centers should entirely replace the existing training
schools. Long-term, severe cases should be sent to one of
the mental health institutes.