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A DESCRIPTION AND DISCUSSION OF
MINORITY OVERREPRESENTATION
IN IOWA'S JUVENILE JUSTICE SYSTEM

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ACKNOWLEDGMENTS

This report was made possible through the vision, direction and support of the Iowa Juvenile Justice Advisory Council and its chair, Allison Fleming, and through the guidance offered by the Minority Overrepresentation Task Force convened by the Advisory Council. Ideas and contributions of many individuals from these two groups brought about the activities on which this report is based.

This report also would not have been produced were it not for Deborah Wysinger, the initial catalyst, Eugene Rhoden and others within the Office of Juvenile Justice and Delinquency Prevention. The special assistance provided by William Feyerherm and Carl Pope, consultants to the Office, was also greatly appreciated.

Michael Leiber's efforts and contributions are evident throughout the report, but special thanks are offered here for his patience in responding to CJJP staff questions, requests for presentations and a variety of other types of assistance as this report was being prepared.

Also appreciated were the cooperation, support and constructive criticism offered by many people who provided the data and/or allowed their activities to be researched, including chief juvenile court officers Burt Aunan, Dan Conway, Pat Hendrickson and Steve Smith and their staff; local law enforcement and jail administration officials; directors and staff from Iowa's juvenile detention facilities; officials from the Iowa Department of Human Services, including Eric Sage, Tim Carroll, Steve Huston, Dave Engels, and Tammi Christ; and the many agencies, community groups, youth and others who participated in town meetings, surveys and other efforts described in the report.

Funding for this report was made possible through a discretionary grant from the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention. Conclusions, opinions and points of view offered in this report are those of the authors, and do not necessarily reflect the official positions or policies of the U.S. Department of Justice, the Iowa Department of Human Rights or any of the individuals, groups or agencies who contributed data or guidance to the efforts described in the report.

Preface

The information contained in this document is meant to be of interest and assistance to state and local policy makers and juvenile justice practitioners throughout Iowa. It is also presented as one product of a federal demonstration grant program and was thus designed to be informative to other states and to the U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention.

The national demonstration grant program, in which the State of Iowa is a participant, is a recent and continuing effort to study and impact the extent of minority overrepresentation in the juvenile justice system. In Iowa, this continuing effort is planned to involve the development of local services and practices in one or more pilot communities to reduce the disproportionate number of their minority youth involved with the juvenile justice system. In many ways, the most important audience of this report may be the officials, service providers, planners, advocacy groups and others from those communities that are demonstrating interest and involvement in this initiative.

The report is meant to serve as a transition document that presents an extensive body of knowledge developed over the last two years. It is presented at this time to document the existence and nature of minority overrepresentation in Iowa; to introduce a variety of data indicators that will be tracked in the years ahead to assess progress in reducing minority overrepresentation; and, to guide decision makers as they continue to develop responses to local, state and national problems that are contributing to the overrepresentation of minority youth in the juvenile justice system.

The information presented in this report has been used to formulate Iowa's plans for its further involvement in the federal demonstration program. It is not meant, however, to be a final report that answers all questions or provides a definitive set of solutions. Rather, its goals are to describe methods used for assessing the scope and nature of minority overrepresentation, to point out the need for a wide range of solutions, and to generate and assist efforts through which targeted solutions are being designed and implemented. Throughout the remaining months of the federal demonstration program, and in the years ahead, conclusions and recommendations offered in this report are expected to be refined and changed as its findings are studied and critiqued by others, as additional data becomes available, and as efforts to reduce minority overrepresentation are developed and assessed.

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SECTION I: INTRODUCTION

Iowa's efforts to address the number of minority youth held in secure facilities were initiated in 1988 when the federal Juvenile Justice and Delinquency Prevention Act (JJDP Act) was reauthorized to require that states address efforts to reduce the proportion of juveniles detained or confined in secure detention facilities, secure correctional facilities, jails, and lockups who are members of minority groups if such proportion exceeds the proportion such groups represent in the general population. The JJDP Act "requirement" became a "mandate" in 1992. The mandate requires states to determine if minority youth are "disproportionately overrepresented" in secure facilities.

Historically, states participating in the JJDP Act have been required to establish an advisory council which, among other activities, assists in developing state plans relating to juvenile justice issues. In Iowa, the Governor has appointed the Juvenile Justice Advisory Council (JJAC) to develop such plans and otherwise oversee the administration of the JJDP Act in Iowa. JJAC activities are staffed by the Iowa Department of Human Rights' Division of Criminal and Juvenile Justice Planning (CJJP).

Through the JJDP Act, Iowa receives formula grant funds which are made available to private and public agencies by the JJAC and CJJP to improve the juvenile justice system. A portion of these formula grant dollars were used to fund a research effort conducted by Michael Leiber, Ph.D., of the University of Northern Iowa (UNI) that examined race and juvenile justice decision making as one of the first steps in Iowa's minority overrepresentation initiative (see Appendix D).

At the request of Iowa's JJAC, CJJP applied for and was awarded a \$100,000 discretionary study grant from the Federal Office of Juvenile Justice and Delinquency Prevention (OJJDP). Iowa is one of a small number of states receiving this grant. Its goals are to help Iowa, OJJDP and other states learn ways to reduce the disproportionate overrepresentation of minority youth in the juvenile justice system. For this report, the study grant and the activities it supported will be referred to as Phase I. The study grant was the first phase of a two-phase, three year federal grant program established to demonstrate ways of addressing the new federal mandate regarding minority overrepresentation.

Phase I funds were used in Iowa to enhance and develop race related data collection activities and to expand the initial Leiber study. Dr. Leiber's efforts have produced a total of three reports. The first report (Juvenile Justice Decision Making in Iowa: An Analysis of the Influences of Race on Case Processing in Three Counties), funded with formula grant dollars, examined quantitative data in Black Hawk, Polk and Woodbury counties. Phase I discretionary funds were utilized to collect quantitative data from Scott County for the second report (Juvenile Justice Decision Making in Iowa: An Analysis of the Influence of Race on Case Processing in Scott County). Additionally, Phase I dollars funded Leiber's efforts to collect qualitative data via interviews and questionnaires to produce the third report (The Disproportionate Overrepresentation of Minority Youth in Secure Facilities: A Survey of Decision Makers and Delinquents).

Information and findings from Phase I have been and will continue to be used to develop a response to reduce minority overrepresentation. To implement the response, CJJP applied for and was awarded the second, or phase II discretionary grant. The time period in which Iowa implements its response will be referred to as Phase II in this report.

The JJAC recognized that special knowledge and expertise would be necessary to effectively proceed with the minority overrepresentation initiative. Prior to Phase I, the JJAC had appointed a group of juvenile justice/community professionals to explore the issues associated with minority overrepresentation. The Minority Overrepresentation Task Force (Task Force) has provided guidance and feedback to assist the JJAC and CJJP in studying and addressing minority overrepresentation.

Much of Phase I activity focused on filling a variety of informational gaps and further defining the extent of minority overrepresentation. Quantitative and qualitative information sources were developed and accessed - not just to identify where overrepresentation exists, but also to examine why it exists. Phase I activities and findings, in some ways, have created as many questions as answers. However, these activities have clearly been useful in establishing dialogues between CJJP and a variety of other groups specific to minority overrepresentation issues. Such dialogue has assisted Iowa in defining the scope of its problem, in collecting information within that scope, and in formulating responses for Phase II of the discretionary grant period.

CJJP, the JJAC and the Task Force will be proceeding with Phase II as a collaborative effort that builds on the data collected during Phase I. The Phase II response will involve community specific initiatives from which new services, policies and procedures will be developed and incorporated, and a statewide cultural competency training initiative in select facilities/organizations. While this document focuses on presenting initial findings from the data collected during Phase I of the discretionary grant, future reports will continue efforts to use this data, along with information from new and ongoing data collection efforts, to facilitate Phase II activities and to otherwise monitor and direct the state's ongoing response to minority overrepresentation in the juvenile justice system.

The next section of this report will focus on providing information from Phase I that describes and assesses the scope and nature of minority overrepresentation in Iowa's juvenile justice system.

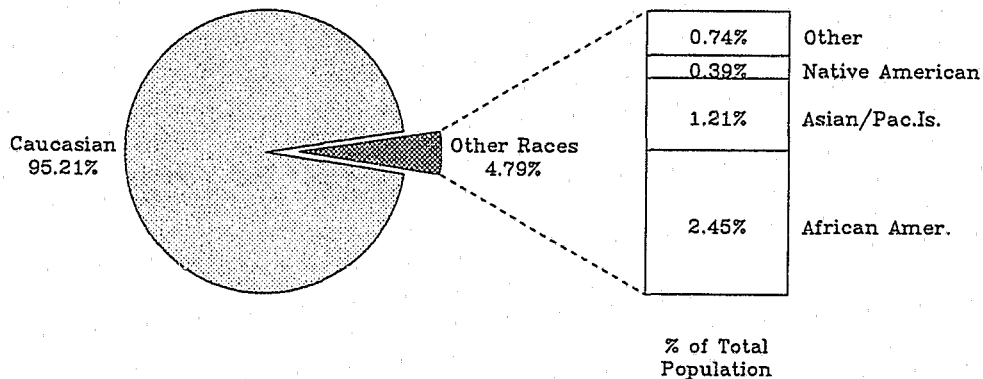
**SECTION II: MONITORING FOR THE
MINORITY OVERREPRESENTATION INITIATIVE**

Census Data

Iowa is a state with a small but growing minority population. Minority youth comprised 4.8 percent of Iowa's population under the age of 18 according to 1990 Census data (see Figure 1), but a Statistical Profile of Iowa, produced by Iowa's Department of Economic Development, predicts that Iowa's minority children will comprise 8.7 percent of the under 18 population by 2010. Hispanic/Latino and Asian populations are the fastest growing minority populations. By the year 2000, non-black minorities will nearly equal African American minority populations and will outnumber them by the year 2010.

Only 17 of Iowa's 99 counties had minority populations of 3 percent or more (see Appendix A). The majority of counties with 3 percent or higher minority populations would be classified as Iowa's more urban centers. It is, consequently, easy to trace certain minority groups to fairly specific urban areas of the state. For example, African American youth (persons under age 18) comprise only 2.45 percent of all youth statewide. However, African American youth comprise 19.05 percent of all youth in the city of Waterloo. The cities of Waterloo and Des Moines contain over half of Iowa's African American population.

Figure 1
Iowa State Population
by Race, 1990



Source: U.S. Bureau of the Census

Note: The census indicates that 1.79% of Iowa's population is Hispanic; these may be of any race, including "Other".

System Overview

When OJJDP requested that states conduct preliminary studies in 1989-90 to determine the scope of minority overrepresentation, Iowa was faced with a lack of quality information (see Appendix B) to describe the numbers and types of juveniles who are involved with the juvenile justice system at its various processing and decision making stages. Such informational gaps made it difficult to determine the extent of minority overrepresentation. Steps were taken during Phase I to immediately complete the development of information that describes minority overrepresentation in Iowa for purposes of planning for Phase II responses. Other activities also were commenced that will provide for the ongoing collection or future availability of race-specific juvenile justice system data.

A major goal of the two initial Leiber studies was to collect and analyze historical case processing data to quickly fill informational gaps. Among other things, the study examined juvenile court case records to track the movements of youth as they progressed through the system and to determine if minority youth were disproportionately underrepresented or overrepresented as they moved from one decision making point to another. Case records from four Iowa counties (Black Hawk, Polk, Scott and Woodbury) with the greatest minority populations were examined. Tables from these Leiber studies are included (see Appendix C) to illustrate how youth of different races progress through the system in these counties.

Leiber was able to document the movement of groups (or cohorts) of youth through the juvenile justice system from the initial referral to judicial disposition to look at differences in the likelihood of receiving the most severe outcome at each of the individual stages. With few exceptions, the cohorts of minority youth were more likely to progress further into the system in larger proportion than were the non-minority youth cohorts. The results indicate that minority youth are overrepresented at various steps of the juvenile justice process. Leiber's summary conclusions from his case processing data are discussed again in Section VII, and presented by Leiber in Chapter One of Appendix D.

The county-specific, case processing flow charts indicate the extent of minority overrepresentation and how it increases or decreases as cohorts of juveniles move from one case processing decision point to another in each of the four counties. There was not consistency among the counties or the types of racial and ethnic groups regarding how, when and to what extent such changes in overrepresentation occur. At least two important conclusions can be drawn from these findings. First, case processing data that aggregates a number of jurisdictions or communities will likely mask or distort situations as they are actually occurring in the separate jurisdictions or communities. Second, considering all non-white youth as a single group similarly masks or distorts the nature and extent of overrepresentation actually experienced by any given racial or ethnic group.

Both of the above conclusions can be considered as obvious warnings for Iowa and other states to: 1) avoid relying only on state-level data when identifying the scope and nature of minority overrepresentation, and 2) examine the scope and nature of minority

overrepresentation separately for each racial and ethnic group.

These conclusions also seem to support the somewhat obvious need to develop responses to minority overrepresentation that recognize differences among groups of people and to realize that the type of response or set of responses that seem necessary in one community may not have a desired impact in other communities.

Findings such as those presented through Leiber's case processing information should be viewed as indicators of the nature and scope, not the cause, of minority overrepresentation in Iowa's juvenile justice system. This type of analysis was considered an appropriate and important first step in gaining a better understanding of minority overrepresentation, where it occurs and to what extent. It shows where system decisions are made that have the impact of reducing or increasing disparity. Such bivariate analyses indicate that differences are apparent involving race and decision making outcomes. However, such associations, by themselves, do not indicate racial bias. Other variables (i.e. age, history of delinquency, number of current charges, severity of charges, etc.) are factors that likely account for much of the observed decision making patterns.

To determine the extent to which race, rather than other variables, may be having an affect on decision making, Leiber conducted a series of multivariate analyses to isolate the impact of different factors on decision making. Details of the multivariate analyses, as well as a more thorough background of how the study was conducted, is more fully discussed in Section III of this report and in Appendix D.

Leiber's case processing data was an important first step in obtaining information on decision making in the juvenile court and in documenting the extent of overrepresentation at the different stages of the juvenile court process. However, Iowa's long term response to existing informational gaps involved the development of programing to extract data from the Iowa Court Information System (ICIS), a new automated data system being phased in across the state. Iowa intends to use the ICIS data to track populations of youth through the major decision making points of the juvenile justice system on an ongoing basis. The ICIS system is more fully discussed in Section V of this document.

The rest of the information in this section discusses the extent of minority overrepresentation in various specific settings (i.e. jails, juvenile detention facilities, the Boys State Training School, etc.). Since the populations of these settings are made up of youth from across the state, data was collected to identify the home communities of the juveniles placed in such facilities. In most cases, it can be seen that the minority youth in juvenile justice placements are from a fairly small number of counties with sizeable minority populations. Given the projected rate of minority population growth, it is also assumed that community-specific responses will need to proactively address foreseeable community changes.

Jail/Lockup Data

Background

CJJP has historically collected information from jails and lockups. This information is specifically utilized for determining whether jail/lockup holds are taking place in compliance with the JJDP Act. The minority overrepresentation initiative has expanded the focus of the jail/lockup data collection initiative. Race and gender are now necessary aspects of the data that is to be collected, analyzed and reported. The jail data will be used as Iowa moves into Phase II as one measure of the effectiveness of minority overrepresentation responses. It should be noted that only three racial/ethnic groups were identified in the jail/lockup data (Caucasians, African Americans and Hispanic/Latinos).

Findings

Jails/lockups held 152 youth in SFY 1992 (see Figure 2, following page). Minority youth comprised 37% of the youth held in those facilities. The small number of youth detained in Iowa jails and lockups tend to limit the utility of a detailed analyses of population characteristics that may be more helpful as planning information in jurisdictions with larger populations of jailed juveniles. However, the following statistics will provide a benchmark of information for future comparative studies and monitoring efforts.

There were 85 juvenile court youth in jails/lockups during SFY 1992 (see Figure 3, following page). Police lockups are used predominantly to hold those youth. Minority youth comprised 20% of all juvenile court youth held in jail/lockups. African American youth comprised 19% of all juvenile court youth. Most juvenile court holds are brief and transitional (i.e. utilized for the processing; identification; and transfer of youth to parents, juvenile detention or services) because they are subject to either 6 or 24 hour time restrictions pursuant to both state and federal laws.

Youth waived to adult court comprised 44% of all youth held in jails in SFY 1992 (see Figure 4, following page). Minority youth comprised 58% of all youth held in jails that were waived to adult court. African Americans comprised 53% of all youth held in jails that were waived to adult court. Length of stay for all waived youth averaged 38.10 days (see Table 4). Lengths of stay were longer for Caucasian males (43.97 days) and African American females (70.42 days). Lengths of stay were shorter for Hispanic/Latino males (6.82) days.

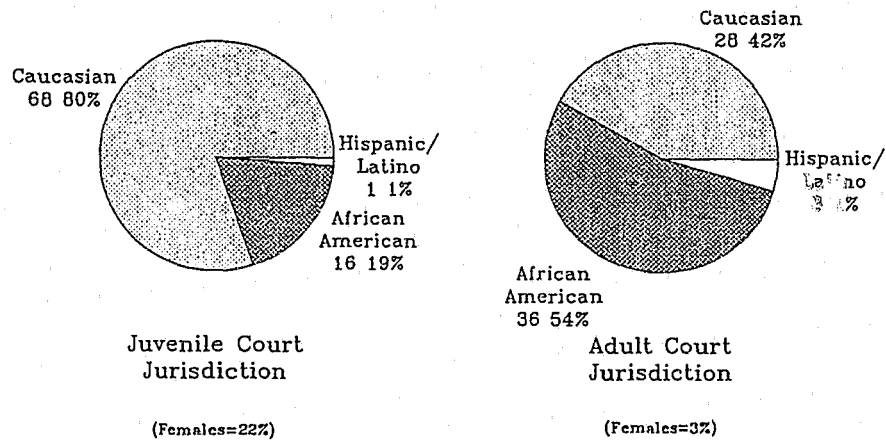
Females comprised 14% of all youth held; 22% of juvenile court youth and 3% of adult waived youth held. Only 2 waived female youth were held and both of those youth were African American.

Black Hawk, Polk and Scott counties accounted for 93% of all minority youth held in jails/lockups statewide (see Figure 5, page 8). Additionally, these three counties account for 97% (n=38) of the waived youth held in jails/lockups.

Figure 2
Adult Jails and Lockups
Number of Youth Held, SFY 92

LOCATION		GRAND TOTALS	Caucasian	African American	Hispanic Latino
Statewide	Total	152	96	52	4
	Male	131	77	50	4
	Female	21	19	2	0

Figure 3
Youth Held in Jails/Lockups, SFY92

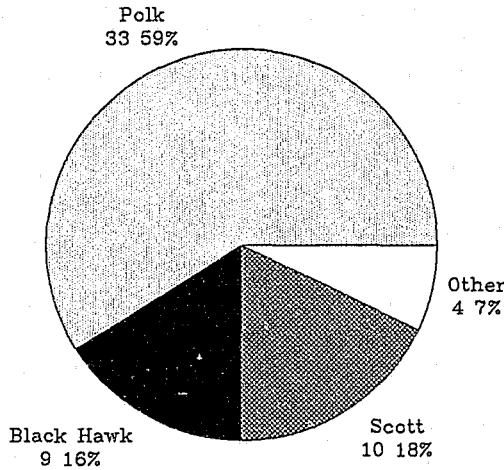


Source: CJJP

Figure 4
Adult Jails and Lockups
Average Days Held for Youth Waived to Adult Court, SFY 92

LOCATION		GRAND TOTALS	Caucasian	African American	Hispanic Latino
Statewide	Total	38.10	43.97	37.14	6.82
	Male	37.11	43.97	34.13	6.82
	Female	70.42	0.00	70.42	0.00

Figure 5
 Minority Youth Held in Jails/Lockups
 by County, SFY92



African Americans = 52
 Hispanic/Latino = 4

Source: CJJP

Comments

The data indicates that two different youth populations are presently being held in Iowa jail/lockups. The first population is comprised of juvenile court youth which are being held in a transitional status as was discussed above for a short period of time. Youth waived to adult court are the other population being held, and their holds average over a month. Minority youth are disproportionately overrepresented in both populations. Minorities are more greatly overrepresented in the youth waived to adult court population. Females had low numbers in the categories of both waived and juvenile court youth. The only 2 waived females held in jail were African American. Most of the waived and juvenile court minority youth held are from Polk, Black Hawk and Scott counties.

Juvenile Detention Facility Statistics

Background

As part of Phase I, CJJP staff met with the directors of the state's juvenile detention facilities to develop a new data collection instrument for juvenile detention facilities. Prior to that time data from juvenile detention facilities had been limited to identifying numbers of status offenders held in those facilities to make compliance determination per the JJDP Act. CJJP has now established a regularly updated data base with information collected from all nine of Iowa's juvenile detention facilities. The data base contains

information on all youth released from juvenile detention facilities beginning July 1, 1991. Discussion of the selected data items and their relevance to the minority overrepresentation initiative is provided below. It must be stressed that overall numbers of certain minorities groups were fairly low as discussed below. The low numbers of some groups, as was the case for all minorities in adult jails, may limit the utility of detailed analyses for other than future comparative and monitoring purposes.

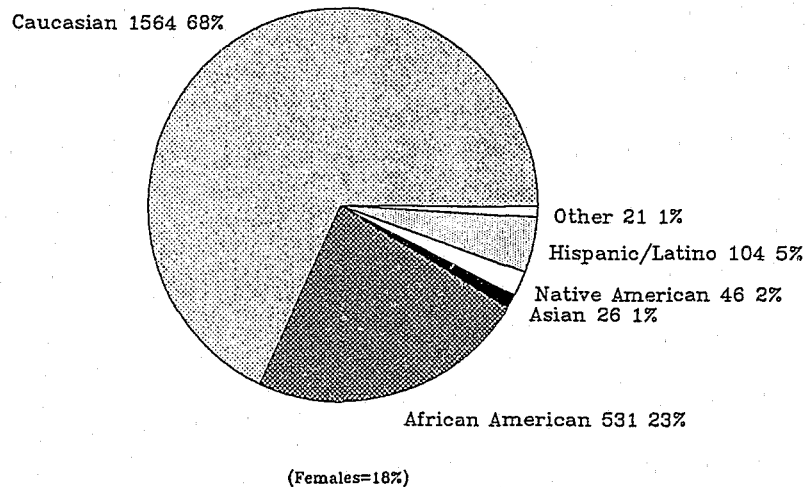
The data base was established utilizing information at time of release because it was felt that the information would be the most complete and accurate at that time. It should also be noted that one of the race categories included below is "Other". The category was provided for those youth not included in any of the more specific racial/ethnic groups. It is believed that many of the youth listed in the "Other" racial/ethnic group are bi-racial.

Please note that two facilities (Montrose and Chariton) were only in operation a portion of SFY 1992, and therefore, the data is not representative of an entire year's operation for those facilities.

Race Composition of Youth Held

The data indicates that 32% of all youth held in juvenile detention facilities in SFY 1992 (see Figure 6) were minority youth. Census data from 1990 reflects that combined minority populations in Iowa for youth under the age of 18 made up only 4.8%

Figure 6
Juvenile Detention Population
by Race, SFY92



Source: CJJP

of all youth. The data clearly reflect that minority youth are disproportionately overrepresented in Iowa's juvenile detention facilities.

Additionally, data (see Figure 7, following page) which provide race breakdowns for each of Iowa's nine juvenile detention facilities show the majority of Iowa's minority youth are being detained in just a few of Iowa's facilities(see also Appendix E). For example, the African American youth held in the Des Moines, Davenport and Waterloo juvenile detention facilities account for 71% of all African American youth held across the state, and the Native American youth held in the Sioux City juvenile detention facility account for 48% of all Native American youth held statewide.

It can also be seen that most minority youth are held for just a few Iowa counties. For example, by adding together the minority youth held for just six Iowa counties (Black Hawk, Linn, Polk, Pottawattamie, Scott and Woodbury Counties) it is possible to account for 77% of the minority youth held in juvenile detention facilities in Iowa (see Figure 8, page 12).

Number of Days Held

The average number of days held in detention was computed for youth held on a statewide basis (see Figure 9, page 13). The statewide data reflects that holds for some groups of minority youth, (African American, Asian, Other and Hispanic/Latino youth), were longer than for Native Americans or Caucasians. The extent to which longer holds are associated with offense severity is discussed in a later section.

Also, the average number of days held is longer for youth waived to adult court (see subsection, "Youth Waived to Adult Court in Juvenile Detention"). Minority youth were a significant portion of the youth held in detention who had been waived to adult court. This, together with the fact that youth waived to adult court experienced greater lengths of stay, could help explain why some groups of minority youth have longer length-of-stay averages.

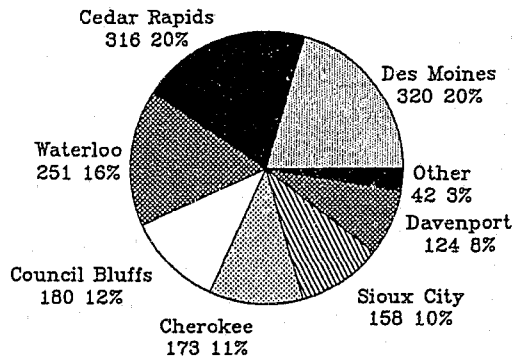
Additional analysis was done for individual facilities (see Appendix F). The number of days held also varied among the nine facilities . For example, the Cedar Rapids facility had a combined average number of days held of 6.77 days, as compared to the Waterloo facility which had an average of 11.54 days.

Lengths of stay were longest for African American and Other females (see figure 9). Their average length of stay was longer than that of African American and Other males. For all racial and ethnic groups other than Caucasian, females appear to be held longer than males.

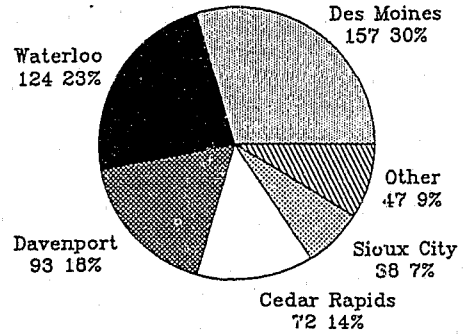
Figure 7

Juvenile Detention by Race by Facility, SFY92

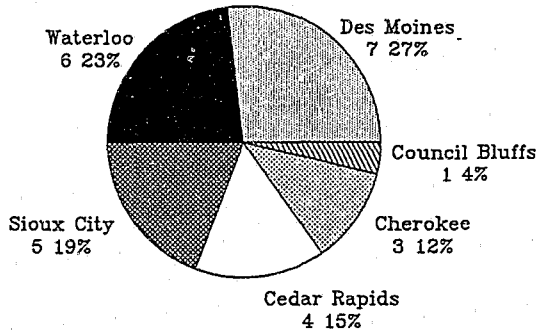
Caucasians



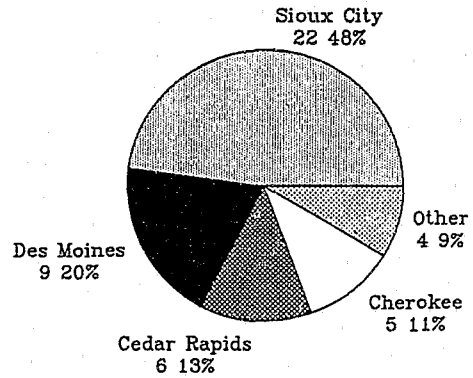
African Americans



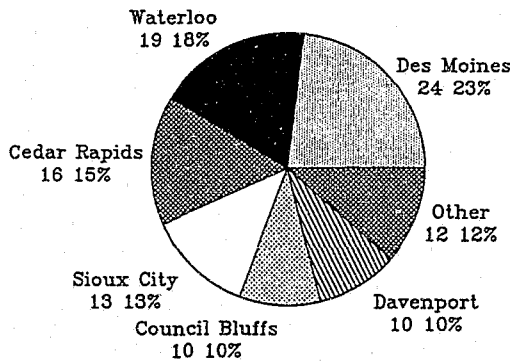
Asians



Native Americans



Hispanics/Latinos



Other Races

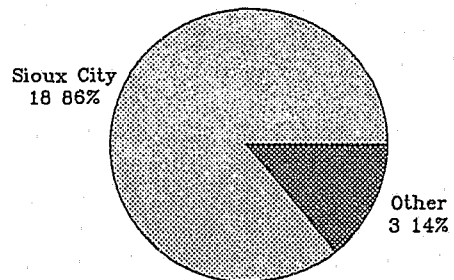
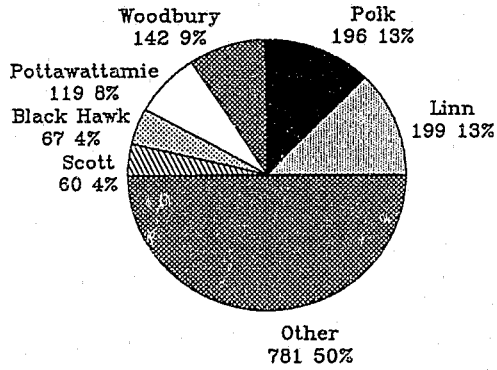
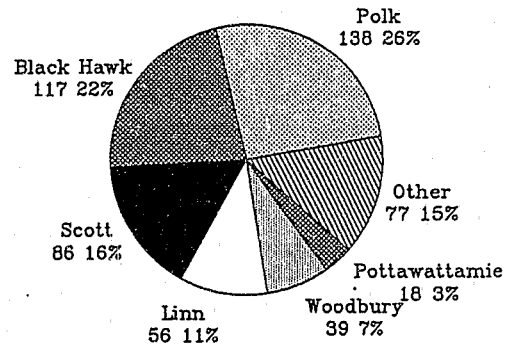


Figure 8
 Juvenile Detention by Race
 Selected Counties, SFY92

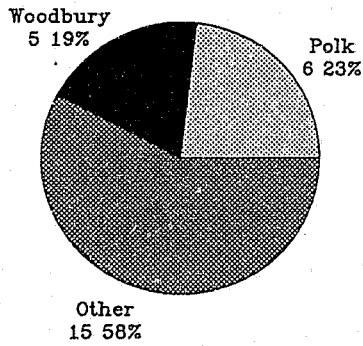
Caucasians



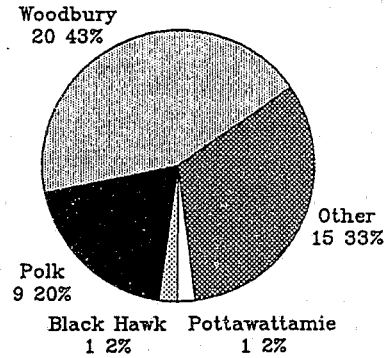
African Americans



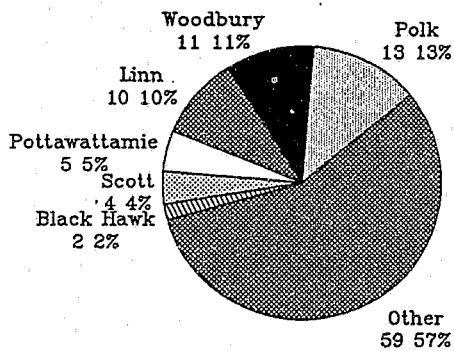
Asians



Native Americans



Hispanics/Latinos



Other Races

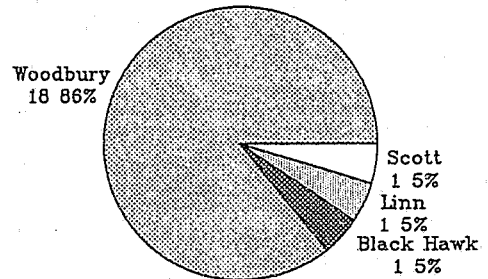
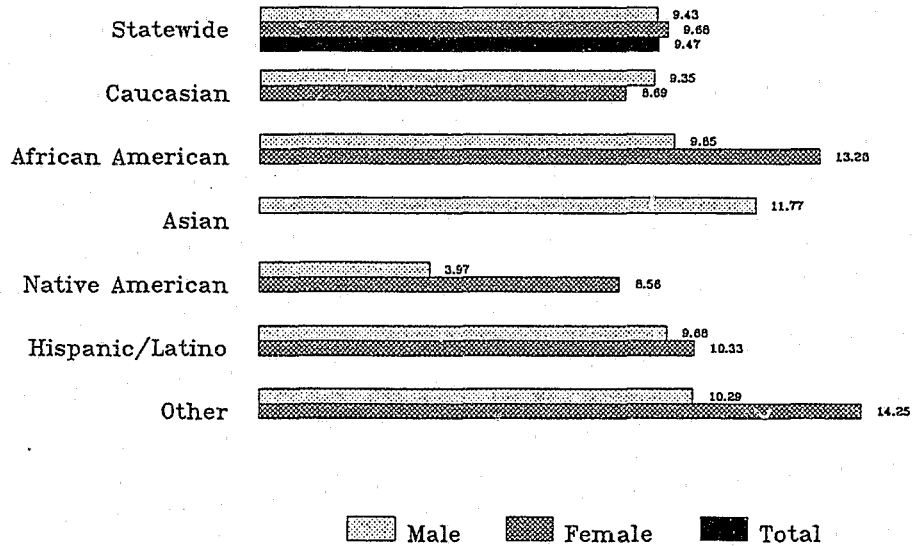


Figure 9
 Statewide Juvenile Detention
 Average Number of Days Held, SFY92



Source: CJJP

Age at Admission

The juvenile detention facility statistics shows that African American, Asian and Other youth are younger than Caucasians, Native Americans and Hispanic/Latino youth (see Figure 10, following page). Native American males had the highest average age (16.41 years) at admission, while females (15.56 years) were, in general, younger than males (16.06 years) when admitted to detention facilities. An analysis of race indicated some variation among the nine juvenile detention facilities in average ages at admission, but on a fairly consistent basis, females had lower ages than males at time of admission (see Appendix G).

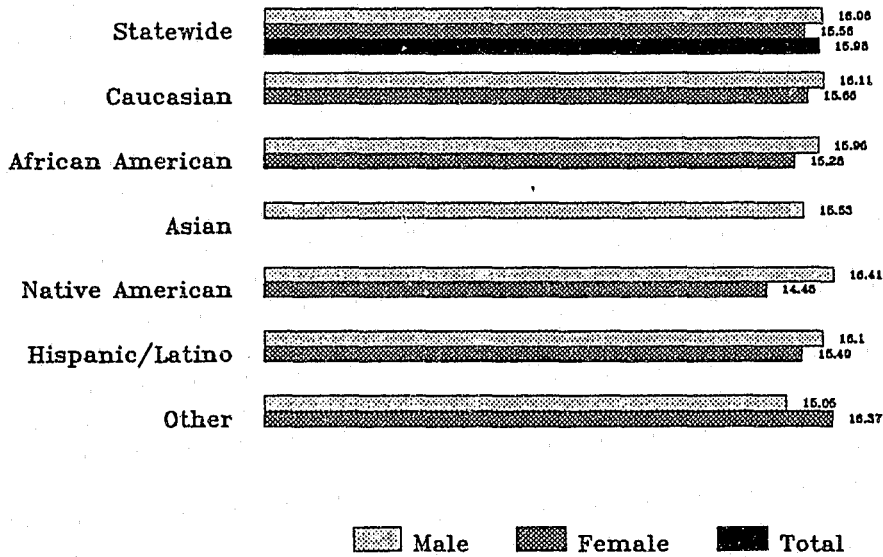
Youth Waived to Adult Court in Juvenile Detention

Figure 11 (following page) clearly reflects that minority youth, particularly African American youth, accounted for a large percentage (38%) of all youth waived to adult court who were held in juvenile detention facilities in SFY 1992.

As was also previously indicated, waived youth had much longer lengths of stay than nonwaived youth (see Figure 12, page 15).

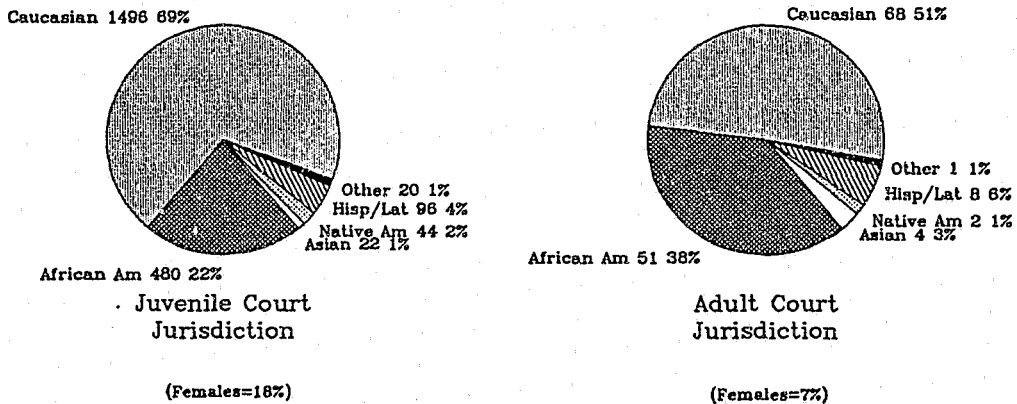
When examining the ages of detained youth waived to adult court (see Figure 13, page 15), it was found that waived youth are somewhat older than the overall population of youth held in juvenile detention facilities (see Figure 10 and Appendix G).

Figure 10
 Statewide Juvenile Detention
 Age at Admission, SFY92



Source: CJJP

Figure 11
 Juvenile Detention Race Breakdown, SFY92
 Juvenile Court vs. Adult Court Jurisdictions



Source: CJJP

Figure 12
Juvenile Detention
Average Number of Days Held
Youth Waived to Adult Court, SFY 92

Location	Males	Females	Totals
Statewide	14.79	9.25	14.46
<i>Caucasian</i>	16.38	12.00	16.06
<i>African Americans</i>	12.13	4.67	11.69
<i>Asian and Pac. Is.</i>	27.00	0.00	27.00
<i>Native Americans</i>	1.00	0.00	1.00
<i>Hisp/Latino</i>	15.88	0.00	15.88
<i>Other</i>	12.00	0.00	12.00

Figure 13
Juvenile Detention
Average Age at Admission
Youth Waived to Adult Court, SFY 1992

Location	Males	Females	Totals
Statewide	17.37	17.95	17.40
<i>Caucasian</i>	17.50	17.81	17.52
<i>African Americans</i>	17.38	18.18	17.42
<i>Asian and Pac. Is.</i>	16.23	0.00	16.23
<i>Native Americans</i>	16.49	0.00	16.49
<i>Hisp/Latino</i>	17.06	0.00	17.06
<i>Other</i>	17.37	0.00	17.37

Offenses

The data from juvenile detention facilities was examined to assess the extent to which the alleged offenses of the detainees may vary by race (see Appendix H). Offenses were categorized as being against persons or property offenses; and felony or misdemeanor level offenses. The data base itself contains a certain number of undefined level offenses, because some facilities were not able to submit specific offense information on all holds (i.e. facilities can indicate that a given youth was held for a theft charge, but cannot indicate the level of theft for which a youth was held). Information on the actual numbers of undefined offenses is included in Appendix H. CJJP is taking steps to lower the percentages of undefined offense levels for future data collection and analysis activities.

Detention centers are currently only reporting the most serious offense for which a youth was admitted. It also should be pointed out that some of the figures displaying detention facility offense-related data exclude operating while intoxicated (OWI) offenses (n=20) as well as status (i.e. possession of alcohol or tobacco) and non-offenses (i.e. child in need of assistance) (n=18). The former category is excluded because it was felt that OWI's do not fit neatly in either the person or property (person/nonperson offense) categories; status and non-offenders were excluded because they are not criminal or delinquent acts.

Offenses Against Persons and Property Offenses

Seventy percent of all youth held in juvenile detention facilities (see Appendix I) in SFY 1992 (see Figure 14, following page) were held due to property offenses (n=1569). Thirty percent of all youth held in juvenile detention facilities in SFY 1992 were held due to offenses against persons. Examples of property offenses include theft, burglary, criminal mischief, etc. Examples of offenses against persons include assault, robbery, sexual abuse, etc.

The above 70/30 percentage breakdown for all detained youth can be compared with a similar ratio for various groups of detained youth (see Figure 14). For example, 40% of all detained African American males and 44% of all detained Native American males were held for crimes against persons as compared to 27% of the detained Caucasian males and 32% of the Hispanic/Latino males. Over 70% of the detained females from each of the racial groups were held due to a property offense.

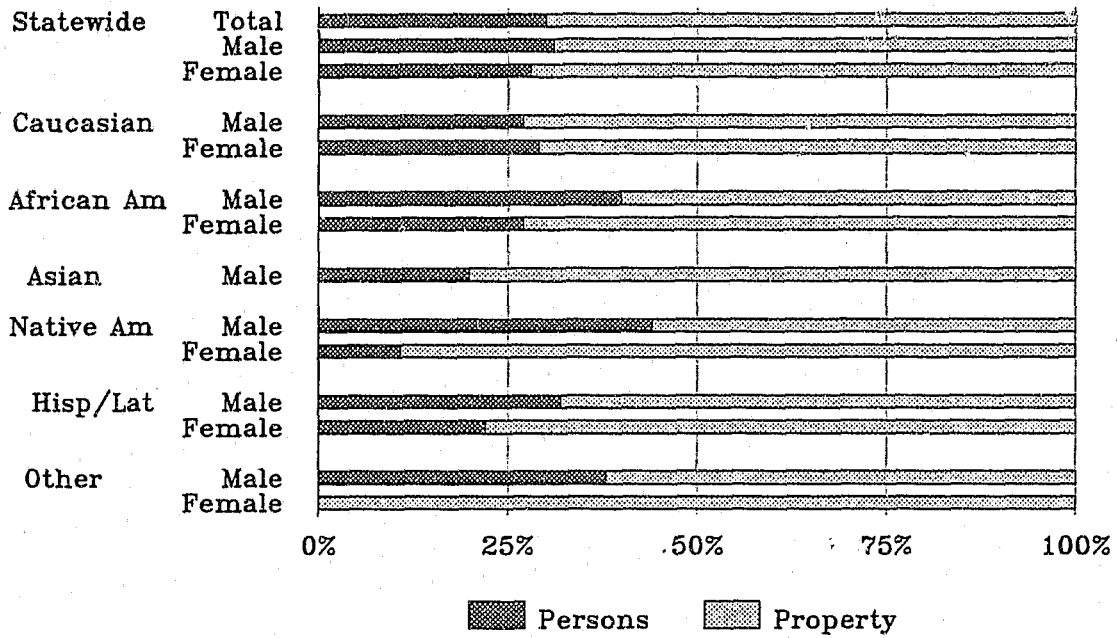
Felony and Misdemeanor Level Offenses

Available data was analyzed to examine the level of those offenses associated with juvenile detention holds (see Appendix J). This analysis was only able to consider "known" felony and misdemeanor level offenses. Undefined offenses (as they relate to the felony and misdemeanor offense analysis) were discussed earlier in this section. The following findings are from an analysis that excludes offenses with undefined levels, OWI's, and status and non-offenses. This limitation should be taken into consideration when considering the value of the findings.

Fifty-eight percent of all detention holds (where offense level was known) were attributable to a felony offense (see Figure 15, following page). The remainder of these holds (42%) were associated with misdemeanor offenses. These total percentages mask a number of differences among the various groups studied. For example, 67% of the Hispanic/Latino males, 66% of the African American males, 64% of the Asian males and 60% of the Caucasian males were held due to a felony offense, but only 48% of the Native American males were held for offenses at the felony level.

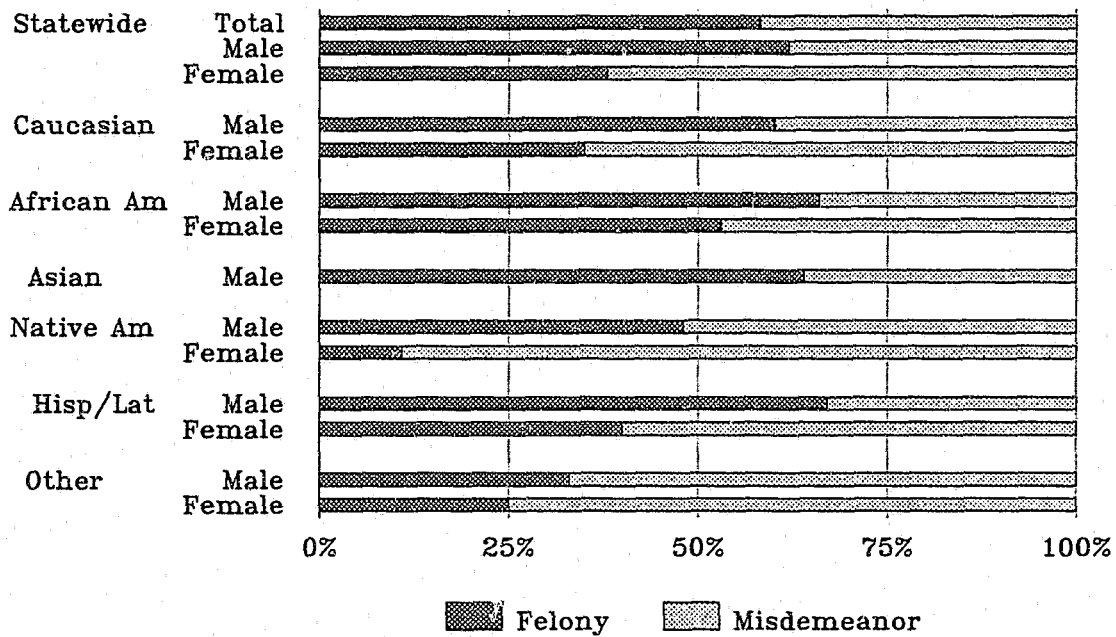
For females, even greater variances among different groups were found. The percent of females being held for felony offenses ranged from 11% for Native American females to 53% for African American females. Thirty-five percent of detained Caucasian females and 40% of all detained Hispanic/Latino females were held on felony offenses. Females were more likely than males to be held on misdemeanor offenses.

Figure 14
 Juvenile Detention
 Person/Property Offenses, SFY92



Source: CJJP

Figure 15
 Juvenile Detention
 Offenses by Type, SFY92



Source: CJJP

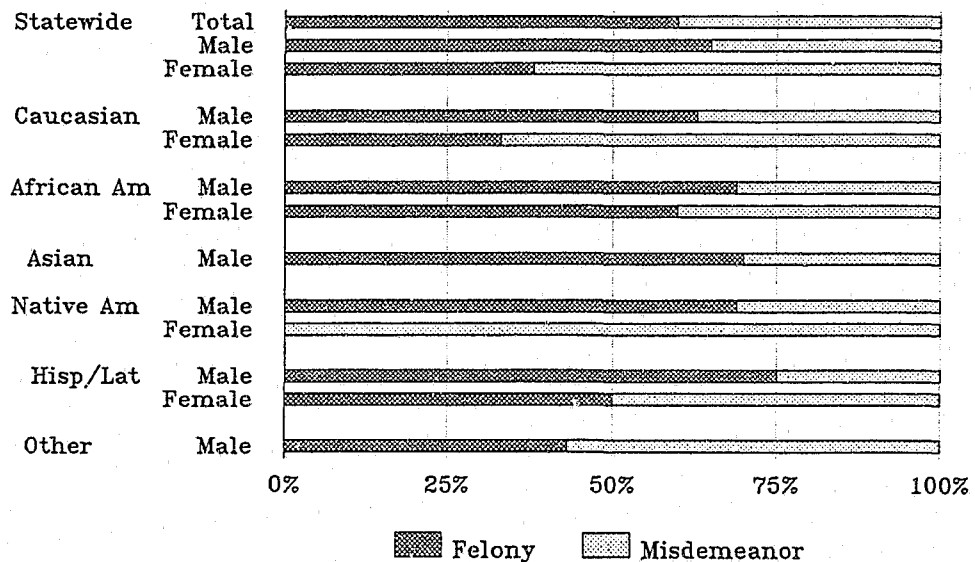
In 60% of the detention instances involving a property offense (for which the offense level was known), the property offense was at the felony level (see Figure 16). This contrasts with the 51% of all offenses against persons that were felonies (see Figure 17, following page).

For males of all groups, property offenses associated with detention holds were more likely to be at the felony level (see Figure 16). For Caucasian males, 63% of the property offense holds were at the felony level; for African American, Native American and Asian males, close to 70% of the property offense holds were at the felony level while 75% of such holds involved felony level offenses for detained Hispanic/Latinos.

Females, in general, were less likely than males to be detained with felony level property offenses. For African American females, 60% of the property offense holds were at the felony level. Of the Caucasian females, 33% were held for such property offenses. Overall numbers of felony level property offenses were low for Native American, Other and Hispanic/Latino females.

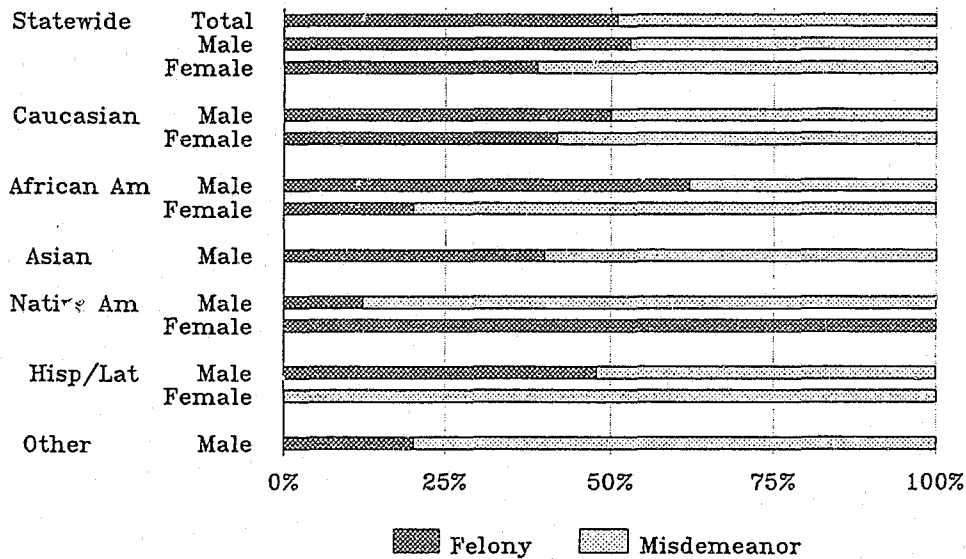
Although a good share of all detention holds are due to property offenses, it appears that for males, such offenses are often at the felony level. For females, however, detention holds are not only most often due to property offenses, they are most often the less serious misdemeanor offenses.

Figure 16
 Juvenile Detention
 Property Offenses by Type, SFY92



Source: CJJP

Figure 17
Juvenile Detention
Persons Offenses by Type, SFY92



Source: CJJP

Post Detention Placements

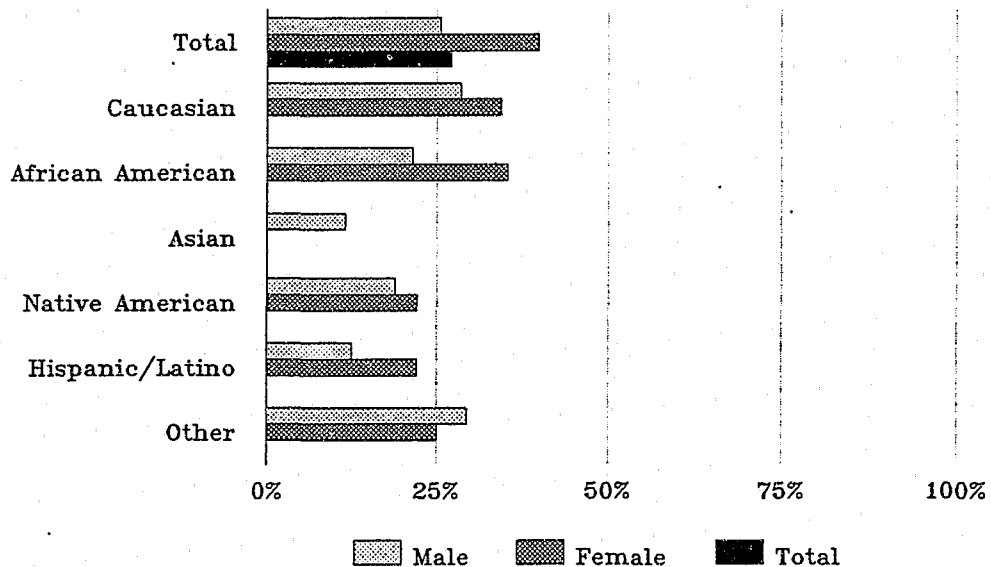
The disposition section of the data collection instrument used to collect juvenile detention facility information was developed to assist in determining where youth were going after leaving juvenile detention facilities. The table in Appendix K was developed to allow for comparison between the various placements that occur after detention, and additionally, for comparison among types of juveniles within the placement categories.

Foster Care

Figure 18 (following page) illustrates that 27% of all juveniles leaving detention were placed in foster care. In Iowa, foster care placements include residential treatment, group foster care, family foster care, shelter care and independent living. The statistics indicate lower percentages of foster care placements for Asian and Hispanic/Latino youth. The figures regarding Asian youth should take into consideration that only 26 Asian youth were held over the course of SFY 1992.

Females (34%) were more likely to be placed in foster care following a stay in detention than were males (26%).

Figure 18
 Juvenile Detention Post Detention Plcmt:
 Foster Care



Residential Substance Abuse

Source: CJJP

Dispositions to residential substance abuse were used with relative infrequency. The disposition was utilized with greater frequency for Native Americans.

Boys State Training School

The Boys State Training School (Iowa's only secure institution for delinquents) was the placement for 12.7% of the juveniles leaving detention (see figure 19, following page). Native American and Hispanic/Latino youth were placed in this facility at a higher rate than the other youth. Only males are allowed to be placed at the Training School.

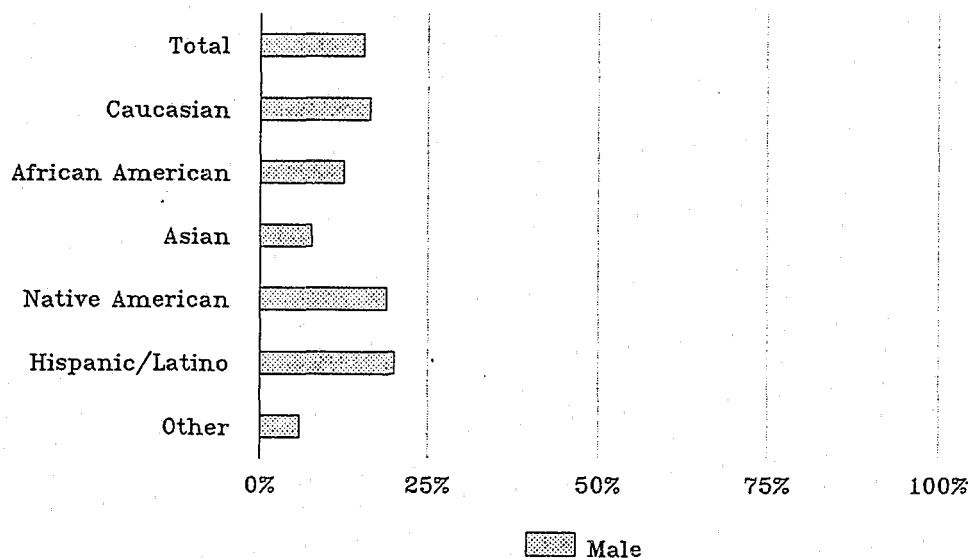
Iowa Juvenile Home

Females were much more likely than boys to be placed at the Iowa Juvenile Home upon release from detention. The Juvenile Home is the only other juvenile institution in the state and, although nonsecure, it is typically considered the state's most restrictive, or "last resort" placement for "children in need of assistance" (CINA) females and delinquent females. CINA boys can also be placed at the Juvenile Home.

Adult Jails and Lockups

Youth leaving detention were seldom placed in an adult jail or lockup. Youth going to adult jails from a juvenile detention facility would, under Iowa law, have to be waived to adult court on at least a felony level offense. The Iowa Code does not allow the use of

Figure 19
 Juvenile Detention Post Detention Plcmt:
 Boys' Training School



adult jails as a disposition for the juvenile court. Males accounted for the vast majority of all youth that received such a disposition. African American and Hispanic/Latino males were disproportionately overrepresented in the number of such post detention placements.

Different Detention Center

Youth were transferred to different detention facilities in 8.46 % of all post detention placements. It should be noted that the Iowa Code does not include placement in a detention facility as a dispositional option. It is assumed that youth were transferred between detention facilities in most instances to return to, or to be near, the jurisdiction in which court hearings were taking place.

Mental Health Institutions

Placements in a mental health institution following a stay in a juvenile detention facility seldom occurred. Higher percentages of females (9.18%) were placed in MHI's following a detention hold than were males (4.4%).

Home with In Home Detention

Placements at home with in home detention took place for 7.98% of the youth leaving detention. African Americans and Asians appear to have been so placed on a more frequent basis than were Native American, Caucasian or Hispanic/Latino youth.

Home

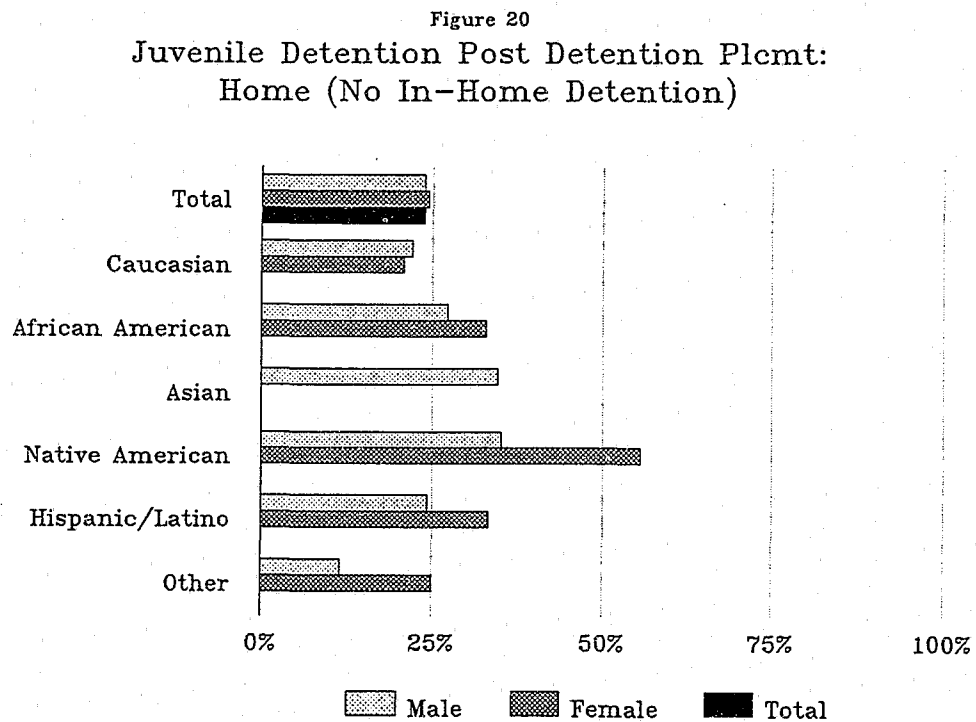
Almost 24% of all youth leaving juvenile detention were placed at home with no in home detention (see Figure 20). It should be noted that the figure includes some youth that had been waived to adult court and were likely awaiting further proceedings in the adult system. African American, Asian, Native American and Hispanics/Latino youth received the disposition in higher percentages than did Caucasian and Other youth.

Other

The Other category was created for placements which did not fit under the dispositions listed above. An example would be a youth deported from Iowa because he/she was an undocumented nonresident. It should be noted that minority youth constituted higher percentages of youth receiving the Other disposition than did Caucasians.

Legal Status

Legal status was included in the design of the juvenile detention facility data collection instrument to assist in determining where juveniles were in the court process at the time they left detention facilities (see Appendix L). Below is brief discussion and comment regarding the various legal status' of youth.



Source: CJJP

No Formal Legal Status

There was reportedly no legal status on 7.5% of all youth that left state juvenile detention facilities (see Figure 21). The figure would include some youth waived to adult court (the rationale being that adult court waiver youth had no legal status within the juvenile justice system). A number of adult waived youth may not have been reported under the legal status of "none" because juvenile court activity was pending on other charges/offenses. All groups had higher percentages for leaving detention with the legal status of none than did Caucasian and Other youth. The inclusion of juveniles waived to adult court in this legal category is expected to be altered in the future.

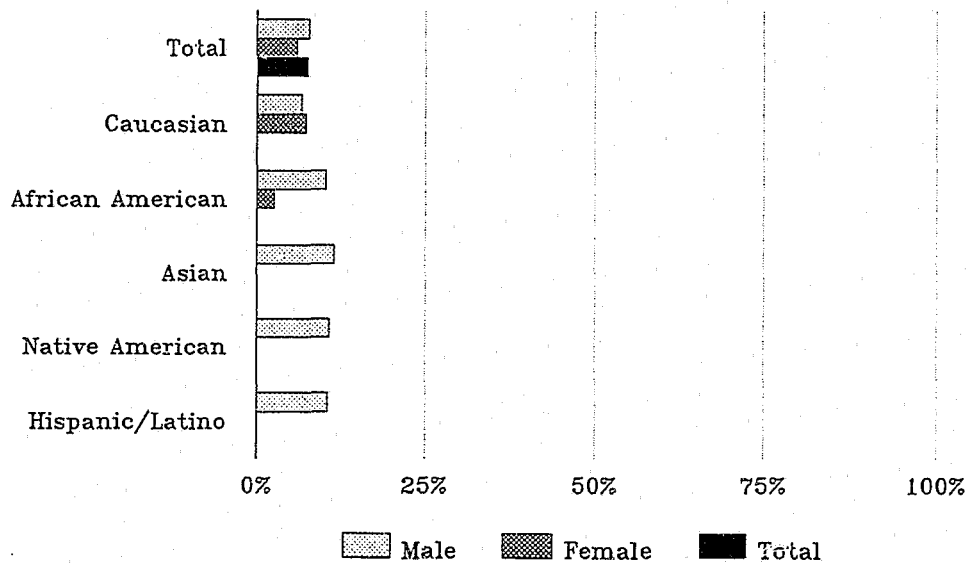
Dispositional Hearing Pending

"Dispositional hearing pending" was the legal status of 29.45% of the youth released from detention (see Figure 22, page 25). It appears that groups of minority youth leave detention with this legal status at a higher percentage than do Caucasians.

Informal Probation

"Informal probation" was the legal status on a fairly small percentage of cases. The table does indicate that, except for Hispanic/Latino youth, all minority groups had a legal status of informal probation at lower percentages than Caucasian youth.

Figure 21
Juvenile Detention Legal Status:
None



Source: CJJP

Consent Decree

Only one youth left detention with a legal status of "consent decree".

Formal Disposition

A majority of all youth (52.09%) had a legal status of "formal disposition" at time of release; in other words, the court had determined a formal disposition of their case while they were detained (see Figure 23, following page). Figures indicate that the percentages of Caucasian, African American, and Other youth who left detention with a formal disposition were higher than the corresponding percentages of Asians, Native Americans and Hispanic/Latino youth.

Juvenile Court Intake Pending

The legal status of "juvenile court intake pending" was a data collection form option for only a portion of the report year. Consequently, the figures may not be representative of the total number of youth released from detention with a legal status of juvenile court intake pending. Reported figures do indicate that Asians and Native Americans did have higher percentages of this particular legal status than did other racial/ethnic groups (Caucasians, African Americans, Hispanics/Latinos and Others).

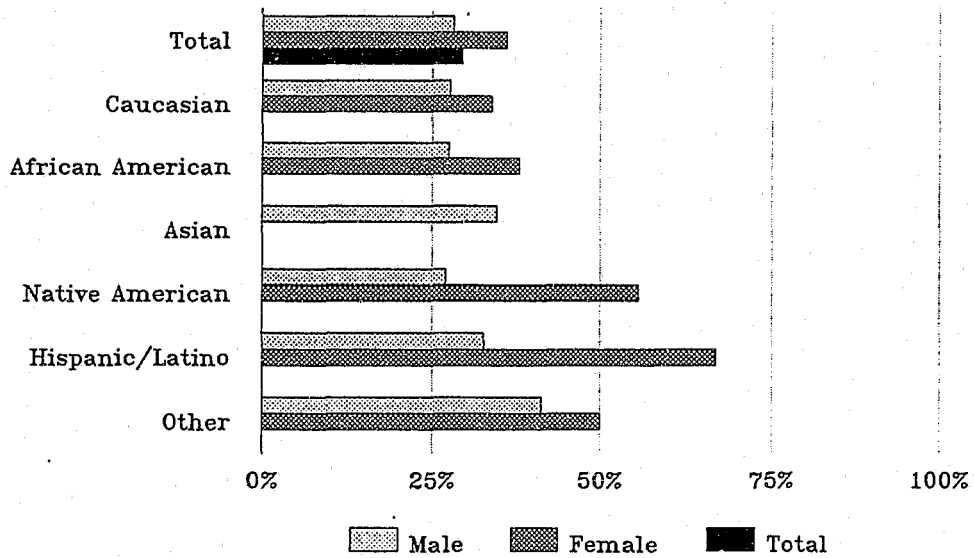
Comments

Probably the most revealing statistic from the juvenile detention center data was the extent of minority overrepresentation in those facilities (minority youth comprised 32% of all detention holds during SFY 1992). The data indicated that most minority youth are held in just a few facilities, and that most minority youth who are detained are coming from just a few counties. Lengths of stay were longer for African Americans, Hispanics/Latinos and juveniles waived to adult court. African Americans, Asians, Others and all female youth were younger at time of admission. Small numbers of youth waived to adult court were held in juvenile detention, but African Americans were disproportionately overrepresented within this portion of the juvenile detention facilities' populations.

Other and Native American males, and all females, were more likely to be held for misdemeanor offenses than were other groups. African American, Caucasian, Asian and Hispanic/Latino males were more often held for felonies.

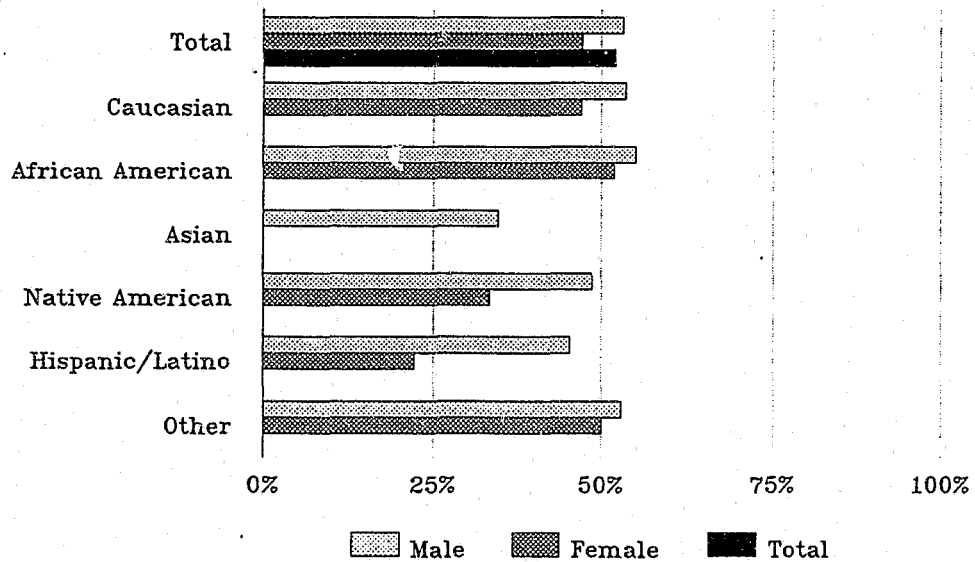
Upon release from detention, most youth were placed in either a foster care setting or sent home with no in home detention. African American and Hispanic/Latino males appeared to be more likely than other populations to be placed in the State Training School or an adult jail upon their release from detention. Most youth released from detention were beyond the stage of adjudication. Minority youth, overall, were more likely than were Caucasians to be released with no legal proceedings forthcoming or while official's decisions were still pending (i.e. dispositional hearing pending or juvenile court intake pending).

Figure 22
 Juvenile Detention Legal Status:
 Dispositional Hearing Pending



Source: CJPJ

Figure 23
 Juvenile Detention Legal Status:
 Formal Disposition



Source: CJPJ

As was true of the Leiber studies, the detention center data indicates that the extent and nature of minority overrepresentation varies among the different racial and ethnic groups and is not consistent across the state or among the counties with sizeable minority populations. While the detention facility information raises many new and complex questions, it also is believed to be a valuable source of information against which to contrast other Phase I findings and from which benchmark monitoring data will be drawn for ongoing analysis.

State Mental Health Institutes

Background

Data was obtained from the Division of Mental Health, Mental Retardation and Developmental Disabilities for all youth released during SFY 1992 that were held on an inpatient basis in the State Mental Health Institutes (MHI's). There are two such facilities which hold children, one is in the city of Cherokee and the other is in the city of Independence.

CJJP has historically collected data from these facilities for compliance monitoring purposes pursuant to the JJDP Act. Such data collection focused specifically on status and non-offender youth and the appropriateness and legality of any placements of youth within the institutions' secure units.

During Phase I, planning with the Division of Mental Health, Mental Retardation and Developmental Disabilities brought about the development of a data extraction/collection process which now provides regular information about all youth held on an inpatient basis in the two MHI's. It may be noted that the information now available contains information on both delinquent and CINA youth.

The data now being collected provides for a more comprehensive assessment of the types of youth held in the MHI's than was previously available for compliance monitoring purposes. Analysis of the data focused, for this project, on race and gender issues associated with minority overrepresentation.

Findings

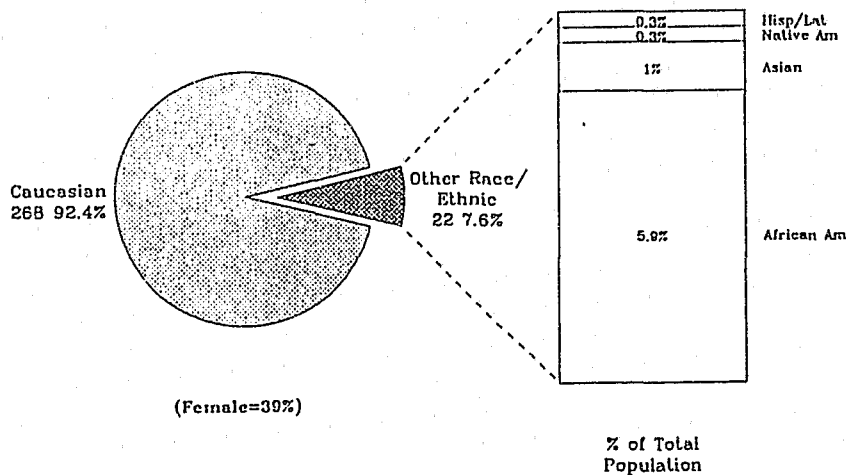
A total of 290 youth were held in the two facilities during SFY 1992 (see Figure 24, following page). Overall numbers of minority youth (see Figure 25, following page) were low (n=22). African Americans represented the majority of minority youth held (n=17). Females (n=114) comprised 39% of all youth held. Given the low numbers of minority youth held, the value of an analysis of race/gender issues is largely limited to ongoing monitoring and trend analysis.

The data does indicate that three minority youth were held in the facility in Cherokee and 19 minority youth were held in the facility in Independence (see Figure 25). The minority youth held for four Iowa counties comprised 59% of all minority youth held (see Figure 26, page 28).

Figure 24
State Mental Health Institutions
Inpatient Holds, SFY 92

LOCATION		GRAND TOTALS	Caucasian	African American	Hispanic Latino	Native American	Vietnamese	Asian
Statewide	Total	290	268	17	1	1	0	3
	Male	176	163	11	0	0	0	2
	Female	114	105	6	1	1	0	1
Cherokee	Total	82	79	2	0	0	0	1
	Male	52	51	1	0	0	0	0
	Female	30	28	1	0	0	0	1
Independence	Total	208	189	15	1	1	0	2
	Male	124	112	10	0	0	0	2
	Female	84	77	5	1	1	0	0

Figure 25
State Mental Health Institutions
Inpatient Holds by Race, SFY92



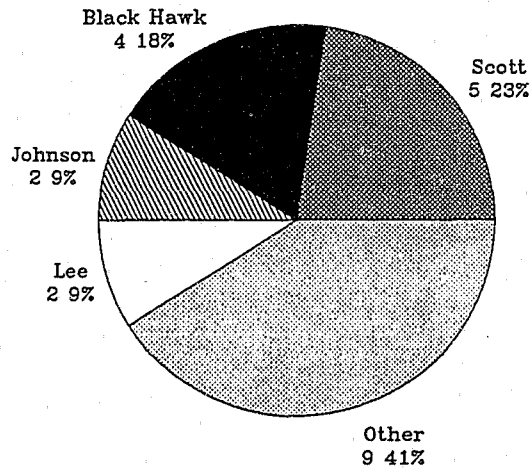
Source: Division of Mental Health, Mental Retardation, and Developmental Disabilities

Average lengths of stay were longer for minority youth and for females (see Figure 27, following page), but again interpretation must take into consideration the small number for minorities (i.e. only 6 female African Americans were held - one of which was held for 833 days).

Comments

Analysis indicates that most minority youth receiving inpatient services in MHI's come from a few Iowa counties. Minority youth and females are held longer than males and Caucasians. Data collection and monitoring of MHI placements for minority overrepresentation will continue during and beyond Phase II.

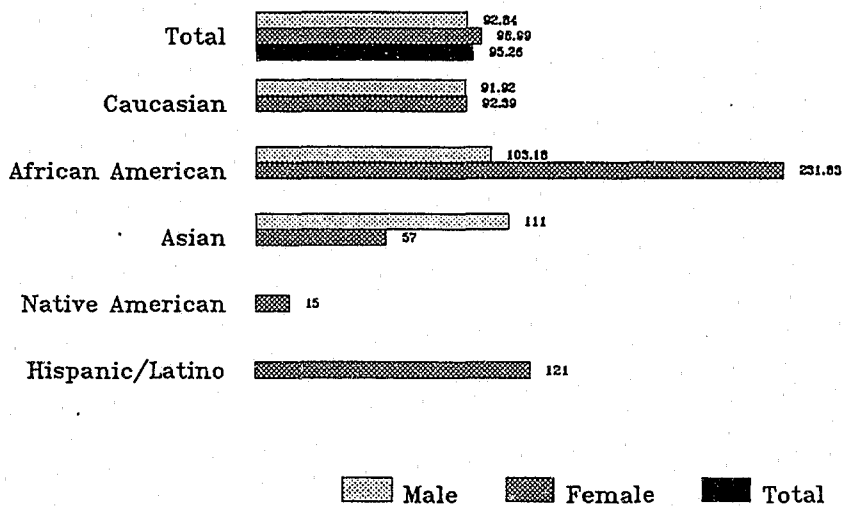
Figure 26
 Minority Youth Held, State Mental Health
 Institutions, Selected Counties, SFY92



African Americans = 17; Asian = 3
 Native American = 1; Hispanic/Latino = 1

Source: Division of Mental Health, Mental
 Retardation, and Developmental Disabilities

Figure 27
 State Mental Health Institutions
 Average Number of Days Held



Source: Division of Mental Health,
 Mental Retardation and Developmental
 Disabilities

Boys' State Training School Data

Background

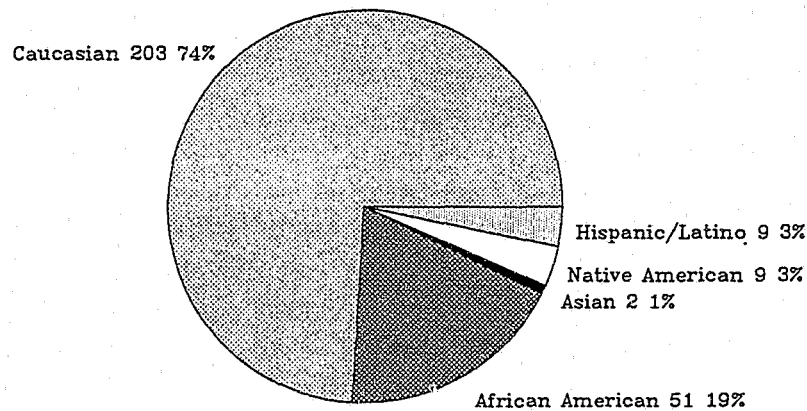
CJJP has routinely collected data from the Boys' State Training School (STS) in the past for compliance monitoring purposes pursuant to the JJDP Act. That data did allow for a point-in-time count of the number of minority youth held at that institution.

CJJP has worked with the STS to collect more detailed information on all youth held in that facility during SFY 1992. The data base includes data that assists CJJP in its monitoring for compliance with the JJDP Act, but also includes more comprehensive information on youth held at the facility. Analysis and discussion of the facility specific data is included below.

Findings

Figure 28 indicates that overall numbers of minority youth held in the STS are quite small (n=71 for combined minority populations held during report period). However, this small number of youth accounted for 26 percent of all youth sent to the STS. African Americans comprised the majority of the minority youth detained at the STS (n=51).

Figure 28
Boys' Training School Population
by Race, SFY92



Source: Boys' Training School
Prepared by: CJJP

Age at release (see Figure 29) was lowest for Native Americans, Caucasians and African Americans. The average number of weeks in residence (see Figure 30) was longest for African Americans and Hispanic/Latinos.

Figure 29
Boys' State Training School
Statewide Average Age at Release, SFY 92

Location	Totals	Caucasian	African American	Hispanic Latino	Asians	Native Americans
Statewide	16.36	16.34	16.32	16.92	17.4	16.06

Figure 30
Boys' State Training School
Statewide Average Weeks in Residence, SFY 92

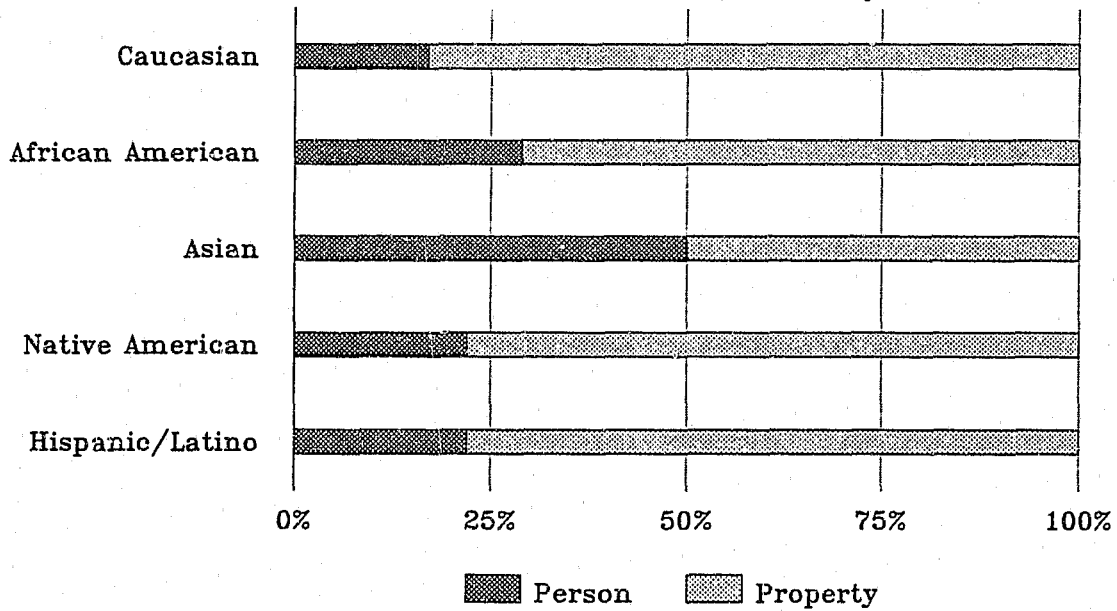
Location	Totals	Caucasian	African American	Hispanic Latino	Asians	Native Americans
Statewide	28.32	27.6	30.8	33.02	23.43	26.71

Analysis was also done to examine the types of offenses (see Figures 31 and 32, following page) for which youth are admitted to the facility. Offense information included the most serious offense for which youth were admitted. When looking at the entire STS population, it can be seen that the lead offenses for which most youth are admitted are property offenses (80%), and the remaining 20% are offenses against persons. The percentages vary somewhat by race, with Caucasians least likely to be in the STS for offenses against persons than were other racial/ethnic groups. Six counties accounted for 80% of all the minority youth held during SFY 1992 (see figure 33, following page).

Figure 31
Boys' State Training School
Comparison of Person vs. Property Offenses, SFY 92

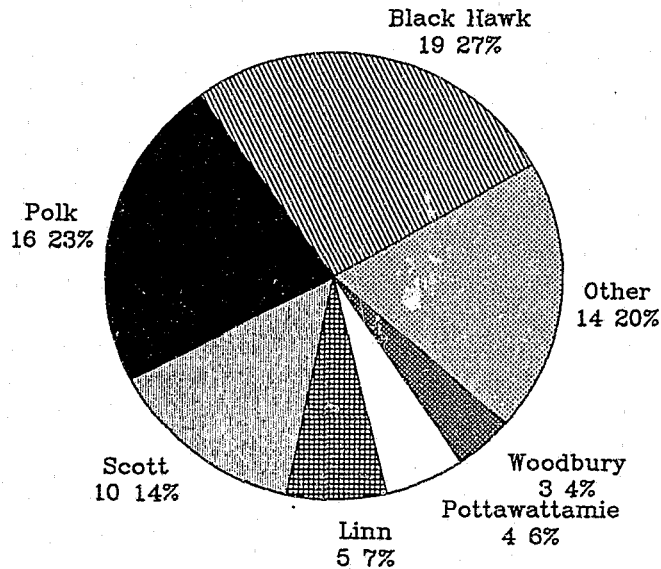
Location	Totals	Caucasian	African American	Hispanic Latino	Asians	Native Americans
Person	54	34	15	2	1	2
Person - %	20%	17%	29%	22%	50%	22%
Nonperson	220	169	36	7	1	7
Nonperson - %	80%	83%	71%	78%	50%	78%

Figure 32
Boys' Training School
Person/Property Offenses



Source: Boys' Training School
Prepared by: CJJP

Figure 33
Minority Youth Held, Boy's Training
School, Selected Counties, SFY92



African American = 51; Asian = 2
Native American = 9; Hispanic/Latino = 9

Source: Boys' Training School
Prepared by: CJJP

Comments

Native Americans and African Americans experienced longer stay lengths at the STS. African Americans and Asians had higher percentages of lead offenses against persons. Minority youth in general were sent to the STS from just a few Iowa counties.

Because the State Training School is typically considered the most restrictive and secure placement alternative for males in Iowa's juvenile justice system, data describing minority overrepresentation within its population is considered a crucial aspect of developing and monitoring Phase II plans.

Juvenile Arrest Data

CJJP obtained Uniform Crime Report (UCR) arrest information from the Iowa Department of Public Safety (data time period 1986 through 1990) on the counties in Iowa that have minority populations of three percent or more. Preliminary review of the UCR data concluded that juvenile arrests are likely significantly under-reported in a number of counties. Based on that shortcoming, CJJP decided not to include the UCR data in the data assessment.

The Department of Public Safety is currently in the process of developing and implementing a new, incident-based system of reporting crime and arrest data. Unfortunately, not all law enforcement agencies are yet reporting their data in the new format and the old data collection process ceased when the new system became available. It will most likely be some time before statewide data is available. As Phase II plans are further developed and implemented, it is anticipated that select local law enforcement agencies will be providing juvenile arrest data for ongoing planning and monitoring purposes.

Iowa Department of Human Services Service Reporting System (SRS) Data

Background

Prior to participation in the federal discretionary grant program, CJJP had not attempted specifically to determine the numbers of minority youth accessing juvenile justice system services. During Phase I, CJJP responded to that informational need through the collection of data from the Department of Human Services. Such information has helped provide a better understanding of the extent to which minority youth receive or access certain services, as compared to the extent to which all youth receive or access those same services. The data will prove valuable to track the progress of Iowa's Phase II activities and future responses to minority overrepresentation.

As a Phase I activity, CJJP accessed and reviewed data from the Iowa Department of Human Services' (DHS) Service Reporting System (SRS). This information system is an on-line system designed for management reporting, DHS worker caseload size monitoring and contractual purchase of service provider payment processing. Data available for CJJP analysis included the average number of end-of-month populations

of youth receiving DHS-funded services in SFY 1992 (see Appendix M). DHS-funded services are provided to a variety of client-types, including children, youth and families for whom services have been ordered through either Child in Need of Assistance (CINA) or delinquency proceedings and those for whom voluntary service arrangements have been developed. The bulk of state-funded services, including placement and placement prevention services to CINA and delinquent youth are provided through DHS-funding.

The data displayed in Appendix M and discussed below is aggregate data describing the services received by total DHS service populations under the age of 18. As such, it includes youth not under the jurisdiction of the juvenile justice system. It is considered to indicate the volume and nature of services provided to children and youth involved with Iowa's juvenile justice and child welfare systems.

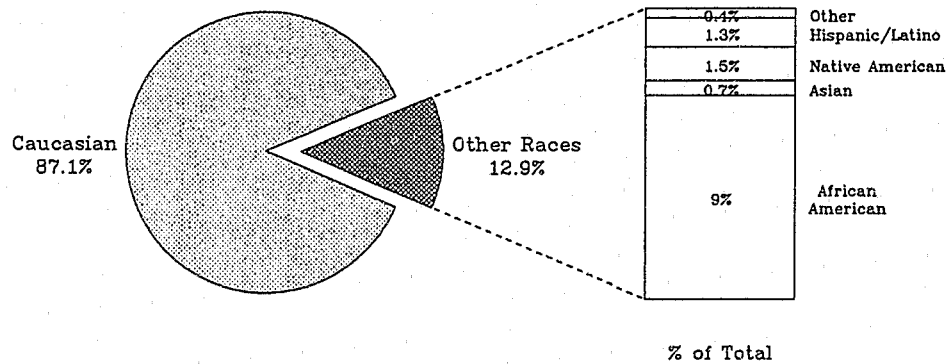
The tables in Appendix M provide a "snapshot" picture of the nature of the DHS service population in that it is based on an average of twelve end-of-month counts of DHS cases and the services provided by DHS through these cases. In other words, the data indicates how many cases were being managed by DHS at any given time during SFY 1992 and the number and types of services that were being provided. This data was analyzed specifically to provide benchmark indicators of how the number of cases and the number and types of services vary among Iowa's different racial and ethnic populations.

Findings

It seems clear that the likelihood of receiving DHS services is greater for a minority youth than for a non-minority youth. While minorities make up about 4.8% of the general youth population, they make up about 13% of all DHS service cases. However, only certain minority groups (African Americans and Native Americans) appear to account for this overrepresentation in the DHS service system. The percent of DHS cases involving Hispanic/Latino youth and Asian youth are less than these youths' percent of the general youth population (see Figure 34, following page). African American children and youth make up about 2.5% of the general population but 9% of all DHS service cases. Native American children and youth make up about .4% of the general population but 1.5% of all DHS service cases.

How to interpret this overrepresentation of some minority youth and underrepresentation of other minority youth is complicated by the nature of the services at issue. One might consider the ability to access DHS services as a positive and desired accomplishment since the bulk of such services are meant to provide support, assistance and preventive aide (day care, family-centered services, etc.). With this thought, underrepresentation, rather than overrepresentation may be of particular concern. However, if involvement with DHS services is viewed for a significant number of cases as an intrusive or somehow restrictive government intervention, then any overrepresentation would be considered problematic. The future tracking of this data over time is hoped to be of assistance in clarifying and monitoring both types of concerns mentioned above.

Figure 34
DHS Service Cases



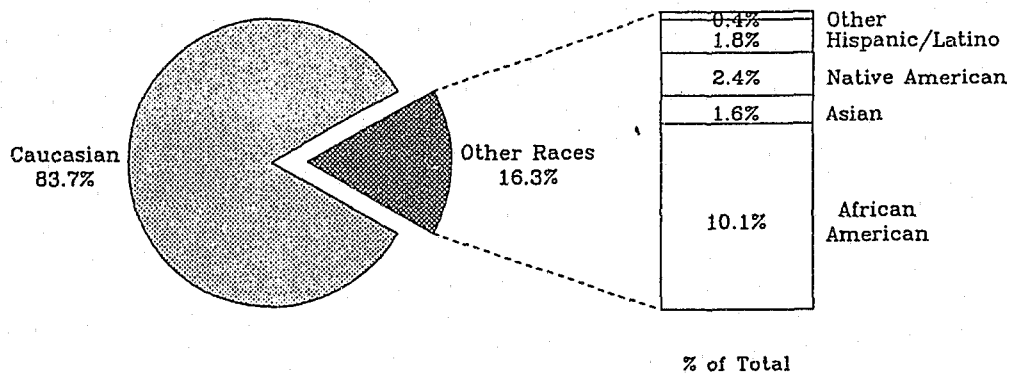
Source: Iowa Dept. of Human Services

A visual assessment of how placement services are distributed among different population groups at any given time is portrayed in Figure 35 (following page). By recalling their makeup of the general youth population (2.45% and .39% respectively), it can be seen that both African American and Native American youth are clearly overrepresented in the population of youth placed outside their homes. At any given time, over 10% of the placement services provided through DHS funds are received by African American youth. For Native American youth, the same statistic is 2.4%.

Asian youth are slightly overrepresented in the population of youth receiving placement services (1.2% of the general population; 1.6% of placement services). Caucasian youth are underrepresented (95.2% of the general population; 83.8% of placement services). Hispanic/Latino youth receive a percentage of the placement services that is about equal to their proportion of the general youth population.

It is also possible to consider different types of placement services received by the different youth populations and to see how overrepresentation in placement service populations varies according to the type of placement (see Figure 36, following page). For all minority populations, youth are overrepresented in the population of youth receiving family foster care services. However, youth from all minority groups are either underrepresented in the population of all youth receiving group care services, or, as in the case of African American and Native American youth, are still overrepresented, but to a lesser extent than they are in the family foster care service population. Caucasian youth, on the other hand, account for about 80% of the family foster care service population while making up over 87% of the group foster care service population.

Figure 35
DHS Placement Services



Source: Iowa Dept. of Human Services

Figure 36
DHS Placement Services by Type

	Caucasian		African American		Native American		Asian		Hispanic Latino		Other		Total	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Shelter Care	395	86.4	40	8.8	8	1.8	5	1.1	6	1.3	3	0.7	457	100.0
Family Foster	1626	79.9	238	11.7	76	3.7	49	2.4	42	2.1	3	0.1	2034	100.0
Group Foster	1690	87.4	171	8.8	22	1.1	12	0.6	30	1.6	9	0.5	1934	100.0
Independent Living	43	79.6	5	9.3	0	0.0	4	7.4	1	1.9	1	1.9	54	100.0
Total Placement	3754	83.7	454	10.1	106	2.4	70	1.6	79	1.8	16	0.4	4479	100.0

* Percentages may not add up to 100% due to rounding.

The above findings seem to indicate that, whether minority youth are over-or underrepresented among placement service recipients, they are somewhat more likely to receive family foster care rather than group care. It may be assumed that younger children are often more apt to be placed in foster family care rather than group care. The reverse is true for older youth. The above findings may be an indication that minority youth placed outside their home are younger than Caucasian youth who receive placement services. Future data analyses will attempt to gain further insight into these findings by considering the age and gender of DHS service recipients.

As was true within the placement service population, only African American and Native American youth are overrepresented in the family-centered service populations. Family-centered services include a variety of service approaches designed to, among other things, prevent the out-of-home placements of children and youth. It is interesting to note that although African American and Native American youth are overrepresented in the group of family-centered service recipients, the extent of this overrepresentation is substantially less than their overrepresentation among placement service recipients. The proportion of family-centered service recipients who are Caucasian (92%) is greater than the proportion they account for in any other service category, and it begins to approach their proportion of the general population (95%).

The size of the client population receiving day care services is one of the larger of all DHS-client groups. Again, African American and Native American youth are overrepresented in this service population. Of all DHS services, day care may be viewed by some as one of the more preventive and supportive of the services provided by DHS, and is likely to largely involve younger, high risk children. To the extent that such assumptions are correct, overrepresentation in such a service category may indicate disproportionality in high risk categories; it also may indicate a positive service system response to such disproportional social casework services include services provided by DHS workers to develop, implement and monitor caseplans, and to arrange and monitor purchased services.

For purposes of this report, they include both the provision of case management and/or supervision services to court-involved clients and to clients under voluntary service arrangements. Casework services provided to court-involved clients are also known as juvenile court-related services. Such services have been counted together with other DHS casework services in this report. Without exception, social casework services are the single most common service provided to any of the state's racial and ethnic groups. The extent to which overrepresentation is present within the population of social casework service recipients roughly parallels levels of overrepresentation discussed above for all DHS service cases.

Most of the above analyses discuss the extent to which there is overrepresentation within various service population categories. Also of some interest are selected findings from a consideration of services received within racial and ethnic population categories (see Figure 37, following page). As reported earlier, neither Asian nor Hispanic/Latino youth appeared to be overrepresented in either the total number of DHS cases or the total population of placement service recipients. However, the Asian youth who are receiving DHS-funded services are more likely than are any other group of DHS client-youth to be

Figure 37
Selected DHS Services Received Within Population Groups *

	Caucasian		African American		Native American		Asian		Hispanic Latino	
	N	%	N	%	N	%	N	%	N	%
Family Centered	4782	12.7	268	6.1	38	6.3	16	4.8	57	10.5
Total Placement	3754	10.0	454	10.3	106	17.7	70	21.1	79	14.6
Shelter Care	395	1.1	40	0.9	8	1.3	5	1.5	6	1.1
Family Foster	1626	4.3	238	5.4	76	12.7	49	14.8	42	7.7
Group Foster	1690	4.5	171	3.9	22	3.7	12	3.6	30	5.5
Independent Living	43	0.1	5	0.1	0	0.0	4	1.2	1	0.2

* Note: For a given population group, the percentages represent a portion of all services received by the given population group; the percentages do not add down to 100% for any given population group because only selected services are reported in this table; also, Total Placement is the sum of the Shelter Care, Family Foster, Group Foster and Independent Living services.

receiving a placement service. Both Asian and Native American youth receiving DHS-funded services are more likely than Hispanic/Latino client-youth to be receiving a placement service. Hispanic/Latino youth receiving DHS-funded services are more likely than Caucasian or African American DHS client-youth to receive placement services.

Also of interest is that while African American and Caucasian youth receiving DHS-funded services are about equally likely to be receiving a placement service (10 placement services for every 100 services), Caucasian DHS client-youth are more than twice as likely to be receiving a family-centered service than are African American DHS client-youth (13 out of 100 compared to 6 out of 100).

The greatest discrepancy in numbers between family-centered services and placement services is evidenced within the Asian DHS client-youth population. While 21% of all services to Asian youth are placement services, less than 5% of the services they received were family-centered, placement prevention services. Such a discrepancy can also be seen with Native American youth where about 18% of their services are placement compared to about 6% of their services being family-centered. Native American and Asian DHS client-youth were noticeably more likely to be receiving foster family placement services than group placement services. About 13% of all Native American DHS client-youth and 15% of all Asian DHS client-youth received a foster family placement service compared to 4% of both groups receiving a group care placement service.

Only Caucasian youth were more apt to be receiving a family-centered service than a placement service. Of all services to Caucasians, 10% were placement and about 13% were family-centered.

Comment

The SRS data from DHS indicates overrepresentation of minority youth in the largest Iowa service system available to juvenile justice and child welfare clients. The scope and nature of such overrepresentation varies by racial and ethnic group and by the type of service being considered. African American and Native American youth are overrepresented in almost all types of service populations. Asian and Hispanic/Latino youth, while not as clearly overrepresented, were more likely than Caucasian youth to receive a placement service when involved with DHS services. When receiving a placement service, minority youth of all types were more likely than Caucasian youth to receive foster family care rather than group care, while Caucasian service recipients were more likely than any minority group to receive family-centered services rather than a placement service.

Information from the SRS system will continue to be accessed and studied to provide trend information with which to further assess the baseline data presented in this report and to assist in the monitoring of Iowa's minority overrepresentation initiative.

SECTION III: ASSESSING THE EFFECTS OF RACE ON JUVENILE JUSTICE DECISION MAKING

As discussed in Section II, a variety of primary and secondary data collection activities were undertaken during Phase I to improve Iowa's and selected communities' ability to explain the scope and nature of minority overrepresentation. A shortcoming of most of the data discussed thus far is its inability to provide more than a basic identification of minority overrepresentation. However, the findings do show where overrepresentation occurs in the state and in the juvenile justice system. The findings also show that the degree of overrepresentation varies depending on where it occurs and according to the racial or ethnic group affected. They also show that in some instances, the characteristics of overrepresented youth vary by age, gender, offense committed and other factors. The findings do not describe, however, the extent to which decisions made by juvenile justice officials are affected by the race or ethnicity of the youth coming before them.

A different type of data analysis process was necessary to assist in determining whether race alone could be considered a contributing factor to the level and types of minority overrepresentation documented within the various placement settings and juvenile court processing stages. A major goal of Leiber's studies was to provide information describing the extent to which the race and ethnicity of youth was a factor contributing to the level and type of minority overrepresentation observed through CJJP's data analysis activities. Appendix D is a copy of an executive summary of Leiber's studies that contains background information, an explanation of the studies' methodologies, findings, conclusions and recommendations. This appendix is meant to be considered an indispensable component of this report and is included as an appendix, rather than being paraphrased and incorporated in the body of the report, due to its value as an independent, stand-alone document.

Leiber's studies included two major research efforts to help explain why minority overrepresentation exists within Iowa's juvenile justice system. First, the quantitative data collected from the four counties (Black Hawk, Polk, Scott and Woodbury) studied by Leiber was statistically analyzed to assess the extent to which race and ethnicity were factors affecting system decision making. Second, juvenile justice officials and youth were interviewed and surveyed to investigate the nature of perceptions and attitudes regarding race, ethnicity and other factors which seemingly could be influencing decision-making.

The multivariate analyses of the case record data indicated that the race or ethnicity of juvenile justice clients was having both direct and indirect influences on decision making. In other words, when the influence of all other factors (current offense, prior record, etc.) were controlled for, not all of the overrepresentation was accounted for. Although legal factors, such as offense severity, most often had the strongest impact on decision making, being African American, Hispanic or Native American did influence case processing, even after considering relevant legal and social factors. The extent to which minorities and non-minorities received such differential treatment varied by the decision making stage and the county in which such decisions occurred.

Leiber's analysis of the qualitative data gathered through his interviews and surveys did not indicate the type of blatant racism that is sometimes observed in justice, human service, business and other such systems and environments. However, he did conclude that, despite good intentions, deviations from traditional white middle class values and norms were found to result in subtle, unintentional forms of biased treatment of minorities, and that this type of bias was contributing to differences in treatment and to the level of minority overrepresentation in the juvenile justice system and its secure facilities.

As was discussed previously, findings from the bivariate case processing, facility-specific and other data indicate that overrepresentation does exist, but that its scope and nature varies for the various racial and ethnic groups (including Caucasians) according to location, stage of system processing, type of facility and other factors. Similar variances were found through the multivariate analyses of the case processing data and the qualitative information data as they were examined to look for the reasons for overrepresentation. In other words, there is no simple or single explanation for why overrepresentation exists in Iowa; rather, there are a multitude of reasons, and the reasons are different for the different types of overrepresentation, for the different racial and ethnic groups and for different communities in the state. Leiber's findings from his interviews and surveys, however, do provide a valuable source of information and recommendations to guide Phase II activities and their goals of addressing the reasons for minority overrepresentation. These recommendations are presented and further discussed in Appendix D.

The description of Leiber's studies and their findings in this section is not intended to represent a complete summary of his work, nor is it CJJP's only attempt to provide others with information achieved through the study's efforts. Officials from the four study counties have received all technical and summary reports, have met several times with Dr. Leiber, CJJP staff and the Minority Overrepresentation Task Force to discuss its findings, and are not relying solely on this CJJP report to help them examine their operations or develop plans of action in response. Similarly, CJJP has been submitting copies of all of Leiber's reports to OJJDP, national technical assistance providers and others on an ongoing basis since the beginning of Phase I to facilitate their efforts to learn and transfer knowledge about Iowa's activities as a project demonstration site.

Although Leiber has identified the existence of race effects within the juvenile justice system's decision making process, many of his recommendations and the suggestions he collected from system officials and system youth point out a need for changes outside the juvenile justice system to address minority overrepresentation within the system. Some of his findings support the notion that minority overrepresentation evidenced in the juvenile justice system is affected by variables outside of that system, and that a variety of situations and conditions within communities contribute to minority overrepresentation in the juvenile justice system.

SECTION IV: COMMUNITY DATA

Town Meetings

Background

Information from Leiber's study, and other data collected by CJJP, is assisting in identifying and explaining reasons for minority overrepresentation in Iowa's and select communities' juvenile justice system. While these data sources are providing information about how system decision making affects overrepresentation, they also indicate that forces outside of the juvenile justice system contribute to the situation. The Minority Overrepresentation Task Force decided that they wanted a more comprehensive view of minority overrepresentation which would directly communicate with groups and individuals at the community level to receive additional information and input. As such, it was determined that the type of input desired by the Task Force could best be obtained by holding a series of town meetings in selected communities. The goals of these town meetings were to provide an opportunity for citizens and community groups to hear about the minority overrepresentation initiative and for them to provide whatever information and suggestions they felt appropriate.

A total of four town meetings took place from April 30th through May 28th of 1992 in Davenport (Scott County), Des Moines (Polk County), Sioux City (Woodbury County) and Waterloo (Black Hawk County). These sites were chosen as they were the focus of Leiber's studies, and because they all have a sizeable and diverse minority populations and are located in separate areas of the state. CJJP and the Task Force attempted to structure meeting formats that elicited specific community input regarding minority overrepresentation; not just input about factors contributing to overrepresentation, but also about possible solutions to reduce or eliminate the problem.

The meeting format was designed as a give-and-take dialogue between a panel of six to eight persons and the audience. Opportunity was provided for audience members to speak at a microphone, but almost everyone spoke from their seats. It was felt the format did, indeed, foster a "group discussion" atmosphere.

A brief period at the beginning of the meetings was used to discuss format, introduce panelists and lay out the ground rules. Moderators requested panelists and audience members to focus their comments on problems and solutions related to minority overrepresentation in the juvenile justice system. The meeting dialogue focused on a variety of factors, but a number of themes were repeated in all four of the town meetings. These themes are listed and discussed below in the form of problems and solutions as presented by meeting participants. Although the presentation of the town meeting results that follows matches specific problems with specific solutions, it is felt that significant overlap exists among the various problems and solutions.

"Forgotten Neighborhoods"

Problem I

Minority youth are often left with few alternatives when choosing between delinquent and nondelinquent behavior (i.e. employment, participation in organized after school activities such as clubs, groups, sports, etc.). Delinquent activities, such as drug sale or property theft, are often more attractive than employment, because such delinquent activities provide immediate power and status. At the same time, minority youth often reside in "forgotten neighborhoods" which are in a state of economic depression. People within the neighborhoods can neither find work nor encourage businesses to locate in their neighborhoods. These neighborhoods feel powerless to deal with the many problems confronting them.

Solutions (Problem I)

1. There is a need to involve the business community in "forgotten neighborhoods". Neighborhoods need to seek the business community's assistance in developing summer employment for youth, scholarships for secondary education and eventual full time employment. Programs need to be developed to encourage the business community to "adopt a school".
2. The business community needs to require employee involvement in programs designed to meet the unique needs of minority youth. Such programs provide a valuable experience for business sector employees and the youth involved. They also help raise public consciousness of problems facing minority youth.
3. Communities should hold summits to discuss issues affecting minority communities. City wide summits will provide the vehicle to expand community consciousness of racism, acceptance of multiculturalism, and awareness of the conditions in which minority families live. Such summits could also help create a community plan of action to deal with such problems as employment, education, getting minority families registered to vote, urban renewal, etc.
4. "Forgotten Neighborhoods" should form support groups comprised of neighborhood leaders or spokespersons, members of the local business community, the school system, law enforcement, elected officials, the media etc. Such groups would be able to speak to the needs of "the community" and provide an organized and "localized" effort to help meet community needs. The most important impact of such groups would be the immediacy of action they could provide to deal with the unique problems of minority communities.
5. Neighborhoods should organize their residents to form neighborhood watch groups.
6. Communities should develop methods to purchase and restore abandoned homes in "inner city" neighborhoods to give back to inner city neighborhoods. The success of such a project would require the involvement of a number of groups (landowners, contractors, community volunteers, etc.).

7. Communities need to encourage local employers to form alliances with colleges to actively recruit minority staff for work within their businesses.

The Juvenile Justice System

Problem I

There is a lack of minority staff in both line and management positions within the juvenile justice system.

Solutions (Problem I)

1. Participants stressed that juvenile justice system providers needed to make an active effort to recruit minority staff. They indicated that to find minority staff, providers would need to go further than placing an advertisement in the local newspaper. It was suggested that a fundamental step for recruitment of minority staff involved establishing ties with universities, in particular universities that have minority enrollments.
2. Changes also need to be made in the funding sources for programs. Funding sources should make efforts to tie program dollars to agencies or organization that have policies or procedures in place for recruitment and hiring of minority staff.

Problem II

There are concerns regarding system policies and procedures that could be potentially discriminatory toward minority youth. There is a possibility of youth being placed in secure custody if after the commission of a delinquent act there is not a parent available to whom the child could be released. It can be difficult to reach a relative if the household consists of a working or single parent. Consequently, minority youth may run the risk of a secure placement because a parent may be unavailable to take custody of the child. The above is the most specific example discussed in the town meetings, but there are other policies and procedures that could be potentially discriminatory against minority youth.

Solutions (Problem II)

1. All possible alternatives need to be examined before detaining a youth, especially if the deciding factor for such action was the inability to contact a responsible relative. Possibly a volunteer needs to be available to take the extra time necessary to locate a responsible relative to insure that a youth released will be provided with the necessary supervision to prevent future delinquent acts.
2. Develop a risk assessment form which will be utilized to assist in making detention determinations.

Problem III

Recent funding cuts have made it more difficult to provide services to system youth. The funding cuts include reduction of court ordered services monies, and inadequate funding levels in the family centered services budget. A number of years ago the Department of Human Service had discretionary funds that could be used to provide services to youth that did not have court involvement, but now such funds can only be used for youth that have court involvement. Also, the cap placed on foster care services effective July 1, 1992 could create problems, because it does not include funding for alternative services.

Solutions (Problems III)

1. The first suggestion was that the state needs to adequately fund services for youth.
2. Programs need to actively seek financial assistance from the business community.
3. Programs need, whenever possible, to utilize volunteers.

Problem IV

Programs must incorporate components that meet the needs of minority youth.

Solutions (Problem IV)

1. Components that contribute to the success or failure of a program include transportation and day care for all participants, evaluation methodology to track the success of participants, requirements for involvement of the "family" to develop "family solutions", providing services in the home whenever possible, utilizing mentors, providing the necessary skills to make change, including programing which deals with conflict resolution, etc.

Problem V

Frequently minority youth are detained after they have gotten into serious trouble. These youth may have had a number of delinquent incidents prior to the commission of a serious act, but were never previously provided services because there was not a network of alternatives available.

Solutions (Problem V)

1. Provide prevention services to minority youth before there is ever any juvenile justice system involvement. Preferably at daycare or in preschool years. Such services should be continued throughout the education of the child.
2. Provided a network of services that will meet the unique needs of minority youth.

3. Develop a community prevention matrix which outlines the types of services available to minority youth, and allows for planning to eventually provide service in areas where there are service gaps.

Problem VI

There is great difficulty getting agencies and organizations to coordinate services provided to youth. In some cases, if coordination of services is required it takes too long to get the necessary services to minority youth.

Solutions (Problem VI)

1. Agencies and organizations need to recognize their contributions and network to provide unmet services through other organizations.

Problem VII

Interpreter services need to be made available to system youth that do not speak English.

Solutions (Problem VII)

1. Agencies and organizations must recruit and hire bilingual staff.

2. Services need to be made available to system youth that not just translate relevant discussions in regard to a situation, but also help promote an understanding of the system and its processes.

Education

Problem I

There are high percentages of minority students appearing in "behavioral disability" (BD) and "learning disability" (LD) classes. Percentages are also high regarding minority youth suspended or expelled from schools. There is a lack of understanding or knowledge of the policies and procedures school systems utilize to place youth in BD or LD programs, and confusion of the curriculum utilized in those programs. There is a very real risk that minority youth are occasionally mislabeled (for BD or LD classes) or dealt with inappropriately (suspensions and expulsions) due to cultural misunderstanding. These youth will not be reached if efforts are not met to keep them not just in school, but also interested in school. There is, in many circumstances, a correlation between poor performance in school and delinquent behavior.

Solutions (Problem I)

1. Criteria or decision making processes that place minority youth in BD or LD classes, or determine whether or not to suspend or expel youth need to take into consideration the unique cultures of minority youth. A pamphlet or written document detailing such policies and procedures should be made available to all parents and youth when

children are enrolled in school.

2. Cultural sensitivity training should be provided for all school system personnel.
3. Minority staff should be recruited for both teaching and administrative positions in the school system.
4. School curriculums should include course work promoting multiculturalism.
5. Parent advisory boards which include representation from minority communities should be formed.
6. A student advisory board comprised of at-risk minority students should be created to look at the problem of high minority suspension and expulsion rates as well as high minority enrollments in LD and BD courses. Advisory board solutions should include methods for at risk youth to provide input on types of creative programming that will make school exciting for youth.

Problem II

The school system at times places lower expectations on minority youth than on majority youth. Minority students only perform at the expectation level set for them, and for performance to increase expectations must first be increased.

Solutions (Problem II)

1. Cultural sensitivity training should be provided for all school system personnel.
2. Minority staff should be recruited for both teaching and administrative positions in the school system.

Problem III

There is a lack of programming in the school system specifically relating to racism and multiculturalism. The school system has not regularly incorporated the issues of racism and multiculturalism into its curriculums.

Solutions (Problem III)

1. School systems should routinely incorporate the issues of racism and multiculturalism into its curriculum.

Family Issues

Problem I

The success of a youth in school, secondary education and eventual employment is tied to the support and loving environment provided by the family. Conversely, youth in

"trouble" almost always experience problems within their family. Consequently, in dealing with the problems of troubled minority youth, efforts must always include the family. Such efforts, to be effective, must take into consideration the unique cultural needs of minority families. At the same time, the number of minority youth growing up in single parent or "nontraditional" households continues to grow. These nontraditional households carry their own set of unique issues.

Solutions (Problem I)

1. Families need to set aside time for the "family". It is important for the family to provide or create time when they can interact. "Family time" can be utilized as a means of keeping the lines of communication open between parent/s and children, and also as an opportunity to provide quality time for all family members.

Problem II

Racism, racist ideas or behaviors, are often learned in the home.

Solutions (Problem II)

1. Racism is a learned phenomenon, and can, consequently, be unlearned. The home needs to be the starting point to fight racism, because, ultimately, that is where children initially learn racism. Programs that deal with youth, juvenile court offices, the school system, etc. should capitalize on dealing with the learned aspects of racism and on involving the family to unlearn racism.

Problem III

Some groups of minority youth are eager to be "Americanized". Often, youths' desires to be "Americanized" leads them to abandon their traditional culture. This "Americanization" is further complicated by language barriers, misunderstanding of culture, and differences in value systems.

Solutions (Problem III)

1. Youth must be taught to value and celebrate all cultures. It is not necessary for families to abandon their culture to be American, but rather that they need to teach youth to value the uniqueness of different cultures and recognize the important contributions that different cultures can make. Families need to teach multiculturalism. Programs that deal with youth, juvenile court offices, the school system, etc. should recognize the importance of teaching youth to value multiculturalism.

Comments

Community Identified Problems

Participants spoke of "forgotten neighborhoods" in which minority youth often reside. Such neighborhoods are unattractive as locations for businesses or other community

organizations. The neighborhoods are characterized by a frustration that their problems are frequently discussed and studied, but that appropriate action is seldom taken to empower them to deal with or solve their problems. Consequently, youth residing in such neighborhoods begin life with few choices (either economically or socially). Delinquent activities, such as drug sale or property theft, are often more attractive than employment, because such delinquent activities provide immediate power and status.

Persons at all four of the town meetings vocalized frustration with the services available to minority youth. Those frustrations included difficulties in accessing services and the unavailability of an "array" of services specifically designed to accommodate the "unique cultural needs" of minority youth. Such an array would need to involve persons from the business community, law enforcement, the school system, juvenile court, community level providers, the state and local human service agencies, etc. Participants indicated the importance of emphasizing prevention services to preschool and daycare youth, as well as older youth.

It was stressed that the juvenile justice system, the school system, law enforcement, etc. need to actively recruit and hire minority staff. It was felt that recruitment of minority staff was important, because those staff could make positive and necessary contributions. Participants felt that such recruitment needed to take place for all levels of positions (line and administrative). Persons at the town meetings stressed the importance of establishing relationships with universities to recruit and hire minority staff.

Participants in all of the town meetings stressed the importance and lack of availability of affordable cultural competency training for persons working with minority youth. It was indicated that the training should be done in a way that helps people learn and value diversity and multiculturalism. Participants stressed that such training needs to be regularly incorporated into other established and forthcoming training activities.

Community Identified Recommendations

Cultural sensitivity training must be provided to school system and juvenile justice system staff.

Communities need to involve the business community to have an impact on the overrepresentation of minority youth in the juvenile justice system. Communities should form neighborhood organizations to assess, and take action to meet, the localized needs of their minority groups.

School systems, the juvenile justice system, agencies and organizations that work with minority youth should actively recruit and hire minority staff for line and administrative positions. Those same groups should utilize policies and programing that are sensitive to the needs of minority youth.

Prevention networks must begin providing services at the daycare or preschool age levels. That network should continue services throughout a youth's education process. When juvenile justice system involvement is required services should be provided from a network sensitive to the needs of minority youth. The programing involved in that network should always involve the entire family.

Youth Input

Background

Iowa's JJAC has historically prioritized a portion of the state's JJDP Act funding for projects that support the collection of information from youth regarding their perceptions and thoughts about the juvenile justice system. Jane Boyd Community House, a community-based human services agency in Cedar Rapids, Iowa, applied for, and was awarded formula grant funding for a youth input project (project period October 1, 1991 through September 30, 1992) because it specifically tied in with the minority overrepresentation initiative. This agency developed a survey instrument to gather input from African American youth both on probation and in placement at the State Training School or the Iowa Juvenile Home.

Findings

Seventy-one interviews were conducted; 19 with young people on probation and 52 with young people in the two state institutions. Twenty-one of the interviews were with females (9 on probation, 12 in institutions); 50 of the interviews were with males (10 on probation, 40 in institutions).

Information gathered from the two groups were similar in that almost all of the youth interviewed felt they were not understood as African Americans by their probation officers and/or staff at the STS. Many respondents stated they had not received any services prior to probation and that they received few services or meaningful contacts with their probation officers while on probation. Most who did have a clear idea of the types of behaviors and situations to avoid if they wanted to stay out of trouble in the future. The majority also stated that caring families, counseling, after school activities, higher self-esteem, better African American role models and the availability of someone who understood them might have kept them from getting into trouble.

The two groups differed in how they described their treatment by the person who referred them for probation or placement. Over half of the probationers felt that their minority status was a major consideration that led to their being placed on probation. The youth in the institutions, however, felt that their prior record had the most impact on the decision to place them and that their referral was appropriate, although about 10% did feel that their minority status had had a strong impact on their placement decision.

Over half of both groups indicated they have had a family member who has been in jail or prison at some time since their birth, and although most of the youth interviewed described positive hopes for their future, greater than 25% indicated their perceived likelihood of continued involvement with the justice system into adulthood.

The independent findings from these youth surveys, in many ways, corroborated information from Leiber's youth interviews and other Phase I data collection efforts. While perceptions of experiences with blatant racism and unfair treatment were not

consistently reported, these African American youth did consistently indicate a perception of not being understood by system officials due to their cultural background. Their responses regarding the types of help or support they saw as needed by youth such as themselves were also consistent with town meeting results and other Phase I findings. The information about the lack of prevention or intervention services many of them reportedly experienced, together with the findings about the troubled futures many predicted for themselves, are available to serve as clear reinforcements for the purpose and goals of minority overrepresentation initiatives.

Minority Overrepresentation Service Projects

Background

Prior to Phase I of the minority overrepresentation initiative, CJPJ routinely collected quarterly reports from all JJDP Act formula grant subgrantees. The quarterly reports did not require specific information relating to the race of any youth served through the subgrantees' projects. During Phase I, four grants were awarded to agencies whose specifically stated goals were to have an impact on the overrepresentation of minority youth in the juvenile justice system. With input from these four minority overrepresentation project subgrantees, a process was developed to collect information on youth served. A description of each of the four minority overrepresentation subgrantee's programs, and findings from their data follow:

The Pyramid of Success, Des Moines Area Community College, Des Moines

This program has a three tier structure: Young Men's Academy, Career Beginnings and the Institute for Academic and Personal Excellence. Referrals come primarily from the schools. The program focuses on the education and cultural needs of African American young people ages 7-18. Young Men's Academy is for males ages 7-13. The participants meet every Saturday for academic and social/cultural sessions.

Career Beginnings is for sophomores and older youth. Weekly sessions focus on college readiness skills, ACT preparation, time management and pre-employment skills. Case managers spend time in the schools to offer support and follow-up during the school week.

The Institute for Academic and Personal Excellence is open to youth of all ages. Leadership Forums are held with guest speakers covering topics such as "Gangs" and "AIDS". Mentors from the community and the business sector are paired with young people to offer support and opportunities for these youth. A "Summer Academy" is a part of the Institute. This is an eight week summer school program where youth attend voluntarily and receive exposure to a mixture of academics and cultural specific topics.

Project: MANHOOD, Jane Boyd Community House, Cedar Rapids

This program targets at-risk African American middle school males ages 11-14 with potential to become a statistic in the juvenile justice system. Referrals come primarily

from the schools. Youth meet twice a week for tutoring, African history, violence prevention; living skills and the Rites of Passage Program. The program also includes recreation activities. Home visits are conducted twice a month.

Lutheran Social Services, Southeast Asian Youth Program, Cedar Rapids and Sioux City

This program works with Southeast Asian youth; both unaccompanied refugee minors and youth living with their families. Referrals were from both juvenile court and school officials. The ethnic social workers deal one-on-one with the youth, their caretakers and the schools in order to identify problems and develop an action plan. Small group interaction and tutoring are also provided.

Save Our Children, Urban Dreams, Des Moines

This program works with African American youth ages 10-14. The agency uses a holistic approach including home and school visits. Youth are involved in an eight week session with discussion and guest speakers on topics ranging from male-female relationships to African history. Small group discussions and recreation programs are also included.

Follow-up contact is provided when the youth has completed the eight week session.

Findings

A data collection form was completed for all youth participating in three out of four of these programs. Data may still be forthcoming from the fourth. The form was developed to capture information known to the subgrantee about the referral source for the youth, "presenting" or "historical" problems faced by the youth at the time of referral, and various types of outcomes or events involving the youth during their program involvement.

Information describing 159 youth was available for analysis: 79% were African American; 15% Asian; 4% bi-racial; and 2% Caucasian. Subgrantee staff indicated that about 60% of all youth were either directly referred by school or juvenile court officials, had experienced school-related problems or had a history of delinquency. Over half of whom were either referred by the schools or indicated school-related problems. Forty percent were referred by themselves, family members or others, or the source of referral was unknown. As a rule, youth referred to the programs were considered to be residents of "high risk" areas of their communities.

Although the nature of these programs' referral policies and procedures and the lack of a control group and post-intervention follow-up data do not allow for any conclusive service impact statements, data was collected to describe several outcomes experienced by the youth service participants. For each service recipient, the subgrantees were asked to indicate if, during their program involvement, the youth dropped out or was suspended from school, was referred to the court for an alleged delinquent act, or experienced an out-of-home placement.

Of all 159 youth involved, 89% reportedly did not experience any of the above-listed outcomes while participating in these programs. About 10% of the 159 youth had been referred by the courts or had some history of delinquency. Of these youth, 40% remained in their homes, in school and out of court while participating in one of the programs. Of the youth who were referred by the schools or who had indicated school problems, over 85% stayed in their homes, in school and out of court while involved with the programs. Only 17 out of the 159 youth (11%) experienced one of the "negative outcomes" while in the program. These 17 youth accounted for 11 dropout/suspensions, 8 delinquency referrals, and 7 out-of-home placements.

Sixty-one of the 159 youth were not referred directly by the schools or courts and had not indicated school or delinquency problems but were considered to be at high risk for these or other such problems. Of these 61, all stayed in their homes, in school and out of court while involved with one of these programs.

These findings are only crude indications of program outcomes. They are, however, encouraging due to their suggestions of program successes. They also are considered helpful in how they are providing some basic information from which to proceed to improve efforts at evaluating prevention and early intervention programs designed to impact minority overrepresentation.

Programs developed to impact at-risk populations may not easily target specific and consistently similar and quantifiable types of clients in a manner that facilitates stringent "what works?" outcome measurements. Steps will need to be taken to improve on the development and tracking of the basic type of outcome measures given as examples above. The types of service programs discussed above are likely to be a component of a given community's Phase II plans. Outcome data from such programs, and juvenile justice system data from other sources in the community would be analyzed jointly. The results of these analyses would be useful for at least two efforts. One, together with the other indicators of minority overrepresentation discussed throughout this report, to provide direction for stopping, strengthening or changing a specific program's services; and/or two for stopping, strengthening or changing the practices and procedures of the programs' referral sources and other aspects of the juvenile justice system, the schools and other community resources.

SECTION V: DATA COLLECTION DURING PHASE II

Iowa Court Information System

Iowa has a state-funded unified court system administered through eight judicial districts. The Iowa State Court Administrator prepares and oversees the entire court budget and provides a wide variety of other statewide functions, including the implementation, maintenance and operation of the Iowa Court Information System (ICIS). Hardware and software for this system are currently operational in some areas of the state and are providing fiscal, personnel, case management and many other services to court personnel in those offices already on-line. All offices are scheduled to become operational at various times in the future. During Phase I, CJJP and the State Court Administrator's Office explored the feasibility of collecting information of relevance to the minority

overrepresentation initiative from ICIS. These exploratory activities led to a service contract between CJJP and the Court to develop data extraction and report generating software programs.

In a number of sites, juvenile court case processing data has been entered into ICIS for some time and used at the local level. More recently, the system's juvenile court case processing module has been revised and additional sites have begun participating. During Phase I, programming was being developed to provide for the regular reporting of ICIS juvenile court data to CJJP specifically to assist with the planning and monitoring needs of the minority overrepresentation initiative.

ICIS information will be available through two different reporting procedures. The first procedure will result in the generation of monthly or quarterly reports on processing activities and decision-making outcomes (number of referrals, number of petitions filed, number of dispositions, number of placements being supervised, etc.) from the on-line juvenile court offices in the state. Such monitoring reports will be used for the ongoing study of juvenile court activities and to identify indications of increases and decreases in the overrepresentation of minorities at various juvenile court processing stages.

The second reporting procedure will result in the development of a research file containing case-specific records that will allow for the tracking of specific juveniles and groups of juveniles through the juvenile court process. A variety of juvenile-specific case processing, demographic and other data items will be extracted from ICIS for each case as it exits from the juvenile justice system. The research file that results from such a collection of records will be periodically queried to answer questions about the experiences and handling of juveniles with different racial and ethnic backgrounds in Iowa's juvenile justice system. It will also specifically be analyzed to further identify and explain any changes in the overrepresentation of minorities at various juvenile court processing stages.

Monitoring Data

As has been discussed earlier, the type of information historically collected by CJJP from jails, lockups, juvenile detention facilities, the state's juvenile institutions, MHI's and other secure facilities was enhanced during Phase I. New data collection procedures and/or the collection of more detailed data items are now occurring and were improved to help assure the state's ability to respond directly to JJDP Act compliance requirements and to provide benchmark data and ongoing performance indicators for the state's efforts to reduce minority overrepresentation.

Pilot Community Projects

Iowa's Phase II activities are being planned to include supporting the efforts of one or more communities in the state as they develop and implement specific responses to the overrepresentation of their minority youth in the juvenile justice system. Phase II activities will involve cooperative efforts between CJJP and the pilot sites to develop local sources of data (law enforcement, service agencies, client population perceptions,

etc.) that will serve to compliment the data that CJJP can provide to the communities from its state-level sources for planning and monitoring purposes. -

SECTION VI: OTHER RELEVANT RESEARCH INITIATIVES

CJJP's work with the minority overrepresentation initiative has been taking place at the same time that it has been involved in a number of other related projects. Described below are brief overviews of the activities of two initiatives which have or will be providing additional information and guidance to the state as it proceeds with Phase II.

The Disparate Rate of Incarceration of African Americans in Iowa's Justice System

This issue is being studied by an 11 member workgroup convened by CJJP and the Iowa Criminal and Juvenile Justice Planning Advisory Council. At the workgroup's request, CJJP is conducting a case study within the four Iowa counties with the state's largest African American populations (Black Hawk, Linn, Polk and Scott). Through this study, approximately 1500 adult offenders are being tracked from the point of charging through sentencing outcomes.

Using data maintained by the Iowa Department of Corrections' computer systems, disposition and sentencing data from the courts, and information from the Iowa Department of Public Safety's computerized criminal history files, the study will examine offender and case-specific characteristics at various decision points including sentencing, sentence reconsideration, probation, parole and revocation. The data will be analyzed to assess the impact of race on decision making at these various case processing stages. Completion of the case study is planned for the summer of 1993. Following completion of the study the workgroup plans to provide recommendations designed to affect the current rate of disparity.

Equality in the Courts Task Force

On December 4, 1990, the Supreme Court of Iowa established the Equality in the Courts Task Force. This action represented a culmination of several efforts in the state to address important issues related to racial, gender and other forms of bias in the court system. It was also part of a nationwide movement to examine bias in the courts in a systematic fashion and to stimulate judges, lawyers, court personnel and other participants in the court system to address specific problems in their own states.

A 29 member task force conducted extensive independent research to determine how lawyers, judges, court personnel and the public view the court system and to solicit comments from these groups about their first-hand experiences. Both quantitative and qualitative research was conducted. From data obtained, this task force identified key issues, documented differences in perceptions, pinpointed some of the many ways bias manifests itself in the courtroom and in professional interactions, and began to understand the meaning of race and gender in the lives of those who seek justice in the Iowa courts.

A report from this study was released in February of 1993. The recommendations in the report focused on the need for cultural sensitivity training, appropriate criteria to use (and uniform application) for determining the conditions of pretrial release and sentencing, the

need for the maintenance of race/gender data relevant to court processing, etc. Iowa's Supreme Court is expected to be issuing a response to the recommendations of this report in the near future. The report and the anticipated responses are expected to be of assistance to CJP, other state officials, local communities and others as Phase II of the minority overrepresentation initiative is underway.

SECTION VII: DATA SUMMARY AND IMPLICATIONS FOR PHASE II

Introduction

Phase I of Iowa's participation in the national demonstration program to impact on minority overrepresentation in the juvenile justice system was largely devoted to the collection and analysis of data. Various types of information from a number of sources have been presented in this report to:

- 1) provide documentation on the extent of minority overrepresentation;
- 2) describe the nature of overrepresentation and provide direction for efforts to impact its causes, and;
- 3) demonstrate a variety of data collection and analysis methods that can be used to identify overrepresentation and track both planned and unforeseen changes in its scope and location.

What follows is a listing of specific findings from Phase I activities and summary comments about the nature and extent of overrepresentation. Also, discussion is presented below that describes how Phase I findings and start-up initiatives will be used or continued to help direct and monitor Phase II efforts to impact the overrepresentation of minorities in the juvenile justice system.

Findings

General Population

Minority youth comprised 4.8% of Iowa's population of persons under the age of 18 according to the 1990 Census:

Whites:	95.21%	Native Amer.:	.39%
Blacks:	2.45%	Other:	.74%
Asian/Pac.Is.:	1.21%	Hispanic:	1.79% (may be of any race)

Projections indicate Iowa's minority persons under the age of 18 will account for 8.7% of the state's youth population by 2010, with Asian and Hispanic population growing the fastest.

The vast bulk of Iowa's minority population lives in a relatively small number of Iowa communities, mostly located in urban counties.

Jails and Lockups

Minorities are overrepresented in the population of youth being held in adult jails and lockups, although relatively few youth are held in such facilities (152 in SFY 1992).

Twenty percent of all youth under the juvenile court's jurisdiction that were held in adult jails were minorities (19% were African American; 1% were Hispanic/Latino).

Fifty-eight percent of all youth waived to the adult court that were held in adult jails were minorities (54% were African American; 4% were Hispanic/Latino).

Most of the minority youth held in adult jails are from three Iowa counties (Black Hawk, Polk and Scott).

Juvenile Detention Centers

In SFY 1992, minority youth comprised 32% of all juvenile detention center holds (23% were African American; 5% were Hispanic/Latino; 2% were Native American and 1% were Asian).

Most juvenile detention center holds of minorities occur in less than half of the juvenile detention facilities in the state, and most minority youth who are detained are coming from just a few counties (Black Hawk, Linn, Polk, Pottawattamie, Scott and Woodbury).

Lengths of stay in juvenile detention facilities were longer for African Americans, Hispanics/Latinos and juveniles waived to adult court.

African American, Asian, and female youth were younger at time of admission.

Small numbers of youth waived to adult court were held in juvenile detention, but African Americans were disproportionately overrepresented within this portion of the juvenile detention facilities' populations.

Native American males, and all females were more likely to be held for less serious offenses. Hispanic/Latino, African American, Asian, and to a lesser extent, Caucasian youth (particularly males within these ethnic/racial groups) were more often held for felonies offenses than were others.

Upon release from detention, most youth were placed in either a foster care setting or were sent home without in home detention. African American and Hispanics/Latino males appeared to be more likely than other youth to be placed in the STS or an adult jail upon their release from detention.

Most youth released from detention were beyond the stage of adjudication. Minority youth, overall, were more likely than were Caucasians to be released with no legal proceedings forthcoming or while official's decisions were still pending (i.e. dispositional hearing pending or juvenile court intake pending).

The extent and nature of minority overrepresentation in juvenile detention facilities varies among the different racial and ethnic groups and is not consistent across the state or among the counties with sizeable minority populations.

State Training School at Eldora

Twenty-six percent of the population of the State Training School at the point of study were minorities (19% were African American, 3% were Hispanic/Latino, 3% were Native American and 1% were Asian).

Native Americans and African Americans experienced longer lengths of stay at the STS.

Most minority youth in general were sent to the STS from just a few Iowa counties.

State Mental Health Institutions

During SFY 1992, 7.6% of the 290 admissions of children and youth to the state MHI's were minorities (6% were African American).

Most minority youth receiving inpatient services in MHI's come from only a few Iowa counties.

Minority youth and females experienced longer lengths of stay than did males and Caucasians.

Department of Human Services Cases and Service Populations

During SFY 1992, minorities were the clients in 13% of all DHS service cases for children and youth (9% were African American; 1.5% were Native American).

African American and Native American youth are overrepresented in almost all types of DHS service populations.

When receiving DHS services, Native American, Asian and Hispanic/Latino youth were more likely than Caucasian youth to receive a placement service.

When receiving a placement service, minority youth of all types were more likely than Caucasian youth to receive foster family care rather than group care.

Caucasian service recipients were more likely than were service recipients from any other minority group to receive family-centered services rather than a placement service.

Juvenile Court Case Processing Data

The following findings from the juvenile court case processing data do not take into account the background of the juveniles being processed through the system, nor do they reflect the nature of whatever offense resulted in referrals to the juvenile court or any number of other factors that may be causing overrepresentation. They do, however, provide information to document the extent of minority overrepresentation.

Leiber's study of juvenile court processing in four Iowa counties indicated that minorities often are more likely to receive the more severe outcomes at various decision points of

the system. The extent to which such disparity was present varied according to the county of jurisdiction, the race of the juveniles and the decision-making stage of the court process.

Black Hawk County

Once referred for juvenile court intake, African Americans are somewhat more likely to receive the more severe possible final dispositions (waiver to adult court or placement outside their home). Sixteen percent of referred African American youth received the more severe dispositions compared to 14% of the Caucasian youth.

At intake, African Americans were more apt to be referred to petition than were Caucasians (42% of African Americans were so processed compared to 33% of the Caucasians).

Of the juveniles reaching a disposition stage, Caucasians were more apt to receive a change in placement or be waived to adult court (64% of Caucasians were so processed compared to 57% of the African Americans.)

Woodbury County

African American youth referred for juvenile court intake are almost two times more likely than Caucasians or Native Americans to receive the more severe possible final dispositions (3.1% of referred Native Americans, 3.5% of the Caucasians and 6.3% of the African Americans received the more severe dispositions).

From intake, African Americans were the most likely, and Native Americans were the least likely, to be referred to petition (16% of the African Americans, 13% of the Caucasians, and 9% of the Native Americans were so handled).

Of those youth reaching the final disposition decision stage, African Americans were most likely to receive the more severe dispositions, followed by Native Americans and Caucasians (73% of the African Americans, 55% of the Native Americans and 38% of the Caucasians reaching the final disposition stage received the more severe dispositions).

Polk County

The likelihood of an African American youth progressing through the system from referral to receive the more severe dispositions is greater than it is for a Caucasian youth (5% of referred African Americans and 2% of referred Caucasians were waived to adult court or placed outside their home).

At intake, African Americans were more apt to be referred to petition than were Caucasians (19% of African Americans were so processed compared to 15% of the Caucasians).

Of the juveniles reaching a disposition stage, African Americans were more apt to receive a change in placement or be waived to adult court than were Caucasians (64% of African Americans were so processed compared to 47% of the Caucasians.)

Scott County

The likelihood of an African American youth progressing through the system from referral to receive the more severe dispositions is greater than it is for a Caucasian youth (12% of referred African Americans and 8% of referred Caucasians were waived to adult court or placed outside their home).

At intake, African Americans were somewhat more likely to be referred to petition than were Caucasians (31% of African Americans were so processed compared to 28% of the Caucasians).

Of those youth reaching the initial court appearance stage, 44% of the Caucasians were granted a consent decree ("deferred" adjudication), while only 19% of the African American youth were so handled.

Of the juveniles reaching a disposition stage, African Americans were more apt to receive a change in placement or be waived to adult court than were Caucasians (68% of African Americans were so processed compared to 54% of the Caucasians.)

The Effect of Race on Juvenile Justice Decision-Making

In the four counties examined by Leiber, offense seriousness and other legal variables most often had the strongest effects on decision-making; these variables have a significant impact on the extent of minority overrepresentation. However, race was also found to have a direct or indirect effect on system decision-making in all four counties.

Minority youth from the four counties studied were more likely to receive a disposition involving the state training school than were Caucasian youth with otherwise similar characteristics.

Black Hawk County

The race of juveniles, separate from other factors, appeared to have an effect on decision-making at the stage of intake, where African Americans with multiple charges were more likely than similarly charged Caucasians to be referred on to petition.

The race of juveniles, separate from other factors, appeared to have an effect on decision-making at the disposition stage, where African American youth who had dropped out of

school were more likely than Caucasian youth who had dropped out of school and other youth to receive a change of placement as a disposition.

Woodbury

The race of juveniles appeared to have an effect on decision-making at the stage of intake, where older youth, particularly older African American youth, were more likely to be recommended to the stage of petition than were other youth with otherwise similar characteristics.

The race of juveniles appeared to have an effect on decision-making at the stage of intake, where Native American youth under court authority and Native American youth charged with more serious crime were more likely to be released than other similarly situated youth.

The race of juveniles appeared to have an effect on decision-making at the stage of petition, where African American and Native American youth were less likely to be petitioned than were other youth with otherwise similar characteristics.

Polk

No direct race effects on decision-making were evidenced when legal and extralegal factors were controlled for.

The race of juveniles may have an indirect effect on decision-making in that African American youth seem to be placed in detention more often than Caucasian youth; having been in detention was found to have a direct effect on juveniles' likelihood of receiving a more severe response at other decision-making stages.

Scott

The race of juveniles appeared to have some effect on decision-making at the stage of petition, where African Americans were more likely to be petitioned than were Caucasians with otherwise similar characteristics.

The race of juveniles appeared to have some effect on decision-making at the stage of initial appearance, where African American youth were less likely to receive a consent decree than were Caucasians with otherwise similar characteristics.

Values and Views of System Decision-Makers

Leiber's studies concluded that juvenile justice decision makers operate under good intentions, and no blatant racism was evidenced; however, unintentional, subtle forms of biased treatment were evidenced, and such bias likely contributes to the level of minority overrepresentation in the juvenile justice system.

To the extent that bias was evidenced through Leiber's research, it was typically related to decision-makers' perceptions of how juveniles' behavior or circumstances deviate from traditional, white middle class values and norms.

A denial of subtle racism, or a lack of understanding or acceptance that all persons to some degree may practice subtle racism, was evident among a number of decision makers in all four of the counties examined by Leiber.

Leiber reported a strong perception by system officials of a lack of adequate resources to provide the services, support and opportunities needed to reduce the overrepresentation of minorities in the juvenile justice system.

It was reported by Leiber that the four study counties varied in how their practices reflected the juvenile justice system's goals of providing public safety, rehabilitation, and juvenile accountability. It was also observed that some of the long-held doctrines of the juvenile court, particularly "parens patriae" promote a level of official discretion and disparate treatment that, when combined with unintentional and subtle bias, likely contribute to inappropriate minority overrepresentation.

Through Leiber's research, it is clear that social conditions and institutions outside the juvenile justice system, such as the poverty, the economy, family life, education, employment, etc., are perceived as major contributors to the minority overrepresentation evidenced within the juvenile justice system.

Youth Perceptions

Minority and non-minority youth generally expressed positive opinions about their probation officers, and the majority of both groups felt that probation officers typically treat all people equally.

Non-minority youth generally felt they personally had been treated fairly by law enforcement officers. Minority youth were less likely to feel that they personally had been treated fairly by law enforcement officials, and the majority of both minority and non-minority youth felt that law enforcement officials do not treat people equally.

African American youth currently involved with the juvenile justice system typically did not report personal experiences with blatant racism or unfair treatment from system officials; however, they did consistently indicate a perception of not being understood by system officials due to their cultural background.

Many minority youth expressed dissatisfaction or frustration with the availability or appropriateness of the services, support and opportunities available to them or other youth and families in their community.

Community Perceptions and Recommendations

Youth residing in certain economically deprived, "forgotten" neighborhoods begin life with few opportunities or choices. Delinquent activities, such as drug sale or property theft, are often seen as more readily available or more attractive choices than other legitimate pursuits because they may be perceived to provide immediate gratification and status.

Youth and families residing in certain minority communities face real difficulties in accessing services that adequately accommodate the unique cultural needs of minority youth.

There is a need to develop and strengthen prevention services for youth of all ages, particularly the very young.

The level of success and involvement youth have with their schools has a tremendous effect on their lives and their perceptions of themselves and others; efforts to improve interactions among schools, minority students and their parents will impact many other social situations, including the overrepresentation of minority youth in secure facilities.

There is a need for the juvenile justice system, the school system, law enforcement, and others to more actively and effectively recruit and hire minority staff for all levels of positions.

There is a lack of regularly provided and effective cultural competency training for persons working with minority youth within the schools, the juvenile justice system and other agencies and service organizations.

There is a need to involve the business community in the efforts of neighborhoods and others to address the overrepresentation of minority youth in the juvenile justice system.

Comments

The Extent of Minority Overrepresentation

Given the findings regarding the processing of juveniles through the juvenile justice system and the population makeup in Iowa's secure facilities and other service settings, it is obvious that minority youth are overrepresented in Iowa's juvenile justice system. It also is clear that the nature and extent of such overrepresentation varies from one part of the state to another. Overrepresentation within the system also varies among different minority populations and according to the facility, service or system process being examined.

The use of much of the data collected and discussed in this report should be limited to describing and monitoring the scope and location of minority overrepresentation in the juvenile justice system. The approaches used to analyze such data in this report were meant to serve as examples of how to examine minority overrepresentation from a

variety of perspectives to develop as broad an understanding as possible, and to avoid the likely failures of "quick fix" solutions based on oversimplified problem assessments.

The ongoing collection and analysis of statewide and community-specific data to identify and monitor overrepresentation is expected to play a major role in Iowa's efforts to assess the impact and direction of efforts to reduce overrepresentation. The type of data chosen for such monitoring and the manner in which it is analyzed and reported are expected to change as experience with current data's usefulness is gained, and as new forms of data (e.g. the planned court information reports) become available.

Causes of Minority Overrepresentation

Leiber's multivariate analysis of Iowa juvenile court case processing data indicated that legal variables have the most significant effect on court processing outcomes. In other words, once a juvenile has been referred to the juvenile court, the manner in which they are handled is most strongly influenced by the type of offense they committed, their prior record, etc. Thus, the extent that any given group is represented in the juvenile justice system is largely explained by these legal variables.

However, Leiber found that race also has an effect on how juvenile court processing outcomes are determined. In other words, when the legal and other variables are held constant, juvenile court case processing outcomes sometimes are different for persons of different races. The extent and type of differences he observed varied among jurisdictions; they also varied within jurisdictions according to the racial group affected and the stage of court processing. In other words, the type of juvenile affected by such race effects, or biased decision-making, varies by jurisdiction and court processing stage. Although exceptions can be noted in some jurisdictions at some processing stages, the observed race effects typically had a negative impact on non-whites, and thus should be considered as a contributing cause of minority overrepresentation in Iowa's juvenile justice system.

Leiber's findings indicating biased decision-making as a cause of minority overrepresentation also suggest that, even if all inappropriate bias within the juvenile court system were to be eliminated, substantial levels of minority overrepresentation likely would still be evidenced. Some of the input received directly from communities, and through Leiber's findings and recommendations indicate that much of the minority overrepresentation seen within the juvenile justice system is caused by social and community situations outside the system. Efforts designed to have a marked impact on minority overrepresentation will need to eliminate the "subtle bias" described by Leiber, and significantly reduce the number of minority youth who are referred to the courts in the first place, and reduce the number of minority youth who receive the more severe court processing outcomes (including youth involved with the more serious offenses and those having delinquency histories).

Efforts to use information from this report to describe and address the reasons for overrepresentation should limit themselves to the findings of Leiber's multivariate analysis of the case processing data, his conclusions and the perceptions of others that he presents

through findings from his survey of decision makers and delinquents, and the perceptions and opinions of individuals and organizations collected through the town meetings and youth surveys. It was largely these sources of information on which the initial planning for Iowa's participation in Phase II of the federal demonstration program was based.

Implications

The community/s that will be participating in the second phase of the minority overrepresentation initiative will be expected and assisted by CJJP to make use of and build upon the data and findings of this report. As their project activities are being planned and implemented, the descriptive and monitoring types of data presented in this report will be considered, together with locally generated information, to help focus efforts regarding target populations and service and/or policy development and coordination, and to be of assistance as evaluation methodologies are developed and project performance indicators are established.

The pilot community/s also will be expected and assisted by CJJP to respond to this report's findings, and their own localized conclusions, regarding the reasons for minority overrepresentation. Such responses are expected to include the ongoing examination and, if warranted, alteration of policies and practices to identify, reduce and eliminate any system processing or secure placement decisions that are effected by race. Also expected are community efforts to adjust and enhance community services and activities in ways that improve the accessibility of services and opportunities that will reduce the number of referrals of minority youth to the juvenile justice system and that will provide alternatives to secure facilities for juveniles that are referred.

From a number of perspectives offered by the data in this report, it is known that the minority overrepresentation responses appropriate for one community will not be what is needed in another community. Within the parameters suggested in the two preceding paragraphs, each community attempting to address minority overrepresentation will need to respond to the findings in this report and from their own research in ways that respond to the unique characteristics of their general population, their juvenile justice and service systems' client make-up and the current nature and condition of their decision-making practices, service systems, education system, and other community resources.

Despite the many differences among minority groups, communities and system decision-makers, findings from a variety of sources presented in this report indicate that efforts to address inadequate cultural awareness and inappropriate, though unintentional, bias can have an impact on the overrepresentation of minority youth in the juvenile justice system. In response, efforts during Phase II are expected to include the development, improvement, support and institutionalization of cultural competency training designed to reduce unintentional bias. A major goal of such training will be to offer those who interact with minority youth better tools with which to accomplish their objectives of effectively instilling responsibility and accountability and providing meaningful education, guidance, supportive and rehabilitative services.

Appendix A

Minority Census Data

Source: 1990 Bureau of Census Data

Prepared By: CJJP

STATE OF IOWA
COUNTIES WITH MINORITY POPULATIONS OF 3% OF MORE
In the Age Group of 17 and Under

<u>COUNTY</u> <u>CITY</u>	<u>TOTAL</u> <u>POP</u>	<u>WHITE</u>	<u>BLACK</u>	<u>NATIVE</u> <u>AMER</u>	<u>ASIAN &</u> <u>PAC IS</u>	<u>OTHER</u> <u>RACES</u>	<u>% MIN</u> <u>POP</u>	<u>% HISP</u> <u>HISP</u>	<u>% HISP</u> <u>POP</u>
Black Hawk	31402	27218	3498	89	401	196	*****	359	1.14
<i>Waterloo</i>	17521	13800	3337	44	204	136	21.24	416	2.37
Buena Vista	5175	4988	17	1	150	19	3.61	64	1.24
<i>Storm Lake</i>	2029	1892	10	1	115	11	6.75	39	1.92
Cerro Gordo	11570	11163	119	15	118	155	3.52	364	3.15
<i>Mason City</i>	7060	6751	100	9	70	130	4.38	293	4.15
Clinton	13619	13166	279	42	77	55	3.33	138	1.01
<i>Clinton</i>	7395	6996	273	30	51	45	5.40	106	1.43
Des Moines	10952	10180	576	25	95	76	7.05	195	1.78
<i>Burlington</i>	7031	6337	536	24	75	59	9.87	129	1.83
Johnson	19347	17922	497	39	765	124	7.37	393	2.03
<i>Iowa City</i>	10075	8980	367	22	628	78	10.87	250	2.48
Lee	9971	9456	308	18	55	134	5.16	247	2.48
<i>Keokuk</i>	3283	3046	186	9	31	11	7.22	30	0.91
Linn	42430	40233	1313	138	503	243	5.18	640	1.51
<i>Cedar Rapids</i>	26203	24310	1233	92	363	205	7.22	500	1.91
Louisa	3162	3033	23	8	11	87	4.08	153	4.84
<i>Columbus Jct</i>	414	352	7	0	0	55	14.98	81	19.57
Marshall	9598	9307	87	31	128	45	3.03	130	1.35
<i>Marshalltown</i>	6128	5878	73	24	108	45	4.08	108	1.76
Muscatine	11140	10229	87	25	119	680	8.18	1266	11.36
<i>Muscatine</i>	6326	5706	68	12	57	483	9.80	852	13.47
Polk	81971	73567	4986	266	2252	900	*****	2295	2.80
<i>Des Moines</i>	46704	39465	4673	202	1689	675	15.50	1739	3.72
Scott	42187	37163	3504	187	515	818	*****	1780	4.22
<i>Davenport</i>	25953	21433	3329	154	345	692	17.42	1387	5.34
Story	14680	13572	245	33	731	99	7.55	216	1.47
<i>Ames</i>	7165	6215	229	17	630	74	13.26	173	2.41
Tama	4548	4104	18	360	39	27	9.76	81	1.78
<i>Toledo</i>	676	594	10	60	6	6	12.13	20	2.96
<i>Tama</i>	702	636	3	39	18	6	9.40	25	3.56
Webster	10483	9931	373	41	64	74	5.27	187	1.78
<i>Fort Dodge</i>	6542	6052	359	25	52	54	7.49	145	2.22
Woodbury	27579	24997	783	818	490	491	9.36	1096	3.97
<i>Sioux City</i>	22215	19740	765	784	447	479	11.14	1049	4.72

Entire State	718880	684457	17639	2780	8709	5295	4.79	2859	1.79
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March 20, 1991

Appendix B

Pre-Phase I Disproportionate Minority Confinement Data

Source: CJP

Prepared By: CJP

DISPROPORTIONATE MINORITY CONFINEMENT
for the period 7/1/88 to 6/30/89

INDEX MATRIX

Data Items	-A- Total Number		-B- # Minorities		-C- % Minorities		-D- Index	
	State	SMSA *	State	SMSA *	State	SMSA *	State	SMSA *
1. Juveniles confined in secure juvenile detention facilities.	1353	459	326	196	24	42.7	7.9	4.64
2. Juveniles confined in secure juvenile correctional facilities.	324	79	65	24	20	30.4	6.6	3.3
3. Juveniles confined in adult jails.	76	22	6	3	7.9	13.6	2.6	1.48
4. Juveniles confined in adult lockups.	96	32	26	8	27	25	8.9	2.7
5. Total (items 1-4).	1849	592	423	231	22.9	39	7.5	4.2
6. Juveniles arrested.	16952	3135	1378	336	8.1	10.7	2.7	1.16
7. Juveniles transferred to adult court.	Not presently available							
8. Population at risk (age 13 to 17).	300690	44230	9127	4080	3	9.2		

DATA SOURCES

Item 1: Detention facilities

Item 2: State Training School - Eldora

Item 3: DCYF Monitoring survey

Item 4: DCYF Monitoring survey

Item 6: Department of Public Safety - UCR

Item 7: _____

Item 8: Census Data

* Black Hawk, Polk and Pottawattamie Counties

NOTE: Completed and submitted to OJJDP prior to Phase I activities.

DISPROPORTIONATE MINORITY CONFINEMENT

For the period J88 to D88

INDEX MATRIX

Data Elements	-A- Total Number		-B- # Minorities		-C- % Minorities		-D- Index	
	State	*SMSA	State	*SMSA	State	*SMSA	State	*SMSA
1. Arrested -status -delinquent	2934 16,952	540 2595	Not broken down by race or SMSA's 1378 336		8	10.7	2.7	1.16
2. Diverted	4353 7323	228 984	522		7		2.3	
3. Detained -own home -nonsecure -secure	9875 995 1353	459	Not broken down by race or SMSA's 326 196		24	42.7	7.9	4.64
4. Prosecuted	Not available at this time							
5. Adjudicated -status -delinquent	42 2545	(number of petitions filed)						
6. Transfer to adult court	2097 332	319	Not broken down by race or SMSA's					
7. Disposition -case closed -probation in own home -probation in nonsecure -probation in secure -commitment to private -commitment to state	529 1136 91 539	Not available at this time Not broken down by race or SMSA's						
8. Committed -state secure facility -local secure facility	324	74	65	24	20	30.4	6.6	3.3
9. Population at-risk (age ___ to ___)	300,690	44,230	9127	4080	3	9.2		

NOTE: Completed and submitted to OJJDP prior to Phase I activities.

Appendix C

Tables from University of Northern Iowa Study on Case Processing by Race

Sources: Juvenile Justice Decision Making in Iowa: An Analysis of the Influence of Race on Case Processing in Three Counties.

Juvenile Justice Decision Making in Iowa: An Analysis of the Influence of Race on Case Processing in Scott County.

Prepared By: Dr. Michael Leiber, Ph D

Table 1. Case Processing by Race (COUNTY A)

White = 60%
Black = 40%

Referral (N = 2030)		Intake		Further Processing (N = 745)			Petition Filed (N = 693)		No Consent Decree (N = 428)		Adjudicated Delinquent (N = 373)		Placement/ Transferred (N = 316)	
Not Detained (N = 1942)		Detained (N = 88)		Informal Adjustment (N = 1026)			No Petition Filed (N = 52)		Consent Decree (c) (N = 108)		Dismissed/ Adjudication Withheld (N = 55)		Community Treatment (d) (N = 207)	
Proportion detained (a)	Proportion of all detained (b)	Proportion further processing	Proportion of all processed further	Proportion informal adjustment	Porportion of all informal adjustments	Proportion petitioned	Proportion of all petitioned	Proportion receiving no consent decree	Proportion of all receiving no consent decree	Proportion adjudicated	Proportion of all adjudicated delinquent	Proportion placed/ transferred	Proportion of all placed/ transferred	
White	4%	50%	33%	54%	55%	65%	94%	55%	78%	51%	87%	52%	64%	57%
Black	5%	50%	42%	46%	44%	35%	92%	45%	82%	49%	87%	48%	56%	43%

a. Proportion within a specific category of race.

b. Proportion of all persons.

c. The numbers in the "Consent Decree" and "No Consent Decree" categories do not sum up to 693 (the total number of filed petitions).

Waiver to adult court accounted for the discrepancy (N = 157).

d. The numbers in the "Community treatment" and "Change in placement or transferred to adult court" categories do not sum up to 373 (the total number of adjudicated delinquents). The larger N (523) is due to the grouping of transferred to adult court into the latter category, and 7 missing cases.

Table 1. Case Processing by Race (COUNTY B)

White = 24%
 Black = 23%
 A.N. Indian (a) = 47%
 Hispanic = 4%
 Asain = 2%

Referral (N = 2101)	Not Detained (N = 2010)		Intake		Release (N = 448)		No Petition Filed (N = 53)		Consent Decree (d) (N = 28)		Dismissed/ Adjudication Withheld (N = 3)		Community Treatment (e) (N = 68)		
	Detained (N = 91)	Proportion detained (b)	Proportion of all detained (c)	Proportion further processing	Proportion of all processed further	Proportion informal adjustment	Proportion of all informal adjustments	Proportion petitioned	Proportion of all petitioned	Proportion receiving no consent decree	Proportion of all receiving no consent decree	Proportion adjudicated	Proportion of all adjudicated delinquent	Proportion placed/ transferred	Proportion of all placed/ transferred
White	5%	26%	13%	26%	70%	25%	88%	29%	84%	32%	98%	32%	38%	21%	
Black	4%	21%	16%	31%	58%	20%	72%	28%	72%	22%	96%	21%	73%	34%	
A.N. Indian	4%	47%	9%	36%	71%	50%	78%	36%	87%	40%	98%	41%	55%	35%	
Hispanic	4%	3%	15%	5%	61%	4%	83%	5%	83%	4%	100%	4%	78%	8%	
Asain	4%	2%	10%	2%	63%	2%	60%	2%	100%	2%	100%	2%	69%	2%	

a. American Native Indian

b. Proportion within a specific category of race.

c. Proportion of all persons.

d. The numbers in the "Consent Decree" and "No Consent Decree" categories do not sum up to 194 (the total number of filed petitions). Waiver to adult court accounted for the discrepancy (N = 37).

e. The numbers in the "Community treatment" and "Change in placement or transferred to adult court" categories do not sum up to 126 (the total number of adjudicated delinquents). The larger N (156) is due to the grouping of transferred to adult court into the latter category, and 5 missing cases.

Table 1. Case Processing by Race (COUNTY C)

White = 50%
 Black = 39%
 A.N. Indian (a) = 1%
 Hispanic = 6%
 Asain = 3%

Referral (N = 1999)	Not Detained (N = 1869)		Release (N = 1083)		Informal Adjustment (N = 576)		No Petition Filed (N = 17)		Consent Decree (d) (N = 181)		Dismissed/ Adjudication Withheld (N = 8)		Community Treatment (e) (N = 56)							
	Detained (N = 130)	Intake	Further Processing (N = 340)	Petition Filed (N = 323)	No Consent Decree (N = 127)	Adjudicated Delinquent (N = 122)	Placement/ Transferred (N = 70)	Proportion detained (b)	Proportion of all detained (c)	Proportion further processing	Proportion of all processed further	Proportion informal adjustment	Proportion of all informal adjustments	Proportion petitioned	Proportion of all petitioned	Proportion receiving no consent decree	Proportion of all receiving no consent decree	Proportion adjudicated	Proportion of all adjudicated delinquent	Proportion placed/ transferred
White	5%	35%	15%	44%	34%	59%	95%	44%	38%	41%	94%	41%	47%	34%						
Black	7%	43%	19%	44%	24%	33%	97%	45%	40%	43%	93%	43%	64%	54%						
A.N. Indian	33%	5%	33%	2%	24%	1%	86%	2%	83%	4%	100%	4%	100%	3%						
Hispanic	13%	12%	19%	7%	24%	5%	83%	6%	53%	8%	100%	8%	33%	4%						
Asain	9%	5%	18%	4%	26%	3%	100%	4%	50%	5%	83%	4%	60%	4%						

a. American Native Indian

b. Proportion within a specific category of race.

c. Proportion of all persons.

d. The numbers in the "Consent Decree" and "No Consent Decree" categories do not sum up to 323 (the total number of filed petitions).

Waiver to adult court accounted for the discrepancy (N = 15).

e. The numbers in the "Community treatment" and "Change in placement or transferred to adult court" categories do not sum up to 122 (the total number of adjudicated delinquents). The larger N (126) is due to the grouping of transferred to adult court into the latter category, and 11 missing cases.

Table 1. Case Processing by Race (COUNTY D)

White = 50%

Black = 50%

Release

(N = 186)

Informal Adjustment
(N = 815)

No Petition
Filed
(N = 31)

Consent
Decree (c)
(N = 87)

Dismissed/
Adjudication Withheld
(N = 30)

Community
Treatment (d)
(N = 88)

Referral
(N = 1423)

Intake

Further Processing
(N = 422)

Petition
Filed
(N = 391)

No Consent
Decree
(N = 187)

Adjudicated
Delinquent
(N = 157)

Placement/
Transferred
(N = 141)

	Proportion further processing (a)	Proportion of all processed further (b)	Proportion informal adjustment	Porportion of all informal adjustments	Proportion petitioned	Proportion of all petitioned	Proportion receiving no consent decree	Proportion of all receiving no consent decree	Proportion adjudicated	Proportion of all adjudicated delinquent	Proportion placed/ transferred	Proportion of all placed/ transferred
White	28%	48%	59%	51%	97%	50%	56%	42%	87%	44%	54%	40%
Black	31%	52%	56%	49%	89%	50%	81%	58%	82%	56%	68%	60%

a. Proportion within a specific category of race.

b. Proportion of all persons.

c. The numbers in the "Consent Decree" and "No Consent Decree" categories do not sum up to 391 (the total number of filed petitions).

Waiver to adult court accounted for the discrepancy (N = 81) as did the dismissal of cases at the initial appearance hearing (N = 31), plus 5 cases were missing.

d. The numbers in the "Community treatment" and "Change in placement or transferred to adult court" categories do not sum up to 157 (the total number of adjudicated delinquents). The larger N (229) is due to the grouping of transferred to adult court into the latter category, plus 9 missing cases.

Appendix D

University of Northern Iowa Study: A Survey of Decision Makers and Delinquents

Source: The Disproportionate Overrepresentation of Minority Youth in Secure Facilities: A Survey of Decision Makers and Delinquents (Executive Summary).

Prepared By: Dr. Michael Leiber, Ph D

The Disproportionate Overrepresentation of Minority Youth
in Secure Facilities:
A Survey of Decision Makers and Delinquents

Executive Summary

by

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The Disproportionate Overrepresentation of Minority Youth
in Secure Facilities:
A Survey of Decision Makers and Delinquents

March, 1993

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The Office of Criminal and Juvenile Justice Planning

*Funds for this research were provided by the University of Northern Iowa and the Office of Criminal and Juvenile Justice Planning in Iowa under a grant entitled, Race and Juvenile Justice in Iowa: Incarceration of Minorities Survey, grant number CA-92-001. The opinions expressed are those of the author and do not necessarily reflect the views of individual persons or funding sources.

Acknowledgements

This project would have not been possible if it were not for the support I received from a number of agencies and individuals over the last three years. I would first like to thank the Juvenile Justice Advisory Council of Iowa and Dave Kuker, Lori Rinehart, Dick Moore from the Division of Criminal and Juvenile Justice Planning of Iowa. The Chief District Juvenile Court Officers (Steve Smith, Dan Conway, Pat Hendrickson, Roger Penn, and Bert Aunan), the individual juvenile court officers, and the rest of staff at each of the county offices also deserve a thank you. The public defenders, prosecutors, referees, and judges who participated in the study are also acknowledged for their help. Special thanks go out to Tina Van Houweding, Herb Kueny, and Everette Laning.

A variety of agencies also need to be thanked for their cooperation and patience: the Day Treatment Program for Children with Behavioral Disorders, the Center of Alcohol and Drug Services, Lesley East and West, Meyer Hall and other detention facilities in the four counties, various group homes and residential treatment centers, Quakerdale, Steve Houston and staff at the Eldora State Training School, youth shelters, and Wayne Ford and the staff at Urban Dreams. Again, I would like to thank these groups and the other people and agencies who have not been cited here for their support. Their help is greatly appreciated.

There are many people who worked on the research that I would also like to thank. They are: Cynthia Green, Mary Mc Laughlin Lesley Martin, Jeanne Kass, Bernice Burnett, Carol Newkirk, Shelia Burnett, Sean Anderson, Holly Graves, Kathleen Kauth, Tadd Cline, Karen Mead, Tony Foy, Margaret Cejas, Marla Watson, Jodi Silberman, Susan Lancaster, Teresa McCormick, Claudette Carr, Jason Nelson, Christina Schaul, Donna Shuer, Mark Sturgevant, Debborah Erickson, Brent Lindberg, Jill Hermsen, Lesile Lawson, Donna Lowry, Vanessa Nassif, Howard LeFlore, Michelle Lilla, Sandy Bell, Laure Muehlstedt, Kathleen Markway, Jayne Arneil, Laticia Valdes, Carrie Barritt, Skipp Slattenow, Jenean Harris, Carrie Amsbary, Anita Norwood, Brian Herbold, Brenda Meyer, Britt Peterson, Scott Barngrove, Tom Curry, Lisa Bries, Shane Wrage, Mary Howard, Laurie Nusbaum, Christa Lovell, Angie Michel, Jae Phil Cho, and the secretarial staff at the University of Northern Iowa. Jeff Spears also deserves acknowledgement and a special thank you for his effort.

I would like to also thank Carl Pope, Cassia Spohn, William Feyerherm, Keith Crew, Virgil Nowack, Tom Hill, Gene Lutz, Bob Kramer, and Margaret Farnworth. William Downs of the Adolescent Center at the University of Northern Iowa also deserves a thank you for his support.

Each of the following persons, in addition to other things, wrote most of the material in a number of the Chapters: Cher Carney, Karen Bell, Dana Smith, Michelle Roudebush, Russell Muilenburg, and Mary Jane Crew. Each of these individuals spent a considerable amount of time and energy on the project. You all did a great job! Thank you.

A special thank you also needs to be extended to Molly Cargin, Mary Wacker, Anne Woodrick, and David Atwood. All provided valuable support and encouragement during the three years of the project.

Last, I would like to thank all the youth who voluntarily participated in the study. Hopefully, the study and the results will have an impact.

Corrections

- Pgs. 10-11 Thus, for every 100 blacks, 16 receive a recommendation for a referral to petition. For every 100 Native American Indians, 9 would receive this outcome. For every 100 Whites, 13 would be recommended for further processing.
- Pg. 12 Results from the bivariate analyses with the unweighted sample suggest that of the whites 15%, and of the blacks 19% are referred to petition.

Chapter One

A Review of Phase One of the Study

Two separate but interrelated research studies were conducted over the last three years to address the disproportionate overrepresentation of minorities in secure facilities. The first study or Phase One focused on the examination of case files for the purpose of assessing whether race/ethnicity may influence juvenile court processing and outcomes in four counties in the state of Iowa.

Phase Two was a follow up to that research with the specific intentions of addressing the following question, "How do juvenile court personnel feel about phase one of the study, the findings, and race bias, in general?". In this phase of the research, delinquent youth were also asked for their input concerning discrimination and treatment provided by the police and the juvenile court office. In this chapter, the sites, sampling techniques, statistical procedures, and the results from Phase one of the study are discussed. A more detailed presentation of the research is given in technical reports entitled: "The Disproportionate Overrepresentation of Minority Youth in Secure Facilities: A Survey of Decision Makers and Delinquents"; "Juvenile Justice Decision Making in Iowa: An Analysis of the Influences of Race on Case Processing in Three Counties" and "Juvenile Justice Decision Making in Iowa: An Anaylsis of the Influence of Race on Case Processing in Scott County", authored

by Michael J. Leiber and prepared for The Office of Criminal and Juvenile Justice Planning.

Research Sites

Due to the relatively small number of nonwhites in the state of Iowa, the determining factor for inclusion in the study was the size of the minority youth population residing in a particular county. On the basis of this criterion and available resources, the following four counties were chosen: Black Hawk, Woodbury, Polk, and Scott.

Black Hawk County: This county has a total population of 123,798 with persons age 17 and younger comprising 31,402 (Bureau of the Census, 1990). Minority youth comprise 13% of those age 17 and younger, with blacks making up 77% of that figure (Bureau of the Census, 1990).

Woodbury County: This county has a total population of 98,276 with persons age 17 and younger making up 27,579 of that number (Bureau of the Census, 1990). Minority youth comprise 9.36% of those age 17 and younger with blacks making up 21% and Native American Indians 22% of that figure (Bureau of the Census, 1990). The percentage of the minority population comprising Hispanics and Asian youth is 29% and 13%, respectively (Bureau of the Census, 1990).

Polk County: This county has a total population of 327,140 with persons age 17 and younger comprising 81,971 (Bureau of the Census, 1990). Minority youth make up 10.25% of those age 17 and

younger with blacks making up 47% of the population (Bureau of the Census, 1990).

Scott County: This county has a total population of 150,979 with persons age 17 and younger making up 42,187 of that number (Bureau of the Census, 1990). Minority youth comprise 11.91% of those age 17 and younger with blacks making up 69.74% of that figure (Bureau of the Census, 1990).

Sample Selection

All cases for this study were selected from juvenile court referrals over the twelve-year period from 1980 to 1991. A referral was defined as such if the situation involved a youth accused of committing a delinquent offense. The study did not examine why youth commit crime or police decision making as it pertains to juveniles. Sampling procedures, variables, and the statistical procedures employed are presented in Table 1.

Black Hawk County: A random sample of 1,218 referrals of delinquent cases involving white youths was selected for the analyses. The entire population of black youths (n= 900) was targeted to provide a sufficiently large number for comparison purposes. Of this number, 823 were included in the study because the files for the remaining cases were missing or had been destroyed. The total sample for the analysis for this county numbered 2,030.

Woodbury County: A random sample of referrals of delinquent cases identified as white (n= 507) were selected for the analyses. Native American Indians referred to juvenile court

services were also selected from random pool of referrals (n= 985). All blacks (n= 475), Hispanics (n= 83), and Asians (n= 51) referred to juvenile court services during the designated time period were included in the analyses. The total sample used for Woodbury county is 2,101.

Polk County: A random sample of referrals of delinquent cases identified as white (n= 1005) were selected for the analyses. Disproportionate random sampling was used for blacks (n= 788 out of 1,632). All cases involving Hispanic youth (n= 119), Asian youth (n= 66), and American Native Indians (n= 21) were also recorded. The total sample used for this county is 1,199.

Scott County: A random sample of referrals of delinquent cases identified as white (n= 713 from 2,854) were selected for the analyses. Black youth were also randomly chosen but oversampled to create a racial comparison group (n=710 from 1,225). All Hispanic and other minority groups were collected (n=187). The total sample for this county is 1,423.

Variables

Five stages were identified in Iowa's juvenile justice system. Each of these stages were treated as dependent variables. Eleven independent variables were included in the analyses. The inclusion of these variables was justified by: (1) past research and (2) preliminary analyses using chi-squares and zero-order correlations.

Dependent Variables: Most studies of juvenile justice decision making typically fail to treat detention as a stage in

the proceedings. Although this variable is of great importance, it could not be included as a dependent variable in the study due to the small number of persons who were detained throughout the entire process.

Intake. Decisions at this point in the system are made by juvenile court officers. Here, a youth may be released, receive an informal adjustment, or be recommended to go on to the stage of petition. "An informal adjustment" is a form of diversion where the youth avoids further processing by agreeing to participate in some type of service (e.g., informal probation, restitution, community service). Under this form of intervention, a youth may be redirected into the system if he/she fails to abide by the conditions of the agreement. State statute requires admittance of guilt as a prerequisite for this outcome. This stage is treated as a trichotomy with release coded 0, informal adjustment coded 1 and further processing coded 2.

Petition. The coding of the decision to seek further court processing is represented by 0 where petition equals yes. The decision not to file a petition or if the petition was withdrawn was coded 1.

Initial Appearance. This stage in the analysis is included because youth have the option here to agree to a consent decree or a formal adjustment rather than having to go on to the adjudicatory stage in the proceedings. This option is equivalent to the informal adjustment, though a petition has been filed at this point. Again, if a youth fails to adhere to the stipulated conditions he/she may be subject to further juvenile court

proceedings. Further court processing is coded 0, while youth receiving a formal adjustment is coded 1.

Adjudication. For those youth who did not agree to or have offered to them a formal adjustment, adjudicatory outcomes consist of case dismissals, decisions to withhold adjudication, and adjudications of delinquency. The coding of adjudicatory outcomes is as follows: adjudicated delinquent=0; case dismissed or adjudication withheld=1. Juveniles awaiting adult waiver hearings were not included in the analysis at this stage.

Judicial Disposition. Cases that resulted in either a change of placement (e.g., training school, residential facility, group home) or transfer to adult court are coded 0. Referrals that involved a sentence of probation and/or treatment within the community are coded 1.

Independent Variables

The analysis was limited to whites, blacks, and when appropriate, Native Americans Indians. Other social characteristics are age (interval), gender (male=0, female=1), school status (attending=0, attending but academic or behavioral problems=1, and dropout=2), and family structure (two parent members present=0, one parent member present=1). Both race/ethnicity and school status were treated as dummy variables in the analyses, with whites and attending school the reference groups, respectively.

Prior record is a measure of the number of times a youth had past contact(s) with the juvenile justice system. The variable is interval.

Past disposition is defined as '0' where a youth was adjudicated a delinquent or waived to adult court and '1' where the individual received an outcome other than those two possibilities (e.g., release, an informal or formal adjustment).

Court Authority is a measure employed here to assess whether a youth may have been under some kind of supervision when he/she was referred to the juvenile court. Under court authority=0, no court authority=1.

The number of offenses a youth was charged with at the time of the referral was also coded. This is an interval-level measure.

A measure of offense severity involves the scoring of the most serious offense with which the youth was charged. The range of this variable was from 0 to 6, with the latter representing the most serious felony offense.

Although detention status could not be included in the analyses as a dependent variable, the independent effects were assessed and controlled for at various stages in the proceedings. The independent variable is coded as detained=0, no detention=1.

Analysis

The analyses followed the recommendations of Pope and Feyerherm (1990a,b) and the work of Bishop and Frazier (1988). Multivariate analyses were performed controlling for additive and

interactive effects. Because each of the dependent variables is categorical (each decision making stage), logistic regression techniques within SASS were employed. In addition to estimating main effects in additive models, two-way interactions by race and each of the variables were performed for each outcome or decision making point in the proceedings. The use of interaction terms allows for the evaluation of the interactive effects race may have with social, legal, and case processing variables on each outcome. However, these were not reported if their inclusion did not improve the overall chi-square fit of the model over the estimates of the main effects.

Race Specific Findings from Phase One

The movement of the cohort through the juvenile justice system from the initial referral to judicial disposition will be first discussed to highlight possible differences in the likelihood of receiving the most severe outcome at each of the individual stages. The results from these bivariate comparisons (race by each decision making) do not by themselves indicate a bias in decision making. The results provide indications of what might be occurring in terms of case processing and outcomes. The use of multiple regression allows for the assessment of whether the observed findings from the bivariate comparisons are possibly the result of legal and extralegal factors or some other factors (such as bias). Thus, each of the stages in the system or the dependent variables were regressed on the various independent variables controlling for their individual additive effects. The

regression runs were estimated separately for each of the four counties. Although legal factors (e.g., the severity of the offense, prior record) were most often the strongest predictor of the severity of the outcome, race effects were present at a number of stages in a number of the counties. A summary of the race effects and gender effects from the regression results are provided in Table 2.

Black Hawk County: In the bivariate analyses with the unweighted sample, 33% of the whites at the stage of intake received a recommendation for a referral to petition. Of the blacks, 42% received a recommendation to proceed to the stage of petition. The composition of the blacks grew at this point by 9%. Thus, for every 100 white youth, 33 are referred to petition compared to 42 for every 100 blacks. The differential in the composition of the cohort remained throughout the stage of petition, initial appearance, and adjudication. That is, race differences did not increase or decrease from the increase in the cohort at the point of intake. Of the blacks, 57% received a change of placement or waiver to adult court in contrast to 64% of whites. Therefore, for every 100 whites at judicial disposition, 64 receive a change of placement/waiver. For every 100 blacks who reach this stage, 57 receive the more severe outcome. The black composition of the cohort from intake to judicial disposition who receive a more severe outcome, however, is still slightly larger than the initial white composition of the cohort (+2-3%). This effect is most likely the result of the initial increase in the composition of the cohort at intake.

Thus, of every 100 white youth at referral, 14 are likely to receive the more severe outcome at judicial disposition. Of every 100 black youth at the point of referral, 16 are likely to receive the most severe outcome at judicial disposition.

In this paragraph, the results from statistical procedures that control for the effects of legal and extralegal factors are discussed (Table 2). As in the bivariate comparisons, blacks are more likely than whites to move beyond intake. At the stage of intake, blacks with more current charges were more likely than whites who were similarly situated to be referred on to petition. The second race finding was evident at the judicial disposition stage where black youth who dropped out of school were more likely than whites who dropped out of school and other youth to receive an outcome of a change of placement. The research from the first phase of the study also yielded a gender effect. Females were more likely than males to receive a disposition of a change of placement, controlling for all relevant legal and extralegal factors.

Woodbury County: The results from the bivariate analyses from the unweighted sample suggest that race effects appear to exist at the stage of intake. Although few youth moved beyond intake (12%), the proportion of black youth in the cohort that represent youth receiving the most severe outcome grew (31% compared to 23%), while decreases are evident in the composition consisting of Native American Indians (36% compared to 47%) and whites (16% compared to 24%). Thus, for every 100 blacks, 31 would receive a recommendation for a referral to petition. For every 100 Native

American Indians, 36 would receive this outcome. For every 100 whites, 16 would be recommended for further processing. At petition, 72% of the blacks and 78% of the Native American Indians were petitioned compared to 88% for whites. Therefore, for every 100 blacks, 72 are petitioned who reach this stage in the proceedings. For every 100 Native American Indians, 78 were petitioned compared to 88 whites. The cohort of youth receiving the most severe outcome grew for whites (+5%) and blacks (+5%), and decreased for Native American Indians (-11%). Small differences were evident at the stages of initial appearance and adjudication. Of the white youth at judicial disposition, 38% received a change of placement or waiver to adult court, in contrast to 73% for blacks and 55% for Native American Indians. Thus, for every 100 whites at judicial disposition, 38 received the more severe outcome. For every 100 blacks, 73 received a change of placement/waiver and for Native American Indians it is 55. Expressing the movement of youth from the point of referral to the stage of judicial disposition and receiving a change of placement/waiver in terms of probability is: 3.5 for whites, 6.3 for blacks, and 3.1 for Native American Indians. Thus, blacks are almost two times more likely than whites and Native American Indians for this to occur.

Results from the regression equations, for the most part, support the findings from the bivariate comparisons (Table 2). At the stage of intake, an interaction existed between race and age. Younger blacks were released while older blacks were recommended to the stage of petition. Two additional effects

were also present at intake. Native American Indians under court authority and Native American Indians charged with a more serious crime were released than other similarly situated youth. At petition, both blacks and Native American Indians were less likely to be petitioned than whites.

Polk County: Like in Woodbury county, most youth are released or diverted at the intake stage. Results from the bivariate analyses with the unweighted sample suggest that of the whites and of the blacks 44% are referred to petition. The black representation in the cohort moving further into the system, however, increased by 5% while that of white youth decreased by 6%. Thus, of every 100 whites at referral 15 moved beyond intake. Of every 100 blacks at referral, 19 moved onto the stage of petition. Few differences in outcomes and changes in the composition of the cohort are evident at petition, initial appearance and adjudication. At judicial disposition, 47% of the whites received a change of placement/waiver. Of the blacks, 64% received this outcome. Thus, for every 100 white youth at this stage, 47 receive this outcome. For every 100 black youth at this stage, 64 are involved in a change of placement/waiver. The likelihood of a black youth moving from referral and receiving a change of placement/waiver is greater than it is for a white (5% compared to 2%). Thus, of every 100 white youth at referral, 2 will receive an outcome of a change of placement/waiver. Of every 100 black youth at referral, 5 will receive an outcome of a change of placement/waiver.

None of these race effects were evident when legal and extralegal variables were controlled for in the regression procedures. However, detention appears to be a very significant factor in determining case processing, case outcomes and in particular, the race effects evident in the bivariate comparisons. Preliminary analyses suggest that an indirect effect may exist between race and detention. That is, black youth seem to be subjected to detention more often than white youth and in turn, detention thereafter impacts with the likelihood of moving further into the system and receiving a more severe outcome. Contrary to the finding in Black Hawk county, females are more likely than males to receive an outcome of community-based treatment rather than a change of placement at judicial disposition.

Scott County: The results from the bivariate comparisons with the unweighted sample indicate that of the blacks, 31% were referred on to the stage of petition compared to 28% of the whites. Of every 100 blacks, 31 would go to petition. Of every 100 whites, 28 would fall a similar path. The composition of the black youth moving from referral beyond intake grew by 2%. Although no race differences appear to exist at petition, 81% of the blacks did not receive a consent decree compared to 56% of the whites at the initial appearance stage. The black composition of the cohort moving on from initial appearance to the stage of adjudication grew by 8%. Thus, of every 100 white youth at referral, 11 reach the adjudication stage. Of every 100 black youth at referral, 15 reach the adjudication stage. Of the

blacks, 68% received a change of placement/waiver in contrast to 54% of the whites. Of every 100 white youth at referral, 8 reached the judicial disposition stage and received the more severe outcome. Of every 100 black youth, 12 reached the judicial disposition stage and received a change of placement/waiver.

The results from the regression results provide some support for the race differences observed in the bivariate comparisons (Table 2). At the stage of petition, blacks were less likely than whites to be petitioned. Black youth were also less likely to receive a consent decree or a formal adjustment than whites. Last, females were more likely than males to receive a change of placement at the stage of judicial disposition.

In summary, direct race effects are evident in a number of the stages in three of the counties and an indirect race effect with the practice of detention is believed to exist in the fourth county. Gender effects also appeared in some stages and in some counties.

Reanalysis of Decision Making at Judicial Disposition

The federal mandate proposed by the Office of Juvenile Justice and Delinquency Prevention stipulates that inquires should be made to determine whether minority youth are disproportionately overrepresented in secure facilities. The operationalization of the stage of judicial disposition in the first phase of the study included youth sent to the state training school, residential treatment, waivers to adult court

etc. To meet the stipulation, judicial disposition was redefined here to include only those youth placed in secure facilities or transferred to the custody of the state training school versus youth who received community-based treatment. Youth brought to adult waiver proceedings were dropped from the analysis (n=680). In addition, the race variable was now constructed to include whites versus minorities (e.g., Blacks, Hispanics, Native American Indians, Asians). An additional variable was included to control for crimes against property versus persons (cseri). Overall, very few youth are sent to the state training school. On the basis of the sample for this analysis, however, a white's chances of being sent to the state training school is 1.98 percent, in contrast to a minority which is 2.99 percent. For every 100 white youth, two go to the state training school. For every 100 minority youth, three go the state training school.

Even after controlling for legal and extralegal factors, a race effect is present. As presented in Table 3, minority youth are more likely than white youth to receive a disposition involving the state training school. There are no race/county interaction differences to account for this occurrence. Thus, the race effect is small but accumulative across all four counties. Legal variables are also statistically associated with this outcome (e.g., prior record, detention status, and severity of the offense). Of these effects, race is the weakest. Still, a race effect is evident.

Table 1. Summary of Research Design for Phase One

Time Period	1980 thru 1989, 1980 thru 1991	
Sample Selection	<u>No. Referrals Delinquency</u>	<u>No. of Cases Included in Study</u>
<u>Black Hawk</u> (total)	9,011 ^a	2,030
White	8,111	1,218 ^b
Black	900	823
<u>Woodbury</u> (total)	10,331	2,101
White	8,282	507
Black	475	475
American Native Indian	1,440	985
Hispanic	83	83
Asian	51	51
<u>Polk</u> (total)	9,353 ^c	1,199
White	7,515	1,005
Black	1,632	788
American Native Indian	21	21
Hispanic	119	119
Asian	66	66
<u>Scott</u> (total)	4,266 ^d	1,610
White	2,854	713
Black	1,225	710
Other	187	187

Variables

Dependent

Intake
Petition
Consent decree
Adjudication
Judicial disposition

Table 1: continued

Variables
Independent

		Legal	
Social	Prior Delinquency		Current Charge(s)
Race	Severity of past disposition		No. of charges
Age	Prior record		Severity of offense
Gender	Under Court Authority		Detention status
Family Status			

Statistical Procedures

Procedure	Purpose
CROSSTABULATIONS	To examine differences in nonlegal, legal, and processing variables by county. To examine racial and ethnic composition of cohort of youth moving through proceedings or from one stage to another.
ANALYSIS OF VARIANCE (ANOVA)	To examine mean differences in variables by county.
ZERO-ORDER CORRELATIONS	To examine associations among two variables (bivariate comparisons).
LOGISTIC REGRESSION	To make probability estimates of the influence of race controlling for other variables in the model for each stage in the proceedings. Outcomes are categorical dependent variables.
INTERACTION TERMS	To assess the possibility that the effect of race may be conditioned by other variables. Only reported when the chi-square fit of the model is improved over the additive model.

- a. This is an estimation. Minority youth other than black may be included in this figure. The number is unknown, but it is believed to represent a small percentage in comparison to whites given the small number of other nonwhite groups (including Hispanic) in Black Hawk County.
- b. A small number of files could not be located (N=77).
- c. All referrals involving delinquencies were not identified due to missing and/or destroyed records. Estimations are that 5,000 to 7,000 files were not found.
- d. The small total was the result of an active policy which calls for their right to have files sealed two years after the closure of the case.

Table 2. Significant Race and Gender Effects (Phase One, Summary of Results).^a

	Black Hawk	Woodbury	Polk	Scott
STAGES				
Intake	Blacks/Current # Charges (referred on)	Black/Older (referred on) Indians/Court Authority (referred on) Indians/Serious of Offense (referred on)		
Petition		Blacks (no petition) Indians (no petition)	---b	Blacks (no petition)
Consent Decree		---b		Blacks (no consent decree)
Adjudication		---b	---b	
Judicial Disposition (With waiver)	Blacks/Dropout (placement) Females (placement)		Females (community based treatment)	Females (place- ment)
Judicial Disposition (Without waiver)	Females (placement)			Females (place- ment)

a. Race and gender effects only, legal and other extralegal variables were most often the strongest effects.

b. Too few cases in categories to do analysis.

Table 3. Logistic Regression Results for Judicial Disposition, Training School (N=760).

	Disposition additive model	Disposition interactive model
Race	-.409 ^a / -.112 ^b (.209) ^c 3.834* ^d	-.209 / -.057 (.299) .488
Age	-.243 / -.198 (.077) 9.914**	-.253 / -.206 (.078) 10.526**
Gender	-.218 / -.043 (.298) .536	-.207 / -.040 (.300) .476
Attending School	-.229 / -.057 (.231) .980	-.196 / -.049 (.235) .695
Dropout	-.237 / -.467 (.278) .725	-.239 / -.047 (.278) .740
Family Status	-.233 / -.064 (.206) 1.284	-.228 / -.062 (.209) 1.19
Prior Record	-.273 / -.409 (.039) 50.090**	-.273 / -.409 (.039) 49.339**
Court Authority	.446 / .121 (.218) 4.164*	.443 / .120 (.220) 4.064*
# Current Charge	.000 / .000 (.118) .000	-.001 / -.000 (.119) .000
Offense Severity	-.127 / -.115 (.063) 4.126*	-.122 / -.110 (.063) 3.739*
CSERI	-.137 / -.031 (.240) .325	-.162 / -.037 (.242) .444
Detention Status	1.525 / .278 (.280) 29.670**	1.542 / .281 (.282) 29.933**

Table 3. continued.

	Disposition additive model	Disposition interactive model
Woodbury	-.087/-.017 (.331) .068	.278/.056 (.580) .229
Polk	-.095/-.018 (.313) .092)	-.197/-.039 (.460) .185
Scott	-.732/-.165 (.259) 7.988**	-.348/-.079 (.410) .722
Race X Woodbury ^e		.145/.022 (.588) .060
Race X Polk		-.642/-.117 (.512) 1.573
Race X Scott		-.572/-.098 (.672) .724
INTERCEPT	5.325 (1.294) 16.925**	5.344 (1.301) 16.883**
AIC	702.896	706.449
SC	777.029	794.482
-2 Log L	670.896	668.449

^a Parameter estimate

^b Standardized estimate

^c Standard error

^d Wald chi-square

^e Dummy variables for counties, Black Hawk county is reference category

**p less than or equal to .01; *p less than or equal to .05.

Chapter Two

Phase Two of the Research

Phase One of the research focused on the examination of files to assess the case processing and case outcomes of youth in four juvenile court offices. The primary focus was to examine the similarities and differences in the treatment of Blacks, Native American Indians, and other minority groups relative to Whites. The findings suggest that each of the four county juvenile court offices differ to some degree in what factors influence decision making. Common characteristics, however, are the presence of race and gender disparities in case outcomes at various stages in the proceedings. Most of the differences appear at intake, petition, and judicial disposition. Overall, minorities in all four counties are more likely than whites to be placed in the state training school. Because Phase One of the research relied on official and unofficial records at the juvenile court offices, little could be said as to why this could be occurring.

Phase Two of the research was conducted in an attempt to possibly answer why minorities are disproportionately overrepresented in secure facilities. An analytical framework was incorporated to look at juvenile justice decision making from a broad perspective. To accomplish this task, adult decision makers and youth in Black Hawk, Woodbury, Polk, and Scott counties were provided the opportunity to express their feelings on a variety of issues revolving around fairness, decision making, case processing, and case outcomes. The underlying

objective of this approach was to determine how decision makers' views on a variety of issues impact decision making. The purpose in doing this was to place the observed race and gender differences within the context of this larger view of decision making. The end result was anticipated to reflect a better understanding of the role legal and extralegal factors may have on juvenile justice decision making which may or may not include subtle forms of racism or bias.

In this Chapter, the rationale for the second phase of the study is discussed. The research method for Phase Two is also outlined. A discussion on the organization of the report comprises the final section of the Chapter.

Rationale for Phase Two of the Study

A limitation of the research design of the first phase of the study was the inability to assess what may account for the observed findings. The second phase of the research incorporated interviews in an attempt to identify both legal and extralegal factors that may provide a better understanding of juvenile justice decision making and the influence of race in each of the four counties.

It is possible that legal and extralegal factors not controlled for in the analysis in Phase One could account for the race and gender findings. That is, intricate factors that might have been present in the situation that may have impacted decision making may have not been recorded or captured. For example, the variable family structure provides information

concerning the presence or absence of parents in the household. This variable, however, fails to give any indication of the quality of supervision and/or support that may or may not be present in the household. The attitude and the willingness of the child and parents to cooperate were also not controlled for in the analyses. Each of these factors could play a very significant role in deciding what is in the best interests of the youth.

An additional weakness of the research design of the first phase of the study is the absence of input from decision makers and youth concerning a number of factors that may impact case processing and case outcomes. For example, no attempt was made to ask the decision makers for their views on the findings or what the youth themselves may have to say about the police or the juvenile court.

Concomitantly, the findings from the first phase of the research could reflect what is really going on in terms of decision making. That is, decision makers may be treating youth differently on the basis of their race.

Most individuals do not see themselves as racist or treating someone differently because of their skin color, ethnicity or culture. Yet, most individuals to varying degrees are influenced by people who are different from themselves. Our failure to recognize this, in part, stems from how we as a society generally define racism. All too often most individuals perceive the terms "racism" or "racist" in "black and white" terms without considerations of degrees. Thus, racism is generally viewed in a

negative light, represented by blatant attitudes or acts. The Rodney King incident and the beating of a truck driver in Los Angeles in 1991, for example, epitomize this type of mentality or imagery. While blatant racism may bring attention to the issue of race relations and the inequities that exist in education and employment opportunities, and in responses to crime and the processing within the criminal and juvenile justice systems, it prevents individuals and agencies of social control in the long run from recognizing the need to address the more hidden and quiet forms of racism.

Fortunately, acts of blatant racism are not the norm in our society. Unfortunately, subtle or indirect racism is much more extensive and not as apparent. Therefore, when the Rodney King incidents are forgotten or the images that they portray lose their frightening impact, persons and society in general, tend to think that everything is alright. Or, that blatant deliberate racism exists elsewhere, not in our own backyard. In other words, blatant racism is much more visual in nature and easier to define, articulate, and feel relative to subtle racism. As a consequence, most people are not as willing to recognize or admit to subtle racism. Or, that they themselves could be unintentionally responding to individuals differently because of their skin color, ethnicity or culture.

Keeping this in mind, Phase Two of the research was conducted to assess for factors that were not captured in the first part of the research: legal and extralegal factors and subtle forms of racism or bias. In particular, the study was designed to examine

decision making from a broad perspective. The rationale for utilizing this approach was to possibly get a clearer understanding of the values and views of the decision makers. This in turn, was believed to allow for some insights into possible unintentional or indirect forms of biases in decision making.

Thus, my purpose was not to identify or label persons or agencies as racist. My goal was to arrive at some conclusions as to why blacks and other minorities receive different treatment relative to whites. These conclusions could be based on legal and extralegal factors and/or the presence of indirect forms of race or class biases.

Research Methods

Sampling and Distributions

All of the probation officers working at Black Hawk, Woodbury, Polk, and Scott counties participated in this phase of the research. Supervisors and the Chief Juvenile Court Officers at each of the four counties were also interviewed. Efforts were made to include public defenders, prosecutors, referees, and judges, though not all of these individuals agreed to participate in the study. Those that did participate, responded first to a series of questions where they chose from a set of answers. Next, the decision makers were interviewed and allowed to provide as much information as they wanted to on a variety of topics. These open ended interviews were taped and later transcribed.

Thus, the decision makers responded to both closed ended questions and open ended questions.

In the beginning stages of Phase Two, random sampling of delinquent youth from the four counties was attempted. This became a rather difficult task because many of the youth failed to attend their scheduled meetings and/or refused to participate in the research. Youth had the opportunity to volunteer for the study or decline to participate without repercussions from those in authority over them. As a result, random sampling, for the most part, was abandoned in favor of accepting youth who were willing to voluntarily participate. Delinquent youth who volunteered for the study came from the state training school, juvenile court offices, detention centers, group or youth homes, residential treatment centers, drug and alcohol treatment programs or hospitals, treatment programs for children with behavioral disorders, and YMCA independent living programs. Unlike with the adult decision makers, youth responded either to a closed ended survey or to a open ended interview.

In short, confidence exists that youth who participated in the study represent the spectrum of youth who have experience with the juvenile justice system. Youth who had not been officially recognized as delinquent did not participate in this phase of the research.

A total of 84 adult decision makers responded to interviews and self-reports. In some situations, a decision maker simply responded to either the self-report or the interview (n=6). Of the youth, 419 answered the self-reports and 193 were

interviewed. The distributions for the adult decision makers and youth who participated in Phase Two are presented in Table 1, differentiated by county and race/ethnicity.

Table 1. Number of Self-Reports and Interviews, Differentiated by County, Status, and Race.

Adult (self-reports, interviews)

Race	County				<u>Total</u>
	Black Hawk	Woodbury	Polk	Scott	
White	17	23	26	14	80
Black	2	0	2	0	4
Total	19	23	28	14	84

Youth (self-reports)

Race	County				<u>Total</u>
	Black Hawk	Woodbury	Polk	Scott	
White	60	64	73	66	263
Black	33	40	29	54	156
Total	93	104	102	122	419

Youth (interviews)

Race	County				<u>Total</u>
	Black Hawk	Woodbury	Polk	Scott	
White	20	26	30	26	102
Black	20	6	23	22	71
Hispanic		8			8
Native Americans		9			9
Total	40	49	53	48	190

Chapter Three

SUMMARY OF FINDINGS AND POLICY RECOMMENDATIONS

Two research projects have been conducted over the last three years for the purpose of assessing why minority youth are disproportionately overrepresented in secure facilities in the state of Iowa. To address this issue, research was conducted in two phases. Phase One of the research examined case files in the juvenile court offices of Black Hawk, Woodbury, Polk, and Scott counties. Although legal variables (e.g., severity of the offense) were most often the most significant predictors of case outcome, race/ethnic effects and gender effects were observed at a number of the stages in each of the four counties. The race/ethnicity effect occurs typically at intake and petition, while the gender effect is present at the stage of judicial disposition. Minorities were also more likely than whites to receive an outcome involving placement in the state training school. This finding was present even after controlling for relevant legal and extralegal factors.

Phase Two of the research was conducted to determine what factors may account for the above findings. Juvenile court personnel and delinquent youth in each of the four counties were interviewed to capture their views on a number of issues revolving around discrimination and fairness, in general. More specific, decision makers were asked for their feelings and opinions on a variety of topics: the role of the juvenile court, explanations of delinquency, race-specific differences in behavior, police relations, views of the findings from Phase One

of the study, and suggestions for reducing the disproportionate overrepresentation of minority youth in secure facilities. Youth were asked more general questions than the adults that focused on the youths' perceptions of job opportunities, police, probation officer, and school fairness. The primary focus is on the adult decision makers' responses. Those from the youth served a secondary or complimentary role.

An analytical framework was incorporated to examine decision making from a broad perspective. The underlying objective of this approach was to determine how decision makers' views on a variety of issues impact decision making. The purpose in doing this was to place the observed race and gender findings within the context of this larger view of decision making. It was anticipated that this approach would provide a better understanding of the role legal and extralegal factors may have on juvenile justice decision making, which may or may not include subtle forms of racism or bias.

In this Chapter, a summary of the results and themes that emerged from Phase Two of the reserch is presented and discussed. Recommendations for improving race relations and possibly, reducing the disproportionate overrepresentation of minority youth in secure facilities on the basis of the findings from both Phases of the study are provided in the last half of the Chapter.

Results and Themes from Phase Two

Role of Court and Views of System

There were some variations among the four counties regarding the underlying philosophies guiding personnel in their interactions with youth. Most of the juvenile courts adhered to some combination of an orientation that reflected aspects of rehabilitation and legalistic principles. Counties differed in the extent one was emphasized over the other. Black Hawk county and Scott county also placed a strong emphasis on rehabilitative intervention while Polk county minimized this method for dealing with youth. Woodbury, and to a much lesser extent Scott county, were also more particular about the importance of adherence to middle-class standards than other counties (e.g., style of dress, emphasis on education, etc.). Most of the juvenile court decision makers felt more resources were needed, as well as, independence from state control. The following quotes highlight some of these trends.

There are kids who came into the system who kind of wander in for various reasons because they make bad judgment, wrong place, wrong time, impulsive behavior and that group of kids is always there. You always have a group of kids that for various reasons will come through the system and sometimes all they need is the system responding to them appropriately and then sending them on their way, kind of giving them a helping hand. That group of kids, I don't think they have changed all that much. They have changed in some ways because I think today's kids require more active involvement. I used to think that you could just sit down and talk to them and they would end up being good and I learned over the years,

well actually I learned that real quickly, that talking didn't get you anywhere and the thing that kids need most in their life is someone putting some limits on them and saying that this is how you have to run your life, slow them down a little, and get them under control and go from there.

I think that's a part of the deterioration of, you know, of our society. The people don't, people don't adhere to standards like that. You know, where people that are involved with the court have the highest regard for the court and what it means and what the law means. That, you know, you see it so much when people come into court just in shorts and it's no, I guess it's the air about it that, you know, the court is a place of dignity and you're supposed to be, you know, act appropriately in court. I think a lot of that's diminished and along with it the respect for the court and what the court means. I think that has a lot to do with the effectiveness in court. Yeah, that's personally that's something that, you know, I've been brought up, I think, in a pretty respectable type of setting. I went to parochial schools and a lot of structure and, you know, respect for people involved in that setting and I think it just carries along when you respect the court and what it stands for.

When I started, the basic philosophy in juvenile court nation wide was *parens patriae* in regard to helping them and trying to assess and assist families as a wise parent would do... that system is disappearing from juvenile court work, and the juvenile justice system is moving more toward a junior criminal justice system with the accent on due process.

We're taking what's right for the child into account every bit as much as taking into account holding them accountable and protecting the community. A real big focus is looking for the welfare of the kid.

Causes of Delinquency

Juvenile court personnel pointed to a number of factors that were perceived to be associated with delinquent behavior.

Socioeconomic status, essentially being poor and residing in poor areas was a recurring theme. Beliefs in more conservative explanations, however, were the dominant themes. For example, individual choice, lack of family supervision and parenting skills stood out. Peer pressure and gang affiliation also emerged as possible explanations. A small minority of the decision makers focused on violent images that are perceived to come from music and the media.

Race Specific Differences

Some of the officers suggest blacks commit more crime, while others contend they are involved in different types of delinquency, such as drug sales and usage. Some suggest both whites and blacks commit crime, but blacks are caught more often due to police concentration in low income areas.

A majority of the decision makers also believed that blacks came from dysfunctional families. Here, the perception is that many of the homes do not provide adequate support, supervision and discipline. In part, the disproportionate number of single parent families was viewed to be lacking in these factors. Teen-pregnancy and a lack of positive male role models were also cited.

With the drug problem in the area we have had larger numbers of minorities that are involved than white kids. We also have more serious assault charges.

I would say that probably you would find a higher percentage of minority youth who are coming from single parent and nonmarried families.

The families are willing to let the peer groups take over. Today's teenagers are more mobile, have greater access to everything from very violent TV shows to alcohol or other types of drugs... the parents don't spend a lot of time with the kids...

We appear to have more families than we used to that spend less time together and are less interested in each other's activities and encourage each other less, especially parent and child, and they are out doing things that aren't directly related to family cohesiveness and togetherness and family identity.

For the young black man it is a badge of their manhood to have children. We had a boy who was 15, he had two kids and three more on the way from five separate girls and he is quite proud of this... So, you have got a fifteen year old that instead of this being something to avoid, it is a mark of their adulthood and they don't really have any intent or knowledge that they can be a parent to this kid, the child that is coming along. And, again, you get that with white kids, but it seems to be disproportionate.

There were officers from some of the counties who explicitly and implicitly felt that many of the characteristics just described are passed on from generation to generation. Included in these values are the deemphasis on education and respect for the law. In response to this belief, some of the decision makers believed it was especially important to stress adherence to and respect for middle-class standards. It is unclear if the decision makers feel the presence of these perceived values is an adaptation to impoverished conditions or an inherent tendency among lower class minorities.

I would say that probably you would find a higher percentage of minority youth who are coming from single parent and nonmarried families.

The poverty that the minorities live in adds to all the rest of these problems, the helplessness, the hopelessness that everyone feels and it gets perpetuated from one generation to the next. I think that often that snowballs a lot of this other stuff.

I think some of them have to prove themselves in their own little community; they see who is the toughest and the meanest and I think it is just for show, status among themselves.

The school isn't getting the support from the parents that it needs.

Minorities, especially black families are believed to be more distrustful of the system than whites and their families. Black parents are believed to be less willing to hold youth accountable for their actions and/or encourage respect for authority. Parents are also seen as often failing to attend scheduled meetings with decision makers which may result in the need for further court involvement. At the same time, minority youth are not seen as less likely to admit guilt or cooperate. Interestingly, youth argue that juvenile court decision makers may act too quickly in wanting to remove them from what is perceived as an inadequate home environment.

Well, I think that for some of our minority youth there are parents that aren't real trusting of the systems, either they have been involved in the system or for various reasons they are just not trustful and I think they provide an attitude for the kids that they don't have to do or it isn't important that they do what we say down here.

Well, I have never had a black youth be less cooperative than a white kid, never. I have never had a black youth threaten me in any way or refuse to do anything in any way. But, I sure have had white kids do that.

I think it goes back to the distrust of the system. Everytime a police car goes through the neighborhood and people yell stuff at them it doesn't give children any respect for law enforcement. But then again, in my opinion, there are a lot of law enforcers who don't have respect for these people. And people treat you how you treat them.

I think they have a lack of respect for the system because they think it is discriminatory. And the purpose of the juvenile court system is to rehabilitate the people that come before it and if you don't get cooperation with the rehabilitation efforts, you are likely to get recidivism.

Race Differences in Processing

Some decision makers feel police may be bias towards blacks, while others believe they are doing a fine job. Accordingly, police are perceived to be responding where crime exists.

You like to think that all of the police are fair but when I talk to the kids I realize that they do discriminate. They stop blacks a lot quicker than they would whites and check them out, especially the juveniles, and after a while you just realize that black kids will face police scrutiny more than the average white kid and even Hispanics unless they are in a neighborhood that is middle class.

I think that most of the police deal in the areas where there are a lot of high crime rates and the fact that there are a lot of low-income blacks and they do get into trouble, it starts coloring their thinking.

I think that law enforcement is more visible and more active in inner-city areas and low-income areas, so they catch more kids doing more crimes in those areas that are predominantly minority in this community.

Youth split on whether the police were fair to them. However, both whites and blacks, especially the latter group, believe that

police do not treat all people alike. Thus, both groups of youth appear to be responding to perceptions of bias rather than personal experiences of bias. Very few of the whites and blacks want to become police officers.

In all four counties, decision makers were very strong in their conviction that access to counsel did not impede the quality of justice youth are provided within the juvenile justice system. The racial/ethnic background of the youth was also seen not to impact the quality of the services administered.

All the youth in each of the counties viewed probation officers in a positive light. Most indicated they had good relations with their officer.

Both adults and youth suggested there may be problems in the school system. A lack of minority staff and a willingness on school officials to suspend and place youth in behavioral disorder classes were cited as areas of concern. An increasing reliance on calling the police and on the juvenile court to solve problems was also raised.

Reasons for Disproportionate Overrepresentation

A variety of opinions were offered to explain the disproportionate overrepresentation of minorities in secure facilities. Most of the decision makers placed blame on the minorities themselves. A greater likelihood to commit crime and an unstable family environment were the dominant explanations. Deficiencies in the juvenile justice system were cited by a few of the personnel. The lack of telephones for the poor and

transportation issues were highlighted. The failure to provide more home visits and create innovative programs was also raised.

I think there is a tendency for non-whites to be more involved in criminal activity because of their economic differences. Minorities have a tendency to be poor and I think that a lot of them get into trouble by trying to get things that they can't get through normal means. I guess some of it is that and I think minorities are singled out, some of it unjustly and some of it justly. You have problems with attitude sometimes and I think that has a lot to do with it sometimes.

It just goes to show that if all African-American kids in this community were from two-parent families, living in Eldridge (a small suburban/rural town outside of Davenport), going to North Scott High School, and their parents were employed, we wouldn't see them either. It's a combination of the risk factors, and because of their exposure to the risk factors we see more of them. It has nothing to do with the color of their skin in my mind. Just because you're poor doesn't mean you'll be delinquent, but you have to overcome so much more when you're poor.

There are more single parent families in minority class. Lower incomes, breakdown of extended families. A lot of the things that we're saying all across the continuum probably might be a little bit more accentuated in the minority classes... It may be possible that we don't get to minority youth as quickly as we might get to white youth.

Well, I think that it goes back to the fact that there is a lot of disintegration in the family unit and I don't know the statistics but I guess I think that there are a higher percentage of babies being born out of wedlock in minority populations. And when you see a family like this, you are looking at economics and deprivation financially and then you are looking at where are they going to live and how are they going to live and there is probably a lack of education and I think that those factors together are setting it up so that there probably are a disproportionate number of minorities.

Views on the Findings From Phase One of the Study

Many of the officers failed to provide answers on the questions regarding the findings from Phase One of the study. Those that did respond felt family distrust and a lack of supervision and discipline may account for the racial/ethnic and gender effects. Additional factors that were provided pointed to the lack of community alternatives and placement facilities for minorities and females. In one particular county, a formal policy exists between Indian Youth of America and the juvenile court office, which allows for the diversion of Native American Indians away from the authority of the juvenile court.

Some of the decision makers in all four counties were reluctant to participate in the study. These individuals did not agree with the findings. Some questioned the validity and reliability of the findings while others saw little benefit in conducting the research. Most did not express thoughts in one direction or another. A small number of the personnel indicated the study was needed.

Suggestions for Change

The suggestions varied for attempting to alleviate the disproportionate overrepresentation of minorities from secure facilities. Some of the personnel argued for more diversified staff, the establishment of alternative programming, and the development of means to correct for problems of transportation and other issues associated with the likelihood of detention. Some decision makers focused on the need of the minorities themselves

to take responsibility and/or adapt to the dominant culture. The extent decision makers espoused either of these views varied within and among the individual juvenile court offices.

We need more programs that provide for skill development... I also think there need to be more pride for our minority population, more programs where they feel a sense of accomplishment. That is very much a societal kind of thing that we have very little control over but I think that if you have parents that feel they are making a contribution to society, if they feel that they have a worth while job and they are contributing, I think that is going to carry over into the values that instills in the youth. So, some of the programs are not just for families of the kids in trouble I think some of the programs really need to branch out as a preventive kind of thing ideally so that their skills as parents are improved and what they see is that the opportunities for themselves are better so that helps in terms of raising their own families then.

I think mentoring programs would be good because there are plenty of minorities out there succeeding. If we could see a real assertive effort on the part of those minorities to set examples and be more visible, that would be very positive.

I think we need more positive role models for their culture.. We don't have the role models or the people from their cultures present in our community. We don't have a lot of strong minority workers in treatment areas.

I think that some of these kids in the lower socioeconomic classes need to be given more job training and to be given that advantage to be able to go out and find a job.

It has to be the community that does that and it has to be programs that the community will get involved in, like Big Brother and Big Sister, and churches providing programs. Helping these kids to develop social skills and working with kids that are struggling with school and are discouraged and ready to drop

out and trying to help them on a more one-to-one basis is important.

Recommendations

A number of recommendations will be presented in this section that are derived from the patterns of decision making observed in Phase One of the study and the responses and impressions from Phase Two. The recommendations are classified into those that are general and those specific to juvenile court decision making and practices. Although each of the recommendations is presented independently of one another, together they are believed to be methods that could lead to a reduction in the disproportionate overrepresentation of minorities in the system and in secure facilities. The recommendations are based on (1) ideas on how to prevent delinquent activity and (2) a desire to make decision makers more aware of biases that impact decision making.

General

Kurt Lewin (1943), a pioneer in the area of planned change, suggests that before any change can take place, the change target's environment needs to be assessed in order to understand the inter-play of resisting and driving forces that will affect the promotion of change. In other words, before change can occur, there is a need to understand why factors influence persons and/or organizations in deciding case processing and outcomes. There is also a need on the part of the decision makers to be made aware of and believe that they may be acting in

ways which may result in bias treatment of minority youth. Thus, the task to introduce change is two-fold.

The first step is to identify why people act the way they do. The results from that effort are reported in the beginning of this Chapter and in the previous Chapters of the report. Decision making was presented as consisting of a variety of interrelated views on life, conformity, and race relations. On the basis of this broad perspective, the objective was to show how biases may be hidden in legal and extralegal factors and personal values that influence decision making.

There is no evidence to suggest decision makers practice blatant racism. That is, decision makers do not look at blacks and other minorities and as a result consciously respond to them in a different manner solely on the basis of their skin color. Subtle inadvertent biases, however, were evident, more so in some juvenile court offices than others. Again, these attitudes and actions were not driven by purposeful intentions to treat minorities differently than whites. Decision makers operate under good intentions.

Thus, we need to identify what factors may be indicative of subtle unintentional forms of bias. A reoccurring theme from the interviews with the decision makers is conformity to traditional middle-class values and norms. Decision makers' attitudes towards perceived deviations from these values and norms are likely to be manifest in biased treatment toward blacks and other minorities relative to whites. Examples of deviation to these standards include: lack of individual responsibility,

alternative styles of dress and demeanor, listening to rap music, perceived or actual affiliation with gangs, nontraditional family structure and interaction patterns with juvenile court officials or agencies of social control. Similarly, beliefs in the existence of minority subcultures that are believed to deemphasize education and respect for the law or authority, and encourage sexual promiscuity, as evident by nonmarital child bearing, are also indicative of defiance to middle-class norms and values.

The second stage in Lewin's change strategy is to develop an awareness of the motives and a belief in the need to change those sources of bias. To accomplish this task, decision makers and society in general, need to recognize that racism can take many forms. Blatant racism is overt and intentional while subtle racism is disguised and unintentional.

As indicated in Chapter Two, most individuals do not see themselves as racist or treating someone differently because of his/her skin color, ethnicity or culture because he/she adheres to images of blatant racism (e.g., the Rodney King incident). Yet, conscious acts of blatant racism are not the norm in our society. Unfortunately, subtle or indirect racism is much more extensive but not as apparent, such as a strong expectation of adherence to certain cultural standards. As a result, most people are not as willing to recognize or admit to subtle racism: that they themselves could be unintentionally responding to individuals differently because of their skin color, ethnicity or culture.

Thus, juvenile court decision makers need to be made aware of unintentional expressions of racism. They also need to recognize that all persons to varying degrees may practice subtle racism. People differ in the extent to which they accept this and attempt to be sensitive to these attitudes and issues. As of right now, many of the juvenile court decision makers have difficulty accepting the possibility that some of them could be practicing subtle forms of racism or bias. That is because he/she adheres to an imagery of blatant racism as the only form of racism. The denial of subtle racism is evident among a number of decision makers in all four counties. However, the failure to acknowledge the existence of subtle racism is greatest in Woodbury county and to lesser degrees in the other three counties. Although decision makers in Polk county appear to be more open to this possibility than those in Woodbury, they are very closed in general to outside scrutiny. This could be a consequence of operating within the Capitol district.

**Recommendation: Recognition and Acceptance of the Duality
of Racism is Needed**

A number of mechanisms could be incorporated to aid in the recognition and acceptance of both blatant and unintentional expressions of racism. The most obvious is the hiring of minority personnel. As indicated in Table 1 in Chapter Two, there are only four nonwhite staff (out of 84). There are no minority juvenile court decision makers in Woodbury and Scott counties.

Recommendation: Hire Minority Juvenile Court Decision
Makers

In addition to the hiring of minority staff, juvenile court personnel need to be exposed to cultural and gender sensitivity training sessions. As indicated in Table 1, decision makers have little exposure to this kind of learning experience. It is important to note, however, that cultural sensitivity sessions would be meaningless if juvenile court decision makers do not accept that there is a need for such sessions.

Recommendation: Use of Cultural and Gender Sensitivity
Training Sessions

As juvenile court personnel indicated in Woodbury county, there is a need to provide internships to minorities and females attending high school or college. The results from this study indicate that minority youth, for the most part, are distrustful of the criminal and juvenile justice systems and generally, not interested in this kind of occupation as a career. Thus, the use of interns and/or volunteers could be an effective means to combat these two factors, as well as, provide diversity among the juvenile court staff. Interns and volunteers with the proper training could also be on call to aid in finding alternative methods for dealing with youth, short of detention facilities. These people could help in providing transportation for those who lack such means. Interns and volunteers could be also used with little financial cost to the juvenile court office.

Recommendation: Utilize Internships and Volunteers

The creation of a job line for a liaison worker would be also extremely beneficial for diversification. In addition, a major theme and finding from the present research is that minority families are perceived to be distrustful of the system which often entails a failure to attend scheduled meetings and/or hold their children accountable for their behavior. Many of the youth (both minorities and whites) also indicated that they often did not understand the nature of the charge or wrong doing. A liaison worker would be valuable for helping with difficult cases and allowing for greater two-way communication between the juvenile court office and youth and families in the community. In essence, this person could act as a "trouble shooter." This person's role would be to improve community relations and educate both the staff and the community at large of the feelings and goals of each party.

Recommendation: The Creation of a Job Line for a Liaison
Between the Office and the Community

Greater links need to be made between the community and the juvenile court staff. Both groups need a forum to meet each other in situations other than those when a youth is involved in trouble. Mechanisms are needed for both parties to express their goals, objectives, concerns, and complaints. Forums, town-hall meetings, neighborhood organizations could be used as a means to enhance communication, understanding, and trust between all parties.

Recommendation: Greater Contact Between Juvenile Court
Personnel and the Community in Settings
Other Than Those Pertaining to Court
Matters

The last recommendation in this part focuses on the juvenile court offices themselves. Although each of the four county courts is taxed due to shortages of resources and rising expectations from state government and the society at large, time should be set-aside to conduct inhouse evaluations. Whether these evaluations are conducted every six months or once a year, these agencies need to take a look at themselves. What kinds of decision making are we making? What factors seem to influence our decisions? What can be done to make changes? Is there a need for change? What problems are we facing in this office? Questions like these should be addressed.

Recommendation: In-house Evaluations of Decision Making
and Concerns

At a minimum, each of the Chief Juvenile Court Officers should take a close examination at the concerns raised by his/her staff and assess what problems he/she sees among the personnel as presented in the findings reported here.

Specific

A common theme that emerged from the interviews with the juvenile court decision makers is the lack of state support. In order to accomplish some of the tasks that would be needed to deal with racism and improve race relations in general, there is the need to provide funds for both the creation of additional job

lines within the juvenile court office and for innovative probation programming.

Recommendation: State Government and Private Parties need to Provide More Funds For Jobs and Programming

Decision makers expressed a need to create and develop alternative probation programs. Programs that provide role models, and socialization and employment skills should receive priority consideration for funding. Programs like Second Chance and Youthful Offenders in Waterloo are examples worth emulating and developing. The former program focuses primarily on hard core delinquents (ages 14-18) and entails meetings, exposure to the positive aspects of education, interacting and working with others, and job experience. Area VII Job Training assists the youth in locating job placements within the community. The latter program is an effort linked with Big Brother/Big Sisters where the aim is to provide positive role models for younger youth. Targeted Outreach could be another alternative approach which a program undertaken by Boys and Girls Clubs of America and emphasizes strategies for the prevention of delinquency.

In short, programs that emphasize socialization and job training are needed. In addition, there is a need to coordinate with existing private agencies and groups for the creation of programs to prevent delinquency and aid delinquents in their effort to conform.

Recommendation: Priority Funding Consideration for Programs That Involve Job Training and Positive Role Models

Recommendation: Juvenile Court Services need to Increase Efforts with Private Agencies and Groups To Create and Develop Alternative Programs

Depending on the county, decision makers voiced some concern for the lack of community-based treatment facilities and residential centers for minorities and females. These factors were cited as possible explanations for some of the observed race/ethnic effects and gender effects. The lack of alternative community options and placements could also be linked to the over use of detention in some communities, especially for minorities. Thus, an emphasis needs to be placed on the creation, development, and use of both community-based facilities and residential centers. Whether these should be race/ethnic and gender specific is somewhat troublesome and should be subject to further examination. At a minimum, however, finances for such efforts need to come from state government and private agencies.

Recommendation: Creation, Development, and Use of Community-Based Facilities and Residential Care

Although a number of the recommendations indicate a need for alternative programming which include both community-based and residential facilities, juvenile court offices may consider an approach that places less of an emphasis on intervention and holding youth accountable for their behavior. Release and warn could be used more often for youth who are first, and maybe even second time offenders, and who are involved in minor delinquent acts. All four of the offices contend that they are having to deal with more youth and more problematic youth. A policy that emphasized minimal intervention could possibly reduce case loads

and create more time for intervention with more problematic youth.

Recommendation: Adopt a Philosophy of Minimal Intervention, Especially for First and Second Time Offenders Who Have Committed Minor Delinquency

A number of the decision makers suggested that some of the difficulties that may exist between juvenile court staff and families could be due to the lack of transportation and/or access to a telephone. One possible solution to this dilemma could be an increase in home visitations by probation officers, the liaison and/or interns. This method could possibly help with single-parents who might work during the day and are unable to make scheduled meetings during a normal working day. In addition, home visitations may aid in the development of methods for utilizing house detention instead of the more restrictive methods involving the removal of the child from a home because the single parent may be working and unable to ensure supervision.

Recommendation: Use of Home Visitations by Probation Officer, Liaison or Intern

On the basis of the findings from both Phases of the research, there exists evidence that many of the observed race effects occur at the stage of intake. In some of the counties, black youth were more likely to be referred to petition than white youth. In addition, in some of the counties blacks were more likely to have their cases dismissed at petition than whites on the basis of legal insufficiency. These two findings suggest

that blacks may receive different treatment than whites at intake. Most of the decision makers, however, did not believe that blacks or minorities were less likely than whites to deny guilt or cooperate which may account for the differences in treatment. State law requires an admission of guilt for an informal adjustment to take place. If this perception is true, family cooperativeness or deficiencies in the youths' background (e.g., school or family) may explain these occurrences. Alternatively, the perceived uncooperativeness and/or deficiencies in background may reflect biases. A number of options are available to address this issue.

The first is to place intake decision making in the control of the prosecutor's office which would promote most likely decision making based more on legalistic criteria than extralegal criteria (e.g., educational problems). A second option is to change the state law so that an admission of guilt is not a prerequisite for participating in an informal adjustment. All that would be needed then is an indication from the youth he/she would be willing to abide by the stipulated conditions. Utilizing a liaison at intake could be a third option. The use of a liaison at this point could possibly offer insights and dismiss or reduce distrust and tension that may exist between the juvenile court officers, the youth, and the parents.

These options are not mutually exclusive but rather they are interrelated efforts. The adoption of one of these options or all three would most likely lead to the reduction in the differential treatment of minority youth at the stage of intake.

Recommendation: Place Intake Decision Making in the Prosecutor's Office and/or Omit the Admission of Guilt at Intake From State Law and/or Utilize Liaison Worker.

Last, further research is needed to assess police interactions with minority youth and lower-class youth overall. A large number of the decision makers and youth indicate that if bias is present it is most likely to occur at this point in the proceedings. Interestingly, youth did not suggest that the police treated them personally unfair rather their negative views reflected an imagery of unfairness. Police and the minority community need to interact with one another to foster positive feelings toward one another.

Recommendation: Further Research is Needed to Assess Police Interactions with Minority Youth and Lower-Class Youth

Recommendation: Police Departments Need to Improve Relations With the Public and in Particular, Minorities.

Table 1. Distributions of the Number of Training Session Attended on Handling Minorities and Female Youth.

Variable	Black Hawk	Woodbury	Polk	Scott
Minority				
x =	2.53	3.96	6.96	5.36
std.dev =	3.79	3.05	9.75	4.97
range =	0-10	0-11	0-35	0-20
Female				
x =	.53	1.65	2.14	1.57
std.dev =	1.13	2.76	5.15	3.32
range =	0-4	0-12	0-25	0-12

Appendix E

Juvenile Detention Facility Specific Race and Gender Breakdowns, SFY 92

Source: Juvenile Detention Facilities

Prepared By: CJJP

**Juvenile Detention
Facility Specific Race and Gender Breakdowns, SFY 92**

Facility	% in relation to all facilities	Totals	% in category by race	Males	% in category by race	Females	% in category by race
Waterloo	17.58	403		342		61	
<i>Caucasian</i>	16.05	251	62.28	210	61.40	41	67.21
<i>African Americans</i>	23.35	124	30.77	105	30.70	19	31.15
<i>Asian and Pac. Is.</i>	23.08	6	1.49	6	1.75	0	0.00
<i>Native Americans</i>	4.35	2	0.50	2	0.58	0	0.00
<i>Hisp/Latino</i>	18.27	19	4.71	18	5.26	1	1.64
<i>Other</i>	4.76	1	0.25	1	0.29	0	0.00
Sioux City	11.08	254		196		58	
<i>Caucasian</i>	10.10	158	62.20	121	61.73	37	63.79
<i>African Americans</i>	7.16	38	14.96	26	13.27	12	20.69
<i>Asian and Pac. Is.</i>	19.23	5	1.97	5	2.55	0	0.00
<i>Native Americans</i>	47.83	22	8.66	18	9.18	4	6.90
<i>Hisp/Latino</i>	12.50	13	5.12	12	6.12	1	1.72
<i>Other</i>	85.71	18	7.09	14	7.14	4	6.90
Cherokee	9.12	209		174		35	
<i>Caucasian</i>	11.06	173	82.78	140	80.46	33	94.29
<i>African Americans</i>	3.77	20	9.57	20	11.49	0	0.00
<i>Asian and Pac. Is.</i>	11.54	3	1.44	3	1.72	0	0.00
<i>Native Americans</i>	10.87	5	2.39	5	2.87	0	0.00
<i>Hisp/Latino</i>	7.69	8	3.83	6	3.45	2	5.71
<i>Other</i>	0.00	0	0.00	0	0.00	0	0.00
Council Bluffs	9.25	212		192		20	
<i>Caucasian</i>	11.51	180	84.91	161	83.85	19	0.00
<i>African Americans</i>	3.58	19	8.96	19	9.90	0	0.00
<i>Asian and Pac. Is.</i>	3.85	1	0.47	1	0.52	0	0.00
<i>Native Americans</i>	4.35	2	0.94	1	0.52	1	0.00
<i>Hisp/Latino</i>	9.62	10	4.72	10	5.21	0	0.00
<i>Other</i>	0.00	0	0.00	0	0.00	0	0.00
Des Moines	22.56	517		430		87	
<i>Caucasian</i>	20.46	320	61.90	264	61.40	56	64.37
<i>African Americans</i>	29.57	157	30.37	132	30.70	25	28.74
<i>Asian and Pac. Is.</i>	26.92	7	1.35	7	1.63	0	0.00
<i>Native Americans</i>	19.57	9	1.74	5	1.16	4	4.60
<i>Hisp/Latino</i>	23.08	24	4.64	22	5.12	2	2.30
<i>Other</i>	0.00	0	0.00	0	0.00	0	0.00
* Chariton	0.52	12		10		2	
<i>Caucasian</i>	0.77	12	100.00	10	100.00	2	100.00
<i>African Americans</i>	0.00	0	0.00	0	0.00	0	0.00
<i>Asian and Pac. Is.</i>	0.00	0	0.00	0	0.00	0	0.00
<i>Native Americans</i>	0.00	0	0.00	0	0.00	0	0.00
<i>Hisp/Latino</i>	0.00	0	0.00	0	0.00	0	0.00
<i>Other</i>	0.00	0	0.00	0	0.00	0	0.00

Facility	% in relation to all facilities	Totals	% in category by race	Males	% in category by race	Females	% in category by race
Cedar Rapids	18.11	415		310		105	
<i>Caucasian</i>	20.20	316	76.14	228	73.55	88	83.81
<i>African Americans</i>	13.56	72	17.35	55	17.74	17	16.19
<i>Asian and Pac. Is.</i>	15.38	4	0.96	4	1.29	0	0.00
<i>Native Americans</i>	13.04	6	1.45	6	1.94	0	0.00
<i>Hisp/Latino</i>	15.38	16	3.86	16	5.16	0	0.00
<i>Other</i>	4.76	1	0.24	1	0.32	0	0.00
Davenport	9.95	228		198		30	
<i>Caucasian</i>	7.93	124	54.39	102	51.52	22	73.33
<i>African Americans</i>	17.51	93	40.79	87	43.94	6	20.00
<i>Asian and Pac. Is.</i>	0.00	0	0.00	0	0.00	0	0.00
<i>Native Americans</i>	0.00	0	0.00	0	0.00	0	0.00
<i>Hisp/Latino</i>	9.62	10	4.39	8	4.04	2	6.67
<i>Other</i>	4.76	1	0.44	1	0.51	0	0.00
* Montrose	1.83	42		37		5	
<i>Caucasian</i>	1.92	30	71.43	26	70.27	4	80.00
<i>African Americans</i>	1.51	8	19.05	8	21.62	0	0.00
<i>Asian and Pac. Is.</i>	0.00	0	0.00	0	0.00	0	0.00
<i>Native Americans</i>	0.00	0	0.00	0	0.00	0	0.00
<i>Hisp/Latino</i>	3.85	4	9.52	3	8.11	1	20.00
<i>Other</i>	0.00	0	0.00	0	0.00	0	0.00
Grand Total		2292		1889		403	
<i>Caucasian</i>		1564		1262		302	
<i>African Americans</i>		531		452		79	
<i>Asian and Pac. Is.</i>		26		26		0	
<i>Native Americans</i>		46		37		9	
<i>Hisp/Latino</i>		104		95		9	
<i>Other</i>		21		17		4	

* Facility not in operation for all of SFY 92

Appendix F

Juvenile Detention Facility Specific Average Days Held, SFY 92

Source: Juvenile Detention Facilities

Prepared By: CJJP

Juvenile Detention
Facility Specific Average Days Held, SFY 92

Facility	Males	Females	Totals
Waterloo	11.47	11.92	11.54
<i>Caucasian</i>	11.56	9.95	11.29
<i>African Americans</i>	10.57	16.26	11.44
<i>Asian and Pac. Is.</i>	13.67	0.00	13.67
<i>Native Americans</i>	2.00	0.00	2.00
<i>Hisp/Latino</i>	15.17	10.00	14.89
<i>Other</i>	28.00	0.00	28.00
Sioux City	9.38	8.28	9.13
<i>Caucasian</i>	10.44	9.05	10.11
<i>African Americans</i>	8.54	6.92	8.03
<i>Asian and Pac. Is.</i>	5.20	0.00	5.20
<i>Native Americans</i>	2.39	1.00	2.14
<i>Hisp/Latino</i>	12.50	1.00	11.62
<i>Other</i>	9.57	14.25	10.61
Cherokee	11.48	11.49	11.48
<i>Caucasian</i>	11.94	12.00	11.95
<i>African Americans</i>	8.80	0.00	8.80
<i>Asian and Pac. Is.</i>	9.33	0.00	9.33
<i>Native Americans</i>	7.60	0.00	7.60
<i>Hisp/Latino</i>	13.83	3.00	11.13
<i>Other</i>	0.00	0.00	0.00
Council Bluffs	8.05	6.95	7.94
<i>Caucasian</i>	8.40	7.26	8.28
<i>African Americans</i>	5.53	0.00	5.53
<i>Asian and Pac. Is.</i>	23.00	0.00	23.00
<i>Native Americans</i>	3.00	1.00	2.00
<i>Hisp/Latino</i>	6.10	0.00	6.10
<i>Other</i>	0.00	0.00	0.00
Des Moines	10.38	14.45	11.07
<i>Caucasian</i>	9.19	11.30	9.56
<i>African Americans</i>	12.63	20.64	13.90
<i>Asian and Pac. Is.</i>	20.43	0.00	20.43
<i>Native Americans</i>	4.60	18.00	10.56
<i>Hisp/Latino</i>	9.32	18.00	10.04
<i>Other</i>	0.00	0.00	0.00
* Chariton	11.70	6.50	10.83
<i>Caucasian</i>	11.70	6.50	10.83
<i>African Americans</i>	0.00	0.00	0.00
<i>Asian and Pac. Is.</i>	0.00	0.00	0.00
<i>Native Americans</i>	0.00	0.00	0.00
<i>Hisp/Latino</i>	0.00	0.00	0.00
<i>Other</i>	0.00	0.00	0.00

Facility	Males	Females	Totals
Cedar Rapids	6.93	6.31	6.77
<i>Caucasian</i>	7.10	6.14	6.83
<i>African Americans</i>	6.96	7.24	7.03
<i>Asian and Pac. Is.</i>	1.00	0.00	1.00
<i>Native Americans</i>	6.00	0.00	6.00
<i>Hisp/Latino</i>	6.50	0.00	6.50
<i>Other</i>	1.00	0.00	1.00
Davenport	7.58	4.90	7.22
<i>Caucasian</i>	6.97	4.09	6.46
<i>African Americans</i>	8.61	3.00	8.24
<i>Asian and Pac. Is.</i>	0.00	0.00	0.00
<i>Native Americans</i>	0.00	0.00	0.00
<i>Hisp/Latino</i>	3.50	19.50	6.70
<i>Other</i>	12.00	0.00	12.00
* Montrose	7.32	14.60	8.19
<i>Caucasian</i>	8.23	18.00	9.53
<i>African Americans</i>	5.13	0.00	5.13
<i>Asian and Pac. Is.</i>	0.00	0.00	0.00
<i>Native Americans</i>	0.00	0.00	0.00
<i>Hisp/Latino</i>	5.33	1.00	4.25
<i>Other</i>	0.00	0.00	0.00

Statewide	9.43	9.68	9.47
<i>Caucasian</i>	9.35	8.69	9.23
<i>African Americans</i>	9.85	13.28	10.36
<i>Asian and Pac. Is.</i>	11.77	0.00	11.77
<i>Native Americans</i>	3.97	8.56	4.87
<i>Hisp/Latino</i>	9.68	10.33	9.74
<i>Other</i>	10.29	14.25	11.05

* Facility not in operation for all of SFY 92

Appendix G

Juvenile Detention Facility Specific Age at Admission, SFY 92

Source: Juvenile Detention Facility

Prepared By: CJJP

**Juvenile Detention
Facility Specific Age at Admission, SFY 92**

Facility	Males	Females	Totals
Waterloo	15.95	15.62	15.90
<i>Caucasian</i>	15.95	15.75	15.92
<i>African Americans</i>	16.05	15.25	15.92
<i>Asian and Pac. Is.</i>	15.40	0.00	15.40
<i>Native Americans</i>	15.55	0.00	15.55
<i>Hisp/Latino</i>	15.80	17.43	15.88
<i>Other</i>	13.56	0.00	13.56
Sioux City	15.87	15.63	15.81
<i>Caucasian</i>	16.12	15.88	16.06
<i>African Americans</i>	15.10	14.80	15.01
<i>Asian and Pac. Is.</i>	15.39	0.00	15.39
<i>Native Americans</i>	16.24	15.06	16.03
<i>Hisp/Latino</i>	15.32	15.78	15.35
<i>Other</i>	15.24	16.37	15.49
Cherokee	16.05	15.88	16.03
<i>Caucasian</i>	16.22	15.94	16.17
<i>African Americans</i>	14.85	0.00	14.85
<i>Asian and Pac. Is.</i>	15.48	0.00	15.48
<i>Native Americans</i>	16.22	0.00	16.22
<i>Hisp/Latino</i>	16.38	14.95	16.02
<i>Other</i>	0.00	0.00	0.00
Council Bluffs	15.98	16.18	16.00
<i>Caucasian</i>	16.02	16.14	16.03
<i>African Americans</i>	15.55	0.00	15.55
<i>Asian and Pac. Is.</i>	16.52	0.00	16.52
<i>Native Americans</i>	16.67	16.83	16.75
<i>Hisp/Latino</i>	16.09	0.00	16.09
<i>Other</i>	0.00	0.00	0.00
Des Moines	16.20	15.32	16.06
<i>Caucasian</i>	16.22	15.50	16.09
<i>African Americans</i>	16.17	15.24	16.02
<i>Asian and Pac. Is.</i>	15.39	0.00	15.39
<i>Native Americans</i>	17.08	13.32	15.41
<i>Hisp/Latino</i>	16.28	15.48	16.22
<i>Other</i>	0.00	0.00	0.00
* Chariton	15.74	13.91	15.43
<i>Caucasian</i>	15.74	13.91	15.43
<i>African Americans</i>	0.00	0.00	0.00
<i>Asian and Pac. Is.</i>	0.00	0.00	0.00
<i>Native Americans</i>	0.00	0.00	0.00
<i>Hisp/Latino</i>	0.00	0.00	0.00
<i>Other</i>	0.00	0.00	0.00

Facility	Males	Females	Totals
Cedar Rapids	16.13	15.52	15.97
<i>Caucasian</i>	16.13	15.51	15.96
<i>African Americans</i>	15.94	15.59	15.85
<i>Asian and Pac. Is.</i>	15.94	0.00	15.94
<i>Native Americans</i>	16.72	0.00	16.72
<i>Hisp/Latino</i>	16.88	0.00	16.88
<i>Other</i>	11.52	0.00	11.52
Davenport	16.16	15.52	16.08
<i>Caucasian</i>	16.28	15.54	16.15
<i>African Americans</i>	16.05	15.61	16.02
<i>Asian and Pac. Is.</i>	0.00	0.00	0.00
<i>Native Americans</i>	0.00	0.00	0.00
<i>Hisp/Latino</i>	15.74	15.00	15.59
<i>Other</i>	17.37	0.00	17.37
* Montrose	16.02	15.24	15.93
<i>Caucasian</i>	15.76	15.20	15.68
<i>African Americans</i>	16.88	0.00	16.88
<i>Asian and Pac. Is.</i>	0.00	0.00	0.00
<i>Native Americans</i>	0.00	0.00	0.00
<i>Hisp/Latino</i>	15.98	15.38	15.83
<i>Other</i>	0.00	0.00	0.00

Statewide	16.06	15.56	15.98
<i>Caucasian</i>	16.11	15.66	16.03
<i>African Americans</i>	15.96	15.28	15.86
<i>Asian and Pac. Is.</i>	15.53	0.00	15.53
<i>Native Americans</i>	16.41	14.48	16.03
<i>Hisp/Latino</i>	16.10	15.49	16.05
<i>Other</i>	15.05	16.37	15.03

* Facility not in operation for all of SFY 92

Appendix H

Juvenile Detention Breakdown of Offenses, SFY 92

Source: Juvenile Detention Facilities

Prepared By: CJJP

**Juvenile Detention
Breakdown of Offenses, SFY 92**

Offense	Total	Males	Females
Felony	1011	902	109
<i>Caucasian</i>	644	572	72
<i>African Americans</i>	279	246	33
<i>Asian and Pac. Is.</i>	16	16	0
<i>Native Americans</i>	11	10	1
<i>Hisp/Latino</i>	56	54	2
<i>Other</i>	5	4	1
Misdemeanor	731	554	177
<i>Caucasian</i>	510	376	134
<i>African Americans</i>	153	124	29
<i>Asian and Pac. Is.</i>	9	9	0
<i>Native Americans</i>	19	11	8
<i>Hisp/Latino</i>	29	26	3
<i>Other</i>	11	8	3
Undefined	512	402	110
<i>Caucasian</i>	386	296	90
<i>African Americans</i>	93	77	16
<i>Asian and Pac. Is.</i>	0	0	0
<i>Native Americans</i>	13	13	0
<i>Hisp/Latino</i>	16	12	4
<i>Other</i>	4	4	0
OWI's	20	17	3
<i>Caucasian</i>	12	9	3
<i>African Americans</i>	4	4	0
<i>Asian and Pac. Is.</i>	0	0	0
<i>Native Americans</i>	2	2	0
<i>Hisp/Latino</i>	1	1	0
<i>Other</i>	1	1	0
Status & Nonoffdrs.	18	14	4
<i>Caucasian</i>	12	9	3
<i>African Americans</i>	2	1	1
<i>Asian and Pac. Is.</i>	1	1	0
<i>Native Americans</i>	1	1	0
<i>Hisp/Latino</i>	2	2	0
<i>Other</i>	0	0	0
Grand Totals	2292	1889	403
<i>Caucasian</i>	1564	1262	302
<i>African Americans</i>	531	452	79
<i>Asian and Pac. Is.</i>	26	26	0
<i>Native Americans</i>	46	37	9
<i>Hisp/Latino</i>	104	95	9
<i>Other</i>	21	17	4

Appendix I

Juvenile Detention Person and Property Offenses, SFY 92

Source: Juvenile Detention Facilities

Prepared By: CJJP

**Juvenile Detention
Person Offenses, SFY 92**

Offense	Total	Males	Females
Felony	228	204	24
<i>Caucasian</i>	126	105	21
<i>African Americans</i>	86	84	2
<i>Asian and Pac. Is.</i>	2	2	0
<i>Native Americans</i>	2	1	1
<i>Hisp/Latino</i>	11	11	0
<i>Other</i>	1	1	0
Misdemeanor	218	180	38
<i>Caucasian</i>	132	103	29
<i>African Americans</i>	59	51	8
<i>Asian and Pac. Is.</i>	3	3	0
<i>Native Americans</i>	7	7	0
<i>Hisp/Latino</i>	13	12	1
<i>Other</i>	4	4	0
Undefined	239	192	47
<i>Caucasian</i>	167	132	35
<i>African Americans</i>	57	46	11
<i>Asian and Pac. Is.</i>	0	0	0
<i>Native Americans</i>	7	7	0
<i>Hisp/Latino</i>	7	6	1
<i>Other</i>	1	1	0
Total	685	576	109
<i>Caucasian</i>	425	340	85
<i>African Americans</i>	202	181	21
<i>Asian and Pac. Is.</i>	5	5	0
<i>Native Americans</i>	16	15	1
<i>Hisp/Latino</i>	31	29	2
<i>Other</i>	6	6	0

*Chart excludes OWI offenses (n=20), status offenses and nonoffenses (n=18)

**Juvenile Detention
Property Offenses, SFY 92**

Offense	Total	Males	Females
Felony	783	698	85
<i>Caucasian</i>	518	467	51
<i>African Americans</i>	193	162	31
<i>Asian and Pac. Is.</i>	14	14	0
<i>Native Americans</i>	9	9	0
<i>Hisp/Latino</i>	45	43	2
<i>Other</i>	4	3	1
Misdemeanor	513	374	139
<i>Caucasian</i>	378	273	105
<i>African Americans</i>	94	73	21
<i>Asian and Pac. Is.</i>	6	6	0
<i>Native Americans</i>	12	4	8
<i>Hisp/Latino</i>	16	14	2
<i>Other</i>	7	4	3
Undefined	273	210	63
<i>Caucasian</i>	219	164	55
<i>African Americans</i>	36	31	5
<i>Asian and Pac. Is.</i>	0	0	0
<i>Native Americans</i>	6	6	0
<i>Hisp/Latino</i>	9	6	3
<i>Other</i>	3	3	0
Total	1569	1282	287
<i>Caucasian</i>	1115	904	211
<i>African Americans</i>	323	266	57
<i>Asian and Pac. Is.</i>	20	20	0
<i>Native Americans</i>	27	19	8
<i>Hisp/Latino</i>	70	63	7
<i>Other</i>	14	10	4

*Chart excludes OWI offenses (n=20), status offenses and nonoffenses (n=18)

**Juvenile Detention
Person & Property Offense Totals, SFY 92**

Person Offense	Total	Males	Females
Total	685	576	109
<i>Caucasian</i>	425	340	85
<i>African Americans</i>	202	181	21
<i>Asian and Pac. Is.</i>	5	5	0
<i>Native Americans</i>	16	15	1
<i>Hisp/Latino</i>	31	29	2
<i>Other</i>	6	6	0
Property Offense	Total	Males	Females
Total	1569	1282	287
<i>Caucasian</i>	1115	904	211
<i>African Americans</i>	323	266	57
<i>Asian and Pac. Is.</i>	20	20	0
<i>Native Americans</i>	27	19	8
<i>Hisp/Latino</i>	70	63	7
<i>Other</i>	14	10	4
Grand Total	2254	1858	396
<i>Caucasian</i>	1540	1244	296
<i>African Americans</i>	525	447	78
<i>Asian and Pac. Is.</i>	25	25	0
<i>Native Americans</i>	43	34	9
<i>Hisp/Latino</i>	101	92	9
<i>Other</i>	20	16	4

* Excludes OWI, Status and Nonoffenses

**Juvenile Detention
Person and Property Offenses (Percentages), SFY 92**

Race	Offense	Total	Males	Females
<i>Total</i>	Person	30	31	28
	Property	70	69	72
<i>Caucasian</i>	Person	28	27	29
	Property	72	73	71
<i>African Americans</i>	Person	38	40	27
	Property	62	60	73
<i>Asian and Pac. Is.</i>	Person	20	20	0
	Property	80	80	0
<i>Native Americans</i>	Person	37	44	11
	Property	63	56	89
<i>Hisp/Latino</i>	Person	31	32	22
	Property	69	68	78
<i>Other</i>	Person	30	38	0
	Property	70	62	100

* Excludes OWI, Status and Nonoffenses

Appendix J

Juvenile Detention Offenses by Type, SFY 92

Source: Juvenile Detention Facilities

Prepared By: CJJP

**Juvenile Detention
Offenses by Type – Property Offenses, SFY 92**

Offense	Total	Males	Females
Felony	783	698	85
<i>Caucasian</i>	518	467	51
<i>African Americans</i>	193	162	31
<i>Asian and Pac. Is.</i>	14	14	0
<i>Native Americans</i>	9	9	0
<i>Hisp/Latino</i>	45	43	2
<i>Other</i>	4	3	1
Misdemeanor	513	374	139
<i>Caucasian</i>	378	273	105
<i>African Americans</i>	94	73	21
<i>Asian and Pac. Is.</i>	6	6	0
<i>Native Americans</i>	12	4	8
<i>Hisp/Latino</i>	16	14	2
<i>Other</i>	7	4	3
Total	1296	1072	224
<i>Caucasian</i>	896	740	156
<i>African Americans</i>	287	235	52
<i>Asian and Pac. Is.</i>	20	20	0
<i>Native Americans</i>	21	13	8
<i>Hisp/Latino</i>	61	57	4
<i>Other</i>	11	7	4

*Excludes OWI, Status and Nonoffenses

**Juvenile Detention
Offenses by Type – Property Offenses (Percentages), SFY 92**

Race	Offense	Total	Males	Females
<i>Total</i>	Felony	60	65	38
	Misdem	40	35	62
<i>Caucasian</i>	Felony	58	63	33
	Misdem	42	37	67
<i>African Americans</i>	Felony	67	69	60
	Misdem	33	31	40
<i>Asian and Pac. Is.</i>	Felony	70	70	0
	Misdem	30	30	0
<i>Native Americans</i>	Felony	43	69	0
	Misdem	57	31	100
<i>Hisp/Latino</i>	Felony	74	75	50
	Misdem	26	25	50
<i>Other</i>	Felony	36	43	0
	Misdem	64	57	0

**Juvenile Detention
Offenses by Type – Person Offenses, SFY 92**

Offense	Total	Males	Females
Felony	228	204	24
<i>Caucasian</i>	126	105	21
<i>African Americans</i>	86	84	2
<i>Asian and Pac. Is.</i>	2	2	0
<i>Native Americans</i>	2	1	1
<i>Hisp/Latino</i>	11	11	0
<i>Other</i>	1	1	0
Misdemeanor	218	180	38
<i>Caucasian</i>	132	103	29
<i>African Americans</i>	59	51	8
<i>Asian and Pac. Is.</i>	3	3	0
<i>Native Americans</i>	7	7	0
<i>Hisp/Latino</i>	13	12	1
<i>Other</i>	4	4	0
Total	446	384	62
<i>Caucasian</i>	258	208	50
<i>African Americans</i>	145	135	10
<i>Asian and Pac. Is.</i>	5	5	0
<i>Native Americans</i>	9	8	1
<i>Hisp/Latino</i>	24	23	1
<i>Other</i>	5	5	0

* Excludes Undefined, OWI's, Status and Nonoffenders

**Juvenile Detention
Offenses by Type – Person Offenses (Percentages), SFY 92**

Race	Offense	Total	Males	Females
<i>Total</i>	Felony	51	53	39
	Misdem	49	47	61
<i>Caucasian</i>	Felony	49	50	42
	Misdem	51	50	58
<i>African Americans</i>	Felony	59	62	20
	Misdem	41	38	80
<i>Asian and Pac. Is.</i>	Felony	40	40	0
	Misdem	60	60	0
<i>Native Americans</i>	Felony	22	12	100
	Misdem	78	88	0
<i>Hisp/Latino</i>	Felony	46	48	0
	Misdem	54	52	100
<i>Other</i>	Felony	20	20	0
	Misdem	80	80	0

* Excludes Undefined, OWI's, Status and Nonoffenders

**Juvenile Detention
Offenses by Type Combined Person & Property, SFY 92**

Offense	Total	Males	Females
Felony	1011	902	109
<i>Caucasian</i>	644	572	72
<i>African Americans</i>	279	246	33
<i>Asian and Pac. Is.</i>	16	16	0
<i>Native Americans</i>	11	10	1
<i>Hisp/Latino</i>	56	54	2
<i>Other</i>	5	4	1
Misdemeanor	731	554	177
<i>Caucasian</i>	510	376	134
<i>African Americans</i>	153	124	29
<i>Asian and Pac. Is.</i>	9	9	0
<i>Native Americans</i>	19	11	8
<i>Hisp/Latino</i>	29	26	3
<i>Other</i>	11	8	3
Total	1742	1456	286
<i>Caucasian</i>	1154	948	206
<i>African Americans</i>	432	370	62
<i>Asian and Pac. Is.</i>	25	25	0
<i>Native Americans</i>	30	21	9
<i>Hisp/Latino</i>	85	80	5
<i>Other</i>	16	12	4

* Excludes Undefined, OWI, Status and Nonoffenses

**Juvenile Detention
Offenses by Type Combined Person & Property (Percentages), SFY 92**

Race	Offense	Total	Males	Females
<i>Total</i>	Felony	58	62	38
	Misdem	42	38	62
<i>Caucasian</i>	Felony	56	60	35
	Misdem	44	40	65
<i>African Americans</i>	Felony	65	66	53
	Misdem	35	34	47
<i>Asian and Pac. Is.</i>	Felony	64	64	0
	Misdem	36	36	0
<i>Native Americans</i>	Felony	37	48	11
	Misdem	63	52	89
<i>Hisp/Latino</i>	Felony	66	67	40
	Misdem	34	33	60
<i>Other</i>	Felony	31	33	25
	Misdem	69	67	75

* Excludes Undefined, OWI, Status and Nonoffenses

Appendix K

Juvenile Detention Post Detention Placements, SFY 92

Source: Juvenile Detention Facilities

Prepared By: CJJP

**Juvenile Detention
Post Juvenile Detention Placement, SFY 92**

Disposition	% in relation to all Disp.	Total	% in category by race	Males	% in category by race	Females	% in category by race
Foster Care	27.09	621		484		137	
Caucasian	29.67	464	74.72	360	74.38	104	75.91
African Americans	23.54	125	20.13	97	20.04	28	20.44
Asian and Pac. Is.	11.54	3	0.48	3	0.62	0	0.00
Native Americans	19.57	9	1.45	7	1.45	2	1.46
Hisp/Latino	13.46	14	2.25	12	2.48	2	1.46
Other	28.57	6	0.97	5	1.03	1	0.73
Res. Subs. Abuse	3.53	81		68		13	
Caucasian	4.16	65	80.25	54	79.41	11	84.62
African Americans	1.88	10	12.35	9	13.24	1	7.69
Asian and Pac. Is.	0.00	0	0.00	0	0.00	0	0.00
Native Americans	8.70	4	4.94	3	4.41	1	7.69
Hisp/Latino	1.92	2	2.47	2	2.94	0	0.00
Other	0.00	0	0.00	0	0.00	0	0.00
State Training Schl.	12.70	291		291		0	
Caucasian	13.17	206	70.79	206	70.79	0	0.00
African Americans	10.55	56	19.24	56	19.24	0	0.00
Asian and Pac. Is.	7.69	2	0.69	2	0.69	0	0.00
Native Americans	15.22	7	2.41	7	2.41	0	0.00
Hisp/Latino	18.27	19	6.53	19	6.53	0	0.00
Other	4.76	1	0.34	1	0.34	0	0.00
la. Juv. Home	2.18	50		11		39	
Caucasian	2.37	37	74.00	9	81.82	28	71.79
African Americans	1.88	10	20.00	1	9.09	9	23.08
Asian and Pac. Is.	0.00	0	0.00	0	0.00	0	0.00
Native Americans	0.00	0	0.00	0	0.00	0	0.00
Hisp/Latino	1.92	2	4.00	1	9.09	1	2.56
Other	4.76	1	2.00	0	0.00	1	2.56
Adult Jail/Lckup	4.06	93		84		9	
Caucasian	2.75	43	46.24	37	44.05	6	66.67
African Americans	6.78	36	38.71	33	39.29	3	33.33
Asian and Pac. Is.	7.69	2	2.15	2	2.38	0	0.00
Native Americans	4.35	2	2.15	2	2.38	0	0.00
Hisp/Latino	7.69	8	8.60	8	9.52	0	0.00
Other	9.52	2	2.15	2	2.38	0	0.00
Diff. Det. Ctr.	8.46	194		157		37	
Caucasian	9.21	144	74.23	111	70.70	33	89.19
African Americans	4.71	25	12.89	21	13.38	4	10.81
Asian and Pac. Is.	11.54	3	1.55	3	1.91	0	0.00
Native Americans	0.00	0	0.00	0	0.00	0	0.00
Hisp/Latino	18.27	19	9.79	19	12.10	0	0.00
Other	14.29	3	1.55	3	1.91	0	0.00

Disposition	% in relation to all Disp.	Total	% in category by race	Males	% in category by race	Females	% in category by race
MHI's	5.24	120		83		37	
Caucasian	6.33	99	82.50	65	78.31	34	91.89
African Americans	3.01	16	13.33	14	16.87	2	5.41
Asian and Pac. Is.	3.85	1	0.83	1	1.20	0	0.00
Native Americans	4.35	2	1.67	1	1.20	1	2.70
Hisp/Latino	1.92	2	1.67	2	2.41	0	0.00
Other	0.00	0	0.00	0	0.00	0	0.00
Home(InHome Det.	7.98	183		159		24	
Caucasian	6.71	105	57.38	90	56.60	15	62.50
African Americans	12.05	64	34.97	58	36.48	6	25.00
Asian and Pac. Is.	19.23	5	2.73	5	3.14	0	0.00
Native Americans	2.17	1	0.55	1	0.63	0	0.00
Hisp/Latino	4.81	5	2.73	3	1.89	2	8.33
Other	14.29	3	1.64	2	1.26	1	4.17
Home	23.87	547		449		98	
Caucasian	21.87	342	62.52	279	62.14	63	64.29
African Americans	28.06	149	27.24	123	27.39	26	26.53
Asian and Pac. Is.	34.62	9	1.65	9	2.00	0	0.00
Native Americans	39.13	18	3.29	13	2.90	5	5.10
Hisp/Latino	25.00	26	4.75	23	5.12	3	3.06
Other	14.29	3	0.55	2	0.45	1	1.02
Other	4.89	112		103		9	
Caucasian	3.77	59	52.68	51	49.51	8	88.89
African Americans	7.53	40	35.71	40	38.83	0	0.00
Asian and Pac. Is.	3.85	1	0.89	1	0.97	0	0.00
Native Americans	6.52	3	2.68	3	2.91	0	0.00
Hisp/Latino	6.73	7	6.25	6	5.83	1	11.11
Other	9.52	2	1.79	2	1.94	0	0.00
Totals		2292		1889		403	
Caucasian		1564	68.24	1262	66.81	302	74.94
African Americans		531	23.17	452	23.93	79	19.60
Asian and Pac. Is.		26	1.13	26	1.38	0	0.00
Native Americans		46	2.01	37	1.96	9	2.23
Hisp/Latino		104	4.54	95	5.03	9	2.23
Other		21	0.92	17	0.90	4	0.99

Appendix L

Juvenile Detention Legal Status

Source: Juvenile Detention Facilities

Prepared by: CJJP

Juvenile Detention
Legal Status Race and Sex Breakdown, SFY 92

Legal Status	% in relation to all legal st.	Totals	% in category by race	Males	% in category by race	Females	% in category by race
None	7.50	172		148		24	
Caucasian	6.84	107	62.21	85	57.43	22	91.67
African Americans	9.04	48	27.91	46	31.08	2	8.33
Asian and Pac. Is.	11.54	3	1.74	3	2.03	0	0.00
Native Americans	8.70	4	2.33	4	2.70	0	0.00
Hisp/Latino	9.62	10	5.81	10	6.76	0	0.00
Other	0.00	0	0.00	0	0.00	0	0.00
Disp. Hr. Pend.	29.45	675		530		145	
Caucasian	28.84	451	66.81	349	65.85	102	70.34
African Americans	29.00	154	22.81	124	23.40	30	20.69
Asian and Pac. Is.	34.62	9	1.33	9	1.70	0	0.00
Native Americans	32.61	15	2.22	10	1.89	5	3.45
Hisp/Latino	35.58	37	5.48	31	5.85	6	4.14
Other	42.86	9	1.33	7	1.32	2	1.38
Informal Prob.	5.58	128		108		20	
Caucasian	6.65	104	81.25	85	78.70	19	95.00
African Americans	2.45	13	10.16	13	12.04	0	0.00
Asian and Pac. Is.	0.00	0	0.00	0	0.00	0	0.00
Native Americans	2.17	1	0.78	1	0.93	0	0.00
Hisp/Latino	9.62	10	7.81	9	8.33	1	5.00
Other	0.00	0	0.00	0	0.00	0	0.00
Consent Decr.	0.04	1		1		0	
Caucasian	0.00	0	0.00	0	0.00	0	0.00
African Americans	0.19	1	100.00	1	100.00	0	0.00
Asian and Pac. Is.	0.00	0	0.00	0	0.00	0	0.00
Native Americans	0.00	0	0.00	0	0.00	0	0.00
Hisp/Latino	0.00	0	0.00	0	0.00	0	0.00
Other	0.00	0	0.00	0	0.00	0	0.00
Formal Disp.	52.09	1194		1004		190	
Caucasian	52.30	818	68.51	676	67.33	142	74.74
African Americans	54.61	290	24.29	249	24.80	41	21.58
Asian and Pac. Is.	34.62	9	0.75	9	0.90	0	0.00
Native Americans	45.65	21	1.76	18	1.79	3	1.58
Hisp/Latino	43.27	45	3.77	43	4.28	2	1.05
Other	52.38	11	0.92	9	0.90	2	1.05
Juv. Cr. Intk. Pend.	5.32	122		98		24	
Caucasian	5.37	84	68.85	67	68.37	17	70.83
African Americans	4.71	25	20.49	19	19.39	6	25.00
Asian and Pac. Is.	19.23	5	4.10	5	5.10	0	0.00
Native Americans	10.87	5	4.10	4	4.08	1	4.17
Hisp/Latino	1.92	2	1.64	2	2.04	0	0.00
Other	4.76	1	0.82	1	1.02	0	0.00
Grand Totals		2292		1889		403	
Caucasian		1564		1262		302	
African Americans		531		452		79	
Asian and Pac. Is.		26		26		0	
Native Americans		46		37		9	
Hisp/Latino		104		95		9	
Other		21		17		4	

Appendix M

Department of Human Services' Service Reporting System Data SFY92

Source: Iowa Department of Human Services
Prepared By: CJJP

Iowa Department of Human Services Cases and Services Provided in 1992 *

TABLE ONE: Distribution of Cases and Services Among Population Groups

	Caucasian		African American		Native American		Asian		Hispanic Latino		Other		Total	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Family Centered	4782	92.0	268	5.2	38	0.7	16	0.3	57	1.1	39	0.8	5200	100.0
Day Care	12387	85.7	1655	11.4	160	1.1	72	0.5	133	0.9	49	0.3	14456	100.0
Shelter Care	395	86.4	40	8.8	8	1.8	5	1.1	6	1.3	3	0.7	457	100.0
Family Foster	1626	79.9	238	11.7	76	3.7	49	2.4	42	2.1	3	0.1	2034	100.0
Group Foster	1690	87.4	171	8.8	22	1.1	12	0.6	30	1.6	9	0.5	1934	100.0
Independent Living	43	79.6	5	9.3	0	0.0	4	7.4	1	1.9	1	1.9	54	100.0
Total Placement	3754	83.7	454	10.1	106	2.4	70	1.6	79	1.8	16	0.4	4479	100.0
Social Casework	16169	85.6	1951	10.3	287	1.5	165	0.9	261	1.4	63	0.3	18896	100.0
Adoption	153	79.3	26	13.5	6	3.1	1	0.5	6	3.1	1	0.5	193	100.0
Other Services	279	75.6	70	19.0	3	0.8	7	1.9	6	1.6	4	1.1	369	100.0
Total Services	37524	86.1	4424	10.1	600	1.4	331	0.8	542	1.2	172	0.4	43593	100.0
Total Cases	19602	87.1	2033	9.0	327	1.5	149	0.7	297	1.3	97	0.4	22505	100.0

TABLE TWO: Distribution of Services Within Population Groups

	Caucasian		African American		Native American		Asian		Hispanic Latino		Other		Total	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Family Centered	4782	12.7	268	6.1	38	6.3	16	4.8	57	10.5	39	22.7	5200	11.9
Day Care	12387	33.0	1655	37.4	160	26.7	72	21.8	133	24.5	49	23.5	14456	33.2
Shelter Care	395	1.1	40	0.9	8	1.3	5	1.5	6	1.1	3	1.7	457	1.0
Family Foster	1626	4.3	238	5.4	76	12.7	49	14.8	42	7.7	3	1.7	2034	4.7
Group Foster	1690	4.5	171	3.9	22	3.7	12	3.6	30	5.5	9	5.2	1934	4.4
Independent Living	43	0.1	5	0.1	0	0.0	4	1.2	1	0.2	1	0.6	54	0.1
Total Placement	3754	10.0	454	10.3	106	17.7	70	21.1	79	14.6	16	9.3	4479	10.3
Social Casework	16169	43.1	1951	44.1	287	47.8	165	59.8	261	48.2	63	36.6	18896	43.3
Adoption	153	0.4	26	0.6	6	1.0	1	0.3	6	1.1	1	0.6	193	0.4
Other Services	279	0.7	70	1.6	3	0.5	7	2.1	6	1.1	4	2.3	369	0.8
Total Services	37524	100.0	4424	100.0	600	100.0	331	100.0	542	100.0	172	100.0	43593	100.0

* Note: Numbers represent average end-of-month counts of cases and services involving children and youth during state fiscal year 1992.

Total Placement includes Shelter Care, Family Foster, Group Foster and Independent Living services.

Social Casework services include juvenile court related services provided by DHS staff.

Number of services exceeds number of cases since a given case may receive more than one service.

Percentages may not add up to 100% due to rounding.