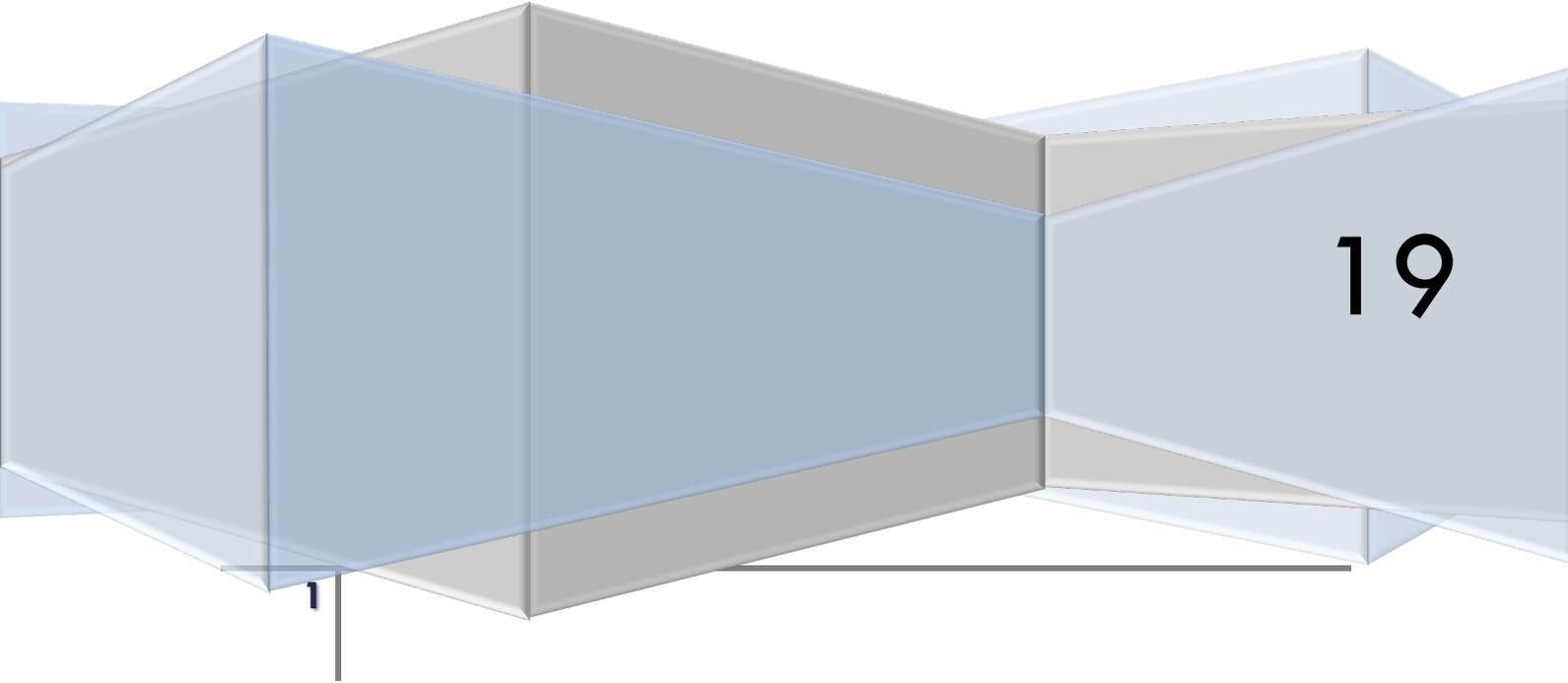


Scott County

Juvenile Detention & Diversion Programs

FY 2019 Annual Report

Director: Jeremy Kaiser



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BACKGROUND

The Scott County Juvenile Detention Center opened on December 1, 1980. Since opening, the center has served as a short term, secure placement for allegedly delinquent youth under the age of eighteen. Juveniles are referred for detainment only when there is probable cause to believe they have committed a serious criminal act. In most situations, this criminal activity would be classified as a felony or an aggravated misdemeanor. Status offenses and simple misdemeanors are not considered detainable offenses. The severity of the criminal charge is not the only criteria sufficient to require detainment. One or more of the following conditions also must be present in order for a youth to be detained:

1. The youth is “wanted” by another state for the commission of a criminal act.
2. The youth is on probation/parole and has violated the conditions set forth prior.
3. The youth has absconded from a training school, a detention center, or a residential treatment facility.
4. The youth has committed a serious delinquent act and is at risk of:
 - a. Absconding prior to court appearances
 - b. Harming themselves or others
 - c. Damaging property.

Although the center is operated by Scott County, it receives referrals from several counties in Eastern Iowa and Western Illinois. At present, nine detention centers are operating in the State of Iowa—Linn County (Cedar Rapids), Polk County (Des Moines), Woodbury County (Sioux City), North Iowa (Waterloo), Northwest Iowa (Cherokee), Southwest Iowa (Council Bluffs), Scott County (Davenport), South Iowa (Fairfield), and Central Iowa (Eldora).

PROGRAM VISION

“Our vision is a community which supports and empowers juveniles by giving them a second chance to succeed.”

PROGRAM MISSION

“Scott County Juvenile Detention and Diversion Programs strive to provide safe, secure detainment when necessary, as well as a cutting-edge continuum of community-based programs, so youth will ultimately have the best chance to succeed.”

PROGRAM PHILOSOPHY

Over the past few years, the philosophy of how Scott County provides detention and diversion programs to the community has evolved. For thirty-four years, from 1980 to 2014, Scott County provided detention and supervision services merely as a “building.” However, with significant research showing that the incarceration of juveniles can, in fact, *increase* the likelihood of recidivism, the center needed to innovate and evolve. Center management made the decision to utilize staff resources to develop and implement community-based programs as an alternative to secure detainment. The two programs which were developed and implemented in the 2015 fiscal year were the “In-home detention” program, and the “Enhanced In-home detention” program. As Scott County is able to now provide a continuum of detention and diversion services, we provide effective options for the juvenile court system to provide the least intrusive and restrictive service necessary. By doing this, we believe the youth will be more appropriately served and thus, more likely to succeed. In FY18, Scott County Juvenile Diversion Programs continued to expand to include the Youth Transition Decision Making program which helps youth and families form a transition plan for when they return home after long term placement. In FY19, the program expanded again by implementing a pre-adjudication diversion program focusing on the use of Restorative Community Conferencing. This program targets first time auto-theft offenders and is named: the Auto Theft Accountability Program.

PROGRAM PHILOSOPHY - WHILE DETAINED

Building a strong relationship through positive interaction and engagement between youth and staff is an important behavior management tool. Detention Youth Counselors provide crisis counseling, Aggression Replacement Therapy (A.R.T.), trauma informed yoga, living skills training, and supervised recreational activities to detained youth. Detention staff challenges youth to take responsibility for the criminal thinking patterns and decisions that brought them into placement. Youth Counselors help the residents explore areas of growth and change necessary to deter them from further delinquent activity. By focusing on the relationship with each young person in care and challenging their thinking, each staff feels they can make a difference in their thinking and attitude.

Development of rapport between staff and residents is a key to creating an environment conducive to positive change. The many positive interactions between staff and residents helps the Center effectively manage the behavior of otherwise obstinate youth. The involvement between staff and residents also helps reduce the frustration and anxiety felt by youth. Staff members view detention as an important component in this Juvenile Justice/Treatment System. Because this system strives to reduce juvenile crime by actively engaging youthful offenders at all points of contact, staff members are determined to seize every opportunity to positively impact the residents and create teachable moments.

Since the majority of the youth detained at the Center will be transferred to treatment programs, the Center's structure attempts to address the negative thinking and behavioral patterns that have disrupted past efforts to promote positive change. This approach allows for a rudimentary preparation for youth facing the structure found in treatment programs.

COMMUNITY-BASED PROGRAMS

In Home Detention (IHD) and Enhanced In Home Detention (EIHD)

Two community-based supervision programs are operated by Scott County Juvenile Diversion Programs: the "In-home detention" (IHD) program, and the "Enhanced In-home detention" (EIHD) program. These types of community-based supervision programs have proven to be effective at reducing recidivism without the use incarceration. By utilizing the same staff to provide all three services, stronger relationships can be built between staff and residents as well as resident's families. The relationship no longer ends at discharge, but continues as the juveniles' transition back into the community. The benefit the child receives from these programs is significant. They have minimal disruptions to their daily life as they continue to attend their school, their church, continue working, and remain close to their families. Meanwhile they are closely supervised to ensure the safety of the community.

The IHD program is the least restrictive and intrusive service option. Typically the program lasts 2-4 weeks. The IHD program consists of juveniles signing a contract to stay within their home residence at all times, with the exceptions of school, work, church, or court appointments. IHD staff members typically perform three unannounced phone checks and one unannounced face-to-face check daily to ensure the juvenile is abiding by the contract. IHD staff then report adherence to the contract as well as violations to Juvenile Court Officers. In the case of a violation, Juvenile Court Officers have the option to detain youth at the juvenile detention center or extend the contract for a longer length of time.

The Enhanced In-home detention program is more intensive than IHD as it utilizes GPS-enabled ankle bracelets to monitor client location and movements. The software utilized with the GPS enabled bracelet allows staff to view a client's location 24-hours a day as well as track location and movements during any particular time period. EIHD staff members are alerted via text message if a client leaves the home without permission or enters a prohibited area. With the exception of wearing the tracking device, the EIHD program delivery and reporting to Court Officers is the identical to the IHD program.

IHD and EIHD – Referrals and Successful Completions

During the 2019 fiscal year, the In Home Detention (IHD) program and Enhanced In-Home Detention (EIHD) program served a total of 138 clients combined. Of the 138 clients, 122 juveniles completed the program successfully without a new charge or probation violation. Overall, 88% of clients referred to the Community Based programs completed successfully in FY 19. This increased from 77% successful completions in FY18. This can be attributed to Detention Youth Counselors working hard to develop rapport with juveniles and families.

IHD and EIHD – Expenditures and Revenues

These programs are designed to be cost-neutral and are funded by the State of Iowa, through referrals from Juvenile Court Services. Scott County Diversion Programs charge \$19.97 per half (1/2) hour of direct client contact for the IHD program and charge \$10.06 per quarter (1/4) hour for the EIHD program. Total revenues received in FY 19 for operating the IHD program were \$53,200. Total revenues received in FY 19 from EIHD service were \$58,017. Total expenses to operate both programs combined in FY19 were \$102,493.

Youth Transition Decision-Making Program (YTDM)

In Fiscal Year 2018, Scott County Juvenile Diversion Programs expanded their services to include the YTDM Program. This program is a “youth-centered,” evidence-based model that assists juveniles in transitioning back to their home community after long term residential placement.

Youth are required to have 3 meetings – one meeting within 30 days of initial placement, one meeting 30-45 days prior to discharge from placement and one meeting 30-45 days post-discharge. The goal of the meetings is to gather all “stake-holders” to the child’s success and develop a transition plan. The transition plans will address educational needs, medical/psychiatric/mental health needs, housing, employment, relationship supports, self-sufficiency, social engagement, and behavioral needs.

This model creates a shared responsibility for planning, decision-making and task accomplishment. YTDM’s work because youth are given the opportunity to voice what their goals and dreams are for the future. They are not only giving a say in the planning process, they are leading that process. The empowerment youth experience in the YTDM process results in higher levels of youth engagement, buy-in and ownership. Youth feel empowered and as a result are more motivated to achieve their goals. Our ultimate goal will be to improve outcomes and lower juvenile crime and recidivism.

YTDM Referrals and successful completions

There were 12 cases referred to the YTDM Program in FY19. Of those 12 referrals, 11 juveniles received the initial “prep” meeting and one juvenile went on run from placement prior to the meeting. Eight (8) of the twelve juveniles participated in the placement meeting, three (3) were placed “on-hold” due to inappropriate age at time of referral, and one juvenile reoffended prior to placement meeting. Four (4) juveniles participated in a second “prep” meeting, four (4) juveniles participated in a discharge meeting, and three (3) juveniles completed the program successfully and participated in a Community meeting. One (1) juvenile moved to a new area, and two (2) more juveniles were waived to adult court on new charges.

YTDM- Expenditures and Revenues

On-going operating expenses for this program are off-set by an inter-governmental contract with Iowa Department of Human Services with funding from the Decategorization Board. Scott County Juvenile Diversion Programs will charge \$375 for the initial YTDM meeting and \$300 each for subsequent meetings. Food, transportation, and training costs are reimbursed as well under this contract. In FY19, two staff were trained to become certified YTDM meeting facilitators. In FY19, the program had \$8,541 in expenses and \$7366 in revenues.

New In 2019 – Auto Theft Accountability Program

Over the last few years, this Scott County area has experienced a dramatic increase in auto theft. This has had a direct impact on the Scott County Juvenile Detention as average daily population has effectively doubled, causing costs to rise significantly as well. The Auto Theft Accountability Program is a new program designed to target first time auto theft offenders and provide accountability for the harm they have brought upon their victim, their families, and the community.

Established in April 2019, the Auto Theft Accountability program is a victim-offender mediation program which is based upon highly effective programs provided in New Zealand (Family Group Conferencing) and Oakland, California (Restorative Community Conferencing). This model is evidence based, as the National Council on Crime and Delinquency studied the outcomes of the RCC program in Oakland. They found that youth who completed the program were 44% less likely to get a new sustained charge, than youth who were processed through the juvenile legal system.

This program is a restorative justice concept in which victims and offenders are brought face to face in a neutral setting. Staff then facilitate a meeting to discuss the harm that has been done and create a strength-based plan for how the offender is to repair the harm. The youth offender will have three months to complete the plan. If the offender completes the plan, they will have their charge dismissed. However, if at any point they fail to progress, they will revert back to court proceedings.

Auto Theft Accountability- Benefit to Community

There are several reasons this program is in the best interest of the community. In other communities where it has been implemented they have experienced lower recidivism, higher victim satisfaction, and it has promoted a sense of responsibility in offenders. The ultimate goal will be to lower juvenile crime (particularly auto theft), less court hearings, improved court times, and decrease detention usage.

Auto Theft Accountability Program - Referrals and Successful Completions

In FY19, the Auto Theft Accountability Program had a total of five (5) youth referred to the program. Of the five youth, two participated in a restorative Community Conference and are on track to complete the program successfully. Three (3) juveniles were discharged unsuccessfully and reverted back to the court system. They can be reverted back to the court system for acquiring new charges or failing to participate in the program.

Auto Theft Accountability Program – Expenditures and Revenues

On-going operating expenses for this program are off-set by an inter-governmental contract with Iowa Department of Human Services with funding from the Decategorization Board. Scott County Juvenile Diversion Programs documents expenses and are reimbursed for staffing, supplies, and training expenses. In FY19, the Auto Theft Accountability Program had \$54,009 total revenues.

JUVENILE DETENTION - BEHAVIOR MODIFICATION SYSTEM

The behavior modification system which is used in the Scott County Juvenile Detention Center was developed internally by a team of Detention Youth Counselors. The program is based on a level system in which residents can earn more privileges as they ascend the level system. The level system requires all residents enter the “Orientation Level” and must pass a test based on knowledge of program rules to progress to “Blue level.” Once on blue level they must pass a test of program rules and be able to demonstrate ability to comply with rules and routine consistently for a period of time to move to “Green level.” The final level is “Gold level.” Residents must continue to follow rules and directions from staff consistently as well as pass a test based on positive thinking/behavior in order to reach Gold level. With each step up in the level system, residents are offered more privileges such as longer phone calls and later bed times.

Levels are achieved through the demonstration of positive behavior and refraining from earning “strikes”. The strike system is a progressive system in which residents receive a consequence (strike) for committing small infractions at the center. Consequences for negative behaviors range from receiving strikes for small infractions, loss in privileges (i.e. gym time, early bed time, etc.), to a drop in the student’s level in the Center’s Program, and finally isolation in the control room for serious cases of disruptive or uncontrollable behaviors. Negative consequences are not intended to be personalized or excessively punitive, but rather a “learning process” where the youth can

learn socially acceptable behaviors and develop positive habits of behavior. The components that comprise the behavior management program are:

- a. Educational Services - including HiSet (G.E.D.) testing
- b. Crisis Counseling
- c. Recreational Activities
- d. Testing and Evaluation
- e. Living Skills Activities
- f. Cognitive-behavioral treatment group counseling (A.R.T.)
- g. Testing for Sexually Transmitted Diseases (done on a voluntary basis)

EDUCATIONAL SERVICES

Education is the most highly structured of the program components. This service is provided by the Mississippi Bend Area Education Agency. The Center's school is fully accredited and is facilitated by certified teachers. The AEA education team tests all youth in mathematics and reading to assess their level of ability upon intake. Educational and social histories are obtained to assist in the determination of an appropriate level of competency. After the initial assessments the teacher has three options:

1. If the youth is currently enrolled in a school system, the teacher will communicate with the appropriate person(s) to obtain current assignments. The youth will be expected to continue with regular class assignments as closely as possible.

2. In cases where the youth is not enrolled in a school system, the teacher assigns individual diagnostics and prescriptive instructional lessons which are consistent with a traditional school curriculum.

3. Youth who will not return to a traditional school environment will be assigned work to prepare them for the HiSET (formally known as GED) exam. Once the resident has passed all of the pre-tests, AEA teachers will contact the Eastern Iowa Community College and a proctor will administer the HiSET exam within the center. Several youth have been able to earn their G.E.D.'s while residing at the center, since testing began in 2012.

REPORTING BEHAVIOR

The Center observes behavior and reports to juvenile court officers weekly and upon discharge. In addition to these reports, youth may be evaluated by the staff of the Genesis Psychology Associates at the request of the Juvenile Court. These evaluations are performed in cases where the behavior is somewhat atypical or where the court needs more input to determine an appropriate care plan. In situations where an evaluation is deemed appropriate, the youth is normally confined from thirty to forty-five days in a separate facility.

RECREATION

The recreational component is a large piece of the staff-resident involvement. Staff members interact with the youth in a variety of activities. Many of the activities are intended to promote physical fitness. Some activities are intended to enhance creativity. Activities include: basketball, volleyball, weightlifting, cardio vascular exercise, and various other recreational activities. In addition to Center staff, the Center utilizes both practicum students and volunteers to interact with youth in various recreational activities.

PREA STANDARDS - IMPLEMENTATION AND REPORTING

In 2003, the Federal Government Passed the PREA (Prison Rape Elimination Act) which seeks to put an end to sexual abuse and harassment in confined settings. In 2012 the federal government published and distributed PREA standards for juvenile facilities which include “best practices” in regards to the prevention, detection, and response to sexual abuse and harassment. Over the course of Fiscal Year 2013 the center modified and implemented several policies and practices regarding sexual abuse/harassment including but not limited to: resident and staff reporting procedures, resident risk assessment and placement, resident education, response planning, treatment of alleged victims, treatment of alleged offenders, investigations, and staff training. The Scott County Juvenile Detention Center complies with all PREA standards for juvenile facilities. The PREA standards for juvenile facilities were in effect as of August 1st, 2013.

In FY19, the center had the following incidents of sexual harassment and abuse allegations.

Sexual abuse allegations: 0

Founded incidents of sexual abuse: 0

Confirmed incidents of sexual abuse: 0

Sexual harassment allegations: 0

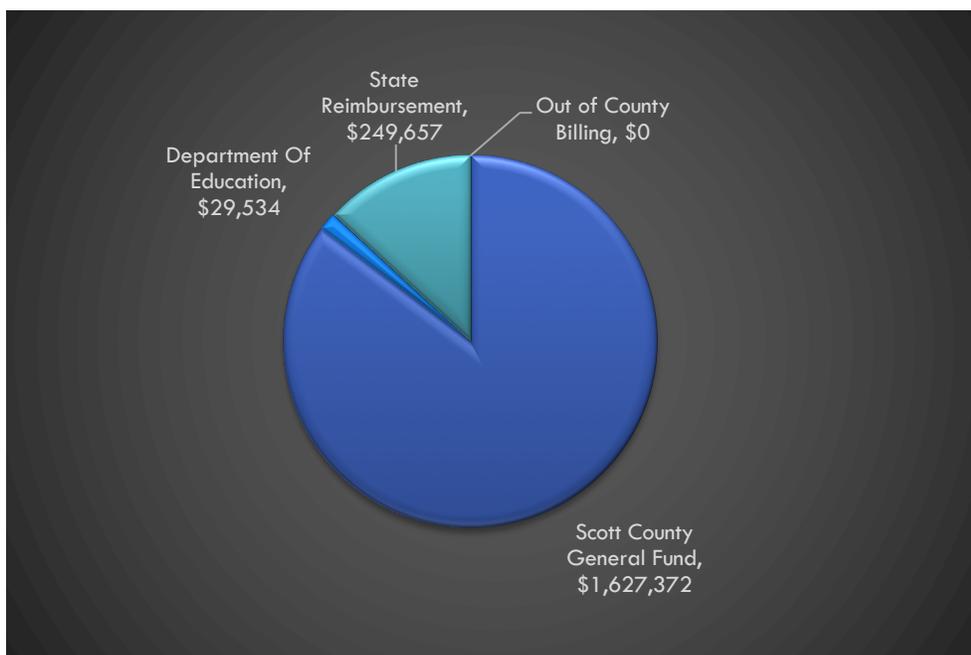
Founded incidents of sexual harassment: 0

Confirmed incidents of sexual harassment: 0

DETENTION CENTER EXPENDITURES AND REVENUES

Total expenditures for Fiscal Year 2019 were \$1,906,563. This was a significant increase in expenditures, due to the dramatic increase in juveniles detained and longer average lengths of stay. In FY19, the Scott County Juvenile Detention Center spent \$414,440 sending juveniles to other detention centers, due to lack of bed space available. In addition to Scott County funding, the Center received revenue from the Iowa Department of Education, Out of County Funding, and State of Iowa Reimbursements.

REVENUE



OUT OF COUNTY FUNDING

Youth from other jurisdictions may be placed in the Center; however the committing jurisdiction must pay a per diem. Counties within Seventh Judicial District are charged \$150.00 per day to hold youth. Counties outside of this district must pay \$200.00. In FY19 the center received \$0 in funding for detaining juveniles from Counties outside of Scott County. This amount decreased significantly from a total of \$19,730 in FY18. This is due to the dramatic increase in Scott County holds at the detention center. The detention center did not have enough space to accept holds from outside counties this fiscal year. This amount will continue to be nominal, if the amount of Scott County holds stays the same. In years past, Scott County Juvenile Detention Center would post over \$100,000 per year in Out Of County Revenues.

STATE OF IOWA REVENUE

Revenues received for the State of Iowa “Detention Home Fund” for Fiscal year 2019 was: \$249,657. This was approximately 13% of the centers total operating budget. This revenue is a dedicated funding stream, which is a pool of money resulting from first offender OWI fines, and is reimbursed based on the Center’s operating budget for the previous fiscal year. Each of Iowa’s nine detention centers may be reimbursed a portion of their expenses by the state. Iowa Code states that Detention Centers be reimbursed at rates ranging from 10% to 50% of their operating budgets.

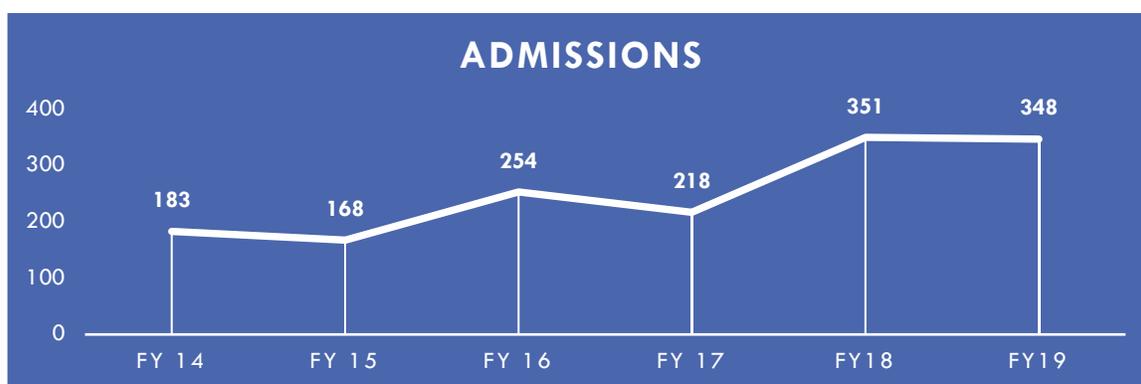
During the fiscal year 2012, the Center management team, in addition to 8 other juvenile detention centers in Iowa, decided to contract with a Lobbyist to work on behalf of the centers to ensure that this funding stream stays protected. The Center management team has decided to retain the lobbyist through Fiscal year 2020.

DEPARTMENT OF EDUCATION FUNDING

This funding is a combination of state and federal funding that are partial reimbursements for breakfast, lunch, and after-school snacks. The total amount of reimbursement received in FY19 was \$29,534. This amount decreased slightly from FY18 in which the center received \$33,993 in reimbursements.

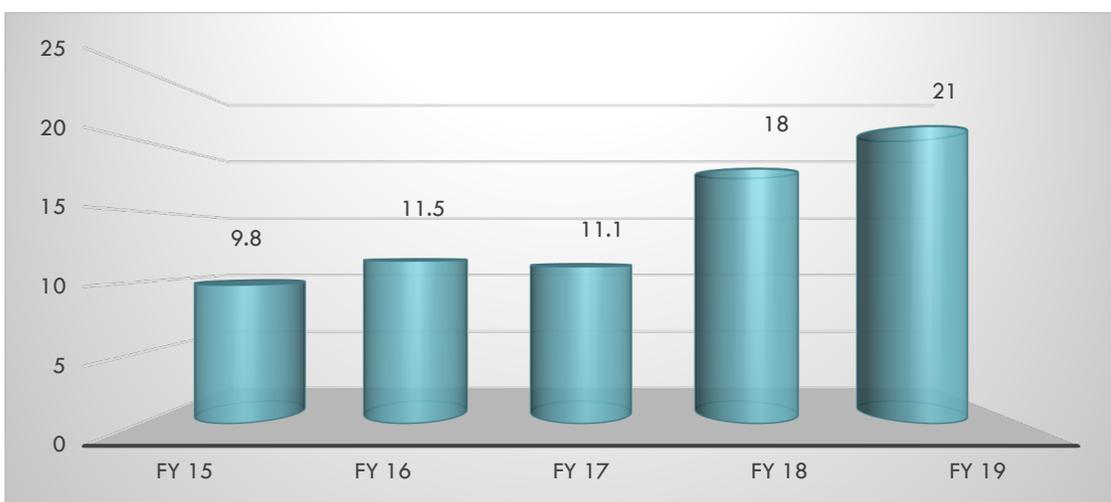
POPULATION DEMOGRAPHICS - ADMISSIONS

The Center processed 348 admissions during the 2019 fiscal year. This was a slight decrease from FY 18 (351). As the graph below illustrates, the number of admissions per year has almost doubled in the past 5 years with the average being 254 admissions per year. This spike in admissions can be directly attributed to the amount of juveniles being detained for crimes involving the theft of a vehicle.



AVERAGE DAILY POPULATION

In FY19 the center averaged 21 residents per day and had a total of 7676 bed days. This was a dramatic increase from prior years in which the average was around 11 per day. As the detention center is only licensed for 18 beds, many times juveniles needed to be sent to other facilities for detainment. The facilities used for detainment outside of Scott County are: Mary Davis Detention Home (Galesburg, IL), South Iowa Detention Center (Montrose, IA), Linn County Juvenile Detention (Cedar Rapids, IA) and Central Iowa Juvenile Detention Center (Eldora, IA). The cost to detain a juvenile in outside facilities ranges from \$125-\$200 per day. The County spent a total of: \$414,440 in detainment costs for residents to be detained at other facilities in FY19.



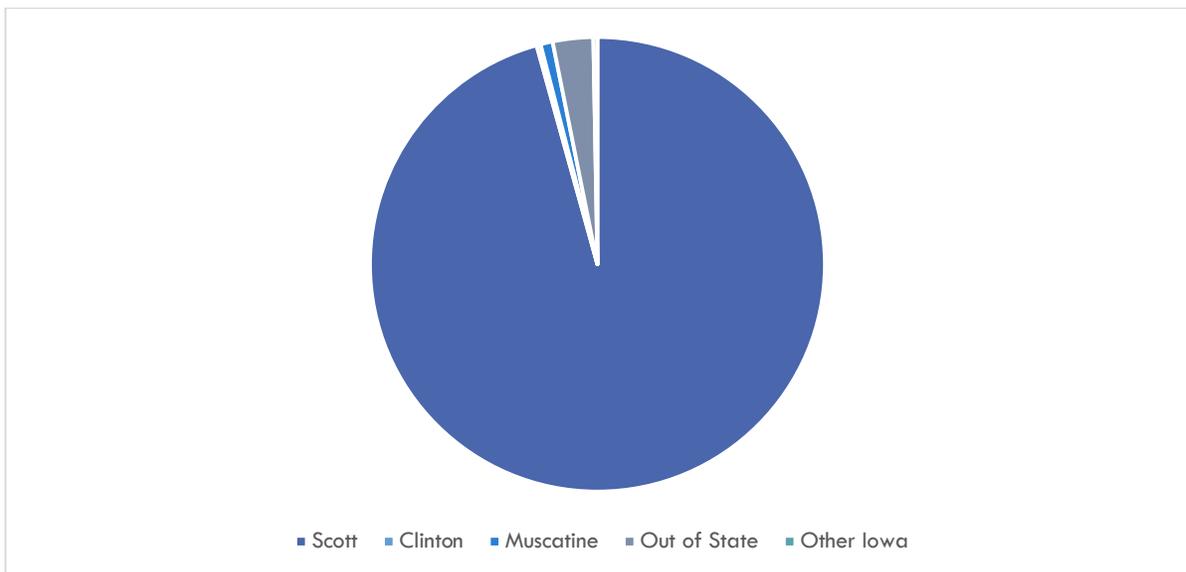
AVERAGE LENGTH OF STAY

The average length of stay for a Scott County Juvenile Detention Center resident in FY19 was approximately 22 days. This was a slight increase from prior years in which the number fluctuated between 16 and 19 days. Many factors can be attributed to this increase including but not limited to: courts being back-logged from increase in car theft, less capacity at long term placements (State training Schools, residential facilities) causing “log-jam” effect and forcing juveniles to wait longer to receive an open bed.



ADMISSIONS BY COUNTY

Of the 348 admissions in FY19, 329 were from Scott County, 5 admissions came from nine different Iowa counties and 10 were from Out of State as the graph below illustrates.

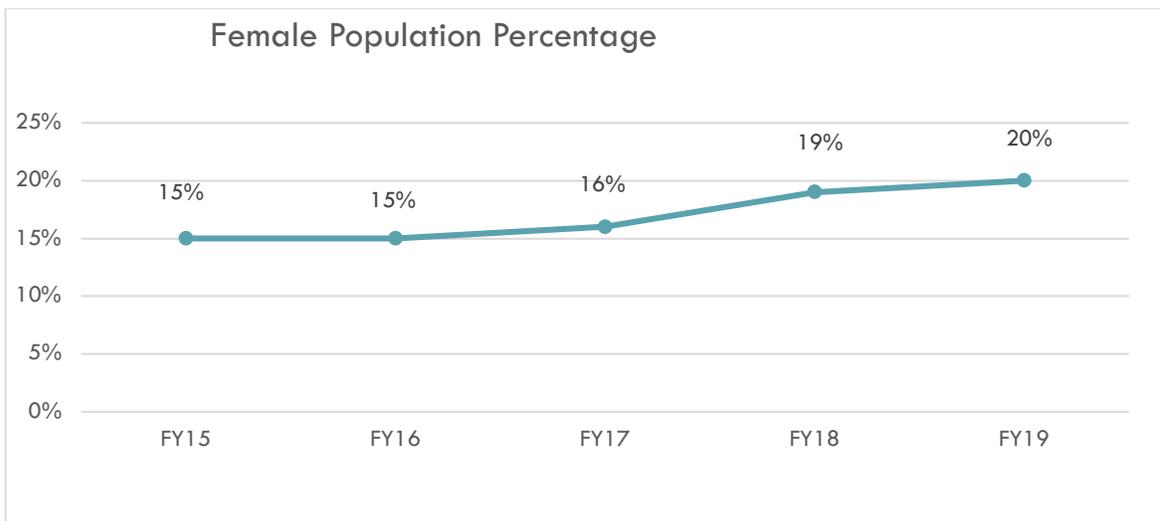


ADULT WAIVIERS

Juveniles age 16 or older who are charged with a forcible felony are automatically waived to adult court. In addition, juveniles age 12 or above who have a preponderance of charges and have exhausted all services available through the juvenile justice system, may be waived to adult court. Juveniles who have been waived to adult court are initially placed at the Scott County Jail. Due to the decrease in average population in 2009, the Juvenile Detention Center management team made the decision to accept more adult-waiver juveniles from the jail to assist with over-flow population in the jail's juvenile section. In FY19 however, the Scott County Juvenile Detention Center had a total of 0 bed days of adult wavier juveniles from the Scott County Jail, due to lack of bed space.

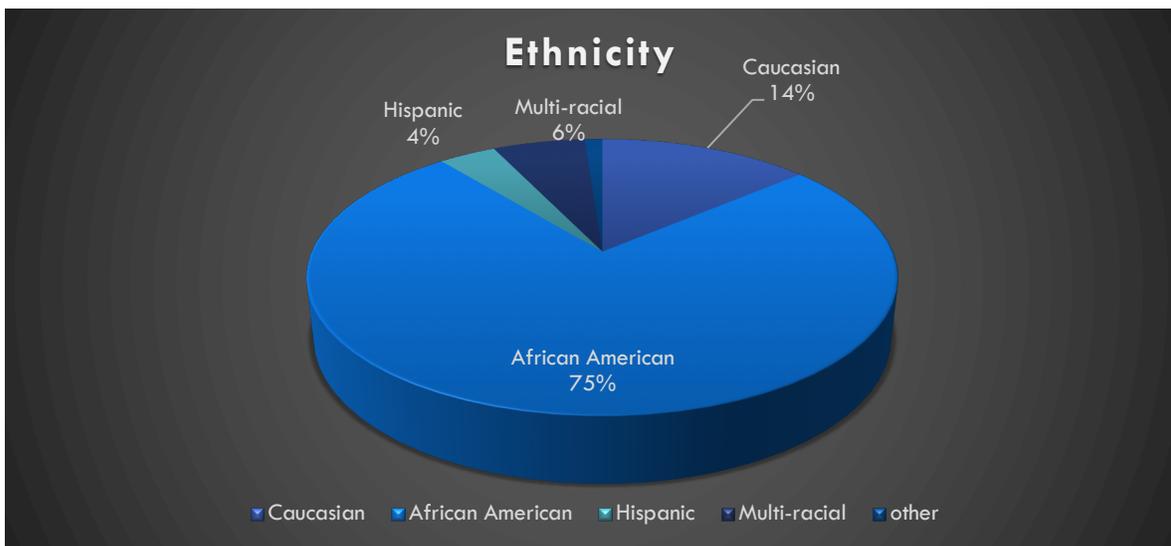
AVERAGE AGE AND GENDER

The average age of the youth detained at the Center this fiscal year was 15 years old. Two hundred eighty (280) of the admissions were males, which is 80% of the total population. Sixty-eight (68) of the admissions were females, which make up the remaining 20% of the total population. The percentage of females has increased each of the last five years as the graph below illustrates.



ETHNIC BREAKDOWN

RACE	Admits	Percentage
Caucasian:	48	14%
African American:	262	75%
Hispanic:	13	4%
Asian/Pacific Is.:	0	0%
Multi- racial	21	6%
Other	4	1%



SPECIAL INCIDENTS

A special incident is a situation that deviates from normal Center routine (i.e. property destruction, acts of physical aggression, injuries, etc.). In FY19 the Center had 106 special incidents. Of the 106 incidents, 41 incidents required staff physical intervention. The number of special incidents requiring staff physical intervention increased each year from FY 17 (18) and FY 18 (25) and now FY19 (41). However, the vast majority of the physical interventions in FY 19 were resident transports to isolation rooms as opposed to physical restraints. Resident transports have shown to be much safer and result in fewer injuries to staff and residents than physical restraints.

SHORT TERM PLACEMENTS

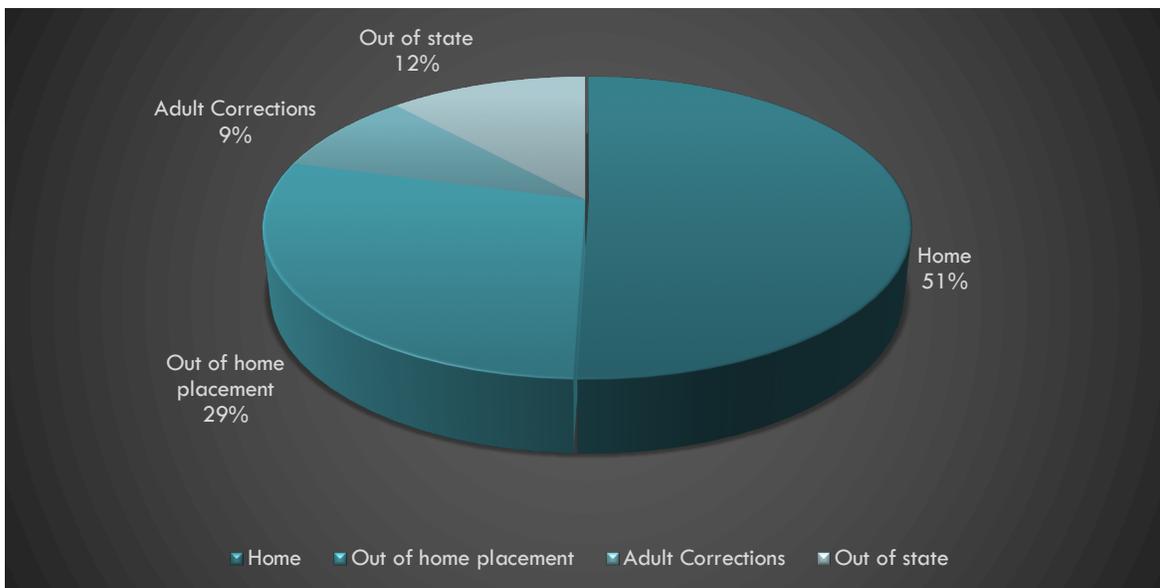
In most cases of short-term placements, the Center holds a youth until transportation can be arranged to place the youth in a state institution. During the 2019 Fiscal Year, no youth was held under this status

DISPOSITION OF CASES

The following list represents the placements of residents directly after they had been released:.

- **Home:** Residents who have been released to Home/ Home with Services, Day Treatment, and Independent Living have been returned to the community with varying degrees of supportive structure.
- **Adult corrections:** residents whose crimes were sufficiently serious, or their age was advanced to such a degree that a Waiver Proceeding was warranted and they were waived to adult court.
- **Out of home placement:** The remainder of cases represents residents who were placed in other detention centers, residential treatment facilities, state training school, shelters or situations in which charges have been completely dropped.

In a vast majority of these cases, treatment and/or services were provided in an attempt to decrease the chances of future law or probation violations.



SUMMARY OF CRIMINAL CODE

The majority of allegations against detained youth involve felonious acts. Many youth are admitted for multiple allegations of criminal conduct. The youth detained at the Center are detained for involvement in a range of criminal conduct. The 391 criminal conduct offenses are listed below by frequency:

