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Human Services
Study. Report on
X
Juvenile Justice

X
Johnson County Regional Planning Commission, Iowa City, IA

Prepared for

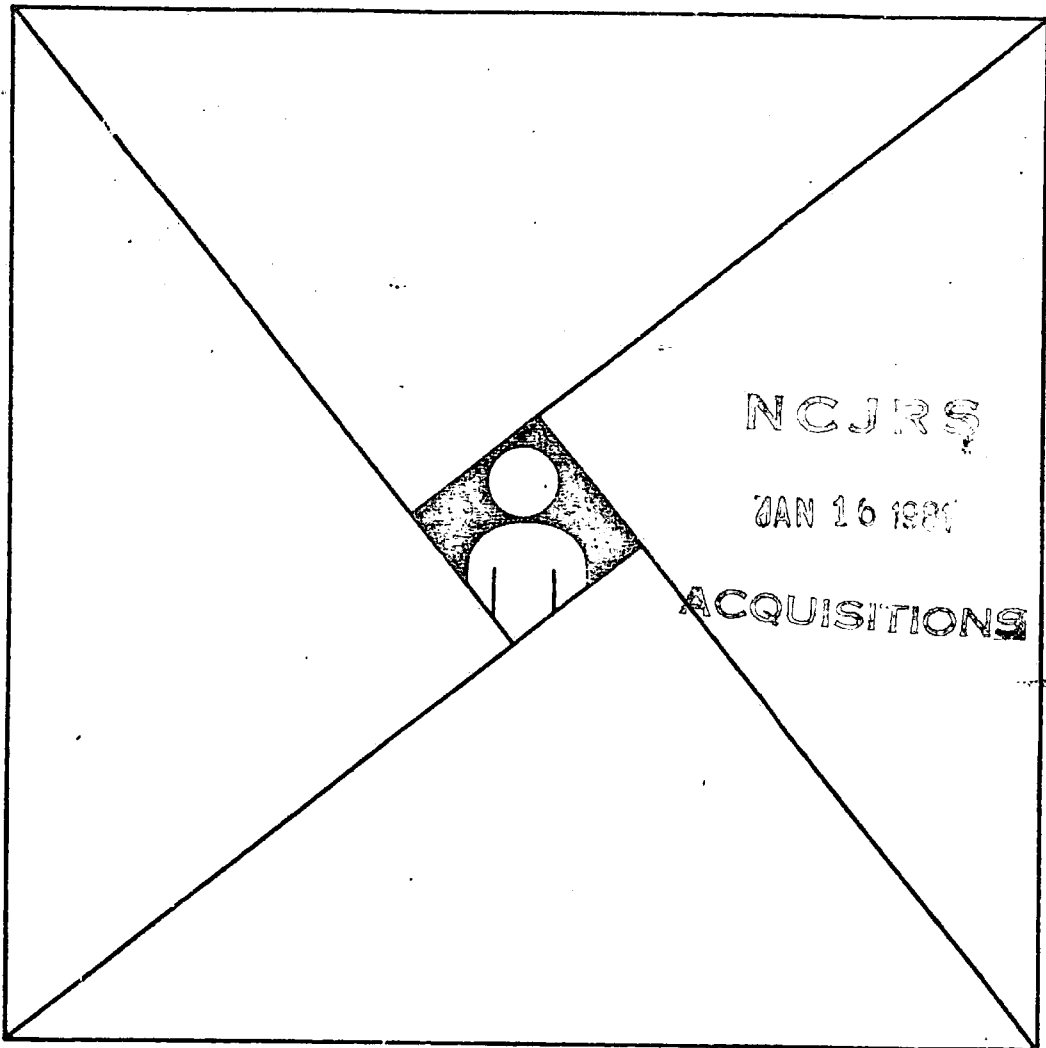
Iowa City Dept of Community Development, IA

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juvenile justice



This is the sixth in a series of human services studies
prepared by Johnson County Regional Planning Commission
Iowa City, Ia.

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HUMAN SERVICES STUDY

Report on
JUVENILE JUSTICE

November, 1977

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ACKNOWLEDGEMENTS

The preparation of this report would not have been possible without the involvement and support of the subcommittee members. Their contributions of talent and energy was invaluable to the success of the project.

Appreciation is also due to the human service agencies in Johnson County who cooperated fully with the project and supported us in our planning effort.

Finally, our thanks to the Regional Planning staff for exerting the extra effort necessary to complete the project on time.

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PREFACE

METHODOLOGY

I. BACKGROUND OF THE STUDY

The Johnson County Regional Planning Commission, at the request of Iowa City, as well as other interested groups in the area, has undertaken a county-wide human services planning program. The program will provide input into the Iowa City Comprehensive Plan in the human service area and will provide guidance to other policy-making groups in the community on future directions of social services. Up to 75 percent of the financial support for the planning effort comes from Iowa City Community Development funds via a specific contract with the City of Iowa City. The balance of the funding is being provided by the Regional Planning Commission.

A Steering Committee was appointed by the Commission in early September, 1976 to develop a preliminary work program and to determine priorities for program directions. The committee met on a weekly basis into December when it submitted recommendations to the Commission. Steering Committee members were: Carol Spaziani, representing citizens; Florence Stockman, representing Johnson County; Neal Berlin, Dennis Kraft and Linda Schreiber, representing Iowa City Administration; Doris Bridgeman, appointed by Iowa City; Faith Knowler, representing United Way of Johnson County; Emil Brandt and Isabel Turner, representing Johnson County Regional Planning Commission.

Staff assistance was provided by Emil Brandt, Regional Planning Commission Executive Director, and Mary McCue, Research Assistant. After the work program was adopted in January, Constance Echternach was hired as the Human Services Project Director and Pamela Ramser as Assistant Planner. Several others have been involved on a part-time basis. They were: Lawrence Allen, Jillene Ferguson, Naomi Miller, and Donald Mulholland.

At the recommendation of the Steering Committee, a Human Services Committee of the Regional Planning Commission was created to provide overall policy advice for the study. This committee, composed of approximately 30 members, includes 1) representatives of local funding bodies, (i.e., Iowa City, Johnson County, and the United Way); 2) human service board members; 3) staff from public and private human service agencies; 4) consumers of services and informed citizens; and 5) representatives of the University of Iowa.

The goal and objectives of the human service planning program, as recommended by the Steering Committee and adopted by the Regional Planning Commission, are:

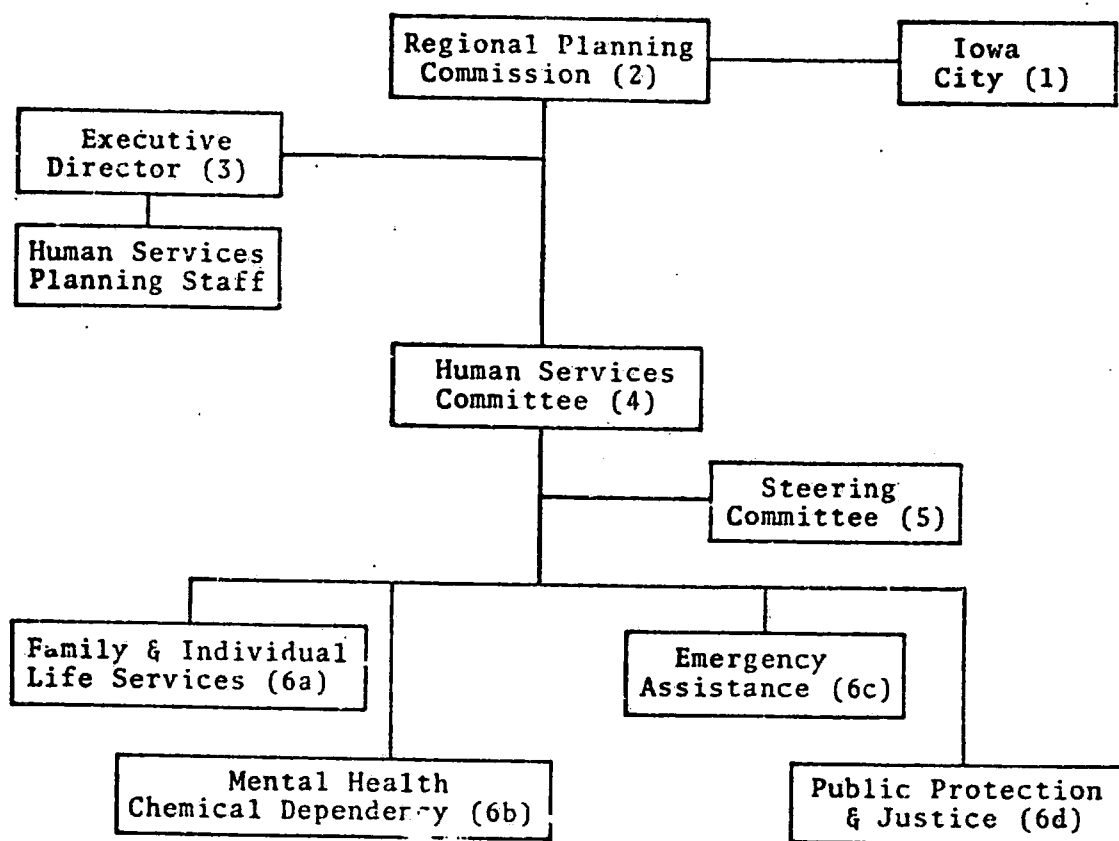
Goal: To make the planning and implementation of human services in Johnson County as efficient and effective as possible by providing policy makers with the information necessary to make sound decisions about needs and resources for programs such as health, recreation, social services, economic opportunity, education/information and transportation.

Objectives:

1. To supply data about existing programs and agencies.
 - a. To provide for meaningful organization of existing data.
 - b. To gather new data as needed to supplement or to fill gaps in existing data.
2. To identify the human needs of the residents of Johnson County and to determine the extent to which these needs are being met.
3. To analyze and correlate the information on human needs in order to make it useful for decision makers in formulating programs and allocating resources.
4. To establish a mechanism for ongoing planning and coordination of human services, to include a way for keeping information on services and needs current and available.

Because the areas of human service are so broad, priorities needed to be set. The Steering Committee used the following criteria in selecting the priority areas for the first year of the program: 1) the program would have some degree of local funding (i.e., from Iowa City, Johnson County, or United Way), thus assuring some local program leverage; 2) there was a feeling on the part of the Steering Committee that substantial unmet needs and other related concerns existed in the program area; and 3) the study of the service systems could be accomplished within the time frame of the project. The Steering Committee which organized the planning effort was disbanded after formation of the Human Services Committee. The members of the newly formed Human Services Committee were each assigned to one of the four sub-committees established to deal with the four major areas under study. Following is an organizational chart outlining responsibilities and relationships.

ORGANIZATIONAL CHART



1) Iowa City:

Contracts with the Regional Planning Commission for Human Service Planning. They receive reports, conclusions and recommendations and can act or not act upon them.

2) Johnson County Regional Planning Commission:

Is responsible for fulfillment of the terms of the contract. It has over-all responsibility for the results of the study and recommendations made by it. RPC delegates responsibility for carrying out the plan to the Human Service staff and committee.

3) Human Services Planning Staff:

Guides and directs the study, prepares materials for committees, conducts research and data analysis, prepares reports, arranges meetings and carries out reporting requirements.

4) Human Services Committee:

Has overall responsibility for guiding the study, approving actions and recommendations made by the sub-committees and the assimilation of data into a unified plan. The Human Services Committee delegates responsibility for plan development in specific service areas to sub-committees.

5) Steering Committee:

Coordinates the work of the sub-committees, consolidates sub-committee reports, recommends joint efforts between sub-committees when appropriate, and has primary responsibility for A-95 review.

6) Human Service Sub-Committees:

Prepares work plans for service areas, provides information on data that is available, data that is needed, and appropriate ways of collecting data; identifying existing resources, providing information on how the service delivery system works, and identifies knowledgeable people to be brought into the study. They recommend how data should be organized and prepare conclusions and recommendations for service areas.

6a) Family and Individual Life Services:

Includes such programs as child care, in-home support services, adult day care, rehabilitation, home management/functional education, family planning, and alternative living arrangements.

6b) Mental Health/Chemical Dependency:

Includes mental health, substance abuse and family, individual, and group counseling programs.

6c) Emergency Assistance:

Includes short term assistance with food, shelter, transportation, medical care and jobs for transients and permanent residents in crisis situations.

6d) Public Protection and Justice:

Includes juvenile justice services, adult community-based corrections, and protection of the elderly from abuse, neglect, and exploitation.

NOTE: The Steering Committee dealt with in this chart is composed of the Chairperson of the four sub-committees and should not be confused with the Steering Committee used to develop the Human Services Project initially.

II. DATA COLLECTION

Data on human services and unmet needs was collected from a wide variety of sources using several different methods. Sources of information included: agencies; churches; private practitioners in social work, psychology and psychiatry; schools; youth; attorneys; support/advocacy groups; citizens; previously conducted studies; and census data. The methods used to collect the data were written questionnaires, personal interviews and group meetings.

Data Collected Through Agencies

A list of agencies providing services in each of the four major areas was obtained from the Johnson County Services Index. A total of 96 agencies were surveyed through this method. Completed Agency Service Inventories were returned by 67 agencies. Seventeen agencies responded in the form of a letter or were personally interviewed. Three agencies were no longer in existence at the time of the survey. In the remaining nine cases, agency organization representatives either could not be located for information or it was determined that their information was not critical to the study of the four major service areas.

The questionnaire was composed of two parts: Part I requested general information about the agency, and Part II requested specific information on each major program offered by the agency. As the questionnaires were returned, they were summarized and distributed to sub-committee members.

The following agencies submitted written information to the sub-committees:

(Emergency Assistance Committee)

Birthright of Iowa City
Emma Goldman Clinic for Women
Iowa City Crisis Center
Iowa City Free Medical Clinic
Johnson County Chapter of the American Red Cross
Iowa City Department of Social Services
Salvation Army
Sedaven House

University of Iowa Special Support Services
University of Iowa Financial Aid
University of Iowa Student Health Service
Veterans Administration Hospital Social Services
University Hospitals and Clinics Social Services
HACAP (Hawkeye Area Community Action Program)
Wesley Foundation
Free Clothing Store
Johnson County Commission of Veteran Affairs
Married Student Housing
Iowa-Illinois Gas and Electric Company
Stone Soup Restaurant

(Mental Health/Chemical Dependency)

Alcohol and Family Counseling Center (MECCA)
Citizens Committee on Alcohol and Drug Abuse (Cedar Rapids)
Community Pastoral Counseling Service
HERA - Psychotherapy Collective
Iowa Drug Information Center
Lakeside Foundation
Sedlacek Treatment Center, Mercy Hospital - Cedar Rapids
Mid-eastern Iowa Community Mental Health Center
Orchard Place
Reality X
Recovery, Inc.
University of Iowa Counseling Service
University of Iowa Research and Training Clinic
University of Iowa Hospitals Alcoholism Unit (Oakdale)
Psychiatric Hospital
Veterans Administration Hospital Alcohol Treatment
and Rehabilitation (Knoxville)
Birthright of Iowa City
Families, Inc.
Hillcrest Family Services
Iowa City Crisis Center
Women's Resource and Action Center
Lutheran Social Service

(Justice Sub-committee)

Adult Corrections Service
Department of Social Services Child Abuse Registry
Iowa City Human Rights Commission
Iowa PIRG
Mayors Youth Employment Program
Project HOPE
Rape Victim Advocacy Program
United Action for Youth
Youth Homes, Inc.
Johnson County Council on Aging

Heritage Agency on Aging
Visiting Nurse Association
Hawkeye Legal Aid
Mark IV Neighborhood Center
Congregate Meals
Lutheran Social Service
Department of Social Services
Iowa City Crisis Center

Personal Interviews and Group Meetings

Many individuals, organizations, and agencies were personally interviewed and/or participated in group meetings around similar service areas. The group meetings served two purposes: 1) to gain information which could not be easily obtained through a common survey instrument and 2) to provide a forum whereby agencies and organizations providing similar services or serving a common clientele could meet to exchange information. In some cases, it was the first such occasion and proved to be very beneficial.

The following agencies, organizations, and individuals provided information to the subcommittees through interviews and/or group meetings:

(Emergency Assistance Sub-committee)

Iowa City Police Department
University Hospitals and Clinics Social Services
Veterans Administration Hospital Social Work Service
Department of Social Services General Relief
Women's Resource and Action Center - Project on Spouse Abuse
Salvation Army
United Way of Johnson County
Transients, Inc.
Iowa City Crisis Center
Wesley House
Job Service of Iowa
Johnson County Attorney's Office
Oakdale Alcoholism Unit
HACAP (Hawkeye Area Community Action Program)

(Mental Health/Chemical Dependency)

Bill Bartley - Lakeside Foundation and Alcoholism Anonymous
Oakdale Alcoholism Treatment Unit
Reality X
Alcohol and Family Counseling Center (MECCA)
Sedlacek Treatment Center, Mercy Hospital - Cedar Rapids
Johnson County Attorney's Office
Catherine Wombaker, Patient Advocate

Mid-Eastern Communities Mental Health Center
University of Iowa Counseling Center
Families, Inc.
Department of Social Services
Iowa City and Coralville Police Departments
Johnson County Sheriff's Department
Lutheran Social Service
Linda Dole, Magistrate

(Justice Sub-committee)

Juvenile Probation
Sixth Judicial District Department of Correctional
Services (Pre-trial and probation)
Community Correctional Services (Parole)
Johnson County Attorney's Office
Iowa City and Coralville Police Departments
Johnson County Sheriff's Department
HACAP (Hawkeye Area Community Action Program)
SEATS
United Way Information & Referral
Hawkeye Legal Aid
Alcohol and Family Counseling Center (MECCA)
Visiting Nurse Association
Iowa City Housing Rehabilitation Program
Mark IV Neighborhood Center
Congregate Meals
Johnson County Council on Aging
Heritage Agency on Aging
American Association of Retired Persons
Lutheran Social Service
Iowa City Crisis Center
Association for Children with Learning Disabilities
Public School IV
Psychiatric Hospital
Iowa City Public Library
Iowa City Recreation Center
Department of Social Services School
Department of Social Services Protective Services
United Action for Youth
Comprehensive Employment & Training Act (CETA)
Project HOPE
Job Service of Iowa

Data Collected Through Churches and Campus Ministries

All (60) churches in Johnson County were asked to respond to a questionnaire concerning two main areas: 1) their involvement in counseling families and individuals; and 2) emergency assistance provided to transients and Johnson County residents.

Twenty (33%) of the churches surveyed responded, 18 from Iowa City and two from Coralville. The following churches answered the questionnaire:

Agudas Achim Congregation/Hillel Foundation
Bethany Baptist Church
First Baptist Church
First Christian Church
Episcopal University Chaplaincy
Evangelical Free Church
Iowa City Foursquare Church
Iowa City Friends Meeting
Good News Bible Church
Faith United Church of Christ
Kirkwood Avenue Church of Christ
Lutheran Campus Ministry
First Mennonite Church
St. Marks United Methodist Church
St. Wenceslaus Catholic Church
Trinity Christian Reformed Church
Unitarian-Universalist Society
United Ministries in Higher Education
Wesley Foundation

A separate report summarizing the information obtained from churches and campus ministries is available.

Data Collected Through Schools

School system personnel, as a result of their daily contact with the problems that children bring to them, can often see trends in the incidence and prevalence of problems. In addition, as a result of experience with referral sources, school system personnel have good information on the workings of the social service delivery system in Johnson County.

All schools in Johnson County were contacted for participation in the study. School superintendents, principals, vice principals, counselors, and nurses were asked to complete the questionnaire. A total of forty responses were received:

- 12 from kindergarten to sixth grade-metropolitan area schools
- 8 from 7th to 9th grade-metropolitan area schools
- 8 from 10th to 12th grade-metropolitan area schools
- 5 from all grades-school nurses
- 5 from all grades-small town schools

The following personnel completed the questionnaire

- 19 School building principals
- 10 School counselors
- 6 School nurses
- 4 Assistant principals
- 1 Superintendent

School personnel were asked a variety of questions related to children and their families. These involved: changes in problems facing children and their families; methods by which problems are identified; frequency of contact with selected agencies; frequency of agency contacts with school personnel; frequency of selected health problems; frequency of use of selected health related resources; barriers to problem solution; adequacy of training in preventive programming; procedures when a child becomes ill in school; evaluation of supports for youth in the county; and families in transit.

A separate report summarizing the data obtained through the schools is available.

Data Collected from Attorneys

All 110 members of the Johnson County Bar Association, because of their involvement with people in crisis, were mailed questionnaires dealing with problems their clients may have.

Twenty-two questionnaires were returned for a response rate of 20 percent. Four attorneys indicated that the areas of juvenile court, dissolution of marriage, battered wives, and neglect, abuse or victimization of the elderly were not relevant to their practice and thus did not feel qualified to answer questions in those areas. Two of the four, however, completed the questionnaire partially.

The attorneys were asked to relate their experiences regarding contributing factors to family breakdowns, referrals to helping agencies, and the incidence of people affected by a number of problems.

A separate report summarizing the data obtained from attorneys is available.

Data Collected from Social Workers, Psychologists and Psychiatrists in Private Practice

All practitioners in Johnson County who, to the best of our knowledge, serve clients through private practice were surveyed using a form similar to the Agency Service Inventory. Two psychiatrists, two psychologists, and six social workers responded that they did not have clients on a private practice basis.

One psychiatrist, two psychologists, and two social workers, however, furnished information on the clients in their private practice.

Data Collected from Citizens

Iowa City distributed the Iowa City Peoples guide and survey to every residence in Iowa City as part of their Comprehensive Planning effort. The human services planning project was allowed to include a section on human service needs in this survey. Citizens were asked to indicate services in need of improvement or expansion, their difficulty in obtaining services, age groups and types of people needing attention in planning for new and improved services, and ways in which programs should be funded. A total of 1,996 responses were received through the Iowa City effort.

In an effort to learn the opinions of other Johnson County residents, staff distributed the human service section of the survey to visitors at the Johnson County Fair. A total of 86 responses was received in this manner; 54 responses were from Iowa City residents and 32 from residents in other parts of Johnson County.

A separate report summarizing the data collected from citizens through this effort is available.

III. DATA ANALYSIS

The data which was collected was compiled into eight service area profiles, the major sections of which are: Goal, Service Area Description, Problem Description, Service Population, Services Provided, and Unmet Needs. The profiles were then sent to the agencies who were mentioned in them for their review. Corrections submitted by the agencies were incorporated into the profiles.

Recommendations were developed from the information contained in the Unmet Needs portion of the profiles. The recommendations were then sent to agencies and organizations for their comments. A public meeting was held on November 2, 1977 to obtain community input into the recommendations. The completed recommendations were sent to the Johnson County Regional Planning Commission on November 16, 1977 and were adopted.

GOAL

To establish, maintain, and improve the programs and services that reduce juvenile delinquency in Johnson County and redirect delinquent activities into more constructive, self-fulfilling activities.

SERVICE AREA DESCRIPTION

Juvenile justice prevention programs are designed to develop, organize, and promote all those activities which are designed as deterrents to delinquent behavior among children and adolescents. These embrace special programs conducted by local delinquency prevention commissions, neighborhood centers, and similar groups to work intensively with young people and to keep them occupied with some organized activity. A companion thrust of the program may be to prevent and reduce recidivism by working intensively with known juvenile delinquents.

Service Elements:

Recreation programs for problem children^{*}; outreach; advocacy; education on drugs, alcohol, sex and legal rights; family mediation, education, and support; employment services; education; vocational training; protective services; law enforcement (police, sheriff, probation officers, juvenile court, juvenile diversion and juvenile detention); shelter, alternative living situations; and rehabilitation services.

PROBLEM DESCRIPTION

National Statistics on Juvenile Offenses

According to the National Advisory Committee on Criminal Justice Standards and Goals published in 1976, the number of

*Regular recreational activities not specifically designed to prevent juvenile delinquency are excluded from this definition. However, additional or special recreation activity having delinquency prevention as its primary objective is included.

offenses committed by youthful offenders has been growing at an alarming rate. From 1960 to 1974, arrests of males and females under the age of 18 increased by more than 140 percent.

National polls of citizen concerns have placed crime at or near the top for several years. What is not well known, however, is that a large number of those arrested for felony-type offenses are 17 years of age and under. In 1974, juveniles accounted for almost one-third of felony-type arrests nationwide. In cities they accounted for almost one-half of such arrests.¹ Even larger numbers of juvenile are involved with the juvenile justice system as a result of lesser acts of the neglect and abuse of their caretakers.

Table 1 is a representation of the 1974 felony-type crimes committed by juveniles aged 17 years and younger.

Table 2 is a representation of the juvenile male and female arrest trends and the percent change from 1960 to 1974 for all arrests, violent crimes, and felony-type offenses.

Central Concerns in Juvenile Delinquency Prevention

The following abbreviated major themes identified by the Juvenile Justice and Delinquency Prevention Task Force are considered central to any discussion on juvenile delinquency and must be focal points for communities if effective work with juvenile delinquents is to be accomplished: They are:²

- 1) Family Stability: It is strongly urged that a major concerted effort be made to strengthen the family environments in which children develop if reduction in delinquency is to be achieved.
- 2) Families with Service Needs: It is urged that the use of vague criteria used to gain jurisdiction over non-criminal juvenile misbehavior be discontinued. Only

¹ Juvenile Justice and Delinquency Prevention Report of the Task Force on Juvenile Justice and Delinquency Prevention (1976).

² Ibid, p. 2.

TABLE 1

PERCENT OF 1974 ARRESTS REPRESENTED BY JUVENILES (AGE 17 and Under)

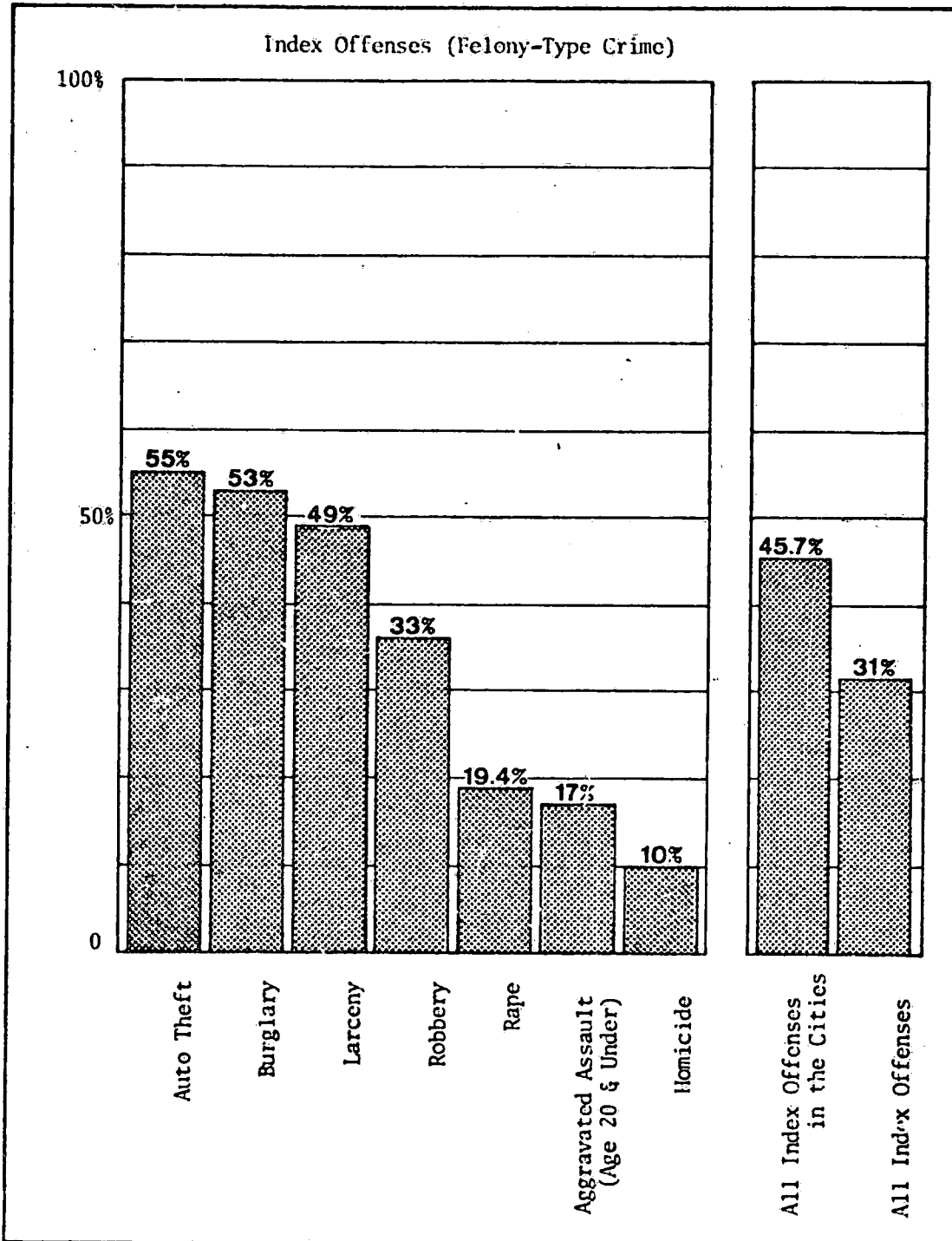
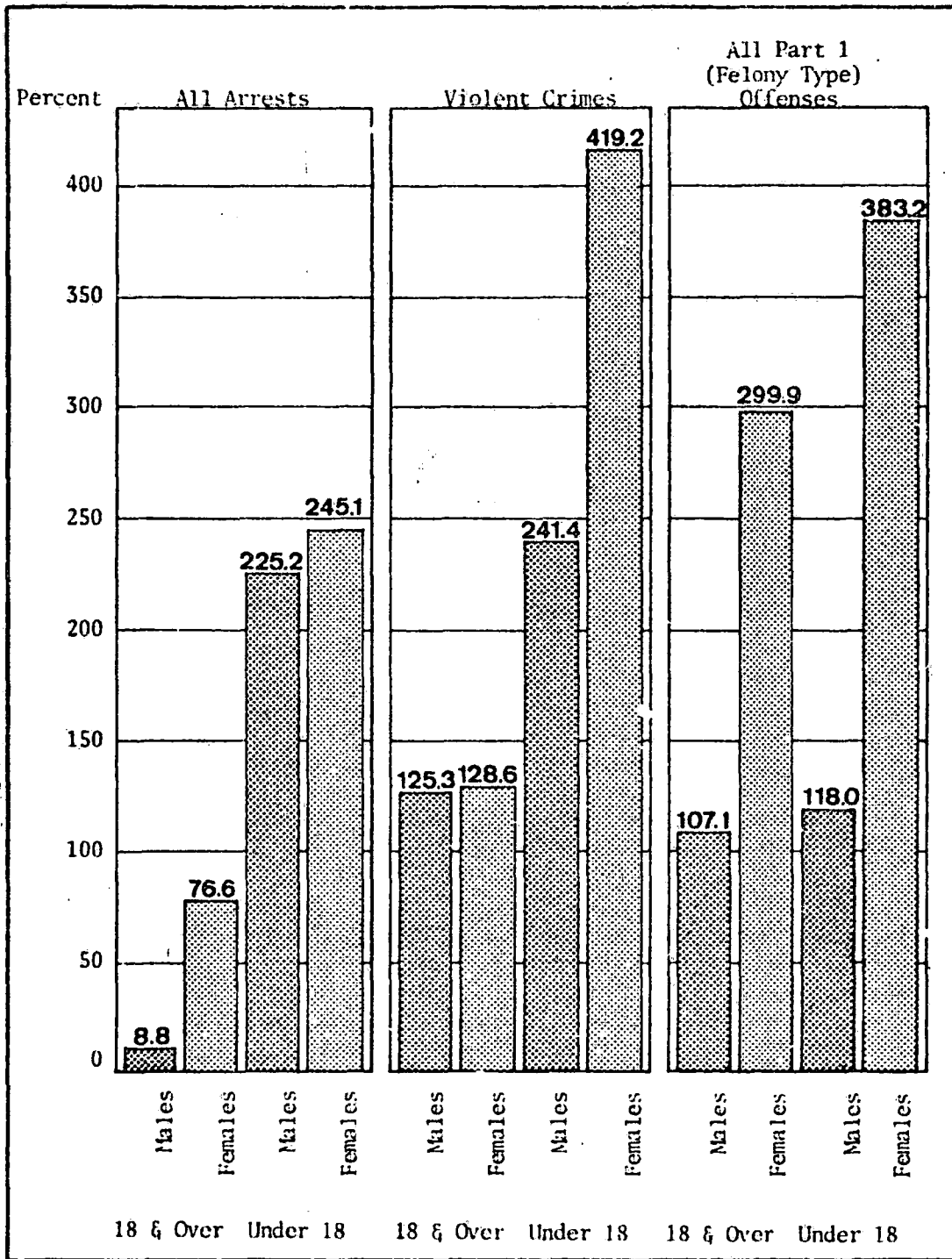


TABLE 2

ARREST TRENDS - PERCENT OF CHANGES
1960-1974



conduct that is clearly defined and clearly harmful to the child and family should be subject to family court jurisdiction under the families with service needs concept.

- 3) Endangered Children: It is recognized that the declared aim of present policies of coercive state intervention on behalf of endangered children is to provide such children with permanent, stable family homes. Although this objective is supported, it is believed that current practices of extensive state intrusion in family affairs strongly contradicts the long-held societal values of family autonomy and privacy.

By limiting coercive intervention cases where specific harms to a child have been indentified, the state can insure that intervention will take place only when it will be likely to improve the child's situation.

- 4) Delinquency Prevention: It is believed that no issue is of greater import in the field of juvenile justice than the prevention of delinquency. It seems clear that efforts aimed at the early delivery of services to young people who may be headed for careers of crime have more promise as a method of reducing crime than attempts to control delinquency solely by strengthening various components of what is normally considered juvenile justice.

- 5) Diversion: It remains as an underlying principle that juveniles should be subject to no more contact with the system than necessary. Many juveniles who are brought to the attention of the justice system officials are clearly in need of rehabilitation and/or some type of supervision. But, for a substantial portion of this group, the full coercive power of the court is unnecessary to deal with juvenile problems.

There are at least three principles that should guide

the operation of all diversion area practices in the juvenile justice system. First, diversion should not be offered unless there is some effective service for treatment in which the juvenile may participate. Second, expansion of diversionary programs should not increase the total number of juveniles that are under some type of supervision of the juvenile justice system. Finally, candidates for diversion should be guaranteed the same due process rights as juveniles who are processed formally within the juvenile justice system.

- 6) Least Coercive Disposition: It is urged that juveniles be institutionalized only as a last resort. There seems to be little doubt that the most coercive and time consuming. Moreover, high levels of coercion may breed contempt and hostility, which fosters anti-legal attitudes among the youth.
- 7) The Violent and/or Repeated Delinquent: Evidence indicates that a large number of juveniles appear to be chronic law violators. There would seem to be every indication that a small segment of the juvenile population is responsible for a highly disproportionate number of delinquent acts committed by juveniles. The juvenile justice system is at present not adequately equipped to deal with the growing tide of youthful violence or with the violent or repeated offender.
- 8) Coordination Among Agencies: It has become clear that the institutions that have traditionally been thought to make up the juvenile justice system--the police, courts, and corrections--often work at cross-purposes in that it is difficult to either combine operations as constituting the true system. It is believed juvenile justice will continue to operate in a fragmented fashion until some consistent policies established.

9) Resource Allocation: Although it is recognized that many states and local communities simply do not possess sufficient resources to elevate their juvenile justice systems to an ideal level of operation, states must begin to provide solutions to the thoroughly neglected problems of juvenile justice systems. Existing resources must be reallocated to reflect more fully the seriousness of the problems of the youth in this society.

Community Concern for Juvenile Problems

The Iowa City "Peoples Guide and Survey" was examined to see how much concern was expressed for juvenile problems by the respondents. To the question of whether more attention needs to be given to delinquency prevention, the following responses were noted:

<u>Response</u>	<u>Percent</u>
Definitely	21.1
Probably	39.2
No Opinion	16.4
Probably Not	7.7
No Response	6.8

The percentage who felt this area should definitely receive more attention was exceeded only by those wanting to give more attention to information and referral, problems of the elderly living alone, and daycare for the elderly. In the ranking of age groups in Johnson County who need to be given more attention and services, 13.7 percent ranked the junior/senior high group as most important, 18.9 percent ranked them as second in importance, and 32 percent did not rank them at all.

POPULATION SERVED

From 1970 to 1974 the 0-19 year old age group in Johnson County had an age-specific decline of four percent. This age group comprised 37 percent of the total Johnson County population in 1970 and 33 percent of the total population in 1974.

During this same time, however, the 10-19 year old age group in Johnson County had an age-specific increase of seven percent. This age group comprised 29 percent of the total Johnson County population in 1970 and 20 percent of the total population in 1974. This information is presented in Table 3.

TABLE 3

0-19 and 10-19 Year Old Populations in Johnson County
1970 and 1974

<u>Age Group</u>	<u>1970</u>		<u>1974</u>		<u>Age Specific Change</u>	
	<u>Number</u>	<u>% of Total</u>	<u>Number</u>	<u>% of Total</u>	<u>#</u>	<u>%</u>
0-19 years	26,399	37	25,367	33	-1,032	-3.9
10-19 years	14,078	29	15,105	20	+1,027	+7.3

Complaints

The number of complaints against juveniles in Johnson County which were reported to the juvenile probation office increased from 550 in 1971 to 804 in 1976, a 46 percent increase during the five-year period.

Of the 804 complaints reported in 1976, 587 (73 percent) were acted upon* by the court. An additional 217 cases were filed without action. Of the 587 acted upon, 461 (78.5 percent) were delinquency cases; the other 126 (21.5 percent) cases were children in need of assistance (CINA)** . The list of offenses involved appears in Appendix 1. Eleven cases were dismissed as unsubstantiable. Of the 461 charged as delinquent, 107 males and 10 females had multiple referrals during 1976. A total of 35 males and three females had had five or more previous contacts with probation. The 804 complaints against juveniles in Johnson County do not include those who were warned, taken home, or otherwise diverted without a complaint being recorded.

*Definition of "acted upon" is found in Appendix 1.

**Definition of "Child in Need of Assistance" is found in Appendix 5.

SERVICES PROVIDED

A juvenile can enter the juvenile justice system in various ways: through complaints from neighbors, passers-by, or other unofficial sources; through direct complaints from institutions or agencies; through complaints from parents; through the child, himself, requesting assistance; or through actual law violations. The various means by which the child enters the juvenile justice system are discussed below.

Complaints Received from Unofficial Sources

Complaints received from neighbors, passers-by or other unofficial sources are channeled to various agencies, primarily the Department of Social Services, the Johnson County Sheriff's Office, the Iowa City and Coralville Police Departments, and the Probation Office. School systems normally report children who are truant or who have behavior problems. Recreation agencies may also report seriously disruptive behavior. Their complaints usually go either to the Probation Office or to the Department of Social Services. Complaints from parents normally focus on one of two areas: children who are incorrigible (i.e., staying out too late, not following rules at home, not doing chores, involved in substance abuse) or children who run away. Such complaints may go to the Police, Sheriff, Probation Office, or the Department of Social Services.

The child, himself, can file a petition to be removed from his parents' custody or have his home situation examined by officials. The child can describe the situation to social service or probation officials, and they in turn can work with the case outside of court proceedings or, if necessary, bring the case to the attention of the court.

Law Violations

A child can also enter the juvenile justice system through actual law violations (i.e., delinquent acts). A delinquent child is defined as a child who has violated a state or federal

law or a local ordinance. If a child is arrested for violation of a law or ordinance, the Iowa Code requires that he/she be released to his/her parents or to a responsible adult, except when the immediate welfare of the child or the protection of the community necessitates that the child be detained. The arresting officer is given the discretion either to refer the matter to the Juvenile Court or to drop it at that point. If the matter is referred to the Juvenile Court, the decision as to the form of adjudication or disposition is left up to the Court. The arresting officer's recommendation is considered in the Court's decision.

Alternative Placement Possibilities

Children who are chronic offenders and children in whose cases other variables intervene in a contributory manner to breaking the law (i.e., family problems, drugs, etc.) are normally handled in a different manner. The child, after being picked up or having turned himself/herself over to authorities, can be released to his/her parents at which time the police secure a "promise to appear" order from them. In some cases, an emergency order is given by the juvenile court judge for temporary custody of the child to be transferred to the courts and the child placed in an appropriate alternative living situation. The Juvenile Court is free to place a child in emergency custody with any person or agency which it deems appropriate. The Department of Social Services is often utilized because it has accessibility to state and federal funds for foster care. The Department of Social Services may also become involved without making an out-of-home placement. Whether the child is returned home or placed in an alternative living situation, the Juvenile Probation Office refers the case to the Assistant County Attorney (in juvenile matters) for the filing of a petition and the setting of a date for a juvenile court hearing.

The juvenile court hearing involves two phases: an adjudication phase in which the judge makes a ruling on the allegations

in the petition and a dispositional phase in which the judge decides upon the most appropriate placement for the child. The judge's rulings are based upon the following: social histories and plans submitted to the court by the Probation Office and/or the Department of Social Services, other court-requested records or reports, and testimony by various requested witnesses.

The following rulings are possible: dismissal, continuance (informal probation) with a hearing set for a later date, adjudication of Child in Need of Assistance (CINA), adjudication of delinquency, and transfer of the case to adult court.

In cases where the child is adjudicated CINA, the dispositions range from placement and treatment in the natural home to placement in a residential treatment center. In cases with adjudication of delinquency, possible dispositions range from probation in the community to placement in a state training school. See Appendix 3 for further elaboration on placement possibilities.

Types of Service Intervention

When the child's law violations, status offenses, and/or accompanying interpersonal, family, and community problems warrant the intervention of the Probation Office, the Department of Social Services, and/or the Juvenile Court, efforts are geared toward the mobilization of existing community resources so that the "least coercive" intervention will be utilized in hopes of alleviating or mitigating the youth's problems so that he/she can function in a more normal and rewarding way within the community. Appendix 4 describes the alternative interventions.

Counseling Programs

The primary thrust of these efforts is to keep the child in his/her natural home. Doing this may require the use of counseling services provided by individuals or agencies in Johnson County such as the Probation Office, Department of Social Services, Families, Inc., Lutheran Social Service, private clinical

psychologists, the Child Development Clinic, the U of I Research and Training Clinic, and Psychiatric Hospital. These agencies help to provide avenues for better family and individual functioning within the family unit, neighborhood, and community. They help to clarify potential problem areas by providing individual, family, group and/or marital counseling. The above mentioned agencies and individuals also use and work with other complementary and supplementary agencies and institutions.

School Programs

If the child is having problems in school, staffings with school personnel to assess the problems and the best mode of intervention can be arranged. First, efforts to accommodate the child in the existing structure and curriculum (such as changing or dropping classes, changing instructors, coordination between school and parents) are attempted. If this fails, efforts are geared toward a change in the curriculum, school, and/or structure. Possible alternatives include the Resource Action Program (RAP), the Community Experimental Education Center (CEEC), Peoples' School 4 (PS 4). Involvement with the Grant Wood Area Education Agency is encouraged so that the institutions adapt more easily to the child's needs. Forcing the child to fit the expected mold of the institution would in most cases further antagonize the situation.

Work/Employment Programs

If the child desires to work, possibilities for employment should be explored. Job Service of Iowa (for children 16 and over), Summer CETA, Rehabilitation Education and Services Branch (RESB), and the Governor's Youth Opportunity Program (GYOP) are potential employment possibilities for youth. The Summer CETA program and the GYOP program are many times shackled by strict income guidelines, which can be impediments to obtaining jobs for young people.

Recreation Programs

Encouragement of active participation in some form of recreation is normally given. The Iowa City Recreation Center, University of Iowa Fieldhouse, activities offered by United Action for Youth, Hawkeye Area Community Action program-sponsored activities, and various other activities are available for entertainment and serve to divert and channel youth activities into other areas of interest.

Health Services

The physical health of young people is also an area of concern. Youth who have health questions and/or symptoms of injuries or who are seeking preventive measures for various health problems can be served by area doctors, Mercy Hospital, University of Iowa Hospitals and Clinics, the Emma Goldman Clinic for Women, and the Free Medical Clinic. The Free Medical Clinic is particularly successful in reaching youth who, due to circumstances which they prefer to keep confidential (such as birth control information and devices, check-up and treatment for venereal disease, and pregnancy tests), normally would not seek help.

Some of the above mentioned services provided for juveniles become more accessible if the custody of the child is placed with the court (initially) or the Department of Social Services (after adjudication). For example, the eligibility guidelines for the Summer CETA and GYOP programs are waived when the custody of a juvenile is with the court or the Department of Social Services. In addition, there is now a more intensified effort to fill the slots in alternative school systems (e.g., PS 4, CEEC, and the RAP program) with youth whose custody resides with the court or the Department of Social Services.

Funding

Juvenile delinquency prevention has received a lot of attention in the community during the past 10 years. Law Enforce-

ment Assistance Administration (LEAA) funds have been allocated for such projects as juvenile officers for both Coralville and Johnson County, training for juvenile officers, boys' and girls' group homes, United Action for Youth, and a drug film for school use. Currently, LEAA is funding a planning process for a juvenile diversion project. In addition, funds from Iowa City have been used to support youth services such as the Mayor's Youth Employment Program, the Youth Newsletter, the PALS Program, United Action for Youth, the Police Explorer Post, and a youth services coordinator at the Department of Social Services (this position is now defunct). Currently, for fiscal year 1978, the Mayor's Youth Employment Program, PALS, UAY, and Youth Homes, Inc. have received agency funding amounting to a total of \$60,775. The funding breakdown is as follows:

Mayor's Youth Employment Program	\$20,955	34.5%
PALS Program	7,260	12.0%
United Action for Youth	24,560	40.5%
Youth Homes, Inc.--Youth Emergency Shelter	8,000	13.0%
TOTAL	\$60,775	100.0%

United Way was at one time providing funding for the Mayor's Youth Employment Program and United Action for Youth. Although both are still considered member agencies, United Way's current funding involvement with youth agencies is primarily with the Boy Scouts and Campfire Girls. A number of United Way agencies such as the Free Medical Clinic, Iowa Children's and Family Services, Lutheran Social Service, the Willow Creek Neighborhood Center, and the Iowa City Crisis Center do devote considerable resources to serving youth.

UNMET NEEDS

The following areas of concern surfaced in our probing of juvenile services:

- 1) There seems to be considerable agreement that "out-reach" and contact with trusted adults who can serve as friends and role models are the most important resources in delinquency prevention. These resources are in need of expansion.
- 2) Substance abuse, particularly abuse of alcohol, among juveniles is of great concern; this is one of the problems reported on the school questionnaire as increasing. Many agency representatives, especially the law enforcement personnel, expressed the need to have a drug and alcohol counselor, trained and effective in working with young people, in the Johnson County community. Both Reality X and MECCA see this as a need, although they have not been able to fund such a service. MECCA at present is developing a counseling program to deal with alcohol and drug abuse. This program is contingent upon funding allocations, however. Concern was also expressed about inappropriate placement in the jail of adolescents with suspected or verified substance abuse problems. Emergency treatment is available at Mercy Hospital or University Hospitals. Long-term residential care is available at the Oakdale Alcoholism Unit but only seven individuals have been served from July, 1976 to July, 1977. Service providers have informed us of instances in which juveniles have been placed in jail for substance abuse. The Assistant County Attorney for Juvenile Matters stated, however, that no juvenile has been placed in the Johnson County Jail during 1976 for substance abuse problems. Occasionally, the officer confronted with an intoxicated juvenile who cannot be released to his/her parents due to the degree of intoxication. Under such circumstances the officer may retain protective custody of the juvenile for up to 12 hours. These juveniles are not necessarily placed

in jail.

According to 1976-1977 reports received from the Johnson County Jail, 25 juveniles were placed in detention at the jail for substance abuse problems, particularly intoxication and OMOVUI. The average period of detention was 3.5 hours*. These juveniles normally had not violated other laws. The normal procedure in such cases is to contact the parents as soon as possible after arrest and to arrange for arraignment of the child at 8:00 a.m. the next day. Juveniles who have violated other laws are usually held longer so that the Juvenile Probation Office can obtain more information concerning the particular law violations.

One-fifth of all juveniles handled by the Probation Office have used or are using drugs or alcohol (though this cannot be equated with addiction).

- 3) There was concern expressed about the low level of information regarding services as well as proper use of or referral to services such as counseling, birth control, venereal disease screening and its control.
- 4) Drug and alcohol education in the schools was of concern, but education about sex, legal rights, and family life was more often seen as in need of improvement.
- 5) Facilities for detaining juveniles who are inappropriate for the youth shelter are inadequate according to sources who provide direct services to juveniles. Iowa City has only a short-term holding facility, the Johnson County Jail, which is in poor condition. Its atmosphere is felt to be inappropriate for juveniles and, therefore, the Linn County Detention Center is used. The Detention Center is outside Iowa City but does

*This average does not include two juveniles who were detained for unusually long periods, one for 20 hours and the other for 26 hours.

provide an appropriate setting for juveniles. From July, 1976 to June, 1977, 12 Johnson County residents were assigned to the Linn County facility. The average stay for Linn County residents is four days, but Johnson County residents have a little longer stay due to geographic location and court schedules. Juvenile Probation is reluctant to send Johnson County clients requiring short-term stays to Linn County because of the distance involved. The Linn County facility is open to Johnson County on a space-available basis only. At times, Johnson County youth have been turned away because of this. To date, the placement of Johnson County residents has not posed a problem; it is the distance involved that is a problem. However, a need for a more appropriate alternative to the Johnson County Jail exists for those youth who have been turned away from the Linn County Detention Center.

- 6) The level of knowledge, on the part of attorneys, about Juvenile Court procedures and other juvenile affairs was mentioned by virtually all respondents as being in need of improvement. Each year the Juvenile Court requests local attorneys to identify whether or not they will accept Juvenile Court appointments. A list is prepared from these names. Court appointments are rotated through the list. The Juvenile Court judge is free, however, to appoint any attorney to represent a young person. Through this procedure, the list tends to become comprised of younger, less experienced attorneys.
- 7) Some dissatisfaction was expressed about the length of time between a juvenile being picked up and resolution of the charge (3-6 weeks), although this dissatisfaction was far from universal. One agency expressed concern about the need for crisis intervention with the family immediately after the offense is committed.

- 8) One of the major concerns expressed by virtually all sources of information was the need for better communication and coordination among agencies. There may be a need to set some community standards, which would conform with the laws of confidentiality, for the kinds of information shared between agencies.
- 9) A need for a greater variety of alternative supervised recreation opportunities for the marginal youth population was expressed. The Recreation Center staff stated that these youths participate in behavior which causes problems for other youth (i.e., smoking, swearing). It was felt by the Recreation Center staff that these marginal youths derive little benefit from the Recreation Center's regular programming. Group activities under the leadership of accepted adults were seen as one way to handle this. The marginal youth population, such as pre-delinquents experiencing crises and maturational difficulties, need recreational opportunities such as a place to dance and/or "hang out." The Coralville Reservoir is an area in which trouble occurs during the summer, although young adults as well as juveniles are involved. Additional patrolling of the area was suggested.
- 10) In the area of education, a lack of sufficient vocational training opportunities and a lack of variety in vocational training courses offered were main concerns.
- 11) A need for more jobs for youth whose parents' income is just above the special job program (i.e., Summer CETA and Mayor's Youth Employment) eligibility guidelines for youth too young (under 16 years of age) to obtain normal jobs was cited.
- 12) In the area of work, "training and job-seeking skills" were the greatest concern. This area was marked in need of improvement by 57 percent of agency personnel.

It was noted unsatisfactory by 21 percent. One-half of the agency respondents said that available jobs were either in need of improvement or unsatisfactory, and 36 percent thought this area was satisfactory. "Career planning help" and "help in locating jobs" received similar mixed responses from agency personnel. Very few school personnel considered any of these work areas unsatisfactory, but about 40 percent considered all in need of improvement. Concern was also expressed for teenagers who may be exploited in job situations because of the vast number of teens wanting jobs. Employers may not feel obligated to give breaks and lunch hours or to set regular work schedules and may feel free to withhold wages in cases of suspected theft. Many teenagers contact the public library for advice on their legal rights in such circumstances. Jobs were mentioned as being the greatest unmet need by the majority of respondents. One person described this need as "appropriate, gainful and sincere employment." The Mayor's Youth Employment Program and CETA were praised for their effectiveness but a need was seen for more "regular" jobs and jobs for those not eligible for special programs.

- 13) Responding to questions about family support on the Youth Support Services questionnaire, both agency and school personnel indicated discontent with the way families and youth interact. When agency personnel listed the greatest unmet need, none mentioned the need for a program for parents or families, although one police officer said "better parents" was the greatest need. These responses might be a way of expressing frustration, blaming factors outside of agency or school control. Following are the percent of school and agency personnel who found family support systems either in need of improvement or unsatisfactory (see next page):

<u>Areas in Need of Improvement or Unsatisfactory</u>	<u>School Personnel</u>	<u>Agency Personnel</u>
Amount of time parents devote to children	75.5%	77%
Parents' interest in childrens' activities	55.0%	69%
Parents' understanding of childrens' problems	67.5%	77%
Parental discipline of children in helpful ways	62.5%	71%
Availability of family counseling	55.0%	50%
Programs to help parent/ child understanding	52.5%	64%

GENERAL RECOMMENDATIONS

Priority	Problem	Recommendation	Agencies Affected	Possible Funding Sources
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The following problems and accompanying recommendations relate to all of the eight service areas studied during the first year of the Human Services planning project. Because they relate to all areas, they will not be repeated in each individual section. Their importance to each of the service areas should not be diminished because of their treatment here.

Communication, Coordination Information

Inadequate communication and coordination among agencies providing service results in inconsistencies, particularly in the way clients with multiple problems are handled. Delays in the provision of service and misunderstandings or disagreements regarding service provision may occur when two or more agencies are involved with the same client. Regular meetings among agencies have been attempted but have been less than successful. Organizing and convening such meetings requires staff time and effort not available from any one agency.

Agency directors and staff providing similar programs or services to similar client groups should meet together on a regular basis to:

- 1) share information about programs,
- 2) explore solutions to common problems,
- 3) acquaint them with the staff of other agencies to facilitate the referral process and increase trust levels, and
- 4) share information on clients within the confines of confidentiality.

All public and private providers serving Johnson County clients

Johnson County Regional Planning Commission

GENERAL RECOMMENDATIONS (Continued)

Priority	Problem	Recommendation	Agencies Affected	Possible Funding Sources
	<p>Inadequate knowledge, on the part of service providers, concerning the functions and programs of agencies can result in inappropriate referrals, lack of referral when a client could benefit from service by another agency, or clients getting lost in the system without getting the service provision is also often done without consultation with agencies affected by such programs. The result is that services are delivered with less than optimal efficiency and effectiveness.</p>	<p>Human Service planning staff may be assigned the responsibility for calling and organizing such programs in order for them to succeed.</p>		
	<p><u>Data on client characteristics</u> (e.g., age, race, sex, income, residence and problems presented) are not available at the present time through many agencies. As a consequence, it is difficult to assess portions of the population which may be inadequately served, and for which programs should be developed.</p>	<p>Assessment of data requirements is needed by 1) agencies to assess existing programs, and 2) funding bodies to make allocation decisions based on community need. A common data collection and retrieval system should be developed which would place minimum demands on agency staff time and be economical. Funding agencies should make inquiries into systems of</p>	<p>All public and private not-for-profit agencies providing service to Johnson County, Cities Johnson County, United Way</p>	<p>Johnson County Regional Planning Commission, City, County, United Way</p>

GENERAL RECOMMENDATIONS (Continued)

<u>Priority</u>	<u>Problem</u>	<u>Recommendation</u>	<u>Agencies Affected</u>	<u>Possible Funding Sources</u>
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evaluation used for services and accountability should be emphasized. The Human Services planning staff should be available to coordinate the development of this effort.

Funding

General revenue sharing funds should be considered as a possible funding source for many of the recommendations.

RECOMMENDATIONS

Priority	Problem	Recommendation	Agencies Affected	Possible Funding Sources	
1.	<u>Outreach and Recreation</u>	<p>Many youth (647 delinquent complaints reported to Juvenile Probation in 1976) are engaging in destructive behavior and are alienated from traditional programming (e.g., group work and recreation). Agencies which are geared toward working specifically with troubled youth have difficulty in adequately serving all who need their services.</p> <p>United Action for Youth is currently serving about 60-70 youth per month, 10 intensively. A need for serving 150 youth per month, 40-50 with severe problems, could be justified.</p> <p>The PALS program is currently serving about 60</p>	<p>Additional services should be provided which reach out to kids where they are located and provide adult role models. More challenging and creative recreational opportunities should be made available and traditional recreation agencies should make attempts to become more sensitive to the needs of alienated youth. There are several ways to accomplish the above: 1) expand staff capabilities of UAY and PALS, 2) use the staff of UAY to work with traditional recreation and group work agencies to develop programs which interest alienated youth and to train staff and volunteers to work effectively with these youth, and 3) utilize the University Recreation Education program to develop new and creative forms of programming.</p>	<p>UAY, PALS, Boy Scouts, Girl Scouts, Campfire Girls, Recreation Center, County Attorney-Juvenile Diversion Program, Univ. Recreation Services, Willow Creek Neighborhood Center.</p>	<p>City, County, United Way, LEAA</p>

RECOMMENDATIONS (Continued)

Priority	Problem	Recommendation	Agencies Affected	Possible Funding Sources
	youth. Volunteers are not available to service additional youth. It is estimated that 125 children could benefit from the program if volunteers and staff time were available. One staff person can handle about 75 cases.			
2.	<p><u>Employment</u></p> <p>Youth under age 16, or those who are not eligible for summer SETA or Mayor's Youth Employment, do not have access to job counseling and assistance in job location.</p>	<p>Training programs in job preparation (1) how to find a job, 2) how to apply, and 3) legal rights) should be made available. It is also recommended that job recruitment, training and location be available for all adolescents in the private as well as the public sector. One way to accomplish this would be to increase the funding available to Mayor's Youth Employment. More job sites for disadvantaged youth should be developed with the private sector and placement of all youth in part-time jobs should be available regardless of income.</p>	<p>Job Service of Iowa, Mayor's Youth Employment, Schools, CETA, Summer CETA</p>	<p>Iowa City, Job Service of Iowa, Federal Government, Schools, CETA, Summer CETA, United Way</p>

RECOMMENDATIONS (Continued)

Priority	Problem	Recommendation	Agencies Affected	Possible Funding Sources	
3.	<u>Substance Abuse</u>	<p>The prevalence of substance abuse is increasing among young people. It was estimated that 1/5 (161 of 804) of the Juvenile Probation clients in 1976 had problems associated with drugs or alcohol. Counselors find it particularly difficult to find ways to motivate young people and to aid in the development of coping skills necessary to ensure sobriety. This is also a concern of the substance abuse area.</p>	<p>The placement of at least one full-time counselor, highly skilled in working with youth and trained in substance abuse therapy, in a community agency such as MECCA is recommended.</p> <p>The counselor should be available to work with the clients of all agencies and to do in-service training with counselors at other agencies.</p>	<p>MECCA, Mental Health Center, Lutheran Social Service, Juvenile Probation, County Attorney, United Action for Youth, Oakdale Alcoholism Unit, Dept. of Social Service</p>	<p>Cities, Johnson County, United Way, Dept. of Social Service, Dept. of Substance Abuse</p>
4.	<u>Parents</u>	<p>Parenting, specifically in regard to the amount of time parents devote to children, parents' interest in children's activities, parents' understanding of children's problems, parental discipline of children in helpful ways,</p>	<p>Parents in the community should be made more aware of parenting education opportunities, and the school districts should avail themselves of Grant Wood Area Education specialists and their abilities to work with parents and parent groups.</p>	<p>Mental Health Center, Lutheran Social Service, Grant Wood Area Education, School Districts</p>	<p>School Districts, City, County, United Way, State Dept. of Social Services</p>

RECOMMENDATIONS (Continued)

Priority	Problem	Recommendation	Agencies Affected	Possible Funding Sources
	availability of family counseling, programs to help parent/child understanding, was seen to be in need of improvement or unsatisfactory by 50-75% of youth agency staff and school personnel. Parents are not eager to avail themselves of group parenting education opportunities.	Alternative ways of delivering parenting education in non-stigmatized settings should be explored.		
5.	<u>Facilities</u> The jail should be used for detention only when no other facility is appropriate. Facilities in Johnson County are inadequate for detaining violent and/or out-of-state youth for which the youth emergency shelter is inappropriate. The Johnson County Jail facility does not permit adequate separation of juveniles.	We support the construction of a new jail facility which would provide: 1) continuous supervision as required by state law, 2) separation from adults, 3) adequate recreational and educational facilities and opportunities, and 4) regular contact with specialized personnel of community agencies such as substance abuse counselors, social workers, and youth counselors.	Johnson County Jail, Mental Health Center, Library, MECCA, Lutheran Social Service, United Action for Youth, Dept. of Social Services, Others	Johnson County

RECOMMENDATIONS (Continued)

<u>Priority</u>	<u>Problem</u>	<u>Recommendation</u>	<u>Agencies Affected</u>	<u>Possible Funding Sources</u>
6.	<u>Attorney:</u> Court-appointed attorneys may have inadequate knowledge of juvenile procedures.	The District Court should require training in juvenile procedures as a condition for court appointment. The County Attorney's office could be utilized for such training for attorneys.	Johnson County Attorney, Johnson County Bar Association, 6th Judicial District Court	Johnson County
7.	<u>Information</u> Some youth do not have adequate information regarding services such as counseling, birth control, venereal disease screening and control, and legal issues.	Sources of such information should be better publicized and more accessible to youth.	Crisis Center, Youthline, United Action for Youth, School District, Grant Wood Area Education Agency, Free Medical Clinic, Emma Goldman Clinic	Schools, City, County, United Way, Grant Wood Area Education Agency
8.	<u>Coordination</u> Because of the way in which agencies and services have developed, all agencies may not be aware of what is happening in other agencies.	Youth representation (a minimum of 4 to 5). Directors and staff of agencies which serve youth should meet regularly to: 1) share information	Dept. of Social Services, United Action for Youth, Youth Homes, Inc.,	Johnson County Regional Planning Commission

RECOMMENDATIONS (Continued)

Priority	Problem	Recommendation	Agencies Affected	Possible Funding Sources
	Efforts at coordinating services and improving communication among youth-serving agencies have been attempted but have been less than successful because of the staff time required of any one agency.	about programs; 2) explore solutions to common problems; and 3) acquaint themselves with the staff of other agencies to facilitate referrals and increase trust levels. Human Services staff should be made available for organizing these efforts.	Lutheran Social Service, City Recreation, Mayor's Youth Employment, CEEC, School Districts, Juvenile Probation, Job Service of Iowa, County Attorney	
9.	<p><u>Basis of Information</u></p> <p>Nearly all of the information which was obtained through the Human Services Study was based on information from agency and school personnel.</p> <p>Attempts were made to survey youth; however, these were not successful. Consequently, information on service effectiveness in meeting the needs of youth is not available from the youth perspective.</p>	<p>A survey of youth should be conducted again. Mechanisms should be established which will improve channels of communication for youth to provide input into agency programming which will affect them.</p> <p>In addition, youth members should be appointed to the policy-making boards of directors of youth-serving agencies.</p>	<p>United Action for City, County Youth, Lutheran Social Service, Youth Homes, Inc., Dept. of Social Services, Juvenile Probation to County Attorney's Juvenile Diversion program, Crisis Center, City Recreation, Boy Scouts, Girl Scouts, PALS.</p>	<p>United Way</p>

RECOMMENDATIONS (Continued)

Priority	Problem	Recommendation	Agencies Affected	Possible Funding Sources
10.	<u>Placement</u> There are indications that the general trend of keeping troubled youth in their own homes, rather than in out-of-home placements, may be reversing locally. unnecessary removal of children from their own homes increases the trauma in the lives of these children.	We support the continuation of placement of youth in the least restrictive alternative (i.e. first remaining in the home, then placement in foster care, or community residential facilities, and, only as a last resort, state institutional care, both for short-term and long-term placements.)	District Court, Dept. of Social Services, Juvenile Probation	Dept. of Social Services

APPENDIX 1
- 31 -
JOHNSON COUNTY JUVENILE PROBATION OFFICE

ANNUAL REPORT FOR 1976

Total Complaints Received During 1976-----	793
1975 Complaints Carried Over to 1976-----	38
1976 Complaints Pending 12/31/76-----	27
Total Complaints Handled During 1976-----	804

SOURCES OF 1976 DELINQUENT COMPLAINTS

	<u>Boys Filed Without Action</u>	<u>Girls Filed Without Action</u>	<u>Boys Handled</u>	<u>Girls Handled</u>	<u>Total Acted Upon</u>	<u>Grand Total</u>
Iowa City Police Department	39	12	156	50	206	257
Johnson County Sheriff's Office	31	20	99	31	130	181
Coralville Police Department	18	2	31	5	36	56
Iowa Highway Patrol	6	0	14	8	22	28
University of Iowa Security	8	2	28	2	30	40
Other Courts	0	0	17	4	21	21
Department of Social Services	0	0	0	0	0	0
Schools	0	0	3	0	3	3
Parents	0	0	0	0	0	0
Other	<u>46</u>	<u>2</u>	<u>7</u>	<u>6</u>	<u>13</u>	<u>61</u>
Totals	148	38	355	106	461	647

SOURCES OF 1976 CINA COMPLAINTS

	<u>Boys Filed Without Action*</u>	<u>Girls Filed Without Action*</u>	<u>Boys Handled</u>	<u>Girls Handled</u>	<u>Total Acted Upon</u>	<u>Grand Total</u>
Iowa City Police Department	3	5	7	11	18	26
Johnson County Sheriff's Office	3	4	4	6	10	17
Coralville Police Department	0	1	2	4	6	7
Iowa Highway Patrol	0	0	6	3	9	9
University of Iowa Security	0	0	5	1	6	6
Other Courts	1	0	3	3	6	7
Department of Social Services	0	0	35	22	57	57
Schools	1	6	4	5	9	16
Parents	0	0	0	2	2	2
Other	<u>0</u>	<u>7</u>	<u>1</u>	<u>2</u>	<u>3</u>	<u>10</u>
Totals	8	23	67	59	126	157

*Filed Without Action - this category covers reports from police or magistrate's court that had been taken care of by an officer or magistrate (e.g., possession of beer, a fine for some misdemeanor).

Cases handled - this category ranges from intake interview to court action to commitment to a state institution.

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Page 3

JUDICIAL DISPOSITIONS

	<u>Delinquent Boys</u>	<u>Delinquent Girls</u>	<u>CINA Boys</u>	<u>CINA Girls</u>	<u>Total Delinquent</u>	<u>Total CINA</u>
Dismissed, Not Proved	2	1	5	3	3	8
Warned	2	0	2	0	2	2
Probation Supervision	58	8	0	1	66	1
Referred to Another Agency	8	0	0	1	8	1
Runaways Returned to Parents	0	0	0	0	0	0
Held Open	8	1	0	0	9	0
Committed to Boys Training School	4	0	1	0	4	1
Committed to State Juvenile Home	0	0	0	0	0	0
Transfer Custody to County Department of Social Services	2	0	10	7	2	17
Transfer to Adult Court	31	7	0	0	38	0
Other	<u>3</u>	<u>0</u>	<u>2</u>	<u>1</u>	<u>3</u>	<u>3</u>
Totals	118	17	20	13	135	33

NON JUDICIAL DISPOSITIONS

	<u>Delinquent Boys</u>	<u>Delinquent Girls</u>	<u>CINA Boys</u>	<u>CINA Girls</u>	<u>Total Delinquent</u>	<u>Total CINA</u>
Dismissed	29	12	4	7	41	11
Warned	119	60	3	2	179	5
Probation Supervision	22	4	1	2	26	3
Referred to Another Agency	49	12	25	18	61	43
Runaways Returned to Parents	0	0	14	17	0	31
Held Open	16	1	0	0	17	0
Committed to Boys Training School	1	0	0	0	1	0
Committed to State Juvenile Home	0	0	0	0	0	0
Transfer Custody to County Department of Social Services	0	0	0	0	0	0
Transfer to Adult Court	0	0	0	0	0	0
Other	<u>1</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>1</u>	<u>0</u>
Totals	237	89	47	46	326	93

APPENDIX I
JOHNSON COUNTY JUVENILE PROBATION OFFICE

OFFENSE	TOTAL BOYS	TOTAL GIRLS	OFFENSE TOTAL
MURDER	0	0	0
NEG. MANSLAUGHTER	0	0	0
FURCIBLE RAPE	0	0	0
PURSE SNATCHING	0	0	0
ROBBERY	0	0	0
ASSAULT, AGGRAVATED	1	1	2
ASSAULT	1	1	2
BREAKING & ENTERING	1	1	2
AUTO THEFT	1	1	2
SHOPLIFTING	0	0	0
LARCENY	0	0	0
CONCEALED WEAPONS	0	0	0
SEX OFFENSES	0	0	0
NARCOTICS VIOLATIONS	2	2	4
INTOXICATION	2	2	4
DISORDERLY CONDUCT	2	2	4
VANDALISM	1	1	2
OTHER DELINQUENT	1	1	2
FORGERY	0	0	0
FRAUD	0	0	0
TRESPASS	2	2	4
POSSESS/STOLEN PROP	1	1	2
ANIM	0	0	0
TAMPERING/MTR VEHICLE	2	2	4
RUNAWAY	2	2	4
TRUANCY	1	1	2
UNCONTROLLED	6	2	8
POSSESS/BEER & LIQUOR	2	2	4
DWI	2	2	4
CHILD ABUSE	1	1	2
CINA	1	1	2
TERMINATION	0	0	0
TOTAL	422	165	587

APPENDIX 2

A. COUNSELING PROGRAMS

<u>PROGRAM</u>	<u>AGENCY</u>	<u>POPULATION & NUMBER SERVED</u>	<u>GOAL, SERVICE ELEMENTS, AND LENGTH OF TIME FOR SERVICE</u>	<u>FUNDING</u>
Group, Individual & Family Counseling	Mid-Eastern Iowa Community Mental Health Center	8.5% of the total population (not exclusively Johnson County residents) served by this agency is 18 years of age or younger. Approximately 60 youths were served from July 1, 1975 thru June 30, 1976.	To serve the mental health needs of families and individuals thru helping them preserve and improve family and community relationships. Also to reduce the incidence and severity of emotional and mental disturbance and to promote and maintain mental health in the community. Services offered are: individual, group, couple and family psychotherapy and chemotherapy. There is usually a 4-6 week wait for services.	<ol style="list-style-type: none"> 1) Jo.Ct. (59%) 2) Cedar Ct. (14.5%) 3) Ia. Ct. (12.5%) 4) Fees (11%) 5) Title XIX (1.5%) 6) Rent (1.5%)
	Lutheran Social Service	65 Johnson County families were served during the last fiscal year.	To provide professional social work services to families, individuals, couples, and groups requesting one of several therapies and educational services offered by the agency. They have a brief waiting period for services.	<ol style="list-style-type: none"> 1) United Way 2) Lutheran Church of America 3) Client fees
Private Counselors (e.g., MSW, Clinical Psychologists, Psychiatrists)	Department of Social Services	The age group served is: 0-4 years (30%); 5-12 years (30%); 13-18 years (40%). 360 new clients from Johnson County were served from July 1, 1976 thru June 30, 1977.	To protect children and improve family functioning. Delivery of services involves investigation, in-home treatment, casework, and referral to other agencies. Clients generally wait about 24 hours for service. There is no waiting list.	<ol style="list-style-type: none"> 1) Title XX
In-home Treatment Unit	Department of Social Services	-----	-----	-----

APPENDIX 2 (con't.)

<u>PROGRAM</u>	<u>AGENCY</u>	<u>POPULATION & NUMBER SERVED</u>	<u>GOAL, SERVICE ELEMENTS, AND LENGTH OF TIME FOR SERVICE</u>	<u>FUNDING</u>
In-home Family Treatment	Families, Inc.	Approximately 20 Johnson County families (100 people) were served during the 1976 fiscal year. The age groups served were: 0-3 years (33%); 5-12 years (33%); and 13-18 years (34%).	To offer communities and families an alternative to an out-of-home placement. Intensive in-home services (family therapy, individual therapy, group work, and marriage counseling) are provided. Waiting period is usually about one week and is never more than one month.	1) Title XX
Juvenile Probation	Juvenile Probation	Serves youth from 0-18 years of age. In 1976, this office handled 804 complaints.	To provide an alternative to institutionalization and engage the youth in a counseling relationship, or one that is otherwise therapeutic.	-----
Substance Abuse Counseling	MECCA	2% of the total population served is 13-18 years of age (6 youths).	To reduce the incidence of chemical abuse thru identification, motivation, counseling and general rehabilitation of chemically dependent persons and thru education toward prevention of abuse. There is no wait for services.	1) Jo. Ct. (68.5%) 2) Ia. Div. on Alco. (18%) 3) Coralville (.5%) 4) CETA (1.5%) 5) Client fees (11.5%)
Youth Outreach	United Action for Youth	Serves youth 18 years of age or younger. From July 1 thru December 31, 1976, 166 youths from Johnson County were served.	To provide assistance to young people, especially those who are alienated from traditional approaches to youth services, by identifying their individual needs and providing opportunities to meet those needs. Generally, services are provided within a day of request.	1) Ia. City (56%) 2) Jo. Ct. (1.5%) 3) LEAA (29.5%) 4) State Buy-in (1.5%) 5) CETA (5%) 6) United Way (6.5%)

APPENDIX 2 (con't.)

<u>PROGRAM</u>	<u>AGENCY</u>	<u>POPULATION & NUMBER SERVED</u>	<u>GOAL, SERVICE ELEMENTS, AND LENGTH OF TIME FOR SERVICE</u>	<u>FUNDING</u>
Informal Counseling and Support Groups	Willow Creek Neighborhood Center	5% of those served by this program during 1976 (2 people) were 13-18 years of age. Both were Johnson County residents.	To enhance a feeling of "community" and self worth. The program is geared toward working to alleviate loneliness, depression and apathy.	1) United Way (100%)
Crisis Intervention (peer counseling for youth) Youthline	Iowa City Crisis Intervention Center	There were 40 calls the first three months the Youthline was in operation. 13% of the clientele were under 18 years of age of the 55% of the youth served.	To provide an immediate, anonymous, free and personal response to anyone in need.	1) Jo. Ct. Board of Supervisors (65.5%) 2) United Way (27%) 3) Donations (.5%) 4) Savings (2%) 5) Work-study funds (5%)
Advocacy	Willow Creek Neighborhood Center	50% of the clients served by this program are 18 years of age or younger. 15 young people were served during the last fiscal year.	To provide information and resources.	1) United Way (100%)
Child Psychiatry	University of Iowa Hospitals and Clinics	-----	To discern and apply appropriate and comprehensive methods of therapy for the particular patient. There is an average wait of 1-2 weeks for scheduled outpatient appointments.	1) State of Iowa (100%)
Diagnostic and Rehabilitative	Child Development Clinic	Studies children through the age of 17. 272 children were studied from January, 1975 thru December 1975.	To serve as a diagnostic clinic for developmental, learning, or behavioral problems. The Clinic provides comprehensive, multi-disciplinary studies of children with problems in the following areas: development, speech and language, poor school performance or learning disability, hyperactivity and mild behavior problems. There is a 2-3 month waiting period.	1) State of Iowa (100%)

APPENDIX 2 (con't.)

B. SCHOOL PROGRAMS

<u>PROGRAM</u>	<u>AGENCY</u>	<u>POPULATION & NUMBER SERVED</u>	<u>GOAL, SERVICE ELEMENTS, AND LENGTH OF TIME FOR SERVICE</u>	<u>FUNDING</u>
Resource Action Program (RAP)	Iowa City Community School District	-----	This is a state-supported school which provides intensive instruction and alternative programming for youths who are difficult to work with through regular programs.	-----
Community Experimental Education Council (CEEC)	Iowa City Community School District	High school youth in Johnson County.	This alternative program provides a curriculum which is more stimulating and rewarding for some youths who would normally drop out of school.	-----
PS #4 (Peoples' School #4)	Iowa City Community School District	Junior high youth in Johnson County.	To provide an alternative school setting which is more conducive to establishing rapport with hard-to-reach students (e.g., truants). The school offers counseling, peer relationships, individualized instruction for youths with learning problems, and aid in finding jobs.	-----
Special Educational Services	Grant Wood Area Education Agency	Preschool and school-aged children in Johnson County.	To provide a multitude of special educational instruction, consultation, and program development for schools in Johnson County.	-----
Educational and Vocational Training	Kirkwood Learning Center	Youth in Johnson County.	To provide educational and vocational programs for youth (e.g., GED Program).	-----
School Curriculum Coordinator	Department of Social Services	Delinquent youth in Johnson County.	To prevent recidivism of delinquency by getting youths back into the school system.	-----

APPENDIX 2 (con't.)

C. WORK/EMPLOYMENT PROGRAMS

<u>PROGRAM</u>	<u>AGENCY</u>	<u>POPULATION & NUMBER SERVED</u>	<u>GOAL, SERVICE ELEMENTS, AND LENGTH OF TIME FOR SERVICE</u>	<u>FUNDING</u>
Summer CEFA (full-time summer employment)	Job Service of Iowa	Adolescents who meet income eligibility guidelines.	To provide jobs and job-seeking skills, training, and counseling.	-----
Youth Employment	Mayor's Youth Employment Program	Young people between the ages of 14 and 18 who live in Johnson County. A total of 80 clients were served from September, 1976 thru May, 1977.	To provide supervised work experiences and career counseling to disadvantaged young people. Efforts are geared toward job development based on interest and ability. Emphasis is on attainment of self-sufficiency and continuation and completion of education. Clients usually wait about 10 days from time of interview before job placement is completed.	1) Governor's Youth Opportunity Program (GYOP) 2) Iowa City 3) Iowa City Community School District (30%)

D. VOLUNTEER ADULT ROLE-MODEL PROGRAMS

Big Brother, Big Sister	PALS	The PALS program matches volunteers with children from single-parent families on a one-to-one basis; children from the ages of 6-14 are eligible. 101 children were served during the 1976-1977 fiscal year. All were Johnson County residents.	To provide positive adult role models and experiences for young children to give them experiences they might otherwise miss. The waiting period is between 2 and 8 months and the average number on the waiting list is about 18.	1) Iowa City (58%) 2) Jo. Ct. Extension (39%) 3) Optimist Club and other sources (3%)
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E. ALTERNATIVE LIVING PROGRAMS

Foster Home Care for Children	Department of Social Services	Children from years of age 0-18 are served by this program. 39 youths were served by the program from June 1, 1976 thru May 31, 1977.	To protect and nurture the child and return him/her to a stable home. This program provides foster home care and counseling with the child, family, and other relevant individuals. The program refers to appropriate community resources.	1) Title XX
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APPENDIX 2 (con't.)

<u>PROGRAM</u>	<u>AGENCY</u>	<u>POPULATION & NUMBER SERVED</u>	<u>GOAL, SERVICE ELEMENTS, AND LENGTH OF TIME FOR SERVICE</u>	<u>FUNDING</u>
(con't.) Foster Home Care for Children	Lutheran Social Service	Any child who seems suitable for care. 2 youths from Johnson County were served during the last fiscal year.	To provide foster home care for a child who is unable to remain in his/her natural home. Provides casework with the child, foster parents, school, and sometimes with the natural parents.	1) All services purchased by the Ia. Dept. of Social Services thru Title XX.
Supervised Independent Living	Department of Social Services	This program primarily serves youths aged 16-18 years. 8 youths were served by this program from July 1, 1976 thru May 31, 1977.	To provide older youths with a setting where they can live in a supervised, yet independent, life-style. Counselors interact with youth to facilitate their adjustment to the myriad of responsibilities necessary to manage one's own life.	1) Title XX
Youth Emergency Shelter	Youth Homes, Inc.	Shelter Care and Transition to Independent Living programs. In Shelter Care, youth of both sexes aged 12-17 are served. From February 1, 1976 thru December 31, 1976, 100 youths were served (50 Johnson County residents, 33 non-residents, and the remaining were runaways). Transition to Independent Living is available to both sexes aged 16 1/2-17 years. From February 1, 1977 thru May 1, 1977, 4 clients were served (3 from Johnson County).	The goal of the Shelter Care program is to provide housing, counseling, and supervision for youth in crisis and runaways without shelter and/or adequate parenting. The goal is to resolve the crisis so the youth may return home or locate alternative living arrangements. Since April, 1977 there has occasionally been a wait of a few days for service. The goal of the Transition to Independent Living program is to enable youth to live independently, be employed on a regular basis, and support themselves. The program (con't. on following page)	1) Jo. Ct. Board of Supervisors 2) Iowa City 3) Ia. Dept. of Social Services (maintenance and service) 4) LEAA grant

APPENDIX 2 (con't.)

<u>PROGRAM</u>	<u>AGENCY</u>	<u>POPULATION & NUMBER SERVED</u>	<u>GOAL, SERVICE ELEMENTS, AND LENGTH OF TIME FOR SERVICE</u>	<u>FUNDING</u>
(con't.) Youth Emergency Shelter			provides housing (4 beds), counseling aimed at social, personal and occupational skill development, and assistance in finding employment. At present, there is a one month waiting period and a waiting list of 1-2 people.	
Iowa City Girls' Group Home	Youth Homes, Inc.	Adolescent girls in crisis (abused, neglected, delinquent, family conflict). 8 clients from Johnson County and 7 from out of the county were served from February 1, 1976 thru December 31, 1976.	To aid resident youth in developing the necessary living skills to return home, go to an alternative living placement, or move to independent living. Housing, counseling, school, job, social, personal and occupational skill development are offered. Wait for service can be any time up to one month, depending on the number of beds available.	1) Ia. Dept. of Social Services (maintenance: state foster care, service: Title XX)
Iowa City Boys' Group Home	Youth Homes, Inc.	Adolescent boys in crisis. 5 Johnson County residents and 1 out of county boy were served from November 8, 1976 thru May 9, 1977.	Same as above.	1) LEAA grant 2) Jo. Ct. Board of Supervisors 3) Ia. Dept. of Social Services
Boys' Group Home (Coffelt Place)	Lutheran Social Service	6 youths from Johnson County were served by this program.	To provide a group living situation as an alternative to living at home or in a foster home.	1) All services purchased thru Ia. Dept. of Social Services (Title XX)
Counseling for Unwed Parents	Lutheran Social Service	6 unwed parents from Johnson County were served in the last fiscal year.	To provide resources and, if needed, a living situation for the unwed parent.	1) Lutheran Church 2) United Way

APPENDIX 2 (con't.)

<u>PROGRAM</u>	<u>AGENCY</u>	<u>POPULATION AND NUMBER SERVED</u>	<u>GOAL, SERVICE ELEMENTS, AND LENGTH OF TIME FOR SERVICE</u>	<u>FUNDING</u>
Counseling for Adoptive Families	Lutheran Social Service	25 adoptive families from Johnson County were served in the last fiscal year.	To provide permanent homes for children.	1) Client's fees
F. PHYSICAL HEALTH PROGRAMS				
Confidential Health Care	Iowa City Free Medical Clinic	From January 1, 1976 thru December 31, 1976, 1,265 youth (0-19 years of age) were served.	To assure high quality outpatient health care to all Johnson County residents. Young people who are served are usually those who, because of embarrassment and fears concerning confidentiality, are unable to consult their family physician.	1) United Way (51%) 2) Jo. Ct. Board of Supervisors (37%) 3) Private groups and individuals (12%)
Diagnostic and Rehabilitative	Child Development Clinic	The clinic studies children thru age 17. 272 children were studied from January, 1975 thru December, 1975.	To serve as a diagnostic clinic for developmental, learning or behavioral problems. The Clinic provides comprehensive, multidisciplinary study of children with problems in the following areas: development, speech and language, poor school performance or learning disability, hyperactivity and mild behavior problems. There is a 2-3 month waiting period.	1) State of Iowa (100%)
G. JUVENILE DIVERSION PROGRAMS				
Juvenile Diversion	Johnson County Attorney on Juvenile Matters	All juveniles, Program has not started yet.	The program will be directed at preventing the development of delinquent tendencies in youth.	1) LEAA grant 2) Unknown

APPENDIX 3

Description of Levels of Care Available for Juveniles

The decision of what level of placement is most appropriate for a youth in the juvenile justice system is complex, involved and somewhat subjective. The true picture of the process cannot be given in the following description; therefore, what follows is a general overview.

As was mentioned previously, the "least coercive" level of care is the approach taken in Johnson County. However, this does not mean that a juvenile who enters the system for the first time will be placed in his/her own home. For instance, he/she may need to be temporarily placed in an alternative living situation (e.g., foster care or emergency shelter) rather than in his/her own home.

After a petition has been filed in Juvenile Court and the child is adjudicated, the Court orders preparation of a social history by a person or agency appointed by it. The Probation Office generally prepares this report when a child is adjudicated delinquent. The Johnson County Department of Social Services usually prepares the social history when a child is adjudicated Child in Need of Assistance. The social history assists the Court in identifying the service needs of the child and his/her family. After receiving the social history, hearing the arguments of attorneys, and admitting evidence, the Court may order care for the child, as it deems appropriate.

The following are descriptions of alternative care programs for youth from the UKASIS II Manual. Supplemental narrative in regard to the general characteristics of juveniles in each level of care is added:

- 1) Family Foster Care: "Family Foster Care is a program designed to provide a substitute family life experience in an agency-supervised home to children

who need care for temporary or extended periods during which the normal family environment is either nonexistent or greatly hampered because of some social, emotional, or physical reason." This level of care is usually most effective with children 0-12 years of age. After the age of 12, children do not adapt as well to family foster homes, at least initially, because their behavior patterns have solidified. Adolescents who have reached the point where they are in need of an alternative living situation many times exhibit disruptive behavior that cannot be dealt with in the foster family home setting.

- 2) Group Home-Children: "Group Home-Children is a program designed to provide a comprehensive treatment-oriented living experience in an agency-owned or operated facility for children, who, for some reason, are unable to adjust to their own foster homes and who are not suited for placement in an institutional setting. The program is geared to specific needs of the child into his or her eventual return to his or her own home and community as soon as his or her personal and social adjustment and development permits." Youth who are normally placed in group homes are those who are having problems in their family setting, in their school setting and/or in the community. Problems which often must be dealt with through placement in a group home setting include the following: compulsive behavior such as truancy, running away from the living situation, staying out late at night, not following home rules, substance abuse, and being irresponsible.

Johnson County has three group homes for children: Lutheran Social Service - Coffelt Group Home for Boys, Youth Homes, Inc. - Boys' Group Home, and

Youth Homes, Inc. - Girls' Group Home. The Lutheran Social Service's Group Home provides a less structured setting than either of the Youth Homes', Inc. group homes. The services of all three group homes are available both to Johnson County residents and to individuals from outside the county. However, residents from Johnson County are given priority for placement in the two Youth Homes, Inc. facilities.

- 3) Emergency Shelter Care-Children: "Emergency Shelter Care-Children is designed to provide temporary care and protection in foster families, subsidized group homes, or group care facilities, until a satisfactory plan can be made, for children whose parents are unable to care for them and must be removed from their homes because of some emergency or crisis in the family, including neglect." In Johnson County there are foster homes that can be utilized in crisis situations (mainly neglect and abuse). These foster homes are primarily available for children ages 0-12 years. These foster homes are not foster homes solely for emergency cases but normally take children in crisis situations.

The Youth Emergency Shelter Care program serves youth 12-17 years of age who are in a crisis situation (such as abuse, neglect, delinquent, family conflict, runaway). The program provides counseling, housing and coordinated casework.

Both Emergency Shelter Care and Foster Care theoretically provide temporary settings to allow an in-depth study of an adolescent's circumstances so that the most appropriate intervention can be determined. Efforts have been recently made in the United States to maintain a child in the same foster-care family utilized for emergency cases until the child can

return home or needs a higher level of care. This is particularly true of children aged 0-12 years who benefit the most from remaining in the new family setting to which they have begun to adapt. To move a child from an emergency foster home setting to a "permanent foster home setting" or a long-term foster home setting would add another trauma in the child's already disrupted life.

- 4) Institutional Care-Children: "Institutional Care-Children is a program designed to provide substitute care in an institutional setting to those for whom, for whatever reason, other living arrangements are not suitable. The program provides care and treatment to children who have behavior problems and/or who have parents unable to care for them adequately, and who require separation from their homes in a group living experience. The program is geared to the needs of individuals who are either not suited to a foster home or group home placement or for whom, for whatever reason, no other substitute living arrangements are possible." The institutional or residential settings are more structured than group homes in that they are more restrictive in allowing the residents to go "off grounds" into the community; they structure the daily lives much more than do group or foster homes (in such ways as: structuring the attendance of school, requiring vocational training if not attending school, or requiring the residents to be involved in the group milieu which the facility provides). This structuring is particularly emphasized for residents who have not been in the residential setting for a very long period of time. Youth who are placed in these settings have either severe physical, emotional, psychological problems, or a combination of these problems that cannot be resolved in

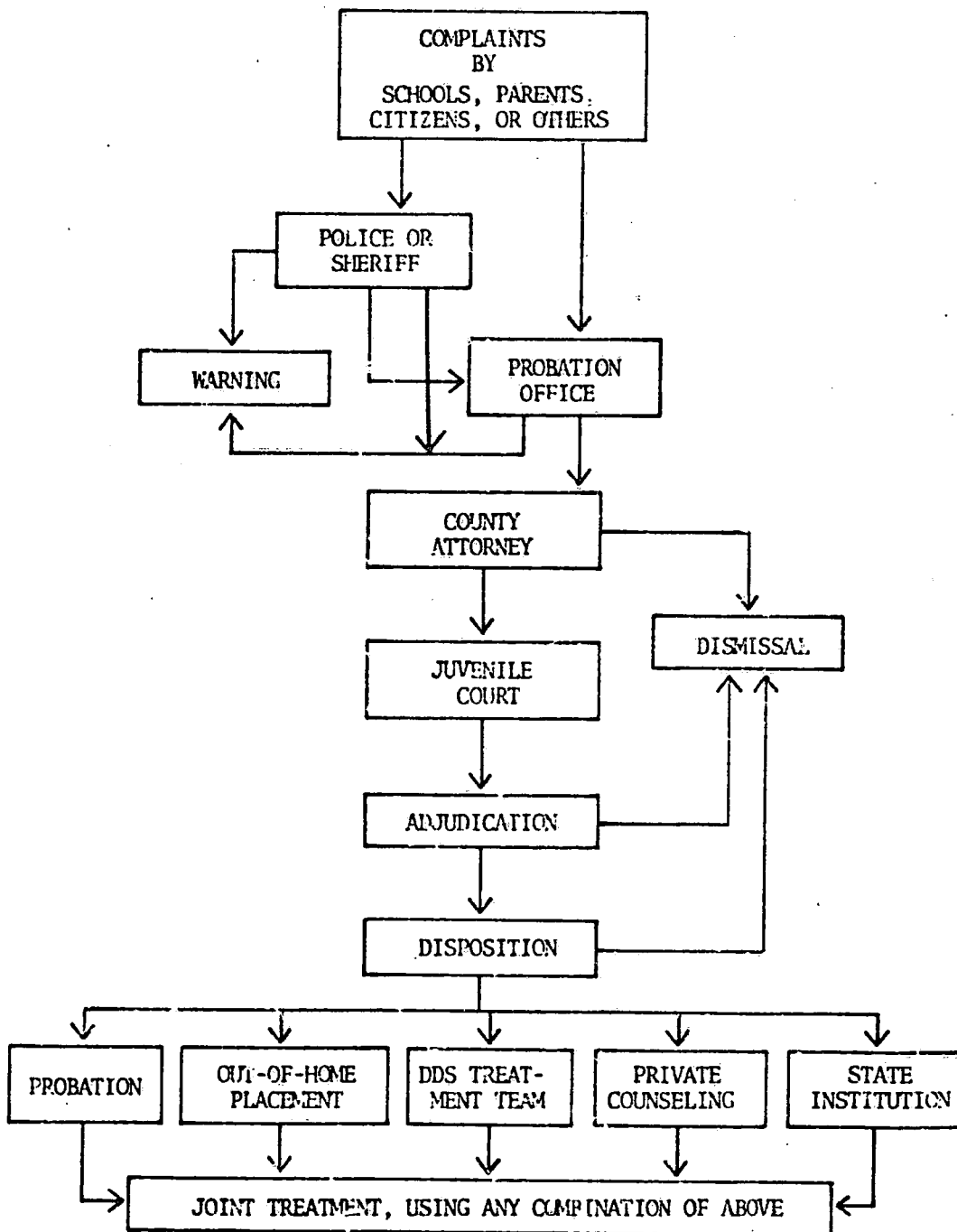
less structured settings or settings which do not have the highly trained professionals that the residential settings have (such as psychiatrists, psychologists, and MSW's who are readily available to the residents of these institutions or residential facilities). Residential care facilities differ in their program approaches, structured living arrangements, and eligibility criteria for admission.

Residential settings range from highly structured such as Hillcrest Family Services in Dubuque, which does not allow much deviance from expected norms, to more tolerable, but still highly structured settings such as the Quad Cities Children's Center in Davenport and New Dimensions in Cedar Rapids, and finally, to settings which house the most incorrigible, hard-core delinquents in the state, such as Mitchelville and Eldora (these settings are the "most restrictive" due to the nature of their residents). To be placed in Eldora (boys) or Mitchelville (girls), the child must be adjudicated by the court as delinquent or be temporarily placed at one of these institutions for evaluation to see if he/she requires that level of care.

Residential facilities differ in their acceptance of youth whose emotional, physical, and psychological problems vary in severity. For example, Orchard Place in Des Moines has been known to take the more severe emotionally disturbed children that other residential settings felt were inappropriate for their facility and beyond their capacity to deal with the children's problems.

APPENDIX IV

PROCESS BY WHICH JUVENILES PASS THROUGH THE JUVENILE JUSTICE SYSTEM



APPENDIX 5

Definition of Child in Need of Assistance

(1977 Code of Iowa, Volume I,
Section 232.2, pp. 1219-1220)

13. "Child in need of assistance" means a child:
- a. Who is without a parent, guardian, or other custodian.
 - b. Who is in need of special care and treatment required by his physical or mental condition which the parents guardian, or other custodian is unable to provide.
 - c. Whose parents, guardian, or other custodian for good cause desires to be relieved of his care and custody.
 - d. Who is abandoned by his parents, guardian, or other custodian.
 - e. Who for good cause desires to have his parents relieved of his care and custody.
 - f. Who is without proper parental care because of the emotional, mental, or physical disability, or state of immaturity of his parents, guardian, or other custodian.
 - g. Who is without proper parental care because of the faults or habits of his parents, guardian, or other custodian.
 - h. Who is living under conditions injurious to his mental or physical health or welfare.
 - i. Who is uncontrolled by his parents, guardian, or legal custodian by reason of being wayward or habitually disobedient.
 - j. Who habitually deports himself in a manner that is injurious to himself or others.

END

DATE

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6-13-79

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