# Iowa Department of Human Services

Terry E. Branstad
Governor

Kim Reynolds
Lt. Governor

Charles M. Palmer
Director


December 15, 2011

Michael Marshall
Secretary of the Senate
State Capitol Building
L O C A L

Charlie Smithson
Chief Clerk of the House
State Capitol Building
L O C A L

Dear Mr. Marshall and Mr. Smithson:

Enclosed please find the Juvenile Detention Home Fund Report.

This report was prepared pursuant to 2011 Iowa Acts House File 649, Section 17.

This report is also available on the Department of Human Services website at http://www.dhs.iowa.gov/Partners/Reports/LegislativeReports/LegisReports.html.

Sincerely,

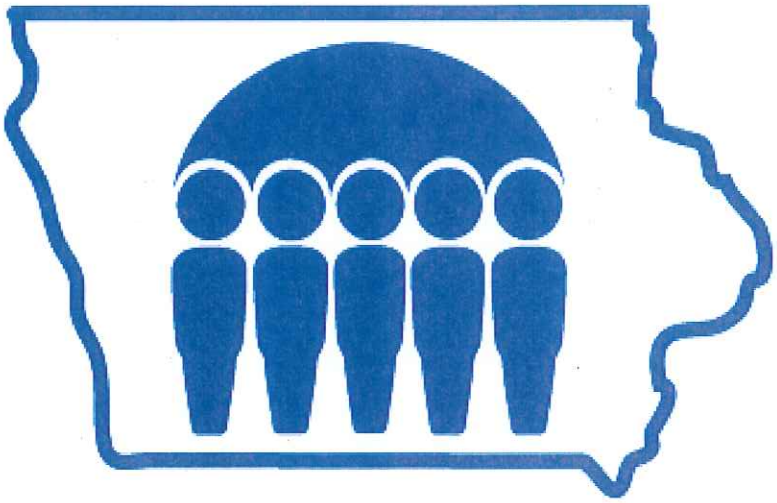
Jennifer Davis Harbison (ay)

Jennifer Davis Harbison
Policy Advisor

Enclosure

cc: Governor Terry E. Branstad
Senator Jack Hatch
Senator David Johnson
Representative David Heaton
Representative Lisa Heddens
Legislative Services Agency
Kris Bell, Senate Majority Staff
Josh Bronsink, Senate Minority Staff
Brad Trow, House Majority Staff
Zeke Furlong, House Minority Staff

# Iowa Department of Human Services



## *Juvenile Detention Home Fund*

### *Report to the Iowa General Assembly*

**December 15, 2011**


Iowa Department of Human Services
Division of Adult, Children and Family Services
Hoover State Office Building
Des Moines, Iowa 50319

Iowa Department of Human Rights
Division of Criminal and Juvenile Justice Planning
Lucas State Office Building
Des Moines, Iowa 50319

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# EXECUTIVE SUMMARY

The workgroup discussed many issues and concerns regarding the allocation of the juvenile detention home fund and that services provided to Iowa's youth are consistent with desired goals and outcomes. Included among the many issues discussed were:

- Maintaining youth in their communities to ensure access to family, juvenile court officers, legal representation, and ensuring court appearances;
- Minimizing costs for counties, the state, and families;
- Maintaining the quality of facilities, programming, and staff at current juvenile detention homes;
- Equitable allocation of funds to juvenile detention homes;
- Not to view the youth served as a 'commodity' over whom the juvenile detention homes should be competing;
- Expansion of facilities and available bed-space when the current juvenile detention homes adequately serve Iowa's need for detention; and,
- Reimbursement for out-of-state youth who are detained because of a contract with an out-of- state agency.

The workgroup approved four recommendations. The first two of these related to administration of the juvenile detention home fund:

**Recommendation 1**: It is recommended that the responsibility for oversight of the juvenile detention home fund be shifted from the Department of Human Services to the Division of Criminal and Juvenile Justice Planning (CJJP) in the Department of Human Rights.

**Recommendation 2**: It is recommended that funds be provided in the amount of $50,000 annually to the Division of Criminal and Juvenile Justice Planning for administration of the juvenile detention home fund from the state's General Fund.

The final two recommendations relate to the manner of allocating the juvenile detention home fund. These two recommendations are exclusive of one another save that in each youth not held under Iowa Court jurisdiction would not be eligible for reimbursement.

**Recommendation 3**: It is recommended that the juvenile detention home fund be distributed in such a way that each juvenile detention home receives a base reimbursement rate of $100,000. The remaining funds should be allocated to juvenile detention homes based upon a bed day percentage.

**Recommendation 4**: It is recommended that the juvenile detention home fund be distributed in such a way that each juvenile detention home receives a base reimbursement of $75,000. The remaining funds would be equally split as follows:

- One half of the remaining funds would be allocated based upon eligible costs, and
- The other half of the remaining funds would be allocated based upon a bed day percentage.

Youth should be placed within their judicial district or within the closest proximity to their families and court professionals, unless a judge finds other circumstances in the best interest of the child that would warrant placement elsewhere. If a juvenile court officer chose to place a youth in a juvenile detention home outside the youth's judicial district and further away than the closest juvenile detention home, that placement would not count toward the allocation for bed days. Requests for bed expansion must receive prior approval from CJJP.

Due to varying opinions pertaining to what is equitable and because of an interest among participants to protect their own interests, there was little consensus as to how the juvenile detention home fund should be allocated. Efforts were made to find a single formula that took into account both operating costs and the services provided; however, there generally was insufficient agreement to pass these formulas as recommendations. The few recommendations that did receive enough support were:

1. CJJP take over administration of the juvenile detention home fund;
2. CJJP receive funding for the administration of the juvenile detention home fund; and,
3. Youth not under the jurisdiction of an Iowa court should be ineligible for reimbursement.

While the workgroup was not able to reach total agreement on any of the allocation options, there was consensus on the following concerns the group wished to convey to the General Assembly when potential changes to the administration and allocation of the juvenile detention home fund are being considered.

- There is an interest in maintaining youth as close to their home communities as possible;
- There is an interest in maintaining the quality of facilities, programming, and staff in Iowa's juvenile detention homes;
- There is currently sufficient juvenile detention bed capacity to adequately serve the state's needs;
- There are varying opinions on the equitability of the allocation of the juvenile detention home fund, and all of these opinions must be considered; and,
- There is an interest in minimizing the cost of detaining youth in juvenile detention homes.

# Preface

House File 649, Section 17 of the 2011 Session of the 84th General Assembly required that "Representatives of chief juvenile court officers, the department of human rights, and the department of human services shall work with juvenile detention centers and other stakeholders to review the current methodology for distribution of moneys from the juvenile detention home fund, consider alternative distribution methodologies, and report findings and recommendations…"

The Department of Human Services (DHS) and the Division of Criminal and Juvenile Justice Planning (CJJP) in the Iowa Department of Human Rights convened this working group to develop recommendations regarding the administration and distribution of the juvenile detention home fund. To assemble this workgroup, the chief juvenile court officers and juvenile detention directors were each requested to name representatives. The Iowa State Association of Counties (ISAC) was also contacted with a request for a couple of representatives from county boards of supervisors. Staffs from both DHS and CJJP were also present on the workgroup. The following individuals participated on the workgroup:

- Julie Allison, Bureau Chief, DHS, Bureau of Child Welfare & Community Services
- Jim Chesnik, Staff, DHS, Bureau of Child Welfare & Community Services
- Scott Hobart, Chief Juvenile Court Officer, 7th Judicial District
- Marilyn Lantz, Chief Juvenile Court Officer, 5th Judicial District
- Rick Larkin, County Board of Supervisors, Lee County
- Cheryl McGrory, Director, Northwest Iowa Youth Emergency Service Center
- Scott Musel, Staff, DHR, Division of Criminal and Juvenile Justice Planning.
- Scott Reed, Director, Polk County Juvenile Detention Center
- Tony Reed, Director, Central Iowa Juvenile Detention Center
- Tom Southard, Chief Juvenile Court Officer, 2nd Judicial District
- Paul Stageberg, Administrator, DHR, Division of Criminal and Juvenile Justice Planning

In addition to a number of staff from the Legislative Services Agency, Senate Democratic Staff, House Republican Staff, and ISAC staff who observed the meetings, other concerned stakeholders actively participated in discussions:

- Amy Campbell, Juvenile Detention Coalition of Iowa
- Justin Cornish, Central Iowa Juvenile Detention Center
- Tom Foster, County Board of Supervisors, Boone County
- Steve McCoy, South Iowa Area Crime Commission
- Wesley Sweedler, County Board of Supervisors, Hamilton County
- David Thompson, County Board of Supervisors, Marshall County
- Travis Walker, Central Iowa Juvenile Detention Center

The workgroup and concerned stakeholders met three times during September and October 2011. To ensure that all interested parties' opinions were heard, both workgroup members and stakeholders were invited to participate in all discussions. The workgroup was responsible for making motions and voting on the motions. The workgroup agreed that a simple majority was required for a motion to be included as a recommendation in the report.

# Juvenile Detention Home Fund History

Iowa Code §232.142 addresses how the expenses to provide and maintain Iowa juvenile detention homes shall be paid by the county or counties in the case of a multicounty juvenile detention facility. The juvenile detention home fund established in §232.142(3) provides the counties with financial aid of "...at least ten percent and not more than fifty percent of the total cost of the establishment, improvement, operation, and maintenance of the home." This fund is made up of license reinstatement fees collected by the Department of Transportation and transferred to the DHS to administer annually. As directed by statute, the state, through DHS, currently reimburses each juvenile detention home an equitable proportion of the fund based upon total eligible costs and using the formula defined by the General Assembly. Reimbursements distributed from the funds collected between SFY07 and SFY11 have ranged from 17.6% to 28.1% of the total eligible costs, with an average reimbursement of 22.3% over the five year period[1]. See Appendix A for the eligible costs, amount reimbursed, and the percentage reimbursed of eligible costs for each juvenile detention home.

While current distribution of the funds is equitable based upon the eligible costs of each facility and the currently defined formula for the reimbursement, an Auditor of State report dated December 15, 2009 included as one of its ten recommendations that "DHS should work with the General Assembly to amend the language found in the Code for allocations from the Juvenile Fund to provide a more equitable distribution of funds based upon services rendered rather than costs incurred. Officials should consider using bed days[2] as the primary allocation basis for the Juvenile Fund rather than the current cost basis."[3] The report also recommended that "As DHS officials consider the future administration of the Juvenile Fund and any potential changes to be made to the Code related to the Juvenile Fund, consideration should be given to how to ensure funding is consistent with youth service goals."

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[1] The eligible costs are reimbursed from the following year's collected funds. For example, total eligible costs for SFY10 ($15,011,670) were reimbursed with juvenile detention funds collected in SFY11 ($4,222,138).

[2] A bed day is 1 youth in 1 juvenile detention home bed for 1 day; for example, a youth held in a juvenile detention home bed for 3 days, counts as 3 bed days.

[3] A juvenile detention home would receive a portion of the juvenile detention home fund that was equal to the portion of the bed days that the facility accounted for of the state total bed days in that state fiscal year.

# Identified Issues and Concerns

The workgroup discussed many issues and concerns regarding the allocation of the juvenile detention home fund and that services provided to Iowa's youth are consistent with desired goals and outcomes.

***Maintaining youth in their communities to ensure access to family, juvenile court officers, legal representation, and ensuring court appearances***

It has been the express interest of the state to serve youth in their home communities or as close to their home communities as possible. This interest serves to reduce disruptions in current services and ensure that those individuals who need access to the youth (e.g., juvenile court officers, defense attorneys, guardians ad litem) will have the closest possible access. Additionally, it is in the interest of families to have easy access to their children; a youth who is served closer to his or her home community is more likely to be visited by family compared to youth served in a more distant facility.

As previously noted, this interest was expressed in the Auditor of State report: "…consideration should be given to how to ensure funding is consistent with youth service goals." There was much support from the workgroup to see youth served by a juvenile detention home that was closest to their community to provide an ease of access from juvenile court officers, defense attorneys, guardians ad litem, and families. One stakeholder, however, expressed the opinion that the cost to a county was more important than what was in the interest of the youth, and that counties should have the right to use the least expensive detention center even if it were not the closest.

***Minimizing costs for counties, the state and families***

Costs of juvenile detention homes are an expense borne by counties with financial aid provided by the state[4]. It is a vested interest of counties and the state to minimize the expense of juvenile detention services while providing the safest and healthiest environment for youth. Counties want the capacity to deliver services provided by the juvenile detention center at the lowest possible cost. However, counties must also be concerned with related justice system and social service costs. The state's interest in minimizing costs is to have youths served as close to their home communities as possible, as doing so reduces the cost of contact between youth and juvenile court officers. A family's interest is similar to the state's; family members want the most favorable access to their child to minimize the cost of visiting while maximizing the opportunities to visit.

***Maintaining the quality of facilities, programming, and staff at current juvenile detention homes***

[4] Iowa Code Section §232.142

Iowa currently has high quality juvenile detention homes. These facilities are well-maintained, they are clean and healthy, and they are not over-crowded. Youth continue to receive an education, are well-fed and supervised, and are safe when placed in these facilities. There is an interest in maintaining the high quality of these facilities to ensure that the youth served by them are kept safe, avoiding inhumane treatment that could result in litigation against the facilities, counties, or the state.

***Equitable allocation of funds to juvenile detention homes***

There is much debate as to what constitutes an equitable allocation of the juvenile detention funds. The current system reimburses counties based upon cost, providing funds based upon eligible facility expenditures. The allocation system proposed in the Auditor of State report suggests funds would be equitably distributed if based upon services provided by a juvenile detention home, with the service being defined by bed days. There was no consensus within the workgroup or participating stakeholders as to what constitutes an equitable allocation of the detention home funds. Opinions varied widely among the facilities and counties depending upon which allocation formula would serve them best.

***Not to view the youth served as a 'commodity' over whom the juvenile detention homes should be competing***

There was concern that implementing the Auditor's recommendation to allocate funds based upon services (i.e. bed days) would result in competition among facilities to garner business from counties. It was noted that reimbursement based upon bed days would provide incentive to facilities to maximize their populations, thereby maximizing their portion of the allocation. Because every facility has static expenses just to keep the facility open, there may be little difference in expenses between housing one youth or ten. Since the majority of a facility's operational costs stem from supporting personnel and all currently-operating Iowa facilities maintain sufficient personnel to meet the licensing requirement of one staff to five youth, a "bed-days reimbursement formula" would provide incentive to keep facilities beds full. This leads to a concern that if the sole way to allocate the funds were based upon bed days that youth would become a 'commodity' that facilities were competing over to maximize their portion of the allocation. This could, in turn, lead to youth being served at juvenile detention homes that were not proximate to their home communities.

***Expansion of facilities and available bed-space when the current juvenile detention homes adequately serve Iowa's need for detention***

There was concern expressed about the potential expansion of current juvenile detention homes or the opening of new juvenile detention homes in light of the fact that Iowa's current capacity for detention is well above its recent need. In 2010 there were 275 beds that DHS licensed ("licensed beds") within 11 juvenile detention homes, and on an average day there were enough staff in the 11 facilities to meet staffing

requirements for 216 of the beds ("staffed beds") to be in use. However, the average daily population of youth in juvenile detention homes in 2010 was 112 youth. Stated another way, only 51.9% of the "staffed beds" was being used and only 40.7% of the total number of "licensed beds" was being used.

There currently is no cap on the number of detention beds in the state that could be licensed. DHS is expected to license any juvenile detention home that meets the standards required by Iowa Administrative Code (IAC) 441 Ch.105 and inspected by the Department of Inspections and Appeals (DIA). For example, it was noted that the Central Iowa Juvenile Detention Center is exploring the option of expanding its current capacity by 20 beds, an option that would be available to any licensee. While it should be recognized that detention beds are for emergency placement and it may be prudent to have extra bed space available for urgent situations, the level of extra bed space should be reasonable and proportionate to demonstrated and anticipated needs.

***Reimbursement for out-of-state youth who are detained because of a contract with an out-of-state agency***

It was the opinion of the entire workgroup that youth served at a juvenile detention home who were not at the facility under the authority of an Iowa Court should not be considered for reimbursement from the juvenile detention home fund. This would include youth who were held in a juvenile detention home because of a contract with an out-of-state governmental body or other agency. This would include, but would not be limited to, contracts for placement with out-of-state juvenile justice services, out-of-state criminal justice services, Native American nations, the federal government (e.g. Federal Marshals, Immigration and Customs Enforcement, Federal Bureau of Investigation), or out-of-state private detention providers. It was universally agreed that the amount received for any such contract should cover the expenses of detaining these youth and that the state should not be providing the juvenile detention homes with financial aid to house these youth.

It should be noted that this exclusion does not include those youth who are held via an Interstate Compact. Youth held for another state via the Interstate Compact are not eligible for reimbursement from the youth's home state, and are held at the exclusive expense of the juvenile detention home; thus, these youth should be included in any formula for allocation of the juvenile detention home fund.

# Recommendations

A number of options for the allocation of the juvenile detention home fund were considered by the workgroup. These options ranged from the current system (allocation based upon eligible costs) to the recommendations of the State Auditor (allocation based upon bed days), with a number of variations in between. For a list of all the options regarding the allocation of the juvenile detention funds that were considered see Appendix B.

After all discussions, the work group approved four recommendations. The final two recommendations related to how juvenile detention fund should be allocated. These final two recommendations are options and are exclusive of one another. Recommendations 1 and 2 were passed by a unanimous vote. Recommendation 3 had a vote of 5 ayes, 3 nays, and 1 abstention. Recommendation 4 had a vote of 6 ayes, 2 nays, and 1 abstention.

**Recommendation 1: It is recommended that the responsibility for oversight of the juvenile detention home fund be shifted from the Department of Human Services to the Division of Criminal and Juvenile Justice Planning in the Department of Human Rights.**

House File 649, section 17 stated "It is the intent of the general assembly to shift responsibility for administering the fund from the department of human services to the division of criminal and juvenile justice planning of the department of human rights…" Neither DHS nor CJJP is opposed to the shift in this responsibility.

**Recommendation 2: It is recommended that funds be provided in the amount of $50,000 annually to the Division of Criminal and Juvenile Justice Planning for administration of the juvenile detention home fund from the State's General Fund.**

The workgroup discussed the request of CJJP for additional resources to cover the administration of this fund and agreed that this was a reasonable request. While the recommendation was that the funds be found in the state's General Fund, there was discussion about where these administrative funds could be found. Suggestions included allocating funds either from the juvenile detention home fund or the General Fund. The workgroup concluded these funds would be best found within the state's General Fund. Regardless of where these administrative funds were appropriated, it was agreed that they were important to CJJP and that they should be secured in such a way that they would be continually available to CJJP.

**Recommendation 3: It is recommended that the juvenile detention home fund be distributed in such a way that each juvenile detention home receives a base reimbursement rate of $100,000. The remaining funds would be allocated to the juvenile detention homes based upon a bed day percentage. Youth who were**

**held in a juvenile detention home for an out-of-state contract, that is youth who were not under the jurisdiction of an Iowa court, would not be eligible for reimbursement.**

For a comparison of how the juvenile detention home fund would have been allocated using this option for funds collected in SFY11, to how the funds were actually distributed, see Appendix C[5]. This option creates the following range of eligible costs being reimbursed[6]: 17.1% (Polk County) to 58.1% (Northwest Iowa).

The allocation disbursement in the third recommendation begins with each licensed juvenile detention home receiving an equal amount of $100,000. This base allocation was intended to provide financial aid to juvenile detention homes for those various expenses that are outside of the agencies' control, (e.g. electric, gas and water bills, insurance, basic maintenance). This base allocation would help ensure that Iowa's juvenile detention homes maintain their current high standards and quality. As was previously noted, juvenile detention homes serve as emergency placement facilities. If the state has an interest in serving youth proximate to their home communities, it is vital that the state provide financial aid to these homes to ensure that these emergency placement beds are available across the state. A comparison was made to other emergency services in a community (e.g., fire departments, ambulance services). While one would prefer not to have to utilize these services, in an emergency situation one is glad they are available. The remainder of the fund would then be allocated equally based upon the bed day percentage of the juvenile detention home.

This recommendation included language to restrict reimbursement for youth who were not under the authority of an Iowa court. This part of the recommendation was supported by all members of the workgroup.

There was a concern that this formula would shift the majority of the juvenile detention funds from the juvenile detention homes that have large operating expenses to the homes with small operating budgets. Another concern was, with the second part of the formula youth would be treated as a commodity and that competition would be encouraged among the detention centers for those youth.

**<u>Recommendation 4:</u> It is recommended that the juvenile detention home fund be distributed in such a way that each juvenile detention home receives a base reimbursement of $75,000. The remaining funds would be equally split as follows:**

- **One half of the remaining funds would be allocated based upon eligible costs, and**

[5] Two juvenile detention homes, Dubuque County Juvenile Detention Home and Northwest Iowa Juvenile Detention Home, would receive an amount that is greater than 50% of their eligible operating costs, see Appendix B, column I. With the 50% restriction imposed by §232.142(3) these amounts would need to be adjusted.

[6] Clarke County was not included in this range as the facility is no longer operational.

- **The other half of the remaining funds would be allocated based upon a bed day percentage.**

**Youth should be placed within their judicial district or within the closest proximity to their families and court-involved professionals, unless a judge finds other circumstances in the best interest of the child that would warrant placement elsewhere. If a juvenile court officer chose to place a youth in a juvenile detention home outside the youth's judicial district and further away than the closest juvenile detention home, that placement would not count toward the allocation for bed days. Youth who were held in a juvenile detention home for an out-of-state contract, that is youth who were not under the jurisdiction of an Iowa court, would be ineligible for reimbursement. Requests for bed expansion must receive prior approval from CJJP.**

For a comparison of how the juvenile detention home fund would have been allocated using this option for funds collected in SFY11, to how the funds were actually distributed, see Appendix D. This option creates the following range of eligible costs being reimbursed[7]: 22.4% (Polk County) to 48.1% (Northwest Iowa).

The fourth recommendation incorporates many of the concerns that were voiced by the workgroup, such as the following:

- Maintaining quality juvenile detention homes;
- Trying to balance the equitable allocation (eligible costs versus services);
- Serving youth as close to their home communities as possible; and,
- Preventing unrestricted expansion.

The $75,000 base reimbursement in this recommendation would help ensure that this high quality emergency service is available across the state, and not just in a few select communities. The splitting of the remaining allocation between reimbursements based upon eligible costs and services provided attempts to find equilibrium between the varying opinions of what is equitable by giving each method of distribution an equal share for allocation.

This recommendation also restricts reimbursement to those youth served as close to their home communities as possible. This takes into account both the concern of serving youth proximate to their home communities and not treating youth as a commodity. Due to the boundaries of the judicial districts and the location of the juvenile detention homes, there are 27 counties that could hold youth either in a juvenile detention home in their judicial district or in a detention home in closer proximity to the county seat. See the map in Appendix E for the yellow colored counties from which youth would be eligible for reimbursement if placed outside the judicial district and which juvenile detention home those counties would be eligible to use.

[7] Clarke County was not included in this range as the facility is no longer operational.

It was noted that the intention of this requirement was not to restrict counties from utilizing particular juvenile detention homes. Rather, the desire was to provide incentive for counties to use detention centers in locations that would facilitate family and other contacts during the period of detention.

This recommendation also included language restricting the reimbursement for youth who were not under the authority of an Iowa court. This part of the recommendation was supported by all members of the workgroup.

Finally, this recommendation recognizes that Iowa currently has sufficient juvenile detention home capacity and that any expansion should be based upon demonstrated needs.

There was a concern that this was a very complicated formula that would require a number of administrative systems to oversee. There was a perception that this recommendation took the authority away from counties in determining in which juvenile detention home a county would request juvenile court services to place its youth. As with the third recommendation there was a concern that this formula would allocate the funds more favorably toward the smaller juvenile detention homes.

# Conclusion

Due to varying opinions pertaining to what is equitable and because of an interest among participants to protect their own interests, there was little consensus as to how the juvenile detention home fund should be allocated. There were efforts made to find a single formula that took into account both operating costs and the services provided, but there generally was not enough agreement to make these options formal recommendations. The few recommendations that did receive enough majority support were:

1. CJJP take over administration of the juvenile detention home fund;
2. CJJP receive funding for the administration of the juvenile detention home fund; and,
3. Youth not under the jurisdiction of an Iowa court should be ineligible for reimbursement.

While the workgroup was not able to reach total agreement on any of the allocation options there was consensus on the following concerns the group wished to convey to the General Assembly when potential changes to the administration and allocation of the juvenile detention home fund are being considered.

- There is an interest in maintaining youth as close to their home communities as possible;
- There is an interest in maintaining the quality of facilities, programming and staff in our juvenile detention homes;
- There is currently enough juvenile detention bed capacity to adequately serve the state's needs;
- There are varying opinions on the equitability of the allocation of the juvenile detention home fund, and all of these opinions must be considered; and,
- There is an interest in minimizing the cost of detaining youth in juvenile detention homes.

Any shift from providing financial aid to counties based on the eligible cost of establishment, improvements, operation and maintenance of a juvenile detention home to providing financial aid based on paying for services will mark a change in the philosophy of the state's involvement with juvenile detention. No longer would the state be providing financial aid solely for the provision and maintenance of a juvenile detention home, it would also be assisting counties with the purchase of services for detained youth. With this approach, Iowa Code §232.142(3) may need to be amended because it currently states the juvenile detention home fund is for the reimbursement of the cost of establishment, improvements, operation and maintenance.

# APPENDIX A

## Eligible Costs and Reimbursement by Facility by State Fiscal Year

| FACILITY | SFY06 Costs | SFY07 Reimburse | SFY07 Costs | SFY08 Reimburse | SFY08 Costs | SFY09 Reimburse | SFY09 Costs | SFY10 Reimburse | SFY10 Costs | SFY11 Reimburse |
|---|---|---|---|---|---|---|---|---|---|---|
| Central Iowa | $1,386,556 | $287,761 | $2,366,137 | $504,764 | $7,150,871 | $1,256,741 | $1,169,549 | $302,836 | $1,570,232 | $441,639 |
| Clarke County | – | – | – | – | – | – | $47,553 | $12,313 | $42,862 | $12,055 |
| Dubuque County | $197,651 | $41,020 | $387,783 | $82,725 | $386,096 | $67,855 | $113,656 | $29,429 | $369,048 | $103,797 |
| Linn County | $2,940,754 | $610,314 | $2,855,114 | $609,077 | $2,851,428 | $501,129 | $2,587,064 | $669,879 | $2,428,291 | $682,974 |
| North Iowa | $1,274,950 | $264,599 | $1,299,670 | $277,256 | $1,240,897 | $218,083 | $1,190,149 | $308,170 | $1,015,265 | $285,550 |
| Northwest Iowa | $741,846 | $153,960 | $734,994 | $156,795 | $603,526 | $106,068 | $627,305 | $162,431 | $577,644 | $162,466 |
| Polk County | $4,799,797 | $996,133 | $4,948,931 | $1,055,747 | $4,139,917 | $727,576 | $4,775,139 | $1,236,447 | $4,364,131 | $1,227,443 |
| Scott County | $819,791 | $170,137 | $827,579 | $176,546 | $820,120 | $144,133 | $818,960 | $212,057 | $886,780 | $249,413 |
| South Iowa | $1,865,863 | $387,235 | $1,801,496 | $384,310 | $1,902,983 | $334,443 | $1,325,110 | $343,116 | $955,807 | $268,827 |
| Southwest Iowa | $1,040,353 | $215,911 | $1,033,185 | $220,408 | $1,092,637 | $192,027 | $1,077,409 | $278,978 | $1,126,006 | $316,697 |
| Woodbury County | $1,125,841 | $233,653 | $1,389,466 | $296,412 | $1,394,770 | $245,126 | $1,489,241 | $385,615 | $1,675,604 | $471,275 |
| **TOTALS** | **$16,193,402** | **$3,360,723** | **$17,644,355** | **$3,764,040** | **$21,583,245** | **$3,793,181** | **$15,221,135** | **$3,941,271** | **$15,011,670** | **$4,222,138** |
| **Percentage each Facility was Reimbursed of Eligible Costs** | **20.8%** | | **21.3%** | | **17.6%** | | **25.9%** | | **28.1%** | |

# APPENDIX B

**Options considered:**

Option 1: Current Allocation, based upon eligible costs;

Option 2: Allocation of funds based upon bed day percentage (Auditor of State report recommendation);

Option 3: Half of fund allocated on eligible costs, remaining half allocated on bed day percentage;

Option 4: Regional detention centers with flat county rate;

Option 5: Phase from Option 1 to Option 3 to Option 2;

Option 6: Each facility receives a base reimbursement, with the remaining funds evenly split so that half of the remaining funds are allocated on eligible costs and the remaining half allocated on bed day percentage;

Option 7: Each facility receives a base reimbursement with remaining funds allocated on bed day percentage;

Option 8: Each facility receives a base reimbursement with the opportunity for reimbursement of improvements, repairs and expansion, and the remaining funds allocated on bed day percentage; and,

Option 9: Each facility receives a base reimbursement, with the remaining funds evenly split so that half of the remaining funds are allocated on eligible costs and the remaining half allocated on bed day percentage. Youth would be placed within their judicial district or the closest juvenile detention home unless there was a court order placing the youth elsewhere. Youth placed outside of their judicial district and further away than the closest juvenile detention home would not be eligible for the allocation for bed days. Requests for bed expansion must receive prior approval from CJJP.

# APPENDIX C

## Comparison of Actual Reimbursement to Hypothetical Reimbursement based upon Recommendation #3

| FACILITY | Base Reimburse | Bed Days Eligible for Reimburse [1] | Percentage of Eligible Bed Days | Bed Days Reimburse [2] | Hypothetical Reimburse [3] | Actual Reimburse [4] | Difference between the Hypothetical and Actual Reimburse | SFY10 Operating Costs [5] | Percent Hypothetical Reimburse is of Operating Costs |
|---|---|---|---|---|---|---|---|---|---|
| | - A - | - B - | - C - | - D - | - E - | - F - | - G - | - H - | - I - |
| Central Iowa | $100,000 | 8,577 | 19.6% | $632,959 | $732,959 | $441,639 | $291,320 | $1,570,232 | 45.4% |
| Clarke County [6] | $0 | 0 | 0.0% | $0 | $0 | $12,055 | -$12,055 | $42,862 | 0.0% |
| Dubuque County | $100,000 | 1,224 | 2.8% | $90,328 | $190,328 | $103,797 | $86,531 | $369,048 | 50.8% |
| Linn County | $100,000 | 6,108 | 14.0% | $450,754 | $550,754 | $682,974 | -$132,220 | $2,428,291 | 22.1% |
| North Iowa | $100,000 | 3,197 | 7.3% | $235,930 | $335,930 | $285,550 | $50,380 | $1,015,265 | 32.3% |
| Northwest Iowa | $100,000 | 3,303 | 7.6% | $243,753 | $343,753 | $162,466 | $181,287 | $577,644 | 58.1% |
| Polk County | $100,000 | 9,074 | 20.8% | $669,637 | $769,637 | $1,227,443 | -$457,806 | $4,364,131 | 17.1% |
| Scott County | $100,000 | 3,243 | 7.4% | $239,325 | $339,325 | $249,413 | $89,912 | $886,780 | 37.7% |
| South Iowa | $100,000 | 2,920 | 6.7% | $215,488 | $315,488 | $268,827 | $46,661 | $955,807 | 32.3% |
| Southwest Iowa | $100,000 | 3,432 | 7.9% | $253,272 | $353,272 | $316,697 | $36,575 | $1,126,006 | 30.6% |
| Woodbury County | $100,000 | 2,584 | 5.9% | $190,692 | $290,692 | $471,275 | -$180,583 | $1,675,604 | 23.0% |
| TOTALS | $1,000,000 | 43,662 | | | $4,222,138 | | | | |

| SFY11 Available for Reimbursement | Less Base Reimbursement |
|---|---|
| $4,222,138 | $3,222,138 |

[1] Bed days eligible for reimbursement excludes the out-of-state contract youth

[2] Calculated for each Juvenile Detention Home by multiplying the percentage in the 'C' Column by the amount shown below the 'Less Base Reimbursement'

[5] Calculated for each Juvenile Detention Home by summing the reimbursement amount in the 'A' Column and the 'E' Column

[4] The amount that each Juvenile Detention Home received from the funds collected in SFY11

[5] Operating Costs that were reported to DHS for SFY10

[6] Clarke County Juvenile Detention Home closed in January 2010

# APPENDIX D

## Comparison of Actual Reimbursement to Hypothetical Reimbursement based upon Recommendation #4

| Juvenile Detention Homes | Base Reimburse - A - | SFY10 Eligible Costs [1] - B - | Pecent of Costs - C - | Eligible Costs Reimburse [2] - D - | Bed Days Eligible for Reimburse [3] - E - | Percentage of Eligible Bed Days - F - | Bed Days Reimburse [4] - G - | Hypothetical Reimburse [5] - H - | Actual Reimburse [6] - I - | Difference between the Hypothetical and Actual Reimburse - J - | Percent Hypothetical Reimburse is of Eligible Costs - K - |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Central Iowa | $75,000 | $1,570,232 | 10.5% | $181,594 | 3,119 | 8.5% | $148,209 | $404,803 | $441,639 | -$36,836 | 25.8% |
| Clarke County [7] | $0 | $42,862 | 0.3% | $4,957 | 0 | 0.0% | $0 | $4,957 | $12,055 | -$7,098 | 11.6% |
| Dubuque County | $75,000 | $369,048 | 2.5% | $42,680 | 1,222 | 3.3% | $58,067 | $175,747 | $103,797 | $71,950 | 47.6% |
| Linn County | $75,000 | $2,428,291 | 16.2% | $280,827 | 6,075 | 16.6% | $288,672 | $644,499 | $682,974 | -$38,475 | 26.5% |
| North Iowa | $75,000 | $1,015,265 | 6.8% | $117,413 | 2,784 | 7.6% | $132,290 | $324,703 | $285,550 | $39,153 | 32.0% |
| Northwest Iowa | $75,000 | $577,644 | 3.8% | $66,803 | 2,861 | 7.8% | $135,949 | $277,752 | $162,466 | $115,286 | 48.1% |
| Polk County | $75,000 | $4,364,131 | 29.1% | $504,703 | 8,355 | 22.9% | $397,013 | $976,715 | $1,227,443 | -$250,728 | 22.4% |
| Scott County | $75,000 | $886,780 | 5.9% | $102,554 | 3,230 | 8.8% | $153,483 | $331,037 | $249,413 | $81,624 | 37.3% |
| South Iowa | $75,000 | $955,807 | 6.4% | $110,537 | 2,913 | 8.0% | $138,420 | $323,957 | $268,827 | $55,130 | 33.9% |
| Southwest Iowa | $75,000 | $1,126,006 | 7.5% | $130,220 | 3,432 | 9.4% | $163,082 | $368,302 | $316,697 | $51,605 | 32.7% |
| Woodbury County | $75,000 | $1,675,604 | 11.2% | $193,780 | 2,544 | 7.0% | $120,886 | $389,666 | $471,275 | -$81,609 | 23.3% |
| TOTALS | $750,000 | $15,011,670 | | | 36,535 | | | $4,222,138 | | | |

| SFY11 Available for Reimbursement | Less Base Reimbursement | Portion for Operating Cost Reimburser | Portion for Bed Days Reimbursement |
|---|---|---|---|
| $4,222,138 | $3,472,138 | $1,736,069 | $1,736,069 |

[1] Eligible Costs that were reported to DHS for SFY10

[2] Calculated for each Juvenile Detention Home by multiplying the percentage in the 'C' Column by the amount shown below the 'Portion for Operating Cost Reimbursement'

[3] Bed days eligible for reimbursement excludes the out-of-state contract youth and youth held out of their judicial district at a juvenile detentin home farther in distance than the juvenile detention home in their judicial district

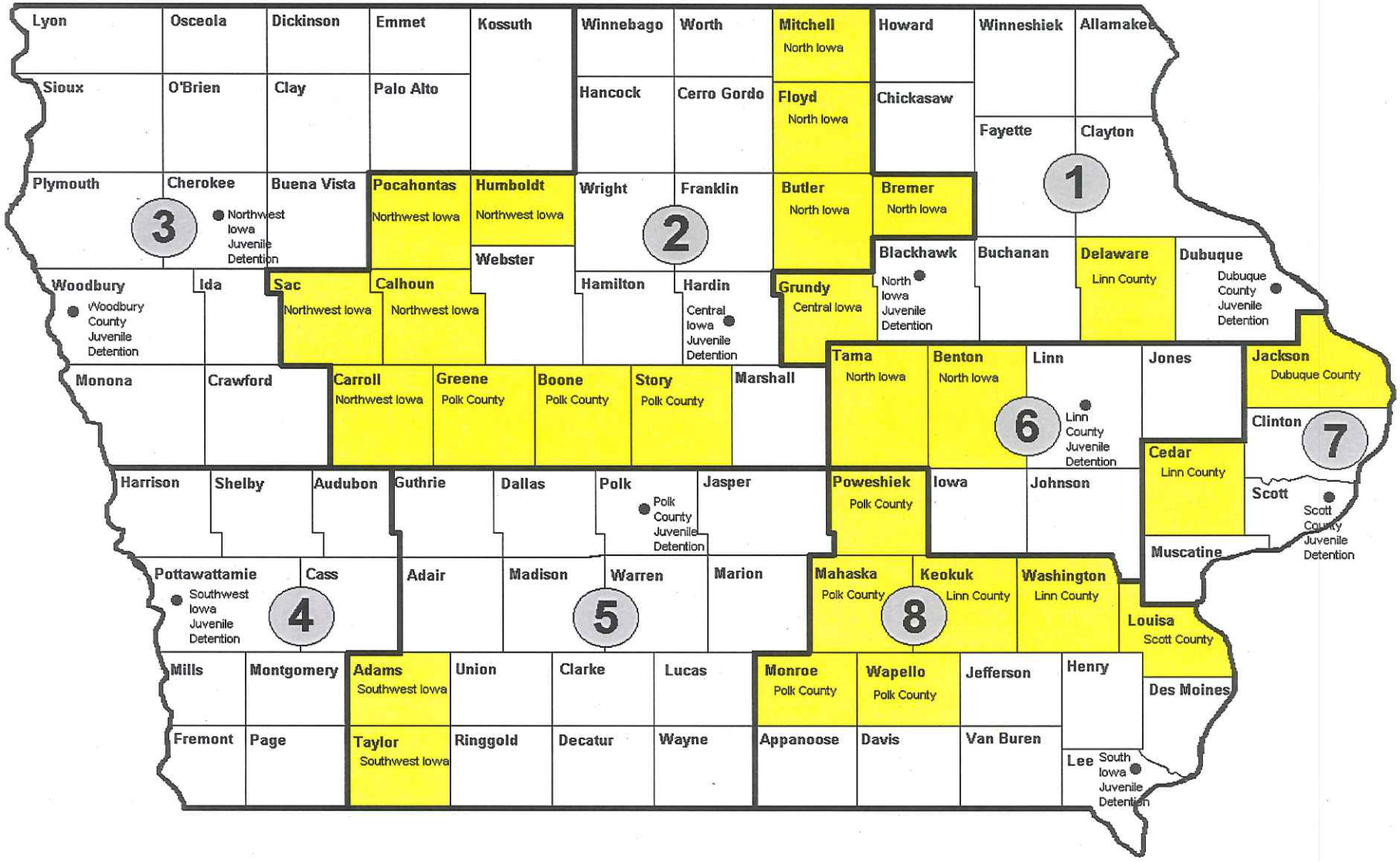
[4] Calculated for each Juvenile Detention Home by multiplying the percentage in the 'F' Column by the amount shown below the 'Portion for Bed Days Reimbursement'

[5] Calculated for each Juvenile Detention Home by summing the reimbursement amount in the 'A' Column, the 'D' Column, and the 'G' Column

[6] The amount that each Juvenile Detention Home received from the funds collected in SFY11

[7] Clarke County Juvenile Detention Home closed in January 2010

# APPENDIX E




Note: Distances were determined using the county seat to the town in which the juvenile detention home is located. The web application that was used to determine the distance can be found at www.distancebetweencities.net.

Note: Yellow counties are those that would be eligible to use the juvenile detention home(s) in their judicial district or the indicated juvenile detention home outside of their judicial district and receive reimbursement for those bed days.