

final minutes

Criminal Justice Policy Commission Meeting

9:00 a.m. • Wednesday, December 6, 2017

Senate Appropriations Room • 3rd Floor State Capitol Building

100 N. Capitol Avenue • Lansing, MI

Members Present:

Senator Bruce Caswell, Chair
Senator Patrick Colbeck
Representative Vanessa Guerra
D.J. Hilson
Sheryl Kubiak
Barbara Levine
Sarah Lightner
Jennifer Strange
Judge Paul Stutesman
Andrew Verheek
Judge Raymond Voet

Members Excused:

Senator Bert Johnson
Kyle Kaminski
Laura Moody
Representative Jim Runestad
Sheriff Lawrence Stelma

I. Call to Order and Roll Call

The Chair called the meeting to order at 9:00 a.m. and asked the clerk to take the roll. A quorum was present, and absent members were excused.

II. Approval of November 1, 2017 CJPC Meeting Minutes

The Chair asked members if there were any corrections to the proposed November 1, 2017 CJPC meeting minutes. There were none. **Commissioner Lightner moved, supported by Commissioner Strange, to approve the minutes of the November 1, 2017 meeting as proposed. There was no further discussion. The minutes were approved by unanimous consent.**

III. Progress Update from Hornby Zeller Associates, Inc. on Study of County Costs to Redirect 17-Year-Olds to Juvenile Justice System

Karen Hallenbeck and Margaux Hoaglund from Hornby Zeller Associates, Inc. presented a draft report and provided an overview of the draft report. See the attached presentation and draft report for more details. After the presentation, the Chair opened a period of question and answer from the Commissioners. Senator Colbeck asked for a breakdown of all of the cost assumptions associated for the cost per case figures in each category. Commissioner Hilson will assist Hornby Zeller in obtaining more information needed to calculate the average cost per case for prosecutors including standards used for caseloads. Other "cost per case" questions and questions about sight and sound considerations were raised. Hornby Zeller will update the draft report and the Chair noted that a similar review process will occur at the next CJPC meeting and that, if members have additional questions after reviewing the draft report more closely, he asked they be sent to the Commission clerk who can forward them to Hornby Zeller. Commissioner Kubiak added that the economic consultants the Commission has hired will start to examine the draft report and the data subcommittee will take this up at their next meeting.

IV. Mental Health Subcommittee Update

CJPC Data Administrator Grady Bridges presented an updated summary results handout that takes into consideration the issues raised by Sheriff Stelma at the last meeting (see attached for details).

Commissioner Strange presented a proposed screening tools recommendation for the Commission to consider.

"The Commission recognizes the need for mental health screenings to be administered in a consistent manner within jail systems, to both ensure that those within the jail population with mental health needs are identified as well as to improve comparable data collection. As cost is of concern, the Commission recommends that jails implement a free evidenced based screening tool such as the Kessler Psychological Distress Scale (K6) or the Brief Jail Mental Health Screen. Additionally, the Commission recommends that jail staff administer these screens within a private setting and without the presence of other inmates in order to safeguard confidentiality and elicit accurate screening results."

A discussion of the proposed recommendation followed. Commissioners Strange and Lightner will rewrite the recommendation and sent it to the clerk for distribution to Commission members before the next meeting.

V. Update on Access to Data Recommendation (Follow-up to Uniform Jail Management System Recommendation)

The Chair called on Commissioner Hilson for an update. He presented a recommendation for the Commission to consider and noted that it is a rewrite of the language proposed by Commissioner Levine. The proposed recommendation reads as follows:

“As the State explores the costs and benefits of a unified system to collect and house criminal justice data, it is important that such a statewide repository of data should be widely available in the spirit of transparency. A transparent system allows information to be obtained by legislators or commissions in order to make sound policy decisions, to state agencies to review their own performance or provide comparison information from other agencies, and to the public or other public entities which will help build and maintain a level of trust of government. This information should be subject to and protected under the rules of the Freedom of Information Act. Outside of the FOIA protections, the Criminal Justice Policy Commission sees no reason to restrict access to aggregate data about how one of the most important powers of government is being exercised.”

A discussion of the proposed recommendation followed. Senator Colbeck had commented earlier that he had an issue with making non-aggregate data available and prefers access be given to aggregate data only. Commissioner Hilson will rewrite the recommendation and send it to the clerk for distribution to Commission members before the next meeting.

VI. Data Subcommittee Update

No further update was reported.

VII. Commissioner Comments

The Chair asked if there were any comments from the Commissioners. There were none.

VIII. Public Comments

The Chair asked if there were any public comments. Terri Gilbert representing the University of Michigan School of Social Work provided comments on the need to collect better juvenile justice data and suggested possible resources for the Commission to go to for more information. There were no other public comments.

IX. Next CJPC Meeting Date

The next CJPC meeting is scheduled for **Wednesday, January 3, 2018, at 9:00 a.m. in the Senate Appropriations Room, 3rd Floor of the State Capitol Building.** The Chair also asked members to think of alternative dates for the July 4 meeting.

X. Adjournment

There was no further business. The Chair adjourned the meeting at 11:37 a.m.

(Minutes approved at the January 3, 2018 Criminal Justice Policy Commission meeting.)

THE COST OF RAISING THE AGE OF JUVENILE JUSTICE IN MICHIGAN

HORNBY ZELLER ASSOCIATES, INC.

OVERVIEW

- ▶ On-going Costs of Raising the Age
 - ▶ Population Estimates
 - ▶ County Costs
 - ▶ State Costs

- ▶ One-time Costs of Sight and Sound Separation

POPULATION ESTIMATES

Projected Status of 17 Year-olds

	Juveniles	Adults	Total
Kent	393	48	441
Macomb	607	73	680
Oakland	637	77	714
Wayne	1,666	202	1,868
Group 2	2,264	273	2,537
Group 3	789	94	883
Group 4	422	52	474
Group 5	201	26	227
Statewide	6,979	845	7,824

Destinations of 17 Year-old Juveniles

	Secure	Non-secure	Home
Kent	8	27	358
Macomb	13	42	552
Oakland	13	44	580
Wayne	35	115	1,516
Group 2	50	157	2,057
Group 3	17	53	719
Group 4	8	29	385
Group 5	2	13	186
Statewide	146	480	6,353

CALCULATED COUNTY COSTS

Costs per Case

	District Courts	Circuit Courts	Prosecuting Attorneys	Sheriffs
Kent	\$17	\$1,633	\$31	\$247
Macomb	\$8	\$2,002	\$35	\$195
Oakland	\$33	\$3,292	\$31	\$94
Wayne	\$36	\$2,324	\$29	\$105
Group 2	\$93	\$3,209	\$68	\$502
Group 3	\$130	\$1,363	\$57	\$233
Group 4	\$114	\$1,972	\$94	\$159
Group 5	\$101	\$3,798	\$94	\$159

District Court

Circuit Court

Jails



\$474,065



\$15,119,964



\$2,289,040

Annual Differences

	District Court	Circuit Court	Jails
Kent	\$6,681	\$529,092	\$290,718
Macomb	\$4,856	\$1,091,090	\$137,020
Oakland	\$21,021	\$1,915,944	\$357,368
Wayne	\$59,796	\$3,451,140	\$167,338
Group 2	\$210,552	\$5,878,888	\$958,706
Group 3	\$102,570	\$853,238	\$243,412
Group 4	\$48,108	\$694,144	\$98,890
Group 5	\$20,301	\$706,428	\$35,588
Statewide	\$474,065	\$15,119,964	\$2,289,040

Estimated Impact to Child Care Fund

	High	Low
Kent	\$3,702,170	\$3,826,113
Macomb	\$4,216,658	\$4,194,872
Oakland	\$14,729,756	\$4,347,413
Wayne	\$30,685,285	\$16,376,273
Group 2	\$26,557,927	\$20,377,249
Group 3	\$6,936,526	\$6,622,560
Group 4	\$5,022,823	\$3,163,681
Group 5	\$1,447,584	\$1,288,132
Statewide	\$93,298,730	\$60,196,293

Net Cost Impact to Counties

	High Estimate	Low Estimate
Kent	\$1,919,544	\$1,981,515
Macomb	\$2,650,902	\$2,640,009
Oakland	\$8,050,548	\$2,859,376
Wayne	\$17,123,814	\$9,969,308
Group 2	\$15,874,667	\$12,784,328
Group 3	\$3,668,177	\$3,511,194
Group 4	\$2,781,664	\$1,852,093
Group 5	\$988,100	\$908,375
Statewide	\$53,057,414	\$36,506,196

STATE COSTS

- ▶ Child Care Fund
 - ▶ Increase ranging from \$36.5 million to \$53 million
- ▶ Department of Corrections
 - ▶ Decrease of less than \$500,000

Sight and Sound Separation

- ▶ County
 - ▶ Sheriffs believe it is not possible.
 - ▶ Build regional jails specifically for offenders under 18; cost: \$16 million per jail.
 - ▶ Use juvenile detention centers for initial holds of one or two days.
- ▶ State
 - ▶ DOC closes one unit in Thumb and either DOC or DHHS builds a new unit, probably \$20+ million for the 60 under-18 offenders now in Thumb.

**THE COST OF RAISING THE AGE
OF JUVENILE JUSTICE IN MICHIGAN**

FINAL REPORT

Prepared for
**STATE OF MICHIGAN
LEGISLATIVE COUNCIL
CRIMINAL JUSTICE POLICY COMMISSION**

By
**HORNBY ZELLER ASSOCIATES, INC.
– NEW YORK – MAINE – PENNSYLVANIA – ARKANSAS –
HORNBYZELLER.COM**

NOVEMBER 30, 2017

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EXECUTIVE SUMMARY

While most states now hold the upper boundary of the juvenile court's jurisdiction at 17-years of age, at the beginning of this year Michigan was one of nine states to use a lower age, treating 17 year-old offenders as adults. While Michigan is considering raising the age to 17, doing so is likely to have fiscal impacts, positive or negative, on both the State and the counties.

In an effort to inform the deliberations on legislation to raise the age, the Criminal Justice Policy Commission (CJPC) of the Legislative Council requested a study of the cost implications. These might include reduced costs, increased costs or, perhaps most importantly, shifts in cost between the State and county governments. Specifically, CJPC asked that the following cost related issues be addressed:

- 1) the cost to the counties of physically separating 17 year-olds from the adult population;
- 2) the average costs to the county of:
 - a) juvenile probation,
 - b) placement in a custodial facility,
 - c) adult probation and specialty court diversion and
 - d) placement in an adult correctional facility;
- 3) the impact on the Department of Corrections if:
 - a) it is prohibited entirely from housing prisoners under the age of 18 or
 - b) it is prohibited from housing prisoners under the age of 18 in the same facility as older prisoners;
- 4) the financial impact on the Department of Health and Human Services if it becomes responsible for housing in a secure facility everyone under 18 who is currently housed in jails and prisons.

There are two kinds of questions here, questions about raising the age and questions about sight and sound separation. The former are also questions about ongoing day-to-day costs, while the latter are questions about one-time construction costs. In addition, each question also contains a sub-question about who will bear the increased (or decreased) cost: the counties or the State. This last dichotomy provides the basic structure for this report.

POPULATION ESTIMATES

Before any cost questions can be answered, the size of the population which would be re-classified must be estimated, as must the type of destination to which each one would be assigned as a juvenile. Based on the number of 17 year-olds arrested over the calendar years 2014 through 2016 and on Michigan law and past experience in trying juvenile offenders as adults, Table E-1 shows how many 17 year-old offenders would be expected to be treated as juveniles and how many as adults. Throughout the

report, both cost figures and population figures represent 2016. It should be noted, however, that the numbers for future years could be quite different, because the overall trend in arrests of both 17 year-olds and of juvenile offenders has been declining steadily over several years.

Table E-1 17 Year-Old Arrests by Projected Future Status by County Group			
	Juveniles	Adults	Total
Kent	393	48	441
Macomb	607	73	680
Oakland	637	77	714
Wayne	1666	202	1868
Group 2	2264	273	2537
Group 3	789	94	883
Group 4	422	52	474
Group 5	201	26	227
Statewide	6979	845	7824

The absence of data from the Department of Health and Human Services made estimation of where juvenile offenders are sent after adjudication, and for how long, difficult at best. On the assumption that 17 year-old juveniles would be sent to residential care if as adults they had been sentenced to jail or prison, that group was further divided into secure and non-secure residential settings based on the past history of 15 and 16 year-old juveniles. Table E-2 summarizes the figures by the county groups. The numbers make clear that only about 10 percent of those who are likely to be re-classified as juveniles are likely to go to residential care, the remainder remaining in their own homes.

Table E-2 Projected 17 Year-Old Juvenile Destinations by County Group				
County	Secure	Non-secure	Home	Total
Kent	8	27	358	393
Macomb	13	42	552	607
Oakland	13	44	580	637
Wayne	35	115	1516	1666
Group 2	50	157	2057	2264
Group 3	17	53	719	789
Group 4	8	29	385	422
Group 5	2	13	186	201

County	Secure	Non-secure	Home	Total
Statewide	146	480	6353	6979

COUNTY COSTS

Average costs per case were calculated for district courts, circuit courts, prosecuting attorneys and sheriffs. For the district courts and sheriffs, there are costs savings, while circuit courts can expect cost increases. No data were made available during the study to suggest any measurable change in the costs of prosecuting attorneys. Table E-3 shows the reduction in costs for the district courts and the increase for the circuit courts.

County Group	District Court Cost Reductions	Circuit Court Cost Increases
Kent	\$6,681	\$529,092
Macomb	\$4,856	\$1,091,090
Oakland	\$21,021	\$1,915,944
Wayne	\$59,796	\$3,451,140
Group 2	\$210,552	\$5,878,888
Group 3	\$102,570	\$853,238
Group 4	\$48,108	\$694,144
Group 5	\$20,301	\$706,428
Statewide	\$474,065	\$15,119,964

Law enforcement will also continue to handle the same number of cases but sheriffs should see a decrease in the number of jail inmates. Over the last three years, 2,138 17 year-olds, an average of about 700 per year, have been sentenced to jail with sentences averaging 52 days. It seems safe to assume that virtually none of those youth would be tried as adults if the law changes. That would reduce the total number of inmate days in county jails by 36,920. Table E-4 shows a break-out of how those days would be divided among the counties and the savings they would generate.

County	Days	Dollars
Kent	4689	\$290,718
Macomb	2210	\$137,020
Oakland	5764	\$357,368
Wayne	2699	\$167,338

County	Days	Dollars
Group 2	15463	\$958,706
Group 3	3926	\$243,412
Group 4	1595	\$98,890
Group 5	574	\$35,588
Statewide	36920	\$2,289,040

While jail costs will decline if 17 year-olds are to be treated as juveniles rather than adults, those costs could rise considerably if county jails must institute sight and sound separation. Several counties responding to the question of what it would cost to create that separation reported that they simply could not do it. Based on the experience of jails in the upper peninsula of the State, even building a small regional jail to allow counties to share the costs would cost between \$13 and \$20 million, but even that solution would likely not solve the issue for juveniles arrested and kept only a day or two. If larger counties undertook the work needed for sight and sound separation, the costs would be higher, although the per bed cost would be lower.

The largest change in costs will come from expenditures under the child care fund. The child care fund represents state dollars which provide 50 percent reimbursement for the costs of providing services for child welfare and juvenile justice cases, including both out-of-home services, whether secure or non-secure, and services while the youth are in their own homes but under court supervision. For the juveniles it also includes probation costs which are included in the estimated increase in circuit court costs.

There are multiple possible scenarios for how much child care fund expenditures might increase with the addition of the 17 year-old population to the juvenile system. The first is simply that the counties will spend the same average amounts on 17 year-olds they now spend on juvenile cases, i.e., there will be an increase in expenditures equal to the increase in the juvenile justice population. A second possibility, close to the other end of the spectrum, is that counties will spend only what they now spend in total plus the amount they incur when judges send 17 year-olds to residential care. Table E-5 shows the resulting ranges of child care fund expenditures (not counting additional probation costs already included in the circuit court budget increases) which might occur.

County Group	High	Low
Kent	\$3,702,170	\$3,826,113
Macomb	\$4,216,658	\$4,194,872
Oakland	\$14,729,756	\$4,347,413
Wayne	\$30,685,285	\$16,376,273
Group 2	\$26,557,927	\$20,377,249
Group 3	\$6,936,526	\$6,622,560

County Group	High	Low
Group 4	\$5,022,823	\$3,163,681
Group 5	\$1,447,584	\$1,288,132
Statewide	\$93,298,730	\$60,196,293

While different counties will experience different impacts from raising the age of juvenile justice, on a statewide basis the county impact is due almost entirely to child care fund expenditures. The statewide decreases in county costs in district courts and jail costs will be offset by increases in circuit court costs. Probation and service delivery costs, on the other hand, are not offset by anything at the county level. The impact will be softened to some degree because of the state reimbursement for those costs. Table E-6 shows the range of net changes in county day-to-day costs after taking into account the State reimbursement.

County Group	High Estimate	Low Estimate
Kent	\$1,919,544	\$1,981,515
Macomb	\$2,650,902	\$2,640,009
Oakland	\$8,050,548	\$2,859,376
Wayne	\$17,123,814	\$9,969,308
Group 2	\$15,874,667	\$12,784,328
Group 3	\$3,668,177	\$3,511,194
Group 4	\$2,781,664	\$1,852,093
Group 5	\$988,100	\$908,375
Statewide	\$53,057,414	\$36,506,196

STATE COSTS

If the proposed legislation becomes law, state costs will potentially change in three ways: increases in child care fund expenditures, decreases in State prison costs and either increased costs or shifts in costs, depending on what sight and sound separation provisions are made. The state share of child care fund costs are the most straightforward to estimate; in general they are 50 percent of the total expenditure. Thus, the range of the additional state expenditures is expected to be between \$36.5 and \$53 million, depending on what the counties decide in regard to spending from the child care fund.

Based on the population projections shown above, only about ten percent of the 17 year-olds arrested will remain in the adult system and only about 11 percent of those, or 86 youth annually, are likely to be sentenced to prison rather than jail or probation. Unlike the jails, therefore, DOC will probably not experience any measurable change in

its population due to a re-classification of 17 year-old offenders. This is consistent with the conclusion drawn by the Senate Fiscal Agency in a 2015 report on the marginal cost of corrections in the State. The same agency's later analysis showed that the short-term marginal decrease in DOC costs would be \$3,764 per inmate, but if there is virtually no change in the number sentenced to prison, the total will be less than half a million dollars per year.

The same cannot be said if the Department of Corrections is prohibited from housing offenders under the age of 18 or if those youth must be housed in entirely separate facilities. Either of these changes would, according to the Senate Fiscal Agency's 2016 analysis, result in a decrease of \$34,550 per year per inmate, because one of the units in the Thumb Correctional Facility housing those under 18 would have to be closed. Given that there are currently about 60 offenders under 18 in Thumb, that would amount to a decrease for DOC of about two million dollars. However, assuming that the same levels of security and other services were provided, the same marginal costs would presumably be picked up by the Department of Health and Human Services, so, on a marginal cost basis, the State would experience simply a shift in costs from one agency to another rather than an increase or decrease.

The major cost of either option would not be in the day-to-day cost of housing inmates but rather in the cost of new or refurbished construction. Based on a study undertaken by CRS Inc. to examine the costs of building new jails or re-purposing those previously used in 13 counties in Michigan, building a new facility in Michigan strictly for those under 18, whether borne by DOC or DHHS, would be around \$16 million.

OVERVIEW

While most states now hold the upper boundary of the juvenile court's jurisdiction at 17 years of age, at the beginning of this year Michigan was one of nine states to use a lower age. Two states, New York and North Carolina, both of which used 15 as the as the age limit, enacted "raise the age" legislation this year, leaving seven states which treat youth offenders over 16 as adults.

Michigan is considering increasing the age at which youth are to be treated as adults. However, raising the age has a fiscal impact on states. In a December 2016 report submitted to New York Governor Andrew Cuomo by the Governor's Commission on Youth, Public Safety and Justice, it was estimated that New York would realize an annual cost savings of nearly \$152 million if the juvenile age was raised from 15 to 17 years old. The Commission examined the costs of jail, criminal court prison transfers, probation supervision, prison and parole supervision.¹

Between 2003 and 2013 over 20,000 Michigan youth were convicted as adults and placed on probation or sent to jail or prison for a crime they committed before they turned 18.² Ninety-five percent or 19,124 of those youth committed the crime when they were 17 years old. The annual average cost to house an inmate in Michigan's prison system is estimated to be \$34,299.³ Using the count of youth as of the end of 2013 who entered the adult system at the age of 17 and were still in prison (3,089),⁴ the annual cost to Michigan to continue to hold these youth in the adult correctional system cost the State an estimated \$105 million annually.

In 2016, the Michigan House of Representatives passed a group of bills that would stop prosecutors from automatically treating 17 year-olds as adult offenders.⁵ The bills, which have yet to be passed by the Senate, were passed with an implementation date in 2018 to allow time to fully examine the effects they would have on funding levels in both the juvenile and adult criminal justice systems.⁶ While the State may save money by transferring 17 year-olds to the juvenile justice system, that transfer could have a significant fiscal impact on the counties. The state bears 100 percent of the cost when juveniles are processed in the adult system, but those costs are shared with counties when youth are under the jurisdiction of the juvenile system. Moreover, even the State may not realize a net savings, because it bears half of the cost of serving juveniles, including those who receive services while remaining at home.

In an effort to inform the deliberations on legislation to raise the age, the Criminal Justice Policy Commission (CJPC) of the Legislative Council requested a study of the

¹ Independent Democratic Conference (2016) "The Price of Juvenile Justice: *Why Raising the Age Makes Cents for New York*" page 12

² Weemoff and Stanley (2014) "Youth Behind Bars" page 10

³ Ibid.

⁴ Ibid.

⁵ http://www.mlive.com/news/index.ssf/2016/05/michigan_house_votes_to_treat.html

⁶ Ibid.

cost implications. These might include reduced costs, increased costs or, perhaps most importantly, shifts in cost between the State and county governments. Specifically, CJPC asked that the following cost related issues be addressed:

- 1) the cost to the counties of physically separating 17 year-olds from the adult population;
- 2) the average costs to the county of:
 - a) juvenile probation,
 - b) placement in a custodial facility,
 - c) adult probation and specialty court diversion and
 - d) placement in an adult correctional facility;
- 3) the impact on the Department of Corrections if:
 - e) it is prohibited entirely from housing prisoners under the age of 18 or
 - f) it is prohibited from housing prisoners under the age of 18 in the same facility as older prisoners;
- 4) the financial impact on the Department of Health and Human Services if it becomes responsible for housing in a secure facility everyone under 18 who is currently housed in jails and prisons.

After being selected by CJPC to conduct the study, Hornby Zeller Associates, Inc. (HZA) spent several months collecting and analyzing the information needed to answer the questions. This report summarizes the firm's findings.

The remainder of the report is divided into four sections. The first provides an overview of the methodology used in the study, i.e., the data collection and analysis strategies, designed for the general reader. Readers can find a more technical and detailed explanation of the methodology in Appendix A.

The second section examines the changes in county level costs which are likely to occur if the age is raised, while the third focuses on state level cost changes. The final section brings all of the discussion together, including a discussion of the extent to which overall costs may not increase or decrease but rather simply move from one party to another.

METHODOLOGY

This section provides a broad overview of the methodology used in the study. A more detailed explanation is provided in Appendix A.

There are two basic steps required to answer the questions laid out in the RFP. The first is to project how many youth will be affected and in what ways; the second is to associate costs with those projections.

POPULATION ESTIMATES

At a basic level, there are three components to the population estimates. The first is the estimated number of youth whose status will no longer be “adult offender” and who will become instead part of the juvenile system. The second is the estimate of the number of 17 year-olds who will be sent to each of the available options within the juvenile system. The third is the estimated time each of those offenders will spend in the destination setting.

The number of 17 year-olds who will move to the juvenile system is not simply the number of 17 year-old offenders. Already some youthful offenders who are eligible for the juvenile system on the basis of age are prosecuted as adults, either because they committed an offense which requires adult prosecution or because the local prosecutor chooses to treat the case that way.

The first step in obtaining an accurate estimate was to subtract from the total number of 17 year-old offenders those who committed crimes requiring prosecution as an adult. Then, using data from calendar years 2014 through 2016, HZA built a statistical model showing how the 15 and 16 year-old offenders’ classifications correlated to their ages, genders, races, county size and location, severity of their offenses and prior involvement in the justice system. The model generated the probability that a given youth would be tried as an adult and the degree to which each of the variables contributed to that result. Once those figures were generated, they were applied to the 2016 population of 17 year-old offenders who committed crimes not requiring prosecution as an adult to generate the counts, by county, of the number who would have become part of the juvenile justice system.

The estimates of the total number of youth were derived from information in the Judicial Data Warehouse (JDW) managed by the State Court Administrative Office (SCAO). They do not account, therefore, for instances in which youth are diverted from the system before reaching court, and no detailed data were available to make that estimate, leaving the estimates of the total population potentially conservative if diversion prior to contact with the court is more likely for juveniles than for adults.

A much more serious absence of data resulted from the Department of Health and Human Services' (DHHS) decision not to share any data for this study from its case management system, known as MiSACWIS. HZA had hoped to use those data to determine where juvenile offenders go after sentencing, to detention, to residential treatment, to a foster home, to probation at home or to unsupervised release. Initially, this gap in data from DHHS was partially filled through a more round-about method, matching the addresses to which juveniles were sent after adjudication (as recorded in JDW) with addresses for the State's secure and non-secure residential settings. That resulted, however, in estimates that appeared far too low. To obtain more realistic figures, HZA made the assumption that any 17 year-old who had been sentenced to prison or jail would be sent to a residential setting, dividing them between secure and non-secure settings in the same proportions as 15 and 16 year-old offenders, based on the address matching described above. That still left a smaller gap in which it was not possible to determine whether youth went to foster homes or to their own homes with or without supervision. Without further information, the assumption made here is that all of these youth went to their own homes with supervision. That represents the middle level of the three possible outcomes and almost certainly occurs more frequently than foster home placement.

Answering the question of the length of time 17 year-olds would spend under some type of supervision and/or service is similarly hampered by the absence of MiSACWIS data. The JDW data reveal the length of the sentences, but juveniles are not considered to be "sentenced," so their data are not in that system. No data could be collected on the amount of time youth spend under supervision while at home, and the best information that could be gathered regarding time in residential care came from a national study.⁷ Even that study did not provide concrete information about lengths of stay beyond six months, but it did suggest that older youth spend more time in residential placement than do younger ones. With nothing definitive to use and recognizing that many counties end youths' placements prior to their 18th birthdays, thus limiting the amount of time they can spend in residential care, this study uses 213 days or seven and one-half months as the average. That conforms to the information provided by a number of counties during the data collection, who reported that typical residential stays were between six and nine months.

COST ESTIMATES

Sampling

Because the data on youthful offenders is maintained in a statewide system that is virtually complete, sampling was not an issue in generating estimates of the number of youth likely to become juveniles under the proposed legislation. The same is not true for estimating costs. There are no systems which provide comprehensive data on the costs of handling either juvenile or adult offenders. Moreover, there are numerous

⁷ Andrea J. Sedlak, "Survey of Youth in Residential Placement: Conditions of Confinement," Westat, Rockville, MD, 2016.

parties to be considered, namely, district and circuit courts, prosecuting attorneys and sheriffs' offices at the county level and the Department of Corrections and the Department of Health and Human Services at the state level.

The Request for Proposals for this study required that all of the largest four counties be included in the study, and each of these was considered to be its own stratum within a stratified sampling frame. That is to say, each large county represented itself and no one else. The remaining counties were divided into four groups by population size, but HZA divided the counties further by three locations: Upper Peninsula, Northern/Central Lower Peninsula and Southern Lower Peninsula. In theory this would have resulted in 16 strata from which to select counties, but in fact there were no counties in some of the groupings. For instance, in the Upper Peninsula there were no counties in the largest of the four size groupings and in the Southern Lower Peninsula there were no counties in either of the two smallest size groupings. The result was that the final sample frame had only thirteen strata, the four largest counties each comprising its own stratum and nine additional strata defined by a combination of size and geography. The counties included in each stratum are shown in Appendix B.

Ideally, the counties from which cost data were to be collected would have been chosen randomly using probabilities proportional to the size of each county's number of 17 year-olds arrested in 2016, but from the outset it was clear that not all counties would be willing to participate. Therefore, HZA conducted a preliminary survey both to collect as much information as possible from local entities before going on-site and to determine from those responses which counties were most likely to agree to participate. The counties selected within each stratum included all of those where substantial responses to the survey were provided and one county from each stratum which was selected by a randomized procedure. During the analysis, HZA weighted the data to ensure that the selected counties could represent their strata or groups more accurately.

Data Collection

Data collection involved three steps: an on-line survey, on-site visits to collect budget documents and researching published sources where the on-site data left gaps. In addition, at the request of a number of the State's judges and court administrators, towards the end of the study HZA conducted an additional survey of the courts to collect information on the impact of raising the age which some thought had not sufficiently been covered in the other data collection efforts.

As noted above, HZA conducted an on-line survey (actually three, one for sheriffs, one for courts and one for prosecuting attorneys) of officials in every Michigan county. The surveys asked questions about each county's existing staff resources (e.g., probation officers and caseworkers) devoted to both juvenile and adult offenders; the broad costs associated with those staff; the array of services available to both adult and juvenile offenders who are on probation; the number of judges and other court personnel devoted to family court along with the proportion of their time devoted to juvenile issues; and the physical plant resources (e.g., detention facilities) available in the county or

shared with other counties. In addition, the survey asked for an initial indication of the level of relevant detailed cost information in each county so that HZA could gain a sense of what would be available before selecting counties for the on-site visits. The survey instruments are included in Appendix C and E.

HZA conducted on-site visits to the selected counties to collect budget documents from the same groups which were surveyed, i.e., sheriffs, the courts and prosecuting attorneys. To avoid placing extra burdens on the respondents and increase the likelihood of obtaining responses, HZA accepted any form in which the data were readily available. When necessary, the on-site visits were followed with phone calls and other correspondence to ensure the information needed for the analyses was as complete as possible and that HZA analysts know its limitations and caveats. The questions asked during the on-site visits are shown in Appendix D.

While the county visits were occurring, HZA was also collecting the cost information needed at the State level. This occurred through meetings with appropriate representatives of the Department of Corrections and the Department of Health and Human Services.

Many of those from whom data were sought were either unwilling or unable to supply the needed cost information or they were unable to break out the information in ways that permitted distinctions between the way adults are handled and the way juveniles are treated. Others supplied only partial information. The third step in the data collection, therefore, was to go to published sources. This usually involved examining annual reports on the counties' websites, but it also included examining various cost studies done by a variety of groups.

Data Analysis

To get the costs ready to apply to the projected population, HZA first divided the costs into some standard categories, e.g., personnel, physical plant and overhead. Those categories were then grouped into fixed and variable costs, with most of the changes due to the potential legislation expected to occur among the variable costs. Within each stratum, the variable costs were then combined with the population estimates to generate weighted costs per offender. These costs were then utilized for all of the counties in each stratum, multiplying them by the estimated number of 17 year-olds who would move from an adult classification to a juvenile classification to generate county-specific estimates of the costs of the proposed legislation.

Because the costs are calculated for each body in the counties, e.g., district courts, circuit courts, prosecuting attorneys, some of the changes represent shifts from one body to another. This includes not only shifts from district courts to circuit courts but also shifts from the State to the counties and/or vice versa.

POPULATION ESTIMATES

As noted in the methodology section, there are three components to the population estimates. The first divides the total number of 17 year-olds who were arrested in 2016 into those who, in the event of a law change, are likely to be tried as adults and those who are likely to be tried as juveniles. The second component divides the population of those likely to be treated as juveniles according to where they will probably go, secure or non-secure residential care or to their own homes. Finally, the duration of the sentence actually served has to be given a value for each youth.

OVERALL POPULATION

Table 1 provides the county specific figures for 17 year-old arrests for calendar year 2016, while Table 2 summarizes those figures for the county groups used for the analysis of costs. As noted in the methodology section above, both cost figures and population figures represent 2016. It should be noted, however, that the numbers for future years could be quite different, because the overall trend in arrests of both 17 year-olds and of juvenile offenders has been declining steadily over several years.

	Juveniles	Adults	Total
Alcona	6	1	7
Alger	9	1	10
Allegan	96	12	108
Alpena	37	4	41
Antrim	12	2	14
Arenac	24	3	27
Baraga	6	1	7
Barry	35	4	39
Bay	76	9	85
Benzie	6	1	7
Berrien	0	0	0
Branch	43	5	48
Calhoun	137	17	154
Cass	32	4	36
Charlevoix	10	1	11
Cheboygan	23	3	26
Chippewa	27	3	30

Table 1 17 Year-Old Arrests by Projected Future Status by County			
	Juveniles	Adults	Total
Clare	21	3	24
Clinton	50	6	56
Crawford	12	2	14
Delta	61	7	68
Dickinson	22	3	25
Eaton	51	6	57
Emmet	20	2	22
Genesee	221	27	248
Gladwin	31	4	35
Gogebic	5	1	6
Grand Traverse	51	6	57
Gratiot	17	2	19
Hillsdale	27	3	30
Houghton	12	2	14
Huron	21	3	24
Ingham	176	21	197
Ionia	38	5	43
Iosco	9	1	10
Iron	11	1	12
Isabella	36	4	40
Jackson	125	15	140
Kalamazoo	213	26	239
Kalkaska	9	1	10
Kent	393	48	441
Keweenaw	1	0	1
Lake	22	3	25
Lapeer	58	7	65
Leelanau	6	1	7
Lenawee	70	8	78
Livingston	106	13	119
Luce	2	0	2
Mackinac	6	1	7
Macomb	607	73	680
Manistee	17	2	19
Marquette	50	6	56
Mason	17	2	19
Mecosta	19	2	21

Table 1 17 Year-Old Arrests by Projected Future Status by County			
	Juveniles	Adults	Total
Menominee	27	3	30
Midland	34	4	38
Missaukee	5	1	6
Monroe	111	13	124
Montcalm	45	6	51
Montmorency	5	1	6
Muskegon	186	22	208
Newaygo	51	6	57
Oakland	637	77	714
Oceana	29	3	32
Ogemaw	15	2	17
Ontonagon	2	0	2
Osceola	26	3	29
Oscoda	3	0	3
Otsego	21	3	24
Ottawa	249	30	279
Presque Isle	13	2	15
Roscommon	31	4	35
Saginaw	122	15	137
Sanilac	24	3	27
Schoolcraft	10	1	11
Shiawassee	53	6	59
St. Clair	54	6	60
St. Joseph	93	11	104
Tuscola	35	4	39
Van Buren	55	7	62
Washtenaw	158	19	177
Wayne	1666	202	1868
Wexford	27	3	30
Statewide	6979	845	7824

Table 2 17 Year-Old Arrests by Projected Future Status by County Group			
	Juveniles	Adults	Total

Table 2 17 Year-Old Arrests by Projected Future Status by County Group			
	Juveniles	Adults	Total
Kent	393	48	441
Macomb	607	73	680
Oakland	637	77	714
Wayne	1666	202	1868
Group 2	2264	273	2537
Group 3	789	94	883
Group 4	422	52	474
Group 5	201	26	227
Statewide	6979	845	7824

PROJECTED DESTINATIONS

As noted in the methodology section, HZA developed two methods for estimating the number of youth who would be sent to each of three destinations: secure residential, non-secure residential and their own homes with supervision, the latter actually being a combination of foster homes, own home with supervision and own home without supervision. The second, more realistic method nearly triples the projected number of youth likely to go into residential care, and that result is more consistent with the concerns expressed in several counties that the cost burden of raising the age would fall largely on the detention centers. Nevertheless, the total is still less than 10 percent of the total number of 17 year-olds who are likely to move into the juvenile system. Table 3 shows these projections at the county level, while Table 4 summarizes the figures by the county groups used in calculating costs.

Table 3 Projected 17 Year-Old Juvenile Destinations by County				
County	Secure	Non-secure	Home	Total
Alcona	0	0	6	6
Alger	0	1	8	9
Allegan	2	7	87	96
Alpena	1	3	33	37
Antrim	0	1	11	12
Arenac	1	2	21	24
Baraga	0	0	6	6
Barry	1	2	32	35

Table 3
Projected 17 Year-Old Juvenile Destinations
by County

County	Secure	Non-secure	Home	Total
Bay	2	5	69	76
Benzie	0	0	6	6
Berrien	0	0	0	0
Branch	1	3	39	43
Calhoun	3	9	125	137
Cass	1	2	29	32
Charlevoix	0	1	9	10
Cheboygan	1	2	20	23
Chippewa	1	2	24	27
Clare	0	1	20	21
Clinton	1	3	46	50
Crawford	0	1	11	12
Delta	1	4	56	61
Dickinson	0	2	20	22
Eaton	1	4	46	51
Emmet	0	1	19	20
Genesee	5	15	201	221
Gladwin	1	2	28	31
Gogebic	0	0	5	5
Grand Traverse	1	4	46	51
Gratiot	0	1	16	17
Hillsdale	1	2	24	27
Houghton	0	1	11	12
Huron	0	1	20	21
Ingham	4	12	160	176
Ionia	1	3	34	38
Iosco	0	1	8	9
Iron	0	1	10	11
Isabella	1	2	33	36
Jackson	3	9	113	125
Kalamazoo	5	15	193	213
Kalkaska	0	1	8	9
Kent	8	27	358	393
Keweenaw	0	0	1	1
Lake	0	2	20	22
Lapeer	1	4	53	58
Leelanau	0	0	6	6
Lenawee	2	5	63	70

Table 3
Projected 17 Year-Old Juvenile Destinations
by County

County	Secure	Non-secure	Home	Total
Livingston	2	7	97	106
Luce	0	0	2	2
Mackinac	0	0	6	6
Macomb	13	42	552	607
Manistee	0	1	16	17
Marquette	1	3	46	50
Mason	0	1	16	17
Mecosta	0	1	18	19
Menominee	1	2	24	27
Midland	1	2	31	34
Missaukee	0	0	5	5
Monroe	2	8	101	111
Montcalm	1	3	41	45
Montmorency	0	0	5	5
Muskegon	4	13	169	186
Newaygo	1	4	46	51
Oakland	13	44	580	637
Oceana	1	2	26	29
Ogemaw	0	1	14	15
Ontonagon	0	0	2	2
Osceola	1	2	23	26
Oscoda	0	0	3	3
Otsego	0	1	20	21
Ottawa	5	17	227	249
Presque Isle	0	1	12	13
Roscommon	1	2	28	31
Saginaw	3	8	111	122
Sanilac	1	2	21	24
Schoolcraft	0	1	9	10
Shiawassee	1	4	48	53
St. Clair	1	4	49	54
St. Joseph	2	6	85	93
Tuscola	1	2	32	35
Van Buren	1	4	50	55
Washtenaw	3	11	144	158
Wayne	35	115	1516	1666
Wexford	1	2	24	27
Statewide	146	480	6353	6979

Table 4 Projected 17 Year-Old Juvenile Destinations by County Group				
County	Secure	Non-secure	Home	Total
Kent	8	27	358	393
Macomb	13	42	552	607
Oakland	13	44	580	637
Wayne	35	115	1516	1666
Group 2	50	157	2057	2264
Group 3	17	53	719	789
Group 4	8	29	385	422
Group 5	2	13	186	201
Statewide	146	480	6353	6979

PROJECTED DURATIONS

As noted in the methodology section of this report, no quantitative data were available on the amounts of time youth spend in any of the situations described above. For purposes of estimating costs and savings, HZA assumed that the average time in residential care, based loosely on the national study cited above, would be 213 days or seven and one-half months. For youth who will remain in their own homes no estimate of duration is available for in-home supervision, but annual costs for such juveniles are included within the discussion of the Child Care Fund in the next section.

COUNTY COSTS

COSTS PER CASE

One focus of the data collection and analysis related to county costs was to develop a cost per case for each of the major entities involved in adult and juvenile justice cases: the district courts, the circuit courts, sheriffs and prosecuting attorneys. In addition, the cost of providing services to juveniles was also calculated, because that will result in an increase in costs to both the counties and the State. HZA collected data on both fixed and variable costs, but the costs per case were calculated using only the variable costs. All personnel costs were assumed to be variable, although it is clear that minor changes in population are not likely to result in increases or decreases in the number of personnel employed by any of the institutions.

With data collected from only a sample of counties for the cost analysis, the costs reported here reflect the weighted average costs for the counties in each population group. Although the cost data from different counties represented different years,⁸ all costs were adjusted to 2016 dollars, and that is the standard for all dollar amounts which appear throughout the report.

Table 5 shows the projected per case costs for the district courts, circuit courts, prosecuting attorneys and sheriffs.

Courts, Prosecuting Attorneys and Sheriffs

County Group	District Courts	Circuit Courts	Prosecuting Attorneys	Sheriffs
Kent	\$17	\$1,633	\$31	\$247
Macomb	\$8	\$2,002	\$35	\$195
Oakland	\$33	\$3,292	\$31	\$94
Wayne	\$36	\$2,324	\$29	\$105
Group 2	\$93	\$3,209	\$68	\$502
Group 3	\$130	\$1,363	\$57	\$233
Group 4	\$114	\$1,972	\$94	\$159
Group 5	\$101	\$3,798	\$142	\$619

There are two notable features of these figures. The first is that the per case costs for districts courts are far lower than those for the circuit courts, not a surprise given their

⁸ For some agencies, cost data for earlier years were more complete than for SFY 2016. Budget amounts for years prior to SFY 2016 were adjusted to account for inflation and thus provide SFY 2016 cost equivalents.

different functions. That difference is due, at least in part, to the fact that probation officers are included in the circuit court costs, meaning that it is not just the court processing costs which are at issue.

Numerous county agencies reported during the data collection that the costs of handling juveniles are higher than those for handling adults. This is particularly true for the costs of providing probation. While the information needed to calculate caseload sizes for adult and juvenile probation officers was not available, there are national standards for the differences.⁹ For offenders with medium risk levels, those standards are 50:1 for adults and 30:1 for juveniles. HZA used those levels to weight the number of juveniles in the circuit courts at 1.67 (50/30) times the actual number, to account for the greater demand on the circuit court budgets that juveniles represent. The circuit court numbers are intended to represent, therefore, a weighted cost per case.

The second notable feature is that the per case costs for smaller counties, even when limited to what are theoretically variable costs, are often higher, sometimes much higher, than those for larger counties. This is actually not unusual in many fields. There is a basic minimum that must be in place in any structure to handle even a few cases, and that drives any calculation of per case costs higher. The most realistic way to handle that is probably to assume that at least some of the counties in those categories will not experience any changes in costs in either direction if 17 year-olds are shifted to the juvenile justice system.

Table 6 shows the reduction in costs for the district courts, while Table 7 shows the corresponding increase in costs for the circuit courts. Each of these estimates is based on the projected population of 17 year-olds anticipated to move into the juvenile system. However, those who have committed felonies are already served by the circuit courts, so their numbers have been subtracted from the circuit court counts.

Table 6 Aggregate Reductions in District Court Costs	
County Group	Cost Reductions
Kent	\$6,681
Macomb	\$4,856
Oakland	\$21,021
Wayne	\$59,796
Group 2	\$210,552
Group 3	\$102,570
Group 4	\$48,108
Group 5	\$20,301
Statewide	\$474,065

⁹ American Probation and Parole Administration: Caseload Standards for Probation and Parole. (2006).

County Group	Cost Increases
Kent	\$529,092
Macomb	\$1,091,090
Oakland	\$1,915,944
Wayne	\$3,451,140
Group 2	\$5,878,888
Group 3	\$853,238
Group 4	\$694,144
Group 5	\$706,428
Statewide	\$15,119,964

The numbers handled by prosecuting attorneys will not change, and, unfortunately, insufficient data were able to be gathered about how much, if any, additional time is required to handle juvenile cases compared to adult cases. There is, therefore, no basis for estimating a cost impact on the offices of prosecuting attorneys. Indeed, the prosecuting attorney’s office in one large county said the only anticipated cost involved in raising the age would be for additional filing cabinets.

Law enforcement will also continue to handle the same number of cases but sheriffs should see a decrease in the number of jail inmates. Over the last three years, 2,138 17 year-olds, an average of about 700 per year, have been sentenced to jail with sentences averaging 52 days. It seems safe to assume that virtually none of those youth would be tried as adults if the law changes. That would reduce the total number of inmate days in county jails by 36,920.

The prisoner daily cost data that could be collected for this study were sparse, but a few counties did provide that information. Using the averages of the figures they reported, the cost is about \$62 per day, lower than the \$80 dollars reported for the lowest level of prison costs and equal to the amount that New York reports for its jail costs.¹⁰ Using that figure, Table 8 shows the annual decrease in days each county or group of counties should be expected to experience, along with the estimated reduction in costs.

County	Days	Dollars
Kent	4689	\$290,718
Macomb	2210	\$137,020
Oakland	5764	\$357,368
Wayne	2699	\$167,338
Group 2	15463	\$958,706
Group 3	3926	\$243,412

¹⁰ Independent Democratic Conference: “The Price of Juvenile Justice: Why Raising the Age Makes Cents for New York.” December 2016, page 3.

Table 8 Annual Reductions in Jail Costs		
County	Days	Dollars
Group 4	1595	\$98,890
Group 5	574	\$35,588
Statewide	36920	\$2,289,040

While jail costs will decline if 17 year-olds are to be treated as juveniles rather than adults, those costs could rise considerably if county jails must institute sight and sound separation for those juveniles who remain in the adult system. Several counties responding to the question of what it would cost to create that separation reported that they simply could not do it. To the extent that that is true, there are a few options. One would be for counties to combine their efforts and create regional jails, although even that would probably not address cases in which a youth was arrested and spent only a day or two in jail. The experience of Delta County in the Upper Peninsula provides some indication of the likely costs of building new jails. A feasibility study for a small jail in that county was estimated to cost between \$17.7 and \$20 million, depending on whether the county simply upgraded its existing facility (the lower cost) or built an entirely new jail.¹¹ As will be discussed in the section on State costs, a somewhat lower cost was estimated for a 50-bed facility in the Upper Peninsula, but it would still amount to around \$13 million. If larger counties undertook the work needed for sight and sound separation, the costs would be higher, although the per bed cost would be lower.

A second option, perhaps to be used in conjunction with a regional jail approach, would be for sheriffs to use the existing juvenile detention centers to house the one- or two-day inmates. Data collected during the study indicated that these are often not run at capacity and utilizing them to achieve sight and sound separation would be much less expensive than having virtually every county jail re-furbished, even if that were possible. That option might also bring the juveniles into the set of services eligible for Child Care Fund reimbursement, shifting some of the costs to the State to compensate for some of the increased costs the counties will experience as 17 year-olds who are now State responsibility are re-classified as juveniles for whom the county bears part of the cost.

Child Care Fund

The estimated costs of providing services to 17 year-olds, should they be classified as juveniles in the future, is based on the current per case costs reflected in the Child Care Fund. The Child Care Fund represents state dollars which provide 50 percent reimbursement for the costs of providing services for child welfare and juvenile justice cases, including both out-of-home services, whether secure or non-secure, and services while the youth are in their own homes but under court supervision. One key component of those costs is probation officers, and those have already been accounted

¹¹ RQAW and Byce & Assoc., Inc. (2016) Delta County Jail & Sheriff’s Office Feasibility Study Report Appendix I

for in the circuit court costs, since they are included in the budgets HZA received from the courts, although without being broken out between adults and juveniles. To avoid duplication, some means of subtracting probation costs is needed. The closest estimate found for this is the amount of the Child Care Fund which is devoted to in-home care. While it is clear that not all in-home costs are due to probation officers, because the amount also includes costs for services to juveniles as well as for in-home services for dual wards, the officers are largely responsible for ensuring that the juveniles receive the care they need. In fact, at least one county classifies them not as probation officers but rather as case managers. While it is an imperfect method at best, the per child costs of the services provided under the Child Care Fund have been calculated here as the amount of the Child Care Fund minus one-half of the in-home services component (because juveniles make up nearly half of the children and youth population under court supervision), using the fiscal year 2015-16 budget figures for both amounts.

Because the Child Care Fund is an uncapped program, meaning that if a county spends a dollar providing services to a juvenile the State must reimburse the county half a dollar, there are multiple possible scenarios for how much Child Care Funds will cost. The first is simply that the counties will choose to spend the same average amounts on 17 year-olds they now spend on juvenile cases.

The average amount expended on supervision and services to juveniles in in-home cases is calculated on the basis of those children and youth who are under supervision of the circuit court over the course of a year, with the dollar figure diminished by an estimate of the probation costs as described above. While the statewide average is \$12,691, those averages vary widely across the counties, as shown here.

• Kent:	\$9,420
• Macomb:	\$6,947
• Oakland:	\$23,124
• Wayne:	\$18,419
• Group 2:	\$11,577
• Group 3:	\$8,638
• Group 4:	\$11,902
• Group 5:	\$9,220

Nothing compels the counties to provide the same level of service to each case when the population rises, and there were some mixed signals from the interview respondents about the results of adding 17 year-olds to the juvenile population. On the one hand, some reported that more intense services would have to be provided to 17 year-olds, either because they would place greater demands on the residential placements or because the counties would need to prepare them to exit the system by their eighteenth birthdays. Others suggested that the circuit courts would be able to move youth to the adult system at their eighteenth birthdays, thus reducing the length of time the juvenile system would normally serve a youth.

Under the weight of fiscal pressures, it is possible that counties will seek to minimize the total expenditure by reducing the amount they spend on each case, including those already in the juvenile system. Their ability to do so is, however, constrained by the courts, who can order that some of the youth go to residential care. While it is theoretically conceivable that counties would reduce their Child Care Fund expenditures on a per case basis so much that, even with the courts sending some youth to residential care, the overall expenditures would not change, that possibility seems remote, at least as a statewide trend. What is assumed here, therefore, is that the minimum increase in those expenditures will be equal to current expenditures plus the costs of residential care for the 17 year-olds added to the residential care population. Table 9 shows the total increases in Child Care Fund expenditures for two scenarios: one in which average per client cost remains the same and one in which costs increase solely because of some youth are sent to residential care. The resulting levels of increase are assumed here to be the range within which Child Care Fund expenditures are likely to grow.

County Group	High	Low
Kent	\$3,702,170	\$3,826,113
Macomb	\$4,216,658	\$4,194,872
Oakland	\$14,729,756	\$4,347,413
Wayne	\$30,685,285	\$16,376,273
Group 2	\$26,557,927	\$20,377,249
Group 3	\$6,936,526	\$6,622,560
Group 4	\$5,022,823	\$3,163,681
Group 5	\$1,447,584	\$1,288,132
Statewide	\$93,298,730	\$60,196,293

On a statewide basis, the high estimate is about 50 percent higher than the low estimate, but the differences within individual counties or groups of counties vary widely. In those counties where the high estimate is close to the low estimate (or even lower than the low estimate as in Kent), very small proportions of the Child Care Fund are spent on in-home care; that is to say, nearly all of it is spent on residential or foster home care. For those counties, the impact of a transfer of 17 year-olds to the juvenile system are clearer than they are for counties which currently spend more on in-home care.

It should also be noted that only half of this amount will be paid by the counties. The Department of Health and Human Services will reimburse the counties for half this amount, plus some of the costs of probation officers included in the circuit court budgets.

REVENUE

There are essentially no changes in county revenue which can be expected if 17 year-old offenders are classified as juveniles rather than adults. During the on-site visits, a number of respondents expressed concern that the courts would lose some of the drunk driving revenues which they now receive. The 17 year-old population, however, comprises such a small percentage of drunk driving offenders that the impact will be negligible. Seventeen year-olds make up 0.4 percent of the drunk driving cases in the 2016 JDW data. Given the \$2.1 million dollars now received by the courts for drunk driving offenses, the total loss of revenue to all counties across the State would be about \$9,000.

On the other side of the picture, DHHS could conceivably receive additional federal dollars under Title IV-E for those 17 year-olds with dual status, i.e., as both child welfare and juvenile justice cases. However, the proportion of the current juvenile justice population which holds dual status is about three and one-half percent. Moreover, Title IV-E reimbursement would only apply to the relatively small percentage of those placed either in non-secure residential care or in foster homes and not all of those would be federally eligible. Thus, no measurable increase in revenue is likely from this source.

SUMMARY

It is clear from the above tables that some of the changes increase costs for some cost centers while others exhibit decreases. In other words, in some instances, costs are simply shifted from one county fund to another. Table 12 provides the range of overall net changes in county costs for the counties in each group, after taking into account the fact that some of the expenditures will be reimbursed by the State.

County Group	High Estimate	Low Estimate
Kent	\$1,919,544	\$1,981,515
Macomb	\$2,650,902	\$2,640,009
Oakland	\$8,050,548	\$2,859,376
Wayne	\$17,123,814	\$9,969,308
Group 2	\$15,874,667	\$12,784,328
Group 3	\$3,668,177	\$3,511,194
Group 4	\$2,781,664	\$1,852,093
Group 5	\$988,100	\$908,375
Statewide	\$53,057,414	\$36,506,196

While different counties will experience different impacts from raising the age of juvenile justice, on a statewide basis the county impact is due almost entirely to child care fund expenditures. The statewide decreases in county costs in district courts and jail costs will be offset by increases in circuit court costs. Probation and service delivery costs, on

the other hand, are not offset by anything at the county level. The impact will be softened to some degree because of the state reimbursement for those costs.

DRAFT

STATE COSTS

If the proposed legislation becomes law, state costs will potentially change in at least three ways. First, expenditures in the Child Care Fund will increase in an amount equal to that shown for the counties as a whole, because of the 50 percent match. This will impact the Department of Health and Human Services. Second, the costs for the Department of Corrections will decrease, because the 17 year-olds will no longer be the sole responsibility of the State; counties will share in the costs. Third, if the sight and sound separation of offenders under the age of 18 are made more stringent, there will be capital costs that either the Department of Health and Human Services or the Department of Corrections needs to incur. Each of these is discussed below.

CHILD CARE FUND COSTS

The previous section showed the range of increases in the Child Care Fund the counties are likely to experience if the legislation passes after taking out the estimated additional costs for juvenile probation officers, which will also be reimbursed by the State. Estimating the State share of the Child Care Fund increase therefore requires putting those costs back into the Child Care Fund. The range of the additional State expenditures is expected to be between \$36.5 and \$53 million, depending on what the counties decide in regard to spending from the Child Care Fund.

DEPARTMENT OF CORRECTIONS POPULATION RELATED CHANGES

Based on the population projections shown above, only about ten percent of the 17 year-olds arrested will remain in the adult system. This is about the same number, roughly 800, who have been sentenced to either jail or prison annually during the last three years, and about 11 percent, or 86 annually, of those have been sentenced to prison rather than jail. Unlike the jails, therefore, DOC will probably not experience any measurable change in its population due to a re-classification of 17 year-old offenders. This is consistent with the conclusion drawn by the Senate Fiscal Agency in a 2015 report on the marginal cost of corrections in the State.¹² The same agency's later analysis showed that the short-term marginal decrease in DOC costs would be \$3,764 per inmate,¹³ but if there is virtually no change in the number sentenced to prison, the total will be less than half a million dollars per year.

¹² John Maxwell, "Marginal Cost of Corrections," Senate Fiscal Agency, August 2015, p. 8.

¹³ Senate Fiscal Agency, "Juvenile Jurisdiction: 17-Year-Old," October 2016, p. 7.

SIGHT AND SOUND SEPARATION COST CHANGES

The same cannot be said if the Department of Corrections is prohibited from housing offenders under the age of 18 or if those youth must be housed in entirely separate facilities. Either of these changes would, according to the Senate Fiscal Agency's 2016 analysis, result in a decrease of \$34,550 per year per inmate, because one of the units in the Thumb Correctional Facility housing those under 18 would have to be closed. Given that there are currently about 60 offenders under 18 in Thumb, that would amount to a decrease for DOC of \$2,073,000. However, assuming that the same levels of security and other services were provided, the same marginal costs would presumably be picked up by the Department of Health and Human Services, so, on a marginal cost basis, the State would experience simply a shift in costs from one agency to another rather than an increase or decrease.

The major cost of either option would not be in the day-to-day cost of housing inmates but rather in the cost of new or refurbished construction. A study was undertaken by CRS Inc. to examine the costs of building new jails or re-purposing those previously used in 13 counties in Michigan.¹⁴ CRS used data on the costs to build four jails in Tennessee. After adjusting for inflation, going from costs incurred in 2010 to 2016, the per bed cost to build a new facility ranged from \$268,670 for a 50 bed facility to \$156,872 for a 400 bed facility. The costs of building much larger prisons in Alabama¹⁵ and Mississippi¹⁶ confirmed the reduction in per bed costs, but the cost of building a new facility in Michigan strictly for those under 18, whether borne by DOC or DHHS, would be closer to the estimate for a 50 bed facility and would therefore cost around \$16 million.

¹⁴ CRS Incorporated. (2010). Regional Jail Feasibility and Facility Re-Use Study.

¹⁵ Alabama Prison Transformation Initiative. (2016). DOC Report on Prison Building Plan.

¹⁶ RQAW and Byce & Assoc., Inc. (2016) Delta County Jail & Sheriff's Office Feasibility Study Report

SUMMARY

Two different sets of questions are addressed in this report. The first has to do with the costs involved in re-classifying 17 year-old offenders as juveniles rather than adults. The second relates to the costs of ensuring sight and sound separation for offenders under 18 at both the county and state levels.

While the data made available for this study by both the counties and the State left several gaps, reasonable estimates of the cost decreases, increases and shifts from one agency to another could be made in relation to the first question. Costs for district courts and for county jails will decrease, but those decreases will be more than made up for by increases in circuit court and Child Care Fund expenditures. The county share of those costs is expected to range between \$37 and \$54 million, with the vast majority of that increase coming through the Child Care Fund. Because in Michigan the State is responsible for paying for adult offenders and the counties, with state reimbursement, are responsible for juvenile offenders, the increase in county costs should not be a surprise.

What might be more surprising is that the State's costs will also rise. This is due to two factors. First, only a small percentage of 17 year-olds are sentenced to prison, so the overall savings due to fewer days of state incarceration are relatively minimal. Second, the Child Care Fund is an uncapped reimbursement, which means that as the counties take on additional work due to the increase in the number of juvenile offenders, most of whom will remain in their own homes under probation, the State must bear an equal share of the costs. The estimated State share of the costs is likely to be between \$39.5 and \$56 million.

The question of sight and sound separation has two components. The first relates to a possible provision in legislation either prohibiting DOC from housing offenders under 18 or having to do so in a completely separate facility. In the first of these cases, DOC would realize substantial savings, more than \$34,000 per inmate per year, but DHHS would presumably have to pick up those same costs. The net result would be no difference in State costs, unless DHHS handled those cases in very different ways than DOC now does. In the second scenario, DOC day-to-day costs of managing youthful offenders would not change.

The second question relates to the capital costs involved if either of these provisions became law. That would clearly require new construction or the refurbishment of some existing buildings. The two units at Thumb Correctional Facility housing youthful offenders would be replaced. Given the costs other States and some Michigan counties have experienced, the cost of building a new facility would almost certainly not be less than \$20 million and could easily exceed \$50 million.

It is much more difficult to calculate the costs of ensuring sight and sound separation in county jails, with several sheriff offices saying that it simply could not be done. That can

be taken to mean either that entire new structures would have to be built, which would involve up to \$20 million for small counties, and much more for large ones, or that regional jails would be used to house youthful offenders. The same costs would apply in the latter case, but they would not be duplicated in all the counties and, that solution would probably not ensure sight and sound separation for many of the very short-term incarcerations which occur upon arrest.

DRAFT

APPENDIX A: DETAILED METHODOLOGY

METHODOLOGY

This section provides a broad overview of the methodology used in the study. A more detailed explanation is provided in Appendix A.

There are two basic steps required to answer the questions laid out in the RFP. The first is to project how many youth will be affected and in what ways; the second is to associate costs with those projections.

POPULATION ESTIMATES

At a basic level, there are three components to the population estimates. The first is the estimated number of youth whose status will no longer be “adult offender” and who will become instead part of the juvenile system. The second is the estimate of the number of 17 year-olds who will be sent to each of the available options within the juvenile system. The third is the estimated time each of those offenders will spend in the destination setting.

The number of 17 year-olds who will move to the juvenile system is not simply the number of 17 year-old offenders. Already some youthful offenders who are eligible for the juvenile system on the basis of age are prosecuted as adults, either because they committed an offense which requires adult prosecution or because the local prosecutor chooses to treat the case that way.

The first step in obtaining an accurate estimate was to subtract from the total number of 17 year-old offenders those who committed crimes requiring prosecution as an adult. Then, using data from calendar years 2014 through 2016, HZA built a statistical model showing how the 15 and 16 year-old offenders’ classifications correlated to their ages, genders, races, county size and location, severity of their offenses and prior involvement in the justice system.

A binary logistic regression for the 15 and 16-year-olds was built using Juvenile/Adult as the dependent variable and the predictor variables mentioned above. A bi-directional stepwise generalized linear model was run and confirmed all variables are high risk factors. The variables with the highest importance are severity of the offense, prior involvement, and county size and location. The model generates the probability that each youth could be tried as an adult based on the above variables. The propensity score threshold for what will be classified as a “correct prediction” is constrained to find the same number of predicted youth as actual youth tried as adults. The propensity used in this analysis is 0.288. The area under the curve analysis showed the true positive rate to be 0.925. Once the correct propensity threshold is found for the 15 and 16-year-olds, the same model and threshold is applied to youth who are 17.

The model generated the probability that a given youth would be tried as an adult and the degree to which each of the variables contributed to that result. Once those figures were generated, they were applied to the 2016 population of 17 year-old offenders who committed crimes not requiring prosecution as an adult to generate the counts, by county, of the number who would have become part of the juvenile justice system.

The estimates of the total number of youth were derived from information in the Judicial Data Warehouse (JDW) managed by the State Court Administrative Office (SCAO). They do not account, therefore, for instances in which youth are diverted from the system before reaching court, and no detailed data were available to make that estimate, leaving the estimates of the total population potentially conservative if diversion prior to contact with the court is more likely for juveniles than for adults.

A much more serious absence of data resulted from the Department of Health and Human Services' (DHHS) decision not to share any data for this study from its case management system, known as MiSACWIS. HZA had hoped to use those data to determine where juvenile offenders go after sentencing, to detention, to residential treatment, to a foster home, to probation at home or to unsupervised release. Initially, this gap in data from DHHS was partially filled through a more round-about method, matching the addresses to which juveniles were sent after adjudication (as recorded in JDW) with addresses for the State's secure and non-secure residential settings. That resulted, however, in estimates that appeared far too low. To obtain more realistic figures, HZA made the assumption that any 17 year-old who had been sentenced to prison or jail dividing them between secure and non-secure settings in the same proportions as 15 and 16 year-old offenders, based on the address matching described above. In total, HZA had a list of 87 addresses for secure and non-secure residential settings and was able to match 58 of them to addresses in JDW. That still left a smaller gap in which it was not possible to determine whether youth went to foster homes or to their own homes with or without supervision. Without further information, the assumption made here is that all of these youth went to their own homes with supervision. That represents the middle level of the three possible outcomes and almost certainly occurs more frequently than foster home placement.

Answering the question of the length of time 17 year-olds would spend under some type of supervision and/or service is similarly hampered by the absence of MiSACWIS data. The JDW data reveal the length of the sentences, but juveniles are not considered to be "sentenced," so their data are not in that system. No data could be collected on the amount of time youth spend under supervision while at home, and the best information that could be gathered regarding time in residential care came from a national study.¹⁷ Even that study did not provide concrete information about lengths of stay beyond six months, but it did suggest that older youth spend more time in residential placement than do younger ones. With nothing definitive to use and recognizing that many counties end youths' placements prior to their 18th birthdays, thus limiting the amount of time they can spend in residential care, this study uses 213 days or seven and one-half

¹⁷ Andrea J. Sedlak, "Survey of Youth in Residential Placement: Conditions of Confinement," Westat, Rockville, MD, 2016.

months as the average. That conforms to the information provided by a number of counties during the data collection, who reported that typical residential stays were between six and nine months.

COST ESTIMATES

Sampling

Because the data on youthful offenders is maintained in a statewide system that is virtually complete, sampling was not an issue in generating estimates of the number of youth likely to become juveniles under the proposed legislation. The same is not true for estimating costs. There are no systems which provide comprehensive data on the costs of handling either juvenile or adult offenders. Moreover, there are numerous parties to be considered, namely, district and circuit courts, prosecuting attorneys and sheriffs' offices at the county level and the Department of Corrections and the Department of Health and Human Services at the state level.

The Request for Proposals for this study required that all of the largest four counties be included in the study, and each of these was considered to be its own stratum within a stratified sampling frame. That is to say, each large county represented itself and no one else. The remaining counties were divided into four groups by population size, but HZA divided the counties further by three locations: Upper Peninsula, Northern/Central Lower Peninsula and Lower Peninsula. In theory this would have resulted in 16 strata from which to select counties, but in fact there no counties in some of the groupings. For instance, in the Upper Peninsula there were no counties in the largest of the four size groupings and in the Southern Lower Peninsula there were no counties in either of the two smallest size groupings. The result was that the final sample frame had only thirteen strata, the four largest counties each comprising its own stratum and nine additional strata defined by a combination of size and geography. The counties included in each stratum are shown in Appendix B.

Ideally, the counties from which cost data were to be collected would have been chosen randomly using probabilities proportional to the size of each county's number of 17 year-olds arrested in 2016, but from the outset it was clear that not all counties would be willing to participate. Therefore, HZA conducted a preliminary survey both to collect as much information as possible from local entities before going on-site and to determine from those responses which counties were most likely to agree to participate. The counties selected within each stratum included all of those where substantial responses to the survey were provided and one county from each stratum which was selected by probabilities proportional to size. While it would have been preferable to use the number of 17 year-olds arrested as the size measure of each county, HZA did not yet have those figures. During the analysis, HZA weighted the data as though all counties had been selected randomly using probabilities proportional to the number of the 2016 arrests of 17 year-olds, with only the size groupings of the counties calculated into the calculation of the probabilities, not the geographic groupings.

Data Collection

Data collection involved three steps: an on-line survey, on-site visits to collect budget documents and researching published sources where the on-site data left gaps. In addition, at the request of a number of the State's judges and court administrators, towards the end of the study HZA conducted an additional survey of the courts to collect information on the impact of raising the age which some thought had not sufficiently been covered in the other data collection efforts.

As noted above, HZA conducted an on-line survey (actually three, one for sheriffs, one for courts and one for prosecuting attorneys) of officials in every Michigan county. The surveys asked questions about each county's existing staff resources (e.g., probation officers and caseworkers) devoted to both juvenile and adult offenders; the broad costs associated with those staff; the array of services available to both adult and juvenile offenders who are on probation; the number of judges and other court personnel devoted to family court along with the proportion of their time devoted to juvenile issues; and the physical plant resources (e.g., detention facilities) available in the county or shared with other counties. In addition, the survey asked for an initial indication of the level of relevant detailed cost information in each county so that HZA could gain a sense of what would be available before selecting counties for the on-site visits. The survey instruments are included in Appendix C and E.

HZA conducted on-site visits to the selected counties to collect budget documents from the same groups which were surveyed, i.e., sheriffs, the courts and prosecuting attorneys. To avoid placing extra burdens on the respondents and increase the likelihood of obtaining responses, HZA accepted any form in which the data were readily available. When necessary, the on-site visits were followed with phone calls and other correspondence to ensure the information needed for the analyses was as complete as possible and that HZA analysts know its limitations and caveats. The questions asked during the on-site visits are shown in Appendix D.

While the county visits were occurring, HZA was also collecting the cost information needed at the State level. This occurred through meetings with appropriate representatives of the Department of Corrections and the Department of Health and Human Services.

Many of those from whom data were sought were either unwilling or unable to supply the needed cost information or they were unable to break out the information in ways that permitted distinctions between the way adults are handled and the way juveniles are treated. Others supplied only partial information. The third step in the data collection, therefore, was to go to published sources. This usually involved examining annual reports on the counties' websites, but it also included examining various cost studies done by a variety of groups.

Data Analysis

To get the costs ready to apply to the projected population, HZA first divided the costs into some standard categories, e.g., personnel, physical plant and overhead. Those categories were then grouped into fixed and variable costs, with most of the changes due to the potential legislation expected to occur among the variable costs. Wherever possible, HZA used the 2016 Actual budget numbers. Where that data was unavailable, the closest full-year actual budget numbers were used. In the absence of any actual year budget numbers, projected or amended budget numbers were used. Each of the budgets were then inflated to 2016 dollar amounts using the average yearly inflation rates. Within each stratum, the variable costs were then combined with the population estimates to generate weighted costs per offender. These costs were then utilized for all of the counties in each stratum, multiplying them by the estimated number of 17 year-olds who would move from an adult classification to a juvenile classification to generate county-specific estimates of the costs of the proposed legislation.

Because the costs are calculated for each body in the counties, e.g., district courts, circuit courts, prosecuting attorneys, some of the changes represent shifts from one body to another. This includes not only shifts from district courts to circuit courts but also shifts from the State to the counties and/or vice versa.

APPENDIX B: COUNTIES BY SAMPLING STRATUM

County	Population Group	Geographic Group	Stratum	Strata Definition
Alcona	5	2	5b	Pop Size 5 Northern/Central Lower Peninsula
Alger	5	1	5a	Pop Size 5 Upper Peninsula
Allegan	2	3	2c	Pop Size 2 Southern Lower Peninsula
Alpena	4	2	4b	Pop Size 4 Northern/Central Lower Peninsula
Antrim	4	2	4b	Pop Size 4 Northern/Central Lower Peninsula
Arenac	5	2	5b	Pop Size 5 Northern/Central Lower Peninsula
Baraga	5	1	5a	Pop Size 5 Upper Peninsula
Barry	3	3	3c	Pop Size 3 Southern Lower Peninsula
Bay	2	2	2b	Pop Size 2 Northern/Central Lower Peninsula
Benzie	5	2	5b	Pop Size 5 Northern/Central Lower Peninsula
Berrien	2	3	2c	Pop Size 2 Southern Lower Peninsula
Branch	3	3	3c	Pop Size 3 Southern Lower Peninsula
Calhoun	2	3	2c	Pop Size 2 Southern Lower Peninsula
Cass	3	3	3c	Pop Size 3 Southern Lower Peninsula
Charlevoix	4	2	4b	Pop Size 4 Northern/Central Lower Peninsula
Cheboygan	4	2	4b	Pop Size 4 Northern/Central Lower Peninsula
Chippewa	3	1	3a	Pop Size 3 Upper Peninsula
Clare	4	2	4b	Pop Size 4 Northern/Central Lower Peninsula
Clinton	3	3	3c	Pop Size 3 Southern Lower Peninsula
Crawford	5	2	5b	Pop Size 5 Northern/Central Lower Peninsula
Delta	3	1	3a	Pop Size 3 Upper Peninsula
Dickinson	4	1	4a	Pop Size 4 Upper Peninsula
Eaton	2	3	2c	Pop Size 2 Southern Lower Peninsula
Emmet	4	2	4b	Pop Size 4 Northern/Central Lower Peninsula
Genesee	2	3	2c	Pop Size 2 Southern Lower Peninsula
Gladwin	4	2	4b	Pop Size 4 Northern/Central Lower Peninsula
Gogebic	5	1	5a	Pop Size 5 Upper Peninsula
Grand Traverse	2	2	2b	Pop Size 2 Northern/Central Lower Peninsula
Gratiot	3	3	3c	Pop Size 3 Southern Lower Peninsula
Hillsdale	3	3	3c	Pop Size 3 Southern Lower Peninsula
Houghton	3	1	3a	Pop Size 3 Upper Peninsula
Huron	4	2	4b	Pop Size 4 Northern/Central Lower Peninsula
Ingham	2	3	2c	Pop Size 2 Southern Lower Peninsula
Ionia	3	2	3b	Pop Size 3 Northern/Central Lower Peninsula
Iosco	4	2	4b	Pop Size 4 Northern/Central Lower Peninsula
Iron	5	1	5a	Pop Size 5 Upper Peninsula
Isabella	3	2	3b	Pop Size 3 Northern/Central Lower Peninsula
Jackson	2	3	2c	Pop Size 2 Southern Lower Peninsula
Kalamazoo	2	3	2c	Pop Size 2 Southern Lower Peninsula
Kalkaska	5	2	5b	Pop Size 5 Northern/Central Lower Peninsula
Kent	1	3	1c	Pop Size 1 Southern Lower Peninsula
Keweenaw	5	1	5a	Pop Size 5 Upper Peninsula

County	Population Group	Geographic Group	Stratum	Strata Definition
Lake	5	2	5b	Pop Size 5 Northern/Central Lower Peninsula
Lapeer	2	3	2c	Pop Size 2 Southern Lower Peninsula
Leelanau	4	2	4b	Pop Size 4 Northern/Central Lower Peninsula
Lenawee	2	3	2c	Pop Size 2 Southern Lower Peninsula
Livingston	2	3	2c	Pop Size 2 Southern Lower Peninsula
Luce	5	1	5a	Pop Size 5 Upper Peninsula
Mackinac	5	1	5a	Pop Size 5 Upper Peninsula
Macomb	1	3	1c	Pop Size 1 Southern Lower Peninsula
Manistee	4	2	4b	Pop Size 4 Northern/Central Lower Peninsula
Marquette	3	1	3a	Pop Size 3 Upper Peninsula
Mason	4	2	4b	Pop Size 4 Northern/Central Lower Peninsula
Mecosta	3	2	3b	Pop Size 3 Northern/Central Lower Peninsula
Menominee	4	1	4a	Pop Size 4 Upper Peninsula
Midland	2	2	2b	Pop Size 2 Northern/Central Lower Peninsula
Missaukee	5	2	5b	Pop Size 5 Northern/Central Lower Peninsula
Monroe	2	3	2c	Pop Size 2 Southern Lower Peninsula
Montcalm	3	2	3b	Pop Size 3 Northern/Central Lower Peninsula
Montmorency	5	2	5b	Pop Size 5 Northern/Central Lower Peninsula
Muskegon	2	3	2c	Pop Size 2 Southern Lower Peninsula
Newaygo	3	2	3b	Pop Size 3 Northern/Central Lower Peninsula
Oakland	1	3	1c	Pop Size 1 Southern Lower Peninsula
Oceana	4	2	4b	Pop Size 4 Northern/Central Lower Peninsula
Ogemaw	4	2	4b	Pop Size 4 Northern/Central Lower Peninsula
Ontonagon	5	1	5a	Pop Size 5 Southern Upper Peninsula
Osceola	4	2	4b	Pop Size 4 Northern/Central Lower Peninsula
Oscoda	5	2	5b	Pop Size 5 Northern/Central Lower Peninsula
Otsego	4	2	4b	Pop Size 4 Northern/Central Lower Peninsula
Ottawa	2	3	2c	Pop Size 2 Southern Lower Peninsula
Presque Isle	5	2	5b	Pop Size 5 Northern/Central Lower Peninsula
Roscommon	4	2	4b	Pop Size 4 Northern/Central Lower Peninsula
Saginaw	2	2	2b	Pop Size 2 Northern/Central Lower Peninsula
Sanilac	2	3	2c	Pop Size 2 Southern Lower Peninsula
Schoolcraft	3	3	3c	Pop Size 3 Southern Lower Peninsula
Shiawassee	3	2	3b	Pop Size 3 Northern/Central Lower Peninsula
St. Clair	5	1	5a	Pop Size 5 Upper Peninsula
St. Joseph	3	3	3c	Pop Size 3 Southern Lower Peninsula
Tuscola	3	2	3b	Pop Size 3 Northern/Central Lower Peninsula
Van Buren	3	3	3c	Pop Size 3 Southern Lower Peninsula
Washtenaw	2	3	2c	Pop Size 2 Southern Lower Peninsula
Wayne	1	3	1c	Pop Size 1 Southern Lower Peninsula
Wexford	4	2	4b	Pop Size 4 Northern/Central Lower Peninsula

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6. Do you have any of the following problem solving courts for each of the specified populations? *Check all that apply.*

Problem Solving Court	Juveniles Under Age 17	Adults
Drug Treatment Court	<input type="checkbox"/>	<input type="checkbox"/>
DWI/Sobriety Court	<input type="checkbox"/>	<input type="checkbox"/>
Family Dependency Court	<input type="checkbox"/>	<input type="checkbox"/>
Mental Health Court	<input type="checkbox"/>	<input type="checkbox"/>
Other (please specify):	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>

Case Volume and Processing

7. How many cases, on average, does your court(s) receive each year, and what percentage of those cases involve youth under the age of 18? What percentage of the cases received annually involve 17 year olds?

Court	Number of Cases	Percentage Under 18	Percentage 17 Year Olds
District	_____	____%	____%
Circuit	_____	____%	____%
Probate/Family	_____	____%	____%

8. Which of the services and programs listed below does your court use prior to trial for the specified populations? *Check all that apply.*

Program	Juveniles Under Age 17	Adults
Pretrial Investigation Services	<input type="checkbox"/>	<input type="checkbox"/>
Drug Screening Program	<input type="checkbox"/>	<input type="checkbox"/>
Probation Services	<input type="checkbox"/>	<input type="checkbox"/>
Supervision of Released Defendants	<input type="checkbox"/>	<input type="checkbox"/>
Electronic Surveillance ("Tethering") Program	<input type="checkbox"/>	<input type="checkbox"/>
Other (please specify):	<input type="checkbox"/>	<input type="checkbox"/>

9. Does your court(s) use any screening and/or assessment tool(s) to identify service needs for individuals placed on probation? Yes No
 a. If yes, identify the assessments which are conducted and for which population. *Check all that apply.*

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Assessment	Juveniles Under Age 17	Adults
Education	<input type="checkbox"/>	<input type="checkbox"/>
Health	<input type="checkbox"/>	<input type="checkbox"/>
Mental Health	<input type="checkbox"/>	<input type="checkbox"/>
Other, please specify _____	<input type="checkbox"/>	<input type="checkbox"/>

b. If yes, do the assessment tools differ for juveniles under age 17 from those used for adults?
If yes, please describe.

10. Are assessments conducted or ordered by your court(s) to identify the service needs of juveniles under age 17 and adults at other points in the court process? Yes No

a. If yes, identify the assessments which are conducted and for which population. *Check all that apply.*

Assessment	Juveniles Under Age 17	Adults
Education	<input type="checkbox"/>	<input type="checkbox"/>
Health	<input type="checkbox"/>	<input type="checkbox"/>
Mental Health	<input type="checkbox"/>	<input type="checkbox"/>
Other, please specify _____	<input type="checkbox"/>	<input type="checkbox"/>

b. At what point in the court process are those assessments conducted? *Please describe.*

11. Does your court use any of the following technologies in processing the specified populations? *Check all that apply.*

Technology	Juveniles Under Age 17	Adults
Videoconference arraignment	<input type="checkbox"/>	<input type="checkbox"/>
Videoconference trial	<input type="checkbox"/>	<input type="checkbox"/>
Videoconference sentencing	<input type="checkbox"/>	<input type="checkbox"/>

Services

12. Which of the following programs or services do you provide in your county?

- | | |
|---|---|
| <input type="checkbox"/> Case Management Services | <input type="checkbox"/> Mental Health Programming |
| <input type="checkbox"/> Cognitive Behavioral Programming | <input type="checkbox"/> Pretrial Services |
| <input type="checkbox"/> Community Service | <input type="checkbox"/> Psychiatric Care |
| <input type="checkbox"/> Crisis Management | <input type="checkbox"/> Public Health Programming |
| <input type="checkbox"/> Domestic Violence Programming | <input type="checkbox"/> Religious Programming |
| <input type="checkbox"/> Educational Programming (e.g., GED Testing/Prep, High School Completion) | <input type="checkbox"/> Sex Offender Treatment Programming |
| <input type="checkbox"/> Employment Training / Vocational Education | <input type="checkbox"/> Substance Abuse Programming |
| <input type="checkbox"/> Intensive Supervision | <input type="checkbox"/> Work Crew |

**Michigan Study of 17 Year Olds In the Adult Court and Correctional System
Court Administrator Survey**

13. Of the programs that you provide, which ones do you consider to be evidence based?

- | | |
|--|---|
| <input type="checkbox"/> Case Management Services | <input type="checkbox"/> Mental Health Programming |
| <input type="checkbox"/> Cognitive Behavioral Programming | <input type="checkbox"/> Pretrial Services |
| <input type="checkbox"/> Community Service | <input type="checkbox"/> Psychiatric Care |
| <input type="checkbox"/> Crisis Management | <input type="checkbox"/> Public Health Programming |
| <input type="checkbox"/> Domestic Violence Programming | <input type="checkbox"/> Religious Programming |
| <input type="checkbox"/> Educational Programming (e.g., GED
Testing/Prep, High School Completion) | <input type="checkbox"/> Sex Offender Treatment Programming |
| <input type="checkbox"/> Employment Training / Vocational Education | <input type="checkbox"/> Substance Abuse Programming |
| <input type="checkbox"/> Intensive Supervision | <input type="checkbox"/> Work Crew |

14. Do you track the following for the program participants:

- | | |
|--------------------------------|--|
| a. Re-arrest Recidivism | <input type="checkbox"/> Yes <input type="checkbox"/> No |
| b. Re-conviction Recidivism | <input type="checkbox"/> Yes <input type="checkbox"/> No |
| c. Re-incarceration Recidivism | <input type="checkbox"/> Yes <input type="checkbox"/> No |

15. For services that your county does not provide, do counties adjacent to you offer such services?

- | | |
|--|--|
| | <input type="checkbox"/> Yes <input type="checkbox"/> No |
| a. If yes, which counties? _____ | |
| b. Would you be willing to partner with these counties to offer such services? | <input type="checkbox"/> Yes <input type="checkbox"/> No |

Mental Health Services

16. A **mental health screening** is a brief process that indicates whether an individual likely has a mental health disorder.

- a. Do you provide mental health screenings? (if no, skip to 17) Yes No
- b. Who pays for the mental health screening services? CMH County Other²
- c. Who provides the mental health screening services? (if CMH or County Employed, skip to 17) CMH County Employed County Contracted
- d. If County Contracted, who do you contract with to provide mental health screenings? (please specify) _____

17. A **mental health assessment** is an in-depth process which occurs after screening and consists of gathering information, mutually conceptualizing the problem, and treatment planning.

- a. Do you provide mental health assessments? (if no, skip to 18) Yes No
- b. Who pays for the mental health assessment services? CMH County Other
- c. Who provides the mental health assessment services? (if CMH or County Employed, skip to 18) CMH County Employed County Contracted
- d. If County Contracted, who do you contract with to provide the mental health assessments? (please specify) _____

² CMH should have a value of "1," County or County Employed should have a value of "2," County Contracted should have a value of "3" and Other should have a value of "4."

**Michigan Study of 17 Year Olds In the Adult Court and Correctional System
Court Administrator Survey**

18. Which of the following **mental health services** do you provide in your County?
- a. Mental health medication? (if no, skip to 18e) Yes No
 - b. Who pays for the mental health medication services? CMH County Other
 - c. Who provides the mental health medication services? (if CMH or County Employed, skip to 18e) CMH County Employed County Contracted
 - d. If County Contracted, who do you contract with to provide the mental health medication for juveniles under age 17? (please specify) _____
 - e. Mental health group sessions? (if no, skip to 18i) Yes No
 - f. Who pays for the mental health group sessions services? CMH County Other
 - g. Who provides the mental health group sessions services? (if CMH or County Employed, skip to 18i) CMH County Employed County Contracted
 - h. If County Contracted, who do you contract with to provide the mental health group sessions? (please specify) _____
 - i. Mental health individual sessions? (if no, skip to 19) Yes No
 - j. Who pays for the mental health individual sessions services? CMH County Other
 - k. Who provides the mental health individual sessions services? (if CMH or County Employed, skip to 19) CMH County Employed County Contracted
 - l. If County Contracted, who do you contract with to provide the mental health individual sessions? (please specify) _____
19. Do you have jail diversion efforts related to mental health in your County? Yes No
- a. If yes, please describe your jail diversion efforts

Detention Centers

20. Does your county operate a detention center for juveniles? Yes No
- a. If yes, do you operate a secure facility? Yes No
 - i. What is the facility's bed capacity? _____
 - ii. What was the facility's average occupancy rate in state fiscal year 2016? _____%
 - b. If yes, do you operate a non-secure facility? Yes No
 - i. What is the facility's bed capacity? _____
 - ii. What was the facility's average occupancy rate in state fiscal year 2016? _____%

Budget Data

21. What was the overall budget for your court(s) in state fiscal year 2016?
- | | |
|----------------|----------|
| District | \$ _____ |
| Circuit | \$ _____ |
| Probate/Family | \$ _____ |
| Total | \$ _____ |
- a. Is part of your overall budget assigned to cover the costs of sending cases to another court? Yes No
 - i. If yes, how much of your budget pays the costs of another court?

**Michigan Study of 17 Year Olds In the Adult Court and Correctional System
Court Administrator Survey**

District	\$ _____
Circuit	\$ _____
Probate/Family	\$ _____
Total	\$ _____

b. Do you receive reimbursement from another court for handling their caseload? Yes No

i. If yes, how much of your budget is paid by another court?

District	\$ _____
Circuit	\$ _____
Probate/Family	\$ _____
Total	\$ _____

22. Are budget data available for release for this study?

District court	<input type="checkbox"/> Yes <input type="checkbox"/> No
Circuit court	<input type="checkbox"/> Yes <input type="checkbox"/> No
Probate/Family	<input type="checkbox"/> Yes <input type="checkbox"/> No

23. Do the budgets break down costs by personnel, capital and non-personnel costs?

District court	<input type="checkbox"/> Yes <input type="checkbox"/> No
Circuit court	<input type="checkbox"/> Yes <input type="checkbox"/> No
Probate/Family	<input type="checkbox"/> Yes <input type="checkbox"/> No

24. Do the budgets identify revenue streams and amounts of reimbursement?

District court	<input type="checkbox"/> Yes <input type="checkbox"/> No
Circuit court	<input type="checkbox"/> Yes <input type="checkbox"/> No
Probate/Family	<input type="checkbox"/> Yes <input type="checkbox"/> No

Barriers/Challenges/Additional Comments

25. What are the barriers and/or challenges you anticipate the courts will encounter if 17-year-olds are redirected to the family court and juvenile justice systems? What benefits are anticipated?

26. What financial constraints do you anticipate the court will encounter if 17-year-olds are redirected to the family court and juvenile justice systems? What benefits are anticipated?

27. Please provide any additional information you feel should be shared.

Thank you for taking the time to complete this survey.

PROSECUTING ATTORNEYS

Michigan Study of 17-Year-Olds in the Adult Court and Correctional System Prosecuting Attorney Online Survey

Hornby Zeller Associates, Inc. has been contracted by the Criminal Justice Policy Commission to measure the costs to Michigan and its counties if 17-year-olds are to be treated as juveniles. This survey is being conducted to learn about the costs of processing and handling adults, including 17-year-olds, and juveniles known to the adult and juvenile justice systems. At this time, we are collecting preliminary data from all counties and will conduct a more detailed follow-up with select counties in the near future. Your answers will be maintained in strict confidence and will be aggregated with others for reporting.

Population Characteristics

1. Does your district office handle criminal cases with juvenile defendants under the age of 17?
 Yes No
[If no, suppress all following questions regarding juveniles]
 - a. If no, please provide the name of the agency that is responsible for prosecuting juvenile defendants under the age of 17 in your district.
 - b.
2. Since the start of the calendar year, what proportion of the defendants against whom you filed charges were age:
 - a. 16 or younger _____%
 - b. 17 _____%
 - c. 18 or older _____%

Staff and Caseload

3. How many Assistant Prosecuting Attorneys are working in your district? _____
4. How many of those Assistant Prosecuting Attorneys work with defendants who are:
 - a. juveniles under the age of 17 _____
 - b. adults _____

Processes to File Charges

5. Are any formal assessment tools used by the Prosecuting Attorney to decide when to file charges against an individual charged with committing a non-violent crime? Yes No
 - a. If yes, do the assessment tools differ for juveniles under the age of 17 versus an adult? Yes No
 - i. If yes, please describe.
6. Are any other special considerations taken into account by the Prosecuting Attorney when deciding to file charges against a juvenile under the age of 17 versus an adult? Yes No
 - a. If yes, please describe the special considerations taken into account.

Investigating Cases

7. Are there any differences that impact the cost of investigating a case involving a juvenile defendant under the age of 17 as compared to an adult defendant? Yes No
 - a. If yes, please describe.

**Michigan Study of 17-Year-Olds in the Adult Court and Correctional System
Prosecuting Attorney Online Survey**

Prosecuting Cases

8. Are formal assessments or evaluations used to help make a sentencing recommendation for juveniles under the age of 17? Yes No
a. If yes, please list.
9. Who is responsible for paying for assessments/evaluations of juveniles under the age of 17?
 The defendant or family pays the full cost for outside assessments/evaluations.
a. Is this payment by the defendant paid through court fines/costs or paid directly to the service provider? Court fines/costs Service Provider
 The Prosecuting Attorney's Office pays the full cost for outside assessments/evaluations.
 The defendant and Prosecuting Attorney's Office each pay a proportion of the outside assessments/evaluations.
Please identify the proportion each is responsible to pay.
Defendant _____%
Prosecuting Attorney's Office _____%
a. Is the payment by the defendant paid through court fines/costs or paid directly to the service provider? Court fines/costs Service Provider
10. When a juvenile defendant under the age of 17 is ordered to pay fines/costs, does a portion of those monies go to the Prosecuting Attorney's Office? Yes No
a. If yes, what proportion does the Prosecuting Attorney's Office receive? _____%
11. Are formal assessments or evaluations used to help make a sentencing recommendation for adults? Yes No
a. If yes, please list.
12. Who is responsible for paying for the adults' assessments/evaluations?
 The defendant pays the full cost for outside assessments/evaluations.
a. Is this payment by the defendant paid through court fines/costs or paid directly to the service provider? Court fines/costs Service Provider
 The Prosecuting Attorney's Office pays the full cost for outside assessments/evaluations.
 The defendant and Prosecuting Attorney's Office each pay a proportion of the outside assessments/evaluations.
Please identify the proportion each is responsible to pay.
Defendant _____%
Prosecuting Attorney's Office _____%
a. Is the payment by the defendant paid through court fines/costs or paid directly to the service provider? Court fines/costs Service Provider
13. When an adult defendant is ordered to pay fines/costs, does a portion of those monies go to the Prosecuting Attorney's Office? Yes No
a. If yes, what proportion does the Prosecuting Attorney's Office receive? _____%

**Michigan Study of 17-Year-Olds in the Adult Court and Correctional System
Prosecuting Attorney Online Survey**

Appeals Cases

14. Are appeals available for cases involving juvenile defendants under the age of 17? Yes No
15. Please describe the proportion of appeals the DA Office handles by age of the defendant:
a. juveniles under the age of 17 _____%
b. adults _____%
16. How many appeals cases were initiated in state fiscal year 2016 by age of the defendant:
a. juveniles under the age of 17 _____
b. adults _____

General Fiscal Questions

17. Does your office maintain a separate budget from the courts? Yes No
a. If yes, does the budget distinguish between personnel and non-personnel costs? Yes No
b. Does the budget identify revenue sources used to support county costs? Yes No
18. Are records maintained of the hours Prosecuting Attorneys and Assistant Prosecuting Attorneys spend on cases, i.e., are "billable" hours tracked? Yes No
a. If yes, are "billable" hours broken out by the phase of the case (investigation, prosecution, and appeal)? Yes No
19. What are the barriers and/or challenges the Prosecuting Attorney's Office anticipates facing if 17-year-olds are redirected to the family court and juvenile justice systems? What benefits are anticipated?
20. What financial constraints do you anticipate the Prosecuting Attorney's Office will encounter if 17-year-olds are redirected to the family court and juvenile justice systems? What benefits are anticipated?

Additional Comments

21. Please provide any additional information you feel should be shared.

Thank you for taking the time to complete this survey.

SHERIFFS

Michigan Study of 17 Year Olds in the Adult Court and Correctional Systems County Sheriff Survey

Hornby Zeller Associates, Inc. has been contracted by the Criminal Justice Policy Commission to measure the costs to Michigan and its counties if 17 year olds are to be treated as juveniles. This survey is being conducted to learn about the costs of processing and handling adults, including 17 year olds, and juveniles known to the adult and juvenile justice systems. Additionally, the Mental Health Subcommittee of the Commission has requested HZA collect information from local Sheriffs about the programs and services, including mental health, offered and provided by county jails. The information your county provides will be used to make recommendations to the legislature for criminal justice reform.

Using the results of the survey, Hornby Zeller Associates will conduct a more detailed follow-up with select counties in the near future. Your answers will be maintained in strict confidence and will be aggregated with others for reporting.

You will be able to save the survey periodically so you do not have to complete it all at once. Click on the "Save Survey and Finish Later" button, found at the bottom of all pages, to save the survey as you complete it. When the entire survey has been completed, click the "Submit Survey" button, found on page 7, to submit your final response.

If your web browser does not accept/support cookies or you are using private web browsing, please contact our Help Desk for instruction on how to save this survey by calling the number at the bottom of this page.

Physical Setting

1. How many beds does your jail have? ____
 - a. How many beds does your jail have for 17 year old males? ____
 - b. How many beds does your jail have for 17 year old females? ____
 - c. How many beds does your jail have for special populations of 17 year olds (e.g., those with mental illness)? ____
 - d. How many beds does your jail have for male juveniles under the age of 17? ____
 - e. How many beds does your jail have for female juveniles under the age of 17? ____
 - f. How many beds does your jail have for special populations of juveniles under the age of 17(e.g., those with mental illness)? ____

2. In the table below, please identify the number of juveniles under the age of 17 and 17 year olds housed in your jail between January and March, 2017, and whether your jail is able to maintain sight and sound separation between juveniles under the age of 17 and adults and between 17 year olds and other adults.

Juvenile Males		Juvenile Females		17 year old Males		17 year old Females	
#	Sight and Sound Separation	#	Sight and Sound Separation	#	Sight and Sound Separation	#	Sight and Sound Separation
___	<input type="checkbox"/> Yes <input type="checkbox"/> No ¹	___	<input type="checkbox"/> Yes <input type="checkbox"/> No	___	<input type="checkbox"/> Yes <input type="checkbox"/> No	___	<input type="checkbox"/> Yes <input type="checkbox"/> No

3. Does your jail house detainees from other counties? Yes No
 a. If yes, which counties and what is the approximate proportion of detainees from those counties?

<u>County²</u>	<u>Percent of Detainees</u>
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

4. Does your jail house prisoners from other counties? Yes No
 a. If yes, which counties and what is the approximate proportion of prisoners from those counties?

<u>County³</u>	<u>Percent of Prisoners</u>
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

5. Do you house detainees in another county? Yes No
 a. If yes, which county(ies) and what is proportion of detainees are housed in another county?

<u>County⁴</u>	<u>Percent of Detainees</u>
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

¹ Yes should have a value of "1" and No should have a value of "5."
² A drop-down list of counties should be provided.
³ A drop-down list of counties should be provided.
⁴ A drop-down list of counties should be provided.

6. Do you house prisoners in another county? Yes No

a. If yes, which county(ies) and what is proportion of prisoners are housed in another county?

<u>County⁵</u>	<u>Percent of Prisoners</u>
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

Staffing

- 7. How many Deputies does your county employ in?
 - a. Jail supervision _____
 - b. Road patrol _____
 - c. Investigation _____
 - d. Administrative support (e.g., clerical) _____
 - e. Services (e.g., food) _____
 - f. Other (please specify) _____

- 8. How many support staff are employed by the sheriff's office?
 - a. The jail _____
 - b. Road patrol _____
 - c. Investigation _____
 - d. Administrative support (e.g., clerical) _____
 - e. Services (e.g., food) _____
 - f. Other (please specify) _____

- 9. How many of your staff have completed the Managing Youthful Offenders training?
 - a. Sheriff _____
 - b. Deputies _____
 - c. Jail supervision _____
 - d. Administrative support (e.g., clerical) _____
 - e. Other (please specify) _____

Statistics

- 10. Since the start of this calendar year, what proportion of arrests between January and March of 2017 were of 17-year-olds? _____%

- 11. What proportion of arrests between January and March of 2017 involve juveniles under the age of 17 waived to the adult court? _____%

- 12. What is the total number of arrests which were made between January and March of 2017? _____

⁵ A drop-down list of counties should be provided.

13. As of April 30, 2017, how many:
- a. detainees were housed in your jail? _____
 - b. prisoners were housed in your jail? _____
14. On April 30, 2017, what proportion of the:
- a. detainees housed in your jail were 17-year-olds? _____
 - b. prisoners housed in your jail were 17-year-olds? _____

Process

15. Does your jail use videoconferencing for court hearings? Yes No
- a. If yes, what proportion of court hearings do you estimate are conducted via video conferencing? _____%
16. Aside from handling criminal cases, what other major duties does the sheriff's office have? *Please describe.*
17. What assessments of juveniles under the age of 17, if any, are conducted by your office to identify their service needs? *Check all that apply.*
- a. Education _____
 - b. Health _____
 - c. Mental health _____
 - d. Other _____
- Please specify _____
18. What assessments of adults, if any, are conducted by your office to identify their service needs? *Check all that apply.*
- a. Education _____
 - b. Health _____
 - c. Mental health _____
 - d. Other _____
- Please specify _____

Services

19. Are services provided to juveniles under the age of 17 that are not provided to adult prisoners/detainees? Yes No
- a. If yes, please describe.
20. Are there services that are provided to 17-year-olds that are not provided to other adult prisoners/detainees? Yes No
- a. If yes, please describe.

21. Which of the following programs or services do you provide in your county?

- | | |
|---|---|
| <input type="checkbox"/> Case Management Services | <input type="checkbox"/> Mental Health Programming |
| <input type="checkbox"/> Cognitive Behavioral Programming | <input type="checkbox"/> Pretrial Services |
| <input type="checkbox"/> Community Service | <input type="checkbox"/> Psychiatric Care |
| <input type="checkbox"/> Crisis Management | <input type="checkbox"/> Public Health Programming |
| <input type="checkbox"/> Domestic Violence Programming | <input type="checkbox"/> Religious Programming |
| <input type="checkbox"/> Educational Programming (e.g., GED Testing/Prep, High School Completion) | <input type="checkbox"/> Sex Offender Treatment Programming |
| <input type="checkbox"/> Employment Training / Vocational Education | <input type="checkbox"/> Substance Abuse Programming |
| <input type="checkbox"/> Intensive Supervision | <input type="checkbox"/> Work Crew |

22. Of the programs that you provide, which ones do you consider to be evidence based?

- | | |
|---|---|
| <input type="checkbox"/> Case Management Services | <input type="checkbox"/> Mental Health Programming |
| <input type="checkbox"/> Cognitive Behavioral Programming | <input type="checkbox"/> Pretrial Services |
| <input type="checkbox"/> Community Service | <input type="checkbox"/> Psychiatric Care |
| <input type="checkbox"/> Crisis Management | <input type="checkbox"/> Public Health Programming |
| <input type="checkbox"/> Domestic Violence Programming | <input type="checkbox"/> Religious Programming |
| <input type="checkbox"/> Educational Programming (e.g., GED Testing/Prep, High School Completion) | <input type="checkbox"/> Sex Offender Treatment Programming |
| <input type="checkbox"/> Employment Training / Vocational Education | <input type="checkbox"/> Substance Abuse Programming |
| <input type="checkbox"/> Intensive Supervision | <input type="checkbox"/> Work Crew |

23. Do you track the following for the program participants:

- | | |
|--------------------------------|--|
| a. Re-arrest Recidivism | <input type="checkbox"/> Yes <input type="checkbox"/> No |
| b. Re-conviction Recidivism | <input type="checkbox"/> Yes <input type="checkbox"/> No |
| c. Re-incarceration Recidivism | <input type="checkbox"/> Yes <input type="checkbox"/> No |

24. For services that your county does not provide, do counties adjacent to you offer such services?

- | | |
|--|--|
| | <input type="checkbox"/> Yes <input type="checkbox"/> No |
| a. If yes, which counties? _____ | |
| b. Would you be willing to partner with these counties to offer such services? | <input type="checkbox"/> Yes <input type="checkbox"/> No |

Mental Health Services

25. A **mental health screening** is a brief process that indicates whether an individual likely has a mental health disorder.

- | | |
|---|--|
| a. Do you provide mental health screenings? (if no, skip to 26) | <input type="checkbox"/> Yes <input type="checkbox"/> No |
| b. Who pays for the mental health screening services? | <input type="checkbox"/> CMH ⁶ <input type="checkbox"/> County <input type="checkbox"/> Other |
| c. Who provides the mental health screening services? (if CMH or County Employed, skip to 26) | <input type="checkbox"/> CMH <input type="checkbox"/> County Employed <input type="checkbox"/> County Contracted |
| d. If County Contracted, who do you contract with to provide mental health screenings? (please specify) _____ | |

⁶ CMH should have a value of "1," County or County Employed should have a value of "2," County Contracted should have a value of "3," and Other should have a value of "4."

26. A **mental health assessment** is an in-depth process which occurs after screening and consists of gathering information, mutually conceptualizing the problem, and treatment planning.
- a. Do you provide mental health assessments? (if no, skip to 27) Yes No
 - b. Who pays for the mental health assessment services? CMH County Other
 - c. Who provides the mental health assessment services? (if CMH or County Employed, skip to 27) CMH County Employed County Contracted
 - d. If County Contracted, who do you contract with to provide the mental health assessments? (please specify) _____

27. Which of the following **mental health services** do you provide in your County?
- a. Mental health medication? (if no, skip to 27e) Yes No
 - b. Who pays for the mental health medication services? CMH County Other
 - c. Who provides the mental health medication services? (if CMH or County Employed, skip to 29e) CMH County Employed County Contracted
 - d. If County Contracted, who do you contract with to provide the mental health medication for juveniles under age 17? (please specify) _____
 - e. Mental health group sessions? (if no, skip to 27i) Yes No
 - f. Who pays for the mental health group sessions services? CMH County Other
 - g. Who provides the mental health group sessions services? (if CMH or County Employed, skip to 29i) CMH County Employed County Contracted
 - h. If County Contracted, who do you contract with to provide the mental health group sessions? (please specify) _____
 - i. Mental health individual sessions? (if no, skip to 28) Yes No
 - j. Who pays for the mental health individual sessions services? CMH County Other
 - k. Who provides the mental health individual sessions services? (if CMH or County Employed, skip to 30) CMH County Employed County Contracted
 - l. If County Contracted, who do you contract with to provide the mental health individual sessions? (please specify) _____

28. Do you have jail diversion efforts related to mental health in your County? Yes No
- a. If yes, please describe your jail diversion efforts

Budget Data

29. What was the overall budget for the sheriff's office in state fiscal year 2016? \$ _____
30. What is the average cost per day to house:
- a. a detainee in your county jail? \$ _____
 - b. a prisoner in your county jail? \$ _____
31. Are budget data available for release for this study? Yes No
- a. If yes, does the budget break down costs by personnel, capital and non-personnel costs? Yes No

32. Are prisoners required to reimburse the sheriff's office for services received? Yes No
a. If yes, what proportion of that reimbursement do you estimate your office receives? ___%
b. What is the daily rate your jail charges prisoners? \$___
33. Are detainees required to reimburse the sheriff's office for services received? Yes No
a. If yes, what proportion of that reimbursement do you estimate your office receives? ___%
b. What is the daily rate your jail charges detainees? \$___

Barriers/Challenges

34. What are the systemic barriers and/or challenges that you anticipate your office will encounter if 17-year-olds are redirected to the family court and juvenile justice systems? What benefits do you anticipate?
35. What are the financial barriers and/or challenges that you anticipate your office will encounter if 17-year-olds are redirected to the family court and juvenile justice systems? What benefits do you anticipate?

Thank you for taking the time to complete this survey.

APPENDIX D: ON-SITE DATA COLLECTION INSTRUMENTS

CIRCUIT COURTS

Michigan 17 Year Old Study Onsite Data Collection – Circuit Courts

County: _____ Date: ___/___/___
Court Number: _____ Interviewer: _____
Contact Information:
Name: _____ Phone: _____
Title: _____ Email: _____

Background: Hornby Zeller Associates, Inc. has been contracted by the Michigan Legislative Council's Criminal Justice Policy Commission to calculate the costs of increasing the maximum age of juveniles to 17. To help with that effort, we are requesting data from the circuit courts for the most recently completed fiscal year. To avoid confusion, the term "juvenile" means an individual aged 16 or younger and the term "adult" means an individual aged 17 or older.

1. What are the start and end dates of the circuit court's fiscal year?
 - a. Is financial data for the most recently completed fiscal year currently available?
 - b. If not, when will it become available?
2. In making our calculations, we are looking at financial and workload/caseflow data. Are there other types of data we should be considering?

STATISTICAL DATA

3. How many cases did your court hear during the most recently completed fiscal year?
4. Did your court process juveniles? (If yes, ask all parts of 5-7. If no, skip gray questions.)
5. Are you able to break out workload/caseflow data for:
 - a. 15- and 16-year-olds from other juveniles?
 - i. If not, what proportion of your workload do you estimate involves 15- and 16-year-olds?
 - b. 17-year-olds from other adults?
 - i. If not, what proportion of your workload do you estimate involves 17-year-olds?
6. What was the average number of each personnel title employed by the circuit court on any given day during the most recently completed fiscal year?

7. How many staff in each of the personnel titles:
 - a. Work exclusively with juvenile delinquents?
 - i. If so, approximately what percentage of their time is spent working with juvenile delinquents?
 - b. Work exclusively with juveniles who are charged or being tried as adults?
 - c. Work with both juvenile and adult offenders?
 - i. Approximately what percentage of their time is spent working with juveniles?

BUDGET AND REVENUE DATA

8. We have divided the kinds of financial information we need into revenue, personnel costs (salaries and fringe), non-personnel operating costs and capital costs that the circuit court might incur because of the change in the maximum age of juveniles. Are there any other costs we should be thinking about?
9. Can you send us a copy of the rules and/or policies governing salaries and fringe benefits (including current pay ranges for each job title)?
 Yes No (specify agency/individual that can) _____
 Yes, with exception(s) and/or caveats (specify) _____
10. Does this circuit court use the Court Calculator?
 - a. If yes, could you provide us with the per person cost by category of charges?
 Yes No (specify agency/individual that can) _____
 Yes, with exception(s) and/or caveats (specify) _____
11. For personnel costs, we need to obtain the actual salary and fringe costs incurred in the most recently completed fiscal year broken down by job title, distinguishing between staff who worked with adults, juveniles, or both.
 - a. Can you provide this data for us?
 Yes No (specify agency/individual that can) _____
 Yes, with exception(s) and/or caveats (specify) _____
12. If the minimum age of juveniles is raised to 17, will your court have sufficient resources to manage the increased caseload?
 - a. If not, based on the number of 17 year olds involved in the system currently or last year, how many additional staff do you think you will need?
 - i. Can you outline that staff need by position?
13. In what form can we obtain the most detailed non-personnel operating costs (e.g., splitting out building/rent, maintenance, phone, utilities, office supplies, postage, travel, etc.)?

- a. Do you have an itemized budget spreadsheet available that shows these items and their respective cost?
 - b. Can you provide this data for us?
- Yes No (specify agency/individual that can) _____
- Yes, with exception(s) and/or caveats (specify) _____
14. When a defendant is ordered to have an assessment completed, e.g., a psychological evaluation, who is responsible for the costs incurred to have that assessment done?
- a. How much of those costs does your court incur?
 - b. How much of those costs are reimbursed to the court, and by whom?
15. Are there likely to be any capital costs the circuit court will incur as a result of raising the maximum age of juveniles (e.g., additional equipment or facility improvements)?
- a. What capital costs are expected?
 - b. Could you provide estimates for what that may cost?
- Yes No (specify agency/individual that can) _____
- Yes, with exception(s) and/or caveats (specify) _____
16. In what form is your revenue data available (e.g., an itemized spreadsheet that breaks down revenue by source)? Revenues include state, federal, county, and/or city reimbursements; grants; fees or fines paid to the court; etc.
- a. Is there any break-out of revenues based on the offenders' status as an adult or a juvenile, or is there no distinction for revenue purposes?
 - b. Can you tell what percentage of fees and fines charged is actually collected, distinguishing between juveniles and adults?
 - c. If this court only tracks what is supposed to be received from the defendant and not what is actually recovered, is it possible to know what proportion of the revenues are recovered, doing so by adults and separately for juveniles?
 - d. Can you provide this data for us?
- Yes No (specify agency/individual that can) _____
- Yes, with exception(s) and/or caveats (specify) _____
17. Does this court use the Ability to Pay Assessment or another tool to determine fees and fines?
- a. If yes, could you provide us with the per person cost by category of charges?
- Yes No (specify agency/individual that can) _____
- Yes, with exception(s) and/or caveats (specify) _____

DATA RECEIPT

Taking into consideration the budget and statistical data we discussed today, what is the best way for us to access the data from this circuit court? (*Options: Data transfer-secure ftp server, Flashdrive, Email, Hardcopy, Mail/FedEx/Fax (to Troy).*)

OTHER

18. Other than the potential impact on personnel discussed above, what impact do you think raising the age of juveniles to 17 will have on this court, if any?
19. What specifically will need to change that will either cost or save the court money?
20. What other considerations, costs or processes do we need to take into consideration when considering the impact of raising the age of juveniles to 17?

DISTRICT COURTS

Michigan 17 Year Old Study Onsite Data Collection – District Courts

County: _____ Date: __/__/__
Court Number: _____ Interviewer: _____
Contact Information:
Name: _____ Phone: _____
Title: _____ Email: _____

Background: Hornby Zeller Associates, Inc. has been contracted by the Michigan Legislative Council's Criminal Justice Policy Commission to calculate the costs of increasing the maximum age of juveniles to 17. To help with that effort, we are requesting data from the district courts for the most recently completed fiscal year. To avoid confusion, the term "juvenile" means an individual aged 16 or younger and the term "adult" means an individual aged 17 or older.

1. What are the start and end dates of the district court's fiscal year?
 - a. Is financial data from the most recently completed fiscal year currently available?
 - b. If not, when will it become available?
2. In making our calculations, we are looking at financial and workload/caseflow data. Are there other types of data we should be considering?

STATISTICAL DATA

3. Does this district court process juveniles? (If yes, ask all parts of 4-6. If no, skip gray questions.)
4. Are you able to break out workload/caseflow data for:
 - a. 15- and 16-year-olds from other juveniles?
 - i. If not, what proportion of your workload do you estimate involves 15- and 16-year-olds?
 - b. 17-year-olds from other adults?
 - i. If not, what proportion of your workload do you estimate involves 17-year-olds?
5. What was the average number of each personnel title employed by the district court on any given day during the most recently completed fiscal year?
6. How many staff in each of the personnel titles:
 - a. Work exclusively with juvenile delinquents?
 - i. If so, approximately what percentage of their time is spent working with juvenile delinquents?
 - b. Work exclusively with juveniles who are charged or being tried as adults?
 - c. Work with both juvenile and adult offenders?
 - i. Approximately what percentage of their time is spent working with juveniles?

BUDGET AND REVENUE DATA

7. We have divided the kinds of financial information we need into revenue, personnel costs (salaries and fringe), non-personnel operating costs and capital costs that the district court might incur because of the change in the maximum age of juveniles. Are there any other costs we should be thinking about?
8. Can you send us a copy of the rules and/or policies governing salaries and fringe benefits (including current pay ranges for each job title)?
- Yes No (specify agency/individual that can) _____
- Yes, with exception(s) and/or caveats (specify) _____
9. We understand a number of district courts use a Court Calculator to develop per person costs, even being able to break out those person costs by charge category. Does your court use the Court Calculator?
- a. If yes, could you provide us with the per person cost by category of charges?
- Yes No (specify agency/individual that can) _____
- Yes, with exception(s) and/or caveats (specify) _____
10. For personnel costs, we need to obtain the actual salary and fringe costs incurred in the most recently completed fiscal year broken down by job title. Can you provide this data for us?
- Yes No (specify agency/individual that can) _____
- Yes, with exception(s) and/or caveats (specify) _____
11. In what form can we obtain the most detailed non-personnel operating costs (e.g., splitting out building/rent, maintenance, phone, utilities, office supplies, postage, travel, etc.)?
- a. Do you have an itemized budget spreadsheet available that shows these items and their respective cost?
- b. Can you provide this data for us?
- Yes No (specify agency/individual that can) _____
- Yes, with exception(s) and/or caveats (specify) _____
12. When a defendant is ordered to have an assessment completed, e.g., a psychological evaluation, who is responsible for the costs incurred to have that assessment done?
- a. How much of those costs does your court incur?
- b. How much of those costs are reimbursed to the court, and by whom?

13. Are there likely to be any capital costs the district court will incur as a result of raising the maximum age of juveniles (e.g., additional equipment or facility improvements)?
- a. What capital costs are expected?
 - b. Could you provide estimates for what that may cost?

Yes No (specify agency/individual that can) _____

Yes, with exception(s) and/or caveats (specify) _____

14. In what form is your revenue data available (e.g., an itemized spreadsheet that breaks down revenue by source)? Revenues include state, federal, county, and/or city reimbursements; grants; fees or fines paid to the court; etc.
- a. Can you tell what percentage of fees and fines charged is actually collected?
 - b. If this court only tracks what is supposed to be received from the defendant and not what is actually recovered, is it possible to know what proportion of the revenues are recovered?
 - d. Can you provide this data for us?

Yes No (specify agency/individual that can) _____

Yes, with exception(s) and/or caveats (specify) _____

15. Does this court use the Ability to Pay Assessment or another tool to determine fees and fines?
- a. If yes, could you provide us with the per person cost by category of charges?

Yes No (specify agency/individual that can) _____

Yes, with exception(s) and/or caveats (specify) _____

DATA RECEIPT

Taking into consideration the budget and statistical data we discussed today, what is the best way for us to access the data from this district court? (*Options: Data transfer-secure ftp server, Flashdrive, Email, Hardcopy, Mail/FedEx/Fax (to Troy).*)

OTHER

- 16. What impact do you think raising the age of juveniles to 17 will have on this court?
- 17. What specifically will need to change that will either cost or save money?
- 18. What other considerations, costs or processes do we need to take into consideration when considering the impact of raising the age of juveniles to 17?

PROSECUTING ATTORNEYS

Michigan 17 Year Old Study Onsite Data Collection – Prosecuting Attorneys

County: _____ Date: ___/___/___
Court Number: _____ Interviewer: _____
Contact Information:
Name: _____ Phone: _____
Title: _____ Email: _____

Background: Hornby Zeller Associates, Inc. has been contracted by the Michigan Legislative Council's Criminal Justice Policy Commission to calculate the costs of increasing the maximum age of juveniles to 17. To help with that effort, we are requesting data from prosecuting attorneys' offices for the most recently completed fiscal year. To avoid confusion, the term "juvenile" means an individual aged 16 or younger and the term "adult" means an individual aged 17 or older.

1. What are the start and end dates of the prosecuting attorney's office fiscal year?
 - a. Is financial data from the most recently completed fiscal year currently available?
 - b. If not, when will it become available?
2. In making our calculations, we are looking at financial and workload/caseflow data. Are there other types of data we should be considering?

STATISTICAL DATA

3. Do you have data on how many cases the prosecuting attorney's office received, how many were diverted, completed or otherwise disposed of and how many were active on the last day of the fiscal year?
 Yes No (specify agency/individual that can) _____
 Yes, with exception(s) and/or caveats (specify) _____
4. Are you able to break out workload/caseflow data for:
 - a. 15- and 16-year-olds from other juveniles?
 - b. 17-year-olds from other adults? Yes No (specify agency/individual that can) _____
If no, what proportion of your workload do you estimate involved 15- and 16-year-olds?
If no, what proportion of your workload do you estimate involved 17-year-olds?
 Yes, with exception(s) and/or caveats (specify) _____

5. What was the average number of each personnel title employed by the prosecuting attorney's office on any given day during the most recently completed fiscal year?
6. How many staff in each of the personnel titles:
 - a. Work exclusively with juvenile delinquents?
 - i. Do any of these staff also work with non-delinquent juveniles?
 - ii. If so, approximately what percentage of their time is spent working with juvenile delinquents?
 - b. Work exclusively with juveniles who are charged or being tried as adults?
 - c. Work with both juvenile and adult offenders?
 - i. Approximately what percentage of their time is spent working with juveniles?
 - ii. Approximately what percentage of their time is spent working with 17-year-old offenders?

BUDGET AND REVENUE DATA

7. We have divided the kinds of financial information we need into revenue, personnel costs (salaries and fringe), non-personnel operating costs and capital costs that the prosecuting attorney's office might incur because of the change in the maximum age of juveniles. Are there any other costs we should be thinking about?
8. Can you send us a copy of the rules and/or policies governing salaries and fringe benefits (including current pay ranges for each job title)?
 Yes No (specify agency/individual that can) _____
 Yes, with exception(s) and/or caveats (specify) _____
9. For personnel costs, we need to obtain the actual salary and fringe costs incurred in the most recently completed fiscal year broken down by job title, distinguishing between staff who worked with adults, juveniles, or both.
 - a. Can you provide this data for us?
 Yes No (specify agency/individual that can) _____
 Yes, with exception(s) and/or caveats (specify) _____
10. In what form can we obtain the most detailed non-personnel operating costs (e.g., splitting out building/rent, maintenance, phone, utilities, office supplies, postage, travel, etc.)?
 - a. Do you have an itemized budget spreadsheet available that shows these items and their respective cost?
 - b. Can you provide this data for us?
 Yes No (specify agency/individual that can) _____
 Yes, with exception(s) and/or caveats (specify) _____

11. When an offender is ordered to have an assessment completed, e.g., a psychological evaluation, who is responsible for the costs incurred to have that assessment done?
- a. How much of those costs does the prosecuting attorney's office incur?
 - b. How much of those costs are collected or reimbursed?
 - i. Who pays the cost or reimbursement (e.g., defendant, county, etc.)?
 - ii. What agency collects the payment or reimbursement?
 - c. To what extent – in type and/or volume – do the assessments completed for juveniles differ from those completed for adults (e.g., are there more completed, are they more or less expensive, does payment to have those assessments differ)?

12. Are there likely to be any capital costs the circuit court will incur as a result of raising the maximum age of juveniles (e.g., additional equipment or facility improvements)?
- a. What capital costs are expected?
 - b. Could you provide estimates for what that may cost?

Yes No (specify agency/individual that can) _____

Yes, with exception(s) and/or caveats (specify) _____

13. In what form is your revenue data available (e.g., an itemized spreadsheet that breaks down revenue by source)? Revenues include state, federal, county, and/or city reimbursements; grants; fees or fines paid to the court; etc.
- a. Is there any break-out of revenues based on the offenders' status as an adult or a juvenile, or is there no distinction for revenue purposes?
 - d. Can you provide this data for us?

Yes No (specify agency/individual that can) _____

Yes, with exception(s) and/or caveats (specify) _____

DATA RECEIPT

Taking into consideration the budget and statistical data we discussed today, what is the best way for us to access the data from this prosecuting attorney's office? (*Options: Data transfer-secure ftp server, Flashdrive, Email, Hardcopy, Mail/FedEx/Fax (to Troy).*)

OTHER

14. What impact do you think raising the age of juveniles to 17 will have on the prosecuting attorney's office?
15. What specifically will need to change that will either cost or save money?
16. What other considerations, costs or processes do we need to take into consideration when considering the impact of raising the age of juveniles to 17?

SHERIFFS

Michigan 17 Year Old Study Onsite Data Collection – Sheriff's Offices

County: _____ Date: ___/___/___
Contact Information: Interviewer: _____
Name: _____ Phone: _____
Title: _____ Email: _____

Background: Hornby Zeller Associates, Inc. has been contracted by the Michigan Legislative Council's Criminal Justice Policy Commission to calculate the costs of increasing the maximum age of juveniles to 17. To help with that effort, we are requesting data from the sheriff's offices for the most recently completed fiscal year. To avoid confusion, the term "juvenile" means an individual aged 16 or younger and the term "adult" means an individual aged 17 or older.

1. What are the start and end dates of the fiscal year for the sheriff's office?
 - a. Is financial data from the most recently completed fiscal year currently available?
 - b. If not, when will it become available?
2. In making our calculations, we are looking at financial and workload/caseload data. Are there other types of data we should be considering?

STATISTICAL DATA

3. How many beds does your jail have?
 - a. What was the overall occupancy rate for last year?
 4. For the most recently completed fiscal year, we are looking for information on how many detainees (pre-sentence) and prisoners (sentenced) your jail received, how many were released and how many were housed on the last day of the fiscal year. Can you provide that data, or at least a portion of that data?
 Yes (this is something we compile yearly anyway)
 No (specify agency/individual that can) _____
 Yes, with exception(s) and/or caveats (specify) _____
- a. Do you know how many of your detainees and prisoners are 17-year-olds?
 - i. If not, what proportion of your detainees and prisoners do you estimate are 17-year-olds?
 - ii. Are you able to provide sight and sound separation of 17-year-olds?
 - b. Do you know how many of your detainees and prisoners are 15- or 16-years-old?

- i. If not, what proportion of your detainees and prisoners do you estimate are 15- or 16-year-olds?
 - ii. Are you able to provide sight and sound separation of juveniles charged or being tried as adults?
5. Does your jail house detainees and prisoners from other counties?
 - a. If so, what counties house detainees and prisoners in your jail?
 - b. How many detainees and prisoners from each of these counties are housed in your jail currently?
6. Do you house detainees and prisoners in other counties?
 - a. If so, in what other counties do you house detainees and prisoners?
 - b. How many detainees and prisoners are housed in each of these counties?
7. What is the average number of days:
 - a. detainees spend in your jail?
 - b. prisoners spend in your jail?
8. Of the youth 15 to 16 year olds who were involved in some type of criminal behavior during the last year, either as a misdemeanor or a more serious charge, how many were released to their parents or other responsible adult without having to incur jail time?
9. How often does your county divert youth away from the justice system, e.g., not press charges when parents are able and willing to take responsibility for their youth's behavior?
 - a. What proportion of juvenile involved incidents would you say result in a youth being diverted from the justice system?
10. What was the average number of each personnel title employed by the sheriff's office on any given day during the most recently completed fiscal year?
11. How many staff in each of the personnel titles:
 - a. Work exclusively with juvenile delinquents?
 - b. Work exclusively with juveniles who are charged or being tried as adults?
 - c. Work with both juvenile and adult offenders?
 - i. Approximately what percentage of their time is spent working with juveniles?
 - ii. Approximately what percentage of their time is spent working with 17-year-old offenders?

BUDGET AND REVENUE DATA

12. We have divided the kinds of financial information we need into personnel costs (salaries and fringe), non-personnel operating costs and capital costs that the sheriff's office might incur because of the change in the maximum age of juveniles. We are also asking for revenues you might receive to support the jail and your local programs. Are there any other costs we should be thinking about?

13. Can you send us a copy of the rules and/or policies governing salaries and fringe benefits (including current pay ranges for each job title)?

Yes No (specify agency/individual that can) _____

Yes, with exception(s) and/or caveats (specify) _____

a. Could you provide us with the per person cost of housing detainees and prisoners in jail by category of charges and/or by age?

Yes No (specify agency/individual that can) _____

Yes, with exception(s) and/or caveats (specify) _____

14. For personnel costs, we need to obtain the actual salary and fringe costs incurred in the most recently completed fiscal year broken down by job title. Can you provide these data for us?

Yes No (specify agency/individual that can) _____

Yes, with exception(s) and/or caveats (specify) _____

15. In what form can we obtain the most detailed non-personnel operating costs (e.g., splitting out building/rent, maintenance, phone, utilities, office supplies, postage, travel, etc.)?

a. Do you have an itemized budget spreadsheet available that shows these items and their respective cost?

b. Can you provide these data for us?

Yes No (specify agency/individual that can) _____

Yes, with exception(s) and/or caveats (specify) _____

16. Are there likely to be any capital costs the sheriff's office will incur as a result of raising the maximum age of juveniles (e.g., additional equipment or facility improvements)?

- a. What capital costs are expected?
- b. Could you provide estimates for what that may cost?

Yes No (specify agency/individual that can) _____

Yes, with exception(s) and/or caveats (specify) _____

17. In what form is your revenue data available (e.g., an itemized spreadsheet that breaks down revenue by source)? Revenues include state, federal, county, and/or city reimbursements; grants; fees or fines; etc.

- a. Are revenues tracked separately for the jail, investigations and other departments or divisions?
- b. If the sheriff's office only tracks what is supposed to be received from the detainee or prisoner and not what is actually recovered, is it possible to know what proportion of the revenues are recovered?
- c. Is it possible to break-out revenues based on the status as an adult or juvenile, or is there no distinction for revenue purposes?
- d. Can you provide these data for us?

Yes No (specify agency/individual that can) _____

Yes, with exception(s) and/or caveats (specify) _____

18. To what extent are offenders required to reimburse your office for tests or assessments that are administered or for damages they might cause?

- a. Does this vary by the offender's status, e.g., juvenile, under 17 treated as an adult, 17 or older?
- b. How much are the offenders required to pay and, if there is a difference between actual costs and what they are able to pay, who is responsible for the difference?
- c. Are there a prescribed set of assessments which are administered to juveniles as compared to adults? What are the factors that cause you to order an assessment or test be completed?

DATA RECEIPT

Taking into consideration the budget and statistical data we discussed today, what is the best way for us to access the data from this sheriff's office? (Options: Data transfer-secure ftp server, Flashdrive, Email, Hardcopy, Mail/FedEx/Fax to Troy).

OTHER

19. What impact do you think raising the age of juveniles to 17 will have on this sheriff's office?
20. What specifically will need to change that will either cost or save money?
21. What other considerations, costs or processes do we need to take into consideration when considering the impact of raising the age of juveniles to 17?

Problem-Solving Court	Yes	Serves Juveniles
Drug Treatment Court	<input type="checkbox"/>	Yes <input type="checkbox"/> No <input type="checkbox"/>
Family Dependency Court	<input type="checkbox"/>	Yes <input type="checkbox"/> No <input type="checkbox"/>
Mental Health Court	<input type="checkbox"/>	Yes <input type="checkbox"/> No <input type="checkbox"/>
Other (please specify):	<input type="checkbox"/>	Yes <input type="checkbox"/> No <input type="checkbox"/>
	<input type="checkbox"/>	Yes <input type="checkbox"/> No <input type="checkbox"/>

Case Volume and Processing (Please note: The following questions should correlate with the same fiscal time period as questions 17 – 19. Also, this information has been provided to HZA by SCAO, but it is important to cross reference the data for this purpose.)

8. How many petitions were filed in your court in the calendar year of 2016? ____
9. How many cases were handled on the Formal calendar in the calendar year of 2016? ____
10. How many cases were handled on the Consent calendar in the calendar year of 2016? ____
11. How many cases were diverted during the calendar year of 2016? ____
12. Please identify the assessments of juveniles your court uses below. *Check all that apply and add as necessary..*

Assessment Type	Yes
Criminogenic Risk/Needs	<input type="checkbox"/>
Education	<input type="checkbox"/>
Health	<input type="checkbox"/>
Mental Health	<input type="checkbox"/>
Substance Abuse	<input type="checkbox"/>
Sex Offender	<input type="checkbox"/>
Other (please specify):	<input type="checkbox"/>
	<input type="checkbox"/>

Services

13. In the table that follows, please identify the programs/services available to juveniles/families within your county. *Check all that apply.*

For each of the services/programs brokered by your court, identify which ones you consider to be evidence-based and which are gender specific. Please select the gender for which the programs/services are intended if gender specific or mark N/A if not gender specific.

Please record the average cost per youth for each service/program your court brokers for court-involved youth and, if possible, how many youth received each service during 2016.

Programs/Services	Currently Available	Evidence-based	Gender Specific	Average Cost per Youth	Number Served
24 Hour/7 Days/Week Crisis Intervention	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
After Hour Surveillance	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Aggression Replacement Training	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Art/Music Programming	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Cognitive Behavioral/Counseling Services	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Community Service Program	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Community-based Educational Program	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Dental Services	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Domestic Violence Programming	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Drug Testing	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Educational Programming	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Electronic Tether	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Employment Training/Vocational Education	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
EPICS	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Functional Family Therapy	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Intensive Supervision	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Juvenile Detention	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Mental Health Services	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Multi-Systemic Therapy	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Pretrial Services	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Psychiatric Services	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Public Health/Medical Treatment	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Regular Probation	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Religious/Faith Based Support	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Residential Treatment	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Sex Offender Assessment/Treatment	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Substance Abuse Assessment/Treatment	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Thinking 4 a Change	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Trauma-based Treatment	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Truancy Programming	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	
Other	<input type="checkbox"/>	<input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/> N/A <input type="checkbox"/>	\$	

14. Will there be sufficient availability of the services/programs your court brokers if the age is raised to 17?

Yes No

a. If no, which services/programs will be in short supply? *Please list.*

- i. _____
- ii. _____
- iii. _____

15. If your court is unable to provide needed services to juveniles, are there sufficient services/programs to meet those needs in neighboring counties from which your court can realistically obtain services/programs?

Yes No Not Applicable, Our county has sufficient services/programs to meet our juveniles' needs.

Detention Centers

16. Does your county/court operate a juvenile detention facility?

Yes *Please answer questions a, b and c.* No *Skip to question c.*

a. If yes, is the facility secure? Yes *Continue* No *Skip to b.*

- i. What is the secure facility's bed capacity? _____
- ii. What was the secure facility's average occupancy rate in state fiscal year 2016? _____%
- iii. What is the per diem rate you charge per youth? \$ _____

b. If yes, do you operate a non-secure facility? Yes *Continue* No *Skip to c.*

- i. What is the non-secure facility's bed capacity? _____
- ii. What was the non-secure facility's average occupancy rate in state fiscal year 2016? _____%
- iii. What is the per diem rate you charge per youth? \$ _____

c. In addition to providing detention beds, does your facility also provide residential treatment programming?

Yes *Continue* No *Skip to 17.*

- i. What is the bed capacity of the residential treatment program? _____
- ii. What was the facility's average occupancy rate in state fiscal year 2016? _____%
- iii. What is the per diem rate you charge per youth? \$ _____

Budget Data

17. What is your court's total FY 2015 – 2016 budget? \$ _____

18. How much of your court's total budget was 50% reimbursed by the Child Care Fund in FY2015 - 2016? \$ _____

19. How much of your court's total budget was supported by the County General Fund in FY2015 - 2016? \$ _____

Barriers/Challenges/Additional Comments

20. What are the barriers and/or challenges you anticipate the courts will encounter if 17-year-olds are redirected to the family court and juvenile justice systems? What benefits are anticipated?

21. What financial constraints do you anticipate the court will encounter if 17-year-olds are redirected to the family court and juvenile justice systems? What benefits are anticipated?

22. Please provide any additional information you feel should be shared.

*We appreciate you taking the time to complete this survey.
Thank You.*

Survey of Mental Health Services

Figure 2: Mental Health Screenings

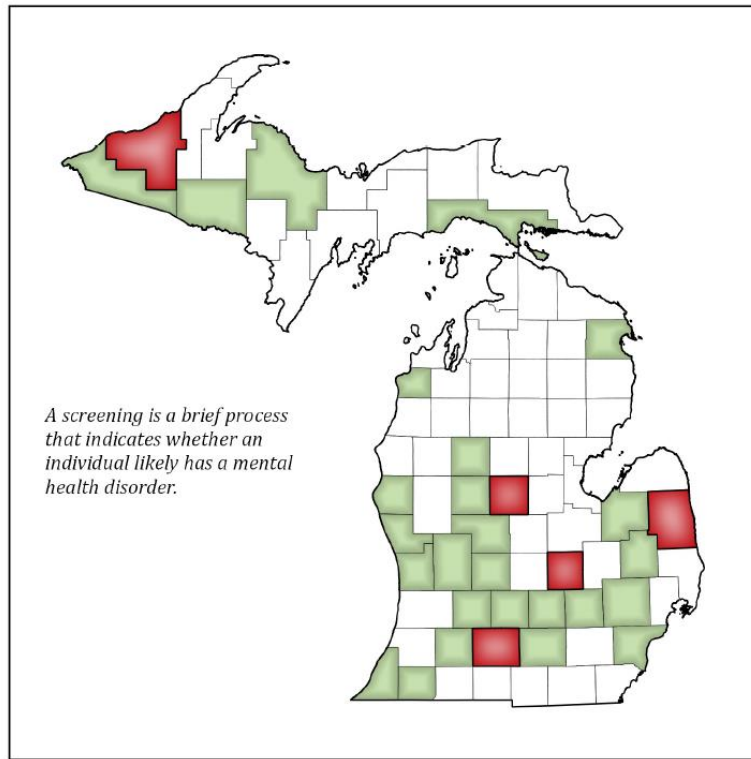
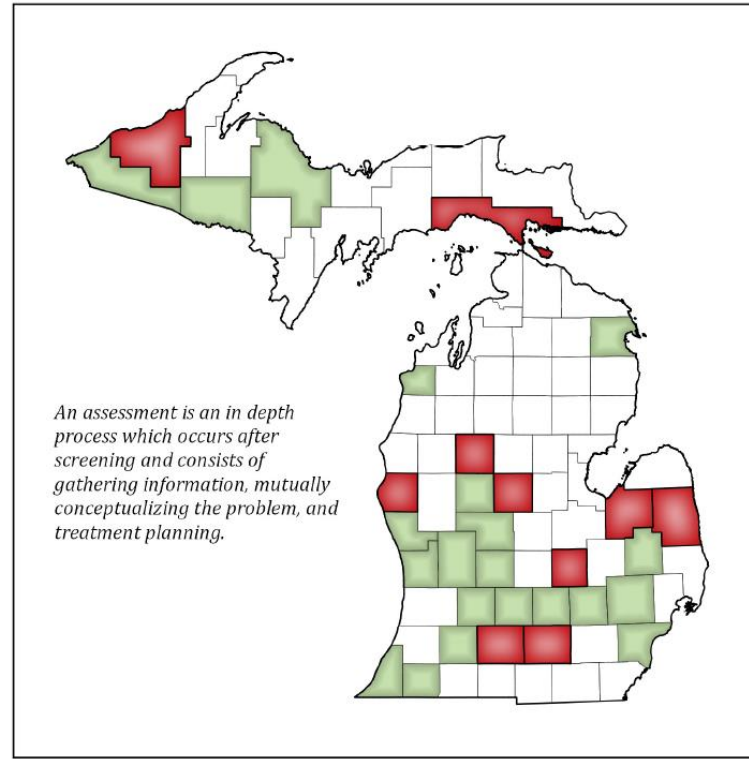
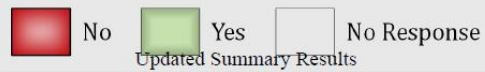


Figure 3: Mental Health Assessments



Service Provided?



Criminal Justice Policy Commission

Summary of Survey Responses - Mental Health Questions

Table 1: Prevalence of Mental Health Services

Service	Is the <i>Service</i> provided?	
	Yes	No
Screenings	26 83.87%	5 16.13%
Assessments	21 67.74%	10 32.26%
Medicine	24 80.00%	6 20.00%
Group Sessions	15 50.00%	15 50.00%
Individual Sessions	22 73.33%	8 26.67%
Diversion Efforts	20 71.43%	8 28.57%

¹ In total, 20 Sheriff's Offices and 22 Courts, provided responses to the mental health questions included in HZA's online survey. Of these 42 responses, 40 were submitted by entities from 31 different counties. The remaining 2 responses did not provide enough information to identify the county.

Table 2: Payment of Mental Health Services

Service	Who pays for the <u>Service</u> ?			
	CMH	County	Other	Combination
Screenings	7 26.92%	15 57.69%	2 7.69%	2 7.69%
Assessments	10 50.00%	7 35.00%	1 5.00%	2 10.00%
Medicine	2 8.70%	14 60.87%	4 17.39%	3 13.04%
Group Sessions	6 40.00%	7 46.67%	1 6.67%	1 6.67%
Individual Sessions	8 38.10%	12 57.14%	0 0.00%	1 4.76%

Table 3: Providers of Mental Health Services

Service	Who provides the <u>Service</u> ?			
	CMH	County	Other	Combination
Screenings	11 44.00%	7 28.00%	5 20.00%	2 8.00%
Assessments	13 65.00%	2 10.00%	4 20.00%	1 5.00%
Medicine	11 47.83%	4 17.39%	8 34.78%	0 0.00%
Group Sessions	11 73.33%	2 13.33%	2 13.33%	0 0.00%
Individual Sessions	14 66.67%	3 14.29%	4 19.05%	0 0.00%