

STORAGE NAME: h0513.jj
DATE: March 14, 1997

**HOUSE OF REPRESENTATIVES
COMMITTEE ON
JUVENILE JUSTICE
BILL RESEARCH DOCUMENT & ECONOMIC IMPACT STATEMENT**

BILL #: HB 513
RELATING TO: Juvenile and Criminal Justice
SPONSOR(S): Representative Rayson
STATUTE(S) AFFECTED: s. 20.316, F.S.
COMPANION BILL(S): SB 1022 (S) SB 494 (C) CS/SB 962 (C)
ORIGINATING COMMITTEE(S)/COMMITTEE(S) OF REFERENCE:
(1) JUVENILE JUSTICE
(2) Finance and Taxation
(3) Criminal Justice Appropriations
(4)
(5)

I. SUMMARY:

The bill deletes the time limits of 5 days and 15 days in juvenile detention for youth committing first and subsequent direct or indirect contempt of court. Youth who have failed to appear for two or more court hearings shall be placed in detention. The bill extends the number of days youth charged with capital felony, life felony, or a first degree felony can be held in detention before an adjudication hearing is held from 21 days to up to 60 days should the court grant a motion for continuance by the state or the youth's defense attorney.

The bill encourages the establishment of truancy programs in juvenile assessment centers and permits law enforcement officers to bring truant youth to such programs. The bill requires that administrative costs for any contract awarded for the purpose of providing educational services shall not exceed 10 percent of the total contracted amount.

The bill lowers the amount of damage in a criminal mischief case necessary for a third degree felony from \$1,000 to \$500 and makes a corresponding change in the offense severity ranking chart of the sentencing guidelines. The bill also makes it a second degree felony for committing grand theft auto if the person has two or more previous convictions for grand theft auto.

The bill requires proviso language in the appropriations act to transfer funds budgeted for children and youth substance abuse and mental health services for youth juvenile justice programs from the Department of Children and Families (erroneously referenced as the Department of Health in the bill) to the Department of Juvenile Justice (DJJ).

DJJ estimates of the fiscal impact of this bill range from about \$9.2 million to about \$33.8 million in detention construction costs and from about \$4.5 million to about \$14.6 million in operational costs. There would also be significant but indeterminate costs associated with the transfer of funds from DCF to DJJ and for the criminal penalty portions of this bill.

II. SUBSTANTIVE ANALYSIS:

A. PRESENT SITUATION:

Juvenile Detention Centers

The Department of Juvenile Justice (DJJ) currently operates 20 regional juvenile detention centers. Each detention center is staffed to provide supervision of youth in either secure, non-secure, or home detention care. Youth are placed in a detention center until an adjudication hearing is held or following adjudication as delinquent pending placement in a DJJ commitment program. There are very few treatment or rehabilitative services in detention facilities. There is an education component which allows youth to continue their schooling along with limited mental health and substance abuse services.

The first type of detention for youth arrested for law violations can occur prior to an adjudicatory hearing. Section 39.044(5)(b), F.S., requires that a youth may be held in detention for no longer than 21 days unless an adjudicatory hearing has been held. The court may grant continuances for cause brought by the state attorney or the youth's defense attorney. Such continuances are not included in the 21 days and the court is required to review every 72 hours to determine if the youth should continue to be held in secure detention. According to DJJ data, of the 2,035 youth in secure detention on 3/9/97, 1,161 youth were held less than 21 days prior to an adjudication hearing and 87 youth more than 21 days.

The second type of detention is following adjudication, disposition, and awaiting placement in a DJJ commitment program. Section 39.044(10) requires a youth committed to DJJ to be held in detention following disposition and awaiting placement in a commitment program. Home detention and electronic monitoring may be used for certain youth awaiting placement in a commitment program. According to DJJ data, of the 2,035 youth in secure detention on 3/9/97, 245 youth were held in secure detention awaiting placement in a commitment program.

In terms of youth awaiting placement in DJJ commitment programs, as of 3/3/97, there were 418 youth in interim secure placement (secure detention and assignment center) awaiting transfer to a commitment program and another 643 youth on community supervision awaiting placement in a commitment program.

Detention is also used for a set period of punishment for contempt of court. Section 39.0145, F.S., permits the use of secure detention as punishment for contempt of court if alternative sanctions are inappropriate or unavailable or if alternative sanctions have already been imposed and the youth failed to comply.

The 1994 Legislature provided for a juvenile alternative sanctions coordinator position in each of the state's 20 judicial circuits. Duties for this position include, among other things, the identification of appropriate and available alternatives to the secure detention of youth and to provide early intervention and prevention of contempt. These positions are under the direct supervision of each circuit's chief administrative judge of the juvenile division.

A youth found to be in direct or indirect contempt of the court may be placed in a secure detention center for 5 days for a first offense and 15 days for a second and subsequent offense. According to DJJ data, of the 2,102 youth in secure detention on 2/27/97, there were 71 youth detained for contempt of court.

State law requires that detention should be used for youth who:

- pose a substantial risk of not appearing for subsequent court hearings;
- display a substantial risk of inflicting bodily harm based on previous behavior; or
- present a history of committing serious property offenses or has been found in contempt of court.

State law also provides for detention admission criteria and the use of an objective Detention Risk Screening Instrument to determine if a youth is eligible for detention prior to an adjudicatory hearing. Unlike the adult criminal justice system, a youth cannot be bailed out of detention. However, like the adult system, a youth can be removed from secure detention and placed in non-secure detention programs such as home detention and electronic monitoring.

Secure detention facilities are constantly overcrowded. The capacity of the secure detention system is 1,604 youth. On 3/9/97, there were 2,102 youth in secure detention statewide which is a utilization rate of 131% of capacity.

The extent to which secure detention centers are overcrowded varies across the state. For example, on 3/9/97, the Seminole Regional Detention Center was 85% over capacity while the Palm Beach Regional Detention Center was 100% capacity.

Funding for the state's juvenile detention system represents about 16% of the state's entire juvenile justice operating budget. In FY 1995-96, DJJ spent about \$72.5 million on detention care which includes about \$6 million for contracted services such as medical/dental care, detention beds, and nonsecure detention slots.

The average state cost for secure detention has dropped from \$93 to \$88 per youth per day largely because overcrowding reduces the per diem costs. The most recent data available from the Juvenile Justice Advisory Board show that per day detention costs range from \$73 at the Hillsborough Regional Detention Center to \$155 at the Broward Regional Detention Center.

Juvenile Assessment Centers

Section 39.0471, F.S., provides for the establishment of juvenile assessment centers. DJJ is required to work cooperatively with substance abuse facilities, mental health providers, law enforcement agencies, schools, health service providers, and other community agencies to establish an assessment center in each of the 15 DJJ service districts. These assessment centers provide central intake and screening services for youth arrested by law enforcement.

The state's first juvenile assessment center was developed in Hillsborough County in 1993 to address the need for:

- reducing the amount of time spent by law enforcement officers in processing youth arrested for delinquent offenses;
- a centralized booking process for arrested youth; and
- a coordinated response to juvenile crime through assessing youth and referring them to appropriate programs.

Currently, there are six comprehensive juvenile assessment centers around the state. Each of these centers provides services for youth who are truant from school. There are also three modified assessment centers which provide limited services focused on the intake of youth arrested by law enforcement officers.

DJJ and Education Programs

The Department of Juvenile Justice contracts with local school districts to provide educational services for youth in DJJ programs. Currently, there is no statutory direction as to the limit of administrative costs incurred by school districts when educational services are contracted to DJJ.

Criminal Mischief

Section 806.13, F.S., defines the penalties for criminal mischief. Under current law, it is a second degree misdemeanor if the damage to the property is less than \$200 and a first degree misdemeanor if the damage is greater than \$200 and less than \$1,000. It is a third degree felony if the damage is greater than \$1,000. A third degree felony criminal mischief offense is currently ranked in level 2 in the offense severity ranking chart of the sentencing guidelines pursuant to s. 921.0012, F.S.

Theft of a Motor Vehicle

Section 812.014, F.S., provides that it is a grand theft of the third degree and a felony of the third degree if, among other enumerated property, the property is a motor vehicle.

Section 39.054(10), F.S., provides that a youth adjudicated delinquent for grand theft of a motor vehicle, upon a first adjudication, may be placed in a boot camp and be ordered to complete a minimum of 50 hours of community service. Upon a second adjudication, the judge may place the youth in a boot camp and order the youth to perform 100 hours of community service. Upon a third adjudication, the youth can be ordered to be placed in a boot camp or other treatment program and be required to complete 250 hours of community service. A youth may be placed in a boot camp, pursuant to s. 39.057, F.S., if he or she is at least 14 years of age but less than 18 years of age, is adjudicated for a felony (other than a capital felony, life felony, or violent felony of the first degree) and is committed to DJJ.

Section 39.052, F.S., requires a state attorney to direct file a youth, regardless of the youth's age, to adult court for stealing a motor vehicle and while in possession of the motor vehicle, serious bodily injury or death was caused to a person not involved in the offense. The driver of the stolen vehicle and all willing passengers in the motor vehicle are subject to mandatory transfer to adult court.

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Section 39.052, F.S., requires each State Attorney to have written policies on when a youth will be direct filed to adult court. For example, in the Fifteenth Judicial Circuit (Palm Beach County), the State Attorney will direct file a youth to adult court if the youth is age 16 or 17 and has two or more separate grand theft auto convictions and is currently charged with grand theft auto.

Unlike juveniles, adults are sentenced for offenses based on scores derived from sentencing guidelines. Chapter 921, F.S., provides for how offenders are to be scored based upon current offenses, prior offenses history, and victim injury. Offenses are ranked in 10 levels based on the seriousness of the offense with level 10 being the most serious.

Currently, grand theft of a motor vehicle is ranked in level 4. Should the offender have a grand theft auto as his or her primary offense and the offender has three or more prior grand theft autos, an offender's score on the sentencing guidelines worksheet is multiplied by one and one-half. This multiplier is intended to increase the sentence for multiple thefts of motor vehicles.

Substance Abuse and Mental Health Programs in DJJ

Currently, the Alcohol, Drug Abuse, and Mental Health program within the Department of Children and Families (DCF) is funded to provide substance abuse and mental health programs and services for youth in DJJ programs. These services are provided to youth in DJJ programs based on identified needs of the youth.

Currently, DCF receives funding in the amount of about \$16.1 million for substance abuse services which is specifically targeted for youth in juvenile justice programs. An additional \$9 million is used at the discretion of DCF district administrators for prevention and early intervention substance abuse programs. Although these funds are prioritized for youth in juvenile justice programs, these dollars tend to fund programs serving primarily children and youth who have not been arrested and referred to DJJ.

About \$22 million is appropriated to DCF for children's mental health services. According to DCF staff, about 23% of these funds are expended on purchasing treatment services for youth in juvenile justice residential programs. The remaining funds are used primarily for children and youth who have not been referred to the juvenile justice system.

Based on information provided to the Office of Program Policy Analysis and Government Accountability (OPPAGA) in its review of DJJ's residential commitment programs (Report No. 96-48), DJJ estimates that about one-third of the youth in such programs have serious mental disorders, such as a developmental disability, mental illness, or severe behavioral problem resulting from abuses or other injury. In addition, OPPAGA estimates that about 5% of the youth in residential commitment programs had been adjudicated for sex offenses and that about 10% had previous charges for sex offenses.

Currently, DJJ has limited specialized commitment programs for youth with severe mental illness or are sex offenders. DJJ does contract with a number of agencies to provide substance abuse treatment for youth on community supervision and in commitment programs.

B. EFFECT OF PROPOSED CHANGES:

The bill deletes the time limits a youth can serve in secure detention for direct or indirect contempt of court. Should alternative sanctions be unavailable or inappropriate, a youth placed in secure detention by the court as punishment for contempt will serve a number of days determined by the judge at his or her discretion.

The bill requires a youth to be detained who has failed to appear in court on two separate occasions on the same case. The bill specifies the number of times a youth misses court hearings in determining whether to detain the youth. Current law requires detention should the youth pose a risk of not appearing for subsequent court hearings presumably based upon previous actions.

The bill extends the number of days certain youth can be detained before an adjudicatory hearing is held from 21 days to 60 days. Courts may, upon a motion by the state attorney or the youth's attorney, find cause to grant a continuance requiring a youth charged with a capital felony, life felony, or felony of the first degree held in detention beyond the current 21 days, but in no event beyond 60 days. Either the state attorney or the youth's defense attorney may bring a motion for a continuance before the court if the nature of the charge requires additional time to prepare for an adjudicatory hearing.

The bill authorizes and encourages juvenile assessment centers to establish truancy programs either as a central intake and screening program or work cooperatively with any established truancy programs in the community. Such programs may be used by law enforcement officers who take truant students into custody.

The bill requires that administrative costs for any contract awarded for the purpose of providing educational services to youth in DJJ programs shall not exceed 10 percent of the total contracted amount.

The bill changes the amount of damage resulting from criminal mischief for a first degree misdemeanor from an amount greater than \$200 but less than \$1,000 to an amount greater than \$200 but less than \$500. The bill also changes the amount of damage for a third degree felony criminal mischief from an amount \$1,000 or greater to an amount \$500 or greater. A corresponding change is made for the third degree felony criminal mischief in the offense severity ranking chart of the sentencing guidelines.

The bill makes it a second degree felony for a person who commits a grand theft of a motor vehicle and who has previously been convicted of two or more motor vehicle thefts. Current law provides that a person committing grand theft of a motor vehicle is committing a felony of the third degree.

And finally, the bill requires in the annual appropriations act a provision that DJJ be allocated that portion of the funds in the budget category for the Alcohol, Drug Abuse, and Mental Health Program Office within the Department of Children and Families Services designated substance abuse treatment and mental health placements for youth in DJJ programs. These funds will be placed in each DJJ district budget for distribution by each district juvenile justice manager. Also, a provision shall be made in the annual

appropriations act for discretionary funds to each district for the purpose of providing services to youth with special needs in DJJ programs such as substance abuse and mental health needs.

C. APPLICATION OF PRINCIPLES:

1. Less Government:

a. Does the bill create, increase or reduce, either directly or indirectly:

(1) any authority to make rules or adjudicate disputes?

No.

(2) any new responsibilities, obligations or work for other governmental or private organizations or individuals?

No.

(3) any entitlement to a government service or benefit?

No.

b. If an agency or program is eliminated or reduced:

(1) what responsibilities, costs and powers are passed on to another program, agency, level of government, or private entity?

Not applicable.

(2) what is the cost of such responsibility at the new level/agency?

Not applicable.

(3) how is the new agency accountable to the people governed?

Not applicable.

2. Lower Taxes:

a. Does the bill increase anyone's taxes?

No.

b. Does the bill require or authorize an increase in any fees?

No.

c. Does the bill reduce total taxes, both rates and revenues?

No.

d. Does the bill reduce total fees, both rates and revenues?

No.

e. Does the bill authorize any fee or tax increase by any local government?

No.

3. Personal Responsibility:

a. Does the bill reduce or eliminate an entitlement to government services or subsidy?

No.

b. Do the beneficiaries of the legislation directly pay any portion of the cost of implementation and operation?

No.

4. Individual Freedom:

a. Does the bill increase the allowable options of individuals or private organizations/associations to conduct their own affairs?

Not applicable.

b. Does the bill prohibit, or create new government interference with, any presently lawful activity?

Not applicable.

5. Family Empowerment:

a. If the bill purports to provide services to families or children:

- (1) Who evaluates the family's needs?

Children and families needs will be evaluated either by the Department of Juvenile Justice intake and assessment staff or under a contract with a juvenile assessment center. Evaluations are also made by the court in determining the appropriate disposition for the youth.

- (2) Who makes the decisions?

The court and the Department of Juvenile Justice make decisions.

- (3) Are private alternatives permitted?

Juvenile assessment centers are operated through collaborative partnerships between public and private entities.

- (4) Are families required to participate in a program?

In most cases, yes.

- (5) Are families penalized for not participating in a program?

In some cases, yes.

- b. Does the bill directly affect the legal rights and obligations between family members?

Not applicable.

- c. If the bill creates or changes a program providing services to families or children, in which of the following does the bill vest control of the program, either through direct participation or appointment authority:

- (1) parents and guardians?

Not applicable.

- (2) service providers?

Not applicable.

- (3) government employees/agencies?

Not applicable.

D. SECTION-BY-SECTION ANALYSIS:

SECTION 1. Amends s. 39.0145(2)(a), F.S., eliminating the 5 and 15 day limits for youth placed in detention by the court for direct or indirect contempt.

SECTION 2. Amends s. 39.025(8)(b), F.S., removing the Department of Health and Rehabilitative Services as required for community juvenile justice partnership grants.

SECTION 3. Amends s. 39.044(2) and (5), F.S., requiring youth to be detained for failing to appear in court on two separate occasions; permits the court to grant a motion by the state attorney or the youth's defense attorney for a continuance beyond 21 days up to 60 days for youth held in detention centers.

SECTION 4. Reenacts ss. 39.038(4), 39.042(2), 39.0445, 39.049, 39.064, and 790.22(8), F.S., for the purpose of incorporating amendments to s. 39.044, F.S.

SECTION 5. Amends s. 39.0471, F.S., authorizing juvenile assessment centers to establish truancy programs; permits law enforcement officers to transport or refer truant youth to such programs.

SECTION 6. Amends s. 230.02361(7), F.S., 1996 Supplement, requiring that administrative costs for contracts between a school district and a provider for educational services shall not exceed 10 percent of the total contract amount.

SECTION 7. Amends s. 806.12(1)(b), F.S., changing the amount of damage in a criminal mischief case from a maximum of \$1,000 to \$500 for a first degree misdemeanor; changing the minimum amount of damage for a third degree felony criminal mischief from \$1,000 to \$500.

SECTION 8. Amends s. 921.0012(3)(b), F.S., making a change in the offense severity ranking chart for criminal mischief to conform to section 7.

SECTION 9. Amends s. 812.014(2)(c), F.S., making it a second degree felony for a person committing a grand thief auto who has two previous grand theft auto convictions.

SECTION 10. Reenacts s. 39.052(3), F.S., for the purpose of incorporating amendments to s. 812.014, F.S.

SECTION 11. Creates in Laws of Florida that proviso language be in the appropriations act to transfer certain funds budgeted in the Alcohol, Drug Abuse, and Mental Health Program Office erroneously referenced to the Department of Health for substance abuse and mental health services for youth in the juvenile justice system to be transferred to the Department of Juvenile Justice.

SECTION 12. Creates an effective date of October 1, 1997.

III. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT:

A. FISCAL IMPACT ON STATE AGENCIES/STATE FUNDS:

1. Non-recurring Effects:

Detention and Contempt of Court

DJJ estimates that removing the current time limits judges can order youth to be held in detention for direct and indirect contempt would result in a range of non-recurring costs based upon additional time youth found in contempt would spend in detention beyond the current 15 days maximum length of stay.

Should all youth placed in detention be held 5 additional days beyond the current 15 days maximum length of stay, there would be a need for 8 additional detention beds needed at a construction cost of \$604,000 for FY 1997/98.

Should youth found in contempt of court be held an additional 30 days, there would be a need for 46 additional detention beds at a construction cost of \$3,335,000 for FY 1997/98.

Detention for Missing Court Hearings

DJJ estimates that requiring secure detention for youth who miss two consecutive court hearings could result in the need for 125 additional secure detention beds at a construction cost of \$9,062,500 in FY 1997/98.

These costs would be significantly lower assuming that only one-third of these youth would be placed in secure detention (42 beds needed at a construction cost of \$3,045,000) and the remaining youth would be placed on home detention with electronic monitoring.

Extending Pre-Adjudicatory Detention Time for Certain Youth

DJJ estimates that extending the time limit for detention from 21 days before an adjudication hearing is held to up to 60 days for youth charged with a capital felony, life felony, or 1st degree felony could have a significant fiscal impact.

Ten additional days beyond the 21 days would result in the need for 76 additional secure detention beds at a construction cost of \$5,510,000 in FY 1997/98. Should all of these youth be held 60 days, 295 detention beds would be needed at a construction cost of \$21,387,500 in FY 1997/98.

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2. Recurring Effects:

DJJ estimates that there would be significant recurring operational costs associated with the additional beds needed resulting from provisions in this bill.

Detention and Contempt of Court

DJJ estimates annual operational costs for removing the time limits for how long a youth can be held in secure detention for contempt of court range from \$240,370 for 8 additional detention beds to \$1,442,220 for 46 additional beds.

Detention for Missing Court Hearings

Requiring detention for youth who miss two court hearing would result in annual operational costs ranging from \$3,917,300 for the 125 additional beds needed to \$1,305,480 for 42 secure detention beds needed if home detention were used.

Annual operational costs for these youth placed on home detention with electronic monitoring would be \$561,541.

Extending Pre-Adjudicatory Detention Time for Certain Youth

Extending the time limit from 21 days before an adjudicatory hearing were held to up to 60 days would require annual operational costs ranging from \$2,372,740 for 76 additional detention beds to \$9,253,686 in annual operational costs for 295 additional beds.

3. Long Run Effects Other Than Normal Growth:

None.

4. Total Revenues and Expenditures:

DJJ estimates of the fiscal impact of this bill range from about \$9.2 million to about \$33.8 million in non-recurring construction costs for new detention beds and from about \$4.5 million to about \$14.6 in recurring operational costs.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS AS A WHOLE:

1. Non-recurring Effects:

None.

2. Recurring Effects:

None.

3. Long Run Effects Other Than Normal Growth:

None.

C. **DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:**

1. Direct Private Sector Costs:

None.

2. Direct Private Sector Benefits:

None.

3. Effects on Competition, Private Enterprise and Employment Markets:

None.

D. **FISCAL COMMENTS:**

Fiscal impacts for those sections of this bill related to juvenile detention are difficult to estimate since it requires knowing how long juvenile court judges will sentence youth to secure detention for contempt. Also, it is difficult to estimate the extent to which state attorneys and defense attorneys would ask the court for continuances beyond the 21 days before an adjudicatory hearing were held.

In addition, since the criminal penalty provisions of this bill applies to adults as well as juveniles, there could be a fiscal impact on the criminal justice system and the Department of Corrections should additional offenders be sentenced to serve their sentence in prison. These costs are unknown at this time until the bill is presented before the Criminal Justice Impact Conference.

Should funds currently appropriated to the Department of Children and Families for substance abuse and mental health services for children and youth in Department of Juvenile Justice programs be transferred to DJJ, DJJ would need additional staff to manage and review the use of these funds.

IV. CONSEQUENCES OF ARTICLE VII, SECTION 18 OF THE FLORIDA CONSTITUTION:

A. **APPLICABILITY OF THE MANDATES PROVISION:**

This bill relates to criminal prosecutions and is therefore exempt from the mandates provision.

B. **REDUCTION OF REVENUE RAISING AUTHORITY:**

This bill does not reduce the revenue raising authority of cities and counties.

C. **REDUCTION OF STATE TAX SHARED WITH COUNTIES AND MUNICIPALITIES:**

This bill does not reduce the percentage of a state tax shared with counties and municipalities.

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V. COMMENTS:

According to a Department of Children and Families (DCF) analysis of this bill, redirecting funds from the Alcohol, Drug Abuse, and Mental Health Program Office in DCF to the Department of Juvenile Justice would result in a loss of continuous substance abuse prevention and treatment services and mental health services for children and youth who move in and out of the juvenile justice system.

The bill as currently drafted in section 11 makes an erroneous reference to the Department of Health. The correct reference should be the Department of Children and Families.

Since the bill increases criminal penalties, it should be made explicit in the enacting clause that these relevant portions of the bill apply for offenses occurring on or after the enacting date.

VI. AMENDMENTS OR COMMITTEE SUBSTITUTE CHANGES:

None.

VII. SIGNATURES:

COMMITTEE ON JUVENILE JUSTICE:

Prepared by:

Legislative Research Director:

Ken Winker

Ken Winker