



Legislative Council Staff

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Final Fiscal Note

Drafting Number: LLS 21-0997 **Date:** September 14, 2021
Prime Sponsors: Rep. Herod **Bill Status:** Signed into Law
 Sen. Moreno; Gonzales **Fiscal Analyst:** Aaron Carpenter | 303-866-4918
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Bill Topic: COSTS ASSESSED TO JUVENILES IN THE CRIMINAL JUSTICE SYSTEM

Summary of Fiscal Impact:

<input checked="" type="checkbox"/> State Revenue	<input checked="" type="checkbox"/> TABOR Refund
<input checked="" type="checkbox"/> State Expenditure	<input checked="" type="checkbox"/> Local Government
<input type="checkbox"/> State Transfer	<input type="checkbox"/> Statutory Public Entity

The bill repeals the requirement that juveniles pay certain court related fees and fines. The bill will reduce state and local revenue and state expenditures.

Appropriation Summary: No appropriation is required. The General Assembly could have appropriated funds to backfill lost revenue, however the bill does not include additional appropriations.

Fiscal Note Status: This fiscal note reflects the enacted bill.

Table 1
State Fiscal Impacts Under HB 21-1315

		Budget Year FY 2021-22	Out Year FY 2022-23
Revenue¹	Cash Funds	at least (\$1,115,946)	at least (\$1,115,946)
	Total Revenue	at least (\$1,115,946)	at least (\$1,115,946)
Expenditures	Cash Funds	-	(\$26,790)
	Centrally Appropriated	-	(\$8,702)
	Total Expenditures	-	(\$35,492)
	Total FTE	-	(0.5 FTE)
Transfers	Marijuana Tax Cash Fund	(\$598,000)	(\$598,000)
	Cash Funds	\$598,000	\$598,000
	Net Transfer	\$0	\$0
TABOR Refund	General Fund	at least (\$1,115,946)	at least (\$1,115,946)

¹ In addition to the annual revenue reduction shown above, the bill also vacates an estimated \$10.4 million in outstanding balances for fees, costs and surcharges owed. It is unknown what percent of this revenue would be paid in the future, nor over what time period.

Summary of Legislation

The bill repeals the requirement that juveniles pay certain court-related fees, costs, and surcharges, including:

- cost of care fees;
- prosecution costs (if the juvenile is in juvenile court);
- public defender application processing fees;
- a court reimbursement for attorney appointment when a parent is determined not to be indigent;
- the crime victim's compensation surcharge;
- the victims and witness assistance and law enforcement surcharge;
- the sex offender surcharge;
- fees related to genetic testing;
- time payment fees and late penalty fees;
- the restorative justice surcharge;
- fees related to a suitability assessment and restorative justice practices (juveniles may be charged this fee by a program, but it cannot be ordered to be paid by the court order);
- surcharges related to driving under the influence and other similar offenses; and
- fees related to community or public service.

After the effective date of this bill, the balance of any court assessment or ordered cost for specific offenses committed by a juvenile are unenforceable and not collectable. Courts must vacate these assessments and charges within six months of the bill's effective date. On or before July 1, 2022, the state court administrator must report to General Assembly the number of orders vacated and the amount of the balance of those orders.

Marijuana Tax Cash Fund transfers. The bill makes the following transfers from the Marijuana Tax Cash Fund: \$13,000 to the Restorative Justice Surcharge Fund; \$311,000 to the Crime Victim Compensation Fund; and \$274,000 to the Victims and Witnesses Assistance and Law Enforcement Fund. The bill requires the state court administrator to distribute the money for the Crime Victim Compensation Fund and the Victims and Witnesses Assistance and Law Enforcement Fund to each judicial district in proportion to each district's percentage collected for those funds from FY 2016-17 to FY 2018-19.

State Revenue

Starting in FY 2021-22 the bill will decrease state revenue by an estimated \$1.1 million per year. Table 2 below shows the estimated decrease in revenue to each fund, based on a three-year average of collection data from the Judicial Department. In addition, the bill vacates an estimated \$10.4 million in outstanding fees and surcharges, which potentially reduces revenue collections in future years.

Table 2
Estimated Revenue Loss Under HB 21-1315

Fund Description	Revenue Impact
Victim Compensation Funds ¹	(\$310,555)
Victim Assistance Funds ¹	(\$273,811)
Collections Enhancement Fund	(\$195,669)
Offender Identification Fund	(\$86,322)
Sex Offense-related	(\$72,547)
Public Defender Application and Parental Refusal Fees	(\$69,817)
Juvenile Cost of Care Fee	(\$27,095)
Attorney Fee Reimbursement	(\$21,723)
Restorative Justice Service Surcharge ¹	(\$12,846)
Cost of Prosecution	(\$11,442)
Sheriff – Extradition and Cost Recovery	(\$10,372)
Probation Recoveries	(\$9,631)
Useful Public Service Fee	(\$7,110)
Other Fees and Surcharges	(\$4,814)
Court Costs	(\$2,192)
Total	(\$1,115,946)

¹ The bill transfers Marijuana Tax Cash Fund to these funds to backfill revenue loss, see State Transfers Section below.

In addition to the loss of revenue identified above, the bill also requires the courts to vacate the balance of any court assessment or ordered cost for specific offenses in juvenile delinquency cases. Based on collections data from the Judicial Department, the fiscal note estimates \$10.4 million will be vacated. It is unknown what percentage of this outstanding balance would have been collected over future years, and when it would be received; therefore, an exact annual impact cannot be estimated.

State Transfers

The bill annually transfers a total of \$598,000 from the Marijuana Tax Cash Fund to the various state cash funds to backfill revenue loss under the bill, as shown in Table 3.

Table 3
Transfers Under HB 21-1315

Funds	FY 2021-22	FY 2022-23
Marijuana Tax Cash Fund	(\$598,000)	(\$598,000)
Victim Compensation Funds	\$311,000	\$311,000
Victims and Witnesses Assistance and Law Enforcement Fund	\$274,000	\$274,000
Restorative Justice Surcharge Fund	\$13,000	\$13,000
Net Transfer	\$0	\$0

State Expenditures

Beginning in FY 2021-22, the bill will both increase and reduce state expenditures in the Judicial Department, as shown in Table 4 and discussed below.

**Table 4
Expenditures Under HB 21-1315**

	FY 2021-22	FY 2022-23
Judicial Department		
Personal Services	-	(\$26,315)
Operating Expenses	-	(\$475)
Centrally Appropriated Costs ¹	-	(\$8,702)
Total Cost	-	(\$35,492)
Total FTE	-	(0.5 FTE)

¹ Centrally appropriated costs are not included in the bill's appropriation.

Collections staff impacts. Starting in FY 2021-22, the bill increases workload for the Judicial Department to complete recalls and to vacate orders on outstanding debt for persons convicted of offenses as a juvenile. This increase will be offset by reduced workload for staff to no longer create payment plans for collecting the types of fees and surcharges eliminated by the bill, and no change in appropriations is required. Once the initial work vacating orders is complete, the Judicial Department will have ongoing costs savings of \$35,492 and 0.5 FTE in FY 2022-23 and future fiscal years related to reduced preparation of payment plans.

Backfill of lost revenue. While the bill reduces revenue to various cash funds, it does not change the programs and duties that are supported from these fund sources. The bill transfers \$0.6 million to partially backfill this lost revenue. To fully mitigate this loss in revenue after accounting for transfers included in the bill, the General Assembly may choose to appropriate or transfer an additional \$0.5 million from the General Fund or another fund each year. This backfill amount does not account for any lost revenue from vacating outstanding balances, since the fiscal note cannot estimate the amount or timing of that revenue. Without a backfill, the fiscal note assumes that any reductions in appropriations to programs supported by affected cash funds would be accounted for through the annual budget process based on actual revenue and available cash fund balances.

Centrally appropriated costs. Pursuant to a Joint Budget Committee policy, certain costs associated with this bill are addressed through the annual budget process and centrally appropriated in the Long Bill or supplemental appropriations bills, rather than in this bill. These costs, which include employee insurance and supplemental employee retirement payments, are estimated to be reduced by \$8,702 in FY 2022-23.

TABOR refunds. The bill is expected to decrease the amount of state revenue required to be refunded to taxpayers by the amounts shown in the State Revenue section above. TABOR refunds are paid from the General Fund. This estimate is based on the June 2021 LCS revenue forecast, which incorporates the revenue impacts of bills passed during the 2021 session. A forecast of state revenue subject to TABOR is not available beyond FY 2022-23.

Federal ARPA funds. This bill decreases state revenue, which may impact the state's flexibility in spending federal American Rescue Plan Act (ARPA) funds. For more information, see the LCS memo, titled "Legislative Changes and Flexibility in Use of American Rescue Plan Funds," available online at: <https://leg.colorado.gov/node/2211881>.

Local Governments

To the extent the bill reduces criminal justice fees that are passed on to local governments, revenue to local governments will decrease.

Effective Date

This bill was signed into law by the Governor and took effect on July 6, 2021.

State Appropriations

No appropriation is required and the bill does not appropriate any additional funds; however, the General Assembly could have appropriated up to \$517,946 from the General Fund, or another fund, to backfill lost revenue to various cash funds. This amount represents the difference between the lost revenue shown in Table 2 and the transfers shown in Table 3.

State and Local Government Contacts

Counties
Information Technology

District Attorneys
Judicial

Human Services
Revenue