

Completed by County Counselor's Office			
Action Requested:	Ordinance	Res.Ord No.:	5547
Sponsor(s):	Ronald E. Finley	Legislature Meeting Date:	9/20/2021

Introduction
Action Items: ['Appropriate']
Project/Title:
Ordinance appropriating funds to support the additional services needed for Emerging Adult Population

Request Summary
<p>This is a request to appropriate an additional \$397,366.00 from the 2021 general revenue undesignated fund balance to the Family Court Division general fund in response to legislation that raises the age of youth to 17 that are handled by juvenile courts in Missouri as of July 1, 2021. The plan for servicing the emerging adults in juvenile courts is attached and provides the justification for the requested additional appropriations for this year in order to provide more staffing and resources to meet the new requirements set forth by the Missouri legislature.</p> <p>Please appropriate the \$397,366.00 into the accounts listed within this request.</p>

Contact Information			
Department:	Circuit Court	Submitted Date:	8/13/2021
Name:	Carl.Bayless	Email:	carl.bayless@courts.mo.gov
Title:	Grant/Revenue/Contract Accountant	Phone:	816-435-4775

Budget Information			
Amount authorized by this legislation this fiscal year:			\$397,366
Amount previously authorized this fiscal year:			\$ 0
Total amount authorized after this legislative action:			\$397,366
Is it transferring fund?			Yes
Transferring Fund From:			
Fund:	Department:	Line Item Account:	Amount:
001 (General Fund)	9999 (*)	32810 (Undesignated Fund Balance)	\$397,366

Request for Legislative Action

Transferring Fund To:			
Fund:	Department:	Line Item Account:	Amount:
001 (General Fund)	2101 (Family Court)	55010 (Regular Salaries)	\$92,304
001 (General Fund)	2101 (Family Court)	55040 (FICA Taxes)	\$7,062
001 (General Fund)	2101 (Family Court)	55050 (Pension Contribution)	\$12,646
001 (General Fund)	2101 (Family Court)	55060 (Insurance Benefits)	\$14,175
001 (General Fund)	2101 (Family Court)	56080 (Other Professional Services)	\$57,184
001 (General Fund)	2101 (Family Court)	56430 (Telephone Utility)	\$5,400
001 (General Fund)	2101 (Family Court)	56790 (Other Contractual Services)	\$136,950
001 (General Fund)	2101 (Family Court)	57230 (Other Operating Supplies)	\$42,900
001 (General Fund)	2101 (Family Court)	58150 (Office Furniture & Fixtures)	\$17,525
001 (General Fund)	2101 (Family Court)	58170 (Other Equipment)	\$ 720
001 (General Fund)	2101 (Family Court)	58171 (Personal Computers/Accessories)	\$10,500

Prior Legislation	
Prior Ordinances	
Ordinance:	Ordinance date:
Prior Resolution	
Resolution:	Resolution date:

Purchasing	
Does this RLA include the purchase or lease of supplies, materials, equipment or services?	No
Chapter 10 Justification:	
Core 4 Tax Clearance Completed:	
Certificate of Foreign Corporation Received:	
Have all required attachments been included in this RLA?	

Request for Legislative Action

Compliance	
Certificate of Compliance	
Not Applicable	
Minority, Women and Veteran Owned Business Program	
Goals Not Applicable for following reason: Not spending money - appropriating	
MBE:	.00%
WBE:	.00%
VBE:	.00%
Prevailing Wage	
Not Applicable	

Fiscal Information
<ul style="list-style-type: none"> Funds sufficient for this appropriation and/or transfer are available from the source indicated on the budget information tab.

History
<p>Carl.Bayless at 8/13/2021 4:34:24 PM - [Submitted]</p> <p>Department Director: Theresa Byrd at 8/27/2021 4:57:02 PM - [Approved]</p> <p>Finance (Purchasing): Barbara J. Casamento at 8/30/2021 8:32:48 AM - [Not applicable]</p> <p>Compliance: Katie M. Bartle at 8/30/2021 10:36:12 AM - [Approved eRLA 203]</p> <p>Finance (Budget): Mark Lang at 9/1/2021 3:03:19 PM - [Approved The fiscal note has been attached.]</p> <p>Executive: Sylvya Stevenson at 9/2/2021 10:48:38 AM - [Approved]</p> <p>Legal: Elizabeth Freeland at 9/16/2021 8:30:42 AM - [Approved]</p>

Raise the Age Legislation Response
Outline – Utilization of Funding August 2021 – June 2022

Serving Emerging Adults in Juvenile Justice

As of July 1, 2021, the legislature will begin providing funding for juvenile courts to handle the prosecution of 17 year old youth, raising the age of juvenile court jurisdiction in Missouri.

Older youth who have committed delinquent offenses experience similar benefits from juvenile-court intervention as younger youth.¹ However, older youth have specific needs and circumstances that make standard probation less practical and standard probation orders less relevant to their situations. These youth are nearing adulthood and are approaching the end of the period where they can reasonably remain under the supervision of parents and in a structured classroom setting. These older youth often need to finish or continue their education, find employment, access mental health services, obtain housing and develop the life skills including budgeting and financial education. Youth in college, young parents, young adults with disabilities or medical needs, or those who identify as LGBTQ may need different resources.

Work from the Urban Institute and Annie E. Casey Foundation indicates that jurisdictions across the country are moving toward models of treatment and prevention that divert most youth from the formal juvenile justice system and reduce the number of youth on probation.² These researchers and policy advocates promote ideas of reducing the length of time juveniles spend on probation in an effort to minimize harm to youth, use courts' limited resources more efficiently, and advance racial equity.

Workload and Staffing Requirements

The increase in referrals will result in more diversion cases, hearings, detainments, and probation cases. The following table provides an overview of the numbers estimates.

Overview of Workload Estimates (Annual)

Referrals	640
Diversion Cases	328 youth
Petitions	80
Hearings	272
Detained Youth	48 youth
Probation	40 youth

This increase in workload will require additional staff to handle the cases and serve the youth.

¹ Illinois Department of Human Services, *Findings: Why Should 17-Year-Olds Be in Juvenile Court?*, <https://www.dhs.state.il.us/page.aspx?item=64924>.

² Samantha Harvell et al., *Transforming Juvenile Probation: Restructuring Probation Terms to Promote Success* (Urban Institute, April 2021).

Planning and Programming

I. Front End

The Juvenile Officer sent a letter to the Kansas City Missouri Police Department (KCPD) regarding the change in legislation. KCPD personnel agreed to share the information with police departments in the surrounding municipalities. Staff in Assessment and Development contacted Court Administrators and police departments in several of the larger municipalities in Jackson County to discuss procedures and workload estimates.

Legal Services will transfer legally sufficient referrals to the Emerging Adults Resource Unit (EARU) for diversion case planning. The Juvenile Officer plans to file formal cases for 17 year old youth referred for serious and/or violent offenses.

II. Court-Related Issues

Workload estimates indicate the need for an additional judicial officer and staff as well as an additional attorney for the juvenile officer. Case processing for 17 year old youth with formal cases will proceed in the usual fashion on the delinquency docket.

III. Services

We plan to phase in implementation of the core case management program followed by social enterprise programming for vocational training and employment.

Core Program Development and Foundations of Case Management
5 organizing features (further details in Attachment A)³:

1. Theory Of Change/Theory of Action
2. Forging Community Partnerships
3. Individualizing
4. Improvement and Goal-Based, Not Sanction and Time-Based
5. Focus on Strengths, Not Deficits
6. Use of “Care-Full” Responses to Noncompliance

We will use these organizing principles to craft a motivational interviewing style of assessment and goal setting. Community resources will include educational, vocational, substance abuse treatment, mental health counseling, housing, medical, social, and spiritual as needed with each individual youth.

Funding for wrap-around services will be required for youth diverted from formal processing as well as youth adjudicated and ordered to juvenile services. Wrap-around services will include assistance with rent, transportation, educational and training costs, vocational certification costs, household goods, clothing, fees for prosocial activities and other supplies.

³ William T. Grant Foundation. Columbia Justice Lab. A Roadmap to Reform: Key Elements of Specialized Probation for Emerging Adults. April 2021.

IV. Vocational Opportunities

We will develop relationships with local business owners to provide vocational training opportunities to generate employment for our 17 year old youth.

The opportunities include but are not limited to the following:

- Heating, Ventilation and Air Conditioning (HVAC)
- Plumbing
- Tile Installation
- Landscaping
- Painting
- Precision Machining
- Welding
- Renewable Energy
- Food Industry, including Barista

Cost Estimates

Cost estimates include:

1. Personnel costs for the fourth quarter of 2021 and the full year salary and benefits costs for required staff in 2022;
2. Equipment costs; and,
3. Estimated costs for contracted and wrap-around services.

Table 1. Personnel Costs – 4th Quarter 2021

Position	Count	Salary	Benefits	Total Cost
Attorney for the Juvenile Officer	1	\$13,722.80	\$4,995.99	\$18,718.79
Paralegal	1	\$11,174.80	\$4,444.35	\$15,619.15
Program Manager (County Grade 8)	1	\$13,338.00	\$4,912.68	\$18,250.68
Youth Transition Coach – Post Adjudication (County Grade 6)	1	\$10,613.20	\$4,322.76	\$14,935.96
Youth Transition Coach – Diversion (County Grade 6)	1	\$10,613.20	\$4,322.76	\$14,935.96
Home Detention Monitor (County Grade 5)	1	\$8,210.59	\$3,802.59	\$12,013.19
Navigators (County Grade 5)	3	\$24,631.78	\$7,357.78	\$31,989.56
Total	9	\$92,304.37	\$33,882.00	\$126,186.00

Table 2. Personnel Costs – Full Year (2022)

Position	Count	Salary	Benefits	Total Cost
Family Court Commissioner	1	\$137,745.12	\$29,654.84	\$167,399.96
Law Clerk	1	\$43,763.20	\$17,574.73	\$61,337.93
Judicial Administrative Assistant	1	\$32,184.67	\$15,067.98	\$47,252.65
Attorney for the Juvenile Officer	1	\$54,891.20	\$19,983.94	\$74,875.14
Paralegal	1	\$44,699.20	\$17,777.38	\$62,476.58
Program Manager (County Grade 8)	1	\$53,352.00	\$19,650.71	\$73,002.71
Youth Transition Coach – Post Adjudication (County Grade 6)	1	\$42,452.80	\$17,291.03	\$59,743.83
Youth Transition Coach – Diversion (County Grade 6)	1	\$42,452.80	\$17,291.03	\$59,743.83
Home Detention Monitor (County Grade 5)	1	\$32,842.37	\$15,210.37	\$48,052.74
Navigators (County Grade 5)	3	\$98,527.10	\$29,431.12	\$127,958.22
Total	12	\$582,910.46	\$198,933.13	\$781,843.59

Table 3. Estimates for Equipment

Equipment	Estimated Costs
Laptop Computer	\$10,500.00

Docking Station	\$720.00
Mobile Phone and Service	\$5,400.00
Total	\$16,620.00

Table 4. Estimates for Wrap-Around Goods and Services Funding - 4th Quarter 2021

Wrap-Around/Support Service for Youth	Estimated Costs
Housing assistance	\$66,000.00
Mental Health Services	\$16,500.00
Substance Abuse and Medical Services	\$19,800.00
Transportation assistance	\$9,900.00
Educational expenses	\$24,750.00
Vocational certification and supplies	\$19,800.00
Household goods	\$9,900.00
Fees, equipment and supplies for prosocial activities	\$13,200.00
Total	\$179,850.00

Table 5. Estimates for Wrap-Around Goods and Services Funding – Full Year 2022

Wrap-Around/Support Service for Youth	Estimated Costs
Housing assistance	\$200,000
Mental Health Services	\$50,000
Substance Abuse and Medical Services	\$60,000
Transportation assistance	\$30,000
Educational expenses	\$75,000
Vocational certification and supplies	\$60,000
Household goods	\$30,000
Fees, equipment and supplies for prosocial activities	\$40,000
Total	\$545,000

Table 6. Contracted Representation for Appeals - 4th Quarter 2021

Contracted Representation (6 cases x \$2,500 per case)	\$15,000.00
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Table 7. Contracted Representation for Appeals – Full Year 2022

Contracted Representation (10 cases x \$2,500 per case)	\$25,000.00
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Cost Estimates Summary

Table 8. Summary Fourth Quarter 2021

Category	Cost
Personnel (Salary and Benefits)	\$126,186.00
Equipment	\$16,620.00
Wrap Around Services	\$179,850.00
Contracted Services (Appeals)	\$15,000.00
Total	\$397,365.00

Table 9. Summary Full Year 2022

Category	Cost
Personnel (Salary and Benefits)	\$781,843.59
Mobile Phone Service	\$5,400.00
Wrap Around Services	\$545,000.00
Contracted Services (Appeals)	\$25,000.00
Total	\$1,357,243.59

Attachment A – Emerging Adults Specialized Probation Model Components

We are developing a plan based on the Emerging Adults Specialized Probation – Columbia Justice Lab/William T. Grant Foundation components in the model described below.

1. THEORY OF CHANGE/THEORY OF ACTION

Rather than focusing on compliance, providers who root their practice in a theory of change or theory of action believe that young people can change and will do so through seeing the fruits of their own actions, along with positive reinforcement of good choices. A theory of action/change can drive overall programmatic development and guide individual practice. A strong theory of change allows creative and flexible individualized service provision, while ensuring that the most appropriate practices are used to best serve emerging adults. This theory should drive the hiring, training, and oversight of probation personnel, thereby ensuring that quality care is administered by skilled, dedicated staff, and staff must be trained and supervised based on this theory of change.⁶⁷ It can also inspire officials to engage emerging adults in the design and implementation of probationary services. The theory should be primarily comprised of the remainder of the key ingredients listed below.

2. FORGE COMMUNITY PARTNERSHIPS

This service will hinge on community resources that provide opportunities for growth and connection within the community in which the young person will ultimately remain. Establishing relationships with community organizations that can foster young people’s interests and prosocial community connections, particularly with peers. Staff should remain up to date on what resources and programming are available from local groups so they can refer young people to those organizations when appropriate.

3. INDIVIDUALIZE

The transitional period between adolescence and adulthood looks different for each person and is influenced by individual factors such as levels of maturity, histories of trauma, and health and mental health needs. As the brain, and particularly the prefrontal cortex, continues to evolve during emerging adulthood at different rates for each young person, and as young people are subject to different life experiences and resiliency factors, they exhibit varying abilities to control impulse, analyze consequences of their actions, consider longer-term outcomes, and process their emotions. Emerging adults who are found to be “high risk” may also contend with issues in multiple life domains. Further, the social lives and “embeddedness” of emerging adults in social roles vary: family involvement in the lives of emerging adults ranges from intensive to non-existent, and youth may be disconnected from “institutions of informal social control” such as school, work, and romantic relationships, while peers and social networks are oftentimes the most influential forces in their decision making.

For an emerging adult probation caseload to achieve the goal of helping with the important developmental transitions to adulthood, it is vital to acknowledge the individual needs, strengths, resources, and goals of each young person. Standard conditions of probation should be avoided.

4. BE IMPROVEMENT AND GOAL-BASED, NOT SANCTION AND TIME-BASED

To maintain a programmatic focus on development and growth during this transitional life period, emerging adult case plans need to be oriented around achieving articulated goals, instead of tethering plans to specified time periods. Emerging adulthood is a time when “[n]ormative transitions include completing school or vocational training, obtaining and maintaining gainful employment, developing a social network, and becoming a productive citizen.” Yet, entanglement in the justice system during emerging adulthood is “a strong predictor of school drop-out, unemployment, low earnings, welfare dependence, and substance abuse problems.” To help young people avoid this trap, goals should be set to help young people build both the “hard” skills needed to transition into adult roles, as well as the “prosocial skills” needed in order to succeed in those roles, such as “exercising impulse control, emotional self-regulation, and better interpreting others’ intentions.” Goals should be individualized, based on the young person’s needs and also their broader visions for their life trajectories. Finally, goals should be SMART: specific, measurable, attainable, relevant, and timely. Shifting to a goal-based model aligns with research, which has found that “positive reinforcement is more effective in long-term behavior change than sanctions.” Reaching specified programmatic goals can therefore be incentivized by providing rewards such as paid jobs and internships, entry to popular recreational activities, loosening of behavior restrictions.

5. FOCUS ON STRENGTHS, NOT DEFICITS

Case plans should be driven by goals that are targeted towards building upon young people’s strengths and creating opportunity in those areas, rather than the traditional model that focuses on “fixing” young people and their problems. Within the context of juvenile justice, the Positive Youth Development (PYD) model has successfully focused on young people’s “individual growth and their achievement of key developmental stages.” Because this model is based on adolescent development, which research often extends through emerging adulthood, it can be applied to emerging adult justice. PYD models endeavor to foster attachments to “social resources that facilitate healthy development and discourage harmful behavior.” While the focus for youth tends to be on forming these connections with grown adults, relationships with prosocial peers may be particularly important for emerging adults, as they tend to highly value the influence of their peers. The PYD model suggests that asset development and acquisition occurs in the variety of contexts that are present in young people’s “natural environment:” schools, workplaces, community organizations, social programs, and neighborhoods. Strength-based emerging adult probation should therefore aim to build up the young person by fostering relationships in a variety of spheres, beginning with the young person’s relationship with the probation official who can learn the individual’s assets and passions and help them build connections in those areas.