Juvenile Fees in Nevada

Attached please find the following summary materials (13 total pages):

1. **Juvenile Fees in Nevada (2019 Fact Sheet, 2 pages)**
   Nevada Children’s Advocacy Alliance and UC Berkeley Policy Advocacy Clinic, summarizing Nevada’s juvenile fee practices

2. **Juvenile Fees (2019 Quote List, 1 page)**
   Nevada Children’s Advocacy Alliance and UC Berkeley Policy Advocacy Clinic, presenting recent quotes of national voices and Nevada juvenile probation administrators

3. **Debtor’s Prison for Kids: The High Cost of Fines and Fees in the Juvenile Justice System (2016 Executive Summary, 3 pages)**
   Juvenile Law Center, documenting the widespread practice in states across the country of charging fees in the juvenile justice system

4. **Making Families Pay: The Harmful, Unlawful, and Costly Practice of Charging Juvenile Administrative Fees in California (2017 Executive Summary, 3 pages)**
   UC Berkeley Policy Advocacy Clinic, documenting how juvenile fees harm families and undermine youth rehabilitation

5. **Research Note: Justice System–Imposed Financial Penalties Increase the Likelihood of Recidivism in a Sample of Adolescent Offenders (2016 Abstract, 1 page)**
   Criminologists Alex Piquero & Wesley Jennings, finding that juvenile fees increase the likelihood of youth recidivism

   National Council of Juvenile and Family Court Judges, calling on juvenile court judges to reduce or eliminate juvenile fees

These summary documents included reference other resources that may also be of interest, but we hope this provides useful background.

Should you have any questions, please feel free to contact Savannah Reid (sreid@clinical.law.berkeley.edu) or Dagen Downard (ddownard@clinical.law.berkeley.edu).
Juvenile Fees in Nevada

Nevada’s juvenile justice system has undergone dramatic changes in recent years. In 2017, the state legislature enacted Assembly Bill 180 to establish a Juvenile Justice Bill of Rights and Assembly Bill 472 to reduce recidivism rates and improve other outcomes for youth in the juvenile justice system.¹

In spite of these recent gains, Nevada law still permits courts and state agencies to assess and collect a broad range of fees from families with youth in the juvenile justice system. Unlike fines and restitution which help punish youth and compensate victims, discretionary fees are intended to help local jurisdictions recoup costs.

Fee practices vary in Nevada, but national and state research shows that fees result in:

**Low revenue:** Juvenile fee collection rates and net revenue are low because families with youth in the system cannot afford to pay. In fiscal years 2017 and 2018, the state Division of Child & Family Services collected less than $8,000, the Clark County Department of Juvenile Justice Services collected less than $25,000, and the Lyon County Department of Juvenile Justice Services collected less than $2,000 from families with youth in the juvenile justice system.²

<table>
<thead>
<tr>
<th>Juvenile Fees Authorized by NV Statute</th>
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<tbody>
<tr>
<td>Cost of care</td>
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<tr>
<td>§§ 62B.110-140, 62E.540</td>
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<tr>
<td>Treatment/evaluation</td>
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<tr>
<td>Appointed counsel</td>
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<td>§ 62D.030</td>
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<tr>
<td>Court costs</td>
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<tr>
<td>§§ 62B.420, 62E.300</td>
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<tr>
<td>Administrative assessments</td>
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<tr>
<td>Community service, work, and other court programs</td>
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</tbody>
</table>

**High harm:** Juvenile fees harm families and increase recidivism, undermining youth rehabilitation and public safety.³ In Nevada, failure to pay fees exposes vulnerable families to collection actions, negative credit scores, contempt of court, driver’s license suspension, prevention of record sealing, and criminal liability.⁴

**Economically and racially disparate outcomes:** Juvenile fees fall hardest on low-income families and families of color. In Nevada, Black youth are overrepresented at every stage of the process.⁵ In 2017, Black youth were three times more likely than White youth to be arrested and placed in county detention and six times more likely to be placed in state confinement.⁶

As a result of these harmful outcomes, the Reno-based National Council of Juvenile and Family Court Judges, the Nevada Chapter of the U.S. Civil Rights Commission, Nevada’s Kenny Guinn Center for Policy Priorities, Nevada’s Children’s Advocacy Alliance, the Juvenile Law Center, and the American Bar Association have all recommended that state and local jurisdictions reduce or eliminate juvenile fees.⁷
References


3 POLICY ADVOCACY CLINIC, BERKELEY LAW, UNIV. OF CAL., MAKING FAMILIES PAY: THE HARMFUL, UNLAWFUL, AND COSTLY PRACTICE OF CHARGING JUVENILE ADMINISTRATIVE FEES IN CALIFORNIA (2017) (finding that juvenile fees undermine youth rehabilitation); Alex Piquero & Wesley Jennings, Research Note: Justice System–Imposed Financial Penalties Increase the Likelihood of Recidivism in a Sample of Adolescent Offenders, YOUTH VIOLENCE & JUV. JUST. (2017) (finding that the imposition of fees and costs on youth and their families led to a higher rate of recidivism).


5 See, e.g., CLARK CTY., NEV., DEP’T OF JUVENILE JUSTICE SERVS., STATISTICAL REPORT (2017), https://www.clarkcountynv.gov/jjs/Documents/Databook/2017%20Databook.pdf (summarizing demographic data on youth that come into contact with Clark County’s juvenile justice system).

6 DIV. OF CHILD & FAMILY SERVS. OF NEV., JUVENILE JUSTICE DATA, http://dcfs.nv.gov/uploadedFiles/dcfsnvgov/content/Programs/JJS/Juvenile_Justice_Data.pdf (detailing demographic data on youth that come into contact with Nevada’s juvenile justice system).

7 See NAT’L COUNCIL OF JUVENILE & FAMILY COURT JUDGES, RESOLUTION ADDRESSING FINES, FEES, AND COSTS IN JUVENILE COURTS (2018) (calling on juvenile court judges to eliminate fines, fees, and costs); NEV. ADVISORY COMM. TO THE U.S. COMM’N ON CIVIL RIGHTS, MUNICIPAL FINES AND FEES IN THE STATE OF NEVADA (2017) (raising concerns about the effects the collection of juvenile fines and fees has on youth rehabilitation and the disparate impact on youth of color); Kenny Quinn Ctr. for Policy Priorities, The Costs of the Nevada Juvenile Court System on Youths and Their Families (Sept. 15, 2016), https://guinncenter.org/juvenilcourt/ (detailing the fines and fees imposed in Nevada’s juvenile court system and the deleterious consequences of such for youth); STAFF OF NEV. LEGISLATIVE COMM. ON CHILD WELFARE & JUVENILE JUSTICE, WORK SESSION DOCUMENT (2018) (recommendation by the Children’s Advocacy Alliance for a waiver program in Nevada to defray costs of juvenile fines and fees for socioeconomically disadvantaged families); JESSICA FEIFERMAN ET AL., JUVENILE LAW CTR., DEBTOR’S PRISON FOR KIDS? THE HIGH COST OF FINES AND FEES IN THE JUVENILE JUSTICE SYSTEM (2016) (documenting the widespread practice in states across the country of charging fines and fees in the juvenile justice system); AM. BAR ASS’N, REPORT TO THE HOUSE OF DELEGATES (2018) (adopting Resolution 114 that addresses the fundamental unfairness of disproportionate sanctions due to inabilities to pay fines and fees for racial minority and low-income youth and families).
Juvenile Fees

Sample National Voices

**Regressive**  Fines and fees are regressive payments that disproportionately impact the poor.

—President’s Council of Economic Advisers: Fines, Fees, and Bail (2015)

**Unjust**  Not only does such a juvenile fee policy unfairly conscript the poorest members of society to bear the costs of public institutions, operating “as a regressive tax,” but it takes advantage of people when they are at their most vulnerable.

—in re Maria G. Rivera (9th Cir. 2016)

**Recidivistic**  [The] total amount of fines, fees, and/or restitution imposed at disposition significantly increase[s] the odds of a youth recidivating … even after controlling for relevant youth demographics and case characteristics variables.


**Harmful**  …[fees] can result in serious and long-term consequences for youth and families including further penetration into the juvenile justice system, increased recidivism, difficulty engaging in education and employment opportunities, civil judgements resulting in wage garnishments, exacerbation of existing racial and ethnic disparities and increased financial burdens for impoverished families, all for reasons unrelated to public safety and counterproductive to the rehabilitative aims of the juvenile court.

—National Council of Juvenile and Family Court Judges (2018)

Views from Nevada’s Juvenile Probation Administrators

**Resources**  From my experience, we spend a lot of money on postage and clerical time trying to collect money, resulting in very little revenue for our City and Department. At some point, it becomes a waste of time and resources.

—Dr. Ali Banister, Carson City Chief of Juvenile Services (2018)

**Outcomes**  The families who are assessed juvenile fees are struggling enough, and we do not need to add to their burden. With my experience in the field, families cannot afford these fees. Given that, they can negatively affect youth outcomes.

—Heather Plager, Elko County Chief Juvenile Probation Officer (2018)

**Youth first**  In dealing with kids, relationships come first. The fees color those relationships with the kid and with the families. We don’t want the decision-making process to be what is this going to cost me, instead, we want it to be what will benefit the child and get a kid to change their behavior.

—Eric Smith, Lyon County Chief Juvenile Probation Officer (2018)

**Best practice**  I don’t care if the fees generate revenue; they’re just not part of our practice. Fees cause undue harm to struggling families—we have better ways of getting their attention than hitting their pocketbook.

—Jack Martin, Director, Clark County Dept. of Juvenile Justice Services (2018)
EXECUTIVE SUMMARY

While much is now known about the financial burdens imposed on individuals and families by the assessment of costs, fines, fees, and restitution in the adult criminal justice system, there has been scant attention paid to this issue in the juvenile justice system. To address this gap, with the support of the Laura and John Arnold Foundation, Juvenile Law Center: 1) reviewed statutes in all 50 states and the District of Columbia to assess the legal framework for financial obligations placed on youth in the juvenile justice system and their families; 2) conducted a national survey of lawyers, other professionals, adults with previous juvenile justice involvement, and families to collect information about local practices; 3) interviewed attorneys and young adults who had experiences with the juvenile justice system to further understand how cost of justice issues play out in practice; and 4) solicited a study by criminologists Alex Piquero and Wesley Jennings, who examined the connection between costs and recidivism, and the implications for racial disparities in the juvenile justice system.

As in the criminal justice system, the imposition of costs and fees in the juvenile justice system is widespread across the country. Approximately one million youth appear in juvenile court each year. Costs, fees, fines, or restitution are imposed in every state. These financial penalties increase recidivism, push impoverished young people deeper into the juvenile justice system, exacerbate racial disparities in the juvenile justice system, and heighten economic and emotional distress for families already struggling financially.

The chart below identifies the types of financial obligations imposed and the results of our statutory review and stakeholder survey. In some cases, costs are imposed locally even when there is no applicable state statute. In a forthcoming report, we will consider the additional costs that are imposed when indigent youth are required to pay for counsel.

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1 We received responses from 183 individuals in 41 states; in each of these states, respondents reported the imposition of costs, fines, fees or restitution, and harms to youth or families as a result.
The inability to pay costs, fines, fees, or restitution often results in harsh legal consequences and contributes to financial stress and family tension. In the 41 states with survey respondents, participants widely affirmed that youth experience these consequences for failure to pay:

- Case remained open longer (33 states)
- Youth was sent to juvenile justice placement (26 states)
- Youth remained in juvenile placement longer than he/she otherwise would have (26 states)
- Additional court visits, leading to missed school or missed work (34 states)
- Inability to get records expunged (24 states)
- Civil judgment imposed (25 states)
- Formal petition filed for failure to pay diversion costs (15 states)

Additionally, respondents in 31 states reported that families took on debt in order to pay their juvenile justice-related financial obligations.

2 For each consequence, at least one survey respondent in this many states reported the designated consequence. More often, numerous respondents in each state reported the designated consequence.

<table>
<thead>
<tr>
<th>TYPE OF COST</th>
<th>STATES WITH A STATUTE AUTHORIZING OR REQUIRING THE COST</th>
<th>STATES WITH PRACTICE OF IMPOSING COSTS (BASED ON SURVEY RESULTS FROM 41 STATES)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Court costs</td>
<td>25</td>
<td>28</td>
</tr>
<tr>
<td>Evaluation and Testing</td>
<td>32</td>
<td>26</td>
</tr>
<tr>
<td>Probation and Supervision</td>
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<td>18</td>
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<tr>
<td>Diversion</td>
<td>22</td>
<td>26</td>
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<tr>
<td>Cost of Care</td>
<td>47</td>
<td>31</td>
</tr>
<tr>
<td>Fines</td>
<td>43</td>
<td>29</td>
</tr>
<tr>
<td>Expungement</td>
<td>11</td>
<td>20</td>
</tr>
<tr>
<td>Restitution</td>
<td>50+DC</td>
<td>All</td>
</tr>
</tbody>
</table>
Our statutory research also revealed significant consequences that we had not posed as survey questions, but which we believe are also widely imposed and require further study. These include:

- Probation extended
- Probation revoked
- Driver’s license revoked, suspended, or child barred from applying for license
- Arrest warrants issued
- Child deprived of needed treatment
- Youth or parents held in civil or criminal contempt
- Interest fees, collection fees, or other additional fees or fines for failure to pay

Until now, almost no empirical research has investigated the effect of financial costs imposed on juvenile offenders and the extent to which such costs contribute to recidivism or their potential impact on racial disparities in the juvenile justice system. Criminologists Alex Piquero and Wesley Jennings used data from a cohort of 1,167 adolescent offenders in Allegheny County, Pennsylvania to examine 1) how demographics and case characteristics relate to financial penalties imposed by the justice system and 2) the degree to which such monetary penalties are related to recidivism in a two-year follow-up.

Their analysis showed that financial penalties in general—and the sheer amount of financial penalties in particular—significantly increased the likelihood of recidivism, even after controlling for relevant demographics and case characteristics. They also concluded that owing costs upon case closing is significantly related to recidivism. Their analysis suggests that cost and fee policies may contribute to racial disparities in the juvenile justice system as children of color are more likely to owe costs upon case closing relative to their white peers. Moreover, 94% of youth in their sample—over 1,000 youth in just one county—owed costs, fines, fees, or restitution.

While this report focuses on a problem—the imposition of costs on youth and families who cannot afford to pay—it also highlights solutions and identifies jurisdictions that are changing their local or state policies to ensure that the youth are not punished for poverty.
MAKING FAMILIES PAY

THE HARMFUL, UNLAWFUL, AND COSTLY PRACTICE OF CHARGING JUVENILE ADMINISTRATIVE FEES IN CALIFORNIA

MARCH 2017

Berkeley Law
University of California
Policy Advocacy Clinic
EXECUTIVE SUMMARY

IN THE WAKE OF TRAGEDIES in cities like Ferguson, Missouri, national attention is focused on the regressive and racially discriminatory practice of charging fines and fees to people in the criminal justice system. People of color are overrepresented at every stage in the criminal justice system, even when controlling for alleged criminal behavior. Racially disproportionate treatment in the system leaves people of color with significantly more criminal justice debt, including burdensome administrative fees.

While regressive and discriminatory criminal justice fees have been described and critiqued in the adult system, the issue has received very little attention in the juvenile system. Nevertheless, families with youth in the juvenile system are charged similar fees, which significantly undermine the system’s rehabilitative goals. The harmful practice of charging poor people for their interaction with the criminal justice system is not limited to places like Ferguson, Missouri. California, too, makes families pay for their children’s involvement in the juvenile system.

This report presents findings about the practice of assessing and collecting administrative fees from families with youth in the California juvenile system. We use the term “administrative fees” to describe the charges imposed by local jurisdictions on families for their child’s involvement in the juvenile system. State law permits counties to charge administrative fees for legal representation, detention, and probation, but only to families with the ability to pay. Most counties in California charge these administrative fees, imposing millions of dollars of debt on families with youth in the juvenile system.

Our research over the last three years reveals that juvenile administrative fees undermine the rehabilitative purpose of the juvenile system. Counties charge these fees to families already struggling to maintain economic and social stability. Fee debt becomes a civil judgment upon assessment. If families do not pay the fees, counties refer the debt to the state Franchise Tax Board, which garnishes parents’ wages and intercepts their tax refunds. Under state law, these fees are meant to help protect the fiscal integrity of counties. They are not supposed to be retributive (to punish the family), rehabilitative (to help the youth) or restorative (to repay victims).

This report details our findings on juvenile fees in California, but we summarize them here:

HARMFUL: Juvenile administrative fees cause financial hardship to families, weaken family ties, and undermine family reunification. Because Black and Latino youth are overrepresented and overpunished relative to White youth in the juvenile system, families of color bear a disproportionate burden of the fees. Criminologists recently found that juvenile debt correlates with a greater likelihood of recidi-
visim, even after controlling for case characteristics and youth demographics. These negative outcomes from fees undermine the rehabilitative purpose of the juvenile system.

**UNLAWFUL:** Some counties charge juvenile administrative fees to families in violation of state law, including fees that are not authorized in the juvenile setting, fees that exceed statutory maximums, and fees for youth who are found not guilty. Some counties violate federal law by charging families to feed their children while seeking reimbursement for the same meals from national breakfast and lunch programs. Further, counties engage in fee practices that may violate the state Constitution by depriving families of due process of law through inadequate ability to pay determinations and by denying families equal protection of the law in charging certain fees.

**COSTLY:** Counties are authorized to charge families for juvenile administrative fees to pay for the care and supervision of their children. Yet counties net little revenue from the fees. Because of the high costs and low returns associated with trying to collect fees from low-income families, most of the fee revenue pays for collection activities, not for the care and supervision of youth. Further, the fee debt can cause families to spend less on positive social goods, such as education and preventative healthcare, which imposes long term costs on families, communities, and society by prolonging and exacerbating poverty.

Based on our findings, fixing the system is not an option. Charging administrative fees to families with youth in the juvenile system does not serve rehabilitative purposes. Other mechanisms in the system punish youth for their mistakes and address the needs of victims. Further, we did not find a single county in which fee practices were both fair and cost-effective. Counties either improperly charge low-income families and net little revenue, or they fairly assess families’ inability to pay and net even less. Counties that have recently considered the overall harm, lawfulness, and costs of juvenile administrative fees have all ended the practice.

In light of our findings, we make the following recommendations to policymakers:

**RECOMMENDATIONS**

1. To end their harmful impact on youth and families, the state should repeal laws that permit the assessment and collection of juvenile administrative fees.

2. To redress unlawful practices, counties should reimburse families for all payments they made on improperly charged juvenile administrative fees.

3. To understand the consequences of costly practices like juvenile administrative fees, the state and counties should collect and maintain better data in the juvenile system.
Research Note: Justice System–Imposed Financial Penalties Increase the Likelihood of Recidivism in a Sample of Adolescent Offenders

Alex R. Piquero1 and Wesley G. Jennings2

Abstract
Although the use of financial penalties is pervasive in the justice system, there has been limited (and mostly dated) empirical research that has investigated the effect of financial costs incurred by juvenile offenders and the extent to which such costs relate to the likelihood of recidivism and reintegration into society. This study uses data from a large cohort of adolescent offenders to examine how demographics and case characteristics relate to financial penalties imposed by the justice system and the degree to which such monetary penalties are related to recidivism in a 2-year follow-up. Results suggest that financial penalties increase the likelihood of recidivism. Study limitations and directions for future research are also discussed.

Keywords
juveniles, delinquency, recidivism, restitution, costs, fines, fees

There are a wide range of criminal punishments available to judges and juries when it comes to sanctioning an offender for their transgression(s), the most common of which is probation, with other options including imprisonment and other community correction alternatives (boot camps, intensive supervision, etc.; see Morris & Tonry, 1990). One type of punishment that is also used is that of a fine, a punishment that has been around for several centuries (e.g., Beccaria, 1764/1986; Ruback & Bergstrom, 2006). One would suspect, then, that knowledge about the effect of fines on subsequent reoffending, or recidivism, would be as commonplace as are recidivism-based investigations for the more widely used punishments. Unfortunately, with a few exceptions (Albrecht & Johnson, 1980; Glaser & Gordon, 1988; MacDonald, Greene, & Worzella, 1992) that is not the case, as much of the research surrounding fines has been administrative or process based (cf. Hillsman,

1 Program in Criminology, University of Texas at Dallas, Richardson, TX, USA
2 University of South Florida, Tampa, FL, USA

Corresponding Author:
Alex R. Piquero, Program in Criminology, University of Texas at Dallas, 800 W. Campbell Rd., GR31, Richardson, TX 75080, USA.
Email: apiquero@utdallas.edu
RESOLUTION ADDRESSING FINES, FEES, AND COSTS IN JUVENILE COURTS

WHEREAS, NCJFCJ recognizes that each child under court jurisdiction is unique, valued and entitled to individualized attention; and

WHEREAS, juvenile and family court judges are responsible for ensuring the safety and well-being of children under court jurisdiction while holding them accountable in developmentally appropriate ways; and

WHEREAS, several hundred thousand delinquency cases are handled by juvenile and family courts annually; and

WHEREAS, juvenile and family court judges routinely impose financial obligations on youth and their families for court-related activities including appointment of counsel fees, bail, diversion and treatment program fees, community supervision and placement fees, court costs, and restitution, frequently without consideration for each individual youth’s ability to pay; and

WHEREAS, the court's financial gains as a result of the collection of fines, fees, and costs are often diminished when accounting for the administrative costs associated with collection efforts; and

WHEREAS, the failure to pay can result in serious and long-term consequences for youth and families including further penetration into the juvenile justice system, increased recidivism, difficulty engaging in education and employment opportunities, civil judgements resulting in wage garnishments, exacerbation of existing racial and ethnic disparities and increased financial burdens for impoverished families, all for reasons unrelated to public safety and counterproductive to the rehabilitative aims of the juvenile court; and

WHEREAS, impoverished youth and families may face harsher consequences than their affluent peers because of their inability to pay; and

WHEREAS, numerous professional organizations including the American Bar Association, National Juvenile Defender Center, the Juvenile Law Center, and Conference of Chief Justices/Conference of State Court Administrators have recognized the negative consequences of imposing fines and fees without regard for one’s ability to pay and issued guidance on the imposition of juvenile justice related fines, fees, and costs; and

WHEREAS, a growing number of state and local jurisdictions have reduced or eliminated various fines, fees, or costs in consideration of the impact of these financial burdens on youth and families; and

Adopted by the NCJFCJ Board of Directors March 17, 2018
WHEREAS, juvenile and family court judges are uniquely positioned to reduce or eliminate the hardships associated with fines, fees, and costs; and

NOW, THEREFORE, BE IT RESOLVED:
The NCJFCJ recognizes the critical role of the judge and judicial leadership as it applies to the imposition of juvenile court fines, fees, and costs.

The NCJFCJ encourages courts to work towards reducing and eliminating fines, fees, and costs by considering a youth and their family’s ability to pay prior to imposing such financial obligations.

The NCJFCJ believes that the core functions necessary for our nation’s juvenile courts to meet their rehabilitative goals should be fully funded by governmental revenue and not by revenue generated by fines, fees, and costs. Revenue generated from fines, fees, and costs should never be used for salaries or benefits of official judicial branch employees or operations nor should the revenue be used to evaluate the performance of such employees.

The NCJFCJ encourages courts to presume youth indigent when making decisions regarding the imposition of fines, fees, and costs if the youth was previously determined indigent for the purpose of securing attorney representation.

The NCJFCJ recommends that no court should detain or order youth to out-of-home placement or extend community supervision solely because of lack of payment of fines, fees, or costs.

The NCJFCJ recognizes that court fines, fees, and costs may have a disproportionate impact on poor communities and racial or ethnic minorities and supports the adoption of court policies and practices that promote fairness and equal treatment for all youth and their families.

The NCJFCJ recommends juvenile and family courts collect detailed data on the imposition and collection of fines, fees, and costs, study their effects on youth, families, and courts and demonstrate transparency by making data publicly available.

The NCJFCJ supports the imposition of reasonable restitution after considering a youth’s ability to pay and encourages courts to provide opportunities for youth to repay restitution through meaningful community service.

The NCJFCJ supports the use of payment plans in those cases in which fines, costs, or fees are levied.

The NCJFCJ supports continued education for judges and court staff related to constitutional, legal and procedural principles of imposing fines, fees, and costs on youth and their families.
References


National Juvenile Defender Center. (forthcoming). Abolishing the Criminalization of Poverty on Young People: Bail, Fees, Fines, Costs and Restitution in Juvenile Court

