Reducing Reliance on Criminal FINES & FEES December 2019

PREPARED FOR



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EXECUTIVE SUMMARY

Every year, the criminal justice system in Ramsey County imposes fines and fees on thousands of people. In 2018, individuals paid \$12.8 million in fines and fees. Yet we know that, typically, courts and county agencies and departments collect just 20 percent of fines and fees that are imposed.

In fact, the best data available suggest that there is actually more than \$60 million in uncollected debt to the Ramsey County criminal justice system. This does not include fines and fees that have been lowered or fine and fee revenue that has been written off after ten years as uncollectable.

\$60M

Estimated amount of uncollected debt owed to Ramsey County criminal justice system.

One reason that only a small portion of fines and fees are actually collected is likely that most criminal defendants lack the means to make payment. National studies suggest that between 60 and 90% of all criminal defendants are eligible for court appointed counsel because they are indigent. Other studies suggest that as many as 80% of incarcerated individuals were unemployed in the year before going to prison.

As a result, imposing fines and fees on criminal defendants is a form of a "poor tax" – where a financial burden is imposed on those with little or no means to pay. And when they don't pay, the effects on individuals can be financially staggering. Unpaid fines and fees can make it harder for individuals to obtain credit or employment or housing. In other words, the current poor tax system can make it harder for individuals to do some of the very things that they need to do to reduce the likelihood of re-offending.

The system of fines and fees is not new. Fines have been a part of the sentencing framework in the United States since inception and are a common sanction abroad as well. Fees – where individuals in the criminal justice system pay for the operations of the system – date back to the mid-1800s.

But state and local governments have increasingly turned to revenue from fines and fees as a means of paying for the criminal justice system or compensating for the reluctance – or in some cases, the inability – to fund government services through local taxes.

Of the \$12.8 million collected annually in Ramsey County, the majority is collected through fines and surcharges that ultimately go to state government. Some of the court collected revenues also go to cities in Ramsey County.

But of the \$12.8 million collected, \$2.5 million went to Ramsey County government – both to the County general fund and its special revenue funds. The majority of the revenue going to County government was the result of fees imposed on individuals sentenced to probation; additional revenue was shared with the County through contracts with vendors for phone and commissary

services at the County Correctional Facility; and more than a half million dollars annually is collected from a surcharge imposed on criminal defendants that funds the County Law Library.

Ramsey County has already recognized that the current system of reliance on revenue from these sorts of fees may further inequity in the County. In their application for support, they stated, "In Ramsey County, fines and fees create significant burdens for the low income and low wealth population, as well as our communities of color. Fines and fees associated with our criminal justice system create financial and legal barriers which further solidify poverty cycles and make the transition away from the justice system more difficult."

"Fines and fees associated with our criminal justice system create financial and legal barriers which further solidify poverty cycles and make the transition away from the justice system more difficult."

In 2017, the County eliminated its jail's booking fee. In 2018, Community Corrections reduced the probation supervision fee from \$300 to \$150 for clients on administrative probation for DWI offenses and added the ability to waive the fee for these same clients if they complete their conditions of probation within six months. Most recently, the County Manager's 2020-2021 budget proposes to eliminate the Correctional Facility Admission Fee, the Chemical Health Assessment Fee, and the Work Release Fee.

Ramsey County sought the assistance of the PFM Center for Justice & Safety Finance to develop a plan to further reduce this poor tax in Ramsey County. After six months of research and analysis, the PFM team developed the following options:

End the use of inmate payments to fund telephone and commissary services

Eliminate the Law Library Fee and County Surcharge Eliminate remaining Community Corrections fees, including a \$300 probation fee

In addition the County should consider advocating for state legislation to allow judges in Second District Court to waive surcharges in the case of indigent defendants and to pilot a scale based on income to determine fines and fees for defendants who are not indigent (e.g. day fines).

Because the majority of revenue from fines and fees imposed and collected in Ramsey County does not go to the County, County government has limited authority to reduce the total amount of fines and fees assessed and collected by Second District Court. However, exercising its own

authority, the County can take steps under the proposed plan to significantly reduce the cost of criminal justice debt to those least able to pay it – the 60 to 90% of defendants who are indigent.

Right now, an indigent defendant convicted in Ramsey County and sentenced to probation would face fines and fees totaling \$436. Under the proposed plan, that same defendant would be assessed fines and fees totaling just \$125 (the mandatory minimum fine for an indigent defendant and mandatory state surcharge), or a reduction of 70 percent.

The PFM team also detailed a series of options to offset the loss of revenue that would result from implementation of this plan. With an annual budget of more than \$700 million, it might be possible for the County to simply absorb the loss in revenue or to modestly adjust property tax rates to address the need for revenue. While the County might choose to do that, part of PFM's mandate was to outline a set of options to offset any revenue loss. Our offset plan for Ramsey County includes options for both cost savings and new revenues. To offset the reduction in revenue, the County should consider steps to:



Reduce probation caseload 10% through increased use of targeted early release of lower risk clients from probation (\$793,000 annual savings): To offset reductions in revenue specifically targeted for Community Corrections, the County should seek to reduce probation caseload and staffing by reducing periods of probation that are in excess of national averages.



Consolidate County and State Law Libraries (\$567,000 annual savings): Ramsey County currently has two public law libraries. With funding from civil fees that would continue to support the County Law Library function, the County could work with the state to have a single location, joint law library that maintains public access and enhances programming.



Renegotiate agreement with Dakota County for housing inmates at the Ramsey County Correctional Facility (\$440,000 in annual revenue): The current agreement provides for a per diem payment below the actual cost and lower than prior per diems charged by the County: in effect, Ramsey County is subsidizing the cost of incarceration for Dakota County. Even with an increase in the per diem charge, Ramsey County's rate for bed space for Dakota County would be lower than in surrounding jurisdictions.



Eliminate Community Corrections FTE responsible for collecting fees (\$87,463 annual savings): While court fines and fees are primarily collected by the State at little to no cost to the County, eliminating the probation fee would allow the County to eliminate the current collections position in Community Corrections.

Adoption of these four options would more than offset the loss of revenue from fees. It would not, however, offset the loss of shared revenue or the cost of providing telephone and commissary services. Ramsey County, however, could offset those costs through the proposed creation of a Ramsey County Justice and Equity Fund.

Under the Fund, tax exempt property owners would be asked to make voluntary payments to the County based on what their taxes would be if they were not exempt. In more than 200 local jurisdictions nationally, exempt property holders make similar contributions. Based on a model in use in Boston, the Ramsey County fund could generate in excess of \$2 million annually.

INTRODUCTION

A 1992 Department of Justice study noted that "[F]ines, as a method of criminal punishment, are as old as the system of criminal justice."¹ In fact, there are multiple references to fines as a form of punishment in both the Old and New Testaments. Fees, where individuals make payments for specific services from government, are a slightly newer phenomenon but have become ubiquitous as a means of supporting government services at all levels of government in the United States.

Fines and fees are assessed at every point in the criminal justice system, from citation or arrest through post-conviction supervision, and are collected by courts and multiple criminal justice agencies. While individual fees may be as little as a few dollars, city, county and state governments have created a complex system of fines and fees, layering one of top of the other, until total financial obligations related to a conviction may reach thousands of dollars. Distribution of the collected dollars is as complex as their assessment – each fine and fee is distributed according to statute, ordinance, or policy. It could be directed to a specific function or special fund or could go to the government general fund: some fines and fees go to local government, some to state government and some to both. The result of this complex system is that most governments do not know the total number and dollars of fines and fees assessed, collected, and distributed in their criminal justice system.

A 2015 White House study estimated that tens of millions of individuals in the U.S. have been assessed fines or fees as part of the punishment for a criminal offense.²

The usage of fines and fees as punishment has increased significantly; in 1986, 12 percent of incarcerated individuals owed fines, but in 2004, that had increased to 37 percent (66 percent owed both fines and fees).³

In the United States, fines and fees are usually assessed on defendants without considering whether, or how much, defendants can pay. As a result, the current system of generating revenue through fines and fees from the criminal justice system has increasingly raised concerns about inequitable outcomes based on defendants' wealth. Since criminal defendants are more likely to have lower income than the population as a whole, there are concerns about the regressive nature of these sources of revenue. Moreover, there are civil and criminal implications for people who do not pay assessed fines and fees: non-payment can impact everything from future employment to limitations on liberty. As a result, criminal justice fines and fees have become a form of a "poor tax" – where criminal defendants are punished as much for their socio-economic status as for their criminal offense.

Beyond the issue of equity, reliance on fines and fees from the criminal justice system may result in unintended negative outcomes that come at a high cost. Some early research suggests that defendants with outstanding criminal justice debt may be more likely to offend again.

¹<u>https://www.ncjrs.gov/pdffiles1/Digitization/136611NCJRS.pdf</u> at p. lii.

² "Fines, Fees, and Bail: Payments in the Criminal Justice System that Disproportionately Impact the Poor," Council on Economic Advisors (Dec. 2015), 3.

³ "Fines, Fees, and Bail," Council on Economic Advisors.

In some cases, individuals who fail to pay fines and fees may be incarcerated. To the extent that outstanding debt limits economic opportunity, it may increase the need for public assistance and reduce the ability to generate taxable income. In other words, reliance on fines and fees as a source of revenue may be pennywise yet pound foolish.

There can also be impacts on the fairness of the criminal justice system itself. In 2015, the Department of Justice study of Ferguson, Missouri outlined a compelling case of police abuse, including evidence of intentional discrimination against African-American residents. The report's core finding, however, was that the goal of revenue collection from fines and fees had perverted the justice system: investigators concluded that "law enforcement practices are shaped by the City's focus on revenue rather than by public safety needs."

Some local governments are demonstrating the feasibility of reducing or eliminating reliance on fine and fee revenue from the criminal justice system. Some, like San Francisco and Alameda County in California, have eliminated all fees that fall under the jurisdiction of local government. Others, like New Orleans, Louisiana, have eliminated fees within the juvenile justice system. Finally, many other cities and counties have eliminated specific fines or fees where there is political support. Ramsey County, Minnesota is one such example, having eliminated its jail booking fee in 2017 and reduced its supervision fee for some probationers in 2018.

This report focuses on how Ramsey County can take the next steps toward reducing and eventually eliminating its reliance on fines and fees from the criminal justice system as a source of revenue for local government. In it, we detail the current use of fines and fees in Ramsey County criminal courts, the amount of revenue actually collected and what it is used for and a plan for how the County can act to eliminate or reduce fines or fees and offset any budgetary impacts.

PROJECT DESCRIPTION

Ramsey County is the second most populous county in Minnesota with a population of just over 550,000 residents. As of 2017, approximately 14% of Ramsey County residents were living in poverty and the County had the eighth highest poverty rate among 87 Minnesota counties.⁴ The County is led by a Board of Commissioners, which appoints a County Manager who leads County government on a day-to-day basis. The County also has several other elected officials, including the County Attorney and the County Sheriff.

In 2015, the Ramsey County Board of Commissioners ("the Board") adopted a countywide goal – one of four – to "[C]ultivate economic prosperity and invest in neighborhoods with concentrated financial poverty through proactive leadership and inclusive initiatives that engage all communities in decisions about our future."⁵

Early on, County leadership recognized that there was a link between how the criminal justice system interacted with these communities and Ramsey County's ability to attain this goal.

⁴ <u>https://www.mncompass.org/economy/poverty#1-5270-g</u>

⁵ "Ramsey County Board of Commissioners Vision, Mission and Goals," Ramsey County, accessed September 30, 2019, <u>https://www.ramseycounty.us/your-government/leadership/board-commissioners/vision-mission-and-goals</u>.

For example, the County placed the Community Corrections department under the Health and Wellness Team, rather than the Safety and Justice Team. In subsequent years, County leadership has eliminated the booking fee at its pretrial jail facility, the Adult Detention Center, reduced the Probation Fee for individuals on administrative probation, and committed to advance racial equity and innovative approaches that will "prevent the justice system from becoming the county's most recognized presence in a community."⁶

In March 2019, the Ramsey County Manager applied for technical assistance from PFM's Center for Justice & Safety Finance to further the County's goal of cultivating economic prosperity by reducing or eliminating the fines and fees under the County's jurisdiction. Through a \$1.2 million grant from Arnold Ventures (previously the Laura and John Arnold Foundation), PFM is providing support to counties that seek to reduce their reliance on criminal fines and fees. After a national outreach and application process, PFM selected Ramsey County, Minnesota, along with Nashville-Davidson County, Tennessee, and Dallas County, Texas, based on each county's executive-level support, commitment to reform, feasibility of effecting change, interest from its criminal justice system, and availability of data.

This report on fines and fees in Ramsey County was developed in three steps:

- Determine the County's current system of assessing and collecting fines and fees, and identify the state and local laws that govern their use;
- Assess the revenue and cost impact of the current system; and
- Develop a plan to phase out the use of fines and fees, including a set of alternative revenue sources, potential cost savings, and a detailed implementation plan.

The analysis and recommendations herein consider solely the fines and fees that are assessed through the criminal justice system, including fees charged by third party vendors for monitoring and supervision and goods and services accessed in detention facilities. The project excludes all costs and penalties associated with the juvenile justice system, restitution, child support, civil fees, and municipal fees and fines (e.g. building permits and parking violations).

METHODOLOGY

This report's findings and recommendations were developed after analysis of data and documents from County departments, interviews with department heads and two Commissioners, and a conversation with eight men and women detained in the Ramsey County Correctional Facility in June 2019. The following departments shared data with PFM and/or participated in interviews: Commissioner Jim McDonough, Commissioner Toni Carter, Finance Department, Second District Court, Community Corrections, Sheriff's Office, County Attorney, Public Defender, St. Paul Police Department, and Project Remand, the vendor that operates the County Attorney's diversion program. PFM requested the dollar amount assessed collected, and waived for each fine and fee for the period 2014 through 2018.

⁶ "Press Release: 2020-2021 Proposed budget Submitted to County Board," Ramsey County, accessed September 30, 2019, <u>https://www.ramseycounty.us/content/2020-2021-proposed-budget-submitted-county-board</u>

Most of the data presented in this report was shared by Second District Court ("the Court") and Community Corrections. Several limitations were noted by the departments:

- In July 2014, Second District Court transitioned "payable" cases (i.e., cases in which a defendant may pay fines and fees without appearing before a judge) from an older computer system to the Court's main system. The Court took about six months to clean the data post-transition, so the Court paused collections efforts on payable cases in the latter half of 2014. As a result, 2014 collections data appears significantly lower than other years and was excluded from all trend analyses because it is anomalous.
- Revenue collected on several fees was not available due to difficulties accessing data collected by vendors:
 - Community Corrections could not provide revenue collected from defendants for fees related to detention in the County's Correctional Facility: medical co-pays, phone calls, and fees charged to deposit money into inmate accounts. They also could not report the revenue collected from other counties for housing their inmates.
 - The Sheriff's Office could not provide revenue collected from defendants for fees related to the Adult Detention Center for most in-jail purchases and services: medical co-pays, phone calls, inmate voicemail messaging, email, and remote video visitation. While the jail's booking fee was eliminated in 2017, the Sheriff's Office did not provide the revenue collected in the years before it was eliminated. However, they did provide the revenue collected by its commissary vendor for fees to deposit money into inmate accounts.

None of the criminal justice entities were able to make available the dollar amount assessed per fine and fee due to limitations with collections systems.

PREVALENCE OF FINES & FEES

While often discussed in tandem, fines and fees are assessed used for different purposes:

Fines are instituted as a means of punishing and deterring illegal activity. The amount is often specific to the category of charge, such as drug offenses, or level of offense, such as a traffic citation, misdemeanor, or felony. Although fines ar considered a punishment, they are often assessed on top of other punishments, such as incarceration or probation.

Fees are a means to recoup or offset costs, and often supplement other revenue sources, such as tax dollars. The Government Finance Officers Association notes that "[W]hen certain services provided especially benefit a particular group, then governments should consider charges and fees on the direct recipients of those that receive benefits from such services."⁷ Another way to think of fees is as user charges. In the context of fees for service within the criminal justice system, this often means imposing fees on individuals who do not voluntarily avail themselves of a certain service (e.g., jail, probation).

⁷ https://gfoa.org/establishing-government-charges-and-fees

Fines and fees have seen increasing use by state and local governments as a revenue source as they confront growing demands for services at the same time there is a political reluctance to raise revenue through taxes. For example, at the city level, the 2018 annual National League of Cities report on fiscal conditions noted that "[A]s has been the case for much of the past two decades, the most common action taken to boost city revenues, regardless of broader economic trends, has been to increase fees charged for services."⁸ The ability of most local government to raise revenue through new taxes or tax increases is also frequently constrained by state law; states have imposed caps on property tax increases and new taxes frequently require state legislation.

Within the criminal justice system, courts are the primary assessor of fines and fees, but they appear at every point from citation or arrest through post-disposition supervision. They are assessed by courts, criminal justice departments (e.g., public defender fees, probation supervision fees, jail booking fees), vendors (e.g., electronic monitoring, jail phone calls, drug testing), and community-based organizations (e.g., substance use assessments, anger management counseling). The count of fees outnumbers the number of fines in most jurisdictions and can range from \$1 to several hundred dollars each; they may be assessed one time or they may recur daily or monthly throughout participation in a program or alternative to detention.

RAMSEY COUNTY'S SYSTEM OF FINES & FEES

In Ramsey County, fines and fees are assessed and collected primarily by the Second District Court, Community Corrections and a myriad of vendors providing services in the County's Adult Detention Center and Correctional Facility. This section details all the points at which fines and fees are assessed on individuals charged with a petty misdemeanor or criminal offense. It also describes how fines and fees are collected, and the options available for defendants unable to pay the amount assessed on them within the required time frame.

Assessment of Fines and Fees

Ramsey County fines and fees are primarily assessed pursuant to state law; statutory language typically establishes whether the fine or fee is mandatory or discretionary.

State statutes may set a specific fine amount, or they may authorize local governments to set the amount within a range. Where local governments – primarily cities – also have the ability to create criminal penalties, they can set fine amounts within the limitations in state law.

State law can also dictate the amount of certain fees – particularly those that go to state government – and authorize certain local fees. Some fees are created through policy and budget decisions made by department heads and codified in the Ramsey County Fee Schedule, which is adopted by the Board of Commissioners ahead of the biennial budget.

In addition to the fines and fees created in statute, ordinance, and the budget process, the County contracts with vendors that directly charge fees to defendants, under their contract with the County.

⁸ https://www.nlc.org/sites/default/files/2018-09/City%20Fiscal%20Conditions%202018_WEB.pdf

Vendor contracts may contain revenue sharing agreements in which a percentage of fee revenue is returned to the County. Contracts may also establish a maximum value for the fees charged by the vendor; in many cases, vendors appear to have significant discretion over fee amount, collection and use. In Ramsey County, vendor-supplied services include: the County Attorney's Diversion program, which is currently operated by Project Remand, and medical care, phone calls, and commissary purchases made in the Adult Detention Center and Correctional Facility. There are also fees charged each time money is deposited into an inmate's account to access these in-jail goods and services.

The remainder of this section provides an overview of how fines and fees are assessed by the Sheriff's Office, Second District Court, and Community Corrections (and relevant vendors). A complete list, including which entity assesses each, is available in Appendix A.

The Sheriff's Office operates the Adult Detention Center, also known as the Law Enforcement Center, which is the County's pretrial detention facility. In 2018, the average daily population was 393. Until its elimination in 2017, the Sheriff's Office assessed a \$25 fee on each person booked in the jail. There are fees charged for remote video visitation (\$7.99 per visit plus \$7.95 per deposit), voicemail messaging (\$1.99 to \$3.95 per message), email (\$0.50 each plus \$7.95 per deposit), and adding money to inmate accounts (\$5.95 per deposit). There are additional fees to access medical care, place phone calls, and make purchases in the commissary, but those are not identified in the County's Fee Schedule. The Prison Policy Initiative surveyed the average cost to initiate an in-state phone call in 2018 and to hold a 15-minute in-state phone call in over 2,000 jails across the U.S. They reported that in Ramsey County's two detention facilities, it costs \$0.21 to initiate a call and \$3.15 to place a 15-minute call, which is lower than Minnesota's median charge of \$7.50.⁹

Judges in **Second District Court** assess fines and fees for the following categories of offenses: petty misdemeanors (which do not constitute a crime according to Minnesota statute), misdemeanors, gross misdemeanors, and felonies. Full payment or the establishment of a no-interest payment plan is expected within 30 days of disposition; it is feasible to establish a minimal monthly payment in a plan that would last over many years. Most of the fines and fees assessed by judges are established in Minnesota statute. Fines are assessed up to a maximum amount allowable by statute based on the level of offense and the charge. Statute mandates that judges assess at least 30 percent of the maximum fine, unless a defendant has been found indigent, in which case a minimum \$50 fine must be assessed.

There are four common fees assessed for each disposed case, although not all are mandatory. Judges assess a mandatory Criminal/Traffic Surcharge (\$75) and Ramsey County Surcharge (\$1), as well as a discretionary Public Defender Fee (\$75) and Law Library Fee (\$10). While judges waive the Public Defender Fee in most cases, they typically do not waive the Law Library Fee. The Ramsey County Surcharge was adopted by the Board of Commissioners under state statutory authority and the existence and amount of the Law Library Fee is at the discretion of the Board of Commissioners and Law Library Board. The Law Library Fee was \$5 per criminal case until 2013, when the Law Library staff requested and the two Boards approved a 100% increase to \$10 per criminal case.

⁹ Peter Wagner and Alexi Jones, "State of Phone Justice: Local Jails, State Prisons and Private Phone Providers." *Prison Policy Initiative* (February 2019).

Until it sunset in July 2018, judges also imposed a \$2 technology fee on each disposed case. Prosecution costs are often assessed in plea agreements and stays of adjudication and are received by the subdivision of government that employs the prosecuting attorney; Minnesota statute does not state a specific dollar amount and costs vary by city attorney. Finally, there are fees related to offenses, such as a Chemical Dependency Assessment Surcharge, Highway Patrol Fee, Prostitution Assessment Fee, and Speeding and Parking Surcharges.

A sample (redacted) Sentencing Order from Second District Court is available in Appendix B. In this DUI-related example, the Public Defender Fee has been waived and the fines have been reduced to \$50.

Community Corrections assesses fees through its Probation program, in the Correctional Facility it operates, and through the County Attorney's diversion program, which is budgeted in Community Corrections and operated by a vendor, Project Remand.

Upon conviction, judges may sentence defendants to a term of probation. Minnesota statute does not define a maximum term of probation. In 2018, the average daily client population in Ramsey County was 10,336. Regardless of the term of probation, Community Corrections assesses a flat fee of \$300 for most probationers. In 2018, Community Corrections reduced the Probation Supervision Fee from \$300 to \$150 for clients on administrative probation for DWI offenses and added the ability to waive the fee for these same clients if they complete their conditions of probation within six months. Clients assigned to the Probation Reporting Center who report telephonically pay an additional \$6.00 per month. As a condition of probation, judges may order defendants to participate in programs (e.g. anger management, domestic violence counseling) and complete other requirements (e.g. drug testing, HiSET) that are operated by a vendor and charge clients varying fees. A chemical health assessment that is ordered in most substance use cases has an associated \$125 fee.

The Correctional Facility houses people who have been sentenced to one year or less, either related to a new conviction or a probation violation. In 2018, its average daily population was 274. The Correctional Facility charges an Admission Fee (\$20), a Work Release Fee (\$16/day), and fees to access medical care, jail calls, and commissary purchases, similar to those described for the Adult Detention Center. Until its recent elimination, inmates also had to pay a \$5 fee to visit a nurse. On average, a 15 minute in-state phone call costs \$3.15 according to the Prison Policy Initiative. Community Corrections also offers electronic home monitoring in lieu of incarceration and plans to expand its use in 2020. The cost to participate in electronic home monitoring ranges from \$6 to \$25 per day, depending on residency and employment status.

Project Remand, the vendor operating the County Attorney's diversion program, establishes the fee structure for program participants. There is a one-time fee to participate in the diversion program, which is based on the level of charge a participant is facing. Misdemeanor charges are assessed a \$100 fee, gross misdemeanor charges are assessed a \$150 fee, and felony charges are assessed a \$200 fee. Payment is expected by the completion of diversion.

Additional charges for GPS and alcohol monitoring are associated with diversion. Project Remand contracts with Minnesota Monitoring for these services, and negotiates the fee, although the monitoring vendor has final authority to set fees. Fees vary and are paid per day. Alcohol monitoring fees are \$9-\$10 per day, depending on the type of device. GPS monitoring fees are \$20.75 per day, however participants are expected to pay \$356.25 up front, which covers a \$45

installation fee plus 15 days of monitoring. Participants who qualify for a public defender pay a reduced monitoring fee of \$5 per day for alcohol and GPS monitoring. These participants pay \$120 up front for GPS monitoring, which reflects the reduced daily rate. The reduced fee for participants who qualify for a public defender is set by the Project Remand Board of Directors.

Collections Process for Fines and Fees

In the **Adult Detention Center** and **Correctional Facility**, fees are collected from inmate accounts, which include cash in possession at the time of booking and money provided by friends and family. The system of collecting, holding, and dispensing money from inmate funds can involve numerous vendors with very little reporting back to the County. From the inmate perspective, if they do not have money in their accounts, they are unable to access goods and services while detained, with the exception of medical care.

Project Remand collects diversion fees from its participants, with no involvement from County staff. If a participant is unable to pay the diversion fee, but is otherwise complying with the conditions of diversion, Project Remand and the County Attorney will allow the participant to remain in diversion. Fees for GPS and alcohol monitoring are collected by Minnesota Monitoring. Participants who are eligible for a public defender are assessed a lower rate, as described above, and Project Remand is able to pay the monitoring company the remaining fee cost using money provided by the Minnesota Department of Corrections (for alcohol monitoring) and County Attorney's Office (for GPS monitoring). If the participant is on Social Security disability, 100 percent of the fee for GPS and/or alcohol monitoring is paid by the Minnesota DOC or County Attorney's Office.

Second District Court and the **Adult Division of Community Corrections (Probation)** collect their respective fines and fees. However, after a defined period of time, unpaid debt in for both the Court and Probation is transferred to the Minnesota Department of Revenue (DOR), which attempts collection for four years. DOR attempts multiple collection methods for Second District Court, but only uses revenue recapture (e.g. tax refunds) to collect unpaid Probation Supervision Fees. After four years, any uncollected debt is returned by DOR to the Court or Probation. Neither the Court nor Probation takes any further proactive measures to collect payment, but the debt remains active until written off. The Court writes it off ten years after disposition, to align with the timeframe for restitution, and Community Corrections writes it off six years after disposition.

Neither Second District Court nor Community Corrections pay DOR for its collections activity; instead DOR takes a portion of the money collected from defendants.

DOR adds a 20% fee on top of Court debt; if a defendant owes \$100, DOR collects \$120 from the defendant, keeps \$20, and returns \$100 to the Court. Alternatively, regardless of how much a probationer owes in Supervision Fees, DOR keeps a flat \$15 fee and returns the balance of the dollars collected to Community Corrections.

Probationers are expected to pay their fees within six months of the disposition date. If the probationer is found indigent by the judge, probation officers have the discretion to waive their fees. If payment is not made after one year, Community Corrections sends the unpaid debt to DOR.

The process in Second District Court is more complex based on the type of offense. The Court requires payment or a request to establish a no-interest payment plan based on inability to pay within 30 days of disposition. If payment is not made and a payment plan is not established, the next steps differ between cases that have payable citations (e.g., petty misdemeanors, moving and non-moving misdemeanors) and cases that have court ordered fines and fees.

For cases with court ordered fines and fees and a final disposition, the Court sends debt to DOR on Day 31. If the case has court ordered fines and fees, but there is an interim disposition (e.g., diversion, continue for dismissal), the case is brought back to the judge for any additional action (e.g., no action, conviction entered, refer to DOR).

For payable citations, a reminder letter is sent on Day 31 to the last address on file with any of the County departments and a \$5 late fee is added. After another 30 days (60 days post-disposition), if payment has not been received on a petty misdemeanor, the Court enters a conviction and adds a \$25 late fee on top of the \$5 late fee. If payment still has not been received after another 30 days (90 days post-disposition), then the unpaid debt (minus the late fees) is transferred to DOR. If the petty misdemeanor is a moving violation, the Court will refer the case to the Minnesota Driver and Vehicle Services for a driver license suspension. If payment has not been received on a misdemeanor, any further activity is dependent on whether the city or county prosecutor chooses to prosecute. Until a decision is made, a conviction is not entered, and the Court cannot send the debt to DOR. If the prosecutor does not make a prosecution decision, the charge is dismissed by the prosecutor after five years or by the judge after six years.

With the exception of the process to write off debt after ten years, which is done manually by Court Administration staff, nearly all of the process described above is automated in the Court.

IMPACT OF THE CURRENT SYSTEM OF FINES & FEES

Criminal Justice Impact

The way the criminal justice system responds to defendants who don't pay their fines and fees differs across jurisdictions. Many jurisdictions use the authority of the criminal justice system to compel defendants to make payment on their fines and fees. This can include post-disposition court hearings, probation violations or extended probation terms, and jail time.

Ramsey County has taken significant steps to limit criminalization of non-payment. Instead, non-payment is largely managed administratively by Court Administration and Community Corrections.

Since 2014, judges do not issue warrants for non-payment and they no longer require payment as a condition of probation. As a result, defendants may complete their term of probation while they still owe fines and fees. Judges do not hold separate hearings for non-payment. Payment or lack thereof will only come up in the context of a hearing for indigency, a probation violation or another matter. The absence of separate hearings also had the benefit of reducing the overall number of appearances and thus the opportunity for defendants to miss a court date.

The most significant sanction for non-payment involves those defendants charged with a misdemeanor moving violation. If payment of fees and fines is not made within 30 days of sentence and no payment plan has been established, the defendant's driver license is suspended. Once that happens, defendants cannot restore their driver license until they pay all their fines and fees and pay the reinstatement fee to Driver and Vehicle Services. The cost to reinstate a suspended license is \$20, but the cost to reinstate a license revoked due to alcohol, drugs, or criminal vehicular operation is \$680.

Ramsey County deputy sheriffs will not arrest someone solely for driving on a suspended license, but police officers in St. Paul and other surrounding cities may make an arrest and tow the individual's car. Towing and storage incur additional costs, and someone who is unable to make payment on fines and fees is likely to leave their car longer, leading to even more charges. In the interim, it is more difficult for that individual to show up at work and make money to pay off fines and fees and get their license reinstated.

Community Corrections considers non-payment a "low misconduct" violation of probation, according to its ROMP (Response to Offender Misconduct Protocol) Manual. Probation officers have discretion to respond with a verbal warning, increased frequency for alcohol and drug tests, and unannounced field visits. Probation officers may not violate a probationer solely due to non-payment of fines and fees.

Individual and Family Impact

While Ramsey County has taken steps to minimize criminalization of non-payment, defendants with limited financial means accumulate significant debt through the Court, Probation, and monitoring and programs that are ordered as a condition of probation. They may incur additional costs related to suspended or revoked licenses, towing and storage, and costs to restore insurance that may be suspended with the license. This debt weighs heavily on defendants and their families who may not be aware that the system's response to non-payment has changed and fear repercussions.

In describing its effort to eliminate administrative fees in the criminal justice system, San Francisco uses the term "High Pain, Low Gain."¹⁰ For most city, county, and state governments, fine and fee revenue represents a relatively small percentage of all revenue collected, but the accumulation of outstanding debt on individuals and their families weighs heavily as they struggle to make payments. "In many cases, offenders' total debt burdens overwhelm their abilities to pay while establishing minimally secure financial lives for themselves and their families. The widespread practice in American law is to impose economic penalties with uncertain chances of collection and with insufficient concern for their long-term impact on offender reintegration, recidivism, and public safety."¹¹

A series of indicia demonstrate that criminal defendants – especially those that are eventually incarcerated – are disproportionately poor. A 2018 Brookings Institution study found that among individuals age 18-64 who were sentenced to at least 1 year in prison, approximately 80% were unemployed in the year before incarceration.¹² A 2000 Justice Department study – the most

¹⁰ "Criminal Justice Administrative Fees: High Pain for People, Low Pain for Government," The Financial Justice Project, Office of the Treasurer & Tax Collector, City and County of San Francisco, (April 24, 2019).

¹¹ Kevin R. Reitz, "The Economic Rehabilitation of Offenders: Recommendations of the Model Penal Code (Second)," Minnesota Law Review, 99:1735 (2015), 1738-1739.

¹² <u>https://www.brookings.edu/wp-content/uploads/2018/03/es_20180314_looneyincarceration_final.pdf</u>

national analysis – found that two-thirds of all defendants in the 100 largest counties were indigent and represented by appointed counsel.¹³ A more recent 2012 ABA study estimated that anywhere between 60 and 90% of criminal defendants need publicly funded attorneys.¹⁴ Furthermore, the Ella Baker Center reported in 2015 that "48 percent of families in our survey overall were unable to afford the costs associated with a conviction, while among poor families (making less than \$15,000 per year), 58 percent were unable to afford these costs."¹⁵ The same study found "[I]n 63 percent of cases, family members on the outside were primarily responsible for court-related costs associated with conviction. Of the family members primarily responsible for these costs, 83 percent were women."¹⁶

These findings are consistent with what we heard about the impact of fines and fees from people incarcerated in the Correctional Facility who participated in a roundtable discussion. They said their families were paying their court-ordered costs and making deposits into their inmate accounts. One participant talked about the sacrifices his family made to make sure he had money in his account: "I'd heard the phrase before, and it's true, my family is doing time with me." When asked how much they had spent in total on fines and fees and phone calls over their lifetime, many participants reported thousands of dollars. One participant spoke about her experience, which

"I'm just like any other mother, trying to feed and clothe my children, send them to school, and pay my family's bills. But I have to make decisions about what I can buy them because I'm also trying to pay off my fines and fees."

differed from the others; she didn't have access to any money, so she hadn't spoken to her family in months. Other participants reported they couldn't access outside education and work release opportunities because they didn't have the money.

- ¹³ <u>https://www.bjs.gov/content/pub/pdf/idslc99.pdf</u>
- ¹⁴ Marea Beeman, Am. Bar Ass'n, "Using Data to Sustain and Improve Public Defense Programs 2" (2012), available at <u>http://www.americanbar.org/content/dam/aba/administrative/legal aid indigent defendants/ls sclaid def</u> sustaining_and_improving_public_ defense.authcheckdam.pdf.
- ¹⁵ Saneta deVuono-powell, Chris Schweidler, Alice Walters and Azadeh Zohrabi. "Who Pays? The True Cost of Incarceration on Families." *Ella Baker Center, Forward Together, Research Action Design*, (September 2015), 7. "The research included surveys with 712 formerly incarcerated people, 368 family members of the formerly incarcerated, 27 employers, and 34 focus groups with family members and individuals."
- ¹⁶ deVuono-powell, Schweidler, Walters, and Zohrabi, EBC, FT, RAD, 9.

FISCAL IMPACT OF FINES & FEES

Fine and Fee Collections by Assessing Entity

In 2018, defendants, probationers and inmates in Ramsey County paid a minimum of \$12.8 million in fines and fees assessed by the Second District Court, Community Corrections, Project Remand, and vendors in the Adult Detention Center and Correctional Facility. Eighty-two percent of the \$12.8 million was the result of assessment by the Second District Court.¹⁷

Department	Fines (\$)	Fees (\$)	Total (\$)
Community Corrections (Probation)	n/a	772,102	772,102
Community Corrections (Correctional Facility)	n/a	288,821	288,821
Community Corrections (Project Remand, Vendor)	n/a	268,550	268,550
Correctional Care Services (In-Jail Medical Care)	n/a	Unknown	Unknown
Other In-Jail Goods + Services (e.g. Phone Calls)	n/a	940,680 (minimum)	940,680 (minimum)
Second District Court	4,212,493	6,279,242	10,491,735
Total	4,212,493	8,549,395	12,761,888

2018 FINE AND FEE REVENUE BY ASSESSING ENTITY

Fine and Fee Collections by Receiving Entity

The majority of fee and fine revenue collected in Ramsey County goes to the State of Minnesota: in 2018, approximately \$6.8 million went to the State pursuant to statutory distribution formulas. Another \$3.1 million went to cities within Ramsey County, where the criminal cases were prosecuted by the City Attorney.

Three funds within County government received revenue from fines and fees – the County General Fund (\$1.08 million), the Corrections Special Revenue Fund (\$874,996) and the Law Library Special Fund (\$567,304). Vendors for the County received at least \$334,234 from fees they assessed directly.

¹⁷ The total amount of fee and fine revenue is likely higher since, as described in the Methodology section, the collections data does not include fees related to deposits into inmate accounts in the Correctional Facility, fees for video visitation, email, and voicemail messaging in the Adult Detention Facility, and medical co-pays in both facilities. However, with the exception of dollars that may come to the County through revenue sharing agreements, most of these fees are collected and retained by vendors as part of their compensation.

Appendix C provides the amount collected from each fine and fee for the period 2015 through 2018.

Revenue Recipient	Total Collections (\$)	% of Total Collections
Ramsey County General Fund	1,085,024	8.5
Corrections Special Fund	874,996	6.9
Law Library Special Fund	567,304	4.4
Vendor/County Contract	334,234	2.6
Second District Court	8,333	0.1
State (Treasury, Supreme Court, Other)	6,777,033	53.1
Other Cities	3,114,964	24.4
Total	12,761,888	100

2018 COLLECTION OF FINE AND FEE REVENUE BY RECEIVING ENTITY

Among the fines and fees collected in Ramsey County, the Criminal/Traffic Surcharge is the largest source of fine and fee revenue for state government: in 2018, the Second District Court collected \$2.8 million from the \$75 fee, all of which went to the State.

The largest sources of fine and fee revenue for the County – across its general fund and special revenue funds – are fees related to probation, phone and canteen fees and the Law Library surcharge.

- In 2018, the \$150-\$300 Probation Supervision Fee generated \$722,096, or 66 percent of the County's general fund criminal fee revenue.
- In 2018, the \$10 fee assessed in criminal cases generated \$567,304 for the Law Library Special Fund.
- The County's share of fees collected by the Correctional Facility's commissary generated \$467,353 in revenue and fees collected for telephone calls generated another \$407,643 in revenue.

In addition to the fees authorized by the Board of Commissioners, the County also receives about \$24,000 for its share of late fees and other statutory fees that provide some funding to its DARE program, the County Prosecutor, and the Sheriff's contingency fund.

Some of the fines and fees collected are used for specific purposes, typically mandated by state statute.

- Child Restraint Fee 100% of funds are dedicated to a child passenger restraint and education account, to be disseminated by the Commissioner of Public Safety to provide child restraint systems to families, school districts, and child care providers, and education about child restraint systems;
- Controlled Substance Fine 70% of funds are dedicated to local drug abuse prevention or intervention programs existing in the County, and the remaining 30% is credited to the general fund;
- **Criminal/Traffic Surcharge** 40% of funds are dedicated for peace officer training and the remaining 60% is credited to the general fund;
- **Drug Treatment Court Fees** 100% of funds are reserved in a separate account for trial courts and expenditures from the account are limited to treatment court purposes;
- Law Library Fee 100% of funds support Ramsey County Law Library staff and operations;
- **Ramsey County Surcharge** 100% of funds are transferred to the State to support a hearing officer at the Suburban Court in Maplewood;
- **Seatbelt Fee** 100% of funds are deposited into an emergency medical services relief fund in the Department of Treasury; and
- **Wildlife Restitution** 100% of funds are deposited into a game and fish fund in the Department of Treasury.

Fine and Fee Collections by Authorizing Entity

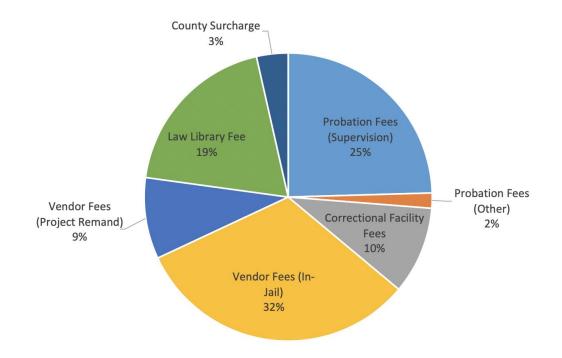
Ramsey County authorizes fees through ordinance, budget and policy, and contracts that produced \$2.9 million in revenue in 2018 (23% of all criminal justice fine and fee revenue collected in Ramsey County); this includes fees that produce revenue for the County General Fund, special funds, County vendors and the State.

Authorization	Total Collections (\$)	% of Total Collections	
Board of Commissioners	1,732,419	13.6	
Vendor/County Contract	1,209,230	9.5	
Ramsey County Subtotal	2,941,649	23.1	
State or Other	9,820,239	76.9	
Total	12,761,888	100	

2018 FINE AND FEE COLLECTIONS BY AUTHORIZING ENTITY

The Board of Commissioners has the most authority over fees related to Community Corrections; it approves a biennial fee schedule that includes the department's fees for supervision, chemical health assessments, electronic home monitoring, work release, and bookings at the Correctional Facility. In 2018, these fees generated 36 percent of the \$2.9 million authorized by the County. The Board of Commissioners also opts into the Ramsey County Surcharge (collected by the State) and sets the amount for the Law Library Fee. These two fees generated another 23 percent of the \$2.9 million authorized by the County.

Data on the total amount of fee revenue collected is incomplete. While our analysis includes some revenue collected by vendors, the County lacks data on many such fees. In this analysis of available data, revenue shared from vendor fees and the fees revenue collected directly by vendors generated the remaining 41 percent of the \$2.9 million authorized by the County.



2018 FEES AUTHORIZED BY RAMSEY COUNTY (\$2.9 Million)

Collection Rates

While Ramsey County departments and its vendors and Second District Court collected \$12.8 million in fine and fee revenue in 2018, the total amount assessed is much higher. Although the exact number could not be provided by Second District Court or Community Corrections due to limitations in their data systems, Second District Court reported a previous collections rate of 20 percent and Community Corrections reported a collections rate of 25 percent.

According to a report produced by Second District Court, defendants owe \$64 million in outstanding debt, a number that would likely be significantly higher if debt was not written off ten years post-disposition. Although fines and fees are expected to be paid within 30 days of disposition, the

same report showed that only 4.5% of money owed is 0 to 90 days old. Instead, 86% of the money owed has been owed longer than a year. In 2018, \$4 million in uncollected debt was returned from DOR to Second District Court because DOR had insufficient information to correctly identify the defendant in their records.

Cost of Collections

There are direct and indirect costs that stem from Ramsey County's system of fines and fees. The primary direct costs are personnel costs and materials: staff who receive payments and monitor the status of debt, and materials needed to send notifications of non-payment, such as postage and paper. Since Second District Court and Community Corrections limit the time they spend trying to collect fines and fees, and ultimately send debt to the State for collection, the County spends relatively little to collect fines and fees. Community Corrections employs one staff person who manages fee collections. Salary and benefits for this employee in 2018 totaled \$87,463.

Second District Court sends notifications to defendants at the 30, 60, and 90 day marks. This results in some costs for materials, but the mechanisms that notify Court staff to send letters are all automated. The process to write off debt after ten years is done manually by Court Administration staff. The Court did not provide information about the percentage of time staff spend on mailing reminder letters and writing off debt, nor the amount of money spent on postage and paper. However, these are costs incurred by the State, which provides the majority of the Second District Court's budget.

Indirect costs are those that result from the criminal justice system's responses to defendants who do not pay. In other jurisdictions, these costs may include staff and operations expenses related to court hearings, arrests, detention, and extended probation that are imposed due to non-payment or failures to appear post-sentencing. As described above, Ramsey County has taken significant steps to limit its criminal justice responses to non-payment, and as a result, incurs little known indirect costs. However, it is possible that individuals who struggle to pay fines and fees have a higher rate of recidivism, which would impose an indirect cost on nearly every criminal justice department. There is relatively little research on the impact of criminal justice debt on recidivism. The only significant study to date found that when controlling for other factors, recidivism rates for juveniles were higher for juveniles with criminal justice debt than for juveniles without debt.¹⁸

Obstacles to Eliminating Fine & Fee Revenue

The County's limited authority over the imposition of fines and fees is the primary obstacle to elimination. With two exceptions, all Court-imposed fines and fees are established in State statute and changes are outside of the control of the County. State statute also limits the discretion of individual judges; they cannot reduce fines lower than \$50 and must impose the Criminal/Traffic Surcharge of \$75 even for indigent defendants.

¹⁸ Alex R. Piquero and Wesley G. Jennings. "Research Note: Justice System–Imposed Financial Penalties Increase the Likelihood of Recidivism in a Sample of Adolescent Offenders." Youth Violence and Juvenile Justice 15, no. 3 (July 2017): 325–40.

To the extent that the County can reduce or eliminate fees, department leaders and staff expressed concerns during interviews that certain programs or functions that receive fine or fee revenue could be impacted by changes to the system. As it relates to fines or fees within the County's authority, the Law Library Fee and Ramsey County Surcharge are both dedicated revenue streams. The Law Library Fee contributes 65 percent of the Law Library's funding and the Ramsey County Surcharge funds a hearing officer at the Second District Court's Suburban Court in Maplewood.

Recommended Actions to Reduce Reliance on Fines & Fees

Our recommendations identify specific steps that the County Board of Commissioners and the State can take to reduce reliance on fines and fees as a source of revenue.

In the case of the County, some action is already under way as three departments implemented, or started to implement, changes to their assessment of fees. Since these efforts have occurred or are in progress, they are not included as recommended actions and their revenue implications are not considered since the 2020 – 2021 budget process will account for the change.

- Community Corrections proposed in its budget to eliminate three fees: the Correctional Facility Admission Fee, the Chemical Health Assessment Fee, and the Work Release Fee. Based on 2018 collections for these fees, the revenue impact is expected to be approximately \$167,000.
- Correctional Health Services, which reports to St. Paul Ramsey County Public Health, also eliminated fees related to medical care in the Correctional Facility. Since data on revenue from these fees was not provided, the revenue impact is unknown.
- The County issued an RFP seeking a vendor to operate the County Attorney's pretrial supervision and diversion programs. In the RFP, the County requested that vendors not submit proposals that relied upon a participant fee to offset costs and instead propose the full cost to operate the program. The County has not yet selected its vendor, but this change is expected to go into effect at the start of 2020. While this change may not affect the GPS and alcohol monitoring fees charged by Minnesota Monitoring, Project Remand collected \$54,829 in fees from diversion participants in 2018.

Board of Commissioners

Ramsey County has direct authority over \$2.9 million in fees through ordinance, budget and policy, and its contracts.

The typical fines and fees for an indigent defendant convicted of a crime in Ramsey County and sentenced to probation currently totals \$436. If the County adopts these recommendations, the maximum cost to that same defendant would be \$125 – in other words, the cost of fines and fees to an indigent defendant in Ramsey County would be reduced by more than 70 percent.

The Board of Commissioners should consider:



De-authorizing the County Surcharge.



Eliminating the Criminal Law Library Fee (with approval from the Law Library Board).



Eliminating Probation Supervision Fees including the telephone supervision fee, and the electronic home monitoring fee.

As evidenced by the RFP for the pretrial/diversion program, the Board of Commissioners and County departments can also restructure contracts that allow vendors to impose fees for monitoring, in-jail services like medical care, phone calls, email and voicemail, and commissary deposits. For example, San Francisco and New York City have led the way in eliminating fees for phone calls and reducing the mark-up on commissary items. San Francisco has committed to making the shift in FY 2020 and New York City was the first in the country to execute it. Through their RFP and contracting processes, these cities are eliminating the revenue sharing structure and fully funding the cost of in-jail phone calls, rather than shifting the cost to inmates. Additionally, the markup on common commissary items has been reduced through negotiations with the vendor. Even prior to restructuring the contracts, the County should seek greater transparency regarding money collected by vendors from participants, all additional fees and the cost of the fees, and performance through audits, financial reports, and inmate impact statements.

Finally, Community Corrections and the Sheriff's Office can forgive \$125,469 in outstanding debt.

If adopted, the Ramsey County Board of Commissioners can eliminate fees that total \$1.84 million in annual revenue for the County and the State (the County Surcharge) in the 2020 – 2021 budget. As noted above, recently eliminated fees are not included in this plan; they account for the remaining \$0.22 million under County jurisdiction.

The plan would reduce revenue that currently goes to the County's general fund (Probation Supervision Fees and Electronic Home Monitoring Fees), the Law Library Special Fund, the Corrections Special Revenue Fund and the Suburban Court in Maplewood (County Surcharge). When the Board takes action to directly fund services provided by vendors, the County's general fund will be impacted by that as well, but the County can negotiate the terms of the contract to minimize cost.

Fee	Recipient	Fee Amount (\$)	Projected Revenue Impact (\$)
Probation Supervision Fees	General Fund	150-300	722,096
Electronic Home Monitoring Fee	General Fund	6-25/day	171,691
General Fund Subtotal			893,787
Law Library Fee	Special Fund	10	567,304
Canteen and Phone Call Revenue	Special Fund		874,996
Special Fund Revenue			1,442,300
Ramsey County Surcharge	State Treasury	1	104,192
Project Remand Monitoring Fees	Vendor	5-21/day	213,721
Commissary Deposit Fee	Vendor	5.95/deposit	65,684
Total			2,719,684

Impact of Potential County Actions

State Legislation

State legislation is needed to give judges greater authority to take account of defendant ability to pay in setting fines and fees imposed by state law. Judges have discretion to waive fees and reduce fines, and do so frequently in Ramsey County. In 2018, only 12 defendants were sentenced to fines and fees that exceeded \$1,000. If a defendant is found indigent, a judge can reduce total fines and fees to \$126, although most sentencing orders include the Law Library fee, for a total of \$136.

However, if a defendant is not indigent, the judge cannot assess a fine lower than 30 percent of the maximum fine provided in State statute. For example, a defendant convicted of a gross misdemeanor who is not found indigent must pay a minimum \$900 fine, rather than \$50 if indigent.

Some defendants do not meet the threshold for indigency, but struggle to make any payments toward a much larger fine and other fees.

Day fines are one approach to scaling criminal justice financial penalties based on ability to pay. The approach considers a defendant's income and the severity of their offense to determine an appropriate financial penalty.

Offenses are assigned points that equate to the number of days of income a defendant will be required to pay. The more serious an offense, the more days of income a defendant will have to pay.

For example, a defendant who makes \$100,000 may pay a maximum fine and fee total of \$548 for a certain offense, whereas a defendant earning \$25,750 may pay a maximum fine and fee total of \$141.

Ideally, this scaled approach would apply to all fines and fees, including those that are mandatory in statute, e.g. the Criminal/Traffic Surcharge and all fines. The State should designate Ramsey County as a pilot jurisdiction and allow all fines and fees to be scaled under the model. A day fine system would continue to generate limited revenue for the State, Ramsey County and other cities, but it would not disproportionately affect defendants who are unable to pay.

Plan to Offset Revenue Impact of Fine & Fee Recommendations

If Ramsey County implements each of the recommendations above, the County could collect \$1.84 million less in revenue. The majority of the impact is on the County general fund and Law Library Special Fund, but the State would be impacted as well due to the County Surcharge. The County can address its reduction in revenue through a series of options related to cost savings and alternative revenue. The savings and revenue generated from these options total slightly more than \$1.84 million, which means the County can create a plan that incorporates some or all of these options.

Summary of Options to Offset Revenue Impact

- Avoided Costs
 - Eliminate Community Corrections FTE responsible for collecting fees (\$87,463 annual savings)
- Options to Reduce Expenditures
 - Reduce Probation caseload 10% through increased use of targeted early release of lower risk clients from probation (\$793,000 annual savings)
 - Consolidate County and State Law Libraries (\$567,000 annual savings)
- Options to Raise Revenue
 - Renegotiate Dakota County agreement for female inmate housing at Ramsey County Correctional Facility (\$440,000 annual revenue)
 - Implement voluntary payments in lieu of taxes (PILOT) with tax-exempt property owners
 - Increase property taxes

Avoided Costs: Community Corrections FTE

Community Corrections dedicates one FTE to the collection and monitoring of probation fees. Salary and benefits for this position total \$87,463. If the County chooses to eliminate its probation supervision fees, this position can be eliminated as the function will no longer be needed.

Savings Option: Reduce Probation Caseload and Headcount

The Adult Services Division of Community Corrections supervises over 10,000 clients per day, on average. The total number of clients on active probation has declined 15% since 2014, but the number of FTEs supervising that population has increased slightly since then. At the same time, the risk makeup has shifted as a greater percent of clients are deemed low risk, a shift which further reduces caseload burden since low risk clients receive less intensive supervision than high risk clients. In 2018, 39% of initial Level of Service/Case Management Inventory (LS/CMI) assessments were scored "low" to indicate a low risk of reoffending – up from 31% in 2014. The percent of clients scored as "high/very high" has decreased from 54% to 46 percent.

Defendants in Ramsey County are sentenced to long terms of probation: from 2015 to 2017, the average probation length ordered by Second District Court judges was 68.6 months, slightly higher than the statewide average of 66.5 months.¹⁹ Comparatively, the Fourth Judicial District, which serves Hennepin County, sentenced defendants to an average probation term of 39.3 months.

Probationers in Ramsey County also serve long terms of probation, suggesting probation officers do not frequently offer early release. Of the 1,153 clients removed from felony probation in 2018 (for any reason), 54% had been on probation three to five years and another 18% had been on probation more than five years. This far exceeds what occurs nationally: in 2009, among the 75 largest urban counties, only 15% of probation sentences exceeded three years compared to 72% in Ramsey County.²⁰

Long periods of supervision are known to lead to higher incidence of revocations²¹ and do not serve public safety. Ramsey County has one of the highest percentages of cases revoked within the state (20.5%) compared to the statewide average of 16.5% and Hennepin County's 11.6 percent.²² A high revocation rate has financial implications for the County: in 2018, 30% of admissions to the Correctional Facility were for a probation violation. Each of these revocations is associated with workload for a probation officers, judges and court staff, and higher utilization of beds and staff time in the Correctional Facility.

¹⁹ "2017 Probation Revocations: Offenders Sentenced from 2006-2017, Revoked to Prison through 2017." Minnesota Sentencing Guidelines Commission (January 31, 2019): 15.

²⁰ Brian A. Reaves, "Felony Defendants in Large Urban Counties, 2009," Bureau of Justice Statistics (December 20, 2013), <u>http://www.bjs.gov/index.cfm?ty=pbdetail&iid=4845</u>.

²¹ "Dosage Probation: Rethinking the Structure of Probation Sentences," Center for Effective Public Policy (January 2014).

²² "2017 Probation Revocations," MN Sentencing Guidelines Commission, 12.

To better align with national outcomes, Community Corrections should prioritize efforts to reduce technical violations and revocations. This includes granting targeted early release of lower risk clients from probation as a means to lower recidivism rates and the number of admissions for violations at the Correctional Facility. Early release should be made on a case-by-case basis, but low risk clients and clients on probation longer than three years without recent violations could be considered first.

Community Corrections can remove 10% of its clients from its active caseload (approximately 830 people) by offering early release. With this action, the department could phase in a headcount reduction of ten FTEs through natural attrition over two years.

The recommendation to address violations and revocations will continue to be examined in greater detail through the County's participation in the Reducing Revocations Challenge, a recently announced initiative of Arnold Ventures and the City University of New York Institute for State and Local Governance.

Expenditure Impact: The associated cost savings of salary and benefits is \$793,000 annually once the headcount reductions are fully implemented.

Savings Option: Consolidate County and State Law Libraries

The Ramsey County Law Library is funded by fees imposed at criminal conviction and fees collected on civil cases as well. According to the CAFR, Ramsey County received a total of \$867,735 in revenue for the Library in FY 2018. Of that amount, \$567,304 was collected from a \$10 surcharge imposed on all criminal convictions.

In FY 2018, the Law Library had costs of \$761,656. In FY 2019, the Law Library budget is \$786,350. Just less than half of the budget (44% or \$343,000) is allocated to salary and benefits for the three FT and one PT staff members. Library staff respond to reference questions (about 21 per day) and research requests (about two per day) from attorneys, inmates, and the public, and engage with tour groups, CLE classes, and others who come through the Library.

The largest category of spending is \$345,000 for books. The Law Library has more than 20,000 volumes in its collection.

Ramsey County's \$10 criminal surcharge is significantly higher than neighboring Hennepin County, which charges \$3 per conviction. In 2013, the Ramsey County criminal fee was doubled from \$5 per conviction. At the same time, the civil filing fee was increased from \$10 to \$15. As a result, revenue from civil and criminal fees more than doubled from the year before to the year after the change.

As of FY 2018, the Law Library Special Fund had a fund balance of \$1.9 million – or approximately two and a half times the annual budget. The Library does not have specific plans for the fund balance, though it is used for capital improvements and the Library seeks to keep the equivalent of six months of expenses in reserve.

The reason for a County Law Library is to provide access to legal materials to the public. However, the Minnesota State Law Library is also located in St. Paul, less than one mile from the County Law Library. The County and the Law Library Board of Trustees should eliminate the criminal surcharge

for the Law Library and work to develop a consolidated law library with the State over the next year. In the interim, the Law Library could spend down its fund balance.

The reason for a County Law Library is to provide access to legal materials to the public. However, the Minnesota State Law Library is also located in St. Paul, less than one mile from the County Law Library. The County and the Law Library Board of Trustees should eliminate the criminal surcharge for the Law Library and work to develop a consolidated law library with the State over the next year. In the interim, the Law Library could spend down its fund balance.

In the absence of consolidation, the Law Library should consider increases in civil fees and subscriptions for access by law firms: Hennepin County charges law firms and attorneys for additional library materials, online databases and library services at a rate of \$85 per year.

Expenditure Impact: If the County consolidates with the State Library or maintains the current library supplemented by access fees, the annual savings will cover the loss of \$567,000 in criminal fee revenue.

Revenue Option: Renegotiate Dakota County Agreement for Female Inmate Housing at Ramsey County Correctional Facility

The Ramsey County Correctional Facility provides housing to female inmates from Dakota County pursuant to a negotiated joint powers agreement. In 2017, the Correctional Facility's average daily population was 297 inmates: on an average day, it housed 28 female inmates from Dakota County.

Under its agreement with Ramsey County for 2018 – 2019, Dakota County is paying a per diem of \$62 per inmate. According to the 2017 Facility Per Diem Costs and Rates Report, the variable cost of the Correctional Facility was \$11.26 per day and the fixed cost was \$156.78 per day, for a total per diem of \$168.04. However, in 2009, the Correctional Facility charged \$105/day to other counties. According to the Dakota County Sheriff, "All other local jails charge more per night boarded and are farther away than Ramsey County Correctional Facility."²³

The County has recognized that the Correctional Facility is a costly facility to run. The County Manager's 2020-2021 budget calls for closing a dorm at the Correctional Facility and reducing staffing. Even if the cost per day under the agreement with Dakota County were increased back to 2009 levels, the County would not fully recover its cost on a pure cost per day analysis, but its rate would still be competitive for Dakota County. The current joint powers agreement with Dakota County, which began January 1, 2018, is set to expire December 31, 2019.

Revenue Impact: At a renegotiated rate of \$105 per day, the County would generate an additional \$440,000 in revenue in 2020.

²³ Sheriff Tim Leslie, Brian Kopperud and Lisa Melquist. "Joint Powers Agreement with Ramsey County for Boarding of Inmates at the Ramsey County Jail," Presentation to Dakota County Board of Commissioners (February 27, 2018).

Revenue Option: Voluntary Payments in Lieu of Taxes with Tax Exempt Property Owners (PILOT)

Ramsey County has a significant percentage of properties that are tax exempt. Based on 2019 property tax rolls for the County, 5,599 parcels with an estimated market value of \$11.7 billion were exempt from property taxation. Countywide, these exempt properties account for 3.4% of all parcels and 17.8% of estimated market value.

Federal, state or local government and public schools own most of the tax exempt value in Ramsey County. Two categories of non-government exempt owners, however, account for \$1.63 billion in estimated property market value in Ramsey County:

- **Private Colleges:** \$1.18 billion (142 parcels with average market value of \$8.3 million)
- **Private Hospitals:** \$449.2 million (46 parcels with average market value of \$9.8 million)

According to a November 2016 Policy Brief by the Lincoln Institute of Land Policy, local governments across the country forego four to eight percent of property tax revenue due to exemptions from hospitals, universities, and other nonprofit organizations.²⁴ Other local governments are working with large non-profits to obtain voluntary Payment In Lieu of Tax (PILOT) agreements. As of 2012, there were at least 218 localities in 28 states receiving PILOT payments – with most PILOT revenue coming from so-called "eds and meds."

In the City of Boston, tax exempt organizations that own more than \$15 million in property are asked to voluntarily contribute the equivalent of 25 percent of what they would pay if property was taxable: Boston allows for offsets based on community benefits (so-called SILOTs). In FY 2019, the voluntary program in Boston generated \$34.2 million in revenue. PILOT receipts as a percentage of requests were 90.7% in FY 2012 and 68.6% in FY 2015 with the variation in rate being attributable to the voluntary nature of the agreements.

Providence, Rhode Island has also entered into a series of voluntary agreements with its largest non-profit property owners. Providence - a city with less than 35% of the population of Ramsey County - projected \$7.5 million in revenue from voluntary PILOTs with non-profits in FY 2019.

Because these sorts of PILOT payments are voluntary, local governments need to develop a compelling case for why non-profit institutions should enter into these agreements when they do not have to. In some cases, local governments have simply made an equity argument. These non-profit institutions benefit from local government services and infrastructure and it would only be fair if they contributed to the cost.

A 2015 study by the National Resource Network outlined an alternative approach. The study, led by researchers from New York University and the Urban Institute, suggested that cities and anchor institutions - higher education and medical institutions that are typically among the largest tax exempt property owners in a jurisdiction - needed to arrive at a grand bargain that balances local

²⁴ <u>https://www.lincolninst.edu/sites/default/files/pubfiles/nonprofit-pilots-policy-brief-v2_0.pdf</u>

government interests with those of anchor institutions.²⁵ In most cases, the relationship between local governments and anchor institutions tends to be transactional: local governments may seek PILOTs and anchor institutions may seek support for specific projects, such as expedited permitting or infrastructure investments. The grand bargain approach urges a more strategic relationship where there is an ongoing partnership between local governments and anchor institutions.

PILOT payments by anchor institutions may directly relate to spending on local government initiatives that advance their interests. For example, higher education institutions could provide PILOTs that help to fund initiatives around school readiness, or medical institutions could provide PILOTs that fund health prevention initiatives. By shifting to a more strategic partnership approach, local governments and anchor institutions advance their mutual interests together creating more cohesive community.

Given the mission and purpose of many of the tax exempt institutions in the County, it should be possible to negotiate voluntary contributions into a Ramsey County Justice and Equity Fund – with a focus on initiatives related to public health and advancing the County's efforts at justice reform in both the juvenile and adult systems.

The exempt "eds and meds" properties equal approximately 3% of total taxable property in Ramsey County. If there were to agree to pay one-quarter of what they would owe in property taxes if they were not exempt, that would increase the property tax base – and property tax revenue – by 0.75% or approximately \$2.0 million annually.²⁶

Revenue Option: Increase Property Taxes

If the County chooses not to pursue any of the other options, it could also offset revenue losses through a tax increase.

Ramsey County is limited in its revenue options. Counties – like most local governments – are "mere political subdivisions" of state governments: as a result, their taxing authority is defined and limited by state law.

For example, Ramsey County has a sales tax, but pursuant to state law revenue collected from the sales and use tax of 0.50% is dedicated to transportation. The County could seek an additional sales tax levy – in Hennepin County, the tax rate is 0.65 percent – but state law currently provides that it must be dedicated to support funding for infrastructure: in Hennepin County, the additional sales tax goes to funding debt related to the stadium. Ramsey County has a wheel tax that generated \$8.3 million in FY 2018 revenue, but set at \$20 per vehicle registration, the County is already at the limit imposed by the state.

Property taxes are the County's largest revenue source. In FY 2018, the County received \$328.4 million in property taxes (52% of all revenue raised). Property tax revenue is affected by the tax base and the rate at which it is taxed. The estimated taxable market value of property in Ramsey County has been steadily growing, up by just less than 30% in the last five years.

²⁵ <u>http://nationalresourcenetwork.org/resources_post/striking-a-local-grand-bargain/</u>

²⁶ This estimate is based on the certified tax levy for 2019, excluding revenue from Fiscal Disparity and Post-Levy state aid and credits.

Taxable Market Value of Property in Ra	msey County
--	-------------

	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019
Taxable Market Value (in Billions)	\$39.918	\$41.446	\$44.283	\$47.989	\$51.609
Annual Increase		3.8%	6.8%	8.4%	7.5%
Five Year Increase					29.3%

As the tax base has been growing, the County has worked to reduce the tax rate, as defined by percentage of tax capacity. Nevertheless, even as Ramsey County has reduced the tax rate, it still has the highest rate among benchmark counties.

County	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
Anoka	46.165	40.822	41.865	39.611	38.091
Dakota	33.745	29.633	28.570	28.004	26.580
Hennepin	46.245	45.330	45.730	42.768	41.806
Ramsey	58.922	58.885	55.850	53.962	52.880
Washington	32.810	30.186	30.564	30.448	29.983

Property Tax Comparison – Percent of Tax Capacity

County property taxes are also impacted by Tax Increment Financing (TIF). Through TIF, the County captured \$3,737,925 (36 percent) of the total collections in 2017. The County uses a "pay-as-you-go note" system which reimburses the developer for certain public improvements. The developer's payment is a percentage of all TIF received from the six months prior. Of the outstanding 68 pay-as-you-go notes in 2017, St. Paul had 36 notes, the most notes out of all cities and townships in the county. The County collected the most TIF revenue from St. Paul totaling \$2.25 million.²⁷

²⁷ "Comprehensive Annual Financial Report: Ramsey County, Minnesota 2017," 53-54, accessed October 3, 2019, https://www.ramseycounty.us/sites/default/files/Budget%20and%20Finance/2017%20CAFR%202.pdf.

Other Recommendations

- Invest in Recidivism Research: There is relatively little research on the impact of criminal justice debt on recidivism. The only significant study to date found that, when controlling for other factors, recidivism rates for juveniles were higher for those with criminal justice debt than for juveniles without debt. The County should work with a local university and the state to quantify the long-term criminal justice impacts of fines and fees on residents by measuring recidivism rates among indigent defendants assessed fines and fees compared to those with financial means (or no fines and fees). The financial impact of continued involvement in the criminal justice system should be factored into ongoing cost benefit analyses of eliminating or scaling additional fines and fees.
- **Improve Demographic Data Collection:** The County will develop stronger strategies to advance racial and health equity and to transform systems if it collects data that enables assessment of the racial impacts of decisions made by criminal justice departments, and to assess how the system functions for those with and those without financial means.

Appendix A: Complete List of Fines and Fees

Name of Fine or Fee	Fine / Fee	Assessing Dept.	Revenue Recipient
Admissions Fee	Fee	Community Corrections	Ramsey County
Chemical Health Assessment	Fee	Community Corrections	Ramsey County
Commitments - Paid by Individuals	Fee	Community Corrections	Ramsey County
Electronic Home Monitoring: Out of county clients	Fee	Community Corrections	Ramsey County
Electronic Home Monitoring: Residents employed (per day)	Fee	Community Corrections	Ramsey County
Electronic Home Monitoring: Residents unemployed	Fee	Community Corrections	Ramsey County
Non-Sufficient Funds	Fee	Community Corrections	Ramsey County
Supervision Fee - Other than Probation Reporting Center (PRC)	Fee	Community Corrections	Ramsey County
Supervision Fee - Probation Reporting Center	Fee	Community Corrections	Ramsey County
Work Release Fee (per day)	Fee	Community Corrections	Ramsey County
1st Late Penalty - County Revenue	Fee	Court Administration	Ramsey County
1st Late Penalty - Muni State Share	Fee	Court Administration	State Supreme Court
1st Late Penalty - State	Fee	Court Administration	State Supreme Court
20% State Share-County Fines	Fine	Court Administration	State Treasury
2nd Late Penalty - County Revenue	Fee	Court Administration	Ramsey County
2nd Late Penalty - Muni State Share	Fee	Court Administration	State Supreme Court
2nd Late Penalty - State	Fee	Court Administration	State Supreme Court
Arden Hills 1st Late Penalty	Fee	Court Administration	Other City
Arden Hills 2nd Late Penalty	Fee	Court Administration	Other City
Arden Hills Fines	Fine	Court Administration	Other City
Arden Hills Prosecution Costs	Fee	Court Administration	Other City
Arden Hills Share Highway Patrol Fines	Fine	Court Administration	Other City
Bail Forfeiture	Fee	Court Administration	State Treasury
Blaine 1st Late Penalty	Fee	Court Administration	Other City
Blaine 2nd Late Penalty	Fee	Court Administration	Other City
Blaine Fines	Fee	Court Administration	Other City
Blaine Prosecution Costs	Fee	Court Administration	Other City
Boat & Water Fines - 20% State Share	Fine	Court Administration	State Treasury
Boat & Water Fines - County Share	Fine	Court Administration	State Supreme Court
Boat & Water Fines - Dept. Natural Resources Share	Fine	Court Administration	State Department (Other)
Certified Copy	Fee	Court Administration	State Treasury
Chemical Dependency Assessment - County Share	Fee	Court Administration	Ramsey County
Chemical Dependency Assessment - State Share	Fee	Court Administration	State Treasury
Child Restraint	Fine	Court Administration	State Treasury
Collection Reimbursement	Fee	Court Administration	State Supreme Court
Controlled Substance - 30% State Share	Fine	Court Administration	State Treasury
		•	

Name of Fine or Fee	Fine / Fee	Assessing Dept.	Revenue Recipient
County Fines	Fine	Court Administration	State Supreme Court
County Ordinance	Fine	Court Administration	Ramsey County
County Share Hwy Patrol Overweight 1/3	Fee	Court Administration	Ramsey County
County Share Hwy Patrol Overweight 5/8	Fee	Court Administration	Ramsey County
Court Costs	Fee	Court Administration	State Treasury
Crim/Traffic Surcharge 2003	Fee	Court Administration	State Treasury
Crim/Traffic Surcharge 2005	Fee	Court Administration	State Treasury
Crim/Traffic Surcharge 2008	Fee	Court Administration	State Treasury
Criminal-Traffic Surcharge	Fee	Court Administration	State Treasury
District 2 Late Penalty	Fee	Court Administration	Ramsey County
Diversion Surcharge Crim - Traffic 2008	Fee	Court Administration	State Treasury
Diversion Surcharge Parking	Fee	Court Administration	State Treasury
Drug Treatment Court Participation Fees	Fee	Court Administration	Second District Court
DWI Treatment Court Participation Fees	Fee	Court Administration	Second District Court
Electronic Payment Convenience Fee	Fee	Court Administration	State Department (Other)
Emergency Vehicle Surcharge	Fee	Court Administration	State Treasury
Falcon Heights 1st Late Penalty	Fee	Court Administration	Other City
Falcon Heights 2nd Late Penalty	Fee	Court Administration	Other City
Falcon Heights Collections	Fee	Court Administration	Other City
Falcon Heights Fines	Fine	Court Administration	Other City
Falcon Heights Prosecution Costs	Fee	Court Administration	Other City
Falcon Heights Share Highway Patrol Fines	Fine	Court Administration	Other City
Felony Collections		Court Administration	
Felony Fines	Fine	Court Administration	State Supreme Court
Fine DPS 1/3	Fine	Court Administration	State Department (Other)
Fine DPS 1/3-County Share	Fine	Court Administration	State Supreme Court
Fine DPS 5/8	Fine	Court Administration	State Department (Other)
Fine DPS 5/8-County Share	Fine	Court Administration	State Supreme Court
Fish & Wildlife Fines - Dept. Natural Resources Share	Fine	Court Administration	State Department (Other)
Fish & Wildlife Fines-County Share	Fine	Court Administration	State Supreme Court
Gem Lake 1st Late Penalty	Fee	Court Administration	Other City
Gem Lake 2nd Late Penalty	Fee	Court Administration	Other City
Gem Lake Fines	Fine	Court Administration	Other City
Gem Lake Prosecution Costs	Fee	Court Administration	Other City
Gem Lake Share Highway Patrol Fines	Fine	Court Administration	Other City
Highway Patrol Overweight 1/3	Fee	Court Administration	State Department (Other)
Highway Patrol Overweight 5/8	Fee	Court Administration	State Department (Other)
Jury Reimbursement	Fee	Court Administration	State Treasury
K-T Surcharge	Fee	Court Administration	State Treasury
Lauderdale 1st Late Penalty	Fee	Court Administration	Other City
Lauderdale 2nd Late Penalty	Fee	Court Administration	Other City

Name of Fine or Fee	Fine / Fee	Assessing Dept.	Revenue Recipient
Lauderdale Collections	Fee	Court Administration	Other City
Lauderdale Fines	Fine	Court Administration	Other City
Lauderdale Prosecution Costs	Fee	Court Administration	Other City
Lauderdale Share Highway Patrol Fines	Fine	Court Administration	Other City
Law Library Civil	Fee	Court Administration	Ramsey County
Law Library Criminal	Fee	Court Administration	Ramsey County
Little Canada 1st Late Penalty	Fee	Court Administration	Other City
Little Canada 2nd Late Penalty	Fee	Court Administration	Other City
Little Canada Collections	Fee	Court Administration	Other City
Little Canada Prosecution Costs	Fee	Court Administration	Other City
Little Canada Share Highway Patrol Fines	Fine	Court Administration	Other City
Maplewood 1st Late Penalty	Fee	Court Administration	Other City
Maplewood 2nd Late Penalty	Fee	Court Administration	Other City
Maplewood Collections	Fee	Court Administration	Other City
Maplewood DARE	Fee	Court Administration	Other City
Maplewood Fines	Fine	Court Administration	Other City
Maplewood Prosecution Costs	Fee	Court Administration	Other City
Maplewood Share Highway Patrol Fines	Fine	Court Administration	Other City
Moundsview 1st Late Penalty	Fee	Court Administration	Other City
Moundsview 2nd Late Penalty	Fee	Court Administration	Other City
Moundsview Collections	Fee	Court Administration	Other City
Moundsview DARE	Fee	Court Administration	Other City
Moundsview Fines	Fine	Court Administration	Other City
Moundsview Prosecution Costs	Fee	Court Administration	Other City
Moundsview Share Highway Patrol Fines	Fine	Court Administration	Other City
Municipal Fines 20% State Share	Fine	Court Administration	State Treasury
Municipal Fines-County Share	Fine	Court Administration	State Supreme Court
New Brighton 1st Late Penalty	Fee	Court Administration	Other City
New Brighton 2nd Late Penalty	Fee	Court Administration	Other City
New Brighton Collections	Fee	Court Administration	Other City
New Brighton Fines	Fine	Court Administration	Other City
New Brighton Prosecution Costs	Fee	Court Administration	Other City
New Brighton Share Highway Patrol Fines	Fine	Court Administration	Other City
Non-Sufficient Funds	Fee	Court Administration	State Treasury
North Oaks 1st Late Penalty	Fee	Court Administration	Other City
North Oaks 2nd Late Penalty	Fee	Court Administration	Other City
North Oaks Fines	Fine	Court Administration	Other City
North Oaks Prosecution Costs	Fee	Court Administration	Other City
North St. Paul 1st Late Penalty	Fee	Court Administration	Other City
North St. Paul 2nd Late Penalty	Fee	Court Administration	Other City
North St. Paul Collections	Fee	Court Administration	Other City

Name of Fine or Fee	Fine / Fee	Assessing Dept.	Revenue Recipient
North St. Paul Fines	Fine	Court Administration	Other City
North St. Paul Prosecution Costs	Fee	Court Administration	Other City
North St. Paul Share Highway Patrol Fines	Fine	Court Administration	Other City
Parking Surcharge	Fee	Court Administration	State Treasury
Plain Copy	Fee	Court Administration	State Treasury
Pre-Closure Fine Payments	Fine	Court Administration	State Department (Other)
Prosecution Costs	Fee	Court Administration	Ramsey County
Prostitution Assess in Excess of Minimum-State	Fee	Court Administration	State Department (Other)
Prostitution Assess Minimum Fine-County	Fee	Court Administration	Ramsey County
Prostitution Assess/County Prosecutor	Fee	Court Administration	Ramsey County
Prostitution Assess/Moundsview LE	Fee	Court Administration	Other City
Prostitution Assess/Moundsview Prosecutor	Fee	Court Administration	Other City
Prostitution Assess/New Brighton LE	Fee	Court Administration	Other City
Prostitution Assess/North St. Paul LE	Fee	Court Administration	Other City
Prostitution Assess/North St. Paul Prosecutor	Fee	Court Administration	Other City
Prostitution Assess/Roseville LE	Fee	Court Administration	Other City
Prostitution Assess/Roseville Prosecutor	Fee	Court Administration	Other City
Prostitution Assess/Safe Harbor	Fee	Court Administration	State Treasury
Prostitution Assess/Saint Paul LE	Fee	Court Administration	Other City
Prostitution Assess/St. Paul Prosecutor	Fee	Court Administration	Other City
Public Defender Reimbursement	Fee	Court Administration	State Treasury
Ramsey County DARE	Fee	Court Administration	Ramsey County
Ramsey County Surcharge	Fee	Court Administration	State Treasury
Roseville 1st Late Penalty	Fee	Court Administration	Other City
Roseville 2nd Late Penalty	Fee	Court Administration	Other City
Roseville Collections	Fee	Court Administration	Other City
Roseville Fines	Fine	Court Administration	Other City
Roseville Prosecution Costs	Fee	Court Administration	Other City
Roseville Share Highway Patrol Fines	Fine	Court Administration	Other City
School Zone Surcharge	Fee	Court Administration	State Treasury
Seat Belt	Fine	Court Administration	State Treasury
Sheriff's Contingency Fund	Fine	Court Administration	Ramsey County
Sheriff's Contingency Fund 20% State Share (Conversion Only)	Fine	Court Administration	Ramsey County
Shoreview 1st Late Penalty	Fee	Court Administration	Other City
Shoreview 2nd Late Penalty	Fee	Court Administration	Other City
Shoreview Collections	Fee	Court Administration	Other City
Shoreview Fines	Fine	Court Administration	Other City
Shoreview Prosecution Costs	Fee	Court Administration	Other City
Shoreview Share Highway Patrol Fines	Fine	Court Administration	Other City
Snowmobile Fines-County Share	Fine	Court Administration	Ramsey County
Snowmobile Fines-DNR Share	Fine	Court Administration	State Department (Other)

Name of Fine or Fee	Fine / Fee	Assessing Dept.	Revenue Recipient
Speeding Surcharge	Fee	Court Administration	State Treasury
Spring Lake Park 1st Late Penalty	Fee	Court Administration	Other City
Spring Lake Park 2nd Late Penalty	Fee	Court Administration	Other City
Spring Lake Park Fines	Fine	Court Administration	Other City
St. Anthony 1st Late Penalty	Fee	Court Administration	Other City
St. Anthony Fines	Fine	Court Administration	Other City
St. Paul 1st Late Penalty	Fee	Court Administration	Other City
St. Paul 2/3	Fine	Court Administration	Other City
St. Paul 2nd Late Penalty	Fee	Court Administration	Other City
St. Paul Collections	Fee	Court Administration	Other City
St. Paul Intervention	Fee	Court Administration	Other City
St. Paul Prosecution Costs	Fee	Court Administration	Other City
St. Paul Share Highway Patrol Fines	Fine	Court Administration	Other City
State Fair 1st Late Penalty	Fee	Court Administration	State Department (Other)
State Fair 2nd Late Penalty	Fee	Court Administration	State Department (Other)
State Fair Fines	Fine	Court Administration	State Department (Other)
State Fair Prosecution Costs	Fee	Court Administration	State Treasury
Technology Fee	Fee	Court Administration	State Treasury
Vadnais Heights 1st Late Penalty	Fee	Court Administration	Other City
Vadnais Heights 2nd Late Penalty	Fee	Court Administration	Other City
Vadnais Heights Collections	Fee	Court Administration	Other City
Vadnais Heights Fines	Fine	Court Administration	Other City
Vadnais Heights Prosecution Costs	Fee	Court Administration	Other City
Vadnais Heights Share Highway Patrol Fines	Fine	Court Administration	Other City
Veterans Treatment Court Participation Fees	Fee	Court Administration	Second District Court
Victim Assistance-County Share	Fee	Court Administration	Ramsey County
Victim Assistance-State Share	Fee	Court Administration	State Treasury
WBL Conservation District 1st Late Penalty	Fee	Court Administration	Other City
WBL Conservation District 2nd Late Penalty	Fee	Court Administration	Other City
White Bear Lake DARE	Fee	Court Administration	Other City
White Bear Lake 1st Late Penalty	Fee	Court Administration	Other City
White Bear Lake 2nd Late Penalty	Fee	Court Administration	Other City
White Bear Lake Collections	Fee	Court Administration	Other City
White Bear Lake Fines	Fine	Court Administration	Other City
White Bear Lake Prosecution Costs	Fee	Court Administration	Other City
White Bear Lake Share Highway Patrol Fines	Fine	Court Administration	Other City
White Bear Township 1st Late Penalty	Fee	Court Administration	Other City
White Bear Township 2nd Late Penalty	Fee	Court Administration	Other City
White Bear Township Fines	Fine	Court Administration	Other City
White Bear Township Prosecution Costs	Fee	Court Administration	Other City
White Bear Township Share Highway Patrol Fines	Fine	Court Administration	Other City

Name of Fine or Fee	Name of Fine or Fee Fine / Fee Assessing Dept.		Revenue Recipient
Wildlife Restitution	Fee	Court Administration	State Treasury
Diabetic supplies (once)	Fee	Health Care Services	Ramsey County
OTC Medication per dose	Fee	Health Care Services	Ramsey County
OTC Medication per pill	Fee	Health Care Services	Ramsey County
Per visit	Fee	Health Care Services	Ramsey County
Prescriptions and refills each	Fee	Health Care Services	Ramsey County
Alcohol Monitoring Fee	Fee	Project Remand	Vendor
Diversion Supervision Fee	Fee	Project Remand	Vendor
GPS Monitoring Fees	Fee	Project Remand	Vendor
Commissary account deposit via phone	Fee	Sheriff's Office	Vendor
Inmate Voicemail Messaging	Fee	Sheriff's Office	Vendor
Instant Email	Fee	Sheriff's Office	Vendor
Instant Email (Deposit)	Fee	Sheriff's Office	Vendor
Remote Video Visitation	Fee	Sheriff's Office	Vendor
Remote Video Visitation (Deposit)	Fee	Sheriff's Office	Vendor

Appendix B: Sample Sentencing Order

The State of Minnesot Ramsey County Ramsey Criminal Downtow		FILED IN DIST STATE OF M SEP 0	RICT COURI INNESOTA 9 2019	District 2nd Judicial	
State of Minnesota vs Also Known As			ORDE		
Core Number		W	ARRANT OF CO	OMMITMENT	
Case Number:		11920 - 11920 A		1 m 1	Contraport of
: 深 :	CURRENT	DEFENDANT INFO		28 1984 284	(man) (ma)
Known Address:		Correspo	ondence Address:		
Phone Number:	(H) XXX-XXX	NONE	Sex:		
 Operation and the second second	1 (min. 14)	AND	DOB:		
			SID:	La constante da	
1 (1) (2) (2) (2) (2) (2) (2) (2) (2) (2) (2	2. 12		and a second		
		CASE CHARGES	and S.	Disposition	
a summer of second s	Type	Description			
1 169A.20.1(2) C Amende d	Charging	4th Degree Traffic - Vehicle Under Influe Substance	ence of Controlled		
Annual and a second sec	Charging	Traffic - Careless Dr	riving	Convicted	
1 d		a constant of the second second	$(1,1,2,\dots,n) \in \mathbb{R}^{n+1}$		an ana an
т	FRMS OF DIS	POSITION OR SEN	TENCE: COUN	Т 2	
Level of Sentence: Misde		les configure e travellotte	where are a	and an and a second second	C. Contraction I.
Date Pronounced: Septe			100010		
Offense Information				de la come	196
	Statute	Description	and a second	Offense Disp	osition
State and the second se	169.13.2	Traffic - Careless D	riving	Convicted	
	GOC	Controlling Agenc	у	Controlling	No.
		St. Paul Police Depa		18273706	
Sentence Details Local Confinement	· · · · ·			进 夜	Alta PY
Defendant is sentenced to stayed for 1 year. Defend	30 days in the lant is to serve 3	Ramsey County Corre days. Credit for time	ectional Facility. 2 e served amount is	27 days of that time 3 days.	e is
Status: Active		Status Date	: 09/09/2019		
Monitoring - Adult					
Defendant is placed on Pr	obation to the (Court for 1 year moni	tored by Ramsey	Co District Court S	t. Paul.
Defendant is placed on Pl	obation to the c	Jourt for 1 year, mom			

Start Date: 09/09/2019	Discharge Date: 0)9/09/2020				-
Status: Active	Status Date: 09/0	9/2019				
Fees						3.
Sentence includes a \$50.00 fine.						:
Law Library Fees	\$10.00				it Marine da	-11
St. Paul Fines 2/3	\$50.00					
Ramsey County Surcharge	\$1.00	1				1
Crim/Traffic Surcharge (once per case)	\$75.00	1 2	-	1.01		
Public Defender Co-Payment	\$75.00	i	(waived)			
Subtotal	\$136.00	Due	10/09/2019	, singer a second se	ر ياد	
Conditions - Adult						
Defendant is placed under the following	conditions:					
Condition	Location	Amt	Effective	End		1
Remain law-abiding	a was and the second of the second se	i and	09/09/2019	1		11
						-
a the second	GRAND TOTALS	tainer		den	. iv	-
Date of Sentence: 09/09/2019						
Due Date: 10/09/2019			nal Amount: \$			
The court may refer this case for collection if you f contest a referral for collection based on inability to 10c; 609.104	ail to make a payment, and colle o pay by requesting a hearing no	ction costs w later than th	ill be added. You e due date. M.S	have the §§ 480.1	e right t 15, subo	0 1.
	· · · ·				247	56.6
and in the late of the	CREDIT TIME SERVED) - ³	0.		-	
Count 2: 3 days				10 March 10		Ì
		- 44				14.17
	SIGNATURE	np S	主 . 液.		1	R _n -1
			Judge 1	aPaul J	Harri	s
Sector and an 00/00/2019 by	District Court Judge					
Sentence pronounced on 09/09/2019 by	District Court Judge		651-266-	1000		
Court Administrator: Gwen Upton		3000 B				
If you have questions regarding the term KRISTEN NICOLE WILLIAMS 651-757	ns of your sentence or disper- 1634 your probation age	osition, ple	ase contact ye administrator	our atto	rney,	
KRISTEN NICOLE WILLIAMS 031-737	-1054, your probation age	in or court				
	Page 2 of 2		Printed	on 09/09/2	019 at 3:	10 PM

Appendix C: Fine and Fee Collections 2015 – 2018

		2015	2016	2017	2018
Name of Fine or Fee	Assessing Dept.	Collections	Collections	Collections	Collections
Admissions Fee	Community Corrections	unk	unk	unk	53,920
Chemical Health Assessment	Community Corrections	74,778	70,658	67,816	49,946
Commitments - Paid by Individuals	Community Corrections	0	0	0	0
Electronic Home Monitoring: Residents					
employed (per day)	Community Corrections	unk	unk	unk	
Electronic Home Monitoring: Out of county clients	Community Corrections	unk	unk	unk	171,691
Electronic Home Monitoring: Residents unemployed	Community Corrections	unk	unk	unk	
Non-Sufficient Funds	Community Corrections	356	154	185	60
Supervision Fee - Other than Probation Reporting Center (PRC)	Community Corrections	500,159	496,502	459,344	429,263
Supervision Fee - Probation Reporting Center	Community Corrections	439,168	408,179	384,528	292,833
Work Release Fee (per day)	Community Corrections	unk	unk	unk	63,210
1st Late Penalty - County Revenue	Court Administration	85	87	40	80
1st Late Penalty - Muni State Share	Court Administration	29,298	70,274	86,810	70,146
1st Late Penalty - State	Court Administration	15	35	25	50
20% State Share-County Fines	Court Administration	550	328	249	358
2nd Late Penalty - County Revenue	Court Administration	125	185	100	109
2nd Late Penalty - Muni State Share	Court Administration	56,000	168,672	248,538	211,075
2nd Late Penalty - State	Court Administration	25	75	25	125
Arden Hills 1st Late Penalty	Court Administration	148	465	618	901
Arden Hills 2nd Late Penalty	Court Administration	375	963	1,588	2,504
Arden Hills Fines	Court Administration	5,432	9,398	10,507	11,893
Arden Hills Prosecution Costs	Court Administration	4,038	5,700	3,102	5,702
Arden Hills Share Highway Patrol Fines	Court Administration	778	510	481	529
Bail Forfeiture	Court Administration	270,586	359,783	0	280,637
Blaine 1st Late Penalty	Court Administration	0	5	3	3
Blaine 2nd Late Penalty	Court Administration	0	25	0	13
Blaine Fines	Court Administration	0	0	0	330
Blaine Prosecution Costs	Court Administration	0	100	0	600
Boat & Water Fines-20% State Share	Court Administration	0	0	0	0
Boat & Water Fines-County Share	Court Administration	238	138	63	18
Boat & Water Fines - Dept. Natural					
Resources Share	Court Administration	238	138	63	18
Certified Copy	Court Administration	196	630	532	2,492
Chemical Dependency Assessment - County Share	Court Administration	1,237	200	300	400

		2015	2016	2017	2018
Name of Fine or Fee	Assessing Dept.	Collections	Collections	Collections	Collections
Chemical Dependency Assessment - State					
Share	Court Administration	11,115	8,627	6,244	5,568
Child Restraint	Court Administration	3,651	8,317	6,861	6,280
Collection Reimbursement	Court Administration	115	0	14	20
Controlled Substance - 30% State Share	Court Administration	7,752	7,071	7,730	9,088
County Fines	Court Administration	125,027	82,359	59,801	73,125
County Ordinance	Court Administration	1,411	1,105	364	1,017
County Share Hwy Patrol Overweight 1/3	Court Administration	0	0	0	0
County Share Hwy Patrol Overweight 5/8	Court Administration	0	287	1,631	1,337
Court Costs	Court Administration	337	111	161	20
Crim/Traffic Surcharge 2003	Court Administration	782	473	210	125
Crim/Traffic Surcharge 2005	Court Administration	18,234	12,923	9,244	7,690
Crim/Traffic Surcharge 2008	Court Administration	1,938,705	3,538,000	3,560,190	2,780,488
Criminal-Traffic Surcharge	Court Administration	110	35	83	92
District 2 Late Penalty	Court Administration	0	0	0	0
Diversion Surcharge Crim-Traffic 2008	Court Administration	158,133	313,646	245,528	200,351
Diversion Surcharge Parking	Court Administration	0	0	12	28
Drug Treatment Court Participation Fees	Court Administration	8,622	9,311	5,747	183
DWI Treatment Court Participation Fees	Court Administration	0	0	0	7,374
Electronic Payment Convenience Fee	Court Administration	47,585	107,046	112,806	88,043
Emergency Vehicle Surcharge	Court Administration	0	0	0	0
Falcon Heights 1st Late Penalty	Court Administration	912	1,943	1,253	1,042
Falcon Heights 2nd Late Penalty	Court Administration	1,185	3,055	3,704	2,697
Falcon Heights Collections	Court Administration	0	0	0	0
Falcon Heights Fines	Court Administration	32,384	63,005	37,152	30,813
Falcon Heights Prosecution Costs	Court Administration	3,076	5,398	2,947	1,100
Falcon Heights Share Highway Patrol					
Fines	Court Administration	0	0	0	67
Felony Collections	Court Administration	186	103	157	0
Felony Fines	Court Administration	2,917	1,909	926	766
Fine DPS 1/3	Court Administration	22,533	17,623	17,503	15,746
Fine DPS 1/3-County Share	Court Administration	22,541	17,629	17,510	15,752
Fine DPS 5/8	Court Administration	193,850	442,009	442,967	466,591
Fine DPS 5/8-County Share	Court Administration	116,128	265,034	265,808	279,879
Fish & Wildlife Fines - Dept. Natural					
Resources Share	Court Administration	607	1,166	836	622
Fish & Wildlife Fines-County Share	Court Administration	607	1,166	836	622
Gem Lake 1st Late Penalty	Court Administration	8	20	20	23
Gem Lake 2nd Late Penalty	Court Administration	13	75	100	75
Gem Lake Fines	Court Administration	745	1,085	735	773
Gem Lake Prosecution Costs	Court Administration	0	350	200	100

		2015	2016	2017	2018	
Name of Fine or Fee	Assessing Dept.	Collections	Collections	Collections	Collections	
Gem Lake Share Highway Patrol Fines	Court Administration	0	0	17	0	
Highway Patrol Overweight 1/3	Court Administration	0	0	0	0	
Highway Patrol Overweight 5/8	Court Administration	0	478	2,719	2,228	
K-T Surcharge	Court Administration	7	25	25	50	
Lauderdale 1st Late Penalty	Court Administration	278	510	380	434	
Lauderdale 2nd Late Penalty	Court Administration	713	1,350	1,413	1,307	
Lauderdale Collections	Court Administration	0	0	0	0	
Lauderdale Fines	Court Administration	18,824	26,481	20,250	21,373	
Lauderdale Prosecution Costs	Court Administration	3,949	7,264	1,800	2,074	
Lauderdale Share Highway Patrol Fines	Court Administration	58	173	3	100	
Law Library Civil	Court Administration	1,155	1,290	1,485	1,170	
Law Library Criminal	Court Administration	342,445	685,850	720,032	566,134	
Little Canada 1st Late Penalty	Court Administration	228	770	869	1,109	
Little Canada 2nd Late Penalty	Court Administration	513	2,175	2,446	3,214	
Little Canada Collections	Court Administration	0	0	0	0	
Little Canada Fines	Court Administration	11,885	19,960	19,484	21,229	
Little Canada Prosecution Costs	Court Administration	4,699	10,571	9,482	12,465	
Little Canada Share Highway Patrol Fines	Court Administration	1,087	440	405	717	
Maplewood 1st Late Penalty	Court Administration	1,286	2,918	2,982	3,272	
Maplewood 2nd Late Penalty	Court Administration	2,865	7,140	9,737	10,015	
Maplewood Collections	Court Administration	0	0	0	0	
Maplewood DARE	Court Administration	2,549	2,091	1,857	3,736	
Maplewood Fines	Court Administration	69,885	95,350	81,318	80,474	
Maplewood Prosecution Costs	Court Administration	36,279	44,669	27,704	28,186	
Maplewood Share Highway Patrol Fines	Court Administration	1,881	2,026	1,376	1,147	
Moundsview 1st Late Penalty	Court Administration	294	628	679	775	
Moundsview 2nd Late Penalty	Court Administration	769	1,675	2,021	2,612	
Moundsview Collections	Court Administration	0	0	0	0	
Moundsview DARE	Court Administration	895	726	650	1,359	
Moundsview Fines	Court Administration	18,013	21,839	22,439	24,300	
Moundsview Prosecution Costs	Court Administration	150	240	100	2,625	
Moundsview Share Highway Patrol Fines	Court Administration	307	419	386	390	
Municipal Fines 20% State Share	Court Administration	2,142	923	661	333	
Municipal Fines-County Share	Court Administration	770,016	1,446,401	1,502,584	1,220,415	
New Brighton 1st Late Penalty	Court Administration	453	1,233	1,321	1,465	
New Brighton 2nd Late Penalty	Court Administration	1,278	3,492	4,059	4,850	
New Brighton Collections	Court Administration	0	0	0	0	
New Brighton Fines	Court Administration	27,274	50,105	45,665	43,067	
New Brighton Prosecution Costs	Court Administration	74	0	424	950	
New Brighton Share Highway Patrol Fines	Court Administration	735	413	472	947	

		2015	2016	2017	2018
Name of Fine or Fee	Assessing Dept.	Collections	Collections	Collections	Collections
North Oaks 1st Late Penalty	Court Administration	15	55	65	55
North Oaks 2nd Late Penalty	Court Administration	50	75	238	100
North Oaks Fines	Court Administration	1,030	3,081	1,734	4,491
North Oaks Prosecution Costs	Court Administration	200	1,290	850	922
North St. Paul 1st Late Penalty	Court Administration	268	759	1,152	1,361
North St. Paul 2nd Late Penalty	Court Administration	821	1,958	3,142	4,518
North St. Paul Collections	Court Administration	0	0	0	0
North St. Paul Fines	Court Administration	17,695	26,192	25,787	26,982
North St. Paul Prosecution Costs	Court Administration	5,779	7,249	4,684	5,489
North St. Paul Share Highway Patrol Fines	Court Administration	255	442	42	186
Non-Sufficient Funds	Court Administration	552	1,030	810	630
Parking Surcharge	Court Administration	368,990	874,586	977,138	771,681
Plain Copy	Court Administration	200	370	320	1,296
Pre-Closure Fine Payments	Court Administration	-2,776	3,497	7,410	4,013
Prosecution Costs	Court Administration	300	210	560	447
Prostitution Assess in Excess of					
Minimum-State	Court Administration	650	0	0	0
Prostitution Assess Minimum Fine-County	Court Administration	1,050	0	0	0
Prostitution Assess/County Prosecutor	Court Administration	200	352	625	1,254
Prostitution Assess/Moundsview LE	Court Administration	400	0	0	0
Prostitution Assess/Moundsview					
Prosecutor	Court Administration	200	0	0	0
Prostitution Assess/New Brighton LE	Court Administration	134	0	0	0
Prostitution Assess/North St. Paul LE	Court Administration	0	300	0	0
Prostitution Assess/North St. Paul					
Prosecutor	Court Administration	0	150	0	0
Prostitution Assess/Roseville LE	Court Administration	120	400	100	0
Prostitution Assess/Roseville Prosecutor	Court Administration	60	200	0	0
Prostitution Assess/Safe Harbor	Court Administration	1,768	1,462	2,363	3,098
Prostitution Assess/Saint Paul LE	Court Administration	1,113	762	2,263	3,098
Prostitution Assess/St. Paul Prosecutor	Court Administration	424	29	556	295
Public Defender Reimbursement	Court Administration	337	0	88	62
Ramsey County DARE	Court Administration	9,917	9,295	11,071	12,104
Ramsey County Surcharge	Court Administration	58,968	124,480	132,347	104,192
React Public Defender Co-Pay 2004	Court Administration	29,568	16,878	11,351	8,661
Roseville 1st Late Penalty	Court Administration	683	1,463	1,672	2,004
Roseville 2nd Late Penalty	Court Administration	2,060	4,551	5,533	6,118
Roseville Collections	Court Administration	0	0	0	0
Roseville Fines	Court Administration	55,650	69,054	62,076	66,334
Roseville Prosecution Costs	Court Administration	18,690	18,638	13,159	17,723
Roseville Share Highway Patrol Fines	Court Administration	1,338	1,842	1,858	1,187
School Zone Surcharge	Court Administration	174	555	427	225

		2015	2016	2017	2018	
Name of Fine or Fee	Assessing Dept.	Collections	Collections	Collections	Collections	
Seat Belt	Court Administration	33,699	67,947	66,820	74,598	
Sheriff's Contingency Fund	Court Administration	5,393	9,058	8,279	7,353	
Sheriff's Contingency Fund 20% State						
Share (Conversion Only)	Court Administration	0	0	0	0	
Shoreview 1st Late Penalty	Court Administration	165	488	736	728	
Shoreview 2nd Late Penalty	Court Administration	400	1,038	1,554	1,713	
Shoreview Collections	Court Administration	0	0	0	0	
Shoreview Fines	Court Administration	11,715	16,561	16,088	18,827	
Shoreview Prosecution Costs	Court Administration	3,499	5,149	6,522	5,420	
Shoreview Share Highway Patrol Fines	Court Administration	185	325	286	63	
Snowmobile Fines-County Share	Court Administration	0	0	0	0	
Snowmobile Fines-DNR Share	Court Administration	0	0	0	0	
Speeding Surcharge	Court Administration	38,854	77,571	71,091	70,397	
Spring Lake Park 1st Late Penalty	Court Administration	3	3	3	5	
Spring Lake Park 2nd Late Penalty	Court Administration	13	13	13	25	
Spring Lake Park Fines	Court Administration	10	0	0	10	
St. Anthony 1st Late Penalty	Court Administration	0	0	3	0	
St. Anthony Fines	Court Administration	0	25	0	30	
St. Paul 1st Late Penalty	Court Administration	47,592	114,147	145,644	109,512	
St. Paul 2/3	Court Administration	884,724	1,915,636	2,153,179	1,601,256	
St. Paul 2nd Late Penalty	Court Administration	86,704	272,818	414,715	331,521	
St. Paul Collections	Court Administration	0	0	0	0	
St. Paul Intervention	Court Administration	21,193	19,259	16,846	16,984	
St. Paul Prosecution Costs	Court Administration	367,898	761,018	578,358	445,368	
St. Paul Share Highway Patrol Fines	Court Administration	14,150	9,469	9,966	9,432	
State Fair 1st Late Penalty	Court Administration	33	63	38	18	
State Fair 2nd Late Penalty	Court Administration	38	113	25	40	
State Fair Fines	Court Administration	976	1,962	659	358	
State Fair Prosecution Costs	Court Administration	0	150	100	0	
Technology Fee	Court Administration	212	290	292	308	
Vadnais Heights 1st Late Penalty	Court Administration	170	448	513	623	
Vadnais Heights 2nd Late Penalty	Court Administration	350	1,100	1,490	1,800	
Vadnais Heights Collections	Court Administration	0	0	0	0	
Vadnais Heights Fines	Court Administration	15,439	18,737	18,330	15,997	
Vadnais Heights Prosecution Costs	Court Administration	5,139	5,970	5,505	5,798	
Vadnais Heights Share Highway Patrol			2,370			
Fines	Court Administration	880	1,037	825	603	
Veterans Treatment Court Participation						
Fees	Court Administration	0	0	0	775	
Victim Assistance-County Share	Court Administration	125	41	10	0	

Name of Fine or Fee	Assessing Dept.	2015 Collections	2016 Collections	2017 Collections	2018 Collections
Victim Assistance-State Share	Court Administration	9,113	8,256	7,245	7,279
WBL Conservation District 1st Late		9,113	0,200	7,240	1,219
Penalty	Court Administration	0	3	0	0
WBL Conservation District 2nd Late					
Penalty	Court Administration	0	13	0	0
White Bear Lake DARE	Court Administration	4,727	4,375	5,221	6,065
White Bear Lake 1st Late Penalty	Court Administration	470	1,098	1,273	1,125
White Bear Lake 2nd Late Penalty	Court Administration	1,113	2,842	3,388	2,865
White Bear Lake Collections	Court Administration	0	0	0	0
White Bear Lake Fines	Court Administration	35,738	57,983	55,027	43,725
White Bear Lake Prosecution Costs	Court Administration	8,387	11,776	9,736	10,056
White Bear Lake Share Highway Patrol					
Fines	Court Administration	667	432	925	323
White Bear Township 1st Late Penalty	Court Administration	55	163	193	285
White Bear Township 2nd Late Penalty	Court Administration	121	463	505	650
White Bear Township Fines	Court Administration	4,657	7,302	8,005	8,217
White Bear Township Prosecution Costs	Court Administration	2,100	2,500	2,826	1,660
White Bear Township Share Highway					
Patrol Fines	Court Administration	217	97	464	58
Wildlife Restitution	Court Administration	50	1,350	0	0
Diabetic supplies (once)	Health Care Services	unk	unk	unk	unk
OTC Medication per dose	Health Care Services	unk	unk	unk	unk
OTC Medication per pill	Health Care Services	unk	unk	unk	unk
Per visit	Health Care Services	unk	unk	unk	unk
Prescriptions and refills each	Health Care Services	unk	unk	unk	unk
Alcohol Monitoring Fees	Project Remand	0	0	178,689	208,431
Diversion Supervision Fee	Project Remand	67,297	65,460	56,344	54,829
GPS Monitoring Fees	Project Remand	2,250	5,496	7,184	5,290
Commissary account deposit via phone	Sheriff's Office	unk	unk	unk	unk
Inmate Voicemail Messaging	Sheriff's Office	unk	unk	unk	unk
Instant Email	Sheriff's Office	unk	unk	unk	unk
Instant Email (Deposit)	Sheriff's Office	unk	unk	unk	unk
Remote Video Visitation	Sheriff's Office	unk	unk	unk	unk
Remote Video Visitation (Deposit)	Sheriff's Office	unk	unk	unk	unk

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COVER IMAGE CREDIT:

Stephanie Pope-Earley sorts through defendant files scored with risk-assessment software for municipal court Judge Jimmy Jackson Jr. on the first day of the software's use in Cleveland in August 2017. (Dake Kang/The Associated Press)

