



Quantifying the County Adult Criminal Justice Costs in Illinois

Introduction

This report summarizes the work of the Budget and System Capacity Subcommittee of the Governor’s Commission on Criminal Justice and Sentencing Reform. The report is a generalized analysis for the Reform Commission. It is not intended to be a tool for budgeting at the county level or for any specific county. The goal of this report is to examine the county drivers of criminal justice costs and provide insight into potential fiscal and resource needs, should Commission reforms succeed in reducing the State’s reliance on incarceration by expanding the use of community sanctions and consuming more county resources.

The work focuses on a sample of seven geographically diverse counties to quantify the county costs associated with administering the criminal justice system.¹ The report provides background on the genesis of the project, explains the methodology used, and shows the results in aggregate and from each of the seven counties.²

This report concludes:

1. Criminal justice consumes a larger proportion of county budgets than the State.
2. Criminal justice expenditures vary by county, sometimes significantly. These variations make cross-county comparisons difficult and depend on local issues and practices; thus, ranking counties is unproductive.
3. County criminal justice expenditures are primarily for personnel and will not vary directly based on normal fluctuations in services or people flowing through the system. A significant short-term increase in people under community supervision will directly affect resources allocated for personnel.
4. The local systems are currently under-resourced. In the seven counties interviewed, deferred maintenance and staffing demands were mentioned as part of the status quo.
5. Failure to address the financial burdens to local jurisdictions of reforms that result in a greater number of people remaining in the community will undermine the Commission’s overall goal to reduce the prison population safely and sustainably.

¹ This report would not have been possible without the support, cooperation, and time provided by county stakeholders and budget analysts. Their assistance was indispensable to producing this final report and our State team wishes to thank all of those individuals for their guidance during this project.

² This analysis does not include municipal criminal justice costs such as policing, which are significant.

Background

In January, 2015, Governor Bruce Rauner issued Executive Order 15-14 establishing the Illinois State Commission on Criminal Justice and Sentencing Reform. Because of the high costs and poor outcomes of the current system, the Governor charged the Commission with studying the current criminal justice system as a whole and recommending policy reforms that improve public safety and reduce the prison population by 25 percent by 2025. The goals support the two objectives set forth in the Article I, Section 11 of the Illinois Constitution: to prescribe penalties commensurate with the offense and restore offenders to useful citizenship.

Twenty-eight individuals were appointed to the Commission.³ The Commission broke into subcommittees to comprehensively review the current criminal justice and sentencing structures. The subcommittees are (1) Law, (2) Budget and System Capacity, (3) Community Corrections, (4) Jail, and (5) Implementation. These subcommittees reported to the Commission on how to safely reduce the prison population from the perspective of each subject area.

Starting in 2015, the Commissioners learned about how evidence-based programs and practices can reduce recidivism and thereby reduce prison populations. The Commission heard testimony from national experts on best practices that are driven by data, evaluations, and vigilant oversight. All reform discussions involve the fiscal constraints that limit the available options at all levels of government. Expanding robust evidence-based practices requires financial resources, oversight occupies staff time and administrative resources, and even sentencing policy reform can result in shifting burdens on different criminal justice actors. For example, California's Realignment and sentencing reform experience resulted in a prison population reduction but an increase in jail populations, with about a one-prisoner increase in the jail population for every three-prisoner decrease in the prison population.⁴ Within this context, the Commission sought to understand the fiscal and capacity issues that would need to be addressed to safely achieve the Governor's—and the constitutional—goals of the criminal justice system.

Budget and System Capacity Subcommittee⁵

Historically, Illinois had had a costly overreliance on prison. The prison population has grown exponentially in the last four decades, from 6,000 inmates in 1974 to almost 50,000 at the end of 2014. The growth has continued despite limited capacity and overcrowded prisons, and despite falling crime rates since the early 1990s. At the same time, the number of people on some type of community supervision has also grown. In neither case have resources kept pace with the use of the criminal justice system.

The administration of the criminal justice system is primarily a local government function and the majority of public safety expenditures are local, from both county and municipal governments. According to U.S. Census Bureau data, about \$2 of every \$3 spent on public safety are from local governments. Over the past ten years, local government expenditures have continued to increase while State public safety expenditures have remained constant when

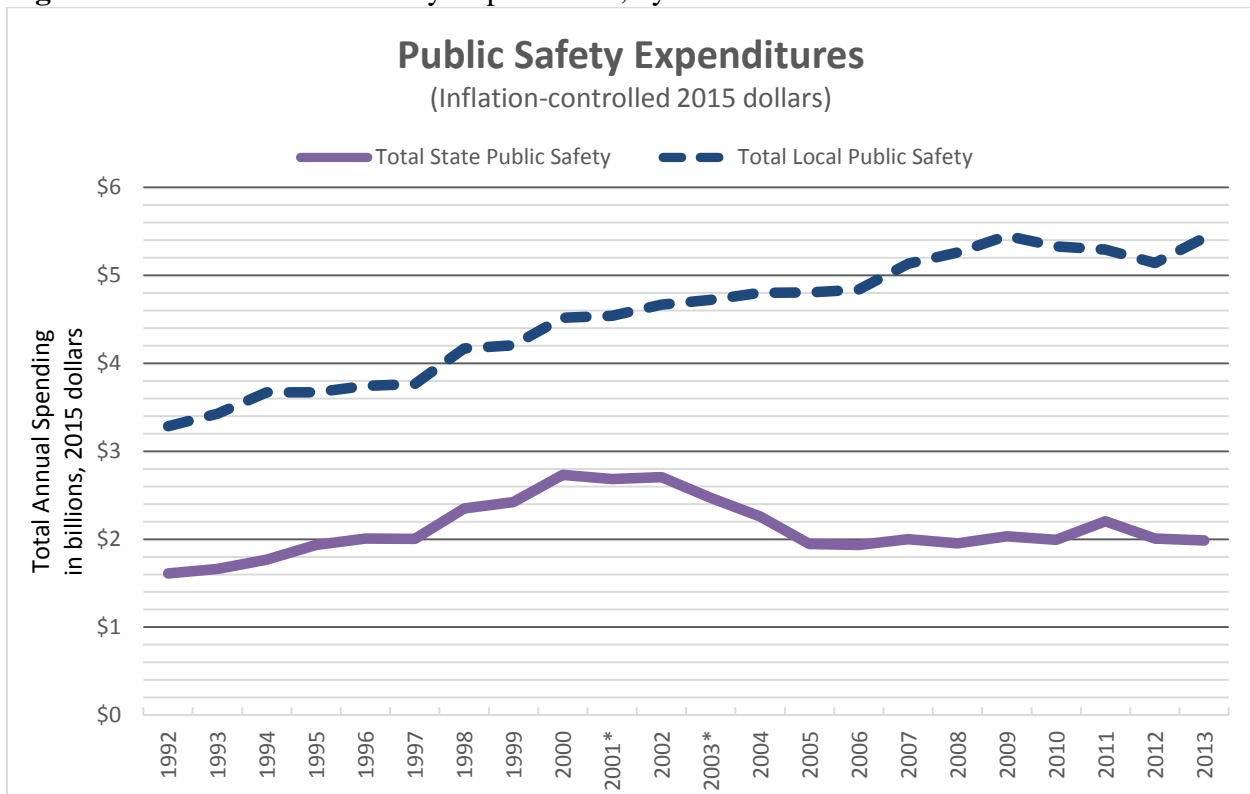
³ The Commissioners are listed online at: <http://www.icjia.org/cjreform2015/about/index.html>.

⁴ Turner, S., Fain, T., & S. Hunt. Public Safety Realignment in Twelve California Counties, pg. x. 2015, Rand Corp. Available at: http://www.rand.org/content/dam/rand/pubs/research_reports/RR800/RR872/RAND_RR872.pdf.

⁵ Members of the Budget and System Capacity Subcommittee are Kathryn Saltmarsh (Chair), Senators Michael Connelly and Karen McConaughay, former Department of Corrections' Director Howard Peters, IDOC's Assistant Director Gladys Taylor, and Illinois Sheriff's Association's Executive Director Greg Sullivan.

controlling for inflation. By 2013, the last year of national data, the State share of public safety expenditures was 27 cents of every \$1 spent.

Figure 1. Statewide Public Safety Expenditures, by State or Local Governments



Source: U.S. Census Bureau, State & Local Government Finance.

Note: 2001 and 2003 data were interpolated based on trends.

In 2013, Illinois spent approximately \$2 billion on public safety, less than 3% of the entire State budget. Local government public safety expenditures were over \$5 billion and approximately 7% of all expenditures at the county or municipal level.

The analysis that follows delves deeper into the county portion of public safety expenditures and develops a framework that can help State actors understand the local fiscal implications of reform options considered by the Commission.

Research Questions

A primary concern of both the Commissioners and the local officials contacted was that achieving the State’s population reduction goal would shift the fiscal burdens of the State to counties. For example, if the 25% reduction were achieved by shifting felons from State prisons to county jails, county boards and sheriffs’ offices would face increased costs. Even if the shift went to community supervision, the costs would still fall primarily upon county budgets and probation departments. To quantify the potential fiscal impact two basic questions had to be answered:

- (1) How much in total does each county spend on criminal justice?
- (2) How much does the county spend per client (*e.g.*, court case, jail inmate, probation case)?

Understanding county criminal justice expenditures gives perspective on the State's prison costs. Second, the per-client costs allow for an estimation of future costs that may result from more clients remaining in the community.⁶ To answer these questions, seven counties were selected for analysis based on publicly accessible budget data and geographic and population diversity.

In addition to staff at SPAC, Dr. Natalie Davila, an economist who served as Research Director for the Illinois Department of Revenue, was retained to assist with this project. This team analyzed the selected counties' public budget documents, gathered performance measures from State sources and county departments, and interviewed budget and program staff in the counties to understand the local context and issues.

The results are important for the Commission to consider when recommending changes to the criminal justice and sentencing systems as any statewide reforms that shift burdens will require additional resources for local criminal justice departments. Failure to account for the financial burden may result in worse public safety outcomes and undermine the Commission's overall goal to reduce the prison population safely and sustainably.

Methodology

Seven counties were selected based on demographic and geographic diversity and the availability of public data. SPAC developed total civil and criminal justice expenditures for each county from county budget documents and analyzed the per county consumption of prison resources. For purposes of this report criminal justice expenditures include all or portions of circuit court costs, including probation and judicial salaries which are reimbursed by the State, circuit clerk, state's attorney, public defender, sheriff and related offices. Coroner, civil litigation, juvenile and quasi-criminal expenditures were excluded.

Expenditures were split into three categories:

- **Variable:** **Direct relationship to the addition or subtraction of one "client" into or out of the criminal justice system.** Variable costs are incurred if the county has to process one additional client or that would change directly as the number of clients increase or decrease. Examples include:
 - External crime lab testing or expert testimony for criminal cases;
 - Jury meals for criminal jury cases;
 - Laundry, food, and medical costs for jail inmates; and
 - Staff overtime costs.
- **Step:** **Driven primarily by increasing or decreasing full-time employment in the justice system.** Step costs are incurred when the change in clients is sufficient to alter staffing levels. Examples include:
 - Staff salaries, benefits, and pension costs; and
 - Office supplies, vehicles, and other equipment or training for staff.
- **Fixed:** **Costs that are primarily driven by factors other than client or employee.** A fixed cost is one that does not change with an increase or decrease in the number of clients or employees. Examples include:
 - Capital costs for construction; and
 - Interest payments on bonds.

⁶ In this report, the term "client" refers to the main activity of the agency. For example, "client" refers to criminal cases for courts, court clerks, and state's attorneys and public defenders. For sheriff's jails, the "client" is the number of inmates. For probation departments, "client" is the number of individuals under supervision.

Feedback from the budget and finance offices of each county, as well as individual stakeholder offices where necessary, was obtained through phone and in-person interviews. SPAC then applied publicly available metrics that allowed estimates of fixed, step, and variable costs per client to be calculated. Where possible, those numbers were verified with county officials and updated as needed. The resulting data have been averaged over multiple years and anonymized in order to avoid misinterpretation. The averaged data will not match public budget documents or reports from county agencies. A more detailed explanation of methodology is included in Appendix A on page 17.

Results

As discussed above, SPAC focused on capturing adult criminal justice spending and categories costs by type. The summary table shows the total county expenditures range from almost \$1 billion for Cook County to \$16.4 million for the Rural County.

Table 3. Seven-County Criminal Justice Budgets

County	Total Adult Criminal Justice Expenditures	Total Court Expenditures	Total Probation Expenditures	Total Jail Expenditures	All Other Adult Criminal Justice Expenditures
Cook	\$973,500,000	\$278,200,000	\$50,400,000	\$549,600,000	\$95,300,000
Collar County 1	\$85,440,000	\$19,220,000	\$11,490,000	\$46,250,000	\$8,480,000
Collar County 2	\$72,890,000	\$24,710,000	\$1,350,000	\$38,570,000	\$8,260,000
Collar County 3	\$98,070,000	\$30,300,000	\$5,440,000	\$34,800,000	\$27,530,000
Urban County 1	\$41,320,000	\$18,870,000	\$2,870,000	\$12,750,000	\$6,830,000
Urban County 2	\$23,940,000	\$10,430,000	\$1,040,000	\$12,470,000	\$0
Rural County 1	\$16,438,410	\$5,949,410	\$3,267,000	\$4,187,000	\$3,035,000
7-County Total	\$1,311,598,410	\$387,679,410	\$75,857,000	\$698,627,000	\$149,435,000

Note: Court expenditures include circuit clerk, circuit court, court security, state's attorney, public defender, and other costs associated with criminal trials. All other includes sheriff law enforcement expenditures and any other costs that could not otherwise be allocated.

Of county expenditures, jails were always the largest single cost. Other sheriff operations, including law enforcement and court security, were also significant costs. Figure 4 shows the percentage of the entire criminal justice budgets that were spent on the major functions.

Figure 4. Seven-County Criminal Justice Budgets by Function

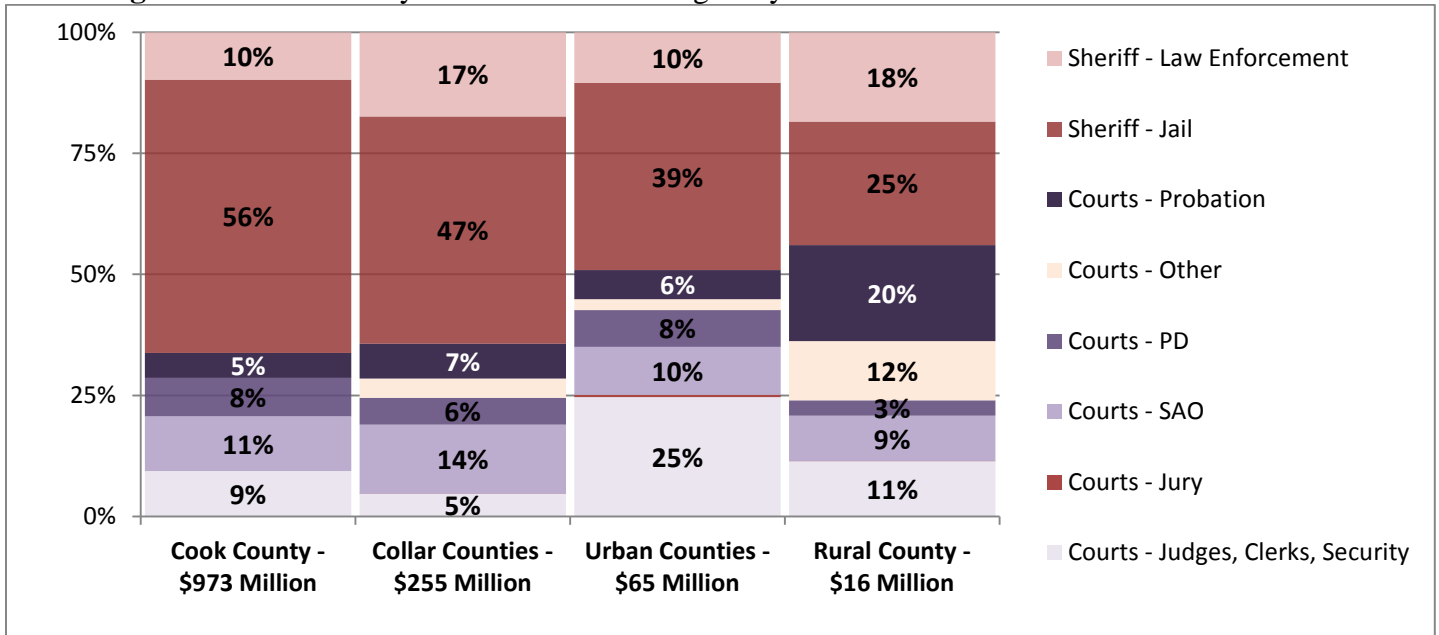


Table 5 below reveals the significant variation in costs per client among the counties. The outliers—*i.e.*, Urban County 1’s court costs per client or Collar County 2’s probation costs per client—may be due to activities being shared across agencies and costs allocated to another agency budget. County input was diligently sought to ensure correct classification of all costs for comparison across counties, but these outliers likely indicate some costs may still be counted in other budget lines.

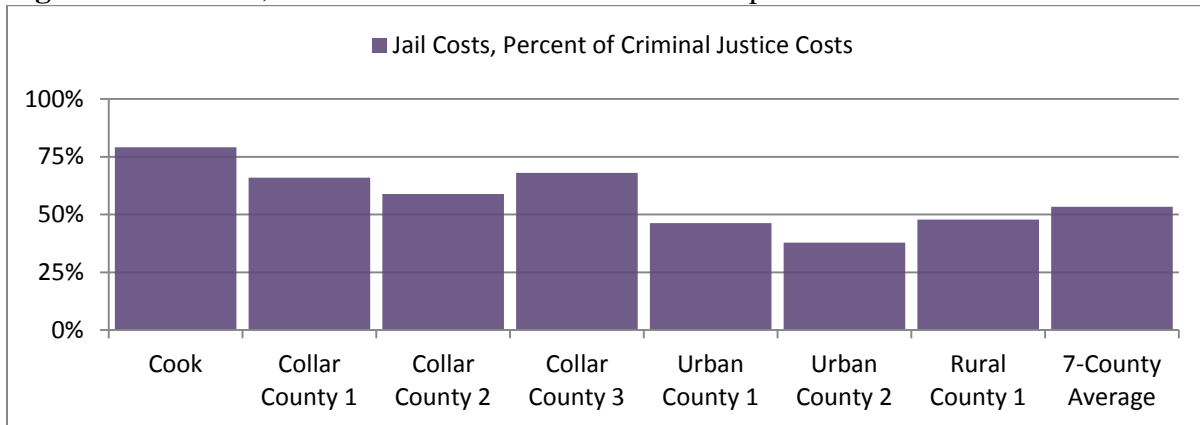
Table 5. Seven-County Criminal Justice Expenditures per Client

County	Total Adult Criminal Justice Expenditures	SPAC Court "Client" Estimate	Total Court Expenditures per "Client"	SPAC Probation "Client" Estimate	Total Probation Expenditures per "Client"	SPAC Jail "Client" Estimate	Total Jail Expenditures per "Client"
Cook	\$973,500,000	180,000	\$1,480	25,000	\$2,020	9,000	\$61,067
Collar County 1	\$85,440,000	17,000	\$2,002	3,000	\$3,833	750	\$61,667
Collar County 2	\$72,890,000	12,000	\$3,008	6,000	\$223	750	\$51,424
Collar County 3	\$98,070,000	8,000	\$3,007	2,000	\$2,720	750	\$46,396
Urban County 1	\$41,320,000	4,000	\$10,388	1,000	\$2,863	350	\$36,440
Urban County 2	\$23,940,000	5,000	\$4,688	1,000	\$1,045	250	\$49,844
Rural County 1	\$16,438,410	2,000	\$2,110	1,000	\$3,267	120	\$34,892
7-County Total	\$1,311,598,410	Weighted Average:	\$1,885	Weighted Average:	\$1,948	Weighted Average:	\$58,364

Even excluding the outliers, the largest per-client expenditure is for jails. On average, jail costs make up about 53% of the adult criminal justice expenditures in counties. This analysis attempted to isolate jail functions from the other sheriff functions, but wide variation still existed

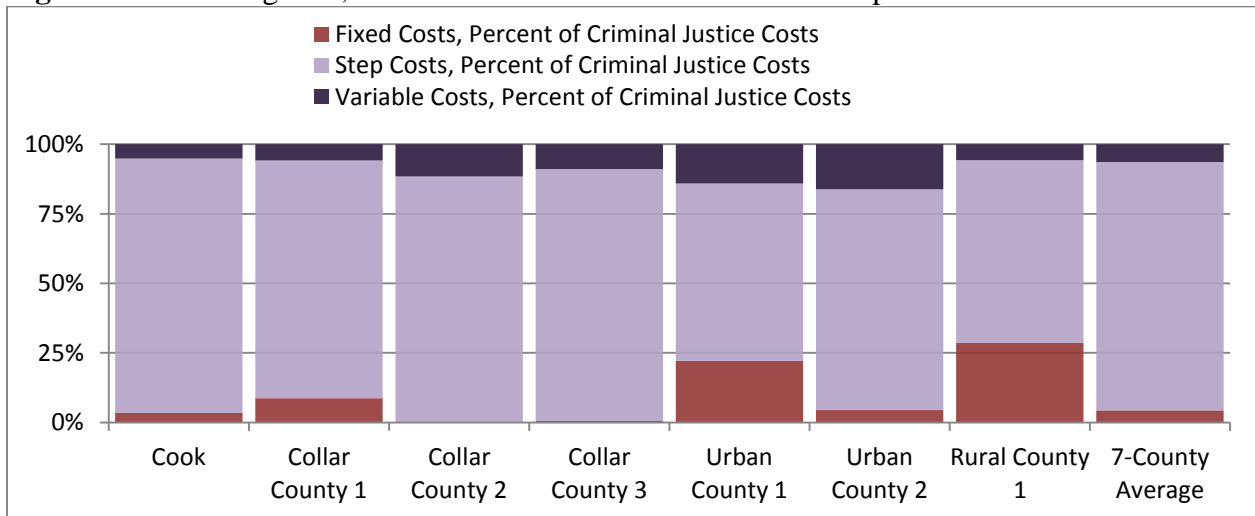
across counties. Figure 6 below shows the wide variation in percent of adult criminal justice expenditures allocated to jail operations.

Figure 6. Jail Costs, Percent of Adult Criminal Justice Expenditures



The vast majority of criminal justice expenditures examined were step costs. As defined above, step costs are expenditures driven primarily by full-time employees. Figure 7 shows that 90% of the expenditures are criminal justice costs for most counties. The variation between counties includes some counties that had larger fixed costs—Urban County 1 and Rural County 1—and some counties that had higher variable costs—Urban Counties 1 and 2.

Figure 7. Cost Categories, As Percent of Adult Criminal Justice Expenditures



Summary

Two conclusions result from this analysis: county public safety costs represent a significant percentage of county budgets with widespread cost variation between counties; and the Commission’s work will have a significant fiscal implication for county governments.

First, counties had a wide range of public safety spending. The reasons for the variation are largely due to local practices and not necessarily indicative of differences in service quality or cost effectiveness. For example, counties group public safety functions differently and sometimes share administrative support across criminal justice and non-criminal justice activities. This variation in specialization or centralization can have both benefits and drawbacks,

but can make simple cross-county comparisons inappropriate. Although the analysis we conducted identified the expenditures and costs related to criminal justice activities systematically across all the sampled counties, individual county approaches to budgeting can still influence the results.

Another example of variation is how the costs appear. In some counties, costs may be variable because employees receive more overtime due to lower staff-to-client ratios. In other counties, support staff, including researchers and data analysts, is included in agency budgets. Those staffing decisions result in differences in this analysis but do not necessarily demonstrate higher value to the taxpayer.

Second, counties have significant public safety costs. As shown in the U.S. Census data, approximately 7% of Illinois counties' budgets are dedicated to public safety. Of the seven counties examined for this study, we analyzed \$1.3 billion in county expenditures on adult criminal justice. This sample covers approximately 62% of the State population and approximately 60% of State prison use.

These results mean that the Commission's recommendations may have significant fiscal implications for Illinois counties. And, because up to 90% of the county costs are step costs, the changes may be difficult to implement smoothly at the county level. As discussed before, step costs are expected to change only after a threshold is passed for the services needed. Adapting to new caseloads may take time and cause burdens on workflow and services while the system actors adapt to the reforms' impacts. For example, if the court system faced a higher number of criminal cases after a Commission reform took effect, the circuit courts would not immediately change judicial assignments or increase the number of judges. Staff changes would occur over time and only if the need was deemed critical. As the experience of the budget impasse demonstrated, a number of counties did not make up the shortfall for state's attorney and probation salaries when State funding was no longer reliable. The Commission cannot assume that counties will have the ability, or the willingness, to allocate limited county resources to finance implementation of sentencing reforms.

Finally, we heard from the criminal justice stakeholders across all seven counties that the system was already under-resourced. For almost every county, the stakeholders explained that even current resources are stretched to meet the current needs, including:

- Information technology was inadequate for modern case management;
- Probation staff are supervising more individuals than best practice standards;
- Training and evidence-based programming has been reduced over recent years; and
- Evaluation, analysis, and auditing are all lacking.

All of these categories of resources have been discussed at various Commission meetings and identified as areas critical to the success of reforms.

Although the above examples raise real concerns about the capacity to manage future increases in services, there were also examples of best practices being used. For example, one county had built new, modern jail that had sophisticated medical treatment and state-of-the-art telecommunication facilities. This new jail attracts federal inmates and, along with those inmates, federal revenue. In another county, the probation office has a long-term focus on training—including providing training to other jurisdictions—and an integrated researcher to

help identify best practices within their department. Best practices and innovation is occurring across Illinois counties, demonstrating the importance of local design and control of criminal justice interventions.

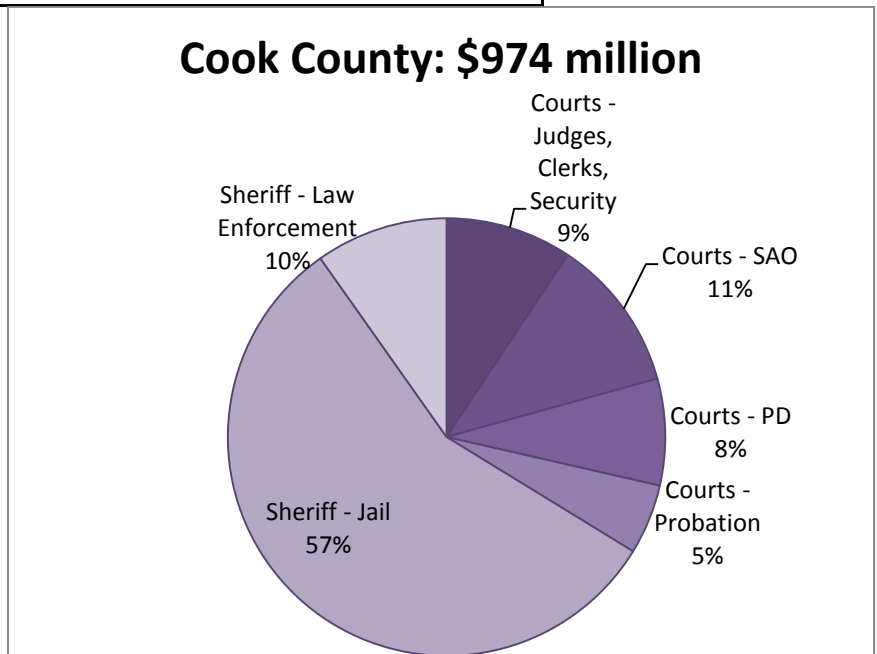
County Specifics

Each county we analyzed had unique characteristics and budgeting practices. Methodology and results were discussed with budget experts from each county to ensure that the true costs of their systems were captured. This approach incorporated line items that are often paid outside of criminal justice agencies' budgets such as all staff costs, including pensions, benefits, and training, as well as facility costs, including bond payments, rent, and maintenance.

The charts below detail the results for each county. All numbers are averages and are rounded to approximate the scale of expenditures.

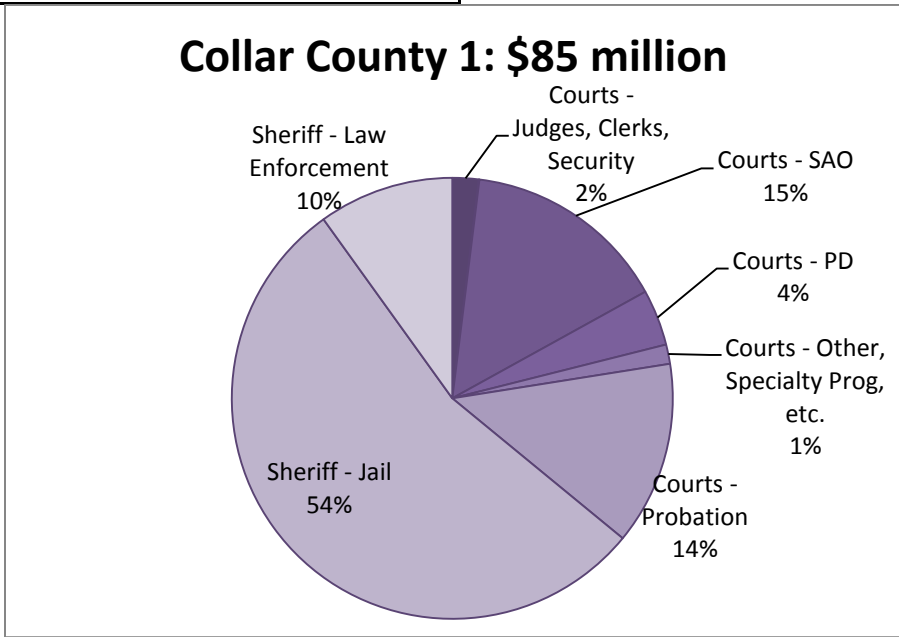
Cook County	Fixed Costs	Total Criminal Justice Personnel Costs	Variable Costs	Total Criminal Justice Costs	SPAC "Client" Estimates	Fixed Costs per "Client"	Step Costs per "Client"	Variable Costs per "Client"	Total Costs per "Client"
Courts - Judges, Clerks, Security	\$7,100,000	\$82,300,000	\$1,800,000	\$91,200,000	180,000	\$39	\$457	\$10	\$507
Courts - SAO	\$1,800,000	\$105,300,000	\$3,200,000	\$110,300,000	180,000	\$10	\$585	\$18	\$613
Courts - PD	\$400,000	\$74,200,000	\$2,100,000	\$76,700,000	213,000	\$2	\$348	\$10	\$360
Courts - Probation	-\$1,000,000	\$51,500,000	\$0	\$50,400,000	25,000	-\$40	\$2,060	\$0	\$2,020
Sheriff - Jail	\$26,800,000	\$482,900,000	\$39,900,000	\$549,600,000	9,000	\$2,978	\$53,656	\$4,433	\$61,067
Sheriff - Law Enforcement	-\$1,200,000	\$93,100,000	\$3,400,000	\$95,300,000	-				
Total	\$33,900,000	\$889,300,000	\$50,400,000	\$973,500,000					

3%	91%	5%
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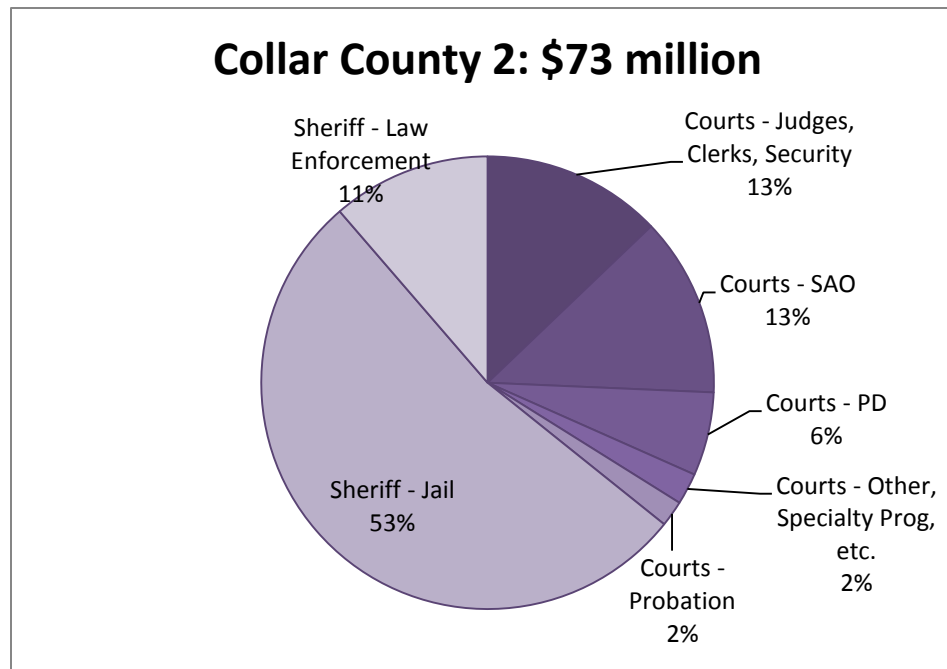


Collar County 1	Fixed Costs	Total Criminal Justice Personnel Costs	Variable Costs	Total Criminal Justice Costs	SPAC "Client" Estimates	Fixed Costs per "Client"	Step Costs per "Client"	Variable Costs per "Client"	Total Costs per "Client"
Courts - Judges, Clerks, Security	\$220,000	\$1,330,000	\$90,000	\$1,640,000	17,000	\$13	\$78	\$5	\$96
Courts - Jury	\$10,000	\$10,000	\$20,000	\$40,000	50	\$200	\$200	\$400	\$800
Courts - SAO	\$1,330,000	\$11,400,000	\$90,000	\$12,820,000	17,000	\$78	\$671	\$5	\$754
Courts - PD	\$210,000	\$3,280,000	\$20,000	\$3,510,000	10,000	\$21	\$328	\$2	\$351
Courts - Other, Specialty Prog, etc.	\$0	\$1,120,000	\$90,000	\$1,210,000	-				
Courts - Probation	\$540,000	\$10,170,000	\$790,000	\$11,490,000	3,000	\$180	\$3,390	\$263	\$3,833
Sheriff - Jail	\$4,380,000	\$38,620,000	\$3,250,000	\$46,250,000	750	\$5,840	\$51,493	\$4,333	\$61,667
Sheriff - Law Enforcement	\$800,000	\$7,090,000	\$580,000	\$8,480,000	-				
Total	\$7,490,000	\$73,020,000	\$4,930,000	\$85,440,000					

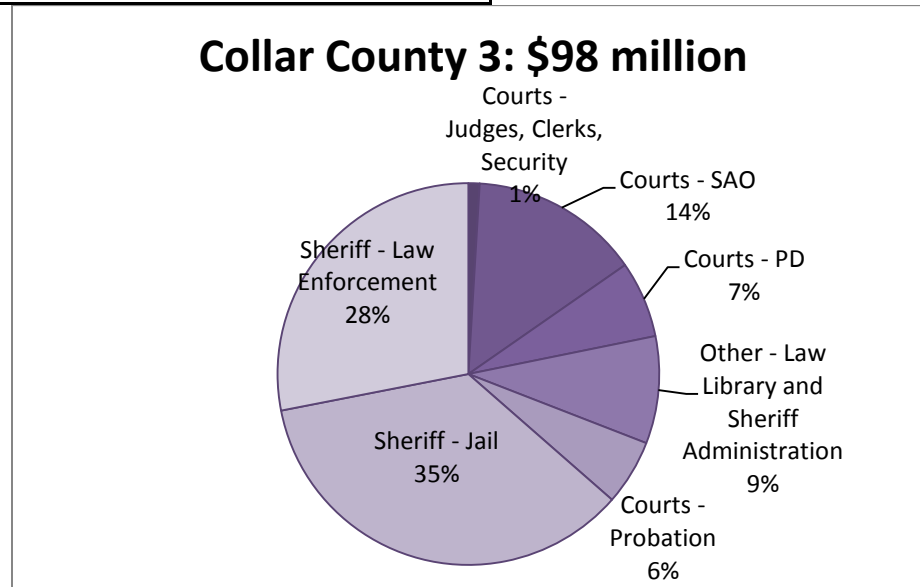
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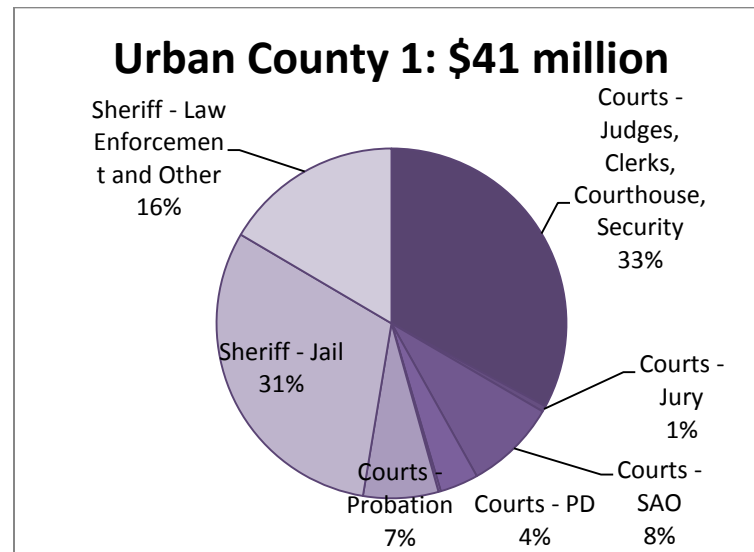
Collar County 2	Fixed Costs	Total Criminal Justice Personnel Costs	Variable Costs	Total Criminal Justice Costs	SPAC "Client" Estimates	Fixed Costs per "Client"	Step Costs per "Client"	Variable Costs per "Client"	Total Costs per "Client"
Courts - Judges, Clerks, Security	\$12,000	\$8,580,000	\$780,000	\$9,370,000	12,000	\$1	\$715	\$65	\$781
Courts - SAO	\$40,000	\$8,940,000	\$370,000	\$9,350,000	12,000	\$3	\$745	\$31	\$779
Courts - PD	\$3,000	\$4,160,000	\$180,000	\$4,350,000	3,000	\$1	\$1,387	\$60	\$1,448
Courts - Other, Specialty Prog, etc.	\$0	\$20,000	\$0	\$1,640,000	-				
Courts - Probation	\$0	\$310,000	\$1,030,000	\$1,350,000	6,000	\$0	\$52	\$172	\$223
Sheriff - Jail	\$18,000	\$33,690,000	\$4,860,000	\$38,570,000	750	\$24	\$44,920	\$6,480	\$51,424
Sheriff - Law Enforcement	\$4,000	\$7,220,000	\$1,040,000	\$8,260,000	-				
Total	\$77,000	\$62,920,000	\$8,260,000	\$72,890,000					
	0%	86%	11%						



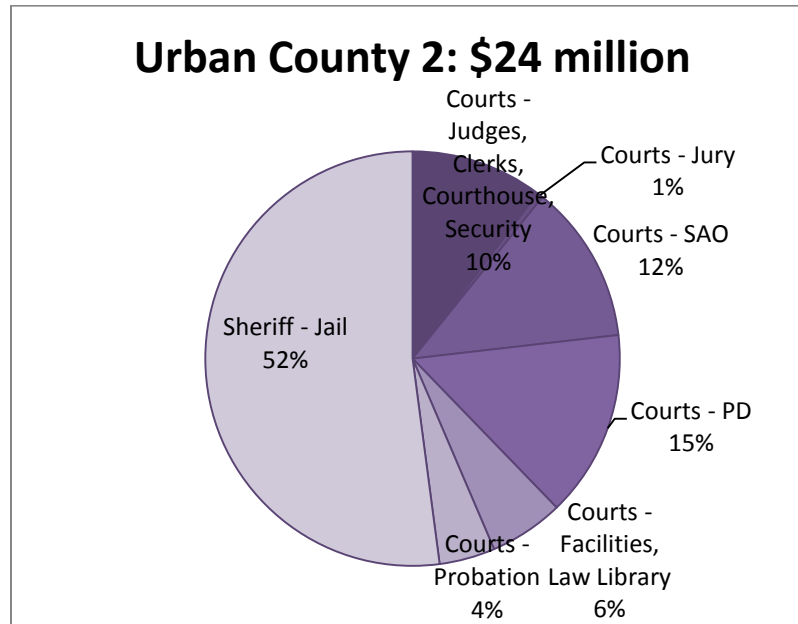
Collar County 3	Fixed Costs	Total Criminal Justice Personnel Costs	Variable Costs	Total Criminal Justice Costs	SPAC "Client" Estimates	Fixed Costs per "Client"	Step Costs per "Client"	Variable Costs per "Client"	Total Costs per "Client"
Courts - Judges, Clerks, Security	\$3,000	\$830,000	\$80,000	\$920,000	8,000	\$0	\$104	\$10	\$114
Courts - Jury	\$0	\$10,000	\$0	\$10,000	30	\$0	\$333	\$0	\$333
Courts - SAO	\$33,000	\$13,530,000	\$540,000	\$14,100,000	8,000	\$4	\$1,691	\$68	\$1,763
Courts - PD	\$0	\$6,350,000	\$20,000	\$6,360,000	8,000	\$0	\$794	\$3	\$796
Other - Law Library and Sheriff Administration	\$348,000	\$7,960,000	\$600,000	\$8,910,000	-				
Courts - Probation	\$0	\$5,280,000	\$160,000	\$5,440,000	2,000	\$0	\$2,640	\$80	\$2,720
Sheriff - Jail	\$147,000	\$28,670,000	\$5,980,000	\$34,800,000	750	\$196	\$38,227	\$7,973	\$46,396
Sheriff - Law Enforcement	\$31,000	\$26,090,000	\$1,410,000	\$27,530,000	-				
Total	\$562,000	\$88,720,000	\$8,790,000	\$98,070,000					
	1%	90%	9%						



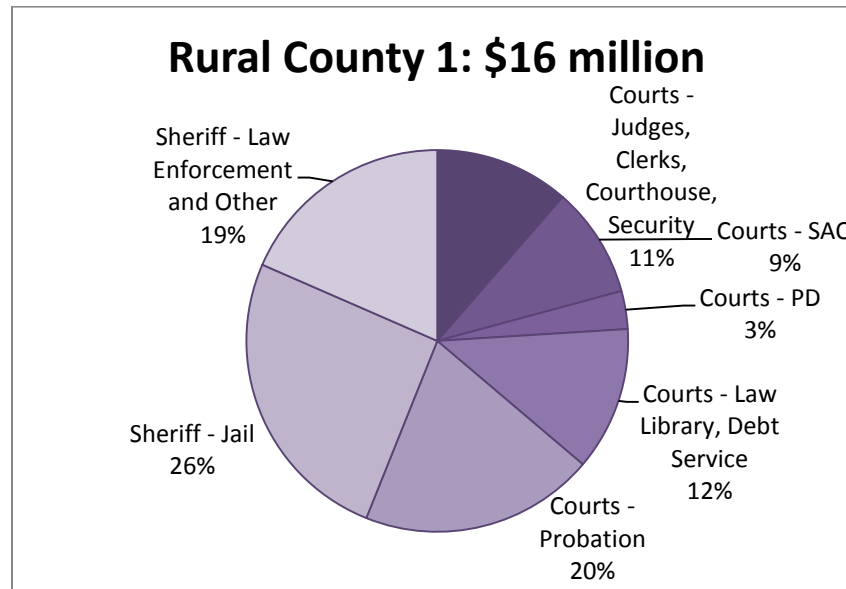
Urban County 1	Fixed Costs	Total Criminal Justice Personnel Costs	Variable Costs	Total Criminal Justice Costs	SPAC "Client" Estimates	Fixed Costs per "Client"	Step Costs per "Client"	Variable Costs per "Client"	Total Costs per "Client"
Courts - Judges, Clerks, Courthouse, Security	\$8,179,000	\$5,390,000	\$10,000	\$13,580,000	4,000	\$2,045	\$1,348	\$3	\$3,395
Courts - Jury	\$0	\$40,000	\$190,000	\$220,000	40	\$0	\$1,000	\$4,750	\$5,750
Courts - SAO	\$143,000	\$3,260,000	\$100,000	\$3,510,000	4,000	\$36	\$815	\$25	\$876
Courts - PD	\$0	\$0	\$1,470,000	\$1,470,000	4,000	\$0	\$0	\$368	\$368
Courts - Drug Forfeiture, Law Library, SMC	\$0	\$70,000	\$10,000	\$90,000	-				
Courts - Probation	\$3,000	\$2,000,000	\$860,000	\$2,870,000	1,000	\$3	\$2,000	\$860	\$2,863
Sheriff - Jail	\$484,000	\$9,570,000	\$2,700,000	\$12,750,000	350	\$1,383	\$27,343	\$7,714	\$36,440
Sheriff - Law Enforcement and Other	\$327,000	\$6,000,000	\$500,000	\$6,830,000	-				
Total	\$9,136,000	\$26,330,000	\$5,840,000	\$41,320,000					
	22%	64%	14%						



Urban County 2	Fixed Costs	Total Criminal Justice Personnel Costs	Variable Costs	Total Criminal Justice Costs	SPAC "Client" Estimates	Fixed Costs per "Client"	Step Costs per "Client"	Variable Costs per "Client"	Total Costs per "Client"
Courts - Judges, Clerks, Courthouse, Security	\$94,000	\$2,000,000	\$380,000	\$2,470,000	5,000	\$19	\$400	\$76	\$495
Courts - Jury	\$5,000	\$90,000	\$10,000	\$110,000	40	\$125	\$2,250	\$250	\$2,625
Courts - SAO	\$169,000	\$2,690,000	\$110,000	\$2,970,000	5,000	\$34	\$538	\$22	\$594
Courts - PD	\$1,000	\$1,870,000	\$1,610,000	\$3,490,000	5,000	\$0	\$374	\$322	\$696
Courts - Facilities, Law Library	\$610,000	\$730,000	\$50,000	\$1,390,000	5,000	\$122	\$146	\$10	\$278
Courts - Probation	\$15,000	\$780,000	\$250,000	\$1,040,000	1,000	\$15	\$780	\$250	\$1,045
Sheriff - Jail	\$161,000	\$10,830,000	\$1,470,000	\$12,470,000	250	\$644	\$43,320	\$5,880	\$49,844
Total	\$1,055,000	\$18,990,000	\$3,880,000	\$23,940,000					
	4%	79%	16%						



Rural County 1	Fixed Costs	Total Criminal Justice Personnel Costs	Variable Costs	Total Criminal Justice Costs	SPAC "Client" Estimates	Fixed Costs per "Client"	Step Costs per "Client"	Variable Costs per "Client"	Total Costs per "Client"
Courts - Judges, Clerks, Courthouse, Security	\$1,309,000	\$331,000	\$235,000	\$1,875,000	2,000	\$655	\$166	\$118	\$938
Courts - Jury	\$0	\$60	\$350	\$410	3	\$0	\$20	\$117	\$137
Courts - SAO	\$2,000	\$1,430,000	\$110,000	\$1,542,000	2,000	\$1	\$715	\$55	\$771
Courts - PD	\$0	\$528,000	\$1,000	\$529,000	2,000	\$0	\$264	\$1	\$265
Courts - Law Library, Debt Service	\$1,987,000	\$4,000	\$12,000	\$2,003,000	-				
Courts - Probation	\$566,000	\$2,701,000	\$0	\$3,267,000	1,000	\$566	\$2,701	\$0	\$3,267
Sheriff - Jail	\$52,000	\$3,688,000	\$447,000	\$4,187,000	120	\$433	\$30,733	\$3,725	\$34,892
Sheriff - Law Enforcement and Other	\$783,000	\$2,123,000	\$129,000	\$3,035,000	-				
Total	\$4,699,000	\$10,805,060	\$934,350	\$16,438,410					
	29%	66%	6%						



APPENDIX A

Methodology

In order to answer the questions posed by the Budget and System Capacity Subcommittee, and given the project’s budget and time constraints, SPAC selected seven counties to analyze. In addition to case study analysis, the goal was to develop a consistent methodology for analyzing county budgets of significantly different sizes to determine whether or not generalizable results could be generated. Counties were selected based on several characteristics including location and population. Our sample is skewed toward the more populated counties (Cook and three Collar counties) as they comprise 59% of the State’s population and 57% of total prison bed-year consumption.⁷ The remaining three counties were selected in order to represent small and mid-sized county criminal justice systems in different parts of the State. Table 2 below provides some general characteristics of our seven county sample.

Table 2. Seven-County Sample, Selected Characteristics

County	County Population	Percent of Total State Population	Prison Bed-Year Consumption	Percent of Total Bed-Year Consumption	Approximate County Jail Population	Percent of Total Jail Population
Cook County	5,238,216	41%	19,472	48%	9,000	45%
Collar County 1	775,000	5%	1,191	3%	750	4%
Collar County 2	775,000	5%	1,105	3%	750	4%
Collar County 3	775,000	5%	1,406	3%	750	4%
Urban County 1	180,000	1%	1,052	3%	350	2%
Urban County 2	180,000	1%	682	2%	250	1%
Rural County 1	Under 70,000	1%	143	0%	120	1%
7-County Total	7,989,978	62%	25,051	62%	11,970	60%
State Total	12,859,995	100%	40,665	100%	20,000	100%

The first step was to gather publicly available criminal justice expenditure information. This information was found from each county’s on-line budget documents and supplemented with data requested from those counties. Totals for civil and criminal justice expenditures were developed for each county. For purposes of this report, “criminal justice expenditures” include all or portions of circuit court (including probation), circuit clerk, state’s attorney, public defender, sheriff, and related offices (including jury operations, specialty courts, law library, and/or law enforcement activities). We did not include county coroner costs.

Once this total was calculated, we classified each expenditure line-item based on its characteristics for all adult criminal justice expenditures. Juvenile and quasi-criminal expenditures were excluded. We split expenditures into three categories: variable, step, and fixed. These categories are defined as follows:

⁷ Bed years represent the demand on prison resources and are the product of admissions and length of stay (number of admissions to prison *multiplied by* average length of stay).

- **Variable**: **Direct relationship to the addition or subtraction of one “client” into or out of the criminal justice system.** Variable costs are incurred if the county has to process one additional client or that would change directly as the number of clients increase or decrease. Examples include:
 - External crime lab testing or expert testimony for criminal cases;
 - Jury meals for criminal jury cases;
 - Laundry, food, and medical costs for jail inmates; and
 - Staff overtime costs.
- **Step**: **Driven primarily by increasing or decreasing full-time employment in the justice system.** Step costs are incurred when the change in clients is sufficient to alter staffing levels. Examples include:
 - Staff salaries, benefits, and pension costs; and
 - Office supplies, vehicles, and other equipment or training for staff.
- **Fixed**: **Costs that are primarily driven by factors other than client or employee.** A fixed cost is one that does not change with an increase or decrease in the number of clients or employees. Examples include:
 - Capital costs for construction; and
 - Interest payments on bonds.

After completing the classification phase of the research, we contacted the budget/finance departments of each county to ask for their feedback. We asked for all criminal justice expenditures, including such expenditures as facility costs, retirement and benefit costs, and other costs that might be paid outside of the regular criminal justice agency budgets.

We explained our classifications and also requested their input in allocating costs between adult criminal, juvenile criminal, and civil activities. For most counties, we allocated costs by function as criminal or non-criminal by calculating the number of FTE’s employed in adult criminal justice functions divided by all FTE in a particular program, division, or department. Departments and programs to which these apportionment factors were applied included counties’ Circuit Clerk and Circuit Court; Sheriff; Court Security; COPS Activities; Jury Service; Court Services; State’s Attorney; Law Library; Probation Services; Public Defender; and often related facility maintenance and construction expenses.⁸ Related debt service payments and other fixed costs were included when available.

After applying these apportionment factors to total costs by department, we then applied metrics that would allow us to develop an estimate of fixed, step, and variable cost per client. In order for this measure to be comparable across counties, we primarily used performance metrics already reported to the State by counties—data found in the 2014 AOIC Statistical Report and the Illinois Department of Corrections Jail Standards Unit. Where possible, we verified these numbers with the elected officials from each county and updated the numbers as needed. These data sources permitted us to estimate fixed, step, and variable cost per client.

⁸ Departments that some counties considered public safety or criminal-justice related were excluded, including medical examiners/coroners, neutral site exchanges, and family waiting rooms. For consistency, the analysis examined the same departments across all counties.

Finally, we interviewed the budget offices of the counties about the qualitative factors driving their public safety expenditures. These interviews contextualized the budget analysis and provided background on each county's fiscal issues. For example, one county's jail infrastructure, including kitchen facilities that prepare daily meals, was in need for improvement before any additional inmates could be safely added. Other counties' jails had recently been upgraded and were housing federal inmates. In another county, the county management team stated that their data systems needed an overhaul if substantially more individuals were placed on county probation or in county jails.

The results of this analysis have been roughly anonymized in order to avoid misinterpretation. The data are, with the exception of Cook County, an average of the past several years' criminal justice expenditures. The average means our data would differ from both the public budget documents and reports from the county agencies. Because of these classifications and the multiple-year averages, the results are presented generally without identifying the source counties.