



March 6, 2024

Mr. Fernando Lemus  
County of Los Angeles  
500 West Temple Street,  
Room 603  
Los Angeles, CA 90012

Ms. Natalie Sidarous  
Local Government Programs and  
Services Division  
State Controller's Office  
3301 C Street, Suite 740  
Sacramento, CA 95816

*And Parties, Interested Parties, and Interested Persons (See Mailing List)*

**Re: Proposed Statewide Cost Estimate**

*Juveniles: Custodial Interrogation, 21-TC-01*

Welfare and Institutions Code Section 625.6 as Amended by Statutes 2020,  
Chapter 335, Section 2 (SB 203)

Dear Mr. Lemus and Ms. Sidarous:

The Proposed Statewide Cost Estimate for the above-captioned matter is enclosed for your review.

**Hearing**

This matter is set for hearing on **Friday, March 22, 2024, at 10:00 a.m., at Park Tower, 980 9th Street, Second Floor Conference Room, Sacramento, California, 95814 and via Zoom.**

**The Commission is now able to provide hybrid access to its meetings (via Zoom).**

The Commission is committed to ensuring that its public meetings are accessible to the public and that the public has the opportunity to observe the meeting and to participate by providing written and verbal comment on Commission matters whether they are physically appearing at the in-person meeting location or participating via Zoom. If you want to speak during the hearing and you are in-person, please come to the table to speak when your item is up for hearing. If you are participating via Zoom, you must use the "Raise Hand" feature in order for our moderators to know you need to be unmuted.

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Please notify Commission staff not later than the Wednesday prior to the hearing that you or a witness plan to testify. Please also include the names of the people who will be speaking and the names and email addresses of the people who will be speaking remotely for inclusion on the witness list so that detailed instructions regarding how to participate as a party in this meeting on Zoom can be provided to them. When calling or emailing, identify the item you want to testify on and the entity you represent. The Commission Chairperson reserves the right to impose time limits on presentations as may be necessary to complete the agenda.

This matter is proposed for the Consent Calendar. Please let us know in advance if you oppose having this item placed on consent and wish to testify at the hearing or have a representative testify on your behalf, and if other witnesses will appear.

In that case, please notify Commission staff not later than the Wednesday prior to the hearing that you or a witness plan to testify and please specify the names and email addresses of the people who will be speaking for inclusion on the witness list.

If you plan to file any written document for Commission member review, please note that Commission staff will include written comments filed at least 15 days in advance of the hearing in the Commissioners' hearing binders. Additionally, staff will transmit written comments filed between 15 and five days prior to a meeting to the Commission members, if possible.

However, comments filed less than five days prior to a meeting will not be included in the Commissioners' hearing binders and a PDF of the document, shall be filed via the Commission's dropbox at <https://www.csm.ca.gov/dropbox.shtml>, at least 24-hours prior to the hearing to allow staff time to process and post the document to allow all in-person and remote participants to review it. Commission staff shall provide an electronic copy to the Commission, include an electronic copy in the public hearing binder at the hearing, and post a copy on the Commission's website, and may share the document with the Commission and the public using the "share screen" function. (Cal. Code Regs., tit. 2, § 1181.10(b)(1)(C)).

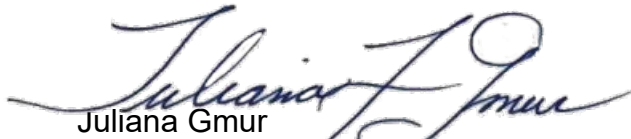
If you would like to request postponement of the hearing, please refer to section 1187.9(b) of the Commission's regulations.

Mr. Lemus and Ms. Sidarous  
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**Special Accommodations**

For any special accommodations such as a sign language interpreter, an assistive listening device, materials in an alternative format, or any other accommodations, please contact the Commission Office at least five to seven *working* days prior to the meeting.

Sincerely,



Juliana Gmur  
Active Executive Director

**ITEM 7**

**PROPOSED STATEWIDE COST ESTIMATE**

**\$36,766 - \$1,192,335**

**Initial Claim Period**

(Second Half Fiscal Year 2020-2021 and Fiscal Year 2021-2022)

**\$19,537 - \$1,037,921, Plus the Implicit Price Deflator**

**Fiscal Year 2022-2023 and Following**

Welfare and Institutions Code Section 625.6  
as Amended by Statutes 2020, Chapter 335 (SB 203)

*Juveniles: Custodial Interrogation*

21-TC-01

The Commission on State Mandates (Commission) adopted this Statewide Cost Estimate by a vote of [vote count will be included in the adopted Statewide Cost Estimate] during a regularly scheduled hearing on March 22, 2024 as follows:

<b>Member</b>	<b>Vote</b>
Lee Adams, County Supervisor	
Juan Fernandez, Representative of the State Treasurer, Vice Chairperson	
Deborah Gallegos, Representative of the State Controller	
Jennifer Holman, Representative of the Director of the Office of Planning and Research	
Gayle Miller, Representative of the Director of the Department of Finance, Chairperson	
Renee Nash, School District Board Member	

**STAFF ANALYSIS**

**Summary of the Mandate, Eligible Claimants, and Period of Reimbursement**

Welfare and Institutions Code section 625.6, as amended by Statutes 2020, chapter 335 (SB 203), requires law enforcement to ensure that youths, 16 and 17 years old, consult with legal counsel prior to custodial interrogation and before the waiver of any *Miranda* rights.

The Commission adopted the Test Claim Decision on January 27, 2023, and the Decision and Parameters and Guidelines on March 24, 2023, approving reimbursement

for any city, county, or city and county that incurs increased costs as a result of this mandate.

The initial reimbursement period is January 1, 2021 through June 30, 2022 (second half of fiscal year 2020-2021 and fiscal year 2021-2022). Eligible claimants were required to file initial claims with the State Controller's Office (Controller) by October 24, 2023. Late initial reimbursement claims may be filed until October 24, 2024, but will incur a 10 percent late filing penalty of the total amount of the initial claim without limitation.<sup>1</sup>

### **Reimbursable Activity**

The Commission approved the following reimbursable activity for this program:

- Ensure that youths, ages 16 and 17, *except for those who affirmatively request to consult with retained legal counsel*, consult with legal counsel prior to custodial interrogation and before the waiver of any *Miranda* rights. In instances where the youth does not exercise their right to retain a private attorney, this includes providing legal counsel to consult with the youth in person, by telephone, or by video conference prior to a custodial interrogation, and before the waiver of any *Miranda* rights.<sup>2</sup>

Reimbursement is not required in the following situations:

- When the 16- or 17-year-old affirmatively requests to consult with retained private counsel prior to interrogation and before waiver of any *Miranda* rights, which is required by existing state and federal law.<sup>3</sup>
- For school districts or community college districts, who are authorized but not required by state law to employ peace officers.<sup>4</sup>
- When the officer who questioned the youth reasonably believed the information the officer sought was necessary to protect life or property from an imminent threat and the officer's questions were limited to those questions that were reasonably necessary to obtain that information.<sup>5</sup>
- In the normal performance of a probation officer's duties under Welfare and Institutions Code section 625, 627.5, or 628.<sup>6</sup>

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<sup>1</sup> Government Code section 17561(d)(3).

<sup>2</sup> Welfare and Institutions Code section 625.6(a).

<sup>3</sup> Welfare and Institutions Code sections 625, 627.5; *Miranda v. Arizona* (1966) 384 U.S. 436, 470-473.

<sup>4</sup> *Department of Finance v. Commission on State Mandates (POBRA)* (2009) 170 Cal.App.4th 1355, 1367-1368.

<sup>5</sup> Welfare and Institutions Code section 625.6(c)(2).

<sup>6</sup> Welfare and Institutions Code section 625.6(d).

## **Offsetting Revenues and Reimbursements**

The Parameters and Guidelines specify that any offsetting revenue the claimant experiences in the same program as a result of the same statutes or executive orders found to contain the mandate shall be deducted from the costs claimed. In addition, reimbursement for this mandate from any source, including but not limited to, service fees collected, federal funds, other state funds, and other funds that are not the claimant's proceeds of taxes shall be identified and deducted from this claim. Such offsetting revenue or reimbursement includes the following:

- Funding appropriated from the General Fund by Statutes 2020, chapter 92 (AB 1869) to backfill a county for the revenue lost due to the repeal of former Penal Code section 987.4 and former Government Code section 27712, which provided funding for the costs of defense counsel and legal assistance in criminal proceedings, to the extent that the funds are used to offset a county's costs to comply with the mandate.
- Funding made available to counties pursuant to Penal Code section 987.6 for providing legal assistance for persons charged with violations of state criminal law or involuntarily detained under the Lanterman-Petris-Short Act and used to offset a county's costs to comply with the mandate.

## **Statewide Cost Estimate**

Staff reviewed seven unaudited reimbursement claims submitted by five county claimants and compiled by the Controller and developed the Statewide Cost Estimate based on the assumptions and methodology discussed herein.<sup>7</sup> Table 1 and Table 2, below, summarize the costs for the initial reimbursement period and the cost estimates for the next fiscal year, respectively.

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<sup>7</sup> The claimants include: the Counties of Los Angeles, San Diego, Orange, Santa Clara, and San Mateo.

**Table 1. Initial Reimbursement Period Cost Estimate  
(FYs 2020-2021 through 2021-2022)**

<p>Ensure that youths, ages 16 and 17, <i>except for those who affirmatively request to consult with retained legal counsel</i>, consult with legal counsel prior to custodial interrogation and before the waiver of any <i>Miranda</i> rights. In instances where the youth does not exercise their right to retain a private attorney, this includes providing legal counsel to consult with the youth in person, by telephone, or by video conference prior to a custodial interrogation, and before the waiver of any <i>Miranda</i> rights.</p> <p>Reimbursement is not required in the following situations:</p> <ul style="list-style-type: none"> <li>• When the 16 or 17 year old affirmatively requests to consult with retained private counsel prior to interrogation and before waiver of any <i>Miranda</i> rights, which is required by existing state and federal law.</li> <li>• For school districts or community college districts, who are authorized but not required by state law to employ peace officers.</li> <li>• When the officer who questioned the youth reasonably believed the information the officer sought was necessary to protect life or property from an imminent threat and the officer's questions were limited to those questions that were reasonably necessary to obtain that information.</li> <li>• In the normal performance of a probation officer's duties under Welfare and Institutions Code section 625, 627.5, or 628</li> </ul>	\$32,530 - \$1,132,322
Indirect Costs	\$4,236 - \$192,495
Offsetting Revenues or Other Reimbursements	(\$0)
10 Percent Late Filing Penalty	(\$0 - \$132,482)
<b>Total Costs Claimed</b>	<b>\$36,766 - \$1,192,335</b>

**Table 2. Estimated Annual Costs for Fiscal Year 2022-2023 and Following**

Direct Costs for the Activity	\$16,698 - \$887,112
Indirect Costs	\$2,839 - \$150,809
Offsetting Revenues	(\$0)
<b>Total Costs</b>	<b>\$19,537 - \$1,037,921</b>

## Assumptions

1. The amount claimed for the initial reimbursement period may increase if late or amended claims are filed. Only five of 58 eligible county claimants (9 percent of counties) filed claims for the initial reimbursement period, and no cities filed a claim.<sup>8</sup> There are two parts of the reimbursable activity, each performed by a different department or agency: (1) for law enforcement to “ensure that youths, ages 16 and 17, except for those who affirmatively request to consult with retained legal counsel, consult with legal counsel prior to custodial interrogation and before the waiver of any *Miranda* rights,” and (2) for legal counsel to “consult with the youth in person, by telephone, or by video conference prior to a custodial interrogation, and before the waiver of any *Miranda* rights.”<sup>9</sup> The only costs claimed were for county indigent defense counsel providing the consultation under the second part of the activity. No cities or counties claimed costs for law enforcement costs under the first part of the activity. Thus, the remaining 53 eligible counties and 336 cities with law enforcement agencies may still file late claims, if they are able to reach the \$1,000 threshold to file, and the five claimants that timely filed may file amended initial claims for additional costs.
2. The County of San Diego claimed costs for attorney time for a full shift as “stand by time.”<sup>10</sup> This activity is not reimbursable. The Commission’s Test Claim Decision states the following:

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<sup>8</sup> This Statewide Cost Estimate assumes there are 394 eligible claimants to claim reimbursement for law enforcement costs to “ensure that youths, ages 16 and 17, except for those who affirmatively request to consult with retained legal counsel, consult with legal counsel prior to custodial interrogation and before the waiver of any *Miranda* rights.” All 58 counties have law enforcement agencies (see Cal. Const., art. XI, § 1(b)) and 336 of 481 cities have their own law enforcement agencies. (Exhibit D (10), U.S. Department of Justice, Census of State and Local Law Enforcement Agencies, 2018 – Statistical Tables, October 2022, page 5.) This statewide cost estimate also assumes there are 58 eligible county claimants to claim reimbursement to provide indigent “legal counsel to consult with the youth in person, by telephone, or by video conference prior to a custodial interrogation, and before the waiver of any *Miranda* rights.” While cities may, with the permission of the district attorney, prosecute crimes committed in their jurisdictions, there is no reciprocal ability or requirement for a city to provide indigent defense services. (Gov. Code, §§ 41803.5, 27706.)

<sup>9</sup> Exhibit A, Test Claim Decision, adopted January 27, 2023, pages 24-26. See also, Exhibit A, Test Claim Decision, adopted January 27, 2023, pages 25-26, citing to Exhibit D (1), Assembly Committee on Appropriations, Analysis of SB 203 (2019-2020 Regular Session), as amended July 27, 2020, page 1.

<sup>10</sup> Exhibit D (5), County of San Diego, *Juveniles: Custodial Interrogation*, 21-TC-01 Reimbursement Claim FY 2020-21, pages 6-13; Exhibit D (6), County of San Diego, *Juveniles: Custodial Interrogation*, 21-TC-01 Reimbursement Claim FY 2021-22, pages 6-17.



The claimant also requests reimbursement for other components of its Juvenile Miranda Duty program, which is staffed by Public Defender attorneys who are available 24 hours a day. [Citation omitted.] Providing 24 hour services is not required by the test claim statute, but may be proposed for inclusion in the Parameters and Guidelines, and may be approved by the Commission *if* the activity is supported by evidence in the record showing it is “reasonably necessary for the performance of the state-mandated program” in accordance with Government Code section 17557(a), and California Code of Regulations, title 2, sections 1183.7(d) and 1187.5.<sup>11</sup>

There was no request made during the Parameters and Guidelines phase to reimburse attorney stand by time as a reasonably necessary activity to comply with the mandate imposed by the 2020 test claim statute, and the Parameters and Guidelines do not authorize reimbursement for attorney stand by time.<sup>12</sup> Thus, only those attorney hours attributed to “phone time” the County of San Diego spent in the performance of the reimbursable activity to actually consult with a youth have been used in the direct and indirect claimed costs and projected direct and indirect cost calculations.

3. The County of San Mateo provided the consultation services through a contract and so no indirect costs were claimed. Thus, the costs claimed by the County of San Mateo are included in the amount of costs actually claimed, but not included in the projected direct and indirect cost calculations for law enforcement and attorney costs.
4. The statewide costs will vary from year to year, depending on the number of unrepresented youths, 16 and 17 years old, who are subject to the custodial interrogation mandate. The four County claimants who filed reimbursement claims claimed costs for 363 youths, 16 and 17 years old, during the initial claiming period (second half of fiscal year 2020-2021 and fiscal year 2021-2022). In estimating the costs of the proposed legislation, the Legislature relied on arrest numbers.<sup>13</sup> This Statewide Cost Estimate also relies on arrest numbers because the actual number of youths, 16 and 17 years old, that were subject to custodial interrogation under the test claim statute is unknown.

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<sup>11</sup> Exhibit A, Test Claim Decision, adopted January 27, 2023, page 26.

<sup>12</sup> Exhibit B, Decision and Parameters and Guidelines, adopted March 24, 2023, page 10. Moreover, prior law (Welfare and Institutions Code section 625.6, as added by Statutes 2017, chapter 681), imposed the same requirements for “youth[s] 15 years or younger.” (Exhibit A, Test Claim Decision, adopted January 27, 2023, page 34.) There was no test claim filed on the 2017 statute.

<sup>13</sup> Exhibit D (1), Assembly Committee on Appropriations, Analysis of SB 203 (2019-2020 Regular Session), as amended July 27, 2020, page 1.

5. According to the California Department of Justice (DOJ), in 2021, the number of reported statewide arrests of youths ages 15-17 was 14,535.<sup>14</sup> Using population by age data and assuming a consistent distribution, 9,647 youths, 16 and 17 years old, were arrested statewide in 2021.<sup>15</sup> In 2022, the number of reported statewide arrests of youths ages 15-17 was 18,734.<sup>16</sup> Again, making the same calculation, 12,364 youths, 16 and 17 years old, were arrested statewide in 2022.<sup>17</sup> Thus, demonstrating fairly consistent arrest numbers over the three year period.<sup>18</sup>

Assuming consistent annual distribution, 4,823 youths were arrested during the second half of fiscal year 2020-2021. In fiscal year 2021-2022, 11,006 youths were arrested statewide (4823.5 (1/2 of 9,647) + 6182 (1/2 of 12,364) and, thus, a total of 15,829 youths, 16 and 17 years old, were arrested during the initial claiming period.

Assuming consistent annual distribution and doubling the arrest during the first half of fiscal year 2022-2023 (6,182) then, 12,364 youths, 16 and 17 years old, are projected to be arrested statewide in fiscal year 2022-2023.

6. Estimated initial and future year costs may be lower if counties and cities do not incur reimbursable costs of \$1,000. The test claim statute requires law enforcement to ensure that youths, 16 and 17 years old, consult with legal counsel prior to custodial interrogation and before the waiver of any Miranda rights except for those who affirmatively request to consult with retained private counsel.<sup>19</sup> This requirement is *not* imposed on probation officers performing their duties under Welfare and Institutions Code section 625, 627.5, or 628, and the number of juveniles arrested during the initial period of reimbursement that were taken into custody by a probation officer is unknown. Section 625 authorizes probation officers to take temporary custody of minors without a warrant who are suspected of being habitually disobedient or truant under Welfare and Institutions Code section 601, or of who have violated a criminal law under Welfare and Institutions Code section

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<sup>14</sup> Exhibit D (3), California Department of Justice, 2021 Juvenile Justice in California, page 70.

<sup>15</sup> Exhibit D (3), California Department of Justice, 2021 Juvenile Justice in California, page 112.

<sup>16</sup> Exhibit D (4), California Department of Justice, 2022 Juvenile Justice in California, page 70.

<sup>17</sup> Exhibit D (4), California Department of Justice, 2022 Juvenile Justice in California, page 112.

<sup>18</sup> Although the arrest data appears to go up in 2022, it is returning to 2020 levels where the statewide number of arrests of youths ages 15-17 was 19,540. Exhibit D (2), California Department of Justice, 2020 Juvenile Justice in California, page 70.

<sup>19</sup> Exhibit A, Test Claim Decision, adopted January 27, 2023, pages 2-4.

602.<sup>20</sup> Section 627.5 requires that a probation officer give a *Miranda* warning to minors already in temporary custody.<sup>21</sup> Finally, Section 628 requires probation officers to immediately investigate the facts and circumstances surrounding why the minor was taken into temporary custody and release the minor to their parent or guardian unless the evidence supports that doing so is contrary to the minor's welfare and continued detention is warranted.<sup>22</sup> Thus, the involvement of probation officers in the juvenile delinquency system and the exclusion of these activities from the mandate may explain the reason that so few claims were filed and able to meet the \$1,000 threshold, and may explain why only 363 16 and 17 year old youths were identified by the claimants as being subject to the mandate.<sup>23</sup>

7. In the initial claims, the total claimed costs for the attorney consultations is \$25,024 and the number of youths who received consultations is 363. Thus, the cost per youth for a consultation is \$69. The average attorney salary claimed is \$146.85 per hour and the average time for a consultation is .47 hours per youth.

None of the initial claims included any costs for law enforcement officers to ensure that youths consult with counsel. In California, in 2022, the U.S. Bureau of Labor

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<sup>20</sup> Welfare and Institutions Code section 625, citing sections 601 and 602. Welfare and Institutions Code section 602 states the following:

(a) Except as provided in Section 707 [when a juvenile is tried as an adult], any minor who is between 12 years of age and 17 years of age, inclusive, when he or she violates any law of this state or of the United States or any ordinance of any city or county of this state defining crime other than an ordinance establishing a curfew based solely on age, is within the jurisdiction of the juvenile court, which may adjudge the minor to be a ward of the court.

(b) Any minor who is under 12 years of age when he or she is alleged to have committed any of the following offenses is within the jurisdiction of the juvenile court, which may adjudge the minor to be a ward of the court:

(1) Murder.

(2) Rape by force, violence, duress, menace, or fear of immediate and unlawful bodily injury.

(3) Sodomy by force, violence, duress, menace, or fear of immediate and unlawful bodily injury.

(4) Oral copulation by force, violence, duress, menace, or fear of immediate and unlawful bodily injury.

(5) Sexual penetration by force, violence, duress, menace, or fear of immediate and unlawful bodily injury.

<sup>21</sup> Welfare and Institutions Code section 627.5.

<sup>22</sup> Welfare and Institutions Code section 628.

<sup>23</sup> Welfare and Institutions Code section 607.3.

Statistics reports the mean hourly salary for the 70,090 Police and Sheriff's Patrol Officers was \$50.01<sup>24</sup> and for the 11,208 Detectives and Criminal Investigators was \$53.04.<sup>25 26</sup> Thus, this statewide cost estimate uses an average hourly salary for law enforcement officers of \$50.43 or 84 cents per minute.

In the test claim, the County of Los Angeles explained that the law enforcement agencies in the County would contact the Public Defender to arrange Miranda consultations for juveniles prior to custodial interrogations.<sup>27</sup> Prior to allowing the juvenile to speak with counsel, and to "ensure" that the youth consults with legal counsel, the law enforcement officer obtains the name, State Bar number, contact number of the attorney, and time the call was made.<sup>28</sup> Thus, making the call to ensure compliance with the test claim statute is estimated to take a law enforcement officer about three minutes.

8. Estimated future annual costs will be lower if the claimants receive and apply offsetting revenues. While the Parameters and Guidelines identify several potential offsetting revenue sources, not all claimants receive those funds and those claimants that do, may not apply them to this program. Of the five initial claimants, none indicated that they used offsetting revenues for this program.

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<sup>24</sup> Exhibit D (9), U.S. Bureau of Labor Statistics, Occupational Employment and Wages Statistics, May 2022, 33-3051 Police and Sheriff's Patrol Officers, page 2 <https://www.bls.gov/oes/current/oes333051.htm#st> (accessed on December 13, 2023). This data includes police and sheriff's patrol officers from state and local government, the federal executive branch, colleges, universities, professional schools, and secondary and elementary schools.

<sup>25</sup> Exhibit D (8), U.S. Bureau of Labor Statistics, Occupational Employment and Wages Statistics, May 2022, 33-3021 Detectives and Criminal Investigators, page 2 <https://www.bls.gov/oes/current/oes333021.htm#st> (accessed on December 13, 2023). This data includes detectives and criminal investigators from state and local government, the federal executive branch, the postal service, colleges, universities, and professional schools.

<sup>26</sup> Although this data includes law enforcement salaries from the state, schools, and federal agencies, all the data is only from California and is still an accurate reflection of wages for local government, which would need to compete with other employers to attract potential law enforcement employees.

<sup>27</sup> Exhibit A, Test Claim Decision, adopted January 27, 2023, Declaration of Cris Mercurio, Head Deputy, County of Los Angeles Public Defender's Office, page 17.

<sup>28</sup> Exhibit D (7), Los Angeles Sheriff's Department Newsletter 18-02 - Custodial Interrogation of Juveniles, page 2. This document also indicates that the information obtained by the officer is recorded in an incident report. Documenting the information was not requested as reasonably necessary for the performance of the mandated activity pursuant to Government Code section 17557(a) and is not listed as a reimbursable activity in the Parameters and Guidelines.

9. Actual costs may be lower if the Controller reduces any reimbursement claim for this program following an audit deeming the claim to be excessive or unreasonable, or not eligible for reimbursement.

#### Methodology

##### **A. Initial Reimbursement Period Cost Estimate:**

The low-end Statewide Cost Estimate for the initial reimbursement period (second half of fiscal year 2020-2021 and all of fiscal year 2021-2022) is based on 7 unaudited, actual reimbursement claims (3 claims filed for fiscal year 2020-2021 and 4 for fiscal year 2021-2022) totaling **\$36,766**. The high end of the estimated potential costs is **\$1,192,335** if all eligible claimants file claims, including law enforcement costs, for the initial reimbursement period.

**Activity:** The activity consists of ensuring that youths, ages 16 and 17, who do not affirmatively request to consult with retained legal counsel, consult with legal counsel in person, by telephone, or by video conference prior to custodial interrogation and before the waiver of any *Miranda* rights. The low end of the range is costs actually claimed for this activity. The high end assumes that all eligible claimants will file claims for this activity, including law enforcement and attorney consultation costs, and the costs are calculated as follows:

#### Attorney Consultation Direct Costs:

1. Average Salary per Hour [\$146.85] x Average Consultation Time per Youth [.47] = Estimated Cost per Consultation [\$69]
2. Youths Arrested During the Initial Claiming Period [15,829] – Youths Actually Claimed [363] = Estimated Non-Filer Consultations [15,466]
3. Estimated Cost per Consultation [\$69] x Estimated Non-Filer Consultations [15,466] = Estimated Non-filer Direct Attorney Costs [\$1,067,154]
4. Direct Costs Claimed [\$25,279] + Estimated Non-filer Direct Costs that could be claimed in late claims [\$1,067,154] = Potential Direct Attorney Costs [\$1,092,433]

#### Law Enforcement Potential Direct Costs:

1. Average Salary per minute [\$0.84] x Minutes to Make Call [3] = Estimated Cost per Call [\$2.52]
2. Estimated Cost per Call [\$2.52] x Youths Actually Claimed [363] = Potential Direct Law Enforcement Costs that could be claimed in late claims by Claimants [\$915]
3. Estimated Cost per Call [\$2.52] x Estimated Non-Filer Consultations [15,466] = Potential Direct Law Enforcement Costs that could be claimed in late claims [\$38,974]
4. Potential Direct Law Enforcement Costs that could be claimed in late claims by Claimants [\$915] + Potential Direct Law Enforcement Costs that could be

claimed in late claims [\$38,974] = Potential Direct Law Enforcement Costs [\$39,889]

Total Potential Direct Costs:

Potential Direct Attorney Costs [\$1,092,433] + Potential Direct Law Enforcement Costs [\$39,889] = Potential Direct Costs [\$1,132,322]

**Indirect Costs:** The low end of the range for indirect costs is those indirect costs actually claimed. The high end, in addition to indirect costs actually claimed, assumes that all eligible claimants who have not yet filed claims, including claiming law enforcement costs, will file claims for indirect costs at the same average rate actually claimed during the initial period of reimbursement, which is calculated as follows:

1. Indirect Costs Claimed [\$4,236] / Direct Costs Claimed [\$25,279] = Average Indirect Cost Rate [17%].
2. Average Indirect Cost Rate [17%] x Potential Direct Costs [\$1,132,322] = High End of Estimated Indirect Costs [\$192,495].<sup>29</sup>

**Offsetting Revenues:** The low end of the range is \$0 because none of the initial claims compiled by the Controller included any offsetting revenues. The high end is also \$0 because there is no data upon which to make a projection.

**Late Filing Penalties:** The low end is \$0 because none of the initial claims compiled by the Controller were assessed a late filing penalty. The high end assumes that all eligible claimants will file claims for the initial period of reimbursement, including claiming law enforcement costs, which will be subject to a late filing penalty, and that penalty is calculated as follows:

1. Potential Direct Costs [\$1,132,322] + Estimated Indirect Costs [\$192,495] = Potential Total Costs [\$1,324,817]
2. Potential Total Costs [\$1,324,817] x (10% late filing penalty) = Estimated Late Filing Penalties [\$132,482].
3. Actual Late Filing Penalties [\$0] + Estimated Non-filer Late Filing Penalties [\$132,482] = High End of Estimated Late Filing Penalties [\$132,482].

***B. Projected Annual Costs for Fiscal Year 2022-2023 and Following:***

Beginning in fiscal year 2022-2023, future statewide costs are estimated to range from **\$19,537 to \$1,037,921** annually.

The low end of the range assumes that the same claimants that filed reimbursement claims for the initial period of reimbursement will continue to file annual reimbursement claims for only attorney consultation costs and that number of unrepresented youths, 16

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<sup>29</sup> The Assembly Committee on Appropriations estimated annual program costs of \$2.2 million. Exhibit D (1), Assembly Committee on Appropriations, Analysis of SB 203 (2019-2020 Regular Session), as amended July 27, 2020, page 1.

and 17 years old, who are subject to custodial interrogation remains unchanged from the initial claims, as follows:

1. Average Salary per Hour [\$146.85] x Average Consultation Time per Youth [.47] = Estimated Cost per Consultation [\$69]
2. Youths Actually Claimed [363] / 1.5 (to account for the initial reimbursement period length of one and one-half years) = Estimated Youths Claimed Annually [242]
3. Estimated Cost per Consultation [\$69] x Estimated Youths Claimed Annually [242] = Annual Direct Attorney Costs [\$16,698]
4. Average Indirect Cost Rate [17%] x Annual Direct Attorney Costs [\$16,698] = Annual Indirect Costs [\$2,839].
5. Annual Direct Attorney Costs [\$16,698] + Annual Indirect Costs [\$2,839] = Low End Projected Future Annual Costs [\$19,537, plus the implicit price deflator].

The high end of the range assumes that all eligible claimants will file annual claims on both law enforcement and attorney consultation costs and 12,364 unrepresented youths, 16 and 17 years old, who are subject to custodial interrogation are projected to be arrested statewide in fiscal year 2022-2023, as follows:

Future Attorney Potential Direct Costs:

1. Youths Arrested During the 2022-2023 fiscal year [12,364] – Estimated Youths Claimed Annually [242] = Estimated Non-Filer Consultations [12,122]
2. Estimated Cost per Consultation [\$69] x Estimated Non-Filer Consultations [12,122] = Estimated Non-filer Future Direct Attorney Costs [\$836,418]
3. Projected Future Annual Costs [\$19,537] + Estimated Non-filer Future Direct Attorney Costs [\$836,418] = Potential Future Direct Attorney Costs [\$855,955]

Future Law Enforcement Potential Direct Costs:

1. Average Salary per minute [\$0.84] x Minutes to Make Call [3] = Estimated Cost per Call [\$2.52]
2. Estimated Cost per Call [\$2.52] x Youths Arrested During the 2022-2023 fiscal year [12,364] = Potential Direct Law Enforcement Costs [\$31,157]

Total Potential Direct Costs:

1. Potential Future Direct Attorney Costs [\$855,955] + Potential Direct Law Enforcement Costs [\$31,157] = High End of Potential Direct Costs [\$887,112]
2. Average Indirect Cost Rate [17%] x Potential Direct Costs [\$887,112] = High End of Estimated Indirect Costs [\$150,809]
3. Potential Direct Costs [\$887,112] + Estimated Indirect Costs [\$150,809] = High End Estimated Annual Costs for 2022-2023 and Following [\$1,037,921, plus the implicit price deflator].

### **Draft Proposed Statewide Cost Estimate**

On January 10, 2024, Commission staff issued the Draft Proposed Statewide Cost Estimate.<sup>30</sup> No comments were filed on the Draft Proposed Statewide Cost Estimate.

### **Staff Recommendation**

Staff recommends that the Commission adopt this Statewide Cost Estimate of \$36,766 to \$1,192,335 for the Initial Claim Period (Second Half Fiscal Year 2020-2021 and Fiscal Year 2021-2022) and \$19,537 to \$1,037,921, plus the implicit price deflator for fiscal year 2022-2023 and following.

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<sup>30</sup> Exhibit C, Draft Proposed Statewide Cost Estimate, issued January 10, 2024.



## DECLARATION OF SERVICE BY EMAIL

I, the undersigned, declare as follows:

I am a resident of the County of Sacramento and I am over the age of 18 years, and not a party to the within action. My place of employment is 980 Ninth Street, Suite 300, Sacramento, California 95814.


On March 6, 2024, I served the:

- **Current Mailing List dated January 19, 2024**
- **Proposed Statewide Cost Estimate issued March 6, 2024**

*Juveniles: Custodial Interrogation, 21-TC-01*  
Welfare and Institutions Code Section 625.6 as Amended by Statutes 2020,  
Chapter 335, Section 2 (SB 203)  
County of Los Angeles, Claimant

By making it available on the Commission's website and providing notice of how to locate it to the email addresses provided on the attached mailing list.

I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct, and that this declaration was executed on March 6, 2024 at Sacramento, California.



---

Jill L. Magee  
Commission on State Mandates  
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# COMMISSION ON STATE MANDATES

## Mailing List

**Last Updated:** 1/19/24

**Claim Number:** 21-TC-01

**Matter:** Juveniles: Custodial Interrogation

**Claimant:** County of Los Angeles

### TO ALL PARTIES, INTERESTED PARTIES, AND INTERESTED PERSONS:

Each commission mailing list is continuously updated as requests are received to include or remove any party or person on the mailing list. A current mailing list is provided with commission correspondence, and a copy of the current mailing list is available upon request at any time. Except as provided otherwise by commission rule, when a party or interested party files any written material with the commission concerning a claim, it shall simultaneously serve a copy of the written material on the parties and interested parties to the claim identified on the mailing list provided by the commission. (Cal. Code Regs., tit. 2, § 1181.3.)

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