The December 8, 2007 meeting of the Trial Court Budget Commission (TCBC) was called to order at 9:00 by Judge Belvin Perry, Chair.

I. Welcome and Introduction of Guests

Judge B. Perry welcomed the members and recognized the guests in attendance. He welcomed Justice Bell and Justice Quince. He also introduced Sondra Williams, Trial Court Administrator of the Third Judicial Circuit.

Approval of August 14, 2007 Meeting Minutes

Judge B. Perry requested an amendment to the August 14, 2007 minutes to reflect the member attendance of Judge Kravitz. He asked if there were any other revisions to the draft minutes from the August 14, 2007 meeting. Judge Pittman made a motion, seconded by Carol Ortman to adopt the meeting minutes as amended. The motion passed without objection.
II. Appeal from the 15th Circuit of Decision Regarding Reclassification of Accountant I to Chief Deputy Court Administrator

Judge B. Perry stated that this item was removed from the agenda.

III. Update on Current Year Funding Issues

Judge B. Perry acknowledged Carol Ortman, Judge Farina, Judge Francis, Judge Laurent, Judge Kravitz, Judge Steinbeck, and OSCA staff for their efforts during Special Session C held in October.

Judge Perry reported that the trial courts will face further challenges as the General Revenue Estimating Conference in November forecasted an additional deficit in revenues for FY 2007-08 by almost $1 billion. Lisa Goodner added that the General Revenue Estimating Conference is expecting FY 2008-09 revenues to be below estimates by $1.4 billion. Staff completed an exercise required by the Governor’s office regarding the 4% hold back of quarterly releases. The Governor’s office will work with the Legislature on the best approach to reduce funds, which may result in a permanent reduction of cash release.

Dorothy Wilson reported that at the time of this meeting, it was not known if the potential budget reductions would be taken up in a special session or during the first week of regular session in March 2008. The 4% hold back exercise was not applied across the board. She reviewed the exercise in which she detailed each category and the reason the courts requested that a category be exempt from the hold back. Factors in requesting exempt status included: past reversions, expenditure trends, and whether or not the categories were associated with adjudicatory positions, pass-through funds, or due process services. The total possible holdback from the trial courts would total $14.7 million, and equal $18.1 million for the entire Judicial Branch. Lisa Goodner stated that this exercise would be used either for this current fiscal year or for the Governor to balance the budget for next fiscal year. Judge B. Perry added that the exercise data represents a worst case scenario.

A. Additional Revenue Shortfall and Potential Budget Reductions

Child Support Enforcement Program

Charlotte Jerrett reported that the FY 07-08 Child Support Enforcement Hearing Officer (CSEHO) Program contract with the Department of Revenue (DOR) was originally reduced by $500,000 from last fiscal year. As part of the Special Session C reductions, DOR had proposed an additional reduction to the contract in the amount of $200,000.

After the Revenue Estimating Conference in November, the Governor asked all Executive Branch agencies to identify a 4% reduction to General Revenue and Trust that could be implemented. DOR proposed another $100,000 reduction that they believe the courts can absorb with no impact to program operations. They have suggested that if we are unable to make the $100,000 up in normal position lapse, it could easily be covered.
with a “hiring slow-down”, holding positions vacant for a specified number of days to generate excess salary budget.

Current year available expenditure data and last fiscal year expenditure data, payroll projections, lapse reports and annual/sick leave payouts for child support enforcement were analyzed. The results indicate that the salary budget is too tight to take any further reductions to Salaries and Benefits given the current position lapse, but spending patterns in the OPS and Expense categories indicate a reduction could be sustained in these categories. In the event that a reduction is required by DOR, the Trial Court Budget Commission may want to give the Executive Committee authority to negotiate any reduction in this program.

DOR is interested in the results of the Judicial Resource Study (JRS) concerning case weights for child support hearing officers. Staff will be reviewing the JRS and other variable factors that impact hearing officer workload.

B. Rate Allocation Analysis for FY 2007-08

Dorothy Wilson reported that at the August 14, 2007 meeting, the TCBC voted to defer any additional rate allocations and continue to monitor the overall health of the salary budget, pending the outcome of budget reductions during Special Session C. The Trial Court payroll projections have been updated to reflect the budget reductions and funding shifts from Special Session C, and have been updated for routine payroll actions through November 31, 2007.

The Circuit Court payroll projections reflected full employment liability at $250,367,725, which is $3,518,468 over the estimated salary appropriation of $246,849,257. After the estimated $728,601 leave payouts and $4,517,341 lapse were applied, the adjusted liability was $270,272 under appropriations.

The County Court payroll projections reflected full employment liability at $75,041,746, which is $695,267 over the estimated salary appropriation of $74,346,479. After the estimated $154,424 leave payouts and $565,033 lapse were applied, the adjusted liability was $284,658 over appropriations and will be covered by circuit funds. Judge B. Perry added that leave payouts are paid from Salaries and are not appropriated by the Legislature. Judge Perez remarked that the County Court budget represents cost centers for only judges and judicial assistants. These cost centers are not over budget, however, leave payouts are made and very little lapse is generated.

Judge B. Perry reported that as a precautionary measure, the Executive Committee has made a recommendation to freeze all positions becoming vacant after December 15, 2007 for 60 days. Exception requests to this policy may be reviewed on a case-by-case basis.

Judge Laurent stated that salary dollars are tight and the TCBC must ensure that enough funds are available for all to be paid or no one gets paid. Judge Farina added that if the Trial Courts are not conservative, the result may lead to layoffs or furloughs. The Budget
Management Committee monitors the budget every month. Lisa Goodner added that staff is conducting analyses on leave payouts.

Judge Roundtree made a motion to approve the Executive Committee recommendation to freeze all positions becoming vacant after December 15, 2007 for 60 days. Judge Francis seconded, and the motion passed without objection.

C. Status of Budgets and Expenditures

Dorothy Wilson reported that as of November 30, 2007, the percent of budget expended should be less than or equal to 42% based on 5 months of expenditures. An increase in expenditures is expected to occur closer to year end due to billing in arrears. Current state policy mandates that 1% of quarterly cash releases be held back. Individual circuits should monitor their budget in relation to the 48% of funds released to date.

1. Operating Categories

   a. Other Personal Services (OPS)

      The OPS category is below the 42% target with $174,379 (37.2% of the $469,064 appropriation) expended/encumbered. Circuits should continue to monitor OPS usage closely to ensure the cash release is not exceeded.

   b. Expense

      • Circuit – the Expense category is below the 42% target with $2,696,509 (25.2% of the $10,700,026 appropriation) expended/encumbered.

      • County – The Expense category is below the 42% target with $1,142,487 (28.7% of the $3,977,486 appropriation) expended/encumbered.

   c. Other Capital Outlay (OCO)

      The OCO category is below the 42% target with $107,831 (11.4% of the $950,000 appropriation) expended/encumbered. OCO spending generally happens at the end of the year. Funds used throughout the year are mostly for emergency equipment replacement.

   d. Civil Traffic Hearing Officers

      The Civil Traffic Hearing Officer category is below the 42% target with $608,219 (28.2% of the $2,153,848 appropriation) expended/encumbered.
**e. Contracted Services**

- **Circuit** – The Contracted Services category is below the 42% target with $550,879 (36.3% of the $1,516,765 appropriation) expended/encumbered.

- **County** – The Contracted Services category is below the 42% target with $73,813 (34.1% of the $216,500 appropriation) expended/encumbered.

**2. Due Process Categories**

**a. Expert Witnesses**

The Due Process category in General Revenue is below the 42% target with $2,209,627 (31.2% of the $7,083,468 appropriation) expended/encumbered. Of the total expenditures, $2,119,162 (96%) was expended for contracted services and $90,465 (4%) was expended for custody evaluations. Mike Bridenback reminded members that bills are delayed. Charlotte Jerrett affirmed that bills are in arrears about two months, adding that the expenditure data is not captured by OSCA until the bill is paid. Dorothy Wilson stated that staff have been monitoring due process expenditures since Revision 7 and review expenditure trends.

**b. Court Reporting**

The Due Process category in General Revenue is below the 42% target with $4,063,282 (36.8% of the $11,037,309 appropriation) expended/encumbered. Of the total expenditures, $3,444,446 (85%) was expended for contracted services and $618,835 (15%) was expended for equipment maintenance costs.

**c. Court Interpreters**

The Due Process category in General Revenue is below the 42% target with $1,227,512 (30.5% of the $4,020,436 appropriation) expended/encumbered. All expenditures were expended for contracted services.

**d. Cost Sharing for Due Process Services**

The 2007-08 General Appropriations Act provides for amounts to be paid to the trial courts by the state attorneys, public defenders, and the Justice Administrative Commission (JAC) for court appointed counsel for the share of due process services court employees provide on their behalf.

Payments for the first two quarters have been received from all state attorneys and public defenders, less the 1% cash “holdback” per quarter mandated by current state policy. The JAC has not made any payments to date. Invoices requesting payment were sent in October and again during the first week of December.
3. Cost Recovery

a. Mediation Cost Recovery

After Special Session C, FY 2007-08 spending authority for mediation services cost recovery was set at $2,778,029. As of October 31, 2007, cash revenues for mediation fees, including prior year cash balances carried forward, are $3,208,412, which exceeds the spending authority set for FY 2007-08. Expenditures, which include salaries and benefits for 7 FTE, along with refunds from the cost recovery fund through November 30, 2007 total $666,739 (24% of the FY 2007-08 spending authority set and 20% of available cash revenues as of October 31, 2007).

b. Due Process Cost Recovery

After Special Session C, FY 2007-08 spending authority for due process cost recovery was set at $1,176,837. As of September 30, 2007, cash revenues for state funded due process services including prior year cash balances carried forward are $1,127,848, which totals 95.8% of the spending authority set. The expenditures, which include salary and benefits for 1 FTE, and encumbrances for due process services from cost recovery funds through November 30, 2007 total $202,687 (17.2% of the spending authority set and 18.0% of available cash revenues as of September 30, 2007).

IV. Due Process Compensation Rates Proposal

Judge B. Perry stated that by statute, the chief judge of each circuit court is required to recommend compensation rates for due process services providers in cases in which the court has appointed private counsel or declared a person indigent for costs. The TCBC established a work group to review current practices and rates among the circuits and prepare compensation recommendations to the Executive Committee.

David Pepper reported that the work group narrowed the number of service categories that would accommodate all circuit courts and reviewed current practices, keeping cost containment in mind.

A. Court Reporting

The work group identified three categories common to all circuits: (1) appearances/attendance; (2) transcripts; and (3) multimedia services. Four categories of compensation rates for appearances/attendance are recommended: first hour, any fraction thereof; each hour thereafter; after hours, weekends, and holiday; and per session. Rates for transcripts are divided between non appellate and appellate transcription. Fees for multimedia services are based upon the type of medium requested: CD, DVD, analog
tape, video tape, and ASCII diskette. A fee schedule for cancellations, no shows, and research/listening is also proposed.

B. Court Interpreting

The work group determined that the clearest and simplest method is to group the service providers by language and they identified four groups: (1) Spanish and Haitian Creole; (2) other spoken languages (freelance and agency contractors); (3) sign language; and (4) written translations. The work group recommends establishing a maximum fee with one quarter hour increments after a minimum of two hours. The proposed rates would be the same whether the provider is an agency or free lance interpreter, and the maximum rates will accommodate certified, non-certified, and State qualified interpreters. The work group also recommended that the rates for holidays, weekends, and after hours remain the same as for normal business hours.

C. Expert Witnesses

The work group identified six categories: (1) Mental Health; (2) Guardianship; (3) Forensic Professional Services Experts; (4) Investigative Services; (5) Other Professional Services Experts; and (6) Jimmy Ryce.

OSCA staff reviewed a sample of invoices remitted to the circuit courts for the various due process services to determine if the proposed rates were consistent with actual payments. As a result, the group narrowed the proposed ranges for expert witnesses. At the suggestion of legislative staff, OSCA staff also reviewed court reporting contracts between the Attorney General’s office and court reporting vendors posted on the Attorney General’s web page. These rates were consistent with the work group’s proposals.

The work group submitted their recommendations to the Executive Committee and the Committee approved the recommendations with the exception of Jimmy Ryce, Marchman, and Baker Act cases, for which insufficient data were obtained. Legislative staff requested that the Justice Administrative Commission provide data to the work group and OSCA staff, but that information has not been forthcoming.

The recommendation of the Executive Committee is that the TCBC approve the proposed due process services compensation rates in concept and authorize Chief Judge Perry to take the recommendations to the chief judges for their approval to submit the final recommendations to the Legislature on their behalf. Legislative staff will conduct cost modeling analysis to determine the funding needed to implement the proposed rates. Lisa Goodner clarified that the proposed rates are for Court Appointed Counsel and indigent cases. Mark Weinberg added that the proposed rates would replace the rates set by the Indigent Services Committee.

Mike Bridenback made a motion to approve the proposed due process compensation rates in concept and authorize Chief Judge Perry to take the recommendations to the chief judges for
their approval to submit the final recommendations to the Legislature on their behalf. Judge R. Morris seconded, and the motion passed without objection.

V. Court Reporting Proposals

A. Cost Sharing

Kris Slayden reported that the TCBC has been working to define the optimal scope of the cost sharing arrangement and develop policies for consistent application throughout the state. Surveys were sent out, a work group was created, and a workshop for the Executive Committee was held on June 11-12, 2007.

The Executive Committee met in Tampa on November 2, 2007 to receive additional fiscal information requested at the June 2007 workshop. OSCA staff presented four options that either expanded or reduced the scope of the cost sharing services provided. The Executive Committee selected a hybrid of the options and has recommended:

1. Policies were set only for the 14 circuits that are currently part of the cost sharing model.

2. Hard copy transcript production will be provided as part of the cost sharing model for the state attorney, public defender, and JAC, for appeals only and by employee stenographers or contractual stenographers only. Hard copy transcript production by contractual digital court reporters will not be part of the cost sharing model.

3. For non-appeals by employee stenographers, the courts will charge the other entities, which will require a change in law.

4. For proceedings that are recorded using digital or analog technology by employee staff, only a media copy will be provided.

5. A “statement of services” should be developed by each circuit and provided to the state attorneys, public defenders, JAC, regional councils, and OSCA. The statement should include the services provided and not provided by the court by division of court, proceeding type and location. The statement should also state that services provided cannot be changed in the middle of the fiscal year.

6. Request that the legislature move the cost sharing budget to the trial court’s budget.

7. These policies will be effective July 1, 2008.

If the policy decisions of the Executive Committee are approved by the TCBC, a fiscal analysis would need to be completed in time for the 2008 Legislative Session. Because the policy decisions may have a positive impact on the budget needed to provide cost sharing services, implementation of the policies would be contingent on any additional funding needed. If the policy decisions result in a decrease to the trial court budget due to a net reduction in services provided, the corresponding impact to the state attorneys,
public defenders and JAC would be an increase in their budget. Staff will obtain additional data from the participating circuits for analysis.

Judge R. Morris made a motion, seconded by Ruben Carrerou, to approve the Executive Committee’s recommendations as outlined above. The motion passed without objection.

B. Other New Policies

Sharon Buckingham reported that the June 11-12, 2007 workshop also helped to identify the current status of court reporting services in the trial courts and establish a future course for budget policies impacting the delivery of these services. The goals included: understanding the operations of each circuit; reviewing the legal and operational recommendations of the Commission on Trial Court Performance and Accountability (TCP&A); and determining whether the cost sharing arrangement should be continued and/or altered. Consensus was reached on budget policies regarding the elimination of analog recording and the use of service delivery models and monitoring ratios. The Executive Committee met November 2, 2007 to review these policies and address outstanding policy decisions.

The Executive Committee made the following recommendations:

1. Judicial circuits shall refrain from utilizing analog audio recordings and should attempt, where practical, to replace analog with digital recording capability.

2. Judicial circuits shall implement procedures for assigning court reporting coverage of proceedings recorded at public expense as follows (regardless of staffing model utilized):
   a. Circuit Criminal
      • Trials – stenography or digital recording
      • Capital cases
         ‣ Trials or Post Convictions – computer aided transcription or real-time stenography
         ‣ All other proceedings - stenography
      • All other proceedings – digital recording, unless otherwise unavailable
   b. County Criminal
      • Trials – digital recording
      • All other proceedings – digital recording
   c. Family Court
      • Delinquency – digital recording
      • Dependency – digital recording
      • Termination of Parental Rights (TPR) – stenography or digital recording
• Crossover cases (formerly known as Unified Family Court cases) –
  stenography or digital recording

d. Domestic Violence Injunctions, all proceedings – digital recording
e. Baker Act/Marchman Act/Guardianship/Jimmy Ryce, all proceedings – digital
  recording
f. General Magistrate/Hearing Officer proceedings – digital recording
g. Proceedings taking place outside of regular court hours – stenography or digital
  recording

3. Judicial circuits shall implement procedures for assigning court reporting coverage of
proceedings recorded at public expense as follows (regardless of staffing model utilized):

a. Circuit Criminal
   • Trials – 1:1
   • Capital cases – 1:1
   • All other proceedings – 3:1

b. County Criminal
   • Trials – 1:1
   • All other proceedings – 3:1

c. Family Court
   • Delinquency – 2:1
   • Dependency – 2:1
   • Termination of Parental Rights (TPR) – 1:1

d. Domestic Violence Injunctions, all proceedings – 3:1
e. Baker Act/Marchman Act/Guardianship/Jimmy Ryce, all proceedings except
   Jimmy Ryce Trials – 4:1 for on-site proceedings and 1:1 for off-site proceedings*
f. Jimmy Ryce Trials – 1:1
g. General Magistrate/Hearing Officer proceedings – 4:1

* The 4:1 ratio is intended to address those proceedings monitored by a court
reporter in an on-site courtroom or hearing room. If proceedings are held off-site
(i.e., hospital) a 1:1 ratio is acceptable.
The above policies will become effective July 1, 2009. The Executive Committee also recommended tabling certain policy decisions on transcript production and the release of media copies until a fiscal analysis is completed in the development of the FY 2009-10 LBR. The tabled policy decisions are as follows:

1. Transcript Production (outside of the cost-sharing arrangement)
   
   - When requested, judicial circuits may provide a transcript for: appellate review, other purposes in which a transcript is considered a necessity of the court in the best interest of justice, or if an audio/video file is unavailable. A copy of the audio/video file, if available, shall be provided for all other purposes to the extent allowable under court rule.

2. Release of Media Copies
   
   - Copies of audio recordings may be made available to the public, including self-represented litigants, after review to ensure that matters protected from disclosure by law are kept confidential.
   
   - Copies of audio recordings may be made available to state attorneys, public defenders, court-appointed counsel and other attorneys of record without undergoing a review provided the copies are: not used to prepare the official record except as authorized by the chief judge, used in subsequent court proceedings, disseminated or otherwise disclosed outside their offices, and are not enhanced or modified to reveal confidential information that otherwise would be inaudible.

Ms. Buckingham stated that staff will provide transition planning and training. Judge Francis made the motion to approve the Executive Committee’s recommendations as outlined above. Carol Ortman seconded, and the motion was approved without objection.

VI. Report from Funding Methodology Committee – FY 2008-09 Supplemental LBR Issues

A. Operating Capital Outlay

1. 18th Circuit - Dorothy Wilson reported that the 18th Circuit requests $50,000 in non-recurring funds for equipment and furnishings in non-public areas for an expansion of the Moore Justice Center in Brevard County. The expected completion date is March 2009.

The recommendation of the Funding Methodology Committee is to file the issue as requested with funding subject to a second level of review and analysis performed prior to the allotment of the funds by the TCBC, with the circuit providing an up-to-date, itemized list of the capital items to be funded. This second level of review and analysis will also apply to the approved OCO LBR request filed for the 5th Circuit.
Mike Bridenback made the motion, seconded by Judge Francis, to approve the Funding Methodology Committee’s recommendation. The motion passed without objection.

2. 20th Circuit – Dorothy Wilson reviewed the 20th Circuit’s request for $150,000 in non-recurring funds for equipment and furnishings in non-public areas for Phase I of the new Lee County Court Tower. An additional $150,000 will be requested for FY 2009-10 for Phase II. The new facility is due to be completed in 2009.

The recommendation of the Funding Methodology Committee is to file the issue as requested with funding subject to a second level of review and analysis performed prior to the allotment of the funds by the TCBC, with the circuit providing an up-to-date, itemized list of the capital items to be funded. This second level of review and analysis will also apply to the approved OCO LBR request filed for the 5th Circuit.

Mike Bridenback made the motion to approve the Funding Methodology Committee’s recommendation. Ruben Carrerou seconded and the motion passed without objection. Ms. Wilson stated the $150,000 request can be included in the FY 2009-10 LBR.

B. Juror Per Diem

Sharon Buckingham reported that an analysis of juror per diem expenditure data was conducted to determine the potential need for additional dollars in FY 2008-09. Based on an annual average growth rate in expenditures, the Funding Methodology Committee recommended filing a LBR for $498,472. The TCBC approved the Executive Committee’s recommendation to table the issue until the 2007 Special Session C reductions are finalized due to a possible fund shift of the costs to the clerks. The legislature did not approve the fund shift to the clerks.

In November, another analysis of juror per diem expenditures was conducted using more recent data. The Funding Methodology Committee recommended filing a supplemental LBR for $367,627 based on an annual average 4.77% growth rate in expenditures.

Judge Francis made a motion, seconded by Carol Ortman, to file a supplemental LBR for $367,627. The motion passed without objection.

C. Court Reporting Equipment Refresh

Sharon Buckingham reported that for FY 2008-09, the TCBC approved a statewide court reporting LBR. Equipment and software funding was approved based on circuit requests and additional analysis was to be performed once the technology inventory was updated and a projected need for refresh could be calculated.
Staff administered a refresh survey to each circuit to obtain information about local digital court reporting (DCR) refresh timeframes. The results of the survey revealed that the majority of circuits plan to refresh their DCR equipment every 3-5 years. Based on the results, staff tabulated cost outputs from the technology inventory by circuit using a four-year refresh cycle, and the cost data was compared to each circuit’s equipment refresh request. The results of the comparison indicated that only two circuits have requested funding amounts for refresh that exceed the amount calculated under a four-year refresh cycle, signifying that set policies on refreshing court reporting equipment may be needed.

Ms. Buckingham further reported that in addition to refresh policies, it may be useful to develop policies related to expansion and maintenance of court reporting equipment as many of these issues are interrelated. The development of policies may assist the TCBC in analyzing circuit court reporting equipment requests, allow for an accurate projection of court reporting costs, and assist in defending the LBR to the legislature each year. Policy questions were identified regarding refresh, expansion, and maintenance of equipment.

The recommendation of the Funding Methodology Committee is to maintain the LBR as is and perform additional analysis during the FY 2008-09 allotment process if new equipment funding is appropriated by the legislature. The committee also recommended forwarding the policy questions to the Florida Court Technology Commission (FCTC) and requesting that their analysis and recommendations be forwarded to the TCBC for the development of associated budgetary policies.

Lisa Goodner asked the Commission to consider creating an ad hoc technology workgroup to address the policy questions. The FCTC are working on their charges from the Supreme Court. The committee could include court technology officers, judges, and trial court administrators. Walt Smith made a motion to approve the creation of an ad hoc technology committee and to provide a recommendation to the TCBC if a goal should be established to equip 100% of courtrooms and hearing rooms in the trial courts with digital court recording capability. Carol Ortman seconded, and the motion was passed without objection.

VII. Legislative Issues

A. Changes in House and Senate

Brenda Johnson reviewed the interim committee meeting schedules and changes in legislative membership.

B. Proposed Legislation

Greg Smith reviewed three legislative proposals:
1. **The Payment of Experts Appointed by the Court** – Proposed language would clarify who pays for the experts appointed when a defendant is placed on conditional release and is before the court after violating stated conditions. The drafted language would provide for consistency with the provisions of s. 916.115(2) and should be proposed as an amendment to a bill.

2. **Conforming Court Cost Language (cleanup)** – Drafted language will provide consistency respecting the imposition of court cost in the statutes and should be proposed as an amendment to a bill.

3. **Reporting Requirements of s. 318.18 Currently Performed by the Clerk of Courts** - Drafted language would require the county, instead of the clerk, to report the amount of funds expended and the uses of funds. The drafted language should be proposed as an amendment to a bill.

Judge Farina made a motion to approve the proposal recommendations and actions needed. Carol Ortman seconded and the motion passed without objection.

### VIII. Other Business

**Adjournment**

Judge B. Perry thanked Justices Bell and Quince for attending the meeting. The trial courts have survived the first round of cuts. He stated that adversity makes people think and take a hard look at costs. He reminded the members that now is not the time for individual projects. With no other business before the commission, Judge Perry adjourned the meeting at 12:15 p.m.