

JUDICIAL ADMINISTRATIVE  
DISTRICT EVALUATION

49923

State Crime Commission  
3400 Peachtree Road, N. E.  
Suite 625  
Atlanta, Georgia 30326

February 10, 1978

## State Crime Commission Evaluation Committee

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February 9, 1978

Dr. Harry Downs, Chairman  
State Crime Commission  
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Dear Dr. Downs:

Submitted herewith is the evaluation report on the Judicial Administrative Districts prepared by the staff of the Evaluation Division and approved by the Evaluation Committee. In our opinions the staff is to be commended for this first report prepared in accordance with the evaluation program approved by the Commission. Copies have been furnished all related commission task forces and committees, as well as to the agencies concerned.

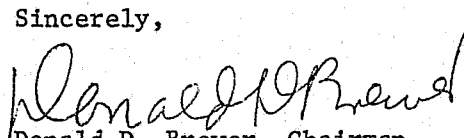
The committee has reviewed in detail both the first draft and final report. It has also reviewed the correspondence between the staff of the Crime Commission and the Administrative Office of the Courts. We find the methodology sound as related to conceptual evaluative procedures and their application to this particular project. It is believed that the report fulfills its intended purpose in that it not only points out the positive progress that has been made but also indicates problem areas that require attention.

The evaluation covers only the first year of the project and reflects the necessary time required for the build-up phase. The program is affected by the complicated segmented court system in which it must operate. As would be expected, the value, function and necessity for improved administrative procedures is not understood by all court officials. Thus, resistance in some areas was to be expected. The district administrators must cover large geographical areas and a multiplicity of court systems. The legislation on which the system is based lacks specificity as to the role of the Judicial Council, the Administrative Office of the Courts and the Administrative Districts.

Dr. Harry Downs  
Page Two  
February 9, 1978

Taking all of the above factors into consideration the committee concludes that the project has made reasonable progress toward the accomplishment of its stated goals and objectives. It is hoped that all parties concerned will view the report objectively and will direct their efforts towards the resolution of those problems which have been indicated.

Sincerely,

  
Donald D. Brewer, Chairman  
Evaluation Committee

DDB:dc

## SUMMARY AND RECOMMENDATIONS

### Background

The General Assembly in 1976 enacted the Judicial Administration Act, dividing the state into ten administrative districts and providing superior court judges in each district with the authority to institute a system of administration for courts of record. When the act was passed, the State Crime Commission (SCC) made a two-year funding commitment to the administrative enterprise, and the Judicial Council of Georgia/Administrative Office of the Courts (AOC) agreed to be the grant recipient. Funding was provided for ten district administrators, support personnel, office equipment, and operating expenses.

After the project had operated for one year, an evaluation was initiated by the SCC's Evaluation Division. During the last months of 1977, staff studied the project and performed an in-depth evaluation. A brief summary of project accomplishments, problems encountered, and recommended improvements follows.

### Accomplishments

1. The project has been initiated in nine of ten districts.
2. District administrators and some district administrative judges have attempted to familiarize trial court personnel (primarily in the superior courts) with the project and what it seeks to accomplish.
3. In several districts the project has increased communications among superior court judges. This has been accomplished primarily through the activities of the district councils.
4. District administrators have collected caseload information on all courts of record in their various service areas, and through this exercise have generally become familiar with the records and workloads of the courts.
5. District administrators have assisted the AOC in implementing the model docket system, an exercise that brings to courts of records standardized record keeping systems.

6. Administrators in some districts have assisted court personnel in improving caseflow management.
7. In some districts judges of superior court have been assigned (with their consent) to hear cases in judicial circuits outside the circuit in which they were elected.
8. In some districts improvements have been made in juror selection and utilization procedures.
9. District administrators have assisted some counties in facility improvement and space management.
10. District administrators have assisted court personnel and other county officials in preparing court budgets, and there are instances in which such budgets have been prepared for the first time due to the initiatives of the administrators.
11. In at least one district the administrator has instituted a district-wide court reporters pool.
12. One district administrator has also secured additional court employees through the federally financed CETA program.

### Problems

During the first year of operations the administrative district project confronted a number of problems. Many of these are due to the nature of the judicial structure, others result from the attitude of persons presently working in the judicial system, and others stem from the Judicial Administration Act itself.

1. Administrative judges and court administrators experienced an initial lack of direction and absence of clarified roles. This is due, in part, to problems that inevitably arise when a new system of administration is being put into place, but stems also from the possible overlap of administrative authority and function between the Judicial Council/AOC and the administrative districts.

2. There was substantial delay in hiring court administrators in some districts, so that the project has not operated for a full year throughout the state. One district still has not employed an administrator.
3. Court personnel, including judges, were in many instances uninformed about the project and what it was intended to accomplish. Many court personnel not familiar with the project or its purposes considered it a threat to their positions. Thus, many court administrators have operated in an environment that was (and is) unreceptive to the project.
4. Rather than spending the first year putting into place various management and administrative systems, the administrators spent a significant amount of time gathering data for the Judicial Council/AOC judgeship study. While this activity allowed the administrators contact with court personnel and gave them knowledge of the records systems of courts of record, it reduced the time they could devote to matters of administration and management.
5. The geographic size of the districts vary greatly, and the number of counties in each ranges from one to twenty-seven. Thus, some administrators have service areas with numerous courts of record and of such geographic extent that substantial amounts of time must be devoted to travel.
6. Some district administrators have confronted resistance and skepticism from court personnel, and work for administrative judges who are less than enthusiastic about the project. Only four (4) of the ten administrative judges seem firmly committed to the project, while three others seem only moderately supportive and three others are philosophically or practically opposed. Project success is highly dependent on the degree of support and independence which the administrative judge and the other superior court judges on the district council give the court administrator, and without this support--particularly from the administrative judge--the administrator has to deal with insurmountable obstacles.
7. Many superior court judges do not support the administrative district project, and this is an obstacle to its effectiveness.

## Assessment and Recommendations

Given the problems encountered during the first year and the accomplishments made in spite of them, the Evaluation Division believes that the administrative district project has been successful. The project has neither achieved nor approached its full potential. But given the structure of the project and the current activities of the administrators, the project will over the years improve court operations to a substantial degree.

## Recommendations

Some of the problems pointed out are unique to the first year of operation. These are not likely to recur. But other problems are not so transient, and the evaluation staff believes there are structural weaknesses in the current arrangement that ought to be remedied. The Judicial Administration Act should be amended to provide for clarification of the relationship between the Administrative Office of the Courts and the administrative districts, and to provide for a locus of responsibility for overall operations and coordination of the district arrangement. Specific recommendations include:

1. Legislating into existence a state administrative district council composed of the administrative judge of each of the ten districts; and the provision for this council to elect one of its members as chief administrative judge for all ten districts. The chief administrative judge should be responsible for general oversight of the activities of all ten districts. The Administrative Office of the Courts should provide staff support to the chief administrative judge and the council of administrative judges, when such support is needed.
2. State courts and all courts of record with jurisdictions of a state court should be included within the administrative district arrangement, with the judges of these courts being represented on the district councils.
3. The Administrative Office of the Courts should be designated as the agency to coordinate and guide all statewide management and administrative enterprises affecting the trial courts.

The SCC's evaluation staff believes that these or similar changes in the law would make the project more effective by enabling the administrative district operation to have the kind of central guidance and direction that it needs. Once the project has ensconsed itself into the trial court administrative mechanism, and once judges and other court personnel become accustomed to relying upon the district administrator for assistance, the administrative arrangement should take on its own momentum. Over the years district administration should make a substantial contribution to improving the operation and management of the trial courts.

## TABLE OF CONTENTS

	Page
I. Introduction .....	1
II. Methodology.....	3
Questionnaires.....	6
III. The Administrative District Concept.....	9
IV. The Administrative District Grant.....	13
Project Objectives.....	14
Qualifications of Administrators.....	15
Methods and Procedures.....	16
Evaluation.....	17
V. The Project Assessed.....	21
The Grant.....	21
District Interviews.....	26
Questionnaire Responses.....	37
Fact Questionnaire.....	39
Attitude Survey.....	47
Observations.....	53
Conclusions.....	56
VI. Appendices	
Appendix A (Questionnaires).....	61
Appendix B (Significant Judicial Legislation 1971-1976)...	77
Appendix C (Data on Judicial System Workload and Manpower 1971-1977).....	81

	Page
Appendix D (Judicial Administrative Districts, Legislation and Map).....	109
Appendix E (Progress Report on 1976-1977 Grant).....	117
Appendix F (Grant Administration Problems and ICM Training Seminar Materials).....	123

## INTRODUCTION

The decade of the seventies has been a time of change for the Georgia judicial system. One of the more significant changes came in 1976 when the General Assembly enacted the Judicial Administration Act<sup>1</sup>, legislation that divided the state into ten judicial administration districts and provided superior court judges in each district with the authority to institute a system of administration for courts of record.

The Judicial Administration Act, like many other court innovations, was supported by the State Crime Commission (SCC). As the agency responsible for administering federal crime control funds received through the Law Enforcement Assistance Administration (LEAA), the SCC has, since its inception, provided funding for court improvement projects. It was, therefore, in furtherance of this policy that in 1976 the SCC agreed to make available LEAA funds sufficient to support the judicial administrative districts for two years. The basic commitment was to provide the money necessary for each district to hire a court administrator and a secretary, to purchase office equipment and furniture, to pay for the administrator's travel and training, and to fund other essential services--rent (in some instances), supplies, and operating expenses.

Under federal crime control guidelines the SCC is required to report yearly to LEAA on the progress of all projects funded. The commission is charged with evaluating as many projects as possible, and with conducting intensive evaluations of a significant number. Given the substantial support devoted to the district administration project and the extensive interest in improved court administration, the commission's two-year commitment of support was coupled with the intention to evaluate the project after its first year of operation. The evaluation was to be intensive, and the findings were to be incorporated into a report to be presented to commission members, the Governor, the General Assembly, the courts and other interested parties.

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<sup>1</sup>Georgia Laws 1976, I, 782, See Appendix D, pp. 111-113.

For the past four months the SCC's evaluation staff has been involved in this evaluation. Both the commission and its staff, particularly the Division of Evaluation, appreciates the interest that has been shown in our activity and the significant response we received to our questionnaire surveys. We are equally thankful to those persons with whom we were granted interviews, and appreciate the willingness of court officials to allow our staff the time necessary to discuss the project, its promises and problems. We have gained from this experience a new perspective on the state's judicial system, and what is more important, personal acquaintances with those persons upon whom rests the weighty responsibility of daily operation of the courts.

## METHODOLOGY

SCC funding for the project began in October, 1976. Not until the project operated for a year was the evaluation begun. Although the commission's staff has been involved in this evaluation since August 15, the substantive evaluation activity--data collection and project assessment--occurred during November and December (1977).

In developing an evaluation approach a number of facts were considered. First and foremost was the extreme fragmentation of the judicial system, together with the knowledge that district administration would impact initially on superior courts more than any other. The question confronted was: how much could the project realistically be expected to accomplish during its first year of operations and how extensive could its impact be?

Among the factors influencing the evaluation approach was the knowledge that the project needed to be evaluated from a perspective that viewed other developments that had taken place in the state judicial system during the past few years. Since 1970 Georgia has made significant changes in its court system. The General Assembly has created new judgeships, new courts, and a number of courts-related councils. Moreover, the SCC through LEAA grants to state and local governments has impacted substantially upon the courts. Funding for circuit court administrators, law clerks, assistant court reporters, and assistant district attorneys all affect judicial system operations and must be considered in any assessment of the system's performance (see Appendix C, p. 81).

A third factor taken into account was the extent and reliability of the data base on the judicial system. There is considerable information available--information that indicates how the system is developing and what the dynamics of development have been during the past five or six years. But the data base is not as comprehensive as a rigorously scientific evaluation might require, and there is some doubt about its accuracy. Staff realized that the evaluation would be premised on data that, while reliable for some purposes, may in some instances be disputed.

Since the evaluation could not attain an ideal degree of precision, it would from necessity be less than definitive. But such inherent scientific flaws did not necessarily translate into the proposition that a useful evaluation could not be conducted. For the purpose of the evaluation--like most other criminal justice evaluations--was to gauge the general utility and effectiveness of a particular project. From the standpoint of evaluation, the objective was to assess the utility and effectiveness of the means being used to address a particular problem or situation. To make this assessment, three general questions had to be answered. First, to what extent was the project conducted in accordance with the letter and spirit of the Judicial Administration Act of 1976? This determination was to be made by examining the act to see what the legislature intended for district administration and comparing the conduct of the project with the legislative intent. Second, to what degree did the project meet the goals and objectives stated in the grant under which LEAA funds were allocated and what was the project's impact upon the courts during its first year of operation? This query would be answered by using questionnaires and personal interviews to canvass court personnel to find out what the project achieved. And third, what was the value of the project in terms of cost and benefit to the judicial system? The answer to this question would be based on a general assessment of the project's yearly costs and the actual and potential advantages accruing to the judicial system from the project's operation. Answering these questions required other kinds of analysis, including the roles of those agencies responsible for administering the grant, the structure of the judicial administrative system of which district administration is a part, the dynamics of the judicial system prior to district administration, and the performance of the system during the year that the district project has operated.

Prior to initiating the evaluation, SCC staff took preparatory actions. Court personnel involved with the project were notified of the SCC's activity, and background information needed for the evaluation was developed. A brief chronology of events shows that on August 3, 1977, Mr. Robert L. Doss, Jr., Director, Administrative Office of the Courts (AOC), was informed by letter that the evaluation was to occur.

During the two week period August 15 through 31, staff developed an evaluation design and decided upon the evaluation methods most appropriate.

In September staff collected background information for the report, much of which was taken from SCC files and various reports on the judicial system. The objective of this work was to establish trends and gauge the judicial system's dynamics during the period 1971 through June, 1976. The evaluation staff selected 1971 as the year with which to begin researching. It was in 1971 that the Governor's Commission on Judicial Processes undertook its study of the courts, and it is with 1971 that extant data on the courts becomes useful. Moreover, many of the notable court reforms have come within the past five years, including passage of the courts unification constitutional amendment, creation of the Judicial Council/Administrative Office of the Courts, and similar efforts to improve the administration of justice.

During September meetings were also held with three administrative judges (the Honorable Hal Bell, Macon Judicial Circuit; the Honorable Jefferson Davis, Cherokee Judicial Circuit; and the Honorable Robert Vining, Conasauga Judicial Circuit), three district administrators (Mr. David Ratley, third district; Mr. Burton Butler, ninth district; and Mr. Gerard Verzaal, seventh district), and two judicial circuit court administrators (Mr. Jack Thompson, Atlanta Judicial Circuit and Mr. Paul K. Willis, Cobb Judicial Circuit). In these meetings the evaluation staff sought the views of these individuals about the purpose of the project and what it should accomplish, and engaged in a general discussion of the evaluation and the kinds of information that would be solicited.

October 19 through 28, was devoted to developing questionnaires through which information would be gathered concerning the first year of administrative district operations. These were mailed on October 28.

On October 31, the evaluation staff began conducting interviews with the administrative judges and court administrators in the districts. Interviews were also held with other court officials: superior court judges, judges of state court, clerks of superior court, circuit court administrators, and district attorneys. In addition a significant number of the criminal justice planners of the Area Planning and Development Commissions (APDC's) were talked to.

The period November 16 through December 16 was spent tabulating results of the surveys and writing the report.

## Questionnaires

After compiling background information on the judicial system for the period 1971 through mid-1976, examining the Judicial Administration Act of 1976, reviewing the judicial district grant award, and interviewing the court officials indicated above, the Evaluation Division developed three questionnaires: a fact questionnaire administered in personal interviews to administrative judges in eight of the ten districts (the judges in districts four and five--Stone Mountain and Atlanta circuits--were not available for interviews) and to each of the nine district administrators (district four has not hired an administrator); a fact questionnaire mailed to other court officials working in districts that had implemented the project; and a questionnaire entitled "attitude survey" that was designed to test the attitude of all persons surveyed towards the court system, the structure of that system, and how they believed the courts should be operated. (For copies of the questionnaires see Appendix A, p. 61.)

The fact questionnaires were to solicit information about the kinds of tasks the district administrators have performed, the types of courts with which they have worked, and the geographic extent of their activities. This information was particularly sought in the fact questionnaire administered to the administrative judges and court administrators. However, that questionnaire had two other kinds of questions. One was designed to find out the administrators' impact upon the administrative duties of the administrative judges, and how the district administration arrangement has, overall, affected the judges' work schedule.

The second type of question was designed to ascertain for each district the extent to which the administrative judge and administrator are aware of caseload and administrative problems of all circuits within the district for which they are responsible, with particular interest in their awareness of conditions in circuits outside the administrative judge's home circuit.

In summarizing the fact questionnaire administered to the administrative judges and district administrators, questions one (1) through nine (9) explore the nature and extent of the duties performed by the district administrator; questions ten (10) and eleven (11) inquire into the impact of district administration upon the administrative duties

of the administrative judge; and questions twelve (12) through fourteen (14) seek to establish whether or not the administrative judge and the district administrator are aware of workload problems in their district, and if those problems exist, the extent to which they have been dealt with.

The fact questionnaire administered to other court officials was intended to inquire into the nature and extent of the duties carried on by the district administrator, including the amount of the administrators' exposure to court officials within each district. Exposure was gauged by the degree to which court officials were aware of the project and its purposes, including contacts and discussions with the administrator about court administrative matters.

A third questionnaire, the attitude survey, was administered to all persons from whom information was sought. A number of factors prompted the development of this survey. When writing the questionnaires the evaluation staff decided that questions asking for value judgements should be clearly identified. All such questions were placed in the attitude survey.

The evaluation staff recognized that information about attitudes toward court administration in general and district administration in particular, is useful in interpreting the results of the fact questionnaires. The interpretative utility of an attitude survey is most conspicuous when concepts that are relatively novel and untried are being tested. To a significant extent, the evaluation staff developed the attitude survey because it believed some court officials were unfamiliar with the current emphasis being placed upon court administration, and because lack of familiarity often leads to misinterpretations of what is being done, why it is being done, and what the likely results will be.

The attitude survey seeks several types of information. Questions one (1) through four (4) elicit opinions of where policy making authority over the state's judicial system should be vested, by which level of government--state or local-- the courts should be managed, and by which level of government the system should be financed. These four questions also measure the way in which court officials see the judicial system--their concept of the judicial process, the purpose of the courts, and the degree

of consistency and inconsistency in their opinions about the judicial system. Questions one (1) and two (2) probe awareness of and attitudes toward the basically hierarchical nature of the judicial process, while questions three (3) and four (4) examine the extent to which court officials see courts as revenue raisers for local governments.

Questions five (5) and six (6) solicited information about the way court officials interpret the movement of state government towards court administration, whether this movement is towards a centralized system, as illustrated by the AOC, or a decentralized system, as conceivably exemplified by the administrative district structure--or do officials distinguish between these two approaches? In addition, responses to these questions indicate the level of satisfaction or dissatisfaction with the services being received from the state's efforts to improve judicial administration.

Questions seven (7) and eight (8) ask officials their perceptions of the degree of efficiency with which courts have been managed. When responses to these two questions are interpreted in conjunction with answers to questions five (5) and six (6), they convey some idea about attitudes towards court operations prior to the advent of district administration.

The attitude survey, as indicated, was intended to solicit opinion. It is not a fact collecting instrument. Its results should be viewed as an interpretative tool that helps illuminate the environment into which district administration has been implanted.

## THE ADMINISTRATIVE DISTRICT CONCEPT

A cursory view of judicial system development since 1971 reveals that the past six years have brought numerous changes. While the origin of these changes may be traced into the decades preceding the 1970's, a hearty boost to court modernization came in 1971 with the appointment of the Commission on Judicial Processes. Composed of members from the bench and bar, the commission was appointed to recommend changes needed to modernize the state's courts, and its final report contained a host of recommendations. Two of the more important ones called for passage of a constitutional amendment declaring that, for purpose of administration, all courts of the state would be one unified judicial system; and that there should be created an administrative office of courts, to function under a council and to work to improve court administration and management. Pursuant to these recommendations, in 1973 the General Assembly created the Judicial Council of Georgia and its administrative staff, the Administrative Office of the Courts; and in November, 1974, the voters approved a constitutional amendment providing that, for purposes of administration, Georgia would have a unified judicial system. While these two events are conspicuous examples of court modernization efforts, there are others.

One of the more comprehensive examinations of the judicial system came during 1974 and 1975, when the Governor's Commission on Criminal Justice Standards and Goals produced nine recommendations for court improvement. Addressing system structure and operations, the Standards and Goals study advocated a unified court system accompanied by improved administrative practices and support services. Other areas in which improvements or innovations were advocated included prosecution services, indigent defense, pretrial discovery in criminal cases, plea negotiations, jury selection, jury size and composition, presentence reports, minimization of court processing time, and judicial public information.

In the five years preceeding district administration implementation there were other activities that influenced judicial system operations. One activity concerned the LBAA program, and consisted of SCC-funded projects (see Appendix C, p. 108). Another activity consisted of state legislation: creation of new judicial circuits, addition of superior court judgeships, and establishment of a

variety of county level courts (state, small claims and juvenile). For a highlight of these changes see Appendix B, p. 77; and for a display of court workload and staffing changes, see Appendix C, p. 81.

Two significant events during 1975 spurred the move towards court administration and developed the idea that courts of record should be administered on a district basis. The most significant activity occurred in the Governor's Commission on Court Organization and Structure, appointed by Governor Busbee in May, 1975, pursuant to the court unification constitutional amendment adopted in 1974. The commission worked during the summer and early fall and on November 1, issued a report. Noting the absence of administration in the trial courts, the commission recognized that a unified court system was the ultimate solution to the problem of judicial administration. However, it advocated that the unified system be implemented in stages.

To the upcoming session of the General Assembly the commission made eight recommendations addressing the specific issue of court administration.

1. Administrative Districts. The state should be divided into at least ten (10) administrative districts of more or less equal population distribution.
2. District Councils. There should be a District Council composed of all judges of courts of record within each District, presided over by the superior court judge having seniority.
3. District Administrative Judge. All judges in each District Council should elect a superior court judge to serve for a two-year term as an "administrative" or "assignments" judge within that District.
4. District Administrative Assistant. Each Administrative Judge should have a full-time assistant adequately trained in court administration.
5. Duties of the Administrative Judge.
  - (1) To receive and collect information from all courts within his District on cases filed and disposed of, caseloads per individual judge, temporary absences of judges due to illness or vacations, and generally, any administrative problems that may arise within his District.

- (2) To authorize and assign any judge of a court of record within the District to sit on any type of case or handle other administrative or judicial matters within the District.
  - (3) To appoint qualified attorneys or J. P.'s pro hac vice to issue warrants and serve as committing magistrates, referees or special masters for any case within the District.
6. Court Reporters. All court reporters within a District should be placed under the supervision of the District Administrative Judge who, acting with the advice of his administrative assistant, would make assignments as required within the District.
  7. Reporting System. All court clerks should be required to transmit relevant caseload data and information to the District Administrative Judge, who, in turn, would be responsible for receiving the data and forwarding it to the Judicial Council of Georgia. The reporting requirements should be established under rules adopted by the Judicial Council.
  8. Records Keeping. All court records of a similar nature should be uniformly kept under guidelines established by the Judicial Council of Georgia.

While the Governor's Commission on Court Organization and Structure was carrying out its tasks, the Governor's Commission on Criminal Justice Standards and Goals produced an issue paper on court administration and in it made six recommendations.

1. The judiciary in Georgia should adopt a system of administration and planning which would vest authority in ten administrative districts unified by guidelines and policy of the Judicial Council.
2. Professional court administrators should be employed through the district arrangement.
3. Ultimate administrative responsibility and authority should remain with judges.
4. Budgeting, planning, and personnel administration should be unified statewide through guidelines promulgated by the Judicial Council, which would be binding on each administrative district.

5. Procedural rule-making should be the responsibility of the Supreme Court, and rules should be binding and uniform throughout the system.
6. State financing of the judiciary should be increased gradually.

The similarity between the recommendations of the two commissions is obvious. This can be traced to two factors. First, both groups were researching the question of court administration, and they utilized the same materials as a basis for their recommendations; second, there was communication between the personnel of the Standards and Goals Commission and the staff for the Organization and Structure group. This interchange was reflected in the reports. The recommendations of the two groups point out another factor that was, by November, 1975, most conspicuous: persons studying the administration of Georgia's trial court system were in basic agreement about the fundamental needs of the system, and had arrived at conclusions reflecting a substantial consensus from which could be forged the kind of legislation most appropriate for trial court administration.

In 1976 the General Assembly passed and the Governor signed the Judicial Administration Act. The law translated into policy a number of the recommendations of the two study commissions, but was primarily patterned after the recommendations of the Governor's Commission on Court Organization and Structure. Among the more salient statutory provisions were the creation of ten judicial administration districts, authorization in each district of a council composed of the judges of superior court, and provision for each council to select from its membership a district administrative judge. The act set forth the duties and authority of the administrative judge, and authorized him to hire a full-time assistant trained in court administration. (A copy of the act and a map of the districts are in Appendix D, p. 109.)

## THE DISTRICT ADMINISTRATION GRANT

In approving the Standards and Goals court administration recommendations, the SCC manifest support for the administrative district concept. And while Governor Busbee worked with the 1976 General Assembly on the legislation, the SCC was asked if funds could be made available to implement the administrative structure. The State Crime Commission made a commitment to provide the funds that would be needed to implement the administrative structure and pay its cost for two years, provided the legislation became law. Following passage of the Judicial Administration Act, the staff of the AOC met with the staff of the SCC to discuss funding arrangements. Out of the staff contacts there evolved a grant application procedure, under which the Judicial Council, acting through the AOC, would be the applying and implementing agency for the grant through which the districts would be funded. Thereafter, the AOC hired a court consultant to develop a plan for implementing the administrative district legislation and to write a grant application that would be submitted to the SCC.

During the course of the consultant's work, it became apparent that initial costs for the first full year of project operations would be approximately \$365,000. This included about \$32,000 for basic office furniture and equipment. Since the SCC did not have available this amount from any single funding year, the first year's support was divided between two year's funds. Out of 1974 reverted funds the SCC awarded the AOC \$31,800 to purchase office furniture and equipment; and from 1976 funds, \$201,772 was identified with which to support the project for approximately the first nine months of operation.

On September 7, 1976, the SCC received from the AOC an application requesting \$203,652 to support the project for the six months period October 1, 1976 through March 31, 1977. Salaries amounting to \$151,475 were requested for ten district administrators (\$20,000 per person per year), ten secretaries (\$7,200 per person per year) and one staff court consultant to be employed by the AOC (\$20,000 per year). In addition, \$14,772 was requested for travel, \$8,875 for training consultants, and \$28,580 for supplies and operating expenses. Application review by SCC staff

resulted in minor computation adjustments and in a recommendation that funds be denied for the staff court consultant for AOC. The SCC rejected this staff recommendation, so that the final award was for \$201,772 (personnel, \$151,475; travel, \$14,722; training consultants, \$8,875; supplies and operating \$26,700).

Analysis of the grant application reveals, for the purposes of this evaluation, four important elements: (1) project objectives, (2) qualifications of persons to be employed as district administrators, (3) methods and procedures, and (4) evaluation criteria. These elements are presented below, and some of them will be used to measure the degree to which the project has accomplished its objectives.

### Project Objectives

The application stated eight objectives:

1. to employ ten court administrators, one in each administrative district, no later than October 1, 1976;
2. to purchase and adequately house the equipment needed by the administrator in operating an office;
3. to institute for the superior courts in each circuit a comprehensive statistical reporting system covering caseloads--types of filings, types of dispositions, and time between filing and disposition;
4. to institute for the superior courts financial records that demonstrate total operating costs by category of expenditure and total court receipts including the source from which the revenues came;
5. to design and implement in the superior courts calendaring procedures that demonstrate and control case-flow, and that identify factors impeding case dispositions;
6. to develop reporting procedures on the superior courts that will enable each administrative judge to assign judges to perform judicial duties in circuits with excessive backlogs and/or workloads;
7. to begin developing juror selection and utilization procedures that lower the costs of juror services and that make jury duty more attractive to more citizens; and

8. to begin developing professional employment procedures for the superior courts.

Following the listing of the eight objectives, the application stated:

Not all of the objectives will be fully achieved during the initial project period; and accomplishments between the districts will be uneven. However, during the first year substantial progress should be made on each of the objectives.

#### Qualifications of Persons Employed as District Administrators

The application contained the basic qualifications of persons who would be employed as court administrators, and the scope of these qualifications was the basis for establishing a salary structure with a range of \$17,700 to \$23,800 per year. The basic requirements for the position of district administrator were:

1. Education

- A. Graduation from an accredited law school and acceptable experience in administration, or
- B. Bachelor's degree from an accredited college or university with subsequent major work in judicial administration, public administration or business administration or areas related to the administration of justice. Specialized training in court administration (e.g. Institute for Court Management) may be substituted for graduate school work.

2. Experience

Three years experience in a responsible supervisory or administrative capacity either in private or public employment including some experience in government, judicial administration or fields related to judicial administration. Required experience should include the planning, organization, direction, coordination and control of significant programs or activities.

### 3. Knowledge

Be familiar with modern management principles and practices including: budgets, personnel, data processing, information systems, interpersonal relations, and system analysis. Be familiar with techniques in group and interpersonal relations which would be required in working with divergent groups involved in the justice arena.

### Methods and Procedures

In summarizing the methods and procedures to be employed, the application set forth six achievements for the first year of project operations:

1. to employ ten court administrators no later than October 1, 1976; and, by the same date, to purchase and house the equipment needed for each district office;
2. to provide during November, 1976, a two-week training session for the ten administrators;
3. to design and begin implementing by March 31, 1977, a comprehensive statistical reporting system for the superior courts;
4. to design by September 1, 1977, a comprehensive financial records program for the superior courts;
5. to devise and begin implementing by March 31, 1977, a calendaring system in the superior courts so that case-flow can be better monitored and to facilitate the assignment of additional judicial manpower to circuits with excessive caseloads and/or other judicial problems;
6. to take by July 1, 1977, preparatory steps towards a comprehensive system of court administration and management, to include case-flow monitoring and control, jury management, facility development, and professional employment procedures.

## Evaluation

Because of the importance of the grant application's evaluation section, that entire section is set out below. It should be noted, however, that this section describes the manner in which AOC proposed to evaluate the project.

"The nature of this project, particularly the emphasis upon bringing structural modification to the judicial system's administrative mechanism, makes difficult a quantitative evaluation of this grant during the first year of operation. This statement is not an attempt to evade evaluation requirements, but is an observation to be interpreted by considering the nature of the project. At least a year will be required to implement the more basic elements of judicial administration, at least another year will be required to compile a reliable data base that will give comparative indications of improvements in the system. Thus, for the initial evaluation the best measure of project success will be the degree to which the basic concept of administration and management is implemented--meaning, selection and training of ten district administrators, design and implementation of statistical collection and financial management systems, identification of circuits with excessive workloads and poorly functioning courts, and development of an attitude of support for court administration within the judiciary itself.

"Yet, notwithstanding the non-quantified nature of the first year results of this project, the AOC will institute procedures that should produce a sound evaluation of the project and what it is accomplishing. To wit:

Monthly narrative reports--District administrators will be required to submit to the Judicial Council through the AOC monthly narrative reports describing in some detail their activities and accomplishments in

the preceding month. The narrative will include meetings attended, projects undertaken, progress toward completion of on-going tasks, and specific information on judge assignments and information system development.

"Judicial Committee Review--The ten administrative judges will meet bi-monthly or as needed. Among their duties will be to review the reports of the administrators, assess the activities being conducted and evaluate the tasks completed. Committee evaluations will become part of the project's permanent record.

"AOC Evaluation--As the agency in charge of overseeing the grant, the AOC under the supervision of the Judicial Council will compile from the reports of the district administrators and the evaluations of the judicial committee its evaluation of the progress that is being made in establishing a system of judicial administration.

"Particular attention will be given to accomplishments being made toward instituting the courts workload reporting systems and to the pace at which the financial systems are being developed. Special emphasis will be placed on the rapidity with which these systems are implemented. Judge assignments outside of home circuits will also be of interest.

"No adequate data base now exists by which to measure the impact of judicial administration on system performance. However, in those instances where statistical comparisons can be made, the caseload statistics from 1971, 1973, and 1974 will be compared with the data that is collected to determine if the administrative structure is having a wholesome impact upon caseflow.

"Reports to the SCC--The Judicial Council and the AOC's findings regarding the operations of the project will be made part of the required progress reports and submitted to the State Crime Commission. Before continuation funding is applied for under the 1977 Comprehensive Plan a detailed study of the operations of the project will be compiled and made a part of any application for continuation funding."

Appendix E, p. 117, contains a copy of the information that AOC submitted to the SCC to fulfill the progress report requirement.



## THE PROJECT ASSESSED

This section of the evaluation report has been divided into three parts. First, there is an assessment of the grant that includes the degree to which the goals stated in the application were attained and that comments on the administration and management of the grant by the subgrantee and the SCC. Second, there is presented the information gained by the evaluation staff in the interviews held with court and criminal justice personnel throughout the ten districts. The third division reports tabulations from the questionnaire survey.

### The Grant

Given the foregoing information from the application, it is obvious that the grant could not be assessed by all of the objectives and criteria for measuring accomplishments put forth in the application. However, for the purpose of gauging the degree to which quantified goals were achieved, the evaluation staff selected six objectives. Each objective came from the application, is set out below, and is followed by an assessment of the degree to which it was achieved. Assessments are based on information gained from examining the grant file, from the questionnaire survey, and from the personal interviews.

Objective No. 1: To employ ten court administrators no later than October 1, 1976; and by the same date, to purchase and house the equipment needed for each district office.

As late as October 1, 1977, one administrative district had not hired a district administrator or committed itself to participation in the project. This failure lay beyond the control of the grant recipient, for under the legislation and grant application the subgrantee has no authority to require participation. While certain sections of the Judicial Administration Act appear to be non-discretionary, there is no requirement that a court administrator be hired or that any particular district become a meaningful part of the administrative arrangement.

Objective No. 2: To employ as court administrators individuals possessing the qualifications set forth in the grant application.

In assessing objective number two, examination of the resumés of the nine persons employed as district administrators indicates that they were qualified to fill the positions. While few had the precise qualifications given in the grant application, in general they possessed the training and experience needed for employment as court administrators. If there were one area in which employment criteria were not met, it was the experience requirement set forth in the application--three years in a responsible supervisory or administrative capacity either in private or public employment including some experience in government, judicial administration or fields related to judicial administration, with required experience including the planning, organization, direction, coordination and control of significant programs or activities. It should be noted, however, that at least one district administrator is employed for part of his time as a recorder's court judge. This appears to be a violation of Section 5 of the Judicial Administration Act and a violation of the grant to AOC.

Objective No. 3: To provide during November, 1976, a two-week training session for the ten administrators.

This was an important aspect of the grant application, which budgeted \$8,875 for this purpose. The relevant language in the application stated:

to provide for the expense of providing for expert instructors and their related travel and subsistence to train the administrators in the various areas of expertise necessary to the effective management of the districts. A training director from the Institute for Courts Management is budgeted for the full ten days and two round trips. Consultants have been budgeted for two days each and one round trip in the areas of personnel, budget, calendaring, records, jury systems, state court administration, district court administration and group relations. A total of twenty-six consultant days are provided. The rate budgeted is \$135 per consultant day due to the quality of consultants needed.

The training session proposed in the original application never occurred. On January 13, 1977, the SCC received from the subgrantee a grant adjustment request that included a proposed change for the training. The request proposed that a sum of \$10,000 be allocated to this purpose, and contained the following language.

Throughout the history of court administration the relative level of success experienced by court administrators has proven to be directly proportional to the "authority of competence" each has demonstrated in his daily managerial behavior. Recognizing the impact of a comprehensive educational exposure to this discipline as vital to the successful actualization of the goals, ambitions, and intent of this program, further consideration has been given to this critical area. Therefore, the AOC is seeking approval to improve the training component of this grant by securing a group of experts to present an intensive one-week seminar instead of dividing the specialized training component over several months. Further, for numerous reasons, the AOC requests that, instead of utilizing the services of individual "experts" in the field that we be allowed to contract with one of the organizations knowledgeable in this discipline to conduct the program in its entirety. Estimated cost of this will be \$10,000.

On January 25, 1977, the SCC approved the adjustment requested. Meanwhile, the SCC received on January 17, 1977, a letter from AOC asking approval of a contract between the AOC and the Institute for Courts Management (ICM) of Denver, Colorado, the organization which had been selected to provide the intensive one week training for the district administrators. Since the request was for sole-source contract approval, the SCC forwarded it to the regional office of LEAA, and on February 4, 1977, was notified by letter that the request had been

approved. It should be noted that ICM was the organization that would have coordinated the training under the original application (for additional materials on the training session see Appendix F, p. 123).

Objective No. 4: To design by September 1, 1977, a comprehensive financial records program for the superior courts.

Little progress has been made towards achieving this objective. In some districts steps towards dealing with court financial records have been taken; but there has been little uniform statewide effort to design and/or implement a comprehensive financial records program for the superior courts.

Objective No. 5: To devise and begin implementing by March 31, 1977, a calendaring system in the superior courts so that case-flow can be better monitored and to facilitate the assignment of additional judicial manpower to circuits with excessive caseloads and/or other judicial problems.

The exact extent to which this objective has been achieved is difficult to measure. Much of the activity of the district administrators has been focused on collecting and reporting caseload data. Indeed, during 1977 a substantial amount (at least 25%) of their time has been devoted to collecting case-flow statistics on virtually all courts of record. This activity, together with the efforts to move all courts towards the use of uniform docket books, indicates progress towards developing a system that provides reasonable access to information on court workloads. And, although one cannot with certainty say that this objective has been achieved, one can say that during 1977 the district administrators made a significant contribution to extant statistical data on the caseloads of the courts of record. While nothing definitive can be said about the assignment of judicial manpower, information available indicates that in some districts additional judicial manpower is being employed to expedite case-flow and eliminate backlogs.

Objective No. 6: To take by July 1, 1977, preparatory steps towards a comprehensive system of court administration and management, to include case-flow monitoring and control, jury management, facility development, and professional employment procedures.

Without doubt, there has been in each administrative district participating in the project preparatory steps towards a comprehensive system of court administration and management. There have been initiatives in almost all the participating districts that include case-flow monitoring and control, jury management, facility development, and professional employment procedures. Moreover, many of the administrators--if not all--have engaged in court improvement activities not necessarily included in the objectives of the project. These include assisting the courts in procuring funds with which to hire additional personnel, working with the criminal justice planners in the APDC's, and assisting the Judicial Council/AOC to implement some of their administrative objectives. While the progress on each activity has not been uniform throughout the state, given the size of the districts, the number of courts involved, and the number of governments with which the administrators must work, they seem to have made a good beginning towards the achievement of objective number six.

In analyzing the degree to which project goals have been attained several factors must be considered. First and foremost is the judicial environment into which district administration was implanted. That environment is characterized by a number of traits that inhibited and impeded the installation of a smoothly functioning and highly efficient system of district administration. Most pronounced among these traits is the extreme fragmentation of the judicial system. Ten administrative judges assisted by nine professional court administrators have, in essence, been charged with working with 159 counties that are divided into 42 judicial circuits that are, in turn, served by 86 superior court judges, 159 clerks of superior court, approximately 5 judicial circuit court administrators and a host of other courts and criminal justice personnel. This is, however, but a part of the courts and court officials with whom the administrative judges and the administrators are charged with working. The Judicial Administration Act, to some extent, applies to all courts of record.

Thus, the administrative judge and district administrator must at some point be involved with state courts, probate courts, and various other courts of record functioning in the counties.

There are other factors that have inhibited the achievements of the administrative district project during its first year. Some of these are an endemic and necessary part of the political process. But nonetheless, they sometimes serve as obstacles to the acceptance of a new concept such as that contained in the administrative district arrangement. Among these factors three are rather pronounced: the reluctance of locally elected courts officials to accept a system of administration that they see as imposed by the state, the necessity of working with a plethora of county commissions in the court budgeting process, and the tendency of some elected judges to be suspicious of any innovation that might curtail their control over operation of the courts which they have been elected to serve.

To be considered also is the geographic size of some of the districts. Significant amounts of time have been spent by some administrators in travel, thereby reducing the time they have available to devote to the actual improvement of court administration.

When all of the foregoing factors are assessed, the progress of the administrative districts towards achievement of the six objectives presented above seems substantial. Therefore, while none of the six objectives has been totally accomplished there has been significant progress towards implementing the district concept statewide.

### District Interviews

As stated in the methodology, part of the evaluation consisted of interviewing court officials in each of the ten administrative districts. The staff members who conducted the interviews administered questionnaires to some of the persons with whom they talked, and attempted to collect from all individuals interviewed as much information about the project as possible. Following these meetings, staff members wrote the observations and impressions which are presented below. These impressions, observations, and answers to questions asked were compared to the questionnaire results from the mail survey. From this process

the evaluation staff discerned a rather broad basis of agreement on how the project was operating in each district. Information gained in the interviews corresponded to that gathered by mail.

#### District #1

Personal interviews were held with five court officials and two APDC criminal justice planners in district one. An additional APDC planner was contacted by telephone. As a result, several observations were made regarding the district court administration program.

The first district, which is one of the largest, is composed of five circuits representing a total of twenty-two counties, with a combined population of 514,000. The district court administrator and the administrative judge have offices in Savannah (Eastern Circuit). However, since this circuit has a trial court administrator, the district court administrator is needed most in the other four circuits.

The district court administrator, who uses the title administrative assistant, has frequent contact with the administrative judge and is given much independence in carrying out his duties. Of those in district one responding to the questionnaire survey the majority indicated that they were acquainted with the district administrator.

The administrator has spent the majority of his time collecting caseload data from courts of record in the twenty-two counties. He believes that this activity has been of substantial benefit to himself and to the district. Moreover, he has been able to provide other kinds of assistance to the courts of the district. He has prepared budget requests for numerous court officials, researched salary data, assisted in establishing juror selection procedures, and aided judges in their efforts to develop an effective means for scheduling and hearing cases. The district administrator also has provided county and judicial officials with information regarding available assistance for improving court facilities and has been working to implement the model dockets program within the district. Because of his professional background, he has been helpful in grant writing and has developed a good working relationship

with at least one APDC planner.

The administrative judge is a senior judge and has rendered assistance outside his home circuit. He feels that the program will be quite successful and supports the district administrator.

Some persons interviewed questioned the goals of the project, noting the unrealistic scope of projected accomplishments. The observation was made that during the initiation of the project adequate directions and instruction were not provided to the court administrator and administrative judge, while other persons interpreted the project as an attempt by the state to gain control of the courts. Although there appears to be a cooperative effort among those affected by the project in district one, some persons think it is too early to judge the project's accomplishments.

#### District #2

Personal interviews were held with six court officials and one APDC planner, and sites visited were Albany, Valdosta, and Thomasville. The second administrative district contains six judicial circuits and twenty-seven counties and has a combined population of 479,700.

The district administrator, located in Valdosta, sees his position with the local courts developing into a "trouble-shooter" role. He has found himself assuming duties which are not described in the grant, such as lending technical assistance to first term clerks and judges.

The administrative judge, located in Thomasville, perceives the project as coordinating the efforts of various judges in the district to express and initiate new ideas, to determine and equalize the workload, and to standardize filing and recording procedures. Changes within the administrative district brought about by the project include the restructuring of jury lists in Lowndes, Thomas and Echols counties. Also, the project has brought judges together who previously had little or no contact with one another. Meetings are currently held every sixty days. Topics discussed include changes in the law, questions on the disqualification of judges, and upcoming legislation.

The district administrator is a member of the Georgia Bar. He is also the Recorder's Court Judge for the City of Valdosta, working two and one-half hours a week in this

capacity. It should be noted that this is a violation of the spirit, if not the letter, of the LEAA grant award which was funded on the premise that an individual hired on this project would devote 100% of his/her time to the project.

The district administrator spends approximately 95% of his time with the superior courts. His time is allocated to case scheduling, data collection, improving court records keeping, records standardization, facilities and space management, and jury selection. However, the project has impacted only marginally upon the Dougherty County Superior Court, the most urban circuit in the district. This lack of impact has been for two reasons; requests for technical assistance by that court have been made directly to the AOC; and the persons interviewed in that circuit believed that the project needed more time to develop.

In addition to the activities noted above, the project has impacted on budgeting and assignment of judges. Both the administrative judge and the district administrator feel that the project has had no impact upon case backlog, case disposition, jury costs or number of jury trials. While the project has reduced the administrative time the judge devotes to his home circuit, district responsibilities have required that time be devoted to administration. Consequently, there has been little change in the overall time devoted to administrative matters.

### District # 3

Three personal interviews were held with court officials in district three. Comprised of four judicial circuits and sixteen counties, the third administrative district (located in central Georgia and stretching westward to the Alabama border) services a population of over 522,200.

Both the administrative judge and the district court administrator are located in the City of Macon (Bibb County). This situation permits daily contact between the two.

Accessibility to other courts and judicial system personnel within the district varies. The farthest point is over one hundred miles from the administrative judge and the district court administrator.

Both the administrative judge and the administrator have endeavored to meet members of the third district's judicial community. Time and effort have been directed towards visiting and communicating with the district's judges and other courts personnel. Contact was initiated primarily by the court administrators. This is substantiated by comments of court personnel throughout the district and by the court administrator's and administrative judge's account of the project's beginnings. To carry out the intent of the administrative act, acceptance of the regional concept had to be attained. Those most directly involved, the district court administrator and the administrative judge, had to get court personnel throughout the district to accept the project. Observation, discussion and questionnaire responses suggest that they have made every effort to meet this primary need.

Activities of the district court administrator during the eleven months that he has worked include but are not limited to the following: facilities management (courthouse office space), budgeting for Bibb County Superior Court, developing guidelines for bailiffs, personnel management, improving records keeping, and data collection. A significant portion of this work has occurred within the Macon Judicial Circuit and particularly within the Bibb County Superior Court.

Data collection and various other activities have taken place throughout the district. However, the physical location of the Bibb County Superior Court and the district administrator enables that court to utilize a significant portion of the administrator's time.

#### District # 4

The fourth district is composed of the Stone Mountain Judicial Circuit--DeKalb and Rockdale counties--and has a total population of 486,500. This district has not hired a court administrator, but is adhering to the administrative act by assigning judges to hear cases where no judge is available and by collecting data for the AOC's additional judgeship study.

The district administrative judge was unavailable for comment, and the only person interviewed was the clerk of DeKalb County Superior Court. The clerk is adamantly opposed to the project, seeing it as a "travesty." He views the project as taking power from the people and their elected officials and placing it in the hands of bureaucrats. The clerk pointed out that the project duplicates services already performed by others (e.g., jury management and planning).

#### District # 5

This district is unique. It is composed of a single county judicial circuit (Atlanta Circuit, Fulton County), serves a population of 591,200, and at the time the project was initiated had an administrator serving the Fulton County Superior Court. The court administrator for the Fulton County Superior Court uses the district court administrator as an assistant.

Two persons were interviewed in district five: the administrator for the Fulton County Superior Court and the district administrator. The administrative judge was unavailable.

A significant portion of the district administrator's time has been spent counting cases for the AOC's judgeship study. In addition, the district administrator has devoted time to the following:

1. coordination of the activities of the Fulton County pretrial release project;
2. assistance in the development of an automated jury selection system;
3. development of an instruction manual for the empanelment of juries;
4. generation of reports for judges and management personnel of superior, state and juvenile courts;
5. organization of the law library;
6. paper flow analysis;
7. supervision of auxiliary court personnel; and

8. performance of duties as a liaison between the Fulton County Superior Court's administrative office and the county's criminal justice information system (CJIS) project.

Other activities include: (1) case scheduling, (2) budgeting, (3) data collection, (4) records keeping, (5) records standardization and (6) facilities and space management.

The district administrator has spent 85% of his time with the Fulton County Superior Court; the remainder has been spent on case-counting in the state and juvenile courts. This time will be reduced next calendar year.

The trial court administrator views the district court administration project as providing an additional resource to the courts. He also sees the project as providing better planning capabilities within the Fulton County Superior Court and allowing for more follow-through on new projects and ideas.

No changes in case backlog, case disposition time, jury costs or number of jury trials have been noticed by the district administrator.

#### District # 6

Two court officials were interviewed in the sixth district which includes fourteen counties and four judicial circuits. The district services a population of 438,900.

The offices of the administrative judge and district court administrator are located within close proximity of each other in the City of Griffin. And, adjoining the district administrator's office are the offices of the McIntosh Trail APDC.

Unlike most of the districts, this district just recently employed an administrator. There were two major reasons for the delay in hiring an administrator: (1) the district judiciary did not see a need for such a position or function within their region; and (2) the initial candidate for the position was not approved by the Administrative Office of the Courts.

According to the administrative judge, district administration may benefit some courts in Georgia, but the sixth district does not require such a program. The judges in this district complied with the administrative district program because it is required by the law. A discretionary basis for participation, in the judge's opinion, would be more appropriate.

The activities of this district administrator should be viewed in the context of the short time he has worked. Activities have included contacting judges and clerks within the district in an effort to become acquainted, to discuss needs and to identify the administrator as an additional resource for the judiciary. Data and information collection have also occurred.

The Clayton Judicial Circuit (Clayton County) is part of the district and maintains a full-time court administrator. This administrator fills many of the Clayton Circuit's administrative needs.

#### District # 7

In district seven, four court officials were interviewed, and one APDC criminal justice planner was contacted by telephone.

The seventh district is composed of five circuits and twelve counties and has a total population of 603,700. The district administrator and the administrative judge have offices in Cartersville. They communicate on a daily basis, and are supportive of each other's efforts. An overwhelming majority of those persons from district seven who responded to the questionnaire noted that they knew the names of the administrative judge and the district administrator.

The administrator has taken the time to meet court personnel throughout the district and he appears to have a good understanding of the changes which can and cannot be attempted within the courts.

The majority of the administrator's time has been spent with the superior courts. He has been involved in data collection, grant writing, records keeping and standardization, and the judgeship study. He does not, however, view preparing budgets as a part of his job because he feels this would "politicize" his position.

The project has brought the judges in the district together which has resulted in better communication and exchange of ideas among them. Meetings are held on a regular basis.

#### District # 8

Four court officials and one APDC criminal justice planner were interviewed in district eight. The district, located in the central part of the state, is comprised of five judicial circuits which include twenty-seven counties with a total population of 350,600. The administrative judge's office is located in Sandersville whereas the district administrator is located in Dublin.

The project has been operating in the eighth district since October, 1976. In spite of some initial doubts as to the direction the project should take, the administrative judge and district administrator feel the project has developed well.

One of the more positive project results, according to the administrative judge, has been the comradeship that has developed between the superior court judges of the circuits within the district. The judges meet monthly to share ideas and discuss problems. As a result, they have shared the responsibility of finding solutions to some of the problems identified. For example, one circuit in the district has experienced a severe case backlog; therefore, the judges have concentrated additional hours in that circuit to reduce this backlog.

Other accomplishments in the eighth district include establishing court budgets in four of the five circuits; using dual courtrooms in several counties; developing a court reporters pool; improving case scheduling and calendaring to deal more efficiently with backlog or with circuits which have lengthy terms of court; and improving jury utilization.

Other activities in which the district administrator has been involved include the AOC judgeship study, hiring additional employees under Comprehensive Employment and Training Act (CETA) grants, improving methods of records management, and drafting legislation to establish new terms of court in several of the circuits.

Although the administrative judge devotes time to district administrative matters, the majority of his time is spent on matters of his home circuit.

The court administrator directs his attention to the district. Possibly because the administrative judge and district administrator are located in different circuits, the administrator seems to have substantial autonomy. There appears to be frequent contact between the administrator, superior court judges, county commissions, and others affected by the project. The project operates primarily on the superior courts, with major emphasis placed during the first year on budgets, courtroom and jury utilization, case scheduling, acquisition of additional personnel, and assignments of judges.

#### District # 9

In the ninth district, two persons were interviewed and an additional five persons were contacted by telephone. The district is composed of seventeen counties, five judicial circuits, and has a population of over 434,200.

Both the administrative judge and the district court administrator are located in Dalton. Their offices are in close proximity allowing easy access and daily communication.

During the ten months that he has been employed, a significant portion of the administrator's time has been devoted to the case count for AOC's additional judgeship study. The administrator thinks this has been time well spent. Case counting has familiarized him with court records throughout the district, enabled him to develop personal and working relationships with court officials throughout his service area, and provided him a reliable data base on the judicial workload of the district. The administrator has also spent time on grant writing and records standardization.

Travel is also an essential and time consuming activity due to the district's large geographic area and the fact that the administrator is not centrally located.

It should also be noted that the administrative judge views the role of the district court administrator as one of special projects coordinator for various aspects of the court system. Efforts are being made to fit the pieces of the system into a workable regional operation.

## District # 10

Three persons were interviewed in the tenth district. The district is made up of six circuits and twenty-one counties with a total population of 508,400.

The district judge feels that the project needs more local support. To illustrate this lack of support, only one district meeting has been held, and attendance was poor. Another problem has been getting court personnel acclimated to the idea of using the district administrator as a resource. The need for uniformity in the clerks' offices was noted, and the implementation of the model docket system has been viewed as a step in this direction.

The district administrator sees his role as a coordinator and facilitator within the judicial system. He thinks there is a definite need for the project. He also believes that the project has brought about a localization of court administration and has improved data collection and records keeping. Much of the administrator's time has been spent developing productive working relations with the various judges and clerks.

The administrator spends the majority of his time with superior courts. The remaining time is divided among state, county and probate courts. His time is allocated to data collection, improving court records keeping, records standardization, court facilities and space management, budgets, grant writing, assignment of judges, assisting judges in preparing reports and travel.

In addition, the court administrator has devoted time to case scheduling, acquiring additional personnel, and improving jury selection.

No changes in case backlog, case disposition time, jury costs or number of jury trials have been noted as a result of the district administration project. In fact, case backlog figures appear much larger than before because of a more comprehensive data collection effort.

## Questionnaire Responses

As explained in the methodology section, a significant portion of the information collected for this evaluation was gathered through a questionnaire survey. The following chart indicates a breakdown of persons surveyed--the questionnaires that each person was mailed, and the total number of questionnaires mailed to and received from each group. The chart also indicates the persons interviewed by the evaluation staff during the course of this project.

Although participants in the survey were encouraged to provide their name, position, and district number on the questionnaires, everyone (except administrative judges and district court administrators) had the option of remaining anonymous. The attitude survey, however, was not specifically marked with a space for participants to write in the desired information. Therefore, those people or groups of people who were mailed only the attitude survey did not know to provide their names. One entire group--presidents of local and circuit bar associations--was sent only the attitude survey. Their responses had to be included in the anonymous category and cannot be analyzed separately, since there is no way to distinguish their responses from other persons who chose to respond anonymously. This situation accounts for the larger number of anonymous responses in the attitude survey group than in the fact survey group.

When the questionnaires were returned, they were tabulated in two ways. First, they were grouped according to the position (i.e., superior court judge, clerk, etc.) of persons answering the questionnaire; responses were tabulated and position totals added to obtain a state-wide total. The questionnaires were then divided according to responses by district, regardless of position. District totals were combined to obtain a state-wide total.

Each question on the fact questionnaire required only a checkmark to indicate a chosen response. To determine group or district responses to a specific question, the checkmarks were added and totaled for that question.

Questions on the attitude survey, however, could not be accurately determined by adding the number of responses to a question. For example, in Question #1 of the attitude survey, participants were asked where they felt policy-making authority for each of four courts should be located;

eight possible choices were listed. Participants could either place all the authority with one of the eight choices or could divide the authority among the eight choices. Therefore, to distinguish single responses from those dividing responsibility, a weighting system was devised using a scale of 1-8. Single responses were recorded as "8"; answers indicating two or more choices were weighted proportionally. A similar method of calculating responses was also used in questions two, three and four. As on the fact questionnaire, checkmarks were totaled for the remaining questions on the attitude survey. State totals for both the attitude and fact questionnaires follow.

PERSONS SURVEYED	FACT QUESTIONNAIRES		ATTITUDE QUESTIONNAIRES		NUMBER INTERVIEWED
	MAILED	RECEIVED	MAILED	RECEIVED	
Administrative Judges	-0-	-0-	-0-	-0-	8
District Administrators	-0-	-0-	-0-	-0-	9
Superior Court Judges	68	27	80	27	4
Judges Emeritus	26	3	26	3	0
State Court Judges	65	24	71	26	2
District Attorneys	37	18	42	16	2
Clerks of Superior Court	143	50	159	53	8
Judicial Circuit Court Administrators	5	3	5	3	4
Local and Circuit Bar Association Presidents	-0-	-0-	58	*--	-0-
APDC Criminal Justice Planners	18	9	18	9	8
Anonymous		29		74	
TOTAL	362	163	459	211	47

\*See page 37, second paragraph

## "FACT QUESTIONNAIRE"

1. Do you know who the administrative judge is for this judicial administrative district?  
Yes 122 (80%) No 31 (20%)

At least 71% of the persons in each position represented in the survey are familiar with the administrative judge.

2. If yes, has there been any contact between you and the administrative judge about matters bearing on court administration? Yes 96 (58%) No 70 (42%)

The greatest number of contacts were between administrative judges and superior court judges.

3. If the answer to question number two (2) is yes, who initiated the contact?

a. you	<u>26</u>
b. the administrative judge	<u>40</u>
c. the district court administrator	<u>39</u>
d. other (specify)	<u>-0-</u>

The majority of contacts were made by the administrative judges and district court administrators.

4. Do you know who the district court administrator is for this judicial administrative district?  
Yes 129 (85%) No 22 (15%)

Those least familiar with the administrator are state court judges and the district attorneys.

5. If the answer to question number four (4) is yes, has there been any contact between you and the district court administrator about matters bearing on court administration? Yes 107 No 28

Seventy-nine percent (79%) of the 135 respondents replied that they had made contact with the district court administrator. All superior court judges who responded to this question indicated they had made such contact.

The majority of the total contacts were between district court administrators, clerks, and superior court judges.

6. If the answer to question number five (5) is yes, who initiated the contact?

a. you	<u>38</u>
b. the administrative judge	<u>18</u>
c. the district court administrator	<u>90</u>
d. others (specify) _____	

7. If you have dealt with either the administrative judge or district administrator, please indicate the forum in which the contact took place (you may specify more than one):

a. individual contact	<u>103</u>
b. group contact in meetings of district judges council	<u>27</u>
c. other (specify) _____	

8. If either the administrative judge or court administrator for this judicial administrative district has dealt with you about court related matters, please specify on the listing below by marking the appropriate blank spaces.

	<u>Administrative Judge</u>	<u>Court Administrator</u>
	<u>Yes</u>	<u>Yes</u>
a. case scheduling or case-flow controls	<u>19</u>	<u>34</u>
b. assignment of judges	<u>19</u>	<u>23</u>
c. employment practices	<u>9</u>	<u>12</u>
d. budgeting (expenditures/income)	<u>13</u>	<u>26</u>
e. additional personnel	<u>19</u>	<u>36</u>
f. collecting and/or reporting data on court operations	<u>16</u>	<u>59</u>
g. jury selection/utilization	<u>12</u>	<u>25</u>
h. records keeping	<u>13</u>	<u>46</u>
i. records standardization	<u>11</u>	<u>44</u>
j. court facilities/space management	<u>17</u>	<u>30</u>
k. to explain the Judicial Administration Act of 1976	<u>14</u>	<u>26</u>
l. LEAA grants	<u>12</u>	<u>28</u>
m. other (specify) _____		

Total state-wide responses indicate that there were 174 contacts with the administrative judges and 389 contacts with the district court administrators. The majority of the contacts concerned the following matters:

- 1) Collecting and/or reporting data on court operations (13% of total contacts);
- 2) Records keeping (10% of total contacts);
- 3) Additional personnel (10% of total contacts);
- 4) Records standardization (10% of total contacts);
- 5) Case scheduling or case-flow controls (9% of total contacts).

The administrative judges assisted most often in case scheduling or case-flow controls, assignment of judges, and additional personnel. The district court administrators were most frequently involved with collecting and/or reporting data on court operations.

The majority of the contacts were with clerks and superior court judges and most often concerned collecting and/or reporting data on court operations and records standardization.

9. Have new data reporting procedures been instituted through district administration in any courts with which you have contact?

Yes 24 (21%) No 55 (47%) Don't Know 38 (32%)

If yes, please specify:

a. case backlog	<u>28</u>
b. case filing	<u>19</u>
c. case disposition	<u>19</u>
d. expenditures by category	<u>10</u>
e. expenditures by total	<u>4</u>
f. income by source	<u>3</u>
g. income by total	<u>3</u>

Of the 117 responses, 47% of the respondents answered that new data reporting procedures had not been instituted; 21% responded that new procedures had been established, and 32% did not know. Thirty-three percent (33%) of the specified responses indicated that new procedures involved case backlog. Of the 32 clerks who responded, 78% replied that new procedures had not been

instituted; however, 50% of the responding superior court judges answered in the affirmative.

10. If the answer to question number nine is yes, to whom are the data reported?

Don't Know 13 Specify \*See listing below

The Judicial Council/Administrative Office  
of the Courts;

Judges;

Court Administrator;

Prosecutors;

Local Bar;

Clerks; and

Commissioners.

11. Have uniform and/or standardized records keeping procedures been instituted through district administration in any of the following areas:

a. Uniform/standardized dockets covering:

	Yes	No	Don't Know
1) case filings	<u>25</u>	<u>32</u>	<u>53</u>
(a) by county	<u>27</u>	<u>19</u>	<u>37</u>
(b) by circuit	<u>7</u>	<u>18</u>	<u>43</u>
(c) by district	<u>4</u>	<u>15</u>	<u>47</u>
(d) by type of case	<u>14</u>	<u>14</u>	<u>44</u>
(e) in how many counties (estimate)		*	
don't know		<u>54</u>	
(f) in how many circuits (estimate)		*	
don't know		<u>57</u>	

	Yes	No	Don't Know
2) case dispositions	<u>20</u>	<u>26</u>	<u>54</u>
(a) by county	<u>22</u>	<u>36</u>	<u>43</u>
(b) by circuit	<u>9</u>	<u>16</u>	<u>40</u>
(c) by district	<u>7</u>	<u>13</u>	<u>39</u>
(d) by type of case	<u>10</u>	<u>13</u>	<u>47</u>
(e) in how many counties (estimate)		*	
don't know		<u>54</u>	
(f) in how many circuits (estimate)		*	
don't know		<u>53</u>	

\*State-wide county total not available

b. Uniform/standardized budgets covering:

	Yes	No	Don't Know
1) expenditures	<u>7</u>	<u>39</u>	<u>63</u>
(a) by county	<u>8</u>	<u>24</u>	<u>45</u>
(b) by circuit	<u>6</u>	<u>19</u>	<u>48</u>
(c) by district	<u>2</u>	<u>18</u>	<u>50</u>
(d) by type of expenditures	<u>4</u>	<u>18</u>	<u>47</u>
(e) in how many counties (estimate)	*		
don't know	<u>57</u>		
(f) in how many circuits (estimate)	*		
don't know	<u>58</u>		

The majority of respondents do not know if uniform and/or standardized records keeping procedures have been instituted through district administration. Twenty-one percent (21%) of the respondents replied that uniform/standardized dockets covering case filings and case dispositions had been instituted. Only 6% replied that uniform/standardized budgets covering expenditures and receipts/income had been instituted.

12. Have new or revised practices and procedures been instituted through district administration in any of the following areas:

	Yes	No	Don't Know
a. juror selection	<u>12</u>	<u>61</u>	<u>48</u>
b. jury management	<u>8</u>	<u>61</u>	<u>42</u>
c. juror utilization	<u>8</u>	<u>62</u>	<u>42</u>
d. juror costs	<u>9</u>	<u>57</u>	<u>41</u>
e. personnel staffing pattern	<u>7</u>	<u>56</u>	<u>44</u>
f. personnel selection procedures	<u>4</u>	<u>57</u>	<u>45</u>
g. personnel management	<u>4</u>	<u>57</u>	<u>45</u>
h. personnel training	<u>4</u>	<u>56</u>	<u>43</u>
i. personnel compensation	<u>4</u>	<u>54</u>	<u>46</u>

salary\_\_\_\_; fringe benefits\_\_\_\_

\*State-wide county total not available

Over half of the respondents showed that new or revised practices and procedures had not been instituted through district administration in any of the above areas. The responses also imply that a large number of courts-related personnel are not aware of changes, if any, made by the project.

13. Since the implementation of district court administration, have any of the indicated changes occurred in the following:

a. case backlog

1) increased	<u>9</u>
2) decreased	<u>30</u>
3) no change	<u>47</u>
4) don't know	<u>37</u>

b. case disposition

1) increased	<u>4</u>
2) decreased	<u>23</u>
3) no change	<u>50</u>
4) don't know	<u>38</u>

c. jury costs

1) increased	<u>4</u>
2) decreased	<u>10</u>
3) no change	<u>52</u>
4) don't know	<u>44</u>

d. number of jury trials

1) increased	<u>17</u>
2) decreased	<u>6</u>
3) no change	<u>54</u>
4) don't know	<u>40</u>

The state-wide totals show that 44% of the respondents have seen no change in case backlog, case dispositions, jury costs or number of jury trials. Another 34% indicated that they did not know if any changes had occurred.

In general, respondents to the fact questionnaire indicated that the project has impacted less than expected upon day-to-day court operations. This is not to say that the project has failed to influence the courts, but it does

say that if measured by the objectives set forth in the SCC funded grant, the project has made only marginal progress towards achieving its goals and objectives (see pp. 21-26). This indicates that the objectives were too ambitious, have been lost sight of, or that the goals of instituting practices to improve court administration and management have received less priority than other activities. The data indicate that all three of these factors impacted upon the project's performance and are reflected in the evaluation results.

The data also demonstrate that judges of superior court and clerks have had most contact with the project. Contacts with the judges have stemmed largely from the organizational arrangement under which the administrative districts operate, including the meetings of the district councils; whereas, contacts with clerks have, to a great extent, been through the activities of the administrators in collecting data for the AOC's additional judgeship study.

A listing of first year project accomplishments include: the project was initiated, judges and clerks of superior court became acquainted with its operations, caseload data was collected for the additional judgeship study, and some administrative districts began instituting management and administrative measures that should lead to a more efficient and effective superior court system.

However, it must be noted that the project has not moved with rapidity toward state-wide institution of a system of district administration. Neither has there been instituted managerial and administrative procedures that will lead to a marked improvement in trial court operations in the near future. (For comments on these matters see pp. 53-59.)



## "ATTITUDE SURVEY"

1. For each court listed, please indicate who you think should determine the policy governing that court's operations. (Mark more than one if necessary).

	<u>SUPERIOR COURTS</u>	<u>STATE COURTS</u>	<u>PROBATE COURTS</u>	<u>OTHER LOCAL COURTS</u>
a. Judges	1098.9	649.5	839.0	576.2
b. Court Clerks	120.6	55	25	17
c. County Commissioners/Mayors	13	12.6	34.2	106.6
d. District Court Administrators	38.6	19.6	15	10.8
e. Circuit Court Administrators	32.2	19.4	11.8	3.6
f. County Court Administrators	10.2	14.6	9.2	3.6
g. The Judicial Council of Georgia/ Administrative Office of the Courts	83.6	86.2	97.8	68.2
h. The Georgia Supreme Court	81	61	57.2	50
i. No Opinion				

Judges of superior courts appear to have a broader perspective on policy-making than do superior court clerks. This is evidenced by the tendency of superior court judges to indicate that policy governing court operations should be determined by the Judicial Council, Supreme Court and the judges themselves; whereas, clerks of the court believe policy-making should remain with the trial court judges.

2. Which level of government--state or local--should be responsible for managing each of the following courts? (If you believe the responsibility should be shared, you may allocate percentages between state, county and circuit).

	<u>STATE</u>	<u>COUNTY</u>	<u>CIRCUIT</u>
a. Superior Courts	224.55	140.65	176.3
b. State Courts	202.25	240.25	
c. County Courts	84.75	330.75	

	<u>STATE</u>	<u>COUNTY</u>	<u>CIRCUIT</u>
d. Magistrates Courts	101.25	284.25	
e. Justice of the Peace	101.75	251.25	
f. Small Claims Courts	71.75	321.75	
g. Probate Courts	129.25	313.25	
h. No Opinion			

Majority responses from the combined groups indicate that superior courts should be managed by the state, while all other courts should be managed at the county level.

Some variations showed up among the groups surveyed. For instance, clerks believe that the county should manage all of the courts; state court judges think the state should manage both superior and state courts; and D.A.'s give major responsibility for superior court management to the circuit.

3. Indicate the source(s) from which you believe the costs of operating the courts listed in A-F should be paid. (As in two (2) above, allocation percentages may be indicated between the four choices).

	<u>STATE</u>	<u>COUNTY</u>	<u>FEES</u>	<u>CIRCUIT</u>
a. Superior Courts	433.7	208.1	66.2	22.9
b. State Courts	252.7	302.4	53.4	
c. County Courts	85.2	393.2	74.4	
d. Magistrates Courts	109.5	312.1	80.3	
e. Justices of the Peace	91	327	143	
f. Small Claims Courts	110.6	327	141	
g. Probate Courts	56	354.1	71	
h. No Opinion				

Total responses indicate that all courts should be funded from the county except the superior courts which should be supported by the state. Almost all specific groups indicate this same preference, except state court judges who think that the state should pay for both superior and state courts, and clerks who believe the costs for all courts should be paid by the county.

4. Between state and local government, which should receive revenues derived from court operations? (As in two (2) and three (3) above, allocation of percentages

may be used).

	<u>STATE</u>	<u>COUNTY</u>	<u>COURT</u>	<u>CIRCUIT</u>
a. Superior Courts	220.6	434.6	39.7	21.6
b. State Courts	152.7	425.9	68	
c. County Courts	72.6	437.4	42	
d. Magistrates Courts	84.6	367.4	56	
e. Justices of the Peace	68.6	378.4	92	
f. Small Claims Courts	80.6	385.4	87	
g. Probate Courts	89.9	466.7	53.3	
h. No Opinion				

Majority responses indicate in almost every case that the county should receive the court revenues. State court judges think the state should receive revenues from superior courts.

5. The Judicial Council of Georgia/Administrative Office of the Courts has helped improve court management and administration in the courts with which I have contact:

Agree 67 (37%) Disagree 49 (27%) Don't Know 65 (35%)

6. The district administrative judges and district administrators have helped improve the management and/or administration of the courts with which I have contact:

Agree 48 Disagree 50 Don't Know 80

If agree, please indicate in which of the following ways court operations have improved:

- a. Court backlog reduced 29  
 b. Cases can be tried and/or disposed of more rapidly

Civil 25  
 Criminal 32

- c. Better case scheduling and calendaring procedures 25  
 d. Improve jury management procedures 16  
 e. Institution of court budgeting 17  
 f. Improvement in court revenues

Collection 3  
 Records 10

g. Improved personnel practices

Selection	<u>19</u>	Compensation	<u>13</u>
Retention	<u>10</u>	Salaries	<u>11</u>
Promotion	<u>7</u>	Fringe Benefits	<u>6</u>

Of 178 responses, 26% indicated that the district administrative judge and district administrators had helped improve the management and/or administration of the courts; 28% responded they had not been beneficial; and 44% did not know. The only group in sharp contrast to the general response pattern were superior court judges of whom a vast majority agreed that the project had improved courts management.

Of those responding that improvements had been made, the majority of responses indicated that most improvements had come in the areas of reduction of backlog, more rapid disposition of cases, better case scheduling and calendaring procedures, and improvements in court budgets. Again, the superior court judges made up the majority of responses indicating significant changes.

7. The courts with which I have contact have traditionally been:

a. Well managed	<u>71 (42%)</u>
b. Adequately managed	<u>66 (39%)</u>
c. Inadequately managed	<u>16 (10%)</u>
d. Poorly managed	<u>11 (7%)</u>
e. Don't know	<u>4 (2%)</u>

The vast majority of clerks felt the courts were well managed; state court judges and district attorneys felt the courts were adequately managed; while superior court judges were divided among courts being well managed, adequately managed, or poorly managed. A plurality of superior court judges (48%), however, felt the courts were adequately managed.

8. If you marked either "C" or "D" on question number seven (7) above, please indicate on the choices below the relative significance of each item in causing poor or inadequate court administration.

	<u>VERY</u> <u>SIGNIFICANT</u>	<u>SIGNIFICANT</u>	<u>NOT</u> <u>SIGNIFICANT</u>
a. Court heavy workload	<u>20</u>	<u>10</u>	<u>3</u>

	<u>VERY SIGNIFICANT</u>	<u>SIGNIFICANT</u>	<u>NOT SIGNIFICANT</u>
b. Judicial inability to manage	<u>11</u>	<u>14</u>	<u>6</u>
c. Clerks inability to manage	<u>5</u>	<u>13</u>	<u>9</u>
d. Lack of adequate financial support from county government(s)	<u>12</u>	<u>10</u>	<u>8</u>
e. Lack of adequate financial support from state government	<u>17</u>	<u>6</u>	<u>7</u>
f. Local political consideration	<u>5</u>	<u>8</u>	<u>13</u>
g. Local practicing attorneys	<u>5</u>	<u>11</u>	<u>12</u>
h. Lack of personnel	<u>8</u>	<u>9</u>	<u>9</u>
i. Poorly trained personnel	<u>6</u>	<u>11</u>	<u>10</u>
j. Too few judges	<u>18</u>	<u>6</u>	<u>7</u>
k. Other (specify)	<u>      </u>	<u>      </u>	<u>      </u>

The most significant reasons pointed out in this question for courts being poorly or inadequately managed were court heavy workload, too few judges, and lack of adequate financial support from the state.

Most groups surveyed support the system as it currently exists. However, superior court judges believe that AOC and the district project have improved court administration, and point out specific contributions and areas of improvement. Most clerks either disagree that the project has been helpful, or they record that they do not know enough about it to say.

The project has operated primarily within the superior courts, and those closest to the operations appear to be the most complimentary about and sure of its accomplishments. Other groups surveyed frequently indicated they did not know of the project's impact or remained skeptical as to its specific accomplishments or worth.

The attitude responses provide insight into the general concept of the courts and the judicial process among persons surveyed. Answers to questions one and two, considered together, show that trial court personnel believe policy making and management for each court should be vested in the trial court judge (or judges) of that court. While this view is understandable and justified when certain particulars of the litigation process are considered, the concept conflicts with the goal of a state judicial system providing equal services and equal justice. Autonomy in trial court policy making and management, if vested exclusively in the trial judge, makes each court a self-governing entity. This is the antithesis of a judicial system. Such autonomy enables each court to ignore operating and management standards that are essential to a well ordered system of justice.

The answers to questions three and four reflect to an even greater degree the extent to which trial court officials believe that local courts should serve narrowly defined local needs. To illustrate: Answers to question three demonstrate an overwhelming sentiment among local court officials to have the state pay the costs of operating the superior courts; whereas, question four shows the equally overwhelming belief of these same officials that the counties should receive the revenues derived from superior court operations. These ideas display too little regard to the financial realities of government and cast the courts into the role of revenue raiser for local governments--an attitude not giving appropriate consideration to the courts as institutions of justice striving to provide the citizens equal protection of the laws and forums for the redress of private wrongs.

Results of the attitude survey show that the administrative district project has been instituted in an environment committed to the maintenance of local autonomy over court operations. The data make clear that the environment has, in many respects, been hostile to the administrative and management initiatives of administrative judges and district administrators. This same observation applies to the initiatives of the Judicial Council/AOC in their efforts to improve court administration. Attitude survey responses reveal a local bias premised upon narrow concepts of political interests and sentiments that pay little or no attention to the conspicuous administrative and management needs of the courts. These attitudes do much to explain the course and development of the administrative district project during its first year of operation. However,

the situation also demonstrates that the project has, in spite of obstacles, made substantial progress towards moving the trial courts--at least at the superior court level--towards an administrative and management structure that maintains a substantial degree of local autonomy and that provides an important mechanism for improved operations.

### Observations

During the last several months, the Evaluation Division of the State Crime Commission has studied the judicial administrative district project - both the development of the concept in Georgia and its first year of practical application. An analysis was made of the judicial environment into which district administration was implemented, including the relevant changes that impacted on that environment over the past several years (Appendix C, p. 81 ). Both the legislation which created the administrative districts and the grant under which the districts are presently funded have been scrutinized. Questionnaires have been mailed to a cross-section of court personnel and the responses analyzed; and, in conversations and interviews, additional information has been obtained from persons working in the courts, including those who are most involved with district administration on a practical day-to-day basis. As a result of these exercises, the Evaluation Division believes that it can make a number of observations about the project.

Basic to the acceptance of the project on a district-by-district basis is the attitude with which administrative judges, and others closely involved with the project, view the concept of district administration. That is, do they view district administration as state-level, centralized judicial administration, or do they view it as a splintering of state authority into locally-directed, regional units of judicial administration? It appears that those who view the project as state-directed tend to oppose the concept. Those who see district administration as locally-directed, tend to be more supportive.

This observation should be considered in conjunction with another factor. Superior court judges are more committed to the project than any group surveyed. They view the project as directed, to a significant extent, by themselves

and their colleagues. Moreover, those judges who are most familiar with the project tend to support it more than those judges who are less familiar, an attitude detected in some of the other court personnel surveyed. The evaluation staff believes that a correlation exists between knowledge of the project and support for its operation, with the connection being that the more a court official knows about the project, the more that official supports it.

Another factor which has influenced project success in any given district is the degree of independence and support that the administrative judge gives the district administrator. In those districts where administrative judges give more independence to court administrators, the administrators are involved with activities which span the entire district. Those judges who closely supervise and direct the activities of their administrators, appear to restrict project impact to a narrow geographic area and limit the range of activities.

Location of the district administrator and administrative judge in close proximity has little influence on the independence the administrator is allowed to exercise. It is the administrative judge's attitude toward the responsibilities he feels the administrator should assume that is more important.

The project appears to lack central direction. Administrators' roles and tasks vary from district to district, with some administrators more involved than others in planning, grants management, and budgeting. It seems that the actual role of the administrator has never been defined. While diversity between districts is inevitable, there needs to be a core of administrative responsibilities that will enable the project to achieve on a state-wide basis management and administrative improvements. There is a need for quantified goals and timetables, and from the administrative judges, there needs to be central direction that reflects a basic consensus on what needs to be achieved and when it should be accomplished. Here it would be appropriate to clarify the role of the Judicial Council/Administrative Office of the Courts. Questions needing answers include: What is the relationship between the ten administrative judges and the Judicial Council/AOC? Where does the responsibility for coordinating and directing district activities rest; or, is there to be central coordination and direction?

During the first year, the district administrators functioned in some instances as extensions of AOC, and did in fact carry out duties that have in the past been performed by AOC--additional judgeship study data collection and the model court records project provide the two most conspicuous examples. In other respects there is significant potential for duties performed by the district administrators and AOC to overlap. Clear responsibilities and functions should be delineated and assigned to the administrators; and where there is overlap between their activities and the duties of AOC, primary and secondary responsibilities should be distinguished.

The problem of resource duplication is not restricted to the relationship between AOC and the administrative districts. Each district has the resources of one or more APDC's to draw upon, and each APDC employs a staff of planning professionals that includes at least one criminal justice planner with duties and responsibilities spanning the criminal justice field. In some districts the administrators engage in grant writing, planning, budgeting, personnel development and other tasks on which the APDC's could provide assistance. While it is essential and appropriate that the administrators conduct some of these activities, they should utilize APDC resources when needed.

The Evaluation Division believes that the use of the administrators to count cases constitutes an uneconomical use of time and resources. It should be noted, however, that two of the administrators have contended that this was a useful activity from which much was learned. This sentiment has been voiced by one administrative judge and by the AOC. These opinions notwithstanding, the Evaluation Division bases its judgement upon the fact that in 1974 the AOC hired part-time personnel to compile caseload data on courts of record for the years 1971, 1973, and 1974; caseload data for 1975 and 1976 was also collected through the use of part-time employees. Therefore, in 1977 the district administrators, with the consent of the administrative judges, began carrying out an activity traditionally performed by the AOC with the use of part-time personnel. This 1977 case counting activity consumed a substantial amount (25 to 30 percent) of the administrators' time and thereby reduced the time that could be devoted to managerial and administrative duties specified in the grant under which the project was funded. The duties neglected appear to be more compatible with the concept of district administration than the task of counting cases.

When the Judicial Administration Act of 1976 became law, the concept of district administration was unclear, and many court personnel interpreted the act and its implementation as a threat to position and livelihood. Therefore, in order to gain acceptance and correct misconceptions, district administrators had to devote extensive time and effort to public relations activities. Acceptance of the project still varies from district to district, and in some cases, court administrators are still working to gain acceptance and overcome resistance.

### Conclusions

The "methodology" section (pp. 3-5) set out three general questions about district administration that this report would answer. To varying degrees, these have been addressed in a number of the report's preceding sections; however, in no single place are specific answers provided. What follows is an attempt to answer these questions, and to present other general conclusions reached through this evaluation.

The first determination to be made was the extent to which the judicial district project had been conducted in accordance with the letter and spirit of the Judicial Administration Act of 1976. In answering this question it should be noted that the act places primary responsibility for district administration upon superior court judges in each district, with actual administrative authority vested in the superior court judge who serves as district administrative judge.

The statute indicates that the administration of the courts is to be determined by the superior court judges. However, the act is loosely structured, leaving with the judges in their district councils and with the administrative judges substantial discretion as to the manner in which district administration will operate. In short, the judges are empowered to create a meaningful system of district administration or they may act otherwise. They may choose to implement a system in which the district administrator is a contributor to the administration and management of the courts, or they may implement a system that blunts and thwarts the administrator's potential.

At this time there are districts in which the administrator has a meaningful role, and there are districts in which the project--as now operated--has little administrative and management potential. Much depends upon the manner in which the administrative judge utilizes the administrator. The report makes obvious in other places the failure of some superior court judges to embrace the administrative district concept. However, with the exception of the district administrator who also serves as a recorder's court judge, the actual conduct of the project has been consistent with the tenets of the statute.

Second in the series of questions was the degree to which project goals stated in the grant to AOC have been met, including the project's impact upon the courts during its first year of operation. In an earlier section, this report dealt at length with the achievements under the grant to AOC (pp. 21-26), and concluded that while the project failed in its first year completely to achieve the objectives set in the grant, a beginning had been made toward goal achievement. Elsewhere (pp. 51-53) this report gives additional explanations for the course of project development.

On the basis of the interviews and questionnaires, it seems that the general reaction to the project has been favorable. Most persons contacted seemed to think the project was beneficial. This was particularly true of those most knowledgeable of the purposes of district administration. However, the favorable sentiment was not uniform, and much of the information received was unfavorable. Those most critical were the clerks of superior court. But criticism notwithstanding, the results of the fact questionnaire and the interviews demonstrate that the district administrators during the past year initiated a number of activities that impact to the advantage of superior court management and administration.

The Evaluation Division was unable to determine if the project, during its first year, impacted upon caseloads, either in the individual districts or in the state as a whole. This conclusion is based upon information from several sources, including the administrators themselves and the weighted caseload charts contained in Appendix C, p. 85 of this report. It seems that any future impact upon caseloads would be minimal, and if achieved would come as a result of management techniques that expedite

the work of the courts. The absence of first year impact on caseloads is due, in part, to the added administrative duties placed upon those judges who are administrative judges--duties that reduce the time the judge can spend on the bench.

The third question to be answered was the value of the project to the courts, with the determination to be made in terms of yearly costs and actual and potential advantages that the project brings to the judicial system. The yearly cost for operating the project in all ten districts will be approximately \$350,000. This investment will enable the state to maintain a structure that has significant potential for court management and administration. However, the actual benefit received will be determined by the judges of superior court and the administrative judges who supervise the administrators.

If the first year of the project is viewed as a time of acclimating court personnel to the project, and a time of learning for the administrators and administrative judges, then the project has made a wholesome contribution to superior court administration. However, many of the project's potential benefits remain undeveloped, and for the project to yield this potential and justify the yearly cost, the initiatives begun during the first year must be continued and extended. All superior court judges must accept and support the project. If this support is given, then the project will yield in benefits much more than the yearly investment. Without support from superior court judges and firm leadership from administrative judges--meaning strong support for the administrators and their activities--the project cannot succeed.

The SCC's evaluation staff believes that the first year was a good beginning for the project. But the good beginning notwithstanding acceptance of the project in all ten administrative districts, coupled with rapid employment of ten administrators, would have significantly improved the project's first year impact. Greater managerial and administrative independence for the administrators would have brought many more substantive first year accomplishments. Leadership and support for the project must come from the administrative judges and from the support that can be provided them by their fellow superior court judges in the district councils. It is these members of the elected judiciary who will determine

and have during this first year determined, the achievements of the project. Moreover, the judiciary must recognize that district administrators are not law clerks, researchers, and circuit administrators. Thus, they should not be utilized in these capacities.

The administrator's greatest utility lies in assisting the administrative judge. He should obtain and analyze from courts of record the information that the judge needs in order to determine whether the courts are efficient and well managed. While the performance of other duties is often necessary and beneficial, districts in which the project has been most successful utilize the administrator--in conjunction with the judge--as a manager and coordinator of court resources. Those that are less successful, utilize the administrators in other fashions.



APPENDIX "A"  
QUESTIONNAIRES



## ADMINISTRATIVE DISTRICT QUESTIONNAIRE

This questionnaire is for persons other than administrative judges and district court administrators.

District Number: \_\_\_\_\_

County: \_\_\_\_\_

Court: \_\_\_\_\_

Name: \_\_\_\_\_ (optional)

Position: \_\_\_\_\_ (optional)

1. Do you know who the administrative judge is for this judicial administrative district?    yes\_\_\_ no\_\_\_
2. If yes, has there been any contact between you and the administrative judge about matters bearing on court administration?    yes\_\_\_ no\_\_\_
3. If the answer to question number two (2) is yes, who initiated the contact?
  - a. you \_\_\_\_\_
  - b. the administrative judge \_\_\_\_\_
  - c. the district court administrator \_\_\_\_\_
  - d. others (specify) \_\_\_\_\_
4. Do you know who the district court administrator is for this judicial administrative district?  
yes\_\_\_ no\_\_\_
5. If the answer to question number four (4) is yes, has there been any contact between you and the district court administrator about matters bearing on court administration?    yes\_\_\_ no\_\_\_
6. If the answer to question number five (5) is yes, who initiated the contact?
  - a. you \_\_\_\_\_
  - b. the administrative judge \_\_\_\_\_
  - c. the district court administrator \_\_\_\_\_
  - d. other (specify) \_\_\_\_\_

7. If you have dealt with either the administrative judge or district administrator, please indicate the forum in which the contact took place (you may specify more than one):

- a. individual contact \_\_\_\_\_
- b. group contact in meetings of district judges council \_\_\_\_\_
- c. other (specify) \_\_\_\_\_

8. If either the administrative judge or court administrator for this judicial administrative district has dealt with you about court related matters, please specify on the listing below by marking the appropriate blank spaces.

	Administrative Judge	Court Administrator
	Yes	Yes
a. case scheduling or case-flow controls	_____	_____
b. assignment of judges	_____	_____
c. employment practices	_____	_____
d. budgeting (expenditures/income)	_____	_____
e. additional personnel	_____	_____
f. collecting and/or reporting data on court operations	_____	_____
g. jury selection/utilization	_____	_____
h. records keeping	_____	_____
i. records standardization	_____	_____
j. court facilities/space management	_____	_____
k. to explain the Judicial Administration Act of 1976	_____	_____
l. LEAA grants	_____	_____
m. other (specify) _____	_____	_____

9. Have new data reporting procedures been instituted through district administration in any courts with which you have contact? yes\_\_\_ no\_\_\_ don't know\_\_\_  
If yes, please specify:

- a. case backlog \_\_\_\_\_
- b. case filing \_\_\_\_\_
- c. case disposition \_\_\_\_\_
- d. expenditures by category \_\_\_\_\_
- e. expenditures by total \_\_\_\_\_
- f. income by source \_\_\_\_\_
- g. income by total \_\_\_\_\_

10. If the answer to question number eight is yes, to whom are the data reported? don't know \_\_\_\_\_ specify \_\_\_\_\_

11. Have uniform and/or standardized records keeping procedures been instituted through district administration in any of the following areas:

a. Uniform/standardized dockets covering:

	<u>yes</u>	<u>no</u>	<u>don't know</u>
i. case filings			
(a) by county	_____	_____	_____
(b) by circuit	_____	_____	_____
(c) by district	_____	_____	_____
(d) by type of case	_____	_____	_____
(e) in how many counties (estimate)	_____	_____	don't know _____
(f) in how many circuits (estimate)	_____	_____	don't know _____

	<u>yes</u>	<u>no</u>	<u>don't know</u>
ii. case dispositions			
(a) by county	_____	_____	_____
(b) by circuit	_____	_____	_____
(c) by district	_____	_____	_____
(d) by type of case	_____	_____	_____
(e) in how many counties (estimate)	_____	_____	don't know _____
(f) in how many circuits (estimate)	_____	_____	don't know _____

b. Uniform/standardized budgets covering:

	<u>yes</u>	<u>no</u>	<u>don't know</u>
i. expenditures:			
(a) by county	_____	_____	_____
(b) by circuit	_____	_____	_____
(c) by district	_____	_____	_____
(d) by type of expenditures	_____	_____	_____
(e) in how many counties (estimate)	_____	_____	don't know _____
(f) in how many circuits (estimate)	_____	_____	don't know _____

	<u>yes</u>	<u>no</u>	<u>don't know</u>
ii. receipts/income			
(a) by county	_____	_____	_____
(b) by circuit	_____	_____	_____
(c) by district	_____	_____	_____
(d) by source	_____	_____	_____
(e) in how many counties (estimate)	_____	_____	don't know _____
(f) in how many circuits (estimate)	_____	_____	don't know _____

12. Have new or revised practices and procedures been instituted through district administration in any of the following areas:

	<u>yes</u>	<u>no</u>	<u>don't know</u>
a. juror selection	_____	_____	_____
b. jury management	_____	_____	_____
c. juror utilization	_____	_____	_____
d. juror costs	_____	_____	_____
e. personnel staffing pattern	_____	_____	_____
f. personnel selection procedures	_____	_____	_____
g. personnel management	_____	_____	_____
h. personnel training	_____	_____	_____
i. personnel compensation	_____	_____	_____
salary_____; fringe benefits_____			

13. Since the implementation of district court administration, have any of the indicated changes occurred in the following:

a. case backlog

- (1) increased \_\_\_\_\_  
(2) decreased \_\_\_\_\_  
(3) no change \_\_\_\_\_  
(4) don't know \_\_\_\_\_

b. case disposition time

- (1) increased \_\_\_\_\_  
(2) decreased \_\_\_\_\_  
(3) no change \_\_\_\_\_  
(4) don't know \_\_\_\_\_

c. jury costs

- (1) increased \_\_\_\_\_  
(2) decreased \_\_\_\_\_  
(3) no change \_\_\_\_\_  
(4) don't know \_\_\_\_\_

d. number of jury trials

- (1) increased \_\_\_\_\_  
(2) decreased \_\_\_\_\_  
(3) no change \_\_\_\_\_  
(4) don't know \_\_\_\_\_

# ADMINISTRATIVE DISTRICT QUESTIONNAIRE

This questionnaire is to be answered by administrative judges and district court administrators.

District Number: \_\_\_\_\_

Person Interviewed; Name and Position \_\_\_\_\_

1. When did the district administrator begin work?  
month \_\_\_\_\_ year 197 \_\_\_\_\_

2. For what percentage of his time does the district administrator work with the following courts:

- |                          |       |   |
|--------------------------|-------|---|
| a. Superior              | _____ | % |
| b. State                 | _____ | % |
| c. County                | _____ | % |
| d. Magistrates           | _____ | % |
| e. Justices of Peace     | _____ | % |
| f. Small Claims          | _____ | % |
| g. Probate               | _____ | % |
| h. Other (specify _____) | _____ | % |

Total 100 %

3. What percentage of the district administrator's time is allocated to the following tasks (estimate):

- |  |       |   |
|--|-------|---|
| a. case scheduling - caseflow controls | _____ | % |
| b. employment practices                | _____ | % |
| c. budgeting (expenditures-income)     | _____ | % |
| d. grant writing                       | _____ | % |
| e. data collection                     | _____ | % |
| f. improving court records keeping     | _____ | % |
| g. records standardization             | _____ | % |
| h. court facilities d space management | _____ | % |
| i. travel                              | _____ | % |
| j. other (specify _____)               | _____ | % |

total 100 %

4. Have there been changes in any of the indicated courts in any of the indicated areas (a-1) due to implementation of the district court administration project?

	<u>Yes</u>	<u>No</u>	<u>Superior</u>	<u>State</u>	<u>Other</u>
a. case scheduling/casflow controls	___	___;	___	___	___
b. Assignment of judges	___	___;	___	___	___
c. Employment practices	___	___;	___	___	___
d. Budgeting (expenditures/income)	___	___;	___	___	___
e. Additional personnel	___	___;	___	___	___
f. Grant preparation and management	___	___;	___	___	___
g. Collecting and/or reporting data on court operations	___	___;	___	___	___
h. Jury selection/utilization	___	___;	___	___	___
i. Records keeping	___	___;	___	___	___
j. Records standardization	___	___;	___	___	___
k. Court facilities/space management	___	___;	___	___	___
l. Other (specify) _____	___	___;	___	___	___

5. Have new data collection and/or reporting procedures been implemented through district administration?  
yes \_\_\_ no \_\_\_ If so, please indicate the court(s) in which the procedures are being followed.

	<u>Yes</u>	<u>No</u>	<u>Superior</u>	<u>State</u>	<u>Other</u>
a. Case backlog	___	___;	___	___	___
b. Case filings	___	___;	___	___	___
c. Case dispositions	___	___;	___	___	___
d. Expenditures by category	___	___;	___	___	___
e. Expenditures by total	___	___;	___	___	___
f. Income by source	___	___;	___	___	___
g. Income by total	___	___;	___	___	___
h. In how many circuits and counties are these procedures being used?					

	<u>No. Counties</u>	<u>No. Circuits</u>
Case backlog	___	___
Case filings	___	___
Case dispositions	___	___
Expenditures by category	___	___
Expenditures by total	___	___
Income by source	___	___
Income by total	___	___

6. Have uniform and/or standardized records keeping procedures for superior courts been instituted as a result of district court administration in any of the following areas?

a. Uniform/standardized dockets covering:

	<u>Yes</u>	<u>No</u>		<u>Yes</u>	<u>No</u>
(1) case filings	_____	_____	by type	_____	_____
(2) case dispositions	_____	_____	by type	_____	_____

b. Uniform/standardized budgets covering:

	<u>Yes</u>	<u>No</u>		<u>Yes</u>	<u>No</u>
(1) expenditures	_____	_____	by category	_____	_____
(2) receipts/income	_____	_____	by category	_____	_____

7. If uniform/standardized dockets or budgets have been instituted through district court administration in superior courts please indicate the number of counties and circuits in which they have been instituted.

	<u>No. Counties</u>	<u>No Circuits</u>
a. Uniform dockets covering filings	_____	_____
b. Uniform budgets covering dispositions	_____	_____
c. Uniform budgets covering expenditures	_____	_____
d. Uniform budgets covering receipts/income	_____	_____

8. As a result of district administration, have new or revised practices or procedures been instituted in superior courts for any of the following areas (please indicate the number of counties and circuits in which each has been instituted):

	<u>Yes</u>	<u>No</u>	<u>No. Counties</u>	<u>No Circuits</u>
a. Juror selection	_____	_____	_____	_____
b. Juror management	_____	_____	_____	_____
c. Juror utilization	_____	_____	_____	_____
d. Personnel selection	_____	_____	_____	_____
e. Personnel management	_____	_____	_____	_____
f. Personnel training	_____	_____	_____	_____
g. Personnel compensation	_____	_____	_____	_____
Salary_____ Fringe Benefits_____				

9. Has the implementation of district judicial administration caused any of the following changes?

	<u>State Courts</u>	<u>Superior Courts</u>	<u>Number of Counties</u> (Answer for Superior Courts)	<u>Number of Circuits</u>
a. Case backlog				
(1) increased	_____	_____	_____	_____
(2) reduced	_____	_____	_____	_____
(3) no change	_____	_____	_____	_____
(4) don't know	_____	_____	_____	_____
b. Case disposition				
(1) increased	_____	_____	_____	_____
(2) reduced	_____	_____	_____	_____
(3) no change	_____	_____	_____	_____
(4) don't know	_____	_____	_____	_____
c. Jury Costs				
(1) increased	_____	_____	_____	_____
(2) reduced	_____	_____	_____	_____
(3) no change	_____	_____	_____	_____
(4) don't know	_____	_____	_____	_____
d. Number of jury trials				
(1) increased	_____	_____	_____	_____
(2) reduced	_____	_____	_____	_____
(3) no change	_____	_____	_____	_____
(4) don't know	_____	_____	_____	_____

10. Prior to the initiation of district court administration, approximately what percent of the time of the person serving as administrative judge was spent on administrative duties? \_\_\_\_\_%
11. Under the present system of district court administration, what percent of the time of the administrative judge is spent on the following categories of administrative duties?

Continued next page

- a. Administrative duties of the judge's home circuit ..... %
- b. Administrative duties of the other circuits of the district (excluding the judge's home circuit) ..... %
- c. Time spent on other administrative duties (please specify) ..... %
- ..... %
- ..... %
- ..... %

- 12. Does the district have a procedure for assigning judges from circuits without excessive case backlog (judges whose calendars are basically current) to circuits with excessive case backlog? Yes\_\_\_ No\_\_\_
- 13. Approximately how many circuits within your district are without excessive case backlog--that is, circuits from which judicial manpower could be taken and used in circuits that have excessive case backlogs?  
 \_\_\_\_\_ Don't know \_\_\_\_\_
- 14. Approximately how many circuits within your district have excessive case backlog--that is, circuits that need additional judicial manpower to assist in bringing the courts' calendars as current as they ought to be?  
 \_\_\_\_\_ Don't know \_\_\_\_\_



# ATTITUDE SURVEY

1. For each court listed, please indicate who you think should determine the policy governing that court's operations. (Mark more than one if necessary).

	<u>Superior Courts</u>	<u>State Courts</u>	<u>Probate Courts</u>	<u>Other Local Courts</u>
a. Judges	_____	_____	_____	_____
b. Court Clerks	_____	_____	_____	_____
c. County Commissioners/ Mayors	_____	_____	_____	_____
d. District Court Administrators	_____	_____	_____	_____
e. Circuit Court Administrators	_____	_____	_____	_____
f. County Court Administrators	_____	_____	_____	_____
g. The Judicial Council of Georgia/Adminis- trative Office of the Courts	_____	_____	_____	_____
h. The Georgia Supreme Court	_____	_____	_____	_____
i. No Opinion	_____	_____	_____	_____

2. Which level of government--state or local--should be responsible for managing each of the following courts? (If you believe the responsibility should be shared, you may allocate percentages between state, county and circuit).

	<u>State</u>	<u>County</u>	<u>Circuit</u>
a. Superior Courts	_____	_____	_____
b. State Courts	_____	_____	_____
c. County Courts	_____	_____	_____
d. Magistrates Courts	_____	_____	_____
e. Justices of the Peace	_____	_____	_____
f. Small Claims Courts	_____	_____	_____
g. Probate Courts	_____	_____	_____
h. No Opinion	_____	_____	_____

3. Indicate the source(s) from which you believe the costs of operating the courts listed in A-F should be paid. (As in two (2) above, allocation percentages may be indicated between the four choices.)

	<u>State</u>	<u>County</u>	<u>Fees</u>	<u>Circuit</u>
a. Superior Courts	_____	_____	_____	_____
b. State Courts	_____	_____	_____	_____
c. County Courts	_____	_____	_____	_____
d. Magistrates Courts	_____	_____	_____	_____
e. Justices of the Peace	_____	_____	_____	_____
f. Small Claims Courts	_____	_____	_____	_____
g. Probate Courts	_____	_____	_____	_____
h. No Opinion	_____	_____	_____	_____

4. Between state and local government, which should receive revenues derived from court operations? (As in two (2) and three (3) above, allocation percentages may be used).

	<u>State</u>	<u>County</u>	<u>Court</u>	<u>Circuit</u>
a. Superior Courts	_____	_____	_____	_____
b. State Courts	_____	_____	_____	_____
c. County Courts	_____	_____	_____	_____
d. Magistrates Courts	_____	_____	_____	_____
e. Justice of the Peace	_____	_____	_____	_____
f. Small Claims Courts	_____	_____	_____	_____
g. Probate Courts	_____	_____	_____	_____
h. No Opinion	_____	_____	_____	_____

5. The Judicial Council of Georgia/Administrative Office of the Courts has helped improve court management and administration in the courts with which I have contact:

Agree \_\_\_\_\_ Disagree \_\_\_\_\_ Don't Know \_\_\_\_\_

Comment if desired: \_\_\_\_\_

6. The District Administrative Judges and District Administrators have helped improve the management and/or administration of the courts with which I have contact:

Agree \_\_\_\_\_ Disagree \_\_\_\_\_ Don't Know \_\_\_\_\_

Comment if desired: \_\_\_\_\_

If agree, please indicate in which of the following ways court operations have improved:

- a. Court backlog reduced \_\_\_\_\_
- b. Cases can be tried and/or disposed of more rapidly \_\_\_\_\_  
Civil \_\_\_\_\_ Criminal \_\_\_\_\_
- c. Better case scheduling and calendaring procedures \_\_\_\_\_
- d. Improved jury management procedures \_\_\_\_\_
- e. Institution of court budgeting \_\_\_\_\_
- f. Improvement in court revenues \_\_\_\_\_  
Collection \_\_\_\_\_ Records \_\_\_\_\_
- g. Improved personnel practices \_\_\_\_\_  
Selection \_\_\_\_\_ Compensation \_\_\_\_\_  
Retention \_\_\_\_\_ Salaries \_\_\_\_\_  
Promotion \_\_\_\_\_ Fringe Benefits \_\_\_\_\_

7. The courts with which I have contact have traditionally been:

- a. Well managed \_\_\_\_\_
- b. Adequately managed \_\_\_\_\_
- c. Inadequately managed \_\_\_\_\_
- d. Poorly managed \_\_\_\_\_
- e. Don't know \_\_\_\_\_

8. If you marked either "C" or "D" on question number seven (7) above, please indicate on the choices below the relative significance of each item in causing poor or inadequate court administration.

	<u>Very</u> <u>Significant</u>	<u>Significant</u>	<u>Not</u> <u>Significant</u>
a. Court heavy workload	_____	_____	_____
b. Judicial inability to manage	_____	_____	_____
c. Clerks inability to manage	_____	_____	_____
d. Lack of adequate financial support from county government(s)	_____	_____	_____
e. Lack of adequate financial support from state government	_____	_____	_____
f. Local political consideration	_____	_____	_____

	<u>Very</u> <u>Significant</u>	<u>Significant</u>	<u>Not</u> <u>Significant</u>
g. Local practicing attorneys	_____	_____	_____
h. Lack of personnel	_____	_____	_____
i. Poorly trained personnel	_____	_____	_____
j. Too few judges	_____	_____	_____
k. Other (specify)	_____	_____	_____

APPENDIX "B"  
SIGNIFICANT JUDICIAL LEGISLATION  
1971 - 1976



- 1971 (1) Houston Judicial Circuit created, bringing the number of judicial circuits to forty-one (41).
- (2) State Court of Tift County created.
- (3) Juvenile Court Code enacted.
- 1972 (1) Alcovy Judicial Circuit created, bringing the number of judicial circuits to forty-two (42).
- (2) Voters approved constitutional amendment creating the Judicial Qualifications Commission.
- (3) State Court of Henry County created.
- (4) Additional superior court judges added--one each to the judicial circuits of Atlanta, Cobb, Gwinnett, and Rome, and two in Stone Mountain.
- (5) State Courts abolished in Floyd and Chattooga counties.
- 1973 (1) Judicial Council of Georgia/Administrative Office of the Courts created.
- 1974 (1) Additional superior court judgeships--one each in Atlanta, Conasauga, Coweta, Dougherty, and Waycross judicial circuits.
- (2) New state court judgeship for Cobb County.
- (3) State court created in Dougherty County.
- (4) State court created in Cherokee and Forsyth counties.
- (5) Juvenile Court of Chatham County created.
- (6) Judge sentencing provided in non-capital cases.

- (7) Sentence Review Panel created.
  - (8) Court Reporting Act passed.
  - (9) Constitutional amendment approved providing for unified court system for purposes of administration.
  - (10) Creation of the Georgia Criminal Justice Council by Executive Order of the Governor.
- 1975
- (1) Prosecuting Attorneys' Council created
  - (2) State Court of Houston County created.
  - (3) Additional superior court judgeships for Flint and Southern judicial circuits.
- 1976
- (1) Additional superior court judgeships for Western and Oconee judicial circuits.
  - (2) Additional state court judgeship for DeKalb County.
  - (3) Additional state court judgeship for Chatham County.
  - (4) Judicial Administration Act of 1976 passed, creating ten judicial administrative districts.

APPENDIX "C"

DATA ON JUDICIAL SYSTEM  
WORKLOAD AND MANPOWER  
1971 - 1977



### Caseload and Manpower

A treatment of the dynamics of the judicial system during the past five or six years would be incomplete without an account of changes in manpower and caseload. The following graphs and commentary present some perspective on these changes in the period 1971 through June, 1976. Obviously, neither the caseload nor manpower figures are completely accurate. They were, however, the most accurate figures available at the time this evaluation was written. And, they do give some picture of the dynamics of the judicial system during the period covered.

Since the administrative district project has thus far been primarily concerned with the superior courts, and since that court is the state's court of general jurisdiction, the case statistics displayed on the graphs are for superior courts only. Moreover, all caseload figures have been weighted according to criteria developed by the AOC and appearing in the recently issued "Caseload Summary Report." The following conversion table appears on page 49 of the report and illustrates the weighting scheme.

The weighted caseload technique converts all statistics to felony case equivalents--that is, the felony case is used as the base against which all other types of cases are measured. By converting all superior court cases (traffic, misdemeanor, civil, and domestic relations) to felony equivalents, the graphs give a comparative and relative depiction of the workload.

In analyzing the graphs one should be wary of generalizations. This is particularly true considering that the lines on the graphs display little more than trends for filings and dispositions, and give caseload approximations.

An examination of the state-wide graph indicates that the superior courts are adequately managing their misdemeanor and traffic caseloads, and that the trend appears to be toward declining caseloads in each of these areas.

Although there has been, since 1971, a general increase in felony filings, there has also been a general increase in dispositions; and in 1977, an actual narrowing of the backlog occurred. This indicates that the superior courts are keeping abreast of the felony caseload, and actually moving to reduce the number of cases that at any time remained without disposition.



**CONTINUED**

**1 OF 2**

General civil filings appear to have increased little in absolute number for 1976 over 1973, and for 1977, show a rather remarkable decline. If this data is accurate, general civil disposition in 1977 almost kept pace with filings.

Trend lines for domestic relations indicate that between 1971 and 1976 there was a narrowing in the gap between cases filed and cases disposed, but in 1977, the rate of filings seemed to move ahead of the disposition rate, so that backlog again began to accumulate.

As observed elsewhere, there is some reason to be less than certain of the absolute accuracy of the caseload figures. But if generalizations about filings and dispositions in the superior courts may be ventured, one can say that in 1977 the superior courts appeared to be much more capable of keeping abreast of their caseloads than they were in 1971. Indeed, the trend for filings and dispositions over that period shows an encouraging improvement. While there are several factors that may account for this, it should be noted that an examination of the manpower charts included in the statistical presentation, shows an increase in courts personnel since 1971, and this increase may be enabling the courts to cope with their workloads. To be considered also is that in some instances, the number of cases coming to the courts has decreased. This does not necessarily imply that fewer cases of these types are being litigated (misdemeanor, traffic, and some civil), but that they are being filed in other courts--probate, state, or possibly, small claims.

So that a more accurate account will be given of the kinds of courts improvements made in each district over the period 1971 through June, 1976, the workload graphs and manpower charts are followed by a summary sheet that shows LEAA funds awarded to each administrative district during this period. The summary presents some idea of the kinds of projects that have been funded and the amounts expended. Projects with state-wide impact, as well as grants funding courtroom construction/renovation, and equipment purchases, have been omitted.

# Equivalence Factors for Superior Court Weights

<u>1</u>	Felony	=	
<u>7</u>	Misdemeanors	=	
<u>41</u>	Traffic Cases	=	
<u>1.5</u>	General Civil Cases	=	
<u>2.25</u>	Domestic Relations Cases	=	$\frac{1}{\text{Weighted Case (Felony-Equivalent)}}$
<u>2.0</u>	Juvenile Cases	=	

Example:

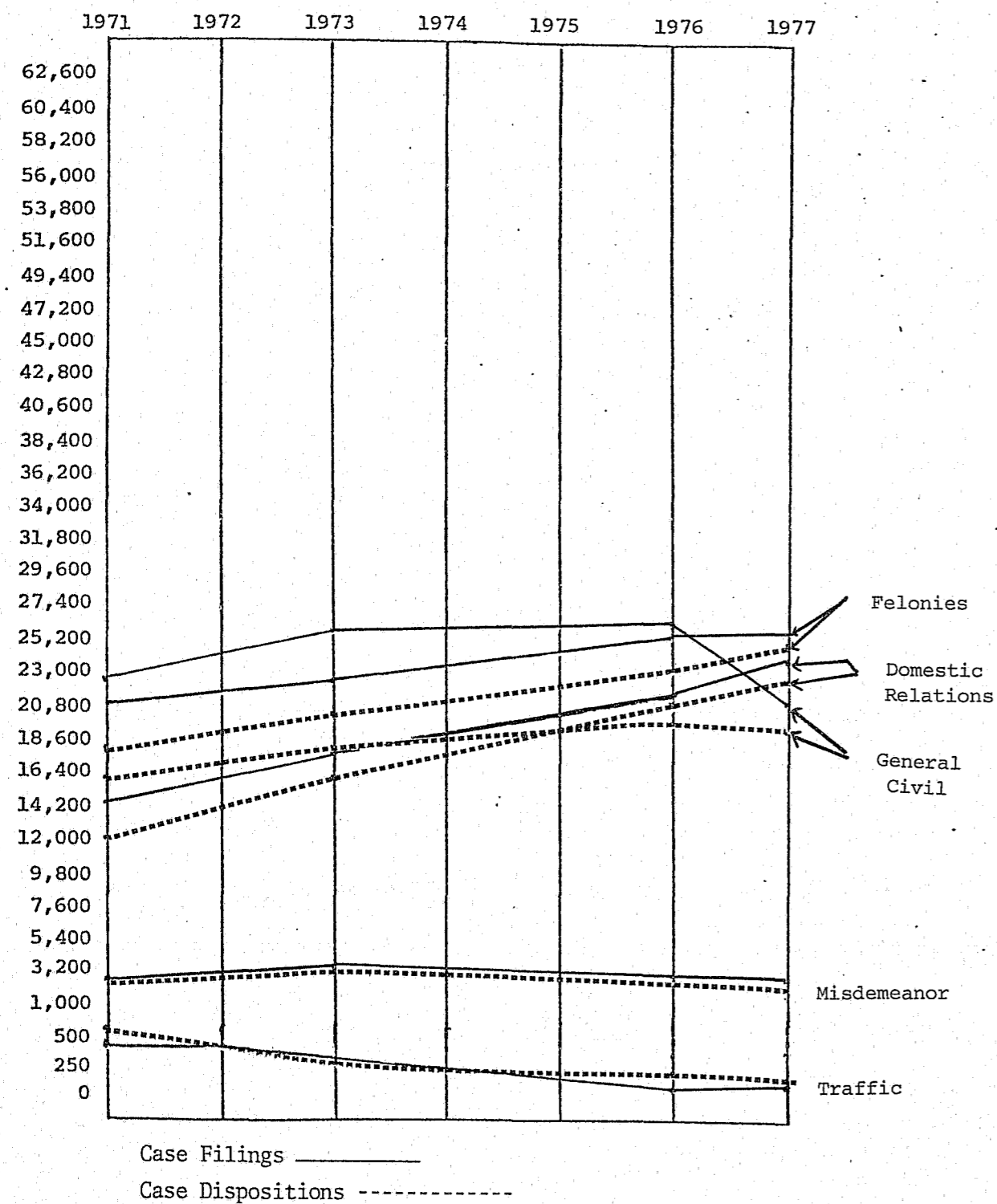
## Superior Court Filings, 1976

	Actual		Conversion Factor		Weighted
Felony	24,841	÷	1	=	24,841
Misdemeanor	18,112	÷	7	=	2,587
Traffic	13,519	÷	41	=	330
Gen. Civil	37,635	÷	1.5	=	25,090
Dom. Relations	48,902	÷	2.25	=	21,734

## Juvenile Court Filings, 1976

Juvenile	30,431	÷	2.0	=	15,215
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STATE-WIDE  
WEIGHTED CASELOAD



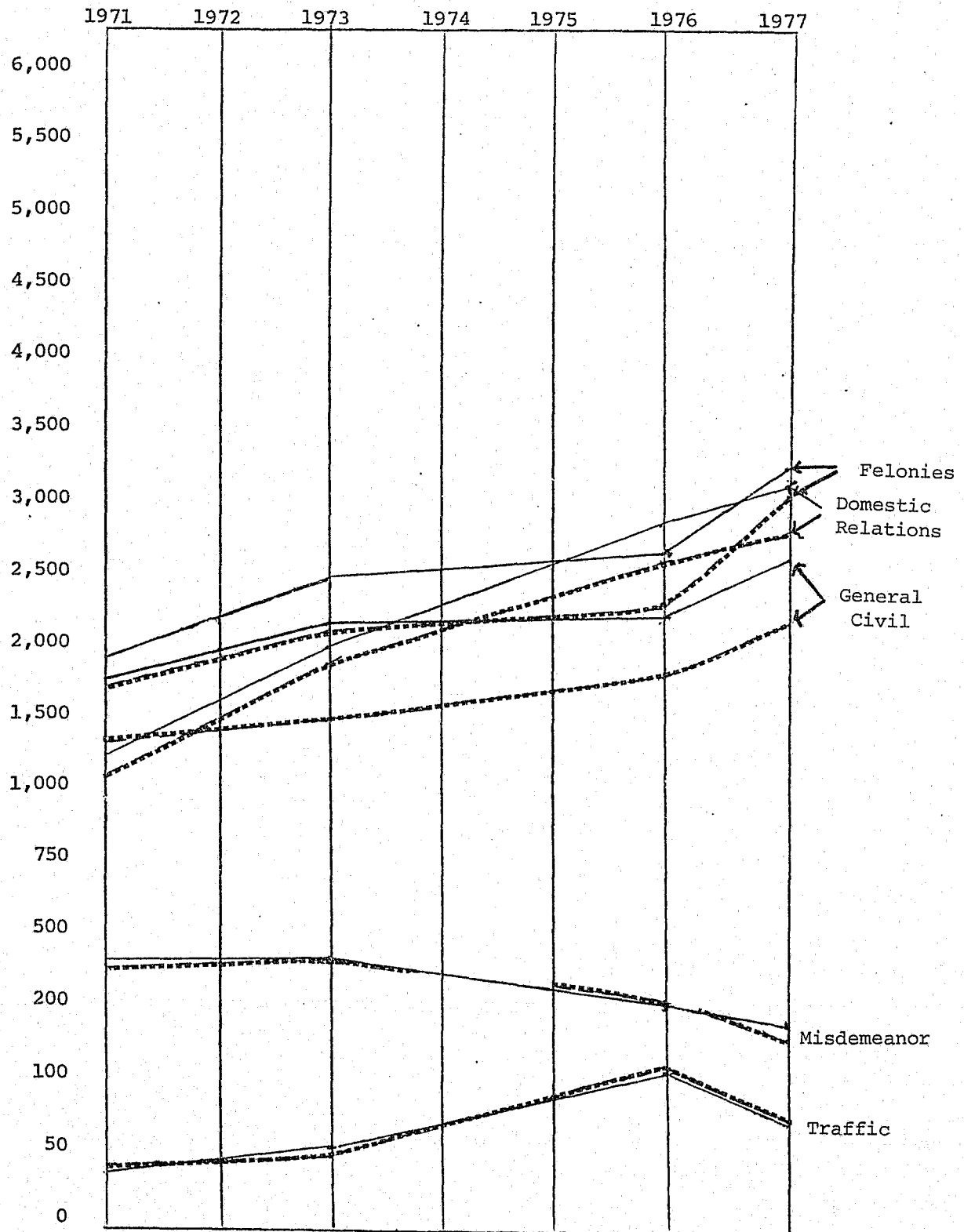
MANPOWER ALLOCATIONS  
State-wide

YEAR	SUPERIOR COURT JUDGES	PROSECUTORS	STATE COURTS	STATE COURT JUDGES	PROBATE COURTS TRAFFIC	SMALL CLAIMS COURTS	OTHER TRIAL COURTS	INDEPENDENT JUVENILE COURTS
1971	67		61	67	98	32	5	17
1972								
1973	77	103	61	69	98	42	4	17
1974								
1975								
1976	88	136 minimum	62	75	97	62	5	17
1977								

POPULATION FIGURES

1970	4,589,575
1976	4,929,400

DISTRICT 1  
WEIGHTED CASELOAD





# MANPOWER ALLOCATIONS

## District 1

YEAR	SUPERIOR COURT JUDGES	PROSECUTORS	STATE COURTS	STATE COURT JUDGES	PROBATE COURTS TRAFFIC	SMALL CLAIMS COURTS	OTHER TRIAL COURTS	INDEPENDENT JUVENILE COURTS
1971	8	8	16	16	6	2		2
1972								
1973	9	13	16	16	6	5		2
1974								
1975								
1976	10	17 minimum	16	17	6	8		2
1977								

69

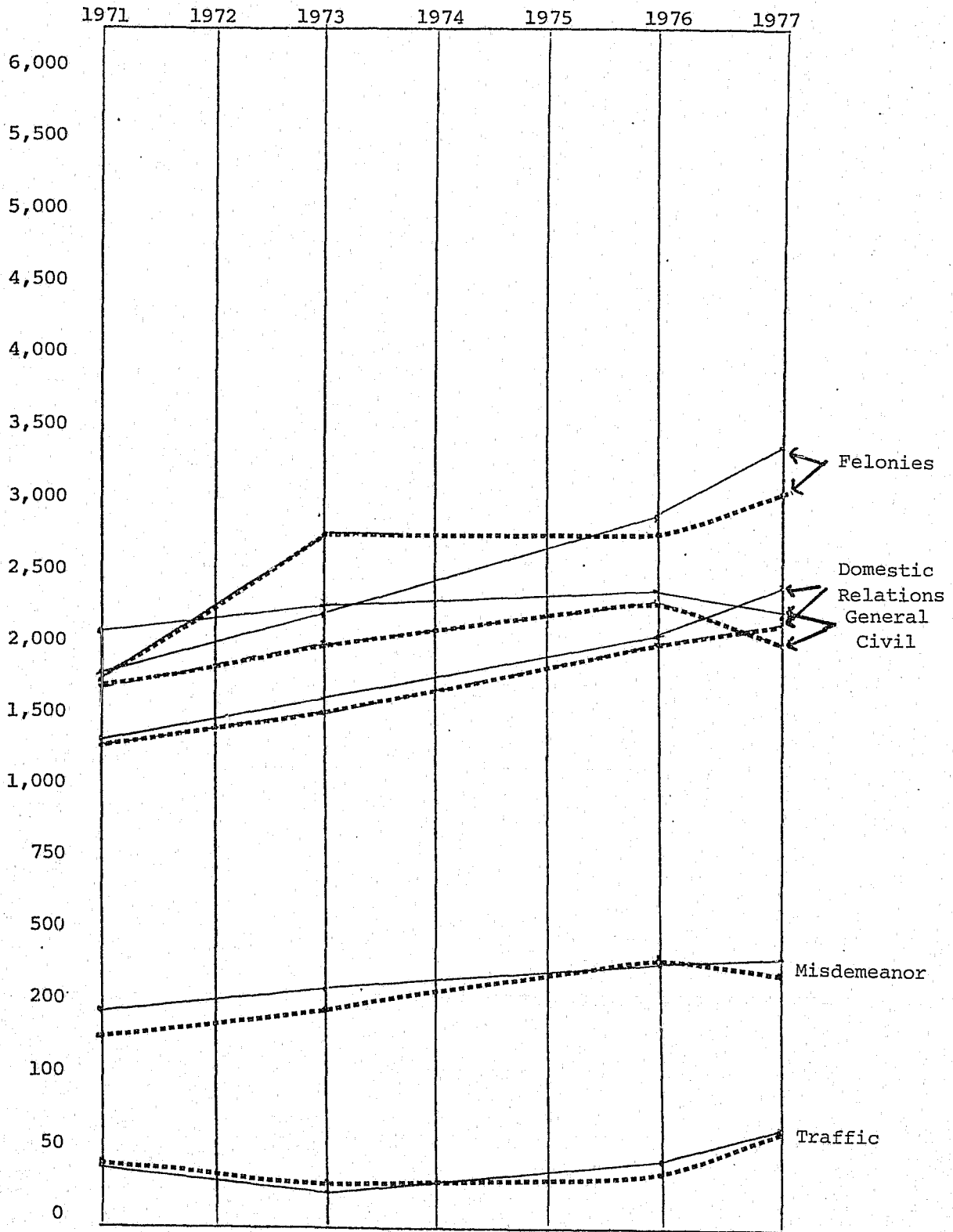
## POPULATION FIGURES

1970 500,337

1976 514,000

District 1 is composed of 5 circuits and 22 counties.

DISTRICT 2  
WEIGHTED CASELOAD





MANPOWER ALLOCATIONS  
District 2

YEAR	SUPERIOR COURT JUDGES	PROSECUTORS	STATE COURTS	STATE COURT JUDGES	PROBATE COURTS TRAFFIC	SMALL CLAIMS COURTS	OTHER TRIAL COURTS	INDEPENDENT JUVENILE COURTS
1971	7	7	11	11	15	13	1	1
1972								
1973	7	7	11	11	15	13	1	1
1974								
1975								
1976	9	11	12	12	14	16	1	1
1977								

16

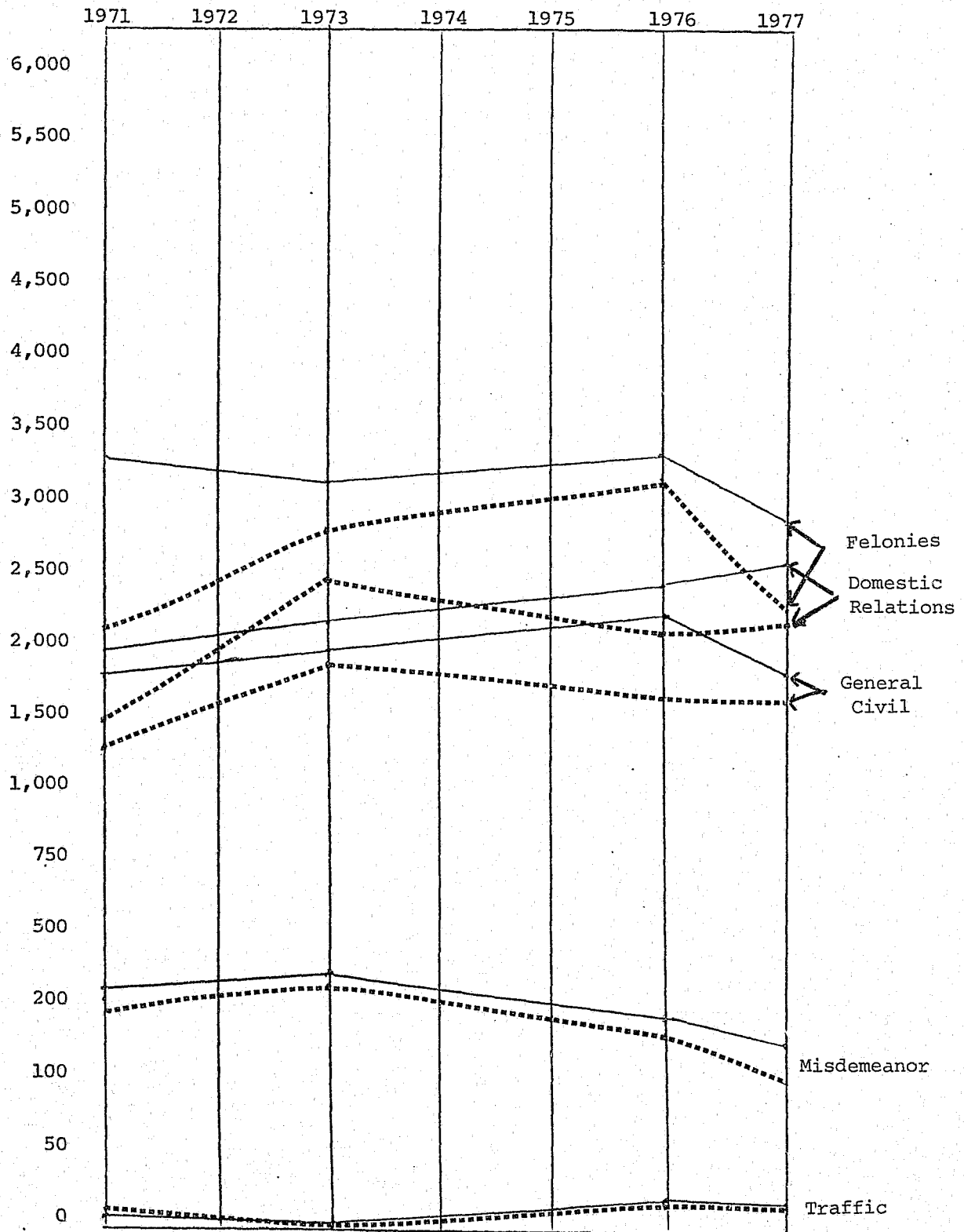
POPULATION FIGURES

1970     448,690

1976     479,700

District 2 is composed of 6 circuits and 27 counties.

DISTRICT 3  
WEIGHTED CASELOAD





# MANPOWER ALLOCATIONS

## District 3

YEAR	SUPERIOR COURT JUDGES	PROSECUTORS	STATE COURTS	STATE COURT JUDGES	PROBATE COURTS TRAFFIC	SMALL CLAIMS COURTS	OTHER TRIAL COURTS	INDEPENDENT JUVENILE COURTS
1971	7	7	5	5	11	4	1	2
1972								
1973	8	11	5	5	11	6	1	2
1974								
1975								
1976	8	13 minimum	5	5	11	6	1	2
1977								

93

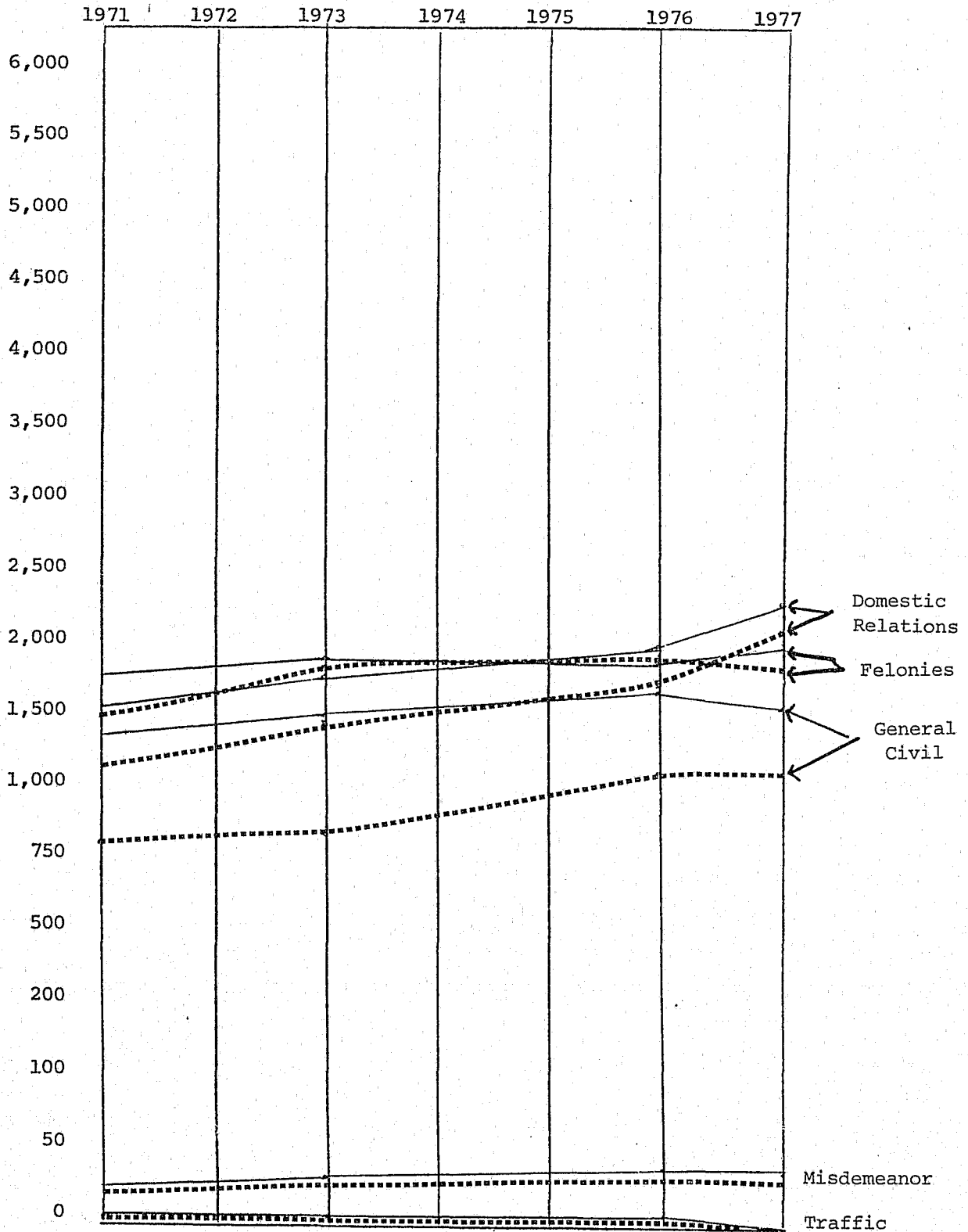
# POPULATION FIGURES

1970 511,257

1976 522,200

In 1971 the area comprising District 3 consisted of 3 circuits and 16 counties. In 1973 and 1976, it consisted of 4 circuits and 16 counties.

DISTRICT 4  
WEIGHTED CASELOAD





# MANPOWER ALLOCATIONS

## District 4

YEAR	SUPERIOR COURT JUDGES	PROSECUTORS	STATE COURTS	STATE COURT JUDGES	PROBATE COURTS TRAFFIC	SMALL CLAIMS COURTS	OTHER TRIAL COURTS	INDEPENDENT JUVENILE COURTS
1971	5	5	1	1	2		1	1
1972								
1973	7	10	1	2	1		1	1
1974								
1975								
1976	7	11 minimum	1	3	1		1	1
1977								

95

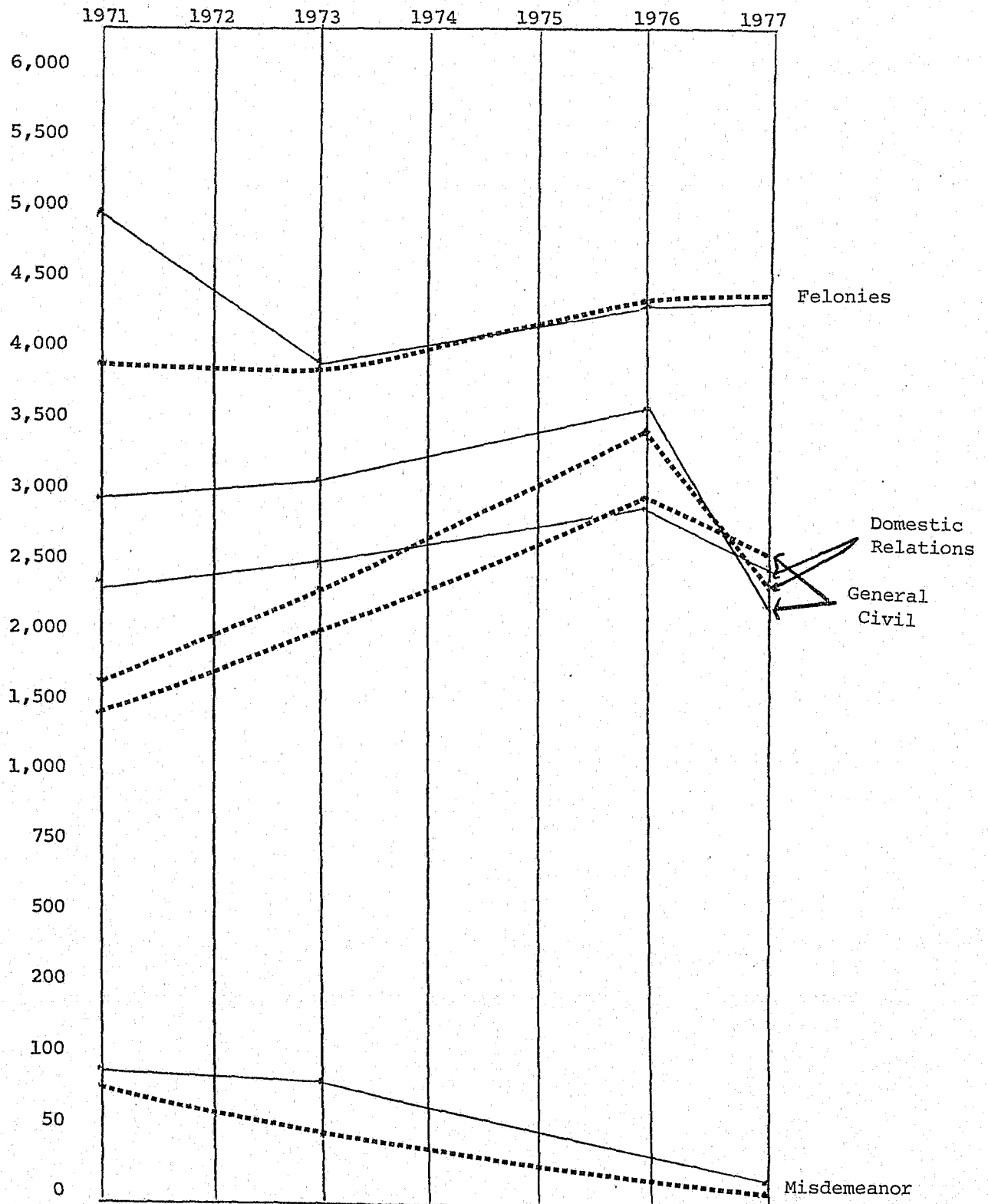
## POPULATION FIGURES

1970 433,539

1976 486,500

In 1971, the area comprising District 4 consisted of 1 circuit and 3 counties. In 1973 and 1976, it consisted of 1 circuit and 2 counties.

DISTRICT 5  
WEIGHTED CASELOAD



Traffic = 0



# MANPOWER ALLOCATIONS

## District 5

YEAR	SUPERIOR COURT JUDGES	PROSECUTORS	STATE COURTS	STATE COURT JUDGES	PROBATE COURTS TRAFFIC	SMALL CLAIMS COURTS	OTHER TRIAL COURTS	INDEPENDENT JUVENILE COURTS
1971	9	9 minimum	1	7	1			1
1972								
1973	10	22	1	7	1			1
1974								
1975								
1976	11	29	1	8	1			1
1977								

97

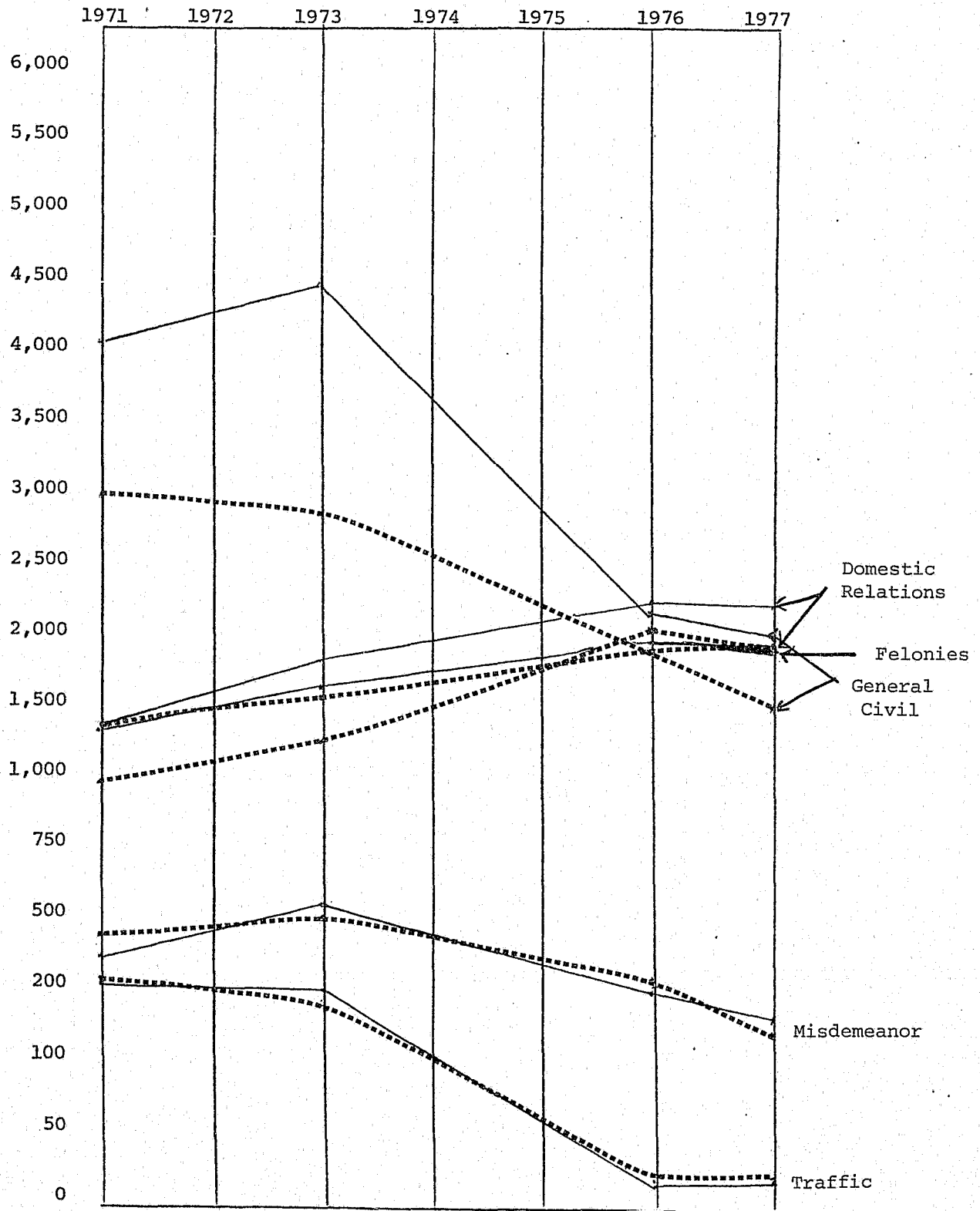
## POPULATION FIGURES

1970 607,592

1976 591,200

District 5 is composed of 1 circuit and 1 county.

DISTRICT 6  
WEIGHTED CASELOAD





# MANPOWER ALLOCATIONS

## District 6

YEAR	SUPERIOR COURT JUDGES	PROSECUTORS	STATE COURTS	STATE COURT JUDGES	PROBATE COURTS TRAFFIC	SMALL CLAIMS COURTS	OTHER TRIAL COURTS	INDEPENDENT JUVENILE COURTS
1971	5	5	5	5	9	4		4
1972								
1973	5	7	5	5	9	5		4
1974								
1975								
1976	7	13 minimum	5	5	9	9		4
1977								

66

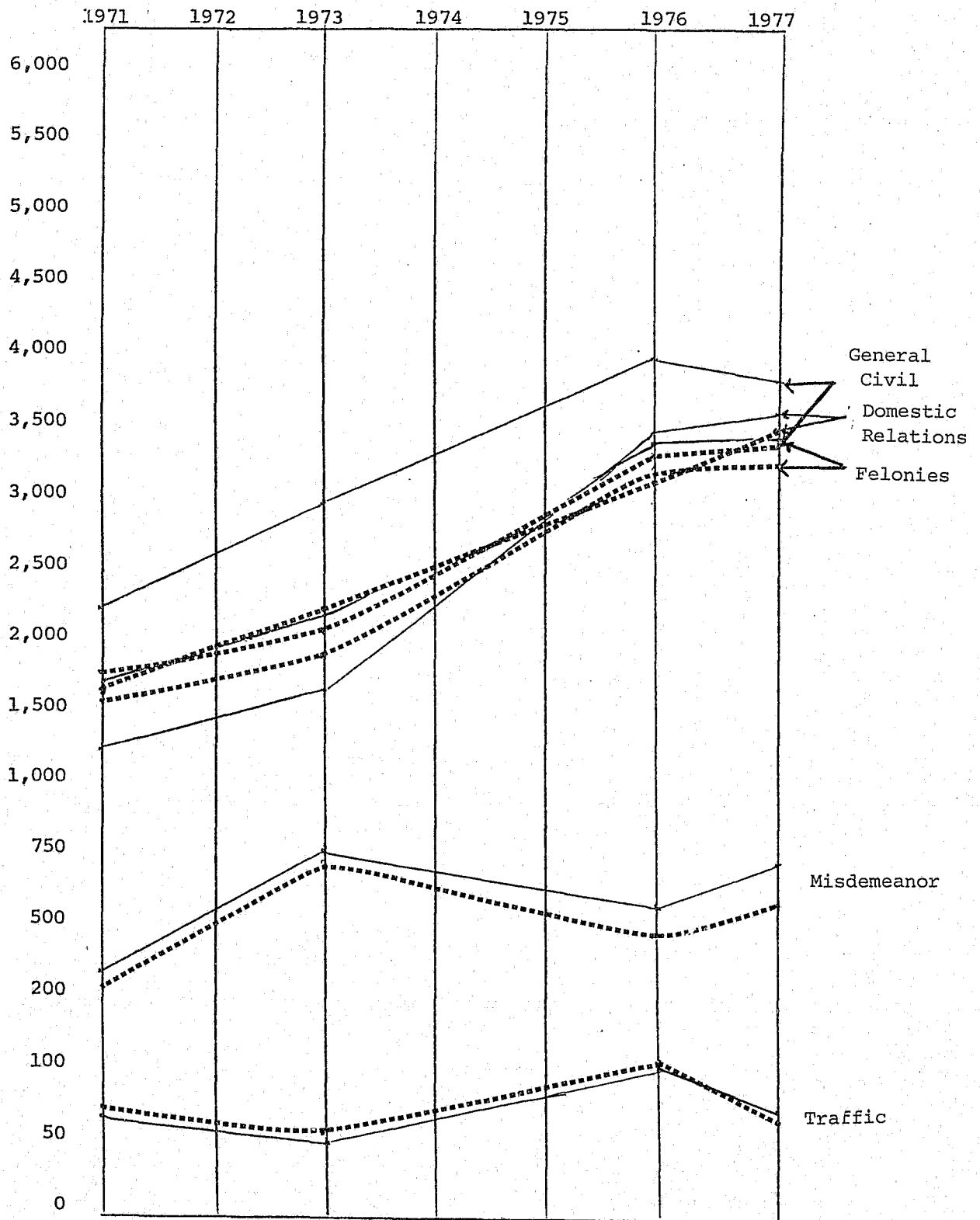
## POPULATION FIGURES

1970 382,700

1976 438,900

District 6 is composed of 4 circuits and 14 counties.

DISTRICT 7  
WEIGHTED CASELOAD





# MANPOWER ALLOCATIONS

## District 7

YEAR	SUPERIOR COURT JUDGES	PROSECUTORS	STATE COURTS	STATE COURT JUDGES	PROBATE COURTS TRAFFIC	SMALL CLAIMS COURTS	OTHER TRIAL COURTS	INDEPENDENT JUVENILE COURTS
1971	7	7	4	4	8			2
1972								
1973	9	12	4	4	8			2
1974								
1975								
1976	10	13 minimum	3	5	9			2
1977								

101

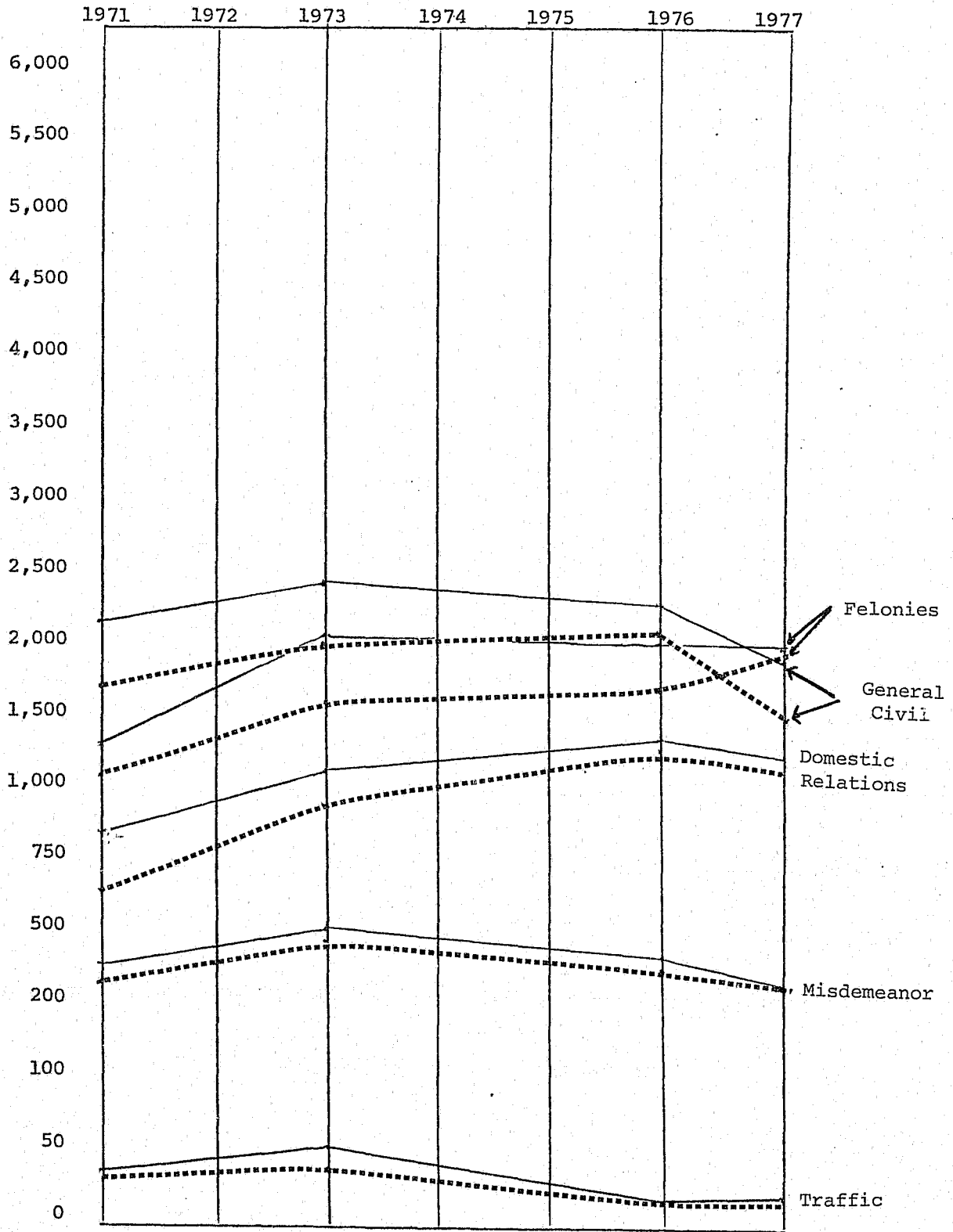
## POPULATION FIGURES

1970 527,943

1976 603,700

District 7 is composed of 5 circuits and 12 counties.

DISTRICT 8  
WEIGHTED CASELOAD





# MANPOWER ALLOCATIONS

## District 8

YEAR	SUPERIOR COURT JUDGES	PROSECUTORS	STATE COURTS	STATE COURT JUDGES	PROBATE COURTS TRAFFIC	SMALL CLAIMS COURTS	OTHER TRIAL COURTS	INDEPENDENT JUVENILE COURTS
1971	5	5	9	9	18	5		
1972								
1973	6	6	9	9	18	6	1	
1974								
1975								
1976	7	7 minimum	9	9	18	13	2	
1977								

103

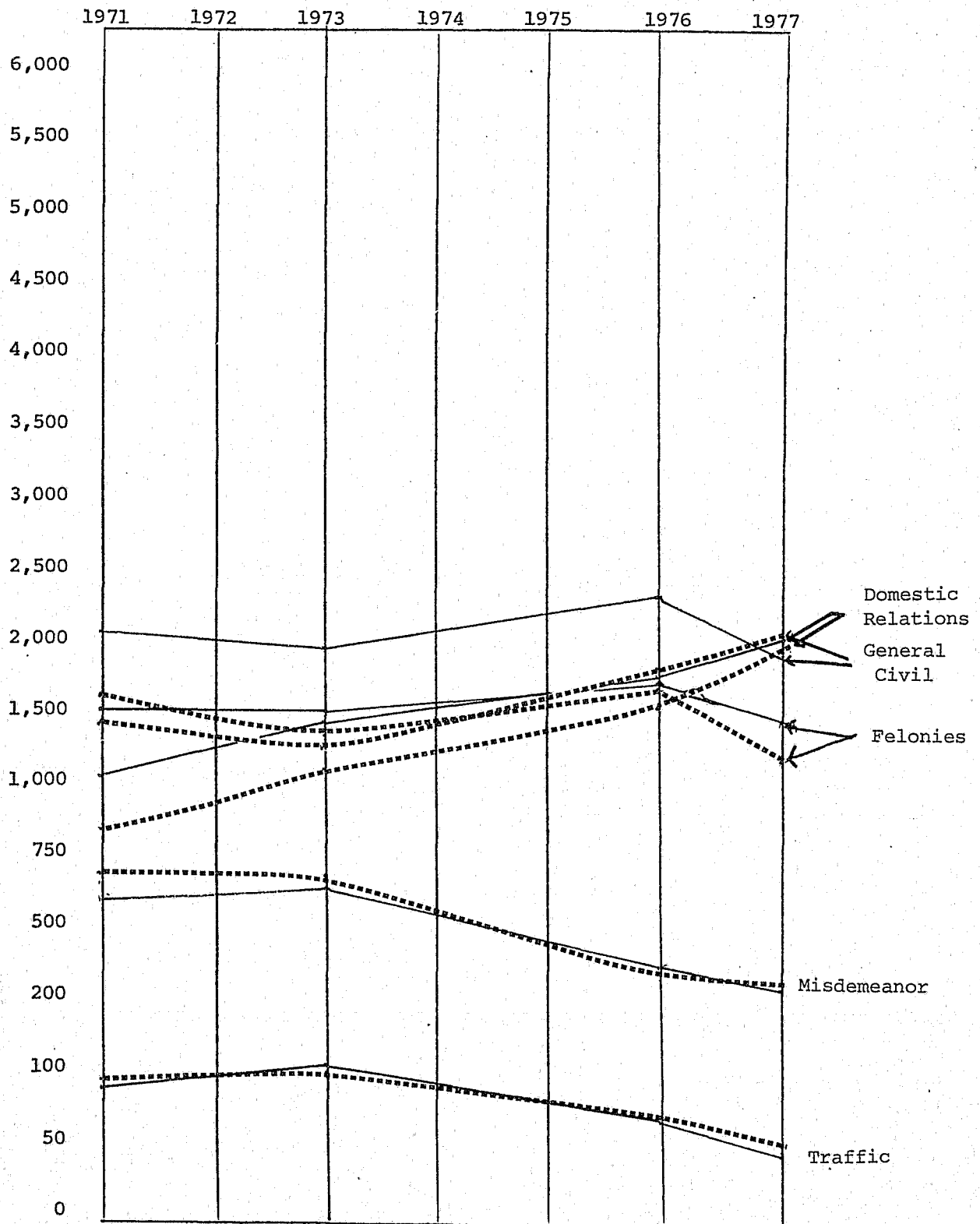
## POPULATION FIGURES

1970 336,631

1976 350,600

District 8 is composed of 5 circuits and 27 counties.

DISTRICT 9  
WEIGHTED CASELOAD





# MANPOWER ALLOCATIONS

## District 9

YEAR	SUPERIOR COURT JUDGES	PROSECUTORS	STATE COURTS	STATE COURT JUDGES	PROBATE COURTS TRAFFIC	SMALL CLAIMS COURTS	OTHER TRIAL COURTS	INDEPENDENT JUVENILE COURTS
1971	7	7	4	4	13			2
1972								
1973	7	8	4	4	13			2
1974								
1975								
1976	9	10 minimum	5	5	12			2
1977								

105

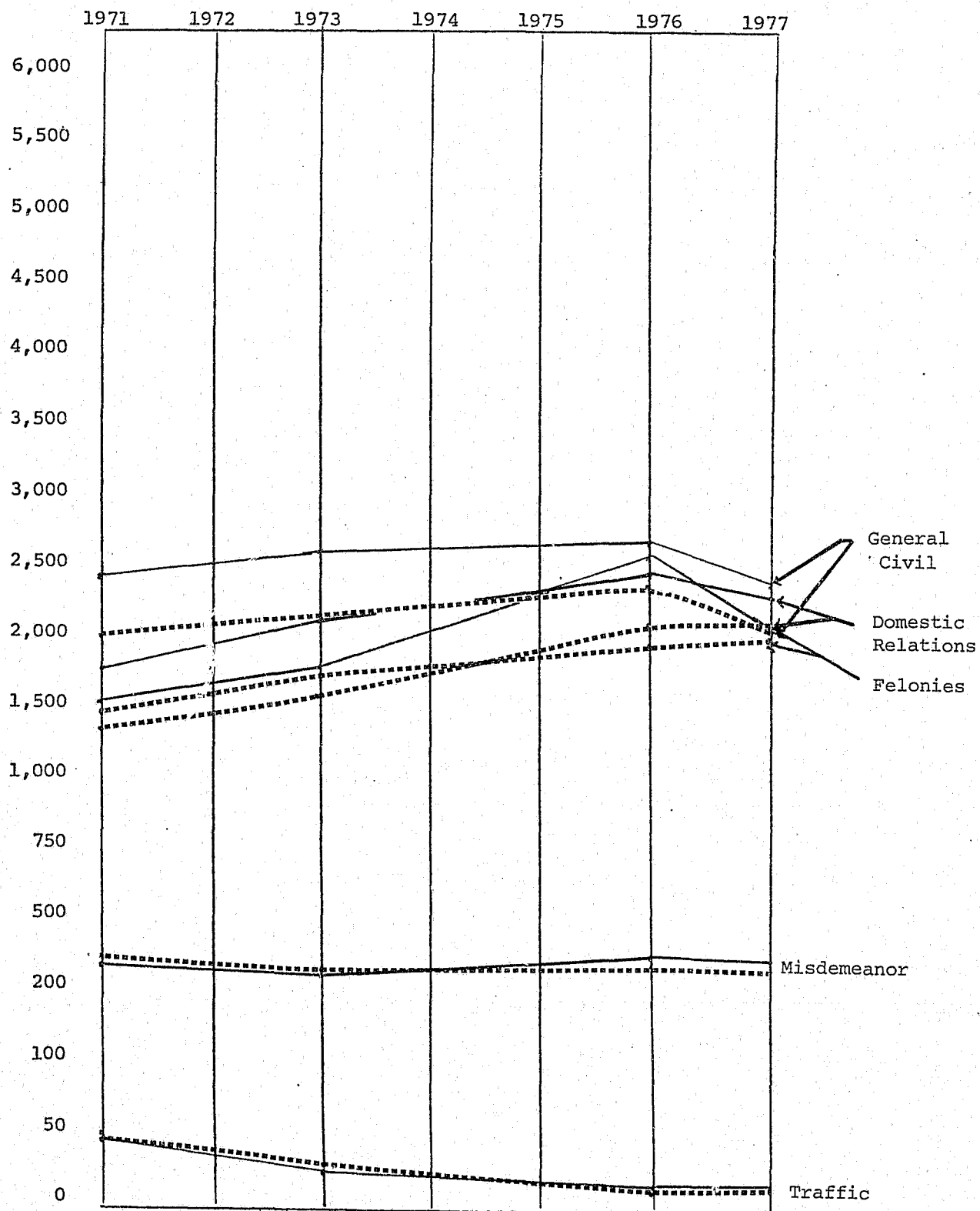
## POPULATION FIGURES

1970 360,602

1976 434,200

District 9 is composed of 5 circuits and 17 counties.

DISTRICT 10  
WEIGHTED CASELOAD





# MANPOWER ALLOCATIONS

## District 10

YEAR	SUPERIOR COURT JUDGES	PROSECUTORS	STATE COURTS	STATE COURT JUDGES	PROBATE COURTS TRAFFIC	SMALL CLAIMS COURTS	OTHER TRIAL COURTS	INDEPENDENT JUVENILE COURTS
1971	7	7	5	5	15	4	2	2
1972								
1973	9	9	5	5	16	7	1	2
1974								
1975								
1976	10	12	5	6	16	10	1	2
1977								

107

## POPULATION FIGURES

1970 480,284

1976 508,400

In 1971, the area comprising District 10 consisted of 5 circuits and 20 counties. In 1973 and 1976, it consisted of 6 circuits and 21 counties.

LEAA FUNDING FOR DISTRICTS 1971 - JUNE, 1976

DISTRICT	ASSISTANT DISTRICT ATTORNEYS	DISTRICT ATTORNEY INVESTIGATORS	SUPERIOR COURT LAW CLERKS	COURT ADMINISTRATORS (CIRCUITS)	ASSISTANT COURT REPORTERS	PUBLIC DEFENSE	OTHER	TOTAL
1	\$110,000	\$ 66,000	\$ 73,800	\$ 20,000	\$ 2,600	\$372,000	\$ -0-	\$ 644,400
2	64,000	93,000	14,000	-0-	15,600	-0-	32,600 <sup>1</sup>	219,200
3	95,000	36,000	23,000	-0-	17,000	134,000	20,000 <sup>1</sup>	325,000
4	25,000	74,000	-0-	-0-	-0-	-0-	197,000 <sup>1&amp;2</sup>	296,000
5	92,000	36,500	-0-	-0-	-0-	81,000	111,000 <sup>1&amp;3</sup>	320,500
6	52,500	38,000	-0-	25,400	-0-	-0-	24,100 <sup>1</sup>	140,000
7	59,000	125,000	86,600	19,100	42,000	-0-	198,300 <sup>3</sup>	529,700
8	80,000	19,000	20,000	-0-	11,000	-0-	-0-	130,000
9	82,600	123,600	74,900	16,200	18,600	88,400	24,800 <sup>3</sup>	429,100
10	146,600	86,600	29,500	22,600	-0-	53,400	17,100 <sup>1</sup>	355,800
TOTALS	\$806,700	\$697,700	\$321,800	\$103,300	\$106,800	\$728,800	\$624,600	\$3,389,700

1. Police - Courts Liaison Officers
2. Magistrates Court
3. Pretrial Release



APPENDIX "D"

JUDICIAL ADMINISTRATIVE DISTRICTS:  
LEGISLATION AND MAP



Section 3. All laws and parts of laws in conflict with this Act are hereby repealed.

Approved March 24, 1976.

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JUDICIAL ADMINISTRATION ACT OF 1976.

No. 1130 (House Bill No. 1318).

An Act to create Judicial Administration Districts and the boundaries thereof; to provide for a short title; to provide for Judicial Administration District Councils, their composition, presiding officers, meetings and establishing of rules; to provide for the election of Administrative Judges, their term, removal, duties, authority, and compensation; to provide for Administrative Assistants, their qualifications, duties, compensation, and classification; to provide for severability; to provide an effective date; to repeal conflicting laws; and for other purposes.

Be it enacted by the General Assembly of Georgia:

Section 1. Short Title. This Act shall be known and may be cited as "The Judicial Administration Act of 1976".

Section 2. Judicial Administration Districts; Creation. Ten (10) Judicial Administration Districts of more or less equal population in each District are hereby created within the State. The boundaries of the ten Judicial Administration Districts, to the extent possible, shall follow the present boundaries of the ten (10) U. S. Congressional Districts, except that each existing judicial circuit shall remain intact and shall not be placed in more than one Judicial Administration District. The Governor, after conferring with the Superior Court Judges, shall establish by July 1, 1976, the original boundaries of each Judicial Administration District pursuant to the provisions of this section. The ten (10) Administrative Judges provided for in this Act may provide for any necessary changes in the boundaries in such Districts not inconsistent with the provisions of this Section.

Section 3. Judicial Administration District Councils. A District Council for each Judicial Administration District is hereby created, composed of all judges of the superior courts within the District. The superior court judge in each District having seniority in number of years as a superior court judge shall serve as presiding officer of the District Council. Each District Council shall meet at least once a year and as often as required to discuss administrative problems peculiar to the District and otherwise to perform its duties. Each District Council shall establish rules, by majority vote, which shall cover the right to call additional meetings and procedures for handling the administrative work of the Council;

Section 4. District Administrative Judge. The judges of each District Council shall elect a superior court judge or a judge emeritus of the superior court to serve for a two-year term as an "Administrative Judge" within the district. The District Administrative Judge shall serve until his successor is elected and qualified; provided, however, that the District Administrative Judge may be removed at any time by a two-thirds vote of all judges comprising the District Council. The duties of Administrative Judge shall be additional duties which shall not be construed to diminish his other responsibilities.

Section 5. Administrative Assistant. Each District Administrative Judge is hereby authorized to hire a full-time assistant adequately trained in the duties of court administration. The assistant shall assist in the duties of the District Administrative Judge, provide general court administrative services to the District Council, and otherwise perform such duties as may be assigned to him by the District Administrative Judge. Each assistant shall be an employee of the Judicial Branch of State Government and shall be in the unclassified service of the State Merit System of Personnel Administration. The assistant shall be compensated in an amount and manner to be determined by uniform rules adopted by the ten (10) Administrative Judges. Each assistant shall be compensated out of funds made available for such purposes within the Judicial Branch of Government.

Additional funds shall be made available for needed clerical and other office operating costs of the assistant.

Section 6. Duties and Authority of District Administrative Judge. The duties and authority of each District Administrative Judge shall be as follows:

(a) To request, collect and receive information from the courts of record within his District pursuant to uniform rules promulgated by the ten (10) Administrative Judges;

(b) To authorize and assign any superior court judge within the District to sit on any type of case or handle other administrative or judicial matters within the District, provided, however that the assignment shall be made with the consent of the assigned judge and with the consent of the majority of the judges of the circuit to which the assignment is made; that the assignment shall be made subject to rules promulgated by the District Council by a majority vote of the superior court judges within the District.

Section 7. Severability. In the event any section, subsection, sentence, clause or phrase of this Act shall be declared or adjudged invalid or unconstitutional, such adjudication shall in no manner affect the other sections, subsections, sentences, clauses, or phrases of this Act, which shall remain of full force and effect, as if the section, subsection, sentence, clause or phrase so declared or adjudged invalid or unconstitutional were not originally a part hereof. The General Assembly hereby declares that it would have passed the remaining parts of this Act if it had known that such part or parts hereof would be declared or adjudged invalid or unconstitutional.

Section 8. Effective Date. This Act shall become effective July 1, 1976.

Section 9. Repealer. All laws and parts of laws in conflict with this Act are hereby repealed.

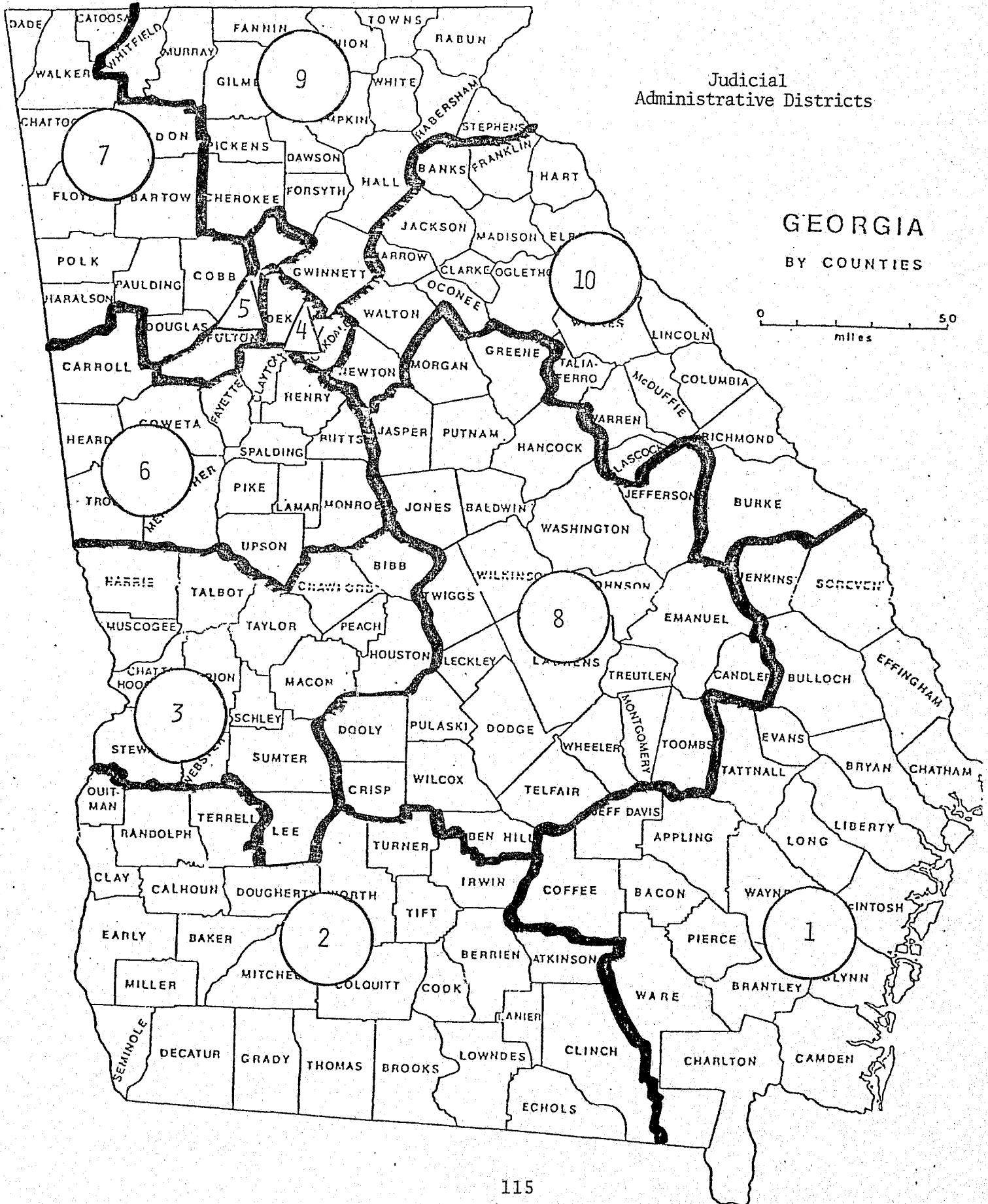
Approved March 25, 1976.



Judicial  
Administrative Districts

GEORGIA  
BY COUNTIES

0 50  
miles





APPENDIX "E"

AOC's FINAL PROGRESS REPORT  
ON 1976-77 DISTRICT  
ADMINISTRATION GRANT



INTERIM OR  
FINAL EVALUATION REPORT

JUL 21 1977

76A-08-002  
Grant Number

\$ 181,594.00  
Amount of award (federal

Name of your APDC  
*Robert L. Doss*  
Signature of Project Director

7-19-77  
Date

Judicial Council of Georgia  
Subgrantee (State, County or  
Local Unit receiving award)

District Court Administration  
Project Title (as stated on  
Page 1 of grant application)

Is this a continuation of a  
previous grant? Yes \_\_\_ No X

(404) 656-5171  
Director's Phone Number

Reviewed by: (Signature of APDC Planner)

Please attach an evaluation of your project using the data and comparisons described in the Evaluation Section of your grant application. This evaluation should provide statements as to the following:

1. whether the project has resolved or reduced the problem for which it was intended;
2. to what extent goals have been met;
3. documentation\* in the form of statistics, tables, lists of completed papers, etc.;
4. any changes you would make in the project if you were starting again;
5. any other factors (other projects, significant events) that might have contributed to meeting or not meeting goals;
6. whether project will be continued
  - a. by what level of government (state, county or local)
  - b. at what level of operations and funding
  - c. criteria used in deciding continuation e.g. an evaluation report presented to County Commissioner

\* Projects using a predesigned evaluation component should attach this completed chart which will serve as documentation of the project's progress.

I. The basic thrust of grant 76A-08-002 was the installation of the new administrative structure upon the judicial system of Georgia and to begin administering that system with improved management techniques and to those ends the grant has resolved problems stated in the objectives for the program. The structure in question, the 10 Judicial Administrative Districts, has been created and District Court Administrators have been hired in 8 of those areas. The remaining two districts are presently in the process of appointing administrators. In each Administrative District the administrators have begun to institute programs and projects designed to improve the management of the courts in their area. Under the guidance of their administrative judges steps have been taken to improve reporting systems, to institute better financial management techniques, to assist in the assignment of judges within the districts, to improve jury management, and to gather statistics designed to assist in the evaluation of workloads and system bottlenecks.

Although methods and techniques have varied in some respects throughout the state's 10 districts, steps have been taken to insure that the new system is favorably accepted by those elements of the judicial system who are most readily affected by the district structure. To that end the administrators have spent a great deal of time improving their relationships with all judges and county clerks within their district. The efforts of the administrators have been extremely successful. After completion of the first year of activity, the District system has become fully entrenched throughout the state and its acceptance has been virtually unanimous.

II. As stated within the evaluation section of the grant, the major goals of the project were:

- 1) The selection and training of 10 district administrators
- 2) Design and implementation of statistical and collection and financial management systems
- 3) Identification of circuits with excessive workloads and poorly functioning courts
- 4) Development of an attitude of support for court administration within the system

In addition efforts should be made in the improvement of jury management, judge assignment and space management.

Each of these goals has been partially or completely accomplished within the first year of operation. As noted in the grant, tangible results for a quantitative evaluation are difficult to obtain, but a number of substantial improvements within the system can be documented. Each directly relates to the goals stated.

Eight of the 10 administrators have been appointed and each has attended two constructive training seminars designed to provide each administrator with a thorough background in the area of court administration. The remaining two administrators are anticipated to be appointed within the next month, thereby accomplishing the stated goal.

Each administrator is actively involved in the implementation of a case counting effort within their districts. The statistics which are currently being collected deal with the amount and types of cases occurring within each circuit. The length of time for each case and the caseloads involved. The statistics are anticipated to provide a wealth of information necessary for the administrators to accurately understand the nature of all courts within his districts. They provide the base information by which initial efforts in court administration can be accurately evaluated.

Improvements in the area of financial management systems have begun in a number of districts. In particular, budget preparation, financial studies, etc. are a major activity for the administrator in District 8. His efforts have been duplicated by other administrators. Each administrator is in the process of attempting to play a more active role in the development of county budgets for the courts within their district.

As previously noted, one of the primary aims of the District Administrators is the development of an attitude of acceptance and support for the new system. It is in this area that the administrators have been extremely successful. The difficulty of instituting a new judicial structure on a basically rural and locally independent state cannot be emphasized enough. The administrators have diligently sought to improve relationships in their districts with all affected members of the judicial system. In every case the new administrative system, and the administrators themselves, have been well received. Not only judges and clerks, but other members of the judicial system such as public defenders and district attorneys have solicited aid and assistance from the administrators. Strong relationships with each area of the system have been developed and support for the district concept is growing.

Although programs vary within each district, efforts in the area of jury management, space management, and improved record systems have been extensive. Specifically administrators have been active in soliciting and installing model docket books for state, superior, probate and juvenile courts within their districts. Docket books have been installed in counties within all districts and efforts continue to increase the number in use. It is the responsibility of the administrators to insure that adequate use is made of the new recording system and that improved statistics are generated from them.

Major space planning studies have begun or are completed in Richmond, Bibb, Cobb, Fulton, Grady and Forsyth counties. In addition technical assistance from the AOC has been provided to some 30 counties throughout the state. The district court administrators are actively involved with the AOC staff consultant in the provision of aid and assistance to those counties in question. In addition smaller, less sophisticated studies concerning the proper allocation of space have been completed by a number of administrators. It is hoped that the efforts may become a permanent responsibility for the administrators in the areas in question.

Although not a specific goal of the grant, administrators have become actively involved in the grant process within their districts. The responsibilities have included the pursuit of available funds for the judicial system within their district, the soliciting of requests for programs and projects and the actual writing of grants in many cases. In the future administrators are anticipated to take a more active role in the planning efforts in the judicial area on the local level. It is anticipated that they will be relied on extensively by the Judicial Planning Committee to institute judicial planning efforts within their districts.

### III. Documentation included in narrative.

IV. Given the opportunity to begin again, additional care would be taken to insure that administrative judges were more closely coordinated in their efforts to insure a uniform approach to court administration throughout the state. Presently each judge operates their district as an entity. More should have been done initially to insure uniform procedures and goals and the development of more coordinated activities.

V. As was anticipated the most difficult hurdle to overcome has been the acceptance of management principles and techniques in the area of court administration by the local court systems. New concepts are often feared and approached with extreme caution. As a result, improvements in the areas of caseload management, improved recordkeeping and financial management have been slow. Judges are reluctant in many cases to pursue these areas. Clerks are apprehensive about the role of the administrator and his new responsibilities. In each case great care has been taken to build relationships which are essential to the operation of the new district system. As a result efforts in each of these major areas of court administration have been slow. This however, was anticipated and progress for the administrators has been more than anticipated in many respects. While improvements in certain areas have not increased dramatically, slow progress has insured that solid working relationships have been developed upon which future changes can be made.

In two districts the problem of the geographic size of the area to be covered still remains a hindrance to the facilitation of justice. Although not as unwieldy as the circuit systems, two districts are of such a size that the district administrator must be spread extremely thin in order for him to be in proper contact with his constituents. It is hoped that in time, after mutual relationships have developed, that the efficient functioning of the system will be realized.

VI. As provided for under past legislation, the financing of the district administrator program will be picked up by the state after its second year of federal funding. It is anticipated that the funding will be expanded to provide additional support staff for the operation of the program.

APPENDIX "F"

GRANT ADMINISTRATION PROBLEMS  
AND ICM TRAINING  
SEMINAR MATERIALS



### Grant Administration Problems

In examining the district administration grant and the manner in which it was managed, the evaluation staff has identified three problems: the training seminar (see pp. 22-23), the purchase of a video tape unit for the AOC, and hiring on the grant part-time personnel to assist the district administrators in collecting caseload statistics for the annual additional judgeship study conducted by the Judicial Council/AOC. However, each of these expenditures had to be approved by SCC staff, and each was in fact approved.

The Evaluation Division believes that the expenditures for the training seminar raise questions about grant administration that should have been considered by the subgrantee. Having discussed the seminar with some of the district administrators and having reviewed the documents bearing upon this exercise (Appendix F, p. 123), questions to occur included: Is a five day training seminar with a maximum of 37.25 hours of scheduled instruction worth \$10,000 (the seminar was attended by eight district administrators and eight court administrators employed by circuits or counties); how much relevant orientation training can a Denver, Colorado based institution provide on Georgia's court system; and do persons with the academic training required for employment as district administrators need this kind of training?

Regarding the video tape equipment purchase--on June 24, 1977, the SCC received from the subgrantee a grant adjustment request that included a proposal to spend \$3,071 to purchase an audio visual unit and \$371 to purchase for the unit cords, cables, and blank video tapes. In requesting approval of this expenditure, the subgrantee wrote:

One of the objectives of this project is to attempt to establish a comprehensive system of court administration and management. Orientation and education of the district court administrators and district administrative judges plays a major role in reaching this objective. Through funding from this grant, a one week seminar was conducted in Atlanta by ICM, recognized experts in the field of court administration, for the purpose of providing a comprehensive educational exposure to the discipline of court administration. This

entire week-long seminar was taped on video tape so that other personnel could receive the same exposure. The equipment used to tape this seminar was borrowed from another state agency. Not only is a video tape unit needed in order to make this information available, but also, other orientation and educational tapes could be made and professionally made tapes could be presented. The estimated cost of a video tape unit is \$3,071.

Several factors indicate that this expenditure was unnecessary. First, aside from the fact that court administrators are supposed to be qualified by education and experience for the positions they hold, the original grant concept was for the subgrantee merely to act as a grant administration and project coordination agency; second, the AOC had no responsibility to train the administrators, and the original grant application in fact contemplated that all training would be procured through consultants; and third, under the Judicial Administration Act, AOC has no continuing responsibility in this area. Equally or perhaps more important, at the time of this evaluation there was no indication that the equipment had been used for the purpose of administrator training, with the possible exception of one administrator who had not attended the original seminar but who had viewed the tapes.

The evaluation staff also believes that using the administrative district grant to hire part-time personnel to collect court statistics for the 1977 additional judgeship survey constituted a significant deviation from the grant's purpose and was an expenditure that had not been contemplated when funds were provided for this project. Nonetheless, on June 24, 1977, the SCC received from the AOC a grant adjustment request proposing to hire part-time personnel for the survey. The request stated:

The item of part-time personnel has been added in this adjustment. Each year the Judicial Council and the AOC provide the Georgia State Legislature with empirical data and recommendations for the establishment of additional judgeships. Additional judgeships are recommended only after careful evaluation of the circuit with regards to caseload, population, and

economic factors. In previous years part-time personnel to conduct this study was funded out of the Court Administration project. However, due to a cut back in funding this year, sufficient funds are not available from that grant. As a result of the funding cut back and the need felt by the district administrative judges for the judgeship study, the district court administrators will be conducting the study this year. In order to have the data compiled and the recommendations prepared prior to the 1978 Legislative session, additional part-time personnel will be needed in each district. This part-time personnel has been budgeted at a total of \$1,140 per district, for 8 districts. For the two districts that do not have administrators, AOC staff will gather the data. The hourly rate for part-time personnel will be \$3.50. Part-time personnel will be employed for the months of July and August to conduct this study, a total of approximately eight weeks.

$\$1,140 \text{ per district} \times 8 \text{ districts} = \$9,120$

This adjustment worked a fundamental change in the objective of the district administration project. Rather than a project designed to carry out administration of the courts from a district perspective, it became a project for the collection of data. While the statistical collection function inheres in the district administration concept, it is subservient to that concept. The purpose of the grant was to fund district administrators, not to provide the financial support needed to carry out the judgeship survey. This adjustment allowed the subgrantee to shift to the administrative districts a function traditionally performed by the AOC. As the grant was conceived, it was never contemplated that the district administrators would be utilized in this manner or that the funds would be used to defray the cost of this activity.

These observations notwithstanding, the SCC's evaluation staff believes that the project has impacted beneficially upon the courts and their operations. As indicated, there have been adjustments in the grant--requested by AOC and approved by SCC staff--that raise questions about the efficiency with which the grant has been administered and the

degree to which the funds have been devoted to district administration. Given the scope of the project these departures from the original grant may have been justified. But there is some question about the wisdom and necessity of certain expenditures.

INSTITUTE FOR COURT MANAGEMENT  
GEORGIA REGIONAL COURT ADMINISTRATORS TRAINING SEMINAR

January 30 - February 4, 1977

Sunday, January 30, 1977

5:00 - 6:15 p.m.  
6:15 - 6:30 p.m.  
6:30 - 8:00 p.m.

OPENING SESSION

- \* Dinner
- \* Registration
- \* Orientation Session

FACULTY: Tom Cameron

Monday, January 31, 1977

8:30 - Noon

MORNING SESSION

- \* The Justice Environment
  - Purpose & Function of Courts
  - Effects of Legal Training & Thinking on Environment

FACULTY: Ernest Friesen

1:15 - 5:00 p.m.

AFTERNOON SESSION

- \* Court Administration
  - Evolution
  - Problems Addressed
  - Patterns of Organization

FACULTY: Ernest Friesen

Tuesday, February 1, 1977

8:30 - Noon

MORNING SESSION

- \* Functions, Responsibilities & Competencies of Court Administrators: Self Diagnosis

FACULTY: Ernest Friesen

Tuesday, February 1, 1977

1:15 - 5:00 p.m.

AFTERNOON SESSION

- \* Achieving a "Poundian" Detachment
  - Causes and Consequences of the Popular Dissatisfaction of the Future Administration of Justice

FACULTY: Geoffrey Gallas

Wednesday, February 2, 1977

8:30 - Noon

MORNING SESSION

- \* The Justice Discipline
  - Judicial Integrity and Due Process of Law

FACULTY: Geoffrey Gallas

1:15 - 5:00 p.m.

AFTERNOON SESSION

- \* Court Organization and Relevant Political Theory
- \* Perspectives on Managerial Styles

FACULTY: Geoffrey Gallas

Thursday, February 3, 1977

8:30 - Noon

MORNING SESSION

- \* Legal Terminology
- \* Injecting New Court Administrators into an Old System
  - The Florida Experience

FACULTY: Harvey E. Solomon  
Tom Cameron

1:15 - 5:00 p.m.

AFTERNOON SESSION

- \* Developing Realistic Activities for Regional Court Administrators
  - Group Exercise

FACULTY: Harvey E. Solomon  
Tom Cameron

Friday, February 4, 1977

8:30 - Noon

MORNING SESSION

- \* Internal Environment  
- Administrative Behavior

FACULTY: Harvey E. Solomon  
Tom Cameron

1:15 - 4:30 p.m.

AFTERNOON SESSION

- \* Additional Group Work on  
Developing Realistic Activities  
for Regional Court Administrators
- \* Group Reports & Discussions

FACULTY: Harvey E. Solomon  
Tom Cameron

7:00 - 8:30 p.m.

EVENING SESSION

- \* Dinner

#### GEOFF GALLAS

. . . is completing a doctoral degree and is on the faculty in the School of Public Administration at the University of Southern California, teaching courses in Public Administration, Organizational Theory, Administrative Behavior and Judicial Administration. Previously, he was the Assistant Executive Director and Educational Consultant at the Institute for Court Management in Denver. At ICM and as a private Consultant, Gallas' clients are courts, State Planning Agencies, universities and related Justice Agencies and sub-systems. He was formerly General Counselor and Instructor of Psychology at Corning Community College in New York and a Consultant to the Boston School System. Gallas obtained a BA degree from Wesleyan University, an ED.M from Harvard University, an MPA from the University of Southern California and is a Fellow of the Institute for Court Management. He has written numerous articles and reports on the substance of Justice Management and the process for transferring knowledge to practitioners.

#### HARVEY E. SOLOMON

. . . has been Executive Director, Institute for Court Management, since September 1974. Prior to his appointment as Executive Director, he served as Director of Court Studies for the Institute, having overall responsibility for the dozens of research projects conducted by ICM during the prior three and one-half years. He is an Adjunct Professor of Law at the University of Denver College of Law, teaching courses in Court Administration. A Fellow of the Institute, Mr. Solomon participated in the Court Management Study for the District of Columbia, 1968-70, and worked for the Federal Judicial Center, also in 1970. He was a trial attorney for the Civil Aeronautics Board, 1961-67, and earlier practiced law in New York City. He received his A.B. from Columbia University, a law degree from Harvard, and has earned a Masters of Law degree from Georgetown University, and a Masters of Public Administration degree from the Kennedy School of Government, Harvard.

THOMAS U. CAMERON

. . . was active in the field of court administration for five years, first as Juvenile Court Administrator for Charlotte County, Florida; from 1972 to 1975 as Trial Court Administrator of the 20th Judicial Circuit, a five-county circuit on the southwest coast of Florida. A Graduate Fellow of the Institute for Court Management (1974), he has a Masters degree in Education and joined the Institute in 1975 as Staff Consultant and Director of Continuing Education. Experience in court administration at the local level includes: administrative organization, developing a management information system, personnel administration, conducting training conferences and seminars, computerization of jury selection systems, research and court studies. He was formerly active on the membership committee and chairman of standards and goals for the National Association of Trial Court Administrators.

Since joining the Institute for Court Management in April of 1975, he has conducted court studies on Judicial Resource Allocation for the Supreme Court of Alabama, an evaluation of the court coordinator program of Dallas, Texas, participated in the comprehensive study of the Judicial System of Mississippi; and currently involved with American Judicature in the National Study of Misdemeanor Courts. In addition to conducting nine continuing and advanced education programs, he recently designed and directed the three week Massachusetts Clerks Training Program and last year conducted the educational portion of the annual conference of the National Association for Court Administration.

ERNEST C. FRIESEN

... is presently Dean of the newly founded Beverly School of Law, Whittier College. From 1970 - 1974 he was the Executive Director of the Institute for Court Management and Professor of Law at the University of Denver. He spent 1975 in England where he studied the English Criminal Justice system on a Fulbright scholarship. Prior to his appointment with the Institute in 1970, he was Director of the Administration Office of the United States Courts, where under the supervision of the Judicial Conference he managed the centralized activities of the Federal Courts, including personnel, finance, budgeting and administrative services. He has been Assistant Attorney General for Administration with the U.S. Department of Justice in charge of attorney selection and training and screening of judicial candidates for recommendation to the President for appointments as Federal Judges. He was the founding Dean of the National College of State Trial Judges, the Staff Director of the Joint Committee for the Effective Administration of Justice, a law school professor at the University of Cincinnati, a trial attorney with U. S. Department of Justice and an associate member of a Wall Street law firm. Mr. Friesen obtained his law degree from Columbia University Law School. Elected to the American Law Institute and the National Academy of Public Administration, he is a member of the order of Coif, the American Bar Association and the American Judicature Society.

PARTICIPANT LIST

GEORGIA REGIONAL COURT ADMINISTRATORS TRAINING SEMINAR

January 30 - February 4, 1977  
Atlanta, Georgia

JACK L. BEAN  
Regional Court Administrator  
District 8  
Laurens County Courthouse  
Dublin, GA 31021  
(912) 272-9687 or 3666

ROGER E. DOUGLAS  
Regional Court Administrator  
District 2  
P. O. Box 912  
Thomasville, GA 31792  
(912) 226-5112

DONALD J. BLOEMER  
Court Administrator  
Box 745  
Athens, GA 30601  
(404) 546-8330 X181

Did Not  
Attend

ALLAN D. HAMILTON  
Court Administrator  
Chatham County Courthouse  
Savannah, GA 31401  
(912) 236-0259

BURTON W. BUTLER  
Regional Court Administrator  
District 9  
P. O. Box 596  
Dalton, GA 30720  
(404) 278-4251

WILLIAM L. HERNDON  
Juvenile Court Administrator  
Clayton County Juvenile Court  
7908 N. McDonough Street  
Jonesboro, GA 30236  
(404) 478-9911

JULIAN CUNNINGHAM  
Juvenile Court Administrator  
Fulton County Juvenile Court  
445 Capitol Avenue, SE  
Atlanta, GA 30312  
(404) 572-2147

THOMAS L. HODGES, III  
Regional Court Administrator  
District 10  
501 Green Street, Suite 318  
Augusta, GA 30902  
(404) 722-0731

MICHAEL S. deVEGTER  
Regional Court Administrator  
District 1  
Realty Building, Suite 101  
24 Drayton Street  
Savannah, GA 31401  
(912) 232-8151

NELSON JARNAGAN  
Court Administrator  
c/o Judge Marion T. Pope, Jr.  
Box 352  
Canton, GA 30114  
(404) 479-2378

Participant List Continued

2

• RONALD OWENS  
Regional Court Administrator  
District 5  
Fulton County Courthouse  
Atlanta, GA 30303  
(404) 572-3116

• PAUL K. WILLIS, JR.  
Court Administrator  
Box 649  
Marietta, GA 30061  
(404) 422-2320 X270

VERNON OWENS  
Juvenile Court Administrator  
3631 Camp Circle  
Decatur, GA 30032  
(404) 294-2777

• DOROTHY PUTNAM  
Court Administrator  
Clayton County Courthouse  
Jonesboro, GA 30236  
(404) 478-9911

• DAVID RATLEY  
Regional Court Administrator  
District 3  
P. O. Box 1036  
165 First Street  
Macon, GA 31202  
(912) 743-2266

JIM T. ROBINSON  
Traffic Court Administrator  
City/County of Atlanta  
104 Trinity Avenue  
Atlanta, GA 30303  
(404) 658-6959

• GERARD P. VERZAAL  
Regional Court Administrator  
District 7  
P. O. Box 128  
Cartersville, GA 30120  
(404) 382-5374

COUNCIL

Judge G. Ernest Tidwell, *Chairman*  
Judge Irwin W. Stolz, Jr., *Vice Chairman*  
Judge Marion T. Pope, Jr., *Sec./Treasurer*  
Judge Francis W. Allen  
Judge Frank S. Cheatham, Jr.  
Harold G. Clarke, Esq.  
Justice Robert H. Hall  
W. Stell Huie, Esq.  
Judge James B. O'Connor  
Judge Paul W. Painter  
Judge William K. Stanley, Jr.

JUDICIAL COUNCIL OF GEORGIA

Administrative Office of the Courts  
SUITE 2000  
55 MARIETTA STREET  
ATLANTA, GEORGIA 30303  
(404)-656-5171



Robert L. Doss, Jr., *Director*

January 17, 1977

Mr. Jim E. Higdon, Administrator  
State Crime Commission  
1430 West Peachtree Street  
Suite 306  
Atlanta, Georgia 30309

Re: 76A-08-002  
Request for Sole Source Approval

Dear Jim:

Please consider this letter an official request for approval to contract with the Institute for Court Management (ICM) of Denver, Colorado on a sole source basis for the training of the new district court administrators. The training would be one week in length and would be conducted by ICM at a location in Atlanta. The amount of the contract will be \$9,973.

Approval for the sole source procurement is requested as ICM is the only recognized institution in the United States offering short-course type training and development of courts' personnel in the area of courts management and administration. The Institute has a proven record of success in this area.

Several alternative methods of delivering this training were explored. One alternative examined would have spread the training over a period of several months by concentrating on a specific area each session. This would have required employment of a consultant with expertise in a different given area each session and would have required the district court administrators to travel to Atlanta several times over the next few months. This alternative would have been more expensive in the final analysis due to the extra travel expense and would have had a major fault in that all of the training would not be available at the front end of the project where it is most needed.

Another alternative would have been to conduct the seminar utilizing available resources in Georgia to instruct the session. While less ex-



Mr. Jim E. Higdon  
January 17, 1977  
Page Two

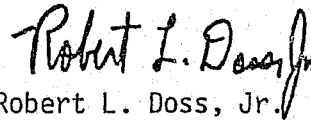
pensive, the major flaw in this approach would be that court administration is a new field in the state, with only one trial court administrator having been employed more than four years and all others having an average of less than one year's experience. The perspective offered by such an approach would provide little to enhance the district court administrators' knowledge.

None of the alternatives explored were considered to be as effective and cost efficient as providing the entire seminar on a one-time, concentrated basis.

As a final point, permission has been granted by ICM for the Administrative Office of the Courts to video tape the entire session for use in training future court administrators in Georgia.

Your assistance in this matter is appreciated.

Sincerely,



Robert L. Doss, Jr.  
Director

RLD:HEH:b1



## CONTRACT FOR SERVICES

THIS AGREEMENT is hereby made between the INSTITUTE FOR COURT MANAGEMENT, hereinafter known as the Contractor, and the ADMINISTRATIVE OFFICE OF THE COURTS (acting under the authority of the Judicial Council of Georgia), hereinafter known as the AOC.

### W I T N E S S E T H:

WHEREAS, the AOC desires to have an educational seminar on the techniques of court administration presented to the District Court Administrators, and

WHEREAS, the AOC desires to engage the Contractor to perform such duties,

THEREFORE, the parties hereto do mutually agree as follows:

#### A. EMPLOYMENT

The AOC agrees to employ the Contractor to perform such services as required under this contract.

#### B. SERVICES

The Contractor agrees to prepare and put on an educational seminar regarding the techniques of court administration for District Court Administrators and such other persons as may be provided for by the AOC. Contractor shall be responsible for all materials and expenses that might be involved in the seminar. Contractor shall be responsible for providing speakers and such other support as may be needed to provide the seminar.

#### C. COMPENSATION AND METHOD OF PAYMENT

The AOC agrees to pay contractor as consideration for providing such services, as are provided for under this contract,

not to exceed the sum of \$9,973. This contract is to be paid for from funds made available through a sub-grant from the State Crime Commission to the AOC under sub-grant number 76A-08-002. Payment will be made in lump sum following completion of all services.

D. TERMINATION OF CONTRACT

1. Termination for convenience - Either party hereto may cancel this contract prior to the delivery of services specified herein provided that fifteen (15) days written notice is provided by the cancelling party. No financial responsibility shall be affixed to either party under this stipulation.
2. Termination for default - The AOC reserves the right to terminate the contract at any time prior to its expiration date, if due to the contractors fault or due to circumstances beyond the Contractor's control, the AOC determines that the services specified herein cannot be delivered. Payment under such conditions shall be prorated for services delivered upon proper documentation and billing by the Contractor.

E. TIME OF PERFORMANCE

This contract shall be effective as of the 29th day of January, 1977, and shall terminate on the 20th day of February, 1977.

F. RIGHT TO MATERIALS

The AOC reserves the right to video tape the seminar materials presented by the Contractor for the purpose of utilizing these tapes for further training of district court administrators and new court administrative personnel. All tapes generated are subject to regulations of the federal grantor agency concerning same.

G. EXAMINATION OF CONTRACTUAL RECORDS

The State Crime Commission, the Law Enforcement Assistance Administration, the Comptroller General of the United States or any of their duly authorized representatives, shall have access to any books, documents, papers, and records pertinent to this contract for the purpose of audit and examination.

#### H. COMPLIANCE WITH ECONOMIC STABILIZATION PROGRAM

The Contractor agrees to comply with applicable rules and regulations of the Cost of Living Council in establishing wages and prices. The Contractor by provision of this contract certifies that amounts paid under this contract do not exceed allowable levels authorized by the Cost of Living Council.

## I. STATE AND FEDERAL REGULATIONS

This contract is subject to all regulations and rules placed on contracts of this type by the Law Enforcement Assistance Administration and the Georgia State Crime Commission. This contract and all rights and obligations thereunder, including matters of construction, validity and performance, shall be covered by the laws of Georgia.

Time is of the essence of this agreement.

IN WITNESS WHEREOF, the parties hereto have executed this agreement on the       day of       , 1977.

ADMINISTRATIVE OFFICE OF THE COURTS

By: Robert L. Doss, Jr., Director

WITNESS:

INSTITUTE FOR COURT MANAGEMENT

By: \_\_\_\_\_

WITNESS:



January 18, 1977

Mr. Charles Rinkevich  
LEAA Regional Administrator  
LEAA Regional Office  
730 Peachtree Street  
Room 985  
Atlanta, Georgia 30308

RE: 76A-08-002

Dear Mr. Rinkevich:

Enclosed please find a proposed sole-source contract submitted by the Administrative Office of the Courts for the subject grant.

A grant adjustment is presently in house which will increase the funds budgeted for this training to \$10,000 which provides for a one-week training seminar instead of several different training programs.

Justification for the sole-source procurement is attached.

If we may be of further assistance please contact us.

Sincerely,

Jim Higdon  
Administrator

JH:SM:pr

Enclosure



UNITED STATES DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
RECEIVED



REGIONAL OFFICE

Suite 985, 730 Peachtree Street, N.E.  
Atlanta, Georgia 30308

177 FEB -4 PM 12:00

TELEPHONE

404/526-5868  
404/526-3414  
404/526-3556

FEB 03 1977

Mr. Jim Higdon, Administrator  
Georgia State Crime Commission  
1430 W. Peachtree St., N.W.  
Suite 306  
Atlanta, Georgia 30309

Dear Jim:

Re: 76A-08-002, Request for Sole Source - Administrative Office  
of the Courts

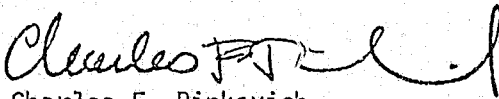
Your request of January 18, 1977, to acquire, on a sole source basis, the services of the Institute of Court Management (ICM) for the purposes of conducting a training seminar has been reviewed by Regional Office (RO) staff. It is my understanding that, for an amount not to exceed \$10,000, ICM will prepare and present to the district court administrators a one-week seminar on court management and administration.

Regional Office review of the proposed contract between the Administrative Office of the Courts (AOC) and ICM noted that standard, required clauses related to 1) Disputes and Appeals, and 2) Patents, Data, and Copyrights are not included. Additionally, AOC staff may wish to include a Key Personnel clause, as appropriate.

To avoid a delay in project implementation, I am conditionally approving the proposed sole source contract contingent upon the inclusion of the two referenced required clauses. A copy of the executed contract, including those two clauses, should be forwarded to the Regional Office following contract award.

If you have any questions concerning this matter, please contact your State Representative, Ms. Armentrout.

Sincerely,

  
Charles F. Rinkevich  
Regional Administrator





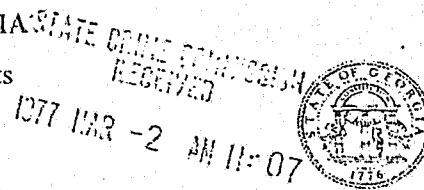
COUNCIL

Judge G. Ernest Tidwell, *Chairman*  
Judge Irvin W. Stolz, Jr., *Vice Chairman*  
Judge Marion T. Pope, Jr., *Sec./Treasurer*  
Judge Francis W. Allen  
Judge Frank S. Cheatham, Jr.  
Harold G. Clarke, Esq.  
Justice Robert H. Hall  
W. Stell Huie, Esq.  
Judge James B. O'Connor  
Judge Paul W. Painter  
Judge William K. Stanley, Jr.

JUDICIAL COUNCIL OF GEORGIA

Administrative Office of the Courts  
SUITE 2000  
55 MARIETTA STREET  
ATLANTA, GEORGIA 30303

March 1, 1977



Robert L. Doss, Jr., *Director*

Mr. Jim Higdon  
State Crime Commission  
1430 West Peachtree  
Suite 306  
Atlanta, Georgia 30309

Re: #76 A-08-002  
ICM Contract

Dear Jim:

Attached is a copy, for your files, of the executed contract between the Administrative Office of the Courts and the Institute of Court Management for a training seminar conducted January 30 - February 4, 1977. Should there be any further questions concerning this contract, please contact Carol Harvill of this office.

Sincerely,

A handwritten signature in dark ink that reads "Robert L. Doss, Jr." in a cursive style.

Robert L. Doss, Jr.  
Director

RLD:nkb

Attachment



CONTRACT FOR SERVICES

STATE COURT COMMISSION  
RECEIVED

177 MAR -2 AM 11: 07

THIS AGREEMENT is hereby made between the INSTITUTE FOR COURT MANAGEMENT, hereinafter known as the Contractor, and the ADMINISTRATIVE OFFICE OF THE COURTS (acting under the authority of the Judicial Council of Georgia), hereinafter known as the AOC.

W I T N E S S E T H:

WHEREAS, the AOC desires to have an educational seminar on the techniques of court administration presented to the District Court Administrators, and

WHEREAS, the AOC desires to engage the Contractor to perform such duties,

THEREFORE, the parties hereto do mutually agree as follows:

A. EMPLOYMENT

The AOC agrees to employ the Contractor to perform such services as required under this contract.

B. SERVICES

The Contractor agrees to prepare and put on an educational seminar regarding the techniques of court administration for District Court Administrators and such other persons as may be provided for by the AOC. Contractor shall be responsible for all materials and expenses that might be involved in the seminar. Contractor shall be responsible for providing speakers and such other support as may be needed to provide the seminar.

C. COMPENSATION AND METHOD OF PAYMENT

The AOC agrees to pay contractor as consideration for providing such services, as are provided for under this contract.

not to exceed the sum of \$9,973. This contract is to be paid for from funds made available through a sub-grant from the State Crime Commission to the AOC under sub-grant number 76A-08-002. Payment will be made in lump sum following completion of all services.

D. TERMINATION OF CONTRACT

1. Termination for convenience - Either party hereto may cancel this contract prior to the delivery of services specified herein provided that fifteen (15) days written notice is provided by the cancelling party. No financial responsibility shall be affixed to either party under this stipulation.
2. Termination for default - The AOC reserves the right to terminate the contract at any time prior to its expiration date, if due to the Contractors fault or due to circumstances beyond the Contractor's control, the AOC determines that the services specified herein cannot be delivered. Payment under such conditions shall be prorated for services delivered upon proper documentation and billing by the Contractor.

E. TIME OF PERFORMANCE

This contract shall be effective as of the 29th day of January, 1977, and shall terminate on the 20th day of February, 1977.

F. RIGHT TO MATERIALS

1. The AOC reserves the right to video tape the seminar materials presented by the Contractor for the purpose of utilizing these tapes for further training of district court administrators and new court administrative personnel. All tapes and any other materials generated are subject to regulations of the federal grantor agency and the grantee concerning same.

2. In addition, the State Crime Commission, the LEAA, and AOC reserve a royalty-free, non-exclusive, and irrevocable license to produce, publish, translate, or otherwise use and to authorize others to publish any books, manuals, films, or other copyrightable material produced in conjunction with the Contract.
3. All published material and written reports produced in conjunction with this Contract must acknowledge that publication was supported in part by a sub-grant from the Georgia State Crime under a grant of the Law Enforcement Assistance Administration, U.S. Department of Justice.

G. EXAMINATION OF CONTRACTUAL RECORDS

The State Crime Commission, the Law Enforcement Assistance Administration, the Comptroller General of the United States or any of their duly authorized representatives, shall have access to any books, documents, papers, and records pertinent to this contract for the purpose of audit and examination.

H. COMPLIANCE WITH ECONOMIC STABILIZATION PROGRAM

The Contractor agrees to comply with applicable rules and regulations of the Cost of Living Council in establishing wages and prices. The Contractor by provision of this contract certifies that amounts paid under this contract do not exceed allowable levels authorized by the Cost of Living Council.

I. STATE AND FEDERAL REGULATIONS

This contract is subject to all regulations and rules placed on contracts of this type by the Law Enforcement Assistance Administration and the Georgia State Crime Commission. This contract and all rights and obligations thereunder, including matters of construction, validity and performance, shall be covered by the laws of Georgia.

J. DISPUTES, APPEALS AND REMEDIES

Except as otherwise provided in this Contract, any dispute

concerning a question of fact arising under this contract which is not disposed of by agreement shall be decided in the following manner. The contracting parties shall reduce to writing their opposing arguments and submit them to the State Crime Commission. They shall also provide a copy of their argument to the other contracting party. The State Crime Commission shall set a time for hearing within 30 days of the receipt of the initial argument, at which time an administrator appointed by the State Crime Commission shall decide the issue. The decision of the administrator shall be final and conclusive unless determined by a court of competent jurisdiction to have been fraudulent, or capricious, or arbitrary, or so grossly erroneous as necessarily to imply bad faith, or not supported by substantial evidence. Pending final decision of a dispute hereunder, the Contractor shall proceed diligently with the performance of the Contract and in accordance with the terms of the Contract.

The administrator may consider questions of law in reaching his decision, however, this decision on the question of law by the administrator is not final.

Time is of the essence of this agreement.

IN WITNESS WHEREOF, the parties hereto have executed this agreement on the 24<sup>th</sup> day of February, 1977.

ADMINISTRATIVE OFFICE OF THE COURTS

By: Robert L. Doss, Jr.  
Robert L. Doss, Jr., Director

WITNESS:

Harold E. Watmaker

INSTITUTE FOR COURT MANAGEMENT

By: Henry J. [Signature]

WITNESS:

Wanda L. [Signature]



**END**