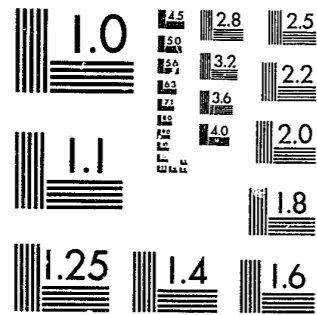


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1980

WASHINGTON STATE COURT FINANCE STUDY



PREPARED BY

THE OFFICE OF THE ADMINISTRATOR FOR THE COURTS

TEMPLE OF JUSTICE

OLYMPIA, WA 98504

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FINANCING
of the
WASHINGTON STATE JUDICIAL SYSTEM

December 1980

Prepared By

David A. Padget, Project Director
Washington State Court Finance Study

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The Washington State Office
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Howard S. Primer, Administrator

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The report is the work of many people whose contributions are gratefully acknowledged: Vicki Gayle of the Association of Counties who conducted the field visits and developed the survey instrument; Mr. Robert Tobin of the National Center who provided much needed consultation and advise; Mr. Robert V. Graham, State Auditor, and his staff for making their records available to the project and cooperating in providing technical assistance; Mr. Kelley Ballard and Mr. Dave Ponzoha of the Office of the Administrator for the Courts who handled data processing for the project and provided technical research assistance and helped with data analysis.

Grateful appreciation is also extended to all of the state's county clerks, county auditors, county treasurers, city treasurers and clerks, judges, court administrative personnel, juvenile probation and detention personnel without whose cooperation and assistance this project could not have been accomplished.

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INTRODUCTION/FORWARD

The Office of the Administrator of the Courts of the Washington State Supreme Court is statutorily responsible for collecting and reporting statistical and financial information regarding the state's court system. (RCW 2.56.030). Among those requesting information from the Court Administrator are the Supreme Court, the State Legislature, governmental agencies, both state and local, and organizations and associations such as the Washington State Association of Counties and the State Magistrates Association.

In recent years, there has been increasing concern among these groups and others about the need to improve the state's court system so as to make it more effective, more administratively efficient and more equitable. When concerns of this nature arise, one of the issues that usually surfaces is the court financing issue. In order to address the many questions related to court financial management, it is helpful to have some knowledge about the magnitude of revenues and expenses related to the courts and court-connected offices and a general understanding of the manner in which the revenues and expenditures are handled. The purpose of the study that formed the basis for this report was to provide this needed background information.

This report was prepared by the Finance Study project of the Washington State Office of the Administrator for the Courts;

based upon data collected in the period of February, 1980 to July 1980 by the Washington State Association of Counties. The study was designed to address five major aspects of the financing of the Washington State court system:

- (1) The organizational and functional nature of the Washington court system and the types of costs appropriately attributable to it.
- (2) The cost of operation of the Washington court system and a demonstration of which governments bear the cost.
- (3) The revenues produced by the Washington courts and how they are distributed among various governments.
- (4) The financial management systems and structures affecting court finances in Washington.
- (5) The major strengths and weaknesses of court finance in the State of Washington, general findings and recommendations.

The report is organized into five chapters corresponding to the above list of topics.

The data in the report were obtained from mailed questionnaires and follow-up field visits and telephone interviews to each of the state's thirty-nine counties for data pertaining to the superior and district courts. The data pertaining to municipal courts were obtained in similar fashion with fifty-nine responses from the state's municipal courts. All traffic violations bureaus in the state were also contacted. (See Table 1 for an Inventory of Respondents). The data so collected were then

compared with the records of the State Auditor to further verify overall completeness. Because of the large number of courts and the unique differences in financial record keeping between the courts in the various counties of the state, it has been difficult to be as detailed about some aspects of court finances as would have been ideal. Nevertheless, this report should be a useful addition to the growing body of knowledge about Washington's courts.

Respondent Inventory

Table 1

This table indicates which courts by county responded to the finance study survey instrument or provided survey data. It includes:

- I. Thirty-eight Superior Courts - All thirty-nine counties were asked to provide data for their respective county although there are only twenty-eight superior court districts which overlap some county boundaries. All counties responded with the exception of Columbia County which is quite small with total expenditures reported to the State Auditor in 1979 of only \$24,171.00 and a total 1979 caseload of 181 cases filed. This represents responses to the survey from courts that handle 99.96 percent of the superior court caseload in the state.
- II. Fifty-four District Court Responses - Seventy of the state's 75 district courts were included in this response since sixteen courts were combined with other district courts in their respective counties. The total caseload of the five unreported district courts was 2,896 in 1979. This exclusion represents 0.5 percent of the total district court business of 576,027 cases, filed in 1979. Therefore, data from the courts that represent 99.5 percent of the state's district court caseload is represented in the survey.
- III. Fifty-nine Municipal Courts - It must be noted that the fifty-nine municipal courts responding on the survey of the one hundred seventy-five municipal courts in the state represent 85.1 percent of the municipal court business handled in municipal courts based upon caseload (230,447 cases). If the municipal court business of these fifty-nine courts which was handled under contract with counties' district courts is included, the survey response covers 91.2 percent of the municipal court business based upon caseload (filings). These fifty-nine courts include 100 percent of the municipal court cases handled under contract with district courts in 1979 (188,282 cases). The total cases reported by the fifty-nine courts in 1979 was 418,729 of the 459,417 total reported by all municipal courts.
- IV. Seventeen Traffic Violations Bureaus - This represents all of the business handled by traffic violations bureaus statewide.

Respondent Inventory

Table 1 (Continued)

<u>County</u>	<u>Superior Court</u>	<u>District Court</u>
1 - Adams	X	2 of 2 responding
2 - Asotin	X	1 of 1 responding
3 - Benton	X	2 of 2 responding - (2 combined as 1)
4 - Chelan	X	1 of 1 responding
5 - Clallam	X	* 1 of 2 responding
6 - Clark	X	1 of 1 responding
7 - Columbia	No Response	* 1 Justice Court-No Response
8 - Cowlitz	X	1 of 1 responding
9 - Douglas	X	1 of 1 responding
10 - Ferry	X	* 1 of 2 responding
11 - Franklin	X	1 of 1 responding
12 - Garfield	X	1 of 1 responding
13 - Grant	X	1 of 1 responding
14 - Grays Harbor	X	3 of 3 responding - (3 combined as 2)
15 - Island	X	1 of 1 responding
16 - Jefferson	X	3 of 3 responding - (3 combined as 1)
17 - King	X	12 of 12 responding - (12 combined as 1)
18 - Kitsap	X	* 2 of 3 responding

Table 1 (Continued)

<u>County</u>	<u>Superior Court</u>	<u>District Court</u>
19 - Kittitas	X	2 of 2 responding
20 - Klickitat	X	2 of 2 responding
21 - Lewis	X	1 of 1 responding
22 - Lincoln	X	1 of 1 responding
23 - Mason	X	1 of 1 responding
24 - Okanagon	X	1 of 1 responding
25 - Pacific	X	2 of 2 responding
26 - Pend Oreille	X	2 of 2 responding - (2 combined as 1)
27 - Pierce	X	4 of 4 responding
28 - San Juan	X	1 of 1 responding
29 - Skagit	X	3 of 3 responding
30 - Skamania	X	1 of 1 responding
31 - Snohomish	X	4 of 4 responding
32 - Spokane	X	1 of 1 responding
33 - Stevens	X	1 of 1 responding
34 - Thurston	X	1 of 1 responding
35 - Wahkiakum	X	1 of 1 responding
36 - Walla Walla	X	* 1 of 2 responding
37 - Whatcom	X	1 of 1 responding

Table 1 (Continued)

<u>County</u>	<u>Superior Court</u>	<u>District Court</u>
38 - Whitman	X	1 of 1 responding
39 - Yakima	X	<u>3 of 3 responding</u>
- TOTAL	38 of 39 Responding 1 Superior Court with No Response	70 of 75 responding <u><16></u> Courts with combined Responses 54 Net Response Count

(*) Counties with no response for one district court - Five no response of the seventy-five district courts in the state.

Inventory of Municipal Court Respondents

Table 2

<u>Municipality</u>		
1 - South Prairie	23 - Granger	45 - Puyallup
2 - Marysville	24 - Dupont	46 - Electric City
3 - Anacortes	25 - Burlington	47 - Pasco
4 - Connell	26 - Steilacoom	48 - Prosser
5 - Enumclaw	27 - Elma	49 - Ellensburg
6 - Coupeville	28 - Palousi	50 - Bellingham
7 - Pomeroy	29 - Edmonds	51 - Sumas
8 - Gig Harbor	30 - Long Beach	52 - Quincy
9 - Shelton	31 - Yelm	53 - Entiat
10 - Wapato	32 - Tukwila	54 - Seattle
11 - Winslow	33 - Cle Elum	55 - Tenino
12 - Cosmopolis	34 - Battle Ground	56 - Bridgeport
13 - Chehalis	35 - Moxee	57 - Selah
14 - Ilwaco	36 - North Bonneville	58 - Tacoma
15 - Fife	37 - Waitsburg	59 - Olympia
16 - Orting	38 - Raymond	
17 - Mount Vernon	39 - Langley	
18 - Black Diamond	40 - College Place	
19 - Cathlamet	41 - Renton	
20 - Coulee City	42 - Oakesdale	
21 - East Wenatchee	43 - Poulsbo	
22 - Friday Harbor	44 - Tumwater	

Inventory of Traffic Violations Bureau Respondents

Table 3

<u>Traffic Violations Bureau</u>
1 - Lake Stevens
2 - Union Gap
3 - Aukeen
4 - North Bend
5 - Lacey
6 - Longview
7 - Bellevue
8 - Bothell
9 - Montesano
10 - Mountlake Terrace
11 - Issaquah
12 - Lynnwood
13 - Kirkland
14 - Yakima
15 - Port Orchard
16 - Spokane
17 - Auburn

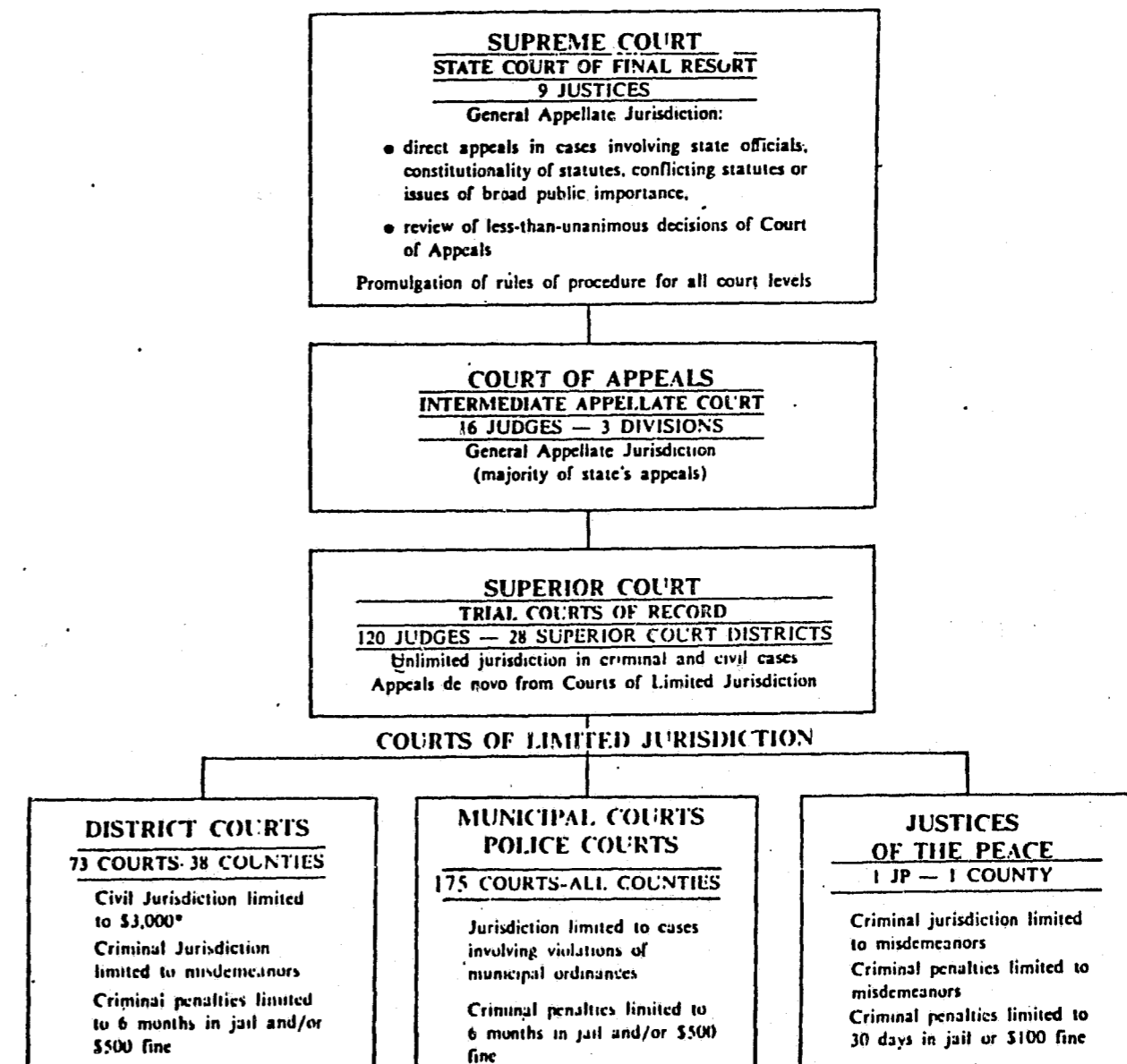
Chapter I

Defining the Organizational and Functional Nature
of the
Washington State Court System

The primary focus in this report is the attempt to answer the often raised question - "What does it cost to operate the Washington State court system?" This question is of frequent concern in Washington since the trial courts of the state are, for the most part, locally financed and operate independently from each other and from state level administrative influence. Therefore, the flow of information about the operating costs of these independent courts does not reach the state level in a form which may be easily combined to show statewide aggregate information. In order to address this question, the term "system" must be defined. The organizational and functional components which comprise the "system" need to be described so that the costs or operating expenses attributable to them may be identified. The administrative structure of the courts of the state makes "cost" identification quite difficult and reduces the accuracy and specificity of the information available. The following overview of the Washington State court system is presented to provide a general base of understanding about this structure. It is intended to serve as a snapshot which establishes the context in which this report was written and which brings the content of the report into focus for the reader.

A. Organizational Overview

THE COURTS OF WASHINGTON



*The civil jurisdiction for district courts has
increased from \$1,000 to \$3,000, effective May
1, 1979

Appellate Courts

Supreme Court

The Supreme Court of the State of Washington has three primary responsibilities: 1) Hearing appeals of final decisions from the state's trial courts; 2) reviewing decisions formulated by the Court of Appeals; and 3) hearing original applications or petitions to the Court.

Nine justices sit on the Supreme Court in Washington. They are elected at large for a six-year term on a non-partisan ballot in even-numbered years.

Additionally, the Supreme Court has administrative responsibility for the operation of the state court system and the monitoring of licensing attorneys.

The position of administrative leadership is vested in the Chief Justice. The Chief Justice position rotates every two years.

Court of Appeals

The Washington State Court of Appeals was created by the Legislature in 1969 to relieve the heavy workload of the Supreme Court.

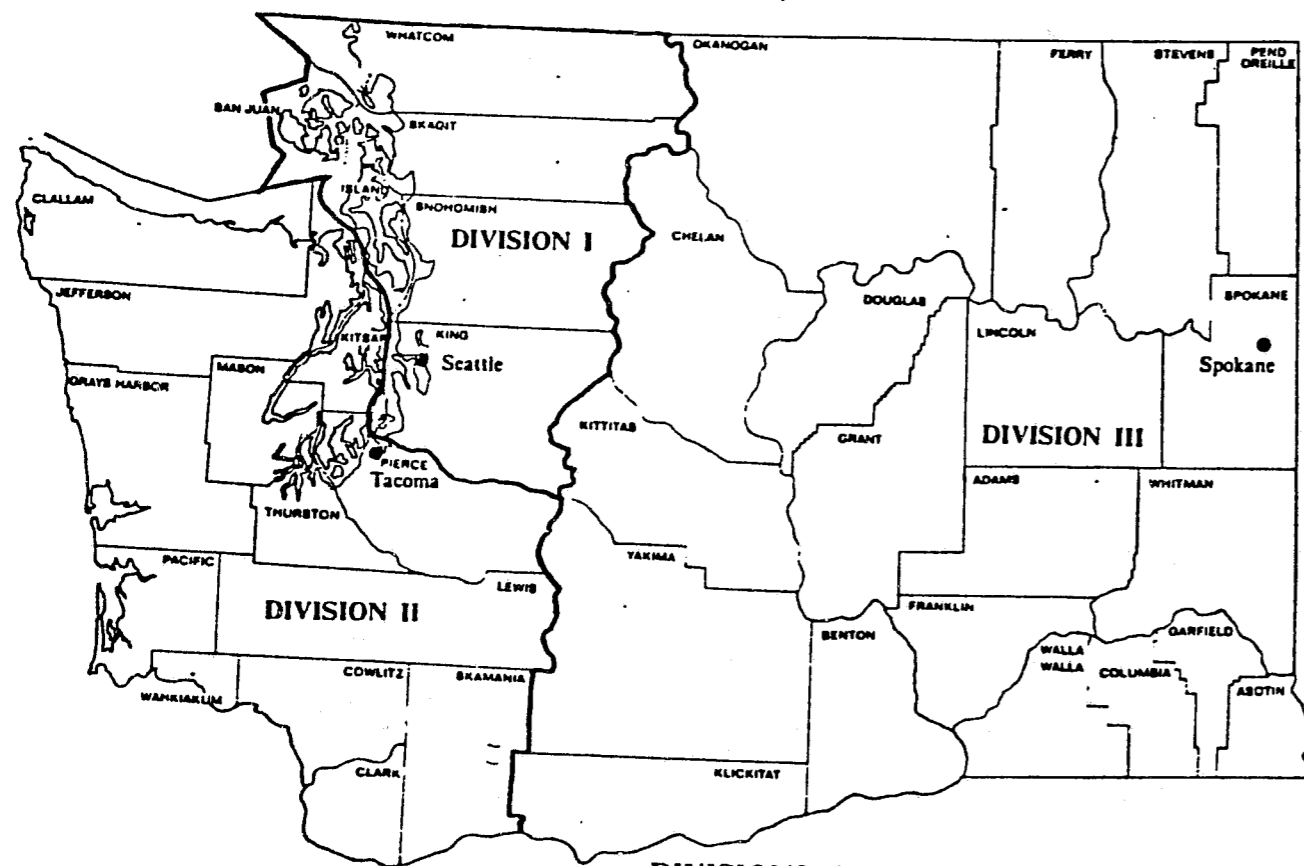
The court has the authority to reverse, remand, modify or affirm a decision originating in a lower court. In the event the decision of the Court of Appeals is contested, the case

may go on to the Supreme Court. A decision in the Court of Appeals is based upon the transcript of the lower court trial and the oral and written arguments presented by both parties. No live testimony is heard during proceedings at this level or at the Supreme Court.

The decision of the Court is final, unless it reverses a superior court decision by a less than unanimous vote among the judges hearing the case.

In order to provide effective appellate review over the entire state, the Court of Appeals is organized into three divisions. Division I has eight judges and is located in Seattle; Division II has four judges assigned to Tacoma; Division III is headquartered in Spokane with four judges. The Court of Appeals conducts sessions outside of the headquarters of each division during the year.

If a vacancy occurs, the position is filled by gubernatorial appointment. The individual appointed must run for election at the next general election. Terms on the Court of Appeals are six years and candidates for office run on a non-partisan ballot.



DIVISIONS OF THE COURT OF APPEALS

Superior Courts (General Jurisdiction Trial Courts)

The superior courts are courts of general jurisdiction that hear matters involving the laws of the state. These courts, located in the 39 counties of the state, have exclusive jurisdiction in probate and domestic relations matters.

Superior courts are trial courts of record and maintain verbatim transcripts of proceedings. These courts, prior to January 1981, heard appeals from the courts of limited jurisdiction (district and municipal courts) de novo. Since the courts of limited jurisdiction were not courts of record prior to January 1981, appeals from this level were essentially new trials in the superior courts. The 1980 State Legislature passed legislation (RCW 3.02) which requires district courts with an attorney judge and municipal courts in cities of over 5,000 population with an attorney judge to maintain a record of court proceedings thereby making these limited jurisdiction courts courts of record, effective January 1981. From this date, appeals to the superior court from these lower courts will be made on an electronically recorded record of the lower court trial.

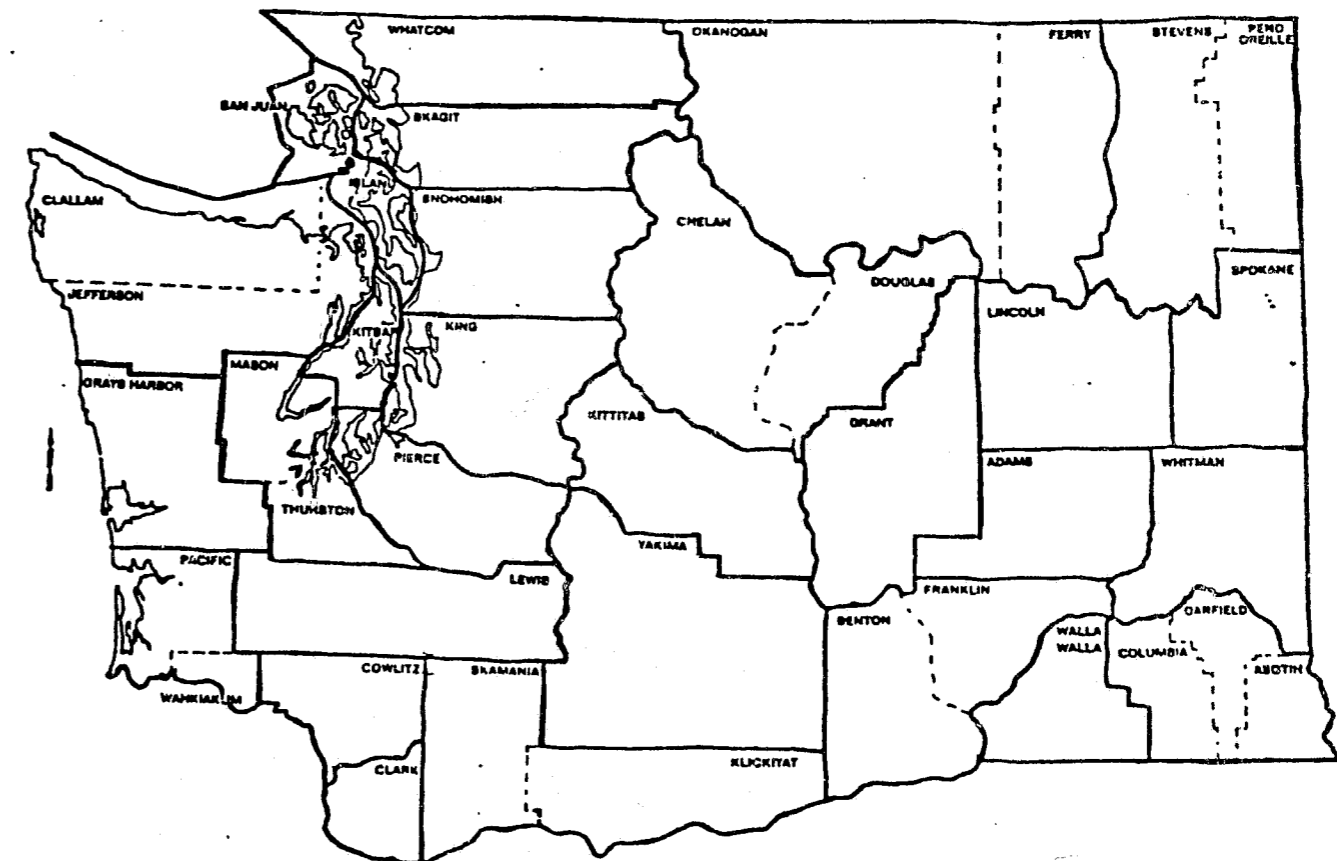
In 1979, the civil jurisdiction limitations for district courts increased to \$3,000 (May 1, 1979). Prior to that time, the superior courts heard all matters wherein the dollar evaluation was in excess of \$1,000. Appeals from the decisions of superior courts are directed to the Court of Appeals or, in some instances, to the Supreme Court.

The juvenile court is a branch of the superior court. This court was established to deal with offenses committed by youths who are under the age of 18. The juvenile court also has jurisdiction over abandoned, abused and/or neglected children and those who may have serious conflicts with their parents or guardians. The activities of the juvenile court fall under the direct supervision of the superior court of each county.

Judges at the superior court level must be individuals who have been admitted to practice law in the state. Elections for superior court judgeships are conducted in even-numbered years coincidental with the national presidential election. The judges serve four-year terms and are elected to sit on the bench by the populace of the individual county or counties served by a specific court.

Sessions are conducted in facilities located at the county seat. Special sessions such as mental illness hearings, juvenile hearings and proceedings may be held before a court commissioner and at such locations as the judge of the court may authorize. (In accordance with CR 77 Superior Court Civil Rules.)

There are 125 superior court judges in the 28 superior court judicial districts.



SUPERIOR COURT DISTRICTS

Courts of Limited Jurisdiction

Approximately 85 percent of the total cases filed in state courts are filed in the courts of limited jurisdiction (district and municipal courts). This is due primarily to the broad jurisdiction these courts have in respect to traffic violations and misdemeanor crimes.

Criminal jurisdiction of the district and municipal courts is limited to misdemeanors and gross misdemeanors. It should be noted that the 1980 session of the State Legislature passed a bill decriminalizing traffic violations as of January 1, 1981. (RCW 46.63). District courts also have concurrent jurisdiction with superior courts for preliminary hearings in felony cases. Municipal courts deal with municipal ordinances.

These courts may impose a sentence having a maximum fine of \$500 or a jail sentence up to six months or both. A justice of the peace is limited to setting a fine of no more than \$100 or imprisonment for no more than 30 days in jail.

The district courts also have jurisdiction over civil cases that have monetary limits of \$3,000. (This limitation will increase to \$5,000 on July 1, 1981.) These civil matters include recovery on contracts, damages (for personal injury or property), penalties, bonds, surety bonds and small claims matters wherein parties represent themselves.

B. Functional Scope

The Washington State court system, while exhibiting the aforementioned organizational structure, is not as administratively unified as it may appear. Each of the courts described has a high degree of administrative autonomy when it comes to the judge's administrative approach to managing the court. That is to say, there are few administrative guidelines or standards of practice which are applied on a statewide basis. Those that do exist occur, in large measure, as a result of one jurisdiction replicating the administrative approaches of another. There are some constitutional and statutory provisions which contribute to a degree of standardization by virtue of uniform statewide application; for example, the provision for an independently elected county clerk, county auditor and county treasurer in each county. The exception to this standard are those counties which have a home rule charter providing for an appointed county clerk and county auditor. In general, however, the trial courts are independently elected judges each supported by a few court employees and various agencies of local government. They do follow some uniform administrative practices but are free to define their functional scope as they deem appropriate to local conditions.

The functional nature of the trial court system in Washington contributes to the difficulty of accomplishing a statewide financial analysis because the functions and services provided by (paid for and administered by) the courts differ from one court

to another. Also, the methods of keeping the administrative record (financial and statistical data) differ from one to another. Therefore, for the purposes of financially analyzing Washington's trial courts, some functional parameters had to be selected. This was done by examining the system to identify functional similarities and the degree to which various court services were associated with the adjudication function of the court. This is not a problem at the appellate court level where well defined functions exist but, at the trial court level where the solution is not self-evident, this definitional process was necessary.

Below are listed the functional areas selected for descriptive analysis and the definitional or content decisions made with respect to each:

<u>Function</u>	<u>Inclusion or Exclusion</u>
-----------------	-------------------------------

Adjudication:	The costs directly associated with adjudication must be included; specifically, salaries and employee benefits for judges, referees, court commissioner, court reporters, judicial secretaries, law clerks, case coordinators, calendar clerks and trial court administrators together with other operating costs associated with the support of adjudication such as travel, equipment and supplies, contractual services and other goods and services purchased. Jury costs and witness fees are also clearly adjudication costs. These costs are included although not all are separately indentifiable. Court security costs are less clear since some jurisdictions budget for this expense in the court and some in the police or sheriff's offices. It was decided to include this cost only where it was in the court budget.
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<u>Function</u>	<u>Inclusion or Exclusion</u>
-----------------	-------------------------------

Clerk of the Court/Supprt Services:	Clerical support was included. At the municipal, district and appellate court level clerical services are in the court budget. This is not the case for superior court where the clerk of the court is an independently elected county official and has a separate budget. This required obtaining the clerical costs for the superior court directly from the office of the county clerk.
Social Services: (Court employees)	Most social service support is for juvenile court probation officers and caseworkers who provide counseling, guidance and evaluation services. It is locally paid and attributable to the court although in many counties the juvenile budget is separated from the superior court budget. This cost and the cost of juvenile detention services is included. Adult probation is included for misdemeanor probation only. Adult felony probation is handled by the Washington State Department of Social and Health Services Division of Adult Corrections and is not included.
Contractual Professional Services: (Private contractors)	Indigent defense costs were included in the survey because many state and local officials were interested in identification of this expense item. It was included where it is part of the court budget and where the local accounting practices identified and recorded the expense. This will very likely understate the amount actually spent in this area. Psychological and Psychiatric examinations as an item of court expense were also included on the same basis. Prosecution costs were excluded since they are not an item of court expense.
Indirect Administrative Overhead:	The cost of indirect administrative support (e.g., payroll, purchasing, accounting, motor pool, etc.) were excluded because of the degree of difficulty in computation. These costs are paid centrally by local governments and the identification of an acceptable cost allocation procedure back to the court was deemed to be too costly and time consuming for applicability to this study considering grant limitations. Facility costs (e.g., heat, rent, lights, maintenance, capitalization and

<u>Function</u>	<u>Inclusion or Exclusion</u>
Indirect Overhead: (Continued)	amortization costs, etc.), were excluded for the same reason. It should be recognized that these costs constitute a major expense and that special effort needs to be applied to identification of them, particularly facilities, if serious consideration of all court related cost is required, (for example, in the case of drafting legislation or proposing a shift in the responsibility for payment of these or all court related costs).

The foregoing definitional process serves two important purposes:

- (1) It established the "costable" components and functions encompassed by the term "court system" and provided the framework for an estimate of the expenditures and revenues; and
- (2) It created a rational frame of reference for data analysis and for decisions and recommendations regarding improvements in the management practices of the Washington State court system.

The cost data which flows from this definitional process has been compared with the records of the State Auditor and has consistently shown ninety-seven to one hundred percent comparability for the totals reported by each court and each local government. It can be stated that there is in excess of ninety-five percent confidence in the uniformity and official validity of the total level data reported. This level of confidence falls off when addressing specific cost items which were not uniformly recorded. It must also be pointed out that the data which results from this definitional approach and which has been subjected to this comparison with the State Auditor's records has not been audited.

Therefore, statements as to the accuracy and appropriateness of the record must be made with some equivocation. This data does, however, represent an important contribution to an understanding of the Washington State court system.

Chapter II

Operational Costs of the Washington State Court System

A. Overview

It is necessary to point out that without a statistical record of the qualitative and quantitative nature of the output of the various functional areas discussed in the previous chapter, it is impossible to speak of the "cost" of the Washington court system in technical terms. No specific cost centers have been defined for the court system such as is typically done when cost accounting methodology is employed in other organizations aggregating costs attributable to specific production units. No reliable record of the outcomes or results of expenditures exists other than the disposition of cases filed in various courts. Since there are no data available and no system in place in the courts of the state which depicts the "cost" of specific units of production measured in qualitative and quantitative terms, it is more appropriate, for the purpose of understanding this report and the realities of financial management in the courts of the State of Washington, to consider the term "cost" as simply the expenditure of funds attendant to the functional areas defined in Chapter I. The following tables, therefore, describe the expenditures of the Washington court system in a very general format intended for broad policy development purposes rather than for court management.

The tables in this report are presented for each court and functional section of each court for all counties of the state grouped by population and cases filed. The data is presented for actual 1978, actual 1979 and budgeted 1980 in the following format.

Appellate Courts

1. Supreme Court

- A. Adjudication and Clerical
- B. Administrator for the Courts
- C. State Law Library
- D. Judicial Council

2. Court of Appeals

General Jurisdiction Trial Courts

1. Superior Court

- A. Adjudication Section
- B. Clerk of the Court Section
- C. Juvenile Court Section
- D. Juvenile Detention Section

Limited Jurisdiction Trial Courts

1. District Courts

- A. Adjudication Section
- B. Clerk of the Court Section
- C. Adult Probation Section

2. Municipal Courts

3. Traffic Violations Bureaus

In presenting trial court financial data, groupings of counties were determined utilizing the following table (Table 4) which indicates the county population and superior court filings for 1978 and 1979. This approach was used to simplify the presentation of the data rather than dealing with each county individually and to assist in analysis of how size influences other variables in the survey.

POPULATION AND FILING SUMMARY FOR 1978 to 1979
TABLE 4

Group	County	County Pop 1978	County Pop 1979	Superior Court Filings 1978	Superior Court Filings 1979
Small	Garfield Total	2,700	2,600	50	92
	Wahkiakum Total	3,900	3,900	84	129
Rural	Ferry Total	5,400	5,800	182	288
	Skamania Total	6,200	6,400	271	458
	San Juan Total	6,700	7,100	221	233
	Pend Oreille Total	8,400	8,500	263	291
	Lincoln Total	9,900	10,200	283	384
Rural	Jefferson Total	13,600	14,200	443	530
	Adams Total	14,200	14,500	389	363
	Klickitat Total	14,400	15,100	506	604
	Asotin Total	15,600	15,900	645	574
	Pacific Total	16,200	16,400	685	731
	Douglas Total	20,600	21,000	445	553
	Kittitas Total	25,600	26,200	721	813
	Stevens Total	25,600	27,200	760	775
Midsize	Mason Total	26,000	27,500	873	1,056
	Okanogan Total	29,000	30,500	1,018	1,123
	Franklin Total	30,400	31,800	1,549	1,538
	Island Total	39,100	40,200	1,365	1,171
	Whitman Total	41,900	42,000	635	670
	Walla Walla Total	43,800	43,800	1,645	1,807
	Chelan Total	42,400	43,900	1,544	1,793
	Clallam Total	44,200	46,000	1,763	2,523
	Grant Total	46,100	49,300	1,725	1,829
	Lewis Total	50,800	52,400	1,836	2,187
	Skagit Total	57,300	59,900	2,127	2,082
Suburban	Grays Harbor Total	62,300	63,700	2,367	2,496
	Cowlitz Total	74,800	77,300	2,786	2,879
	Benton Total	90,600	97,400	2,973	3,703
	Whatcom Total	96,600	99,800	3,072	3,523
	Thurston Total	107,000	111,100	4,080	4,739
	Kitsap Total	129,400	135,000	4,229	4,907
	Yakima Total	156,700	161,500	6,175	6,473
	Clark Total	169,900	178,900	5,948	6,591
Large Urban	Snohomish Total	292,300	304,700	9,661	10,853
	Spokane Total	320,300	328,100	11,623	12,804
	Pierce Total	442,600	453,900	16,018	17,148
	King Total	1,186,900	1,231,500	44,328	47,412
STATE TOTAL		3,769,400	3,905,200	135,288	148,225

Washington State Court System

B. Overall Expenditure Summary

TABLE 5

This table shows the aggregated expenditure data of the Washington court system for the three year period 1978, 1979, and 1980 with better than 95% accuracy as confirmed by comparison with local government financial reports submitted to the State Auditor. It must be emphasized, as mentioned earlier, that these figures do not include all of the operating costs attributable to the system and that additions to this data can be made for the unreported courts (Columbia County and some municipal courts (see Table 1)).

Court Level	1978	1979	1980
Appellate Courts	- \$ 10,174,123	\$ 11,642,332	\$ 13,975,259
General Jurisdiction Trial Courts *	- \$ 33,891,110	\$ 40,348,048	\$ 46,877,914
Courts of Limited Jurisdiction **	- \$ 17,791,830	\$ 21,696,132	\$ 25,964,946
Total	- \$ 61,857,063	\$ 73,686,512	\$ 86,818,119

(*) Includes County Clerk

(**) Excludes 14.9% of the municipal courts due to no survey response. (See Table 1)

When used for making estimates of what it would cost the state government of Washington to assume the responsibility for financing the entire court system, it must be recognized that these figures represent only what is currently being spent. They

cannot be regarded as what it would cost the state since state assumption of all costs leads to higher levels of spending in order to equalize the variations in local government expenditures and increase professional quality and expertise in the court system. In anticipation of state government funding of the system, a comprehensive qualitative appraisal of the system would be necessary in order to assess the need for improvements and make judgments as to what services would be covered in such an action. Ultimately, the projections as to the costs of an administratively unified state funded court system would depend upon the definition of such services as determined by the State Legislature.

Appellate Court
Expenditure Summary
Table 6

Appellate Court Summary for 1978

	Salaries & Wages	Personal Services	Goods & Services	Travel	Equipment	Employee Benefits	Grants & Subsidies	Total Expenditures
Supreme Court	1,142,334	-0-	692,511	8,248	50,832	181,221	-0-	2,075,146
Court of Appeals	1,699,076	6,066	454,946	16,520	57,167	278,437	-0-	2,512,212
Administrator for the Courts	3,114,403	109,049	841,869	140,616	5,090	722,296	30,700	4,964,023*
Law Library	196,004	-0-	87,448	3,352	208,278	33,543	-0-	528,625
Judicial Council	61,470	1,800	10,816	5,027	1,575	13,429	-0-	94,117
TOTAL	6,213,287	116,915	2,087,590	173,763	322,942	1,228,926	30,700	10,174,123

*Includes \$1,162,759 of interagency reimbursements of funds received from other state agencies.

Appellate Court Summary for 1979

Supreme Court	1,264,213	-0-	704,677	10,199	66,715	209,905	-0-	2,255,709
Court of Appeals	1,860,434	-0-	364,026	16,292	16,027	316,065	-0-	2,572,844
Administrator for the Courts	3,471,352	124,903	1,338,852	193,128	46,757	838,828	75,480	6,089,300*
Law Library	210,111	-0-	114,127	6,246	249,111	38,889	-0-	618,484
Judicial Council	74,034	1,800	10,669	4,978	491	14,023	-0-	105,995
TOTAL	6,880,144	126,703	2,532,351	230,843	379,101	1,417,710	75,428	11,642,332

*Includes \$1,318,126 of interagency reimbursements of funds received from other state agencies.

Appellate Court Summary for 1980

Supreme Court	1,434,496	-0-	1,033,113	15,647	69,152	247,901	-0-	2,800,309
Court of Appeals	2,160,556	-0-	599,847	14,157	29,413	373,116	-0-	3,177,089
Administrator for the Courts	4,150,883	51,433	1,523,748	240,021	42,602	1,088,501	83,816	7,181,004*
Law Library	235,054	-0-	115,535	3,861	300,592	44,033	-0-	699,075
Judicial Council	74,961	2,400	15,773	8,212	1,463	14,973	-0-	117,782
TOTAL	8,055,950	53,833	3,288,016	281,898	443,222	1,768,524	83,816	13,975,259

*Includes \$1,470,147 of interagency reimbursements of funds received from other state agencies.

The following tables present the expenditure data of the trial courts of the state (superior, district, municipal courts and traffic violations bureaus). They describe court expenditures by object showing the percentage that each object is the sum of all objects. There are two total columns in these tables, one showing the total expenditures reported by the court and the other showing the sum of the objects reported. The data was presented in this fashion so as to describe the amount of the total expenditures which was lost when presenting the object detail. Some courts, when presenting the more specific data (object detail), were unable to report or overlooked some information thereby omitting it from the objects. Therefore, there is a difference between the actual total expended and the sum of the objects reported. As demonstrated, the magnitude of this problem, as a factor which could distort the overall value of the data, is not significant. It is simply presented to answer the question of why the sum of the objects is less than the reported total expenditure. The difference could quite logically be prorated back to the objects according to the percentages shown for each object without significantly changing the data as presented.

It is worthwhile to take note of the percentage each object represents of the sum of all objects. Salaries and benefits in the Personal Services object represent the most significant expenditure item of the courts. The next most significant expenditure item is the Other Services and Charges object which includes such items as: purchased professional services,

communications, travel, printing, advertising and insurance. These two objects together represent over ninety percent of the total expense of the courts. Capital Outlay is used primarily for capital equipment purchases and therefore is quite small not addressing other capital purchases made by the central local government purchasing agencies. While there are not significant variations in the object distribution of expense from one court to another or one year to another, there is a significant increase in the totals expended by each court from year to year. This expenditure data will be compared with the revenue data from Chapter III in the final chapter to demonstrate the growing disparity between revenues and expenditures. The final chapter will also examine per capita expenditures and expenditures per superior court filing.

The following trial court expenditure reports are self explanatory and are presented for each section of the trial courts as outlined earlier. This format is used in an effort to provide an opportunity for more detailed analysis of each section. It must be kept in mind that municipal courts' data represents 85.1% of the total for all municipal courts (see Table 1). Therefore, the data for municipal courts may be adjusted upward to 100%. This is done in the final chapter. In any event, the data presented cover over ninety-five percent of the total expenditures of the trial courts of the State.

C. Trial Court Expenditures (Tables 7 thru 17)

WASHINGTON STATE COURT FINANCE STUDY

TABLE 7

EXPENDITURE SUMMARY FOR 1978
TRIAL COURTS

JURISDICTION	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMIAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFRNC
SUPERIOR CTS.								
STATE TOTAL	24321122	861847	6886180	113122	435887	33891110	32618216	-1272894
PCT OF TOTAL	74.56	2.64	21.11	.35	1.34			
DISTRICT CTS.								
STATE TOTAL	9405443	222154	1742966	118074	300357	11908702	11788994	-119708
PCT OF TOTAL	79.78	1.88	14.78	1.00	2.55			
MUNICIPAL CTS.								
STATE TOTAL	3140723	43051	1085662	81786	23318	5223908	4374540	-849368
PCT OF TOTAL	71.80	.98	24.82	1.87	.53			
TVB								
STATE TOTAL	437238	11693	90991	106791	3986	659220	650699	-8521
PCT OF TOTAL	67.20	1.80	13.98	16.41	.61			
TOTAL								
STATE TOTAL	37304526	1138745	9805799	419831	763548	51682940	49432449	-2250491
PCT OF TOTAL	75.47	2.30	19.84	.85	1.54			

EXPENDITURE SUMMARY FOR 1979
TRIAL COURTS

JURISDICTION	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMIAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFRNC
SUPERIOR CTS.								
STATE TOTAL	28827235	1090955	8920011	163974	267921	40348048	39270096	-1077952
PCT OF TOTAL	73.41	2.78	22.71	.42	.68			
DISTRICT CTS.								
STATE TOTAL	11237146	303425	2711950	67638	376956	14689753	14697115	7362
PCT OF TOTAL	76.46	2.06	18.45	.46	2.56			
MUNICIPAL CTS.								
STATE TOTAL	3848618	64803	1420606	51765	18910	6256761	5404702	-852059
PCT OF TOTAL	71.21	1.20	26.28	.96	.35			
TVB								
STATE TOTAL	486115	10232	108202	133901	1668	749618	740118	-9500
PCT OF TOTAL	65.68	1.38	14.62	18.09	.23			
TOTAL								
STATE TOTAL	44399114	1469415	1316076	417278	665455	62044180	60112031	-1932149
PCT OF TOTAL	73.86	2.44	21.89	.69	1.11			

EXPENDITURE SUMMARY FOR 1980
TRIAL COURTS

JURISDICTION	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMIAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFRNC
SUPERIOR CTS.								
STATE TOTAL	33986056	1161990	9688252	192697	696173	46877914	45725168	-1152746
PCT OF TOTAL	74.33	2.54	21.19	.42	1.52			
DISTRICT CTS.								
STATE TOTAL	13610255	358972	2967758	497256	257071	17719291	17691312	-27979
PCT OF TOTAL	76.93	2.03	16.78	2.81	1.45			
MUNICIPAL CTS.								
STATE TOTAL	4386216	73228	1714242	66292	32735	7228958	6272713	-956245
PCT OF TOTAL	69.93	1.17	27.33	1.06	.52			
TVB								
STATE TOTAL	644289	24065	175634	156747	5647	1016697	1006382	-10315
PCT OF TOTAL	64.02	2.39	17.45	15.58	.56			
TOTAL								
STATE TOTAL	52626816	1618255	14545886	912992	991626	72842860	70695575	-2147285
PCT OF TOTAL	74.44	2.29	20.58	1.29	1.40			

TABLE 8

WASHINGTON STATE COURT FINANCE STUDY
EXPENDITURE SUMMARY FOR 1978
SUPERIOR COURT

COUNTY GROUP	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMIAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFRNC
SMALL RURAL								
GROUP TOTAL	417578	15178	154435	1875	11163	605029	600229	-4800
PCT OF TOTAL	69.57	2.53	25.73	.31	1.86			
RURAL COUNTIES								
GROUP TOTAL	1132534	34422	388740	5500	16492	1591293	1577688	-13605
PCT OF TOTAL	71.78	2.18	24.64	.35	1.05			
MIDSIZE COUNTIES								
GROUP TOTAL	3490014	189003	983263	0	76769	4897458	479049	-158409
PCT OF TOTAL	73.64	3.99	20.75	0.0	1.62			
SUBURBAN								
GROUP TOTAL	5109238	168772	1262359	37596	32877	7370052	6610842	-759210
PCT OF TOTAL	77.29	2.55	19.10	.57	.50			
LARGE URBAN								
GROUP TOTAL	14171758	454472	4097383	68209	238586	19427278	19090408	-336870
PCT OF TOTAL	74.23	2.38	21.46	.36	1.56			
TOTAL								
GROUP TOTAL	24321122	861847	6886180	113180	435887	33891110	32618216	-1272894
PCT OF TOTAL	74.56	2.64	21.11	.35	1.34			

EXPENDITURE SUMMARY FOR 1979
SUPERIOR COURT

COUNTY GROUP	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMIAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFRNC
SMALL RURAL								
GROUP TOTAL	483633	16176	199420	1810	12471	717107	713510	-3597
PCT OF TOTAL	67.78	2.27	27.95	.25	1.75			
RURAL COUNTIES								
GROUP TOTAL	1307518	43737	483540	6511	18689	1871461	1859995	-11466
PCT OF TOTAL	70.30	2.35	26.00	.35	1.00			
MIDSIZE COUNTIES								
GROUP TOTAL	4228042	236148	1264414	0	42060	5749367	5770664	21297
PCT OF TOTAL	73.27	4.09	21.91	0.0	.73			
SUBURBAN								
GROUP TOTAL	6298864	221973	1725702	45777	56122	9082636	8348438	-734198
PCT OF TOTAL	75.45	2.66	20.67	.55	.67			
LARGE URBAN								
GROUP TOTAL	16509178	572921	5246935	109876	138579	22927477	22577489	-349988
PCT OF TOTAL	73.12	2.54	23.24	.49	.61			
TOTAL								
GROUP TOTAL	28827235	1090955	8920011	163974	267921	40348048	39270096	-1077952
PCT OF TOTAL	73.41	2.78	22.71	.42	.68			

EXPENDITURE SUMMARY FOR 1980
SUPERIOR COURT

COUNTY GROUP	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMIAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFRNC
SMALL RURAL								
GROUP TOTAL	538507	21753	212063	2731	12178	791156	787232	-3924
PCT OF TOTAL	68.41	2.76	26.94	.35	1.55			
RURAL COUNTIES								
GROUP TOTAL	1433928	54034	558115	22693	17651	2112619	2086421	-26198
PCT OF TOTAL	68.73	2.59	26.75	1.09	.85			
MIDSIZE COUNTIES								
GROUP TOTAL	4837026	264800	1759976	14330	51371	6926882	6927503	621
PCT OF TOTAL	69.82	3.82	25.41	.21	.74			
SUBURBAN								
GROUP TOTAL	7334975	237691	1829924	54122	34425	10298451	9491137	-807314
PCT OF TOTAL	77.28	2.50	19.28	.57	.36			
LARGE URBAN								
GROUP TOTAL	19841620	583712	5328174	98821	580548	26748806	26432875	-315931
PCT OF TOTAL	75.06	2.21	20.16	.37	2.20			
TOTAL								
GROUP TOTAL	33986056	1161990	9688252	192697	696173	46877914	45725168	-1152746
PCT OF TOTAL	74.33	2.54	21.19	.42	1.52			

TABLE 9 WASHINGTON STATE COURT FINANCE STUDY

COUNTY GROUP	SUPERIOR COURT EXPENDITURE SUMMARY FOR 1978 ADJUDICATION SECTION						REPORTED TOTAL EXPENDITRS	SUMMED TOTAL EXPENDITRS	NET DIFFERENCE
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMAL SERVICES	CAPITAL OUTLAY				
SMALL RURAL GROUP TOTAL PCT OF TOTAL	120692 48.43	2684 1.08	120221 48.24	0 0.0	5617 2.25		249214	249214	0
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	310933 52.30	5786 .97	274125 46.11	0 0.0	3665 .62		594609	594509	-100
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	769149 54.96	23967 1.71	590703 42.21	0 0.0	15629 1.12		1399430	1399448	18
SUBURBAN GROUP TOTAL PCT OF TOTAL	1802229 62.66	43491 1.51	988945 34.38	32176 1.12	9296 .32		2892360	2876137	-16223
LARGE URBAN GROUP TOTAL PCT OF TOTAL	4732847 61.18	75985 .98	2866247 37.05	22417 .29	38482 .50		7735977	7735978	1
TOTAL GROUP TOTAL PCT OF TOTAL	7735850 60.18	151913 1.18	4840241 37.65	54593 .42	72689 .57		12871590	12855286	-16304

COUNTY GROUP	SUPERIOR COURT EXPENDITURE SUMMARY FOR 1979 ADJUDICATION SECTION						REPORTED TOTAL EXPENDITRS	SUMMED TOTAL EXPENDITRS	NET DIFFERENCE
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMAL SERVICES	CAPITAL OUTLAY				
SMALL RURAL GROUP TOTAL PCT OF TOTAL	133166 43.88	2770 .91	158689 52.29	0 0.0	8866 2.92		303490	303491	1
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	332843 52.10	8483 1.33	294633 46.12	0 0.0	2875 .45		638836	638834	-2
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	865963 53.50	31739 1.96	716759 44.29	0 0.0	4016 .25		1620118	1618477	-1641
SUBURBAN GROUP TOTAL PCT OF TOTAL	2316594 62.20	51446 1.38	1297396 34.83	31730 .86	27358 .73		3715066	3724684	9618
LARGE URBAN GROUP TOTAL PCT OF TOTAL	5242775 61.74	116208 1.37	3058608 36.02	27347 .32	46322 .55		8491260	8491260	0
TOTAL GROUP TOTAL PCT OF TOTAL	8891341 60.17	210646 1.43	5526085 37.40	59237 .40	89437 .61		14768770	14776746	7976

COUNTY GROUP	SUPERIOR COURT EXPENDITURE SUMMARY FOR 1980 ADJUDICATION SECTION						REPORTED TOTAL EXPENDITRS	SUMMED TOTAL EXPENDITRS	NET DIFFERENCE
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMAL SERVICES	CAPITAL OUTLAY				
SMALL RURAL GROUP TOTAL PCT OF TOTAL	148291 45.73	4080 1.26	164311 50.67	25 .01	7600 2.34		322257	324307	2050
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	361357 49.83	9699 1.34	346122 47.73	1800 .25	6150 .85		725128	725128	0
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	1017463 53.78	34950 1.85	830487 43.90	1200 .06	7750 .41		1892450	1891850	-600
SUBURBAN GROUP TOTAL PCT OF TOTAL	2664119 65.56	54364 1.34	1309621 32.23	30454 .75	4950 .12		4058296	4063508	5212
LARGE URBAN GROUP TOTAL PCT OF TOTAL	6809946 70.61	119446 1.24	2586045 26.81	36874 .38	92715 .96		9645026	9645026	0
TOTAL GROUP TOTAL PCT OF TOTAL	11001176 66.07	222539 1.34	5236586 31.45	70353 .42	119165 .72		16643157	16649819	6662

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TABLE 10 WASHINGTON STATE COURT FINANCE STUDY

COUNTY GROUP	SUPERIOR COURT EXPENDITURE SUMMARY FOR 1978 CLERICAL SECTION						REPORTED TOTAL EXPENDITRS	SUMMED TOTAL EXPENDITRS	NET DIFFERENCE
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMAL SERVICES	CAPITAL OUTLAY				
SMALL RURAL GROUP TOTAL PCT OF TOTAL	162563 88.77	8281 4.52	10666 5.82	0 0.0	1613 .88		186184	183123	-3061
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	345955 87.69	17818 4.52	22701 5.75	0 0.0	8059 2.04		394835	394533	-302
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	620328 87.90	36220 5.13	39609 5.61	0 0.0	9547 1.35		803387	705704	-97683
SUBURBAN GROUP TOTAL PCT OF TOTAL	1069339 90.78	36247 3.08	59858 5.08	0 0.0	12548 1.07		1327120	1177992	-149128
LARGE URBAN GROUP TOTAL PCT OF TOTAL	2738474 88.18	75723 2.44	211392 6.81	45726 1.47	34064 1.10		3153077	3105379	-47698
TOTAL GROUP TOTAL PCT OF TOTAL	4936659 88.68	174289 3.13	344226 6.18	45726 .82	65831 1.18		5864603	5566731	-297872

COUNTY GROUP	SUPERIOR COURT EXPENDITURE SUMMARY FOR 1979 CLERICAL SECTION						REPORTED TOTAL EXPENDITRS	SUMMED TOTAL EXPENDITRS	NET DIFFERENCE
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMAL SERVICES	CAPITAL OUTLAY				
SMALL RURAL GROUP TOTAL PCT OF TOTAL	195488 87.25	11081 4.95	14402 6.43	0 0.0	3095 1.38		224042	224066	24
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	397957 87.86	21940 4.84	25516 5.63	461 .10	7065 1.56		452939	452939	-0
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	785924 88.02	37685 4.22	58136 6.51	0 0.0	11140 1.25		892889	892885	-4
SUBURBAN GROUP TOTAL PCT OF TOTAL	1383277 89.27	56626 3.65	83006 5.36	7746 .50	18919 1.22		1543635	1549574	5939
LARGE URBAN GROUP TOTAL PCT OF TOTAL	3228126 84.04	65200 1.70	457302 11.90	60328 1.57	30403 .79		3837962	3841359	3397
TOTAL GROUP TOTAL PCT OF TOTAL	5990772 86.06	192532 2.77	638362 9.17	68535 .98	70622 1.01		6951467	6960823	9356

COUNTY GROUP	SUPERIOR COURT EXPENDITURE SUMMARY FOR 1980 CLERICAL SECTION						REPORTED TOTAL EXPENDITRS	SUMMED TOTAL EXPENDITRS	NET DIFFERENCE
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMAL SERVICES	CAPITAL OUTLAY				
SMALL RURAL GROUP TOTAL PCT OF TOTAL	237209 87.60	13330 4.92	17008 6.28	0 0.0	3228 1.19		270775	270775	0
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	462407 88.47	23600 4.52	27335 5.23	700 .13	8600 1.65		529612	522642	-6970
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	889967 88.18	42590 4.22	60221 5.97	6200 .61	10300 1.02		1009278	1009278	0
SUBURBAN GROUP TOTAL PCT OF TOTAL	1731739 90.18	58515 3.05	106188 5.53	10936 .57	12908 .67		1870646	1920286	49640
LARGE URBAN GROUP TOTAL PCT OF TOTAL	3617098 84.18	74101 1.72	531685 12.37	45314 1.05	28640 .67		4296828	4296838	10
TOTAL GROUP TOTAL PCT OF TOTAL	6938420 86.52	212136 2.65	742437 9.26	63150 .79	63676 .79		7977139	8019819	42680

(35)

TABLE 11

WASHINGTON STATE COURT FINANCE STUDY

COUNTY GROUP	SUPERIOR COURT EXPENDITURE SUMMARY FOR 1978 JUVENILE COURT SECTION							
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGS	GOVNMAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFERENCE
SMALL RURAL GROUP TOTAL PCT OF TOTAL	134323 80.90	3400 2.05	23290 14.03	1100 .66	3933 2.37	165849	166046	197
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	475646 81.41	10818 1.85	87514 14.90	5500 .94	4768 .82	588733	584246	-4487
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	1497695 78.92	60731 3.20	295301 15.56	0 0.0	43976 2.32	1955502	1897703	-57799
SUBURBAN GROUP TOTAL PCT OF TOTAL	1691476 86.96	41722 2.14	197517 10.15	5420 .28	8983 .46	2538976	1945118	-593858
LARGE URBAN GROUP TOTAL PCT OF TOTAL	4938073 85.67	129689 2.25	672391 11.67	66 .00	23709 .41	5782105	5763928	-18177
TOTAL GROUP TOTAL PCT OF TOTAL	8737213 84.36	246360 2.38	1276013 12.32	12086 .12	85369 .82	11031165	10357041	-674124

COUNTY GROUP	SUPERIOR COURT EXPENDITURE SUMMARY FOR 1979 JUVENILE COURT SECTION							
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGS	GOVNMAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFERENCE
SMALL RURAL GROUP TOTAL PCT OF TOTAL	154979 83.95	1881 1.02	26029 14.10	1210 .66	510 .28	184607	184609	2
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	576718 76.84	13314 1.77	145736 19.42	6050 .81	8749 1.17	750157	750567	410
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	1809470 78.06	78814 3.40	406010 17.52	0 0.0	23750 1.02	2294153	2318044	23891
SUBURBAN GROUP TOTAL PCT OF TOTAL	1954676 83.54	51093 2.18	320431 13.69	6141 .26	7606 .33	3089603	2339947	-749656
LARGE URBAN GROUP TOTAL PCT OF TOTAL	5903883 79.13	183461 2.46	1322627 17.73	22201 .30	29182 .39	7518786	7461354	-57432
TOTAL GROUP TOTAL PCT OF TOTAL	10399726 79.66	328563 2.52	2220833 17.01	35602 .27	69797 .53	13837306	13054521	-782785

COUNTY GROUP	SUPERIOR COURT EXPENDITURE SUMMARY FOR 1980 JUVENILE COURT SECTION							
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGS	GOVNMAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFERENCE
SMALL RURAL GROUP TOTAL PCT OF TOTAL	153007 80.64	2643 1.39	30444 16.04	2306 1.22	1350 .71	189749	189750	1
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	598387 74.33	19775 2.46	163842 20.35	20193 2.51	2821 .35	804418	805018	600
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	2071825 70.39	83522 2.84	751554 25.53	6930 .24	29706 1.01	2939361	2943537	4176
SUBURBAN GROUP TOTAL PCT OF TOTAL	2207520 82.47	59478 2.22	383871 14.34	12732 .48	13017 .49	3538784	2676618	-862166
LARGE URBAN GROUP TOTAL PCT OF TOTAL	6986200 78.30	122439 1.37	1794515 20.11	16633 .19	2350 .03	8895432	8922137	26705
TOTAL GROUP TOTAL PCT OF TOTAL	12016939 77.34	287857 1.85	3124226 20.11	58794 .38	49244 .32	16367744	15537060	-830684

TABLE 12

WASHINGTON STATE COURT FINANCE STUDY

COUNTY GROUP	SUPERIOR COURT EXPENDITURE SUMMARY FOR 1978 JUVENILE DETENTION SECTION							
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGS	GOVNMAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFERENCE
SMALL RURAL GROUP TOTAL PCT OF TOTAL	0 0.0	813 44.04	258 13.98	775 41.98	0 0.0	3782	1846	-1936
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	0 0.0	0 0.0	4400 100.00	0 0.0	0 0.0	13116	4400	-8716
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	602842 81.89	68085 9.25	57650 7.83	0 0.0	7617 1.03	739139	736194	-2945
SUBURBAN GROUP TOTAL PCT OF TOTAL	546194 89.31	47312 7.74	16039 2.62	0 0.0	2050 .34	611596	611595	-1
LARGE URBAN GROUP TOTAL PCT OF TOTAL	1762364 70.92	173075 6.96	347353 13.98	0 0.0	202331 8.14	2756119	2485123	-270996
TOTAL GROUP TOTAL PCT OF TOTAL	2911400 75.83	289285 7.54	425700 11.09	775 .02	211998 5.52	4123752	3839158	-284594

COUNTY GROUP	SUPERIOR COURT EXPENDITURE SUMMARY FOR 1979 JUVENILE DETENTION SECTION							
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGS	GOVNMAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFERENCE
SMALL RURAL GROUP TOTAL PCT OF TOTAL	0 0.0	444 33.04	300 22.32	600 44.64	0 0.0	4968	1344	-3624
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	0 0.0	0 0.0	17655 100.00	0 0.0	0 0.0	29529	17655	-11874
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	766685 81.45	87910 9.34	83509 8.87	0 0.0	3154 .34	942207	941258	-949
SUBURBAN GROUP TOTAL PCT OF TOTAL	644317 87.75	62808 8.55	24869 3.39	0 0.0	2239 .30	734332	734233	-99
LARGE URBAN GROUP TOTAL PCT OF TOTAL	2134394 76.68	208052 7.47	408398 14.67	0 0.0	32672 1.17	3079469	2783516	-295953
TOTAL GROUP TOTAL PCT OF TOTAL	3545396 79.17	359214 8.02	534731 11.94	600 .01	38065 .85	4790505	4478006	-312499

COUNTY GROUP	SUPERIOR COURT EXPENDITURE SUMMARY FOR 1980 JUVENILE DETENTION SECTION							
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGS	GOVNMAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFERENCE
SMALL RURAL GROUP TOTAL PCT OF TOTAL	0 0.0	1700 70.83	300 12.50	400 16.67	0 0.0	8375	2400	-5975
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	11777 35.02	960 2.85	20816 61.89	0 0.0	80 .24	53461	33633	-19828
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	857771 79.22	103738 9.58	117714 10.87	0 0.0	3615 .33	1085793	1082838	-2955
SUBURBAN GROUP TOTAL PCT OF TOTAL	731597 88.07	65334 7.86	30244 3.64	0 0.0	3550 .43	830725	830725	0
LARGE URBAN GROUP TOTAL PCT OF TOTAL	2428376 68.04	267726 7.50	415929 11.65	0 0.0	456843 12.80	3911520	3568874	-342646
TOTAL GROUP TOTAL PCT OF TOTAL	4029521 73.02	439458 7.96	585003 10.60	400 .01	464088 8.41	5889874	5518470	-371403

TABLE 13

WASHINGTON STATE COURT FINANCE STUDY

COUNTY GROUP	EXPENDITURE SUMMARY FOR 1978 DISTRICT COURTS							
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNTAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFERENCE
SMALL RURAL GROUP TOTAL	87881	3767	22024	0	6640	168969	120312	-48657
PCT OF TOTAL	73.04	3.13	18.31	0.0	5.52			
RURAL COUNTIES GROUP TOTAL	531942	22047	150332	2632	6409	718070	713362	-4708
PCT OF TOTAL	74.57	3.09	21.07	.37	.90			
MIDSIZE COUNTIES GROUP TOTAL	942690	40364	262718	473	8668	1307404	1254913	-52491
PCT OF TOTAL	75.12	3.22	20.94	.04	.69			
SUBURBAN GROUP TOTAL	2489557	70435	767393	41493	21581	3404294	3390459	-13835
PCT OF TOTAL	73.43	2.08	22.63	1.22	.64			
LARGE URBAN GROUP TOTAL	5353373	85541	540499	73476	257059	6309965	6309948	-17
PCT OF TOTAL	84.84	1.36	8.57	1.16	4.07			
TOTAL GROUP TOTAL	9405443	222154	1742966	118074	300357	11908702	11788994	-119708
PCT OF TOTAL	79.78	1.88	14.78	1.00	2.55			

COUNTY GROUP	EXPENDITURE SUMMARY FOR 1979 DISTRICT COURTS							
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNTAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFERENCE
SMALL RURAL GROUP TOTAL	164632	8492	33210	2000	6768	214432	215102	670
PCT OF TOTAL	76.54	3.95	15.44	.93	3.15			
RURAL COUNTIES GROUP TOTAL	660282	34785	238741	2647	69869	1005216	1006324	1108
PCT OF TOTAL	65.61	3.46	23.72	.26	6.94			
MIDSIZE COUNTIES GROUP TOTAL	1231056	53316	426541	0	47084	1768755	1757997	-10758
PCT OF TOTAL	70.03	3.03	24.26	0.0	2.68			
SUBURBAN GROUP TOTAL	2778040	82757	899990	36453	95582	3860796	3892822	32026
PCT OF TOTAL	71.36	2.13	23.12	.94	2.46			
LARGE URBAN GROUP TOTAL	6403136	124075	1113468	26538	157653	7840554	7824870	-15684
PCT OF TOTAL	81.83	1.59	14.23	.34	2.01			
TOTAL GROUP TOTAL	11237146	303425	2711950	67638	376956	14689753	14697115	7362
PCT OF TOTAL	76.46	2.06	18.45	.46	2.56			

COUNTY GROUP	EXPENDITURE SUMMARY FOR 1980 DISTRICT COURTS							
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNTAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFERENCE
SMALL RURAL GROUP TOTAL	195229	10095	44830	1000	4750	259771	255904	-3867
PCT OF TOTAL	76.29	3.94	17.52	.39	1.86			
RURAL COUNTIES GROUP TOTAL	783445	37175	253887	3700	17921	1092739	1096128	3389
PCT OF TOTAL	71.47	3.39	23.16	.34	1.63			
MIDSIZE COUNTIES GROUP TOTAL	1537431	56303	544332	4874	49894	2202974	2192834	-10140
PCT OF TOTAL	70.11	2.57	24.82	.22	2.28			
SUBURBAN GROUP TOTAL	3126501	89196	956942	46550	43842	4263031	4263031	0
PCT OF TOTAL	73.34	2.09	22.45	1.09	1.03			
LARGE URBAN GROUP TOTAL	7967649	166203	1167767	441132	140664	9900776	9883415	-17361
PCT OF TOTAL	80.62	1.68	11.82	4.46	1.42			
TOTAL GROUP TOTAL	13610255	358972	2967758	497256	257071	17719291	17691312	-27979
PCT OF TOTAL	76.93	2.03	16.78	2.81	1.45			

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WASHINGTON STATE COURT FINANCE STUDY

COUNTY GROUP	DISTRICT COURT EXPENDITURE SUMMARY FOR 1978 ADJUDICATION SECTION							
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNTAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFERENCE
SMALL RURAL GROUP TOTAL	87881	3767	22024	0	6640	168969	120312	-48657
PCT OF TOTAL	73.04	3.13	18.31	0.0	5.52			
RURAL COUNTIES GROUP TOTAL	396921	18922	117078	2332	6409	545312	541662	-3650
PCT OF TOTAL	73.28	3.49	21.61	.43	1.18			
MIDSIZE COUNTIES GROUP TOTAL	832335	36797	247755	0	6755	1176131	1123642	-52489
PCT OF TOTAL	74.07	3.27	22.05	0.0	.60			
SUBURBAN GROUP TOTAL	2101742	66797	724305	41493	15843	2964016	2950180	-13836
PCT OF TOTAL	71.24	2.26	24.55	1.41	.54			
LARGE URBAN GROUP TOTAL	4615187	79634	495287	73476	254564	5518146	5518148	2
PCT OF TOTAL	83.64	1.44	8.98	1.33	4.61			
TOTAL GROUP TOTAL	8034066	205917	1606449	117301	290211	10372574	10253944	-118630
PCT OF TOTAL	78.35	2.01	15.67	1.14	2.83			

COUNTY GROUP	DISTRICT COURT EXPENDITURE SUMMARY FOR 1979 ADJUDICATION SECTION							
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNTAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFERENCE
SMALL RURAL GROUP TOTAL	164632	8492	33210	2000	6768	214432	215102	670
PCT OF TOTAL	76.54	3.95	15.44	.93	3.15			
RURAL COUNTIES GROUP TOTAL	529853	29719	199517	2347	68039	828602	829475	873
PCT OF TOTAL	63.68	3.58	24.05	.28	8.20			
MIDSIZE COUNTIES GROUP TOTAL	1085027	49521	409264	0	40841	1595410	1584653	-10757
PCT OF TOTAL	68.47	3.13	25.83	0.0	2.58			
SUBURBAN GROUP TOTAL	2352190	77848	845699	36453	94682	3374845	3406872	32027
PCT OF TOTAL	69.04	2.29	24.82	1.07	2.78			
LARGE URBAN GROUP TOTAL	5513283	112493	1034634	26538	137201	6836832	6824149	-12683
PCT OF TOTAL	80.79	1.65	15.16	.39	2.01			
TOTAL GROUP TOTAL	9644985	278073	2522324	67338	347531	12850121	12860251	10130
PCT OF TOTAL	75.00	2.16	19.61	.52	2.70			

COUNTY GROUP	DISTRICT COURT EXPENDITURE SUMMARY FOR 1980 ADJUDICATION SECTION							
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNTAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFERENCE
SMALL RURAL GROUP TOTAL	195229	10095	44830	1000	4750	259771	255904	-3867
PCT OF TOTAL	76.29	3.94	17.52	.39	1.86			
RURAL COUNTIES GROUP TOTAL	619787	32100	212805	3700	17058	881976	885450	3474
PCT OF TOTAL	70.00	3.63	24.03	.42	1.93			
MIDSIZE COUNTIES GROUP TOTAL	1355822	51300	519359	4874	48844	1990339	1980199	-10140
PCT OF TOTAL	68.47	2.59	26.23	.25	2.47			
SUBURBAN GROUP TOTAL	2620472	84025	886878	46550	41802	3679727	3679727	0
PCT OF TOTAL	71.21	2.28	24.10	1.27	1.14			
LARGE URBAN GROUP TOTAL	6954253	155001	1073266	439025	123422	8758864	8744967	-13897
PCT OF TOTAL	79.52	1.77	12.27	5.02	1.41			
TOTAL GROUP TOTAL	11745563	332521	2737138	495149	235876	15570677	15546247	-24430
PCT OF TOTAL	75.55	2.14	17.61	3.19	1.52			

TABLE 15

WASHINGTON STATE COURT FINANCE STUDY

COUNTY GROUP	DISTRICT COURT EXPENDITURE SUMMARY FOR 1978 ADULT PROBATION SECTION						REPORTED TOTAL EXPENDITRS	SUMMED TOTAL EXPENDITRS	NET DIFFERENCE
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMAL SERVICES	CAPITAL OUTLAY				
SMALL RURAL									
GROUP TOTAL	0	0	0	0	0	0	0	0	0
PCT OF TOTAL	M	M	M	M	M				
RURAL COUNTIES									
GROUP TOTAL	135021	3125	33254	300	0	172758	171700	-1058	
PCT OF TOTAL	78.64	1.82	19.37	.17	0.0				
MIDSIZE COUNTIES									
GROUP TOTAL	110355	3567	14963	473	1913	131273	131271	-2	
PCT OF TOTAL	84.07	2.72	11.40	.36	1.46				
SUBURBAN									
GROUP TOTAL	387815	3638	43068	0	5738	440278	440279	1	
PCT OF TOTAL	88.08	.83	9.79	0.0	1.30				
LARGE URBAN									
GROUP TOTAL	738186	5907	45212	0	2495	791819	791800	-19	
PCT OF TOTAL	93.23	.75	5.71	0.0	.32				
TOTAL									
GROUP TOTAL	1371377	16237	136517	773	10146	1536128	1535050	-1078	
PCT OF TOTAL	89.34	1.06	8.89	.05	.66				

COUNTY GROUP	DISTRICT COURT EXPENDITURE SUMMARY FOR 1979 ADULT PROBATION SECTION						REPORTED TOTAL EXPENDITRS	SUMMED TOTAL EXPENDITRS	NET DIFFERENCE
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMAL SERVICES	CAPITAL OUTLAY				
SMALL RURAL									
GROUP TOTAL	0	0	0	0	0	0	0	0	0
PCT OF TOTAL	M	M	M	M	M				
RURAL COUNTIES									
GROUP TOTAL	130429	5066	39224	300	1830	176614	176849	235	
PCT OF TOTAL	73.75	2.86	22.18	.17	1.03				
MIDSIZE COUNTIES									
GROUP TOTAL	146029	3795	17277	0	6243	173345	173344	-1	
PCT OF TOTAL	84.24	2.19	9.97	0.0	3.60				
SUBURBAN									
GROUP TOTAL	425850	4909	54291	0	900	485951	485950	-1	
PCT OF TOTAL	87.63	1.01	11.17	0.0	.19				
LARGE URBAN									
GROUP TOTAL	889853	11582	78834	0	20452	1003722	1000721	-3001	
PCT OF TOTAL	88.92	1.16	7.88	0.0	2.04				
TOTAL									
GROUP TOTAL	1592181	25352	189626	300	29425	1839632	1836864	-2768	
PCT OF TOTAL	86.68	1.38	10.32	.02	1.60				

COUNTY GROUP	DISTRICT COURT EXPENDITURE SUMMARY FOR 1980 ADULT PROBATION SECTION						REPORTED TOTAL EXPENDITRS	SUMMED TOTAL EXPENDITRS	NET DIFFERENCE
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMAL SERVICES	CAPITAL OUTLAY				
SMALL RURAL									
GROUP TOTAL	0	0	0	0	0	0	0	0	0
PCT OF TOTAL	M	M	M	M	M				
RURAL COUNTIES									
GROUP TOTAL	163658	5075	41082	0	863	210763	210678	-85	
PCT OF TOTAL	77.68	2.41	19.50	0.0	.41				
MIDSIZE COUNTIES									
GROUP TOTAL	181609	5003	24973	0	1050	212635	212635	0	
PCT OF TOTAL	85.41	2.35	11.74	0.0	.49				
SUBURBAN									
GROUP TOTAL	506029	5171	70064	0	2040	583304	583304	0	
PCT OF TOTAL	86.75	.89	12.01	0.0	.35				
LARGE URBAN									
GROUP TOTAL	1013396	11202	94501	2107	17242	1141912	1138448	-3464	
PCT OF TOTAL	89.02	.98	8.30	.19	1.51				
TOTAL									
GROUP TOTAL	1864692	26451	230620	2107	21195	2148614	2145065	-3549	
PCT OF TOTAL	86.93	1.23	10.75	.10	.99				

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WASHINGTON STATE COURT FINANCE STUDY

COUNTY GROUP	EXPENDITURE SUMMARY FOR 1978 MUNICIPAL COURTS						REPORTED TOTAL EXPENDITRS	SUMMED TOTAL EXPENDITRS	NET DIFFERENCE
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMAL SERVICES	CAPITAL OUTLAY				
SMALL RURAL									
GROUP TOTAL	4442	24	311	0	0	9160	4777	-4383	
PCT OF TOTAL	92.99	.50	6.51	0.0	0.0				
RURAL COUNTIES									
GROUP TOTAL	24853	1928	10036	11905	1509	86051	50291	-35760	
PCT OF TOTAL	49.42	3.83	20.08	23.67	3.00				
MIDSIZE COUNTIES									
GROUP TOTAL	86619	2822	20074	0	288	186747	109803	-76944	
PCT OF TOTAL	78.89	2.57	18.28	0.0	.26				
SUBURBAN									
GROUP TOTAL	151853	9748	32558	69881	1428	288951	265468	-23483	
PCT OF TOTAL	57.20	3.67	12.26	26.32	.54				
LARGE URBAN									
GROUP TOTAL	2872956	28529	1022623	0	20093	4652999	3944201	-708798	
PCT OF TOTAL	72.84	.72	25.93	0.0	.51				
TOTAL									
GROUP TOTAL	3140723	43051	1085662	81786	23318	5223908	4374540	-849368	
PCT OF TOTAL	71.80	.98	24.82	1.87	.53				

COUNTY GROUP	EXPENDITURE SUMMARY FOR 1979 MUNICIPAL COURTS						REPORTED TOTAL EXPENDITRS	SUMMED TOTAL EXPENDITRS	NET DIFFERENCE
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMAL SERVICES	CAPITAL OUTLAY				
SMALL RURAL									
GROUP TOTAL	9769	510	989	0	0	11338	11268	-70	
PCT OF TOTAL	86.70	4.53	8.78	0.0	0.0				
RURAL COUNTIES									
GROUP TOTAL	91685	3384	24842	10945	1452	132968	132308	-660	
PCT OF TOTAL	69.30	2.56	18.78	8.27	1.10				
MIDSIZE COUNTIES									
GROUP TOTAL	161325	6637	48369	0	1624	331704	217955	-113749	
PCT OF TOTAL	74.02	3.05	22.19	0.0	.75				
SUBURBAN									
GROUP TOTAL	230397	18767	33762	40820	100	324209	323846	-363	
PCT OF TOTAL	71.14	5.80	10.43	12.60	.03				
LARGE URBAN									
GROUP TOTAL	3355442	35505	1312644	0	15734	5456542	4719325	-737217	
PCT OF TOTAL	71.10	.75	27.81	0.0	.33				
TOTAL									
GROUP TOTAL	3848618	64803	1420606	51765	18910	6256761	5404702	-852059	
PCT OF TOTAL	71.21	1.20	26.28	.96	.35				

COUNTY GROUP	EXPENDITURE SUMMARY FOR 1980 MUNICIPAL COURTS						REPORTED TOTAL EXPENDITRS	SUMMED TOTAL EXPENDITRS	NET DIFFERENCE
	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMAL SERVICES	CAPITAL OUTLAY				
SMALL RURAL									
GROUP TOTAL	10106	600	900	0	0	11806	11606	-200	
PCT OF TOTAL	87.08	5.17	7.75	0.0	0.0				
RURAL COUNTIES									
GROUP TOTAL	106470	4650	24225	20940	400	160085	156685	-3400	
PCT OF TOTAL	67.95	2.97	15.46	13.36	.26				
MIDSIZE COUNTIES									
GROUP TOTAL	201189	8355	71735	0	1550	374542	282829	-91713	
PCT OF TOTAL	71.13	2.95	25.36	0.0	.55				
SUBURBAN									
GROUP TOTAL	277555	22058	37412	45352	5125	400752	387502	-13250	
PCT OF TOTAL	71.63	5.69	9.65	11.70	1.32				
LARGE URBAN									
GROUP TOTAL	3790896	37565	1579970	0	25660	6281773	5434091	-847682	
PCT OF TOTAL	69.76	.69	29.08	0.0	.47				
TOTAL									
GROUP TOTAL	4386216	73228	1714242	66292	32735	7228958	6272713	-956245	
PCT OF TOTAL	69.93	1.17	27.33	1.06	.52				

WASHINGTON STATE COURT FINANCE STUDY

TABLE 17

EXPENDITURE SUMMARY FOR 1978
TRAFFIC VIOLATIONS BUREAU

COUNTY GROUP	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMNTAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFERENCE
SUBURBAN								
GROUP TOTAL	74279	3677	8031	4615	0	99102	90602	-8500
PCT OF TOTAL	81.98	4.06	8.86	5.09	0.0			
LARGE URBAN								
GROUP TOTAL	362959	8016	82960	102176	3986	560118	560097	-21
PCT OF TOTAL	64.80	1.43	14.81	18.24	.71			
TOTAL								
GROUP TOTAL	437238	11693	90991	106791	3986	659220	650699	-8521
PCT OF TOTAL	67.20	1.80	13.98	16.41	.61			

EXPENDITURE SUMMARY FOR 1979
TRAFFIC VIOLATIONS BUREAU

COUNTY GROUP	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMNTAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFERENCE
SUBURBAN								
GROUP TOTAL	74263	3917	9975	8033	243	105931	96431	-9500
PCT OF TOTAL	77.01	4.06	10.34	8.33	.25			
LARGE URBAN								
GROUP TOTAL	411852	6315	98227	125868	1425	643687	643687	-0
PCT OF TOTAL	63.98	.98	15.26	19.55	.22			
TOTAL								
GROUP TOTAL	486115	10232	108202	133901	1668	749618	740118	-9500
PCT OF TOTAL	65.68	1.38	14.62	18.09	.23			

EXPENDITURE SUMMARY FOR 1980
TRAFFIC VIOLATIONS BUREAU

COUNTY GROUP	PERSONAL SERVICES	SUPPLIES	OTHER SERVICES & CHGES	GOVNMNTAL SERVICES	CAPITAL OUTLAY	REPORTED TOTAL EXPNDITRS	SUMMED TOTAL EXPNDITRS	NET DIFFERENCE
SUBURBAN								
GROUP TOTAL	112073	6225	33310	2400	1000	165233	155008	-10225
PCT OF TOTAL	72.30	4.02	21.49	1.55	.65			
LARGE URBAN								
GROUP TOTAL	532216	17840	142324	154347	4647	851464	851374	-90
PCT OF TOTAL	62.51	2.10	16.72	18.13	.55			
TOTAL								
GROUP TOTAL	644289	24065	175634	156747	5647	1016697	1006382	-10315
PCT OF TOTAL	64.02	2.39	17.45	15.58	.56			

The tables on the following pages present the data obtained from the survey regarding the levels of expenditure for some selected court services which were of special interest. It must be emphasized that these figures are considerably understated. This problem is due to the fact that these services are accounted for in the local government accounting system as sub-objects of the required object level reporting of accounting information. Specific sub-object accounting is discretionary and therefore the level of detail reported by individual courts and local governments depends upon those courts and/or governments perceived needs for the information and the resources they have available to do the additional accounting work. With wide variations across the state in these factors, it was not possible to obtain this level of reporting detail from all survey respondents. This data represents the majority of these expenditures in the courts of the state as determined by the fact that the larger courts and counties did provide the information requested. It was generally in the smaller courts and counties that it was unavailable. Therefore it is estimated that this data represents over seventy percent reporting.

WASHINGTON STATE COURT FINANCE STUDY

TABLE 18

SELECTED SERVICES SUMMARY FOR 1978
SUPERIOR COURT EXPENDITURES

COUNTY GROUP	PSYCHOL. EXAMS.	COUNSELING SERVICES	INDIGENT DEFENSE	JURY EXPENSES	WITNESS EXPENSES	LAW LIBRARY
SMALL RURAL GROUP TOTAL	845	6841	40475	13820	515	10631
RURAL COUNTIES GROUP TOTAL	3362	173	94581	28493	3592	30157
MIDSIZE COUNTIES GROUP TOTAL	1889	4525	169913	131464	19125	86779
SUBURBAN GROUP TOTAL	32240	62618	193117	278824	23467	84124
LARGE URBAN GROUP TOTAL	54082	12934	562212	1147267	42993	80229
TOTAL GROUP TOTAL	92418	87091	1060298	1599868	89692	291920

SELECTED SERVICES SUMMARY FOR 1979
SUPERIOR COURT EXPENDITURES

COUNTY GROUP	PSYCHOL. EXAMS.	COUNSELING SERVICES	INDIGENT DEFENSE	JURY EXPENSES	WITNESS EXPENSES	LAW LIBRARY
SMALL RURAL GROUP TOTAL	820	8090	52329	16892	1091	9534
RURAL COUNTIES GROUP TOTAL	6226	25	125285	45540	3499	33254
MIDSIZE COUNTIES GROUP TOTAL	10535	100131	278058	157021	31989	97403
SUBURBAN GROUP TOTAL	25484	78899	266453	304695	37245	115067
LARGE URBAN GROUP TOTAL	55481	6910	652665	399945	64520	75805
TOTAL GROUP TOTAL	98546	194055	1374790	924093	138344	331063

SELECTED SERVICES SUMMARY FOR 1980
SUPERIOR COURT EXPENDITURES

COUNTY GROUP	PSYCHOL. EXAMS.	COUNSELING SERVICES	INDIGENT DEFENSE	JURY EXPENSES	WITNESS EXPENSES	LAW LIBRARY
SMALL RURAL GROUP TOTAL	1850	9200	49000	23450	1950	10825
RURAL COUNTIES GROUP TOTAL	11800	900	146720	64500	8950	41269
MIDSIZE COUNTIES GROUP TOTAL	103320	156640	251300	230100	52175	112317
SUBURBAN GROUP TOTAL	22706	20336	256428	137625	80900	145072
LARGE URBAN GROUP TOTAL	93450	33950	643746	407903	66500	20320
TOTAL GROUP TOTAL	233126	221026	1347194	863578	210475	329803

WASHINGTON STATE COURT FINANCE STUDY

TABLE 19

SELECTED SERVICES SUMMARY FOR 1978
DISTRICT COURT EXPENDITURES

COUNTY GROUP	PSYCHOL. EXAMS.	COUNSELING SERVICES	INDIGENT DEFENSE	JURY EXPENSES	WITNESS EXPENSES	LAW LIBRARY
SMALL RURAL GROUP TOTAL	0	0	1522	1164	150	30
RURAL COUNTIES GROUP TOTAL	0	0	34689	3983	1588	383
MIDSIZE COUNTIES GROUP TOTAL	344	12000	73950	11753	10830	0
SUBURBAN GROUP TOTAL	354	102	76335	24451	11606	872
LARGE URBAN GROUP TOTAL	17316	0	75352	104095	30517	80
TOTAL GROUP TOTAL	18014	12102	261388	145446	54691	1365

SELECTED SERVICES SUMMARY FOR 1979
DISTRICT COURT EXPENDITURES

COUNTY GROUP	PSYCHOL. EXAMS.	COUNSELING SERVICES	INDIGENT DEFENSE	JURY EXPENSES	WITNESS EXPENSES	LAW LIBRARY
SMALL RURAL GROUP TOTAL	0	0	3187	2135	150	126
RURAL COUNTIES GROUP TOTAL	0	0	44338	2774	4507	1034
MIDSIZE COUNTIES GROUP TOTAL	1330	12200	112046	18074	13212	2500
SUBURBAN GROUP TOTAL	661	960	88948	32495	14602	872
LARGE URBAN GROUP TOTAL	10276	0	81318	142317	532936	255
TOTAL GROUP TOTAL	12267	13160	329837	197795	565407	4787

SELECTED SERVICES SUMMARY FOR 1978
DISTRICT COURT EXPENDITURES

COUNTY GROUP	PSYCHOL. EXAMS.	COUNSELING SERVICES	INDIGENT DEFENSE	JURY EXPENSES	WITNESS EXPENSES	LAW LIBRARY
SMALL RURAL GROUP TOTAL	0	1200	6850	4700	300	200
RURAL COUNTIES GROUP TOTAL	0	0	35600	3200	11550	700
MIDSIZE COUNTIES GROUP TOTAL	4640	19500	136900	25908	16970	2500
SUBURBAN GROUP TOTAL	600	600	99600	21180	13000	900
LARGE URBAN GROUP TOTAL	7300	0	76575	134568	56250	330
TOTAL GROUP TOTAL	12540	21300	355525	189556	98070	4630

WASHINGTON STATE COURT FINANCE STUDY

TABLE 20

SELECTED SERVICES SUMMARY FOR 1978
MUNICIPAL COURT EXPENDITURES

COUNTY GROUP	PSYCHOL. EXAMS.	COUNSELING SERVICES	INDIGENT DEFENSE	JURY EXPENSES	WITNESS EXPENSES	LAW LIBRARY
SMALL RURAL GROUP TOTAL	0	0	291	0	0	0
RURAL COUNTIES GROUP TOTAL	0	0	1013	483	162	199
MIDSIZE COUNTIES GROUP TOTAL	0	4523	3641	0	204	25
SUBURBAN GROUP TOTAL	0	0	19057	1986	2660	1163
LARGE URBAN GROUP TOTAL	0	1352	10365	12516	116632	1163
TOTAL GROUP TOTAL	0	5875	34367	14985	119658	2550

SELECTED SERVICES SUMMARY FOR 1979
MUNICIPAL COURT EXPENDITURES

COUNTY GROUP	PSYCHOL. EXAMS.	COUNSELING SERVICES	INDIGENT DEFENSE	JURY EXPENSES	WITNESS EXPENSES	LAW LIBRARY
SMALL RURAL GROUP TOTAL	0	0	269	0	0	0
RURAL COUNTIES GROUP TOTAL	0	0	3030	728	300	33
MIDSIZE COUNTIES GROUP TOTAL	200	3000	23118	1466	343	158
SUBURBAN GROUP TOTAL	130	1700	19485	1843	2046	361
LARGE URBAN GROUP TOTAL	0	230	14587	16429	125410	2418
TOTAL GROUP TOTAL	330	4930	60889	20466	128099	2970

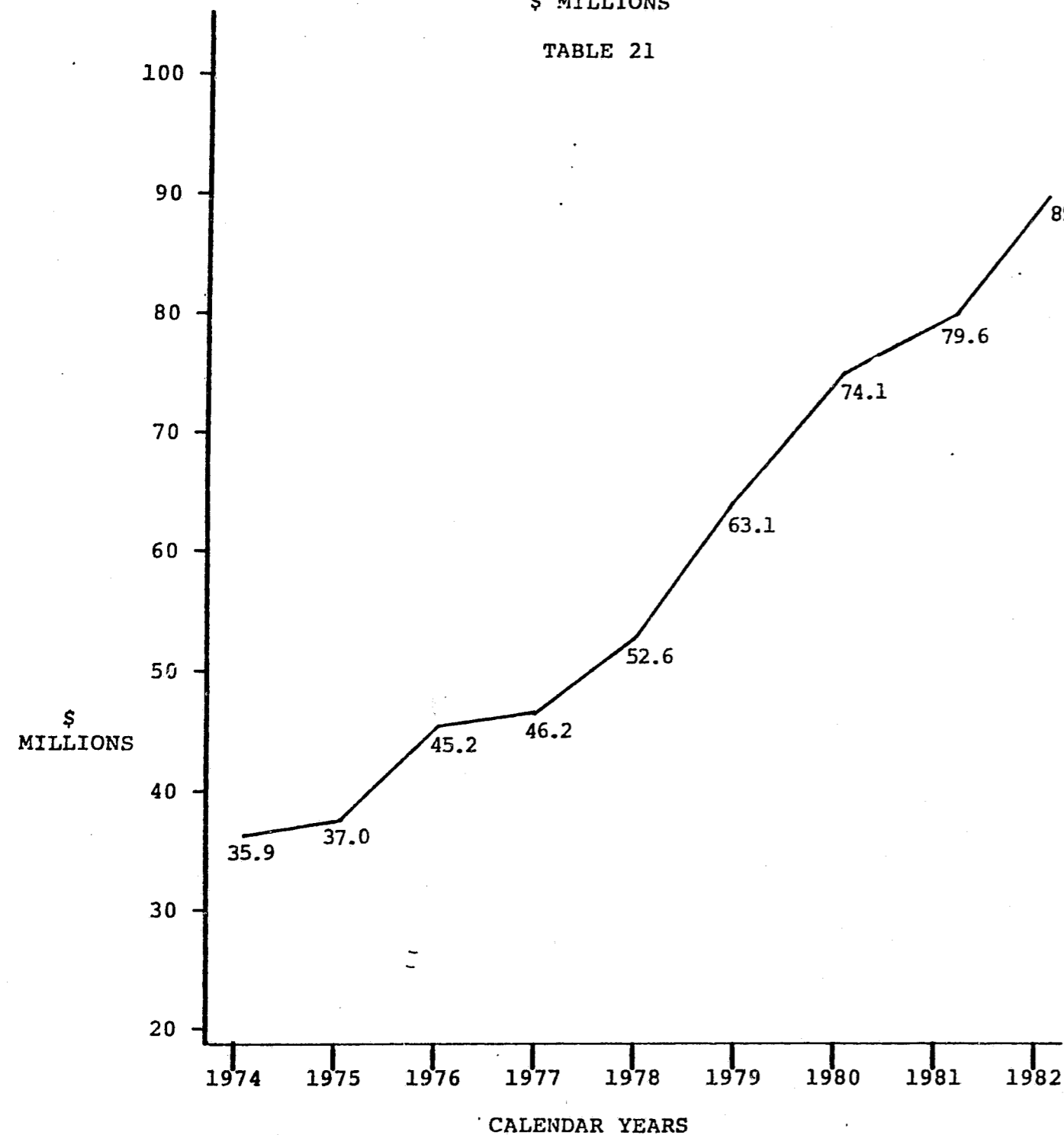
SELECTED SERVICES SUMMARY FOR 1980
MUNICIPAL COURT EXPENDITURES

COUNTY GROUP	PSYCHOL. EXAMS.	COUNSELING SERVICES	INDIGENT DEFENSE	JURY EXPENSES	WITNESS EXPENSES	LAW LIBRARY
SMALL RURAL GROUP TOTAL	0	0	280	0	0	0
RURAL COUNTIES GROUP TOTAL	0	1000	4150	2700	450	0
MIDSIZE COUNTIES GROUP TOTAL	100	12000	22150	1850	550	300
SUBURBAN GROUP TOTAL	300	500	23100	900	1200	1200
LARGE URBAN GROUP TOTAL	0	6000	19860	19075	136200	2497
TOTAL GROUP TOTAL	400	19500	69540	24525	138400	3997

The following table (Table 21) depicts the growth rate in the expenditures of the trial courts and uses an exponential regression model to project the 1981 and 1982 levels which can be anticipated. This growth rate, while generally associated with growing caseloads, emphasizes the increasing financial burden the courts are upon local government. When this data is compared with the growth in local government revenues deriving from the courts, a graphic example of one of the primary reasons for so much concern about court financing is demonstrated. This is discussed further in the final chapter.

TRIAL COURT EXPENDITURE PROJECTION
\$ MILLIONS

TABLE 21



NOTE: An exponential regression equation was used producing an R^2 of .97.
Data Source for 1974 through 1977: local government financial reports to the State Auditor.

Chapter III

Revenues Generated by
Washington State Courts

A. "Revenues" Defined

It is necessary to point out that, for the purposes of this study, "revenues" are actually a portion of the cash receipts collected by court clerks and in no way represent the amount of governmental revenue available to the courts for the funding of court operations. "Revenues" do not include monies held in trust for the beneficiaries in court actions. As discussed in this study, "Revenues" are those cash receipts of the court clerks which are deposited in the general fund of the state treasury or the current expense funds of counties' and cities' treasuries by their respective treasurers and are therefore subject to the appropriation authority of the legislative branches of those governments. The specifics of the revenue accounting and distribution procedure of the courts and local governments are discussed in Chapter IV.

B. Overview

The revenues of the courts of the state are, for the most part, generated in the trial courts with the vast majority coming from the courts of limited jurisdiction (district and municipal Courts). The revenues of the appellate courts are minimal and do not merit attention in this study since they represent only a fraction of one percent of the total. It should be noted that

municipal court revenue is understated by 14.9% as mentioned in Table 1 and could therefore be adjusted upward with a corresponding adjustment in the distribution.

The following revenue tables are presented in the same general format as the expenditure tables in Chapter II. As in the case of the expenditure data, there are two total columns presented for the revenue data. The Total Receipts column shows the total amount received by the court and the Total Receipts Distributed column shows the amount of court receipts distributed to state, county and city governments. The Net Difference column is presented to show the amount of the total receipts which is not accounted for in the distribution. The Unreported Distribution of Receipts column is presented to show the number of courts which did not provide the distribution detail of their total receipts. This format was selected in order to accurately state the findings of the survey and highlight the problems some courts appear to have with the provision of detailed revenue distribution information. It must be pointed out, however, that the tables do include all of the total revenues collected by the courts with the exception of the adjustment needed for municipal courts and that they also show the majority of the distribution since it was primarily in the smaller courts where the distribution detail was lost. As may be noted, the net difference is approximately ten percent of the total receipts thereby indicating that approximately ninety percent of the distribution is accounted for.

The breakdown of revenues by type (fees, fines, forfeitures, penalties and assessments) was requested in the survey but the response rate on those questions was so poor that this data could not be reliably reported. Although not a very significant loss to the data base, this reporting problem is due, in large part, to the general difficulty courts are having in the area of revenue accounting and also the limited resources devoted to the provision of specific revenue accounting detail. Considering the accounting resources available to the courts and the level of perceived need for detail beyond the essentials required by law, the amount of information which can be and is provided is quite good, however limited.

District courts collect more of the revenue than any other court level in the system primarily because of their large volume of traffic cases which generate the bulk of the total revenues collected. Municipal courts are the next highest revenue generator in the system also due substantially to traffic cases. It is worthwhile to note the sizable difference between the distribution of district court revenue to the county government and the distribution of municipal court revenue to city government. This difference is magnified with the addition of the county revenue collections which are distributed to cities. This indicates that city governments receive considerably more court-generated revenue than it costs to operate municipal court.

It must also be emphasized that the revenue reported in this study is the revenue collected and that the percentage of the

fines and assessments actually imposed which is represented by these collections varies from one court to another. The percentage of fines collected in some courts is over ninety percent while in others it may range downward close to fifty percent. This is due to the varying levels of resources necessary to the collection effort which are available to the court clerks and to the level of interest and motivation clerks, judges and county commissioners or city councilmen have in being collection agents. In any case, it is clear that the potential for substantially increasing collections exists. The Office of the Administrator for the Courts is assisting in this effort with the provision of data processing services which have proven to be of considerable benefit in increasing the level of imposed fines actually collected.

The following revenue tables depict the actual trial court revenue collected for 1978 and 1979 and the budgeted revenue for 1980. As may be noted, there is a slow but steady growth from year to year. This revenue trend will be discussed further in the final chapter.

C. Trial Court Revenues (Tables 22 thru 26)

WASHINGTON STATE COURT FINANCE STUDY

TABLE 22

REVENUE RECEIVED THROUGH COURT ACTIVITIES DURING 1978 TRIAL COURTS							
JURISDICTION	UNREPORTED DISTR. OF RECEIPTS	TOTAL RECEIPTS	RECEIPTS DISTR. TO THE STATE	RECEIPTS DISTR. TO THE COUNTY	RECEIPTS DISTR. TO THE CITY	TOTAL RECEIPTS DISTR.	NET DIFFERENCE
SUPERIOR CTS. GROUP TOTAL PCT OF TOTAL	13	5771284	325142 6.41	4747238 93.54	2652 .05	5075032	696252
DISTRICT CTS. GROUP TOTAL PCT OF TOTAL	19	19888887	4103913 24.03	9466592 55.43	3508499 20.54	17079004	2809883
MUNICIPAL CTS. GROUP TOTAL PCT OF TOTAL	7	12186069	1882267 15.94	19462 .16	9906895 83.90	11808624	377445
TVB GROUP TOTAL PCT OF TOTAL	1	2738816	554972 20.48	0 0.0	2154363 79.52	2709335	29481
TOTAL GROUP TOTAL PCT OF TOTAL	40	40585056	6866294 18.72	14233292 38.81	15572409 42.46	36671995	3913061

REVENUE RECEIVED THROUGH COURT ACTIVITIES DURING 1979 TRIAL COURTS							
JURISDICTION	UNREPORTED DISTR. OF RECEIPTS	TOTAL RECEIPTS	RECEIPTS DISTR. TO THE STATE	RECEIPTS DISTR. TO THE COUNTY	RECEIPTS DISTR. TO THE CITY	TOTAL RECEIPTS DISTR.	NET DIFFERENCE
SUPERIOR CTS. GROUP TOTAL PCT OF TOTAL	13	6351846	352851 6.27	5270522 83.68	2882 .05	5626261	725585
DISTRICT CTS. GROUP TOTAL PCT OF TOTAL	18	21949245	4648381 24.45	10505545 55.78	3760379 19.78	19014305	2934940
MUNICIPAL CTS. GROUP TOTAL PCT OF TOTAL	4	12847732	1912900 15.29	25184 .20	10570423 84.51	12508507	339225
TVB GROUP TOTAL PCT OF TOTAL	1	2703861	538873 20.18	2910 .11	2129041 79.71	2670824	33037
TOTAL GROUP TOTAL PCT OF TOTAL	36	43852684	7453005 18.72	15904167 39.94	16462725 41.34	39819897	4032787

REVENUE RECEIVED THROUGH COURT ACTIVITIES DURING 1980 TRIAL COURTS							
JURISDICTION	UNREPORTED DISTR. OF RECEIPTS	TOTAL RECEIPTS	RECEIPTS DISTR. TO THE STATE	RECEIPTS DISTR. TO THE COUNTY	RECEIPTS DISTR. TO THE CITY	TOTAL RECEIPTS DISTR.	NET DIFFERENCE
SUPERIOR CTS. GROUP TOTAL PCT OF TOTAL	15	6364386	326573 5.94	5164578 94.00	3000 .05	5494151	870235
DISTRICT CTS. GROUP TOTAL PCT OF TOTAL	21	23894200	4351591 21.20	12201324 59.44	3973170 19.36	20526085	3368115
MUNICIPAL CTS. GROUP TOTAL PCT OF TOTAL	14	13135436	2026731 15.80	25937 .20	10773684 84.00	12826352	309084
TVB GROUP TOTAL PCT OF TOTAL	4	2876259	517407 18.40	40000 1.42	2254152 80.17	2811559	64700
TOTAL GROUP TOTAL PCT OF TOTAL	54	46270281	7222302 17.34	17431839 41.84	17004006 40.82	41658147	4612134

TABLE 23

WASHINGTON STATE COURT FINANCE STUDY

COUNTY GROUP	UNREPORTED DISTR. OF RECEIPTS	REVENUE RECEIVED THROUGH COURT ACTIVITIES DURING 1978					
		SUPERIOR COURT					
		TOTAL RECEIPTS	RECEIPTS DISTR. TO THE STATE	RECEIPTS DISTR. TO THE COUNTY	RECEIPTS DISTR. TO THE CITY	TOTAL RECEIPTS DISTR.	NET DIFFERENCE
SMALL RURAL GROUP TOTAL PCT OF TOTAL	2	165988	51195 33.62	98434 64.64	2652 1.74	152281	13707
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	4	184729	4985 5.11	92639 94.89	0 0.0	97624	87105
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	4	537384	32663 9.77	301676 90.23	0 0.0	334339	203045
SUBURBAN GROUP TOTAL PCT OF TOTAL	3	1158064	104530 13.65	661140 86.35	0 0.0	765670	392394
LARGE URBAN GROUP TOTAL PCT OF TOTAL	0	3725119	131769 3.54	3593349 96.46	0 0.0	3725118	1
TOTAL GROUP TOTAL PCT OF TOTAL	13	5771284	325142 6.41	4747238 93.54	2652 .05	5075032	696252

COUNTY GROUP	UNREPORTED DISTR. OF RECEIPTS	REVENUE RECEIVED THROUGH COURT ACTIVITIES DURING 1979					
		SUPERIOR COURT					
		TOTAL RECEIPTS	RECEIPTS DISTR. TO THE STATE	RECEIPTS DISTR. TO THE COUNTY	RECEIPTS DISTR. TO THE CITY	TOTAL RECEIPTS DISTR.	NET DIFFERENCE
SMALL RURAL GROUP TOTAL PCT OF TOTAL	2	199230	62863 34.60	115916 63.81	2882 1.59	181661	17569
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	4	203834	6613 6.03	103144 93.97	0 0.0	109757	94077
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	4	589254	38563 10.29	336331 89.71	0 0.0	374894	214360
SUBURBAN GROUP TOTAL PCT OF TOTAL	3	1199225	94674 11.84	704973 88.16	0 0.0	799647	399578
LARGE URBAN GROUP TOTAL PCT OF TOTAL	0	4160303	150138 3.61	4010164 96.39	0 0.0	4160302	1
TOTAL GROUP TOTAL PCT OF TOTAL	13	6351846	352851 6.27	5270528 93.68	2882 .05	5626261	725585

COUNTY GROUP	UNREPORTED DISTR. OF RECEIPTS	REVENUE RECEIVED THROUGH COURT ACTIVITIES DURING 1980					
		SUPERIOR COURT					
		TOTAL RECEIPTS	RECEIPTS DISTR. TO THE STATE	RECEIPTS DISTR. TO THE COUNTY	RECEIPTS DISTR. TO THE CITY	TOTAL RECEIPTS DISTR.	NET DIFFERENCE
SMALL RURAL GROUP TOTAL PCT OF TOTAL	3	195572	62700 35.74	109727 62.55	3000 1.71	175427	20145
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	4	250500	7200 5.83	116300 94.17	0 0.0	123500	127000
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	5	591937	35141 10.74	292193 89.26	0 0.0	327334	264603
SUBURBAN GROUP TOTAL PCT OF TOTAL	3	1306982	38862 4.58	809633 95.42	0 0.0	848495	458487
LARGE URBAN GROUP TOTAL PCT OF TOTAL	0	4019395	182670 4.54	3836725 95.46	0 0.0	4019395	0
TOTAL GROUP TOTAL PCT OF TOTAL	15	6364386	326573 5.94	5164578 94.00	3000 .05	5494151	870235

(54)

TABLE 24

WASHINGTON STATE COURT FINANCE STUDY

COUNTY GROUP	UNREPORTED DISTR. OF RECEIPTS	REVENUE RECEIVED THROUGH COURT ACTIVITIES DURING 1978					
		DISTRICT COURT					
		TOTAL RECEIPTS	RECEIPTS DISTR. TO THE STATE	RECEIPTS DISTR. TO THE COUNTY	RECEIPTS DISTR. TO THE CITY	TOTAL RECEIPTS DISTR.	NET DIFFERENCE
SMALL RURAL GROUP TOTAL PCT OF TOTAL	0	365375	74238 20.32	265263 7.08	25867	365368	7
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	7	1342264	77450 12.02	466162 72.32	100962 15.66	644574	697690
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	7	2157516	777837 60.09	462481 35.73	54218 4.19	1294536	862980
SUBURBAN GROUP TOTAL PCT OF TOTAL	5	5607776	1606343 36.85	2162783 49.62	589430 13.52	4358556	1249220
LARGE URBAN GROUP TOTAL PCT OF TOTAL	0	10415956	1568045 15.05	6109903 58.66	2738022 26.29	10415970	-14
TOTAL GROUP TOTAL PCT OF TOTAL	19	19888887	4103913 24.03	9466592 55.43	3508499 20.54	17079004	2809883

COUNTY GROUP	UNREPORTED DISTR. OF RECEIPTS	REVENUE RECEIVED THROUGH COURT ACTIVITIES DURING 1979					
		DISTRICT COURT					
		TOTAL RECEIPTS	RECEIPTS DISTR. TO THE STATE	RECEIPTS DISTR. TO THE COUNTY	RECEIPTS DISTR. TO THE CITY	TOTAL RECEIPTS DISTR.	NET DIFFERENCE
SMALL RURAL GROUP TOTAL PCT OF TOTAL	0	497738	79113 19.88	292242 73.43	26608 6.69	397963	99775
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	7	1363575	81280 13.09	445608 71.74	94251 15.17	621139	742436
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	6	2667753	1153934 64.70	566218 31.75	63449 3.56	1783601	884152
SUBURBAN GROUP TOTAL PCT OF TOTAL	5	5983421	1690499 35.25	2483770 51.79	621137 12.95	4795406	1188015
LARGE URBAN GROUP TOTAL PCT OF TOTAL	0	11436758	1643555 14.40	6817707 59.72	2954934 25.88	11416196	20562
TOTAL GROUP TOTAL PCT OF TOTAL	18	21949245	4648381 24.45	10605545 55.78	3760379 19.78	19014305	2934940

COUNTY GROUP	UNREPORTED DISTR. OF RECEIPTS	REVENUE RECEIVED THROUGH COURT ACTIVITIES DURING 1980					
		DISTRICT COURT					
		TOTAL RECEIPTS	RECEIPTS DISTR. TO THE STATE	RECEIPTS DISTR. TO THE COUNTY	RECEIPTS DISTR. TO THE CITY	TOTAL RECEIPTS DISTR.	NET DIFFERENCE
SMALL RURAL GROUP TOTAL PCT OF TOTAL	2	455762	35436 16.16	176864 80.65	7000 3.19	219300	236462
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	8	1522212	105500 20.30	312700 60.17	101500 19.53	519700	1002512
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	6	2715142	1226058 68.93	481446 27.07	71174 4.00	1778678	936464
SUBURBAN GROUP TOTAL PCT OF TOTAL	5	6467274	1910253 36.22	2723762 51.64	640584 12.14	5274599	1192675
LARGE URBAN GROUP TOTAL PCT OF TOTAL	0	12733810	1074344 8.44	8506552 66.80	3152912 24.76	12733808	2
TOTAL GROUP TOTAL PCT OF TOTAL	21	23894200	4351591 21.20	12201324 59.44	3973170 19.36	20526085	3368115

(55)

TABLE 25

WASHINGTON STATE COURT FINANCE STUDY

COUNTY GROUP	UNREPORTED DISTR. OF RECEIPTS	REVENUE RECEIVED THROUGH COURT ACTIVITIES DURING 1978					
		MUNICIPAL COURT			TOTAL		NET DIFFERENCE
		TOTAL RECEIPTS	RECEIPTS DISTR. TO THE STATE	RECEIPTS DISTR. TO THE COUNTY	RECEIPTS DISTR. TO THE CITY	RECEIPTS DISTR.	
SMALL RURAL GROUP TOTAL PCT OF TOTAL	0	20808	4472 21.49	0 0.0	16335 78.51	20807	1
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	1	199652	36629 18.35	0 0.0	163022 81.65	199651	1
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	2	577995	109377 27.74	1225 .31	283635 71.95	394237	183758
SUBURBAN GROUP TOTAL PCT OF TOTAL	3	1119927	231567 22.02	0 0.0	819820 77.98	1051387	68540
LARGE URBAN GROUP TOTAL PCT OF TOTAL	1	10267687	1500222 14.79	18237 .18	8624083 85.03	10142542	125145
TOTAL GROUP TOTAL PCT OF TOTAL	7	12186069	1882267 15.94	19462 .16	5906895 83.90	11808624	377445
COUNTY GROUP	UNREPORTED DISTR. OF RECEIPTS	REVENUE RECEIVED THROUGH COURT ACTIVITIES DURING 1979					
		MUNICIPAL COURT			TOTAL		NET DIFFERENCE
		TOTAL RECEIPTS	RECEIPTS DISTR. TO THE STATE	RECEIPTS DISTR. TO THE COUNTY	RECEIPTS DISTR. TO THE CITY	RECEIPTS DISTR.	
SMALL RURAL GROUP TOTAL PCT OF TOTAL	0	27172	4730 17.68	0 0.0	22022 82.32	26752	420
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	0	236078	46128 19.54	0 0.0	189949 80.46	236077	1
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	2	598902	118854 26.35	3435 .76	328753 72.89	451042	147860
SUBURBAN GROUP TOTAL PCT OF TOTAL	1	1340936	256418 20.10	0 0.0	1019410 79.90	1275828	65108
LARGE URBAN GROUP TOTAL PCT OF TOTAL	1	10644644	1486770 14.13	21749 .21	9010289 85.66	10518808	125836
TOTAL GROUP TOTAL PCT OF TOTAL	4	12847732	1912900 15.29	25184 .20	10570423 84.51	12508507	339225
COUNTY GROUP	UNREPORTED DISTR. OF RECEIPTS	REVENUE RECEIVED THROUGH COURT ACTIVITIES DURING 1980					
		MUNICIPAL COURT			TOTAL		NET DIFFERENCE
		TOTAL RECEIPTS	RECEIPTS DISTR. TO THE STATE	RECEIPTS DISTR. TO THE COUNTY	RECEIPTS DISTR. TO THE CITY	RECEIPTS DISTR.	
SMALL RURAL GROUP TOTAL PCT OF TOTAL	1	22857	4382 19.17	0 0.0	18475 80.83	22857	0
RURAL COUNTIES GROUP TOTAL PCT OF TOTAL	0	232404	46400 19.97	0 0.0	186004 80.03	232404	0
MIDSIZE COUNTIES GROUP TOTAL PCT OF TOTAL	5	448749	101737 24.91	0 0.0	306612 75.09	408349	40400
SUBURBAN GROUP TOTAL PCT OF TOTAL	4	1466234	329811 23.58	0 0.0	1069139 76.42	1398950	67284
LARGE URBAN GROUP TOTAL PCT OF TOTAL	4	10965192	1544401 14.35	25937 .24	9193454 85.41	10763792	201400
TOTAL GROUP TOTAL PCT OF TOTAL	14	13135436	2026731 15.80	25937 .20	10773684 84.00	12826352	309084

WASHINGTON STATE COURT FINANCE STUDY

TABLE 26

COUNTY GROUP	UNREPORTED DISTR. OF RECEIPTS	REVENUE RECEIVED THROUGH COURT ACTIVITIES DURING 1978					
		TRAFFIC VIOLATIONS BUREAU			TOTAL		NET DIFFERENCE
		TOTAL RECEIPTS	RECEIPTS DISTR. TO THE STATE	RECEIPTS DISTR. TO THE COUNTY	RECEIPTS DISTR. TO THE CITY	RECEIPTS DISTR.	
SUBURBAN GROUP TOTAL PCT OF TOTAL	1	697582	87856 13.15	0 0.0	580245 86.85	668101	29481
LARGE URBAN GROUP TOTAL PCT OF TOTAL	0	2041234	467116 22.88	0 0.0	1574118 77.12	2041234	0
TOTAL GROUP TOTAL PCT OF TOTAL	1	2738816	554972 20.48	0 0.0	2154363 79.52	2709335	29481
COUNTY GROUP	UNREPORTED DISTR. OF RECEIPTS	REVENUE RECEIVED THROUGH COURT ACTIVITIES DURING 1979					
		TRAFFIC VIOLATIONS BUREAU			TOTAL		NET DIFFERENCE
		TOTAL RECEIPTS	RECEIPTS DISTR. TO THE STATE	RECEIPTS DISTR. TO THE COUNTY	RECEIPTS DISTR. TO THE CITY	RECEIPTS DISTR.	
SUBURBAN GROUP TOTAL PCT OF TOTAL	1	713255	86844 12.77	2910 .43	590465 86.81	680219	33036
LARGE URBAN GROUP TOTAL PCT OF TOTAL	0	1990606	452029 22.71	0 0.0	1538576 77.29	1990605	1
TOTAL GROUP TOTAL PCT OF TOTAL	1	2703861	538873 20.18	2910 .11	2129041 79.71	2670824	33037
COUNTY GROUP	UNREPORTED DISTR. OF RECEIPTS	REVENUE RECEIVED THROUGH COURT ACTIVITIES DURING 1980					
		TRAFFIC VIOLATIONS BUREAU			TOTAL		NET DIFFERENCE
		TOTAL RECEIPTS	RECEIPTS DISTR. TO THE STATE	RECEIPTS DISTR. TO THE COUNTY	RECEIPTS DISTR. TO THE CITY	RECEIPTS DISTR.	
SUBURBAN GROUP TOTAL PCT OF TOTAL	2	726965	84563 12.51	2000 .30	589202 87.19	675765	51200
LARGE URBAN GROUP TOTAL PCT OF TOTAL	2	2149294	432844 20.27	38000 1.78	1664950 77.95	2135794	13500
TOTAL GROUP TOTAL PCT OF TOTAL	4	2876259	517407 18.40	40000 1.42	2254152 80.17	2811559	64700

Chapter IV

Financial Management Systems and Structures Affecting Washington Courts

A. The Administrative Structure

As previously mentioned, Washington's trial courts do not demonstrate a very systematic administrative structure in the manner in which effort is organized to deal with operational administrative processes and procedures. The courts are fairly autonomous and have varying levels of expertise with which to address administrative issues resulting, therefore, in varying approaches to the demands of court administration.

In practice, the trial court administrative authority of the Supreme Court is quite limited. In spite of the fact that the Chief Justice is, by virtue of Supreme Court rule making authority, assumed to be the administrative head of the state court system, his role rarely involves him or his administrative staff in the management of trial court activities. The rule making authority of the Supreme Court has tended to be applied to legal and trial procedure rather than to issues of court management.

While trial court judges in the larger courts have relatively adequate (in terms of expertise) administrative support in the form of experienced and trained staff, those in the smaller courts often do not and sometimes find that they are in a position of simply doing the best they can on their own. The success

of these individuals in the area of court management then depends upon a variety of factors including: 1) the judges level of interest in administrative matters; 2) the workload of the court (the amount of court business both administrative and adjudicative); 3) the expertise of the individuals involved; 4) the level of cooperation between the judicial branch and executive branch agencies such as the county auditor, clerk, treasurer, prosecutor and sheriff; and 5) the judge's relationship with the county commissioners or city council (the legislative branch).

Both superior (including juvenile) and district court (including adult probation) rely upon the county executive branch of government for financial support services such as accounting, purchasing and payroll. The county executive branch also provides for all court facilities (heat, rent, lights, maintenance and custodial services, and design, construction and finance of new facilities). Some of the services represented by the court may not even appear in the court budget (e.g., court security and, in the case of superior court, clerical services). Superior court services such as the clerk of the superior court (county clerk, because of its independently elected status) and juvenile services (juvenile court and juvenile detention) are budgeted for as separate budgets from the budget for the superior court. The superior court does not have any official input or authority over the budget of the county clerk but does exercise some influence in the development of the budgets for juvenile services. The clerical services for district and municipal courts are included in the court budget and therefore receive judicial review.

Collection, receipt and distribution of court revenue is primarily a function of court clerks while recording and remittance of court revenue to the appropriate authorities is a duty of the county or city treasurer. The county auditor processes and records the operational expenditures for the judicial branch and maintains the accounting records. In any case, it is clear that a number of fundamentally essential financial and administrative judicial functions are performed by agencies outside the direction of the judicial branch of local government. Therefore, it is accurate to state that the judiciary may find its operation substantially influenced by financial management decisions about which they are not consulted. The situation for municipal courts is roughly the same with the city treasurer handling financial management for the court.

In addition, the budgetary practices of most of the local governments of the State involve a great deal of executive branch influence in the development, review and amendment of judicial budget requests. This is due primarily to the judiciary's dependence upon the executive branch for financial management services and its general lack of interest and expertise in this area. This is a historical practice finding its justification in the early days of statehood when court operations were in an embryonic condition and involved traveling circuit judges who had to depend upon local governments for all administrative and financial services. However, in the present day, local government exhibits institutionalized judicial dependence upon the executive branch and, to a fairly broad extent, the judiciary has

exercised only marginal control over the financial management of trial courts. As mentioned earlier, the courts, as they grew in number with population increases, tended to replicate themselves in their administrative structure and practices thereby establishing and cementing the present day institutional dependence on the executive branch.

While generally reducing the practical authority of the judiciary over the courts' financial affairs, judicial branch dependence on the executive branch for financial services has not been without merits. This dependence has contributed over the years to: 1) accomplishment of the needed financial services. 2) provision of an element of continuity of service which otherwise may have been lacking, and 3) provision of a certain amount of standardization uniformity and appropriateness in budget and accounting practice. This resulted from statutory requirements imposed by the State Legislature and the accounting regulations of the State Auditor upon the financial practices of government in general. The salutary effect of the statutes and of the State Auditor's regulations and recommendations on the records of the judicial branch would very likely not have occurred had those records not been maintained by county auditors who are statutorily under the direction of the State Auditor (RCW 36.22.140). To a very large extent, the uniformity and appropriateness of judicial branch financial records that does exist from one county or city to another can be credited to the practice of the executive branch of local government providing most of the financial management services for the judicial branch.

B. Expenditure Records and Procedures of the Courts

At the state level, the Supreme Court, Court of Appeals and their offices use the State Management Accounting System (MAS) which provides considerable uniformity and detail. At the local level, the State of Washington has had, since 1975, fairly broad statewide utilization of a uniform accounting system for all local governments. The production and prescription of the Budgeting and Accounting Reporting System (BARS) was made pursuant to the authority granted the Office of the State Auditor by RCW 43.09.200 and 43.09.230. Its purpose is to provide uniformity in budgeting, accounting and reporting of financial information by all local governments and to serve as the policy and procedures document governing budgeting, accounting and reporting for these same governments. Since the expenditure accounting work of the judicial branch of local government is done by the executive branch (county auditors and city treasurers), this standard system has been applied to the records of the courts as well as all other county and city agencies. Therefore, there is a considerable degree of uniformity in the general accounting procedure and in the categorization of general expenditure data. For example, all local governments segregate expenditures for court related services by organizational unit or major service categories such as: superior court, district court, municipal court, juvenile services and county clerk. They further segregate expenditures into standard objects of expenditure e.g., Personal Services (Salaries and Wages and Personnel Benefits), Supplies, Other Services and Charges (for purchased services such

as professional services, travel, printing and binding, communications, insurance, etc.), Governmental Services (for services from other government agencies), Capital Outlays (used by the courts primarily for capital equipment purchases), Debt Service (for principal and interest payments - this object is rarely used by the court). These object accounts are further subdivided into sub-objects for more detail on the items which are included in the object account.

It is at the sub-object level of the accounting system that standard practice deteriorates somewhat. This is due to the fact that the use of the sub-object accounts is discretionary and the varying levels of need for detail in the various courts. Where minimal detail is perceived to be adequate by the court, use of the prescribed sub-object accounts is minimal (it must be kept in mind that while the executive branch is doing the accounting work, the judicial branch can request the level of accounting detail it needs). With the wide variation of perceived need for detail in the various courts of the State and the variations in local government resources devoted to the provision of detailed accounting information, it was not surprising to find wide variation in the amount of specific accounting detail which could be provided. For example, many courts did not provide expenditure data for such court related services as psychological examinations and evaluations, social services, indigent defense, jury expense, witness expense, etc. Since these services are sub-objects for which specific accounting is discretionary and many courts, particularly the smaller ones, either do not have

some of these services or they choose not to account for them individually and instead lump them together in a higher level object total, the ability to specifically address them is sometimes lost. This practice is not necessarily inappropriate but often reflects the real needs and resources of the court and the local government. It does, however, make the job of assessing these items on a statewide basis practically impossible. In addition, expenditures in support of court operations made by other agencies of local government do not appear in the record as court related expenditures, e.g., sheriffs' and police services to the court.

Payment of court related expense is uniformly handled by a claims-warrant system for all local courts of the state as for all other local government agencies. This system involves each of the organizational units of the court system (superior court, county clerk, district court, juvenile court and juvenile detention, and municipal court) in the preparation of claims, in the form of a Voucher/Purchase Order, which are submitted to the county auditor or city treasurer for preparation of a warrant. By law (RCW 46.32.120(5)(6), RCW 36.32.100) all such claims must be specifically allowed and signed by the county commissioners or city council prior to warrant preparation. The essential records for payroll (time records) are maintained by each organizational unit and then included with the payroll voucher when submitted. Other purchases of the court, documented by a supplier's invoice, are batched together on purchase order forms which are assigned the proper account code by the organization filing the claim and

are then submitted to the county auditor or city treasurer for processing and accounting. The county auditor or city treasurer, after a pre-audit of the claims, then forwards these claims to the legislative branch for approval using a transmittal form. After receiving legislative branch approval, the claims are returned to the county auditor, city treasurer or sent to data processing for preparation of warrants. This results in the preparation of a Warrant Register recording all of the warrants prepared which is then sent to the treasurer for recording of the disbursements from the current expense fund of the local government. Then the warrants may be distributed by the county auditor or city treasurer to the appropriate payees. At the end of each month the county auditor or city treasurer submits to each organizational unit of the court a financial statement showing the amounts disbursed from court budgets and the balances remaining for the fiscal period (a calendar year). These reports constitute the expenditure record for the court and, as such, there is no expenditure accounting required of the court.

Expenditures for some court-related items are processed centrally by the local government. The costs of county or city facilities, maintenance and administration (accounting, purchasing and personnel services) are paid from general local government administrative accounts and are not pro-rated back to the various agencies of local government. Therefore, the portion of these costs which is specifically attributable to the operation of the courts is unavailable. This is not to suggest that

these costs cannot be obtained but rather that many local governments do not believe that a detailed administrative (or indirect overhead) cost allocation plan is justifiable or necessary. The exception to this is in relatively large local governments which have a considerable number of federal grants. These governments require an indirect overhead cost allocation plan to prescribe a formula for the distribution of administrative overhead costs back to the grants and therefore can allocate these costs by governmental organizational unit or major service category. In general, however, this is not done and the portion of these costs which is attributable to the operation of the various courts is unavailable or merely estimated.

C. Revenue Records and Procedures of the Courts

As mentioned earlier, the "revenues" of the courts are actually a portion of the cash receipts collected by the court clerks which generate from the conduct of court business. These "revenues" in no way reflect the amount of governmental revenue available to the courts for the funding of court operations. "Revenues" do not include the cash receipts of the courts from civil judgments and garnishments or for trusts and escrows held by the court for the parties to a court action. While court clerks do maintain the records of these non-revenue receipts and corresponding bank deposits, these receipts have not been included in the definition of court generated revenue because they are not available for governmental or court use. Generally they are deposited in non-interest bearing accounts, such as

checking accounts, to be held until released by the court to the beneficiaries in the court action. The one exception to this procedure is in the case of superior court trust funds held by the county clerk. RCW 36.48.090 was amended in 1977 to specifically allow the county clerk to invest trust funds not required for immediate use. The interest from these investments was allowed by this amendment to accrue to the county current expense fund. According to common law, in the absence of such specific statutory authorization, the courts may not invest trust monies for the government's benefit, the principle being observed that any interest accrual on principal invested from monies held in trust must accrue to the beneficiary of the trust (interest must follow principal). "Revenues," as discussed in this study are, therefore, those cash receipts of the courts which are deposited in the general fund of the state or the current expense funds of the counties' or cities' treasuries by their respective treasurers and are subject to the appropriation authority of the legislative branches of those governments.

At the appellate court level revenues are minimal. They are accounted for by the clerks of the appellate courts and are remitted to the State Treasurer for deposit in the state general fund in accordance with state law.

For practical purposes, it is at the trial court level that the generation of court revenues takes place. The key officials in the revenue collection and accounting process are the court clerks and the state, county and city treasurers. The court

clerks do the cashiering work associated with the collection of these revenues and the maintenance of the accounts recording the amounts of court judgments (fines, fees, penalties and assessments), the payments on those judgments and the unpaid balances remaining. It is also the responsibility of the court clerks to calculate the revenue distribution to the appropriate authorities as prescribed by statute (See RCW 3.62, 10.82.070, 27.24.070, 27.24.090 and 36.18.020). According to statewide uniform accounting procedure, the clerk is to show this distribution on the transmittal form used to transmit court revenues to the county or city treasurer for deposit in the current expense fund or remittance to other governments (e.g., the state government).

At the superior court level, the job of determining the distribution of court revenues is relatively simple (relative to district court) involving few statutes and few distinctions between the many allowable fees collected or fines being distributed. For example, all superior court fines are remitted to the State Treasurer via the county treasurer for deposit in the state general fund (RCW 10.82.070) and the superior court filing fee of sixty dollars is uniformly distributed between only five or six categories. It is worthwhile to note, however, that while RCW 10.82.070 states that all superior court fines shall be handled in the same fashion, it also states - "except as otherwise provided by law." This exception comes into play primarily in such cases as a perfected appeal of a district court conviction on a traffic law violation. In this example, the other statutes relating to penalty assessments on traffic fines, which are

commonly processed by the district court, must be applied and calculations of the proper way to distribute the revenue collected by the superior court or county clerk must be made in the same manner as they are in district court. This exception to the routine superior court fine handling procedure is often overlooked or disregarded in many counties. This fact occurs primarily because superior courts do not handle very many traffic cases and, when they do, the cases are frequently remanded back to district court for disposition. Therefore, the number of traffic cases actually requiring a detailed revenue distribution procedure which are ultimately the responsibility of the county clerk is quite small.

It is at the district court level that the job of revenue distribution becomes extremely complex and very difficult because of the myriad statutory provisions relating to the distribution of district court income (particularly traffic fines). The district court clerks, frequently in a position of fending for themselves with limited resources and expertise, exhibit considerable difficulty in coping with these requirements. The problems they are having cause the amounts remitted to the various funds and accounts in the distribution to often be incorrect, usually less than the amounts that they should have been. The State Auditor, in his report to the State Legislature, has described this situation quite succinctly.

He states ... "RCW 3.62.015, enacted in 1969, provides for the distribution, on a percentage basis, of Justice Court(*) income from: (1) fines, forfeitures and penalties assessed and collected because of the violation of city and/or county ordinances, (2) fees and costs assessed and collected because of civil action, and (3) penalty assessments assessed and collected pursuant to RCW 46.61.515(2). (Note) The purpose of that statute was to simplify the distribution of justice court income to the various entities having an interest in the income - cities, towns, counties and the State."

"At first, justice court revenue could be distributed wholly on a percentage basis with the exception of five dollars for each twenty dollars fine or bail forfeiture or fraction thereof which was required to be forwarded to the traffic safety account of the general fund of the State treasury before the percentage distribution could be made."

(*) Justice Courts in the State of Washington have been replaced with district courts (Chapter 3.3 RCW 1961 Amendment).

(Note) According to the provisions of RCW 3.62, the percentage distribution is to be reviewed jointly by the Office of the Administrator for the Courts and the State Auditor on a regular basis to determine if there has been any significant change in the distribution of the types of cases involved in the formula. This review has been accomplished in only a very cursory fashion over the years since 1969.

"In succeeding years various interests have succeeded in getting laws passed that require certain amounts of dollars or percentages of the basic fine or forfeiture to be assessed or set aside for special purposes before the percentage distribution is made. As a result, the percentage distribution cannot be made until the following deductions have been taken:

- (1) RCW 46.81.030 -- For driver education, \$5.00 for each \$20.00 fine or bail forfeiture or fraction thereof.
- (2) RCW 46.61.515 -- For driver services program and statewide alcohol safety action program, 25 percent of, and which shall be in addition to, any fine, bail forfeiture, or costs on all offenses involving a violation of any state statute or city or county ordinance relating to driving or being in physical control of a motor vehicle while under the influence of intoxicating liquor.
- (3) RCW 77.12.173 -- For the protection and preservation of wild animals, wild birds and game fish a \$5.00 penalty for every \$20.00 fine or forfeiture of bail or fraction thereof for any violation of Washington State game, fish and wildlife laws and regulations.
 - a. RCW 77.12.170 provides that counties will receive fifty percent of the fines and bail forfeitures collected for violations of Washington State game, fish and wildlife laws and regulations. Counties may elect to receive an amount in lieu of real estate taxes on game lands equal to that which would be paid on similar parcels of real estate situated in the county. Chapter 59, Laws of 1977, 1st Extraordinary Session, provides that the percentage distribution procedure provided in Chapter 3.52 RCW shall not apply to the fines and forfeitures for game, fish and wildlife violations.
- (4) For the purpose of compensating victims of violent crime, Chapter 302, Section 10, Laws of 1977, 1st Extraordinary Session, amended Chapter 7.68 RCW to provide that whenever any person is found guilty of

having committed an act prohibited under the provisions of Title 9A RCW the court shall impose a penalty assessment of twenty-five dollars or ten percent of any other penalty or fine, whichever is greater, and to provide that whenever any person, accused of having committed a criminal act prohibited under the provisions of Title 9A RCW, forfeits bail there shall be deducted from the proceeds of such forfeited bail a penalty assessment of twenty-five dollars, in addition to any other penalty or fine imposed by law.

- (5) RCW 46.61.587 as amended by Chapter 57, Laws of 1977 - For winter recreational parking account. Provides for a fine of not more than twenty-five dollars plus courts costs, and said fine shall be deposited in the winter recreational parking account.
- (6) Chapter 43.101 RCW as amended by Chapter 212, Laws of 1977, 1st Extraordinary Session, for training criminal justice personnel. In each instance of bail forfeiture attendant to any violation of a law of this state or an ordinance of a city or county except an ordinance relating to vehicles unlawfully left or parked, an assessment in addition to such bail forfeited shall be collected and forwarded within thirty days by the clerk of the court or the county treasurer to the state treasurer to be deposited in the criminal justice training account of the State General Fund. The amount of the assessments shall be as follows:
 - a. When forfeiture is \$10.00 to \$19.99, the assessment is \$3.00;
 - b. When forfeiture is \$20.00 to \$39.99, the assessment is \$5.00;
 - c. When forfeiture is \$40.00 to \$59.99, the assessment is \$7.00;
 - d. When forfeiture is \$60.00 to \$99.99, the assessment is \$12.00;
 - e. When forfeiture is \$100.00 or more, the assessment is \$15.00.
- (7) RCW 4.24.230 - Provides that:
 - a. An adult or emancipated minor who steals merchandise from a wholesale or retail store or other mercantile establishment shall be liable, in addition to actual damages, for penalty to the owner or seller in the amount of the retail value

of the goods stolen not to exceed one thousand dollars plus an additional penalty of not less than one hundred dollars nor more than two hundred dollars.

- b. The parent or legal guardian having the custody of an unemancipated minor who steals merchandise from a wholesale or retail store or other retail establishment shall be liable, in addition to actual damages, for a penalty to the owner or seller for the retail value of the goods stolen not to exceed five hundred dollars plus an additional penalty of not less than one hundred dollars nor more than two hundred dollars."

"In addition, it appears that the 1981 session of the Legislature will be asked to consider legislation which will add at least two more surcharges to the seven currently in effect."

"All of these special provisions have so complicated the financial administration of the courts that we believe few of the courts are able to follow the requirements of the statutes. In addition, we believe that the overlay of penalties tends to cause judges to reduce the basic fine so that less money is available for distribution pursuant to the provisions of RCW 3.62.015. We recommend that the Legislature study the matter of fines, forfeitures and penalties for the purpose of simplifying the financial administration of the justice courts."

This study has confirmed these conditions and concurs with the recommendation of the State Auditor that legislative action is needed to clear up the situation. It is further recommended that the Office of the Administrator for the Courts, together

with the Office of the State Auditor, draft suggested legislation for this purpose taking into consideration the interests of all who share in the revenue distribution.

It should also be noted that the penalty assessments described above must be taken off the top of the revenue collected before the percentage distribution formula is applied and that after the operating costs of the court are deducted there is frequently nothing left to distribute. This condition is aggravated by the fact that the courts allow installment payments of fines and have a rather monumental task in collecting full payment. When partial payments of fines are collected, it is a very taxing exercise to determine the distribution. This effort involves weighing the questions of who should get how much of the partial payment and when. There seems to be as many answers to these questions as there are individuals wrestling with the problem.

Chapter V

Findings and Recommendations

A. Overview

The conclusions and recommendations contained within this chapter have been prepared by the Washington State Court Finance Study Project. This project, while operating within the State Office of the Administrator for the Courts, has functioned with considerable independence and autonomy much as an independent contract consultant would function. This approach was encouraged in an effort to increase the level of objectivity in the study and to bring new and different perspectives into the analysis of the court system. Therefore, statements of opinion contained herein should be recognized as those of the project staff.

Many specific findings regarding the "costs," "revenues" and operational financial management practices of the Washington state court system have been presented in the data and discussions of the foregoing chapters. While there is a recognized deficiency in the type of data available from the court system which would permit a more in-depth analysis of cause and effect relationships, this chapter will attempt to summarize the broad scope implications of the survey results. This chapter also provides some general observations which derive from the management or administrative focus of the review of the survey results employed by the project staff.

In the State of Washington, the technical financial management of the court system is a quasi "unified" operation which results from the standards for governmental accounting set forth in statute and the policies, procedures and recommendations of the State Auditor. These standards have been applied to the accounting records of the courts by virtue of the fact that the executive branch of government, under the supervision of the State Auditor, is assuming the responsibility for the policies and procedures of judicial branch accounting. The unifying effect on judicial branch financial records systems resulting from this operational approach has been generally salutary. It has, for example, provided the opportunity for a standardized format in the presentation and analysis of court financial data and has served to reduce the risk of inappropriately mixing expense items by establishing a categorical framework for the entire State. It has also served to reduce the amount of inaccuracy in reporting of financial data by providing an appropriate category for all expense items thereby assuring that all costs are accounted for. The study was, as a result of this fact, able to record 100% of the appellate courts, 99.94% of the superior courts, 99.5% of the district courts, 85.1% of the municipal courts and 100% of the traffic violations bureaus total expenditures and revenues. The only missing data resulted from no responses to the survey instrument. In any case, the level of completeness and accuracy in the data reported was greatly enhanced by the unifying influence of the statewide accounting system.

B. Findings

- (1) The operations of the courts appear to bear an important relationship to population.

Utilizing the financial data obtained from this study and data on population and court filings the project attempted to do some analysis of relationships between variables in an effort to convert the raw data into usable information. The question "So What?" was posed when reviewing relationships between data elements (such as differences in levels of expenditure from one county to another) to see if there were any significant conclusions which could be drawn from the data. (This effort was hampered by the limited availability of data elements with which to pursue this analysis). However, utilizing what was available, some interesting relationships began to emerge. Per capita expenditures and per capita superior court filings were examined as were expenditures per filing. This analysis produced the following:

Table 27

	Expenditures Per Capita	
	1978	1979
Superior Court	\$ 8.99	\$ 10.33
District Court	\$ 3.16	\$ 3.76
Municipal Court/Traffic Violations Bureaus	\$ 1.80	\$ 2.08
Subtotal-All Trial Courts	\$ 13.95	\$ 16.17
Appellate Courts	\$ 2.70	\$ 2.98
Total All Courts	\$ 16.65	\$ 19.15

When these data were further broken down into the population groupings employed in the foregoing chapters, there appeared a trend in the per capita expenditures and the expenditures per superior court filing from higher in the Small Rural group to lower in the Large Urban group, while the number of superior court filings per capita stayed fairly constant at between .031 and .038. This finding appeared that it might have significance in indicating some potential for identification of economies of scale since it was known that the comprehensiveness of services was trending in the opposite direction, i.e., the larger courts providing much more comprehensive services than the smaller courts. Why then, with more comprehensive services, are the larger courts spending less per capita and per filing while the filings per capita are roughly the same as the smaller courts? What are the implications on equality of justice or distribution of court resources?

Table 28

	Expenditures Per Capita		Expenditures Per Superior Court Filing	
	1978	1979	1978	1979
<u>Superior Courts</u>				
High-Small Rural Courts	\$14.00	\$16.11	\$446.85	\$382.46
Low -Large Urban Courts	8.66	\$ 9.89	\$237.99	\$259.90
<u>District Court</u>				
High-Small Rural Courts	\$ 3.91	\$ 4.82		
Low -Large Urban Courts	\$ 2.81	\$ 3.38		

Following this finding, correlation analysis was attempted utilizing correlation matrixes. A variety of variables were applied to the equation to see if truly significant relationships could be established including variables from other data bases (such as dispositions and dispositions per judge). All attempts at establishing truly significant relationships between variables by accounting for truly significant levels of variance were inconclusive. This was due to the extreme variance found between the counties in the Small Rural group. This observation is an important finding in itself. It has considerable significance when addressing questions about the appropriate allocation of resources to the various counties. While it is possible to make some judgement from this data about the level of need for resources in four of the five groups, it is not possible to apply any easily identifiable formula to those counties in the Small Rural group since they differ from each other and from the rest of the state to such an extent and, at this point, there is no explanation for this fact. It can only be said that it would be extremely risky to propose resource allocations to these small counties based on current knowledge. It should be emphasized however, that the implications of establishing a demonstrable trend toward economies of scale (through marginal cost analysis and marginal production analysis) are truly revolutionary for court managers, and that the attempt to accomplish this should not be abandoned. It had to be terminated in this study due to time deadlines on the completion of the project but the effort must be continued. It is the belief of the project staff that,

in time, these relationships can be identified. More work needs to be applied to this in an effort to document the existence of economics of scale.

In the event that significant relationships between variables can be identified and economies of scale are documented, a whole new approach to judicial administration will be opened to use by court management. Optimum levels of operation can be identified through the analysis of how marginal changes in one factor under the control of the manager influence changes in another factor. Marginal analysis of court workload, spending levels, revenue earning capability and many more factors fundamentally related to the decisions managers must make will then be possible. The bottom line in this event, is answering the question..."How does the manager optimally allocate scarce resources?" At this point in time, judicial system managers have no tools with which to address this question. This effort may provide the necessary tools.

(2) The financial management services provided for the courts are of good quality.

As mentioned earlier, the trial courts of the State of Washington have a uniformly applied (although differentially utilized) budgeting, accounting and reporting system-BARS. It is employed by all local governments and, to the extent that the executive branch of local government (the county auditor or city treasurer) is doing the accounting work for the courts, BARS is applied to the records of the courts. This has contributed to

uniformity and completeness of reporting and has made statewide aggregations of court related expenses and revenues possible for all courts. This financial data is uniformly transmitted to the Office of the State Auditor on an annual basis and, after all reports have been received (usually more than six months after the close of the fiscal period), they are entered into the State Auditor's computer for conversion to computer tape. Therefore, the capability exists for the judicial branch of state government (specifically, the staff of the Office of the Administrator for the Courts) to work cooperatively with the staff of the Office of the State Auditor to generate computer output of court financial data. By working together with the Office of the State Auditor, the Administrator for the Courts can work out the details of this procedure thereby meeting the needs of the Supreme Court for statewide trial court financial information.

The implications of the capability of the judicial branch of state government to obtain uniform and reliable trial court financial data from the State Auditor are significant for these data are fundamental to the development of a cost analysis data base and the management information system needed by the judicial branch of government. If there is ever to be any attempt to identify fixed and variable costs, marginal costs, cost centers, cost benefit, efficiency, etc., then the data from the accounting system for trial courts which is currently in place and functioning fairly well can be and should be utilized. Furthermore, BARS is capable of being modified and can deal with suggested improvements, e.g., and increase in the level of detail

in the reporting of specific court related expenses. All that is needed is a routine operational interface between the Office of the Administrator for the Courts, local government and the Office of the State Auditor.

The financial records of the trial courts are routinely audited by the Office of the State Auditor, Division of Municipal Corporations, when audits of local governments are done and benefit further from the advice and recommendations offered by state examiners as they review these records. As a result of the statewide application of uniform standards by the State Auditor to local government, the records of the judicial branch are improved and a certain level of quality is maintained.

Judicial branch acceptance and utilization of executive branch accounting statutes, policies and procedures has contributed to the credibility and respectability of judicial branch positions regarding financial affairs. At both the local and state level, the legislative branch of government has been able to understand what the judicial branch says and does in the area of financial management since practice and procedure are the same as the executive branch with which they are most familiar. If the judicial branch was different, it would surely have serious credibility problems and lack legislative appreciation and understanding. There is much to be said for the benefits of the existing levels of consistency and continuity in financial management procedure.

(3) There are some weaknesses in the financial practices of the courts.

The weaknesses in the current financial practices relating to the courts of Washington are, in general, minor when related to the daily operations of the court and the levels of demand for financial information currently placed upon the accounting system by court management. This is to say nothing of the weaknesses related to the provision of sophisticated financial management information such as would be required if the courts were to attempt cost accounting and the development of a cost analysis data base for application to a comprehensive management information system. Given the current nature of court management and the currently perceived level of need for financial information, the operational weaknesses found by this study fall into four categories:

- A. The level of specificity and uniformity in the recording and reporting of sub-object detail on the expenditures of the courts.
 - B. The capabilities of court clerks to perform the collection function generating court income.
 - C. The capabilities of court clerks to perform the revenue distribution function.
 - D. The level of emphasis within the court system on financial management.
 - E. The clarity of the chain of management authority and responsibility in the judicial system.
- A. It was confirmed by this study that while the object level accounting provided for the courts is very good, the sub-object capabilities of BARS are differentially applied from one court or

county to another. This results in some elements of court expense not being specifically identifiable in some counties. Albeit intentionally designed to provide this discretionary use of sub-objects, BARS could be uniformly applied to the accounting of some of the specific sub-object expense items of interest on a statewide basis e.g., psychological examinations, counseling services, indigent defense, jury expense, data processing, etc. These and other court related expenses are not uniformly handled and in counties where the accounting procedure does not utilize sub-objects to break out these items they are lumped together with other expenses at a higher level in the accounting system and are therefore not individually identifiable. The study found that a more specific review of this inconsistency is indicated.

B. The study also confirmed that the revenue collections by the various court clerks (particularly district court clerks) are far below the levels of the fines and penalties imposed by the court. When reviewing the cost vs. revenue picture of the courts, it must be kept in mind that the revenues reported are only the actual receipts and do not reflect the potential revenue of the courts. Without specific statewide data on the amount of court fines and penalties imposed it is impossible to state precisely how much potential revenue is never collected. Based upon interviews and discussions with court clerks across the State, it is estimated that perhaps as much as 20% to 30% of the potential is lost. This is due primarily to three factors:

1. Other priorities of the office of the clerk take precedence over the job of collections.
2. The limited resources (staff) of the courts and the clerks with which to address the problem of collections.
3. The practice of permitting installment payments of fines which enables the individuals responsible for payment to leave the court or the geographical jurisdiction of the court without making full payment.

Considering the fact that many courts and clerks are not particularly enthusiastic about the job of collections, the small staffs of most clerk's offices who are busy with other court work and are not trained or specifically assigned in the area of collections and the number of installment accounts with outstanding balances which must receive constant surveillance and attention, the court and clerks are not very effective collection agents. As a result, a considerable amount of potential court generated revenue is unavailable to local government, not to mention the uncollected penalty assessments and the reduction in the state's portion of the distribution of court income. More importantly, uncollected fines represent justice not carried out when the payment of a fine was determined by the court to be the just penalty for violations of the law.

The problems associated with collections are being ameliorated to some extent by two factors:

1. The data processing services which are provided to the trial courts (particularly the district courts) by the State Office of the Administrator for the Courts.

CONTINUED

1 OF 2

2. The 1980 amendments to RCW 46.63 which decriminalized traffic violations but added penalties for late payment of fines and tied payment of fines to drivers license renewals.

While there has been demonstrated improvement in collections in those courts utilizing the data processing service of the State Administrator (in some cases almost doubling collections by reducing paperwork and notifying the clerk of the status of the outstanding accounts), not all courts are making use of the service. In fact, only about one third of the courts have computer assisted capability. This is primarily a result of the state not having enough hardware to see that all courts get the service. In any event, this service is extremely useful. The service, when extended by the state to all courts, will have a dramatic impact on the problem.

The 1980 State Legislature amended the traffic violations statute, RCW 46.63, to decriminalize traffic offenses. There are two provisions of this change in the law which are expected to have the effect of increasing the collection ratio of the courts. One is that there will be a \$25.00 penalty added to the fine if it is not paid within seven days and the other is that a driver's license shall not be renewed for any driver who has an outstanding unpaid fine. It is obviously too early to be certain of the effects of these provisions but they should help in the collection effort.

It should also be emphasized that there is little pressure regarding this subject brought to bear upon the court or the

clerk from other branches of government and vice versa because no one has the information as to the sum of fines imposed versus the collections actually received. When and if this information becomes available, further influences will quite likely occur which may also increase collections. For example, county commissioners may be far more able to understand and accept the logical reasons for the staff increases requested by court clerks in their budget requests if they can see that this staff will produce increased collections of court imposed fines which will become revenue to the county.

C. The study also confirmed that the trial courts (particularly the district courts) are experiencing tremendous difficulty in properly handling the distribution of court income (revenues). In fact, it is very difficult to determine what the proper method is. This task is a significant workload on the small staffs of the offices of the court clerks. The inordinate amount of effort devoted to the determination of the distribution of court generated revenues has prompted the State Auditor and the Office of the Administrator for the Courts to begin to work together to suggest a solution to the problem. Suffice it to say here that a major finding of this study is that the Office of the Administrator for the Courts needs to have the staff capability to work with local government and state government agencies in the area of financial management in order to be of assistance to the court system in the solution of this and other financial problems.

D. Another observation of weakness in the area of financial management in the courts of the State of Washington is that there has traditionally and historically not been any particular emphasis within the court system, specifically at the state level, upon financial affairs as they relate to court management. The judicial system has left those matters to others and, as a result, has not cultivated any internal financial management expertise of its own. This lack of emphasis has become so institutionalized in the court system that attempts at breaking into this area are often viewed almost as an anathema sometimes held in suspicious contempt. Rather than attempting to master the arts and sciences of accountability and management, the courts have shied away from them to their own disservice. This institutional weakness is just now beginning to be overcome but before the courts can presume to be completely responsible for their own financial affairs and skillful management they must recognize the need for the development and enhancement of their own financial and management expertise. That area of effort within the judicial system must be given the emphasis it requires in order to grow to meet the task. This departure from tradition will of necessity, involve bringing individuals with economics, finance, statistical and business and government administrative education and experience into the judicial system, placing them in positions of responsibility and authority and providing them with adequate supporting staff capability to seriously address and impact court management practice.

Modern management techniques such as cost accounting, management systems analysis, cost impact and cost benefit analysis, marginal cost analysis, resource needs forecasting and analysis of effectiveness and efficiency will not and cannot be accomplished for the courts by the executive branch agencies upon which the judicial system is currently dependent for the generation of financial data. These executive agencies are not prepared or motivated in any way to expend their limited resources in an area which is not their responsibility and which has not had in-depth consideration, (developmental and definitional policy analysis by the judicial branch) or documented need or demand for attention (court recognition and demonstration of the need and demand for comprehensive modern management capability). If there is ever going to be modern management practice employed in the judicial branch, the capabilities to develop the systems and employ the information they generate must receive high priority within the judicial system. Judicial branch administrative support services (particularly at the state level) must be organized and structured around the employment of comprehensive modern management theory and practice before it will become a reasonable possibility. No one else will create judicial branch management information and it will surely become an essential as competition for increasingly limited government resources intensifies. The Office of the Administrator for the Courts has taken an initial step by establishing a Division of Management Services for this purpose. Perhaps this organizational emphasis will provide the vehicle and catalyst needed to begin the development of judicial management support systems.

E. There is some confusion as to the chain of administrative authority and responsibility in the Washington court system. As mentioned earlier in this report, the historical development of the judicial system in the State tended to separate judges from the administrative processes associated with the operations of the courts. They, of necessity, concentrated their efforts on their adjudication role and depended upon other agencies to handle the administrative functions associated with it. As a result of this history, judges have not been as deeply involved in the development of administrative policy and the supervision of administrative affairs as they might have been considering the administrative authority and responsibility placed on them by the constitution and the law. As a separate branch of government, the judicial branch is, according to constitutional and statutory provision, under the direct supervision and direction of judges, both trial court judges and appellate court judges. The trial court judges are constitutionally and statutorily under the direction of the State Supreme Court to the extent that they must follow Supreme Court rules. It would follow then that the administrative rule-making authority of the Supreme Court is binding on the trial courts and that a degree of administrative unification of the court system could be accomplished through the use of Supreme Court rules. However, due to the concentration of the Supreme Court on their adjudication role and their primary interest in adjudicatory matters, there have not been many Supreme Court rules adopted addressing court management and administration for all levels of the court system. As a result of this, there is not much

demonstrated exercise of the Supreme Court's administrative authority. The lack of the exercise of this authority has tended to foster some confusion as to who is administratively in charge of the "system", if indeed there is a system or someone in charge. Answers are not to be found in the constitution, the statutes or in the judicial branch record (court rules) as to where the administrative buck stops or starts. That is to say, there is no specific delegation of administrative authority from the Supreme Court to the lower courts.

It seems logical, from a management point of view, to expect or suggest that the various courts of the State constitute a "system" in so far as there is a supreme policy making body (the Supreme Court) which has the ultimate responsibility for the system and a chief executive or administrative officer (the Chief Justice) who supervises what goes on in the system and delegates his and the Supreme Court's authority to subordinate executives (presiding judges of the lower courts) who, by deriving their administrative authority from the delegations of the higher court, are then empowered to manage the affairs of the lower courts. One may further expect or suggest that this chain of administrative authority together with the legal/adjudicatory chain of authority results in a systematic operation called the judicial "system." This administrative chain has never been clearly established constitutionally, statutorily or by Supreme Court rules. Perhaps it cannot be established without running afoul of the constitution.

If the trial court judges, the executives of the local judicial branch of government, derive their administrative authority from the constitutional provision for their independently elected offices rather than receiving it by delegation from the Supreme Court, then they are autonomous administratively (except for their obligation to follow state law, Supreme Court procedural rules, and county ordinances) and are not part of any statewide administrative system. Each local trial court, in that case, is free to conduct its administrative affairs in any manner it deems appropriate without regard for any larger scheme or system. In fact, the idea of any such administrative system is, in that event, a myth and no purely administrative effort could make it otherwise. The creation of a "system" would require constitutional amendment specifically describing the administrative relationships between the courts. This is not to suggest that nothing can be done to make the operations of the various courts more systematic and uniform without a constitutional amendment. It does point out that there are fundamental problems in attempting to view and affect the courts as though they are in a typical management chain, organizational hierarchy or system designed for effective administration. They are not and their individual discretion in administrative matters is considerable.

There are however, several statutes which seem to support the contention that trial court judges are administratively subordinate to the Supreme Court e.g., RCW 2.08.100, RCW 2.08.240, RCW 2.56.040 and 050. These statutes, implementing constitutional provisions, give the State Supreme Court control over where a

superior court judge may be assigned to work, what data and information related to superior court operations and expenditure of public monies shall be reported to the higher court and whether or not a superior court judge's work is sufficiently current that he may be authorized the payment of his salary. These statutory provisions appear to define the Supreme Court as the employer or supervisor of the superior court judges and lead to the conclusion that there is an administrative hierarchy notwithstanding the superior court judge's constitutional independently elected status.

If the superior court judges are administratively autonomous by virtue of their constitutional and independently elected status, the provisions of RCW 2.56.050 (which require superior court judges to comply with all requests for data regarding the operation of the superior court which come from the Office of the Administrator) raise the question - "Why are trial courts required to provide data to the Office of the State Administrator for the purpose of making administrative policy recommendations to the Supreme Court if the Supreme Court cannot impose administrative regulations on the independently elected trial court judges and constitutionally created trial courts; or is there indeed a management chain or hierarchy of administrative authority?" This is a merky issue, the clarification of which can contribute significantly to improved management and systematic problem solving in the judicial system.

(4) There is a growing disparity between court generated revenues and the costs of court operations.

The Washington State Court Finance Study has provided data which point out dramatically a growing problem in the area of court finance. While it has been felt for some time that local government was experiencing increasing difficulty in paying for the court system, it has not been until now that documentary evidence of this perceived problem has been available. The following tables (Tables 29 and 30) present the amounts of court generated revenue which were distributed to local governments, the expenditures for each of the trial court levels and the difference between the two + or (-). One can easily see that the counties are experiencing a real deficit between the cost of county funded courts (superior and district courts) and the revenue they receive from the courts' collections. Cities, on the other hand, are receiving (in court generated revenues) between two and three times the cost of municipal courts and traffic violations bureaus. In total, local government is considerably short of covering its expenses for the courts in spite of the large surpluses in the cities.

What is more alarming, is that the slower rate of increase in revenues and the relatively faster rate of growth in expenditures is producing a very rapidly growing deficit. When projected to 1982, it becomes apparent that the amount of money involved in the deficit is truly becoming larger than local governments can deal with and when the surpluses of the cities are subtracted from this calculation, there is no question that the burden upon

county government will become staggering. It is also obvious from this data that the cities are receiving a disproportionate share of the revenue distribution when compared to the costs of operating the municipal courts and traffic violations bureaus versus the costs of superior and district courts.

This study finding gives graphic evidence of a major portion of the strength in arguments supporting state funding of the court system. In view of these facts and the limitations on the tax base of counties (a property tax with statutorily established ceilings) and the much broader taxing authority of state government, many experts believe that, in order to achieve equitable and appropriate provision of justice at the trial court level, state funding is essential and perhaps inevitable. County commissioners are expressing growing concern to the Washington State Association of Counties and the State Legislature. Judges and magistrates are expressing concern to the Office of the Administrator for the Courts, the Supreme Court and the legislative branches of state and local government. State legislators are beginning to have growing concerns about this problem. Now it can be demonstrated that there really is a financial crisis in the courts. (See the following table and graph).

Table 29

LOCAL GOVERNMENT REVENUE DISTRIBUTION -vs- TRIAL COURT EXPENDITURE LEVEL

(35)

	1978				1979				1980			
	Revenues	Expenditures	Difference	% Covered	Revenues	Expenditures	Difference	% Covered	Revenues	Expenditures	Difference	% Covered
Superior Court (to counties)	4,747,233	33,891,110	(29,143,872)	14.00%	5,270,528	40,348,048	(35,077,520)	13.06%	5,164,578	46,877,914	(41,713,336)	11.02%
District Court (to counties)	9,466,592	11,908,702	(2,442,110)	79.49%	10,605,545	14,689,753	(4,084,208)	72.20%	12,201,324	17,719,291	(5,517,967)	68.86%
Municipal Court*	11,641,475	6,138,552	5,502,923	189.65% ¹	12,421,179	7,352,246	5,068,933	168.94% ¹	12,660,028	8,494,663	4,165,365	149.04% ¹
Traffic Violations Bureaus (to cities)	2,154,363	659,220	1,495,143	326.8%	2,129,041	749,618	1,379,423	284.0%	2,254,152	1,016,697	1,237,455	221.7%
County Revenue to Cities	3,511,151		3,511,151	¹	3,791,355		3,791,355	¹	4,042,102		4,042,102	¹
TOTAL**	31,520,819	52,597,584	(21,076,765)	59.93%	34,217,648	63,139,665	(28,922,017)	54.19%	36,322,184	74,108,565	(37,786,381)	49.01%

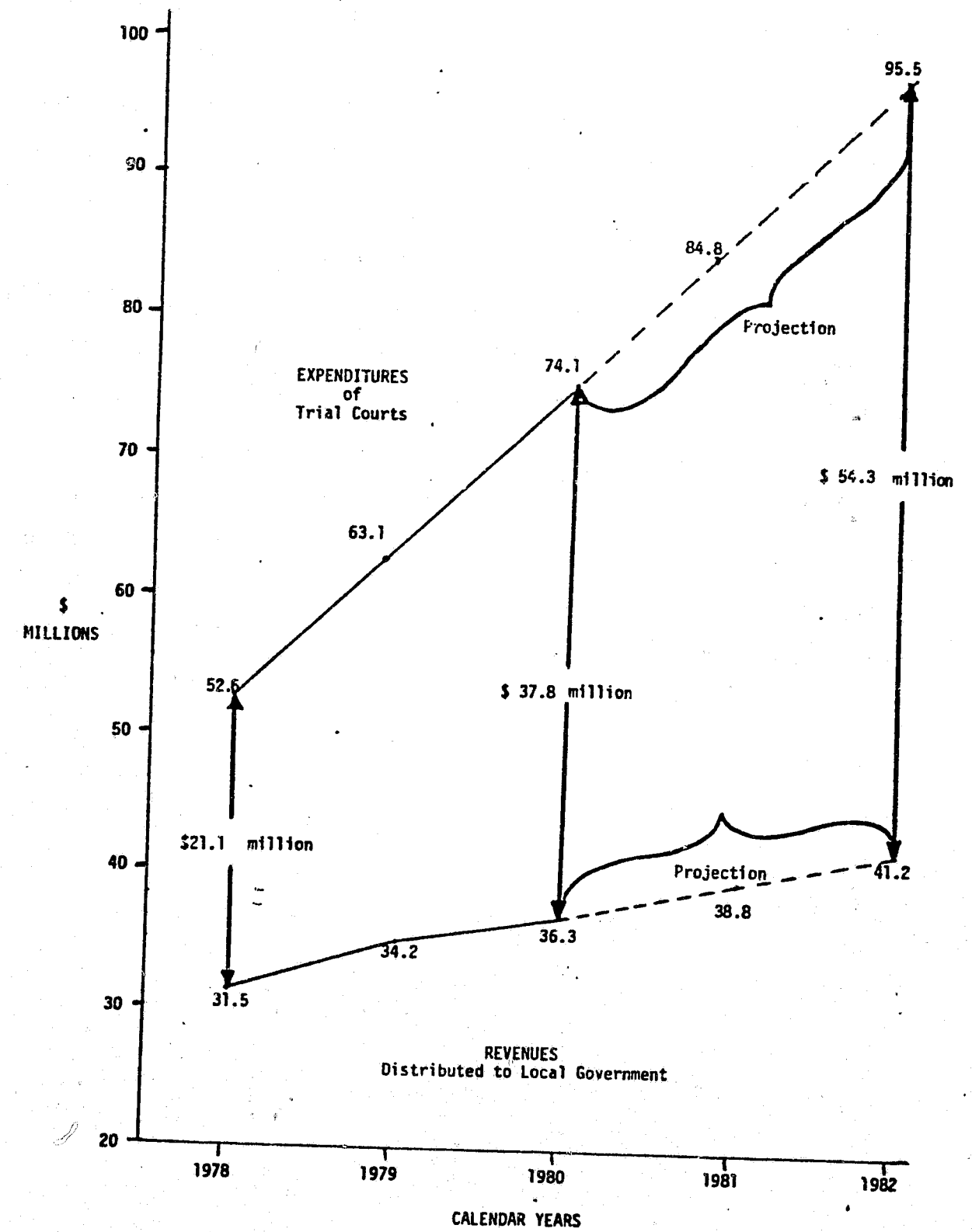
*NOTE: Municipal court is adjusted to 100 percent from the 85.1 percent level of municipal court reporting.

**NOTE: The amounts of court revenues distributed to these various local governments are understated due to incomplete reporting of the distribution by some local courts. In total, the revenue distributed to local government is approximately 10 percent low.

¹NOTE: A portion of the revenue collected by the counties is remitted to the cities thereby increasing the percentage of municipal court expenditures which is covered by court generated revenue.

TRIAL COURT
REVENUE DISTRIBUTION AVAILABLE TO COUNTIES/CITIES
(ALL TRIAL COURTS)

Table 30



NOTE: A linear regression equation was used producing an R^2 for expenditures of .9999 and an R^2 for revenues of .9974.

The following table (Table 31) presents basically the same picture as the previous local government table but it depicts total judicial system expenditures (including the appellate level) and the total of all revenues collected by the court system (including special penalty assessments and all distributions to the state government). As can clearly be observed, the trends are essentially in the same directions and the overall deficit continues to grow at about the same rate as in the previous local data. This indicates that even if all court generated revenues were applied to funding the operations of the courts (which of course they are not) the judicial system is not able to support itself. This is, in no way, intended to suggest that it should fund itself but only to point out that it could not even if it tried. What is more, this lack of funding ability is growing worse each year. State General Fund tax supported legislative appropriations are increasingly attractive.

Total Judicial System*

Expenditures -vs- Revenues

Projection to 1982

Table 31

	1978	1979	1980	\$ - Millions	
				1981	1982
Total Expenditures	\$62,771,707	\$74,781,997	\$88,083,824	100.5	113.2
Total Revenues	\$42,718,692	\$46,102,169	\$48,570,140	51.0	53.7
Difference	(\$20,053,015)	(\$28,679,828)	(\$39,513,684)	(\$49.5)	(\$59.5)
% of Expense Covered	68.05%	61.65%	55.14%	50.75%	47.44%

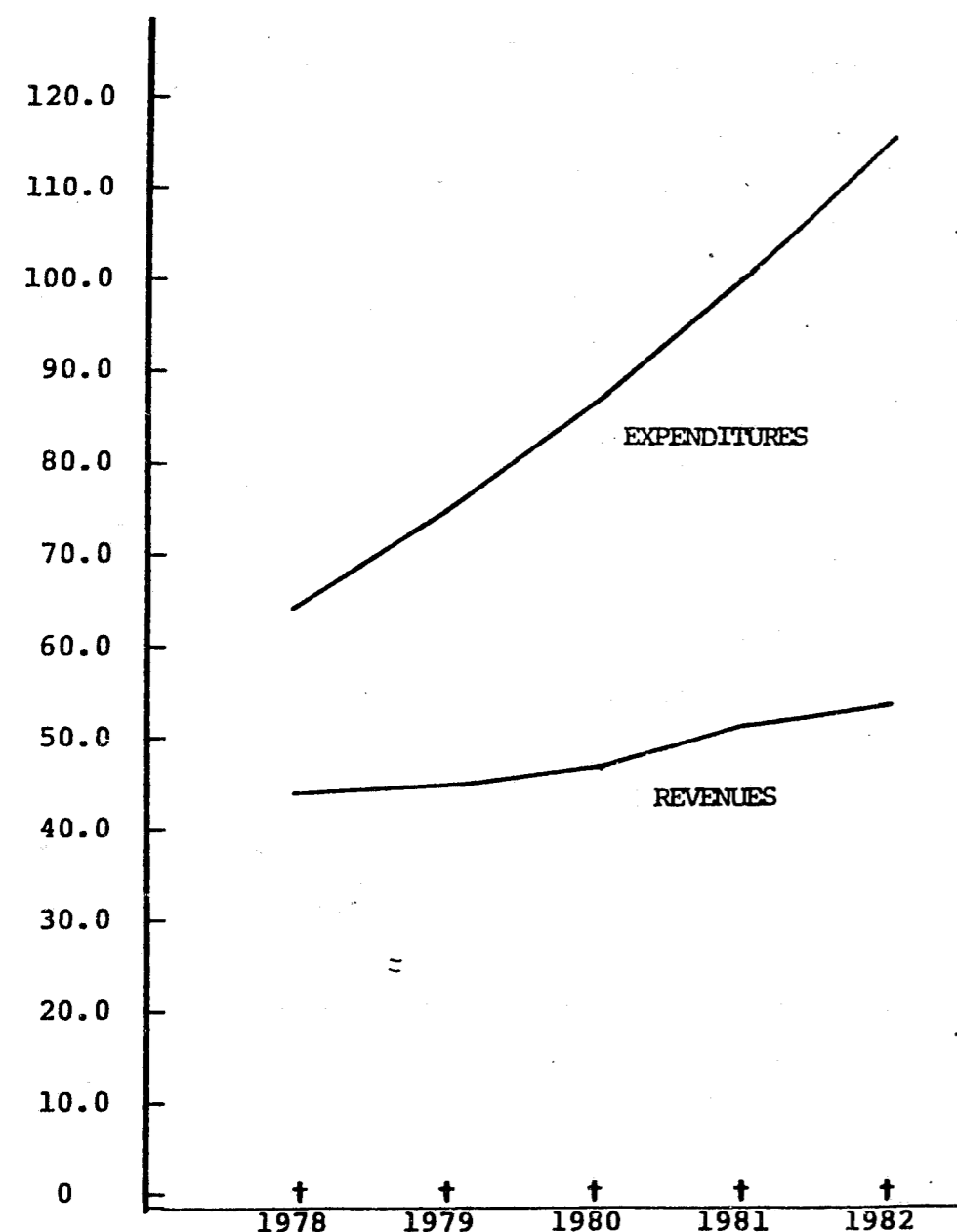
(*) Includes appellate courts and their offices and an adjustment for municipal court reporting from 85.1% to 100%.

Note: Projection to 1982 was made using a linear regression model producing an R^2 of .978.

(See the following page for a graph for this data)

Table 31 Continued

Expenditure and Revenue Graph (Total Judicial System)



- (5) There is a general lack of a data base essential to the provision of management information.

As mentioned throughout this report, there are deficiencies in the types and amounts of data related to the operations of the courts which are needed in order to create truly significant information for managers. (At this point there are some data both financial and statistical but standing by themselves these data only raise the question - "So What?") Without considerably more effort and systematic development of a data base directed at the answer to this question, judicial system managers cannot make meaningful judgments as to what factors, under their control, influence the work of the court or how these yet unidentified factors are impacting the court. Management decision makers in the Washington court system do not have the tools or the information necessary to address the fundamental management question - "How can the manager optimally allocate the court's scarce resources?" While the Office of the Administrator for the Courts has gathered much data and kept a record of it, there is no management information system. These data are not systematically interrelated so as to provide meaning and consequence for management.

In addition, because of continuing to make do with the data which is available, a dependence upon some perhaps inappropriate data elements has developed, e.g., dependence upon court filing data as an accurate indicator of court workload. A cursory analysis of court filing data quickly indicates that a significant

portion of the filings are disposed of without significantly affecting the major events in the work of the court. A relatively small portion of the filings generate most of the court's workload. Yet there is continued reliance on filing data as a workload measure.

As a result of this condition, it is not possible for managers to support, in a truly significant manner, their statements, requests or the positions they may wish to take with respect to court management. For example, it is of little use to know what a court spent if what was purchased with that expenditure (cost center output) is not known. Identification and definition of what a court is or the court system is, in terms of its services to the public or units of output is essential if the system is to make convincing statements or documented decisions about its needs for resources and/or appropriate levels of funding and/or management methods and styles. The Judiciary of the State of Washington must attempt to progress from a loosely interrelated number of courts each with some data to a judicial or court system with system related management information. With that emphasis, the system could begin to identify and define such fundamental management information as: (1) fixed versus variable costs; (2) output or workload unit cost; (3) optimum levels of operation (in terms of efficiency and ultimately effectiveness) and many other items which are not currently known. It is the belief of the project staff that when and if this is accomplished, the judicial system of this state will

begin to have improved manager quality and real management capability. Those individuals currently charged with the responsibility for court management will become comfortable with and expert in the use of these tools (which they have not ever before had available to them) and they will become capable of making informed, objective and consistent management decisions.

C. Recommendations

Recommendations have been mentioned throughout this report in the discussions of each of the findings of the study. Suffice it to say here that recognition needs to be given to the findings of this study and further steps need to be taken to address these findings. A general recommendation can be made that most of the study findings merit further analysis and the development of systematic approaches to resolution. Emphasis upon further study of the issues raised in this report will produce increased awareness and more informed and systematic solutions to judicial management problems. It should be a major role of the Office of the Administrator for the Courts, and specifically the Management Services Division of that office, to share in the leadership of this effort with the Supreme Court and the trial court managers of the state.

END