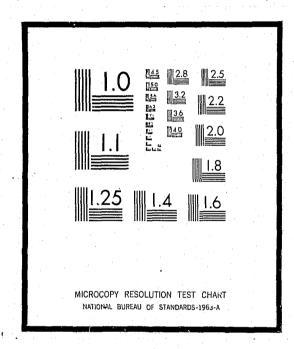
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# JUDICIAL COUNCIL OF CALIFORNIA

REPORT ON THE STUDY OF
CALIFORNIA SUPREME COURT
MANAGEMENT PROCEDURES

MARCH 1971

# 169410

ERNST & ERNST

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BANK OF AMERICA CENTER
SAN FRANCISCO CA 94104

March 31, 1971

The Honorable Donald R. Wright Chief Justice of the Supreme Court of California San Francisco, California

Sir:

We have completed our study of management procedures within the offices of the Clerk of the Supreme Court and the Court Secretary and present our report of findings and recommendations.

This study was undertaken to review the organization, functions, records, and space for each of the three offices of the Supreme Court (San Francisco, Los Angeles, Sacrametno) and provide recommendations for revision where appropriate.

Our study included an analysis of present organizational authorities, responsibilities, policies and systems. We performed detailed reviews of representative office functions and procedures, but did not attempt to perform work measurement nor set performance standards.

We used four approaches for collecting information. These were questionnaire, interview, observation and review of existing documentation. Everyone in the Office of the Clerk and the Court Secretary completed a detailed questionnaire. In addition, each person was interviewed. During the study, further interviews and discussions were conducted on an "as required" basis.

The details of our findings and recommendations are presented in separate sections of this report. In general, the offices are very well run. The recommendations we are making primarily change some of the functional requirements for the offices, which will permit significant modifications in their operations. A summary of our recommendations follow. The number in parentheses indicates the page where that recommendation will be found in the report.

Modify the organizational structure of both the Clerk's and Secretary's Offices to consolidate the overall administrative responsibility under the Clerk with a "Case Control Section" performing the functions of the Secretary's Office. (Page 5)

Consolidate the Sacramento Office of the Supreme Court with the 3rd District Court of Appeal. (Page 7)

Consolidate the Los Angeles Office of the Supreme Court with the 2nd District Court of Appeal. (Page 8)

Fill the vacant Chief Deputy Clerk position immediately. (Page 9)

Establish a single reproduction center in San Francisco for both the Clerk and the Secretary. Add the shipping and mailing functions to this section and install a postage meter for all official mail. (Page 10)

Eliminate maintaining Attorney Roll in the Sacramento and Los Angeles Offices of the Clerk. If statutes will permit, eliminate the Attorney Roll in San Francisco. (Page 18)

Transfer preparation and control of Attorney Certificates (Admission and Good Standing) to the State Bar of California--or adjust the fee to properly compensate for the expense involved. (Page 18)

Eliminate Court of Appeal recordkeeping in Sacramento and Los Angeles with reduction or elimination in San Francisco depending upon subsequent decisions on long-range requirements. (Page 20)

Change the calendar procedure and forms to produce one calendar which can be used by the Clerk, Secretary, and Justices. (Page 23)

Eliminate requirement for second statement before Court Appointed Attorneys can be paid. (Page 24)

Establish standards for retention of records within the Clerk's Office and for transfer to State Archives. (Page 32)

Review present requirements for filing of briefs with the Supreme Court for its own cases and for those filed in the Courts of Appeal. (Page 33)

Change Supreme Court Registers to a smaller size (Maximum of  $8-1/2 \times 14$ ) and keep either in loose leaf form or in a book with removable pages. (Page 37)

Participate with the Courts of Appeal in forms and records design wherever similar requirements exist. (Page 39)

Eliminate separate Civil case numbering for Sacramento and Los Angeles and handle in a single register as with Criminal cases. Under present procedures this will also cause the original records to be stored in San Francisco. (Page 40)

Change to straight alphabetic filing of correspondence within the major classifications established by the Clerk. (Page 40)

Establish a system for maintaining the index card files. (Page 41)

Redesign Clerk's office in San Francisco to permit more efficient use of existing space. (Page 44)

Relocate the Secretary's office to the present records room of the Clerk. (Page 45)

Develop a long-range plan for Court administration. (Page 46)

\* \* \* \* \* \*

We appreciate the opportunity to participate in this study of the California Supreme Court and wish to thank everyone concerned for their cooperation and courtesies extended to us.

Very truly yours,

Ernst & Ernst

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# ORGANIZATION

# THE OFFICE OF THE CLERK OF THE COURT

The Office of the Clerk of the Court serves as the primary liaison between the Supreme Court of California and the public. All public contacts, communications, information, and Court business is gathered, processed, and disseminated through the Clerk's Office. Information collected during the course of the study indicates that, on the average, Deputies in the Clerk's Offices spend almost one-half (44%) of their time in activities related to public contacts and service. The Clerk's Office, therefore, is maintained and organized to provide services both to the Court and to the public.

At the present time, the Clerk maintains offices in three separate locations. The main office is located in San Francisco and includes eight full-time positions—a ninth position is vacant and is expected to be filled in the very near future. These positions and their incumbents are:

1.	Clerk of	the Court		Gale Bishel

5. Deputy Clerk II

8. Judicial Secretary

2.	Chief Deputy	Clerk		Vacant

2	Domester	Clerk II		ひっきゃん	Hawkes
٠.	Debuty	CTGTK TT		VETCII	Hawkes

<sup>4.</sup> Deputy Clerk II Remo Matteoli

6.	Deputy	Clerk II		Mark T	hompson

		 en de la companya de
7.	Administrative Assistant	Gwendolyn Tipton

Joe Rogers

Joan Taylor

A second Clerk's Office is maintained in Los Angeles with two full-time

employees. These employees and their position titles are:

1. Chief Deputy Clerk I David Blomgren

2. Deputy Clerk II Robert Johnson

The third Clerk's Office is located in Sacramento, and is a one-man office.

The full-time Court employee is:

1. Deputy Clerk II Al Bradovich
In addition to this full-time Deputy, the Sacramento office uses some parttime clerical and typing assistance provided by a Judicial Council employee.

The organization chart on page 48 shows the structure and reporting relationships of the Clerk's Offices and the twelve authorized positions.

During the vacation period relief is provided for the one- and two-man offices (Sacramento and Los Angeles), primarily from the San Francisco Office, on a scheduled basis. Relief for an extended or lengthy illness is handled in the same manner. This approach is not satisfactory, however, for it fails to provide backup during daily or unscheduled emergency absences from work. Several days of absence due to illness can cause delays in processing the workload in the Sacramento and Los Angeles Offices.

Communications between the three Offices is maintained consistently.

In addition to the regular mailing of official documents, frequent telephone contact is made between the offices.

With facilities in three different locations, all essentially providing the same service, it becomes paramount to keep all offices and individuals apprised of developments that will permit them to maintain consistent and uniform service. The results of our study indicate that there are well established channels of communication. All individuals and Offices are encouraged to continue making effective use of these channels.

# THE OFFICE OF THE COURT SECRETARY

In contrast to the public role of the Clerk's Office, the Court Secretary deals almost exclusively with internal or private functions of the Court. Information collected by questionnaire and comprehensive interviews shows that no more than 2% of the Secretary's and his staff's time is spent in dealing with contacts outside the Supreme Court. The 2% of time is accounted for by:

- Dealing with photographers and framers for services connected with maintaining a historical collection of photographs of the Court and justices.
- Contact with Court of Appeal justices and personnel when these
  justices are assigned to the Supreme Court on a temporary basis.
- 3. Requests for transcripts of oral arguments.

  Contrasted to this is the average figure of 14% of time that the Secretary and his staff spend in handling internal contacts. These would include daily contacts with justices, the Clerk's Office, research attorneys, and judicial secretaries.

The majority of activity in the Secretary's Office is aimed at coordinating, controlling, and processing predominatly confidential details which relate to justices and their judicial output. After Court business has been publicly filed and recorded in the Clerk's Office, it passes to the Secretary's Office where it becomes part of the justices' "internal process" until it is returned with an order to the Clerk. (See page 49 for the flow of work through the Supreme Court organization.)

The organizational separation of public and private functions is an appropriate response to the needs of the Court. The assigning of particular

cases (for conference memos, calendar memos, or writing of opinions) to individual justices and their staffs is by necessity a private Court activity. These types of information are, and must remain, subject to the internal, private functioning of the Court. The unique and confidential service that is provided to the justices by the Secretary's Office is essential, and it must be maintained.

The Court Secretary operates one office, in San Francisco, and maintains four full-time positions:

1. Court Secretary

Raymond Lee

2. Assistant Secretary

Glenn Schneider

3. Assistant Secretary

Charles Bushong

4. Multilith Operator

Richard Todd

Part-time clerical and typing assistance is obtained from a secretary in the justice's secretarial pool. The organization chart on page 48 shows the structure and reporting relationships in the Secretary's Office.

Communication within the Secretary's Office, between that Office and the Clerk, and with the legal and clerical staff of the Court is effective. This is due to the close working relationship between the Secretary and his staff and the level of their performance.

## RECOMMENDATIONS

Modify the organizational structure of both the Clerk's and Secretary's

Offices to consolidate the overall administrative responsibility under the

Clerk with a "Case Control Section" performing the functions of the Secretary's Office.

This recommendation is designed to provide maximum utilization of available manpower and space. While the Clerk's and Secretary's Offices are involved with separate phases of Court administration, they work with the same documents and are closely related in total performance. Placing the administrative direction of these activities under the Clerk will allow more flexibility in the utilization of manpower. Backup for short-term absences can be provided as well as a broader manpower pool for handling vacations, peak loads, and similar situations.

The success of this recommendation hinges upon continuing the close relationship between the Secretary, his staff, and the Justices. On a day-to-day operational basis the Secretary would continue his working relationship with the Chief Justice. The consolidation would primarily affect administrative relationships, such as personnel administration, budgets, and supplies. It would give a central point for coordination between functions, training, backup and other administrative requirements.

It is further recommended that the titles "Court Secretary" and "Assistant Secretary" be abolished and the positions be redesignated to "Chief Deputy Clerk" and "Deputy Clerk" respectively. This will have the effect of creating one general position for the administration of Supreme Court business. In addition, career paths, or opportunities for advancement, would be increased and broadened. In addition to providing the motivation to advance, this approach will also expand the base of qualified

candidates for future promotions within the Office. Adoption of this recommendation would also eliminate the confusion associated with the word "Secretary" that occasionally arises with individuals not familiar with the internal structure of the Court. The organization chart on page 50 has been prepared to show the proposed changes.

The net result of this recommendation would be to:

- (1) Consolidate administrative responsibility under the Clerk of the Court.
- (2) Have two Chief Deputy Clerks in San Francisco, one in the Clerk's Office and the other in what was the Secretary's Office.
- (3) Establish a common pool of manpower (Deputies, clerical and secretarial support, and reproduction staff) to more effectively process the business of the Court.
- (4) Permit reallocation of space to use it most effectively.

The proposed organization structure retains the existing relationship between the Clerk in San Francisco and his Offices in Los Angeles and Sacramento. These two Offices operate on a day-to-day basis without the direct on-site supervision of the Clerk. The Los Angeles Office, which processes a large portion of the Court's workload, has a Chief Deputy I position to supervise daily operations. The Sacramento Office has a Deputy Clerk II to handle the workload generated in that geographic region. Both Los Angeles and Sacramento look to the Clerk for policy and procedural decisions when these questions cannot be resolved under existing practice.

The San Francisco Office has a Chief Deputy II position to supervise the daily operations for that Office. In the absence of the Clerk, this Chief Deputy Clerk II assumes his responsibility.

# Consolidate the Sacramento Office of the Supreme Court with the 3rd District Court of Appeal.

If it is determined that there is no legal requirement to maintain the Clerk's Office in the State Capitol, it should be closed. Under the present system there is not sufficient independent activity in this office to warrant its maintenance. If the recommendation to eliminate the Court of Appeal recordkeeping in the Supreme Court is implemented, the present workload in the Sacramento Office will be cut in half. It is estimated that over four hours per day (in this one-man office) are spent in Court of Appeal recordkeeping activities. Other recommendations will further reduce the workload for this office.

The following benefits will be derived from the recommendations:

- (1) Releases approximately 1,620 square feet of office at \$3.00 per square foot per year and 1,415 square feet of basement storage at \$.72 per square foot per year. This gives a Supreme Court annual budget reduction of about \$6,000.00. This figure will be offset somewhat by the desk and register space required in the 3rd District if the consolidation alternative is followed.
- (2) Relieve the clerk-typist on the Judicial Council staff from the responsibility of providing part-time help.
- (3) Provide at least 50% availability of an experienced Deputy

  Clerk for backup to the 3rd District Court of Appeal, giving

  mutual backup for both Supreme Court and Court of Appeal functions.

  The similarity of procedures, form and content of the workloads

  would make this a relatively simple transition.

# Consolidate the Los Angeles Office of the Supreme Court with the 2nd District Court of Appeal.

The adoption of this recommendation will provide the much needed short-term backup for the two-man Los Angeles Office. Because of the volume of filings, and resultant counter and telephone activity, this office should be maintained as a public service.

Complementing this recommendation are others that will materially reduce the workload, storage, and operating space required to function as a Supreme Court Office. With such reduced space and workload activities, the recommendation to consolidate becomes practical, although it will require careful planning and coordination. The planning for this change should begin immediately, but the move should not be made until the supporting recommendations have been implemented.

We recommend that the 13th floor storage area be cleared of old records which can be destroyed or transferred to Archives. Further, transfer inactive cases in the 2nd District Clerk's Office to the 13th floor if they are not ready for destruction or removal to Archives, and reorganize this office to allow for the working space needed for the Supreme Court Deputies.

# Benefits from this recommendation:

(1) Release approximately 1,600 square feet of office space at \$3.00 per square foot per year for an annual reduction of \$4,800, minus the desk and register space required from the 2nd District Court Appeal (300 to 500 square feet). This provides a net saving approximately \$3,300 to \$3,700 per year. Storage space on the 13th floor is not included in the Supreme Court budget.

- (2) Provide short-term backup to the Supreme Court Clerks for illness or emergency absences. Extended periods of absence for vacations will be covered by San Francisco personnel.
- (3) Improves the communication and coordination between the two offices and eliminates any requirements for Supreme Court personnel independently answering inquiries regarding 2nd District cases.

# It is recommended that the vacant Chief Deputy Clerk position be filled immediately.

Upon the filling of this position and the adoption and implementation of other recommendations stated in this report, the Court may be in a position to consider abolishing one of the present Deputy Clerk positions in the San Francisco office. This reduction is only practical if the reduced workload becomes effective. This workload may be manageable with one less man, but there is no allowance for absences due to illness, vacations, or other reasons.

This reduction in manpower should be considered only after a sufficient period of time has passed to allow employees to adjust to the newly implemented procedures.

Should one of the present Deputy Clerks in the San Francisco

Office be selected to fill the Chief Deputy Clerk Position, a Deputy

Clerk position would automatically become vacant. This situation would

allow the Court and the Clerk to "pilot test" the possibility of eliminating

a Deputy position.

Establish a single reproduction center in San Francisco for both the

Clerk and the Secretary. Add the shipping and mailing functions to this

section and install a postage meter for all official mail.

Two types of reproduction equipment are used in San Francisco: a Xerox 2400 and an Addressograph-Multigraph offset printer (multilith) and collator, each with a full-time operator. The Xerox machine is located in the Clerk's records storage room and is used both by the Supreme Court and the Administrative Office of the Courts. The Multilith machine, under the supervision of the Court Secretary, is primarily used for printing memoranda and opinions for the Court. It is located in the small room adjacent to the court room which previously housed a Ditto machine.

Both machines are used for small production jobs and the multilith is normally used for quantity reproduction. During peak production periods, for example, when conference memos are being produced, the process could be speeded by a second person available to assemble and staple output. Because of location, the machines are often used at a cost disadvantage (e.g., too few copies from a master on the multilith, or more copies on the Xerox than are economical in relation to using the multilith) because it is more convenient than walking to the farther location.

By combining both machines, with their operators, in the same location, the most economical reproduction method can be used for each job. Backup would be provided from both an operator and a machine standpoint. Since neither machine is in constant operation, there would be adequate time to add the shipping and mailing functions to the reproduction center.

The Deputy Clerks, in addition to handling letter mail, perform the packing and shipping of records and briefs to Supreme Court offices,

to other Courts, and to libraries. United Parcel Service is used for shipping packages which are picked up from the office rather than requiring transfer to the Post Office. These shipping functions can be assumed by the reproduction and mail center.

This reproduction center and mail room can be located in the present Clerk's records storage room. The vacated multilith room can then be used for storage as needed. The direct administrative responsibility for this section should rest with the Secretary due to the priority requirements of the Justices for printing conference memoranda, calendar material, and opinions.

Postage stamp supplies, in sufficient denominations to meet the wide range of postage requirements, are maintained by both the Clerk's Office and the Secretary's Office. Installation of a postage meter in the mail room will eliminate this need for stamps, improve control over the use of postage, and speed the mail through the Post Office since metered mail does not require cancelling and goes directly into distribution.

# FUNCTIONS

# THE CLERK OF THE COURT

The functions of the Office of the Clerk of the Court are varied.

The Clerk's Office is the first to receive and process the business of the Court. The Clerk's Office is also the last step in the process by which decisions of the Court are made part of the public record.

We find that the functions performed by the Clerk's Office are, with few exceptions, efficiently performed. Procedures manuals are in use in San Francisco and Los Angeles. Upon reviewing procedures within the Office, we discovered that a number have been changed within the past few months. This indicates that the newly appointed Clerk, Mr. Bishel, has taken a firm hold as a manager, and that he is streamlining and upgrading the office system as he views its requirements. This is a healty situation, and we comment his action.

Our findings indicate that there are five basic, interrelated functions performed by the Clerk's Office, and that there are a number of subfunctions that compose any one function. Each of these functions is performed in each of the three Offices (San Francisco, Los Angeles, and Sacramento), but the amount of time required by each function will frequently differ by Office. This is primarily the result of two factors. First, there are different procedures used in the three Offices for some functions. Second, there is a difference in the number of inquiries in relation to the number of employees in each Office. These two factors account for the majority of the variance in time taken to perform the same functions.

The following table contains information collected by questionnaires and interviews related to the major functions performed and the estimated time expended in the performance of these functions.

Table 1

REPORTED TIMES FOR FUNCTION BY OFFICE \*\*

FUNCTION	SF	LA	SAC
I. RESPONSE TO INQUIRIES  Mail, telephone, and personal inquiries  made in the Clerk's Office.	25.00%	31.50%	30.00%
II. STATE BAR OF CALIFORNIA  Semi-annual preparing of certificates of admission; semi-annual swearing in of attorneys admitted in absentia; preparing and issuing certificates of good standing; maintaining and filing an-index of attorneys.	5.25%	11.50%	6.00%
III. ADMINISTRATIVE Preparation and tabulation of Court statistics; processing and making bank- ing deposits; general supervision; assuming the responsibility of Clerk or Chief Deputy.	1.75%	6.00%	1.00%
IV. SUPREME COURT * Inspecting petitions and writs for conformance with Rules of Court; process petition for hearing and rehearing; file brief and answers, certify records; file orders and decisions of the Court; record filings in other Supreme Court Offices; notify attorneys and litigants of delinquent dates; process executive clemency orders; Court calendar preparation; post and notify appellants of conference orders; maintain daily manifold.	50.50%	13.50%	18.00%
V. COURT OF APPEAL  Process briefs from various Court of Appeal Districts; prepare Court of Appeal records and briefs for shipment, collect and post all relevant entries on each Appellate District's daily manifold; post activity in each Appellate District to Register of Action; maintain card file on Court of Appeal activities.	10.25%	33.50%	50.00%

<sup>\*</sup> It should be noted that some of the subfunctions would include time consuming activities that might also apply to Court of Appeal functions.

Important Note: The estimated times are expressed in terms of an average percentage for an average Deputy in each respective Office. The percentages can then be interpreted as the percentage of time, on the average, that one Deputy will spend in disposing of this function. To establish total average personnel equivalent for each function by office, San Francisco percentages must be multiplied by 4 and Los Angeles by 2.

An important consideration that should be taken into account is that the indicated times for the San Francisco Office do not include times for the vacant position of Chief Deputy and the position of Clerk. At the present time the Clerk of the Court is performing in both capacities. We did not try to make a determination of the division of his functions as they might occur if both positions were filled.

There are a number of interesting observations that can be drawn from the figures reported in Table 1.

First, it becomes apparent that in <u>each</u> of the Clerk's Offices approximately one-half a man-day is spent on functions relating exclusively to Court of Appeal activities. This means different things for different offices. In the Sacramento Office, a one-man office, half of each day is spent on this function. In Los Angeles, a two-man office, about one-third of each Deputy's day is consumed by the function. In the San Francisco Office, presently operating with four Deputy Clerks, <u>each</u> Deputy would average over 10% of his day in this processing.

A similar type of comparison can be made with State Bar of California functions. Not all of the subfunctions that compose the general State Bar function occur on a daily basis. For instance, the preparation of Certificates of Admission is a semi-annual occurrence. When this function does occur it often requires a total of 60-80 hours to complete. On the other hand, preparing and issuing Certificates of Good Standing is becoming a daily function. For the purpose of comparison, the times indicated in the preceding table were statistically treated to reflect percentages in terms of daily activity. In the San Francisco Office the results indicate that 21% (5.25 x 4 Deputies) of a man-day is spent on State Bar activities plus

<sup>\*\*</sup> Percentages do not add up to 100% in all cases due to reporting of miscellaneous activity not directly attributable to a generalized function or unreported periods of time.

secretarial time for typing individual letters to each attorney who is reinstated after a suspension for non-payment of dues. In Los Angeles the figure is similar. The Office's work force is occupied 23% (11.5 x 2 Deputies) of a workday on this function. Sacramento has the considerably shorter commitment to State Bar activities of only 6% of the average daily work time.

The Supreme Court is compensated by the State Bar for issuing the Certificates of Admission, and by each attorney requesting a Certificate of Good Standing. This compensation does not cover the costs required to complete the process. A cost of \$3.25 was estimated by the Clerk as the average direct expense of issuing Certificates of Admission, including the "swearing in" ceremony, if labor in the Clerk's Office is excluded. This estimage includes the certificates, postage, mailing tubes, gold seal, pink and white index cards, envelopes, and rental space for the ceremony. Reimbursement is based upon the rate set for issuance of a Clerk's Certificate Under Seal, which is \$1.00. If the Clerk's services are also added to the direct expense, the cost to the Supreme Court and Courts of Appeal (ceremony) to handle over two thousand admissions a year is even more significant.

Another of the major functional areas, "Response to Inquiries", is an area that required more detailed analysis. To accomplish this objective a "tally sheet" was completed by all the employees of the Clerk's Office. This sheet indicated the source, length of time required to process, and dispostion of inquiries for a period of approximately two weeks. It should be stated that this period of time may or may not be a truly representative period in the work cycle. It was, however, the most effective method within the time available for conducting the study.

The statistics presented in the following table are expressed in terms of the percentage of time each source of inquiry (e.g. attorney) consumed by type of inquiry (e.g. telephone).

Table 2

TYPE OF INOUIRY BY SOURCE \*

SOURCE OF		MAIL		(	COUNTE	R	Т	TELEPHONE					
INQUIRY	SF	LA	SAC	SF	LA	SAC	SF	LA	SAC				
ATTORNEY	12%	56%		34%	64%	50%	59%	42%	78%				
JUDGE	1%		,	2%	2%		12%	3%	11%				
COUNTY CLERK				ı			3%		. !				
PRISONER **	31%	11%		8%	,		1%						
APPELLATE COURT	14%						1%		. '				
SUPREME COURT	4%			10%			10%	16%					
STATE BAR ASS'N.	34%			12%		13%		4%					
ATTORNEY GENERAL				1%			1%		. 12				
OTHER	2%	33%		34%	33%	38%	13%	34%	11%				

<sup>\*</sup> Blanks indicate no data reported or 0%.

In terms of frequency, which disregards the length of time consumed by each inquiry, the following statistics apply:

Table 3

FREQUENCY OF INQUIRIES DURING DATA COLLECTION PERIOD

	Number of Inquiries		Percent of Total
		i	
MAIL	174		48.60%
TELEPHONE	132		36.59%
COUNTER	53		14.80%
	359		99.99%

<sup>\*\*</sup> Inquiries directly related to prisoners from relatives, etc., are included here.

The results of this analysis clearly indicate that almost one-half of the inquiries made of the Office of the Clerk are made by mail.

Less than 15% are presented in person/over the counter, and slightly more than one-third are telephone inquiries. It should be considered that mail inquiries could cover a broader range of activity than should have been reported as an inquiry under the "mail" category. Examples of this are mail received from prisoners attempting to file writs of habeas corpus and Court of Appeal matters received through the mail. Through interviews we were able to almost completely eliminate the Appellate Court from the mail inquiry classification.

In addition to this analysis of time by function, we reviewed the major procedures and records used in each Office of the Clerk to perform these functions. The flowchart on pages 51 to 54 represents the typical processing of a representative activity, in this case a Petition for Hearing. In addition, the records referred to in this chart are described on pages 59 to 60.

Further detail on functions for which changes are recommended will be presented with the recommendations.

## RECOMMENDATIONS

Eliminate maintaining Attorney Roll in the Sacramento and Los Angeles

Offices of the Clerk. If statutes will permit, eliminate the Attorney

Roll in San Francisco.

The only current Attorney Roll is kept by the State Bar of California. The time spent on this particular function in the Supreme Court is not justified by the use or reliability of the Roll. Any requests for related information must be confirmed, usually by telephone, with the State Bar. This confirmation is to determine if there are any pending actions. Since this check occurs, the time spent by the Supreme Court Clerk in maintaining Attorney Rolls is virtually wasted. In addition, there is no method for the Clerk to purge his Roll of deaths or withdrawals. Only notice of suspensions for non-payment of dues and disciplinary actions are available to him. Therefore, the Roll is constantly growing at a rate of over two thousand per year. It can never be an accurate representation of the active attorneys in the State without completely duplicating the regular work performed by the State Bar of California.

Transfer preparation and control of Attorney Certificates (Admission and Good Standing) to the State Bar of California--or adjust the fee to properly compensate for the expense involved.

This recommendation and its justification are similar to the previous recommendation on the Attorney Roll. The amount of time spent on the preparation of these Certificates is not justified by the services provided. The Supreme Court is compensated (\$1 per certificate) for its activity, but this is a token compensation. With some 2,200-2,400 attorneys admitted to

the Bar each year—and there is every reason to believe these numbers will increase—the preparation of these documents becomes extremely cumbersome and time consuming.

Another recent event, the U.S. Supreme Court action making it possible to be admitted to practice before that Court without personally participating in a ceremony, has increased, and will further increase, the workload related to the preparation of Certificates of Good Standing. After three years practice, an attorney is eligible to apply for admission to practice before the U.S. Supreme Court; this requires a Certificate of Good Standing.

During January and February 1971 the San Francisco Office issued 176 Certificates of Good Standing for which they were reimbursed one dollar each. Each of these certificates required at a minimum, if the fee was enclosed, the writing of a receipt, verifying status with the State Bar, and preparation and mailing of the certificate. This number does not include certificates issued by the other two Offices, or requests from government attorneys or attorneys on active duty in the military services for which no fee is charged and no record maintained. A possible solution is to deputize a member of the State Bar office for the purpose of signing Certificates, since all of the federal courts and many other states require them from a judge or clerk in the highest court in the state.

The comparison of direct costs versus fee was discussed earlier. If this work must be retained by the Supreme Court Clerk, we recommend a fee of not less than \$5.00 for Certificates of Good Standing and \$10.00 for Certificates of Admission to compensate for estimated direct and indirect handling costs and the other out-of-pocket expenses.

Eliminate Court of Appeal recordkeeping in Sacramento and Los Angeles
with reduction or elimination in San Francisco depending upon subsequent
decisions on long-range requirements.

Approximately four hours a day are required in each Office to post records from Courts of Appeal manifolds and minutes and to file Court of Appeal briefs. Each Office maintains alphabetical index cards for all cases filed in the five Appellate Districts.

The San Francisco Office keeps a set of register books which duplicate the books maintained in the Courts of Appeal, except for the actual number of entries per page. Minor entries, such as the filing of briefs, are not posted. These registers contain space for 500 cases and serve both as a record of actions and as a numeric cross reference to the cases filed. (These registers cost about \$120 each, are approximately 13 inches wide, 18-1/2 inches high, 3 inches thick, and weigh about 16 pounds.) The Los Angeles and Sacramente Offices post the manifold and minutes entries on their index cards. These is no numeric cross reference in those two Offices which increases the average posting time for cases with common surnames, since manifold entries are normally indentified by surnames and case number for entries subsequent to filing.

Our analysis of inquiries during the study period indicated a negligible requirement for these records in any Office. The major users in San Francisco are the 1st District Appellate Court Justices requesting the status of particular cases in other districts, and the Reporter of Decisions verifying titles and dates. Inquiries from outside the court regarding Court of Appeal cases usually come from attorneys involved who wish information relating to a Petition for Hearing in the Supreme

Court. The Court of Appeal record is then reviewed to establish an exact time for taking action if a petition is to be filed.

The remaining and primary use of the Court of Appeal record in the Supreme Court is to verify the timeliness of filing a Petition for Hearing when it is actually received and for recording its receipt and disposition (hearing denied or granted).

We recommend that Court of Appeal recordkeeping in the Supreme Court Offices in Los Angeles and Sacramento be eliminated. This will save the equivalent time of one Deputy Clerk, although this saving alone does not permit any direct reduction in staff. If there is no desire for a central index of all cases in the appellate system, the recordkeeping can also be eliminated in San Francisco.

In addition to manpower savings in the Supreme Court, eliminating this final requirement will relieve the Courts of Appeal from preparing the manifold and submitting a copy of their minutes to the Supreme Court.

Following are some alternative approaches to implementing this recommendation:

# - Current level of indexing and recordkeeping required in a central location.

This recordkeeping would continue to be maintained in the San Francisco Office. However, we then recommend a more temporary form of register than the large bound books. During the course of this study (3 months), the Second Appellate District alone filed almost 500 civil cases, which devlops a cost just for that register in the Supreme Court of \$40 a month. This volume is not typical of all districts, but does indicate the potential cost of this recordkeeping in book form.

A potential for maintaining a statewide index and register is to link to an existing computer-oriented system which can be used by the entire

Appellate Court system. San Francisco Superior Court, for example, is is planning to begin implementation of such a system later this year. Consideration of appellate level participation should be included in long-range planning for the Court system. This type of automated service could be useful under any alternative proposed, but would be most effective for this one.

# - Central Index only.

The Courts of Appeal could under this alternative supply a copy of their alphabetic index card which then would be filed in the Supreme Court. To purge this file, notification of remittiturs issued would still be required so active cases only are in the index.

To determine timeliness of filing the case record can be used, or a copy of the register page from the Court of Appeal, or a transmittal sheet with pertinent dates entered on it by the Appellate District Clerk. A copy of the register page is an appropriate method for completeness and convenience of use. It will contain all actions in the Court of Appeal for reference and can also be used as a temporary register in the Supreme Court. If a hearing is granted the case will be filed and a Supreme Court Register page opened. Whether granted or denied a hearing, the temporary register page can be placed in the Case Record and returned to the lower court as a summary record of all actions in the Appellate Court up to and including the grant or deny order in the Supreme Court.

# - No Court of Appeal records.

The timeliness of filing system described in the paragraph above is all that will be required.

Change the calendar procedure and forms to produce one calendar which can be used by the Clerk, Secretary, and Justices.

Three versions of the calendar are prepared. The Clerk's calendar presents one case per page, in the order for hearing, with an alphabetic index of the cases. This calendar formerly was used to copy all register entries for each case, so the Clerk effectively had the register page for each case in the Court room with him. Copying of the register entries to the calendar pages has recently been discontinued.

A calendar summary is prepared with four cases on a page. This summary is placed in the front of each day's calendar in the Justice's calendar book.

The third version carries the same information in the heading as the Clerk's calendar with the addition of the trial judge's name and the county. This calendar adds the conference memo vote, name of the Justice preparing the calendar memo, space to record action of the Justices, and space for making notes. These calendar pages—one case per page—go into the Justices' calendar books immediately in front of the memos.

To prepare the calendars, register information is: copied by hand to work sheets, typewritten on another work sheet and verified, typewritten on the calendar and verified to the registers by two Deputies, and typewritten on the summary calendar and verified.

Name of trial judge and county is entered on a copy of the Clerk's calendar for the Chief Justice's secretary. The Chief Justice's secretary prepares calendar book master copies from information on the Clerk's calendar, including the notation of trial judge and county, adds the names of the Justices who wrote the conference and calendar memos, and the conference vote.

If a dual purpose calendar form were to be used, the present form of alphabetic index used on the Clerk's calendar could be in the calendar books in place of the summary calendar. The calendar pages could be reproduced with the memo and vote information for the Justices. The pages could then be reproduced without the memo information and the vote for use by the Clerk. (Sample forms for this approach are shown on the following pages.) Using this approach, a single typing and verification is required, and master forms can be multilithed in advance for filling in the blanks.

# Eliminate requirement for second statement before Court Appointed Attorneys can be paid.

A Court Appointed Attorney must submit a statement of hours and expenses to the Court. After the fee is set by Court Order, a letter is sent to the attorney asking him to submit a bill in the amount set by the order. After receipt of this bill, the procedure for payment by the State Controller is started.

We recommend that to reduce time and expense for the Court and the attorneys involved the statement of hours and expenses, together with the Court Order, be used to justify payment and that they be submitted to the State Controller when the order issues.

TITLE		CASE NUMBER
TYPE OF PROCEEDING		
TRIAL JUDGE	COUNTY WHERE HEARD	
COUNSEL FOR		MIN
COUNSEL FOR		MIN
CONFERENCE MEMO BY:	CALENDAR MEMO BY:	
VOTED FOR HEARING:	Concur Concur with mod.	Do not concu
Vright, C.J. AcComb, J. Peters, J. Cobriner, J. Mosk, J.		
Burke, J. Sullivan, J.		-

TITLE																		CASE	: N	IUMBER
								,												1
TYPE OF P	ROCEE	DINC	3		:				:			:								
TRIAL JUD	GE								 COI	UNTY	WH	ERE	HE	ARD	1					
COUNSEL F	OR				-										:		·			MIN
COUNSEL F	OR						1					:					 <del>,</del>			MIN
					-	-										:		1		

CLERK'S CALENDAR FOR GENERAL USE

JUSTICES' CALENDAR BOOK CALENDAR

CONFERENCE NOTES:

# COURT SECRETARY

The functions of the Court Secretary are those that deal primarily with the product of the Court--the activities immediately prior to and as a result of judicial treatment. Because of the size and proximity, only one office and three employees, the functions are much more standarized than the functions of the Clerk's Office.

The following table illustrates the functions performed by the Secretary and his staff and the reported time spent in each of the functions. As in the table describing the Clerk's functions, these findings are expressed in terms of a percentage. The figures can be interpreted to mean the amount of time, on the average, that it takes one member of the Secretary's staff to perform the function.

Table 4

REPORTED TIME FOR FUNCTIONS OF THE ASSISTANT COURT SECRETARIES

FUNCTION	Avg. % of time by Major Function
I. CIRCULATION AND DISTRIBUTION OF MATERIALS Includes records, conference memos, calendar memos, and opinions; briefs, answers, A.C. briefs; recall and recirculation of briefs after modification; assigning petition to Justices' staff; submit circulated opinions to Chief Justice and obtain release from author.	32.5%
II. RECORD PREPARATION AND MAINTENANCE Includes preparation of docket cards for petitions for hearing, original proceedings and executive clemency; preparation of extension orders; prepare and assemble case backgrounds; record and maintain record of status on circulating opinions; maintain files on petitions (granted, denied, etc.) and records of the Court.	41.0%
III. RESPONSE TO INQUIRIES  Primarily from Justices and their staffs, research attorneys, secretaries; the Clerk's Office.	5.0%
IV. PRODUCTION AND TABULATION Includes tabulation and production of weekly Court statistics; correlate and inspect weekly conference schedule; assignment of priorities and processing work into reproduction; travel with Court when required.	17.5%

<sup>\*</sup> Figures do not add up to 100% due to miscellaneous and unreported activity.

The functions performed by the Court Secretary fall into similar major categories but differ in the amount of time spent. Approximately 20%-40% of the Secretary's time is consumed by the inquiry function. In addition, the Secretary has supervisory responsibility which consumes approximately 10%-15% of his time. Other functions that consume the balance of the Secretary's time include:

Administer and coordinate the work output of the
 Justices' staffs to secure uniformity and consistency.
 Read all conference memoranda.
 Draft and prepare all conference Court orders.
 Record in the conference minutes the Justices' votes
 on orders.
 Assist and coordinate the functions performed by the
 Assistant Secretaries.

As in the case of the Clerk's Office a detailed analysis was performed on the inquiry function in the Court Secretary's Office. The results of this analysis indicate that virtually all inquiries are from within the Supreme Court structure. Of these internal inquiries the majority are from research attorneys.

Because the work of the Court Secretary is internal to the Court and he does not maintain public records, there has been no pressure to continue any kind of function which is not currently needed to meet the requirements of the justices. We believe that the types of administrative functions being performed are satisfactory at this time. One aspect we noticed which could be improved is the tendency to complete action, including distribution, on various functions as they occur. Such attention involves

excessive time in walking repetitively to the multilith room and to other offices. With additional organization of the work this travel time can be reduced. A better plan for distribution of documents is a key factor and is covered in the discussion on space.

The flowchart on pages 55 to 58 represents the typical processing of a Petition for Hearing. The records referred to in this chart are described on page 61.

# RECORDS

We reviewed the records maintained within the offices and documented their use, retention plan, and space requirements. Until recently, when space has become a more critical factor, few records of any type were disposed of by the Clerk's Office. All records were retained on a space available basis, and for most items space was available. Records maintained in the Secretary's Office are far more limited. Most items are of temporary value and are destroyed after serving their purpose. Case History cards and Conference Minutes are treated as permanent records. Master copies of conference memos are kept on a space available basis. Conference memos presently are avilable back to the early 1940's, although only the most recent ten years are on the fourth floor. The remainder are in the basement.

The following charts show the major records maintained. Recommendations regarding them will include further details as necessary for clarity and support.

In San Francisco there is approximately 2,310 linear feet of shelving in the records storage room on the fourth floor. Los Angeles has records stored in the middle and back office areas and on the thirteenth floor. The thirteenth floor has a 30'x50' space, which is used for briefs, over the Court room. Along one side of the building storage space houses Judicial Council files from the 1930's and 1940's, four filing cabinets belonging to former Chief Justice Gibson, 2nd District Court of Appeal books, original records, registers, minutes, old manifolds, briefs, and miscellaneous pictures, exhibits, and other unrecorded documents. Sacramento stores original records in cabinets around the perimeter of the front office. Briefs and other inactive records are in the basement. In addition to 543

feet of briefs stored on shelves, there are about 30 boxes on the floor which have never been unpacked. We use the following chart to represent the distribution of this storage. Material kept elsewhere than in designated storage areas is not included.

	San In Use	Francisco Available*	Los A In Use	ngeles <u>Available</u> *
Old Supreme Court Registers	28'	28'	32'	321
Old Court of Appeal Registers	35 '	35'		
Original Case Records	381'	190'	722 1	722 1
Copies of Recent Opinions	181	9 '	3'	
Misc. State Bar Records	661	66'		
Minute Books	121			
Judgement Books	31			
Telephone Books	91	9-1		
Office Supplies (excludes closet In S.F. Records Room)	138'			
Old Boxed Correspondence	45'	451		
Copies of Briefs - Court of Appea	ls 186'	186'	881'	881'
Copies of Briers - Supreme Court	192'	100'	1768'	1768'
Empty Poxes (to ship briefs)	111'	111'		
Coffee Supplies and Miscellaneous	21'			
Empty	936"	936"	**	
Pending Case Briefs	108'		103'	
Old Orders and Opinions	21'	21'	· · · · · · · · · · · · · · · · · · ·	
TOTAL	2310'	1736'	3509 '	3403'

<sup>\*</sup> Potentially available if Court of Appeal storage is eliminated and old material removed.

Establish standards for retention of records within the Clerk's Office and for transfer to State Archives.

(Records which are not case related, such as fiscal or personnel records, are handled in accordance with the State Administrative Manual procedures and do not fall under this recommendation.)

Records are kept in the Clerk's Office on a space available basis. Original civil case records are stored in San Francisco, Sacramento, and Los Angeles depending upon their county of origin. All original criminal records are stored in San Francisco and the bulk of them are for denied Petitions for Habeas Corpus. Old briefs for Courts of Appeal and Supreme Court cases have been shipped to Archives, or scrapped, by all three Offices within the past two years. This has not been on an organized basis, and Los Angeles, for example, still has all civil briefs back to case number 1 for the 1st District Court of Appeal. At the time we were in that Office the briefs were stored on metal shelves—11 shelves high—on the thirteenth floor. We have been told that the shelves were emptied by the recent earthquake. Rather than refile this material, it would be more beneficial to dispose of it now.

Register Books, Judgement Books, and Minute Books are all kept by San Francisco and Los Angeles. In March 1970 Sacramento sent all records prior to 1959 to State Archives.

Because all case related records, except the original case record, are at a minimum maintained in triplicate (one for each Office), the number of copies needed for Archives should be established. For original case records, there should be an acceptance criteria established so every action that is assigned a case number does not need to be retained permanently

<sup>\*\*</sup> Much empty shelf space is in the area over the Court Room since old briefs for the 2nd District were recently discarded. Actual measurements were not taken on empty shelf space since the entire room is used for shelving for briefs.

The public interest to be served in retaining Court records should be the prime criterion. Procedures for classifying, storing, and disposing of these records would follow in a logical sequence. The first step is to establish the significance by type of case for retention as a public record. Secondly, the categories of records related to the cases need to be defined for retention purposes. For example, both case materials, such as briefs, orders, and opinions, and case related records, such as registers, minutes, index cards, must each be considered in terms of their own usefulness.

# Review present requirements for filing of briefs with the Supreme Court for its own cases and for those filed in the Courts of Appeal.

Because the Judicial Council is presently conducting a study of library use of briefs and is preparing recommended changes to the Rules of Court on filing briefs, we did not duplicate their work. The handling and storage of briefs and inquiries regarding their filing is significant in the administrative workload of the Clerk and warrants this emphasis for revision of the present rules.

Our findings in this study, with some minor exceptions, are in agreement with the findings presented by Carleton W. Kenyon in California State Library Law Library Paper No. 24 dated March 1969. The following is quoted from that paper:

# DISTRIBUTION OF BRIEFS

The <u>California Rules of Court</u> appear confusing and unorganized when one attempts to find out the number of copies of briefs which are to be filed with the courts. Rule 44 governs the number of copies and the form to be followed. Part III, relating to "Briefs",

begins with Rule 13 and it would seem more logical if Rule 44 and other related rules were placed, or at least cross referenced, under this heading.

Rule 44a requires "all papers filed in a reviewing court to be either typewritten or printed or produced by other process of duplication." Briefs produced by a process of duplication (ditto, mimeograph, etc.) appear to follow the rule for printed or typewritten briefs, depending upon which form they serve for substitution. Under Rule 40k, briefs include petitions for hearing and rehearing and their answers.

Rule 44b prescribes the requirements for the number of copies of briefs which are to be filed, i.e.

- (1) Printed (or other duplication process in lieu of printing)
  - (a) Supreme Court
    - i. Original and 20 copies in cases pending.
    - ii. Original and 17 copies in petitions for hearing, with 3 copies to the Court of Appeal (Rule 28b)
  - (b) Courts of Appeal
    - i. Original and 3 copies, with 17 copies to the supreme Court.
- (2) Typewritten (or other duplication process in lieu of typing, when printing not required)
  - (a) Supreme Court
    - i. Original and 10 copies in cases pending
    - ii. Original and 10 copies in petitions for hearing, with 1 copy to the Court of Appeal (Rule 28B)
  - (b) Courts of Appeal
    - i. Original and 3 copies

Rule 44b must be read in conjunction with Rule 28b and Rule 40 in order to understand the entire process of brief making and to ascertain the correct number of copies to be filed. From the view of locating rules for making and filing copies of briefs it is readily evident why attorneys are confused and reinforces the repeated admonition to seek information from the court clerks when filing an appeal.

In 1943, when the new Rules of Appeal were in the process of being drafted, the following comments were made on Rule 44:

"The requirement of extra copies of briefs, for the distribution to law libraries, was subjected to some criticism. Doubt was expressed as to whether they were sufficiently useful to warrant the extra cost of producing them, and the expense and effort of sorting, shipping, classification and maintenance of the sets. Several committee members favored a reduction, but some librarians urged the continuance of the practice, asserting that the briefs are in considerable demand. (Thomas A. Dabagh, Librarian of the Los Angeles County Law Library, and Vernon M. Smith, Law Librarian of the University of California School of Jurisprudence, suggested a plan of statewide distribution of briefs to certain important centers, with provision for interloan, in place of the somewhat haphazard distribution now made.) The Council felt that the practice should not be changed without further study." Witkin, Bernard E., "New California Rules on Appeal," 17 Southern California Law Review 288 (1944)

In addition to the filing of briefs described in the Law Library Paper quoted above, the Attorney General files 10 copies of his reply brief with the Supreme Court on criminal appeals in the Courts of Appeal. Three copies of all briefs filed are used as office copies for the Supreme Court Clerk's Offices (San Francisco, Sacramento, and Los Angeles). If 17 copies were received, and the Judges' copies of Petitions for Hearing are all

returned, then the "Primary" law libraries and the "Judges" libraries all receive copies. If a lesser number is received the first 7 distributed, after the office copies, are sent to the "Judges" libraries by Sacramento and San Francisco, and to the "Primary" libraries by Los Angeles. Remaining copies, if any, will then be distributed on a subjective basis. It should be noted that for briefs filed in the Supreme Court for cases in the Courts of Appeal all copies are distributed immediately (Los Angeles has has just recently made this change to conform to the other offices' practice). Previously, the 7 judges' copies were held until the case was final and then they were distributed. For cases heard in the Supreme Court, the judges' copies continue to be held until the case is final.

Those libraries which bind their briefs are interested primarily in cases which are published. At one time they were sent briefs as the cases became final and were submitted for publication. With the number of cases in the courts today that approach is not practical and has led to the current practice of almost immediate distribution of briefs received by the Court.

Following is the current list of designated libraries for briefs.

The notation (P) indicates a Primary library. The two libraries which show

(2 sets) also receive a Judges' copy.

- (P) University of California Law Library, Berkeley
- (P) Alameda County Law Library
- (P) Los Angeles County Law Library
- (P) California State Library (2 sets)
- (P) Santa Clara County Law Library
- (P) San Diego County Law Library

Fresno County Law Library

Loyola University School of Law

University of San Diego Law Library

With the variance in copies of briefs filed and the present system of distribution, there is no library which will automatically receive complete sets whether published or not. A uniform system of filing and distribution of copies of briefs is most desirable.

# Change Supreme Court Registers to a smaller size (maximum of $8-1/2 \times 14$ ) and keep either in loose leaf form or in a book with removable pages.

The present register books have remained essentially unchanged since the founding of the Court. This does prove that they have worked and the initial design was a good one for its purpose. However, in reviewing registers from seventy-five or more years ago, we find that even here there was excess space except when an especially long order was written. Under the current system many of the titles are Xeroxed and taped into the book, basic entries are stamped, and orders taped in.

It is evident that with the amount of space required for entries, the small number of entries per case, the space required for storage and posting, and the physical problems of handling the size and weight of the present books, a better way can be found to record activity.

•

A sample of 107 criminal and 48 civil cases selected at random

from the 10 Criminal and 5 Civil Registers showed the following distribution of entries:

No. o	No. Crim	of (	Civil		· · · · · · · · · · · · · · · · · · ·	No. of Entries	No. <u>Crim</u>		Case <u>Civ</u>		
1	2		11			12	1			3	
2	61		16			13	2				
3	14		3			16				1	
. 4	14		2			18				1	
5	5		5			20				1	(1)
. 6	. 1	•.				21	1	(2)			
8	2		. 2			23	1	(2)			
9	• .		1			39	1	(3)			
10			1			45	1	(3)			
11	1		1	•							

- (1) PUC
- (2) Automatic Appeal Death Penalty
- (3) Stay of Execution

Of this sample of 155 cases, 133 had 5 or fewer entries. If we exclude the 13 cases with 1 entry, since they all are certain to receive at least one more then 120 cases out of 142 have less than 5 entries and 77 of those have only 2 entries.

With smaller registers, and a system for working only with active cases, most posting can be performed at desks. The Clerk's secretary and his Administrative Assistant also can easily work with them for calendar preparation. This capability will enhance reorganization and take better advantage of office space.

We also suggest that the Supreme Court and Courts of Appeal Clerks standarize their register systems to reduce costs of production and storage. When the Courts of Appeal order their registers, duplicates are ordered by the Supreme Court. By adopting this revised system in all of these Courts, the cost of register materials could be reduced as much as 40%.\* In addition, many standard entries could be preprinted and the entry activated by stamping in the date. The smaller size register can be easily photocopied for providing information to attorneys or for transmitting between offices. Loose leaf or semi-bound systems permit adding pages for cases with many entries, rather than the present approach of using the bottom portions of the pages for other cases.

# Participate with the Courts of Appeal in forms and records design wherever similar requirements exist.

A more detailed discussion of the register books precedes this, and we believe that other records could benefit from a joint effort. In each case where similar forms are used between Courts, such as remittiturs and receipts for remittiturs and exhibits, they could be standardized in size, format, and in much of the content. These standards will enhance the preparation, use, and storage of forms wherever they are used.

Eliminate separate Civil case numbering for Sacramento and Los Angeles and handle in a single register as with Criminal cases. Under present procedures this will also cause the original records to be stored in San Francisco.

Civil cases are numbered as San Francisco, Los Angeles, or Sacramento cases depending upon the county of origin. Criminal cases are numbered centrally in San Francisco. Original case: cords are stored in the Office originating the number.

With this change in numbering there will be two registers of cases—Criminal and Civil—both being controlled in San Francisco. This will place all case record control in San Francisco as well. The consolidation of these registers will make San Francisco the point of original entry and point of record storage and control, with only temporary informational records kept in other locations. This will reduce storage requirements in other Offices and provide a single register system which can be controlled centrally for records retention and information needs.

# Change to straight alphabetic filing of correspondence within the major classifications established by the Clerk.

The present method is to drop material into folders in approximate date sequence. This system requires a complete search of a folder each time it is used to be certain that all previous correspondence for a person or case is accounted for. Now, after a Deputy takes material relating to a case from a folder, he puts it all back in one place. In addition, the secretaries periodically take folders and group correspondence by case.

<sup>\*</sup> From Report of Special Committee on Operating Procedures of the Court of Appeal Clerks' Offices, October 26, 1970.

Straight alphabetic filing does not require much additional time over the system now used. It will save time in retrieving documents, and eliminate the searching and periodic reorganizing of the files.

# Establish a system for maintaining the index card files.

Recently, the Clerk's secretary and administrative assistant went through all of the card files for the purpose of purging and realphabetizing. These card files are also used by people outside the Clerk's Office. Over a long period of different persons removing and refiling cards a large number were misfiled.

We suggest an approach for reducing the misfiling by restricting filing to a limited number of persons—e.g., administrative assistant and secretary. If a card is removed from the drawer for any purpose, place it in a designated location for refiling by those assigned that function.

For periodic purging of old cards from the files, we recommend the color coded approach similar to that used in Los Angeles. Assign a color for cards on a cycle basis and remove the old cards whenever a color is ready to repeat. This will assist in keeping the files current by simplifying the identification of old cards.

## SPACE

Information regarding space and budget figures was obtained from the Administrative Office of the Courts. In terms of use, there is ample space for all of the Clerk's requirements and without any workload changes could be reorganized for more efficiency. The Secretary's Office is crowded and with the present traffic pattern will be difficult to improve.

Following is the space occupied by the Clerk and the Secretary:

- San Franc	isco Clerk		Square Feet				
Recep	otion Area		480				
Deput	ty's Office Area	. 4	1,104				
Typir	ng Room		384			-	
Clerk	c's Office		504				
Recor	ds Storage	4 · · · · · · · · · · · · · · · · · · ·	1,350				
			3,822 at	\$5.00/sq.	ft.	per	year
Basen	ent Storage		1,415 at	\$0.72/sq.	ft.	per	year
- San Franci	sco Secretary						
Offic	ee .		484				
Print	ing Room		472				
			956 at	\$3.00/sq.	ft.	per	year
(Shar	es basement storage	and sma	all supplies	area.)			
- Los Angele	s Clerk						
Offic	e		1,600 at	\$3.00/sq.	ft.	per	year
Stora	ge Area		Not show	n in budget	:		
- Sacramento	Clerk						
Offic			1,620 at	\$3.00/sq.	ft.	per	year
Basem	ent		1,680 at	\$0.72 sq.	ft.	per	year

We believe that with the implementation of our recommendations which reduce recordkeeping functions within the Clerk's Offices and then reorganizing the offices as recommended, a saving of approximately 3,750 square feet of office space will result as follows (allowances for space used in the Court of Appeal locations have been made):

Los Angeles	1,000 sq. ft. at \$3.00	\$3,000
Sacramento	1,000 sq. ft. at \$3.00	\$3,000
San Francisco	1,750 sq. ft 950 at \$3.00	\$2,850
	- 800 at \$5.00	\$4,000
		\$12,850

In addition, basement and attic type storage space will be released for other purposes.

# RECOMMENDATIONS

# Redesign Clerk's office in San Francisco to permit more efficient use of existing space.

The Clerk's office consists of four major spaces on the fourth floor of the new building at 455 Golden Gate Avenue. There is also 3,095 square feet of basement storage which is not considered in this recommendation. The major spaces are:

<u>Use</u>	<u>Dimensions</u>	Square Feet
Clerk's Private Office	21 x 24	504
Secretarial and Filing	16 x 24	384
Reception Area	20 x 24	480
Deputy's Work Area	46 x 24	1,104
Records and Xerox	50 x 28	<u>1,350</u> *
Total Office Space		3,822

<sup>\*</sup> Reduction for irregular shape caused by escalator.

If the recommendations on filing of briefs and record retention are implemented, the storage requirements will be substantially reduced. If the recommendations regarding registers and Courts of Appeal recordkeeping are followed, then the present working requirements for counter space will also be reduced and will permit more work at desks. This, in turn, allows a better arrangement of desks and files which will save floor space presently used for access to the register storage and counter area.

Preliminary revisions in office layout indicate that as much as 864 square feet (\$4,320 a year budget) can be saved from the present office area and that the records area can also be used to better advantage. This size a reduction in the Clerk's office may not be achieved under all design

alternatives, but it does show that budget savings are possible and that there can be reassignment of space for other uses within the Court. We suggest that a State architect, with the Clerk and Secretary, review the space requirements under the revised recordkeeping system to establish an acceptable remodeling design.

# Relocate the Secretary's office to the present records room of the Clerk.

The present office space, in square footage, is adequate for three people in most clerical positions. However, the present railed area inside the door removes approximately 50 square feet. The requirements for counter space, distribution boxes, and filing space, in addition to the normal desk allowance, makes an efficient arrangement very difficult at best.

Under the current distribution system, either a member of the Secretary's Office delivers material to the Justices and their research attorneys, or the Justices' secretaries or researchers come to the Secretary's Office. In the latter instance, a member of the Secretary's Office must stop whatever he is doing to obtain the material from the distribution box and distribute it on demand. This interaction is disrupting, but also has the tendency to lead to further conversations.

Relocation will permit a new, more efficient design for this office, and will release 956 square feet of space in the old building for other use by the Court. As part of the redesign, distribution facilities should be provided to eliminate the present problems.

Under the recommended organization structure, typing and clerical assistance will be planned for and provided by the Clerk. Relocation will enhance this assistance through close proximity to the Clerk, and will also continue to keep adequate reproduction facilities close at hand.

# GENERAL RECOMMENDATION

# Develop a long-range plan for Court administration.

The court system in the United States has grown in size and complexity to such a point that the nation is concerned as to whether swift, impartial, and equitable justice is possible under today's conditions. Helping to promote this state of affairs is the relative autonomy of each of our courts. There has not been a coordinated effort to provide adequate numbers and optimum distribution of courts and judges. Added to this is the independence of administrative procedures within each court.

A number of trial courts are automating recordkeeping functions of various types, are trying to organize judicial workloads to provide better through-put of cases, and are developing mutual programs with other justice agencies upon whom the court is dependent. If these efforts can be expanded and coordinated to develop court administration within a "court system", we may develop another part of the solution to an overall justice system that is effective with costs that will be reduced in their rate of increase.

The Supreme Court of the State of California must not only establish its own plans, but it must provide encouragement and guidance to this wider scope of court long-range plans. Through its Chief Justice, as Chairman of the Judicial Council of California, the Supreme Court can give direct impetus to coordinated action in the State.

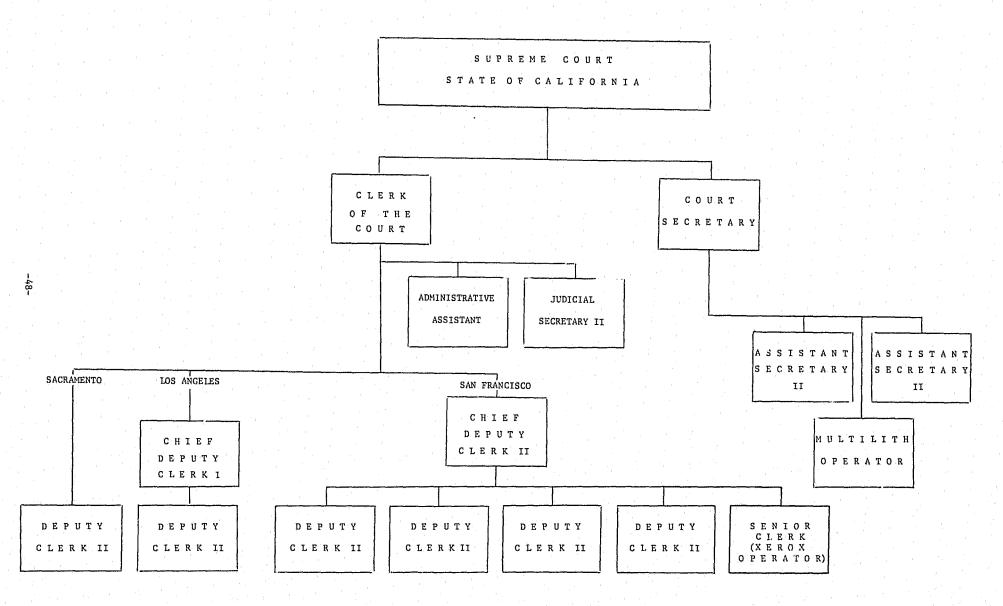
Presently underway are studies of court organization and of trial court caseloads for statistical weighting to establish judicial requirements. Each of these studies addresses one of the problems in the trial courts, which is where the bulk of the problems seem to lie. However,

as the trial courts increase the number of cases handled, the number of appeals will increase. A speedy appellate process is also necessary if we are to reach final disposition of cases in a reasonable time. The problem, then, is twofold. First, there is a data management requirement, and second, there is a need for appropriate workload distribution. These requirements, as stated earlier, extend between the courts laterally and vertically and beyond the courts into the entire judicial spectrum.

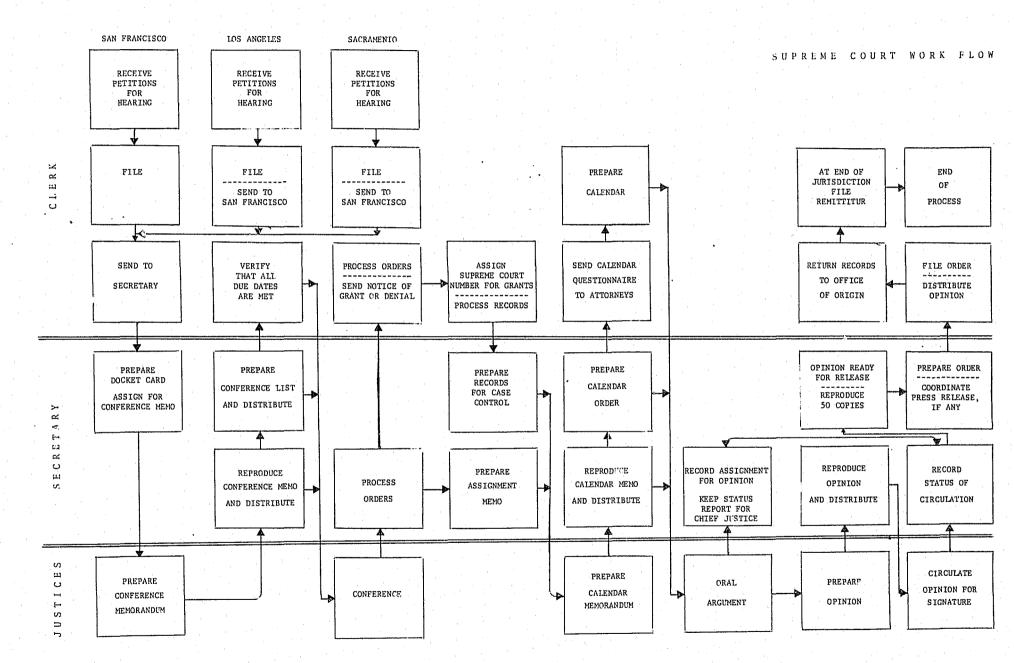
A long-range plan will assist in establishing the objectives to be met within a time frame, the priorities to meet them, and the responsibilities for meeting them. Some of the potential advantages from developing and implementing a long-range plan for court management will include:

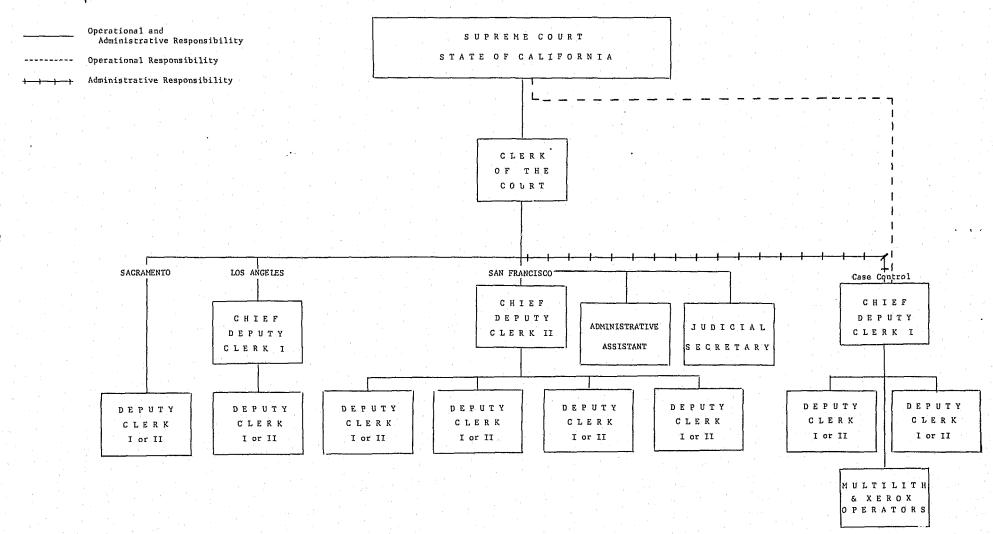
- Maximum utilization of automation within the courts to use common data and common facilities where feasible.
- Eliminating much duplication of developmental efforts within the courts through sharing.
- Providing a funding program to the legislature which will present the total court management plan for approval on a scheduled basis.
- Permitting regular review of progress in relation to the plan and the opportunity to evaluate and adjust priorities as conditions change.
- Coordinated action between the courts in areas such as recordkeeping, calendaring, and performance to reduce wasted motion by all participants in the judicial system.

PRESENT
ORGANIZATION STRUCTURE



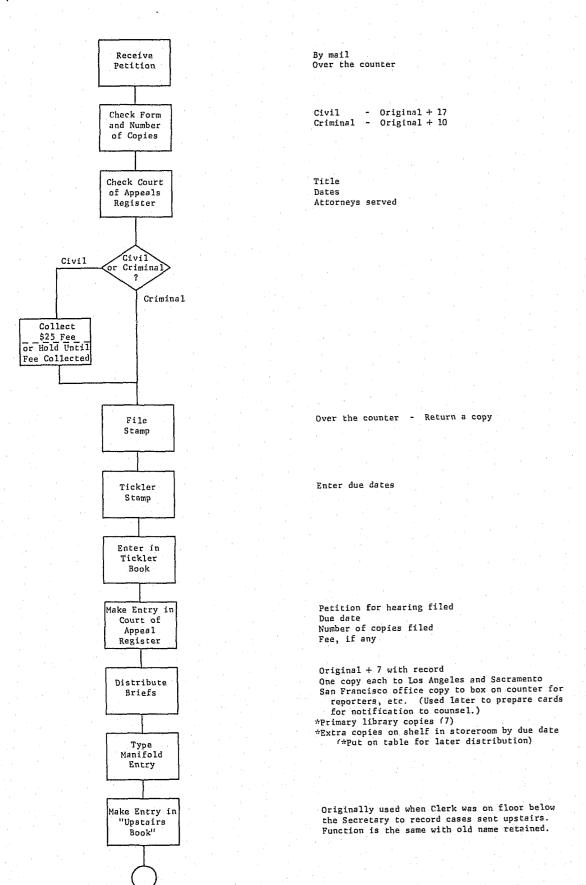


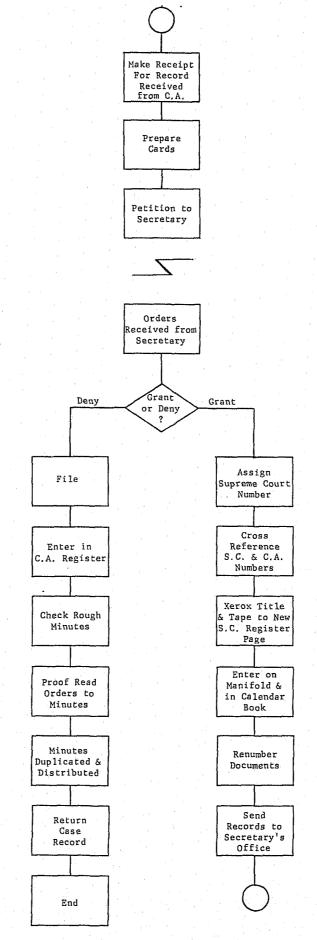




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Example used: Petition for Hearing





If record has not arrived, go get from 1st District

Notification cards are addressed and clipped to the Register pages.

Original and 7 copies of petition and the case record (if received) go into a box for the Secretary. Material in the box is either picked up or delivered as traffic moves between the two offices.

## SECRETARY PROCEDURE

At end of Wednesday conference, Clerk and Secretary make notes on actions taken. Clerk notes action on Conference List and starts any urgent processing action without waiting for the order.

All "Deny" transaction except "Return Case Record" occur also for "Grant." The actions under "Grant" are in addition.

## Deny

File stamp Original + 1
Deputy signs Original
Mark ENC (Entered,
Notified, Certified)
2nd copy 'Certified)
goes to Court of Appeal

Write S.C. number on copies of order.

Grant

Also prepare Notification Cards and mail. Order is read and verified to register. Cards are read and verified with register.

Conference list was posted in book as rough minutes. All items are checked off.

Enter County, Trial Judge, and indicate contents of original record.

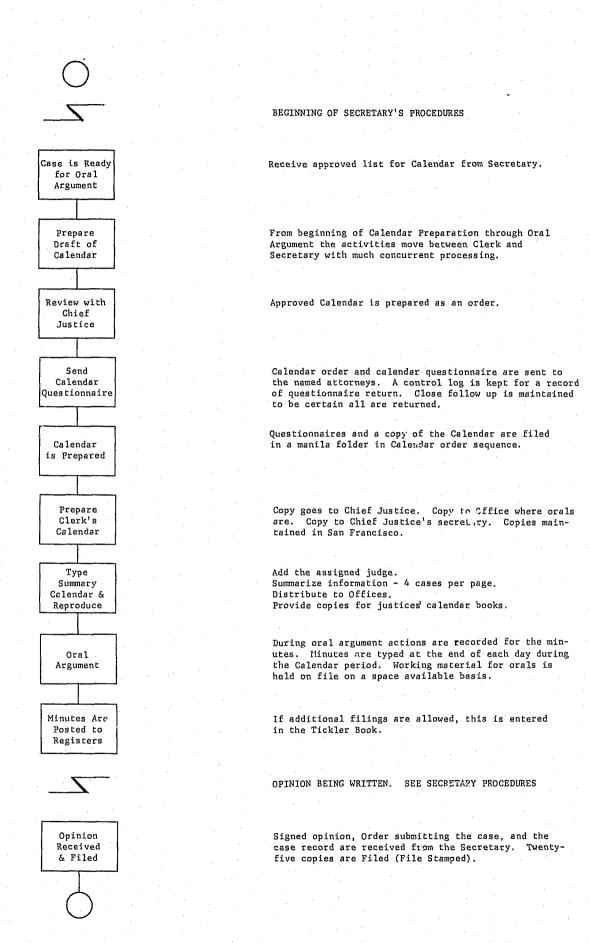
Two Deputies do this. After verification orders are placed in a folder.

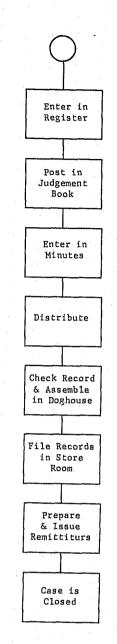
Original & 2 copies are kept for binding at end of year. 8 Xerox copies go to: 1 S.F., 2 Reporter of Decisions, 1 Sacramento, 1 L.A., 1 Recorder, 1 L.A. Daily Journal, 1 L.A. Metropolitan News

Renumber with S.C. number and check for all components in record.

Record is assembled, checked, and shipped to Court of Appeals.

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Entries for order and opinion are made in the Register

Clerk's secretary types minutes

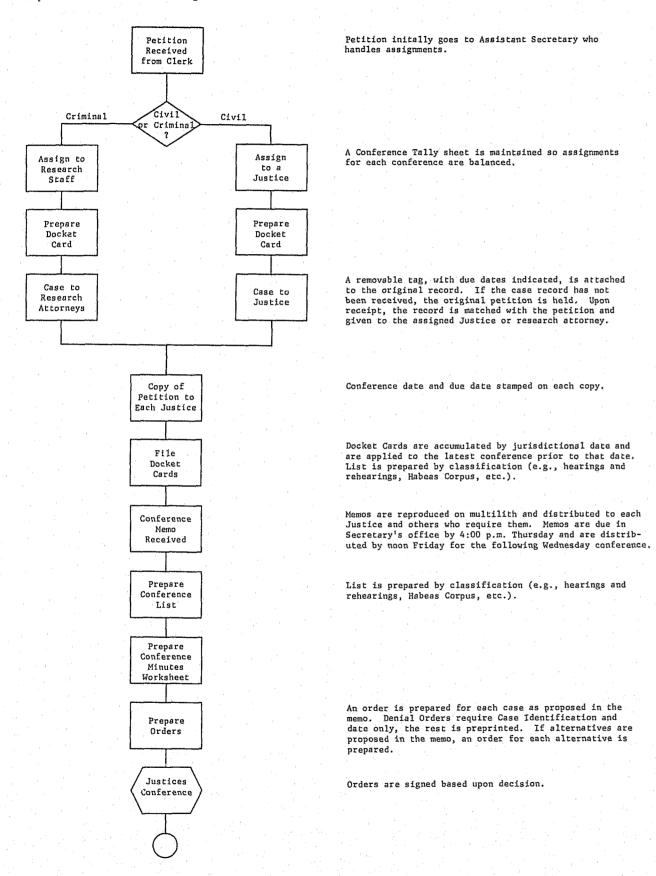
Copies to: each named party's attorney; reporting agencies Order is filed with case record (12 copies go to Reporter of Decisions)

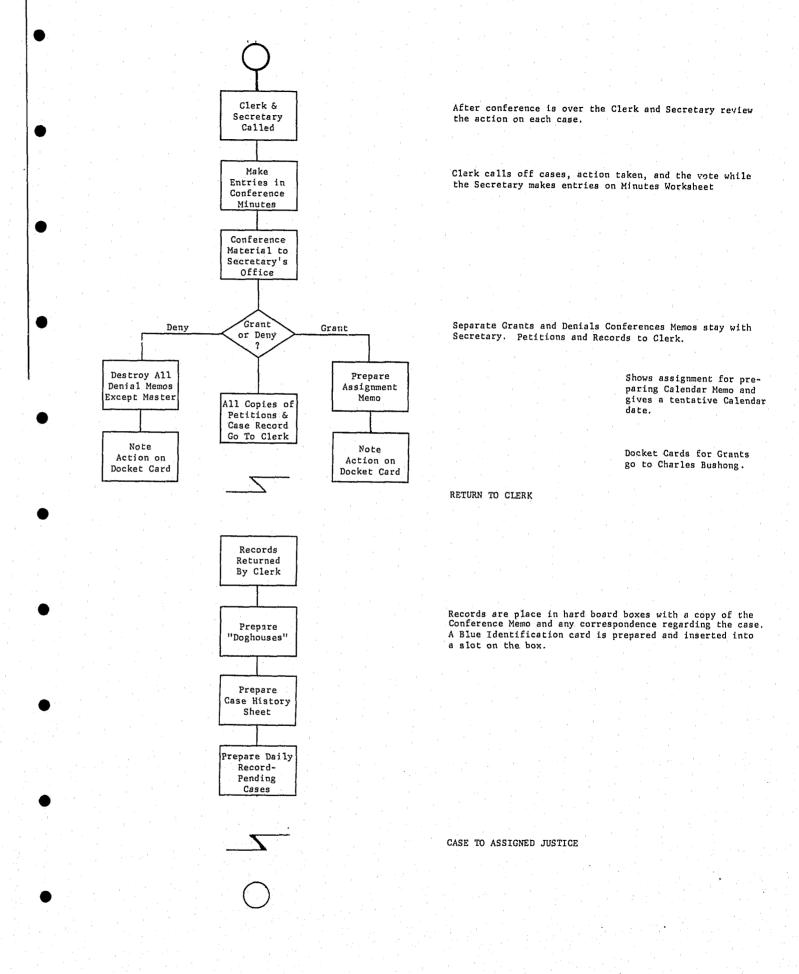
Hold on table for Reporter of Decisions to look at for any details needed prior to sending out opinions for printing

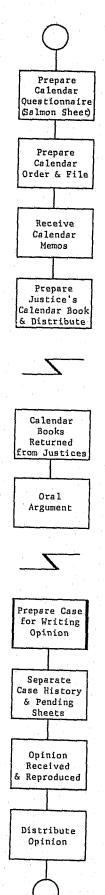
If Sacramento or Los Angeles, hold 30 days and then ship to the respective offices  $% \left\{ 1\right\} =\left\{ 1\right\}$ 

Prepared during period of jurisdiction and then issued. Copies are retained for binding for each office Entry made in Judgement Book

## Example used: Petition for Hearing







Sent to Justices about 10 days ahead of Calendar preparation. Justice indicates if case is ready to go on Calendar. Cases ready for Calendar go on a Calendar Order. Calendar is placed in Secretary's Calendar Book together with Case History and Daily Record Sheets for those cases. Reproduce, distribute, mark case on Calendar in Secretary's Calendar Book. Includes Clerk's Summary Calendar, Case Worksheet (Clerk's Calendar plus additional information), Calendar Memo, Court of Appeal opinion (if any), Conference Memo. PREPARATION FOR ORAL ARGUMENT Prior to Oral Argument the Calendar Books are returned for shipment to Courtroom for Justices. A representative attends every Court session to assist Justices as necessary. The regular Wednesday Conference

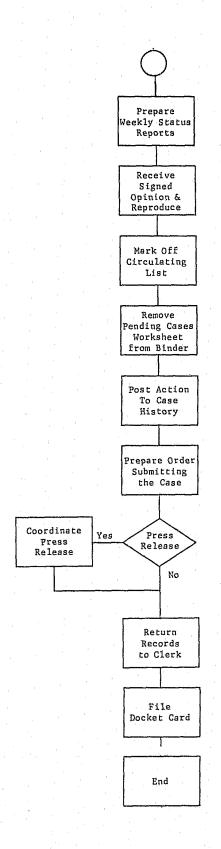
is also held during the Calendar week.

JUDGES DECIDE WHO WILL WRITE OPINION

Prepare Opinion Memorandum Card for "Doghouse" inner identification. Replace Blue I.D. card with white I.D. card. Case goes to Justice for Opinion.

Case History is placed in a loose leaf binder and held until the case is filed. Daily Record-Pending Cases sheet is placed in another binder and held until the Justice circulates his opinion.

16 copies are distributed. Date of circulation and action on opinion is recorded on pending cases sheet. If a change in opinion is required all copies are retrieved and the opinion circulation process is repeated.



For each Wednesday Conference a report of the signature status of opinions being circulated and a report of cases awaiting opinions are prepared for the Justices.

When a majority is obtained the opinion master is received in final form and reproduced in 50 copies.

Place on shelf for temporary storage. Periodically destroy old Worksheets.

Representative from Judicial Council and author's research attorney prepare press release.

Place Docket Card with other completed case cards to use for statistics.

TO FINAL CLERK PROCEDURES

LOS ANGELES

1. Criminal

Original Entry

Original Entry

Copy

Copy

SAN FRANCISCO

Copy Original Entry Copy

Сору

Copy Copy Copy Original Entry

Register Books are used as a log of all transactions in a case. They provide a historical record by date of initial filing and can be used as a numeric cross-reference to cases. These books cost about \$120 each, are approximately 13 inches wide, 181 inches high, 3 inches thick, weigh

DESCRIPTION

about 16 pounds, and contain space for 500 cases. These books are retained permanently.

2. REGISTER OF ACTIONS - COURTS OF APPEAL

1. REGISTER OF ACTIONS - SUPREME COURT

2. San Francisco Civil

3. Los Angeles Civil

Selected transactions taken from Courts of Appeal Manifolds and Minutes are posted to Register Books.

Maintained on index cards.

Same as Los Angeles.

SACRAMENTO

Register Books are the same as for the Supreme Court. The Los Ange'es and Sacramento offices post their Courts of Appeal entries to their index cords. All of these records are temporary in their use. Eventually, the index cards are destrayed; however to date all of the Register Books have been retained.

3. MINUTES OF THE SUPREME COURT

Original copies are bound into book form each year, Filed by date of the Minutes.

Xerox copies are used for reference during each year. Received in book form once a year for permanent files.

Same as Los Angeles,

Permanent record of Supreme Court actions. Minutes are typed, and bound in book form once a year. Three books are prepared and all three kept indefinitely.

4. JUDGEMENT BOOK

Copy maintained as permament record.

Copy maintained as permanent record.

Copy maintained as permanent record.

Copies of all remittiturs issued each year are bound into book form, one for each office. They are filed temporarily in a clip-binder by date of issue and are permanently bound in date sequence.

REMITTITUR LOG

Book of written entries for Not maintained. all remittiturs issued.

Not maintained.

Record of opinions filed and remittiturs issued. Used as a check for timely issuance of remittiturs.

"UPSTAIRS BOOK" or SECRETARY'S BOOK

Record of all cases sent to Secretary's Office, Carryover from old building when Francisco. on different floors.

Manifold is used as a record of cases sent to San

Same as Los Angeles.

"Upstairs Book" is a list of cases sent to the Secretary's Office. This is a carry-over from the "old building" office which was on the floor below Secretary. This loose leaf book serves as a record of cases by the date initially received in the Clerk's Office. Once the entry is made, no further check is made as to whether the case actually is received by the Secretary. The "Tickler Book" of Jue Dates" is used for follow up to be certain timely actic as taken for each case.

INDEX CARDS

and Civil alphabetic crossreference to all CA and SC cases. Habeas Corpus cards are filed under Civil to balance the number. About 10 years cards are kept near the counter. Older cards are in the back of the office.

Kept separated into Criminal Criminal and Civil interfiled. Active cases filed separately by each CA Dist. and SC. Inactive cards are interfiled. Uses colored cards to establish age for purging files. Cards prior to 1951 have been discarded. 1951-1968 cards are in the back office (50 file drawers). 1969-present are in front office.

Similar to Los Angeles with minor differences in handling. No color code for

Used as alphabetic reference to cases in the Supreme Court and Courts of Appeal. Los Angeles and Sacramento use the Courts of Appeal cards for posting entries from manifolds and minutes. Approximately 30,000 cards represent the active Courts of Appeal index.

8. MANIFOLD - SUPREME COURT

Type original plus two and distribute copies to other 2 offices. Retain on space ayailable basis.

Type original plus two and distribute copies. Retain in office for 1 year, then store on 13th floor.

Type original plus 2 and distribute copies. Retain in basement.

This is a record of activities which are posted in the Registers and which do not appear in the Minutes. It is used for transmitting this information to other Supreme Court offices.

9. MANIFOLD - COURTS OF APPEAL

Post to Registers. Be certain all offices have posted. File for reference. ------Receive 1st Dist. directly.

Post to index cards. Forward to other offices for posting. Receive 2nd & 4th District

Receive 3rd & 5th District

Same as Los Angeles.

This is a record of activities in the Courts of Appeal which are posted in the Registers and which do not appear in the Minutes. The 4th District uses their Manifold to transmit between their two offices in addition to informing the Supreme Court. Other Districts prepare the Manifold only for the Supreme Court and do not include all Register entries.

10. BRIEFS FROM CASES IN COURTS OF APPEAL

Retain I copy on space available basis.

Same.

directly.

Same.

directly.

See recommendation on Briefs for filing and distribution.

11. BRIEFS FROM CASES IN SUPREME COURT Office copy retained on space available basis. Original with case record. Same.

Same.

Same as above.

12. CORRESPONDENCE

Divided between Criminal & other. Filed by date within major category or first letter of name. Periodically the files are gone through and letters from the same individuals are batched.

Most correspondence is forwarded to San Francisco for reply.

Same as Los Angeles.

The San Francisco office handles all correspondence other than routine requests for information which may be answered by the Deputies in Los Angeles or Sacramento. Two years correspondence is kept in the filing cabinets in the middle office. After two years it is boxed and placed in the storage room. Disposition criteria has not been established.

# 1. DOCKET CARDS

- 1. Hearing Docket
- 2. State Bar Docket
- 3. Habeas Corpus Docket
- 4. Rehearing Docket
- 5. Executive Clemency Docket
- 6. Writ Docket
- 7. Miscellaneous Docket

## 2. COURT STATISTICS

1. Business transacted

# 3. OPINIONS

- 1. Opinion Recall Slip (2)
- 2. Pick Up Slip for Filing Opinions
- 3. Status of Circulating Opinion
- 4. Opinion Master

## 4. CONFERENCE RECORDS

- 1. Conference List (A&B)
- 2. Conference Minutes Miscellaneous
- 3. Conference Minutes Rehearings and Hearings
- 4. Conference Minutes Writs
- 5. Conference Minutes State Bar
- 6. Conference Memorandum Master Copies

# 5. IN BANK CASE HISTORY

6. DAILY RECORD - PENDING CASES

## DESCRIPTION

Color coded cards used for recording all petitions to the Court. For preparing conference lists, statistics, or other material, the cards are sorted by date, type of action, or any other category needed. These cards are given to the Judicial Council for use in statistical analysis after they have served their purpose in the Court.

Informal statistical record of business transacted in the Court.

Temporary records. Opinion Master is kept for about six months after the opinion is issued.

The Conference List and the Minutes are kept as a permanent record. Conference Memorandum Masters are retained on a space available basis.

Permanent record of all cases for which hearings were granted.

Temporary record of activity and status of cases in the Court for which hearings were granted.

# END