

Committee in session at 7:30 a.m. Senator Floyd R. Lamb was in the Chair.

PRESENT: Senator Floyd R. Lamb, Chairman
Senator James I. Gibson, Vice Chairman
Senator Eugene V. Echols
Senator Norman D. Glaser
Senator Thomas R.C. Wilson
Senator Lawrence E. Jacobsen
Senator Clifford E. McCorkle

ABSENT: None

OTHERS Ronald W. Sparks, Chief Fiscal Analyst
Eugene Pieretti, Deputy Fiscal Analyst
Howard Barrett, Budget Director
Assemblywoman Sue Wagner
Senator Jean Ford
Senator Melvin Close
Justice Noel Manoukian
Chief Justice Mowbray
Ray Ryan, Deputy Superintendent, Dept. of Education
Edwina Prior, lobbyist, Nev. Federation of Republican Women
Orvis Reil, lobbyist, National Retired Teachers Association,
American Assoc. of Retired Persons
Muriel Batesel, Legislative Chairman, Business and
Professional Women's Club
Jill Derby, representing Douglas County Women's Caucus
May Shelton, Director, CETA, Washoe County
Dr. Donald Baepler, Chancellor, UNR System
John Reiser, Chairman, Nevada Industrial Commission
Claude Evans, Executive Secretary, Nevada AFL-CIO
Frank Daykin, Legislative Counsel
Vernon Bennett, Executive Officer, PERS
Mitch Brust, Personnel Division
George Miller, Administrator, Div. of Welfare
Charles Wolff, Jr., Director, Dept. of Prisons
William Hancock, Secretary-Manager, Public Works Board
Mary Kincaid, Councilwoman, City of North Las Vegas
Cynthia Bauman, Councilwoman, City of North Las Vegas
John Rice, Associated Press
Cy Ryan, United Press

(See Attachment A for guest list of Others Present and Testifying)

AB 151 Provides for establishment of centers to provide services for displaced homemakers. (Attachment A)

Assemblywoman Wagner testified that a "displaced homemaker" is usually a woman who is from age 35 to 64, and has lost the means of support from divorce, separation, death or disability of a spouse. The woman has either not worked for a long time, or has never worked outside the home. Assemblywoman Wagner said that today's generation is one on which the rules have been changed.

The proposed center would help these women, who suffer from low self-esteem, to write a resume, go through job interviews, and find jobs. Assemblywoman Wagner said an American woman today has a 50-50 chance of being divorced, widowed, or single, by middle age. She added that 17 states have passed legislation such as AB 151, and there are 50 displaced homemakers' centers, nationwide.

Assemblywoman Wagner stated further that AB 151 has been amended to \$35,000 to fund 1 center instead of 2. She added that the State Board of Vocational Education is not going to establish a displaced homemakers center. She continued that funds would probably pay for an administrator and a clerical staff, and the operation of the center. Assemblywoman Wagner placed exhibits into the record that the Nevada Home Economics Association, and many other organizations, including the Democratic and Republican parties, support AB 151 (see Attachment C).

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Ray Ryan, Deputy Superintendent of Public Instruction, representing the State Board of Vocational Education, testified in favor of AB 151. He said the State Department of Education has programs in adult and continuing education, guidance and counseling, community education, and vocational education, that concern themselves with segments of AB 151. He said individuals will be assigned the appropriate amount of time to coordinate the Department's role in this bill. A group coordinator will be assigned to the Vocational Division to oversee the responsibilities of the Department. He said AB 151 offers services that are not available, are not easily accessible to the citizens of Nevada.

Senator Jacobsen asked if Mr. Ryan had to choose between competency testing and AB 151, which one would he choose. Mr. Ryan said since competency testing was a priority of the last legislature, he would choose competency testing.

Edwina Prior, lobbyist, Nevada Federation of Republican Women, representing 16 clubs and approximately 1,100 people, said the Board unanimously supports AB 151. She testified that the 1970 census showed that 7.7 percent of Nevadans were widows and 7.6 percent were divorced. The estimated population was 677,803, which means there are approximately 97,892 widows and divorced women in Nevada. She said not all women would need the displaced homemakers' service, because they receive other services. Ms. Prior said, however, there are factors which make having the displaced homemaker service more important: the mobility of Nevada's population, which isolates people from families who can help them; the impersonality of urban living; lack of information, and rampant inflation which disrupts insurance plans or alimony. Ms. Prior said the proposed program is not experimental; there are two successful programs on the west coast. She added this program is not a permanent solution, it is a stop-gap measure; which could make the difference between a productive worker and just another welfare recipient.

Senator Lamb asked if churches aid these women. Ms. Prior answered that churches offer counseling services; but this proposed program would offer all services -- competency testing, counseling, investment advice, etc.

Senator Jacobsen asked if there is a federal program comparable to the one being suggested. Ms. Prior said there are no federal funds for this sort of program available to Nevada.

Senator Wilson asked if the program should be local or federal. Ms. Prior replied it should be local.

Senator Echols expressed concern about the small amount of money in the bill for the necessary services. Assemblywoman Wagner said many services will be provided by assisting agencies which are already providing services.

Senator Gibson asked if there are statistics from Alameda County, California, which shows what their budget is now, and other information. Assemblywoman Wagner replied that Alameda County has placed 1,200 women in less than a year. Their budget is about \$170,000 for the biennium.

Senator Lamb asked what this program actually does for women. Assemblywoman Wagner answered that the goal is to prepare women who have been out of the work force, to help find them a job.

Senator Jacobsen asked what the support for AB 151 was in the Assembly. Assemblywoman Wagner said she thought about 5 people voted no; all of the women voted for it.

Senator McCorkle asked if the program is simply a referral agency. Assemblywoman Wagner said no, there are techniques that a competent person can train people to do, such as filling out a job application. She said referral is a large part of the service, but the service is not just referral. Most of the women need moral support; they need someone to channel them in the right direction.

Assemblywoman Wagner said the job could be done better with more money for staff. She said they will report to the legislature in 1981.

Senator McCorkle said it seems to him that this program must be a referral agency, given the small fiscal note which does not allow for paying trainers and counselors. Assemblywoman Wagner said she sees the center as a place where women come and receive a variety of help. She admitted that the centers would not be ideally equipped, but it is better than what exists now.

Senator McCorkle asked why an agency which is familiar with services in the community could not provide the service Assemblywoman Wagner is suggesting. Assemblywoman Wagner said the program she is suggesting is entirely different from a referral agency. She said there are programs just beginning in both Washoe and Clark counties. She said she envisions using a center which has already been started. Assemblywoman Wagner said a new program could not be started with the limited funds in the bill.

Senator Jean Ford testified in favor of AB 151. She described women who end up as displaced homemakers; they are women who never expected to be in this situation. Senator Ford said in many instances these women have psychological disabilities, but would be very competent in occupations. She described the importance of teaching these women to value their unpaid job experience and produce a "functional" resume which emphasized these skills.

Senator Lamb asked how much money would be requested for this program the next biennium. Assemblywoman Wagner answered that is the legislature's decision. She said if they feel it is a good program, hopefully it would receive greater funding. She said men are also eligible for this program.

Orvis Reil, lobbyist, representing the National Retired Teachers' Association and the American Association of Retired People, testified in favor of AB 151. Mr. Reil stressed that these people need help from someone other than their families.

Muriel Batesel, Legislative Chairman, Business and Professional Womens' Club, said this organization supports AB 151 because they find many women coming into their offices who need direction and could be helped by the proposed service.

Jill Derby, representing the Douglas County Women's Caucus, pointed out that society says it values the homemaker, but the homemaker is economically vulnerable. She said homemakers stake their security on the permanence of marriage. Ms. Derby commented that alimony is only awarded in about 14 percent of divorce cases and only 7 percent of divorced men pay alimony. Child support is awarded in 44 percent of cases, but only 19 percent of divorced fathers pay child support. Ms. Derby stated that this is why displaced homemakers need help to get back into the job market to become self-sufficient.

May Shelton, CETA Director, Washoe County, stated that about 50 percent of displaced homemakers who come to her office are not eligible for CETA. She said CETA had a project, which ended, for about 1,000 displaced homemakers.

SCR 24 Urges board of regents of University of Nevada to continue preparations for establishment of law school.

(See Attachment D.)

Dr. Baepler, Chancellor, University of Nevada System, testified that SCR 24 mandates the University to continue with its efforts to raise money to establish a law school. It also requests that the University update its feasibility study; the study is now 4 years old. He said this study would be presented to the next legislature. He said they will continue efforts at private fund raising.

(SCR 24 - testimony continued)

Senator Jean Ford testified that there is great interest in the concept being presented, from the university students and adults. She said law is becoming more important in society; and law schools are not just to train lawyers.

SB 405 Provides increases in certain industrial insurance benefits. (Attachment E)

John Reiser, Chairman, Nevada Industrial Commission, reviewed what the legislature has done in the past with regard to this bill (from 1973 to the present).

Senator Wilson asked how much increase do the percentages represent. Mr. Reiser said it is a 10 percent increase over what was provided in the past.

Senator Wilson said this is a 30 percent increase over what is presently in effect. Mr. Reiser said it is 30 percent over what was originally provided in 1973.

Senator Wilson asked if this is a 30 percent increase of a 10 percent increase. Mr. Reiser said it was 10 percent over what was originally provided. He provided an example of a widow receiving benefits and increases to that benefit. Senator Wilson said it is 30 percent over what was originally provided; and 10 percent over what is provided today.

Senator Wilson asked if this increase keep up with inflation. Mr. Reiser said no; they tied costs to the consumer price index in AB 84, but this provision was amended out of that bill.

Senator Gibson said he is confused by the fiscal note. He said it says the cost of increasing supplemental benefits is from 20 percent to 30 percent, which amounts to \$1,121,405. He said Mr. Reiser stated it would cost about \$148,000. Mr. Reiser said the figure of \$1,121,000 would be a fully-funded benefit which would provide benefits for the remaining period of eligibility. The \$148,000 would provide benefits for 2 years, and then the legislature would have to fund, or not fund, it again.

Senator Gibson asked where the money comes from. He asked if it is already available. Mr. Reiser said it would be a General Fund appropriation, and follows the pattern established in 1975.

Senator Gibson noted there is no appropriation in this bill. He asked if an appropriation should be added. Mr. Reiser said yes.

Senator Gibson asked how many people are involved in this program. Mr. Reiser said there are 206 totally disabled, 254 survivors who are covered, 31 widows, and 13 permanently totally disabled people who would be affected by this bill.

Claude Evans, Executive Secretary, Nevada AFL-CIO, testified he wrote letters to the people who would be affected, inquiring as to their financial condition. He said 300 letters were received and he described the small amount of money the recipients receive. He said basically it is 10 percent of \$167.50 for 1973, 10 percent of 167.50 for 1975, and nothing for 1977; now an additional \$16.75 per month. Mr. Evans stated this bill should be passed; but the basic problem of cost of living increases has not been approached. He said a bill was submitted to the Assembly which would take part of the NIC investment proceeds and put them into a special fund. He said inflations changes the value of benefits and retroactive benefits need to be provided for people. Mr. Evans stressed that these people cannot help themselves. He urges that this bill be passed, and a system set up whereby people can be compensated for cost of living increases.

Senator Lamb asked if these people would qualify under SB 206. Mr. Evans answered that he did not know.

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(SB 405 - testimony continued)

Senator McCorkle asked why benefits were so low prior to 1973. Mr. Reiser replied that benefits were quite inadequate then.

Mr. Evans remarked that he believes part of the rebate that NIC is about to return to employers, should be given to injured workers and survivors of injured workers.

Senator Wilson asked if the raise should be more than is being given. Mr. Reiser reviewed AB 84, a bill which tied benefits to the Consumer Price Index before being amended.

Senator Wilson asked if Mr. Reiser is recommending an amendment be accepted which is based on the Consumer Price Index. Mr. Reiser said yes; and added it would have considerable fiscal impact. Senator Wilson requested an amendment to this effect and Mr. Reiser said he would provide it.

Senator McCorkle asked what the impact in the system would be if a real increase were given, not just a cost of living increase. Senator Wilson said he would like to see something like this done. He said he would like to know to what extent the benefits to the permanently and totally disabled can be increased; and what effect it will have on reserves.

Senator Lamb asked if new people will be added to the permanently and totally disabled categories by making increases. Mr. Evans said no; the law determines who is permanently and totally disabled. Mr. Evans said there are a number of ways to fund a retroactive account; he proposed some alternatives.

Senator Lamb requested that Mr. Reiser return to the Committee with alternatives.

SB 452 Makes appropriation to supreme court of Nevada to establish judicial uniform information system and removes certain reporting requirements. (Attachment F)

Justice Manoukian of the Nevada Supreme Court introduced Chief Justice Mowbray, Senator Mel Close, Terry Reynolds, and Mike Brown.

Roy Boswell, Search Group Incorporated, a non-profit criminal justice research company from Sacramento, California, referred to two documents (refer Minutes, in Research Library, for copies). Mr. Boswell explained that his company developed the project addressed in SB 452. He described his company, his qualifications, and the analyses involved in developing the management system. He said two scenarios were developed: 1) increase the number of internal positions for the projected increase in caseload (this is the procedure adopted in the past); 2) make certain improvements so that fewer additional clerks would be required to process additional cases. He said they compared the two scenarios and determined that the cost of improvements (scenario no. 2) would be offset by savings from not having to appoint additional clerks.

Mr. Boswell said there are many other benefits from systematizing the operation that they did not look at; they limited themselves to savings related to personnel costs. He said they found that accrued personnel savings will pay back the cost of the development of the system within six years of implementation of the system. Mr. Boswell said this finding was based on 1) the increasing workload in the courts which they predict will continue until 1988; 2) case complexity, nationwide, is increasing; 3) increasing numbers of causes of action due to new legislation which creates new causes for filing.

Mr. Boswell listed the main problems within the court system which indicate a need for streamlining the system. He said this system produces no budget or management information for any interested party. The system is duplicative and there is a lack of court uniformity so that no comparable statistics are possible from court to court.

*Exhibits F-1 and F-2

(SB 452 testimony continued)

There is also no basis for consistent accounting practices and therefore no data which which to produce statistics before the legislature. He said the system itself impedes judicial efficiency. There is great opportunity for lost records. Mr. Boswell said they recommend a system called "Judicial Uniform Records Information System" (JURIS) and other states have adopted a similar system.

Senator Gibson asked if the money being requested in the bill is to design and implement the system. Mr. Boswell said yes.

Senator Gibson asked if the money required for the hardware is included. Mr. Boswell said yes, but without specification. He added Mr. Northrop provided an estimate of hardware costs. He remarked that paying for computer time is essential whether the computer space is rented or owned. Mr. Boswell said estimates are not tied to a particular hardware configuration. He said they talked to several clients of Central Data Processing. He noted that the Department of Motor Vehicles uses both central data procession and their own mini computers to take immediate care of customers. Mr. Boswell suggested that the Clerk's Office relationship to the general public is similar to that of the DMV, and should use a mini computer to supplement central data processing service.

Senator Jacobsen asked how many states Mr. Boswell has recommended this system to, and how many have accepted it. Mr. Boswell replied he has always recommended this system; he believes statistics need to be uniform. He said of 22 states currently operating, 10 or 11 are attacking the problem at this level. Mr. Boswell said economic scale comes into play; therefore Nevada, Hawaii, and Oregon have a geographical distribution of populations in a few centers which allows this systematized kind of approach.

Senator McCorkle asked, when Mr. Boswell made assumptions about how many clerks would be needed, did he use original budget figures requested by the Supreme Court this session, or the figures which were finally approved? Mr. Boswell said they started with the number of clerks there now; then counted cases and developed a ratio of clerks to cases. He said they used a projected amount of growth to determine how many clerks would be added.

Senator McCorkle asked if the ratio stays the same or have the number of cases per clerk been reduced. Mr. Boswell said he does not have his estimates with him.

Senator McCorkle asked why there is a large reduction in operating costs in 1981. Mr. Boswell said the system is "coming up"; during the two years it comes up piecemeal, as it takes two years to completely implement it. He said certain programs can be implemented right away, which results in a savings.

Mr. Daykin, Legislative Counsel, testified that his office studied the court in 1967 and again in 1975. The result of both studies was that there was no reliable source of information on caseloads or speed with which they were handled. Each study recommended improvement in administration in the court system. He said so far there has not been a solution.

Senator Mel Close, Chairman of the Senate Judiciary Committee, testified that the last few bienniums they have had requests for additional judges, and there are no facts on which to base decisions.

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Judge Manoukian referred to a May 3 letter (see Attachment G) which relates to a misunderstanding regarding this budget.

Mr. Sparks asked if they wanted an adjustment in salary and not a new position. Judge Manoukian said yes.

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(Supreme Court - continued)

Senator Gibson asked if the \$1,139,000 for jurists is in the Governor's budget. Judge Manoukian said yes.

SB 532 Provides for separate disability retirement allowances for police officers and firemen.
(Attachment H)

Vernon Bennett, Executive Officer, PERS, testified that PERS is opposed to SB 532 (see Attachment I).

Senator Jacobsen commented that he sponsored this bill for the Nevada Peace Officers' Association. Their primary concern was that a new policeman could be killed on the first day. He said he is surprised that no one is here to testify for it; he also said he agreed with Mr. Bennett's decision.

SB 537 Increases salaries of certain state employees.
(Attachment J)

Mitch Brust, State Personnel Division, described this bill. He said 8 percent is recommended for all classified employees except the position of chief of dental health services, which is recommended for an additional 5 percent increase based on the administrative responsibility for running the Bureau of Health Facilities. Mr. Brust said he recommended an addition to the bill which would allow for an effective date retroactive to January 1, 1979, which would be consistent with the bill for classified employees.

Mr. Sparks commented that there is one position at Range C which is at 7.1 percent. He asked why this position is at this percentage. Mr. Brust said it should be the 8 percent, and the additional 5 percent which totals 13 percent; the 7.1 percent is an error.

George Miller, Administrator, State Welfare Division, recommended that his position not be amended out of this bill. He said no welfare administrator can survive in the unclassified system.

Charles Wolff, Director, Department of Prisons, said a problem they face is the inability to obtain full-time physicians. He said a study recommended that people who work in correctional institutions should be at a different salary scale than the general range of institutions in this bill. He said they recommended that a physician work on a full-time basis in a correctional setting and should be paid a salary of \$60,000 annually. Mr. Wolff said they are having a problem maintaining full-time employees in this particular job classification. They must hire people on contract which costs approximately \$60,000. He said they offered about \$49,000 to \$55,000 per year and were told by applicants the salary was too low. He said affected individuals are found on page 2, lines 1 through 5, of the bill.

New Prison

Mr. Hancock presented the difference between capital costs of building a new prison at Ely or at Apex, near Las Vegas. He said they estimate, for a 600-man prison at Ely (under the reduced scope that the Warden has agreed to, where cells would be reduced from 80 to 66 square feet and 100 man instead of 50 man units) would cost \$35,100,600.

Mr. Hancock said the same facility at Apex, Section 24, would cost \$28,976,400. He said in their feasibility study of Section 24, they mention the possibility of jet aircraft noise. He said the Governor asked him to talk to the staff of Nellis Air Force Base. He did so last night and they felt there may be a problem with jet aircraft noise at the Section 24 site. He said they have not heard any noise themselves; part of the noise can be accommodated.

Senator Wilson asked what a "possible" noise problem is. Mr. Hancock explained that the site is in line with the runway of Nellis Air Force Base; but he "thinks" they can handle the "noise" problem.

(New Prison discussion continued)

Senator Wilson asked how often flights occur. Mr. Hancock said he does not know, but the traffic has been reported as "heavy". Senator Lamb said the flight runway just touches the corner of the site. Mr. Hancock said it is about 3-1/2 miles from the runway to the center of the site. Senator Lamb suggested that jets may be at a sufficiently high altitude when they reach the site.

Senator Wilson asked if water is available to the site. Mr. Hancock said yes; they have commitments for all utilities from utility companies to extend utilities to either site in this area.

Senator Wilson asked if the capital cost figure for the Apex site includes the cost of extending utilities. Mr. Hancock said yes.

Senator Glaser asked if the total cost included the cost of air conditioning. Mr. Hancock said at Jean they have air conditioned the dormitory units but not other sections.

Senator McCorkle asked if these new prison figures were made considering labor costs. Mr. Hancock said no; the same unit costs that were used before were used to calculate these new figures. He is saying there is \$7,000,000 difference between the Ely and Las Vegas sites, partly due to labor costs, partly due to things to be done in Ely which do not have to be done at the Las Vegas site, etc. He said they believe the Ely site will cost more.

Senator Glaser asked if they are considering the possibility of getting contractors from the Utah-Idaho areas, these being lower costing construction areas. Mr. Hancock said the only advantage that would be realized by doing that is in the shop labor that is done in the Utah area. He said that under Nevada law, the contractor would have to pay Nevada wages. He said they have considered the possibility of using shop labor and the steel mills in the Utah area. He said there have been 8 projects which cross the Nevada-Utah line; of them, four were awarded to Nevada contractors and four to Utah contractors.

Senator Wilson said some senators have been advised that Clark County Department of Comprehensive Planning has questioned the suitability of soil, whether or not the project is in a flood plain, etc. He asked if Mr. Hancock has made an analysis of the site. Mr. Hancock said they have been on the site but have not taken soil samples; that the site does not appear different from many other sites; it looks as if anything can be built on it. Mr. Hancock said they have addressed soil problems before, at the Clark County Community College site.

Mr. Sparks reported the differences in operating costs between the Ely site and Section 24. He said they have found a difference of \$519,806 annually between the 2 sites; the Ely site being the more costly. He said major differences are in how the prison is staffed in the two areas. He said since there is already a prison at Jean, which is about 37 miles from the Las Vegas site under consideration, they feel existing people can be used in the Jean facility to provide some supervisory staff in the new facility.

Mr. Sparks remarked that another major consideration is the current in-lieu tax formula in the Nevada Revised Statutes. He said if a prison were added to Ely, it would cost the State \$162,700 in in-lieu taxes. He said this amount is included in the \$519,806. Mr. Sparks said the people of Ely have indicated they will waive the in-lieu tax; however, to do that, the whole statute would have to be stricken, which would mean Carson City would not receive funds, or the State would have to pay Ely and have them return the check to the State.

Mr. Sparks said another difference between the two areas is with food costs. They were developed by using the school lunch program costs in Ely, Carson City, Las Vegas, and Reno. The school lunch figures from Las Vegas were not valid as they use convenience foods. Comparable costs from Jean were substituted. Using these

(New Prison discussion continued)

estimates, according to Mr. Sparks, the food cost in Ely would be about \$100,000 greater per year than in Las Vegas.

Mr. Sparks said the final major difference between the two areas is with utilities. He said people representing Ely have not questioned the utility figures; which were developed comparing the temperature in Ely to the temperatures in the other areas. They used 5 different sites for comparison. Mr. Sparks said the cost of operating the prison in Ely is estimated to be \$4,250,264. He said the annual operating cost for Section 24 area is \$3,730,458.

Regarding the food estimates, Mr. Sparks added that they have been very concerned about them. The first estimates showed a 26 percent difference between Ely and Carson City. Since they felt this was too great difference, they went to the school lunch estimates which showed a difference of 17 percent between Carson City and Ely. Mr. Sparks food costs at the Nevada Youth Training Center and found they were 21 percent higher in Elko than in Carson City.

Senator McCorkle commented that he did not realize food costs were so different. He thought differences were only about 5 percent to account for freight. Mr. Sparks said food prices differ considerably in the different areas.

Senator McCorkle said the Ely people have made a \$17,000 reduction in gas rates. He asked if this was included in costs at Ely. Mr. Sparks said no.

Regarding the in-lieu taxes for Ely, Senator McCorkle said that the Ely people feel building the new power plant there would disqualify them from receiving in-lieu taxes. He asked if this had been considered. Mr. Sparks said no; because he has to use what exists now. Senator Gibson observed the power will begin construction in 6-1/2 years if all goes according to plan.

Senator Glaser asked if credit was given to air conditioning. He said he has figures from a professional engineer who indicates the cost of cooling Las Vegas versus Ely would be \$9,000 to \$30,000 more.

Mr. Wolff reported on the advantages and disadvantages of the Ely and Las Vegas sites relating to rehabilitation. He said family visitation and work programs are important parts of prison program. He said 61 percent of the prison population is from southern Nevada.

Senator Lamb asked if the closer the prisoners are to their families, the more successful the rehabilitation program. Mr. Wolff said that is correct.

Senator Gibson remarked that he had requested visitor statistics for a comparison between Carson City area and Southern Nevada. He said about 40 percent of the prisoners in the Carson City area received at least 1 visit per month. Those prisoners in southern Nevada receive less than 10 percent of the visit contact per month, a ration of about 4 to 1. He said this is significant. He said accessibility of Carson City is much greater than Ely; airfare is lower, and simpler than driving. Senator Gibson said he believes the ratio of visitation will be adversely affected with the prison in Ely. He asked Warden Wolff's opinion.

Warden Wolff said he feels the visiting statistics at Jean prison are 59 percent, which is higher than any other prison. He affirmed that the closer the prison is located to families, the higher the degree of visitation.

Senator Lamb asked about the dollar value of rehabilitation efforts. Mr. Wolff answered that if inmates can be moved back into communities on a transitional basis, there is a high success rate; whereas if inmates are not released through transitional programs, there is less rate of success and a higher rate of recidivism. He said if a person does not return to prison, the State saves \$8,000 per year.

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(New Prison discussion continued)

Senator Glaser asked if there is value in getting the prisoner out of the area where he committed the crime. Mr. Wolff said yes; sometimes the parole board will recommend that an individual not return to the original environment, because he or she would have little chance of success. He said he does not know what percentage of prisoners are in this situation.

Senator Jacobsen asked if the potential for using work crews is better in Ely than in Section 24. Mr. Wolff said this is hard to differentiate. Where ever there are prisoners, there will be work programs.

Mary Kincaid, Councilwoman for the City of North Las Vegas, submitted information on a preliminary review of Sections 21 and 24. She said the soil maps and reports of Section 21 indicate that the land is expensive to build upon. She said the Union Pacific Railroad right of way through this property is significant. Ms. Kincaid said many of the characteristics of Section 21 apply to Section 24; however, additionally, this land has greater slopes, gullies and erosion, and fast run-off. She reported that property development will require expensive modifications. She said an environmental impact statement would be requested as part of a request for a use permit. (See Attachment K.)

Ms. Kincaid said 5-1/2 miles of water and sewer line would be needed and information obtained from the State Department of Public Works indicates that the estimates are based on 1974 construction figures at \$10.00 per linear foot; when actual 1979 costs are running an average of \$20 per linear foot. Ms. Kincaid pointed out that there has not been an investigation in the past; some of the cost estimates are erroneous. She said there is a general feeling in Clark County that the location was picked, and the figures were arranged to justify the location.

Senator Lamb said Ms. Kincaid's statements are not true. Mr. Hancock said his costs are based on 1974 estimates, using unit costs inflated by 1.65 percent. He said he feels his utility cost estimates are correct. Mr. Hancock said he sees no reason why the State cannot build on either of these two sites (in the Las Vegas area).

Senator McCorkle asked Mr. Hancock if the factors Ms. Kincaid listed are included in his cost estimates. Mr. Hancock said he thinks they are.

Cynthia Baumann, Councilwoman, City of North Las Vegas, read a statement from Lester Swenson, President of the North Las Vegas Chamber of Commerce: "Speaking in behalf of the Chamber of Commerce, the legislative committee, and Board of Directors, they are unconditionally against the prison locating in or near this area." Ms. Kincaid added a message from Mr. Pettinger, who is in charge of Expo 1981 World's Fair, with whom the City of North Las Vegas signed a contract yesterday (May 3). He also is against a prison in this area.

Senator Lamb directed the senators to summarize their opinions on the proposed site of the new prison.

Senator Wilson said originally he had 4 concerns: 1) the difference in capital costs, 2) the difference in operational expense, 3) the effect of location on a prison program, and 4) community acceptance.

Senator Wilson said he feels the decision should fit the facts. He said he has been troubled with the site at Ely from the outset. He said he would like to help Ely by putting the prison there, but the legislature has an obligation to all the people in the State. He hoped that other forms of relief can be provided for Ely besides the prison; he cannot support putting the prison at Ely. According to capital investment and expenses, the Ely site is more expensive; the extra \$6,000,000 cost could be used to provide another community college, a hospital, or other building. He said he is answerable to

people in Ely and others in the State. Senator Wilson said community acceptance is relevant; and for that reason they will probably not consider the site near North Las Vegas, but perhaps the one near Nellis Air Force Base. Senator Wilson said he favors a site in southern Nevada.

Senator Echols stated he has collected much information on the prison question. He said he has concluded that there is an alternative to building a prison. He said he would not like to see a prison built. Senator Echols suggested spending 1 year studying this problem.

Senator Gibson said he generally agrees with Senator Wilson's statements. He said the prison should be located in a place where it can accomplish the purpose of the prison program. He said if conditions were equal, then it could be located where it will give economic help to a community. He said this situation does not prevail in this case: capital costs, operating costs, family visitation, staffing the prison, are all detrimentally affected in Ely. He said he does not believe the impact of the prison will be beneficial over the long term. Senator Gibson opposed locating the prison in Ely.

Senator Lamb concurred with Senator Gibson and Senator Wilson. He emphasized that the success of the prison in rehabilitating people is important, and operating costs are important. He said he is against locating the prison in Ely; he wants to help Ely and the legislature is doing everything it can to help Ely. Senator Lamb said he believes the prison should be located in the south because it is needed there. Senator Lamb said locating the prison in the south will save the taxpayers of the whole state a lot of money.

Senator said that for 115 years it has been the philosophy of the legislature to disperse state facilities around the state. He said he is aware of the financial implications of placing the prison in Ely, but the policy of dispersing state facilities has to be considered. He said now in Nevada with the population in essentially two centers there is a tendency, unlike in the past, to put facilities in the population centers. Senator Glaser suggested that state facilities should be dispersed, and said he favors the Ely site for the prison.

Senator Jacobsen said he grew up in Carson City with prisons located in the town. He said initially he was the only Committee member in favor of the Ely site for the prison. He said his opinion was formed out of his respect for Senator Blakemore, Assemblyman Polish, and others who are dedicated to locating the prison in Ely. He said he now has to agree with others on the Committee that the proper site for the prison is in the south. He added that he is not in favor of Jean. He said he agrees with Senator Echols that perhaps there is a better way, but this is not the time to change philosophy; there are people who must be dealt with. He said he is one who represents rural areas, and he is sorry in this case to have to not support a rural area. Senator Jacobsen said he favors the south for the prison location.

Senator McCorkle said costs and community acceptance are important factors to him. He said throughout the session he has questioned figures submitted by the Public Works Board and he does so in this instance. He said he believes that there is no reason for costs to be any greater than \$2,000,000 to \$3,000,000 with the prison in Ely. Senator McCorkle said he has investigated operating costs and estimates them to be as low as \$200,000 greater in Ely, not \$500,000 to \$600,000. He said he has related these cost differentials to the community. He said it is his opinion that the somewhat greater costs in Ely are worth it to a community which has shown such overwhelming support for something.

Public acceptance in a community has to play a big role in rehabilitation. He said 51 people signed a petition saying they would accept a prisoner as a friend. Senator McCorkle said he cannot imagine acceptance like this from North Las Vegas. He said he

suspects the community will band together to help rehabilitate the prisoners, and will band together to reduce construction and operating costs. Senator McCorkle said they have already shown evidence of this.


Senator McCorkle said that, contrary to Senator Echols' opinion, he believes that another prison in at least 4 years is inevitable. He said he would rather put the responsibility of a prison on a community which welcomes the problems that other communities see. Senator McCorkle said he favors the prison in Ely, but if there is not sufficient support to pass the prison to Ely, his second choice is Apex.

Senator Lamb called for a show of hands of those who want the prison in Ely. Senators Glaser and McCorkle indicated they want the prison in Ely.

Senator Lamb called for a show of hands of those who want the prison in Section 24. Senators Wilson, Gibson, Lamb, Jacobsen and McCorkle indicated they want the prison in Apex.

Meeting adjourned at 10:55 a.m.

Respectfully submitted,


Carolyn Y. Mann, Secretary

APPROVED:


Floya R. Lamb, Chairman

SENATE

Finance

COMMITTEE

GUEST LIST

ATTACHMENT A

DATE:

5-11

NAME	AGENCY OR ORGANIZATION
Donald Bayler	University System
George Miller	State Welfare
Wm. Edwards	ND State Health
Paul Cohen	" "
John H. Carr	" "
Edwina Prior	Nevada Fed. Res. Bureau
Laura Swinn	SLS
Patricia A. Luppitt	Nevada Home Economics
Ray Orphan	Ely Nev.
Nick Carlson	City of Ely
W. J. ...	State Bureau of Census
Ken Hembough	Ely, Nev.
Mike Smith	White Pine County
Tom Bath	" "
Barlow N. White	CITY OF ELY MAYOR
Mike Fourn	White Pine Co. Mill. Crew.
Mike Nash	Nevada Div. of Health
Orvis E. Reil	NRTA/AARP - Nevada Joint State Legislative Committee
Mike Joe. Ford	Senate Dist. #3
Jill Talbot Derby	Douglas County Women's Caucus.
Fette Lee Collins	" " " "
Peggy Twedt	League of Women Voters of Nevada
Ray D. Ryan	State Board For Voc. Education
Mich. Best	Stat. Commissioner
May Sherton	Washoe County CETA
R. M. Sinner	Ely City Councilman Ely Nev.

ATTACHMENT B

(REPRINTED WITH ADOPTED AMENDMENTS)

FIRST REPRINT

A. B. 151

ASSEMBLY BILL NO. 151—ASSEMBLYMEN WAGNER, HAYES,
COULTER, RUSK, BEDROSIAN, PRENGAMAN AND PRICE

JANUARY 22, 1979

Referred to Committee on Ways and Means

SUMMARY—Provides for establishment of centers to provide services for
displaced homemakers. (BDR 34-673)

FISCAL NOTE: Effect on Local Government: No.
Effect on the State or on Industrial Insurance: Yes.

EXPLANATION—Matter in *italics* is new; matter in brackets [] is material to be omitted.

AN ACT relating to displaced homemakers; establishing a center to provide them
with education, counseling and services relating to employment, health, finan-
cial and legal matters; providing for periodic evaluations; making an appro-
priation; and providing other matters properly relating thereto.

*The People of the State of Nevada, represented in Senate and Assembly,
do enact as follows:*

- 1 SECTION 1. Chapter 388 of NRS is hereby amended by adding
2 thereto the provisions set forth as sections 2 to 6, inclusive, of this act.
3 SEC. 2. *As used in sections 2 to 6, inclusive, of this act, unless the*
4 *context otherwise requires, "displaced homemaker" means any person*
5 *who:*
6 1. *Is over the age of 35 years;*
7 2. *Is not gainfully employed;*
8 3. *Has worked in the home for a substantial number of years provid-*
9 *ing household services for family members without pay;*
10 4. *Has difficulty in securing employment; and*
11 5. *Has been dependent on the income of another family member but*
12 *is no longer supported by that income, or has been dependent upon fed-*
13 *eral assistance but is no longer eligible.*
14 SEC. 3. *The state board for vocational education shall establish a cen-*
15 *ter where services are provided for displaced homemakers and may*
16 *enter into contracts with public or nonprofit private organizations to*
17 *provide the various services.*
18 SEC. 4. *The center shall provide:*
19 1. *Counseling services specifically designed for the counseling of*
20 *displaced homemakers with respect to appropriate employment oppor-*
21 *tunities.*

1 2. Services relating to training for employment and placement in
2 employment, including:

3 (a) Encouraging state and local government agencies and private
4 employers to establish and enlarge upon programs of training and place-
5 ment;

6 (b) Assisting displaced homemakers in gaining admission to existing
7 public and private training programs and opportunities; and

8 (c) Assisting communities in identifying their employment needs and
9 in creating new employment opportunities.

10 3. Educational and counseling services relating to health and health
11 care, including the following subjects:

12 (a) General principles of preventive health care;

13 (b) Education about obtaining and paying the cost of health care and
14 related services, particularly about selecting physicians and others who
15 provide the services, including health maintenance organizations and
16 health insurance;

17 (c) Health care and nutrition for the family; and

18 (d) Abuse of alcohol and drugs.

19 4. Services relating to financial management, including information
20 and assistance with respect to insurance, taxes, estate and probate prob-
21 lems, mortgages, loans and other related financial matters.

22 5. Services relating to publicity and information about education,
23 including publicity to make displaced homemakers aware that courses
24 and programs are available and information about specific courses for
25 which credit is offered through programs of secondary and postsecondary
26 education and such other educational programs as the executive director
27 determines are of interest and benefit to displaced homemakers.

28 6. Referral for legal assistance.

29 7. Services relating to publicity and information about programs of
30 assistance, including publicity to make displaced homemakers aware that
31 programs are available and information about specific programs of
32 assistance in obtaining employment, education and health care, assist-
33 ance for unemployed persons, public assistance and such other programs
34 of assistance as the executive director determines are of interest and
35 benefit to displaced homemakers.

36 Supervisory, technical and administrative positions relating to the centers
37 must, to the maximum extent feasible, be filled with persons who qualify
38 as displaced homemakers.

39 SEC. 5. 1. In selecting a site for the center the state board for voca-
40 tional education shall consider:

41 (a) The location of any existing facilities for displaced homemakers
42 and any existing services similar to those to be provided by the centers,
43 which might be incorporated into a center;

44 (b) The needs of each region of the state for a center; and

45 (c) The needs of both urban and rural communities.

46 2. The board shall select a public or nonprofit private organization,
47 if possible, to administer the center. The selection of such an organiza-
48 tion may be made only after consultation with local government agencies
49 and must take into consideration the experience and capability of the

1 organizations in administering services similar to those to be provided
2 by the center.

3 3. The executive director shall consult and cooperate with such
4 agencies of the federal and state governments as the board considers
5 appropriate to facilitate the establishment of a center which utilizes or is
6 coordinated with existing state and federal programs of a similar nature.

7 SEC. 6. 1. The state board for vocational education, in cooperation
8 with the administrator of the center, and in consultation with appro-
9 priate heads of executive agencies, shall prepare and furnish to the
10 legislature an evaluation of the center. The evaluation must be made
11 every 2 years and must include:

12 (a) A thorough assessment of the center;

13 (b) Recommendations covering the administration and expansion of
14 the center; and

15 (c) Data on the numbers of persons referred to and enrolled in the
16 various programs and on placements and employment of such persons.

17 2. The board, in consultation with the appropriate heads of execu-
18 tive agencies, shall study and prepare and furnish to the legislature a
19 report concerning the feasibility of an appropriate procedure for placing
20 displaced homemakers in:

21 (a) Related federal and state programs of assistance in obtaining
22 employment, education, and health care; and

23 (b) Programs established or benefits provided under federal and state
24 laws relating to unemployment compensation which extend eligibility to
25 full-time homemakers.

26 SEC. 7. The state board for vocational education shall prepare and
27 furnish to the legislature the first of the evaluations required by section 6
28 of this act not later than January 1, 1981.

29 SEC. 8. There is hereby appropriated to the state board for vocational
30 education from the state general fund \$35,500 for the fiscal year 1979-
31 1980, and \$38,950 for the fiscal year 1980-1981. Any balance of those
32 sums remaining at the end of the respective fiscal years must not be com-
33 mitted for expenditure after June 30 and reverts to the state general fund.

34 SEC. 9. This act expires by limitation on July 1, 1985.

AB 151 LEAGUE OF WOMEN VOTERS OF NEVADA

ATTACHMENT C

The League of Women Voters of Nevada supports AB 151. In this testimony we will address ourselves to four questions. WHO ARE THE DISPLACED HOMEMAKERS?

Displaced homemakers are homemakers who are "out-of-work" due usually to circumstances beyond the homemakers control, such as death or unwanted divorce. Although the Chase Manhattan Bank estimated the value of the homemaker's work at \$8,285/year and economist John Kenneth Galbraith estimated the value to be \$13,364/year by 1970 rates of pay, they still receive no health, retirement or unemployment insurance benefits as a result of their labor. For these reasons and others the displaced homemakers fall through the cracks in federal and state programs. Many are not eligible for Social Security because they have not been married long enough, they are too young or the family wage earner was not covered by Social Security. They are ineligible for welfare assistance if they are not physically disabled and/or their children are past a certain age. They are ineligible for unemployment insurance because they have engaged in unpaid labor.

Since the majority of women still consider marriage the ultimate destination, they are ill prepared for the reality of "no fault" divorce or widowhood. Lacking in career training they are forced into menial, low-paying jobs or welfare if their children are still young. They have few economic resources and face age and sex discrimination as well.

HOW MANY DISPLACED HOMEMAKERS ARE THERE?

The number of displaced homemakers in the United States has been estimated to be between 3 - 7 million. Whatever the exact number, it is without a doubt high since the Department of Labor statistics show that there are approximately 12 million widows in the U S with a median age of 56. The U S divorce rate is high with the median age of divorced women being 41.7.

Although we do not ~~know~~ at present time have any statistics on the number of displaced homemakers in Nevada, we know there must be many based on the available information on divorced and deaths of married men. For example, in Clark County the death rate of married male to female in the 55-64 age group is 2 to 1. This rate decreases slightly between the ages of 45-55.

There were 9,586 divorces granted in Nevada in 1978. Few of these divorced women continue to receive support after the divorce. According to the booklet Legal Status of Homemakers in Nevada only 14% of divorced women are entitled to alimony by award of the courts or by voluntary settlements approved by the courts and of that 14% only 46% are actually able to collect regularly. Only 44% of divorced mothers are awarded child support and of those only 47% will be able to collect the income regularly.

WHY IS THIS LEGISLATION NEEDED NOW?

People we are calling displaced homemakers were not formerly displaced because they were absorbed into the extended families. However, society has changed and families are less capable financially of absorbing the displaced homemaker into the home. Nor is this type of living arrangement usually desirable to either party. Solutions to the problems faced by displaced homemakers must be addressed in part by societal answers.

As of September, 1977, 16 states had enacted some form of displaced homemaker legislation. This type of legislation is a major element in making these people self-sufficient and a first step toward winning recognition of homemakers as part of the work force whose contribution is invaluable to the welfare and economic stability of the state. The League supports AB 151 because it recognizes that a person thrust from total or partial dependence to a required independent state will have many and varied needs before truly achieving independence.

Homemakers who have had no or little involvement in financial management need financial counseling to maintain homes or make important decisions about living arrangements. Counseling related to health needs is an important preventive health measure for persons who are dealing with a life crisis plus coping with employment problems. Employment counseling designed specifically for displaced homemakers and opportunities for work experience, at the centers, are obvious services needed to achieve independence. Publicity to help locate persons who need the services but do not know where to go is also important.

ARE THE COSTS OF THIS LEGISLATION JUSTIFIED?

One of the major questions which may be asked in this time of tax cut measures is whether the funding of AB 151 at \$74,450 is a wise use of public funds. The answer to the League is yes. First, AB 151 stresses the use of existing resources and sets the funding at a minimum for the establishment and operation of two centers. Second, society will benefit by maintaining a member at a non-dependent level. Working persons contribute to sales and property taxes rather than requiring public assistance either now or when they become eligible due to age or disability. Persons who become ill and have no funds are cared for by public funds. For displaced homemakers this would often be county funds since the homemakers would not qualify for Medicaid. With the high cost of medical care, centers would need only help a few persons to realize a return on the public dollar.

But more importantly, displaced homemakers have a right to expect help. To quote Tish Sommer's testimony on HR 7003 (the federal displaced homemakers bill) "We deserve help because we have earned it, not because you feel sorry for us. We need assistance to develop for ourselves the independence and self respect that we have worked so hard to instill in our families."

The League supports AB 151. It recognizes the value of the homemaker who should not be faced with a struggle for survival or placed on the welfare rolls when their homemaker days are over. We hope you will also support AB 151.

S. C. R. 24

SENATE CONCURRENT RESOLUTION NO. 24—
SENATORS FORD AND LAMB

MARCH 22, 1979

Referred to Committee on Human Resources and Facilities

SUMMARY—Urges board of regents of University of Nevada to continue preparations for establishment of law school. (BDR 1749)

EXPLANATION—Matter in *italics* is new; matter in brackets [] is material to be omitted.

SENATE CONCURRENT RESOLUTION—Urging the board of regents of the University of Nevada to continue preparations for and make current a prior study concerning the establishment of a law school.

- 1 WHEREAS, The legislature in 1973 declared that a law school should
- 2 be established at the University of Nevada at Las Vegas, and that a study
- 3 of the feasibility of such a school should be undertaken by the board of
- 4 regents; and
- 5 WHEREAS, The law school study completed in 1974 documented the
- 6 legitimate need "to provide opportunity for legal education for young
- 7 Nevadans, to provide a center for legal studies and research for Nevada,
- 8 to provide Nevada with its own law-trained graduates to serve in public
- 9 and private assignments, to enrich the university and to provide the State
- 10 of Nevada with a professional school of great promise of public service
- 11 and benefit to the State"; and
- 12 WHEREAS, The factors leading to the conclusions of that study have
- 13 not diminished and it continues to be increasingly difficult for Nevada
- 14 students to enter law schools that are restricting the number of out-of-
- 15 state students; and
- 16 WHEREAS, More than 70 Nevada residents applied for the 18 law
- 17 scholarships available through the Western Interstate Commission for
- 18 Higher Education in 1977; and
- 19 WHEREAS, The board of regents, in December 1978, reaffirmed their
- 20 support of the creation of a law school and its inclusion in the University
- 21 of Nevada at Las Vegas' Comprehensive Plan for 1977-1983; and
- 22 WHEREAS, Members of the community, including the gaming industry,
- 23 have indicated a willingness to make sizeable contributions toward meet-
- 24 ing the financial needs of such a law school; and
- 25 WHEREAS, It appears that the Moyer Student Union Building at the
- 26 University of Nevada at Las Vegas will be available for remodeling and
- 27 possible utilization as a law school facility within the next few years; and
- 28 WHEREAS, It continues to be the intent of the legislature to authorize

- 1 the establishment of a law school at the University of Nevada at Las
- 2 Vegas, although the time of the establishment is as yet undetermined;
- 3 now, therefore, be it
- 4 *Resolved by the Senate of the State of Nevada, the Assembly concur-*
- 5 *ring,* That the board of regents is urged to continue to make preparations
- 6 for the establishment of a law school at the University of Nevada at Las
- 7 Vegas, the preparation to include seeking commitments of money and
- 8 other contributions from private and governmental sources and develop-
- 9 ing plans for the necessary physical plant, faculty and library; and be it
- 10 further
- 11 *Resolved,* That the board of regents, after consultation with the State
- 12 Bar of Nevada, the University of Nevada at Las Vegas Pre-Law Asso-
- 13 ciation and other interested persons and groups, revise the law school
- 14 study submitted to the 58th session of the Nevada legislature to make it
- 15 current and resubmit the study, as so revised, to the 61st session of the
- 16 legislature.

30

ATTACHMENT D

2421

ATTACHMENT E

(REPRINTED WITH ADOPTED AMENDMENTS)

FIRST REPRINT

S. B. 405

SENATE BILL NO. 405—SENATORS FAISS, JACOBSEN,
SLOAN, FORD, CLOSE AND NEAL

MARCH 30, 1979

Referred to Committee on Commerce and Labor

SUMMARY—Provides increases in certain industrial insurance benefits.
(BDR 53-1213)

FISCAL NOTE: Effect on Local Government: No.
Effect on the State or on Industrial Insurance: Yes.

EXPLANATION—Matter in *italics* is new; matter in brackets [] is material to be omitted.

AN ACT relating to industrial insurance; providing for increases in benefits previously awarded certain persons; making an appropriation; and providing other matters properly relating thereto.

The People of the State of Nevada, represented in Senate and Assembly, do enact as follows:

- 1 SECTION 1. NRS 616.626 is hereby amended to read as follows:
2 616.626 Any claimant or his dependents, residing in this state, who
3 receive compensation for permanent total disability on account of an
4 industrial injury or disablement due to occupational disease occurring
5 ~~prior to~~ before April 9, 1971, is entitled to a ~~[20]~~ 30 percent increase
6 in ~~[such]~~ that compensation, without regard to any wage limitation
7 imposed by this chapter on the amount of ~~[such]~~ that compensation.
8 The increase ~~[shall]~~ must be paid from the silicosis and disabled pension
9 fund. ~~[in the state treasury.]~~
- 10 SEC. 2. NRS 616.628 is hereby amended to read as follows:
11 616.628 Any widow, widower, surviving ~~[children]~~ child or sur-
12 viving dependent parent, ~~[or parents,]~~ residing in this state, who
13 ~~[receive]~~ receives death benefits on account of an industrial injury or
14 disablement due to occupational disease occurring ~~[prior to]~~ before
15 July 1, 1973, is entitled to a ~~[20]~~ 30 percent increase in ~~[such]~~ those
16 benefits without regard to any wage limitation imposed by this chapter
17 on the amount of ~~[such]~~ those benefits. The increase ~~[shall]~~ must be
18 paid from the silicosis and disabled pension fund.
- 19 SEC. 3. There is hereby appropriated from the state general fund to
20 the silicosis and disabled pension fund the sum of \$1,121,405 to carry
21 out the purposes of this act.

S. B. 452

SENATE BILL NO. 452—COMMITTEE ON JUDICIARY

APRIL 11, 1979

Referred to Committee on Judiciary

SUMMARY—Makes appropriation to supreme court of Nevada to establish judicial uniform information system and removes certain reporting requirements. (BDR 1-1118)

FISCAL NOTE: Effect on Local Government: No.
Effect on the State or on Industrial Insurance: Contains Appropriation.



EXPLANATION—Matter in *italics* is new; matter in brackets [] is material to be omitted.

AN ACT making an appropriation from the state general fund to the supreme court of Nevada for the purpose of establishing a judicial uniform information system; removing requirement on chief judges in certain judicial districts to submit monthly report; and providing other matters properly relating thereto.

The People of the State of Nevada, represented in Senate and Assembly, do enact as follows:

1 SECTION 1. NRS 3.025 is hereby amended to read as follows:
2 3.025 1. For the second and eighth judicial districts, district judges
3 shall, on the first judicial day of each year, choose from among the judges
4 of each district a chief judge.
5 2. The chief judge shall:
6 (a) Assign cases to each judge in the district;
7 (b) Prescribe the hours of court; and
8 (c) Adopt such other rules and regulations as are necessary for the
9 orderly conduct of court business.
10 [3. On or before the 15th day of the month following, the chief
11 judge shall submit a written report to the clerk of the supreme court
12 each month, showing:
13 (a) Those cases which are pending and undecided and to which judge
14 such cases have been assigned;
15 (b) The type and number of cases each judge considered during the
16 preceding month;
17 (c) The number of cases submitted to each judge during the preceding
18 month;
19 (d) The number of cases decided by each judge during the preceding
20 month; and
21 (e) The number of full judicial days in which each judge appeared
22 in court or in chambers in performance of his duties during the preceding
23 month.]

1 SEC. 2. 1. There is hereby appropriated from the state general fund
2 to the supreme court of Nevada for the purpose of establishing a judicial
3 uniform information system the sum of \$1,139,059.
4 2. After June 30, 1982, any unencumbered balance of the appro-
5 priation made in subsection 1 must not be encumbered and reverts to the
6 state general fund on that date.
7 SEC. 3. This act shall become effective upon passage and approval.



ATTACHMENT F

2423

1.NV
1979

**COST BENEFITS ANALYSIS
FOR THE
NEVADA COURT SYSTEM**



SEARCH GROUP Inc.

The National Consortium for Justice Information and Statistics

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JUN 20 1979

Exhibit F-1

COST BENEFITS ANALYSIS
FOR THE
NEVADA COURT SYSTEM

Prepared by
SEARCH Group, Inc.
Roy E. Boswell
Richard K. Northrop

Report of work performed under Contract No. 78-100, awarded by the
Nevada Administrative Office of the Courts

SEARCH GROUP Inc.

The National Consortium for Justice Information and Statistics

1620 35th AVENUE / SACRAMENTO, CALIFORNIA 95822 / (916) 392-2550
GARY D. McALVEY, Chairman STEVE E. KOLODNEY, Executive Director

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EXECUTIVE SUMMARY

This report is the result of a study undertaken for the Administrative Office of the Courts for the State of Nevada. The objectives of the study were to provide a multi-year projection of clerical support costs for the courts of the state, to make recommendations that included cost projections for a Judicial Uniform Records Information System (JURIS) that would streamline and modernize clerical operations in the state, and to determine whether or not the development and implementation of JURIS can be cost justified. The results of our analysis indicate that JURIS is cost justifiable solely on the basis of the number of new clerical positions that otherwise will have to be added to cope with filings in the years to come.

In seven chapters, this report discusses the existing clerical system and the new system and its benefits. It contrasts the costs of operating the existing clerical system through 1988 with the costs of developing JURIS and providing clerical support to the courts with the assistance of JURIS over the same time period.

Section 1.0 provides background information and an introduction to JURIS. The planned system will consist of eight modules, including:

- Standardized Records Management;
- Traffic Citations Processing;
- Indexing/Attorney File;
- Docketing and Case Tracking;

- Accounting;
- Calendaring and Notification;
- Warrant, Summons, and Subpoena Control;
- Reporting.

It is recommended that the development of JURIS begin with the Standardized Records Management and Traffic Citations Processing modules as these will have an immediate and significant affect on improving the efficiency of clerical operations. This section also discusses the methodology used to forecast the cost of clerical operations through 1988. Finally, Section 1.0 discusses some of the problems that were encountered as the study proceeded.

In Section 2.0, the existing clerical system is described in detail. The description includes perceived problems with the way the existing system functions. The existing system is extremely manpower intensive with a great deal of repetitive paperwork and posting. There are many unnecessary opportunities for posting errors and misfiled records. Practically as much clerical time is spent on redundant activities as is spent in supporting court operations.

Section 3.0 describes the benefits that will accrue from developing JURIS, and how each of the eight JURIS modules will function. The benefits that will accrue from the implementation of JURIS are as follows. There will be an immediate reduction in the amount of clerical work required to adjudicate a case. Clerical error will be reduced. Efficient data processing will be possible. Consistent and accurate management information will be readily available. Court administration based on actual data

will become a reality. Case monitoring and notification will be improved. Clerical training and certification will become possible. Finally, the JURIS system is cost-beneficial in that not only will it be less expensive to provide clerical support to the courts with JURIS than it is under the existing system, but also the costs incurred for the development of the system will be recovered in the near future.

Section 3.0 addresses the general assumptions upon which JURIS is based. As are all court information systems, JURIS is driven by court records. JURIS must be developed as a cooperative effort between judges, clerks, and personnel from the Administrative Office of the Courts. Without such cooperation, the statewide implementation of JURIS will never become a reality.

Section 4.0 discusses each step in the JURIS development cycle. The estimated amount of manpower required for developing the system is provided, as is a schedule for developing the system. JURIS development and statewide implementation is estimated to take approximately \$1.13 million and three years.

Section 5.0 forecasts the number of filings that the District, Justice of the Peace, and Municipal courts can anticipate through 1988. This section also presents these filings translated into clerical full-time equivalent (FTE) positions under the existing system.

Section 6.0 provides estimates of the cost of developing and implementing JURIS and the cost of providing clerical support to the courts with the assistance of JURIS. This section

also presents possible data processing scenarios for the new system.

In Section 7.0 the cost of JURIS, including development, is contrasted with the cost of providing clerical support under the existing system. The analysis indicates that even with the rather large cost in terms of data processing staff and EDP equipment, it will be less expensive to operate JURIS than the existing system within one year of JURIS implementation (1981). Further, the contrast indicates that within six years of state-wide implementation (1987), all of the costs incurred for the development of JURIS will have been completely recovered by the savings that will accrue from having to hire fewer additional clerks to cope with increasing caseload. For this reason, we recommend that the Administrative Office of the Courts of Nevada undertake the development and implementation of a Judicial Uniform Records Information System.

1.0 INTRODUCTION

1.1 Background

Over the past ten years, caseload and case complexity have increased dramatically in the Nevada courts. Vigorous economic growth and increasing tourism have resulted in an array of conflicts that can only be resolved in court. As a result, County Clerks and Clerks of the Court have been hard pressed to honor their obligations to maintain legal records for the courts, schedule and record appearances before judicial officers, furnish case-related information to private citizens and members of the local bar, and report the outcome of criminal and traffic matters to agencies outside the judiciary. Additionally, as the courts come under the scrutiny of local funding agencies, the state crime commission, the Administrative Office of the Courts and research organizations, clerks' offices have been deluged by requests for caseload statistics which place an additional strain on clerical services.

Part of the difficulty in coping with the clerical work of the courts can be explained by the lag between the burgeoning caseload and additional clerical appointments. However, much of the difficulty can be explained by an almost total absence of modern case records management techniques in clerks' offices. The existing methods for handling case related paper work have evolved only a short distance from the time when Nevada became a state. Although adequate to cope with past workload, these

methods are now woefully inadequate to handle the ever-increasing volume of judicial business in the Nevada courts. The sheer inefficiency of most clerical operations accounts for almost as much of the clerical burden as the increasing caseload itself. The clerks themselves realize that many improvements could be made to assist the operation of the courts, but they must strive so hard to operate the existing system that there is no time left over for system improvement.

Under Nevada Revised Statute (NRS) Section 1.360 the state Court Administrator is charged to:

- Examine the condition of the dockets of the courts and determine the need for assistance by any court;
- Develop a uniform system for collecting and compiling statistics and other data regarding the operation of the state court system...;
- Prepare and submit a budget of state appropriations necessary for the maintenance and operation of the state court system and make recommendations with respect thereto;
- Collect statistical and other data and make reports relating to the expenditure of all public monies for the maintenance and operation of the state court system and offices connected therewith.

There currently exists no vehicle within the courts of Nevada to enable the state Court Administrator to discharge these duties. To address this shortcoming by simply requiring periodic reporting by the courts without first developing and implementing a modern, streamlined system for clerical records management would result in placing an additional burden on the County Clerks and Court Clerks of the state. Such a reporting system, operating on a foundation of inefficient clerical procedures would at best result in late, inaccurate and inconsistent data. Such a system could function only with an enormous and ongoing case-by-case auditing effort on the part of the Administrative Office of the Courts (AOC).

In its 1977 session, the Nevada Senate Committee on Judiciary, in Senate concurrent resolution number 3, suggested that the Supreme Court of Nevada, "... study the proposals which have been advanced in favor of full state funding and unitary budgeting for Nevada's court system and develop current information concerning the estimated fiscal and other effects at both the state and local levels (if) the programs were adopted...and that the Supreme Court is requested to submit to the 60th session of the Nevada Legislature a report of its findings and recommendations, containing a comprehensive plan for any system of full state funding and unitary budgeting which may be recommended..." A necessary component of such recommendations will be those directed at supporting the clerical activities of the Nevada courts.

1.2 Purpose

The purpose of this report is to:

- Estimate for the Nevada AOC and Legislature the present and future costs of maintaining the existing clerical operations of the Nevada courts;
- Provide recommendations and cost estimates for improvements to modernize and streamline clerical operations that will result in long-term costs avoidance;
- Make recommendations that will allow the state Court Administrator to perform those duties specified in NRS 1.360;
- Compare the long-term costs of operating the existing clerical system with the cost of operating the improved system in order to examine the cost benefits of adopting the improved system.

This improved system, known as Judicial Uniform Records Information System, or JURIS, will ultimately be implemented in all of the courts of the state. The system is based upon the concept that the types of service and kinds of information provided by a system should be appropriate for the size of the participating court. JURIS will ultimately consist of eight modules which include:

- Standardized Records Management;
- Traffic Citations Processing;
- Indexing/Attorney File;
- Docketing and Case Tracking;
- Accounting;
- Calendaring and Notification;
- Warrant, Summons and Subpoena Controls;
- Reporting.

Development and implementation will begin with the Standardized Records Management and Traffic Citations Processing modules. The type of service provided to participating jurisdictions by JURIS and the information gathered by JURIS will vary according to the:

- Level of court--Municipal, Justice of the Peace, District;
- Volume of business done by the jurisdiction;
- Existing capabilities of the jurisdiction.

1.3 Methodology

As stated earlier, the purposes of this report are to supply the State Court Administrator and the Legislature with estimates of the costs of court case-related clerical operations, to present an alternative that will speed up and streamline clerical operations, facilitate court administration, and to discuss the benefits, particularly

those that can be costed, that will accrue by developing, implementing and operating the alternative.

In order to estimate the cost of operating the existing clerical system, it is first necessary to estimate the number of clerical positions that will be required to operate the existing system over the next few years. The classical method for anticipating personnel requirements is to project some rough measure of incoming work, and through a survey of clerical functions, tie clerical tasks and the number of positions to these projections and thus forecast the amount of clerical support required to cope with the projected workload.

In court studies, the most common and useful rough estimate of incoming work is case filings. However, case filings must be broken into categories in recognition of the fact that some case types are procedurally different and require that different kinds of records be kept. Thus, having once selected case filings as the estimate of workload, they must be further divided into categories. The case types shown in Figure 1 were the classifications used in this study.

Even classified by case type, filings do not give any direct indication of the amount of clerical support that is required to adjudicate a matter. Within a given case type, individual cases vary enormously in the amount of judicial and clerical work they generate. For instance, Felony

Figure 1

Case Type Classification

<u>Municipal</u>	<u>Justice of the Peace</u>	<u>District</u>
Misdemeanors	Felony Preliminaries	Felony
Driving Under the Influence	Gross Misdemeanor Preliminaries	Gross Misdemeanor
All Other Adult Moving Traffic	Misdemeanors	Probate
	Small Claims	Domestic
	Other Civil	All Other Civil
	Driving Under the Influence	Insanity
	Other Adult Moving Traffic	Conservatorship/ Guardianship

Case A may involve a defendant who pleads guilty at arraignment so that there is a minimum amount of judicial or clerical work generated by the case. Felony Case B, on the other hand, may involve a defendant brought before the court for a violent crime originating in state prison; before it is adjudicated, this matter may include every procedural step known to the judicial process including a multitude of motions and a jury trial. Thus, it is necessary to translate case filings within a category into the estimated number of procedural events that such a number of case filings might generate.

Procedural events indicate how a cohort of cases flows through the court by portraying the kind and frequency of legal documents that are filed, appearances scheduled and conducted before a judge and orders issued from the bench. Thus, procedural events in and of themselves do not show clerical work.

However, every time a document is filed, a hearing is set or conducted or an order is issued, a certain set of clerical tasks must take place. For instance, for every civil case that is filed, documents must be received and time-stamped, a docket sheet must be prepared, a case file folder label must be typed and affixed, the documents must be attached to the case file, filing fees must be accepted

and recorded, receipts must be issued, a name index must be prepared and the case jacket must be filed for future access. Thus, for each procedural event, the clerical tasks can be portrayed so that case filings can be first translated into numbers of procedural steps and then transformed to clerical tasks. By converting clerical tasks, or transactions as they are sometimes called, into full-time equivalent positions (FTE's) and dollars, the anticipated costs of operating the existing clerical system can be estimated. The process for estimating the costs of operating the existing clerical system is summarized in Figure 2.

In order to propose an alternative to the existing system, SEARCH Group, Inc. has called upon wide experience with 23 state judicial information systems, knowledge of clerical operations in the courts of several states and the United States District Courts, and system design and statistical expertise to propose a Judicial Uniform Records Information System (JURIS), a system that will drastically reduce the amount of work required to perform the clerical functions of the courts of Nevada and provide local courts with information commensurate with the workload of a court. JURIS will enable the state Court Administrator to discharge those duties specified in NRS 1.360, and provide the Legislature with detailed budget data so as to assist budget preparation, all as part of performing clerical functions required by law. The system will make the Administrative Office of the Courts the single point of access for information about dispositions or the

Figure 2

Clerical Workload Analysis

1977 Filings
(15,000)

Filings by Category

Felony (500)	Domestic (1,000)	Civil (7,000)	Landlord/Tenant (1,000)	Juvenile (2,000)etc.
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Procedural Events

File Complaint or Petition (7,000)	Hear Demurrer (200)	File Amended Complaint (1,400)	File Answer (4,200)	Hear Motion for Default (2,800)	Set Case for Trial (700)etc
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Clerical Tasks/Transactions

Retrieve Case File 5 min	Select Trial Date 10 min	Prepare Order 5 min	Prepare Notices 10 min	Issue Notices 10 min	Docket Entry 5 min	Replace Case File 5 min
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$$50 \text{ min clerical work} \times 700 \text{ civil cases set} \times \frac{1 \text{ FTE}}{124800 \text{ min}} \times \frac{\$8,000}{\text{FTE}} =$$

\$2,243.60 in clerical costs to set 700 civil cases for trial

functioning of the courts, thereby relieving the County Clerks and Clerks of Court of the burden of performing surveys and collecting statistics for national, state and local agencies. The system is based on a knowledge of courts' functioning and on the current state of the art of records management and information systems supported by electronic data processing. A plan, including costs, for the development, implementation and operation of JURIS has been prepared with the estimated operating costs of the system tied to the anticipated increases in workload. Each of the steps in the JURIS development cycle are discussed in Section 4.0 of this report.

With the anticipated costs of operating and maintaining the existing clerical system and the costs for developing, implementing and operating JURIS in hand, it is then possible to see if it is cost beneficial to go forward with the development of JURIS.

1.4 Impediments to a Successful Analysis and Presentation

What is apparently a straightforward methodology is often complicated by distracting details of reality. The Nevada Costs-Benefits Analysis is no exception.

1.4.1 Portraying Existing System Costs

With respect to portraying the existing system, several problems had to be overcome in order to describe clerical functions and estimate future clerical requirements. First, there is no case filing data available anywhere that spans enough years to

permit caseload projections with much confidence. Some jurisdictions, as a matter of courtesy, send case filings data to the Administrative Office but not with any real regularity. Further, jurisdictions report under different categories so that the data are not comparable between jurisdictions. To address this problem, the entire state, including every Municipal, Justice of the Peace and District Court, had to be surveyed to obtain estimates of case filings over the past ten years ending in 1977. In order to minimize the burden of collecting and reporting these data, the larger jurisdictions were asked to report on a sample basis, the sample size being dependent upon an estimate of total cases filed in 1977.

The classical method for conducting such a survey is to have the surveyors visit each jurisdiction, collect the sample of case filings, count procedural events, observe clerical tasks and their durations, and having collected such data from all jurisdictions, reduce, analyze and present it. With this approach, data collection is performed by those that have the end result of the analysis firmly in mind as each jurisdiction is visited. However, because the time frames were extremely short for data collection, analysis and presentation for this study, personnel from the Nevada AOC and SEARCH Group, Inc. visited several sites in the state and trained County Clerks and Clerks of Court to collect and report the raw data. The vehicle for this data collection effort was a three-part data

collection instrument that varied appropriately for District, Justice of the Peace and Municipal courts.

Being hamstrung with a labor-intensive and inefficient records management system, facing an ever increasing volume of matters passing through the courts and being inundated by requests for information of all types, the clerks had difficulty finding the time to complete the survey within the time allowed. Thus, several jurisdictions did not respond and some precision was lost.

The procedural events that occur during the life of a case type were likewise determined on a sample basis from data collected by County Clerks and Clerks of the Court. The approach was to provide a form that contained essentially every possible procedural event that might occur for a given case type. A sample of cases was followed through each of their procedural events by placing a tally mark on the form. At the end of this data collection effort, the sample of cases showed with what frequency each type of procedural event occurs during the life of a given case type.

Clerical tasks and times were obtained by having clerks from a sample of jurisdictions write down the clerical tasks that flow from each procedural event. Since all jurisdictions operate somewhat differently from one another, a model set of clerical tasks, based on the most common set, had to be constructed. The problem with this necessary step is that many clerical tasks, although actually performed, are excluded because they are unique to one or two jurisdictions.

This means that estimates of the cost of operating the existing system are conservative; that is, they are probably lower than the actual costs.

Finally, there is a high probability that some clerical tasks were simply not remembered and thus excluded from the survey. This guarantees that the estimates of the cost of operating the existing system are low. Overlooking clerical tasks is understandable since few clerical procedures are documented by any of the jurisdictions.

1.4.2 Portraying JURIS Costs

The uncertainty attached to estimating the functioning and cost of operation of JURIS can be attributed to the system development process itself. System development is a highly structured process that follows a strict sequence. Each step in the sequence depends entirely on the work accomplished and deliverables from the prior step. As a result, the time and cost estimates for the initial steps of development of JURIS should be quite accurate when compared to actual expenditures. However, since the costs and times of the later development stages are so dependent on the initial steps, the cost and time estimates for the later development stages and of operating the entire system are less reliable than estimates for more recent development. This problem is addressed by making revised budget estimates as each interim step in the system development process is accomplished so that a precise estimate of 12 months of development work can always be available.

2.0 THE EXISTING SYSTEM

This section describes the existing system of records management within the state of Nevada. There is first a general description followed by a more detailed discussion of those parts of the existing system that will be affected by the implementation of JURIS. The purpose of this discussion is to point out the problems that will be perpetuated if the system is maintained as-is and simply expanded to compensate for increasing caseload.

2.1 General Description

There are several references so far to the current or existing clerical system. In the strict sense of the word, however, there is no existing system. Rather, there are 135 clerical employees charged with maintaining court records for the eight District Court districts, 80 clerical employees in the Justice of the Peace Courts and 60 clerical employees in the Municipal Courts charged with records maintenance for each of their respective jurisdictions. Each of these clerks uses his own system of record keeping, maintenance and cross referencing. There are certain commonalities among the systems because certain records are mandated by law. For instance, all jurisdictions maintain a docket or register of actions, that is, a summary of the official events that have taken place in a case. Each jurisdiction

also maintains a case file which contains all of the legal documents filed with the court plus all of the orders issued by the judges in the case. Also common to most jurisdictions is a method for indexing plaintiffs or defendants in legal matters. There are several major problems with the systems as they exist. First, the lack of uniformity in record keeping means that there is no consistent basis for case-related data collection. The ability to answer a request for information and provide reliable data is limited by the record keeping system itself. Thus, any requests for information from all jurisdictions in the state would result in receiving data that is not comparable from one jurisdiction to the next. With no uniformity there is no basis for establishing clerical personnel training programs or standards since everyone does everything differently. Likewise, there is no basis for consistent accounting practices or audit trails, again since each jurisdiction operates its own system.

The second problem results from the fact that the systems have evolved rather than been designed. In response to changing statutory requirements for record keeping and in an attempt to cope with the increasing caseload most systems have changed. The result has been extremely labor intensive systems that provide little in the way of management information. Redundant posting of essentially the same information

on dockets, indexes, case jackets and other files unnecessarily uses up available clerical time. Further, the systems are so complex with duplicative posting and record handling that they are more susceptible than necessary to clerical errors and misfiling.

The third and perhaps most important problem with the existing systems is that in the absence of any management data, there can be little or no control over the movement of cases through the system. Questions about the frequency and reasons for continuances, the expected duration of each case type and the times between procedural events cannot be examined at all, much less can the size and age of pending caseload. Without these data, it is very difficult to set standards for calendaring horizons and to allocate work over available manpower.

The absence of any caseload or case movement data makes it practically impossible for jurisdictions to compile the information they need to realistically and convincingly estimate their personnel, equipment and space requirements in response to anticipated workload. Thus, the justification for additional resources is not always convincing to local Boards of Commissioners.

Finally, under the existing systems the State Supreme Court is not able to effectively assign judges for temporary

assistance or to ask the Legislature for additional permanent judgeships. Neither the Supreme Court nor the Legislature can discuss budgetary matters for the state courts with much confidence in the expenditure data.

2.2 Components of the Existing Systems Affected by JURIS Development

This section describes the operation of those parts of the existing clerical systems that will be substantially changed by the implementation of JURIS. All of the existing clerical work that will be affected by JURIS has been categorized by JURIS module. There still remains clerical work that will not be affected by the implementation of JURIS. Accepting documents over the counter, providing certain kinds of information to the general public ("Where do I go? Do I have to come to court?") and performing many of the duties of a clerk in the courtroom, are examples of clerical tasks that will be unaffected by the implementation of JURIS. Since this description is a synthesis of all of the existing systems in the courts of the State of Nevada, it must be recognized that every court's clerical operations will deviate somewhat from this description. However, we feel that the following general description fairly typifies the existing manual systems used by the clerks in the District, Justice of the Peace and Municipal Courts in the

state. Throughout the following description, those courts that deviate significantly from the model are highlighted.

2.2.1 Records Management

All but the smallest courts in the State of Nevada are supported by one or more clerks. Every clerical operation is based on local procedures that have evolved over the years. Almost every clerical task must be duplicated at least once in order to maintain the system so that as much clerical effort is expended in maintaining the system as is spent in performing clerical tasks. For instance, in order to open a civil case, essentially the same information must be either hand posted or typed onto the following documents:

- Civil docket sheet;
- Name index book or card;
- Case file.

Name index books or files are maintained for each case so that cases can be found if case related information is requested and the case number is not known. Separate books are often maintained by defendant and plaintiff.

In many courts, extensive minutes are taken as a case proceeds and then typed for addition to the case file rather than completing some short form of minute order to describe what happened. Those jurisdictions that do use minute orders

usually must type the order in narrative form even though each type of order is worded in almost exactly the same way.

As the case proceeds, shorthand notations of procedural events must be typed or hand posted to a docket book or register of actions to satisfy the legal requirement that the history of the proceedings be kept. These books are large (11 x 17), heavy, expensive (\$125-\$300) and are best characterized as ledgers. Replacing these with preprinted dockets secured in three-ring binders would save dollars as well as speed up maintenance of the case history.

Similar to the docket or register of actions book, the judgment book is used to record judgments and their satisfaction. Entries are hand posted usually in chronological order by case number.

Fee books are used to record fees and costs incurred during the life of a case. These are kept over and above the notation of fees on the register of actions.

The existing systems generate almost no management information as a by-product of clerical operations, so that when it is necessary to collect even the simplest data such as total quarterly filings, under a few case categories, it is necessary to make a special data collection effort over and above the day-to-day clerical tasks involved with operating the courts.

Almost all of the shortcomings of records management could be addressed by training clerks to use a few simple, pre-printed multi-part forms and by establishing a set of procedural steps to handle the records.

2.2.2 Traffic Citations Processing

Traffic citations constitute the largest single category of court filings in the state of Nevada. While differences in processing exist among the various jurisdictions, the adjudication of such offenses is a relatively simple process, in that the matter can usually be adjudicated without appearance, and that there are seldom more than a very few procedural events in any individual case. While some judges prefer to see as many traffic offenders in court as possible, other jurisdictions regard traffic citations largely as an accounts receivable operation. The typical traffic offender is an ordinary citizen who has no criminal intent, and the typical traffic offense is more likely to have been committed out of negligence rather than lawlessness. The purpose of the traffic citation is to encourage safer driving by the imposition of sanctions, generally financial, upon the offender. The Department of Motor Vehicles (DMV) maintains a computerized file of the driving history of all persons licensed to drive by the state of Nevada. The courts are required to report all traffic convictions to DMV within

5 days of conviction, so that DMV may maintain a current driver history. DMV is empowered to suspend or revoke the driving privileges of persons who repeatedly receive traffic citations, and insurance companies need to know the driving histories of their customers in order to determine the risk factor in insuring each individual and thereby to calculate the appropriate rate to charge.

The life of a traffic citation in the court begins when the law enforcement agency delivers the citations to the clerk's office, whereupon each citation becomes a court case. In those jurisdictions that allow or encourage the posting of bail for forfeiture and which have reasonably priced bail schedules, a substantial portion of traffic citations will be adjudicated without court appearance. Of those traffic cases which do go to court, most are disposed of relatively simply. A great many traffic offenders readily admit their guilt and the case may be disposed of with one court appearance. Only a small portion of traffic offenses, typically the most serious violations, result in a trial. Since the sanctions to be imposed in most cases are relatively small when compared to the cost of hiring an attorney, most traffic cases are handled in propria persona. Since the filing of motions in traffic cases happens only rarely, even those cases that do go to trial typically are

disposed of in one or two appearances, and the only document filed in the case is the original citation.

Despite the procedural simplicity, the biggest clerical problem confronting the lower court clerks of the state is coping with the enormous volume of moving traffic citations that must be processed.

Traffic citations are not standard for all police jurisdictions. This requires sorting all citations by issuing jurisdiction. Further, citations are not designed to encourage violators who acknowledge their guilt, and wish to do so, to forfeit bail through the mails. As a result, many offenders take time off work to come to court in person to forfeit bail over the counter. Mounds of citations come into the clerks' offices each day for time-consuming hand processing. Citations must be handled several times before disposition. The whole cycle of finding failures to appear, issuing warrants and following up on the ultimate disposition of the warrants is a very labor intensive and time consuming process.

2.2.3 Indexing/Attorney File

All but the very smallest jurisdictions in the state maintain a name index for all litigants and defendants currently in the system. With the exception of the Eighth District Court in Las Vegas, the systems are manual. When

a case is filed the case number is assigned to that case and then an alphabetic listing of each party is entered into an index card file or, more frequently, index books. While the format and content of these index books may vary somewhat from court to court, they are basically the same. In a small court the book may be a bound volume which is sub-divided into the first letter of the last name, while larger courts may use a book for defendants and a book for plaintiffs with sub-divisions on the first three letters of the last names. The names are entered as cases are filed, resulting in a chronological listing within each alphabetical section. In some instances, particularly in the more common names such as Smith, the listing for the appropriate sub-division can run into a rather large number of pages. Since indexing cannot be done in strict alphabetical order, considerable searching for the case number may be required even after the last name is provided.

In most instances information entered into the index consists of the name of the party and the case number, and little else. Some jurisdictions do include the date of filing, the charges against the criminal defendants and more rarely the type of case in civil matters. The purpose of the index is to enable the clerk's office to provide information about a case when the case number is unknown.

Once the case number is determined, then another source such as the docket book or the case file must be consulted to retrieve the desired information. If either of these sources of information are out of file, a search for the missing document must be undertaken. The Eighth District Court maintains a name index on microfilm which is much easier to access than paper systems. However, none of the indexing systems reviewed could be used for anything more than finding the case number. None of these indexes carry attorney names, type of case, or date of the next anticipated procedural event.

2.2.4 Docketing and Case Tracking

The basic instrument for tracking a case through the judicial process to disposition is the case docket or, as it is sometimes known, the register of actions. All jurisdictions are required to maintain up-to-date case dockets on all pending matters in the court. This document provides a history of procedural events in a case and serves as a table of contents for the case file. In most of the courts surveyed, dockets are kept in a large bound book on ledger paper. One case seldom takes more than two sides of a docket sheet. The sheet is formatted so that the case number, litigants' or defendants' names, attorney names, and, in some instances, type of case or appropriate charged Revised

Nevada Statutes section violation can be entered at the top of the first side of the sheet. Below that, entries are made for each event, be it the filing of some necessary legal document, the setting of an appearance or an appearance before a judicial officer. Taken in total, these entries provide a short history of the case and indicate what has happened in the case to date. Entries are usually made by hand although typed or rubber-stamped entries are occasionally seen. There is usually more than one docket or register of actions book. A civil docket book, a criminal docket book, etc., are common.

The docket is the most frequently accessed court-related document in a clerks office. Since every significant transaction in a case, along with the date of the transaction is posted to the docket, the docket is the basic instrument for driving any management information system. The manual systems as they now exist, are not capable of using the docket as an instrument for case tracking or calendaring. Those automated systems currently in use could be used for calendaring and case tracking but are not.

2.2.5 Accounting

Court accounting consists of two major types. The first is concerned with accounting for fines, fees, and bail forfeitures, where the process consists of receiving

cash, issuing a receipt, and entering the transaction in a single-entry cash journal with a notation that designates the case and reason for the receipt of the funds. At the end of each day, the cash is balanced against the entries and the money is turned over to the County Treasurer to be placed in a general fund and entered into a double entry accounting system.

The second major area of accounting is concerned with trust accounting. Trust payments are logged, receipts issued and the money is placed in a clerk's trust account to be disbursed appropriately. In some jurisdictions, support payments are handled by the District Attorney.

Even though the County Treasurer does the double-entry accounting, there is still a considerable court clerical effort expended on issuing receipts, handling cash, posting to a cash journal and balancing each day. The existing system would obviously be inadequate to account for any state revenues received under full state funding. All of the court related accounting performed by the courts throughout the state is done manually.

2.2.6 Calendaring and Notification

The court calendar itself is simply a list of cases that have been slated for appearance before a judicial officer. This instrument itself should not be confused with the act

of calendaring or, more specifically, calendar management. Calendar management consists of scheduling participants in appearances so that courtrooms are constantly in use, matters are heard on the date they are scheduled, except in the most unusual circumstances, none of the facilities of the court stand idle because of loose scheduling and all participants, facilities and documents are brought together as scheduled.

Generally, under the existing systems, calendaring consists of periodically typing a calendar; usually each week. In order to prepare a court calendar manually a clerk must maintain an appearance file by date either in a bound book or on cards. When preparing the calendar the clerk makes reference to the appearance file to determine the cases which are scheduled for that date. Upon determining the identity of the cases scheduled for that date the case jackets must be retrieved and checked to insure that none of the cases have had an event transpire which has changed the scheduled court appearance date and for which no change was made to the appearance file. Upon completion of this verification the clerk then must type the actual calendar. As events occur which either establish or change the court appearance date in a case the clerk must make the appropriate changes to the appearance file and must type a notice

to be sent to each attorney involved in the case, in addition to making the appropriate docket entry.

Calendar management is not possible without up-to-date information immediately available. Thus, the current systems are incapable of assisting calendar management.

The notification of participants in a hearing or other procedural event is sometimes the responsibility of the participating attorneys, sometimes of the judge's courtroom clerk and sometimes of a calendaring section within the clerk's office. In some jurisdictions all three methods of notification are used, depending on the preference of each judge. Under methods such as these there is no central, reliable record for control. When participants do not appear there is no central reference to indicate that the party was or was not notified.

2.2.7 Warrant, Summons and Subpoena Control

A warrant, be it either for search or arrest, is a creation of the court. Only a court can issue a warrant and only a court can recall or modify it. Once the court issues a warrant it becomes the function of law enforcement agencies to serve it, and the court has no further contact with that warrant until such time as it is served and the defendant is brought before the court or a motion for recall of the warrant is filed. Should a law enforcement agency,

through service of a warrant which is no longer valid, make a false arrest both the agency which served the warrant and the court which issued it may become defendants in a civil suit for false arrest. Thus, it is in the court's own best interest to maintain close control over warrants.

Under the present systems there is no way to track warrants, summons or subpoenas.

2.2.8 Reporting

Under the existing systems there is no routine management or statistical reporting either locally or to the AOC. Clerks prepare some statistical data annually to use to defend budgets, but this data is collected only with great difficulty. Very few jurisdictions routinely collect statistics. As a result, the AOC has no good feel for the functioning of the courts in the state. The absence of statistics makes it very difficult to manage case flow locally.

Disposition of all traffic matters is supposed to be reported to the Department of Motor Vehicles for placement on driver records within five days of the disposition. Under the existing system, given the volume of traffic matters in Nevada, it is extremely difficult for clerks' offices to meet this specification. There is also no way for any state criminal history system to be implemented, because the courts are incapable of routinely providing court disposition data.

3.0 RECOMMENDATIONS FOR A JURIS

This section makes recommendations for JURIS based on the problems perceived for the existing system. The discussion first touches on the general benefits that accrue from the implementation of a JURIS. Next, discussion focuses on the basic assumptions upon which JURIS design, development, implementation and operation rest. Then, each module with its benefits and the way it operates, is elaborated.

3.1 General Benefits of JURIS

There are many general benefits that will accrue from the development, implementation and operation of JURIS. Although only one of these benefits can be realistically costed, it in no way invalidates the importance of the others discussed here. Some attempt could have been made to attribute costs to all benefits, but our approach throughout has been a conservative one, so overly elaborate and artificial constructions that tie costs to benefits have been avoided. For instance, we know that it is worth a great deal for the AOC and the Legislature to prepare budgets from actual expenditure reports but its value in dollars and cents would be a guess.

3.1.1 Immediate Reduction in the Amount of Clerical Work

JURIS will immediately eliminate or reduce substantially the redundant tasks currently found in the existing clerical systems. Pre-printed case processing packages will make possible the recording of all case-related information for docketing,

indexing, case files and other files a one-time operation. Likewise, calendaring, notification and the preparation of court orders will be streamlined, standardized and speeded up.

3.1.2 Clerical Error Reduced

With a reduction in the amount of duplicative clerical tasks, the sheer number of opportunities for clerical errors will be reduced. Standardized procedures and records will permit the establishment of audit trails and the conduct of audits so that the number of clerical errors can be greatly decreased over time. By minimizing the number of times case files are handled and by establishing controls over by whom and how these files are handled, opportunities for misplaced records will be minimized.

3.1.3 Efficient Data Processing

Implementing JURIS on a standardized records management system insures that data coming into the system are uniform and that data produced by the system are comparable.

With standardized records, forms and procedures in clerks offices, appropriate data processing support can be provided to any qualified jurisdiction without the necessity to alter software for local conventions or practices. Thus, one set of computer programs can be used to process the data for all jurisdictions that require Electronic Data Processing (EDP) support.

3.1.4 Consistent and Accurate Information Readily Available

Limitations on data reporting are often imposed by the limits of the record keeping system. For example, if regular and paupers probate records are not kept separately, there is no realistic way to report probate under two separate categories.

Under the new system, all jurisdictions will report the same data, retrieved from the same record keeping system, on the same data reporting instruments. Thus, the data will be consistent.

The data will be reported as a by-product of servicing the case file, a legal requirement, so that no special data collection effort should again be required of the court clerks.

Actual case records assisted by EDP support will be providing a continuous flow of information to local administrations and the state Court Administrator. Thus, data on the functioning of the trial courts will be readily available to the AOC and local administrators.

3.1.5 Court Administration Becomes a Reality

With a smooth and continuous flow of data arising from the trial courts, information for the evaluation of local procedures, determination of the availability of judges for assignment, setting standards for case duration, examining continuance practices and establishing realistic calendaring horizons will be possible. The state Court Administrator can use statistical data to assist in the assignment of judges, requests for additional judicial positions, determination of the need for management training for trial court personnel and the intelligent formulation of programs to assist local courts based on local problems. The state Court Administrator can also monitor expenditures, discover budget variances, prepare data based budgets and examine the condition of the dockets of courts and determine the need for assistance by any court. Finally, data can be used to assess the impact of legislation on the courts.

The Legislature can use JURIS data to likewise assess the effect of new legislation on the work of the courts as well as use hard data to examine budget expenditures and thus more effectively allocate dollars to the Judiciary.

3.1.6 Case Monitoring and Notification Improved

Once a case is set for hearing, JURIS can automatically notify the participants. The same service can be performed by JURIS anytime participants must be notified of upcoming procedural events; for instance, notifying delinquent traffic citation holders of an intention to serve a warrant and the production and distribution of warrants.

Pending cases with no activity for a specified period of time can be purged from the system or, at a minimum, be placed on inactive status after adequate notification of the attorneys by the court with notices produced by JURIS.

3.1.7 Clerical Training and Certification Becomes Possible

At present it is not possible to implement a statewide clerical personnel classification system because clerical operations are not uniform or not even similar in many instances. Likewise, it is not possible to institute training for clerks since each operation is somewhat different.

With JURIS, clerks will perform similar duties statewide so that a personnel classification system and systemwide training will be possible. With an audit trail built in, JURIS can indicate the types of training programs that are required systemwide and by jurisdiction.

With JURIS it will also be possible to implement a merit system for clerks, if desirable. Clerks will be able to move from one court to another, as a result of changing residence or even on temporary assignment, and be immediately fully productive in the new court.

3.1.8 JURIS is Cheaper to Operate Than the Existing Systems

The thrust of the analysis in this report is that even with the initial one-time development and start up costs for JURIS, it will be cheaper in the long run to operate JURIS than to continue hiring additional clerks to operate the present system in the face of the anticipated number of case filings.

The cost benefits discussed in Section 7.0 will be entirely attributable to clerical personnel cost avoidance realized by replacing a labor-intensive, duplicative, error-prone set of local systems by a standardized, streamlined, data processing-assisted case processing system. Although most of the savings will accrue from having to hire fewer clerical staff to compensate for increasing filings, some additional savings will be realized from eliminating the costly docket books, judgement books and index books. Also, some savings will be realized from printing forms for the courts statewide rather than by jurisdiction. These additional savings could not be costed as part of this study because of time constraints but they are real and are merely recognized here.

3.2 Assumptions

3.2.1 Clerical Records Drive JURIS

As with any court information system, JURIS is driven by the clerks and the court records. Although judicial activities represent the events in a case, it is the clerks who prepare and maintain a legal record of the events. Thus, JURIS is totally dependent upon the County Clerks and Clerks of Court.

A first major goal for JURIS is to alleviate the existing burden of clerical work and to ensure that the rate of growth of this work is smaller than the growth rate of case filings. The second major goal for JURIS is that it be so configured that all data captured for local or state court administration and for reporting outside the judiciary will occur as part of the record maintenance that is required by law. Accomplishing these two goals ensures that:

- The clerks wholeheartedly support the development, implementation and operation of JURIS;
- The clerks' concern for good data reporting will be just as acute as it is for the legal requirements for case records maintenance.

3.2.2 User Participation

Active participation by judges and especially by clerks in this project is mandatory. Without a group of advocates that supports the JURIS project, technical difficulties will be exacerbated by local suspicion and resistance. As stated in the proposal for this cost benefits analysis, if user "identification is established

then a JURIS will be implemented and operated as designed to the satisfaction of all - regardless of technical barriers. Without user identification with this system from the outset, the system will never function as designed, regardless of its technical simplicity."

With respect to development of the Standardized Records Management and Traffic Citations Processing modules, user participation by judges and clerks augmented by staff counsel from the Administrative Office of the Courts is critical.

3.2.3 Policy Must Precede JURIS Development

Certain policy decisions and their enforcement are implicit in the development of this system. Each module requires certain specific policies to be in force before it can be effectively implemented. Although treated in detail in the Action Plan that will follow this analysis, some examples are:

- Within the Standardized Records Management module, standardized pre-printed civil minute orders cannot be effectively used unless they become the sole instrument for issuing a civil order; this means that every judge in the state must use the form as an official instrument of court order;
- The Traffic Citations Processing module will depend heavily on a standardized traffic citation; this citation will have to be the only legal instrument acceptable to the court;

- The Calendaring and Notification module will require that notification include specific parties and that notification be performed by certain personnel.

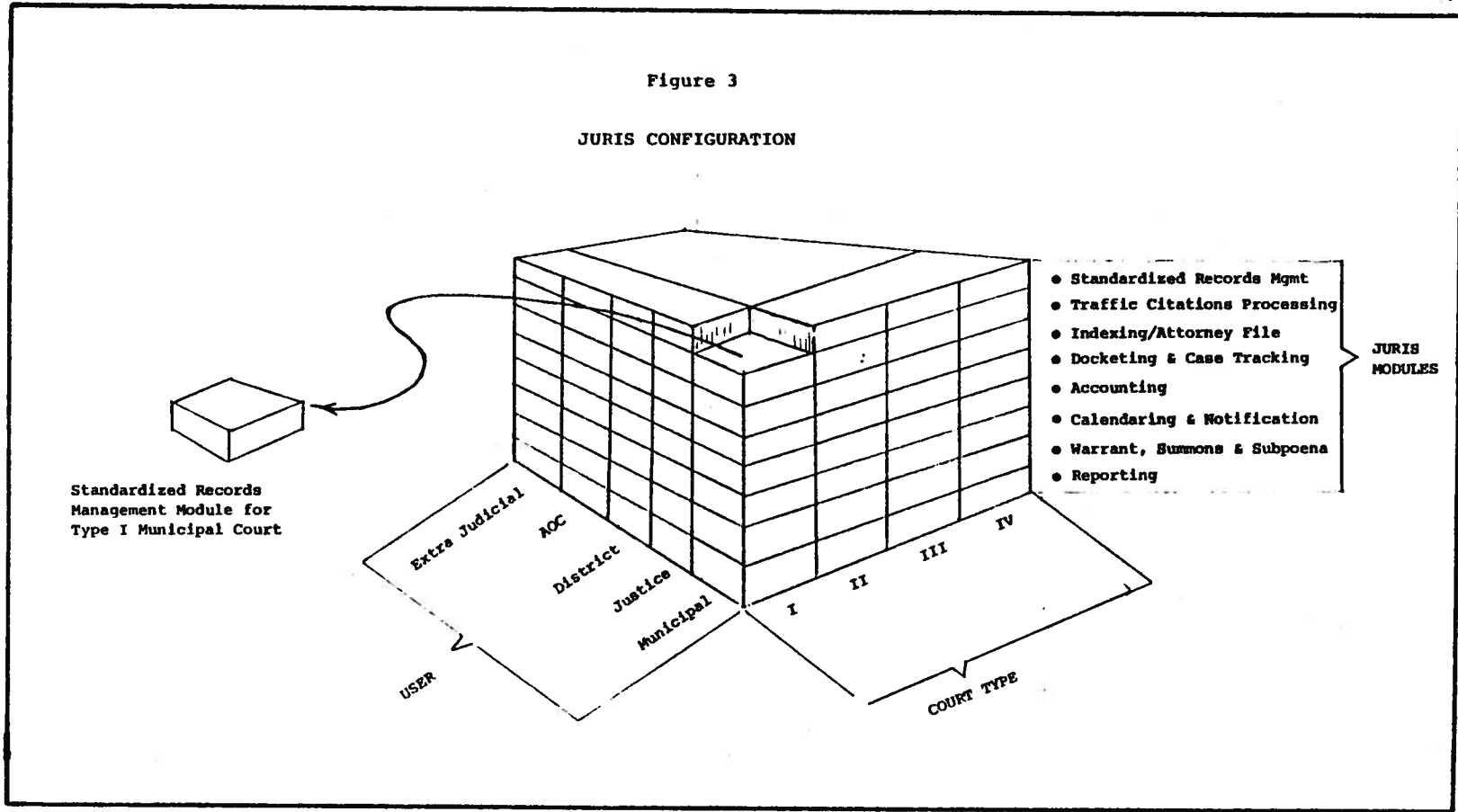
3.2.4 JURIS Definition Varies by User

JURIS may have a slightly different meaning to each user. The level and type of service provided by each JURIS module, as illustrated in Figure 3, is envisioned to be a function of the user (municipal court, justice court, district court, AOC, extrajudicial agency), volume of business and type of reliance that is placed upon JURIS by a jurisdiction and the module in question.

There are five categories of users of JURIS, each of the three court types, the AOC and extrajudicial agencies. Among extrajudicial agencies, the Department of Motor Vehicles (DMV) will be served by the Traffic Citations Processing and Reports modules only. The state criminal history system and the Administrative Office of the Courts will be served by the Reporting module only. The type of service provided by each JURIS module is also dependent upon a combination of the legal jurisdiction of a court and the volume of business that court does. Consider, for example, the extremely low-volume rather isolated courts which we designate as Type I courts. These courts tend to have a volume of fewer than 100 cases per year, and most commonly they range between 5 and 60 cases per year in all categories. In addition to the local volume of filings, it must also be kept in mind that if these are Municipal or Justice courts, the issues involved in the cases

Figure 3

JURIS CONFIGURATION



are seldom complex. As a result the cases tend to flow rather rapidly through the small courts and do not require much, if any, support in the areas of Indexing; Docketing and Case Tracking; Calendaring and Notification; Warrant, Summons and Subpoena Control or Reporting. Thus, the only module that will usually serve a Type I court is the Standardized Records Management module. Reporting from Type I courts to the AOC should be on a historical basis, that is, after the case has been adjudicated. Thus, the Standardized Records Management module used by Type I courts will be slightly different from the module serving the busier Type II courts.

As the size of a court increases, more support from JURIS to local administration may be appropriate. With a larger volume of cases passing through the court it may be advantageous for JURIS to provide Indexing/Attorney File support, Docketing and Case Tracking, Accounting, Calendaring and Notification and so forth. As part of maintaining their docket, Type II courts might submit pressure-sensitive overlays of the docket to the AOC and receive in return calendars and index cards for local use. The calendar can be updated by hand and returned periodically to the AOC for a record update. JURIS may or may not provide notification assistance.

Type III courts are the highest volume courts in the state, not currently served by any data processing support. JURIS will provide these jurisdictions with on-line assistance for all the functions represented by the eight JURIS modules. The Standardized Records

Management module will contain no instruments for reporting data to the AOC since data will flow through terminals located locally as a by-product of maintaining the Index/Attorney file, the docket, of processing traffic citations, producing calendars and notifying participants in cases, controlling warrants, summonses and subpoenas and providing management reports for presiding judges and court administrators.

Type IV courts are those courts that are currently served by some kind of local data processing facility. For instance, the Eighth District Court in Las Vegas is served by a resident data processing system. The Las Vegas Justice of the Peace Court is served by the county data processing facility. These courts will use a version of the Standardized Records Management Module but will use their own systems for all of the other functions, including reporting. Reporting to the Administrative Office and extrajudicial agencies will be performed by producing a suitable and compatible electronic record, which can be mailed directly to the AOC.

Thus, the very largest and very smallest of the courts of Nevada will receive the least support from JURIS while the support provided to those courts in between will vary with their need. The theme running through all levels of support is standardized records management and reporting to the Administrative Office and extrajudicial agencies. However, there is some variation even here. Obviously, the same kinds of records are not maintained by the Municipal, Justice and District Courts. Similarly, although the record keeping and reporting forms will be standardized they will not necessarily be identical for all courts throughout

Figure 3a

JURIS Typology of Courts

	<u>Type I</u>	<u>Type II</u>	<u>Type III</u>	<u>Type IV</u>
Volume of Cases	Small (<100 per yr.)	Medium	Large	Large
Case Movement/Turnover (Based on Issue Complexities)	Rapid	Fairly Rapid	Slow	Slow
JURIS Modules Serving	Standardized Records Citations Processing	All	All	Standardized Records Reporting
Medium for Reporting to JURIS	Historical, cc of Docket	Manual, Several Docket Over- lays	On Line	Electronic From Local System
Type of Support to Court	Manual	Batch with Turnaround Documents	On Line	None

the state. Variation in the records will depend on what type of service the court receives from JURIS. The basic documents such as the docket and orders, and how these records are filed and kept should be consistent. Likewise, the accounting techniques and systems should be consistent statewide. Auditing is dependent on how records are kept and how accounting is done. Unless accounting and record keeping are completely consistent, then auditors spend as much time learning the system as they do auditing the system. Figure 3a summarizes the JURIS typology of courts.

3.2.5 Layers of Information

JURIS will produce only that information required for each user to do his job. The State Court Administrator does not need the same level of detail in information as does a Master Calendar Clerk. The first layer of information is a gross summary appropriate for presentation to an administrator, either at the trial court level or at state level. Certain exception reports, especially on case aging, may also be included in this level of information. The second layer is data in more detail produced for staff, and local operations analysts. Included in this layer could be such items as case aging data by jurisdiction, case load analysis by attorney and so forth. This data need only be summarized for an administrator by staff. The third layer of data is the most detailed of all. Much of this data will be of historical value for a long term look at the functioning of the courts. Dumps of the data files for analysis of reporting errors or problems should also be included in this layer of information.

3.3 JURIS Modules Descriptions

One of the tasks of a cost benefit analysis is to create a preliminary system design. Only by doing so can there be any basis for comparison between the existing method of running the courts and any suggested improvements. JURIS is a modular system in that it consists of various sub-systems, each of which is designed to serve the needs of functional areas of clerical work of the courts. Each module is discussed here in terms of the clerical function or functions that it assists, and in terms of the kinds of service that the different types of courts may expect from the modules. Since JURIS is intended to serve both the needs of the trial courts and the needs of the AOC, separate discussion of the impact of the modules on the AOC is included where appropriate. Also included in the discussion are some of the anticipated benefits of each module.

A system development cycle can be viewed as a set of repeated definitions of a system, each definition being more specific. This repeated definition includes time, manpower and cost estimates. As this Cost/Benefit Analysis is the first definition of JURIS, the description of the system is the most general and the cost estimates the most uncertain. However, the estimates provided for the early steps of the development, such as Standardized Records Management Development, Traffic Citation Processing development

and the JURIS Requirements Analysis--essentially the first year of work--should be reliable. As Requirements Analysis nears completion and systems requirements clarify, timing, manpower and cost estimates for the following development steps should be updated, because considerably more precision is possible. Revised estimates are also desirable at the end of this major milestone because it is possible to make a conscious GO-NO GO decision about subsequent development at this point.

3.3.1 Standardized Records Management Module

The standardized Records Management module consists of packages of standardized forms with documented procedures for the preparation and disbursement of the forms and for handling case files. The packages of forms are used at certain key points in a matter to generate a record for the case file and to notify a participant of the action. For instance, in a domestic matter the set of forms could consist of:

- Case Opening Package;
- Summons Package;
- Hearing Notification Package;
- Court Order Package;

A Case Opening Package, as do all the packages, consists of several pressure-sensitive forms. The package is rolled

into a typewriter and certain information, when typed on the face sheet, is automatically transferred to all forms. Thus, by entering certain heading information (by checking boxes whenever possible) such as:

- Type of Case;
- Plaintiff Name;
- Defendant Name;
- Attorney(s) Name(s);
- Case Number;
- Date;

one time, the information is automatically transferred to all of the forms. Tearing the package apart provides the:

- Case File Label;
- Name Index Cards for Plaintiff, Defendant and Attorney (for a Type I or II Court);
- Docket (or Register of Actions) Sheet;
- Record Opening Form for AOC Statistics (for a Type I or II Court).

Thus, in one operation, three documents are prepared that now take three operations; the fourth, the statistical form, provides data to the AOC that cannot now be captured at all. The Docket Sheet has all procedural events in a domestic case completely preprinted on stiff stock so that all subsequent actions can be posted by:

- Checking a box;
- Writing in a date, and
- Initialling a blank opposite the action.

The other packages are likewise preprinted so that information can be typed, the package broken apart and copies properly routed as specified on each copy.

Procedures for handling forms and case files will be documented in clerks' manuals for Municipal, Justice and District Courts. Each form will have routing instructions such as "SEND TO PLAINTIFF ATTORNEY." Paper indexes will all be organized in the same way, for instance in Rolodex card files in strict alphabetical sequence. Procedures for handling case files will be developed so misfiled cases can be easily detected visually, perhaps by terminal digit and color codes, and missing cases can be located perhaps by a casefile single point checkout system. Manual, card-based "tickler" files for calendar setting, management and last minute adjustment can easily be developed as a portion of the Hearing Notification Package. Such a file will allow a trailing calendar system where necessary or desirable.

Type I (least busy) and Type II courts will require the most complete set of forms packages although Type I courts may not find it necessary to use all forms. However, all Type I and II courts maintain dockets, indexes, issue

summonses and warrants, etc., so that most forms will be used.

Type III courts may, through remote terminals tied to an AOC owned or leased computer, maintain automated or micrographic indexes, dockets and calendars so that very little in the way of forms support will be necessary. Packages for Type III courts will be developed accordingly. However, case file handling procedures should be consistent with Type I and II courts.

Type IV courts may need no JURIS support but will maintain case files and use standardized records.

3.3.2 Traffic Citation Processing

Given a uniform traffic citation, this module can provide considerable relief to many lower court jurisdictions. It is probable that several lower courts will be classified as Type I generally, but with respect to their traffic volume and the type of service provided by the JURIS Traffic Citations Processing module, these courts will be classified as Type II or III. It may be desirable for all courts without local data processing support (Type IV) to be classified as Type III courts for Traffic Citation Processing support as follows.

Upon entry of filing data, including the name and address of the offender, the JURIS can be used to prepare

courtesy notices to be sent to each violator which instruct that defendant as to what must be done in order to clear the citation. Passing such data to DMV can provide a response which shows all other outstanding citations or warrants for Failure to Appear that can be attached to the citation. The courtesy notice will then instruct the defendant to appear in person. By maintaining disposition data, the system can be used to age uncleared citations and prepare notices of an intent to issue a warrant to be sent to those persons who have not cleared the citations within a certain specified time. (It is interesting to note that the added revenue realized by sending delinquent notices often pays for entire traffic systems. This has been the case with Stockton Municipal Court in California.) Additionally, the JURIS can be used to age those seriously delinquent citations and prepare warrants for the arrest of the defendants. Upon entry of disposition data, the system can be used to prepare a magnetic tape for reporting dispositions to DMV, relieving the local jurisdictions of a reporting burden and insuring timely reporting.

Since DMV maintains driving history records, it is recommended that the purge cycle for disposed cases on the system be relatively short. The usefulness of the traffic data is at its peak during the actual life of the case and

shortly following the disposition of the case. Statistical information may be accumulated over a calendar year, but once the reporting is done for a given year, maintaining data pertaining to those disposed cases on-line becomes unnecessary. The purged cases may be saved on magnetic tape for future reference if necessary. Historical data pertaining to the driving history of individual offenders may be obtained from DMV when required. Smaller Type I or II jurisdictions will send a copy of each citation at the time of filing to the AOC. Those jurisdictions which have their own data processing systems (Type IV) may send the data to the AOC via magnetic tape. At the time of the disposition of each offense, data concerning that disposition is sent to the AOC in a similar fashion and the AOC notifies DMV of all dispositions daily. Thus the Traffic Citations Processing Module can be used for statistical and exception reporting and notification as appropriate. By including in the data for each citation, the statute violated, the date of the violation, the agency which issued the citation, the date of the disposition of the citation and the amount of fine or other sanctions imposed, JURIS will be used to prepare statistics on the volume and nature of traffic cases in the individual courts and in the state as a whole. By entering data pertaining to the violations at the time of

the filing of the citations with the court and then subsequently entering disposition data, the system may be used to prepare reports, by court, of uncleared citations by any age grouping desired.

3.3.3 Indexing/Attorney File

The Indexing/Attorney File Module is the most basic module of JURIS. Its initial impact is to eliminate redundant data entries now required by the current manual system, but it also captures significantly more data than is currently captured in the manual processes. This module will also allow the retrieval of case related information in far less time than is currently possible in any non-automated court.

Currently when a case is filed the case number is assigned to that case and then an alphabetic listing of each party is entered into index books or index card files. In most instances the amount of information entered into the index consists of the name of the party and the case number, and little else. Some jurisdictions do include the date of filing, the charges against the criminal defendants and more rarely the type of case in civil cases. The purpose of the index is to allow a person who knows only the name of a party to a case to identify which case by number and then retrieve the information from the case

file. However, when parties to cases have very common names or if parties are extremely litigious, the index search often leads only to a listing of a number of potential cases which must be searched individually to determine the proper one.

Under JURIS, considerably more data is entered onto the index for each case. The very smallest (Type I) of the courts may prefer to maintain their indexes locally using a portion of the Case Opening Package form set. The very largest of the courts (Type IV) may have their own data processing support which is capable of maintaining their indexes on their own computer.

For those courts that do not have on-line terminals in the clerk's offices (Type II courts), the standardized docketing form sets are filled out by the clerk upon the filing of the case. One portion of that multi-part document is transmitted to the AOC where the data is entered into the AOC computer. After all of the data from all of the courts has been entered and the files have been updated, the indexes for the individual Type II courts may be printed and distributed to them. Anything that can be printed can be recorded on a magnetic tape for use in the production of computer out-put microfiche for those courts which desire to have their indexes micrographically reproduced rather than printed.

In those courts which have on-line terminals for data entry (Type III), data from the initiating document is entered directly into the computer. The name of each party to the case, that party's relationship to the case (that is, plaintiff, defendant, petitioner, respondent, etc.), the identifying number of the attorney representing that party, the type of case and the charges against criminal defendants are all entered. The computer may be used to generate case numbers automatically and the date of filing can be taken from the internally stored date within the computer. Outputs from the indexing module for Type III courts can include case jacket and docket labels.

The index files on the AOC computer are updated with this information so that inquiries by name can be made and the proper case found. The indexes should be divided into two separate classifications based upon the type of case: public indexes are maintained for general inquiries into all case categories which are a matter of public record; confidential indexes are maintained for inquiries into cases which, due to their confidential nature, are not to be made available for public access. Examples include adoption cases and juvenile cases. The methods of retrieval of information from the indexing system can vary from on-line inquiry coupled with soundex searches, to the printing of indexes

for a given court on the computer's printer and mailing those printed indexes to the court. The submission of indexing data to the AOC is mandatory regardless of the court type because it allows AOC to maintain full state-wide indexes. Those counties with their own automated data processing support can provide this information rather easily by use of magnetic tape containing indexing data recorded according to the AOC standards.

The format and timing of index data reporting to the AOC varies with the level of court, the volume of the court's business and the type of case. All County Clerks report indexing data to JURIS on all district court cases regardless of case type at the time of filing. The lower courts with on-line JURIS terminals (Type III) and lower courts with their own automated data processing support (Type IV) report indexing data to JURIS electronically at the time of case filing. Lower courts of intermediate to moderately high volume which do not have on-line data processing support (Type II) report indexing data to JURIS at the time of case filing using the standardized Case Opening form sets for cases other than non-docketed traffic citations, while the smallest lower courts (Type I) report indexing data via the standardized dockets at the time of case disposition.

Traffic cases present a unique set of problems due to the sheer volume of transactions and to the nature of

the cases involved. The vast majority of traffic citations are not docketed, and the cases are cleared in one or two transactions. Those lower courts which have on-line support from the JURIS system and those having their own data processing support enter indexing information pertaining to traffic citations at the time of filing. For the other courts the uniform traffic citation serves as the reporting medium. For courts of a moderate volume a copy of the citation may be sent to the administrative office for entry into JURIS. On JURIS, the traffic indexes are maintained separately from the generalized indexes for all of the types of cases, primarily because less information needs to be stored pertaining to traffic cases. For the smallest volume courts, traffic cases may not need to be reported to AOC until after disposition. Thus, the indexes for those courts are purely historical.

JURIS maintains an attorney file which contains records pertaining to each attorney and law firm practicing within the state of Nevada. By capturing this data the AOC is able to use the JURIS system to analyze the workloads of the individual attorneys and of the law firms. As will be seen in the discussion of the calendar support module this data may be used for conflict free scheduling and for the preparation and distribution of notices of impending court appearances.

3.3.4 Docketing and Case Tracking

The purpose of a docket is to provide a chronological listing of the events which have occurred and the instruments which have been filed during the life of a case. The docket thus serves both as a history of the case and as a table of contents to the case jacket. This module will allow much faster access to the chronological list of case-related events for purposes of providing information to judges, attorneys and the public, and of assisting calendaring clerks to make certain the calendared cases have not either settled or require an additional document.

In those courts which have on-line data processing support, the case dockets may more easily be maintained electronically than on paper. In those courts which have terminals directly tied to JURIS in the clerks' office, entries are made as documents are filed and events occur. For those courts which have their own automated data processing support, as the entries are made into the system, the transactions may be recorded on magnetic tape and then sent to the AOC for entry into JURIS.

The initial entries into the Docketing and Case Tracking Module files are made at the time that entries are made into the indexing files. In fact the Indexing/Attorney File module may be considered to be a sub-set of the Docket-

ing and Case Tracking module, in that the entry of the indexing data establishes the basic case record which is the starting point for the docketing and case tracking files. The data entry format which is displayed on the remote terminal screen for entry of a new case into the system contains positions for entry of all of the data needed both for the indexing system and for the establishment of the case file in the docketing and case tracking module so that entries to both modules are performed simultaneously. The standardized docketing form sets used by the courts without on-line data processing support will be designed in such a manner that upon filling out the case opening forms package when the case is filed, and sending the proper copy to the AOC, all of the data required both for the indexing module and for establishing the case in the docketing and case tracking module will be provided.

Type III courts, with on-line data processing capabilities, make additional entries electronically to the docket as documents are filed and events occur. Through the use of on-line data entry and file update the docketing and case tracking module will provide easy access to current docket information.

The methods used for subsequent event reporting by Type II courts will vary somewhat based upon the level of

the court and the volume of the court's business. All major events in District Court cases will be reported after significant milestones in the case, so the standardized docket form will be designed in such a manner that as milestones (typically two) occur in the case a pressure sensitive overlay may be removed and sent to the AOC for data entry. This overlay will show every event in the case since the previous milestone. The standardized dockets allow for the recording of the filing of all documents and the occurrence of all events in a case, so that all events can be reported to the AOC. Typical milestones to key reporting are: a case being set or reset for trial, a case being disposed of or one of the parties to a case changing an attorney of record. Caseload management for these courts does not present a significant problem, so that automated JURIS system will not provide them with any services. However, the AOC needs data pertaining to events during the life of district court cases in order to monitor and administer the courts of the state.

For the very small volume lower courts, all reporting to JURIS can be accomplished after the disposition of a case. Thus these Type I lower courts submit a report at the time of filing for each case and then report once again when the case is disposed of. The choice between Type I

and II reporting methods for a lower court is largely dependent upon the level of service required by the individual court and thus must be determined on an individual basis.

The data which is collected and stored by the docketing and case tracking module is the very heart of JURIS. As the record for each case is initially established, all of the data required by the indexing module is captured simultaneously. This data includes a cross reference to the attorney or law firm representing each of the parties to every case. The docketing and case tracking module captures data pertaining to every event which occurs in every case, including financial data whenever a financial transaction occurs. Thus the data required by the accounting module is recorded and stored by the docketing and case tracking module.

The most important aspect of this module is that it is designed to meet a management need that is currently unavailable to the Administrative Office of the Courts and to the individual courts. Regardless of how efficient and well organized a manual system may be, the case tracking function is difficult to perform and is limited in scope. The use of docketing data and a computer allows the ready performance of studies which would be difficult or impossible even to attempt with purely manual record keeping. For

example, in criminal cases JURIS files may be examined to determine trends by type of offense either state wide or within any single jurisdiction or within any combination of jurisdictions. Or, for example, civil cases may be examined to determine how many personal injury cases arising from automobile collisions are settled within 48 hours of the scheduled trial date. The list of studies is endless, but the point is that with JURIS the courts of the state of Nevada have the ability to analyze not only the volume of their work load but the nature of that workload, to any degree of specificity they choose.

Not only does the JURIS system provide the ability to analyze the size and the nature of the workload of the courts of Nevada, it also provides the ability to analyze the frequency of occurrences of certain types of transactions and the circumstances surrounding those transactions. For example, continuances may be analyzed by reason given for requesting the continuance, by type of case and by the stage of the proceedings. The result of such an analysis may lead to a change in the rules of court pertaining to the policy of granting continuances. An analysis of the number of peremptory challenges exercised in jury trials by case type may lead to a change in the number of peremptory challenges permitted. Or an analysis of civil cases settled

by type of case and stage of proceedings may lead to a change in the policy regarding settlement conferences.

Finally, JURIS allows the removal and either purging or placing on inactive status those cases with no activity for a set duration. It is simple for JURIS to print a listing of cases by type (civil, criminal, probate, juvenile, etc.) in which there has been no activity. Attorneys can be notified and if there is no response or no activity is contemplated in, say 10 days, then the case is purged or placed on inactive status. Reactivating such a case could require refiling including submission of filing fees. This capability would remove much of the deadwood that is often classified as "backlog."

The docketing functions of this module relieves a great burden of clerical work and will have an immediate impact upon the operations of the courts. The case tracking functions of this module provide advanced capabilities which do not presently exist, and thus provide long range benefits.

3.3.5 Accounting

Another study is being conducted into the accounting needs of the courts of the state of Nevada. Until such time as that study is complete, the nature of the accounting module cannot be defined. However, the Docketing and Case Tracking module captures data on every event which occurs

in every case. For those events which involve financial transactions the JURIS files can provide to the accounting module the identity of the court, the case number, the date of the transaction, the type of transaction, (i.e., fine, fee, forfeiture, bail, etc.) and the amount of the transaction. Additional detail is also available. For example one transaction establishes that a fine has been imposed, another transaction establishes the fact that a partial payment was made and another transaction establishes that the final payment has been made.

There is a set of requirements for accounting for revenue provided by the state, if full state funding for the Nevada Courts becomes a reality. These are not discussed here but will be provided by the previously mentioned accounting study. Unlike fines, fees, forfeitures and trust accounting, this kind of accounting will not be driven by any court records but should be integrated into JURIS for AOC monitoring of expenditures. At the time that the accounting module is defined it is conceivable that additional data requirements may be identified.

3.3.6 Calendaring and Notification Module

Calendaring consists of bringing together all litigants, attorneys, clerks and records necessary for an appearance before a judicial officer. At a minimum, dates are chosen

for appearances, all parties must be notified (including the judge if the court uses a master calendar), the actual calendars--that is the posted notice of appearances--must be prepared for each judge and date. With certain historical data available in reports, supported by good records, calendaring can become calendar management, a system for utilizing judicial resources to their maximum, minimizing spurious continuances or continuances granted because of poor planning by attorneys with repeated appearance setting and notification, and numerous appearances by litigants and witnesses before a matter is heard.

Calendar management is not possible without hard data that judicial and clerical personnel can use to examine their performance with respect to calendar management. JURIS can make calendar management a reality. The benefits of calendar management are efficient use of judicial and clerical resources, adjudicated matters with a minimum expenditure of taxpayer dollars and an improved image of the courts in the eyes of the public.

Type I courts will file a Calendaring Card (Rolodex) from the Case Opening Package by case number until a date is set for an appearance. At that time a Notification Package is computed, broken apart, and appropriately distributed, and the Calendaring Card will be filed by date.

On the day prior to hearing, the docket cards are consulted to make certain that no event has caused the hearing date to change. Finally the attorneys are contacted to see if the civil cases will go to trial or will settle or if a plea is likely in the scheduled criminal cases. Those matters that drop out can then be replaced by cases from the trailing calendar and the calendar can be modified accordingly, thus avoiding unnecessary appearances and appearances scheduled for too much time, and using judicial resources efficiently. Calendars are printed by placing the Calendaring Cards on a copier or the calendar may be typed from the cards. Rescheduled appearances simply start the cycle of clerical paperwork over again.

Type II courts can send the calendaring card to the AOC computer for JURIS production of calendars (including trailing), notification, etc. Last-minute changes are made to the calendar itself. If a case is reset then another calendar card is sent to the AOC so that the case appears on the appropriate calendar.

The Calendaring and Notification module utilizes data entered through the Docketing and Case Tracking module. As transactions are entered which either establish or change impending court appearances, a calendar cross-reference file is updated. Through the use of this file and the calen-

dar support module the JURIS user may cause the calendar for any jurisdiction for any day or span of time to be displayed upon a CRT screen or to be printed on the computer's printer. Type III courts with JURIS terminals in the clerks office may use the JURIS system to prepare their court calendars on demand. For those courts without JURIS terminals the AOC can prepare the calendars and mail them to the court clerks.

An additional feature of the calendar support module is its ability to prepare notices to be sent to the attorney of record representing each of the parties to the case whenever a transaction establishing or modifying a court appearance date is entered. These two features save many hours of clerical effort. Type II or III courts using JURIS operate the system as follows. The clerk makes the docket entry. It is reported to JURIS via the Docketing and Case Tracking module, which updates the appropriate files on the computer. As a by-product of updating the JURIS files, the Calendaring and Notification module prepares the notices to the attorneys on the computer's printer. Thus, the entry of a single docket item has eliminated the need for a clerk to make changes to a calendar file and has eliminated a typing task. Upon the entry of a request for a calendar for a given date, the calendar support module prepares the calendar, eliminating

or greatly reducing the amount of research required of the clerk and eliminating another typing task.

Additional benefits are available from the calendar support module which are difficult if not impossible to provide under a manual system. Of particular value is the ability of the system upon the entry of an appearance date for a case to examine the records of every attorney involved in the case and determine whether or not all the attorneys are indeed available on that date. This is of particular value in a system operated by a state court administration, since a state-level system has the ability to monitor the activities of attorneys across jurisdictional boundaries. The system may also be expanded to allow inquiries into the availability of witnesses, should the courts wish to take an additional step toward conflict-free scheduling.

3.3.7 Warrants, Summons and Subpoena Control

There currently exists no warrants, summonses or subpoena follow-up capability. With respect to warrants, summonses and subpoenas, the fact that citizens perceive that they are not held to account when they do not appear diminishes the institution of the court in the eyes of the public.

The warrant, summons and subpoena control module of JURIS is to be implemented initially as a warrant control

system only, due to the greater liability associated with warrants. Summons and subpoena control will be subsequently added as the need arises. The warrant control module may be viewed as an independent system from the balance of JURIS, since all the other modules deal with data which is related to existing court cases. While an arrest warrant may indeed subsequently result in a court case, many warrants are issued which never lead to formal charges being filed in a court against a criminal defendant. Another difference between the warrant control module and the balance of JURIS is the immediacy of need for warrant information by law enforcement agencies. All of the rest of the data in JURIS is purely court data for use by local jurisdictions and by the Administrative Office. While the courts do need data pertaining to their own warrants, and periodically to warrants issued by other courts in the state, the primary users of warrant data are the law enforcement agencies who use that data in the service of warrants and the arrest of defendants.

Whenever a warrant is issued by any court in the state of Nevada that court notifies AOC, providing all of the data required by the system pertaining to that warrant. The larger jurisdictions may do so by use of on-line terminals. The smaller jurisdictions may notify the administrative office by telephone, with a verifying copy of the

warrant placed in the mail at the same time. Upon receipt of the data from the smaller jurisdictions the Administrative Office will enter that data into the system by use of their own terminals. The warrant control file will be organized in such a manner that inquiries may be made by the name of a suspect, so that the inquiring party may determine if one or more warrants exist for the arrest of that person. The information available from the system will include such items as the name of the court which issued the warrant, the date that it was issued, the name of the judge who signed the warrant, the offense for which the warrant was issued and the conditions of service.

There are a number of excellent features in use by warrant control systems currently operational in other states. If an arrest can legally be made using an abstract of a warrant, provided that the original warrant can be made available to the defendant within a reasonable period of time, then the following sequence of events may transpire in the use of the warrant control system by a law enforcement agency:

- An officer inquires into the system by use of a terminal and determines that a warrant exists for the suspect in question;
- He requests an abstract of that warrant which is provided to him electronically on a hard-copy terminal;

- He takes the abstract of that warrant into the field with him in his attempt to serve the warrant and arrest the suspect;
- At the time that the system issues the abstract, the time, date, agency and officer number of the requesting officer are entered into the system as having requested an abstract on that specific warrant.
- The system periodically checks the status of these warrants with abstracts, and at a selected time interval (typically every three hours) sends a message to the terminal from which each abstract was requested, requesting information on its status. The message contains the name of the requesting officer, the date and time of the request and the warrant number for which the abstract was requested, and requests that the agency either enter proof of service or cancel the abstract. The second and subsequent reminders are all addressed "Attention watch commander".
- During such time as an abstract of a warrant exists no other agency may obtain an abstract of that warrant. Upon receipt of a request for an abstract, the system responds to the inquiring terminal

that an abstract currently exists, lists the agency which holds that abstract and the time and date on which the abstract was sent.

- Should the officer not be able to apprehend the suspect the law enforcement agency makes an entry into the system releasing the abstract, and the hard copy abstract in the officer's possession is destroyed.
- On the arrest of the suspect, the law enforcement agency makes an entry into the system indicating that fact.
- The fact that the warrant has been served and the suspect has been arrested places that warrant in an inactive status. However, there are instances wherein an inactive warrant may be reactivated. The most common occurrence of this is typically when the suspect is arrested at a considerable distance from the jurisdiction wherein he is wanted. That jurisdiction may decline to transport the suspect because of the cost of doing so, causing him to be released from custody in the hope that he will be subsequently rearrested closer to home where it is less expensive to go retrieve him.

Periodically the warrant control system produces reports for management purposes. One such report is a listing by

court of outstanding warrants and their status. This report is sent to the individual jurisdictions so that they may monitor the status of their warrants and periodically recall those which have become moot. Other reports may be created showing the state-wide status of outstanding warrants for use in budgeting and other planning.

3.3.8 Reporting

The accompanying chart (Figure 4) shows general functional areas in which the Administrative Office of the Courts performs. Also shown are report types both by general category and by more specific type. The purpose of Figure 4 is to illustrate how the different report types assist the AOC in the performance of the functions. Each function will be discussed in terms of the reports which support the performance of that function.

- Provide information to regional and local trial court administrators: Caseload analysis reports assist local management by providing reliable figures on how long it takes for cases to be adjudicated, how many cases have been filed, by case type, what the trends are in case filings, the backlog faced by the trial court and how the cases flow through the system. Elapsed time reports provide greater detail pertaining to the time

between specific events, the points in the lives of the cases where they fall out of the system by disposition and what types of activities have transpired in the cases. These types of reports also give local management a basis for comparing the performance of their court with that of the other courts in the state. Resource evaluation reports allow the local management to evaluate how effectively they are using their jurors, the judge's time, and the amount of work performed by the clerical staff and how effectively the physical plant is being put to use (most typically the courtroom itself). Of the accounting reports, local administration is most interested in an accounting of the expenditures they have made. Of the exception reports local administration needs to know when they have violations of established standards and when their spending exceeds established maximum rates.

- Monitor Courts: In order to monitor the courts the AOC needs all of the reports required by local and regional trial court administrators, plus others. Data usage reports allow the AOC to monitor the interrelationship between the operations of

the trial courts and the operation of the JURIS system. Coding summaries provide the AOC with information pertaining to the types of data reporting instruments received and the types of transactions processed by the system. Data validation statistics are instructive in the effectiveness of the data reporting instruments and the abilities of the local trial court clerical staffs to complete them correctly. File dumps are essential to the technical personnel who monitor and modify the actual operation of the automated JURIS system. As the local and regional trial court administrators use caseload analysis, elapsed time, resource usage evaluation, accounting and exception reports to monitor the performance of their local courts, the AOC uses those reports to monitor the performance of the courts of the state as a whole and the performance of individual courts relative to one another. Additionally, the AOC requires expenditure variance reports to monitor the collection and distribution of revenue and the expenditure of funds. Projection reports estimate future requirements in terms of caseload, performance requirements, resources and budget to assist the AOC in planning.

- Fiscal Administration: In order for the AOC to evaluate the usage of funds, resource usage evaluation reports are required. The effectiveness or ineffectiveness of the utilization of jurors, judge time, clerical staff and physical plant directly impact the effectiveness of the utilization of the funds. Accounting reports of the dollars spent with variances are essential to fiscal administration. Projection reports together with resource usage evaluation and accounting reports are required by the AOC for the preparation of budget requests to be taken to the Legislature.
- Assignment of Judges: When assigning a judge from one jurisdiction to sit as a visiting judge in another jurisdiction, a number of reports from the JURIS system may be utilized in order to insure that the impact on the courts of the state as a whole is minimized. All of the caseload analysis and resource usage evaluation reports for all of the courts of the state may be used, as well as the elapsed time reports; however, the reports of individual case activities are probably not necessary. Of the projection reports caseload projection is probably the only one required for

this function. By studying these reports for all of the courts of the state the AOC may be continuously advised of those judges who may possibly be available for assignment, and they may also be preadvised of those courts which are likely to be requesting help in the future. Thus, through the use of JURIS the AOC may be able to plan for assignment of judges rather than merely operate in a reactive mode when the need has already become critical.

- Ask for Additional Judges: As the workload of the courts increases, the need for additional judges periodically arises. In order for the AOC to document this need when going before the legislature to make these requests, essentially the same information is needed as is needed in assigning judges. All of the caseload analysis reports are valuable as are all of the elapsed time reports. Of the resource usage evaluation reports the juror usage report has little value in this area. Of the projection reports, the caseload and resources projections are of a particular interest to this function.
- Change of Venue: When a change of venue is to be granted, there is a large number of factors

which need to be considered. One of those factors is that a court must be found which can handle the workload of an additional case. This type of information can be provided by JURIS. When considering a change of venue the AOC should look at the backlog and caseload reports, the times between events report, and the judge time utilization report.

- Make Rules, Set Standards, Formulate Policy:
Since rules, standards and policies may be established in virtually any area of court activity, all of the reports which the JURIS system creates may be of value in serving this function. The appropriate reports should be demanded at the time that the particular activity is undertaken.
- Evaluate Legislation and Impact of Pending Legislation:
The reports needed for the evaluation of a piece of legislation or its impact will of course vary quite widely depending upon the nature of the legislation. However, it is anticipated that caseload analysis reports, times between events reports, accounting reports and projection reports will be of particular value in the evaluation of most legislation. Of the projection reports,

performance requirement projections are probably of less value than the others in this functional area.

- Case Consolidation, Bifurcation, Civil Case Coordination: Currently, the Nevada AOC has little responsibility in this functional area. Therefore, it is impossible to determine at this time which types of reports would be of particular value in the performance of this function.
- Planning: Planning is a very broad functional area, in that plans may be formulated in almost any area of activity of the courts. Therefore all of the reports which JURIS can produce may be of value to the planning function depending upon the particular planning activity being undertaken. Exception reports may prove to be of marginal value to this function.
- Research (Special Studies): Since research or special studies may be undertaken in almost any area of court activity, it is anticipated that all of the reports which may be produced will be of value, depending upon the nature of the research being undertaken.
- Other Agency Liaison: The types of reports which will be useful or required when dealing with other

agencies of the government will vary depending upon the agencies with whom the courts are dealing. When dealing with the bar, the prosecutor or with law enforcement agencies, caseload analysis reports may be of particular value in assisting those agencies to recognize their impact upon the courts. When dealing with the State Budget Office, accounting reports and projection reports are of particular value, as they are when dealing with the Legislature. Certain exterior reports are to be produced on a regular and continuous basis. The Computerized Criminal History (CCH) and Offender Based Transaction Statistics (OBTS) systems require that the courts report certain specific data pertaining to every criminal case. Since these programs have a national impact, JURIS will be designed to ensure that every data element required by these programs is included. Another reporting requirement which must be met is that every traffic conviction must be reported to the Nevada State Department of Motor Vehicles within five days of conviction. Since traffic cases constitute the largest volume case type in the court system of the state of Nevada, particular

attention will be paid to meeting this requirement. Finally, it is anticipated that the State Budget Office and the AOC will agree upon a set of regular reports to be produced from JURIS for transmittal to the budget office.

- Public Relations: Public relations include relationships with the press, the general public, relationships both within the state government at large and within the court system itself. Data validation reports may prove quite valuable in communicating to the clerks how well they are doing their jobs. Since all of the recordkeeping of the court system is performed by the clerical staff, the AOC should pay particular attention to complimenting those individuals and offices who have performed particularly well. Accounting reports may prove of value when emphasizing to the members of the Legislature the importance and efficiency of the court system. When dealing with the press and the general public, caseload analysis reports provide the AOC with data documenting how hard the courts are working and how much service they are providing to the people of the state of Nevada. Resource usage evaluation

reports may be used to publicize the increased efficiency in the utilization of the taxpayers' money whenever those reports show that to be the case.

As the Administrative Office defines additional functions, additional reports may be required to serve those functions. Also, as JURIS matures, other report types may be identified which will provide additional service to the Administrative Office functions. Since virtually every transaction in every case is resident in JURIS, the type of reports produced by the system will be limited only by the imagination of the administrator or analyst and the funds available for extracting the information from the data base.

4.0 JURIS DEVELOPMENT CYCLE

This section provides a general plan, including estimates of personnel requirements and a time schedule for the development and implementation of JURIS. First comes a general discussion of the development process itself. The overview is followed by a discussion of major steps of the development cycle. The forthcoming Action Plan, prepared in cooperation with the AOC, will provide a more detailed schedule and will discuss the various technical and political barriers to the successful completion of each step.

4.1 Overview of the Development Cycle

As stated earlier, system development is a highly structured process that amounts to defining the system with increasing specificity until the system is actually in place. From the expository discussion of system functioning found here, system development proceeds through a series of steps known as Project Organization, Information Requirements Analysis for all users, Functional Design, Detail Design, and System Implementation. Because one overlooked detail can have a catastrophic affect on a project, the system development process is extremely methodical and entails a great deal of planning and documentation.

Classically, system modules are either developed individually or simultaneously. Individual module development is greatly facilitated if the modules are mutually independent; that is, each will stand independent of the others.

Simultaneous module development is desirable if the time allowed for development is short. JURIS development deviates from the classical pattern with a hybrid approach. Standardized Records Management and Traffic Citations Processing design and development are independent from the design and development of the other modules, except when it comes to implementation of the AOC computer-assisted functions, so that development can begin immediately. This will shorten JURIS development considerably since these two modules are the two most critical to the project, and since they will essentially drive JURIS. The remaining six modules will be developed simultaneously because they are highly mutually dependent; that is, the functioning of one initiates the functioning of another. Often a single data entry will trigger the operation of several of the six modules. So, the hybrid approach to JURIS development is justified by the relationship between the modules and to shorten development time.

4.2 Major Development Steps

4.2.1 Organize the Project

This step is concerned with hiring staff and empaneling oversight committees, as well as planning the project in as great a level of detail as possible. Authorizations are obtained. Roles and responsibilities are defined. Standards for documentation are set. As each subsequent development step is completed, all succeeding subsequent project development steps are expanded in detail as much as possible.

Thus, project organization is a recurring activity at each step of system development.

4.2.2 Standardized Records Management Module Development

Although somewhat out of the traditional sequence of system development steps, development of this module should be begun immediately upon project approval. Part of the design of this module will be influenced by the Information Requirements Analysis (discussed in 4.2.3), but activities such as a field survey of existing systems, existing systems and procedures analysis and documentation, standardized records management procedures development, forms design and the preparation of a clerks' manual should commence as soon as any funding is obtained. Early commencement of development of this module is critical since once implemented, it should immediately reduce the amount of clerical effort necessary to adjudicate a case and will pave the way for reporting to JURIS and because this module is the underpinning of JURIS. By commencing development of this module as early as possible, significant progress in the development of JURIS can be demonstrated within 12 months of funding, providing a major project milestone for the Legislature and maintaining project momentum.

It should be pointed out that the ultimate design of the Standardized Records Management module will be constrained by not only the Information Requirements Analysis, which will be undertaken simultaneously, but also by the results of

the budgeting and accounting study that is now being performed for the AOC.

4.2.3 Information Requirements Analysis

The purpose of the Information Requirements Analysis is to provide a general specification of information that is required from JURIS for each type of user. This analysis is based on a functional description of the affected agencies. As illustrated in Figure 3, the analysis is further constrained by the legal jurisdiction of each agency and the volume of business that each agency encounters. After a survey of the organizations to be affected by JURIS, a definition of each agency in terms of its enabling instruments and its responsibilities in work is undertaken. The types of information required for the performance of each function is analyzed, prioritized and matched against the type of instrument that currently provides these data. General system alternatives including input media are then proposed and evaluated in the light of the ability to process the data collection instruments, provide the information and the level of service required by the user agencies. Costs, development lead times and so forth are also considered. This step will end with a general indication of the type of system that is required for JURIS without pointing to any particular make of equipment or type of software.

4.2.4 Traffic Citations Processing Module

Since traffic citation processing is a major problem in the lower courts of Nevada and quite different from any other case processing, we urge that the development of this module also commence before the completion of a formal Information Requirements Analysis. Many of the tasks associated with this step such as a field survey, system and procedures analysis, citation handling procedures and forms design for local citation processing will also provide data for Information Requirements Analysis. For instance, the survey may be undertaken concurrently with the requirements analysis survey.

Again, it is in the best interest of the project to be able to demonstrate a traffic citation processing module implemented on at least a pilot basis in a few courts by the end of the first 12 months of the development cycle.

4.2.5 Functional Design

The Functional Design for JURIS is a set of general specifications for each module, documented so that they are understandable to those untrained in system development but sufficiently detailed to insure that the state Court Administrator and the AOC Project Director are aware of all the capabilities and implications of each module. These specifications describe when, what and how data are to be reported, processed, stored and transformed into reports. The document

defines system performance specification, system capacity and cost. The functional design is the basic reference document for everyone participating in the system development, including the state Court Administrator and the Oversight Committee. Before approval, every subsequent project deliverable should be compared with the functional specifications document to verify that all specifications have been met.

This document will include specifications for output report formats, data elements with definitions, instruments and procedures for maintaining and collecting data, and the overall functioning of JURIS. Tentative data file structures, system performance standards and system controls, general hardware and software requirements will also be specified. The estimated resources for the remaining steps of the project are also estimated.

4.2.6 Detail System Design

The JURIS detail design will define the system to a level of detail that will enable programming, implementation and operation of the system. The Detail Design covers the same topics as the Functional Design but is written for technical systems development personnel. Program descriptions are specific enough so that they can be coded by a programmer. The design will be sufficiently detailed to enable the intelligent selection of hardware and software packages.

4.2.7 Implementation

Implementation includes all of those steps that will take JURIS from a design on paper to a functioning system. Equipment is selected on the basis of a match of proposals against system specifications. Sites for the computer (if one is obtained) and pilot testing are selected. Computer programs are written and tested. The entire system as a whole is tested. The computer operators and personnel participating in pilot testing are trained. The system is implemented at a few pilot sites for the purpose of testing the system in an operational environment. Training is continued and the system is implemented statewide.

4.3 Summary of JURIS Development Schedule and General Personnel Requirements

Figures 5 and 6 illustrate a general development schedule and estimates of the permanent Administrative Office personnel and temporary project personnel that will be required to develop and operate JURIS. (Note: This personnel requirement is above and beyond clerical personnel required to operate the courts.)

It should also be noted that a certain transition in position titles occurs among administrative office staff members once JURIS development is complete and the system becomes operational. The idea is to convert the development staff, with their detailed knowledge about JURIS, into operations staff.

Figure 5

SCHEDULE FOR JURIS DEVELOPMENT

JURIS Schedule

2 4 6 8 10 12 14 16 18 20 22 24 26 28 30 32 34 36

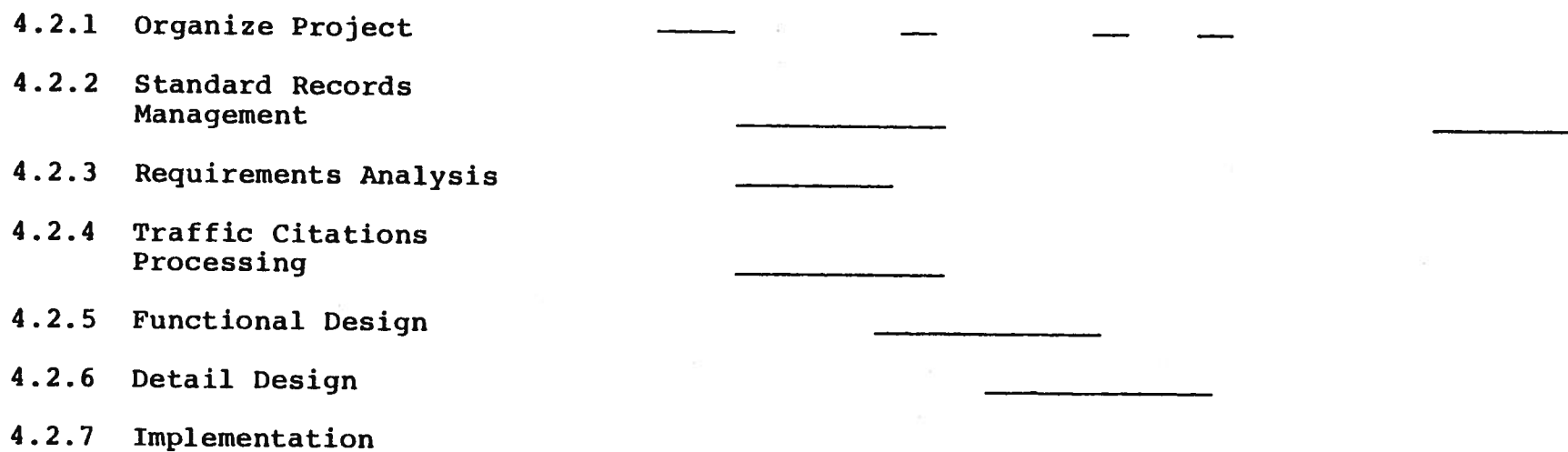


Figure 6

MAN MONTHS FOR JURIS DEVELOPMENT PROGRAM*

	FIRST YEAR							SECOND YEAR							THIRD YEAR							JURIS OPERATION			
	4.2.1	4.2.2	4.2.3	4.2.4	4.2.5	4.2.6	4.2.7	4.2.1	4.2.2	4.2.3	4.2.4	4.2.5	4.2.6	4.2.7	4.2.1	4.2.2	4.2.3	4.2.4	4.2.5	4.2.6	4.2.7	Total Time	Title		
ADMINISTRATIVE OFFICE STAFF																									
Court Administrator	.5	.2	.2	.1				1	.1	.1	.1	.1	.1	.5	.3							.2	.5	ADMINISTRATIVE OFFICE STAFF	
Program Director	2	2	2	2			8	1	2	2	2	2	2	9	3							6	9	6	Program Director
Senior Systems Analyst	1	3	3	3	2		12	1	1	5	3	2	12	2								10	12	12	Data Processing Manager
Systems Analyst/Programmer											1	3	3	7	2							10	12	12	Senior Systems Analyst/Programmer
Programmer													6	6								12	12	12	Systems Analyst/Programmer
Operator																						6	6	12	Operator
Statistician	1	3	3	3			10	2	2	2	2	2	10	1								6	7	12	Programmer
Secretarial	3	3	3	3			12	3	3	3	3		12									12	12	6	Statistician
																								12	Data Entry Clerk
TEMPORARY PROJECT STAFF																									
Project Director	2	3	3	3	1		12	2	1	6		3	12	3								9	12	12	Data Entry Clerk
System Analyst/Designer	1	3	3	3	2		12	1	2	4	3	2	12									12	12	12	Data Validation Clerk
Programmer													6	6								12	12	12	Secretary
Technical Writer	2	3	3	2	2		12	2	3	3	2	2	12	3								9	12	-0-	TEMPORARY PROJECT STAFF
Secretarial	2	3	3	4			12	2	3	3	2	2	12									12	12		
	91							11.1							130.5							120/year			

*Most conservative scenario; JURIS operating on shared system would take fewer personnel.

5.0 MANUAL SYSTEM PROJECTIONS

This section discusses the cost, in terms of clerical positions, of maintaining the existing clerical system throughout the courts of Nevada in the light of steadily increasing caseload. This is the first step of the actual cost benefits analysis. And, as we pointed out earlier, this analysis focuses on the effect of JURIS on the requirements for clerical staff, as an overwhelming porportion of the costable benefits that will accrue from implementing JURIS will be attributed to this category.

After some discussion of the sample that was selected for portraying the existing system, this section presents our estimates of filings, clerical workload and clerical positions and costs over the next 10 years.

5.1 The Sample

Since filings data, reported over a consistent set of categories is not available to the administrative office, every Municipal, Justice of the Peace and District Court was requested to submit the number of cases filed in their respective jurisdictions over the past 10 years, ending in 1977. The basic instrument for counting these filings was the docket book or register of actions. For those courts that had a separate docket book for each of the case categories, it was a simple matter to provide the number of filings each year by subtracting

from the docket number of the last case filed in a given year, the case number for the last case filed in the previous year. However, in most jurisdictions the docket book categories did not exactly correspond to the case filings categories of interest here. Instead of requiring that every case in the docket book be categorized by case type, clerks were encouraged to use the following sampling scheme to obtain an estimate for numbers of cases filed.

For instance, if a Justice Court had one criminal docket book which contained a record for all felony preliminaries, gross misdemeanor preliminaries and misdemeanors under a single cover, then based on the total number of criminal cases filed in 1977, cases were selected at a given interval for allocation to the proper year and case category so that no year-case category combination would contain fewer than 15 cases. Beginning with the last case filed in 1977 in the criminal docket book, a clerk would place a tally in the appropriate criminal case category (felony preliminaries, misdemeanor preliminaries or misdemeanors). Skipping several pages, the next case would be represented by a tally mark placed in the appropriate cell. This process was repeated until the count had regressed from 1977 through 1968. The value for number of pages to be skipped between tallies was calculated on the estimated number of cases filed in 1977 and was placed on the front of the data collection form so that value of each tally mark could be deciphered. If the total criminal filings in 1977 for this particular jurisdiction was too small to yield 15 cases under Felony Preliminaries,

Gross Misdemeanor Preliminaries and Misdemeanors, then a true physical count had to be taken.

The scheme for determining the frequency of each procedural event for a case type involved a form for each case type that listed every possible procedural event that could occur in the life of such a matter. As it turned out, the form was not adequate for portraying every procedural event that could happen in the life of the case; but this was rectified by having clerks write in procedural events that were omitted and strike out those that did not apply. Portraying procedural flow was accomplished by following 50 cases from filing to adjudication and placing a tally mark on the form opposite each procedural event that was posted to the docket.

Fifty cases were arbitrarily chosen as the number that should be tracked through the procedural steps under each of the case categories. Although some procedural events showed no activity at all within certain jurisdictions (or one or two at most), once the procedures were collapsed over all jurisdictions (with 50 cases per jurisdictions), it was felt that an adequate sample had been obtained.

The count of 50 cases began in district court in 1975. This was chosen as the starting point because district court cases are more complex and longer running. Had a later start date been chosen, too many of the cases would have remained unadjudicated. Thus, the proportion of procedural events

would have been skewed toward those events that occur early in the life of a case.

Lower court procedural tracking began with the last case filed in 1977, with the caveat added that any nonadjudicated cases should be skipped.

The final part of the survey was to determine how the procedural events translated into clerical work. Within each case type and for each procedural event, clerks were requested to describe on a form provided what tasks must be performed in the clerk's office and estimate the length of time these tasks required. These varied considerably from court to court. Thus, it was necessary to merge all of these tasks, weed out those that were unique or common to only a couple of jurisdictions and distill a model clerical procedure for each one of the case types included in the study. Tasks could have been maintained for each jurisdiction and tied to projected filings for each jurisdiction, but this would have made the analysis much more complicated and would have consumed more time than was available.

It is human nature to underestimate the amount of work that a task will take. If this were not true, people would never be late for appointments. It is also human nature to forget a task in a chain that requires the accomplishment of some short-term objective. Memory is fallible. Because of these two factors and the fact that we deliberately removed certain unique or uncommon clerical tasks from the study, the estimates of clerical workload and the resulting projected

number of clerical positions and cost are almost certain to be low. Appendix A discusses some of the computational difficulties experienced with the sample.

5.2 Projected Filings

Least squares regression analysis applied to historical numbers of filings recorded over the ten-year period ending with 1977 was used to project filings through the end of 1988.

A model was chosen for each case type that best fit the data, after a series of eight equation types was passed through the filings data. The fact that this approach is based on the assumption that the historical trend through the end of 1977 will continue over the next 11 years is acknowledged. However, the state of the art of projecting case filings is such that no suitable economic, population or social indicators have shown to be closely correlated with the change in case filings. Case filings do not even go up and down with skirt lengths; they just go up. Figure 7 shows filings by category for the District Courts projected through 1988. Figures 8 and 9 display, by case type, estimated filings through 1988, for the Justice of the Peace Courts and Municipal Courts, respectively. Appendix C discusses the forecasting technique in more detail.

5.3 Projected Clerical FTE's

After projecting filings, the next step was to estimate future numbers of full-time clerical positions that the present systems would require to cope with the expected workload.

Figure 7

DISTRICT COURTS
CASE FILINGS
1968-1988

	<u>Felony</u>	<u>Gross Misdemeanor</u>	<u>Probate</u>	<u>Domestic</u>	<u>Other Civil</u>	<u>Insanity</u>	<u>C/G*</u>
1968	1,835	1,226	959	10,846	5,659	402	216
1969	2,662	910	1,063	11,113	5,916	430	231
1970	2,956	779	1,090	9,592	6,396	538	250
1971	2,832	1,041	1,218	10,284	6,784	488	311
1972	2,755	1,575	1,351	10,215	7,114	624	298
1973	3,168	1,935	1,379	10,308	7,828	572	280
1974	3,110	1,600	1,381	10,944	9,501	585	323
1975	3,410	1,184	1,397	11,057	10,271	473	261
1976	3,654	1,254	1,440	11,157	10,092	392	307
1977	3,829	1,446	1,573	10,554	10,740	294	331
Projected Values							
1978	3,920	1,568	1,609	10,607	11,470	480	333
1979	4,066	1,612	1,662	10,607	12,096	480	342
1980	4,209	1,655	1,714	10,607	12,721	480	350
1981	4,349	1,698	1,764	10,607	13,347	480	358
1982	4,485	1,739	1,813	10,607	13,972	480	366
1983	4,618	1,779	1,861	10,607	14,597	480	374
1984	4,747	1,819	1,908	10,607	15,221	480	381
1985	4,874	1,857	1,953	10,607	15,848	480	389
1986	4,998	1,894	1,998	10,607	16,474	480	396
1987	5,119	1,931	2,042	10,607	17,099	480	404
1988	5,237	1,967	2,084	10,607	17,725	480	410

*C/G = Conservatorship/Guardianship

Figure 8

JUSTICE OF THE PEACE COURTS
CASE FILINGS
1968-1988

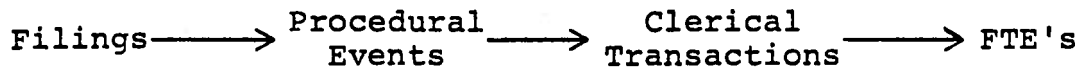
	<u>Felony Preliminaries</u>	<u>Gross Misdemeanor Preliminaries</u>	<u>Misdemeanors</u>	<u>Small Claims</u>	<u>Other Civil</u>	<u>Driving under the Influence</u>	<u>Other Adult Traffic</u>
1968	2,450	483	5,573	12,313	1,924	2,169	56,199
1969	2,952	657	6,954	12,086	1,530	2,561	61,391
1970	2,903	646	6,681	12,473	1,559	2,634	62,159
1971	3,505	815	6,217	10,481	1,403	2,689	91,712
1972	3,546	604	5,599	10,503	1,250	2,704	62,472
1973	4,010	751	5,804	11,615	1,528	2,815	68,147
1974	3,905	705	7,615	12,730	1,296	2,638	87,772
1975	4,632	1,032	8,576	14,687	1,019	2,682	107,092
1976	4,639	1,797	9,224	13,661	3,797	2,698	118,004
1977	4,946	1,055	7,157	12,618	5,453	2,893	113,648
Projected Values							
1978	5,156	1,319	8,317	12,317	3,435	2,893	117,712
1979	5,386	1,395	8,542	12,317	3,658	2,933	123,449
1980	5,610	1,469	8,761	12,317	3,873	2,973	129,043
1981	5,828	1,541	8,975	12,317	4,084	3,011	134,499
1982	6,041	1,612	9,183	12,317	4,290	3,048	139,821
1983	6,249	1,681	9,387	12,317	4,491	3,084	145,016
1984	6,452	1,748	9,585	12,317	4,687	3,120	150,087
1985	6,650	1,813	9,779	12,317	4,879	3,155	155,038
1986	6,844	1,877	9,969	12,317	5,066	3,188	159,874
1987	7,033	1,940	10,154	12,317	5,248	3,221	164,600
1988	7,218	2,001	10,335	12,317	5,427	3,254	169,217

Figure 9

MUNICIPAL COURTS
CASE FILINGS
1968-1988

	<u>Misdemeanor</u>	<u>Driving under the Influence</u>	<u>Other Traffic</u>
1968	9,918	872	12,650
1969	10,685	1,332	19,522
1970	10,226	1,552	26,159
1971	10,364	1,787	22,318
1972	10,624	3,276	46,965
1973	9,936	4,126	51,160
1974	10,570	3,625	51,246
1975	12,054	3,541	53,515
1976	11,619	3,828	60,996
1977	13,415	4,241	65,666
Projected Values			
1978	12,397	4,857	72,523
1979	12,634	5,190	77,664
1980	12,866	5,514	82,667
1981	13,092	5,831	87,567
1982	13,312	6,140	92,337
1983	13,528	6,441	96,992
1984	13,738	6,736	101,536
1985	13,943	7,023	105,974
1986	14,143	7,303	110,308
1987	14,339	7,578	114,543
1988	14,530	7,845	118,681

Recalling the methodology, for each included case type, the following transformations had to be made:



As a short-cut we developed a statewide standard number of clerical transactions that a clerk can be expected to perform in the course of one year. Clerical transactions are case-related clerical actions which are associated with the retrieval of records, the preparation of records, the updating of records, or replacing records for future reference. The number of transactions per case type was derived from the data collection forms using the following formula.

$$\text{Average Clerical Transactions per Case Type} = \sum_{i,j} \frac{(\text{Procedural Event})_i}{\text{Sample Filings for Case Type}} \times \frac{(\text{Clerical Transaction})_{ij}}{(\text{Procedural Event})_i}$$

$$\text{Total Clerical Transactions per Case Type by Year} = \text{Estimated Cases Filed by Year} \times \text{Average Clerical Transactions per Case Type}$$

The numbers of inquiry related transactions were obtained by interviewing clerks from 30 jurisdictions and determining how many man hours per day were consumed in answering case related inquiries.

No finer determination could be made than inquiries increased clerical transactions by about 34 percent over all case types and courts. Because this increase would raise total transactions and the transactions-to-FTE ratio by an identical amount, there would be no effect on estimated FTE's. Thus, inquiries were omitted from further consideration.

To develop the clerical transaction to FTE ratio, we summed the product of average clerical transactions and cases filed during 1977 over case types and divided the sum by the total number of FTE's provided by the Administrative Office of the Courts. Figures 10, 11 and 12 provide the ratio of Transactions to FTE's for District, Justice and Municipal Court Clerks.

Using these standards, we converted case filings projected by case category into clerical transactions required for the years 1978 through 1988. Using the standard transactions to FTE ratio, we were able to estimate FTE's over the next 10 years. Figure 13 displays the results of these transformations.

Figure 10
 DISTRICT COURTS
 CLERICAL FTE TO TRANSACTION RATIO

<u>Case Type</u>	<u>Cases Filed</u>	<u>Average Transactions per Case</u>	<u>Total Transactions</u>
Felony	3,829	97.982	375,173
Gross Misdemeanor	1,446	76.147	110,109
Probate	1,573	76.696	12,064
Domestic	10,554	55.579	586,581
Other Civil	10,740	53.729	577,049
Insanity	294	58.838	17,298
Conservatorship/ Guardianship	331	61.630	<u>20,400</u>
			1,698,674

Transactions per FTE = $1,698,674 / 124.9 = 13,600$

Figure 11
JUSTICE COURTS
CLERICAL FTE TO TRANSACTION RATIO

<u>Case Type</u>	<u>Cases Filed</u>	<u>Average Transactions per Case</u>	<u>Total Transactions</u>
Felony Preliminaries	4,946	84.818	419,510
Gross Misdemeanor Preliminaries	1,055	78.184	78,575
Misdemeanors	7,157	64.585	462,335
Small Claims	12,618	85.970	1,084,769
Other Civil	5,453	67.830	369,877
Driving under the Influence	2,893	91.866	265,768
Traffic	113,648	43.500	<u>4,943,688</u>
			7,624,522

Transactions per FTE = 7,460,832/54.05 = 141,064

Figure 12
MUNICIPAL COURTS
CLERICAL FTE TO TRANSACTION RATIO

<u>Case Type</u>	<u>Cases Filed</u>	<u>Average Transactions per Case</u>	<u>Total Transactions</u>
Misdemeanor	13,415	63.540	852,389
Driving under the Influence	4,241	91.866 ¹	389,604
Other Traffic	65,666	43.500 ¹	<u>2,856,471</u>
			4,098,404

Transactions per FTE = $4,098,404 / 73.1 = 56,067$

¹ Justice Court figures used - too little data reported.

Figure 13

FTE's Required through 1988
Under Existing Systems

	<u>District Court</u>	<u>Justice Court</u>	<u>Municipal Court</u>
1978	138.3	55.0	78.3
1979	142.4	55.2	83.1
1980	146.5	59.3	92.3
1981	150.5	61.4	92.3
1982	154.5	63.4	96.8
1983	158.5	65.4	101.1
1984	162.4	67.3	105.4
1985	166.3	69.2	109.5
1986	170.1	71.0	113.6
1987	174.0	72.8	117.6
1988	174.9	74.6	120.5

6.0 JURIS COST PROJECTIONS

This section discusses the methodology used to estimate the cost of developing and operating JURIS and presents possible data processing environments for JURIS. The operation of JURIS is simulated in an expository way. Development costs for personnel based on Section 5.0 and other development and operations costs based on the hypothetical operation of JURIS are also presented.

6.1 Methodology

In order to estimate the cost of developing and operating JURIS, the total costs were broken down as follows: (1) during development, the cost of the development effort itself in terms of existing or additional AOC staff assigned to the project and of temporary staff hired only for the duration of the project; (2) the cost of supplies, such as forms and procedures manuals and travel for surveys training and testing; (3) the cost of EDP equipment, leased or purchased with the purchase price amortized over the period; and (4) the cost of clerical staff in the courts phased to reflect an increasing reliance on JURIS and resultant efficiency.

The cost of operating JURIS includes; annual system operations staff, courts clerical staff based on the reduced number of transactions required to adjudicate a case, and

recurring system costs such as equipment leasing or the purchase price amortized over the period 1981 through 1988.

6.2 Data Processing Scenarios

There are several possible alternative environments within which JURIS may operate:

- Batch processing on the State Computer Facility
- On-line processing on the State Computer Facility (with some batch operations)
- Minicomputer located at the administrative office of the court with telecommunications link to the State Computer Facility
- Minicomputer located in the AOC completely independent of the State Computer Facility

Within any of those operational environments there are alternative methods of program development and maintenance:

- Total reliance upon the programming and analysis staff of Central Data Processing
- Some programming and/or analysis within the AOC staff supplemented by Central Data Processing
- Total independence of Central Data Processing with full programming and analysis staff within the AOC

In the conduct of this study the AOC fielded questionnaires to agencies within the state government data processing

community. Among those agencies surveyed were Central Data Processing, the State Computer Facility, agencies without their own programmers and analysts who rely upon Central Data Processing for those services (some use batch processing, some use on-line and one has a dedicated in-house minicomputer), and agencies who have their own programmers and analysts who use the State Computer Facility (one has a Remote Job Entry terminal, and one utilizes Distributed Data Processing).

The statements made by Central Data Processing and by the Computer Facility pertaining to the services they provide were verified by the responses of the users. All users seemed well satisfied with both the quality and the timeliness of the work performed by both of those agencies. Response time to on-line inquiries was typically quoted as being between two and three seconds, and turnaround time for completion of a non-regularly scheduled batch job was typically about an hour, while usually less than one per cent of batch jobs required re-running. Requests for program modification were generally reported to be completed within one day.

While the quality of the work performed and the speed with which it was completed generally received high praise for both Central Data Processing and the Computer Facility,

there were some areas of concern expressed. The costs quoted for systems analysis and programming support ranged between \$15.59 to \$22.40 per hour, with most respondents quoting the higher figure. At least one agency stated that while the quality of service was excellent, the cost seemed a bit high. Another respondent stated that the billing system was very difficult to understand and they really weren't sure what they were paying, either for programming and analysis support, or for execution of their jobs on the Computer Facility. However, respondents did state that their work generally was completed within the cost estimates provided by Central Data Processing.

The Department of Prisons has a dedicated, stand-alone, in-house minicomputer, for their own use. Programming and systems analysis support is provided by Central Data Processing at this time, and the minicomputer is operated by personnel of the Department of Prisons. The confidentiality and sensitivity of the data maintained by the Department of Prisons was a major concern in their decision to obtain their own computer. By maintaining their files completely apart from any other data processing user, security and privacy are entirely within the control of the Department of Prisons.

The Highway Department has a staff of programmers and analysts and utilizes the Computer Facility for their batch

and on-line processing. This department utilizes a remote job entry (RJE) terminal for execution of their batch jobs. Due to the high volume of data which they process and the wide variety of jobs which are executed they felt that it was absolutely essential that they maintain complete control over data entry. Thus all of their data is entered by their own data entry clerks on a key-to-disk system, and then their jobs are queued for execution on their RJE terminal. Because they execute so many jobs during the course of an ordinary day, it often happens that their priorities for the order of the execution of those jobs change. Although they cannot alter the priority of the execution of their jobs vis-a-vis the other users on the Computer Facility, they can dynamically alter the order in which their jobs are submitted to the Computer Facility for execution.

The Department of Motor Vehicles was formerly the largest on-line user of the Computer Facility. Recently, however, they have obtained several minicomputers which they use for distributed data processing. All of their programs reside on the minicomputers and are written and maintained by DMV staff members. The master files for the drivers licenses and vehicle registrations are maintained at the Computer Facility, which DMV uses for those jobs most appropriate for use of a large main-frame computer.

As members of the public enter the major DMV offices for license renewal, DMV clerks use terminals to inquire into the master files. The inquiries go from the terminals to the appropriate minicomputer, which then queries the Computer Facility for the data requested. In the event that the Computer Facility is unavailable, the minicomputers then make an inquiry against a sub-set of the master files which is maintained on the minicomputers, and contains renewals that are to be refused. Thus, regardless of whether or not the Computer Facility is available, those renewals which are not to be processed can be identified and the DMV office can continue to serve the general public without causing any delays.

All data entered during the day is stored on the minicomputer throughout the day, and then during off hours is sent to the Computer Facility for updating of the master files. The storage capacity of the distributed minicomputers is sufficient so that should a major disaster occur to the Computer Facility, DMV can conduct business as usual for at least a full week. Although the Computer Facility received high marks from all users concerning its reliability, minor problems which would be undetectable by batch users or tolerable by small volume on-line users (with non-critical need for data), can prove to be catastrophic for

a high volume on-line user who needs data to serve the public waiting in line at the counter. Prior to converting to distributed data processing, DMV had periodic complaints from citizens forced to stand in line while the Computer Facility was unavailable. Since making the move, citizen complaints are virtually non-existent. An additional benefit which DMV has derived from distributed data processing is the ability to maintain certain confidential files completely beyond the reach of anyone outside the Department of Motor Vehicles. Finally, DMV has seen a rather significant reduction in their data processing budget since they converted to distributed data processing.

The experiences of the three above agencies are all relevant to the needs of the Administrative Office of the Courts. The confidential nature of certain court records requires at least as much concern over security and privacy as does the nature of prison records. The anticipated volume of work which will be handled by JURIS, as a state-wide court system, will require close control by the AOC of the data and the input thereof, and the variety of jobs to be executed will require control over the order in which those jobs are submitted for execution. Of all governmental entities within the state of Nevada, DMV and the courts probably have the highest incidence of daily contact with the general

public. The person who has taken time off from work to pay a traffic ticket will not be well disposed to wait in line because the computer is temporarily unavailable. Because of the volume of work and the need for good public relations, system availability is critical.

The actual selection of the specific environment within which the JURIS system will operate can best be performed as a part of a detailed requirement analysis. At this stage in the development of the JURIS project general guidelines for the operation of the JURIS system can be developed; however, further and more detailed work is required in order to reach the level of specificity wherein the equipment configuration and operating environment are precisely specified. At this stage of the project the discussion of the operation of the JURIS system is such that the equipment and environment are transparent; that is, it makes no difference what kind of a computer, where it is located, who does the programming, who does the operating. The functions can be served and the tasks performed, regardless. The requirements at this point are limited to:

- Control over records for juvenile and adoption matters and records used for the production of in-house management reports;
- Control of the JURIS data processing job stream;
- Continuous system availability for those functions that assist interaction with the public.

6.3 JURIS Transactions

When discussing the clerical transactions which relate to the operation of JURIS and the JURIS system transactions themselves, clarity is better served by discussing both together. Not only are the interrelationships between clerical and system transactions better defined, the separate definitions are more readily understood when the complete process is presented. This discussion of transactions will be presented by JURIS module. The standardized records management module has an effect on clerical and systems transactions within all of the other modules, therefore that module will not be discussed separately.

6.3.1 Traffic Citations Processing Module

Because of the extremely small volume of cases processed by Type I courts, the processing of traffic citations for these jurisdictions is relatively simple. It is recommended that once a week these courts send a copy of every citation filed during that week to the AOC. Upon the disposition of traffic citations these courts are to fill out the disposition information on this citation and send a copy to the AOC at the end of the week during which the disposition occurred. Those cases which are filed and disposed of during the same week do not need to be reported twice. The disposition data includes accounting data on fines or bail forfeitures collected, thus JURIS may utilize this data to provide accounting information to these Type I courts and provide disposition data to DMV.

Type II courts will process traffic citations similarly to the manner in which they are processed in Type I courts, however an intermediate step maybe utilized. Upon setting a court date

for those cases which are to be heard in court the clerk may fill out a notification form. One copy of the form is given to the defendant and it serves as a court admittance slip and a reminder of his court date. Another copy is to be sent to the AOC for entry into JURIS. Depending upon the requirements of the individual jurisdictions, JURIS may then use that data to produce a calendar of traffic cases for the courts or, for those courts not needing that service, a third copy of the form may be used as a calendar card.

Type III courts enter data directly into JURIS through on-line terminals, using the uniform traffic citation as a source document for that data. Upon establishing a court date, a court admittance reminder form may be filled out as in Type II courts and that document becomes a source document for further data entry into JURIS. The disposition data on the traffic citation is also entered into the system through on-line terminals.

Upon entry of the initial filing data from traffic citations, JURIS prepares courtesy notices to be sent to each traffic violator stating what must be done in order to clear the citation. Upon entry of disposition data JURIS prepares a report to be sent to DMV, listing all traffic dispositions.

Between the entry of filing data and disposition data there are several services which JURIS performs. All open citations are regularly examined to determine their age. Those citations which remain uncleared after a certain specified number of days are in violation of the standards established by law, and notice

of intention to issue a warrant is prepared by JURIS for mailing to those defendants. Those citations which still remain un-cleared a specified number of days after the issuance of an intention to issue warrant are in violation of legal standards and JURIS may prepare a warrant for the arrest of those defendants. Upon entry of data from a court admittance form, JURIS may prepare a court calendar of coming traffic cases for those courts which desire them. For Type I and Type II courts all of these reports are prepared on the JURIS computer printer and mailed to the courts. Type III courts may request these reports through their terminals and have the reports printed on a hard copy terminal located in their clerk's office.

Type IV courts may process their traffic violations in a similar fashion on their own computers, reporting filing and disposition data to the AOC via the appropriate electronic medium. JURIS may still use its capability to track open citations for Type IV courts to verify that the local traffic citation processing systems are in fact producing the appropriate documents for past-due citations.

6.3.2 Indexing/Attorney File Module

Type I courts upon the filing of a non-traffic case, complete the case opening package of forms appropriate to the case type. At the end of every week these courts send a copy of the filing section of the standardized docket to the AOC for data entry. During the life of the case the appropriate portions of the standardized docket are filled out as events transpire in the case. Upon disposition of the case the disposition information

is placed on the docket and, at the end of the week, a copy of the docket containing all of the data on the case including the disposition data is mailed to the AOC. Thus JURIS is able to monitor open cases which may have exceeded allowable passage of time from filing to disposition. However, since most matters are disposed in a reasonably short time frame in Type I courts, this method of data reporting enables JURIS to monitor the current performance of such courts. The primary benefits which Type I courts gain from the Indexing/Attorney File module of JURIS are principally historical. JURIS is capable of producing alphabetic name indexes of all parties to all cases in all courts within the state of Nevada, but due to the extremely short time frames between case filing and disposition experienced by Type I courts these indexes generally pertain to cases which have already been disposed of; similarly, the attorney file data pertaining to Type I courts, such as it may be, pertains to historical data on the activities of the attorneys and is of little value for conflict free scheduling. Thus, advantages afforded to Type I courts by the Indexing/Attorney File module of JURIS relate only to the usage of instruments provided by the Standardized Records Management module.

Type II courts, upon filing of a new case, complete the case initiation package and mail the appropriate copy to the AOC. Depending upon the option selected, the case initiation package may provide, in addition to the docket, various forms for use within the clerks office. Among these may be a label for the case folder and calendar cards. Upon receipt of a case initiation form by the AOC, the data entry cycle creates a case record on the JURIS files for docketing and case tracking thereby establishing

the appropriate records in the index files and updates the attorney file. JURIS may in turn create documents to be sent back to the trial court, including updated alphabetic cross reference indexes, attorney caseload listings, partially prepared case-related turn-around documents and, where appropriate, calendars.

Type III courts, upon initiation of a case, enter the information directly into JURIS via on-line terminals. By doing so the same files are updated for the Type III courts as are updated for Type II courts. Type III courts may have on-line access to that data as soon as the update cycle has been completed. Items such as printed dockets and case file folder labels may be printed on hard copy terminals located within the clerk's office.

Type IV courts use their own computers to report periodically to the AOC via the appropriate electronic medium. This reporting allows JURIS to maintain current state-wide indexes, current data on every case filed in every court in the state of Nevada and current data on the workload of every attorney licensed to practice within the state, permitting continuous monitoring in the pursuit of conflict-free scheduling.

6.3.3 Docketing and Case Tracking Module

Since this is the module responsible for most of the JURIS transactions most of the clerical transactions are associated with this module. However, it should be pointed out that since many of the transactions entered into this module have an effect upon other modules, many of the items discussed in this sub-section

will explain transactions which might otherwise be covered in the discussion of other modules.

Type I courts report to JURIS only twice per case, once at case initiation and once at case disposition. The initial data entry transaction results in JURIS system transactions creating a case record, creating index records and updating the attorney records. The final data entry transaction creates one or more updates to the transactions file recording the occurrence of the various events in the life of the case. The clerical transactions in the Type I courts consist of checking the appropriate boxes, recording dates and entering occasional narrative data on the standardized docket.

The transactions associated with cases in Type II courts may be considered on two levels, called herein for the sake of clarity Type IIA and Type IIB. A Type IIB court is a lower court which is clearly a Type II court in traffic matters but has a rather modest volume of non-traffic cases. The transactions and reporting methods for a Type IIB court in non-traffic matters may most appropriately be the same as for Type I courts. Type IIA courts are those lower courts which handle a relatively higher volume of non-traffic matters but which have not obtained on-line terminals and made the transition to Type III courts. All District Court sites (County Clerk's Offices), regardless of the volume of caseflow in the District Court within their county, are designated as Type IIA courts at a minimum. The Municipal and Justice of the Peace Type IIA courts require a higher level of service from JURIS. The AOC requires a higher level of reporting from District

Courts regardless of the level of support required by the individual County Clerk. This is because District Courts hear more serious, longer running matters with more procedural events. The completion of the case initiation form and the transmittal of the necessary copy to the AOC causes the establishment of the appropriate records within JURIS.

The Standardized Records Management module provides documents which are the only legal instruments for filing matters with the courts. Thus, whenever a motion is to be filed, a form is completed by the attorney and filed with the clerk of the court. The clerk of the court then makes the appropriate docket entry either by checking off a box or filling out a free form field for those unusual or infrequent entries. Rather than submit another copy of the docket to the AOC everytime such an entry is made, each of the official filing forms is a multi-part form with pressure-sensitive paper including a copy for transmittal to the AOC for entry into JURIS.

A clerk needs only to accept the filing form, make the docket entry and transmit the appropriate copy to the AOC. Upon receipt of the copy at the AOC the data entry cycle causes the appropriate JURIS file to be updated. If the document filed is one which is associated with a transaction for which parties should be notified, the reporting module will prepare the appropriate notices. Thus, the clerk is relieved of the task of notice preparation.

Similarly, if the document filed has an effect upon an impending court appearance, JURIS updates the calendar cross-reference files and the Calendaring and Notification module prepares updated calendars.

Type III courts function in almost the same manner as Type IIA courts, with the exception that data entry is made within the court clerk's office rather than by AOC staff. The reporting module prepares the same types of reports; however, they may be prepared on hard-copy terminals located within the clerk's office. The documents filed are the same, since hard-copy transmittal to the AOC is not required they need not be multi-part forms. Since these courts have continuous on-line data processing support they may have the option of maintaining the dockets electronically rather than using a standardized docket form.

Type IV courts function in the same manner as the Type III courts. The docket may be maintained electronically rather than on paper but all of the reporting instruments are the same as for Type III courts and Type II courts of the same jurisdictional level. The local data processing support may be used for reporting in the same manner as JURIS is used by Type III courts, and these data processing systems will prepare periodic reports via the appropriate electronic medium to JURIS pertaining to all transactions which have occurred in the courts.

The reporting instruments include forms for motions, affidavits, transmittal forms for filing of interrogatories and depositions and standardized minute orders. The minute order forms will capture pertinent information concerning significant events. The clerical transactions associated with the use of these forms consist of checking the appropriate box on a minute order form or filling out a free form field for those unusual events and returning them to the clerk's office. Upon receipt of

a form either from an attorney or a minute order form from a courtroom clerk, the clerk's office makes the appropriate docket entry either by use of a terminal or by checking a box on a standardized docket form and sending a copy of the form that was filed to the AOC.

6.3.4 Accounting Module

In traffic cases, Type I and Type II courts transmit to the AOC a copy of the uniform traffic citation with the disposition portion completed at the time of the disposition of traffic cases. This disposition data will contain sufficient accounting data pertaining to fines collected or bail forfeited to enable the accounting module of JURIS to perform its functions when they have been defined. Type III and Type IV courts provide this same data to JURIS electronically. The clerical transactions associated with this activity in Type I courts and the smaller Type II courts may require the manual preparation of a receipt for each fine collected or bail forfeited. In the larger Type II courts and in the Type III and IV courts the receipt may be provided by a cash register. The use of modern electronic cash registers may enable Type III and Type IV courts to capture disposition and accounting data as a byproduct of receiving the money across the counter. The manual preparation of receipts may be combined with the preparation of journal entries through the use of modern forms design, and electronic cash registers provide a variety of capabilities for the capture of local accounting data.

In non-traffic cases Type I and Type IIB courts provide accounting data to the AOC for JURIS entry by means of the standardized docketing form. The clerical transactions for these courts are essentially similar to those involved in traffic cases. Type IIA courts provide accounting data to the AOC by means of the case initiation package, the standardized filing instruments and the case termination package which is filled out upon disposition of the case. The clerical tasks of reporting are subsumed into those tasks which must be performed to satisfy the docketing and case tracking module. The clerical tasks associated with this accounting function may be performed simultaneously with the preparation of a receipt as is the case in traffic citations. Type III and Type IV courts will capture all of the necessary accounting data electronically at the time of data entry associated with docketing and case tracking transactions. The use of electronic cash registers may provide a means of double checking the relationship between cash in hand and system entries.

6.3.5 Calendaring and Notification Module

Type I and Type IIB courts may require little support from this module. Due to the nature of their cases, the rapid turnaround of those cases and the relatively modest volume of business, such courts may be able to perform these functions manually without need for data processing support. Type IIA courts, upon submission of the appropriate forms to the AOC, cause JURIS to update the calendar cross-reference file each time a transaction is associated with the establishment of, or

change to, an impending court date. The clerical transactions consist of accepting the appropriate instrument as an official record of the court pertaining to that case, updating the docket accordingly and transmitting a copy of that instrument to the AOC. When instructed to do so, JURIS prepares a calendar for each of these courts reflecting the current status of impending appearances. During the notification cycle, JURIS prepares a notice to be sent to every attorney in every case which has had a change of appearance date. The notification cycle is also capable of preparing a notice to every attorney in every case wherein one or more of the parties has changed their attorney of record.

In Type III courts, the process is the same, with the exception that the docket may be updated electronically and the calendars and notices may be prepared on demand on a hard-copy terminal located in the clerk's office. Type IV courts may use their own data processing systems to perform the same functions, with electronic reporting to JURIS of all the pertinent data.

6.3.6 Warrant, Summons and Subpoena Control Module

The issuance of a warrant, summons or subpoena by a Type I or Type II court should be reported to the AOC immediately by telephone, with verification sent by mail the same day. Type III courts report the same data to JURIS immediately by electronic means. Type IV courts which have the capability of communicating directly from their data processing systems to JURIS may report this data by that means, however in the absence of such a

capability Type IV courts will require either a JURIS terminal for the reporting of warrant, summons or subpoena data or will use the same technique as used by Type I and Type II courts, depending upon their volume and frequency of use. The recall or modification of a warrant, summons or subpoena requires the same type of data reporting as is required at the time of issuance.

The JURIS system transactions associated with this module are discussed in detail in Section 3. The clerical transactions required are those manual actions associated with the events discussed above.

6.3.7 Reporting Module

Since many of the JURIS reports are produced automatically, the clerical transactions in the trial courts associated with those reports consist of receiving them and acting upon them. Those reports which are not automatically perused require a clerical transaction associated with making a request for the appropriate report. The JURIS transactions associated with this module are discussed in Section 3 and elsewhere.

6.4 Projected JURIS Development and Operation Costs

6.4.1 System Development Costs

JURIS development is visualized as a three-year effort. The first year will be concerned with the development and partial implementation of the Standardized Records Management and Traffic Citations Modules and the specification of user requirements for all JURIS modules. Of particular importance

to this first step is the categorization of each of the 17 District Courts*, 55 Justice Courts and 17 Municipal Courts with respect to type, whether I, II, III or IV. Once completed, this typology will greatly clarify the electronic data processing requirements for JURIS.

Year two will focus on the refinement of JURIS, especially the EDP-supported modules, with hardware and software acquisition and programming plus completion of the statewide implementation of the Standardized Records Management and Traffic Citations Processing Modules in all Type I and IV Courts occupying center stage.

The final year will be concerned with those activities that will result in the implementation of JURIS, as appropriate to court type, throughout Nevada and transition to an operational mode.

Figure 14 is the personnel budget and Figure 15, the travel, supplies and equipment budget for the development and operation of JURIS. No inflation or future value costs have been added to development costs because a fixed base of 1978 dollars allows separation of true cost increases from increases due to exterior factors.

Finally, there is the clerical cost of operating the courts during the three years of development. Assuming that development begins in July 1979, the first year will find approximately half of the Type I and IV courts using the

*Sites

Figure 14
Personnel Budget for the
Development and Operation of JURIS

ADMINISTRATIVE OFFICE STAFF	MONTHLY	1979		1980		1981		1982 ONWARD		
		MAN MONTHS	TOTAL	MAN MONTHS	TOTAL	MAN MONTHS	TOTAL	MAN MONTHS	TOTAL	
Court Administrator	\$2,500 ¹	1	\$ 2,500	5	\$ 1,250	5	\$ 1,250			
Program Director	2,083	8	16,664	9	18,747	9	18,747	6	\$ 12,498	
Senior Systems Analyst	2,083	12	24,996	12	24,996	12	24,996	12	24,996	
Systems Analyst/Programmer	1,875			7	13,125	12	22,500	12	22,500	
Programmer (2)	1,810					24	43,440	12	21,720	
Operator	1,562					6	9,372	12	18,744	
Statistician	1,562	12		10		7	10,934	6	9,372	
Secretarial	1,000	12	12,000	12	12,000	12	12,000	12	12,000	
TEMPORARY PROJECT STAFF										
Project Director	3,125 ²	12	37,500	12	37,500	12	37,500			
Systems Analyst/Designer	3,125	12	37,500	12	37,500	12	37,500			
Systems Analyst/Programmer	1,875			6	11,250	12	22,500			
Technical Writer	1,875	12	22,500	12	22,500	12	22,500			
Secretarial	1,000	12	12,000	12	12,000	12	12,000			
TOTALS			<u>\$165,660</u>		<u>\$190,868</u>		<u>\$275,239</u>		<u>\$121,830</u>	

¹ Monthly figures include 25% overhead/payroll rate

² Based on \$125/day basis

Figure 15

Travel, Supplies and Equipment Budget
for JURIS Development and Operation

Travel ¹				
Development Team				
13 staff x 5 trips x \$1,328	\$21,320	\$21,320	\$21,320	\$ -0-
Committee				
12 staff x 4 trips x \$1,328	15,744	15,744	15,744	-0-
Clerical Personnel/Travel				
25 x \$328	<u>8,200</u>	<u>8,200</u>	<u>8,200</u>	<u>-0-</u>
Subtotal	<u>\$45,264</u>	<u>\$45,264</u>	<u>\$45,264</u>	<u>\$11,808</u> ³
Supplies ²				
Reports/Users Manuals	<u>17,000</u>	<u>22,000</u>	<u>27,000</u>	<u>-0-</u>
Subtotal	<u>\$42,000</u>	<u>\$57,000</u>	<u>\$72,000</u>	<u>\$45,000</u>
Hardware				
Terminals @ \$5,000	\$10,000	\$40,000	\$50,000	\$15,000
EDP Hardware	<u>-0-</u>	<u>50,000</u> ⁴	<u>50,000</u>	<u>50,000</u>
Subtotal	<u>\$10,000</u>	<u>\$90,000</u>	<u>\$100,000</u>	<u>\$65,000</u>
Total	<u>\$97,264</u>	<u>\$192,264</u>	<u>\$217,264</u>	<u>\$121,808</u>

¹ Based on \$328 - 3 day trip standard used by SGI

² Includes Standardized Records Management Materials and Standardized Traffic Citations

³ Six trips for six AOC staff members each

⁴ Includes set up, building preparation; annual leasing costs or purchase cost (\$400,000) amortized over eight years

Citations Processing and Standardized Records Management Modules. Though we do not know precisely which courts will be typified as Type I and IV, we have assumed since the Las Vegas Municipal and Justice Courts plus the Las Vegas sites of the Eighth Judicial District will be Type IV Courts¹, that a conservative estimate would be that 50 percent of the business would be affected by the new modules. So, ($\frac{1}{2} \times 50\% =$) 25 percent of the total volume of 1979 filings will be affected. For 25 percent of the 1979 case filings, we used JURIS weights (shown in Appendix B) and for the remaining 75 percent of the 1979 case filings, we applied the existing system weights. For 1980 and 1981, we applied the appropriate JURIS and existing systems' weights each to 50 percent of the case filings.

In the conservative vein we have deliberately chosen, we developed JURIS transactions that incorporate almost exclusively only the Standardized Records Management and Traffic Citations Processing Modules. Thus, our estimates of FTE's required to operate JURIS are higher than experience should prove. We cannot foresee system requirements or how most courts will be typified. However all courts will be affected by Standardized Records Management and all lower courts by

1. All three have ready access to their own (8th District) or local data processing facilities.

Traffic Citations Processing. Thus, we limited ourselves to the modules that we could simulate with some confidence.

So, even though the third and subsequent years will be greatly affected by the remaining six modules, we have ignored this consideration with the confidence that the two JURIS modules considered will cost-justify the entire JURIS undertaking. Figure 16 calculates the FTE's and costs for the clerical operations of Nevada during the three-year development cycle. Figure 17 shows total costs during JURIS development.

6.4.2 Operation Costs

In projecting the clerical operational costs for JURIS we used the same constraint as was used in projecting court operation costs during development. Dollars were limited to the Traffic Citations Processing and Standardized Records Management Modules. We used existing system transactions and FTE's any time that court type and system requirements could not be determined with some precision. Thus, in most instances, forecasting the effects of JURIS on clerical transactions and dollars was limited mostly to those produced by the Standardized Records Management and Traffic Citations Processing Modules. As a result, the effect of the speed of data processing when supporting calendaring, indexing, docketing, notification and accounting was largely ignored.

Figure 16

Clerical Requirements for
Courts During JURIS Development

	<u>1979</u>		<u>1980</u>		<u>1981</u>	
	<u>FTE's</u>	<u>Costs</u>	<u>FTE's</u>	<u>Costs</u>	<u>FTE's</u>	<u>Costs</u>
District Courts	139.1	\$1,713,100	139.7	\$1,720,489	143.5	\$1,767,289
Justice Courts	56.0	602,636	57.0	613,398	59.2	634,920
Municipal Courts	79.3	<u>891,040</u>	79.9	<u>897,782</u>	84.0	<u>943,851</u>
		\$3,203,722		\$3,231,669		\$3,346,060

Figure 17
Recap of JURIS Costs

SYSTEM DEVELOPMENT/ OPERATION	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988
Personnel	\$ 165,660	\$ 190,868	\$ 275,239	\$ 121,830	\$ 121,830	\$ 121,830	\$ 121,830	\$ 121,830	\$ 121,830	\$ 121,830
Travel	45,264	45,264	45,264	11,808 ¹	11,808	11,808	11,808	11,808	11,808	11,808
Supplies	42,000	57,000	72,000	45,000	45,000	45,000	45,000	45,000	45,000	45,000
Hardware	10,000	90,000	100,000	65,000	65,000	65,000	65,000	65,000	65,000	65,000
SUBTOTAL	\$ 262,924	\$ 383,132	\$ 493,003	\$ 243,638	\$ 243,638	\$ 243,638	\$ 243,638	\$ 243,638	\$ 243,638	\$ 243,638
CLERICAL OPERATIONS IN SUPPORT OF THE COURTS										
District Cts.	\$1,713,100	\$1,720,489	\$1,767,289	\$1,725,290	\$1,769,360	\$1,812,950	\$1,856,320	\$1,899,290	\$1,941,960	\$1,984,339
Justice Cts.	602,636	613,398	634,920	630,758	651,283	671,300	698,825	709,919	728,595	747,664
Municipal Cts.	887,986	897,782	943,851	891,314	931,136	970,016	1,007,972	1,045,033	1,081,273	1,116,692
SUBTOTAL	\$3,206,776	\$3,231,669	\$3,346,060	\$3,247,362	\$3,351,779	\$3,454,266	\$3,563,117	\$3,654,242	\$3,751,748	\$3,848,695
TOTAL	\$3,469,700	\$3,614,801	\$3,839,063	\$3,491,000	\$3,595,417	\$3,697,904	\$3,806,755	\$3,897,880	\$3,995,386	\$4,092,333

¹ Six trips for six staff members each @ \$328/trip

For the period 1982 forward, JURIS weights were applied to all filings. Figure 17 shows personnel, travel (for training), supplies and hardware for year-to-year operation of JURIS. No inflation or future value calculations have been applied to future costs but are held at the 1981 levels because to do otherwise would be unduly speculative and would also confuse the effect of real cost increases and inflation.

7.0 COST/BENEFITS ANALYSIS

This section provides an estimate of the costs to maintain the existing systems of clerical operations in the Nevada courts between 1978 and 1988, inclusive. This cost is then compared graphically with the costs estimated in Section 6.4, specifically:

- Development costs for JURIS;
- Direct costs of operating JURIS;
- Costs of clerical operations under JURIS.

Finally, recommendations are made based on the indications provided by the data.

7.1 Total Costs of Clerical Support Without JURIS

To obtain an estimate of the dollars required to support clerical operations without the assistance of JURIS, the number of full time equivalent positions derived in Section 5.3 and illustrated in Figure 13 were multiplied by the statewide average clerical salaries that were obtained from a personnel survey recently completed by the Administrative Office of the Courts. Dollar figures obtained for each court type were then collapsed into a total by year. These cost estimates are displayed in Figure 18. For reasons discussed in Appendices A and B these figures are probably a little low. To summarize; first, these figures do not include clerical work associated with several case types because the data was unavailable (as in the case of juvenile) or too few jurisdictions reported the data

Figure 18

COST TO PROVIDE CLERICAL
SUPPORT WITHOUT JURIS

<u>COURT</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
District	\$1,703,450	1,754,070	1,804,170	1,853,930	1,903,070	1,951,810	2,000,020	2,047,970	2,095,490	2,142,680	2,153,998
Justice	591,662	615,184	638,111	660,469	682,282	703,577	724,359	744,653	764,473	783,839	802,797
Municipal	879,524	933,491	986,025	1,037,456	1,087,531	1,136,408	1,184,117	1,230,702	1,276,188	1,320,672	1,353,977
TOTAL	\$3,174,636	3,302,745	3,428,306	3,551,855	3,672,883	3,791,795	3,908,496	4,023,325	4,136,151	4,247,191	4,310,772

Exhibit F-1

for forecasting with any confidence. These case types do not in total represent a significant part of the courts' workload statewide. For the purposes of determining when the cost for development of JURIS will be recovered by the increasing clerical efficiency, the absence of these matters has very little effect since they are absent from both JURIS and existing systems cost estimates. However, for budget purposes, it should be recognized that these missing case types will have a slight depressing effect on the cost estimates.

Secondly, when several regression curves fit filings data equally well, the formula was selected that gave the most conservative forecast of filings. Some filings seem to be increasing exponentially, especially over the past two or three years, but it is unreasonable to assume that such a trend can increase indefinitely.

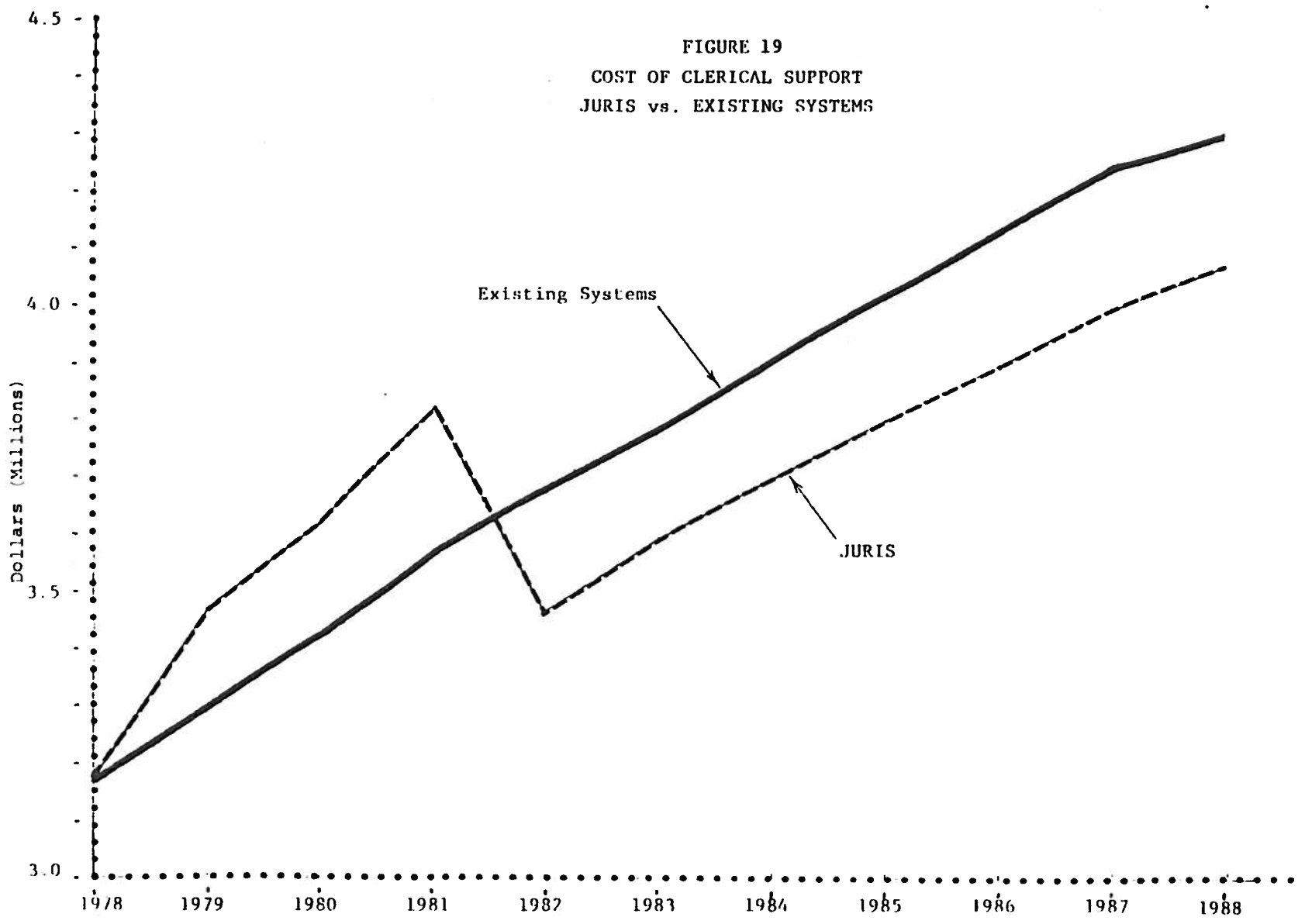
Thirdly, clerical salaries include no payroll, administrative or overhead costs. Again, for the purposes of determining at what point the implementation of JURIS becomes cost beneficial, this absence is not significant, but for the purposes of budget preparation, the aforementioned indirect costs should be added.

7.2 Break-Even Analysis

The question of whether an expensive undertaking such as JURIS is truly cost beneficial depends in part on how quickly costs are desired to be recovered. Almost any system that supports operational activities, be they judicial or clerical,

can be demonstrated to be cost beneficial in the long run. The estimated costs for clerical support without the assistance of JURIS that were estimated in Section 7.1 and the costs estimated for the development and operation of a clerical system supported by JURIS which were developed in Section 6.4, were plotted to determine if and when a break-even point occurred. Figure 19 is a graph of the two sets of costs. The point at which the two lines cross is the break-even point. Beyond this point it is cheaper to operate JURIS than the existing systems and the costs for system development and implementation begin to be recovered. As can be seen from Figure 19, a break-even point will occur sometime in 1981. Beyond that point it will be cheaper to operate JURIS than the existing system despite the considerable cost in EDP personnel and equipment that it will take to support JURIS operation. The year in which total JURIS development costs will have been completely recovered can be calculated by aggregating total JURIS costs by year and separately calculating existing systems costs by year until that year when the cumulative existing systems costs exceed the cumulative JURIS costs. Our calculations indicate that total cost of development and implementation of JURIS will be completely recovered sometime in 1987, due to the fact that fewer additional clerks will be required to support the courts under JURIS than will be required under the existing systems. Thus, JURIS will truly pay for itself and increased clerical efficiency will return its development costs in the near term.

FIGURE 19
COST OF CLERICAL SUPPORT
JURIS vs. EXISTING SYSTEMS



Once again, we must point out our conservative approach could mean that the cost of developing and implementing JURIS may be recovered even sooner. Recall our discussion in Section 5.0. The curve for the cost of operating JURIS reflects very little of the effects of the assistance provided by high-speed data processing support. The tremendous drops in the amount of time it takes to provide case related information to the general public (typically from 5 minutes to 30 seconds) and the ability to automatically produce notifications of all types for all interested parties have not been reflected in the JURIS curve. Although this does not have an effect on the break-even point, it does have an effect on the costs of operating the system as the years go by and on the amount of time required to recover JURIS development costs. The nature of the effect is that the actual figures should show the JURIS curve to be much flatter than the graph in Figure 19, indicating that clerical costs will increase at a lower rate than Figure 19 depicts and that JURIS development costs could be completely recovered in less than six years.

7.3 Recommendations

Based on our analysis, we recommend that Administrative Office of the Courts of Nevada undertake the development and implementation of a Judicial Uniform Records Information System. With a break-even point of 1981, and the total recovery of all JURIS development costs by 1984, we consider the cost benefits to be near enough in the future to justify development and implementation of the new system.

APPENDIX A: THE SAMPLE

The timeframes required for this study made it impossible to obtain data from every court in the state. However, all of the larger courts of the state did participate in all phases of the study; that is, counting filings, counting procedural events and posting clerical transactions. Thus, we feel a good 85 percent of the total business of the state was accounted for. The following jurisdictions participated in this study.

DISTRICT COURTS

District 1

Carson City
Douglas County

District 2

Washoe County

District 3

Churchill County
Eureka County

District 4

Elko County

District 6

Humboldt County

District 7

White Pine County
Lincoln County

District 8

Clark County

JUSTICE OF THE PEACE COURTS

Zepher Cove	Wells
Fernley	Pahrump
Carson City	Beatty
Reno	Winnemucca
Sparks	Ely
Verdi	Las Vegas
Austin	Moapa
Eureka	Searchlight
Fallon	East Fork
Battle Mountain	Dayton
Elko	Tonopah

MUNICIPAL COURTS

Reno	Ely
Sparks	North Las Vegas
Fallon	Las Vegas
Carlin	Boulder City

Within each of these jurisdictions, the quality of the responses varied. But, since all numerical manipulation was performed over courts within court type, we feel that the data base was large enough for us to have confidence in the conclusions. There were several case types eliminated from the study. The usual reasons were: the reported data base did not extend far enough back in time to allow forecasting with any confidence; a lot of unreported data by most respondents; or, as in the case of juvenile, an inability to get at the records because of privacy laws. Within the District Courts, we omitted juvenile and adoptions because we could not access records; Extraditions, eminent domain, habeas corpus, trial de novo, and URESA cases were eliminated because they were incompletely reported. Within the Justice

Courts, we did not count clerical effort directed toward marriages, fish and game violations, juvenile traffic or landlord/tenant cases, again because reporting was so spotty. Within the municipal courts, we counted no civil actions outside of small claims. This is a large number of case types, but in terms of total filings does not represent very much of the total work of the courts statewide. We recognize that our projections of filings are low as a result of omitting these case types and several of the smaller courts. However, underestimated transactions are offset by underestimated clerical transactions to FTE ratios so that the estimated number of required FTE's under the two systems, cost estimates and the break-even calculations should be largely unaffected by the omission of a few courts and case types.

APPENDIX B: CLERICAL TRANSACTIONS

Our original concept was to use the times it takes to perform each clerical task instead of transactions because not every clerical task takes the same amount of time. In fact, the times seem to vary considerably. Times were reported by several jurisdictions. Unfortunately, for a given task, the times reported by transaction within procedure seem to vary enormously also. Not only that, reporting times were the weakest part of the participating courts' responses. Often, they were not reported at all. Additionally, times were reported on a varying base, sometimes by case, and sometimes on a daily, weekly, monthly or quarterly basis. So, in this study, every clerical transaction has the weight of 1.0, and the varying size for transactions per case type is provided by the number and type of procedural events and transactions per case event, but not by the relative time consumed by the transactions.

Since filings are translated into dollars through the multiplication by constants, and since the slope of the cost curves are strictly determined by the rate of change in filings, the use of transactions instead of transaction times has little effect on the break-even point. Using times could have some effect on the displacement of the cost curves; that is, it could move both either up or down.

APPENDIX C: PROJECTING FILINGS WITH LEAST
SQUARES REGRESSION

Least squares regression is a technique for obtaining the best fitting curve for a set of data points. In this instance, the data points were filings for several case categories. We were attempting to find a curve that not only fit the filings data well but would also provide projections for 1978 through 1988, that appeared to be reasonable. It is not always possible to satisfy both of these constraints. However, in this instance we were able to find curves that fit the data very well and also yielded some very reasonable projections. For each of the case types within District, Justice and Municipal Courts, eight different mathematical models were tested to see which best fit filings data from 1968 to 1977. The models were as follows:

$$Y = A + Bx,$$

$$Y = A + B/x,$$

$$1/Y = A + B/x,$$

$$Y = A + B(x)^{\frac{1}{2}},$$

$$Y = A + \exp(Bx),$$

$$Y = Ax^B,$$

$$Y = A + B(\ln x),$$

$$Y = A + Bx + Cx^2$$

Where Y represents filings, x is the year and the values for A, B and C are determined by the regression calculations.

When more than one curve fit the data equally well, which was usually the case, we selected that curve that predicted the lowest number of filings for the years 1978 through 1988. The equations invariably forecasted an increase in each one of the types of filings, but we chose the equation that predicted the smallest increase. In most instances an equation of the type

$$Y = A + B/x$$

both fit the filings data very well and predicted a reasonable number of filings through 1978.

In those instances where the data were too variable from year to year to permit a good fit, the average number of cases filed between 1968 and 1977 was used as an estimate of future filings. Absent any acceptable regression equation, the arithmetic mean is always the best estimate of future activity.

1.NV
1979

**ACTION PLAN
FOR THE
DEVELOPMENT AND IMPLEMENTATION
OF JURIS IN THE
NEVADA COURT SYSTEM**



SEARCH GROUP Inc.

The National Consortium for Justice Information and Statistics

SGI

JUN 20 1979

Exhibit F-2

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ACTION PLAN
FOR THE
DEVELOPMENT AND IMPLEMENTATION
OF JURIS IN THE
NEVADA COURT SYSTEM

Prepared by

SEARCH Group, Inc.

Roy E. Boswell
Richard K. Northrop

Report of work performed under Contract No. 78-100,
submitted to the Nevada Administrative Office of the
Courts.

79-425

SEARCH GROUP Inc.

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INTRODUCTION

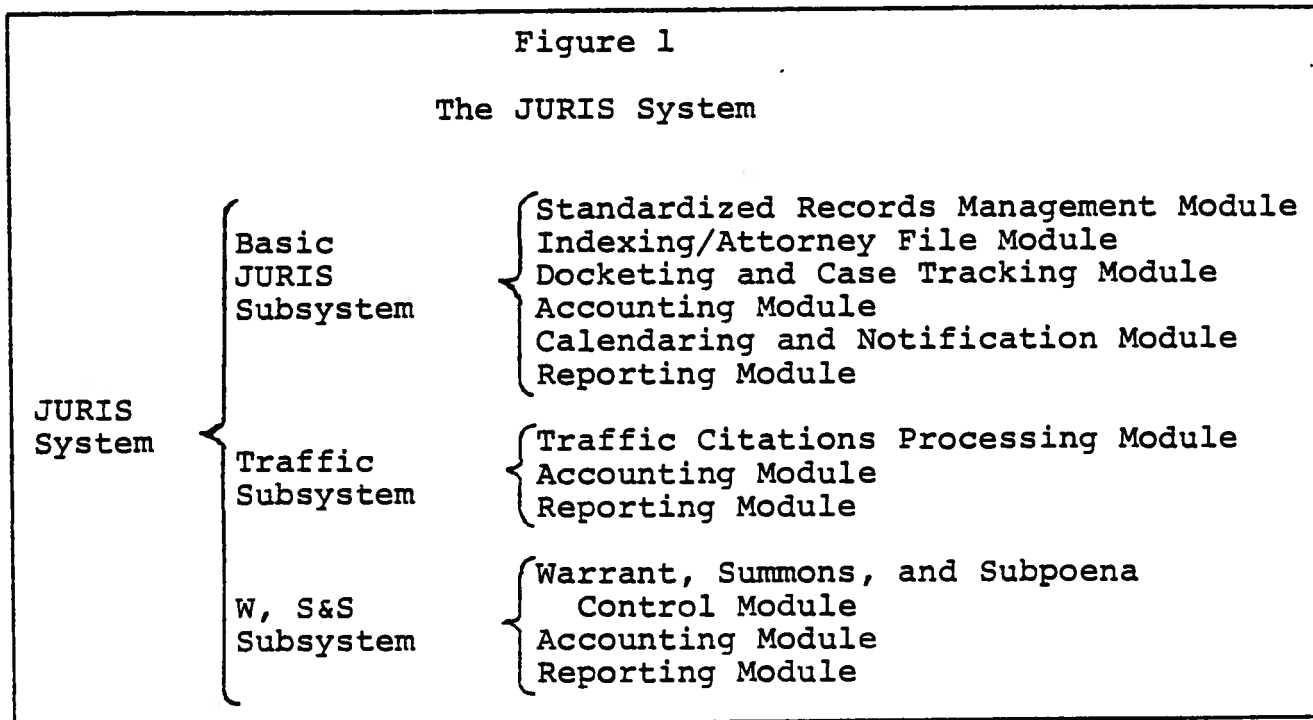
The Action Plan for the design, development and implementation of a Judicial Uniform Records Information System (JURIS) for the Nevada Court System is an elaboration of the general plan for JURIS development presented in "Cost Benefits Analysis for the Nevada Court System". The cost benefits analysis performed for the Administrative Office of the Courts (AOC) by SEARCH Group, Inc. has shown that such a system will provide a significant reduction in the cost of clerical operations which support the courts of the State of Nevada. In that study, the general needs of the courts were identified as were the different elements, or modules, of a system to satisfy those needs. Additionally, JURIS design, development and operation costs were estimated and projected over time.

The development cycle of an information system is a rigorously structured process wherein problems are defined and alternative solutions to the problems are postulated. This process permits a subsequent redefinition of the problems in greater detail and with greater precision. In the case of the Nevada Court System, as in almost all organizations entering into a system development, the initial statement of the problems was generalized. The state Court Administrator is unable to discharge his duties as specified in NRS § 1.360. Clerical operations within trial courts are error prone, manpower intensive and unable to cope with increasing workload.

The purpose of this document is to refine that schedule and present a more detailed identification of the tasks involved, the time frames within which they are to be performed, and to identify some of the significant barriers to successful JURIS development and implementation.

JURIS Subsystems

The eight modules that define JURIS may be divided into three independent subsystems. Each may be developed independently, and each requires no data from the other two for operation. The hierarchical chart below, which is read left to right, top to bottom, shows JURIS divided into these subsystems.

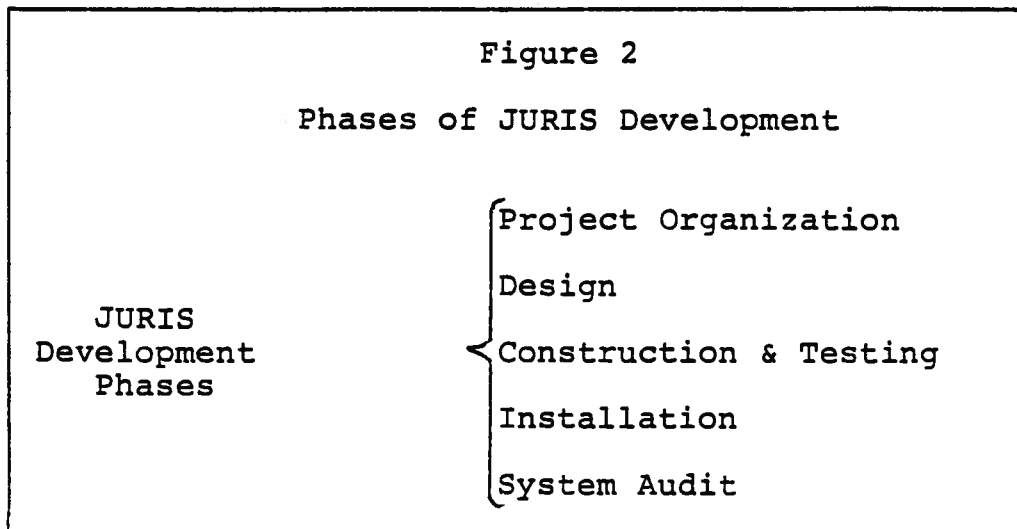


Partitioning of the JURIS modules is required because the technical system development steps will be repeated, perhaps simultaneously, for each of the three JURIS modules. Although the Standardized Records Management Module could be considered separately from the other Basic JURIS Subsystem modules, (it was considered separately in the system development discussion (Section 4.0) of the cost benefits analysis), it has been integrated into the Basic JURIS Subsystem here because it will comprise the entire system for Type I and Type II courts. Within the Basic JURIS Subsystem, there is an appropriate sequence of module development because much of the data used by some of the modules is derived from data actually collected for others.

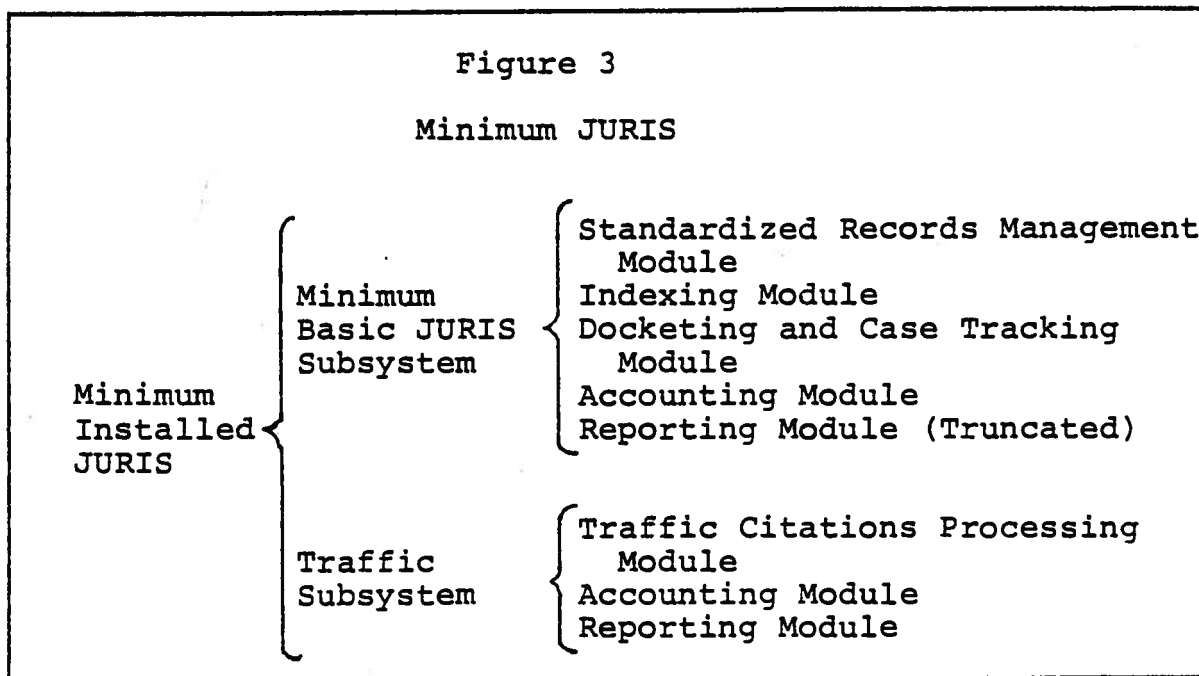
For example, the Reporting Module uses data extracted or computed from data collected for the other modules. By the same token, all of the data about fines, fees, and forfeitures to be used by the Accounting Module will be obtained from the Docketing and Case Tracking Module.

JURIS Development Steps

JURIS development will consist of the following major phases.



In order to design a system that will ultimately be capable of supporting every JURIS module, all three of the JURIS Subsystems should be developed through the Design Phase. The Construction and Testing and the Installation Phases for the Traffic or Warrants, Summonses and Subpoena Control Modules and for parts of the Basic JURIS Subsystems can be deferred until a later date. However, to meet the basic needs of the state courts and state Court Administrator, a minimum JURIS should consist of the following configuration.

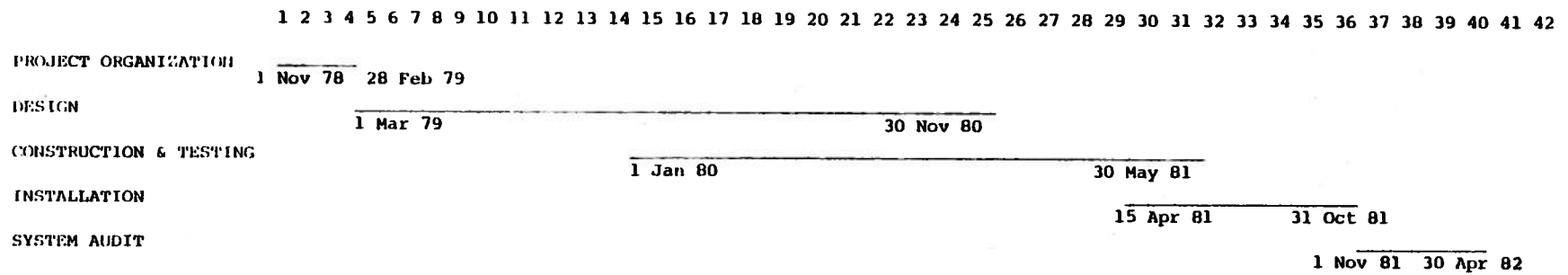


The remainder of this Action Plan discusses each of the phases of JURIS development in detail.

The overall schedule for the phases of JURIS development is depicted on the next page.

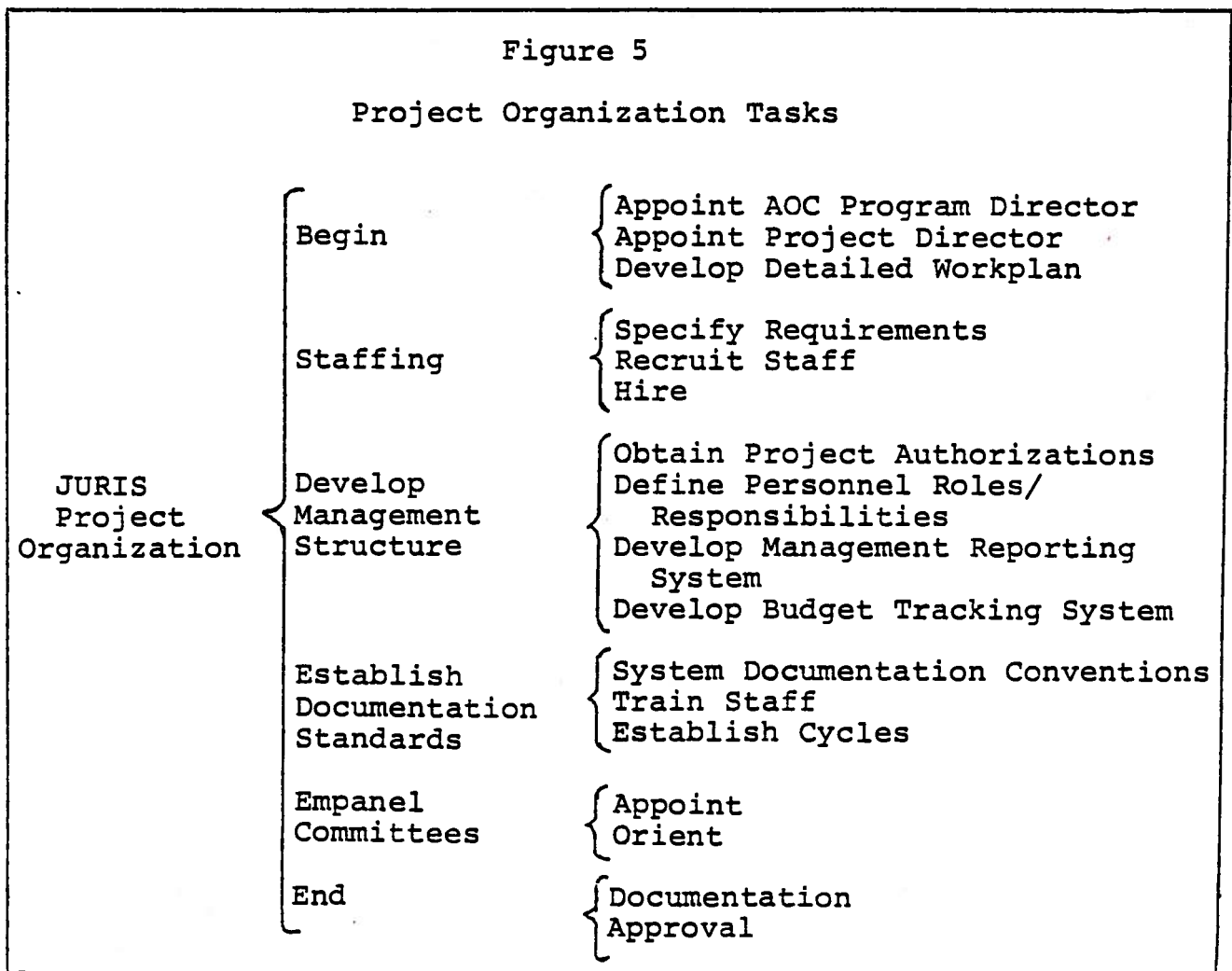
Figure 4

JURIS DEVELOPMENT SCHEDULE



PROJECT ORGANIZATION PHASE

Although only four months in duration, the importance of Project Organization far exceeds the relative time it consumes. When this phase is complete, a project structure manned by project personnel and oversight committees will be in place, with responsibilities defined and a reporting network installed that will enable the project to move forward unimpeded. Figure 5 below shows the major tasks of Project Organization.



The beginning task is based on an assumption that staffing for the JURIS project will follow the recommendations made in "Cost Benefits Analysis for the Nevada Courts". Figure 6 provides the recommended staffing budget. The AOC Program Director and the Project Director will begin detailed planning of the design phase tasks as they recruit and hire staff for the project.

The management structure defines the authorities, responsibilities and lines of communication between all the personnel involved with the project. This structure enables the coordination of many simultaneous activities so that the project objectives can be successfully realized. Typical authorizations that must be obtained for the JURIS development team are to:

- encumber funds;
- hire staff members;
- approve deliverables;
- procure supplies;
- obtain contractual assistance.

Management reporting and budget tracking systems will allow administrative personnel at the AOC to keep abreast of the JURIS project without participating on a daily basis.

JURIS documentation standards will enable JURIS to be documented as it is developed and will ensure that staff members developing different modules will use the same documentation conventions. The documentation standards will also specify time frames for completing the computer programs and system documentation.

Figure 6
Personnel Budget for the
Development and Operation of JURIS

ADMINISTRATIVE OFFICE STAFF	MONTHLY	1979		1980		1981		1982 ONWARD		
		MAN MONTHS	TOTAL	MAN MONTHS	TOTAL	MAN MONTHS	TOTAL	MAN MONTHS	TOTAL	
Court Administrator	\$2,500 ¹	1	\$ 2,500	5	\$ 1,250	5	\$ 1,250			
Program Director	2,083	8	16,664	9	18,747	9	18,747	6	\$ 12,498	
Senior Systems Analyst	2,083	12	24,996	12	24,996	12	24,996	12	24,996	
Systems Analyst/Programmer	1,875			7	13,125	12	22,500	12	22,500	
Programmer (2)	1,810					24	43,440	12	21,720	
Operator	1,562					6	9,372	12	18,744	
Statistician	1,562	12		10		7	10,934	6	9,372	
Secretarial	1,000	12	12,000	12	12,000	12	12,000	12	12,000	
TEMPORARY PROJECT STAFF										
Project Director	3,125 ²	12	37,500	12	37,500	12	37,500			
Systems Analyst/Designer	3,125	12	37,500	12	37,500	12	37,500			
Systems Analyst/Programmer	1,875			6	11,250	12	22,500			
Technical Writer	1,875	12	22,500	12	22,500	12	22,500			
Secretarial	1,000	12	12,000	12	12,000	12	12,000			
TOTALS			<u>\$165,660</u>		<u>\$190,868</u>		<u>\$275,239</u>		<u>\$121,830</u>	

¹ Monthly figures include 25% overhead/payroll rate

² Based on \$125/day basis

A committee of JURIS users is essential for the project to be a success. This is the primary vehicle by which courts personnel are made to understand that JURIS is being developed primarily for them and not purely as a statistical system for the state Court Administrator. Their approval of all major project deliverables will be an endorsement of JURIS and will assure that JURIS will work in an operational environment. Membership in this committee should consist of 15 persons, one judge and two clerks from each of the four types of courts defined in the cost benefits analysis, a data user from the AOC and two members of the Judicial Planning Committee. Even if the subsequent phases of JURIS development must be delayed until funds to support the Oversight Committee are found, JURIS development should not commence until this committee is appointed and has had its first meeting. An early start is recommended because several of the subsequent development steps require field surveys, and inclement weather during the winter months can cause serious delays in completion of the surveys.

The only barriers to the completion of the project organization phase of JURIS development have traditionally been attitudinal. In many system development projects, administration fails to recognize or chooses to ignore the necessity of a formal project organization. The benefits resulting from a formal project organization phase are project control, staff accountability and a smoothly functioning JURIS development team.

JURIS DESIGN PHASE

As Figure 7 indicates, there are five major tasks associated with the JURIS design phase. This phase of the JURIS project absorbs more time than any other. If JURIS is well designed (that is, specified and documented to the greatest possible level of detail), then the following phases are straightforward. Construction and testing are limited by the detail in the design, for a program cannot be written from an incomplete design unless the programmer makes assumptions or asks the analyst for more detail. In either event there is a high probability that these details will not be documented. Such ad hoc designing usually results in a system which is, at best, difficult to understand and, at worst, unusable. Either the individual programs interrelate so poorly that the system will not run or there are hidden logic and programming errors which will result in erroneous data reporting or a system failure at some unpredictable future date.

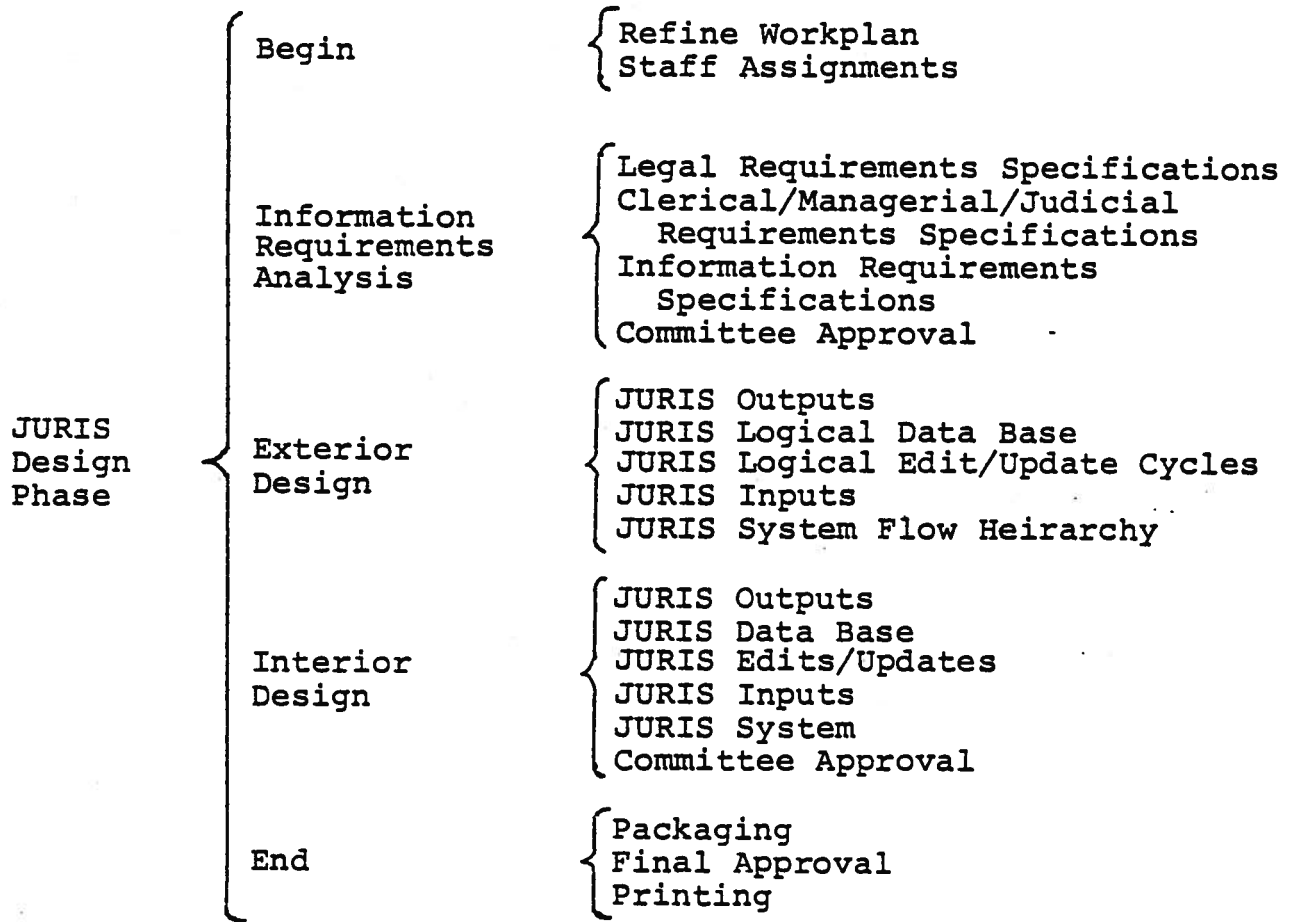
Information Requirements Analysis

This step is concerned with defining the information needs of the users of JURIS information, in this case the clerical, managerial and judicial personnel of the District, Justice and Municipal Courts of the state as well as the planning, budgeting and administrative staff of the AOC.

There are two types of information requirements that must be satisfied by JURIS. The first is legal, in that there are

Figure 7

JURIS Design Phase



legal requirements pertaining to the minimum amount of information that must be shown on court records. The second set of requirements consists of those requirements necessary to support the clerical, managerial and judicial functions of the trial courts, and the administrative, managerial and reporting functions of the Administrative Office of the Courts. These two sets of requirements are the independent variables of the system; once defined, all of the following system development steps are pointed at satisfying them.

The determination of legal requirements can be accomplished through an analysis of the statutes. Determining the clerical, managerial and judicial information requirements, however, requires an extensive field survey. Most of this survey will be concerned with that information that relates to the Standardized Records Management Module, since court records drive JURIS. Ideally, every court in the state should be visited and samples of every form used in each of those courts should be obtained. For those forms, such as bound docket books, of which samples would be impractical to obtain, photographs should be taken. Clerks, judges and local bar should be interviewed to obtain detailed information on how each of these forms are completed, routed, stored and otherwise used. All of the procedures for handling all court documents should be documented.

At the same time, the interviews should be constructed to determine in detail the functions and duties that court personnel perform, and the information that is required to perform each.

Another component of the study is to contact other courts throughout the United States to obtain examples of forms and case records management procedures and systems in use in those various other states.

Finally, all of this data will be translated into a set of specifications of the information that is required by judges, clerks, managers and the local bar in order for them to perform their duties. Included should be legal constraints on any of this information. These specifications will discuss the general functions and duties of all personnel involved with the judicial process, with example output reports showing the information that is required to support each. The information requirements will also specify the data elements that are necessary to produce those outputs.

The information requirements specifications should be formally documented and presented to the advisory committee for their recommendations. As Figure 8 indicates, information requirements analysis should commence on 1 March 1979 and be completed by 30 November 1979. The information requirements analysis is the longest single task of JURIS development. Its length is an indication of its importance to the ultimate success of JURIS. It is essential that the information requirements analysis result in a clear definition of the duties and responsibilities of all affected personnel and a clear description of all steps of the judicial processes for all case types. It is also critical that all affected personnel throughout the

Figure 8

JURIS Design Phase Schedule

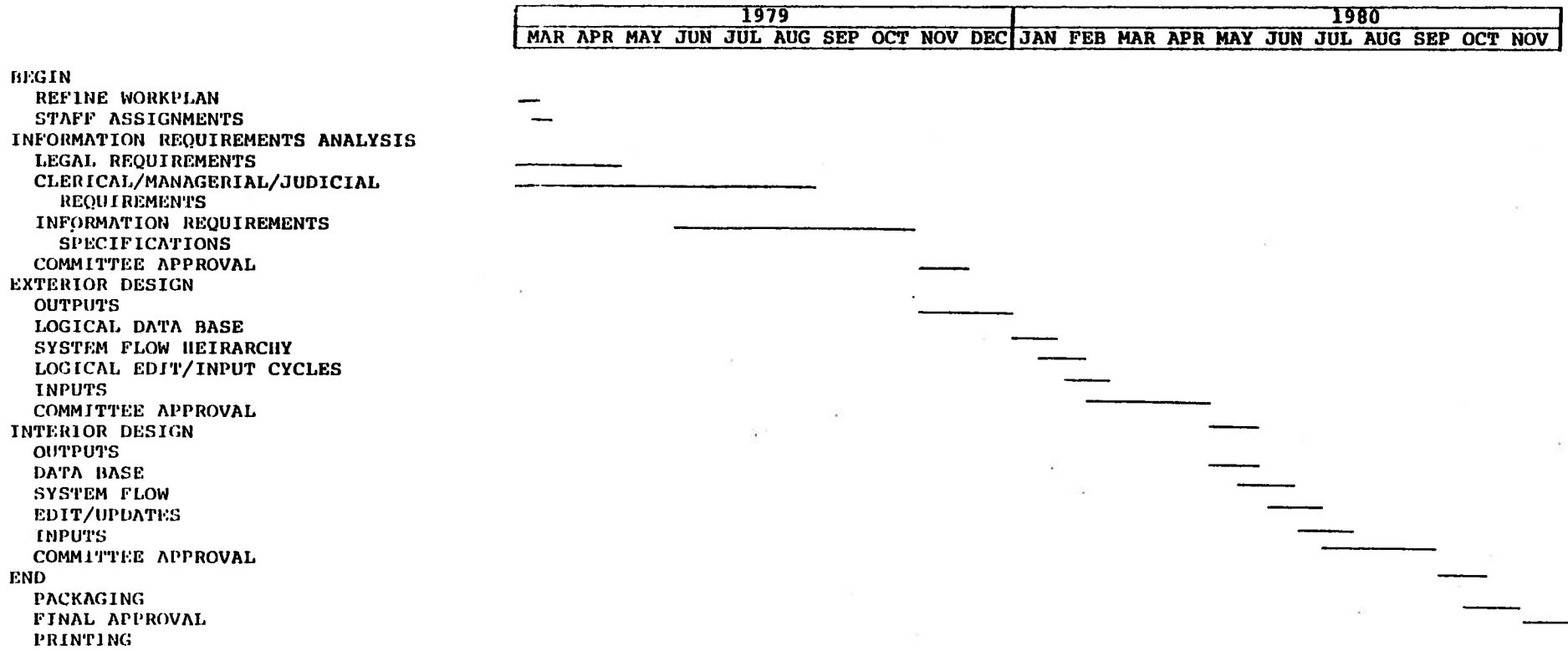


Exhibit F-2

-14-

state be allowed to review for comment the information requirements specifications that will ultimately define JURIS.

Exterior Design

The exterior design is the first complete definition of JURIS. In non-technical language, the exterior design defines what JURIS will produce in the way of information, when the information will be produced and who will receive it; the data elements that will be required to produce the information; how the data will be organized; how and when the data will be processed; how and when the data will be edited and the record updated and the kinds of inputs that will be required to operate the system.

The exterior design will largely define the Standardized Records Management Module, and will include procedures for managing documents, recommended storage media, file organization and drafts of all forms. The exterior design is the basic reference that is used by all participants in JURIS development when discussing the system. Any changes that are made in the system must also be made to the exterior design document so that it always reflects the current functioning of the system.

As Figure 8 indicates, exterior design should commence on 1 November 1979 and be completed by 30 April 1980.

Interior Design

The interior design is the technical definition of the system. The format, content and layout of all outputs are finalized, the data base including all keys is defined and

charted, the system flow is charted, and estimates of the numbers of transactions that the system must support are calculated. All program logic is constructed to a level of detail that will allow coding. If possible, actual forms are printed on a pilot basis. The interior design is the document that will be handed to system designers and programmers and from which detailed hardware specifications will be developed and programs will be written.

Once committee approval is secured, the information requirements analysis, the exterior and the interior design should be printed and bound in three-ring binders as part of the permanent set of documentation. As Figure 8 shows, interior design begins on 1 May 1980 and is completed by 15 October 1980.

JURIS CONSTRUCTION AND TESTING PHASE

In this phase of JURIS development, pieces of the system are constructed, integrated and tested in an operational environment, and refined for installation statewide. This is a technical phase, dependent upon the design phase, and since it will not occur for some time, discussion about this phase is limited. Figure 9 shows each of the five major tasks that must be accomplished to successfully complete the construction and testing phase.

Begin

At this point in JURIS development it will be necessary to hire the additional programmers that have been proposed for the personnel budget. These new personnel will also have to be trained in the documentation conventions that are being used by the development staff as well as acquainted with the managerial structure and the interior design itself. Figure 10 shows the task commencing on 2 January 1980 and ending 7 April 1980.

Hardware Acquisition

The specifications for hardware capabilities will largely be produced as a byproduct of performing the interior design. The size of the operating system, the number and speed of transactions that must be supported, teleprocessing capabilities and overhead required to support system software will be assembled into a set of specifications. Another set of specifications having to do with reliability, availability, service and general compatibility

Figure 9

JURIS Construction & Testing Phase

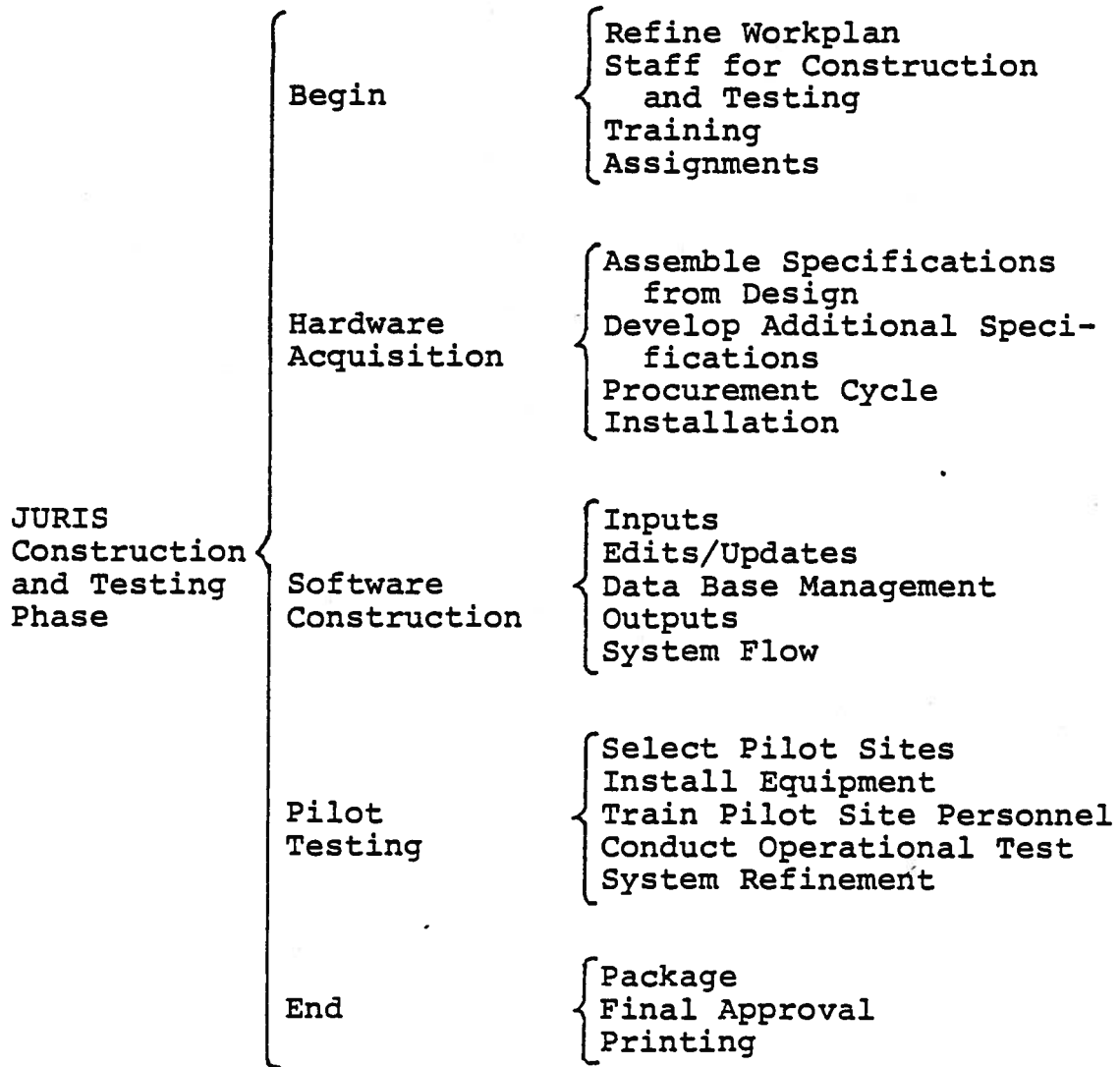
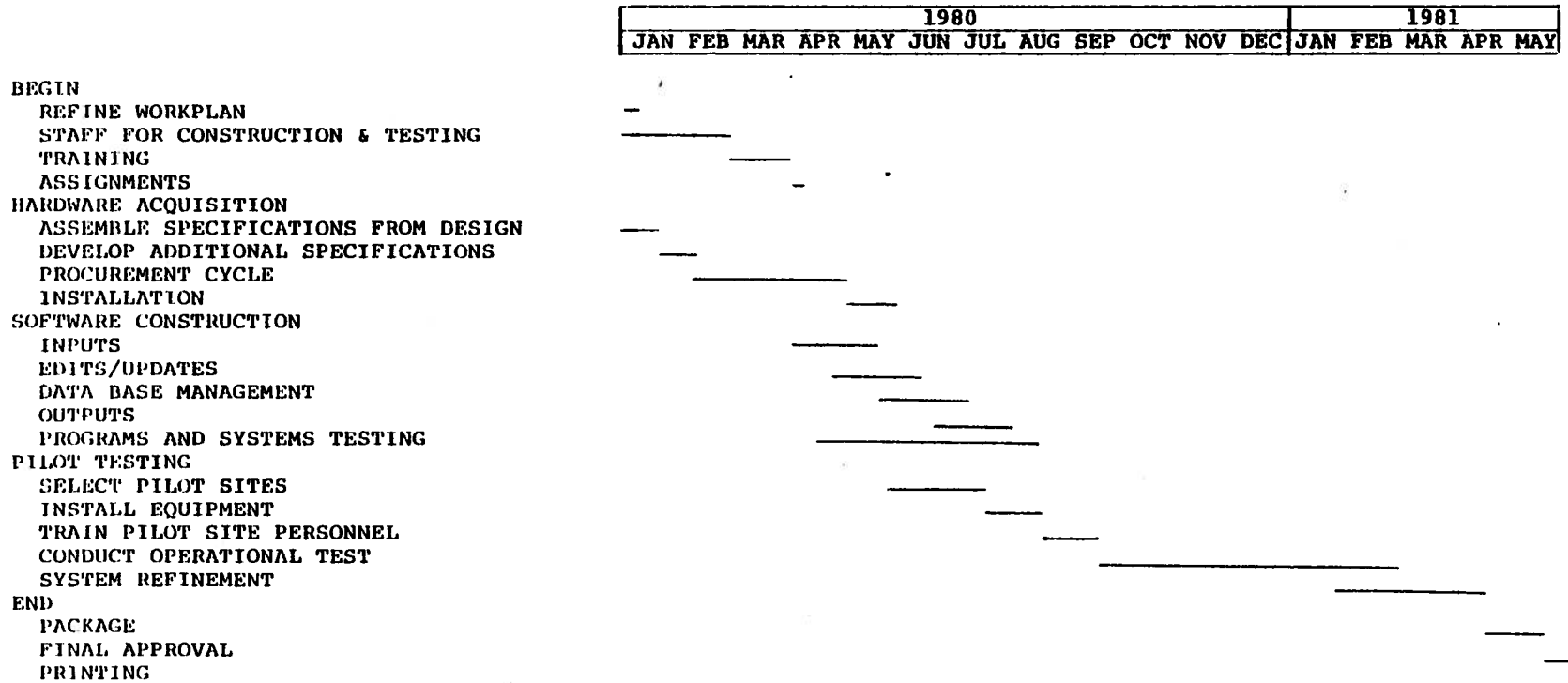


Figure 10

JURIS Construction and
Testing Phase Schedule



will also be developed. A benchmark test and a test data base will be developed for the purpose of testing applicant systems. The procurement cycle will include the preparation of requests for proposals; the development and use of a process for evaluating the responses to ensure objectivity; the conduct of benchmark testing; selection of finalists; negotiations and the final selection of the contractor. Contracts will be executed so that acceptance is contingent upon a series of tests which will be conducted at the time of installation. As Figure 10 indicates, hardware acquisition should commence on 1 January 1980 with the equipment installed by 30 May 1980.

Software Construction

This step of development is concerned with writing and testing programs, integrating the programs into a system and testing the system as a whole. It should commence on 1 April 1980 and be completed by 1 September 1980. This is a relatively short time frame for the development of software, but if the system is well designed and the interior design contains all of the system and programming logic clearly charted in detail, then the system can be ready for pilot implementation after only five months of software development.

Pilot Testing

After selecting sites for testing JURIS, installing all necessary equipment, including forms and files, and training pilot site personnel, a 5½ month operational test will commence.

It will be designed to uncover any problems with the system and perfect an approach to the training of court personnel to use JURIS. The commencement of the operational test coincides with the completion of the development of the standardized records management module, at the end of the interior design task on 1 August 1980. System refinement will be the process of making adjustments to the system as dictated by any difficulties that users encounter. As Figure 10 illustrates, the JURIS construction and testing phase will commence on 1 January 1980 and be completed on 15 June 1981.

JURIS INSTALLATION PHASE

This phase of JURIS development is concerned with implementing the system statewide. As Figure 11 shows, there are four major tasks that must be accomplished between 1 April 1981 and 1 November 1981 (see Figure 12).

Begin

A changeover plan and schedule must be developed for conducting training and installing equipment in all of the jurisdictions throughout the state of Nevada. Staff will be assigned to conduct the training and assist the equipment vendors as required to install equipment locally. The distribution logistics referred to in Figure 11 are concerned with a network for the delivery of all of the JURIS standardized citations, legal forms, clerical forms, indexing materials, computer tapes, paper, and so forth. This system will insure the smooth flow of data in and out of JURIS, unimpeded by the exhaustion of supplies upon which JURIS is dependent.

Train Local Personnel

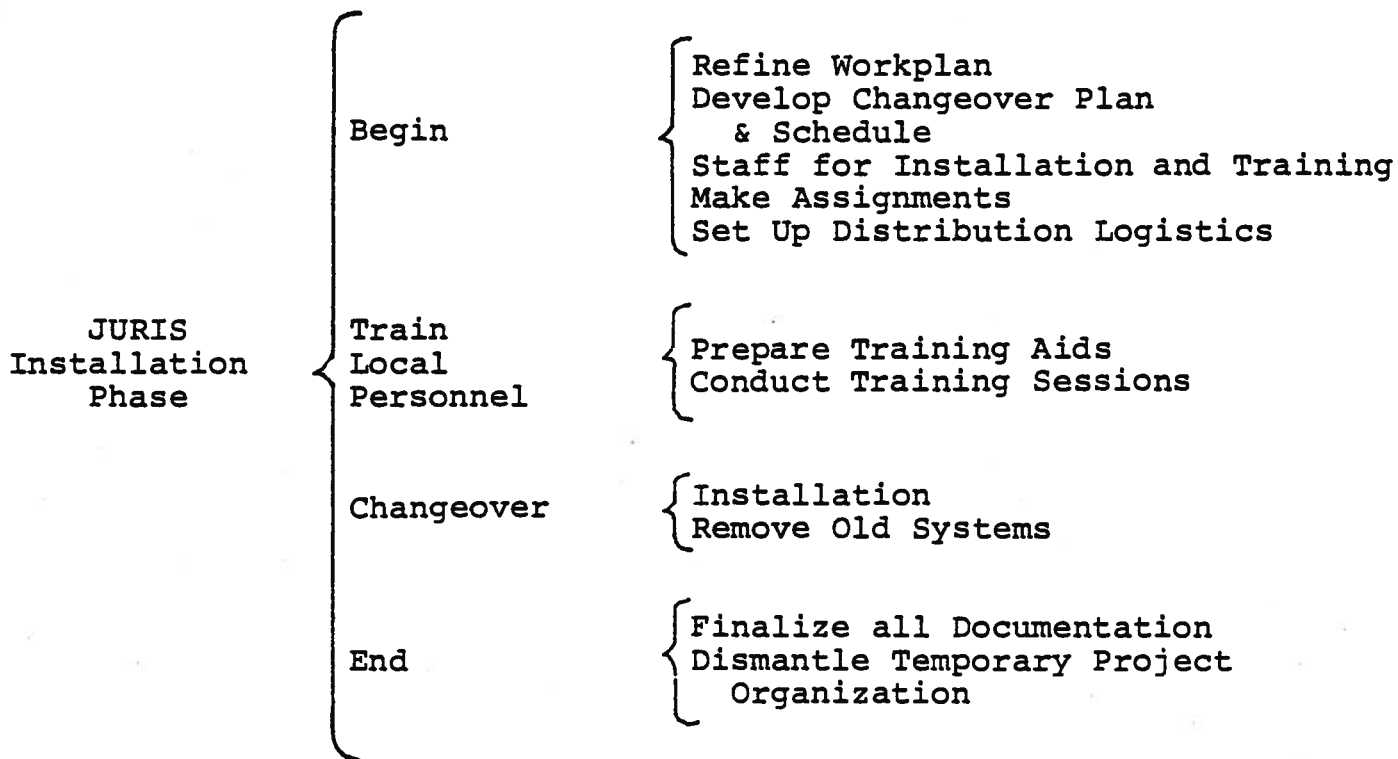
This task is concerned with the construction of a training program so that training staff can operate independently, yet exactly the same training will be provided to all personnel, regardless of locality.

Changeover

Changeover consists of the actual installation of all JURIS equipment in the field plus the removal of those old

Figure 11

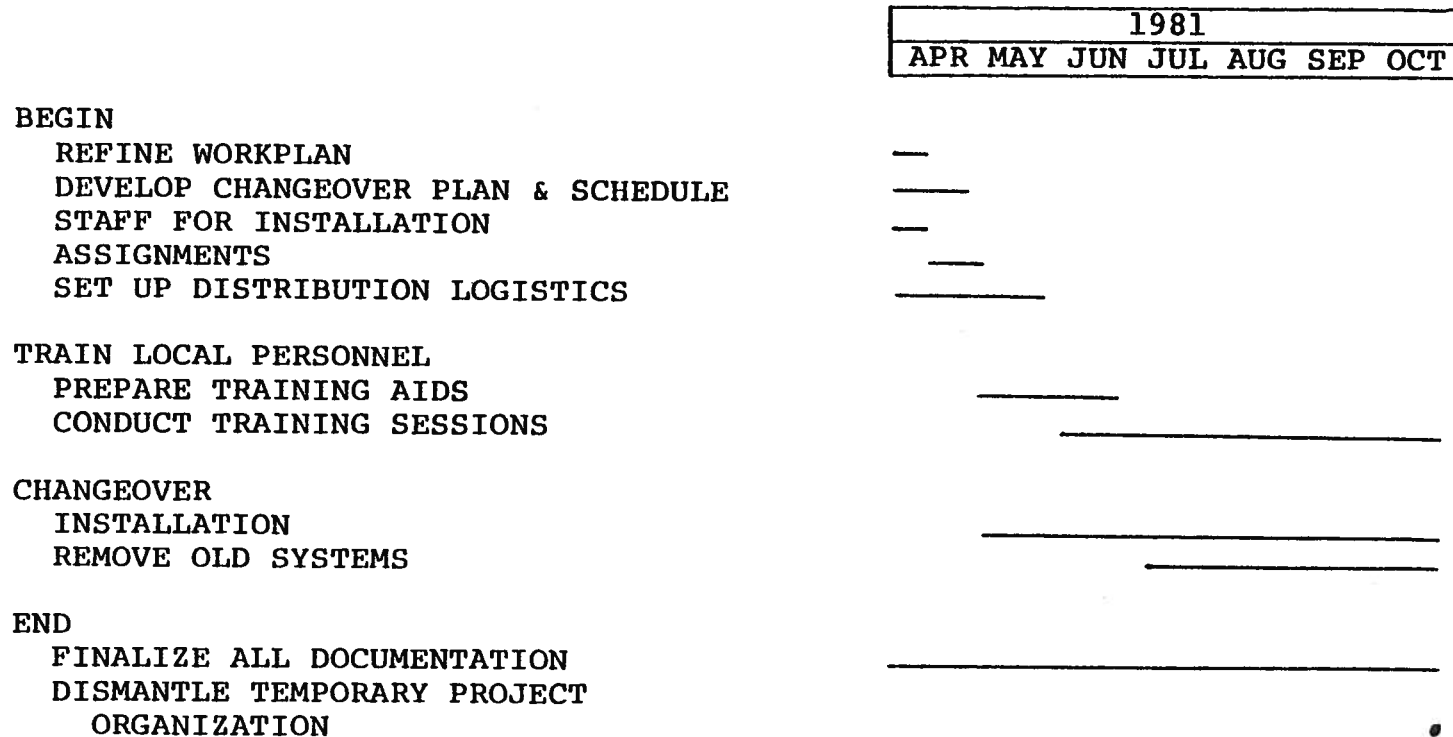
JURIS Installation Phase



system components such as indexes and filing systems upon which clerical staff might remain dependent. Figure 12 shows the installation phase commencing on 1 April 1981 and ending on 31 October 1981.

Figure 12

JURIS INSTALLATION PHASE SCHEDULE



JURIS SYSTEM AUDIT PHASE

A complex venture such as the development and implementation of a statewide judicial uniform record information system should never be simply performed and installed. The system should not be considered to be operational until it has stabilized and is operating in a live environment for some period of time. The tasks involved in this phase reflect that viewpoint. As Figure 13 indicates, the JURIS system audit phase will consist of six major tasks.

Data Validation

Data validation is the process of collecting, analyzing and evaluating the quality of data coming in from the field. A series of statistical programs can identify adherence to codes or coding peculiarities. The data validation process will identify those jurisdictions that are having difficulties in providing high quality data, and will indicate interpretation problems with the JURIS coding manual.

User Survey

After statewide conversion has been completed, and all the courts have had an opportunity to use JURIS as a live system, the Administrative Office needs to return to the field to survey all of the users concerning their usage of the system and seek areas in which the system can be improved. This is an activity that can take place simultaneously with data validation. (See Figure 14).

Figure 13

JURIS System Audit Phase

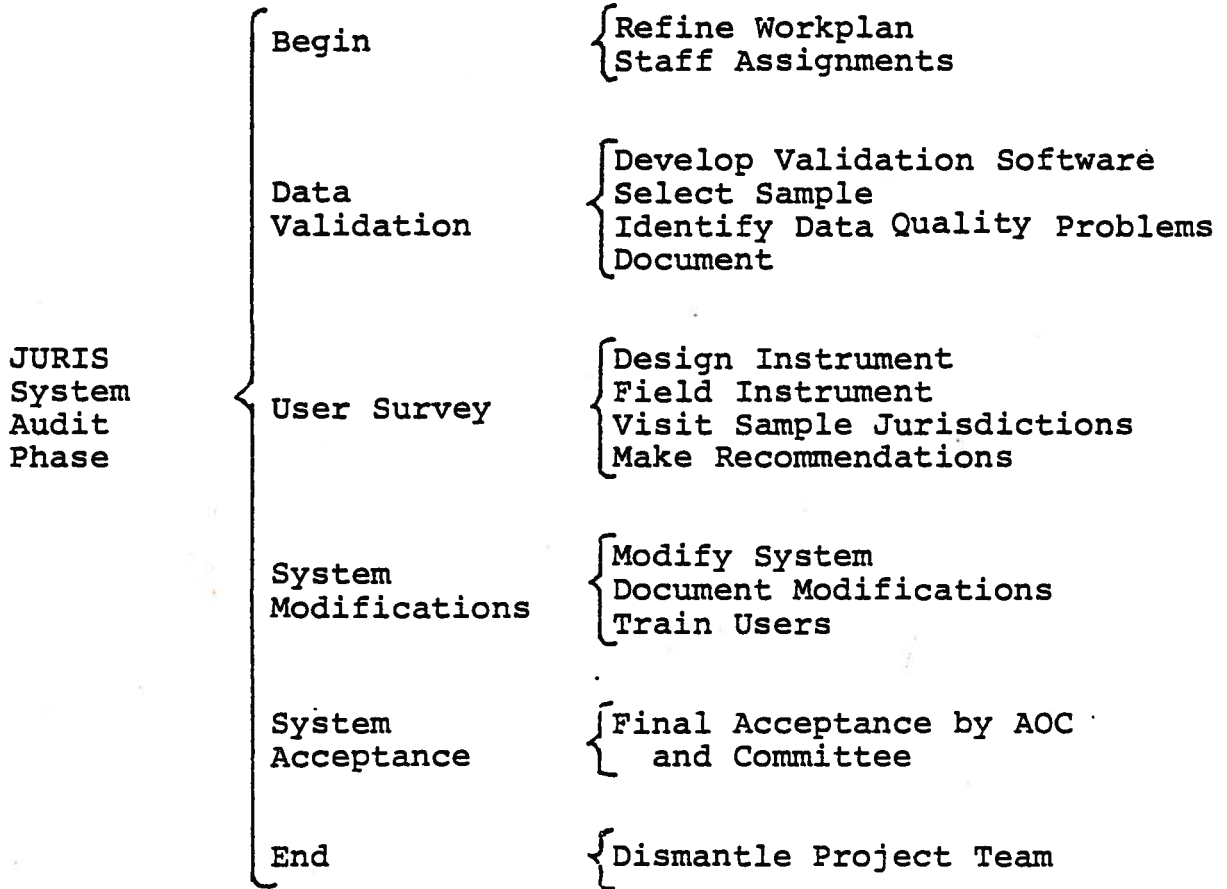
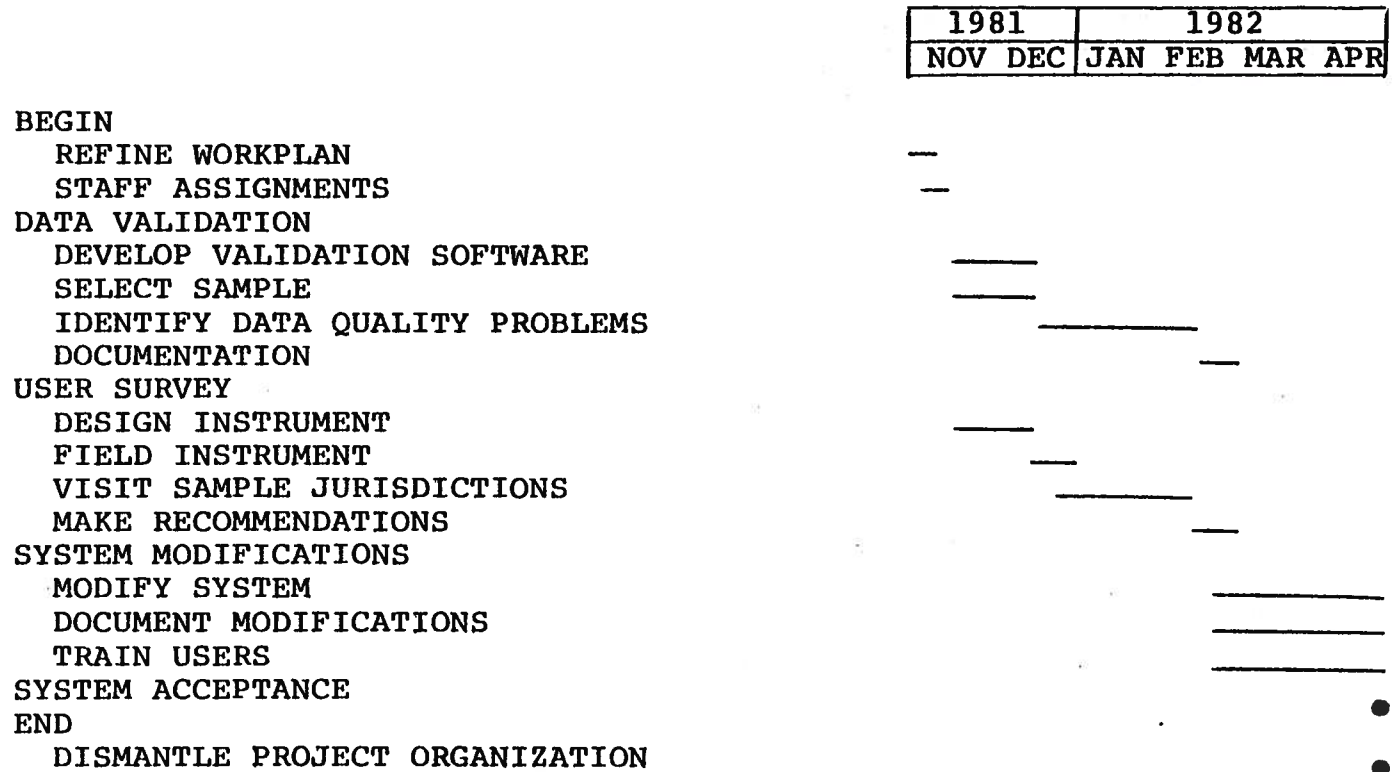


Figure 14

JURIS System Audit Phase Schedule



System Modifications

Based on the difficulty that users encounter in operating JURIS and based on the data quality problems encountered in data validation, JURIS will be modified. Most modifications will probably occur in the JURIS users' manual, particularly in the coding instructions. These modifications should be documented and those that affect the way the system operates should be documented all the way back to and including the exterior design document. Finally, JURIS user training will have to be extended to acquaint the users with the modifications.

System Acceptance

This is the formal acceptance of JURIS by the Administrative Office and the Oversight Committee. Acceptance will signal the commencement of JURIS as an operational system.

As shown in Figure 14, JURIS system audit phase will commence on 1 November 1981 and be completed by 30 April 1982.

SUPREME COURT OF NEVADA
JOHN MOWBRAY, CHIEF JUSTICE
CAPITOL COMPLEX
CARSON CITY, NEVADA 89710



May 3, 1979

ATTACHMENT G

Honorable Floyd R. Lamb, Chairman
Senate Finance Committee
Legislative Building - Room 231
Carson City, Nevada 89701

Dear Senator Lamb:

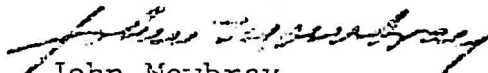
This letter is written in the hopes of clearing up an unfortunate misunderstanding between our Court and your fiscal staff analyst regarding the Supreme Court budget in the following particulars:

1. It was generally agreed, subject of course to your Committee's approval, that in augmenting this Court's staff, two staff attorneys should be added. It was discussed that Douglas Hill, counsel for the Administrative Office of the Court, had announced his retirement effective July 1. This, for some reason, later was interpreted to mean that the position would not be filled, and the analyst transferred the position to this court. Such will not be the case, as the position is definitely needed where it now stands. We request, therefore, authorization for two rather than one additional staff attorneys for the Court, as was the intendment resulting from the conference with your analyst.

2. On Page 151 of the budget, Administrative Assistant II is an error in that that position is presently held by one who is working as an Administrative Assistant III, and the position should be upgraded accordingly.

We would ask that the budget be corrected to reflect the above.

Sincerely yours,


John Mowbray

JM:mw

SENATE BILL NO. 532—SENATOR JACOBSEN

APRIL 26, 1979

Referred to Committee on Government Affairs

SUMMARY—Provides for separate disability retirement allowances for police officers and firemen. (BDR 23-1823)

FISCAL NOTE: Effect on Local Government: No.
Effect on the State or on Industrial Insurance: Yes.

EXPLANATION—Matter in *italics* is new; matter in brackets [] is material to be omitted.

AN ACT relating to public employees' retirement; creating special provisions governing the disability retirement allowances of police officers and firemen; and providing other matters properly relating thereto.

The People of the State of Nevada, represented in Senate and Assembly, do enact as follows:

SECTION 1. Chapter 286 of NRS is hereby amended by adding thereto a new section which shall read as follows:

1. A police officer or fireman who is a member of the system and who becomes totally unable to work because of injury or mental or physical illness is entitled to receive a disability retirement allowance of not less than 50 percent of his compensation at the time he became disabled if:

(a) His employment is terminated because of that disability;

(b) He is in the employ of a participating member at the time of his incapacitation for service;

(c) He files, or there is filed on his behalf, an official application for disability retirement with the system before termination of his employment with his public employer;

(d) His public employer files an official statement certifying the member's employment record, work evaluations, record of disability and absences that have resulted therefrom; and

(e) His immediate supervisor files an official statement concerning the disability, its effect upon his performance after the disability, the functions he can no longer perform as a result of his disability, and the related functions, if any, which he can perform despite his disability.

2. A disabled, retired police officer or fireman may:

(a) Apply for disability retirement even if he is eligible for regular retirement; and

(b) Name a beneficiary and select one of the options provided by NRS 286.590.

3. Nothing contained in this section:

(a) Limits the disability retirement allowance of a disabled police officer or fireman to 50 percent of his compensation at the time of his disability if he is otherwise entitled to a higher percentage; or

(b) Limits or affects any other benefits or allowances to which he is otherwise entitled.

SEC. 2. NRS 286.620 is hereby amended to read as follows:

286.620 1. A member of the system, except a police officer or fireman, who has 5 years or more of service and who becomes totally unable to work due to injury or mental or physical illness will receive a disability retirement allowance if:

(a) His employment is terminated because of such disability;

(b) He is in the employ of a participating member at the time of incapacitation for service;

(c) He has been in such employ for a minimum period of 6 months prior to such incapacitation unless such incapacitation is the result of injuries incurred in the course of such employment;

(d) He files official application for disability retirement with the system prior to termination of employment with the public employer;

(e) The public employer files an official statement certifying the member's employment record, work evaluations, record of disability and absences that have occurred because of the disability; and

(f) The immediate supervisor of the member files an official statement regarding the disability incident, effect upon the work of the member after the disability, job functions that can no longer be performed because of the disability, and whether or not there are related activities that can be performed by the member.

2. If 6 months or more of employment immediately precede the incapacitation, such injury or mental or physical illness need not have arisen out of and in the course of employment.

3. Such disability retirement allowance shall be calculated in the same manner and under the same conditions as provided for service retirement calculations in NRS 286.551, except that age is not a condition of eligibility and that the allowance shall be reduced by the amount of any other benefit received from any source on account of the same disability:

(a) If such benefit is provided or was purchased by the expenditure of public moneys; and

(b) To the extent that the total benefit would otherwise exceed his average compensation.

4. A disability retiree may name a beneficiary and select a retirement option as provided in NRS 286.590.

5. A member may apply for disability retirement even if he is eligible for regular retirement.

ATTACHMENT H

2425

ELBERT B. EDWARDS
CHAIRMAN EMERITUS

VERNON BENNETT
EXECUTIVE OFFICER

WILL KEATING
ASSISTANT EXECUTIVE OFFICER

STATE OF NEVADA



PUBLIC EMPLOYEES RETIREMENT SYSTEM

P.O. Box 1569
CARSON CITY, NEVADA 89701
TELEPHONE (702) 885-4200

RETIREMENT BOARD

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BOYD D. MANNING
DONALD L. REAM

May 3, 1979

The Honorable Floyd R. Lamb
Chairman, Senate Finance Committee
Legislative Building
Carson City, Nevada 89701

ATTACHMENT I

Ref: SB 532

Dear Senator Lamb:

The Retirement System is opposed to SB 532. This bill would provide police officers and firemen with first day eligibility for disability retirement regardless of whether or not it was job incurred. The bill would also provide a minimum 50% of salary benefit regardless of service credit. Therefore, a police or firemen earning \$1,000 per month could come to work, become totally disabled by an athletic injury on a weekend after one week of employment and be eligible for a monthly benefit from the System equal to \$500 per month for the rest of his natural life.

We disagree with the statement in the summary of the bill that there will be no fiscal impact on local government. Our Actuary, Dr. John Mackin of the Martin E. Segal Company, estimates that it will cost approximately .8% of police/firemen payroll to provide funding for this new provision. This would be approximately \$205,200 during the first year and \$227,772 during the second year. There are no provisions in SB 532 to provide the necessary increases in employee and employer contribution rates to fund this benefit.

The bill also removes the current 100% limitation of average salary for total benefits from public employment for the same disability. NIC provides a two-thirds of salary benefit to those employees disabled because of a job related accident. The NIC benefit, in addition to the minimum 50% to be provided in this bill, if passed, would provide an employee a disability allowance that would exceed his salary.

This bill was not recommended by the Police and Firemen Retirement Fund Advisory Committee or any of the police and firemen employee associations to our knowledge. Therefore, we recommend that you indefinitely postpone consideration of SB 532 and request that the Legislative Interim Retirement Committee and the Police and Firemen Retirement Fund Advisory Committee evaluate this situation during the next biennium.

Respectfully submitted

Vernon Bennett
VERNON BENNETT
Executive Officer

c.c.: Senate Finance Committee
Retirement Board
Police & Firemen Advisory Committee

VB:bb

S. B. 537

SENATE BILL NO. 537—COMMITTEE ON FINANCE

APRIL 27, 1979

Referred to Committee on Finance

SUMMARY—Increases salaries of certain state employees. (BDR 23-1777)

FISCAL NOTE: Effect on Local Government: No.
Effect on the State or on Industrial Insurance: Yes.

EXPLANATION—Matter in *italics* is new; matter in brackets [] is material to be omitted.

AN ACT relating to public employees; increasing the salaries of certain state employees; and providing other-matters properly relating thereto.

The People of the State of Nevada, represented in Senate and Assembly, do enact as follows:

SECTION 1. NRS 281.123 is hereby amended to read as follows:
281.123 1. Except as provided in subsections 2 and 3 of this section and in NRS 281.1233 and 281.1235, or authorized by statute referring specially to that position, the salary of a person employed by the State of Nevada, any political subdivision of the state or any agency of the state [shall] must not exceed 95 percent of the salary for the office of governor during the same period.

2. The provisions of subsection 1 [shall] do not operate to reduce the salary which any public employee was receiving on June 30, 1975.

3. The provisions of subsection 1 do not apply to the salaries of dentists and physicians [and surgeons] employed full time by the state.

SEC. 2. No employee in the classified service of the state, except those employees described within this section, may receive a salary exceeding \$40,808 a year. Employees filling the following described positions in the classified service may receive annual salaries not to exceed the following specified amounts:

17	Chief, dental health services (Range A).....	\$42,792
18	Chief, dental health services (Range B).....	42,940
19	Chief, dental health services (Range C).....	44,682
20	Chief, maternal and child health (Range A).....	42,909
21	Chief, maternal and child health (Range B).....	46,943
22	Chief, maternal and child health (Range C).....	47,969
23	Chief, preventive medical services (Range A).....	42,909
24	Chief, preventive medical services (Range B).....	46,943
25	Chief, preventive medical services (Range C).....	47,969
26	Senior physician (Range A).....	40,899

1	Senior physician (Range B).....	\$45,019
2	Senior physician (Range C).....	46,943
3	Senior psychiatrist (Range A).....	45,019
4	Senior psychiatrist (Range B).....	46,943
5	Senior psychiatrist (Range C).....	47,969
6	Senior public health dentist (Range A).....	35,413
7	Senior public health dentist (Range B).....	38,983
8	Senior public health dentist (Range C).....	41,010
9	State health officer (Range A).....	46,943
10	State health officer (Range B).....	47,969
11	State health officer (Range C).....	48,994
12	Welfare medical care officer.....	40,929
13	Senior institutional dentist (Range A).....	35,413
14	Senior institutional dentist (Range B).....	40,929
15	State welfare administrator.....	35,321

16 As used in this section a senior psychiatrist (Range B) is a psychiatrist eligible for certification by the American Board of Psychiatry. A senior psychiatrist (Range C) is a psychiatrist certified by the American Board of Psychiatry. A senior psychiatrist (Range A) is a psychiatrist not so certified or eligible.

21 SEC. 3. Except as otherwise provided in this section and subsection 5 of NRS 284.175, every employee in the classified service of the state may receive a salary adjustment, not to exceed 5.5 percent, based upon the movement of the National Consumer Price Index for All Urban Consumers for the months of October 1978 through September 1979, to take effect January 1, 1980. An additional salary adjustment of 1 percent for a total adjustment not to exceed 6.5 percent may be received if the guidelines or regulations of the Federal Council on Wage and Price Stability are completely removed before the calendar year of 1980 and if the increase in the index for those months is 6.5 percent or more. The percentage increase will be that determined by the advisory personnel commission for employees in the classified service.

33 SEC. 4. Sections 4 and 5 of chapter 506, Statutes of Nevada 1977, 34 at pages 1042 and 1043, respectively, are hereby repealed.

ATTACHMENT J

2427

ATTACHMENT K

The following information has been provided through the Department of Comprehensive Planning for Clark County and its Director, Mr. Pat Shalmey. This is a preliminary review of existing reports and maps of the two subject sections of land.

Section 21: The Soils Maps and reports indicate the land would be fairly expensive to build upon, the soils being sand with some gravel, 2-4% slopes, with possible expansive nature (salts, etc.). The natural drainage is fairly good. The UPRR right of way through the property is significant and includes not only the railroad but additional right of way for a diversion dike. The only road is a restricted road for Nellis Air Force Base use to the immediately adjacent Nellis Gunnery Range. It is in the aluvial fan flood area. An access road would need to be constructed which would be one to two miles in length.

Section 24: Many of the same characteristics would apply to this site; additionally, however, this land has greater slopes, gulleys, erosion, and fast run-off. A portion of the section is within the 100 year flood plain. The soils also would limit the types of construction. Some of the area is suited for moderate industrial usage while other is limited on even industrial use. There is limited access to the property. Property development would require extensive cut and fill and flood control channel construction for flood waters.

Mr. Shalmey would recommend an EIS be prepared as part of a request for Use Permit because of the size, potential impact, soils, and possible flooding characteristics.

Mary Kincaid