CHIEF JUSTICE MAKES HISTORIC ADDRESS TO JOINT SESSION OF STATE LEGISLATURE; TELLS LAWMAKERS UNIFIED JUDICIAL SYSTEM IS STRONG AND DOING WELL; ASKS FOR ADEQUATE FUNDING FOR STATE COURTS

Chief Justice C. C. Torbert, Jr. made what is believed to be the first address in the state's history to a joint session of the State Legislature this past Tuesday. The chief justice's speech dealt with five major areas—budget and fiscal, the Administrative Office of Courts, salaries and retirement, the appellate courts and included a summary of the accomplishments of the Unified Court System during the past year. The full text of the chief justice's address is reprinted in this month's newsletter as follows:

State of the Judiciary

Lt. Governor Beasley, Speaker McCorkodale, my former colleagues of the legislative branch of government, ladies and gentlemen. I am personally gratified for the opportunity you afford me through the enactment of a joint resolution sponsored by Representative Falkenburg to address you today. You honor the office of chief justice, and your invitation gives me the opportunity to discuss with all of you together the current status of the judicial branch of our state government. This occasion is historic in that this is the first time in memory that a chief justice has addressed the State Legislature and it is also of particular significance for me since it was precisely one year ago today that I took the oath of office as Alabama's 25th chief justice.

Having served as a member of the legislature during four administrations, your role in government is one I experienced and will never forget. Your problems and responsibilities are many and varied. Before reviewing our court system and the impact of the Judicial Article, I want to share with you briefly my view of how the courts fit into the scheme of our constitutional government. While the functions of the three co-equal branches of government are independent, they are also interdependent because of the very nature of our constitutional form of government. It is the role of our court system to interpret and decide disputes arising from the creation of laws by the legislature and their execution by the executive. Our Constitution distributes and separates the powers of government among these

(Continued on Page 11)

In situations where it is apparent that a corporation is attempting to file suit in Small Claims Court without an attorney's representation, it is suggested that the following steps be taken by the clerk: (1) The clerk should inform the agent of the corporation that there is a Supreme Court opinion and an Attorney General's opinion to the
effect that a corporation must be represented by an attorney. (2) The clerk should then inform the corporation's agent that the complaint will be filed if the agent insists, and the judge will be notified that it appears the corporation is not represented by an attorney. (3) The clerk should inform the judge to whom the case is assigned that it appears the corporation is not represented by an attorney. The clerk should also inform the judge of the actions taken in accordance with steps one and two.

NEW PERSONNEL DATA SYSTEM IS NOW UNDER DEVELOPMENT

A new personnel data system is under development by the Information Systems Division and computer listings are already being produced. This system will maintain a current file of all employees of the Unified Judicial System, using the personnel action form to note changes as they occur. The caseload reporting system, which uses the "blue card" on which court filings and dispositions are reported, is being changed to include the additional workload from municipal cases for those District Courts which have municipalities coming into the system. This will ensure that a true workload report will be provided for those courts. A revised "blue card" (Form INS-6) and instructions should be mailed soon. If these are not received by the end of January, please contact Nancy L. Lott in the Information Systems Division.

PROPERTY INVENTORIES SHOULD BE COMPLETED BY MARCH IN MOST COURTHOUSE LOCATIONS

Property inventories in most court locations in the state should be completed by March 1.

However, following the completion of inventories, periodic visits will be made by the administrative office staff to ensure that no problems arise in the addition of new property, deletion of old property or any transfer of property. The current financial situation allows for the acquisition of very little equipment and, because of this, the AOC requests cooperation in maintaining the good working order of all property. In counties which have been inventoried, it is requested that "Property Transfer Approval" sheets be sent to the administrative office promptly. These sheets are necessary to make an official transfer of property from the counties to the state. Any questions pertaining to these sheets or about property in general should be directed to Tom F. Young, property manager.

PERSONNEL PROCEDURES MANUAL BEING PREPARED FOR PUBLICATION

The Personnel Division is currently preparing the official Unified Judicial System Personnel Procedures Manual for publication. During the past several months, the original draft copy has been used and a need for some changes in the draft has been recognized. The final product should be much improved because of this period of experience in the new personnel system. The first proofs from the printer are currently in hand and completion of the manual is being expedited.

REGISTER RE-OPENED FOR COURT CLERK III

The Court Clerk III promotional register is re-opened a second time. Even though there are no vacancies for a Court Clerk III at present, all employees
who are presently classified as either a Court Clerk II (0762) or as a Legal Secretary I (0771) and have a minimum of six month's service in that capacity may apply. A typing test (minimum acceptable score: 40 wpm net), to be given by the Alabama State Employment Service, must accompany the application. Applications must be postmarked on or before February 16, 1978, in order to be considered. Contact Ginny Anderson at the AOC to answer any questions.

1977 LEAVE ACCOUNTING CARDS SHOULD BE SENT TO ADMINISTRATIVE OFFICE

The Personnel Division recently issued a call for all administrators to balance the calendar year 1977 Leave Accounting Cards on their employees and forward them, along with copies of approved leave request forms, to the Personnel Division. These leave cards will be audited by the Personnel Division and balances carried forward to 1978 Leave Accounting Cards. The new 1978 cards will then be mailed to administrators. It is hoped to limit the period when administrators are without leave cards. It is requested that 1978 cards be brought up to date immediately after receiving them from Personnel. Please account for all leave accurately.

PERSONNEL UNIT CODES HAVE BEEN CHANGED

Effective immediately, personnel unit codes which identify offices and work units are changed as follows:

<table>
<thead>
<tr>
<th>Office</th>
<th>From</th>
<th>To</th>
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<tbody>
<tr>
<td>Circuit Judge</td>
<td>20</td>
<td>12</td>
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<tr>
<td>Circuit Clerk</td>
<td>30</td>
<td>22</td>
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<tr>
<td>District Judge</td>
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<td>32</td>
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<tr>
<td>District Clerk</td>
<td>32</td>
<td>42</td>
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<tr>
<td>Register</td>
<td>33</td>
<td>52</td>
</tr>
<tr>
<td>Jury Commission</td>
<td>40</td>
<td>62</td>
</tr>
<tr>
<td>Court Administrators</td>
<td>21</td>
<td>72</td>
</tr>
</tbody>
</table>

These new unit codes must be used on all personnel actions which are submitted in the future. Cooperation in this change will assist the Personnel Division in providing better service to all offices within the system.

DISTRIBUTION OF FINES, COSTS OF MUNICIPAL APPEALS TO CIRCUIT COURT TOLD

Circuit Court costs and fines assessed on appeals from Municipal Courts will be distributed on a 90/10 share—90% of court costs to be transmitted to the state and 10% of the fines to be transmitted to the state. Ten percent of the court costs and 90% of the fines are to be returned to the various municipalities. Example—$35.00 court cost would be distributed as follows: $3.50 to municipality and $31.50 to the state. (This $31.50 to be paid directly to the State General Fund and not broken down into the various state funds.) Example—A fine of $100.00 assessed by a circuit judge would be divided as follows: $90.00 to the municipality and $10.00 to the state.

ETHICS STATEMENT MUST BE FILED BY APRIL 30TH

The Administrative Office of Courts reminds all court officials and employees who earn over $15,000 that the Ethics Commission's "Statement of Economic Interests" must be filed no later than April 30. These forms may be obtained by writing the Ethics Commission, 312 Montgomery Street, Montgomery, AL 36104.
LEGAL NOTES

Ned Mitchell, assistant director/legal, for the Administrative Office of Courts, is continuing to research questions posed by clerks & registers at the December meeting. In the following summary of legal notes, Mr. Mitchell incorporates several of those questions and also provides information as to recently released opinions by the Attorney General's office.

* * *

DEFENDANT SERVICE FEES

A question has arisen regarding the appropriateness of charging a $5.00 defendant service fee in a case wherein the defendant is "John Doe, individually, and doing business as John Doe's Body Shop." It is the opinion of this office that there is only one defendant in this case, so that the $5.00 multiple defendant service fee should not be charged. The theory is that suit is completed upon service to "John Doe."

SUBSCRIPTION OF WEEKLY NEWSPAPERS

As previously mentioned, Code of Alabama 1975, Section 6-8-40, provides that clerks and registers must subscribe to each weekly newspaper published within their respective circuits.

In several instances, local legislation has provided otherwise. Code of Alabama 1975, Section 1-1-10, provides that local legislation remains valid. Therefore, local legislation should continue to control in this instance.

1975 CODE OF ALABAMA COST PROVISIONS

As discussed during the December Clerk's and Register's Conference, there appear to be some conflicts between Code provisions and provisions of Act No. 1205, Acts of Alabama, 1975 Regular Session (which have been incorporated into the 1975 Code). A request for a clarifying opinion was submitted to the Attorney General on December 27, 1977. Until such time as an opinion is received, clerks and registers should continue to adhere to the Act No. 1205 cost schedules.

STENOGRAPHER'S FEES IN RECIPROCAL NON-SUPPORT CASES - CODE OF ALABAMA, 1975, SECTION 30-4-96

As has been mentioned previously, Code of Alabama 1975, Section 30-4-96(b), provides that stenographic fees for both
the plaintiff and defendant shall, if ordered by the Court, be paid by the state. This office is advised that the Comptroller’s office is continuing to pay this fee on cases filed after January 16, 1977. Therefore, implementation of the Unified Court System did not change this provision and this charge should continue to be forwarded to the Comptroller’s office for payment.

DOCKET FEES IN RECIPROCAL NON-SUPPORT CASES — CODE OF ALABAMA 1975, SECTION 30-4-96

Section 30-4-96(b) provides, in part, that when a reciprocal non-support action is brought by or through the State of Alabama, or an agency thereof, there shall be no docket fee. The Court, in its discretion, may determine whether or not security for costs will or will not be required when a petition is filed by or on behalf of a non-resident defendant.

TRAFFIC INFRACTIONS AND THE UTC

(1) In an opinion recently released, the Attorney General has determined that for the purposes of utilizing the UTC those infractions under Title 36, Code of Alabama 1940, recompiled 1958 (Code of Alabama 1975, Title 32) are traffic infractions within the purview of the Code of Alabama 1975, Title 12, Article 3. In this opinion the Attorney General stated, however, that §§32-6-51 through 53 and §32-6-151, Code of Alabama 1975, are concerned with enforcement of revenue laws and are not traffic infractions requiring the use of the UTC. Copies of this opinion may be obtained by making request to the Administrative Office of Courts.

This opinion reinforces the requirements of Rule 19, Alabama Rules of Judicial Administration, and Code of Alabama 1975, Section 12-12-53(b) that the UTC shall be used in traffic cases.

COUNTY CONTRACT PROPER

(2) In an opinion dated October 27, 1977, the Attorney General determined that a contract entered into between a county and a youth treatment facility, at the request of the juvenile court judge, is proper and the county may pay the costs or expenses incident thereto. Copies of this opinion may be obtained by making request to the Administrative Office of Courts.

MUNICIPAL PROSECUTORS

(3) In an opinion issued on November 14, 1977, the Attorney General, citing §12-17-195 of the Code of Alabama 1975, determined that a municipal prosecutor is not prohibited from representing criminal defendants in other courts in the state. This opinion preempts a previous opinion to the contrary. Copies of this opinion may be obtained by making request to the Administrative Office of Courts.
INDIVIDUAL PROPERTY CANNOT BE REPAIRED

(4) In an opinion issued on November 21, 1977, the Attorney General determined that the AOC is precluded by Section 94 of the Constitution of Alabama 1901 from entering into contracts for, or otherwise repairing or maintaining, property belonging to individuals, although it is utilized in the Unified Judicial System. Copies of this opinion may be obtained by making request to the Administrative Office of Courts.

LEGISLATIVE REPORT

House Bill 170, the administration request for additional appropriations to various state agencies, including a $2.8 million amount for the Unified Judicial System, passed the House of Representatives on January 17. This supplemental appropriation will allow the State Court System to avoid closing should it be enacted into law. The bill will go to the Senate and be assigned to the upper chamber's Finance & Taxation Committee. Senate Bill 35, which includes a procedure for court officials to purchase at the local level and corrects sections of the new Code which returned certain costs, such as juror and bailiff pay, to county governments, is expected to be approved by the Senate and may have received a favorable vote before this issue of Court News is mailed. House Bill 243, which proposes repeal of the Judicial Article, was on the House calendar January 17. The House did not reach it before adjourning. Action could be taken on this bill before this issue is mailed. It is hoped that the address by the chief justice to the legislature this past Tuesday diluted the chance of the passage of this legislation or, at least, caused its postponement. The Governor's recommended budget for fiscal year 1978-79 is currently in the House Ways & Means Committee. For the Unified Judicial System, the executive budget carries a request of $24.172 million, slightly over $2 million less than the budget request of the Administrative Office of Courts. Senate Bill 182 would create a 39th Judicial Circuit consisting of Limestone County. This bill is currently on the Senate calendar. House Bill 232 and Senate Bill 241 would provide a general act under which county law libraries could be established. It does not establish new county law libraries but permits their establishment by county governments.
PUBLIC SAFETY REQUESTS COURTS SEND THEM WHITE COPY OF UTC

The Department of Public Safety has notified the AOC that some courts are not sending the white copy of the Uniform Traffic Ticket & Complaint to them immediately after the case is completed. It is essential that this procedure be followed in order for the AOC to properly control and account for these tickets. Because of this, the UTC Manual is being revised to require that these white copies (copy #2) of the UTC be forwarded as soon as possible and no later than 30 days after disposition. It would be appreciated if all court personnel would cooperate in this matter. If the administrative office can provide any assistance involving the UTC, call Bob Simpson or Jean Norris in UTC Control on the AOC's toll free wats line (1-800-392-8077).

UTC MAY NOT BE DISPOSED UNTIL JUDGE RENDERS FINAL ACTION

Several court clerks have requested information in recent weeks concerning unresolved traffic cases. When the defendant has failed to appear and the DL6B has been issued and the defendant cannot be found, the white copy (copy #2) of the Uniform Traffic Ticket & Complaint begins to accumulate in the files. The question has been: "When can we dispose of these tickets?" The answer is: "They may not be disposed of until a judge renders a final action, at which time they should be mailed to the Department of Public Safety."

FAILURE TO APPEAR IN TRAFFIC CASES COSTING STATE REVENUE

One of the most pressing problems facing the state in implementation of the new Uniform Traffic Ticket & Complaint is the failure of defendants to settle cases involving moving traffic violations. This is costing the state because this revenue is being lost, as well as rendering proper record keeping of driver history practically meaningless. Although over 100,000 persons did not pay their fines last year until they had to do so to renew their licenses, there were only 106 convictions for failure to appear.

SURVEY TO BE MAILED TO DETERMINE EQUIPMENT NEEDS

Although the entire budgetary amount for equipment was cut from the current year's budget, the administrative office has been able to purchase a limited number of typewriters through reprogrammed federal funds. These typewriters have been assigned to some of the areas with critical needs within the system. At the present time, the AOC is in the process of attempting to determine the needs of each office, equipment wise. This current information is needed to determine additional areas where critical needs exist. Should the legislature approve a supplemental appropriation for the Unified Judicial System, it may be possible to fill some of the very critical equipment needs. However, even with this supplemental sum, the budget will be strained. This additional appropriation will only keep the system from having to shut down. In the near future, David Ashworth, purchasing agent, will be mailing a survey form to be filled out, so as to provide the AOC with up-to-date information on equipment needs. Please carefully complete this form and return it to Mr. Ashworth. This survey will be used to make final determination as to where there are critical equipment needs.
Hornsby scores critics

Critics of Alabama's new unified court system are playing "political football" with justice, according to the president of the State Bar Association.

E.C. "Sonny" Hornsby of Talladega told a meeting of the Montgomery Exchange Club this week that a "return to cash register justice" is being advocated by some opponents of change in the judicial branch.

Hornsby also blasted critics of trial judges' salaries, pointing out that about 657 jobs in education and the executive department of state government pay more than what state judges earn.

He told club members the controversial changes in the judicial system, which went into effect in early 1977, provided more efficient, businesslike approach to court operations including making possible substantial reductions in both criminal and civil caseloads.

Hornsby said that critics of the new system are playing "political football" with justice and it will hurt if they allow the new approach to "wither on the vine financially."

The state's bar's president remarks came shortly after the Alabama House of Representatives passed a resolution asking Chief Justice C.C. "Bo" Torbert to address a joint session of the Legislature to explain problems and progress of the state court system.

Alabama State Bar President E. C. (Sonny) Hornsby was in town the other day for a civic club speech, the beginning of what apparently is to be a vigorous statewide counteroffensive against — to use Hornsby's words — "politicians who might use judges' salaries as a political football."

The judges — being somewhat defensive in that they really aren't supposed to indulge in gravyball political fry — are fortunate to have a spokesman such as Hornsby in the harness this year. As a former state senator, Hornsby is well versed in the gulls of Alabama politics, and he knows how to fight fire with fire.

He is, of course, eminently correct that judges' salaries will be the subject of some very ardent demagoguery during this election year. The reason is, of course, that Howell Heflin, the chief architect of a judicial reform which included giving judges a decent living wage for an honest day's work, is a leading candidate for the U.S. Senate. The idea — and we have already seen it trumpeted out a few times for public inspection — is to convey the impression that Heflin has raised the State Treasury on behalf of trial judges.

At first glance it may appear that Hornsby is just carrying this particular political football for Heflin. But while it may be true enough that Hornsby's counterattack coincides with Heflin's political interests at the moment, the bar president's larger interest is to drive home the point that low salaries inevitably mean poor judges and poor justice.

The thrust of Hornsby's offensive is that the issue is largely a phony one, because judges really aren't all that highly paid in relative terms. To dramatize the point, he notes that the Chief Justice of Alabama, earning $33,500 a year, is actually paid some $6,000 a year less than the assistant press secretary to the Governor.

In fact, Hornsby goes on, there are nearly 200 bureaucrats, professors, and even state paid lobbyists who make salaries higher than the Chief Justice. Some of these bureaucrats, he might add, make more than $50,000 a year.

Even junior college presidents make more than the state Chief Justice if you throw in their housing and expense allowances. (Curiously, these individuals are paid an extra $1,000 a year if they have an "excellence certificate," which is a fancy embellishment for an academic union card.)

And when it comes to trial judges, there are literally hundreds of state bureaucrats in the executive and legislative branches as well who make higher salaries. Why is it, pray tell, that the state's chief liquor salesman should make a salary of $7,000 a year more than a state trial judge?

As Hornsby goes on about the state pointing out these anomalies, we suspect the phony issue of judges' salaries will soon disappear. We have every confidence that Alabamians do not wish their judges to live in poverty, because invariably inferior pay means inferior work. And if the inferior product is to be justice, as Hornsby insists is the case, "we can't afford this because the person who sits on that bench is judging the life, liberty, and property of you and me and he damned well better be competent."

The salaries of judges

Chances are few would question the wisdom of creating the new unified system. But, streamlining the courts did not increase revenue — to the contrary, revenue from fees and forfeitures dropped, leaving the system without funds to operate trial courts for several months during 1977. And the judicial system caught all of the blame.

It is to Chief Justice C. C. Torbert's credit that despite its financial woes the unified judicial system is working even better than expected a year ago. The problems of starting up the system are being worked out. The courts, though operating smoothly, have not yet been properly funded. Torbert is asking for a supplemental appropriation, part of it as living raises mandated by the Legislature for court employees, including judges.

Responsibility for carrying out legislative edicts rests squarely with the Legislature. Real justice cannot exist with funding based on income from fines and forfeitures. It is not responsible government for the Legislature to order employee raises, then fail to deliver necessary funding. The state will not be able to keep good judges unless they are paid reasonable salaries.

Much progress has been made in overhauling the state judicial system. It is up to the Legislature to continue that progress by proper funding for full implementation of the Judicial Article to insure the highest quality of justice possible.
NEWS CLIPS FROM THE STATE PRESS

Torbert says trial courts need 'some quiet time'

By HESSIE FORD
MONTEMOREY, Ala. (UPI) — Chief Justice C.C. Torbert of the state Supreme Court wants the Alabama Legislature to give the trial courts "some quiet time" so they can adjust to the new unified judicial system.

"I want them to let the courts operate and plan ahead and stabilize themselves so we can work out the kinks and procedures," Torbert said in an interview.

Torbert would like an opportunity to present a "state of the judiciary" message to a joint session of the House and Senate next month. "I would like to ask for some quiet time without periods of crisis," said the former legislator.

If the legislature invites him to speak, Torbert said he will plead for a $2.8 million supplemental appropriation for the courts, which would give them a total of $24.2 million for the current year. Without that extra money, the courts will have to cut back and justice will suffer.

The courts face two crises in the 1978 legislative session — one in the budget and another from the Sunset Committee that has recommended abolition of the Department of Court Management. Torbert said the courts need $32 million from the state for the fiscal year that begins Oct. 1. There can be some bargaining on the appropriation, he said, but there can be no compromising on his contention that the courts cannot be expected to produce their operating revenue.

The legislators tried to require the courts to generate money to meet their expenditures and the courts closed down for a few weeks earlier this year when the revenue fell behind. The restriction in the budget was overcome when the attorney general advised the governor to release the budgeted funds so the courts could return to normal business.

Torbert warned that if the legislature abolishes Court Management there will be no local agency to handle the routine business of the courts. "They would have to find another way to requisition supplies and make out payrolls," he said.

The Sunset Committee talks about recommending repeal of the new Judicial Article, which shifted the responsibility of the courts from the counties to the state. Critics of the new system claim it is too expensive for the state to fund.

Torbert said he realized there was widespread dissatisfaction with the unified court system, but he said it has not been in operation long enough to be judged fairly. "If the state wants to reinvest part of the cost on the counties that might be an alternative, but I wouldn't recommend it," he said.

The unified court system can work, Torbert said, but it must be given an opportunity.

"I believe in telling it like it is and letting the chips fall where they may," he said. "I'm not blowing smoke up their bitter's leg."
Courts
Department should continue

For the Alabama Legislature to abolish the Department of Court Management, as recommended by the Sunset Committee, would be like throwing out the baby with the bath water.

The Department of Court Management, controversial for varying and complex reasons, was one of 15 agencies that the committee voted to terminate Wednesday.

But the other 14 agencies were minor ones, virtually all inactive or defunct.

Nothing is perfect. We are sure that could be said of the Department of Court Management.

However, we feel that courts are generally managed much better and serve justice more expeditiously since the creation of the department.

It manages the new unified court system set up in Alabama by the Judicial Article of the Alabama Constitution.

The Sunset Committee failed in a tie vote to pass another controversial resolution calling for repeal of the Judicial Article and the implementation act that set it up.

Again, nothing is perfect. Perhaps there should be some revamps in some segments of the article.

Yet we feel that the administration of justice in Alabama will be greatly improved over future decades by the new court system and the

Comment: We hope the Alabama Legislature heed the words of Alabama Supreme Court Chief Justice C.C. (Bo) Torbert and continues the state Department of Court Management.

Department of Court Management which serves as its administrative wing.

Back in the bad old days, for example, sheer backlogs of cases were such a severe problem in some of the circuit courts of the state that no one could really claim justice, either in civil or criminal cases, was equal from county to county.

We remember one case in another county involving property and money where all of the witnesses had died by the time its trial date arrived.

We hope that the legislature heed the words of Alabama Supreme Court Chief Justice C.C. (Bo) Torbert.

"The Sunset Committee must not have realized the complexity of its action," Torbert said. "But I feel sure that when all the facts are placed before the legislature this error will be reversed."

We sincerely hope so too.

For to parcel out administration of court functions to other state agencies would throw a dispensation of justice into a state of total chaos.

TUSCALOOSA NEWS
Tuscaloosa, Alabama 35401

Sunset mischief

The concept of the sunset laws that have been in effect in a number of states is a sound one. It calls for periodic review of government agencies so that those which may have outlived their usefulness can be discontinued.

But the Alabama Legislature has a way of fouling up everything, even a process like the sunset law.

What has happened in Alabama is that the legislative Sunset Committee has acted on large numbers of agencies within a short period of time, which provides little opportunity for careful, comprehensive study of agency functions.

WHEN THE committee has taken significant action, like its recommendation to abolish the Youth Service Department and the Department of Court Management, it does so in a fashion characterized by haste and parliamentary legendarum.

The Youth Services Department was proposed for abolition as part of a general motion to adopt the recommendations of last year's Sunset Committee. Some committee members didn't even realize they were voting on the Youth Services Department.

Then, last Wednesday, the Department of Court Management was quietly inserted into a list of 14 state agencies scheduled for the scrap heap, to the considerable surprise of committee members. Efforts to vote separately on court management were defeated and a negative vote on all 15 agencies was gavelled through.

NOT SATISFIED with their day's work, committee members then divided, 5-4, on a motion to urge repeal of the Judicial Article.

It seems highly questionable to abolish the Department of Court Management when we have a new, unified state court system. Whatever is wrong with that system is not likely to be helped by removing the unifying, coordinating central management function.

If the Department of Court Management is really serving no useful function, the legislature and the people need to see the evidence on which the committee action was based. The issue needs a lot more thoughtful debate and consideration than it appears to have received in the Sunset Committee.

ANNNISTON STAR
Anniston, Alabama 36201

Law Officers Get Redesigned Tickets Soon

By MIKE DUNNE

A new edition of the state's Uniform Traffic Ticket (UTT) will go to the state's law enforcement officers Jan. 15.

After the initial ticket design suffered criticisms from about all phases of handling — from the officer in the field to the clerks of the tickets — state officials redesigned the tickets.

According to Bob Simpson of the Administrative Office of Courts, one million tickets are being printed and will be in the hands of the police by mid-January.

He noted, however, that officers will be instructed to use all old tickets before going to new ones.

Simpson said some of the changes in the ticket include coloring the top ticket buff instead of yellow, which officers said made the ticket hard to read under a flashlight on the side of a road at night.

The comments section has been moved to the middle of the page and the offense section lowered to facilitate better penmanship by being in the middle of the ticket rather than the bottom.

Although time did not permit a field test of the ticket, Simpson said police will be told to start making comments on the new tickets and if necessary, the tickets may be redesigned this summer.

The present ticket took effect April 1, and replaced hundreds of different tickets being used by the cities and counties around the state.

ALABAMA JOURNAL
Montgomery, Alabama 36104
CONTINUATION OF CHIEF JUSTICE' S ADDRESS TO THE LEGISLATURE FROM PAGE ONE:

three branches, wisely providing that no branch shall encroach upon the other. The executive, legislative, and judicial branches of government are nevertheless interdependent -- have a mutuality of purpose, share common goals, and are inescapably bound together in pursuing these goals. None of the three branches can afford to ignore the functions and needs of the others if the public good best be served. The weakness of any one branch will eventually weaken the entire government. The proper functioning of each is essential to all.

The first year of my service in our court system has been a year of learning, a year of feeling the depth of the water, searching for the firmest ground. I am sure that you have experienced the same feeling in your own legislative career. I must say to you that during this year I have, at times, mistaken floating logs for alligators and alligators for floating logs. Such are the experiences of life. Today, I want to let you walk in my shoes for a few minutes so that you will know what we have accomplished, and what remains to be done in order to allow our court system to fulfill the high standards adopted by our state's citizens in the Judicial Article. This address will deal with five major areas -- (1) budget and fiscal matters, (2) the Administrative Office of Courts, (3) judicial salaries and retirement, (4) a review of the appellate courts, and (5) finally a summary of what the Unified Court System has been able to accomplish in its first year of operation.

(1) Budget and Fiscal Matters

The people of this state set out in 1973 through the adoption of the Judicial Article to achieve an improved quality of justice; undelayed justice; uniform administration of justice throughout the state; and a business-like approach to that administration. My basic job has been to see that court services were delivered to the people of Alabama within the framework of the Constitution and the statutes you enacted. The main thrust of the reorganization of the judicial branch of government began at the time I assumed this office. Transitional problems attendant to any restructuring of government were certainly anticipated--but, revenue problems which we have experienced were not anticipated by me. It has been suggested to you--and you had acted upon the suggestion--that court expenditures be limited to the revenues produced. Early last year, the revenues produced in the court system began to fall short of earlier estimates. As a result, courts were then faced with closing. As the administrative head of the court system, it was my primary obligation to deal with the problem. I said at that time, and I say today, the very idea that courts should fund themselves is fundamentally unsound and must be set aside once and for all. From the foundation of this country and this state, the courts were provided by the government as a necessary service to its citizens. It never has been and never has been expected to be a service that paid for itself. At the time of our financial crisis, some suggested that the matter should be taken to a federal court in order to remove the spending limitation on the funds you had appropriated for the Unified Court System. I strongly opposed that alternative because of my deeply held belief in the separation of powers doctrine and because I had confidence that the executive and legislative branches of our government would take corrective action. My confidence proved correct because this legislature responded with prompt action and the courts were allowed to continue functioning normally. Because of the error in forecasting revenues, we immediately instituted indepth studies as to both revenues and costs. By August, 1977, we were able to more accurately predict court revenues. Court revenues generated are now anticipated
to be approximately $1 million monthly, or $12 million annually. The study of
expenses on the other hand showed that an annual budget for the operation of the
trial court system for the current fiscal year would require $24.2 million. When
these studies were completed, these updated figures were released immediately in
August of last year. During the 1977 Regular Session, you appropriated $20 million
in addition to the amount necessary to pay employee cost-of-living increases. But
the costs of salaries and jury expenses alone exceed the $20 million basic appro-
priation. During this fiscal year, the courts will require a supplemental appro-
priation of $2.8 million. The governor has included this supplemental appropriation
in legislation now pending before you. I am grateful for his understanding and
cooperation.

Next year's budget request of $26.2 million is reasonable and adequate to
fund the trial court operations. This request takes into account normal cost-of-
living increases in all budget categories and provides full state funding to com-
plete all programs to improve judicial services.

Problems relating to court revenues and costs were generated because no one
actually knew what the court system in the past had cost the public. Based upon
the best available information we were able to gather from all sources during
the past summer, the old trial court system cost the public (state and local)
between $18.5 and $20 million during the fiscal year ending September 30, 1976.
However, there were many costs we could not pinpoint.

With respect to the fiscal matters over which the chief justice has management
and control, I pledge to you that no monies will be carelessly spent and the utmost
will be done to ensure that cost controls are utilized. Since the beginning of
this fiscal year on October 1, we have attempted to eliminate every expenditure
of state funds except those absolutely essential simply to keep the courts open
and to pay salaries of judges and court personnel.

For instance, we eliminated from state expenditures: (1) all purchases of
equipment, (2) normal merit salary increases, (3) the filling of most personnel
vacancies, (4) all training and education, (5) any purchase of law books, and
(6) reduced the amount of $1.3 million set aside for jury trials.

You are aware that one of the major concepts of the Unified Court System
was to shift the financial burden of supporting the courts from county government
to the state. This major change created many problems, some foreseen and many
others unforeseen. Problems were caused by omissions from the act implementing
the judicial system, and others were caused by error. For instance, the legis-
lature inadvertently reimposed the expense of paying jurors on the counties
through the passage of Act 759 during the 1977 Regular Session. The fiscal
impact of this was approximately $2.8 million which, incidentally, is the same
supplemental amount required to operate the courts this year. The 1975 Code
provided that court bailiffs be paid by the counties this year, as well as jury
commissions and sequestered juries. We have devoted much time and attention to
resolving these problems by working cooperatively with our county commissions.
The court system has continued to pay these expenses despite these unintended
errors. During the first quarter of this current fiscal year, it was necessary
to call upon the governor to make enough funds available to pay jurors, an
essential function of government, until the legislature convened in this regular
session and could act to correct these matters.
One administrative problem has been the prompt purchase and delivery of office supplies, court forms, and other supply items to the various court offices throughout the state. This is a transitional problem and can be resolved.

I feel it my obligation and duty to recommend corrective legislation. Accordingly, working cooperatively with county government, clerks and judges, and members of the legislature, legislation has been prepared and introduced. We recommend for your consideration the passage of bills that will correct these errors by providing that jurors, bailiffs, and jury commissions be paid by the state; and a simplified and streamlined local purchasing procedure be authorized by law so that local court officials can purchase locally but in conformity with state competitive bid laws. I urge your favorable consideration of this legislation.

(2) Administrative Office of Courts

To ensure proper control within the reorganized court structure, I need an experienced and competent staff. This leads me to the second major area of your concern--the Administrative Office of Courts. Whether you identify it by that name or refer to it as the Department of Court Management, I can report to you today that the function of management and administration is absolutely essential to the proper and efficient operation of our courts. We now have approximately 1,300 court officials and employees scattered throughout the state in some 300 court offices. The funds that you appropriate must be managed, budgeted, allocated, and controlled at the state level. A personnel system must be administered and payrolls processed. Supplies, equipment, and property must be purchased, inventoried, and accounted for on a statewide basis. More important than these normal administrative functions, however, the Administrative Office of Courts must prepare and obtain the necessary information upon which intelligent decisions about our courts can be made. Providing for just and efficient resolution of disputes among our citizens is the chief function of our courts. In recent years there has literally been a rush to the courts, and the system is now being called upon to solve more and more of society's complex problems. In the process, most state and federal courts, unprepared for these increases, have struggled along, falling increasingly behind each year. In Alabama, your Administrative Office of Courts now obtains current information as to cases pending and cases disposed of. This kind of information available on a monthly basis, coupled with the constitutional provision which allows the chief justice to assign judges throughout the state, enables us to deal with congestion and backlog problems in both the criminal as well as the civil courts. In the past, the Department of Court Management has been both controversial and often criticized. Just recently, this organization over which the chief justice has the administrative authority has been significantly reorganized. It has a new administrative director of courts, Allen Tapley, in whom I have the utmost confidence. Mr. Tapley is not a lawyer but is an experienced administrator. In addition, many of the present employees of this office have come on board since I became chief justice.

I know of no other state department that has been investigated and more thoroughly analyzed than the Administrative Office of Courts. Some have suggested that it has too many employees, but I can say to you with confidence that the Department is not overstaffed and is now efficiently managing the trial court system. Of approximately 60 employees, only 27 are currently being paid out of state funds. We will continue to use and maximize all available resources, including federal funds from ALEPA, so as to minimize the fiscal impact on the State General
Fund. However, we have included in our budget request for next year state funding of all current personnel. The cost of judicial administration at the state level is only 5 percent of our total budget request for 1978-79. I believe our administrative costs to be significantly lower percentage-wise than many others.

We will continue to be conscious and sensitive to a conservative budget. The administrative office will be run efficiently, and will be responsive to the needs of the courts throughout Alabama, however large or small the area they serve. I pledge to you that the new Administrative Office of Courts will be open, efficient, and operated on a business-like basis.

(3) Judicial Salaries and Retirement

Let me briefly discuss the third area which is one that receives a lot of attention and is perhaps the most volatile issue of all. It is not a problem related directly to the administration of the courts, but is very important to those who serve in our judicial system. It is the question of judicial salaries and other benefits, such as retirement. The quality of justice is directly tied to the caliber of those who dispense it. We are blessed in Alabama with competent judges, but our ability to retain these judicial officers and to continue to attract highly qualified citizens to the Bench depends upon the willingness of the legislature to establish adequate levels of compensation for all those who serve in the courts. In dealing with judicial salaries, I include the salary levels of our clerks. The establishment of compensation for court officials is an example of the interdependence between the three branches of government to which I earlier referred.

First, we must bear in mind that salaries and other benefits, including retirement, must be viewed together and not in isolation. When measured against the salaries of other state officials and judicial salaries paid by the other southeastern states, judicial salaries in Alabama are low and must be raised. It is your duty and prerogative to establish levels of compensation for all Alabama public officials and employees. Since 1973, the legislature has granted four separate cost-of-living raises for other state officials and employees, and granted substantial raises for cabinet officers and others. Since 1973, no legislation has been passed adjusting judges' salaries. The Judicial Compensation Commission has recently delivered to you its conclusion with recommendations for salary changes. While this report deals only with salaries, you are also faced with questions regarding retirement benefits for judges.

With respect to the general area of judicial retirement, let me briefly state to you my views. First of all, in computing creditable years of service toward retirement, I believe that only time served as a judge -- commonly called "bench time" -- should be counted toward retirement. With adequate provision for inflation, retirement benefits for circuit and appellate judges should be based on final salary as is now provided for our district judges. The minimum retirement age requirement is now 60 for district and probate judges, and I believe this minimum age is fair for all judges.

Because retirement benefits become vested, changes that may be made in this area should apply only to future judges and at the time when the whole problem of compensation is resolved.
District judges face a unique problem in that their years of service on the district bench cannot now be counted should they become a circuit or an appellate judge. I recommend that this disparity be remedied, at the same time consistent with the policy that only judicial time be counted in determining years of credit. With these general principles in mind and recognizing that the question of retirement and how it relates to salary increases will be a complex issue facing you this term, I am appointing a special committee of district, circuit, and appellate court judges to study and make recommendations to deal with these matters. I hope you will consult with this committee.

What I am really saying to you is that as you discharge the obligations of your office in this area, consideration should be given to the whole of compensation, both present and deferred, and you should act accordingly in a responsible, fair manner. I know you want to retain, and continue to attract in the future, highly competent judges so that they render justice of the highest quality.

(4) Review of Appellate Courts

Since last January, I have had the privilege of not only working in the administrative areas we have discussed, but also of serving as one of the nine justices on our highest court. This has been a year of adjustment for me, from lawyer and member of the legislature to the Bench. Being a judge, as well as administrative head of the courts, is a challenging task. My eight colleagues on the Supreme Court have provided me invaluable support in this office.

The other justices have carried a heavy workload of cases and discharged their tasks with skill, dispatch, and judicial expertise. Despite increasing caseloads each year, the Supreme Court, the Court of Criminal Appeals, and the Court of Civil Appeals calendars are current -- there is no backlog. This is virtually unheard of on the appellate level and is an accomplishment of which Alabamians can be very proud.

While keeping current is important, the quality of decisions and the application of clear legal principles to the questions raised is more important. The Supreme Court has faced a number of complex and far-reaching issues during the past year. We decided a significant question regarding the executive authority to fix utility rates; the court handed down a landmark case upholding the death penalty where Alabama law mandated this punishment when a person serving a life term commits first degree murder; and decided a case recognizing a woman's right to sell her own real estate without her husband's concurrence.

A very recent decision of our court directly affects this body. Last week, the court ruled in the case of Paddycoart v. City of Birmingham that general laws of local application based upon population constitute a local law, which within permissible field must be advertised to be constitutional. Questions involving general laws of local application have caused much confusion for you as legislators, judges, and our citizens. This decision should resolve this confusion. The Court dealt in a direct manner with the plain language of our Constitution and upheld that language. Many other courts have interpreted similar constitutional provisions in more liberal ways and it should be comforting to you to know that the Alabama Supreme Court has held that the Constitution means what it plainly says. You should also find comfort in the fact that this important matter is now settled but in a prospective manner and not retroactively. It is also important for you to note that this case also deals with Section 105 of our Constitution which established the rule that no local law can be enacted if the matter is provided
for by general law. However, further judicial refinement and interpretations in other cases may be necessary with respect to the application of this section of our Constitution. Copies of this decision will be distributed to you.

This court has upheld the Ethics Act in principle, but struck down as unconstitutional certain provisions relating to the issue of whether members of municipal boards are covered. Another important decision upheld the statute you enacted providing for the transfer of juveniles in serious criminal cases for trial and punishment as adults.

(5) Summary of Accomplishments

It has been an eventful year. Unfortunately, it seems that the problems associated with the implementation of the new system have received more attention than the accomplishments. The impression has been left with some that we have been plagued with crisis after crisis, without realizing how many things have been achieved without crisis. I want to discuss for a moment some of the achievements of the past year.

Two of the goals of the Unified Judicial System were speedier justice and the improved quality of court services to the people.

Not only have our appellate courts remained current, but most of the trial courts in this state are disposing of cases faster than they are receiving them. Under the old system, a great backlog of cases had built up throughout the state, delaying the resolution of disputes among our citizens. This now is being cleared up. For instance, 1,510 cases were filed in the circuit court of Baldwin County in 1977; on the other hand, there were 2,480 cases disposed of during the same period of time. This represents almost 1 1/2 cases concluded for every one filed.

In Montgomery County, the 15th Judicial Circuit, tremendous progress has been made. During this past year, the civil case inventory of circuit court was reduced 1,000 cases by the use of caseflow management and individual assignment of cases. All cases are placed on an active disposition docket when they have been pending for ninety days. Jury service has been improved by a simple telephone device whereby jurors are told whether or not to come to court the next day. This enables the court to effectively utilize the time of jurors and to ensure, as far as possible, that jurors will not be called to service when the court does not have a case ready for trial. The use of this device is saving approximately $1,000 per week and is expected to save in excess of $40,000 annually. In 1977, pending cases in the 4th Judicial Circuit, composed of Dallas, Wilcox, Hale, Bibb, and Perry Counties, have been reduced by 22 percent; and in the 7th Circuit, composed of Calhoun and Cleburne Counties, reduced by 30 percent; in the 16th Circuit, Etowah County, reduced by 14.14 percent; and statewide, the reduction has been over 6 percent or some 4,000 cases. Compare these statistics to New Jersey, recognized nationally for court improvement, where there is a backlog of 167,000 cases and the backlog is increasing annually.

The new Small Claims Courts are working for the benefit of all of our citizens. Over 60,000 cases have been filed during 1977. This easily accessible court affords the average person the opportunity to collect debts and settle controversies in cases involving $500 or less without the expense and necessity of hiring a lawyer. Simple forms are furnished and assistance rendered in filling out the forms with only a $10 filing fee.
There can be no question that the quality of justice is vastly improved in this state. Rather than a hodge-podge system of local rules and unusual procedures, such as we had in the past, the Unified Judicial System has brought needed uniformity to every court.

We found under the old system that over 10,000 different court forms were in use throughout the state. Based upon studies already made, it is our belief that we can reduce the number of forms to approximately 300.

In keeping with your legislatively mandated "zero based budgeting" principle, we have instituted a detailed expense accounting system, by which we will be able to tell you in detail what it costs to operate each court office in your district and for what that money is spent. We now can give you information upon which you can decide whether any changes are needed in your local courts and judgeships. These records and this information are available, and the Administrative Office of Courts stands ready to provide you with any information you desire concerning your local courts. This kind of information will allow you to better serve your constituents.

I can truthfully report that despite the well-publicized problems, and despite those problems which, while substantial, have been resolved without fanfare or headlines, Alabama now has available to it the constitutional base and the statutory and administrative framework to provide for its citizens the most effective and efficient system I know of for the administration of justice. We have -- the legislative, the executive, and the judicial branches of government -- in only the short period of one year effectuated what is perhaps the most massive reorganization of any entire branch of government ever undertaken by a state.

Because of these problems which have been encountered in this first year of the full implementation of the new Judicial Article, it is inevitable that the question has arisen as to whether the system is really worth the effort. However, I say to you that these accomplishments that I have discussed are real. They are important, and they are the product of the Unified Court System. After this first year, many of the problems have resolved themselves and now that we have the information in hand to know what it will cost to operate the court system and to know what the revenues will, in fact, be, we are able to see that significant accomplishments have been achieved in the face of adversity. I can say unequivocally that the concept embodied in the Judicial Article is a valid concept and well worth the effort and the crises that we have gone through together. The Judicial Article creates a system for the delivery of justice for the citizens of this state which is second to none and which will operate at a cost well within what can be considered reasonable.

Conclusion

As I embark on my second year in office and as the second year of the Unified Court System begins, I have a deep sense of satisfaction as well as renewed dedication to the system of justice in our state. The Unified Court System has accomplished a great deal during its first year and its officers and employees are dedicated to continuing improvements during the coming year. Some have suggested, and undoubtedly the issue will be raised in this body, that we should turn back to the old court system in Alabama. To do so would
create innumerable difficulties and cause havoc with the financial planning of your county governments. We cannot allow ourselves to turn back -- great strides have been made in Alabama and the court improvements this body has enacted and brought to life are referred to throughout this nation with high praise. To suggest that we destroy this system during its first year of life is totally wrong and I urge you to dispel those suggestions and strongly defeat any moves to revert into the past. The administrative problems we face are being resolved and I can say to you with deep feeling that the Unified Court System is strong and operating well.

I wish you well in your endeavors during this session and request that you act swiftly in passing both the supplemental budget request and the corrective legislation discussed earlier. Your thoughtful invitation to address this body is deeply appreciated by all in the judicial branch. Next year, I am confident I can report to you of further progress we will have achieved together in providing an improved justice system for the citizens of Alabama.

COMMITTEE ON STATIONERY MEETS;
SURVEY IS MAILED TO COURT OFFICIALS

and Jerry White, District Judges Jerry M. Vanderhoef and Newman C. Sankey, and Circuit Clerks Glenn Murphy and Billy Harbin met recently at the AOC in Montgomery to devise some guidelines for personalized stationery for court officials. Following the committee’s meeting a survey was mailed from the administrative office for officials to give the correct names and addresses to be placed on their stationery. Response to this point has been good; however, some of the survey forms have not been sent in. The quicker these forms are returned to the AOC, the quicker the stationery can be printed and returned to court officials. Please complete these forms promptly and get them back to the administrative office.