

Sharon R. Bock, Esq. Palm Beach County EXECUTIVE COUNCIL CHAIR		Ken Burke, CPA Pinellas County VICE-CHAIR	Stacy Butterfield, CPA Polk County SECRETARY/TREASURER	
John Crawford Nassau County	Tara Green Clay County	Todd Newton Gilchrist County	Harvey Ruvin Miami-Dade County	Jeffrey R. Smith, CPA Indian River County
Ron Ficarrotta 13 th Judicial Circuit Judge SUPREME COURT APPOINTEE	Kyle Hudson Holmes County SENATE APPOINTEE	Paula S. O'Neil Ph.D Pasco County HOUSE APPOINTEE	John Dew EXECUTIVE DIRECTOR	Joe Boyd GENERAL COUNSEL

Agenda

Budget Committee

April 5, 2017

Date & Time: April 5, 2017 10:00 am – 2:30 pm

Location: Florida Mall, 8001 S Orange Blossom Trail, Orlando, FL 32809

Meeting Room: Legacy North 1

Conference Call (904)512-0115, Conference Code: 412463

Budget Committee Meeting: (The meeting is open to all interested in attending.)

- 1) Call to Order and Introduction Stacy Butterfield
- 2) Review Summary of March 15th Meeting and Update on Action Items (Pages 2-3)..... Marleni Bruner
- 3) Consideration of Peer Group Review Study (Pages 4-32) Stacy Butterfield
- 4) Consideration of CFY 2017-18 Budget Criteria and Process (Pages 33-40)..... Stacy Butterfield
- 5) Other Business Stacy Butterfield

Committee Members: Stacy Butterfield, Chair; Jeffrey Smith, Vice-Chair; Tom Bexley; Sharon Bock; Dwight Brock; Ken Burke; Pam Childers; Kellie Connell; John Crawford; Kyle Hudson; Tiffany Moore Russell; JD Peacock; Brent Thurmond; Carolyn Timmann; and Angela Vick



Our Mission:

As a governmental organization created by the Legislature, we evaluate Clerks' court-related budgetary needs, and recommend the fair and equitable allocation of resources needed to sustain court operations.

Agenda Item 2

Budget Committee Meeting

April 5, 2017

Date: April 5, 2017

Subject: Summary of March 15th Meeting & Update on Action Items

Committee Action: Review and approve with amendments as necessary.

The Budget Committee of the Clerks of Court Operations Corporation (CCOC) held a meeting in Tallahassee on March 15, 2017. An agenda and materials were distributed in advance of the meeting and posted on the CCOC website. Provided below is a summary of staff notes from the meeting. These staff notes are designed simply to document committee action, not to be a full record of committee discussions. All motions adopted by the committee are in **bold** text. All action items based on committee direction are in **red** and bold text.

1. Call to Order and Introduction

The meeting was called to order at approximately 10:30 AM EDT. Members in attendance included: Clerk Butterfield, Chair; Clerk Smith, Vice-Chair; Clerk Bexley; Clerk Bock; Clerk Burke; Clerk Childers; Clerk Connell; Clerk Crawford; Clerk Moore Russell; Clerk Peacock; Clerk Thurmond; Clerk Timmann; and Clerk Vick.

2. Motion to adjust agenda to hear presentation by Bo Shippen on the Peer Group Review Study (Agenda Item 3) and budget timeline (Agenda Item 8).

A motion was made and seconded to amend the meeting agenda. Motion passed unanimously.

3. Review Summary of December 7th Meeting and Update on Action Items

A motion was made and seconded to approve the minutes from the December 7th meeting. Motion passed unanimously.

4. Presentation on Peer Group Review Study by Bo Shippen, Economists, Inc.

Chair Butterfield announced that a vote would not be taken so that everyone on the Committee had a chance to review the report with their office staff. Mr. Shippen presented his findings and recommended Peer Groups. Questions were asked by committee staff and Clerks listening by phone.

Action Item: CCOC staff was asked to run an analysis using CFY 2016-2017's weighted workload measure that was used during the budget deliberation process, to compare the Current Peer Groups to the Proposed Peer Groups. This was done and sent as a Memo from Chair Butterfield to all Clerks on March 28th.



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A decision was made to discuss and vote on this item at the next Budget Committee meeting

5. Discussion of Budget Timeline & Process

Discussion took place regarding when the next meeting would take place to make final decisions. Waiting on the case counting project to complete with revised business rules. Some committee members stressed their desire for information on what would be used during budget deliberations upfront so they could take that into consideration while developing their budgets.

A decision was made to schedule the next Budget Committee meeting in Orlando, FL on April 5th starting at 10 AM. The budget submission date was changed to May 15th.

Action Item: CCOC staff was directed to draft items that have been used for budget evaluations in the past which was sent as a memo from Chair Butterfield to Committee members on March 24th. Committee members were encouraged to come up with their own ideas and submit to CCOC staff or bring to April 5th meeting.

A motion was made to adjourn and was seconded.

Lead Staff: Marleni Bruner, Budget Manager II

Agenda Item 3

Budget Committee Meeting

April 5, 2017

Date: April 5, 2017

Subject: Consideration of Peer Group Review Study

Committee Action: Discussion and consideration of proposed Peer Groups

Overview/Background: At the March 15th meeting, Chair Butterfield announced that a vote would not be taken on the Proposed Peer Groups to give the Committee a chance to review the report with their office staff. Mr. Shippen presented his findings and recommended Peer Groups. Questions were asked by committee staff and Clerks listening by phone.

Members of the Budget Committee asked the CCOC staff to run an analysis using CFY 2016-2017's weighted workload measure, that was used during the budget deliberation process, to compare the Current Peer Groups to the Proposed Peer Groups. This was done and sent as a Memo from Chair Butterfield to all Clerks on March 28th, and is attached. After receiving and reviewing the information, a couple of clerks or their staff provided the CCOC with questions/suggestions and those are attached as well.

The analysis plugged in the Proposed Peer Groups into the existing calculation which changed the *Average Dollar Per Workload Unit* and changed the total Peer Group budget. These calculations are based on last year's figures and are not predictive of future outcomes.

Lead Staff: Marleni Bruner, Budget Manager II

Attachments:

1. Memo - Peer Group Comparison with Attachments
2. DRAFT – Analysis of Similarly-Situated County Clerks of Court for the Florida Clerks of Court Operations Corporation 2016 by Bo Shippen of Economists Incorporated
3. Responses from Clerk Staff to CCOC Staff
4. Responses from Vendor to Clerk and CCOC Staff



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Sharon R. Bock, Esq.
Palm Beach County
EXECUTIVE COUNCIL CHAIR

Ken Burke, CPA
Pinellas County
VICE-CHAIR

Stacy Butterfield, CPA
Polk County
SECRETARY/TREASURER

John Crawford
Nassau County

Ron Ficarotta
13th Judicial Circuit Judge
SUPREME COURT APPOINTEE

Tara Green
Clay County

Kyle Hudson
Holmes County
SENATE APPOINTEE

Todd Newton
Gilchrist County

Paula S. O'Neil Ph.D
Pasco County
HOUSE APPOINTEE

Harvey Ruvin
Miami-Dade County

John Dew
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Jeffrey R. Smith, CPA
Indian River County

Joe Boyd
GENERAL COUNSEL

MEMO

Budget Committee

March 28, 2017

Date: March 28, 2017
To: Clerks of Court
From: Stacy Butterfield, CPA, Chair, CCOC Budget Committee
Subject: **Peer Group Comparison**

Thank you all for your feedback thus far and your invaluable assistance while the Budget Committee develops a budget review process for CFY 2017-2018.

As you may recall, at the March 15th meeting the Committee discussed the Peer Group study. Members of the committee requested the staff of the CCOC to take the weighted workload measure, which was created last year during the budget deliberation process, and compare the Current Peer Groups to the Proposed Peer Groups. The CCOC has performed that analysis as requested and is provided as an attachment.

It is important to remember that this analysis plugged in the Proposed Peer Groups into the existing calculation which changed the *Average Dollar Per Workload Unit* and changed the total Peer Group budget. These calculations are based on last year's figures and are not predictive of future outcomes.

Please review the attachments and feel free to develop your thoughts to be discussed at our next meet on April 5th in Orlando.

Lead Staff:

Marleni Bruner, Budget Manager II

Attachments: 1. CFY 2016-2017 Peer Group Comparison by Current
2. CFY 2016-2017 Peer Group Comparison by Proposed



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Attachment 1

County	Current Peer Group	Proposed Peer Group	Current Average \$ Per Wkld Unit	Proposed Average \$ Per Wkld Unit	Current Percent Diff From Budget Used	Proposed Percent Diff From Budget Used	Percentage Point Change
Calhoun	1	1	33.65	41.52	20.6%	-2.3%	-22.90
Dixie	1	2	33.65	29.47	5.0%	19.9%	14.90
Franklin	1	1	33.65	41.52	21.5%	-1.6%	-23.10
Gilchrist	1	2	33.65	29.47	38.1%	57.7%	19.60
Glades	1	1	33.65	41.52	11.9%	-9.3%	-21.20
Gulf	1	2	33.65	29.47	26.6%	44.5%	17.90
Hamilton	1	2	33.65	29.47	-44.5%	-36.6%	7.90
Holmes	1	2	33.65	29.47	-11.7%	0.8%	12.50
Jefferson	1	1	33.65	41.52	7.1%	-13.2%	-20.30
Lafayette	1	1	33.65	41.52	79.4%	45.4%	-34.00
Liberty	1	1	33.65	41.52	47.5%	19.5%	-28.00
Madison	1	2	33.65	29.47	-50.0%	-42.9%	7.10
Union	1	2	33.65	29.47	45.9%	66.6%	20.70
Baker	2	3	26.98	24.92	-20.5%	-13.9%	6.60
Bradford	2	3	26.98	24.92	-54.5%	-50.7%	3.80
Columbia	2	5	26.98	26.56	-22.6%	-21.4%	1.20
Desoto	2	3	26.98	24.92	2.9%	11.4%	8.50
Flagler	2	6	26.98	31.00	1.1%	-12.0%	-13.10
Gadsden	2	4	26.98	28.31	13.5%	8.1%	5.40
Hardee	2	3	26.98	24.92	42.4%	54.1%	11.70
Hendry	2	4	26.98	28.31	5.3%	0.3%	-5.00
Jackson	2	4	26.98	28.31	-8.9%	-13.2%	-4.30
Levy	2	4	26.98	28.31	25.4%	19.5%	5.90
Nassau	2	5	26.98	26.56	9.2%	10.9%	1.70
Okeechobee	2	4	26.98	28.31	-9.6%	-13.8%	-4.20
Sumter	2	6	26.98	31.00	28.0%	11.4%	-16.60
Suwannee	2	4	26.98	28.31	10.7%	5.5%	-5.20
Taylor	2	3	26.98	24.92	-11.6%	-4.3%	7.30
Wakulla	2	3	26.98	24.92	13.5%	22.8%	9.30
Walton	2	5	26.98	26.56	-6.3%	-4.8%	1.50
Washington	2	3	26.98	24.92	3.1%	11.6%	8.50
Bay	3	7	25.42	22.83	-38.5%	-31.5%	7.00
Charlotte	3	7	25.42	22.83	8.4%	20.7%	12.30
Citrus	3	6	25.42	31.00	9.2%	-10.4%	-19.60
Clay	3	7	25.42	22.83	3.5%	15.2%	11.70
Hernando	3	7	25.42	22.83	-7.6%	2.9%	10.50
Highlands	3	5	25.42	26.56	12.0%	7.2%	-4.80
Indian River	3	6	25.42	31.00	21.7%	-0.2%	-21.90
Martin	3	6	25.42	31.00	19.5%	-2.0%	-21.50
Monroe	3	6	25.42	31.00	38.8%	13.8%	-25.00
Okaloosa	3	7	25.42	22.83	-20.6%	-11.6%	9.00
Putnam	3	5	25.42	26.56	13.3%	8.5%	-4.80
Santa Rosa	3	7	25.42	22.83	7.0%	19.2%	12.20
St. Johns	3	7	25.42	22.83	2.6%	14.2%	11.60

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County	Current Peer Group	Proposed Peer Group	Current Average \$ Per Wkld Unit	Proposed Average \$ Per Wkld Unit	Current Percent Diff From Budget Used	Proposed Percent Diff From Budget Used	Percentage Point Change
Alachua	4	8	26.70	26.16	3.7%	5.9%	2.20
Collier	4	9	26.70	26.95	13.2%	12.1%	-1.10
Escambia	4	9	26.70	26.95	-15.1%	-15.8%	-0.70
Lake	4	8	26.70	26.16	0.6%	2.7%	2.10
Leon	4	8	26.70	26.16	-7.5%	-5.6%	1.90
Manatee	4	9	26.70	26.95	-9.6%	-10.4%	-0.80
Marion	4	8	26.70	26.16	-3.9%	-1.9%	2.00
Osceola	4	9	26.70	26.95	-9.0%	-9.9%	-0.90
Sarasota	4	9	26.70	26.95	2.2%	1.3%	-0.90
Seminole	4	9	26.70	26.95	10.4%	9.4%	-1.00
St. Lucie	4	9	26.70	26.95	21.1%	20.0%	-1.10
Brevard	5	10	23.78	23.94	33.1%	32.2%	-0.90
Duval	5	11	23.78	25.00	-2.0%	-6.8%	-4.80
Lee	5	10	23.78	23.94	-6.8%	-7.4%	-0.60
Pasco	5	10	23.78	23.94	8.3%	7.6%	-0.70
Polk	5	10	23.78	23.94	-10.5%	-11.1%	-0.60
Volusia	5	10	23.78	23.94	-10.9%	-11.5%	-0.60
Broward	6	12	26.09	26.49	-3.4%	-4.9%	-1.50
Dade	6	12	26.09	26.49	2.5%	0.9%	-1.60
Hillsborough	6	11	26.09	25.00	-4.5%	-0.4%	4.10
Orange	6	11	26.09	25.00	-8.1%	-4.1%	4.00
Palm Beach	6	12	26.09	26.49	6.0%	4.4%	-1.60
Pinellas	6	11	26.09	25.00	8.4%	13.1%	4.70
					27	25	

Notes:

- The budget amount used for each county was calculated by taking the net amount of the original budget request, including 10% expenditures but excluding any carry forward amounts, minus any reductions that kept a county from exceeding 3% in raises or exceeding 8% over the prior fiscal year.
- The Peer Group's total budget amount was divided by their total weighted workload unit to find their Peer Group's Average Dollar Per Workload Unit. That amount was multiplied by the County's weighted workload units to arrive at the calculated budget. That budget amount was then compared with those in the Peer Group. If a county in Peer Groups 1-3 was greater than 10% of the average budget for the Peer Group or greater than 5% in Peer Groups 4-6, then it was highlighted.
- In column *Percentage Point Change*, the green highlights those with the greatest change in percentage points, up or down, within the Peer Group and the red highlights indicate the largest movers overall (but also happen to be the largest movers for their peer group).
- The number of counties whose budget was greater than 5% or 10% decreased from 27 to 25 counties as counties became more like their Peer Group. For Current Peer Groups 4-6, there are few who when moved to the Proposed Peer Group exceed their Peer Groups Average budget by 5-9%.

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Dade	6	12	26.09	26.49	2.5%	0.9%	-1.60
Palm Beach	6	12	26.09	26.49	6.0%	4.4%	-1.60
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Notes:

- The budget amount used for each county was calculated by taking the net amount of the original budget request, including 10% expenditures but excluding any carry forward amounts, minus any reductions that kept a county from exceeding 3% in raises or exceeding 8% over the prior fiscal year.
- The Peer Group's total budget amount was divided by their total weighted workload unit to find their Peer Group's Average Dollar Per Workload Unit. That amount was multiplied by the County's weighted workload units to arrive at the calculated budget. That budget amount was then compared with those in the Peer Group. If a county in Peer Groups 1-3 was greater than 10% of the average budget for the Peer Group or greater than 5% in Peer Groups 4-6, then it was highlighted.
- In column *Percentage Point Change*, the red highlights indicate the largest movers overall (but also happen to be the largest movers for their peer group).
- The number of counties whose budget was greater than 5% or 10% decreased from 27 to 25 counties as counties became more like their Peer Group. For Current Peer Groups 4-6, there are few who when moved to the Proposed Peer Group exceed their Peer Groups Average budget by 5-9%.

Analysis of Similarly-Situated County Clerks of Court for the Florida Clerks of Court Operations Corporation 2016

Benjamin S. Shippen, Ph.D.

March 15, 2017

The logo for Economists Incorporated. The word "Economists" is written in a large, blue, serif font. A thin horizontal line is positioned directly beneath "Economists". Below the line, the word "INCORPORATED" is written in a smaller, blue, all-caps, sans-serif font.

Executive Summary

The CCOC contracted Economists Incorporated to “undertake research to identify which of the 67 counties are similarly-situated for use during the State’s 2017/2018 Fiscal Years budget cycles.” Our recommendations for adjusting the existing peer groups for consideration and use by the Florida Legislature during the 2017/2018 budget cycle are set forth below.

This year for the first time, we began by soliciting comments from county clerks’ offices across Florida to determine which factors they considered most important when being placed with similarly-situated peers. With this information, we used a statistical model to analyze expenditures as a function of 1) new and continuing cases for the 10 case divisions (Circuit Criminal, County Criminal, Juvenile Delinquency, etc.), 2) county population, 3) Florida Price Index, and 4) Geographic population density. Although the statistical modeling process was similar to the 2012 and 2014 peer group reports, the inclusion of the Florida Price Index and the geographical population density was in direct response to the comments we received.

Along with the statistical model changes, we decided that new guidelines, or “rules” should be added to the peer group process. A frequent comment was that the past studies had too many counties in some of the peer groups for all the counties to be similarly-situated. As a result, we added a population rule to the statistical analysis so that counties in the same group can’t be larger than the two times the smallest county in that group. We also added a z-score rule so that the each county’s expenditure amount would be no more than 2.0 standard deviations in absolute value compared to their peer group average. The addition of these rules ensured a higher level of similarity among counties within the same peer group than there was in the 2012 and 2014 reports.

We recommend that the number of peer groups increase from 6 in 2012 or 7 in 2015 to 12 similarly-situated peer groups this year. Although this is a large change compared to the previous recommendations, we think it is necessary to provide commonality between counties in the same peer group in budgets, caseloads, and populations. The recommended peer groups average 5.6 counties per group, and no group has fewer than 3 or more than 7 counties.

Finally, we recommend that Dade county stay in a peer group 12 with two other counties, based on this year's statistical model and the rules-based approach.

I. Objective

The Florida Clerks of Court Operations Corporation (CCOC) was legislatively established in 2003 under Section 28.35 of the Florida Statutes. The mission of the CCOC is to evaluate the budgetary needs of the Clerks of Court in the 67 counties within the State of Florida and to recommend to the Florida Legislature the allocation of funding for each Clerk's court-related functions and operations. Per section 28.35(2)(f)2 of Florida Statutes, the corporation shall "prepare a cost comparison of similarly-situated clerks of the court, based on county population and numbers of filings, using the standard list of court-related functions..."¹

The CCOC contracted with Economists Incorporated to "undertake research to identify which of the 67 counties are similarly-situated for use during the State's 2017/2018 Fiscal Years budget cycles." This report summarizes our analysis of the 67 County Clerks budgets and provides recommendations for adjusting the existing peer group divisions for consideration and use by the Florida Legislature during the 2017/2018 budget cycle.

II. Qualifications of Economists Incorporated

Economists Incorporated (EI) is a national leader in economic consulting. The firm is headquartered in Washington D.C., with additional offices in Tallahassee, Florida and San Francisco, California. EI's consulting practices include data analyses for litigation, regulatory compliance and risk assessment within various areas, including antitrust, government consulting, labor and employment, and intellectual property.

Dr. Benjamin S. Shippen is the author of this report and was a lead author of the peer group reports submitted to the CCOC in 2012 and 2014.² He is based in the Tallahassee office.

III. Review of the Recommendations of the 2012 and 2014 Peer Group reports

The 2012 and 2014 peer group reports analyzed the population statistics, caseload, and expenditure data for each county with a linear regression model to estimate their predicted costs. Peer groups were identified based on similar predicted costs among the different case types and total population. The peer groups recommended in 2012 based on the 2011/2012 fiscal year data are shown in Table 1.

¹ See http://www.leg.state.fl.us/Statutes/index.cfm?App_mode=Display_Statute&Search_String=&URL=0000-0099/0028/Sections/0028.35.html (accessed on March 05, 2017).

² Other authors in 2012 and 2014 were Charles Mullin, Nels Pearsall, and Julie Frizell.

Table 1 Recommended Peer Groups in 2012 and 2014 Reports					
Group 1	Group 2	Group 3	Group 4	Group 5	Group 6
Liberty	Taylor	Monroe	Alachua	Pasco	Pinellas
Lafayette	Washington	Putnam	Osceola	Volusia	Orange
Franklin	Baker	Highlands	Leon	Brevard	Hillsborough
Glades	Hardee	Indian River	St. Lucie	Polk	Palm Beach
Jefferson	Bradford	Citrus	Lake	Lee	Broward
Calhoun	Wakulla	Martin	Escambia	Duval	Dade*
Hamilton	Desoto	Santa Rosa	Collier		
Union	Hendry	Charlotte	Manatee		
Gulf	Okeechobee	Bay	Marion		
Dixie	Levy	Hernando	Sarasota		
Gilchrist	Suwannee	Okaloosa	Seminole		
Madison	Gadsden	Clay			
Holmes	Jackson	St. Johns			
	Walton				
	Columbia				
	Nassau				
	Flagler				
	Sumter				

*Dade was recommended to be in a peer group 7 by itself in the 2014 report

There were six recommended peer groups in 2012, ranging in size from 6 to 18 counties in each peer group. The recommendation in 2012 had increased the number of proposed groups from five evenly sized groups in the previous study. It also recommended moving some counties between peer groups based on their predicted costs.

The 2014 report used a similar approach to analyze the cost of the county clerks with 2013/2014 fiscal year data. That analysis recommended keeping the same proposed groups of counties as 2012 with one exception: that Dade county be moved to a group of its own (Group 7). The reason for this proposed change was the fact that the Dade county population is more than 45% greater than the population of Broward, the next largest county in Florida. As a result, Dade has substantially more cases and a larger budget than any other county that could be considered a comparator.

In preparation for both 2012 and 2014 reports, discussions were held with the CCOC and members of the Clerk's Finance and Budget Committee to review the modeling process. During the 2014 meetings there was consensus among the CCOC staff and committee members that prison populations should also be considered in the model as well as a measure of the cost-of-living differences between different counties. As a result of these meetings, the 2014 model included the number of inmates in each county, and the average per-capita income for each county as a measure of the cost-of-living.

IV. Changes to the 2016 Peer Group report

At the conclusion of the 2014 peer group report, some of the clerks suggested that other factors could have been considered in the analysis. As a result, we sought input from clerks regarding factors they thought should be included in the analysis before the 2016 peer group modeling process.

We reviewed comments from clerks across Florida and some common themes were evident. For example, many clerks recommended a better measure of the cost of living differences between the counties. We had included a measure of income in the 2014 report, but we considered how we could more accurately address this point. Another frequent recommendation was to consider the geographical size of counties so that differences in the distances traveled for business could be included. Several clerks recommended that we specifically control for differences in caseload and the different composition of the caseload between clerk offices. Other comments also highlighted a concern by some clerks that counties had been recommended for peer groups in the past that were generally too different from their county's basic characteristics, such as overall population or the total number of cases.

Based on these suggestions, for this report we have added new factors to the regression model to estimate similarly-situated peer groups. To better control for cost-of-living differences we added the Florida Price Index by county from the Bureau of Economic and Business Research (BEBR) at the University of Florida.³ This variable has the potential to better control for cost-of-living differences than the average income per-capita because it is a direct measure of the cost of hiring comparable personnel. A measure of population density per mile (also from the BEBR) has also been added to the model to better control for geographic differences between counties and the potential difficulty servicing remote areas in large rural counties.

³ More information about the Florida price index can be found at <https://floridapolytechnic.org/wp-content/uploads/2015fpji.pdf> (accessed on March 05, 2017).

Another issue raised following the 2014 report was the lack of similarity between many counties in the same peer group. More specifically, some of the clerk committees and the CCOC have cited the differences between counties within the same 2014 peer group. With some of the peer groups numbering as many as 18 counties, there is often large variation between the total number of cases and the populations of the smallest and largest counties.

After reviewing the clerk comments and speaking with members of the CCOC staff, we have come to the conclusion that new guidelines, or “rules” should be added to the process in conjunction with the regression analysis to ensure that there is a higher level of similarity among counties within the same peer group.

V. Review of the 2014 - 2016 Data using 2014 Peer Groups

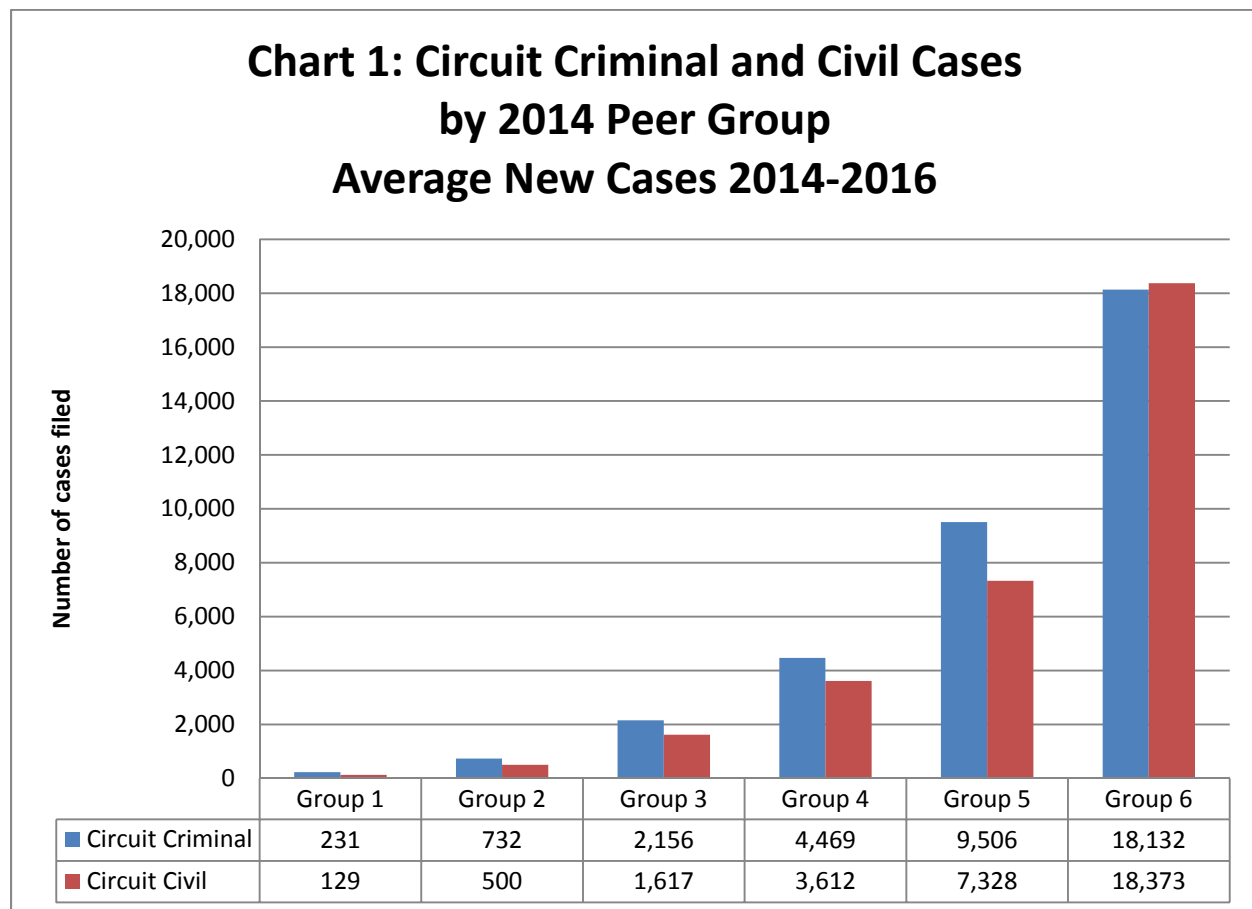
Table 2 below summarizes the average population and the average number of cases for selected case types for each of the 2014 peer groups using the 2014 - 2016 data. Chart 1 shows the average number of Circuit Criminal and Circuit Civil cases for 2014-2016 by peer group. Chart 2 graphs the percent distribution of case type on average from 2014-2016 by peer group.

Table 2: Average Population and Average Number of New Cases Filed from 2014-2016; by Case Type and 2014 Peer Group							
Peer Group	Average Population	Circuit Criminal	Circuit Civil	County Criminal	County Civil	Civil Traffic	Other
Group 1	14,726	231	129	307	132	2,901	594
Group 2	49,449	732	500	973	535	6,872	2,044
Group 3	154,028	2,156	1,617	3,472	2,039	19,793	6,500
Group 4	336,054	4,469	3,612	5,979	5,513	49,518	13,875
Group 5	638,896	9,506	7,328	16,334	11,309	76,466	29,549
Group 6	1,366,801	18,132	18,373	27,395	38,258	237,632	62,479

As can be seen in Table 2, the average county population in each group often doubles or triples when comparing adjacent groups. This pattern continues to hold true when comparing the average number of

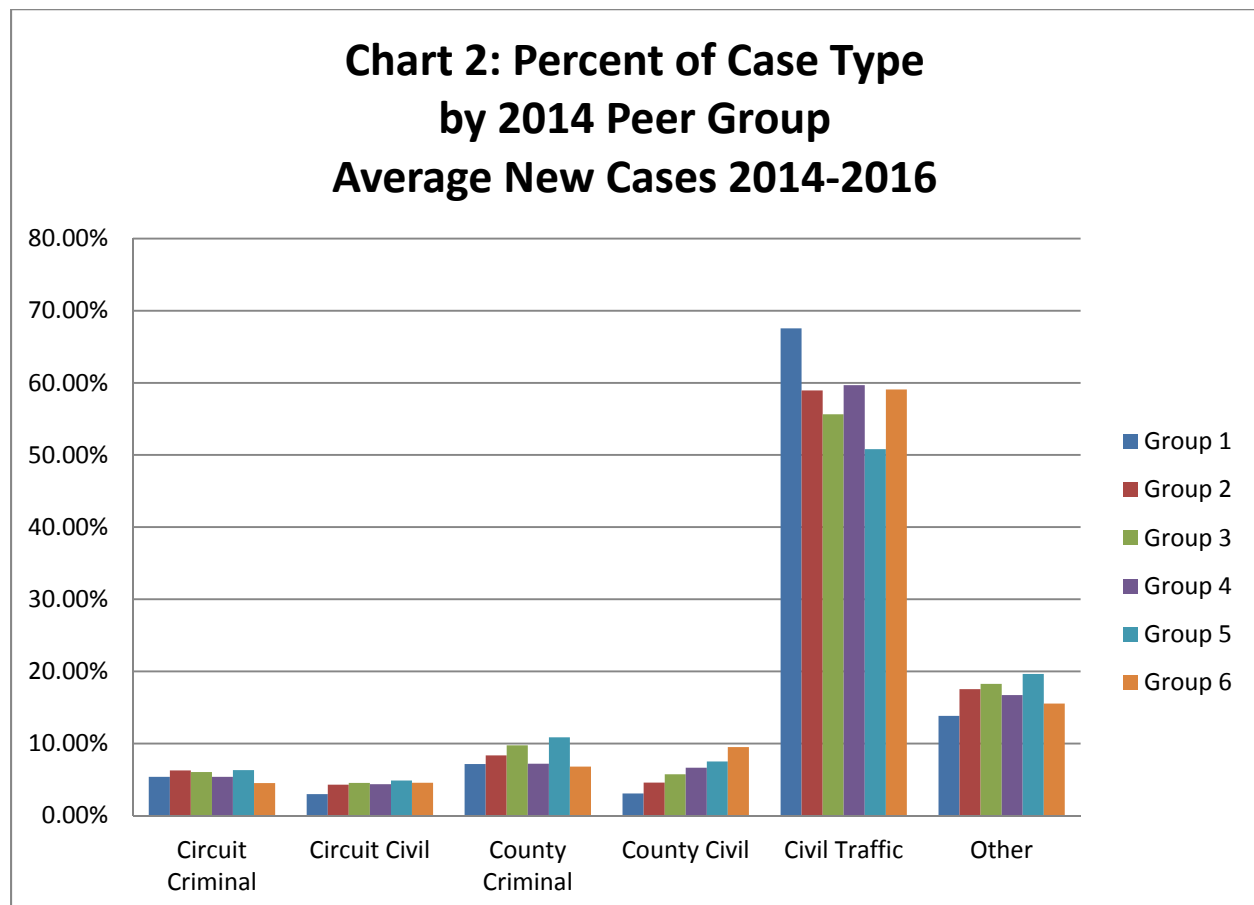
cases by type. Similarly, the average new caseload by county dramatically increases across groups for all types of cases.

The group differences shown in Table 1 are depicted graphically in Chart 1 below. This chart shows the average number of cases in 2014 -2016 by peer group for Circuit Criminal and Circuit Civil, which are two of the most costly to process relative to the other case types, making them particularly important to the analysis. The rate of increase from peer group to peer group is striking. Group 2 has about three times as many of these cases as group 1; group 3 has again about three times as many cases on average as group 2. The rate of increase “slows” to a doubling in groups 4, 5, and 6. With the average number of cases more than doubling from one peer group to the next and the large number of counties in each peer group, it is possible that there is a wide range in the number of cases between the smallest and largest counties in a group. This amount of potential dispersion between the caseloads of different counties in the same peer group may lead to peer groups where the costs are not similar.



While the total number of cases increases quickly from group to group, the case type *distribution* from group to group appears remarkably similar in Chart 2. Peer group 1, which consists of the counties with the smallest populations has a caseload that is about the same, proportionally, to the caseload for peer group 6 which has the counties with the largest populations. This pattern is confirmed across the middle peer groups too. The percent of circuit criminal cases, for example, is just below 5% for all of the groups. By the same token, if we look at civil traffic the average percent of cases is over 50% for each of the groups. The proportion of these cases is slightly more for the smaller peer groups than the larger ones, but the trend is the same.

If the cost of processing a case is the roughly the same by type across counties, then the model will accurately predict the cost of processing the different mix of caseload by county. Chart 2 indicates that based on this logic the regression analysis will precisely estimate the budget for each county.



VI. Model for 2016 Peer Groups

We re-estimated final model from the 2014 report using 2016 data to evaluate the previous groupings and test alternative classifications. Data provided the CCOC, as well as county-specific information from the Bureau of Economic and Business Research (BEBR) at the University of Florida was tested to determine if we could make improvements to the model.

Section 28.35 of the Florida Statutes mandates that the comparison of similarly situated counties be made using county population and the number of filings.⁴ The regression analysis, therefore, models each county's actual expenditures⁵ in 2016 as a function of 1) new and continuing cases in 2016 for the 10 case divisions; 2) 2016 county populations; 3) geographic population density by county; and 4) the 2015 Florida Price Index (the most recent available at the time of this report).⁶ The specific independent variables and regression results are listed in Appendix A at the end of the report.

With the results of the regression model, we sorted the counties by population, actual expenditures, and predicted expenditures to determine which counties were the most similar based on a statistical framework. In addition to the regression model, however, we included rules to ensure that clerks' offices within the same peer group would be more similar when compared to the population and average expenditure of their peer group.

The first rule restricts the peer groups to counties that are less than twice the size of the smallest county in the peer group. This rule prevents small population counties from being included with larger population counties where the cost may be systematically different. As was previously shown in Table 2, the average population between groups was at least twice the size of the next smallest group, and for some comparisons more than three time the size of the next smallest group. This suggests potentially large variations in population and caseloads within these large peer groups that could lead to somewhat dissimilar counties within these factors being included in the same peer group. This rule is designed to alleviate this possible problem.

⁴ See http://www.leg.state.fl.us/Statutes/index.cfm?App_mode=Display_Statute&Search_String=&URL=0000-0099/0028/Sections/0028.35.html (accessed on March 05, 2017).

⁵ Requested gross budget and requested net budget were also analyzed as dependent variables. The predicted county results with these variables when evaluated with the actual expenditures and county populations did not change the 2016 proposed peer groups.

⁶ The ten divisions are Circuit Criminal, County Criminal, Probate, Family, Juvenile Dependency, Juvenile Delinquency, Criminal Traffic, Civil Traffic, Circuit Civil, and County Civil.

The second rule limits the difference between each county's average expenditure and the peer group's average expenditures to less than two standard deviations in absolute value (this is also known as the Z-score). In statistics, a two standard deviation difference or larger (in absolute value) is usually considered to be statistically significantly different than the average value. The purpose of this rule is to ensure that the expenditures between counties within the same peer group are not significantly different than the average of the group.

It is possible to reduce the level of dispersion even further than two standard deviations to 1.5 standard deviations or even to one standard deviation, but there may be good reasons to allow for variability up to the two standard deviation level. There are many reasons why the reported county expenditure may not accurately reflect the actual total cost of running the clerk's office. For example, if some of the clerks are able to finance some of their activities from fees while other clerks are not then the reported expenditures may be different. Furthermore, if a portion of the clerks have shifted some of their costs to county tax dollars then their reported expenditures will be less than comparable clerks who are unable to do so. Most clerks have reported that they are closely tied to their county's health programs which are likely to vary from county to county affecting their employment cost relative to their peers. Any differences in the cost of operating the clerks' offices will add to the variation in the expenditures reported by the clerks. A two standard deviation boundary recognizes that there will be expenditure differences between otherwise similarly-situated counties that the model cannot fully control.

VII. 2016 Recommended Peer Groups

The results of the model with the implementation of these rules are shown in Table 3 below. The impact of the new model and rules is to increase the number of recommended peer groups from 6 peer groups in 2012 and 2014, to 12 peer groups in 2016. These peer groups average 5.6 counties per group, but no group has fewer than 3 or more than 7 counties.

The effects of the rules discussed above can be seen in the last two columns of Table 3. The column "Population Ratio to Smallest County in Peer Group" shows how much larger each county is relative to the smallest county in the peer group. This ratio is less than 100% for all of the proposed peer groups. The z-score (number of standard deviations) of the average expenditure of each county to the mean of the peer group is displayed in the last column of Table 3. Most counties are within 1.5 standard deviations of the mean for their peer group, and all 67 counties have a z-score of less than 2 in absolute value. Statistical significance is usually measured around 2 standard deviations from the mean.

The advantage of increasing the number of peer groups is that the counties within each peer group are objectively more homogeneous by population and caseload than they have been in the past. In 2012 and 2014 with only 6 peer groups, the largest group contained 18 counties and only two groups had less than 10 counties. The proposed approach of increasing the number of peer groups allows for comparisons that are far more similar between the largest and smallest counties in each peer group. This also addresses a common concern from clerks regarding the need to be in peer groups where they are more similar with their peers in terms of annual expenditures. Table 3 shows that many of the new peer groups have population differences of less than 50% between the largest and smallest county in the group. The z-score of expenditures is often less than 1.5 in absolute value across all of the counties within a peer group. No peer group violates either the population or the two standard deviation rule.

Lastly based on the model and the rules in this analysis, we recommend that Dade county be part of peer group 12 with Palm Beach and Broward counties. Dade county remains the largest county in Florida in both population and caseload, but with the new approach of adding rules to the peer group recommendation process Dade county has good comparators.

Table 3: Proposed 2016 Peer Groups; by County					
County	Proposed 2016 Peer Group	2012 and 2014 Peer Group	2016 Population	Population Ratio to Smallest County in Peer Group	Z-score of the Average Expenditure to Peer Group
Lafayette	1	1	8,621	0.00%	1.26
Liberty	1	1	8,736	1.33%	0.93
Franklin	1	1	11,916	38.22%	-1.85
Glades	1	1	13,047	51.34%	-0.18
Jefferson	1	1	14,498	68.17%	0.14
Calhoun	1	1	14,580	69.12%	-0.30
Hamilton	2	1	14,665	0.00%	0.84
Union	2	1	15,887	8.33%	0.15
Gulf	2	1	16,628	13.39%	0.02
Dixie	2	1	16,773	14.37%	-1.60
Gilchrist	2	1	16,848	14.89%	-1.32
Madison	2	1	19,238	31.18%	0.67
Holmes	2	1	20,003	36.40%	1.23
Taylor	3	2	22,478	0.00%	1.07
Washington	3	2	24,888	10.72%	0.91
Baker	3	2	26,965	19.96%	0.84
Bradford	3	2	27,440	22.07%	0.37
Hardee	3	2	27,637	22.95%	-1.79
Wakulla	3	2	31,599	40.58%	-0.63
Desoto	3	2	35,141	56.34%	-0.76
Hendry	4	2	38,370	0.00%	-0.17
Levy	4	2	40,553	5.69%	0.39
Okeechobee	4	2	40,806	6.35%	0.07
Suwannee	4	2	44,349	15.58%	-0.71
Gadsden	4	2	48,486	26.36%	-1.40
Jackson	4	2	50,345	31.21%	1.83
Walton	5	2	62,943	0.00%	0.29
Columbia	5	2	68,566	8.93%	1.30
Putnam	5	3	72,972	15.93%	-1.61
Nassau	5	2	77,841	23.67%	0.58
Highlands	5	3	101,531	61.31%	-0.56

Table 3: Proposed 2016 Peer Groups; by County

County	Proposed 2016 Peer Group	2012 and 2014 Peer Group	2016 Population	Population Ratio to Smallest County in Peer Group	Z-score of the Average Expenditure to Peer Group
Monroe	6	3	76,047	0.00%	-0.83
Flagler	6	2	103,095	35.57%	1.29
Sumter	6	2	118,577	55.93%	1.29
Citrus	6	3	143,054	88.11%	0.20
Indian River	6	3	146,410	92.53%	-0.84
Martin	6	3	150,870	98.39%	-1.12
Santa Rosa	7	3	167,009	0.00%	1.36
Charlotte	7	3	170,450	2.06%	-0.88
Bay	7	3	176,016	5.39%	-0.52
Hernando	7	3	179,503	7.48%	1.23
Okaloosa	7	3	192,925	15.52%	-1.33
Clay	7	3	205,321	22.94%	0.71
St. Johns	7	3	220,257	31.88%	-0.56
Alachua	8	4	257,062	0.00%	1.33
Leon	8	4	287,671	11.91%	-0.03
Lake	8	4	323,985	26.03%	0.18
Marion	8	4	345,749	34.50%	-1.48
St. Lucie	9	4	292,826	0.00%	-0.35
Escambia	9	4	309,986	5.86%	0.69
Osceola	9	4	322,862	10.26%	-0.36
Collier	9	4	350,202	19.59%	1.12
Manatee	9	4	357,591	22.12%	1.39
Sarasota	9	4	399,538	36.44%	-1.34
Seminole	9	4	449,124	53.38%	-1.14
Pasco	10	5	495,868	0.00%	-0.13
Volusia	10	5	517,411	4.34%	1.29
Brevard	10	5	568,919	14.73%	-1.57
Polk	10	5	646,989	30.48%	-0.42
Lee	10	5	680,539	37.24%	0.82
Duval	11	6	923,647	0.00%	1.59
Pinellas	11	6	954,569	3.35%	0.10
Orange	11	6	1,280,387	38.62%	-1.01
Hillsborough	11	6	1,352,797	46.46%	-0.67
Palm Beach	12	6	1,391,741	0.00%	0.96
Broward	12	6	1,854,513	33.25%	0.42
Dade	12	6	2,700,794	94.06%	-1.38

Appendix A:

Table 1A displays the linear regression results below. The F-Value (a measure of joint significance of variables in the model) is statistically significant and large indicating that the variables in the model together explain differences in expenditures. The R-Square (a measure of the amount of variance controlled for by the model) is approaching 100% which indicates that very little of the variance between the expenditures by county is left unexplained. Several of these variables are likely to overlap in variance (for example, the number of cases with the population of a county), but this multicollinearity does not affect the fit of the model or the predicted values of the clerk expenditures.

Table 1A: Linear Regression of Expenditures by County Clerks, Fiscal Year 2016

The REG Procedure

Model: MODEL1

Dependent Variable: Actual Expenditures

Number of Observations Read 67

Number of Observations Used 67

Analysis of Variance

Source	DF	Sum of Squares	Mean Square	F Value	Pr > F
Model	12	6.889781E15	5.741484E14	2116.81	<.0001
Error	54	1.464661E13	2.712334E11		
Corrected Total	66	6.904427E15			

Root MSE	520801	R-Square	0.9979
Dependent Mean	5865498	Adj R-Sq	0.9974
Coeff Var	8.87905		

Parameter Estimates

Variable	DF	Parameter Estimate	Standard Error	t Value	Pr > t
Intercept	1	484400	2280339	0.21	0.8326
CircuitCriminal	1	29.40359	16.94816	1.73	0.0885
CircuitCivil	1	220.69976	31.75946	6.95	<.0001
Family	1	-99.48521	19.64878	-5.06	<.0001
Probate	1	-101.46661	36.70413	-2.76	0.0078
CountyCriminal	1	125.26886	17.15977	7.30	<.0001
CountyCivil	1	-12.43189	13.92868	-0.89	0.3761
CriminalTraffic	1	-121.28656	17.17294	-7.06	<.0001
CivilTraffic	1	11.27100	1.36225	8.27	<.0001
JuvenileDependency	1	376.11731	138.21991	2.72	0.0087
Pop2016	1	11.26995	1.89824	5.94	<.0001
Density	1	64.03295	220.73571	0.29	0.7729
FPI	1	-5505.30778	24336	-0.23	0.8219

Notes: The case categories reflect the new cases filed and the continuing cases for 2016. Juvenile delinquency is the omitted category. Actual2016 is the actual reported expenditure by county. Pop2016 is the 2016 county population estimate. Density is the population density by non-zero mile by county. FPI is the 2015 Florida price index (the most recent year available).

Attachment 3

Responses from Clerks or their staff regarding the Peer Group Study

Question From: Joe Valentino, Palm Beach Staff

I reviewed the peer group analysis provided.

The data presented in each attachment is sorted differently using the budget request. As such, the data sort in the second attachment appears to be more meaningful.

It may be useful to prepare a similar analysis of the impact on each county within the new SSC's using the Operational budget and display the differences in the calculated WWM and unit cost.

Thank you for your consideration.

Question From: Sherry Mehl, Putnam Staff

Hi,

Does this analysis use actual numbers from FY16??

Sherry

Response From: Jason Harrell, CCOC Staff

We used the same numbers that were used in last year's budget deliberation process. The only change was the new proposed peer groupings. Does this answer your question?

Follow-up From: Sherry Mehl, Putnam Staff

Yes, but it really should be run again with actual case load information since we have it. I would like to see it done. However, my biggest issue is the weightings that were/are being used. Putnam was in the detailed Workload Study survey. We had to dig into a lot more of this stuff than the other 60 counties. I totally disagreed, and still do, with the weightings that came out of that study and have become integral to budget analyses/appropriations. If the weights aren't revisited, with a lot of transparency, then I don't believe budget conclusions will ever be meaningful. There is just no way the average felony case is only 60x more work than a civil traffic case in the year the case started. (BTW, I've already expressed my feelings on these issues to John and Doug). In addition, if the weighting is only applied to current year cases, then Civil Traffic tickets that are paid within 30 days (wish we had some of those!) have all of their costs in the same year. This totally untrue for felony cases where numerous continuations can drag a case out for multiple years.

The peer group issue was only a part of the problem. The weightings are probably an even bigger problem. When will we revisit those?

Thanks in advance for your consideration of my point of view.

Have a good day!

Sherry

386-326-7606

Response From: Doug Isabelle, CCOC Staff

We are in the process of reviewing weights and hopefully available for budget comparisons.

Question From: Sherry Herring, Gulf Staff

Jason,

Please forward our comments to the CCOC Budget Committee as requested.
CCOC Budget Committee,

Rebecca Norris Gulf County Clerk of Court and I have reviewed the new peer group comparison listing and memo issued on 3/28/17. Given our review we do not feel that the proposed peer groups should be used without providing further testing and clarification. Please see our comments, request and questions listed below.

1. Can the actual budget funding calculations for each County be provided to show the budgets that would have resulted in FY1617 if each method were used? The FY1617 budgets didn't use either of these calculations and there were various adjustments to arrive at our current operating budgets. Without additional data, we feel there is too much room for interpretation on what these changes would mean for funding.
2. Proposed peer groups #2 & 3 seem to need additional review. The proposed calculations appear to have made these groups increase in outliers vs decrease. In proposed groups #2 & 3 there are 4 out of 7 counties (57%) that exceed the 10% average budget calculation. Proposed peer groups #2 & 3 groups also had a decrease in "Proposed Average \$ per Wkld Unit", while those in their former groups had increases.

*It is also notable in proposed peer group #2 that the 3 counties that do not exceed the 10% average have interstates within their boundaries. This can provide advantages not only with traffic and other case counts, but also with the volume and quality of the employment pool, cost of living, and available resources given the ability to commute. A similar accessibility factor may also be affecting proposed peer group #3.

3. Can the average budget calculated for each peer group be provided? This would allow us to better assess the funding results and provide the calculated funding threshold being assessed for each peer group (10% or 5%).
4. It was also observed that proposed peer groups #2 & 3 have a "Proposed Average \$ per Wkld Unit" that is now less than that of proposed peer group #6. The proposed rate for peer group #6 is now the 2nd highest of all peer groups and 11.66% higher than the average rate of all peer groups.
5. In comparing the "Proposed Average \$ per Wkld Unit" the following observations have caused concern and support the need for additional clarification and testing before approving for budget calculations. Without knowing the funding impact these observations have only lead to more

Attachment 3

questions. No assumptions are being made as to what these observations/variances mean, we just want to make sure that they have been reviewed and supported.

- a) The overall average rate only increased by 0.66 points (27.10 to 27.76), the minimum decreased by 0.95 (23.78 to 22.83), while the maximum rate increased 7.87 (33.65 to 41.52).
- b) Only 4 out of the 12 peer groups exceed the overall average rate of 27.76 (peer group #1, 2, 4, 6).
- c) Please see the attached chart for Average, Maximum and Minimum calculations for each peer group compared to the overall group.

Thank you for your consideration

Response From: Jason Harrell, CCOC Staff

Hi Sherry.

Thank you for your comments. Your feedback is appreciated and has been provided to Clerk Butterfield and CCOC staff for review and consideration. Please note that for this exercise the committee asked CCOC staff to go back to the budget process that occurred last summer and using those same budgets and criteria, just change the peer groups to the new proposed peer groups to see how things would have looked. While this exercise does provide some useful information in terms of how the process may have went last year had the proposed peer groups been in place, it's also important to bare in mind that we only changed one of the many variables involved in the budget process. Because so many things will be different (cases, requests etc.) this time around the results of this exercise are not necessarily predictive of what might happen in the future. In other words, I would caution not to take from the results in this exercise the conclusion "under the new proposed peer groups our budget will be cut by XX."

In terms of your request for the budget numbers, CCOC is happy to share any of the data we have to assist you in reviewing the proposed groups. As you know, the peer groups study is on the agenda for tomorrow's Budget Committee meeting. Please feel free to call in and participate as this issue is being discussed. The consultant will also be on the line and perhaps some of your other concerns will be addressed in the discussion as well.

If you have any questions or additional concerns, please let us know. Thank you again for all your time and effort in reviewing and providing this information and feedback.

Responses from Bo Shippen, Economists Incorporated

Question From: Don Spencer, Santa Rosa Clerk

CCOC Budget Committee,

Mike Burton Santa Rosa County Clerk of Court CPA and I have reviewed the new peer group listing and it is the opinion of the Santa Rosa County Clerk's office that the proposed peer groups for 2016 is not adequate and should not be used. We are in agreement with possibly making more peer groups from the current amount, however we feel the data used is not the correct information to distinguish these peer groups. I have discussed this issue at length with my staff. Please find our reasoning below as to why we feel this does not correctly portray similar situated counties.

1. The Florida Price Index used in the analysis was developed for comparable personnel across the school districts of Florida. The comparison of comparable teacher salaries across the state to court clerks is akin to comparing apples to oranges. They are two completely unrelated fields and I don't believe this adequately addresses the court personnel.
2. The population density per mile used in the estimate is basically differentiating Clerks based on the square mile composition of the County since the population was already taken into account. I don't believe the square mile size of a County has any bearing on the court operations. Take Santa Rosa County for instance. Based on census information, Santa Rosa County has 1,012 square miles of land and 162 square miles of water. This would put Santa Rosa's population density per mile at 165.03. However, included in that land population is State and Federal owned land which accounts for 385.4 square miles. If you subtract this land from the equation, Santa Rosa's population density would be 266.53. Also, Santa Rosa has one courthouse located in the City of Milton. If you look at the population data, there are 10,038 citizens who live within the city limits where the courthouse is located. This would account for 6% of the population being located near the courthouse.
3. County population would seem to be a good measure to compare for similarities. However, population alone doesn't tell the whole picture when it comes to Clerk of Court operations. Factors such as crime rates, age of population, and poverty rates should be factored into the population numbers.
4. The proposed groups do not appear to follow the criteria mentioned in the analysis document. For instance, if you look at the 2016 case mix, Monroe's proposed peer group total cases average 23,643, whereas Monroe County had 33,379 total cases for 2016. On the other hand, Charlotte County's proposed peer group total cases average is 38,934 and Charlotte only had 30,957 total cases for 2016. Based on this, one would think Monroe County would be in a higher peer group than Charlotte unless the population numbers are having a greater weight in the calculation. Then that raises the question why Highlands with a population of 101,531 is in a lower peer group than Monroe with a population of 76,047.

While we agree with the factors that were considered in this proposal, we don't feel that the data collected and used for the output was necessarily appropriate to address those factors and therefore you cannot rely on the proposed peer group report to compare similarly situated Counties.

Please let me know your thoughts.

Response From: Bo Shippen

1. The Florida Price Index is an index of the cost of living, not the dollar cost of hiring teachers. It is correct that the FPI was initially commissioned to measure the relative cost differential of hiring a teacher in, say, Santa Rosa, compared to perhaps Okaloosa or Escambia counties. That **relative cost differential (or cost of living measure) is equally valid** whether looking at teachers, clerk of court staff, or other professional white collar work because the relative cost of living differential is the same regardless of the job.
2. Including the density variable in the model provides a measure of the potential higher cost of providing services in low density relative to high density counties. Theoretically we might expect that having more people per mile would lower the cost of providing clerk services and we find some support for this in the model. Note too, that this measure accounts for non-zero miles only; that is, it excludes miles that are Federally or State owned, for example.
3. The population variable measures the population as mandated by the legislature. While there are not direct measures of crime rates, age of the population, or poverty rates, I expect these differences would be captured in the overall caseloads and caseload mix from county to county. Note too that these factors are not mandated.
4. The proposed groups are the result of estimating the predicted expenditures for each county and comparing them to the actual expenditures. The caseload mix and population counts are part of the model to estimate the predicted expenditures. We also added the population and the standard deviation rules this year to maximize the similarity among counties in the same proposed peer group. Monroe county's actual and predicted expenditures are much higher than their population count would otherwise suggest, placing them in a higher peer group. Charlotte and Highlands expenditures are more similar to other counties with similar populations.

After working on this project for the last six years and authoring three proposed peer group reports, I can unequivocally state that this is the best model we have used to this point. The use of the Florida Price Index and population density variable in the regression model, as well as the population and standard deviation rules are improvements to 2012 and 2014 models. There are areas we would like to explore with more data in the future, specifically the plan to weight sub-cases within divisions before estimating the model. I believe that has the potential to track budgets and expenditures even more closely than we have to date.

Please let me know if you have additional questions.

Attachment 4

Question From: Mike Burton, Santa Rosa Staff

I have looked at the 2015-16 and the 2016-17 expenditure budgets and I can still not come up with the z-score listed in the new proposed peer group materials. Every way I have calculated the z-score, I come up that we are below the mean, but according to the report, it shows us above the mean.

Table 3: Proposed 2016 Peer Groups; by County					
County	Proposed 2016 Peer Group	2012 and 2014 Peer Group	2016 Population	Population Ratio to Smallest County in Peer Group	Z-score of the Average Expenditure to Peer Group
Monroe	6	3	76,047	0.00%	-0.83
Flagler	6	2	103,095	35.57%	1.29
Sumter	6	2	118,577	55.93%	1.29
Citrus	6	3	143,054	88.11%	0.20
Indian River	6	3	146,410	92.53%	-0.84
Martin	6	3	150,870	98.39%	-1.12
Santa Rosa	7	3	167,009	0.00%	1.36
Charlotte	7	3	170,450	2.06%	-0.88
Bay	7	3	176,016	5.39%	-0.52
Hernando	7	3	179,503	7.48%	1.23
Okaloosa	7	3	192,925	15.52%	-1.33
Clay	7	3	205,321	22.94%	0.71
St. Johns	7	3	220,257	31.88%	-0.56

Can you please provide me some clarification on this, or what numbers are being used?

Response From: Bo Shippen

Mr. Burton,

Here are the numbers used in the z-score calculation. These are for proposed peer group 7.

Average Annual Expenditures			
County	Peer Group	2014-2016	Z-Score
Santa Rosa	7	\$2,937,769	1.36
Charlotte	7	\$3,470,525	-0.88
Bay	7	\$3,383,103	-0.52
Hernando	7	\$2,969,819	1.23
Okaloosa	7	\$3,576,531	-1.33
Clay	7	\$3,092,716	0.71
St. Johns	7	\$3,394,230	-0.56

These z-scores are for the 2014-2016 average actual expenditures (the highlighted numbers in the 3rd column). You are correct that these are the reverse sign of typical z-scores. The reason is that when I

Attachment 4

looked at these I was interested in which counties spent more than average and made those scores negative, while the ones that spent less than average were positive. The outcome for the rule is the same – that is, it is the absolute value of the z-score that matters (in this case whether the absolute value of each county is less than 2) and that doesn't change in these calculations. Santa Rosa county (\$2,937,769) is below the mean of the proposed peer group (\$3,260,670), and in this case the z-score has an absolute value of 1.36.

I apologize for the confusion. Feel free to contact me if you have other questions.

Question from: CCOC Executive Director, John Dew

In your analysis, you noted that you looked at gross and net budgets. I just want to confirm.

Response From: Bo Shippen

Hi John,

I have re-run the models with requested gross budgets and requested net budgets as dependent variables. The results are substantially similar; which is to say that while there are some changes in the rank ordering of the counties from 1-67 the differences are not large enough in my view to warrant changing the proposed peer grouping. This is to be expected because the correlations between the requested gross budgets, the requested net budgets, and the actual expenditures are all over 99 percent, which led me to make the comment on this issue during the last meeting of the budget committee.

It is important to emphasize that this process is only partially regression based, which predicts the budget or expenditures based on population, caseloads, density, etc. ; and partially based on the populations and the actual expenditures. The reason for looking at the population and actual expenditures is to place outlier counties in the most similarly-situated peer group, given the rules that we have suggested.

A few good examples are Franklin, Hardee, and Jackson counties. Both Franklin and Hardee spend far more and Jackson far less than any of the models would predict, regardless of the dependent variable. I have no way to slot them “correctly” other than to look at their populations and actual expenditures. Given the new rules we can say that they are substantially-similar along these metrics to their proposed peer groups even through their predicted expenditures (or requested gross or net budgets) are different from their actual expenditures.

I recommend that the dependent variable is decided on in advance if possible in future peer group analyses, rather than calculating these models across the different variables.

Attached is the updated draft report. This issue is addressed in footnote 5.

Thank you,

Bo

Agenda Item 4

Budget Committee Meeting

April 5, 2017

Date: April 5, 2017

Subject: Consideration of CFY 2017-18 Budget Criteria and Process

Committee Action: Discussion and development of budget criteria and review/deliberation process

Overview/Background: Discussion took place at the March 15th meeting regarding criteria that will be used during the budget deliberation process. Committee members expressed their concern that the case counting project could be complete before budgets are due and a useful tool in developed the weighted workload measure. The committee was notified that it is expected to be done by the end of April with revised business rules.

CCOC staff was directed to draft items that have been used for budget evaluations in the past which was sent as a memo from Chair Butterfield to Committee members on March 24th. Committee members were encouraged to come up with their own ideas and submit to CCOC staff or bring to April 5th meeting. The original memo is attached.

Some committee members stressed their desire for information on what would be used during budget deliberations upfront so they could take that into consideration while developing their budgets, as well as criteria that will be used for evaluative or comparative purposes. If the Budget Committee is wanting to collect specific data, then the budget forms must collect that data. Revisions to the budget forms is underway and nearing an end, as a workgroup has been working with CCOC staff and Chair Butterfield.

Lead Staff: Marleni Bruner, Budget Manager II

Attachments: 1. Memo - Budget Evaluation Criteria
2. Response from Joe Valentino with Chart



Our Mission:

As a governmental organization created by the Legislature, we evaluate Clerks' court-related budgetary needs, and recommend the fair and equitable allocation of resources needed to sustain court operations.



Sharon R. Bock, Esq. Palm Beach County EXECUTIVE COUNCIL CHAIR		Ken Burke, CPA Pinellas County VICE-CHAIR		Stacy Butterfield, CPA Polk County SECRETARY/TREASURER
John Crawford Nassau County	Tara Green Clay County	Todd Newton Gilchrist County	Harvey Ruvin Miami-Dade County	Jeffrey R. Smith, CPA Indian River County
Ron Ficarrotta 13 th Judicial Circuit Judge SUPREME COURT APPOINTEE	Kyle Hudson Holmes County SENATE APPOINTEE	Paula S. O'Neil Ph.D Pasco County HOUSE APPOINTEE	John Dew EXECUTIVE DIRECTOR	Joe Boyd GENERAL COUNSEL

Memo

Budget Committee

March 24, 2017

Date: March 24, 2017
To: CCOC Budget Committee
From: Stacy Butterfield, CPA, Chair, CCOC Budget Committee
Subject: Budget Evaluation Criteria

Thank you all for your feedback thus far and your invaluable assistance while the Budget Committee develops a budget review process for CFY 2017-2018.

At the March 15th meeting, the Committee discussed drafting and disseminating budget evaluation criteria to Clerks to aid in their budget development process and to have prior to the Budget Committee's deliberations. In advance of our upcoming meeting, we would like to gather feedback from you and your staff on possible criteria to use for budget evaluation.

Last year a complex and thorough Toolbox was developed by CCOC staff but not everyone was able to fully utilize the information. Some of the historical information may be helpful for your use in developing a budget, but may not be as useful as an evaluation tool. Attached you will find a list of all the reports that were included in that Toolbox and can contact the CCOC staff for further assistance with historical reports.

Information from the following areas could be used to develop evaluation criteria of Clerks' needs-based budgets:

- Net Budget Amounts and/or court related Gross Budget Amounts
- Pulling out health insurance, life insurance, FRS, Other Postemployment Benefits (OPEB), etc. for independent review
- Including 10% Expenditures
- Pull out county reported increases or decreases of budgeted expenditures for independent review
- Pull out reductions for independent review (FTE reductions, office closures, reduction to services or activities, etc.)
- Performance Measure results
- Number of Judges or FTEs per Judge
- Case Counts
- Projected Revenues
- Developing and defining criteria for a weighted workload measure

The listed criteria are just examples of possible evaluation criteria and are by no means an exhausted list. Please keep in mind that the modification of the budget forms is directly related to the information the Committee could use for evaluation purposes. While the form modification is still in process, we hope to have that finalized soon taking into consideration your feedback on evaluation criteria to make sure the budget forms capture appropriate and useful information.



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Your thoughts and ideas on what, if any, reports and evaluation methods should be kept for this year are appreciated. Please submit your responses to Marleni Bruner, mbruner@flccoc.org, by Thursday, March 30, 2017, or be prepared to share at the Budget Committee's next meet on April 5th in Orlando.

Lead Staff:

Marleni Bruner, Budget Manager II

Attachments: 1. CFY 2016-2017 Toolbox Items

CFY 2016-2017 Toolbox Items

Peer Group:

1

Select your peer group information by using the drop-down selection to the left

Tabs in Blue are not formatted for single peer groups

Tab Name	Information Name	Information Description	Information Sources	Order
HstTenYrBudget	10 Year County Historical Budget Profile	Anchor year of CFY05/06, then SFY2010/11 - CFY2014/15: Approved Budget, Available Revenues, Actual Expenditures, 10% Actual Revenues, 10% Actual Expenditures	PABS and Budget Historical Data Sheets and EC Report forms/Analysis	
HstRevenueProjVActual	3 year comparison of Clerks' projection of revenues to actual. Current year revision in revenue projection from original budget request compared to April 2016 projection.	For Fiscal Years CFY12/13 - CFY14/15, compare revenues projected in original budget to actual ending revenues. Difference between original and April projections for CFY 15/16.	Prior Original Budget Submissions and reported EC information received from Clerks	1
HstOutputsByDivision	New Cases and Reopens By Division -- Actuals from SFY1011 - CFY1415	Actual new cases and reopens by division for SFY1011-CFY1415; drop-down box to choose division	Reports submitted to CCOC by Clerks	2
HstJuryOutputs	Historical Juror Output Information	For Fiscal Years CFY10/11 - CFY14/15, show reported juror summons issued and number of juror payments made	Reports submitted to CCOC by Clerks	3
CtSideSharedPrctnt	Historical percentages of Court Side Shared Overhead from Exhibit C of Budget Requests	For Fiscal Years CFY 14/15, 15/16, and 16/17 budgets. Provides which % are court vs non-court FTEs	Budget Exhibit C- Gross FTEs.	4
CountyJdcfFacil	County Judicial, Magistrate, Speciality Courts, and Facility Information	Provides data CCOC staff obtained in August 2015 to help Highlands Consulting Group in their study	Various clerk and judicial websites	5
NetBudgetComp	Requested Net Budget vs Current Budget Comparison of 1516 Reduced Aggregate Budget Authority and 1617 Original Aggregate Budget Request	CFY 16/17 Most Recent Requested CCOC and 10% Budget Authority compared to CFY 15/16 Reduced CCOC and 10% Budget Authority	CFY 1617 Budget Request - Tab: H-Net Budget Amt, B42 & B43 Approved Original Budgets and Final Budgets after reduction	6
NetBudgetPageInfo	Budget and FTE total information	CFY 16/17 Budget Request showing the amount of "gross" expenditures and gross FTEs and the net amounts for comparison	Budget Exhibit H- Net Budget Amount	7
FTEsByCourtType	Gross and Net FTE from Exhibit H of Budget Requests	Also grouped by program levels (Criminal, Civil, and Traffic) Allows comparison by program level	Budget Exhibit H- Net Budget Amount	8
RaisesInfo	Cost Increases from CFY16/17 Budget Request	Raises, Merit, and Bonus Increases Information listed as part of the CFY16/17 Budget Request. Does not show "Other Benefits" Increases.	Budget Form Exhibit I from CFY 1617 Budget Request - Additional Info, D17, G17, K17 CFY 1617 Budget Request - Tab: I- AdditionalInfo, G44 - 47, K44 - 47, ***** fix with all I tab info	9
ContinuingCases	Historical Continuing Case information	Document created to show workload by providing information from pending cases over a three year period using CFY 12/13, CFY 13/14 and CFY 14/15. Helps show case workload.	Survey that was completed by Clerks as received by the CCOC Continuing Cases Workgroup	10
HealthcareCostInfo	Increase or Decrease in Healthcare Request	Provides information on increase or decrease in health care dollars needed. Provides explanation. Also provides comparison of expenses from CFY 14/15, 15/16 and 16/17 request.	Budget Request Form Exhibit I- Columns and rows D-18; G-18, I-18, and K-18. Also G-70-72	11
FRSCostInfo	Increase or Decrease in FRS	Provides information on increase or decrease in FRS. Provides a comparison in FRS cost from CFY 14/15, 15/16 and 16/17 request.	Budget Request Form Exhibit I- Columns and rows D-19; G-19; I-19, and K-19. Column D rows 70-72.	12
BucketDtlCosts	Personnel Costs from the Personnel Detail information	Net Overtime, Net FLSA Change, Net Unemployment, Net Workers Comp, Budgeted Payouts	Budget Request Form. Tab c-d-FTE. Column K and Q	13
TenPcntData	Ten Percent Fine Data	Information on expected 10% carryover from CFY 15/16, projected revenues for CFY 16/17, dollars under contract and dedicated, and amount for funding court related dollars. Resulting in the amount available for CFY 15/16	Column G rows 56-60 from Exhibit I of the Budget Request document.	14
CollectionsDeptInfo	Expense and FTE information for any cost center related to CFY 16/17 Collections	Information on the number of FTEs requested in the CFY 16/17 budget document and requested expense to support the FTEs.	Column A of Exhibit C of the CFY 16/17 budget request IF a Clerk created a collections department cost center. Subsequently if a cost center was created the dollar amounts from Exhibits D, E, and F.	15
JuryOperationalDetail	Operational detail costs associated with jury management	Operational Detail Costs associated with jury management	e-Operations Cost Detail Rows 25-29.	16
JuryGrossFTEAndCostCntExp	CFY 16/17 Budget Requests FTEs and costs associated with jury management.	Information on the number of FTEs, personnel, operational, and capital costs for CFY 16/17 budget.	Gross FTE Tab column C. Budget tabs D, E, and F costs.	17
PersonnelDtlAverageInfo	Average Information for CFY 16/17 Budget Request Information from the Personnel Detail page		c-d Information related to salaries	18
PersonnelDtlEmpTypeInfo	Information related to the Employee Type as grouped by the FRS Types			19
				20

CFY 2016-2017 Toolbox Items

WtdCases	Weighted Cases and Weighted Cases per FTE	Cases Weighted by Normalization as shown in the North Highlands Study and then shown by cases per FTE at Program Level (Criminal, Civil, and Traffic) as well as Total Office level	h tab gross ftes	
ProjCasesPerExpFTE	Cost Per New Case and New Cases per FTE	Project CFY1617 cases per FTE at Program Level (Criminal, Civil, and Traffic) as well as Total Office level		21
AvgSalariesPerFTE	Average Salaries per FTE	Gross salaries dividing by gross FTEs	Budget Request Exhibit D-B84 salaries. Exhibit C- Z81	22
VacancyPrsnlDtlInfo	Basic Information regarding Vacancies from Personnel Detail Information	Information provided on number of reported vacancies by each of the ranges.	Budget Request c-d-FTE tab. Columns D & E.	23
VacancyAsPcntOffTE	Number of Vacancies for various length of times	Information provided on number of reported vacancies by each of the ranges.	Budget Request c-d-FTE tab. Columns D & E.	24
AvgBenPerFTE	Average Benefits per FTE grouped by FRS Types	Information derived by dividing requested budget for benefits by FTEs. Benefits defined are health and other insurance	Budget Request c-d-FTE tab. Rows N thru P.	25
NetBudgetAnalysis	IV-D , County Funding, 10%, and other Non-CCOC funding as pcnt of Gross budget request	IV-D as pcnt of Family Gross budget, IV-D FTE as part of Family Gross FTE, and County Funding, 10%, and other Non-CCOC funding as pcnt of Gross budget request	Budget Request H tab.	26
WageBrkoutAnalysis	Requested personnel costs and % of salaries	Calculate the percentage of costs of items such as FICA, FRS, Health, etc..	Information extracted from Exhibit D - Personnel Costs	27
OperationalBrkout	Requested operational costs Information	costs of items such as professional services, tr	Information extracted from Exhibit E- Operational Costs Detail.	28
WWWMethodology	Weighted Workload Methology document	Description of different methodologies to dete	Does not include data - it is only provided to explain calculation methodology	29
WWMBenchBdgtRslt	Weighted Workload Measures/Benchmark Budget	Results of 5 WWM calculations.	See WWWMethodology.	30
WWMBenchmarkBdgtSummaryALL	Summary of Benchmark Budget Information			31
CollectionsPerformanceInfo	Clerk's overall performance percentages for the Collections performance standard over a full year		Static data sheet not tied to current reports	32
CasesByRevenue	Projected 16/17 Cases with 16/17 Projected Revenues			33
AdminCstCntrFTEsAndCosts	Administrative Cost Centers FTEs and Budgeted Expenses			34
NA	Individual County Historical Profile	SFY 2011/12 - CFY 2014/15 Information for an individual county - this is a stand alone Workbook that is separate from this workbook but provided to you by CCOC via email on July 1st. Includes Approved and Revised Budget Information, FTEs, Expenditures, Revenues, Case Load Changes, and Collection Performance Information (Does not include 10% info)	Budget, Expenditure, Case, and Performance information submitted to CCOC from Clerks.	35
NA	Individual County Economic Profile as Provided by EDR	EDR Document providing population and other economic factors for each county. Provided to you by CCOC staff via email on July 1st.	Information found on the website of Florida's Economic and Demographic Research page. www.edr.state.fl.us	

Marleni Bruner

From: Valentino, Joseph <JValentino@mypalmbeachclerk.com>
Sent: Thursday, March 30, 2017 3:55 PM
To: Marleni Bruner
Cc: Sharon R. Bock; Stacy M. Butterfield, CPA; Shannon Ramsey-Chessman; Rita Rodriguez
Subject: RE: Memo From Chair Butterfield
Attachments: SSC Comparative Analysis.xlsx

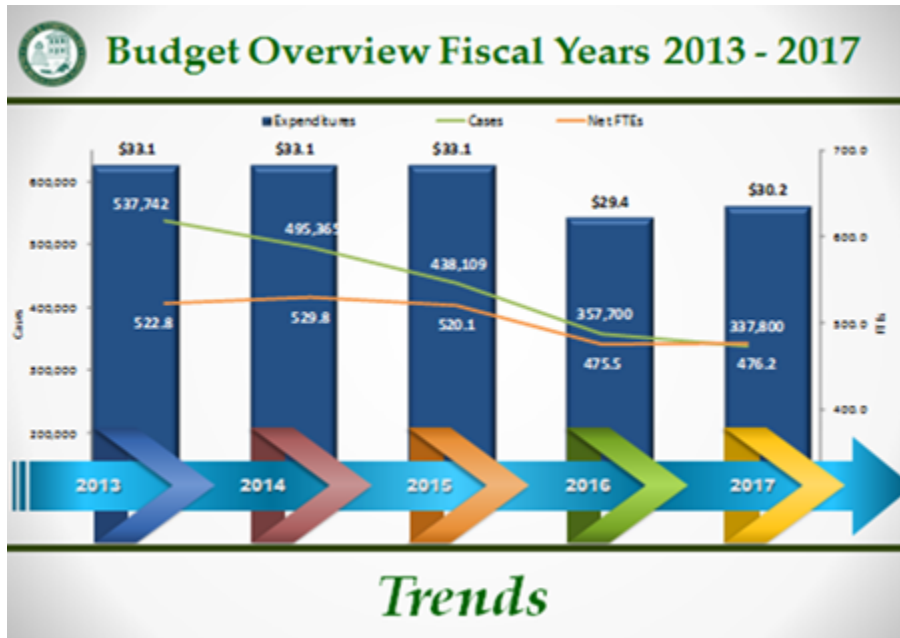
Marleni,

The following ideas regarding the budget evaluation criteria for the FY2018 budget process is provided in response to Clerk Butterfield's request.

1. The evaluation criteria that was requested last year provided critical information on cost drivers that impacted WWM. Some of them are listed below for consideration in the 2018 budget deliberations and may play a greater role since the peer groupings are changing.
 - Administrative Orders
 - Dual electronic and paper system
 - VOR
 - Specialty courts
 - Other
 - 50% reset of sales related to foreclosure cases
 - Staff support for all 1st appearances
 - Additional staff required for satellite offices
 - Staff support for Senior Judges
 - Administrative costs (HR, legal, etc.)
2. The budget forms allow CCOC to provide the committee the requested increases submitted for wages, FRS and Health Care by County. This should be organized by county within each SSC and by total SSC.
3. The tool box should include a comprehensive analysis of key drivers in the budget. For example, the analysis below would highlight each county's revenue, workload and cost similar to the North Highland study as depicted below. These analytical comparisons would be beneficial for providing the committee a better understanding of the differences and outliers in the budget among counties within each SSC and among the SSC's. The EXCEL template is attached for your consideration.

CCOC Budget Committee Review Analysis												
SSC Group:												
	Function 1				Function 2				Function 3			
	Original	Chg	Totals	Total	Original	Chg	Totals	Total	Original	Chg	Totals	Total
County A												
FY 2016 Actual												
FY 2017 Act (last 12 months)												
FY 2018 Budget Request												
% of total												
FY 2016 Actual												
FY 2017 Act (last 12 months)												
FY 2018 Budget Request												

4. If possible, analysis of the FY 2018 budget request should be organized in the tool box and formatted by County within each SSC and by total SSC rather than presenting a data dump of each element.
 - a. Gross salary/FTE
 - b. Health Cost/FTE
 - c. FRS Cost / FTE
 - d. Other Benefits/FTE
 - e. Gross vs Net spending (% funded by County, 10% and other revenue sources)
 - f. IT Expenditures Funded by Article V
 - g. # Gross Article V FTE's / (Judge + Mag,+ HO +Sr Judges)
 - h. Jury funding
5. Each county to provide a Trend chart of Expenditures, Cases and FTE's. A template can be provided to the counties to add data and present the trends for a specified period of time during deliberations.



Thank you for your consideration. I will be happy to answer any questions or discuss at your convenience.

Joe

Attachment 2
CCOC Budget Committee Review Analysis
SSC Group:

	New Cases				Revenue				Expenditures			
	Criminal	Civil	Civil Traffic	Total	Criminal	Civil	Civil Traffic	Total	Criminal	Civil	Civil Traffic	Total
County A												
FY 2016 Actual												
FY 2017 Act (last 12 months)												
FY 2018 Budget Request												
% of total												
FY 2016 Actual												
FY 2017 Act (last 12 months)												
FY 2018 Budget Request												
County B												
FY 2016 Actual												
FY 2017 Act (last 12 months)												
FY 2018 Budget Request												
% of total												
FY 2016 Actual												
FY 2017 Act (last 12 months)												
FY 2018 Budget Request												
County C												
FY 2016 Actual												
FY 2017 Act (last 12 months)												
FY 2018 Budget Request												
% of total												
FY 2016 Actual												
FY 2017 Act (last 12 months)												
FY 2018 Budget Request												
Total SSC												
FY 2016 Actual												
FY 2017 Act (last 12 months)												
FY 2018 Budget Request												
% of total												
FY 2016 Actual												
FY 2017 Act (last 12 months)												
FY 2018 Budget Request												