

## LEGISLATIVE ACTION

Senate House

The Committee on Criminal and Civil Justice Appropriations (Crist) recommended the following:

## Senate Amendment (with title amendment)

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read:

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and insert: Section 1. Section 28.35, Florida Statutes, is amended to

Delete everything after the enacting clause

28.35 Florida Clerks of Court Operations Corporation.-

(1) (a) The Florida Clerks of Court Operations Corporation is hereby created as a public corporation organized to perform the functions specified in this section and s. 28.36. All clerks of the circuit court shall be members of the corporation and

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hold their position and authority in an ex officio capacity. The functions assigned to the corporation shall be performed by an executive council pursuant to the plan of operation approved by the members.

- (b) The executive council shall be composed of eight clerks of the court elected by the clerks of the courts for a term of 2 years, with two clerks from counties with a population of fewer than 100,000, two clerks from counties with a population of at least 100,000 but fewer than 500,000, two clerks from counties with a population of at least 500,000 but fewer than 1 million, and two clerks from counties with a population of more than 1 million.
- (c) The corporation shall be considered a political subdivision of the state and shall be exempt from the corporate income tax. The corporation is not subject to the procurement provisions of chapter 287 and policies and decisions of the corporation relating to incurring debt, levying assessments, and the sale, issuance, continuation, terms, and claims under corporation policies, and all services relating thereto, are not subject to the provisions of chapter 120.
- (d) The functions assigned to the corporation under this section and ss. 28.36 and 28.37 are considered to be for a valid public purpose.
- (2) The duties of the corporation shall include the following:
  - (a) Adopting a plan of operation.
- (b) Conducting the election of directors as required in paragraph (1)(a).
  - (c) Recommending to the Legislature changes in the various

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court-related fines, fees, service charges, and court costs established by law to ensure reasonable and adequate funding of the clerks of the court in the performance of their courtrelated functions.

- (d) Pursuant to contract with the Chief Financial Officer, establishing a process for the review and certification of proposed court-related budget requests budgets submitted by clerks of the court for completeness and compliance with this section and ss. 28.36 and 28.37. This process shall be designed and be of sufficient detail to permit independent verification and validation of the budget certification. The contract shall specify the process to be used in determining compliance by the corporation with this section and ss. 28.36 and 28.37.
- (e) Developing and certifying a uniform system of performance measures and applicable performance standards for the functions specified in paragraph (3)(a) paragraph (4)(a) and clerk performance in meeting the performance standards. These measures and standards shall be designed to facilitate an objective determination of the performance of each clerk in accordance with minimum standards for fiscal management, operational efficiency, and effective collection of fines, fees, service charges, and court costs. When the corporation finds a clerk has not met the performance standards, the corporation shall identify the nature of each deficiency and any corrective action recommended and taken by the affected clerk of the court.
- (f) Reviewing and certifying proposed budgets submitted by clerks of the court utilizing the process approved by the Chief Financial Officer pursuant to paragraph (d) for the purpose of making the certification in paragraph (3)(a). As part of this



process, the corporation shall:

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- 1. Calculate the maximum authorized annual budget pursuant to the requirements of s. 28.36.
- 2. Identify those proposed budget requests budgets exceeding the maximum annual budget pursuant to s.  $28.36 \, \text{s.}$ 28.36(5) for the standard list of court-related functions specified in paragraph (3)(a)  $\frac{1}{2}$  paragraph (4)(a).
- 3. Identify those proposed budgets containing funding for items not included on the standard list of court-related functions specified in paragraph (3)(a) paragraph (4)(a).
- 4. Identify those clerks projected to have court-related revenues insufficient to fund their anticipated court-related expenditures.
  - (g) Developing and conducting clerk education programs.
- (h) Publishing a uniform schedule of actual fees, service charges, and costs charged by a clerk of the court for courtrelated functions pursuant to general law.
- (3) (a) The Clerks of Court Operations Corporation shall certify to the President of the Senate, the Speaker of the House of Representatives, the Chief Financial Officer, and the Department of Revenue by October 15 of each year, the amount of the proposed budget certified for each clerk; the revenue projection supporting each clerk's budget; each clerk eligible to retain some or all of the state's share of fines, fees, service charges, and costs; the amount to be paid to each clerk from the Clerks of the Court Trust Fund within the Department of Revenue; the performance measures and standards approved by the corporation for each clerk; and the performance of each clerk in meeting the performance standards.

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(b) Prior to December 1 of each year, the Chief Financial Officer shall review the certifications made by the corporation for the purpose of determining compliance with the approved process and report its findings to the President of the Senate, the Speaker of the House of Representatives and to the Department of Revenue. To determine compliance with this process, the Chief Financial Officer may examine the budgets submitted to the corporation by the clerks.

(3) (4) (a) The list of court-related functions clerks may fund from filing fees, service charges, court costs, and fines shall be limited to those functions expressly authorized by law or court rule. Those functions must include the following: case maintenance; records management; court preparation and attendance; processing the assignment, reopening, and reassignment of cases; processing of appeals; collection and distribution of fines, fees, service charges, and court costs; processing of bond forfeiture payments; payment of jurors and witnesses; payment of expenses for meals or lodging provided to jurors; data collection and reporting; processing of jurors; determinations of indigent status; and reasonable administrative support costs to enable the clerk of the court to carry out these court-related functions.

- (b) The list of functions clerks may not fund from filing fees, service charges, court costs, and fines shall include:
  - 1. Those functions not specified within paragraph (a).
- 2. Functions assigned by administrative orders which are not required for the clerk to perform the functions in paragraph (a).
  - 3. Enhanced levels of service which are not required for

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the clerk to perform the functions in paragraph (a).

- 4. Functions identified as local requirements in law or local optional programs.
- (4) (4) (5) The corporation shall be funded pursuant to contract with the Chief Financial Officer. Funds shall be provided to the Chief Financial Officer for this purpose as appropriated by general law. These funds shall be available to the corporation for the performance of the duties and responsibilities as set forth in this section. The corporation may hire staff and pay other expenses from these funds as necessary to perform the official duties and responsibilities of the corporation as described in this section.
- (5) (6) (a) The corporation shall submit an annual audited financial statement to the Auditor General in a form and manner prescribed by the Auditor General. The Auditor General shall conduct an annual audit of the operations of the corporation, including the use of funds and compliance with the provisions of this section and ss. 28.36 and 28.37.
- (b) Certified public accountants conducting audits of counties pursuant to s. 218.39 shall report, as part of the audit, whether or not the clerks of the courts have complied with the requirements of this section and s. 28.36 budgets certified by the Florida Clerk of Courts Operations Corporation pursuant to the budget review process pursuant to contract with the Chief Financial Officer and with the performance standards developed and certified pursuant to this section. The Auditor General shall develop a compliance supplement for the audit of compliance with the budgets and applicable performance standards certified by the corporation.

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Section 2. Section 28.36, Florida Statutes, is amended to read:

- 28.36 Budget procedure.—There is hereby established a budget procedure for the preparation of a budget request for funding for the court-related functions of the clerks of the court.
- (1) Each clerk of court shall prepare a budget request for the last quarter of the county fiscal year and the first three quarters of the next county fiscal year. The proposed budget shall be prepared, summarized, and submitted by the clerk in each county to the Clerks of Court Operations Corporation in the manner and form prescribed by the corporation. The budget requests must be provided to the corporation by January 1 of each year. Only those functions on the standard list developed pursuant to s. 28.35(4)(a) may be funded from fees, service charges, court costs, and fines retained by the clerks of the court. No clerk may use fees, service charges, court costs, and fines in excess of the maximum budget amounts as established in subsection (5).
- (2) For the period July 1, 2004, through September 30, 2004, and for each county fiscal year ending September 30 thereafter, each clerk of the court shall prepare a budget relating solely to the performance of the standard list of court-related functions pursuant to s. 28.35(4)(a).
- (3) Each proposed budget shall further conform to the following requirements:
- (a) On or before August 15 for each fiscal year thereafter, the proposed budget shall be prepared, summarized, and submitted by the clerk in each county to the Clerks of Court Operations

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Corporation in the manner and form prescribed by the corporation. The proposed budget must provide detailed information on the anticipated revenues available and expenditures necessary for the performance of the standard list of court-related functions of the clerk's office developed pursuant to s. 28.35(4)(a) for the county fiscal year beginning the following October 1.

(b) The proposed budget must be balanced, such that the total of the estimated revenues available must equal or exceed the total of the anticipated expenditures. These revenues include the following: cash balances brought forward from the prior fiscal period; revenue projected to be received from fees, service charges, court costs, and fines for court-related functions during the fiscal period covered by the budget; and supplemental revenue that may be requested pursuant to subsection (4). The anticipated expenditures must be itemized as required by the corporation, pursuant to contract with the Chief Financial Officer.

(c) The proposed budget may include a contingency reserve not to exceed 10 percent of the total budget, provided that, overall, the proposed budget does not exceed the limits prescribed in subsection (5).

(4) If a clerk of the court estimates that available funds plus projected revenues from fines, fees, service charges, and costs for court-related services are insufficient to meet the anticipated expenditures for the standard list of court-related functions in s. 28.35(4)(a) performed by his or her office, the clerk must report the revenue deficit to the Clerks of Court Operations Corporation in the manner and form prescribed by the

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corporation pursuant to contract with the Chief Financial Officer. The corporation shall verify that the proposed budget is limited to the standard list of court-related functions in s. 28.35(4)(a).

- (2) (a) If the corporation determines that verifies that the proposed budget is limited to the standard list of court-related functions in s. 28.35(3)(a) s. 28.35(4)(a) and the projected court-related revenues are less than the proposed budget, the  $\frac{1}{2}$ revenue deficit is projected, a clerk seeking to retain revenues pursuant to this subsection shall increase all fees, service charges, and any other court-related clerk fees and charges to the maximum amounts specified by law or the amount necessary to resolve the deficit, whichever is less.
- (3) Each clerk shall prepare his or her budget request using prior-year expenditures, unit costs, and the proposed budget specified in these core services:
  - Case processing;
  - 2. Financial processing;
  - 3. Jury management; and
  - 4. Information and reporting.

Central administrative costs shall be allocated among the coreservices categories. The unit cost for the core services must be identified for each clerk in his or her budget request pursuant to instructions to be provided by the corporation.

(4) The corporation shall review each individual clerk's budget request, prior-year expenditures, unit costs, and the proposed budget for each of the core-services categories. The corporation shall compare each clerk's prior-year expenditures

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and unit costs for core services with a peer group of clerk offices having a population of a similar size and a similar number of case filings. If the corporation finds that the expenditures, unit costs, or proposed budget of a clerk are significantly higher than those of clerks in that clerk's peer group, the corporation shall require the clerk to submit documentation justifying the difference in each core-services category. Justification for higher expenditures may include, but need not be limited to, collective bargaining agreements, county civil service agreements, the cost of retirement programs, and the number and distribution of court houses served by the clerk. If the expenditures and unit costs are not justified, the corporation shall recommend a reduction in the funding for that core-services category in the budget request to an amount similar to the peer group of clerks or to an amount that the corporation determines is justified.

- (5) The salaries provided to employees of a clerk of court may be adjusted only by the average percentage increase or decrease in the salaries of state career service employees for the current state fiscal year. The corporation shall review prior-year expenditures and proposed budgets to ensure that each clerk of court complies with this subsection. If the corporation finds that a clerk violated this subsection, the corporation shall report the violation to the Chief Financial Officer. The Chief Financial Officer shall adjust the budget request for a clerk violating this subsection by the amount of the unauthorized budget.
- (6) The corporation shall complete its review and adjustments to the clerks' budget requests and make its

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recommendations to the Chief Financial Officer by February 1 each year.

- (7) The Chief Financial Officer shall review the recommendations of the corporation to ensure that the clerks' budget requests comply with the law. The Chief Financial Officer shall adjust the budget request for any clerk which does not meet the requirements of law. The Chief Financial Officer shall make a budget recommendation for the last quarter of the county fiscal year and the first three quarters of the next county fiscal year for funding for the clerks of court by March 1 each year and recommend unit costs for each service for each clerk.
- (8) The Legislature shall appropriate the total amount for the budgets of the clerks in the General Appropriations Act. The Legislature may reject or modify the unit costs recommended by the Chief Financial Officer which are associated with the appropriation.
- (9) The Chief Financial Officer shall release appropriations to each clerk quarterly. The amount of the release shall be based on the prior quarter's performance of service units identified in the four core services and the unit costs recommended by the Chief Financial Officer as modified by the Legislature for each clerk. If, after increasing fees, service charges, and any other court-related clerk fees and charges to the maximum amounts specified by law, a revenue deficit is still projected, the corporation shall, pursuant to the terms of the contract with the Chief Financial Officer, certify a revenue deficit and notify the Department of Revenue that the clerk is authorized to retain revenues, in an amount necessary to fully fund the projected revenue deficit, which he

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or she would otherwise be required to remit to the Department of Revenue for deposit into the Department of Revenue Clerks of the Court Trust Fund pursuant to s. 28.37. If a revenue deficit is projected for that clerk after retaining all of the projected collections from the court-related fines, fees, service charges, and costs, the Department of Revenue shall certify the amount of the revenue deficit amount to the Executive Office of the Governor and request release authority for funds appropriated for this purpose from the Department of Revenue Clerks of the Court Trust Fund. Notwithstanding provisions of s. 216.192 related to the release of funds, the Executive Office of the Governor may approve the release of funds appropriated to resolve projected revenue deficits in accordance with the notice, review, and objection procedures set forth in s. 216.177 and shall provide notice to the Chief Financial Officer. The Department of Revenue is directed to request monthly distributions from the Chief Financial Officer in equal amounts to each clerk certified to have a revenue deficit, in accordance with the releases approved by the Governor.

(b) If the Chief Financial Officer finds the court-related budget proposed by a clerk includes functions not included in the standard list of court-related functions in s. 28.35(4)(a), the Chief Financial Officer shall notify the clerk of the amount of the proposed budget not eligible to be funded from fees, service charges, costs, and fines for court-related functions and shall identify appropriate corrective measures to ensure budget integrity. The clerk shall then immediately discontinue all ineligible expenditures of court-related funds for this purpose and reimburse the Clerks of the Court Trust Fund for any

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previously ineligible expenditures made for non-court-related functions, and shall implement any corrective actions identified by the Chief Financial Officer.

(5) (a) For the county fiscal year October 1, 2004, through September 30, 2005, the maximum annual budget amount for the standard list of court-related functions of the clerks of court in s. 28.35(4)(a) that may be funded from fees, service charges, court costs, and fines retained by the clerks of the court shall not exceed:

1. One hundred and three percent of the clerk's estimated expenditures for the prior county fiscal year; or

2. One hundred and five percent of the clerk's estimated expenditures for the prior county fiscal year for those clerks in counties that for calendar years 1998-2002 experienced an average annual increase of at least 5 percent in both population and case filings for all case types as reported through the Summary Reporting System used by the state courts system.

(b) For the county fiscal year 2005-2006, the maximum budget amount for the standard list of court-related functions of the clerks of court in s. 28.35(4)(a) that may be funded from fees, service charges, court costs, and fines retained by the clerks of the court shall be the approved budget for county fiscal year 2004-2005 adjusted by the projected percentage change in revenue between the county fiscal years 2004-2005 and 2005-2006.

(c) For the county fiscal years 2006-2007 and thereafter, the maximum budget amount for the standard list of court-related functions of the clerks of court in s. 28.35(4)(a) that may be funded from fees, service charges, court costs, and fines

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retained by the clerks of the court shall be established by first rebasing the prior fiscal year budget to reflect the actual percentage change in the prior fiscal year revenue and then adjusting the rebased prior fiscal year budget by the projected percentage change in revenue for the proposed budget year. The rebasing calculations and maximum annual budget calculations shall be as follows:

1. For county fiscal year 2006-2007, the approved budget for county fiscal year 2004-2005 shall be adjusted for the actual percentage change in revenue between the two 12-month periods ending June 30, 2005, and June 30, 2006. This result is the rebased budget for the county fiscal year 2005-2006. Then the rebased budget for the county fiscal year 2005-2006 shall be adjusted by the projected percentage change in revenue between the county fiscal years 2005-2006 and 2006-2007. This result shall be the maximum annual budget amount for the standard list of court-related functions of the clerks of court in s. 28.35(4)(a) that may be funded from fees, service charges, court costs, and fines retained by the clerks of the court for each clerk for the county fiscal year 2006-2007.

2. For county fiscal year 2007-2008, the rebased budget for county fiscal year 2005-2006 shall be adjusted for the actual percentage change in revenue between the two 12-month periods ending June 30, 2006, and June 30, 2007. This result is the rebased budget for the county fiscal year 2006-2007. The rebased budget for county fiscal year 2006-2007 shall be adjusted by the projected percentage change in revenue between the county fiscal vears 2006-2007 and 2007-2008. This result shall be the maximum annual budget amount for the standard list of court-related

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functions of the clerks of court in s. 28.35(4)(a) that may be funded from fees, service charges, court costs, and fines retained by the clerks of the court for county fiscal year 2007-2008.

3. For county fiscal years 2008-2009 and thereafter, the maximum budget amount for the standard list of court-related functions of the clerks of court in s. 28.35(4)(a) that may be funded from fees, service charges, court costs, and fines retained by the clerks of the court shall be calculated as the rebased budget for the prior county fiscal year adjusted by the projected percentage change in revenues between the prior county fiscal year and the county fiscal year for which the maximum budget amount is being authorized. The rebased budget for the prior county fiscal year shall always be calculated by adjusting the rebased budget for the year preceding the prior county fiscal year by the actual percentage change in revenues between the 12-month period ending June 30 of the year preceding the prior county fiscal year and the 12-month period ending June 30 of the prior county fiscal year.

(6) The Legislative Budget Commission may approve increases to the maximum annual budgets approved for individual clerks of the court pursuant to this section for court-related duties, if either of the following conditions exist:

(a) The additional funding is necessary to pay the cost of performing new or additional functions required by changes in law or court rule. Before the Legislative Budget Commission may approve an increase in the maximum annual budget of any clerk under this paragraph, the Clerk of the Court Operations Corporation must provide the Legislative Budget Commission with



a statement of the impact of the proposed budget changes on state revenues, and evidence that the respective clerk of the court is meeting or exceeding the established performance standards for measures on the fiscal management, operational efficiency, and effective collection of fines, fees, service charges, and court costs.

(b) The additional funding is necessary to pay the cost of supporting increases in the number of judges or magistrates authorized by the Legislature. Before the Legislative Budget Commission may approve an increase in the maximum annual budget of any clerk under this paragraph, the Clerk of the Court Operations Corporation must provide the Legislative Budget Commission with a statement of the impact of the proposed budget changes on state revenues; evidence that the respective clerk of the court is meeting or exceeding the established performance standards for measures on the fiscal management, operational efficiency, and effective collection of fines, fees, service charges, and court costs; and a proposed staffing model, including the cost and number of staff necessary to support each new judge or magistrate.

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The total amount of increases approved by the Legislative Budget Commission for each county fiscal year shall not exceed an amount equal to 2 percent of the maximum annual budgets approved pursuant to this section for all clerks, in the aggregate, for that same county fiscal year.

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(10) (7) The Chief Financial Officer and the corporation may submit proposed legislation to the Governor, the President of the Senate, and the Speaker of the House of Representatives

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relating to the preparation of budget requests of the clerks of court and the recommendations of the Chief Financial Officer no later than November 1 in any year for approval of clerk budget request amounts exceeding the restrictions in this section for the following October 1. If proposed legislation is recommended, the corporation shall also submit supporting justification with sufficient detail to identify the specific proposed expenditures that would cause the limitations to be exceeded for each affected clerk and the estimated fiscal impact on state revenues.

Section 3. Section 142.01, Florida Statutes, is amended to read:

- 142.01 Fine and forfeiture fund; disposition of revenue; clerk of the circuit court.-
- (1) There shall be established by the clerk of the circuit court in each county of this state a separate fund to be known as the fine and forfeiture fund for use by the clerk of the circuit court in performing court-related functions. The fund shall consist of the following:
- (a)  $\frac{(1)}{(1)}$  Fines and penalties pursuant to ss. 28.2402(2), 34.045(2), 316.193, 327.35, 327.72, 379.2203(1), and 775.083(1).
- (b)  $\frac{(2)}{(2)}$  That portion of civil penalties directed to this fund pursuant to s. 318.21.
- (c)  $\frac{(3)}{(3)}$  Court costs pursuant to ss. 28.2402(1)(b), 34.045(1)(b), 318.14(10)(b), 318.18(11)(a), 327.73(9)(a) and (11) (a), and 938.05(3).
- (d) (4) Proceeds from forfeited bail bonds, unclaimed bonds, unclaimed moneys, or recognizances pursuant to ss. 321.05(4)(a), 379.2203(1), and 903.26(3)(a).

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- (e) (5) Fines and forfeitures pursuant to s. 34.191.
- (f) (6) All other revenues received by the clerk as revenue authorized by law to be retained by the clerk.
- (2) All revenues received by the clerk in the fine and forfeiture fund for funding of court-related duties shall be remitted monthly to the Department of Revenue for deposit into the Department of Financial Services' Administrative Trust Fund.
- (3) Notwithstanding the provisions of this section, all fines and forfeitures arising from operation of the provisions of s. 318.1215 shall be disbursed in accordance with that section.

Section 4. Subsection (4) of section 28.37, Florida Statutes, is amended to read:

- 28.37 Fines, fees, service charges, and costs remitted to the state.-
- (4) Beginning January 1, 2005, for the period July 1, 2004, through September 30, 2004, and each January 1 thereafter for the preceding county fiscal year of October 1 through September 30, the clerk of the court must remit to the Department of Revenue for deposit in the General Revenue Fund the cumulative excess of all fees, service charges, court costs, and fines retained by the clerks of the court, plus any funds received by the clerks of the court from the Department of Revenue Clerk of the Court Trust Fund under s. 28.36(4)(a), over the amount needed to meet the approved budget amounts established under s. 28.36.

Section 5. The clerks of court shall provide financial data concerning their expenditures on court-related duties to the Executive Office of the Governor for the purposes contained in



SB 1796 or similar legislation.

Section 6. The sum of \$112,845,078 is appropriated from the Department of Financial Services' Administrative Trust Fund to the Chief Financial Officer for the clerk of court budgets for the last quarter of the 2008-2009 county fiscal year, and \$338,535,234 is appropriated from the Administrative Trust Fund to the Chief Financial Officer for the clerks of court for the first three quarters of the 2009-2010 county fiscal year.

Section 7. The Legislature finds and declares that this act fulfills an important state interest.

Section 8. This act shall take effect July 1, 2009.

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======== T I T L E A M E N D M E N T ==== And the title is amended as follows:

Delete everything before the enacting clause and insert:

A bill to be entitled

An act relating to the clerks of court; amending s. 28.35, F.S.; requiring the Florida Clerks of Court Operations Corporation to establish a process to review and certify budget requests of the clerks of court; conforming cross-references; deleting provisions relating to the certification of the amount of the proposed budget for each clerk; amending s. 28.36, F.S.; providing a procedure for preparing budget requests for the court-related functions of clerks of court; requiring clerks to submit budget requests to the Florida Clerks of Court Operations Corporation; requiring the corporation to determine

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whether court-related revenues are less than the proposed budget for a clerk; requiring a clerk of court to prepare a budget request based on specified core services; requiring the corporation to compare a clerk's expenditures and costs with the clerk's peer group; limiting salary adjustments for employees of a clerk of court based on salary adjustments for career service employees; requiring the Chief Financial Officer to review the recommendations of the corporation relating to the budget requests of the clerks of court; requiring the Chief Financial Officer to release appropriations to the clerks of court quarterly; adjusting the release of funds based on performance of certain service units by the clerk; amending s. 142.01, F.S.; requiring the deposit of revenues received in the fine and forfeiture funds of the clerks of court into the Department of Financial Services' Administrative Trust Fund; amending s. 28.27, F.S.; deleting a provision relating to the funding of the clerks of court from a specified trust fund to conform to changes made by the act; requiring that the clerks of court submit financial data to the Executive Office of the Governor; providing appropriations; providing a finding that the act fulfills an important state interest; providing an effective date.