



Part 4

Looking Beyond: the Next Half-Century

*I*mproving the administration of justice is a quest without end. Nelson Mandela in his autobiography spoke of the long walk to freedom; his sentiments echo on the road to justice:

I have walked that long road to freedom. I have tried not to falter; I have made missteps along the way. But I have discovered the secret that after climbing a great hill, one only finds that there are many more hills to climb. I have taken a moment here to rest, to steal a view of the glorious vista that surrounds me, to look back on the distance I have come. But I can rest only for a moment, for with freedom come responsibilities, and I dare not linger, for my long walk is not yet ended.

Chapter 15

The Next Fifty Years: 2000 to 2050

Overview



California ever changes—a work in progress. But several developments seem inevitable: continued rapid growth in population, increased diversity with no ethnic majority, growth in the number of languages in use (224 in 2000), new population centers that overshadow Los Angeles and the San Francisco Bay Area, and an increase in the numbers of youth and the elderly.

Public distrust of government and politics, cyclical economies, and inadequate infrastructure also appear likely. An array of socioeconomic problems will persist.

California courts, in addition to operating in this milieu, will be confronted with a set of traditional challenges ranging from caseload increases to deficient resources.

The judicial branch, through Judicial Council leadership, is preparing itself by strategic planning. There are multiple products of these preparations, but at the heart are the strategic goals.

At the intersection of judicial branch preparations and the contours of a future California is the fact that major trends and problems in California are beyond the power of the judicial branch to alter. Nonetheless, the judicial branch can follow, and has followed, the advice of futurists and strategists by positioning itself to be anticipatory and by fashioning a preferred future toward which to work.

There will be challenges or obstructions to implementing the major goals of the strategic plan, and some of these can already be anticipated in quality of justice, access and fairness, resources, administration, education, and technology. But each of these areas also offers opportunities for abundant improvements in the future administration of justice.

We now move from the golden era of justice administration to the future of justice administration in the Golden State. What is the societal and governmental context in which the judicial branch is likely to function during the next half-century? As one thoughtful commentator has aptly remarked: “California is a work in progress. The state has experienced many periods of rapid growth and change over the past 150 years. There will be no pause for reflection at the millennium. Forces and trends are converging that will, by the middle of the twenty-first century, transform California into a very different state from the one we know today. How California will cope with the challenges it faces is far from clear.”¹

Predicting the future is folly, but our thinking can be informed by an apparent consensus on several major characteristics of California in the decades ahead.²

- ◆ *Population:* Continued rapid growth—doubling to more than sixty million persons by 2050, fueled largely by foreign immigrants with higher birthrates.³
- ◆ *Ethnic diversity:* No ethnic majority at the beginning of the century, but Hispanics pass whites as the largest group in the 2020s and probably become an outright majority before midcentury.⁴
- ◆ *Language:* The number of languages other than English spoken in California grows from 224 at the beginning of the century to even greater numbers.⁵
- ◆ *Regionalism:* The dominance of Los Angeles County and the San Francisco Bay Area as the most populous parts of the state is superseded by population growth in Orange County, the Central Valley, and the Inland Empire (Riverside and San Bernardino Counties).⁶
- ◆ *Age diversity:* The number of Californians under fifteen increases by more than 68 percent and the number over sixty by more than 154 percent, creating a growing population of dependent residents and a shrinking percentage of working-age Californians.⁷

A strong case also can be made for the following projections.

- ◆ *Political distrust:* The voter revolt expressed by the passage of Proposition 13 in the 1970s continues in the form of declining voter registrations, declining participation in elections by registered voters, term limits, and increased direct legislation by voters through the initiative process—all of which underscore citizen alienation from establishment politics and government.⁸

- ◆ *Economy:* California’s economy continues the pattern of cyclical boom or bust, but the distribution of good times and bad times continues to vary significantly among the five major regions of California.⁹
- ◆ *Infrastructure:* At the beginning of the century, California ranks near the bottom among the fifty states in spending on infrastructure other than prisons: highways, number 48; higher education, number 37; public schools, number 31. The infrastructure is inadequate to accommodate the needs of the exploding population for roads, schools, sewers, water, bridges, and governmental buildings (including courthouses), but government officials are unwilling or unable to invest the funds necessary for adequate infrastructure.¹⁰

Closer to home for the judicial branch of government are socioeconomic trends projected for the coming decades: increased violence, continued illegal drug trade, persistent poverty cycles, weakening of the family, continued handgun availability, more children in poverty, more parental abdication of responsibility for children’s conduct, and a widening gap between rich and poor.¹¹

At the doorstep of tomorrow’s courthouses are these projected trends: caseload growth, prison overcrowding, insufficient court funding, escalating litigiousness, court-linked family needs, correction system failures, and deficient judicial compensation. The only bright spot is increased alternative dispute resolution.¹²

Where to go from here? In the words of a perceptive observer who graduated from a California law school: “I would not presume to tell you *what* to think about the future. I will venture only thoughts on *how* to think about it.” (Emphasis added.)¹³

Preparations for the Future: Process

In many respects preparation for the future by California’s judiciary began when Chief Justice Malcolm M. Lucas advised the State Bar in 1990: “We need to anticipate change and plan for action. We need to lead and not wait to be led into the next millennium.”¹⁴ Then followed a steady sequence of events (discussed in earlier chapters) of preparing for the future. They reflect *how* the judicial branch is thinking about the future.

- ◆ 1992—The Judicial Council adopts the first strategic plan for the judicial branch.

- ◆ 1993—The Commission on the Future of the California Courts concludes its work and publishes *Justice in the Balance, 2020*.
- ◆ 1994—The Judicial Council assesses and prioritizes the recommendations of the Commission on the Future of the California Courts.
- ◆ 1995–1996—The Judicial Council refines the strategic plan.
- ◆ 1997—*Leading Justice Into the Future*, the long-range strategic plan by the Judicial Council, is published for the first time.
- ◆ 1998—The emphasis shifts to local planning within the judicial branch of government.
- ◆ 1999—*Leading Justice Into the Future* is updated and revised.
- ◆ 2000—The Judicial Council adopts a multiyear planning cycle, integrating state and local planning efforts, and provides for action plans to implement strategic plans.

Preparations for the Future: Products

As the governing body of the judicial branch, the Judicial Council, by the end of the last century, had produced and revised a strategic plan consisting of missions both for itself and for the judicial branch of government, as well as guiding principles, goals, policy directions, and plans for implementation.

Although addressed previously in Chapter Four, the six strategic goals of the Judicial Council warrant reexamination here, for they validate the process of preparing for the future and bear on whether, as products of that process, they are adequate for the future.

Goal I. Access, Fairness, and Diversity All Californians will have equal access to the courts and equal ability to participate in court proceedings, and will be treated in a fair and just manner. Members of the judicial branch community will reflect the rich diversity of the state’s residents.

Goal II. Independence and Accountability The judiciary will be an institutionally independent, separate branch of government that responsibly seeks, uses, and accounts for public resources necessary for its support. The independence of judicial decision making will be protected.

Goal III. Modernization of Management and Administration

Justice will be administered in a timely, efficient, and effective manner that utilizes contemporary management practices; innovative ideas; highly competent judges, other judicial officers, and staff; and adequate facilities.

Goal IV. Quality of Justice and Service to the Public

Judicial branch services will be responsive to the needs of the public and will enhance the public's understanding and use of and its confidence in the judiciary.

Goal V. Education The effectiveness of judges, court personnel, and other judicial branch staff will be enhanced through high-quality continuing education and professional development.

Goal VI. Technology Technology will enhance the quality of justice by improving the ability of the judicial branch to collect, process, analyze, and share information and by increasing the public's access to information about the judicial branch.¹⁵

Intersection: Courts and the Future

The major characteristics and trends forecast for California are largely beyond the control of the judicial branch of government. Courts cannot stem the tide of immigration, ethnic diversity, or the extensive use of languages other than English. Courts cannot alter the evolution of new regions in California as the exploding population creates new hubs other than San Francisco and Los Angeles. Courts cannot decrease the rise in either youths or the elderly among California's residents. Courts cannot compel greater citizen participation in elections or do much, if anything, to reduce citizen alienation from politics and government. Aside from specific judicial decisions that might have an economic impact, courts likewise can do little about economic cycles and varying regional impacts. And, aside from court facilities, courts can do little, if anything, about filling present or future deficits in infrastructure.

Even with issues more closely tied to the administration of justice it is difficult to perceive how the judicial branch can significantly impact growing violence, trade in illegal drugs, poverty, weakening of the family, handgun availability, parental default, or the gap between rich and poor. The same appears true for the following, all of which are driven by forces *external* to the courts: caseload growth, overcrowded prisons, insufficient funding, escalating litigiousness, court-related family needs, corrections failures, and inadequate judicial compensation.

This does not mean the judicial branch shall be paralyzed or without recourse. Confronted with an array of projections ranging from vast to specific that have the potential for enormous impact on courts, the preferred course is to determine *how* to think about the future, not *what* to think about the future.

At this point two key responses advocated by futurists and strategic planners are to (1) strategically position the institution by being anticipatory rather than reactive in identifying and confronting problems and (2) fashion a preferred future toward which to work while dealing with problems both anticipated and unforeseen.

California's judicial branch appears to have done just that in both the process and products of preparations for the future. The judicial branch has committed to achieving access, fairness, independence, accountability, modern administration, public service, and all the other values in its goals and will strive for success no matter what the future presents in terms of population explosion, diversity, intergenerational conflict, socioeconomic maladies, or their several possible companions. The value of these preparations is proven by the fact that progress is well under way in many areas of the strategic plan.

The following are among the more notable areas of progress since 2000 and the commencement of the new millennium. Each confirms the abiding dedication by the Judicial Council, with leadership by Chief Justice Ronald M. George and Administrative Director of the Courts William C. Vickrey, to *Leading Justice Into the Future*.

Court Facilities

Passage of the Trial Court Facilities Act of 2002, sponsored by the Judicial Council in conjunction with the California State Association of Counties, reversed more than 150 years of precedent by shifting governance, ownership, and maintenance of court facilities from local government to the state.¹⁶ This resolves one of the two major issues left for future attention following enactment of state funding for trial courts. While a complicated transition lies ahead, the symbolic and practical effects of this historically significant step will contribute importantly to the judiciary's goal of access for all in California to safe, secure, and adequate court facilities without regard to where a person resides.

Employees

In addition to facilities, the status of local government employees working in trial courts was left for future resolution when state funding was

enacted. Thanks again to Judicial Council leadership, substantial progress was made early in the new millennium with passage in 2001 of the Trial Court Employment Protection and Governance Act, which transferred responsibility for employees from counties to courts,¹⁷ accompanied by increased local assistance from the Human Resources Division of the Administrative Office of the Courts (AOC). This advances the goal of modernizing management and administration.

Fiscal Administration

The goal of responsibly using and accounting for public resources allocated to courts will be directly supported by AOC implementation in 2002 of a new, automated financial system. Developed in collaboration with the executive branch's Department of Finance and the Legislative Analyst's Office, the system will for the first time enable the judicial branch to reliably compile and monitor costs of the entire court system as well as develop prospective budgets integrating current expenditure data, strategic goals, and state government's revenue projections. Internal fiscal administration is being strengthened by a statewide accounting and reporting system.

Technology

The new financial system also promotes the Judicial Council's commitment to utilize technology to "collect, process, analyze, and share information."¹⁸ Further progress was made in 2002 with expanded public access to electronic trial court records.¹⁹

Juries

Notable advances in the jury system between 2000 and 2002 promote strategic goals ranging from access to quality of justice. The burdens of jury service were both lightened and more fairly distributed in 2002 when statewide implementation of the Judicial Council's "one-day or one-trial" plan was completed.²⁰ This means that a citizen appearing for jury service need serve as a prospective juror for only one day. If the person is chosen to sit on a trial jury, service is completed at the conclusion of that trial. In addition, progress was made toward the Judicial Council's objective of compensating jurors at \$40 per day. The rate was increased by the California Legislature in 2000 to \$15 per day.²¹ While far short of \$40 per day, this was the first increase in forty-three years and is attributable to judicial branch tenacity. The process of summoning prospective jurors is being streamlined while both education and information for jurors are undergoing enhancement during the early days of the new century.

Legal Assistance

In 2001 the Judicial Council inaugurated an online Self-Help Center designed to guide California residents through the legal system and to assist them in locating free or low-cost legal assistance.²² With a focus on California's increasing number of self-represented litigants, the service provides practical information on a large number of matters, including family law, juveniles, domestic violence, guardianships, conservatorships, small claims, and traffic violations. A version in Spanish will be available in 2003. This initiative bodes well for continued commitment to improved access, fairness, diversity, quality of justice, and service to the public.

Challenges

Again borrowing from the futurists, there obviously are "inhibitors" between the Judicial Council strategic plan and implementation. However, without resorting to use of a crystal ball, it seems that these inhibitors can be anticipated and addressed now by the judiciary. The following examples are offered for illustration.

The Quality of Justice

In order for the judicial branch to be "responsive to the needs of the public,"²³ the reality of volume must be confronted. It seems fair to assume that doubling the population of California by 2050 will at least double the number of criminal, civil, and juvenile lawsuits. Perhaps the most promising response to this inhibitor is to begin full-fledged experimentation with the "multidimensional justice system" envisioned by the Commission on the Future of the California Courts.²⁴ While there has been encouraging movement in several areas specified by the commission, it has been more episodic than systematic. The launching of new components of a multidimensional justice system will require a coordinated expansion of dispute resolution options; the creation of multioption justice centers; the development of guidelines for assessing disputes and referring them appropriately; the creation of new processes; the promulgation of standards to ensure quality, efficiency, and fairness; the injection of new resources; and perhaps an imposition of penalties for inappropriate use of publicly financed dispute resolution mechanisms.

Even if extraordinary success is achieved with multidimensional justice, volume will engulf the system if the judicial branch suffers, as it has in the past, resource starvation or malnutrition. It will not be sufficient for the judiciary to merely seek and be granted more judges, more judicial officers, more staff, and more courtrooms—although all of those will be essential.

The judicial branch may very well have to assume its rightful responsibility as an interdependent branch of government and support, without supplanting, the efforts of the legislative and executive branches to reduce caseloads. Surely the judicial branch has much to contribute on vexing issues confronting all three branches.

Is our criminal system, with its notably high rate of incarceration and ever-rising caseloads, appropriate for California of the future? Is our system of dealing with family relationships appropriate in view of the complex human, cultural, economic, and legal factors that are involved? Is our civil system of liability and compensation the best we can do to redress loss and allocate responsibility?

While the independence of the judiciary must be preserved, participating in the resolution of these and the many societal issues awaiting California undoubtedly will be explored. Chief Justice George and Administrative Director Vickrey already have taken the judiciary to a new plateau in collaborative searches for solutions to problems that extend beyond the boundaries of courts. Programs involving drug courts, dependency, and mental health are prime reassurances, among many, of continued participation of this caliber.

Access and Fairness

How can a person have “equal access to the courts and equal ability to participate in court proceedings”²⁵ without assistance of counsel? The constitutional right to counsel in criminal proceedings, regardless of ability to pay legal fees, has already been assured.²⁶ For some time now there have been proposals to assure free representation in civil proceedings as well.²⁷ Progress has been made, but have we made all possible progress? If not, what contribution can the judicial branch make?

Resources

Replacing the fractured system of local/state funding of trial courts removed troubling threats to adequate court funding caused by disparate and insufficient appropriations. With full state funding, the judiciary nonetheless faces inhibitors to obtaining the “public resources necessary for its support.”²⁸ The judicial branch, more than ever, must resist being “viewed as just another unit in the executive branch of government” and be prepared for “increased attention on the part of legislative and executive branches of government.”²⁹ Second, the annual budgeting and appropriation mechanism will be controlled by legislators who are subject to term limits and governors who can serve for only two terms, all of which suggest that funding decisions will be the product of a short rather than a long field of

vision. Finally, neither the legislative nor executive branch has a long-range strategic plan comparable to that of the judicial branch of government. However, implementation of the judiciary's strategic plan will be severely impeded if held hostage in the annual budgeting process.

To remove these inhibitors, it seems wise to begin a collaborative search with members of the legislature, the governor, and other leaders for a stable and long-range funding mechanism for the judicial branch. This endeavor should be assisted by the commitment to values and problem solving embedded in the judicial branch's mission and plans. Likewise, the implicit willingness to be accountable for progress, as well as utilization of resources devoted to implementing those plans, should justify creation of a multi-year funding system more appropriate for the challenges confronting the judiciary now and well into the future.

Modern Administration

If justice is to be administered using "contemporary management practices . . . [and] highly competent judges,"³⁰ the threshold ingredient is judicial leadership. Research has demonstrated repeatedly that reform is destined to fail without the institutions of justice and judges willing to take a leadership role, in terms of both policy and implementation.³¹ To ensure that the California courts have judges capable of such leadership, it may be appropriate to rethink various aspects of the judicial position.

For example, the only existing legal qualification for becoming a judge in California is membership in the State Bar for ten years.³² This minimal qualification has been supplemented somewhat by the statutory requirement that, prior to filling a judicial vacancy by appointment, the governor must submit potential appointees for evaluation by the Commission on Judicial Nominees Evaluation of the State Bar. The State Bar is directed to consider the candidate's "industry, judicial temperament, honesty, objectivity, community respect, integrity, health, ability, and legal experience."³³ The evaluation in no way restricts the governor's power to appoint whomever he or she wishes.

Are more qualifications needed to ensure that California has judges with leadership skills who are capable of functioning effectively in the governance context created by the Judicial Council's strategic plan? Perhaps a profile of the desired qualifications of future judicial appointees should be developed. The candidate's legal experience and personal characteristics could be measured, and also the candidate's potential to contribute to implementation of the goals of the judicial branch. A companion to such a profile

could, and perhaps should, be an outline of the needed qualifications in each court so that when vacancies arise the court's needs can be assessed in the process of selecting an appropriate judge for the vacancy.

The appointments and election system for trial court judges has been in place for 150 years. At the beginning of the new millennium there are tensions in this system that could very well thwart the Judicial Council goals of a judiciary that “will be an institutionally independent, separate branch of government” with “highly competent judges.”³⁴ The first tension is not new, but it seems to have reached new levels: the extent to which judges, once appointed, will reflect or even carry out the policy positions of the incumbent governor who made the appointment. The second tension is the increase in the number of contested elections for trial court positions and the escalating cost of these elections. These tensions inevitably are inhibitors to obtaining the qualifications and independence contemplated by the Judicial Council goals.

Finally, there are increasing laments regarding the difficulty of recruiting persons willing to serve as judges. The leading deterrent appears to be compensation compared to the rewards of private law practice.

Perhaps it is time to confront these inhibitors by rethinking the career path to judicial office. There are precedents in other nations with judicial systems that have, in effect, created a career judiciary by offering a path that begins in law school and leads ultimately to judicial service.

Education

California has a well-developed and extensive system for education and training of judges, as discussed in Chapter Ten. However, the thrust of the extensive curricula is aimed at legal proficiency. This is reflected in the abundant courses on the rules of evidence, procedure, and substantive law. Measured in terms of achieving the goals of the Judicial Council's strategic plan, worthwhile additions to the curriculum would be techniques for judges to function in a pluralistic, multicultural society; development of leadership skills appropriate for governance and achieving institutional goals in the third branch of government; and development of skills appropriate for the judicial role in a multidimensional justice system.

Technology

The Judicial Council appropriately seeks to better use technology to facilitate the ability of the judicial branch “to collect, process, analyze, and share information” and increase the public's access to that information.³⁵

But the threshold question for future technology, as a goal within the judicial branch, is whether the focus on “information” is sufficiently ambitious. It would seem appropriate to begin now to fashion a vision for making use of technology that passes well beyond the mere gathering and dissemination of information. Examples already exist of technologies that enable us to create virtual courtrooms in which hearings are conducted with all of the participants (judge, witnesses, counsel, and parties) in different locations but nonetheless able to see and communicate with one another. Anticipating which future technologies will be spawned from those that already exist is a worthy added dimension to the Judicial Council’s preparations for the future.

Closing Thought

There will be significant new improvements in the administration of justice between now and 2050 if the laudable aspirations in the present and future plans of the judicial branch are pursued. The number and magnificence of improvements will in large measure turn on whether the Judicial Council, the Administrative Office of the Courts, and the judicial branch build upon the foundation of self-governance begun in 1926 with the creation of the Judicial Council, strengthened in 1961 by establishment of the AOC, and expanded in the 1990s by taking responsibility for charting the course of justice.

Notes

- ¹ Mark Baldassare, *California in the New Millennium* (Berkeley: University of California Press, 2000), p. 1.
- ² There are two primary sources for the descriptions in this chapter regarding California's characteristics during the coming decades. The first is Mark Baldassare, *California in the New Millennium*, which is based upon focus group and survey research. The second is *Justice in the Balance, 2020* by the Commission on the Future of the California Courts, which also was based upon an array of techniques for identifying and pooling opinions regarding California in the future.
- ³ Baldassare, *California in the New Millennium*, pp. 2–3; [Judicial Council of California], Commission on the Future of the California Courts, *Justice in the Balance, 2020: Report of the Commission on the Future of the California Courts* (1993), pp. 9–10.
- ⁴ Baldassare, *California in the New Millennium*, p. 3; Commission on the Future of the California Courts, *Justice in the Balance*, pp. 9–10.
- ⁵ Commission on the Future of the California Courts, *Justice in the Balance*, pp. 9–10.
- ⁶ Baldassare, *California in the New Millennium*, pp. 3–6; Commission on the Future of the California Courts, *Justice in the Balance*, p. 9.
- ⁷ Baldassare, *California in the New Millennium*, p. 6; Commission on the Future of the California Courts, *Justice in the Balance*, p. 10.
- ⁸ Baldassare, *California in the New Millennium*, pp. 26–34, 46–49, 69–73, and 80–87.
- ⁹ *Id.*, pp. 6–8.
- ¹⁰ *Id.*, pp. 8–9.
- ¹¹ Commission on the Future of the California Courts, *Justice in the Balance*, pp. 6–7.
- ¹² *Id.*, p. 7.
- ¹³ Michael E. Tigar, “2020 Vision: A Bifocal View,” in *Alternative Futures for the State Courts of 2020* (State Justice Institute and the American Judicature Society, 1991), p. 115. Mr. Tigar graduated from the law school of the University of California at Berkeley.

- 14 Chief Justice Malcolm M. Lucas, State of the Judiciary Address, State Bar Conference of Delegates (August 26, 1990), reported in Judicial Council of California, *Annual Report to the Governor and the Legislature* (1991), pp. 1, 5.
- 15 Judicial Council of California, *Leading Justice Into the Future: Strategic Plan* (March 2000).
- 16 Senate Bill 1732, effective January 1, 2003; California Statutes 2002, chapter 1082.
- 17 Senate Bill 2140; California Statutes 2000, chapter 1010.
- 18 Judicial Council, *Leading Justice Into the Future*, p. 9.
- 19 California Rules of Court, rules 2070–2076.
- 20 California Rules of Court, rule 861; California Government Code, section 68550.
- 21 California Code of Civil Procedure, section 215.
- 22 Judicial Council of California, California Courts Web site, www.selfhelp.courts.ca.gov.
- 23 Judicial Council, *Leading Justice Into the Future*, p. 9.
- 24 Commission on the Future of the California Courts, *Justice in the Balance*, pp. 35–53.
- 25 Judicial Council, *Leading Justice Into the Future*, p. 9.
- 26 *Gideon v. Wainwright*, 372 U.S. 335 (1963).
- 27 National Conference on the Judiciary, *State Courts: A Blueprint for the Future: Proceedings of the Second Annual Conference on the Judiciary* ([Denver]: National Center for State Courts, 1978), p. 128; John Dombrink and James W. Meeker, “Access to the Civil Courts for Those of Low and Moderate Means” in *2020 Vision: Symposium on the Future of California’s Courts: Research Papers* (December 10–11, 1992).
- 28 Judicial Council, *Leading Justice Into the Future*, p. 9.
- 29 John K. Hudzik, “Financing and Managing the Finances of the California Court System: Alternative Futures” in *2020 Vision: Symposium on the Future of California’s Courts: Research Papers* (December 10–11, 1992), pp. 4–5.
- 30 Judicial Council, *Leading Justice Into the Future*, p. 9.

- ³¹ Larry L. Sipes et al., *Managing to Reduce Delay* (Williamsburg, Va.: National Center for State Courts, 1980).
- ³² California Constitution, article VI, section 15.
- ³³ California Government Code, section 12011.5(d).
- ³⁴ Judicial Council, *Leading Justice Into the Future*, p. 9.
- ³⁵ *Ibid.*

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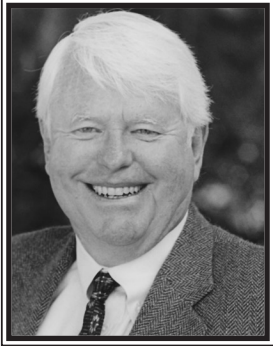
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Photograph by Jennifer Cheek Pantaléon

Larry L. Sipes, a member of the California State Bar for forty years, wrote this book as the inaugural scholar-in-residence for the Administrative Office of the Courts, the staff agency for the Judicial Council of California. He brought to bear his perspective as a former president of the National Center for State Courts, which is the principal resource for state courts as they work to improve the administration of justice. He also served as director of the Western Regional Office for the National Center for State Courts and is a president emeritus of that organization.

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Mr. Sipes brought to this book a personal interest that flowed from being acquainted with Chief Justice Ronald M. George and having been acquainted with his five immediate predecessors. He also has known all four Administrative Directors of the Courts. These relationships, past and present, enlivened his efforts, as did his experiences of working in or with the California court system his entire professional life.

INDEX



Bold page references indicate pages with photographs.

- Access and Fairness Advisory Committee, 61, 236, 238
- Act for the Admission of California into the Union (1849), 9, 15
- administration of justice. *See also* justice
 - ABA standards regarding, 2
 - areas of progress since 2000 in, 281–283, 285–286
 - California’s leadership for improving, 4–6
 - contributions of other states to California, 6
 - disagreement on definition/boundaries of, 1–2
 - equal fairness and access for all, 235–241, 284
 - goals of the Judicial Council for, 91–92, 279–280
 - impact of technology on, 263–264, 287
 - improved for families and children, 193–202
 - interpreter services to enhance, 245–256
 - Judicial Council’s mandate to improve, 78
 - quality of, 283–284
 - reasons for documenting history of, 2–5
- Administrative Director of the Courts, **P-3**, 53 60, 64, 66
- Administrative Office of the Courts (AOC)
 - assessment of unification commissioned by, 119
 - court automation standards by, 262, 265, 270
 - creation of, 31, 53, 60, 62, 64, 73, 76–78
 - delay reductions (1987) promoted by, 184
 - fortieth anniversary of, 4
 - future course of justice and, 287
 - Gordon* crisis response by, 86, 103–104
 - improved justice for families promoted by, 201–202
 - initial scope of, 76–77
 - LEAA standards denounced by, 83–84
 - leadership of, 64, 66
 - mission statement of, 92
 - organization/staff of, 66, 68
 - role in interpreter services of, 248
 - role in judicial education of, 211
 - state funding of courts and, 142
 - strategic planning by, 74
 - training programs to assist judges/staff offered by, 93, 207, 215
 - transformation (1990s) of, 92–93
 - Trial Court Delay Reduction Act (1986) and, 174
- Administrative Presiding Justices Advisory Committee, 61
- administrators of trial courts, 69–70
- Advisory Committee on Court Interpreters, 253, 254
- Advisory Committee on Financial Reporting and Automatic Performance Standards, 265–267
- Advisory Committee on Gender Bias in the Courts, 235, 238–239
- Advisory Committee on Racial and Ethnic Bias in the Courts, 238, 239–240
- advisory committees (Judicial Council), 59–60, 61, 63
- Advisory Committee on State Court Funding, 139
- Advisory Committee on Trial Court Coordination Plan, 111
- Advisory Committee on Trial Court Coordination Standards, 111
- alternative dispute resolution (ADR) in appellate cases, 228
- arbitration form of, 222–227

- alternative dispute resolution (*continued*)
- assessments of, 225, 226–227
 - in cases involving families and juveniles, 229
 - characteristics of new programs, 221–222
 - early ventures (1971) into, 222–223
 - Judicial Council role in, 219–220, 223, 227, 228
 - mediation form of, 227–229
 - observations regarding, 229–230
 - origins and development of, 219–220
 - resolutions/studies/legislation (1971–1978) on, 222–224
- American Arbitration Association, 221
- American Bar Association (ABA), 2, 166, 167, 176, 182, 183, 209, 210
- American Bar Association Code of Judicial Conduct, 166–167
- Americans with Disabilities Act, 240
- Appellate Advisory Committee, 61
- appellate court automation, 262, 265
- appellate courts, 26–27
- Appellate Indigent Defense Oversight Advisory Committee, 65
- Appellate Mediation Task Force, 65
- Appellate Process Task Force, 65
- arbitration, 222–227. *See also* alternative dispute resolution
- Arthur Young & Company, 250
- Assembly Bill 233 (1997), 143–145, 146
- Assembly Bill 3108 (1984), 135–136
- Assembly Concurrent Resolution 74 (1973), 248–249
- Association of Family and Conciliation Courts, 200
- Association of Northern California Defense Counsel, 222
- Association of Southern California Defense Counsel, 222
- Attorney’s Special Arbitration Plan, 222
- Background Report of Special Counsel* (Hufstедler), 162
- Bancroft Library (UC Berkeley), 3
- “The Battered Child Syndrome” (Kempe), 200
- Bench-Bar Pro Bono Project, 65
- Bennett, Nathaniel, 18
- “Beyond Bias: Assuring Fairness in the Workplace” (AOC), 93, 215
- bias
- against persons with disabilities, 240–241
 - gender, 235–236, 238–239
 - racial/ethnic, 236, 238, 239–240
 - sexual orientation, 241
- Bird, Rose Elizabeth, P-2, 3, 56, 64, 86, 109, 136, 152, 160, 161, 171, 183, 238
- Boalt Hall School of Law (UC Berkeley), 209, 210, 212
- Booz, Allen & Hamilton, 104–106, 133, 134
- Breed v. Jones*, 200
- Brown, Edmund G. “Jerry,” Jr., 56, 223, 224
- Brown, Edmund G. “Pat,” 56
- Brown, Willie, 183
- Brown-Presley Trial Court Funding Act (1988), 137, 138
- Burke, Louis, 103
- California
- ad hoc civil government of (1848–1849), 17–18
 - comparison of 1850 and 1950 courts in, 14–15
 - comparison of 1950 and 2000 courts in, 47–50
 - comparison between U.S. (1850) and, 13
 - comparison between U.S. (1950) and, 13–14
 - conditions on eve of statehood, 16–18
 - courts (1950) in, 47
 - courts (2000) in, 47–48
 - link between court preparations for future and, 280–287
 - population growth of (1700s–1850), 15–16
 - projections for the decades ahead, 277–278
 - response to judicial bias in, 238
 - statutory enactments for families and children (1974–1999), 198–200
 - unstable economic/social conditions (late 1800s), 22–23

- California College of Trial Judges, 210, 211
- California Committee on Better Administration of Law (1934), 34–35
- California Constitution (1849)
administration of justice context of, 15
alleged defects of the, 22
article VI revised (1862), 23
judicial system provided in the, 20–21
origins and passage of, 19–20
- California Constitution (1879)
amendment reorganizing inferior courts (1950), 101–103
article VI revision (1960), 60, 62
article VI, sections 8 and 18 of, 163
court interpreter services provision (1974) by, 245
judicial system in the, 24–26
sequence of events leading to, 23–24
- California Constitution Revision Commission, 27, 55, 78, 156, 249
- California Council on Criminal Justice (CCCJ), 80–81, 84, 211
- California Department of Finance, 143
- California Judges Association (CJA), 6, 152, 166, 207, 209–213
- California Judicial College, **P-6**, 212
- California Judicial Criminal Justice Planning Committee, 92
- California Law Revision Commission (1960), 113, 221
- California Legislature. *See specific legislation*
- “The California Method of Selecting Judges” (Smith), 34
- California Rules of Court
rule 810, 141, 142
rule 902, 161
rule 902.5, 161–162
rule 1029, now rule 6.50, 213
- California State Association of Counties, 143
- California State Chamber of Commerce, 34
- California Trial Lawyers Association, 223
- Canons of Judicial Ethics (1949), 166
- case-management systems, 185–186
- case-processing time standards, 184
- “The Causes of Popular Dissatisfaction with the Administration of Justice” (Pound), 1
- Center for Children and the Courts (AOC), 202
- Center for Families, Children & the Courts (AOC), 202
- Center for Judicial Education and Research (CJER). *See also* judicial education
activities in the 1990s of, 213–217
consolidation with AOC’s education unit, 197, 214
creation of, 207–208, 211–213
role in Judicial Council planning efforts (1993) by, 90
- Central Pacific Railroad, 22
- Certified Justice Court Judge program, 110
- Chief Justice (as chair of the Judicial Council)
duties/position of, 28–30
photographs of, **P-1**, **P-2**
reorganization of appointment power (1992) by, 90
- child abuse reporting laws, 200
- children. *See also* juvenile delinquency cases
dependency and jurisdiction over, 197–200
mediation used in cases involving, 229
special advocates program for, 201
statutory enactments to protect (1974–1999), 198–200
welfare of, 197
- child support commissioner, 201
- Chinese laborers, 22
- Christian, Winslow, 85
- city courts
described, 119–120
financing in 1950 of, 139
- Civil Action Mediation Act (1993), 227–228
- civil court system. *See also* family court
ADR to relieve backlog in, 219–230
delay reduction for, 173–186
types of proceedings in, 195

- Civil and Small Claims Advisory Committee, 61
- Class A township courts, 120–121
- Class B township courts, 120–121
- Clerk of the Supreme Court, 25
- Code of Civil Procedure (1872), 23
- Code of Civil Procedure amendment (1949), 102
- Code of Judicial Conduct (CJA), 152, 166–167
- Code of Judicial Ethics (1996), 152, 167
- Commission on the Future of the California Courts (1991), 88–89, 261, 263, 266–267, 279, 283
- Commission on Judicial Appointments, 60, 62
- Commission on Judicial Nominees Evaluation of the State Bar, 285
- Commission on Judicial Performance accomplishments of, 152
- Code of Judicial Conduct and, 166–167
- Code of Judicial Ethics and, 167
- defense insurance program for, 217
- impact of, 168
- investigation of seven Supreme Court justices by, 159–163
- McComb case and, 159
- Proposition 92 (1988) changes to, 164
- Proposition 190 (1994) changes to, 164–166
- resources and volume of, 168
- twenty-fifth anniversary (1985) of, 163
- Commission on Judicial Qualifications creation and development of, 62, 151–152, 154–156
- high points of accomplishments by, 156–158
- impact of, 168
- Commission on Qualifications, 33–35, 60
- Committee on Better Administration of Justice, 34
- Committee on Extraordinary Writs, 58
- Committee on Legal Forms, 58
- Committee on Municipal Court Rules, 58
- Committee on Rules on Appeal, 58
- Committee on Superior Court Rules, 58
- Committee on Traffic, 58
- Commonwealth Club, 33–35
- Community-Focused Court Planning Implementation Committee, 65
- Complex Civil Litigation Task Force, 65
- conciliation. *See* alternative dispute resolution
- Conference of California Judges, 166
- Conference of Chief Justices, 182
- Conference of State Chief Justices resolution (1973), 81–82
- Conference of State Court Administrators standards (1983), 182
- Conference of State Trial Judges, 182
- Constitutional Convention (1849), 18–20
- Constitution Revision Commission, 27, 55, 78, 156, 249
- Continuing Education of the Bar (CEB) (1947), 209
- Continuing Judicial Studies Programs, 212
- coordination of trial courts, 110–112
- Coulton, David, 22
- county clerks, 25
- county courts, 20, 21
- Court Act of 1851, 22–23
- Court Act of 1853, 23
- Court Act of 1949, 102
- Court Administrators Advisory Committee, 143
- Court Appointed Special Advocate (CASA) program, 198, 201
- court executive officers, 54, 69–70
- Court Executives Advisory Committee, 61
- court facilities, **P-8**, 281
- Court Interpreters Advisory Panel, 61, 254
- Court Interpreter Services in the California Trial Courts* (1995), 254–255
- Court Management Committee, 87
- courts of sessions, 20, 21
- court staff
 - AOC training programs for, 93, 208, 215
 - status of employees, 281–282
 - TCBC report (1995) on minimum standards for, 142

- Court Technology Advisory Committee, 63, 262, 267, 269, 270
- Court Technology Task Force, 267
- criminal court system
- delay reduction for, 173–186
 - domestic violence cases in, 196
 - Gordon* decision on, 86, 99, 103–104
 - juvenile, 193–195, 197–200
 - LEAA standards for, 79–86
 - reorganization of, 103–105
- criminal justice council, 80–81, 84
- Criminal Law Advisory Committee, 63
- Crocker, Charles, 22
- Davis, William E., P-3, 66, 85, 86, 87, 183
- delay reduction. *See also* litigation; Select Committee on Trial Court Delay
- acceptable pace of litigation standard and, 176
 - establishing time standards (1983, 1984) for, 182–183
 - modifying “local legal culture” to improve, 181–182
 - in the 1960s, 179
 - pretrial practice study (1949) and, 177–178
 - role of Judicial Council in, 174–175, 177–179, 183–186
 - in state courts nationally, 179–183
 - time standards (1987) for case processing, 184–185
 - Trial Court Delay Reduction Act (1986) and, 172, 183–185
- Description of California Supreme Court Procedures*, 160
- disabilities, persons with, 240–241
- Deukmejian, George, 56, 136
- distance education projects, 216
- district courts, 20, 21, 113
- district judges, 20
- Division of Administrative Procedures, 33
- divorce cases, 196
- Dockson, Robert R., 88
- domestic violence cases, 196
- Earl Warren Legal Institute, 210
- education. *See* judicial education
- El Cajon experiment (1977), 100, 108–109
- Ernst & Young, 141
- Escutia, Martha M., P-4
- ethnic bias
- addressing, 236
 - advisory committee investigation on, 238, 239–240
- Executive Committee, 58
- Executive Legislative Action Network, 65
- Executive and Planning Committee, 59
- Extraordinary Legal Remedies Committee, 58
- facilities. *See* court facilities
- fairness
- addressing bias issues to ensure, 235–236, 238–241
 - judicial education to promote, 93, 215
 - public attitudes (1978) regarding, 237
 - “Fairness in the California Courts” curriculum (CJER), 215
 - “Fairness in the Courts” (AOC), 93
- family court. *See also* civil court system
- additional developments enhancing, 200–202
 - marriage/termination of marriage cases, 196
 - mediation used in cases involving, 229
 - statutory enactments to protect children (1974–1999) and, 198–200
 - welfare of children and, 197
- Family and Juvenile Law Advisory Committee, 63, 201
- family law facilitator, P-6, 201
- Final Report on the Initial Statewide Minimum Standards for Trial Court Operations and Staffing* (TCBC, 1995), 142
- fiscal administration, 282
- Ford Foundation, 210
- Frankel, Jack E., 156
- funding of trial courts by the state. *See also* inferior courts
- achieving, 142–145

- funding of trial courts by the state
 - (*continued*)
 - advocated by Judicial Council, 142–143
 - Brown-Presley Act (1988) option for, 138
 - comparing 1988 enacted level of support with known revenues/expenses and, 137
 - early efforts to achieve, 133–134
 - Lockyer-Isenberg Trial Court Funding Act (1997) and, 129, 143–145
 - problems with preexisting system of funding, 130
 - Proposition 13 (1978) and, 128, 134–135, 138
 - recession (early 1990s) and impact on, 138–139
 - revenue streams for courts and, 130–131
 - second effort (1980s) toward, 135–138
 - situation in 1950, 131–132
 - Trial Court Budget Commission on, 128, 139–142
- Futures Conference (2000), 217
- Gampell, Ralph J., **P-3**, 3, 64, 86, 183
- Geiler, Leland W., 158
- Geiler v. Commission*, 157–158
- gender bias
 - addressing, 235–236
 - advisory committee investigation of, 235, 238–239
- George, Ronald M.
 - dedication to progress by, 281, 284
 - fairness education initiative
 - announced by, 215
 - photographs of, **P-2**, **P-4**, **P-5**
 - positions held/contributions by, 56–57, 59, 66
 - regarding stable funding of trial courts, 130
 - unification of courts supported by, 4, 115, 116, 117, 118, 119
- Gibson, Phil S.
 - inferior court jurisdiction (1950)
 - described by, 119–121
 - interview with, 3
 - on judicial performance, 153
 - photograph of, **P-1**
 - positions held/contributions by, 36, 55, 58, 60, 64, 75, 76, 77
 - regarding lower court reorganization, 5, 101, 102, 104
 - on stable funding of trial courts (1950), 131
- Gold Rush (1948)
 - population growth following, 17
 - Sutter’s Mill discovery beginning, 16–17
- Gordon v. Justice Court*, 86, 99, 103–104
- Governing Committee of the Center for Judicial Education and Research (CJER), 63, 208, 213
- Gutierrez, Annie M., **P-7**
- Hollzer, Harry A., 31, 32, 75
- Hopkins, Mark, 22
- Hufstедler, Seth, 160, 162
- Huntington, Collis, 22
- inferior courts. *See also* trial courts
 - California Constitution (1879)
 - provisions on, 25
 - constitutional amendment (1950)
 - reorganizing, 101–103
 - coordination (1990s) of, 110–112
 - description (1950) of, 119–121
 - early efforts for unification of (1970s/1980s), 104–110
 - jurisdiction (1950) of, 119–121
 - revival/achievement of unification (1990s) of, 112–119
 - Supreme Court asserts supervisory control (1850) over, 23
- Inman, J. M., 28
- In re Gault* decision, 200
- intermediate appellate courts (1885–1904), 26–27
- interpreter services
 - directed by California Legislature, 245–246, 248–250, 252–253
 - ethics and, 255
 - initial standards (1978) for, 252–253
 - issues of providing, 247–248
 - during the 1970s, 252
 - during the 1990s, 253–256
 - photograph, **P-7**
- interpreter services (*continued*)
 - reflections on current and future, 256
 - role of AOC in, 248

- role of Judicial Council in, 246, 248, 250–253, 254–256
- study of language needs of non-English-speaking persons and, 250–252
- Isenberg, Phillip, **P-4**, 110, 140, 141, 142, 143–145
- Johnson, Charles R., **P-4**
- Johnson, Lyndon B., 79
- Johnson, M. B., 28
- Joint Judiciary Committee on Administration of Justice, 154
- judges. *See also* judicial discipline, justices of the peace
 - AOC's Education Division training programs for, 93
 - Code of Judicial Ethics for, 166–167
 - Commission on Qualifications to assess, 33–35
 - district, 20
 - Judicial Council's rules for removal/retirement (1961) of, 156
 - judicial education program for, 207–217
 - judicial performance by, 151–168
 - justice court, 105
 - municipal court, 105, 116
 - progress in ensuring leadership/competence of, 285–286
 - Proposition 220 impact on municipal courts, 116
 - salary/appointment of, 105
 - selection of, 33–35
 - superior court, 105
 - Supreme Court, 159–163
- judges of the plains (*jueces del campo*), 22
- Judicial Administration Efficiency and Modernization Fund, 146
- judicial bias
 - addressing gender/racial/ethnic, 235–236
 - against persons with disabilities, 240–241
 - California's response to, 238
 - fairness workshops to counter, 93, 215
 - public attitudes (1978) regarding, 237
 - sexual orientation and, 241
 - state commissions for combating, 237
- Judicial Council of California
 - administration of justice improvement mandate of, 78
 - advisory committees/task forces of, 59–60, 61, 63, 65, 67
 - article VI revision (1960) proposals by, 61–62
 - assertion of leadership role (1988) by, 87
 - Certified Justice Court Judge Program, 110
 - Commission on Judicial Performance and, 158–166, 168
 - Commission on Judicial Qualifications and, 62, 151–152, 154–158
 - competent judges goal of, 286
 - constitutional provisions of, 55
 - creation of the, 28–30, 55
 - debate over rule 902.5 and, 161–162
 - duties/functions of, 29
 - emergence as problem solver (1950s), 75–76
 - endorsement of El Cajon experiment by, 109
 - future course of justice and, 287
 - goals of, 91–92, 279–280
 - Gordon* crisis response by, 86, 103–104
 - Hollzer's report (1927) to, 31–32
 - improve the administration of justice mandate of, 1
 - improved justice for families promoted by, 201–202
 - inaugural report (1927) of, 32
 - LEAA standards denounced by, 83–84
 - leaders of, 55–57
 - Leading Justice Into the Future*, 91, 279, 281
 - Malcolm M. Lucas Board Room, **P-5**
 - membership, 57
 - mission statement (1999), 91
 - one-day or one-trial plan of, 282
 - online legal assistance promoted by, 283
 - organization of committees of, 58–59

- Judicial Council of California (*continued*)
- pretrial practice study (1949) by, 177–179
 - process of preparing for the future by, 279
 - proposal to reorganize limited jurisdiction courts (1948) by, 33
 - Proposition 220 endorsed by, 116
 - recommendations on stable funding of court salaries by, 134
 - reevaluation of responsibilities (1992), 89–90
 - regarding inferior court system (1948), 101–103
 - response to 1950 reorganization recommendations, 107–110
 - review of procedures by administrative agencies (1945), 32–33
 - role in alternative dispute resolution (ADR) programs, 219–220, 223, 227, 228
 - role in applying technology in the courts, 262, 266–270, 282, 287
 - role in delay reduction, 174–175, 177–179, 183–186
 - role in interpreter services by, 246, 248, 250–253, 254–256
 - role in judicial education by, 207, 211, 287
 - role in promoting fairness/access to justice, 235–236
 - seventy-fifth anniversary of, 4
 - stable funding of courts advocated by, 142–143
 - strategic planning by, 74, 88–93, 275–276, 278–279
 - Strategic and Reorganization Plan (1992) of, 89, 145–146
 - Strategic Planning Workshop (1993), 113
 - superior courts established as top priority of, 31
 - trial court funding by state (1990), 138–139
 - trial court funding examined by, 128–129
 - Trial Court Realignment and Efficiency Act (1991) and, 111–112, 128, 140
 - unification report (1993) by, 113
- Judicial Criminal Justice Planning Committee, 84, 85
- judicial discipline. *See also* judges
- Code of Judicial Conduct and, 166–167
 - Code of Judicial Ethics and, 166–167
 - Commission on Judicial Performance on, 152, 158–166, 168
 - Commission on Judicial Qualifications and, 62, 151–152, 154–158
 - investigation of seven Supreme Court judges for, 159–163
 - Proposition 92 (1988) on public proceedings of, 164
 - Proposition 190 (1994) on, 164–166
 - Supreme Court precedent for, 157–158
- judicial education. *See also* Center for Judicial Education and Research (CJER)
- breadth of, 216
 - California College of Trial Judges, 210–211
 - California Judicial College, **P-6**, 212
 - development in California, 209–211
 - fairness, 93, 215
 - future development/broadening of, 216–217, 286
 - governance/planning/administration (1990s) of, 213–215
 - program for judges/staff, 93, 207, 214–215
 - role of California Judges Association in, 207, 209–213
 - role of Judicial Council and AOC in, 211, 287
- judicial officers, 20. *See also* judges
- judicial performance
- Commission on Judicial Performance and, 152, 158–166, 168
 - Commission on Judicial Qualifications and, 151–152, 154–158
 - described as of 1950, 153
- judicial system
- article VI (1862) on trial courts of, 23
 - California Constitution (1849) provisions on, 20–21
 - California Constitution (1879) provisions on, 24–26

- judicial system (*continued*)
- challenges for future of, 283–287
 - civil cases and, 172, 173–186, 195, 219–230
 - Code of Civil Procedure (1872)
 - adopted for, 23
 - comparing 1950 and 2000, 47–50
 - Court Act of 1851 on, 22–23
 - Court Act of 1853 on, 23
 - court facilities of, **P-8**, 281
 - criminal cases and, 79–86, 103–104, 107–108, 173–186, 193–200
 - fiscal administration of, 281
 - impact of technology on, 261–270
 - interpreter services provided by, 245–256
 - legislative enactments (1849–1879)
 - on, 21–23
 - preparing for the future, 278–283
 - public attitudes (1978) regarding, 237
 - resources for, 285
 - selection of judges/Commission on Qualifications and, 33–36
- judicial system governance
- AOC created as resource for, 31, 60, 62, 66, 76–78
 - Judicial Council problem solver role
 - in, 75–76
 - merging of planning/policymaking (1980s), 86–87
 - role of planning (1970s) in, 78–86
 - strategic (1990s), 88–93
- judicial tribunals, 22
- judiciary, mission of, 91
- jurisdiction
- California Constitution (1849)
 - provisions on, 21
 - California Constitution (1879)
 - provisions on, 25–26
 - over children, 197–200
 - description of inferior courts (1950), 119–121
 - El Cajon experiment (1977) on
 - court, 100, 108–109
 - impact of Proposition 91 (1988) on
 - court, 110
 - Senate Constitutional Amendment 7 (1994) impact on, 114
- jury system
- one-day or one-trial plan for, 282
 - increase in compensation for jurors
 - in, 282
 - progress since 2002 in, 282–283
 - time standards (1987) adopted for, 184
- justice. *See also* administration of justice
- areas of progress since 2000, 281–287
 - California’s response to bias, 238
 - enhanced for families and children, 193–202
 - ethnic/racial bias and, 236, 238, 239–240
 - gender bias and judicial, 235–236, 238–239
 - interpreter services providing access to, 245–256
 - Judicial Council/AOC role in future
 - course of, 287
 - national response to bias in, 237
 - overview of fairness and access for all, 235–236
 - persons with disabilities and, 240–241
 - progress in access and fairness of, 284
 - progress in ensuring quality of, 283–284
 - public attitudes (1978) regarding
 - fairness of, 237
 - sexual orientation, 241
 - Justice in the Balance*, 2020 report, 93
 - justice court judges, 105
 - justice courts. *See also* trial courts
 - of cities and townships, 120–121
 - financing in 1950 of, 131–132
 - Senate Constitutional Amendment 7 (1994) converting, 114
 - Trial Court Realignment and Efficiency Act (1991) on, 110–112, 140
 - justice. *See* administration of justice
 - justices of the peace, 20, 21.
 - See also* judges
 - justices’ courts (1879), 25
 - Juvenile Committee, 58
 - juvenile delinquency cases. *See also* children
 - composing court workload, 195
 - dependency status and jurisdiction
 - in, 197–200

- juvenile delinquency cases (*continued*)
In re Gault and Breed v. Jones on, 200
 U.S. Supreme Court regarding, 193–200
- Keene, Barry, 135, 137, 145
 Kempe, C. Henry, 200
 Kings County court unification (2001), P-4, 117, 121
 Kleps, Ralph N.
 on AOC contributions, 92
 on committees of Judicial Council, 77–78
 judicial education workshops promoted by, 210, 211
 photograph of, P-3
 positions held/contributions by, 3, 5, 64, 66, 68, 76, 86
 Select Committee on Trial Court Delay established by, 104
- languages used in California, 246, 252, 254–255, 256
 Law Enforcement Assistance Administration (LEAA), 73, 80–86, 90, 210–211
 Law Revision Commission, 113–114
Leading Justice Into the Future, 91, 279, 281
 limited jurisdiction courts.
 See inferior courts
 litigation. *See also* delay reduction
 alternative dispute resolution (ADR) in place of, 219–230
 establishing time standards (1983, 1984) for, 182–183
 generally accepted definitions by ABA on, 183
 modifying “local legal culture” of, 181–182
 time standards (1987) adopted for, 184–185
 types of civil, 195
 Litigation Committee, 59
 “litigation explosion,” 195
 Lockyer, Bill, P-4, 112, 115, 140, 142
 Lockyer-Isenberg Trial Court Funding Act (1997), 129, 143–145
- Los Angeles County
 ADR in, 219–220, 222, 228
 court unification in, 117–118
 interpreter services in, 256
 Los Angeles Trial Lawyers Association, 222
 Lucas, Malcolm M.
 on anticipating/planning for the future, 278
 appointment as Chief Justice, 183
 appointments to trial court standards committee by, 111
 photograph of, P-2
 positions held/contributions by, 5, 56, 66, 86
 promotion of technology applications in courts by, 265
 on providing qualified interpreters, 253–254
 strategic governance supported by, 88, 90
- McComb, Marshall, 159
 Malcolm M. Lucas Board Room, P-5
 Mandela, Nelson, 273
 Manuel, Wiley W., 168
 Mariposa County Courthouse, P-8
 marriage/termination of marriage cases, 196
 Marshall, James, 16
 Mason, Richard Barnes, 18
 mediation, 200–201, 219–220, 227–229.
 See also alternative dispute resolution
 Mosk, Stanley, 162
Mosk v. Superior Court, 162
 municipal court judges
 Proposition 220 impact on, 120
 salaries and appointments of, 105
 municipal courts. *See also* trial courts;
 unification of trial courts
 California Constitution (1849) provisions on, 20
 constitutional amendment (1924) on establishing, 27–28
 El Cajon experiment (1977) on, 100, 108–109
 financing in 1950 of, 131–132

- municipal courts (*continued*)
- Senate Constitutional Amendment 7 (1994) converting justice courts into, 114
 - Trial Court Realignment and Efficiency Act (1991) on, 110–112, 140
- National Advisory Commission on Criminal Justice Standards and Goals, 82–83
- National Association of Women Judges, 237
- National Center for State Courts (NCSC), 85, 112, 113, 115, 174, 180–181, 183, 184, 237
- National College of State Trial Judges (ABA), 210
- National Conference on the Future of Courts (1990), 89
- National Conference on the Judiciary (1978), 85
- Newman, Frank C., 160
- no-fault divorce, 196
- non-English-speaking persons.
See interpreter services
- Office of Criminal Justice Planning (OCJP), 80–81, 84, 85
- Office of Governmental Affairs (AOC), 93
- Olson, Culbert Levy, 3, 35, 55, 56
- Omnibus Crime Control and Safe Streets Act (1968), 78–79
- one-day or one-trial plan (Judicial Council), 283
- online legal assistance, 283
- Oversight Committee for the California Drug Court Project, 67
- Pennsylvania’s ADR programs, 221
- “people’s court” (municipal courts), 115
- People v. Tanner*, 160, 161
- persons with disabilities, 240–241
- police courts
- described, 120
 - financing in 1950 of, 131–132
- Policy Coordination and Liaison Committee, 59
- political distrust, 277–278
- Pound, Roscoe, 1
- Pretrial Committee, 58
- pretrial conferences (1950s), 177–179
- Probate and Mental Health Task Force, 67
- Professional Ethics and the Role of the Court Interpreter* (1997), 255
- Proposed Assembly Constitutional Amendment 98 (1934), 35
- Proposition 3 (1934), 35
- Proposition 3 (1950), 102, 132
- Proposition 7 (1976), 158–159
- Proposition 10 (1960), 62, 64, 155
- Proposition 10 (1982), 109–110, 116
- Proposition 13 (1978), 128, 134–135, 138, 277
- Proposition 91 (1988), 110
- Proposition 92 (1988), 164
- Proposition 190 (1994), 164–166, 167
- Proposition 220 (1998), 100, 115–116
- Public Utilities Commission, 58
- racial bias
- addressing, 236
 - advisory committee investigation on, 239–240
- railroad industry (1860s–1870s), 22–23
- Rand Corporation, 225, 226
- Rattigan, Joseph A., 62, 155
- Reagan, Ronald, 56, 212, 223
- Regan, Edwin J., 62, 154, 155
- “Report of the Condition of Judicial Business in the Courts of the State of California” (Hollzer), 31–32
- A Report to the Judicial Council on the Language Needs of Non-English Speaking Persons in Relation to the State’s Justice System* (1976–1977), 250
- Robinson, Richard, 137, 145
- Rules and Projects Committee, 59
- rules. *See* California Rules of Court
- San Francisco Bar Association, 24
- San Francisco Trial Lawyers Association, 222
- Select Committee on Trial Court Delay.
- See also* delay reduction
 - delay reduction work by, 179
 - on existing funding system (1970s), 133

- Select Committee on Trial Court Delay
(*continued*)
reports issued by, 173
stable funding of courts endorsed
by, 133–134
unification contributions by,
104–106, 108
- Select Coordination Implementation
Committee, 111–112
- Self-Help Center, 283
- Senate Bill 1850 (1984), 135–136
- Senate Constitutional Amendment
(SCA) 3 (1992), 100, 112, 113, 114
- Senate Constitutional Amendment
(SCA) 4 (1995), 115, 116, 118
- Senate Constitutional Amendment
(SCA) 7 (1994), 114
- sexual orientation, judicial bias, 241
- Sipes, Larry L., **303**
- Sloat, John Drake, 16
- small claims courts
Civil and Small Claims Advisory
Committee on, 61
Pennsylvania’s mandatory ADR, 221
- Smith, Malcolm, 34, 35
- staff. *See* court staff
- Standards of Judicial Administration
(ABA), 2
- Standards Relating to Court Organization*
(ABA), 2
- Standards Relating to Trial Courts* (ABA), 2
- Stanford, Leland, 22
- State Bar of California
constitutional entity, 62
contributions to judicial system by, 6
proposal for nominating commis-
sion for judges by, 34–35
- State Courts: A Blueprint for the Future*
(1978), 85
- state funding of the trial courts. *See*
funding of trial courts by the state
- State Personnel Board and interpreters,
245, 252, 253
- state planning agency (SPA), 80
- Statewide Office of Family Court
Services, 201, 202
- statutes/rules relationship, 161
- Strategic Plan for Court Technology* (1998),
262, 268
- Strategic and Reorganization Plan (1992)
(Judicial Council), 90, 145–146
- Superior Court of Butte County, **P-7**
superior court judges
Code of Judicial Ethics for, 166–167
salary and appointment of, 105
- Superior Court of Riverside County,
P-6
superior courts. *See also* trial courts
California Constitution (1879)
provisions on, 24–25
El Cajon experiment (1977) and,
100, 108–109
established as top priority of Judicial
Council, 31
financing in 1950 of, 131–132
Trial Court Realignment and
Efficiency Act (1991) on,
110–112, 140
- Supreme Court
asserting supervisory control over
inferior courts (1850), 23
California Constitution (1849)
provisions on, 20, 21
California Constitution (1879)
provisions on, 24, 25, 26
Code of Judicial Ethics adopted by,
166–167
Commission on Judicial
Performance investigation of, 152,
159–163
debate over location of, 26
Geiler v. Commission decision of, 158
judicial discipline procedures
precedent by, 157–158
justices of the, 20
150th anniversary of the, 4
utilizing commissioners experiment
(1885–1904) by, 26–27
- Supreme Court justices
censure/removal/retirement (1976)
of, 159
charges against Justice McComb, 159
Code of Judicial Ethics for, 166–167
investigation of seven (1978–1979),
159–163
- Supreme Court reporter, 25
- Sutter’s Mill gold discovery (1848),
16–17
- Tactical Plan for Court Technology* (2000),
262, 268, 269–270

- Task Force on Court Facilities, 144
- Task Force on Jury Instructions, 67
- Task Force on Jury System Improvements, 67
- Task Force on the Quality of Justice, 67
- task forces (Judicial Council), 59–60, 65, 67
- Task Force on Trial Court Employees, 144
- Task Force on Trial Court Funding, 142
- technology systems
 - AOC's promotion of, 262, 265, 270
 - appellate court automation using, 265
 - applications utilizing (2000), 264–265
 - Court Technology Advisory Committee on, 63, 262, 269, 270
 - Court Technology Task Force on, 267
 - impact on administration of justice by, 263–264, 287
 - Judicial Council's recommendations for, 262, 266–270, 282, 287
 - photograph of, **P-8**
 - progress since 2000 in applying, 282, 286
 - statewide efforts to apply, 261–262
 - systemwide use of, 265–270
- three-strikes law, 115
- Tobin, Robert W., 3
- township courts, 119–121
- Traffic Advisory Committee, 63
- Traynor, Roger J., **P-1**, 3, 55–56, 64, 167
- Treaty of Guadalupe Hidalgo (1848), 16
- Trial Court Automation Standards, 266
- trial court administrators, 69–70
- Trial Court Budget Commission (TCBC), 63, 128, 139–142, 145
- Trial Court Coordination Advisory Committee, 63
- Trial Court Coordination Evaluation Committee, 111
- Trial Court Delay Reduction Act (1986)
 - efforts to meet provisions of, 174
 - mandatory arbitration propelled by, 225
 - passage/provisions of, 183–185
- Trial Court Employment Protection and Governance Act (2001), 282
- Trial Court Facilities Act (2002), 281
- Trial Court Funding Act (1984 and 1985), 135–137
- Trial Court Improvement Fund, 137, 146
- Trial Court Presiding Judges Advisory Committee, 61, 142–143
- Trial Court Realignment and Efficiency Act (1991), 110–112, 128, 140, 266
- trial courts
 - facilities of, **P-8**, 281
 - impact of technology on, 261–270
 - interpreter services provided in, 245–256
 - pretrial conferences (1950s) and, 177–179
 - public attitudes (1978) regarding, 237
 - reducing delay in, 173–186
 - stable funding of, 127–146
 - unification of, 99–121
- Trial Court Unification: Proposed Constitutional Amendments and Commentary* (1993), 112
- tribunals for conciliation, 20
- Ulloa, Juan, **P-7**
- unification of trial courts
 - achievement (1998–2001) of, 115–119
 - early efforts (1970) toward, 109–110
 - El Cajon experiment (1977) on, 100, 108–109
 - Gordon* decision and, 103–104
 - impact of Proposition 91 (1988) on jurisdiction and, 110
 - Judicial Council's proposals for reorganization and, 107–110
 - organizational differences among courts (1970) and, 105
 - reorganization (1950) of inferior courts and, 101–103
 - revived efforts (1990s) toward, 112–114
 - Senate Constitutional Amendment 7 and, 114
 - single-level structure recommended for, 106
 - Trial Court Realignment and Efficiency Act (1991) and, 110–112, 128, 140
- United States
 - in 1850, 13
 - in 1950, 13–14

- in 2000, 46
- Act for the Admission of California into the Union (1849) adopted by, 9, 15
- delay in state courts nationally, 179–183
- federal statutes on families and juveniles (1974–1999) by, 198–200
- historic events from midcentury to 2000, 46–47
- Treaty of Guadalupe Hidalgo (1848) granting California to, 16
- U.S. Supreme Court
 - on juvenile delinquency proceedings, 193–194, 200

- Van de Kamp, John, 183
- Vanderbilt, Arthur T., 1, 4
- Vickrey, William C., P-3, 5, 66, 90, 116, 281, 284
- voter distrust, 277–278
- Voting Rights Act (1965) (U.S.), 114, 117

- Warren, Earl, 176. *See also* Earl Warren Legal Institute
- Warren, Roger, 112
- Waste, William H., P-1, 30
- Waters, Byron, 26
- welfare of children cases, 197
- Wilson, Pete, 56, 143
- Wilson, R. A., 1
- Witkin, Bernard E., 211, 213
- Workingmen’s Party, 22
- Wright, Donald R., P-2, 3, 5, 45, 56, 64, 86, 104, 212