1 A bill to be entitled 2 An act relating to the clerks of court; amending s. 11.90, 3 F.S.; providing for review and approval or disapproval of 4 the Florida Clerks of Court Operations Corporation budget 5 and the clerks of court's combined budgets by the 6 Legislative Budget Commission; amending s. 25.381, F.S.; 7 requiring the Supreme Court and Attorney General to 8 jointly enter into a contract with a vendor to publish 9 copies of Florida cases; amending s. 28.241, F.S.; 10 revising the distribution of certain filing fees; amending s. 28.246, F.S.; requiring the clerk of court to pursue 11 collection of certain fees, service charges, fines, court 12 13 costs, and liens; revising collection fees; amending s. 14 28.35, F.S.; revising the membership of the executive 15 council of the Florida Clerks of Court Operations 16 Corporation; providing that the corporation is subject to state procurement law; revising the duties of the 17 corporation; amending s. 28.36, F.S.; revising the budget 18 19 procedures of the clerks of the court; requiring the Auditor General to develop a study plan and present the 20 21 plan to the Legislative Budget Commission; requiring the 22 Auditor General to provide a report to the Legislature; 23 requiring the Technology Review Workgroup to develop a plan for determining options for implementing an 24 25 integrated computer system; prohibiting clerks of the 26 court from purchasing certain new software and certain 27 hardware; providing a statewide budget cap for the clerks of court; creating s. 28.365, F.S.; providing that the 28

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CODING: Words stricken are deletions; words underlined are additions.

clerks of court are subject to state procurement law; amending s. 28.37, F.S.; specifying that all court-related fines, fees, service charges, and costs are required to be deposited into the Clerks of the Court Trust Fund; specifying that a certain percentage of all court-related fines collected by the clerk are required to be deposited into the clerk's Public Records Modernization Trust Fund and used exclusively for additional clerk court-related operational needs and program enhancements; amending s. 34.041, F.S.; revising the distribution of certain filing fees; amending s. 45.035, F.S.; revising certain clerks of court service charge payments; amending s. 197.542, F.S.; requiring costs of electronic tax deed sales to be added to charges for certain costs of sale and paid by the certificateholder; amending s. 318.18, F.S.; authorizing certain units of local government to increase a surcharge; authorizing certain units of local government to impose a different surcharge; providing purposes for such funds; revising reporting requirements; providing an effective date.

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Be It Enacted by the Legislature of the State of Florida:

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Section 1. Subsection (6) of section 11.90, Florida Statutes, is amended to read:

53 Statutes, is amended to read: 54 11.90 Legislative Budget Commission.--

- (6) The commission shall have the power and duty to:
- (a) Review and approve or disapprove budget amendments

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recommended by the Governor or the Chief Justice of the Supreme Court as provided in chapter 216.

- (b) Develop the long-range financial outlook described ins. 19, Art. III of the State Constitution.
- (c) Review and approve or disapprove the Florida Clerks of Court Operations Corporation budget.
- (d) Review and approve the total of the clerks of court's combined budgets, disapprove the total of the clerks of court's combined budgets, or disapprove one or more budgets of specific clerks of court.
- (e) In addition to the powers and duties specified in this subsection, the commission shall exercise all other powers and perform any other duties prescribed by the Legislature.
- Section 2. Section 25.381, Florida Statutes, is amended to read:
- 25.381 Reports; publication; purchase and distribution.—The reports of the opinions of the Supreme Court and the district courts of appeal shall be known as Florida Cases. In July, 1963, and every second year thereafter until otherwise provided by law, the Supreme Court and the Attorney General shall jointly enter into a contract with a vendor West Publishing Corporation, St. Paul, Minnesota, providing for the publication, in whatever format or formats are agreed upon, and distribution of such copies of Florida Cases as necessary to furnish copies thereof to the officers and institutions as required or authorized by law. The copies of such reports purchased by the state under such contract shall be paid for from moneys appropriated for this purpose.

Section 3. Paragraph (a) of subsection (1) of section 28.241, Florida Statutes, is amended to read:

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28.241 Filing fees for trial and appellate proceedings .--

The party instituting any civil action, suit, or (1)(a) proceeding in the circuit court shall pay to the clerk of that court a filing fee of up to \$295 in all cases in which there are not more than five defendants and an additional filing fee of up to \$2.50 for each defendant in excess of five. Of the first \$125 \$85 in filing fees, \$120 \$80 must be remitted by the clerk to the Department of Revenue for deposit into the General Revenue Fund, and \$5 must be remitted to the Department of Revenue for deposit into the Department of Financial Services' Administrative Trust Fund to fund the contract with the Florida Clerks of Court Operations Corporation created in s. 28.35. The next \$15 of the filing fee collected shall be deposited in the state courts' Mediation and Arbitration Trust Fund. One-third of any filing fees collected by the clerk of the circuit court in excess of \$140 \$100 shall be remitted to the Department of Revenue for deposit into the Department of Revenue Clerks of the Court Trust Fund. An additional filing fee of \$4 shall be paid to the clerk. The clerk shall remit \$3.50 to the Department of Revenue for deposit into the Court Education Trust Fund and shall remit 50 cents to the Department of Revenue for deposit into the Department of Financial Services Administrative Trust Fund to fund clerk education. An additional filing fee of up to \$18 shall be paid by the party seeking each severance that is granted. The clerk may impose an additional filing fee of up to \$85 for all proceedings of garnishment, attachment, replevin,

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and distress. Postal charges incurred by the clerk of the circuit court in making service by certified or registered mail on defendants or other parties shall be paid by the party at whose instance service is made. No additional fees, charges, or costs shall be added to the filing fees imposed under this section, except as authorized herein or by general law.

Section 4. Subsection (6) of section 28.246, Florida Statutes, is amended to read:

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- 28.246 Payment of court-related fees, charges, and costs; partial payments; distribution of funds.--
- A clerk of court shall may pursue the collection of any fees, service charges, fines, court costs, and liens for the payment of attorney's fees and costs pursuant to s. 938.29 which remain unpaid after for 90 days by referring or more, or refer the account to a private attorney who is a member in good standing of The Florida Bar or collection agent who is registered and in good standing pursuant to chapter 559. In pursuing the collection of such unpaid financial obligations through a private attorney or collection agent, the clerk of the court must have attempted to collect the unpaid amount through a collection court, collections docket, or other collections process, if any, established by the court, find this to be costeffective and follow any applicable procurement practices. The collection fee, including any reasonable attorney's fee, paid to any attorney or collection agent retained by the clerk may be added to the balance owed in an amount not to exceed 25 $\frac{40}{}$ percent of the amount owed at the time the account is referred to the attorney or agent for collection.

Section 5. Subsections (1), (2), and (3) of section 28.35, Florida Statutes, are amended to read:

- 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. All clerks of the circuit court shall be members of the corporation and 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. The executive council shall also include, as ex officio members, a designee of the Senate President and a designee of the Speaker of the House of Representatives.
- (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

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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 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 court-related functions.
- (d) Pursuant to contract with the Chief Financial Officer, establishing a process for the review and certification of proposed court-related 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 and shall require the corporation to determine the minimum amount of revenue necessary for each clerk to efficiently perform the list of court-related functions specified in paragraph (4)(a) in its budget review and certification process.

(e) Developing and certifying a uniform system of performance measures and applicable performance standards for the functions specified in 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:
- 1. Calculate the maximum authorized annual budget pursuant to the requirements of s. 28.36.
- 2. Calculate the minimum amount of revenue necessary for each clerk to efficiently perform the list of court-related functions specified in paragraph (4)(a).
- 3. Prepare a cost comparison of similarly situated clerks of court, based on county population and numbers of filings, using the standard list of court-related functions specified in paragraph (4)(a).
- 4. Conduct an annual base budget review and an annual budget exercise examining the total budget of each clerk of

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court. The review shall examine revenues from all sources, expenses of court-related functions, and expenses of non-court-related functions. Funds paid by a clerk to join or be a member of any group or organization shall be separately listed and the benefits received from any such group or organization detailed. The review and exercise shall identify potential targeted budget reductions in the percentage amount provided in Schedule VIII-B of the state's prior year's legislative budget instructions, as referenced in s. 216.023(3), or an equivalent schedule or instruction as may be adopted by the Legislature.

- 5.2. Identify those proposed budgets exceeding the maximum annual budget pursuant to s. 28.36(5) for the standard list of court-related functions specified in paragraph (4)(a).
- $\underline{6.3.}$ Identify those proposed budgets containing funding for items not included on the standard list of court-related functions specified in paragraph (4)(a).
- 7.4. Identify those clerks projected to have court-related revenues insufficient to fund their anticipated court-related expenditures.
- (g) Developing and conducting clerk <u>budget and</u> education programs.
- (h) Publishing a uniform schedule of actual fees, service charges, and costs charged by a clerk of the court for court-related functions pursuant to general law.
- (i) By August 1 of each year, submitting to the

 Legislative Budget Commission, as provided in s. 11.90, its

 proposed budget and the information described in paragraph (f),
 as well as the certified budgets for each clerk and each related

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or subsidiary corporation. By October 1 of each year, the
Legislative Budget Commission shall consider the submitted
budgets and shall approve or disapprove the corporation's budget
and may approve the total of the clerks' combined budgets,
disapprove the total of the clerks' combined budgets, or
disapprove one or more budgets of specific clerks. If the
Legislative Budget Commission fails to approve a clerk's budget
by October 1, the clerk shall continue to perform the courtrelated functions specified in paragraph (4)(a) based upon the
clerk's approved budget for the preceding county fiscal year.

- (3) (a) The Florida Clerks of Court Operations Corporation shall transmit 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 approved 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.
- (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

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process, the Chief Financial Officer may examine the budgets submitted to the corporation by the clerks.

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- Section 6. Paragraph (a) of subsection (3) of section 28.36, Florida Statutes, is amended, and subsection (8) is added to that section, to read:
- 28.36 Budget procedure.--There is hereby established a budget procedure for the court-related functions of the clerks of the court.
- (3) Each proposed budget shall further conform to the following requirements:
- On or before June August 15 for each fiscal year thereafter, the proposed budget shall be prepared, summarized, and submitted by the clerk in each county to the Florida Clerks of Court Operations Corporation in the manner and form prescribed by the corporation. However, at a minimum, the proposed budgets shall include for each clerk the information required in s. 216.023(4)(a). 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. The Florida Clerks of Court Operations Corporation shall also prepare its proposed budget by June 15 of each year, which shall also contain the minimum information required in s. 216.023(4)(a), and provide a summary listing of clerks who have not met all performance measures and the specific measures that each clerk did not achieve.

(8) It is the intent of the Legislature that the budget Page 11 of 20

and appropriations functions of and related to the clerks of court shall be a part of the state budgeting process by the 2011-2012 fiscal year. To that end:

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- (a)1. The Auditor General, with assistance from the Office of Program Policy Analysis and Government Accountability, shall develop, by September 1, 2009, a study plan and present the plan to the Legislative Budget Commission. The plan shall describe how the Auditor General will study the funding and operations of the state courts system and the clerks of court performing court-related functions.
- 2. By December 31, 2010, the Auditor General shall provide a report to the President of the Senate and the Speaker of the House of Representatives regarding the operation and relationship of the clerks of court and the courts. The Auditor General shall examine who is performing each court-related function and how each function is funded. By a date certain set by the Auditor General, the state courts system shall recommend to the Legislature if there are any court-related clerk's functions that should be performed by the state courts system, and the corporation shall recommend to the Legislature if there are any court-related administrative functions currently performed by the state courts system that should be performed by the clerks. The clerks of court, the Florida Clerks of Court Operations Corporation, and the state courts system are directed to cooperate fully with the Auditor General and each shall provide the Auditor General with any and all information necessary to the review without cost or delay. The final report shall describe in detail the base budget for each of the clerks

337 and for the state courts system. The base budget shall be 338 further examined and the cost of performing every court-related 339 function shall be described in detail within those budgets. 340 Administrative overhead shall be calculated separately and any 341 apparent means to reduce such overhead shall be explored and 342 reported on. The study shall examine whether the clerks of court 343 should adopt the state budget cycle and, if so, how that would 344 be accomplished. Finally, the study shall list each courtrelated function, a recommendation on who should perform the 345 346 function, and a recommendation of how to pay for such function. (b) 347 The Technology Review Workgroup shall develop a 348 proposed plan for identifying and recommending options for 349 implementing the integrated computer system established in s. 350 29.008(1)(f)2. The plan shall describe the approaches and 351 processes for evaluating the existing computer systems and data-352 sharing networks of the state courts system and the clerks of 353 the court; identifying the required business and technical 354 requirements; reliably estimating the cost, work, and change 355 requirements; and examining the use of the funds collected under 356 s. 28.24(12)(e). The plan may also address any necessary policy, 357 operational, fiscal, or technical changes, including, but not 358 limited to, potential changes to the distribution and use of 359 funds collected under s. 28.24(12)(e) that may be needed in 360 order to manage, implement, and operate an integrated computer 361 system. The plan shall be submitted to the Speaker of the House 362 of Representatives and the President of the Senate no later than 363 December 31, 2009. The clerks of court, the Florida Clerks of 364 Court Operations Corporation, and the state courts system are

365	directed to cooperate fully with the Technology Review
366	Workgroup, and each shall provide the Technology Review
367	Workgroup with any and all information necessary for the
368	completion of the project without cost or delay. The workgroup
369	shall work in conjunction with the Auditor General and consider
370	the results of the plans, studies, and reports of the Auditor
371	General described in paragraph (a). Until July 1, 2011, a clerk
372	may not purchase any new software but may purchase regular and
373	necessary upgrades to existing software if otherwise budgeted.
374	Until July 1, 2011, a clerk may not purchase any computer
375	hardware other than that necessary to replace broken equipment
376	or necessary to equip new staff and only if otherwise budgeted.
377	A clerk may apply to the Legislative Budget Commission for a
378	limited and specific exception to these purchasing limits.
379	Section 7. Notwithstanding s. 28.36, Florida Statutes, the
380	statewide budget cap for the clerks of court is \$474,174,512 for
381	the county fiscal year 2008-2009. The Florida Clerks of Court
382	Operations Corporation shall reduce the individual approved
383	budgets of the clerks of court to ensure that the sum of the
384	approved budgets does not exceed this statewide cap.
385	Section 8. Section 28.365, Florida Statutes, is created to
386	read:
387	28.365 Procurement The clerks of court are subject to
388	the procurement requirements and limitations of chapter 287.
389	Section 9. Subsections (2) through (5) of section 28.37,
390	Florida Statutes, are renumbered as subsections (3) through (6),
391	respectively, and a new subsection (2) is added to that section
392	to read:

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28.37 Fines, fees, service charges, and costs remitted to the state.--

- (2) Except as otherwise provided in ss. 28.241 and 34.041, all court-related fines, fees, service charges, and costs are considered state funds and shall be remitted by the clerk to the Department of Revenue for deposit into the Clerks of the Court Trust Fund. However, 10 percent of all court-related fines collected by the clerk shall be deposited into the clerk's Public Records Modernization Trust Fund to be used exclusively for additional clerk court-related operational needs and program enhancements.
- Section 10. Paragraph (b) of subsection (1) of section 34.041, Florida Statutes, is amended to read:
- 406 34.041 Filing fees.--

407 (1)

(b) The first \$120 \$80 of the filing fee collected under subparagraph (a)4. shall be remitted to the Department of Revenue for deposit into the General Revenue Fund. The next \$15 of the filing fee collected under subparagraph (a)4., and the first \$15 of each filing fee collected under subparagraph (a)6., shall be deposited in the state courts' Mediation and Arbitration Trust Fund. One-third of any filing fees collected by the clerk under this section in excess of the first \$135 \$95 collected under subparagraph (a)4. shall be remitted to the Department of Revenue for deposit into the Department of Revenue Clerks of the Court Trust Fund. An additional filing fee of \$4 shall be paid to the clerk. The clerk shall transfer \$3.50 to the Department of Revenue for deposit into the Court Education

Trust Fund and shall transfer 50 cents to the Department of Revenue for deposit into the Department of Financial Services' Administrative Trust Fund to fund clerk education. Postal charges incurred by the clerk of the county court in making service by mail on defendants or other parties shall be paid by the party at whose instance service is made. Except as provided herein, filing fees and service charges for performing duties of the clerk relating to the county court shall be as provided in ss. 28.24 and 28.241. Except as otherwise provided herein, all filing fees shall be retained as fee income of the office of the clerk of circuit court. Filing fees imposed by this section may not be added to any penalty imposed by chapter 316 or chapter 318.

Section 11. Subsection (3) of section 45.035, Florida Statutes, as amended by section 3 of chapter 2009-21, Laws of Florida, is amended to read:

- 45.035 Clerk's fees.--In addition to other fees or service charges authorized by law, the clerk shall receive service charges related to the judicial sales procedure set forth in ss. 45.031-45.034 and this section:
- provided in s. 45.031(10), the clerk shall receive an additional a service charge not to exceed of \$70 as provided in subsection (1) for services in conducting or contracting for the electronic sale, which service charge shall be assessed as costs and paid by the winning bidder shall be advanced by the plaintiff before the sale. If the clerk requires advance electronic deposits to secure the right to bid, such deposits shall not be subject to

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the fee under s. 28.24(10). The portion of an advance deposit from a winning bidder required by s. 45.031(3) shall, upon acceptance of the winning bid, be subject to the fee under s. 28.24(10).

Section 12. Paragraph (c) is added to subsection (4) of section 197.542, Florida Statutes, to read:

197.542 Sale at public auction.--

456 (4)

(c) The costs of electronic tax deed sales shall be added to the charges for the costs of sale under subsection (1) and paid by the certificateholder when filing an application for a tax deed.

Section 13. Subsection (13) of section 318.18, Florida Statutes, is amended to read:

- 318.18 Amount of penalties.—The penalties required for a noncriminal disposition pursuant to s. 318.14 or a criminal offense listed in s. 318.17 are as follows:
- (13) (a) In addition to any penalties imposed for noncriminal traffic infractions pursuant to this chapter or imposed for criminal violations listed in s. 318.17, a board of county commissioners or any unit of local government that which is consolidated as provided by s. 9, Art. VIII of the State Constitution of 1885, as preserved by s. 6(e), Art. VIII of the Constitution of 1968:
- 1.(a) May impose by ordinance a surcharge of up to \$30 \$15 for any infraction or violation to fund state court facilities. The court shall not waive this surcharge. Up to 25 percent of the revenue from such surcharge may be used to support local law

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libraries provided that the county or unit of local government provides a level of service equal to that provided prior to July 1, 2004, which shall include the continuation of library facilities located in or near the county courthouse or <u>any annex</u> to the courthouse annexes.

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2.(b) May, if such board or unit That imposed increased fees or service charges by ordinance under s. 28.2401, s. 28.241, or s. 34.041 for the purpose of securing payment of the principal and interest on bonds issued by the county before July 1, 2003, to finance state court facilities, may impose by ordinance a surcharge for any infraction or violation for the exclusive purpose of securing payment of the principal and interest on bonds issued by the county before July 1, 2003, to fund state court facilities until the date of stated maturity. The court shall not waive this surcharge. Such surcharge may not exceed an amount per violation calculated as the quotient of the maximum annual payment of the principal and interest on the bonds as of July 1, 2003, divided by the number of traffic citations for county fiscal year 2002-2003 certified as paid by the clerk of the court of the county. Such quotient shall be rounded up to the next highest dollar amount. The bonds may be refunded only if savings will be realized on payments of debt service and the refunding bonds are scheduled to mature on the same date or before the bonds being refunded. Notwithstanding any of the foregoing provisions of this subparagraph paragraph that limit the use of surcharge revenues, if the revenues generated as a result of the adoption of this ordinance exceed the debt service on the bonds, the surplus revenues may be used

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to pay down the debt service on the bonds; fund other state-court-facility construction projects as may be certified by the chief judge as necessary to address unexpected growth in caseloads, emergency requirements to accommodate public access, threats to the safety of the public, judges, staff, and litigants, or other exigent circumstances; or support local law libraries in or near the county courthouse or <u>any annex to the</u> courthouse annexes.

3. May impose by ordinance a surcharge for any infraction or violation for the exclusive purpose of securing payment of the principal and interest on bonds issued by the county on or after July 1, 2009, to fund state court facilities until the stated date of maturity. The court may not waive this surcharge. The surcharge may not exceed an amount per violation calculated as the quotient of the maximum annual payment of the principal and interest on the bonds, divided by the number of traffic citations certified as paid by the clerk of the court of the county on August 15 of each year. The quotient shall be rounded up to the next highest dollar amount. The bonds may be refunded if savings are realized on payments of debt service and the refunding bonds are scheduled to mature on or before the maturity date of the bonds being refunded. If the revenues generated as a result of the adoption of the ordinance exceed the debt service on the bonds, the surplus revenues may be used to pay the debt service on the bonds; to fund other state court facility construction projects certified by the chief judge as necessary to address unexpected growth in caseloads, emergency requirements to accommodate public access, threats to the safety

of the public, judges, staff, and litigants, or other exigent circumstances; or to support local law libraries in or near the county courthouse or any annex to the courthouse.

(b) A county may not impose both of the surcharges authorized under subparagraphs paragraphs (a) 1., 2., and 3. (b) concurrently. The clerk of court shall report, no later than 30 days after the end of the quarter, the amount of funds collected under this subsection during each quarter of the fiscal year. The clerk shall submit the report, in a format developed by the Office of State Courts Administrator, to the chief judge of the circuit, the Governor, the President of the Senate, and the Speaker of the House of Representatives, and the board of county commissioners.

Section 14. This bill shall take effect July 1, 2009.