

County of Allegheny

Office of the Controller

Allegheny County
Court of Common Pleas Criminal Division
and the Department of Court Records
Analysis of the Collection and Disbursement
of Court Costs, Fines, and Restitution
(Non-Audit Service)

June 15, 2022

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COUNTY OF ALLEGHENY

OFFICE OF THE CONTROLLER

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May 16, 2022

Mr. Michael McGeever Director Department of Court Records City-County Building 414 Grant Building, First Floor Pittsburgh, PA 15219 Mr. Frank J. Scherer Director Adult Probation 564 Forbes Avenue 12th Floor Pittsburgh, PA 15219

Allegheny County
Court of Common Pleas Criminal Division
and the Department of Court Records
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Dear Mr. McGeever and Mr. Scherer:

We performed an analysis to review Allegheny County's Criminal Division's court costs, fines, and restitution as well as the collection and disbursement practices surrounding these amounts. This analysis covered the period from January 1, 2019, through December 31, 2020. However, we reviewed accounts receivable information since inception and sampled criminal case information dating back to 2007, the year after the migration of case files to the state's court system known as the Commonwealth of Pennsylvania Common Pleas Case Management system (CPCMS) which occurred in 2006. These procedures were performed as a non-audit service. Therefore, this engagement is not covered by Generally Accepted Auditing Standards.

Our procedures included the examination of records, interviews of Adult Probation, Court Records and Court of Common Pleas personnel, the review of applicable laws and regulations regarding the payment of court costs, fines, restitution, and community service as well as pending legislation. We also performed detailed testing on a sample of criminal docket cases.

Overall, our procedures identified that the practices utilized by Adult Probation, individuals on probation are not incarcerated solely for failure to pay court costs and fines. Under current legislation, an individual who has defaulted on court costs, fines and restitution may have a wage determination hearing scheduled in front of the Judge in which an installment payment plan or community service can be assigned if determined necessary by the Judge.

Mr. McGeever and Mr. Scherer May 16, 2022 Page 2

The results of this analysis are detailed in the attached report. We would like to thank the management and staff of the Department of Court Records and Adult Probation.

Kind Regards,

Tracy Royston
Acting Controller

Lori A. Churilla

Assistant Deputy Controller, Auditing

ori a. Churilla

cc: Honorable Patrick Catena, President, County Council

Honorable John Palmiere, Vice-President, County Council

Honorable Rich Fitzgerald, County Executive, Allegheny County

Honorable Kim Berkeley Clark, President Judge

Mr. William D. McKain, County Manager, Allegheny County

Ms. Jennifer M. Liptak, Chief of Staff, County Executive

Ms. Mary C. Soroka, Director, Budget and Finance

Mr. Ken Varhola, Chief of Staff, County Council

Ms. Sarah Roka, Budget Manager, County Council

Mr. Christopher H. Connors, District Court Administrator

Ms. Angharad Stock, Chief Deputy Court Administrator

Mr. Alan Pelton, Deputy Director, Adult Probation

Court of Common Pleas Criminal Division

The Allegheny County Court of Common Pleas is a trial court of general jurisdiction and has original jurisdiction over all cases not exclusively assigned to another court. There are four divisions in the Court of Common Pleas which include Criminal, Civil, Family, and Orphans. The Criminal Division handles murder, felony, and misdemeanor cases. It includes Adult Probation and Pretrial Services agency and operates seven problem solving courts, a pretrial diversionary program, and appeals from summary offense convictions.

According to the PA Judiciary, a criminal charge is a violation of the criminal law and considered an offense against the community. In a criminal case, an individual can be charged with a felony, misdemeanor, or summary offense. Felony charges which include murder and arson carry the most severe penalties, while misdemeanors and summary offenses carry lesser penalties. If the prosecutor proves to a jury, or to the judge hearing the case without a jury, that a defendant is guilty beyond a reasonable doubt, that person stands convicted and can face penalties, including jail, court costs, fines, restitution and/or probation.

During sentencing, the court shall impose one or more of the following alternatives: probation, partial confinement, total confinement, a fine, or determination of guilt without further penalty. However, certain mandatory minimum sentences are sometimes provided by law which the court must follow. In addition to the above alternatives, the court shall order restitution to compensate victims for damage or injury. The court shall also order the individual to pay court costs. If the court fails to order court costs, costs are still imposed under Title 42 PA C.S. Section 9721 (c) (1). When an individual cannot afford to pay the imposed amount at one time, the Courts may permit installment payments (also referred to as payment plans) based on the individual's circumstances.

Department of Court Records Criminal Division

The Court Records Criminal Division (Court Records) handles all records related to a criminal case in Allegheny County and accepts for filing all documents that are a part of the official court file for cases within the jurisdiction of the Court of Common Pleas, Criminal Division.

Court Records receives and maintains Criminal Court case documents, collects court-ordered costs, fines, and restitution, pays court-ordered restitution to victims, maintains and archives case records, maintains dockets, accepts the filing of motions and summary appeals, processes expungements and bail bonds, and provides other services. Other services include case intake, constable services, DUI procedures, driver's license reinstatement, responses to prisoners' correspondence, and the issuing of private detective licenses for Allegheny County.

I. Introduction

In addition to cases on the Criminal Docket, Court Records also maintains a Miscellaneous Docket which includes several classes of cases such as appointment, certification, bonding and insuring of Constables and Deputy Constables, issuance of private detective licenses, motions for return or forfeiture of property, and appeals from denial of firearms licenses. Court Records accepts the filing of Summary Appeals for traffic offenses, truancy, summary ordinances (e.g. Housing Court, Health Department, and Wage Tax Violations) and summary crime code violations (e.g. harassment, disorderly conduct, bad checks, dog law violations, and retail theft).

II. Scope, Objectives, and Methodologies

Scope

The purpose of this analysis was to review Allegheny County's Criminal Division's court costs, fines, and restitution as well as the collection and disbursement practices surrounding these amounts. This analysis covered the period from January 1, 2019 through December 31, 2020. However, we did sample criminal case information dating back to 2007, the year after the migration of case files to the CPCMS system which occurred in 2006 and accounts receivable information since inception. These procedures were performed as a non-audit service. Therefore, this engagement is not covered by Generally Accepted Government Auditing Standards.

Objectives

The objectives of this analysis were to:

- 1. Determine the various court costs and fines collected in Allegheny County based on criminal cases.
- 2. Determine the amount of outstanding court costs, fines, and restitution.
- 3. To gain an understanding of the collection and payment process regarding court costs, fines, and restitution.
- 4. To identify all the ways in which individuals can go about seeking forgiveness of court costs and fines.
- 5. To determine if individuals on probation are incarcerated for failure to pay court costs and fines.
- 6. To analyze the amounts collected by Court Records, Criminal Division and determine where the funds remitted to Allegheny County are deposited and what the County funds are used for.

Methodologies

Methodologies used to accomplish our objectives included, but were not limited to the following:

- Interviewed Adult Probation, Court Records, and Court of Common Pleas personnel to gain an understanding of the collection and payment process of court costs, fines, and restitution.
- Reviewed applicable laws and regulations regarding payment of court costs, fines, restitution, and community service, etc. as well as pending legislation.
- Performed detailed testing of a sample of criminal docket cases.
- Examined documentation relating to accounts receivable applicable to court costs, fines, and restitution.
- Reviewed the County's accounting system (JD Edwards) to determine where the County's court costs and fines were being deposited and what the monies were being used for.

Allegheny County Adult Probation Payment and Collection Monitoring of Court Costs, Fines and Restitution

Allegheny County Adult Probation (Adult Probation), a division of the Allegheny County Court of Common Pleas, among other responsibilities, monitors the payment of imposed court costs, fines, and restitution.

In Allegheny County, community service is not offered to offset court costs. It is an option if there has been a default in payment (see the section on PA Title 42 on page 9). When community service is ordered, it is ordered as a term of the individual's probation. Fines are generally set by statute, so Judges may be prohibited from reducing or waiving required fines. Some judges will waive court costs. However, some of the court funding is based on costs collected, so waiving court costs can become an issue. An individual can ask the court to reduce court costs due to financial hardship, but the decision is up to the judge. A wage determination hearing would need to be held. See additional information under the Plea Bargain section below.

Payment plans are initially based on the length of the probation. The total court costs, fines, and restitution are added together and divided by the number of months the person is on probation. If the individual makes all their payments, the total due would be paid off when they are finished with probation. Individuals can request smaller payments at their sentencing. After a guilty plea, Court Records files a Civil Judgement against individuals when court costs, fines, and restitution are owed.

Adult Probation General Practices

Adult Probation does not take action against an individual for non-payment of court costs and fines if there are not any other violations and restitution (if required) is being paid. Non-payment of court costs and fines alone does not trigger a violation or issuance of a warrant, and individuals are not sent to Jail if the only violation is non-payment of court costs and fines.

Adult Probation has access to the State's court system known as the Commonwealth of Pennsylvania Common Pleas Case Management System (CPCMS) which was developed by the Administrative Office of the Pennsylvania Courts. This is a statewide system of criminal case records which allows counties to access the full breadth of court docket information for the entire state. Adult Probation also uses the Adult Probation Case Management System (APCMS) as well as various dashboards and Tableau reports to identify individuals that have not been making restitution payments. When a Probation Officer (PO) determines that an individual is not making restitution payments, the PO notifies the individual of the missed payments and reminds them to pay. The PO will also assist the individual with job searches as well as provide other assistance. Generally, if an individual does not make any payments on outstanding restitution for 90 days, the PO may issue a violation report (a violation is not issued if the non-payment only involves court costs and fines). However, exceptions to this 90-day time frame may be made in certain circumstances on a case by case basis, such that the individual was just released from a rehabilitation facility, jail, etc.

If the individual does not come into compliance after being made aware of the missed restitution payments, a Gagnon I violation hearing is set with the Hearing Officer from the Adult Probation Office and a hearing notice is sent to the individual. A Gagnon I violation hearing is a finding of fact hearing. The hearing does not involve probable cause and there are no court reporters, or Assistant District Attorneys present. The individual's Public Defender or private attorney may attend with them.

When the individual appears at the Gagnon I violation hearing, the Hearing Officer will typically issue a warning regarding the non-payment and give the individual 30, 60 or 90 days to come into compliance with their restitution payments. If the individual does not come into compliance with their restitution payments, a Gagnon II hearing is scheduled with the Judge. At this point, the Judge may resentence the individual. Probation violation warrants are not issued for an individual's failure to pay restitution, but rather for their failure to appear for the hearing to address their failure to pay.

If the individual does not appear at the first Gagnon I violation hearing, the hearing is rescheduled by Adult Probation and a new notice is sent out. If the individual does not appear at the rescheduled hearing, the PO may request a "Failure to Appear" warrant, although the PO makes every attempt to contact and locate the individual prior to the issuance of the warrant. However, if the PO cannot locate the individual and believes the person may have absconded, the PO will request a warrant for a probation violation.

An individual can also have a hearing scheduled before the Judge for other probation violations. All violations and relevant information are presented to the Judge at this hearing. If the individual owes outstanding court costs and fines, this violation is also added onto the list of other violations. If the individual does not appear at his hearing scheduled in front of the Judge, a "Failure to Appear" warrant is issued the same day.

When an individual is scheduled to make monthly payments of a certain amount, but for financial reasons the person starts to pay a lessor amount, the PO will not issue a probation violation. Prior to the scheduled date of expiration of probation, the PO will notify the Courts of the unpaid amounts of restitution and present any financial issues such as job loss, etc. the PO is aware of. A violation hearing will likely be scheduled before the Judge to address the individual's financial obligation.

Adult Probation issued 7,919 criminal warrants in 2019 and 5,280 in 2020 for a total of 13,199 over a two-year period. 5,520 of these criminal warrants were violation warrants listed in CPCMS as "Violation of Probation/Parole". According to the Adult Probation practices, these warrants are not issued strictly for failure to pay court costs and fines. If there was a warrant where the individual did not pay their court costs and fines, the warrant would also include another violation such as a failure to comply.

In Allegheny County, an individual's probation will be closed if there are no probation violations other than unpaid court costs and fines. However, if an individual has not paid the entire restitution amount, but has completed all other terms of their probation, the PO will file a violation for

"Failure to Pay Restitution" during the probation period. The Courts will then typically implement one of three actions which includes:

- Revoke the current probation and order a new probation term to allow them time to pay (in which this new probation term could end earlier if the individual pays of the amount due earlier).
- Close interest in the case and order the case to be sent to collections.
- Close interest in the case and allow the individual to keep making payments on their own without being immediately sent to collections.

Collection Agency

Cases are not typically sent to the collection agency while the individual is on probation. Approximately two years after the individual completes probation, if they still have a remaining balance and have not made a payment for 90 days, Court Records sends the case to the collection agency, known as Credit Management Company. A judge can also order a case to be sent to collections. The collection agency adds its fee of 25% onto the case balance and can charge a processing fee for each transaction where a credit card is used to make the payment. Even if the person starts to make payments again to the collection agency, the case stays with the agency until it is paid off. However, a judge can order a case be returned from the collection agency. The collection agency will not negotiate any settlements on the outstanding balance due.

Plea Bargain Agreements Relating to Court Costs and Fines

Data provided by the Courts indicated that approximately 83% of criminal cases are plea bargains. A plea bargain is an agreement in which the defendant, prosecutor (District Attorney), defense attorney (Public Defender or private Attorney) and judge agree to a disposition without the need to conduct a trial. Plea bargaining usually involves the defendant's pleading guilty to a lesser charge, or to only one of several charges. For example, the defendant may be charged with three counts of aggravated assault, but all parties mentioned above agree to the withdrawal of these charges and allow the defendant to plead guilty to one count of simple assault. At the time of the plea, the defendant is admitting guilt and agreeing to the conditions set forth in the plea agreement, including the payment of court costs, fines, and restitution, if applicable. All plea agreements are subject to the approval by the judge. If the individual cannot afford the court costs and fines, the public defender or private attorney would have to include this request during the plea offer.

The Pennsylvania Supreme Court has held where a plea arrangement has been entered of record and accepted by the trial court, the state is required to abide by the terms of the plea agreement. This means that any condition that has been agreed upon and enticed the defendant to accept the plea instead of going to trial, must be upheld not only by the Prosecutor, but by any state agency.

Title 42 PA C.S. and Pending House Bill 1087

Title 42 of the Pennsylvania Consolidated Statutes Section 9730 (b) allows the following procedures regarding default on payment of court costs, fines, and restitution

- (1) If an individual defaults in the payment of court costs, fines, or restitution after imposition of sentence, the issuing authority or a senior judge may conduct a hearing to determine whether the individual is financially able to pay.
- (2) If the issuing authority or senior judge determines that the individual is financially able to pay the costs, fines, or restitution, the issuing authority or senior judge may enter an order for wage attachment, turn the delinquent account over to a private collection agency or impose imprisonment for nonpayment, as provided by law.
- (3) If the issuing authority or senior judge determines that the individual is without the financial means to pay the costs, fine, or restitution immediately or in a single remittance, they may provide for payment in installments. In determining the appropriate installments, they shall consider the individual's financial resources, the individual's ability to make restitution and reparations and the nature of the burden the payment will impose on the individual. If the individual is in default of a payment or advises the issuing authority or senior judge that default is imminent, the issuing authority or senior judge may schedule a rehearing on the payment schedule. At the rehearing the individual has the burden of proving changes of financial condition such that the individual is without the means to meet the payment schedule. The issuing authority or senior judge may extend or accelerate the schedule, leave it unaltered or sentence the individual to a period of community service as they find to be just and practicable under the circumstances.

House Bill number 1087 Session of 2021 seeks to amend Sections 9730 (b), 9758 (b) and (c), and 9772 of Title 42 of the Pennsylvania Consolidated Statutes. In general, the amendments would change many of the 'may' provisions to 'shall' provisions, meaning the provision would be required instead of optional. A subsection is added under Section 9730 (b) to define a 'manifest hardship' and subsection is added under Section 9758 (b) which expands the requirements for installment plans (this new subsection is reference in other sections as well). The amendments also include community service requirements when working with payment arrangements for certain individuals.

Court Records Accounts Receivable Summary of Court Costs, Fines and Restitution

Individuals do not always pay their court costs, fines, and restitution in full and instead make payments on the outstanding amount. There are instances where these amounts remain unpaid for years. Court Records provided us with several reports related to the Accounts Receivable for amounts due to the Allegheny County Court of Common Pleas as of December 31, 2019 and 2020. Only cases with an outstanding balance at the time the report was generated are included in these reports. Court Records collects payments for the following docket types: Criminal (CR), Juvenile (JV), Miscellaneous (MC), and Summary Appeals (SA). Although our focus is on criminal cases, certain reports include only criminal cases while other reports include all docket types. The reports show the original amount due, payments made, adjustments, and the balance due. An adjustment is a reduction to the amount owed that is not due to a payment. Adjustments can be done for several reasons including a change from a prior system, a court order, or a payment made to another county (for certain situations).

Accounts Receivable Summary

The following two tables provide totals by docket type and by assessment type as of December 31, 2019 based on the Summary Report provided by Court Records.

Allegheny County Court Records Criminal Division 2019 Accounts Receivables Summary for <u>ALL Dockets</u> By Docket Type (Includes Restitution)

Criminal Juvenile		Criminal Juvenile Miscellaneous			Appeal	TOTAL	
40,493,537	\$ 1,649,146	\$ 13,499,624	\$ 12,752,730	\$ 568,395,037			
36,676,674)	(\$ 217,898)	(\$ 227,651)	(\$ 1,017,996)	(\$ 38,140,219)			
50,450,472)	(\$ 374,698)	(\$ 167,497)	(\$ 5,496,132)	(\$ 56,488,799)			
53,366,391	\$ 1,056,550	\$ 13,104,476	\$ 6,238,602	\$ 473,766,019			
95.7%	0.2%	2.8%	1.3%				
3	66,676,674) 60,450,472) 53,366,391	36,676,674) (\$ 217,898) 50,450,472) (\$ 374,698) 53,366,391 \$ 1,056,550	36,676,674) (\$ 217,898) (\$ 227,651) 50,450,472) (\$ 374,698) (\$ 167,497) 53,366,391 \$ 1,056,550 \$ 13,104,476	40,493,537 \$ 1,649,146 \$ 13,499,624 \$ 12,752,730 36,676,674) (\$ 217,898) (\$ 227,651) (\$ 1,017,996) 50,450,472) (\$ 374,698) (\$ 167,497) (\$ 5,496,132) 53,366,391 \$ 1,056,550 \$ 13,104,476 \$ 6,238,602			

Allegheny County Court Records Criminal Division 2019 Accounts Receivables Summary for <u>ALL Dockets</u> By Type of Assessment

	Costs and Fines	Restitution	TOTAL		
Total Due	\$ 378,522,069	\$ 189,872,968	\$ 568,395,037		
Paid to Date	(\$ 21,255,899)	(\$ 16,884,320)	(\$ 38,140,219)		
Adjustment	(\$ 33,686,995)	(\$ 22,801,804)	(\$ 56,488,799)		
Balance Due	\$ 323,579,175	\$ 150,186,844	\$ 473,766,019		
	68%	32%			

The following two tables provide totals by docket type and by assessment type as of December 31, 2020 based on the Summary Report provided by Court Records.

Allegheny County Court Records Criminal Division 2020 Accounts Receivables Summary for <u>ALL Dockets</u> By Docket Type (Includes Restitution)

	Criminal Juvenile		Criminal Juvenile Miscellaneous			Summary Appeal	TOTAL	
Total Due	\$ 546,504,208	\$1,681,544	\$ 14,345,027	\$12,727,481	\$ 575,258,260			
Paid to Date	(\$ 38,899,827)	(\$ 217,921)	(\$ 249,929)	(\$ 1,054,071)	(\$ 40,421,748)			
Adjustment	(\$ 51,345,867)	(\$ 377,644)	(\$ 171,502)	(\$ 5,264,649)	(\$ 57,159,662)			
Balance Due	\$456,258,514	\$1,085,979	\$ 13,923,596	\$ 6,408,761	\$ 477,676,850			
	95.5%	.2%	2.9%	1.4%				

Allegheny County Court Records Criminal Division 2020 Accounts Receivables Summary for <u>ALL Dockets</u> By Type of Assessment

	Costs and Fines	Restitution	TOTAL		
Total Due	\$ 382,432,585	\$ 192,825,675	\$ 575,258,260		
Paid to Date	(\$ 22,263,912)	(\$ 18,157,836)	(\$ 40,421,748)		
Adjustment	(\$ 33,950,897)	(\$ 23,208,765)	(\$ 57,159,662)		
Balance Due	\$ 326,217,776	\$ 151,459,074	\$477,676,850		
	68%	32%			

Accounts Receivable Detail

Court Records also provided a PDF Detail Report listing each docket that has a case balance included in the Summary Report. Only cases with an outstanding balance at the time the report was generated are included in the report. Although the amounts on the PDF Detail Report include costs/fines as well as restitution, the PDF Detail Report does not separate the amount due by costs/fines or restitution, it only provides the total due, amount paid, adjustment, and balance for each docket.

We converted the Department of Court Records 9,303-page PDF Detail Report from 2020 for the Criminal Cases to Excel for further analysis. The totals in the converted Excel Detail File varied slightly (1.4%) from the totals on the Court Records Summary Report. However, the PDF Detail Report does not have totals, so we cannot compare the total of the converted Excel file to the original PDF Report. The balance for Criminal Cases is \$462,684,484 on the converted Excel Detail File and \$456,258,514 on the Summary Report for a difference of \$6,425,970 or 1.4%.

The table below shows the amounts from the converted Excel Detail File. Court Records went live with CPCMS in 2006. Information, including case amounts, for cases before this time was migrated from the old system and old bank accounts. Cases after this time were initiated in CPCMS, and case amounts were entered directly into the system. Therefore, we divided the file into cases from 2006 and earlier and cases in 2007 and later.

Allegheny County Court Records Criminal Division Accounts Receivables Detail for <u>Criminal Dockets</u> (Includes Restitution)

_	As of Dece Number of Dockets	ember 31, 2020 Balance Due
Partial Balance Paid	<u>l</u>	
2006 and Earlier	29,831	\$ 71,606,245
2007 and Later	56,595	\$ 169,388,277
Total	86,426	\$ 240,994,522
Nothing Paid on Bal	ance	
2006 and Earlier	98,772	\$ 100,375,918
2007 and Later	69,876	\$ 121,314,044
Total	168,648	\$ 221,689,962
Total	255,074	\$ 462,684,484

The Balance Due on cases 2006 and earlier ranged from \$.01 to \$2,556,429.70

The Balance Due on cases 2007 and later ranged from \$.01 to \$1,338,989.74

This analysis shows that out of a total of 255,074 criminal dockets in which court costs, fines and restitution is owed, no payments have ever been made by the defendants on 168,648 of these criminal dockets with outstanding balances of \$221,689,962.

Of the remaining 86,426 criminal dockets, \$240,994,522 is still outstanding of which only a partial payment or payments were made by the defendants.

Department of Court Records Collections and Disbursements

Collections and Disbursements

Court Records collects payments and disburses funds for the following docket types: Criminal (CR), Juvenile (JV), Miscellaneous (MC), and Summary Appeals (SA). Court Records provided us with the Court Records Disbursement Reports detailing the amounts the office paid out for <u>all</u> <u>docket types</u> for 2019 and 2020. The report identifies total monthly payments by recipient which includes Allegheny County, the Commonwealth of Pennsylvania, municipalities, and restitution. The payments to Allegheny County and Pennsylvania are broken down to include a description of what the payment is for.

The following table presents the totals by recipient for each year.

Allegheny County Court Records Criminal Division
Disbursements for ALL Docket Types
$(CR, JV, \overline{MC}, SA)$

For the Year Ended:				
December 31, 2019	December 31, 2020			
\$9,091,450	\$9,018,587			
\$3,859,008	\$3,661,959			
\$1,069,733	\$1,136,513			
\$2,479,170	\$2,478,378			
\$16,499,361	\$16,295,437			
	\$9,091,450 \$3,859,008 \$1,069,733 \$2,479,170			

Distributions from Court Records to Allegheny County for Years 2019 and 2020 For all dockets (CR, JV, MC, and SA) Schedule I

A Report of Collections is prepared for all deposits made into an Allegheny County account to document the fund, job/cost center, and object account where the deposit is to be recorded. A fund is used to segregate the accounting of a government based on activity or objective, the job identifies the department and division, and the object defines the type of revenue/expenditure. We merged the information from the Report of Collection reports with the Court Records Disbursement Reports to identify which fund and job/costs center each type of payment was recorded in.

Schedule I on pages 18-19 shows the Allegheny County Payment for each year, grouped by fund, and broken down by the Disbursement Reports payment description. Total disbursements to Allegheny County were \$9,091,450 for 2019 and \$9,018,587 for 2020.

Disbursements to Allegheny County Revenue and Expenditures Based on Distributions from the Court Records Criminal Division Schedules II (2019) and III (2020)

We reviewed the County's accounting system, JD Edwards, for each of the jobs/cost centers where Court Records Collections deposits were recorded to determine what types of expenditures were paid using these monies for 2019 and 2020. We found that the Court Records Collections were not the only revenues deposited into most of the jobs/cost centers, other revenue sources were recorded there as well. We used the information from JD Edwards to prepare Schedules II and III on pages 20-23. These schedules list the expenditures by category, the total revenue, and the Court Records Collections amount for each job/cost center. We noted that the amount of Court Records Collections deposited into job #60370001, "Disbursements to Community Intensive Supervision Program (CISP)" exceeded the total revenue recorded in this job. Further review of the detail for this job revealed that disbursements were recorded under revenue objects, which reduced the overall revenue. According to the Controller's Office accounting division, the revenue is passed onto a victim as restitution, so it is not revenue collected on behalf of the County.

Criminal Docket Testing

We used the converted Excel Detail File (described above) and selected 25 dockets for testing. We selected five dockets where the individual did not pay anything, and 20 dockets where there was something paid. As mentioned earlier, Court Records went live with CPCMS in 2006. Information, including case amounts, for cases before this time was migrated from the old system and old bank accounts. Cases after this time were initiated in CPCMS, and case amounts were entered directly into the system. Therefore, we sampled our dockets to those from 2007 and forward. We reviewed the docket information available online and the case record maintained through Court Records OnBase. We reviewed the case record to determine if there was documentation that warrants are issued solely for failure to pay court costs and fines.

Our testing found that three of the 25 individuals had warrants issued after their trial. The individuals' warrants were issued for the following reasons:

- Person 1: One warrant Probation Violation (violation of probation/parole)
- Person 2: One warrant Failure to Appear (Bond Forfeiture at formal arraignment)
- Person 3: Two different warrants Probation Violation (violation of probation/parole)

Based on our testing, we found that the information provided by Adult Probation, that warrants are not issued solely for failure to pay court costs and fines, appears to be supported by the information in the case record.

Conclusion

Based on our objectives, we noted the following:

- 1. We identified the various court costs and fines collected in Allegheny County in Schedule I on pages 18 through 19 (this schedule includes collections and disbursements for all dockets including criminal, juvenile, miscellaneous and summary appeals). The total disbursements to Allegheny County based on the collections from Court Records for 2019 was \$9,091,450 and for 2020 was \$9,018,587.
- 2. The outstanding court costs, fines, and restitution are documented in the tables on pages 10 through 13. For 2019, the total accounts receivable balance due for court costs and fines was \$323,579,175 and for restitution was \$150,186,844 for a total due of \$473,766,019. For 2020, the total accounts receivable balance due for court costs and fines was \$326,217,776 and for restitution was \$151,459,074 for a total due of \$477,676,850.
- 3. The collection and payment process regarding court costs, fines, and restitution is documented on pages 6 through 8.
- 4. Court costs and fines are set at sentencing. The Judge may provide for payments in installments if it is determined that the individual is without the means to pay the costs immediately or sentence the individual to a period of community service.
- 5. Based on practices utilized by Adult Probation, individuals on probation are not incarcerated solely for failure to pay court costs and fines.
- 6. Schedules II and III on pages 20 through 23 identify where the funds remitted to Allegheny County by Court Records are deposited and what the County funds are used for.

Overall, under the current legislation, an individual who has defaulted on court costs, fines and restitution <u>may have</u> a wage determination hearing scheduled in front of the Judge in which an installment payment plan or community service can be assigned if determined necessary by the Judge.

Pending legislation, if passed <u>would require</u> Judges to hold a hearing if an individual has defaulted on the payment of a fine, fee or restitution. The hearing would help determine if a person is financially able to pay and, if paying the fine in full is determined to cause manifest hardship for the individual or their family, the court would be required to establish a payment plan, assign community service, or a combination of these two options. Also included in this pending legislation is a definition of "manifest hardship" based upon the percentages of the federal poverty level, which varies by household size, to remove any subjectivity from the rulings.

Distributions from Court Records To Allegheny County for 2019 and 2020

For All Dockets: Criminal, Juvenile, Miscellaneous, Summary Appeals (CR, JV, MC, SA)

Fund	Court Records Description	2019	2020	Department
COLI	VEW CENIED AT ELIND 11001			
COU	NTY GENERAL FUND - 11001	¢202 401 20	\$227.55C.00	M-4:1 E
	Crime Lab User Fee	\$293,401.20	\$337,556.90	Medical Examiner
	Juvenile Drug Testing	\$29,476.07	\$20,012.04	Medical Examiner
	Department of Court Records Civil Judgement Fee	\$96,087.61	\$120,159.90	Court Records
	Bond Renewal Fee	\$1,000.00	\$545.00	Court Records
	Quarterly Bail Bond Report Fee	\$180.00	\$202.50	Court Records
	Department of Court Records - ARD	\$275.00	\$424.18	Court Records
	Department of Court Records - ARD, Conviction, Non-ARD	\$800,879.48	\$824,234.67	Court Records
	Court Cost - Main	\$613,658.67	\$644,466.04	Court Records
	Department of Court Records - Miscellaneous	\$530,469.59	\$397,498.78	Court Records
	Bail Bond and Bond Processing Fee	\$47,348.36	\$42,664.82	Court Records
	Bond Forfeiture Service Fee	\$594.00	\$822.14	Court Records
	Bail Forfeiture	\$42,672.53	\$58,008.06	Court Records
	Dog - Narcotics Division	\$300.00	\$0.00	Police
	ARD Pre-Trial Services Administrative Fee - District Attorney	\$450,313.48		Court of Common Pleas
	ARD Expungement Fee - District Attorney	\$93,320.72	\$70,864.44	District Attorney
	ARD Administrative Fee - District Attorney	\$360,650.97	\$324,620.61	District Attorney
	THE Palliment of the Bistiet Paletiney	\$3,360,627.68	\$3,247,860.40	District TitleThey
LAW	LIBRARY SUPPORT FEES FUND - 60016 Law Library User Fee	\$45,161.60	\$40,338.00	Law Department
COUI	RT RECORDS RETENTION FEE FUND - 65158 Records Management/Retention Fee	\$38,252.66	\$33,439.27	Court Records
ACT	94-28-PROTHONOTARY FUND - 65044			
ACI.	Scanning/Automation Fee	\$2,389.39	\$2,806.58	Court Records
				Court Records
	Computer Fund Fee (10%)	\$160,190.97	\$148,406.47	Court Records
		\$162,580.36	\$151,213.05	
BOOI	KING CENTER FEES FUND - 64259 Booking Center Fee - Central Booking Fee	\$713,932.26	\$759,118.98	Jail
CHIL	D CARE FACILITIES FUND - 61062 Child Care Facility Fee	\$31,924.24	\$27,615.56	Court of Common Pleas

Distributions from Court Records To Allegheny County for 2019 and 2020 For All Dockets (CR, JV, MC, SA)

Fund	Court Records Description	2019	2020	Department
COU	RT TECHNOLOGY & EDUCATN FUND - 61086			
	Court Technology Fee	\$36,651.75	\$31,620.59	Court of Common Pleas
COU	NTY OFFENDER SUPERVISION FUND - 61001			
000	Offender Supervision Fee	\$1,445,506.86	\$1,350,029,98	Court of Common Pleas
	Adult Probation/Parole Administrative Fee	\$941,591.74		Court of Common Pleas
	Drug Testing Fee	\$138.23		Court of Common Pleas
		\$2,387,236.83	\$2,322,816.15	•
ALC	OHOL HIGHWAY SAFETY (DUI) FUND - 61021			
	Alcohol Highway Safety Program (DUI)	\$903,699.95	\$829,376.12	Court of Common Pleas
	TITLE 75, DUI	\$847,103.23	\$986,317.52	Court of Common Pleas
	Court Reporting Network (CRN) Evaluation Report	\$281,695.68	\$282,406.95	Court of Common Pleas
	Substance Abuse Education (Act 198 of 2002)	\$214,971.44	\$237,185.64	Court of Common Pleas
		\$2,247,470.30	\$2,335,286.23	•
DISB	URSEMENT OF RESTITUTION TO CISP FUND - 70027			
	Juvenile - District Juvenile Fund - Stipend	\$7,788.79		Court of Common Pleas
	Juvenile Electronic Monitoring	\$8,970.97	,	Court of Common Pleas
	Juvenile Victim Curriculum Fund	\$4,680.11		Court of Common Pleas
		\$21,439.87	\$10,464.32	
ACT	47-SHERIFF'S ESCROW FUND - 650563			
	Sheriff's Warrant Fee	\$46,172.39	\$58,814.25	Sheriff
TOT	AL DISBURSEMENTS TO ALLEGHENY COUNTY	\$9,091,449.94	\$9,018,586.80	
			<i>,</i> 010,000	:

Source: Allegheny County Controller's Office Accounting Software System

2019 - Revenue and Expenditures
For County Departments with Revenue from Court Records Collections

					Court of				
					Common Pleas		Law Dept. /		Court Records /
	Medical	Court Records	Court Records		/ Adult		Law Library	Court Records	Act 94-28
Department / Description	Examiner	Civil	Criminal	Police	Probation	District Attorney	Support Fees	Retention Fees	Prothonotary
Revenues	\$3,525,039.71	\$5,601,719.42	\$2,037,077.63	\$253,500.27	\$878,820.26	\$449,546.54	\$259,193.35	\$157,082.76	\$1,835,158.60
Court Records Collections *	\$322,877.27	\$96,087.61	\$2,037,077.63	\$300.00	\$450,313.48	\$453,971.69	\$45,161.60	\$38,252.66	\$162,580.36
Percentage	9.16%	1.72%	100.00%	0.12%	51.24%	100.98%	17.42%	24.35%	8.86%
<u>Expenditures</u>									
Personnel Costs	\$1,739,907.87	\$1,975,756.47	\$1,472,942.07	\$11,045,801.76	\$6,147,835.92	\$12,950,657.63	\$0.00	\$0.00	\$556,968.16
Fringe Benefits	\$623,052.46	\$795,512.82	\$682,857.34	\$2,987,691.74	\$2,610,301.24	\$4,726,435.90	\$0.00	\$0.00	\$208,189.62
Material & Supplies	\$105,311.77	\$0.00	\$0.00	\$205,490.43	\$99,632.91	\$209,887.95	\$239,042.12	\$0.00	\$49,996.01
Repairs & Maintenance	\$46,683.56	\$0.00	\$0.00	\$95,240.77	\$800.00	\$41,763.60	\$0.00	\$0.00	\$53,134.04
Furniture, Fixtures, & Equipment	\$1,011.05	\$0.00	\$0.00	\$72,781.88	\$27,585.77	\$4,829.16	\$0.00	\$0.00	\$97,162.09
Services: Contracted Services	\$0.00	\$0.00	\$0.00	\$6,610.91	\$98,038.48	\$453.00	\$0.00	\$2,523.42	\$659,378.00
Services: Real Estate Rentals	\$506,195.58	\$0.00	\$0.00	\$651,922.78	\$0.00	\$180,000.00	\$0.00	\$122,935.32	\$0.00
Services: County Cash Match	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
Services: Other Services	\$187,871.57	\$0.00	\$0.00	\$452,239.50	\$962,633.89	\$1,561,708.37	\$0.00	\$34,735.22	\$155,574.55
Expenditure Recovery	(\$1,331.27)	\$0.00	\$0.00	(\$682,043.24)	\$0.00	(\$383,053.37)	\$0.00	\$0.00	\$0.00
Total Expenditures	\$3,208,702.59	\$2,771,269.29	\$2,155,799.41	\$14,835,736.53	\$9,946,828.21	\$19,292,682.24	\$239,042.12	\$160,193.96	\$1,780,402.47
Court Records Collections *	\$322,877.27	\$96,087.61	\$2,037,077.63	\$300.00	\$450,313.48	\$453,971.69	\$45,161.60	\$38,252.66	\$162,580.36
Percentage	10.06%	3.47%	94.49%	0.00%	4.53%	2.35%	18.89%	23.88%	9.13%

2019 - Revenue and Expenditures
For County Departments with Revenue from Court Records Collections

		Court of	Court of					
		Common	·		Court of Common	Court of		
	Jail /	Pleas/	Court	Pleas / County	Pleas / Alcohol		Sheriff / ACT 47-	
Barrata and / Barratation	Booking	Child Care	Technology and	Offender	Highway Safety	/ Disbursement	Sheriff's	T0T41
Department / Description	Center Fees	Facilities	Education	Supervision	(DUI)	to CISP	Escrow	TOTAL
Revenues	\$713,932.26	\$199,585.42	\$243,629.38	\$3,613,387.94	\$3,147,483.41	\$6,748.19	\$2,834,906.76	\$25,756,811.90
Court Records Collections *	\$713,932.26	\$31,924.24	\$36,651.75	\$2,387,236.83	\$2,247,470.30	\$21,439.87	\$46,172.39	\$9,091,449.94
Percentage	100.00%	16.00%	15.04%	66.07%	71.41%	317.71%	1.63%	35.30%
<u>Expenditures</u>								
Personnel Costs	\$700,000.00	\$0.00	\$0.00	\$65,254.66	\$1,207,589.23	\$0.00	\$1,741,120.11	\$39,603,833.88
Fringe Benefits	\$0.00	\$0.00	\$0.00	\$28,906.94	\$445,169.91	\$0.00	\$506,447.27	\$13,614,565.24
Material & Supplies	\$0.00	\$0.00	\$0.00	\$26,023.00	\$480.00	\$0.00	\$36,630.22	\$972,494.41
Repairs & Maintenance	\$0.00	\$0.00	\$50,250.53	\$0.00	\$0.00	\$0.00	\$0.00	\$287,872.50
Furniture, Fixtures, & Equipment	\$0.00	\$0.00	\$35,753.08	\$0.00	\$0.00	\$0.00	\$0.00	\$239,123.03
Services: Contracted Services	\$0.00	\$178,792.66	\$41,093.05	\$113,195.00	\$1,259,459.49	\$0.00	\$0.00	\$2,359,544.01
Services: Real Estate Rentals	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$1,461,053.68
Services: County Cash Match	\$0.00	\$0.00	\$0.00	\$3,891,513.45	\$0.00	\$0.00	\$0.00	\$3,891,513.45
Services: Other Services	\$0.00	\$0.00	\$189,432.33	\$199,473.72	\$24,195.50	\$620.00	\$183,439.00	\$3,951,923.65
Expenditure Recovery	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	(\$1,066,427.88)
Total Expenditures	\$700,000.00	\$178,792.66	\$316,528.99	\$4,324,366.77	\$2,936,894.13	\$620.00	\$2,467,636.60	\$65,315,495.97
Court Records Collections *	\$713,932.26	\$31,924.24	\$36,651.75	\$2,387,236.83	\$2,247,470.30	\$21,439.87	\$46,172.39	\$9,091,449.94
Percentage	101.99%	17.86%	11.58%	55.20%	76.53%	3458.04%	1.87%	13.92%

^{*} Court Records Collections is the amount collected by Court Records and remitted to Allegheny County for all dockets (CR, JV, MC, SA). CR - Criminal, JV - Juvenile, MC - Miscellaneous, SA - Summary Appeals

Source: Allegheny County Controller's Office Accounting Software System

2020 - Revenue and Expenditures
For County Departments with Revenue from Court Records Collections

Department / Description Revenues Court Records Collections *	\$3,451,728.09 \$357,568.94	Court Records	Court Records	Police \$529,767.99 \$0.00	Court of Common Pleas / Adult Probation \$804,342.85 \$405,780.32	District Attorney \$491,963.37 \$395,485.05	Law Dept. / Law Library Support Fees \$214,160.56 \$40,338.00	Court Records Retention Fees \$129,018.81 \$33,439.27	Court Records / Act 94-28 Prothonotary \$1,473,993.11 \$151,213.05
Percentage	10.36%	2.64%	100.00%	0.00%	50.45%	80.39%	18.84%	25.92%	10.26%
<u>Expenditures</u>									
Personnel Costs	\$1,708,566.36	\$1,865,641.27	\$1,424,901.61	\$11,475,804.81	\$6,261,148.33	\$13,415,909.86	\$0.00	\$0.00	\$548,959.10
Fringe Benefits	\$567,028.92	\$715,050.39	\$645,883.60	\$2,883,331.98	\$2,560,427.81	\$4,471,269.64	\$0.00	\$0.00	\$191,005.15
Material & Supplies	\$83,162.36	\$0.00	\$0.00	\$180,169.56	\$17,531.60	\$175,247.55	\$135,193.99	\$0.00	\$53,183.25
Repairs & Maintenance	\$104,754.97	\$0.00	\$0.00	\$97,463.48	\$6,506.00	\$25,685.85	\$0.00	\$0.00	\$33,298.50
Furniture, Fixtures, & Equipment	\$0.00	\$0.00	\$0.00	\$138,952.82	\$4,816.75	\$3,814.52	\$0.00	\$0.00	\$16,429.90
Services: Contracted Services	\$6,859.15	\$0.00	\$0.00	\$5,961.30	\$11,207.00	\$3,916.90	\$0.00	\$1,894.50	\$642,269.96
Services: Real Estate Rentals	\$495,948.75	\$0.00	\$0.00	\$660,634.00	\$659,832.85	\$180,000.00	\$0.00	\$122,935.32	\$0.00
Services: County Cash Match	\$0.00	\$0.00	\$0.00	\$828.66	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
Services: Other Services	\$170,825.45	\$0.00	\$0.00	\$467,335.29	\$262,238.67	\$1,149,690.77	\$0.00	\$24,138.81	\$110,174.97
Expenditure Recovery	(\$20,496.66)	(\$110,108.37)	(\$88,592.33)	(\$87,308.44)	(\$12,019.17)	(\$380,780.87)	\$0.00	\$0.00	(\$3,138.32)
Total Expenditures	\$3,116,649.30	\$2,470,583.29	\$1,982,192.88	\$15,823,173.46	\$9,771,689.84	\$19,044,754.22	\$135,193.99	\$148,968.63	\$1,592,182.51
Court Records Collections *	\$357,568.94	\$120,159.90	\$1,968,866.19	\$0.00	\$405,780.32	\$395,485.05	\$40,338.00	\$33,439.27	\$151,213.05
Percentage	11.47%	4.86%	99.33%	0.00%	4.15%	2.08%	29.84%	22.45%	9.50%

2020 - Revenue and Expenditures For County Departments with Revenue from Court Records Collections

			Court of								
	Court of Common Pleas Court of Common Court of Common Court of										
	Jail /	Common Pleas/	/ Court	Pleas / County	Pleas / Alcohol	Common Pleas /					
	Booking	Child Care	Technology	Offender	Highway Safety		Sheriff / ACT 47-				
Department / Description	Center Fees	Facilities	and Education	Supervision	(DUI)	CISP	Sheriff's Escrow	TOTAL			
Revenues	\$759,118.98	\$158,636.88	\$197,116.50	\$3,977,097.61	\$2,871,242.14	\$1,508.32	\$1,491,759.93	\$23,072,666.81			
Court Records Collections *	\$759,118.98	\$27,615.56	\$31,620.59	\$2,322,816.15	\$2,335,286.23	\$10,464.32	\$58,814.25	\$9,018,586.80			
Percentage	100.00%	17.41%	16.04%	58.40%	81.33%	693.77%	3.94%	39.09%			
<u>Expenditures</u>											
Personnel Costs	\$0.00	\$0.00	\$0.00	\$70,957.08	\$1,232,932.31	\$0.00	\$510,741.55	\$38,515,562.28			
Fringe Benefits	\$0.00	\$0.00	\$0.00	\$33,835.19	\$447,286.88	\$0.00	\$99,572.56	\$12,614,692.12			
Material & Supplies	\$0.00	\$0.00	\$3,067.05	\$9,741.75	\$0.00	\$0.00	\$57,006.95	\$714,304.06			
Repairs & Maintenance	\$0.00	\$0.00	\$77,159.00	\$0.00	\$0.00	\$0.00	\$0.00	\$344,867.80			
Furniture, Fixtures, & Equipment	\$0.00	\$0.00	\$21,647.90	\$0.00	\$0.00	\$0.00	\$10,289.00	\$195,950.89			
Services: Contracted Services	\$0.00	\$172,800.00	\$25,147.50	\$68,969.75	\$1,018,594.94	\$0.00	\$0.00	\$1,957,621.00			
Services: Real Estate Rentals	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$2,119,350.92			
Services: County Cash Match	\$0.00	\$0.00	\$0.00	\$4,200,225.76	\$0.00	\$0.00	\$0.00	\$4,201,054.42			
Services: Other Services	\$0.00	\$0.00	\$78,862.10	\$118,295.30	\$18,222.20	\$300.00	(\$39,028.00)	\$2,361,055.56			
Expenditure Recovery	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	-\$702,444.16			
Total Expenditures	\$0.00	\$172,800.00	\$205,883.55	\$4,502,024.83	\$2,717,036.33	\$300.00	\$638,582.06	\$62,322,014.89			
Court Records Collections *	\$759,118.98	\$27,615.56	\$31,620.59	\$2,322,816.15	\$2,335,286.23	\$10,464.32	\$58,814.25	\$9,018,586.80			
Percentage	-	15.98%	15.36%	51.59%	85.95%	3488.11%	9.21%	14.47%			

^{*} Court Records Collections is the amount collected by Court Records and remitted to Allegheny County for all dockets (CR, JV, MC, SA). CR - Criminal, JV - Juvenile, MC - Miscellaneous, SA - Summary Appeals

Source: Allegheny County Controller's Office Accounting Software System



ALLEGHENY

May 25, 2022

Tracy Royston, Acting Allegheny County Controller Allegheny County Courthouse Room 104 County Courthouse 436 Grant Street Pittsburgh, Pa 15219

Dear Ms. Royston,

The Department of Court Records has reviewed the amended Analysis of the Collection and Disbursement of Courts Court Costs, Fines, and Restitution (Non-Audit Service) conducted by your office.

The Department of Court Records, Criminal Division performs a ministerial function in accordance with all Pennsylvania Statues, Pennsylvania Rules of Court, and the local Allegheny County Rules of Court.

I would like to thank you and your staff for meeting with our department to review.

Sincerely,

Michael McGeever

Director

Allegheny County Department of Court Records

CC: William D. McKain, County Manager

COURT OF COMMON PLEAS OF ALLEGHENY COUNTY



FIFTH JUDICIAL DISTRICT OF PENNSYLVANIA ADULT PROBATION DEPARTMENT

MANOR BUILDING – 564 FORBES AVE. – 12TH FLOOR PITTSBURGH, PENNSYLVANIA 15219 (412) 350-2320 FAX (412) 350-2316

FRANK J. SCHERER
DIRECTOR

ALAN F. PELTON
DEPUTY DIRECTOR

May 24, 2022

Tracy Royston, Acting Controller Allegheny County Courthouse 436 Grant Street - Room 104 Pittsburgh, PA 15219

Dear Ms. Royston,

On behalf of Allegheny County Adult Probation and Parole, I am satisfied with the Analysis of the Collection and Disbursement of Court Costs, Fines, and Restitution Report and agree with all matters related to Adult Probation.

I want to thank you and your team for their professionalism and the work that went into this report.

Sincerely,

Frank J. Scherer 7.5

Frank J. Scherer, Director

Allegheny County Adult Probation

FJS:cf