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IN THE JUSTICE COURT OF RENO TOWNSHIP
COUNTY OF WASHOE, STATE OF NEVADA

IN THE ADMINISTRATIVE MATTER OF
THE RENO JUSTICE COURT CRIMINAL
CASE MANAGEMENT PLAN

### **ADMINISTRATIVE ORDER 2023-01**

Pursuant to NRS 4.157(c) and JCRRT 21, the Chief Justice of the Peace of Reno Township hereby enters this Administrative Order establishing the Reno Justice Court Criminal Case Management Plan, attached hereto as Exhibit A.

WHEREAS, "the ordinary administration of criminal and civil justice ... contributes, more than any other circumstance to impressing upon the minds of the people affection, esteem, and reverence towards the government," Alexander Hamilton, Federalist No.17 (1787);

WHEREAS, "A sense of confidence in the courts is essential to maintain the fabric of ordered liberty for a free people ... inefficiency and delay ... could destroy that confidence and do incalculable damage to society," Burger, Warren E. What's Wrong With the Courts: The Chief Justice Speaks Out (address to ABA meeting, Aug. 10, 1970);

WHEREAS, "to delay Justice is Injustice," Penn, William (1693), "Some Fruits of Solitude," Headley, 1905, p. 86;

 WHEREAS, the importance of timely case disposition dates to at least to 1215 when the Magna Carta declarad, "To no one will we ... delay, right or justice";

WHEREAS, "A judge should dispose promptly of the business of the court," Canon 3 (5) of the Code of Conduct for United States Judges;

WHEREAS, "A judge should monitor and supervise cases in ways that reduce or eliminate dilatory practices, avoidable delays, and unnecessary costs." Rule 2.5 of the Nevada Code of Judicial Conduct;

WHEREAS, "Prompt disposition of the court's business requires a judge ... to take reasonable measures to ensure that court officials, litigants, and their lawyers cooperate with the judge to that end." Rule 2.5 of the Nevada Code of Judicial Conduct;

WHEREAS, "The history of the right to a speedy trial and its reception in this country clearly establish that it is one of the most basic rights preserved by our Constitution." *Klopfer v. State of North Carolina*, 386 U.S. 213, 87 S.Ct. 988, 18 L.Ed.2d 1 (1967);

WHEREAS, the Sixth Amendment speedy trial right "is intended to spare an accused those penalties and disabilities—incompatible with the presumption of innocence—that may spring from delay in the criminal process." *Dickey v. Florida*, 398 U.S. 30, 90 S.Ct. 1564, 26 L.Ed.2d 26 (1970);

WHEREAS, there are several "interests of defendants which the speedy trial right was designed to protect ...: (i) to prevent oppressive pretrial incarceration; (ii) to minimize anxiety and concern of the accused; and (iii) to limit the possibility that the defense will be impaired. Of these, the most serious is the last, because the inability of a defendant adequately to prepare his case skews the fairness of the entire system. If witnesses die or disappear during a delay, the prejudice is obvious. There is also prejudice if defense witnesses are unable to recall accurately

events of the distant past...." *Barker v. Wingo*, 407 U.S. 514, 532, 92 S.Ct. 2182, 2193, 33 L. Ed.2d 101 (1972);

WHEREAS, a long period of incarceration "has a destructive effect on human character and makes the rehabilitation of the individual offender much more difficult," *Barker v. Wingo*, 407 U.S. 514, 520, 92 S.Ct. 2182, 2187, 33 L. Ed. 2d 101 (1972);

WHEREAS, "It is the duty of the prosecution to bring a defendant to trial, and the failure of the defendant to demand the right is not to be construed as a waiver of the right," *Id.* at 528;

WHEREAS, waiver of the right to a speedy adjudication is "an intentional relinquishment or abandonment of a known right or privilege," and it is not to be presumed but must appear from the record to have been intelligently and understandingly made. Therefore, courts should "indulge every reasonable presumption against waiver," and they should "not presume acquiescence in the loss of fundamental rights," *Id.* at 519 (1972) (citations omitted);

WHEREAS, "Delay resulting from a systemic 'breakdown in the public defender system 'could be charged to the State" and create a speedy trial violation. *Vermont v. Brillon*, 129 S.Ct. 1283, 1292 (2009) (citation omitted);

WHEREAS, "there is a societal interest in providing a speedy trial which exists separate from, and at times in opposition to, the interests of the accused." *Barker*, 407 U.S. at 519 (1972) ("society has a particular interest in bringing swift prosecutions");

WHEREAS, "Incarcerated defendants cause considerable public expense and their dependents often must be assisted by public service programs while they are incarcerated." *Barker v. Wingo*, 407 U.S. 514, 519 (1972); *Dickey v. Florida*, 398 U.S. 30, 42 (1970) (Justice Harlan concurring. Justice Marshall joined with Justice Brennan concurring);

WHEREAS, "backlogs of cases may be responsible for plea bargaining that does not

always match society's expectations for justice." Id.;

WHEREAS, "Delays have led to overcrowding of detention facilities which may result in unsafe conditions at the facility." *Id.*;

WHEREAS, pursuant to NRS 171.196, this Court "shall hear the evidence within 15 days" ... of the filing of the criminal complaint in felony cases ... "unless for good cause shown the magistrate extends such time" or the defendant waives the preliminary examination;

WHEREAS, "Absent any waiver by the accused, the preliminary examination must be held in accord with the procedures established by law and the magistrate may not disregard them." *Azbill v. Fisher*, 84 Nev. 414, 419, 442 P.2d 916, 919 (1968);

WHEREAS, pursuant to NRS 171.1965, there is limited discovery before the preliminary examination of material "within the possession or custody of the prosecuting attorney";

WHEREAS, pursuant to NRS 171.1965(4), "The magistrate shall not postpone a preliminary examination at the request of a party based solely on the failure of the prosecuting attorney to permit the defendant to inspect, copy or photograph material as required in this section, unless the court finds that the defendant has been prejudiced by such failure";

WHEREAS, "A preliminary examination is not a substitute for trial. Its purpose is to determine whether a public offense has been committed and whether there is sufficient cause to believe that the accused committed it. The state must offer some competent evidence on those points to convince the magistrate that a trial should be held. The issue of innocence or guilt is not before the magistrate. That function is constitutionally placed elsewhere." *Marcum v. Sheriff, Clark County*, 85 Nev. 175, 178–79, 451 P.2d 845, 847 (1969);

WHEREAS, "The full and complete exploration of all facets of the case is reserved for trial and is not the function of a preliminary examination. It follows that a greater restriction

upon the examination of witnesses is permissible at the preliminary examination stage of the criminal process than at the trial." *Marcum v. Sheriff, Clark County*, 85 Nev. 175, 178–79, 451 P.2d 845, 847 (1969);

WHEREAS, the American Bar Association (ABA) adopted speedy trial standards for criminal cases in 1968, amending them in 1984 and again in 1992;

WHEREAS, the 1992 ABA Time Standards provide that 90% of felony cases should be disposed within 120 days after arrest, 98% within 180 days of arrest, and 100% within 365 days of arrest;

WHEREAS, the Conference of State Court Administrators (COSCA) released national time standards for state courts in 1983 providing a 180-day time standard for felony cases;

WHEREAS, the National Center for State Courts (NCSC) released the *Model Time*Standards for State Courts in 2011 after "a two-year review of the more than 40 years of experience with time-to-disposition standards." *Model Time Standards for State Courts*, The National Center for State Courts (2011);

WHEREAS, "A sizable body of research shows that meeting the obligation to provide timely and affordable justice calls for courts to monitor and control the progress of cases from initiation to conclusion through consistent application of caseflow management principles."

Model Time Standards for State Courts, The National Center for State Courts (2011);

WHEREAS, the *Model Time Standards* were approved and adopted in August 2011 by the Conference of State Court Administrators, the Conference of Chief Justices, the ABA House of Delegates and the National Association for Court Management;

WHEREAS, a majority of the 39 states adopt time standards adopted either the ABA or COSCA standards. *Model Time Standards for State Courts* (2011);

WHEREAS, pursuant to the *Model Time Standards*, 75% of all felony cases should be concluded within 90 days of the filing of charges, 90% within 180 days, and 98% within 365 days. For misdemeanor dispositions, the *Model Time Standards* call for final disposition of 75% of cases within 60 days of filing, 90% within 90 days, and 98% within 180 days;

WHEREAS, the *Model Time Standards* recognize "In many jurisdictions, achievement of the goals set by these time standards involves more than one level of court (e.g., a limited jurisdiction court that hears the early stages of criminal proceedings and a general jurisdiction court that obtains jurisdiction only after an indictment or information is filed)." *Model Time Standards for State Courts*, The National Center for State Courts (2011);

WHEREAS, in jurisdictions with two-tiered handling of felony cases, the *Model Time* Standards set forth intermediate time standards that call for the bind over in the lower court and arraignment in the trial court to occur in 98% of cases "within 60 days." *Model Time Standards* for State Courts, The National Center for State Courts (2011);

WHEREAS, pursuant to the *Model Time Standards* for misdemeanors, "In 98% of cases, trials should be initiated, or a plea accepted within 150 days." *Model Time Standards for State Courts*, The National Center for State Courts (2011);

WHEREAS, "it is critical that prompt and affordable justice in each judicial district or trial jurisdiction be a matter of court policy and not be subject to any substantial differences among individual judges. The policy should be reflected in a published caseflow management plan in each judicial district or individual trial court." *Model Time Standards for State Courts*, The National Center for State Courts (2011);

WHEREAS, "a 2010 study of criminal and juvenile case processing in a multi-county district including a large urban court, showed that not having meaningful court dates for pretrial

conferences and trials in felony, misdemeanor, and juvenile delinquency cases cost the court and its justice partners about \$7 million in personnel time each year, and that the reduction of personnel time from the adoption and implementation of effective caseflow management would yield the equivalent of having two more judges, about ten more line prosecutors, and ten more assistant public defenders, four more courtroom clerks, four more corrections and juvenile detention officers, ten more law enforcement officers, and more support staff for the court, prosecution, public defenders and law enforcement agencies." D. C. Steelman and J. L. Meadows, *Ten Steps to Achieve More Meaningful Criminal Pretrial Conferences* (NCSC, May 2010);

WHEREAS, "A 2011 study to improve the efficiency of the trial court process concluded that early and continuous court control of criminal case progress would reduce the average monthly population of the jai by almost 10%, and that it would result in a reduction of the number of scheduled criminal court events by about-25%, so that the court, the prosecutor, and the public defender would have more time available to deal more fully with criminal cases needing attention." D.C. Steelman, I. Keilitz, M.B. Kirven, N. Raaen, and L. Murphy, *Twelve Steps to Enhance the Efficiency of Court Operations in Lancaster County, Pennsylvania* (Denver, CO: NCSC, April 2011);

WHEREAS, the Effective Criminal Case Management (ECCM) project, funded by the Arnold Foundation, was designed to discover effective practices in the state courts for resolving felony and misdemeanor cases. It is based upon "1.2 million felony and misdemeanor cases from over 136 courts in 21 states," which is "the largest case-level data set ever assembled on the details of criminal caseflow." *Delivering Timely Justice in Criminal Cases: A National Picture*, Brian J. Ostrom, Ph.D. Lydia E. Hamblin, Ph.D. Richard Y. Schauffler National Center

for State Courts (2020);

WHEREAS, the study concluded, "limiting the number of hearings and continuances per disposition and effectively managing the duration between scheduled court events, are the key to timely case outcomes." *Id.*;

WHEREAS, the study recommended changing the Model Time Standards to make them more attainable. "The More Timely category relaxes the Model Time Standard goal of 98% within 365 days to include courts meeting a solid performance level of 90%, a challenging though attainable goal for a high-performing court." *Id.*;

WHEREAS, "More Timely courts better maintain control over scheduling and reduce both the number of continuances as well as the time a continuance or an additional hearing is allowed to add to the schedule." *Id.*;

WHEREAS, "timely courts have the same proportion of trials and pleas. Notably, timely courts dismiss fewer cases than the slowest courts." *Id.*;

WHEREAS, "it is active caseflow management that makes the biggest difference." *Id.*; WHEREAS, "To make the progress of criminal cases from filing to resolution more predictable and reliable, judges must adhere to a clearly articulated continuance policy." *Id.*;

WHEREAS, "continuances can be kept to a minimum by firm adherence to enforcement standards, under which continuances are granted only when good cause is shown and requests for continuances and extensions are in writing and are recorded in the court's case management information system." *Id.*;

WHEREAS, "The court should set the tone for criminal case processing by insisting that cases move expeditiously from arrest and initial arraignment or bail hearing through plea or trial to sentencing and resolution of any post-sentence matters in the trial court";

WHEREAS, the court should "schedule case events at short intervals and insist that counsel meet deadlines for case preparation." *Id.*;

WHEREAS, "For management of case progress to be effective, the court should promote preparation for court events by the lawyers. Cases settle or reach a timely disposition when lawyers are prepared. Preparation is enhanced by creating the expectation that court events are meaningful. That is, the court should communicate to all participants the purpose, deadlines, and possible outcomes of all proceedings so all events can occur as scheduled and contribute substantially to the resolution of the case. This requires careful exercise of judicial control." *Id.*;

WHEREAS, "While hearings can be continued for good cause, continuance practices that are too lenient fail to encourage attorneys to be prepared. Courts should establish a clear, short-set of legitimate reasons for requesting a continuance, and all judges should adhere to this policy consistently. Courts should monitor the number of continuances granted over the life of a case. Additional benefit can be derived from tracking whether the court, prosecution, or defense requested continuances." *Id.*;

WHEREAS, "faster courts tend to process felonies with fewer events and tighter control over continuances, despite having similar caseloads." *Id.*;

WHEREAS, "While courts must allow adequate time to accomplish necessary tasks, events should also be scheduled sufficiently soon to maintain awareness that the court wants reasonable case progress. Attention to the timing between key intermediate events helps ensure that attorneys retain a sense of urgency about case preparation and case progress." *Id.*;

WHEREAS, "In faster courts, continuances only added 12 days to the case disposition time where in less timely courts, a continuance added 35 days to the case disposition time, on average." *Id.*;

WHEREAS, "Intermediate time standards suggest 98% of cases should be arraigned or indicted on the information within 60 days. This includes the initial hearing by the general jurisdiction court following bind over in two-tiered systems. About two-thirds of courts met this standard (66%), with the average just above the standard and the median at about 6 weeks." *Id.*;

WHEREAS, "Delay has a direct effect on time and resources for all criminal justice actors. Therefore, to the extent that continuances are liberally granted and backlogs grow, the resource pool is drained unnecessarily, and the productivity of the court, prosecution, and defense decline." *Id.*;

WHEREAS, "Given that the vast majority of criminal cases are resolved by plea or by other non-trial means (98%), criminal case management should focus on ways to provide meaningful plea discussions between prosecution and defense counsel at an early stage in the proceedings. If both sides are prepared, prosecutors should be ready to make realistic plea offers, and defense counsel, in turn, should be able to effectively negotiate, balancing the best interests and constitutional rights of their clients. Such practice by defense counsel works to resolve cases using only the number of hearings required to achieve the best outcome for their client";

WHEREAS, in 2011, the Reno Justice Court implemented mandatory status conferences (MSCs) set seven days from the date of arraignment on all felony cases. Prior to the MSC program, all cases were initially set for a preliminary hearing after arraignment. The MSC program saved millions of dollars in officer overtime, witness fees, incarceration expenses, and opportunity costs for victims and witnesses;

WHEREAS, in 2021, in response to the COVID-19 Pandemic, the court's stakeholders, including the District Attorney, Public Defender and Alternate Public Defender, petitioned this court to replace the MSC program with the new status conference program adopted in Sparks

Justice Court, AO 2021-04. Under this new program, the first court event after arraignment was set out a minimum of 60 days. This program also allowed two continuances of unlimited duration;

WHEREAS, the new status conference program was designed to alleviate the backlog of cases in the justice system of Washoe County but did not achieve its goal;

WHEREAS, new criminal cases filed in the courts in Washoe County have decreased significantly since the MSC program was instituted in 2011. (*See* Annual Reports of the Nevada Judiciary <a href="https://nvcourts.gov/supreme/reports/annual\_reports">https://nvcourts.gov/supreme/reports/annual\_reports</a>) However, despite a reduction in new arrests and cases filings, the number of pending cases in the court system has increased such that the Public Defender declared in 2022 that their office could not accept any new cases for a significant period of time. This backlog has also led to millions in budgetary increases for the stakeholder offices;

WHEREAS, on July 19, 2022, the Washoe County Sheriff informed the courts that the Washoe County Detention Facility had exceeded its operational capacity as defined by NRS 211.240(7);

WHEREAS, judicial power is vested in the state court system-comprised of the Supreme Court, a court of appeals, district courts and justices of the peace, and municipal courts where established. Nev. Const. Art. VI § 1;

WHEREAS "the judiciary has the inherent power to govern its own procedures," and "the authority of the judiciary to promulgate procedural rules is independent of legislative power." *State v. Connery*, 99 Nev. 342, 345, 661 P.2d 1298, 1300 (1983);

WHEREAS "the judiciary, as a coequal branch of government, has inherent powers to administer its affairs," including but not limited to the "the procedural management of litigation,

which includes conservation of judicial resources." *Borger v. Eighth Judicial Dist. Court ex rel.*County of Clark, 120 Nev. 1021, 1029, 102 P.3d 600, 606 (2004);

WHEREAS, the Reno Justice Court has "inherent authority to administrate its own procedures and to manage its own affairs, meaning that the judiciary may make rules and carry out other incidental powers when 'reasonable and necessary' for the administration of justice." *See Halverson v. Hardcastle*, 123 Nev. 245, 261, 163 P.3d 428, 440 (2007); Good cause appearing therefor,

### IT IS HEREBY ORDERED:

In order to alleviate jail overcrowding, needless expenditure of public resources, and the many negative effects to defendants, victims, and the public from the unreasonable delay of case processing under the 2021 status conference program, the Court is hereby rescinding all previous Administrative Orders regarding the 2021 status conference program, including Administrative Order 2021-01 and Administrative Order 2022-04. The court is returning to the MSC program for all criminal cases. The specific timelines for the MSC program will be set forth in the RJC Criminal Case Management Plan. The initial RJC Criminal Case Management Plan is attached hereto as Exhibit A.

This Order is effective July 3, 2023.

DATED this \_\_\_\_\_\_day of June 2023.

SCOTT E. PEARSON

CHIEF JUSTICE OF THE PEACE

RENO JUSTICE COURT

DEPARTMENT 4

### RJC CRIMINAL CASE MANAGEMENT PLAN

As Amended on Dec.31, 2023

### I. In-custody defendants

All in-custody cases will be set for a mandatory status conference (MSC) approximately seven days from the date of the filing of the criminal complaint. The exact date will be set in a manner that best ensures the assigned attorneys can appear on the case. However, the first MSC may not be set out longer than twelve days from the filing of the criminal complaint.

All defendants will be transported for their MSCs. Defense counsel shall meet with their client at the MSC and convey any offer that has been made and discuss the status of the case with their client. All in-custody MSCs will then go on the record to verify counsel has met with their client, conveyed any offers, and report on the status of the case to the court.

Counsel may request a continuance of an MSC by a written motion or a stipulated proposed order prior to the MSC so long as the motion or stipulation contains the basis or good cause for the continuance. Defense counsel shall include in their pleading the status including if they have met with their client and conveyed any offer that has been made and if they discussed the status of the case with their client since the last court date. Court Administration will not continue a scheduled MSC unless and until the parties' request for a continuance is approved by the Court.

Each continuance must be set on the next department specific MSC date. No continuance will be granted for more than 2l days without a finding on the record of good cause for a longer delay. Setting cases in the above manner will ensure three MSC hearings in each case for the parties to explore negotiations and ensure the statutory discovery provisions are complied with before the matter is set for a preliminary examination.

No MSC may occur on an in-custody case more than 60 days after the filing of the criminal complaint. Therefore, any continuance of an MSC that will put the date outside the 60-day period must instead be set for a preliminary examination or trial. All felony in-custody cases

must be waived, dismissed, or set for a plea or preliminary examination date that is within 90 days from the filing of the first criminal complaint in the case.

Time for further negotiations or to produce discovery, not necessary for the limited purpose of a preliminary examination or not in possession of the prosecutor, will, generally, not be good cause for a continuance of a felony case.

If a defendant requests a speedy preliminary examination at their arraignment the court will set the matter for a preliminary examination date that is within 15 days of the filing of the criminal complaint unless good cause exists for a later date. If a defendant requests a speedy preliminary examination at an MSC, the court will set the matter for a preliminary examination date that is within 30 days of the date of the request unless good cause exists for a different date. II. Out of custody defendants

All out-of-custody defendants will be set for an MSC within 60 days of the defendant's arraignment on the criminal complaint. After July 1, 2024, all out-of-custody defendants will be set for an MSC within 30 days of the defendant's arraignment on the criminal complaint. The exact date will be set in a manner that best ensures the assigned attorneys can appear on the case.

All out of custody defendants are required to appear for their MSC. Defense counsel shall meet with their client at or before the MSC and convey any offer that has been made and discuss the status of the case with their client. All MSCs will then go on the record to verify counsel has met with their client, conveyed any offers and report on the status of the case to the court.

Counsel may request a continuance of an MSC by a written motion or a stipulated proposed order prior to the MSC so long as the motion or stipulation contains the basis or good cause for the continuance. Defense counsel shall include in their pleading the status including if they have met with their client and conveyed any offer that has been made and if they discussed the status of the case with their client since the last court date. Court Administration will not continue a scheduled MSC unless and until the parties' request for a continuance is approved by the Court.

Each continuance must be set on the next department specific MSC date. No continuance will be granted for more than 2l days without a finding on the record of good cause for a longer delay. Setting cases in the above manner will ensure three MSC hearings in each case for the parties to explore negotiations and ensure the statutory discovery provisions are complied with before the matter is set for a preliminary examination.

No MSC may occur on an out of custody case more than 90 days after the filing of the criminal complaint. Therefore, any continuance of an MSC that will put the date outside the 90-day period must instead be set for a preliminary examination or trial. All felony out-of-custody cases must be waived, dismissed, or set for a plea or preliminary examination date that is within 120 days from the filing of the first criminal complaint in the case.

Time for further negotiations or to produce discovery, not necessary for the limited purpose of a preliminary examination or not in possession of the prosecutor, will, generally, not be good cause for a continuance of a felony case.

## III. MSC Scheduling

To make the MSC productive, MSCs in felony and gross misdemeanor cases will be scheduled pursuant to the District Court Department to which the case will be assigned as indicated in the criminal complaint. Specifically, the cases tracking to the following District Court Departments will be heard on the following days unless otherwise ordered by the Court.

Tuesday: Departments 3,4, and 6.

Wednesday: Departments 7, 8, and 15.

Thursday: Departments 1,9, and 10.

If a case is continued after the first MSC, it will be continued to a date for the specific district court department it is assigned to, when possible, to further enhance the effectiveness of the MSC. All misdemeanor cases will be set for an MSC on the assigned Justice Court Department Day when possible.