FEDERAL JUDICIAL CENTER Annual Report 2008

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A MESSAGE FROM THE DIRECTOR

On behalf of the Board of the Federal Judicial Center, I am pleased to submit this report of the Center's activities this past year. I take great pride each year in presenting our annual report, as it recounts the achievements of the Center's staff of dedicated and talented individuals. Calendar year 2008 was no exception. Once again the Center distinguished itself by providing timely and valuable education and training to the judges and employees of the federal court system; by performing essential research on matters of judicial administration for the Judicial Conference and its committees; by assisting foreign judicial officials who sought to improve their own judicial systems; and by producing materials to enrich public education programs about the history of the federal courts. I can highlight only a few of these activities in this message, but trust that they will provide a flavor of what we've accomplished and encourage you to learn more in the pages that follow.

The Center is uniquely positioned to help judges share information about cutting-edge legal issues and new approaches to case management. This past year, at the request of the Judicial Conference Committee on Information Technology and working with staff from the Administrative Office of the U.S. Courts, the Center created a new webpage for judges to share ideas and best practices on ways to use information technology in their day-to-day work. That page was posted on FJC Online, the Center's website on the courts' intranet. FJC Online also provided the home for newly revised Center written materials and videos to help judges protect the rights of crime victims under the Crime Victims' Rights Act of 2004, and for an information exchange and video programs to help courts comply with the retroactive application of the U.S. Sentencing Commission's December 2007 guideline amendment regarding crack cocaine convictions. These new additions to FJC Online join existing Web-based resources for judges on such matters as managing capital case litigation and handling cases that involve terrorism-related and national security issues.

Developing effective leaders and managers has long been part of the Center's mission, and it has only grown in importance as courts deal with increasing workloads, limited resources, new technologies, and an ever-changing workforce. In addition to management and leadership programs for chief judges and court executives and managers, the Center conducts two particularly outstanding programs that prepare future leaders to step in as experienced managers retire:

The Leadership Development Program (LDP), designed for probation and pretrial services officers. This is a three-year program that teaches leadership skills through a combination of formal instruction, project-based learning, and one-on-one interaction with program faculty and mentors.

The Federal Court Leadership Program (FCLP), designed for district, appellate, and bankruptcy court staff. This program teaches leadership skills through in-person seminars, Web-based instruction, and special projects.

Both programs are very popular, and hundreds of individuals have participated in them over the years, thus supplying the courts with new leaders. Although completion of the programs does not guarantee promotion, former participants report that the programs provide skills that enhanced their credentials when they competed for higher positions and helped them meet the demands of leadership roles. Participants are also eligible for graduate and undergraduate college credits.

Committees of the Judicial Conference often request empirical research from the Center to help them assess important matters of court administration, including allocation of resources. In response to a request from the Court Administration and Case Management (CACM) Committee, the Center conducted a multiyear study of courtroom use in the district courts which was completed last year. The study enabled CACM to respond to a congressional request for information on how district judges were utilizing their courtrooms. This year, the Center will be conducting a similar study of courtroom use in the bankruptcy courts, again at the committee's request. Center researchers also continued their multiphase study of the impact of the Class Action Fairness Act of 2005 on the resources of the federal courts and issued two reports of preliminary findings. The study was requested by the Advisory Committee on Civil Rules, in consultation with the chairs of five other Conference committees.

The Center's Visiting Foreign Judicial Fellows Program enables judges from abroad, who are funded by their own countries, to serve as "scholars in residence" at the Center. These visiting fellows perform research, attend Center programs, visit local courts, and consult with judges, court managers, and Center staff, all with an eye toward improving the administration of justice in their home courts. In 2008, an Afghan judge in residence at the Center studied the criminal trial process in the U.S. courts and began drafting a criminal trial guide for Afghan judges modeled on the Center's *Benchbook for U.S. District Court Judges*.

Improving public understanding of the history and role of the courts in American society is an important part of the Center's mandate. Last year, in partnership with the ABA Division for Public Education, the Center conducted its third annual institute for history teachers from secondary schools across the country. The educators examined Center-prepared curriculum materials on several historic federal court cases and met with federal judges, scholars, and curriculum experts to help them develop strategies for incorporating these materials into their teaching.

When I was appointed Director of the Center, I spoke with several of the directors who preceded me, and they all told me the same thing: I would have the pleasure of working with a wonderful, talented staff. They were so right. This report testifies to the accomplishments of the individuals who work closely with judges, court managers, and court staff to serve the Center's multifaceted mission. This year, I want to recognize the

people who worked at the Center during 2008 and who deserve the credit, so below is a list of the names of the staff members responsible for the achievements described in this report. To them, I owe a great deal of thanks.

BARBARA J. ROTHSTEIN

Barbara & Kothstein

2008 Federal Judicial Center staff

Barbara Anderson Jim Eaglin Marlene Annoni Geoff Erwin Chuck Arberg Rebecca Eyre Dara Baker **Emilie Fecteau** Nancy Filsoof Norman Baker Brenda Baldwin-White Kim Fisher Osmani Banos-Diaz Peggy Fitzgerald-Hobbs Jo Ann Barnes Jane Fuller Sarah Garrison Jared Bataillon Linda Beavers Corrin Gee David Becker Jody George Vashty Gobinpersad Rozzie Bell Samuel Golant Craig Bowden Stephanie Briscoe Dexter Green Anthony Brownlow Mary Greiner Jim Buchanan Michael Gross Myrt Burge Krishna Gunupati Mira Gur-Arie Joe Cecil Garbo Cheung-Jasik Mark Hannan Jackie Clark Phil Hart **Bruce Clarke** Tyeika Hartsfield Kristy Colbert LaVerne Heade Ted Coleman Marquita Henry John Cooke Andrea Henson-Armstrong George Cort Laural Hooper Adrian Dales Beth Johnson Molly Johnson Dick Dargan Kerry DeRiggs Roger Karr Nathan Dotson Jane Kazman Nathan Douglas Tracy Keels Phyllis Drum Mary Kelley Carolyn Dubay Martha Kendall Meghan Dunn David Kerem Hieu Duong David Kolm Trung Duong Carol Krafka

Jennifer Krause Hai Le Marie Leary Emery Lee Frank Leidy Angelia Levy Ed Liberatore Dwayne Livingston Tom Lo Pat Lombard Angela Long Marianne Luckett Kate Lynott Mark Maggio Kris Markarian David Marshall Rich Marshall Ursula Maurer Susie Merchant Dean Miletich Doug Mitchell Mark Mitchell Lori Murphy Christopher Murray Denise Neary Wayne Nesbitt **Bob Niemic** Matt Nixon Lorraine Nue Zenaida Odom Mayur Patel Nancy Payne Donna Pitts-Taylor Gloria Pleasure Maisha Pope

Marilyn Oueen Bruce Ragsdale David Rauma Tim Reagan Joy Richardson **Judy Roberts** Robin Rowland Steve Saltzgiver Matt Sarago Mark Sherman Michael Siegel Syl Sobel Karen Sparkes Rhonda Starks **Angie Stewart** Donna Stienstra Fran Toler Mark Trimble Paul Vamvas LaTasha Venable Marilyn Vernon Deborah Von Drak Ionathan Walker Trudy Walter Clint Wang Frank Washington Nicole Washington Yvonne Washington Jonathan White Beth Wiggins Tom Willging Margaret Williams Jefri Wood LaTonya Wright

ABOUT THE FEDERAL JUDICIAL CENTER

Statutory Mission

Congress created the Federal Judicial Center in 1967 "to further the development and adoption of improved judicial administration in the courts of the United States." The Center provides education and training for judges and employees of the federal courts and conducts empirical and exploratory research into various aspects of judicial administration, including case management and proposed changes to the federal rules of procedure. This annual report, mandated by statute, describes the Center's activities in calendar year 2008.

Governance

The Chief Justice of the United States chairs the Center's Board, which by statute also includes two circuit judges, three district judges, one bankruptcy judge, and one magistrate judge who are elected to four-year terms by the Judicial Conference of the United States, and the director of the Administrative Office of the U.S. Courts, who serves *ex officio*. The Board oversees the Center's activities, and its members serve on standing committees on education and research and on advisory committees on judicial education programs (listed on page 16).

BOARD OF THE FEDERAL JUDICIAL CENTER

The Chief Justice of the United States, Chair

Judge Susan H. Black, U.S. Court of Appeals for the Eleventh Circuit

Judge David O. Carter, U.S. District Court for the Central District of California

Magistrate Judge Karen Klein, U.S. District Court for the District of North Dakota

Judge Loretta A. Preska, U.S. District Court for the Southern District of New York

Judge Philip M. Pro, U.S. District Court for the District of Nevada

Judge Stephen Raslavich, U.S. Bankruptcy Court for the Eastern District of Pennsylvania

Judge William B. Traxler, Jr., U.S. Court of Appeals for the Fourth Circuit

James C. Duff, Director of the Administrative Office of the U.S. Courts

In March 2008, the Judicial Conference elected Judge Susan H. Black of the U.S. Court of Appeals for the Eleventh Circuit and Judge Loretta A. Preska of the U.S. District Court for the Southern District of New York to the Center's Board, replacing Judge Terence T. Evans of the U.S. Court of Appeals for the Seventh Circuit and Judge Bernice B. Donald of the U.S. District Court for the Western District of Tennessee, whose terms expired.

The Board appoints the Center's director and deputy director; the director appoints the Center's staff. All but one of the Center's nine directors have been federal judges, including its current director, Judge Barbara J. Rothstein of the U.S. District Court for the Western District of Washington.

Organization

The organization of the Center reflects its primary statutory mandates. The Education Division plans and produces education and training programs for judges and court staff, including in-person programs, satellite broadcasts and other video programs, publications, curriculum packages for in-court training, and Web-based programs and resources. The Research Division examines and evaluates current and alternative federal court practices and policies. This research assists Judicial Conference committees, who request most Center research, in developing policy recommendations. The Center's research also contributes substantially to its educational programs. The two divisions work closely with two units of the Director's Office—the Systems Innovations & Development Office and Communications Policy & Design Office—in using print, broadcast, and online media to deliver education and training and to disseminate the results of Center research. The Federal Judicial History Office helps courts and others study and preserve federal judicial history and provides curricula and information about the judiciary for presentation to members of the public. The International Judicial Relations Office provides information to judicial and legal officials from foreign countries and assesses how to inform federal judicial personnel of developments in international law and other court systems that may affect their work.

Coordination Within the Judicial Branch

Numerous programs and projects described in this annual report involve coordination, cooperation, and consultation with committees of the Judicial Conference, with the Administrative Office, and with the U.S. Sentencing Commission. Advisory

committees of judges, court staff, and others help in planning and producing education programs and publications. These committees are listed on page 16.

Staffing and Appropriation

The Center had a fiscal 2008 appropriation of \$24,187,000 and it employed 127 people at the end of calendar year 2008. Its fiscal 2009 appropriation had not been enacted at the time this report went to press. Approximately 75 percent of Center expenditures support its education and training activities, with the remainder devoted almost entirely to its research activities.

SENIOR STAFF OF THE FEDERAL JUDICIAL CENTER

Hon. Barbara J. Rothstein, Director

John S. Cooke, Deputy Director

Bruce M. Clarke, Director, Education Division

Ted E. Coleman, Director, Systems Innovations & Development Office

James B. Eaglin, Director, Research Division

Mira Gur-Arie, Director, International Judicial Relations Office

Bruce A. Ragsdale, Director, Federal Judicial History Office

Sylvan A. Sobel, Director, Communications Policy & Design Office

2008 at a glance

In 2008, the Center

- provided 277 in-person, in-court, or technology-based educational programs for nearly 12,000 federal judge and court staff participants
- completed 8 major research and evaluation projects, continued work on 43 others, and responded to more than 50 other requests for short-term research assistance
- produced 17 new programs for broadcast on the Federal Judicial Television Network (FJTN) and 6 new educational video programs for use in in-person training programs
- broadcast 94 programs on the FJTN for the Center, the Administrative Office, and the Sentencing Commission, 6 of which were live
- published or updated 17 reports, manuals, monographs, or reference guides
- developed 2 e-learning programs and 2 Web-based resources for FJC Online, the Center's site on the courts' intranet
- completed 4 new curriculum packages for in-court training of court staff and probation and pretrial services officers and staff
- distributed 22,726 printed copies of its publications, as well as 3,354 audio, video, and multimedia programs
- coordinated 45 briefings for 400 foreign judges, court officials, scholars, and students from 34 countries.

EDUCATION AND TRAINING

The Center's educational programs reached some 2,300 federal judge participants, 8,400 court staff participants, 50 appellate senior staff attorneys and supporting attorneys, and 1,100 federal defenders and their staff in 2008 (see tables on page 9). Programs for judges, federal defenders, and court unit executives are typically presented in person to facilitate discussion of substantive, procedural, and case-management issues. The Center uses a variety of distance-learning methods to deliver most programs for court staff, including Web conferences with audio components, e-learning, satellite broadcasts on the Federal Judicial Television Network (FJTN), and programs taught in the courts with instructor and participant materials provided by the Center. Some workshops for managers and supervisors are delivered in person.

The Center also produced seventeen new programs for broadcast on the FJTN and six new video programs for use in other education and training programs. (FJTN viewership is not included in the participant figures above, nor are uses of educational publications and other resources on FJC Online, the Center's site on the judicial branch's intranet.)

Education Programs and Resources for Judges and for Legal Staff

The Center's in-person programs in 2008 for judges included orientation seminars for new circuit, district, bankruptcy, and magistrate judges; a national symposium for appellate judges and national workshops for district, bankruptcy, and magistrate judges; conferences for chief district and chief bankruptcy judges; and special-focus seminars for specific judge groups. Audio recordings of many of these programs, as well as print program materials, are available on FJC Online. The Center also provided faculty to teach several programs in-district at the request of the district's chief judge.

All of the national programs for judges included sessions on judicial conduct and recent Supreme Court decisions. The following are additional highlights of these programs.

 The National Symposium for U.S. Court of Appeals Judges included opening and closing remarks by Chief Justice John Roberts. Six associate justices also spoke at the program, as did the Director of the Central Intelli-

Education and training highlights in 2008

- Helping the courts comply with the crack cocaine retroactivity guideline. A major Center activity in 2008 was to help courts prepare for the retroactive application of the U.S. Sentencing Commission's December 11, 2007, guideline amendment reducing offense levels for crack cocaine convictions. The amendment went into effect on March 3, 2008. In early February, the Center released three resources to assist district judges, probation officers, and court staff: an FJTN broadcast for probation officers, *Using Bureau of Prisons Sentry Reports to Evaluate Sentencing Reductions*; a broadcast for judges and probation officers, *Sentencing in Federal Courts: Applying Gall, Kimbrough, and New Crack Cocaine Guidelines*; and a new FJC Online resource, the Crack Cocaine Retroactivity Guideline Information Exchange. The amendment and related issues were also examined in the Center's national workshops for district judges, in the National Sentencing Policy Institute, and in a November 2008 FJTN broadcast with the Sentencing Commission.
- Online information technology training for judges. The Center launched a new webpage, Judges' IT: Ideas and Best Practices for Chambers Automation, on FJC Online. Center and Administrative Office staff developed this collaborative page at the request of the Judicial Conference Committee on Information Technology to help judges use information technology in their day-to-day work. It provides tutorials written by judges for judges and online forums designed to address specific IT questions or problems, and it complements the judge-to-judge technology sessions at Center in-person workshops.

- gence Agency. More than 150 judges attended the symposium, which is held every three years.
- The national workshops for district, bankruptcy, and magistrate judges had sessions on electronic discovery, evidence, and using technology in case management and chambers operations. The three district judge workshops also covered sentencing and offender reentry, complex civil litigation, and information security in terrorism cases. The two national workshops for bankruptcy judges examined procedural fairness issues in bankruptcy court; new developments in Chapter 7, 11, and 13 cases; saving costs to litigants; and consumer lending issues. The two national workshops for magistrate judges had sessions on forensic examination of computer software, opinion writing for judges, section 1983 issues, the Crime Victims' Rights Act, and attorney-client privilege and work product.
- The two national conferences for chief judges included legislative and policy updates among their agenda items.

Topics covered at the Center's fourteen special-focus seminars in 2008 included electronic discovery; employment law; humanities and science (the Harold Medina Seminar); intellectual property; law and genetics; law and neuroscience; law and society; law and terrorism; mediation skills; and offender reentry. The Center conducted a program on bail and detention issues for magistrate judges. A new workshop for bankruptcy judges, *The Current State of Capital Markets*, was offered twice because of the demand generated by the first offering in March. Most of the special-focus programs, including a conference commemorating the Center's fortieth anniversary, were cosponsored with law schools or other educational institutions.

Under the direction of the Judicial Conference Committee on Criminal Law and with the cooperation and assistance of the Federal Bureau of Prisons, the U.S. Sentencing Commission, and the Office of Probation and Pretrial Services of the Administrative Office, the Center conducted a National Sentencing Policy Institute. Participants included over 160 district and appellate judges, and U.S. attorneys, federal defenders, and federal probation officers from every circuit. The agenda included a program at the Federal Correctional Institution at Terminal Island, California.

Programs available on request in 2008 for in-court judicial seminars included improving the writing and editing of opinions; law and literature; law and the Holocaust; origins of an independent judiciary; religion in the early Republic; and taming patent cases.

Center programs for legal staff in the courts included a workshop for appellate senior staff attorneys and supporting staff attorneys, as well as six workshops for federal defender staff.

Programs for judges and court staff

The Center conducted executive team development workshops for chief judges and clerks of district and bankruptcy courts; the district teams met in April, and the bankruptcy teams met in June. To accommodate participant schedules and reduce travel costs, each workshop immediately followed the respective chief judges' conference. An executive leadership seminar for chief district judges and court unit executives was held in the fall, and judges and senior management teams also attended four strategic planning workshops for district or bankruptcy court teams.

Education Programs and Resources for Court Staff

The Center's Professional Education Institute (PEI), which is accessible through FJC Online, provides an extensive, integrated curriculum to help court employees at all levels develop and enhance their leadership and management skills. PEI includes tools to assess one's educational needs and to develop an educational plan to meet those needs. Resources in PEI include inperson programs, Web conferences, e-learning programs, and other online materials. Also included are the following long-term courses of study:

- Foundations of Management—a forty-hour self-study program. One hundred ninety-seven court employees completed the course this year. There are separate programs for court staff and for probation and pretrial services staff; the latter program was updated in 2008. Participation in the course is a requirement for the three programs that follow.
- New Supervisors Program—a two-year program for new supervising U.S. probation and pretrial services officers that includes formal instruction, completion of a learning plan tailored to the individual's needs, and project-based learning. New supervisors may enroll in this program upon appointment; seventy-five supervisors completed the program in 2008.
- Leadership Development Program (LDP)—a three-year
 program for probation and pretrial services officers
 that teaches leadership skills through a combination of
 formal instruction, project-based learning, and one-onone interaction with program faculty and mentors. Up
 to seventy-five applicants are selected to participate in
 each LDP class. A Phase II workshop was held for Class
 IX in June.
- Federal Court Leadership Program (FCLP)—a two-andone-half-year program that teaches leadership skills through in-person seminars, Web-based instruction, and special projects. It is designed for district, appellate,

and bankruptcy court staff. Approximately seventy-five applicants are selected to participate in each FCLP class. Class VI attended its concluding workshop in September.

Court managers

The Center conducted two biennial national conferences for court unit executives, at which the chairs of several Judicial Conference committees updated attendees on new court-management policies and initiatives. At their conference in June, chief probation and pretrial services officers also explored evidence-based practices for offender and defendant supervision, budget and technology management, and legal issues. At their December conference, district court clerks, district court executives, and chief deputy clerks also discussed implementation of the new Court Compensation Study, continuity of operations planning, the effect of federal rules amendments on court operations, and succession planning.

A leadership institute brought together chief deputy clerks and deputy chief probation officers to analyze change-management strategies and communication skills. Programs for probation and pretrial services managers included an executive team seminar for chiefs and deputy chiefs; an audioconference that enabled new chiefs to discuss management challenges with their more experienced colleagues; and four multisession Web conferences and two in-person workshops for new supervising officers.

Programs for staff from clerks' offices, circuit librarians' offices, and staff attorneys' offices included two workshops for new court managers and supervisors and two workshops for those who have been in their positions for up to five years.

In-court and technology-based programs

The Center's in-court programs include curriculum packages, which consist of instructor and participant materials taught by Center-trained court staff; in-district planning programs; and self-study programs. In 2008, the Center conducted workshops to train court personnel to teach its new in-court program *Organizational Development*; curriculum packaged programs on *Sexual Harassment Awareness* and the *Management Excellence*

Online, print, and media resources for judges

Resources pertaining to the Crime Victims' Rights Act included a June 2008 update to the Center's paper *The Crime Victims' Rights Act of 2004 and the Federal Courts*, and a January 2008 FJTN broadcast, *The Rights of Crime Victims*, also available on FJC Online.

Other programs for judges and legal staff that debuted on the FJTN and on FJC Online were the following:

- Evidence in the Federal Courts (also used as an orientation DVD for new district, bankruptcy, and magistrate judges);
- The Fair Labor Standards Act;
- *FOIA, National Security, and the D.C. Circuit* (video of a presentation by the Historical Society of the D.C. Circuit in 2007);
- Reviews of key bankruptcy decisions in 2007 in the Fourth, Eighth, and Ninth Circuits (each in coordination with judges from those circuits);
- Supreme Court: The Term in Review (2007–2008) (analysis of selected cases); and
- Basics of Employment Discrimination Law for Law Clerks (new edition).

New videos on Chapter 11 and the U.S. Trustee Program were produced for use in bankruptcy judge orientations, and the video *Judicial Demeanor and Courtroom Control* was completed for district judge programs and for broadcast on the FITN in 2009.

In 2008, the Center published a new monograph entitled *ERISA in the Courts* and a revised edition of its monograph *Section 1983 Litigation*. It also published *Keeping Government Secrets: A Pocket Guide for Judges on the State-Secrets Privilege, the Classified Information Procedures Act, and Court Security Officers*. An online publication, *Recent Developments in Bankruptcy Law*, provided quarterly updates on bankruptcy consumer law. Center staff prepared *An Outline of Selected Appellate Cases After Gall and Kimbrough* for use at the sentencing institute (described on page 6) and posted it online for reference.

Survey; and the new packaged programs *Time Management*, *Dealing with Difficult Situations*, and *Planning for Courtroom Technology*. The Center and the Administrative Office jointly developed the latter program to help district court clerks best utilize their courts' new yearly allotment of courtroom technology funds.

The Center conducts a variety of educational programs through Web conferences. In addition to the programs for court managers noted above, in 2008, Web conferences were used to train faculty for an in-person training program for new supervisors; provide information about the Center's Professional Education Institute for court trainers, district liaisons, and court staff; and conduct an orientation workshop for new court trainers. A five-session Web program for probation and pretrial services officers on substance abuse in offenders and defendants included video segments from the Center's FJTN Substance Abuse series.

A new interactive e-learning program, *Is It Legal Advice?*, reviews the knowledge and skills court staff need to answer questions on rules and procedures without offering inappropriate advice. Two versions were released: one for bankruptcy court staff and one for appellate and district court staff.

Other educational programs and resources

The Center invited probation and pretrial services officers to a new workshop to help districts develop strategies for implementing the new treatment services policy in *Monograph 109: The Supervision of Federal Offenders*. The workshop, conducted in collaboration with the Administrative Office, was offered twice this year. The Center and Administrative Office also produced a new program on Monograph 109 for broadcast on the FJTN and as a streaming video.

At the request of the Judicial Resources Committee, the Center worked with the Administrative Office and the committee to develop educational programs about new benchmarks and pay progression policies that the Judicial Conference had approved in September 2007. The Center assisted the Administrative Office in conducting national meetings for court executives and in conducting needs assessment and curriculum planning for programs to train trainers so that every court can deliver training to supervisors and employees during 2009.

Center staff helped the Administrative Office and the Financial Accounting System for Tomorrow (FAS₄T) Working Group complete a strategic training plan for financial management for the courts and will continue to support the group as it implements the plan. Center staff also planned and conducted a presentation skills program for faculty for the FAS₄T Financial Management Forum and, in a separate program, taught facilitation skills to Administrative Office and court staff.

Other educational programs conducted in cooperation with the Administrative Office were an automation trainers conference and four CM/ECF operations forums for appellate, district (two programs), and bankruptcy court staff. In collaboration with the Judicial Panel on Multidistrict Litigation, the Center published a "pocket guide" to assist clerks of court in managing multidistrict litigation (MDL). The guide, entitled *Ten Steps to Better Case Management: A Guide for Multidistrict Litigation Transferee Court Clerks*, will be distributed by the panel to clerks whose districts are assigned new MDL cases.

The Center produced a new orientation video for people called to duty as grand jurors, *The People's Panel*, and will send DVDs of the program to all district courts to use in briefings for potential grand jurors. It also produced four editions of *Court to Court*, a video magazine for court employees on court innovations, for FJTN broadcast and streaming video.

In addition, Center staff gave training presentations to approximately 1,600 participants at eighteen circuit, district, and association conferences, such as the annual meetings of the Federal Court Clerks Association and the American Probation and Parole Association.

Seminars & Workshops for Judges, Jan. 1-Dec. 31, 2008

	Number of Programs	Number of Participants
Orientation for newly appointed circuit judges	1	13
Orientations for newly appointed district judges	3	59
Orientations for newly appointed bankruptcy judges	2	14
Orientations for newly appointed magistrate judges	3	58
National symposium for circuit judges	1	150
National sentencing policy institute	1	62
Conference for chief district judges	1	95
National workshops for district judges	3	341
Conference for chief bankruptcy judges	1	70
National workshops for bankruptcy judges	2	263
National workshops for magistrate judges	2	354
Special-focus workshops	14	513
In-court seminars	16	302
TOTAL	50	2,294

The Center also held 6 programs for 1,094 federal defender staff and 1 program for 51 appellate senior staff attorneys and supporting attorneys. Also, 98 non-judge participants attended the national sentencing policy institute mentioned above.

Education & Training Programs for Court Staff, Jan. 1-Dec. 31, 2008

	Number of Programs	Number of Participants
Seminars and Workshops (national and regional)	Č	•
Clerks of court, clerk's office personnel, circuit executives,	14	648
bankruptcy administrators, court librarians Probation and pretrial services officers and personnel	10	473
Personnel in several categories*	11	1,224
TOTAL	35	2,345
In-Court Programs (programs using curriculum packages, training guides, and computer-assisted instructional programs)		
Clerks of court, clerk's office personnel, circuit executives, bankruptcy administrators, federal public defenders, court librarians	82	2,078
Probation and pretrial services officers and personnel	53	2,101
Personnel in several categories*	19	455
TOTAL	154	4,634
Technology-Based Programs (videoconferences, audioconferences, online conferences, but not including FJTN broadcasts)		
Clerks of court, clerk's office personnel, chambers staff, circuit executives, bankruptcy administrators, senior staff attorneys, court librarians	11	619
Probation and pretrial services officers	18	722
Personnel in several categories	2	87
TOTAL	31	1,428
GRAND TOTAL	220	8,407

 $^{{}^\}star \text{Includes}$ team management workshops for judges and court unit executives.

RESEARCH

Throughout its history the Center has conducted studies and evaluations of important issues involving federal judicial administration, case-management innovations, and the operation of the federal rules of procedure, most often at the request of the committees of the Judicial Conference of the United States. The Center's empirical research assists the federal judiciary in identifying effective approaches to managing and resolving issues and problems in matters of procedure, case management, court operations, and allocation of resources.

Appellate Litigation

The Advisory Committee on Appellate Rules asked for Center assistance as it considered the implications of a split between the circuits over whether attorney fees are among the costs for which a bond may be required "to ensure payment of costs on appeal" under Rule 7 of the Federal Rules of Appellate Procedure. Center staff collected and analyzed empirical data concerning the contexts in which Rule 7 bonds were being required. The project also examined the frequency with which courts in those circuits in which the inclusion of such fees is permitted included attorney fees in setting the amount of such bonds.

Civil Litigation

At the request of the Court Administration and Case Management (CACM) Committee and in collaboration with the Administrative Office, the Center began work to update the *Civil Litigation Management Manual*, published in 2001. The manual was developed in response to the Civil Justice Reform Act of 1990, which directed the Judicial Conference, with the assistance of the Administrative Office and the Center, to prepare and periodically revise a manual for the district courts on civil litigation management and cost and delay reduction.

As part of a multiphase study of the impact of the Class Action Fairness Act of 2005 on the resources of the federal courts, the Center issued two reports of preliminary findings. The first report, *The Impact of the Class Action Fairness Act of 2005 on the Federal Courts: Fourth Interim Report to the Judicial Conference Advisory Committee on Civil Rules*, reported the findings on class actions and removals in the federal courts from mid-2001 through mid-2007. The second report, *Preliminary Findings from Phase Two's Pre-CAFA Sample of Diversity Class Actions*, examined litigation activity and judicial rulings in a sample of diversity class actions. The overall study was requested by the Advisory Committee on Civil Rules, acting in consultation with the chairs of the committees on the Rules of Practice and Procedure, Federal–State Jurisdiction, Judicial Resources, CACM, and Bankruptcy Administration.

At the request of the CACM Committee and the Committee on Information Technology, Center staff began evaluating a

pilot program that provides online public access via PACER to audio transcripts in two district courts and three bankruptcy courts. This research is related to an earlier Center study of a pilot project that allowed remote public access via PACER to electronic criminal case documents in the participating district courts. That study helped the CACM Committee to reexamine the then existing Judicial Conference policy that prohibited remote public access to electronic criminal case files. In the current study, the Center is analyzing usage and privacy issues that may arise from granting remote public access to audio recordings of federal district and appellate court proceedings.

The Center is also assisting the chair of the Judicial Panel on Multidistrict Litigation in analyzing the available data on MDL cases.

Bankruptcy Courts

At the request of the Committee on Administration of the Bankruptcy System, the Center commenced a national study to update the case weights that have been in use in the bankruptcy courts since 1990.

With the concurrence of the Bankruptcy Committee, the Center studied district practices in awarding attorney fees in Chapter 13 matters. The objective of the study was to collect and provide information that districts can use in assessing and setting policies regarding attorney fees. The study compiled data about practices regarding flat fees and what services they cover and how fees are paid, as well as relevant local rules and general/standing orders that address the issue of attorney fees.

The Center updated its *Guide to the Judicial Management of Bankruptcy Mega-Cases*, published in 1992. Also, Center staff, along with a number of bankruptcy judges, bankruptcy clerks, and Administrative Office staff, worked on a revision to the *Case Management Manual for Bankruptcy Judges*, published in 1995.

Criminal and Capital Case Litigation

Many district courts are showing increasing interest in reentry programs to help federal offenders return to their communities after they are released from prison. In light of that interest, the Criminal Law Committee asked the Center to gather information on the reentry programs of the various district courts. The Center designed and conducted a nationwide survey of all the district courts and provided the committee with detailed descriptive information about existing and planned reentry programs.

Since 2002, the Center has focused some of its research efforts on the challenges the federal courts face in managing capital habeas appeals filed in federal courts by state prisoners. This year the Center updated its online *Resource Guide for*

Managing Habeas Corpus Review of Capital Convictions. Center staff also continued to assist the chairs of five Judicial Conference committees (Federal–State Jurisdiction, Criminal Law, Defender Services, Magistrate Judges, and Judicial Resources) as they examine the processing of capital habeas petitions filed in federal courts by state prisoners.

Courtroom Use

The Center completed its multiyear study of courtroom use in the district courts and delivered its final report, *The Use of Courtrooms in the U.S. District Courts*, to the CACM Committee. CACM, in its report to the Judicial Conference, included a number of recommendations on courtroom use in the district courts. The Judicial Conference approved all of the recommendations and directed the CACM Committee to conduct a study of bankruptcy courtroom use. At CACM's request, the Center commenced work on a comparable study of courtroom use in the bankruptcy courts as a follow-on to its study of courtroom use in the district courts.

Other Center Research

At the request of the Subcommittee on Sealed Cases of the Committee on the Rules of Practice and Procedure, Center staff

designed and commenced research to determine the frequency of, and reasons that federal judges give for, completely sealed cases. The study examines civil and criminal sealed cases in the district courts, as well as sealed cases in the bankruptcy courts and the courts of appeals. This study also builds on a previous Center study of district court practices on sealing settlements in civil cases.

At the request of the Committee on Federal–State Jurisdiction, Center staff conducted an analysis of trends in the available data on prison litigation in the federal courts following the enactment of the Prison Litigation Reform Act of 1997 (PLRA). And, in response to a related request from the committee, the Center analyzed data and other information on federal court consent decrees in prison cases.

The Center, in cooperation with the National Academies (formerly the National Academies of Sciences), continued work on a third edition of the *Reference Manual on Scientific Evidence*. In addition to updating the current edition, the new edition will include extensively revised chapters on medical testimony and engineering. New chapters are also planned on exposure, causation, psychiatry, neuroscience, genetics, and forensic sciences. Publication of the new edition is targeted for late 2009 or early 2010.

FEDERAL JUDICIAL HISTORY

The Center's statute directs it to conduct, coordinate, and encourage programs relating to the history of the judicial branch.

The Center, in partnership with the ABA Division for Public Education, conducted a third annual teacher institute on historic cases in the federal trial courts. History teachers from secondary schools across the country met with federal judges, scholars, and curriculum experts to examine the Aaron Burr Treason trial, *In re Debs* and the Pullman Strike, and the Chicago Seven conspiracy trial. The teachers also attended a Supreme Court session and met with Justice Ruth Bader Ginsburg. The Center and the ABA will offer a fourth teacher institute in Washington, D.C., in June 2009.

The institutes are based on the Center's Teaching Judicial History project, which provides educators with extensive back-

ground on famous federal trials and related public debates. The Center added the eighth and ninth units of a projected twelve, and has prepared curriculum strategies and suggestions for judicial outreach for each of the completed units.

Among other historical projects, the Center compiled the first of two volumes of a documentary history of debates on the federal judiciary, gathered digital images of former federal judges for presentation on its websites, and prepared a guide to research in federal court records at the National Archives. The Center has revised its *Guide to the Preservation of Federal Judges' Papers* to reflect recent practices in accessioning judicial collections and to assess the implications of electronic records and digitization. Center staff continue to consult with federal court history programs in the planning of scholarly publications.

PROGRAMS FOR FOREIGN JUDICIAL OFFICIALS

The Center's statute directs it to assist agencies of the federal government and other appropriate organizations in providing information to representatives of foreign judiciaries who are interested in learning about judicial administration in the United States. The Center hosts visiting delegations and provides them with information about the U.S. judiciary and the Center's judicial education and research programs. In 2008, the Center conducted forty-five briefings for 400 judges, court officials, and attorneys from thirty-four countries (see the box below).

On a limited basis, Center staff provide technical assistance abroad by advising on judicial reform projects, developing educational programs, and participating in international conferences. Technical assistance projects last year included a series of workshops on case management and judicial ethics in Accra, Ghana, developed in collaboration with the Leitner Center for International Law and Justice at Fordham Law School. Center

staff also participated in an international Forum on Court Excellence in Sydney, Australia, and as part of a World Bank assessment team examining the feasibility of court-annexed ADR programs in three African countries. Funding for these international exchanges comes from non-Center sources, mostly other agencies of the U.S. government.

Under the auspices of its Visiting Foreign Judicial Fellows Program, the Center invites judicial officers from abroad to be "scholars in residence" at the Center. With the assistance of Center staff, visiting fellows work on research projects, and they are invited to observe Center programs and to visit local courts. In 2008, the Center hosted Judge Abdul Saboor Hashimi from Balkh Province, Afghanistan. Judge Hashimi studied the criminal trial process in the United States and began drafting a criminal trial benchbook for Afghan judges modeled on the Center's *Benchbook for U.S. District Court Judges*.

Visitors to the Center in 2008 came from the following countries:

Afghanistan France Albania Georgia Argentina Ghana Australia Iran Bangladesh Iraq Benin Israel Botswana Lebanon Brazil Liberia Bulgaria Malawi China Malaysia Dubai (United Arab Emirates) Mexico Egypt

Morocco Nigeria Pakistan Poland Russia Saudi Arabia Serbia South Korea Taiwan Ukraine Vietnam

RESOURCES

Websites

The Center's website on the judiciary's intranet, FJC Online (http://cwn.fjc.dcn), provides a convenient and accessible place for judges and court staff to find information on the Center's research, education, history, and international programs and activities and to find and order print, online, and media materials. Many Center video programs and audio recordings of conferences and workshops are also available for streaming on FJC Online. Most Center publications, and some other resources, are available to the public on the Center's Internet site (http://www.fjc.gov).

Publications

Center manuals, monographs, and research reports are described throughout this report. In 2008, the Center distributed 22,726 printed copies of its publications. Commercial publishers reprint several Center publications for sale to the public, including the *Reference Manual on Scientific Evidence, Second Edition; Manual for Complex Litigation, Fourth*; and *Guide to Judicial Management of Cases in ADR*. The manual *Effective Use of*

Courtroom Technology: A Judge's Guide to Pretrial and Trial was a joint project of the Center and the National Institute of Trial Advocacy, which has published a version for attorneys. The Government Printing Office also carries several Center titles in its public sales program.

Federal Judicial Television Network

The Center operates the Federal Judicial Television Network (FJTN), a satellite broadcast network with viewing sites in more than 300 federal court locations, making it the second largest nonmilitary television network in the federal government. In addition to broadcasting its own educational programs to the courts, the Center transmits educational and informational programming from the Administrative Office and the U.S. Sentencing Commission to judges and court staff over the FJTN. Some FJTN programs are broadcast live from the Centeroperated studios in the Thurgood Marshall Federal Judiciary Building, allowing judges and staff at courthouses around the country to interact directly with faculty. Others are educational video programs produced in the studios, videotaped portions of educational conferences, and programs produced by other

The following publications were printed or in production in 2008 and are also available online.

- A Primer on the Jurisdiction of the U.S. Courts of Appeals, Second Edition
- ERISA in the Courts
- A Guide to the Judicial Management of Bankruptcy Mega-Cases, Second Edition
- Keeping Government Secrets: A Pocket Guide for Judges on the State-Secrets Privilege, the Classified Information Procedures Act, and Court Security Officers
- Section 1983 Litigation, Second Edition
- Ten Steps to Better Case Management: A Guide for Multidistrict Litigation Transferee Court Clerks
- The Use of Courtrooms in the U.S. District Courts
- Trends in Summary Judgment Practice: 1975–2000

The Center posted the following new or updated online publications in 2008.

- An Outline of Selected Appellate Cases After Gall and Kimbrough
- Impact of the Class Action Fairness Act on the Federal Courts: Preliminary Findings from Phase Two's Pre-CAFA Sample of Diversity Class Actions
- Federal Judicial Center Exploratory Study of the Appellate Cost Bond Provisions of Rule 7 of the Federal Rules of Appellate Procedure
- Recent Developments in Bankruptcy Law
- Report on Summary Judgment Practice Across Districts with Variations in Local Rules
- Statutory Structure and Legislative Drafting Conventions: A Primer for Judges
- Terrorism-Related Cases: Special Case Management Challenges
- The Crime Victims' Rights Act of 2004 and the Federal Courts
- The Impact of the Class Action Fairness Act of 2005 on the Federal Courts: Fourth Interim Report to the Judicial Conference Advisory Committee on Civil Rules

organizations that the Center or the Administrative Office arranges to broadcast on the FJTN. Most programs are rebroadcast regularly to reach wider audiences and new judges and employees, and many are also available as streaming videos on FJC Online. In 2008, the FJTN broadcast 94 programs, 6 of which were live. The Center produced 50 of these programs, including 17 new programs, 4 of which were live. The *FJTN Bulletin*, a program guide produced by the Center every other month and published on FJC Online, provides broadcast schedules, program descriptions, and other news about the network.

Media Library

The media library contains almost 4,200 audio and video programs, including Center-produced educational video programs, video recordings of Center broadcasts on the FJTN, audio recordings of seminars and workshops, and more than 700 commercially produced video programs. In 2008, the media library loaned approximately 1,100 programs to federal judges and judicial branch personnel on request and sent some 2,260 Center-produced media programs directly to the courts for them to keep and use in local education and training programs. Many Center-produced media programs are available to the public through the National Technical Information Service of the Department of Commerce.

Information Services

Drawing from a specialized collection of books, journals, and published and unpublished documents on the work of the federal courts, the Center serves as a national clearinghouse for information on federal judicial administration. During the year it answered numerous requests for information from judges and court staff, congressional staff, other government agencies, academics, researchers, the media, and others.

FEDERAL JUDICIAL CENTER FOUNDATION

The Federal Judicial Center Foundation is a private, nonprofit corporation that Congress established to receive gifts to support the work of the Center. The Foundation has sole authority to decide whether to accept gifts, and thereby to determine the suitability of would-be donors. The Foundation may not accept gifts earmarked for projects that have not previously been approved by the Center's Board, and the Center has sole control over the design and conduct of activities supported by donations.

The Foundation is governed by a seven-person board appointed by the Chief Justice, the President Pro Tempore of the Senate, and the Speaker of the House of Representatives. No Foundation Board member may be a judge. The Foundation Board members at the close of 2008 were as follows:

Fern M. Smith, San Francisco, Cal., *Chair* Richard D. Casey, Sioux Falls, S.D. Laurie L. Michel, Washington, D.C. Sally M. Rider, Tucson, Ariz. Robert K. Walsh, Winston-Salem, N.C. John B. White, Jr., Spartanburg, S.C. Benjamin L. Zelenko, Washington, D.C.

In creating the Foundation, Congress directed that the Center's annual report describe the purposes for which Foundation gifts were used in the relevant year. The Center used the following Foundation gifts in 2008:

- A multiyear grant from the William and Flora Hewlett Foundation to support a project that provides on-site consultation to courts seeking assistance in developing or refining their alternative dispute resolution (ADR) programs funded travel expenses for a consultation with one court in 2008.
- Funds provided by the American Association for the Advancement of Science covered travel expenses for federal judges to attend three seminars on emerging issues in neuroscience.
- Funds provided by the Gruter Institute covered travel expenses for federal judges to attend a seminar on emerging issues in law and neuroscience.
- Non-earmarked grants provided partial support of a judicial seminar on the humanities and science at Princeton University (the Harold Medina Seminar, mentioned on page 6).

JOHN R. BROWN AWARD

Judge John R. Brown, who served on the U.S. Court of Appeals for the Fifth Circuit from 1955 until his death in 1993, and as chief judge from 1967 until 1979, was a strong proponent of improved judicial administration and procedure. To recognize Judge Brown's appreciation of the Federal Judicial Center and his commitment to research and education about and for the federal judiciary, the Board of the Judge John R. Brown Scholarship Foundation, led by Mrs. Vera Brown, established the Judge John R. Brown Judicial Scholarship and Education

Award. The award recognizes Center employees and those outside the Center who contribute to its judicial education and research missions. Last year's recipients were James Wagstaffe, Esq., and Center staff member Joe Cecil. Previous recipients are Professors Joel Friedman, Margaret Berger, Karen Blum, Erwin Chemerinsky, Laurie Levenson, Ira Robbins, George C. Treister, and Elizabeth Warren, and Center staff members James Buchanan, Bruce Clarke, Denise Neary, Donna Stienstra, Marilyn Vernon, and Elizabeth Wiggins.

ADVISORY COMMITTEES

Advisory committees provide guidance on education programs and publications. The Chief Justice appoints the members of the advisory committees on appellate, bankruptcy, district, and magistrate judge education and the Benchbook committee, and Center Board members serve on each of these committees. The committees, which typically meet by telephone conference or during other Center programs, had the following membership at the close of 2008.

Committee on Appellate Judge Education

Judge Diarmuid F. O'Scannlain (9th Cir.), Chair Judge Susan H. Black (11th Cir.), Center Board Representative Judge Emilio M. Garza (5th Cir.) Judge Michael J. Melloy (8th Cir.) Judge William B. Traxler, Jr. (4th Cir.), Center Board Representative

Margaret A. Irving (Administrative Office of the U.S. Courts)

Committee on Bankruptcy Judge Education

Bankruptcy Judge James B. Haines, Jr. (D. Me.), Chair Bankruptcy Judge Jeffery P. Hopkins (S.D. Ohio) Chief Bankruptcy Judge Barbara J. Houser (N.D. Tex.)

Bankruptcy Judge Jim D. Pappas (D. Idaho)

Chief Bankruptcy Judge Stephen Raslavich (E.D. Pa.), Center Board Representative

Bankruptcy Judge Eugene R. Wedoff (N.D. Ill.) Dean Lawrence Ponoroff (Tulane University Law School) Francis F. Szczebak (Administrative Office of the U.S. Courts)

Committee on District Judge Education Chief Judge Kathryn H. Vratil (D. Kan.), Chair

Judge Carol Bagley Amon (E.D.N.Y.) Judge Paul J. Barbadoro (D.N.H.) Judge Deborah K. Chasanow (D. Md.) Judge David H. Coar (N.D. Ill.) Judge Loretta A. Preska (S.D.N.Y.), Center Board Representative Judge Philip M. Pro (D. Nev.), Center Board Representative Margaret A. Irving (Administrative Office of the U.S. Courts)

Committee on Magistrate Judge Education Magistrate Judge Dennis L. Beck (E.D. Cal.), Chair

Magistrate Judge Tim A. Baker (S.D. Ind.) Magistrate Judge Gerrilyn G. Brill (N.D. Ga.) Magistrate Judge Karen K. Klein (D.N.D.), Center Board Representative Magistrate Judge Margaret J. Kravchuk (D. Me.) Magistrate Judge Richard L. Puglisi (D.N.M.)

Thomas C. Hnatowski (Administrative Office of the U.S. Courts)

Committee on the Benchbook for U.S. District Court Judges

Chief Judge Irma E. Gonzalez (S.D. Cal.), Chair Judge Joseph F. Anderson, Jr. (D.S.C.) Judge Robert Holmes Bell (W.D. Mich.) Judge David O. Carter (C.D. Cal.), Center Board Representative Judge Paul L. Friedman (D.D.C.) Judge Ricardo H. Hinojosa (S.D. Tex. and U.S. Sentencing Commission)

Defender Services Advisory Group Panel on Defender Education

Jon M. Sands (Federal Public Defender, D. Ariz.), Chair Henry J. Bemporad (Federal Public Defender, W.D. Tex.) David Beneman (Federal Public Defender, D. Me.) Thomas W. Hillier II (Federal Public Defender, W.D. Wash.) Henry A. Martin (Federal Public Defender, M.D. Tenn.)

Committee on Appellate Court Staff Education

Gino J. Agnello (Clerk of Court, 7th Cir.), Chair Richard Donovan (Clerk of Court, 1st Cir.) Elaine Fenton (Circuit Librarian, 11th Cir.) Len Green (Clerk of Court, 6th Cir.) Marilyn Sargent (Chief Deputy Clerk, D.C. Cir.) Pam Twiford (Chief Deputy Clerk, Fed. Cir.) Marisa Watson (Senior Staff Attorney, 3d Cir.) Gary A. Bowden (Administrative Office of the U.S. Courts) Gregory B. Walters (Administrative Office of the U.S. Courts)

Committee on Bankruptcy Court Staff Education Sean F. McAvoy (Clerk of Court, Bankr. N.D. Iowa), Chair

Linda M. Ball (Chief Deputy Clerk, Bankr. M.D.N.C.) David D. Bird (Clerk of Court, Bankr. D. Del.) Valrey W. Early III (Bankruptcy Administrator, Bankr. N.D. Ala.) Barry K. Lander (Clerk of Court, Bankr. S.D. Cal.) David LePauloue (Chief Deputy Clerk, Bankr. D. Me.) Andrea Redmon (Chief Deputy Clerk, Bankr. N.D. Okla.) Pamela C. Sherry (Clerk of Court, Bankr. C.D. Ill.) Paul R. Warren (Clerk of Court, Bankr. W.D.N.Y.) Mary Louise Mitterhoff (Administrative Office of the U.S. Courts) Glen K. Palman (Administrative Office of the U.S. Courts)

Committee on District Court Staff Education

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Committee on Probation and Pretrial Services Education

Karen Gilman (Chief U.S. Pretrial Services Officer, D. Minn.), Chair Becky Burks (Chief U.S. Probation Officer, S.D. Tex.) Ann Marie Carey (Chief U.S. Pretrial Services Officer, N.D. Ill.) Chris Hansen (Chief U.S. Probation Officer, D. Nev.) Greg Johnson (Chief U.S. Probation Officer, N.D. Ohio) David L. Martin (Chief U.S. Pretrial Services Officer, D. Ariz.) Joseph A. McNamara (Chief U.S. Probation Officer, D. Vt.) Reginald D. Michael (Chief U.S. Probation Officer, S.D. Fla.) Nancy Beatty Gregoire (Administrative Office of the U.S. Courts)