

JUDICIAL CONDUCT COMMISSION

AMENDMENTS

2002 GENERAL SESSION

STATE OF UTAH

Sponsor: Katherine M. Bryson

This act modifies provisions relating to the Judicial Conduct Commission and the Elections Code. It changes the composition of the commission to include a member of the Utah Court of Appeals. It adds the requirement to decide whether certain information alleging misconduct should be investigated. It also requires the commission to immediately refer an allegation involving criminal conduct to the Utah Supreme Court. In addition, this act provides that the burden of proof shall be a preponderance of the evidence, and that certain information shall be included in the record when the commission sends any order to the Supreme Court for review. It reiterates the Supreme Court's ability to modify any order of the commission, and also requires that the Supreme Court provide a written summary for publication in the Voter Information Pamphlet.

This act affects sections of Utah Code Annotated 1953 as follows:

AMENDS:

20A-7-702, as last amended by Chapters 65 and 166, Laws of Utah 2001

78-8-101, as enacted by Chapter 148, Laws of Utah 2000

78-8-102, as renumbered and amended by Chapter 148, Laws of Utah 2000

78-8-104, as enacted by Chapter 148, Laws of Utah 2000

78-8-107, as renumbered and amended by Chapter 148, Laws of Utah 2000

Be it enacted by the Legislature of the state of Utah:

Section 1. Section **20A-7-702** is amended to read:

20A-7-702. Voter information pamphlet -- Form -- Contents -- Distribution.

(1) The lieutenant governor shall ensure that all information submitted for publication in the voter information pamphlet is:



- 28 (a) printed and bound in a single pamphlet;
- 29 (b) printed in clear readable type, no less than ten-point, except that the text of any
- 30 measure may be set forth in eight-point type; and
- 31 (c) printed on a quality and weight of paper that best serves the voters.
- 32 (2) The voter information pamphlet shall contain the following items in this order:
- 33 (a) a cover title page;
- 34 (b) an introduction to the pamphlet by the lieutenant governor;
- 35 (c) a table of contents;
- 36 (d) a list of all candidates for constitutional offices;
- 37 (e) a list of candidates for each legislative district;
- 38 (f) a 100-word statement of qualifications for each candidate for the office of governor,
- 39 lieutenant governor, attorney general, state auditor, or state treasurer, if submitted by the candidate
- 40 to the lieutenant governor's office before July 15 at 5 p.m.;
- 41 (g) information pertaining to all measures to be submitted to the voters, beginning a new
- 42 page for each measure and containing, in the following order for each measure:
- 43 (i) a copy of the number and ballot title of the measure;
- 44 (ii) the final vote cast by the Legislature on the measure if it is a measure submitted by the
- 45 Legislature or by referendum;
- 46 (iii) the impartial analysis of the measure prepared by the Office of Legislative Research
- 47 and General Counsel;
- 48 (iv) the arguments in favor of the measure, the rebuttal to the arguments in favor of the
- 49 measure, the arguments against the measure, and the rebuttal to the arguments against the measure,
- 50 with the name and title of the authors at the end of each argument or rebuttal;
- 51 (v) for each constitutional amendment, a complete copy of the text of the constitutional
- 52 amendment, with all new language underlined, and all deleted language placed within brackets;
- 53 and
- 54 (vi) for each initiative qualified for the ballot, a copy of the measure as certified by the
- 55 lieutenant governor;
- 56 (h) a description provided by the Judicial Council of the selection and retention process
- 57 for judges, including, in the following order:
- 58 (i) a description of the judicial selection process;

- 59 (ii) a description of the judicial performance evaluation process;
- 60 (iii) a description of the judicial retention election process;
- 61 (iv) a list of the criteria and minimum standards of judicial performance evaluation;
- 62 (v) the names of the judges standing for retention election; and
- 63 (vi) for each judge:
- 64 (A) the counties in which the judge is subject to retention election;
- 65 (B) a short biography of professional qualifications and a recent photograph;
- 66 (C) for each standard of performance, a statement identifying whether or not the judge met
- 67 the standard and, if not, the manner in which the judge failed to meet the standard;
- 68 (D) a statement provided by the Utah Supreme Court identifying the cumulative number
- 69 of ~~public~~ reprimand, censure, and suspension orders issued by the Utah Supreme Court under
- 70 Utah Constitution Article VIII, Section 13 during the judge's current term and the immediately
- 71 preceding term, and a ~~[statement of the basis]~~ detailed summary of the findings of fact, conclusions
- 72 of law, and supporting reasons for each order that the judge has received; and
- 73 (E) a statement identifying whether or not the judge was certified by the Judicial Council;
- 74 (vii) (A) except as provided in Subsection (2)(h)(vii)(B), for each judge, in graphic format,
- 75 the responses for each attorney, jury, and other survey question used by the Judicial Council for
- 76 certification of judges, displayed in 1% increments;
- 77 (B) notwithstanding Subsection (2)(h)(vii)(A), if the sample size for the survey for a
- 78 particular judge is too small to provide statistically reliable information in 1% increments, the
- 79 survey results for that judge shall be reported as being above or below 70% and a statement by the
- 80 surveyor explaining why the survey is statistically unreliable shall also be included;
- 81 (i) an explanation of ballot marking procedures prepared by the lieutenant governor,
- 82 indicating the ballot marking procedure used by each county and explaining how to mark the ballot
- 83 for each procedure;
- 84 (j) voter registration information, including information on how to obtain an absentee
- 85 ballot;
- 86 (k) a list of all county clerks' offices and phone numbers; and
- 87 (l) on the back cover page, a printed copy of the following statement signed by the
- 88 lieutenant governor:
- 89 "I, _____ (print name), Lieutenant Governor of Utah, certify that the measures

90 contained in this pamphlet will be submitted to the voters of Utah at the election to be held
91 throughout the state on ____ (date of election), and that this pamphlet is complete and correct
92 according to law. SEAL

93 Witness my hand and the Great Seal of the State, at Salt Lake City, Utah this ____ day of
94 ____ (month), ____ (year)

95 (signed) _____

96 Lieutenant Governor"

97 (3) The lieutenant governor shall:

98 (a) ensure that one copy of the voter information pamphlet is placed in one issue of every
99 newspaper of general circulation in the state not more than 40 nor less than 15 days before the day
100 fixed by law for the election;

101 (b) ensure that a sufficient number of printed voter information pamphlets are available
102 for distribution as required by this section;

103 (c) provide voter information pamphlets to each county clerk for free distribution upon
104 request and for placement at polling places; and

105 (d) ensure that the distribution of the voter information pamphlets is completed 15 days
106 before the election.

107 Section 2. Section **78-8-101** is amended to read:

108 **78-8-101. Definitions.**

109 As used in this chapter:

110 (1) "Commission" means the Judicial Conduct Commission established by Utah
111 Constitution Article VIII, Section 13 and Section 78-8-102.

112 (2) (a) "Complaint" includes a formal written complaint against a judge.

113 (b) "Complaint" also includes the executive director of the commission's written statement
114 of the allegation based on reliable information received in any form, from any source, that alleges,
115 or from which a reasonable inference can be drawn that a judge is in violation of any provision of
116 Utah Constitution Article VIII, Section 13~~[, if there is no written complaint from another person].~~

117 (3) "Investigation" means an inquiry into an allegation of misconduct, including a search
118 for and examination of evidence concerning the allegations, which begins upon the receipt of a
119 complaint and is completed when either the complaint is dismissed by a majority vote of the
120 commission or when an order is sent to the Supreme Court for its review in accordance with Utah

121 Constitution Article VIII, Section 13.

122 ~~[(3)]~~ (4) Except as more specifically provided in Subsections 78-8-104(1) and (2), "judge"
 123 includes a justice of the Supreme Court, an appellate court judge, a district court judge, an active
 124 senior judge, a juvenile court judge, a justice court judge, an active senior justice court judge, and
 125 a judge pro tempore of any court of this state.

126 Section 3. Section **78-8-102** is amended to read:

127 **78-8-102. Judicial Conduct Commission -- Creation -- Members -- Terms --**
 128 **Vacancies -- Voting -- Expenses -- Power of chair.**

129 (1) The membership of the Judicial Conduct Commission established by Article VIII,
 130 Section 13 of the Utah Constitution consists of:

131 (a) two members of the House of Representatives to be appointed by the speaker of the
 132 House of Representatives for a two-year term, not more than one of whom may be of the same
 133 political party as the speaker;

134 (b) two members of the Senate to be appointed by the president of the Senate for a
 135 two-year term, not more than one of whom may be of the same political party as the president;

136 (c) three members from the board of commissioners of the Utah State Bar, who shall be
 137 appointed by the board of commissioners of the Utah State Bar for a four-year term;

138 (d) two persons not members of the Utah State Bar, who shall be appointed by the
 139 governor, with the advice and consent of the Senate, for four-year terms, not more than one of
 140 whom may be of the same political party as the governor; and

141 (e) one ~~[judge]~~ member of the Utah Court of Appeals, and one alternate judge, ~~[of a trial]~~
 142 retired from a court of record, to be selected by the ~~[nonjudicial members of the commission]~~ chief
 143 justice of the Utah Supreme Court for four-year terms. The appellate judge and the alternate judge
 144 shall coordinate attendance for meetings so that, if possible, at least one is in attendance at each
 145 meeting. If both judges are in attendance at a meeting, the alternate judge ~~[shall]~~ may not be
 146 counted for quorum purposes nor vote on any issue before the commission.

147 (2) The terms of the members shall be staggered so that approximately half of the
 148 commission expires every two years. The judges shall be appointed so that the terms expire in
 149 staggered two year increments.

150 (3) If ~~[a]~~ the appellate judge serving on the commission is disqualified from participating
 151 in any proceeding, the ~~[commission shall select a substitute judge of a trial court of record]~~

152 alternate judge may be counted for quorum purposes and vote on issues before the commission.

153 (4) The commission shall establish guidelines and procedures for the disqualification of
154 any member from consideration of any matter.

155 (5) (a) When a vacancy occurs in the membership for any reason, the replacement shall
156 be appointed by the appointing authority for the unexpired term.

157 (b) If the appointing authority fails to appoint a replacement, the commissioners who have
158 been appointed may act as a commission under all the provisions of this section.

159 (6) Six members of the commission shall constitute a quorum. Any action of a majority
160 of the quorum constitutes the action of the commission.

161 (7) (a) (i) Members who are not government employees shall receive no compensation or
162 benefits for their services, but may receive per diem and expenses incurred in the performance of
163 the member's official duties at the rates established by the Division of Finance under Sections
164 63A-3-106 and 63A-3-107.

165 (ii) Members may decline to receive per diem and expenses for their service.

166 (b) (i) State government officer and employee members who do not receive salary, per
167 diem, or expenses from their agency for their service may receive per diem and expenses incurred
168 in the performance of their official duties from the commission at the rates established by the
169 Division of Finance under Sections 63A-3-106 and 63A-3-107.

170 (ii) State government officer and employee members may decline to receive per diem and
171 expenses for their service.

172 (c) Legislators on the commission shall receive compensation and expenses as provided
173 in Section 36-2-2 and Legislative Joint Rule 15.03.

174 (d) (i) The chair shall be allowed the actual expenses of secretarial services, the expenses
175 of services for either a court reporter or a transcriber of electronic tape recordings, and other
176 necessary administrative expenses incurred in the performance of the duties of the commission.

177 (ii) ~~[The chair]~~ At each commission meeting, the chair and executive director shall
178 schedule all complaints to be heard by the commission and ~~[may not act to dismiss any complaint~~
179 ~~without the approval of the commission]~~ present any information from which a reasonable
180 inference can be drawn that a judge has committed misconduct so that the commission may
181 determine by majority vote of a quorum whether the executive director should draft a written
182 complaint in accordance with Subsection 78-8-101(2)(b).

183 (iii) The chair and executive director shall refer all policy matters to the commission and
184 may not act to dismiss any complaint without a majority vote of a quorum of the commission.

185 (8) It is the responsibility of the chair and the executive director to ensure that the
186 commission comply with the procedures of the commission.

187 [~~8~~] (9) Upon a majority vote of the quorum, the commission may:

188 (a) employ a director, legal counsel, investigators, and other staff to assist the commission;
189 and

190 (b) incur other reasonable and necessary expenses within the authorized budget of the
191 commission and consistent with the duties of the commission.

192 Section 4. Section **78-8-104** is amended to read:

193 **78-8-104. Criminal investigation of a judge -- Administrative leave.**

194 (1) (a) If the commission, during the course of its investigation into an allegation of
195 judicial misconduct, receives information upon which a reasonable person might conclude that a
196 misdemeanor or felony under state or federal law has been committed by an appellate court judge,
197 a district court judge, an active senior judge, a juvenile court judge, a justice court judge, an active
198 senior justice court judge, or a judge pro tempore, the commission shall immediately refer the
199 allegation and any information relevant to the potential criminal violation to the chief justice of
200 the Supreme Court.

201 (b) The chief justice of the Supreme Court may place the appellate court judge, district
202 court judge, active senior judge, juvenile court judge, justice court judge, active senior justice court
203 judge, or judge pro tempore on administrative leave with pay if the chief justice has a reasonable
204 basis to believe that the alleged crime occurred, that the appellate court judge, district court judge,
205 active senior judge, juvenile court judge, justice court judge, active senior justice court judge, or
206 judge pro tempore committed the crime, and that crime was either a felony or a misdemeanor
207 which conduct may be prejudicial to the administration of justice or which brings a judicial office
208 into disrepute.

209 (2) (a) If the commission, during the course of its investigation into an allegation of
210 judicial misconduct, receives information upon which a reasonable person might conclude that a
211 misdemeanor or felony under state or federal law has been committed by the chief justice of the
212 Supreme Court, the commission shall immediately refer the allegation and any information
213 relevant to the potential criminal violation to two justices of the Supreme Court.

214 (b) Two justices of the Supreme Court may place the chief justice of the Supreme Court
215 on administrative leave with pay if the two justices have a reasonable basis to believe that the
216 alleged crime occurred, that the chief justice committed the crime, and that crime was either a
217 felony or a misdemeanor which conduct may be prejudicial to the administration of justice or
218 which brings a judicial office into disrepute.

219 (3) If a judge is or has been criminally charged or indicted for a class A misdemeanor or
220 any felony under state or federal law and if the Supreme Court has not already acted under
221 Subsection (1) or (2), the appropriate member or members of the Supreme Court as provided in
222 Subsection (1) or (2), shall place the judge on administrative leave, with pay, pending the outcome
223 of the criminal proceeding.

224 (4) The chief justice of the Supreme Court or two justices of the Supreme Court who
225 ordered the judge on administrative leave with pay, shall order the reinstatement of the judge:

226 (a) if the prosecutor to whom the allegations are referred by the commission as required
227 under Section 78-8-107, determines no charge or indictment should be filed; or

228 (b) after final disposition of the criminal case, if the judge is not convicted of a criminal
229 charge.

230 Section 5. Section **78-8-107** is amended to read:

231 **78-8-107. Authority of Judicial Conduct Commission -- Disclosure of criminal**
232 **misconduct or information -- Procedure for reprimand, censure, removal, suspension, or**
233 **involuntary retirement -- Certain orders made public.**

234 (1) (a) The commission shall receive and [~~may~~] investigate any complaint against a judge.

235 (b) (i) If the commission receives a complaint that alleges conduct that may be a
236 misdemeanor or felony under state or federal law, it shall, unless the allegation is plainly frivolous,
237 immediately refer the allegation of criminal misconduct and any information relevant to the
238 potential criminal violation to the local prosecuting attorney having jurisdiction to investigate and
239 prosecute the crime.

240 (ii) If the local prosecuting attorney receiving the allegation of criminal misconduct of a
241 judge practices before that judge on a regular basis, or has a conflict of interest in investigating the
242 crime, the local prosecuting attorney shall refer this allegation of criminal misconduct to another
243 local or state prosecutor who would not have that same disability or conflict.

244 (iii) The commission may concurrently proceed with its investigation of the complaint

245 without waiting for the resolution of the criminal investigation by the prosecuting attorney.

246 (2) During the course of any investigation, the commission:

247 (a) shall refer any information relating to the criminal conduct alleged and any evidence
248 which relates to the allegation to which the judge has been accused, unless plainly frivolous, to the
249 local prosecuting attorney as provided in Subsection (1)(b);

250 (b) may order a hearing to be held concerning the reprimand, censure, suspension,
251 removal, or involuntary retirement of a judge;

252 (c) may, with the written consent of the judge being investigated, resolve a complaint by
253 issuing an informal order of reprimand which shall be disclosed to:

254 (i) the person who filed the complaint;

255 (ii) the judge who is the subject of the complaint;

256 (iii) the Judicial Council for its use in the judicial recertification process;

257 (iv) the Supreme Court for issuance of its final order as provided in Subsection (7); and

258 (v) the person who appointed the municipal justice court judge; and

259 (d) may, with the written consent of the judge receiving the informal order of reprimand
260 under Subsection (2)(c), publicly disclose the commission's informal order of reprimand.

261 (3) The commission shall provide the judge with all information necessary to prepare an
262 adequate response or defense, which may include the identity of the complainant.

263 (4) (a) A hearing may be conducted before a quorum of the commission.

264 (b) Any finding or order shall be made upon a majority vote of the quorum.

265 (5) Alternatively, the commission may appoint three special masters, who are judges of
266 courts of record, to hear and take evidence in the matter and to report to the commission.

267 (6) (a) After the hearing or after considering the record and report of the masters, if the
268 commission finds ~~[good cause]~~ by a preponderance of the evidence that misconduct occurred, it
269 shall order the reprimand, censure, suspension, removal, or involuntary retirement of the judge.

270 (b) When a commission order is sent to the Supreme Court, it shall also be:

271 (i) publicly disclosed; and

272 (ii) sent to the person or entity who appointed the judge.

273 (c) Subsection (6)(b)(i) does not apply to a commission informal order of reprimand.

274 ~~[(7) Before the implementation]~~

275 (7) When the commission issues any order, including a stipulated order, that is sent to the

276 Supreme Court, the record shall include:

277 (a) the original complaint and any other information regarding violations, or potential
278 violations, of the Code of Judicial Conduct;

279 (b) the notice of charges;

280 (c) all correspondence and other documents which passed between the commission and
281 the judge;

282 (d) all letters which may explain the charges;

283 (e) all affidavits, subpoenas, and testimony of witnesses;

284 (f) the commission's findings of fact and conclusions of law;

285 (g) a transcript of any proceedings, including hearings on motions;

286 (h) a transcript of the evidence;

287 (i) a summary of all the complaints dismissed by the commission against the judge;

288 (j) a summary of all the orders implemented, rejected, or modified by the Supreme Court
289 against the judge; and

290 (k) all information in the commission's files on any informal resolution, including any
291 letter of admonition, comment, or caution, that the commission issued against the judge prior to
292 May 1, 2000.

293 (8) (a) Before the implementation, rejection, or modification of any commission order
294 issued under Subsections (2) [and], (6), and (7) the Supreme Court shall:

295 (i) review the commission's proceedings as to both law and fact and may permit the
296 introduction of additional evidence[-]; and

297 (ii) consider the number and nature of previous orders issued by the Supreme Court and
298 may increase the severity of the order based on a pattern or practice of misconduct or for any other
299 reason that the Supreme Court finds just and proper.

300 (b) In recommending any order, including stipulated orders, the commission may not
301 place, or attempt to place, any condition or limitation upon the Supreme Court's power to:

302 (i) review the commission's proceedings as to both law and fact; or

303 (ii) implement, reject, or modify a commission order.

304 (c) After briefs have been submitted and any oral argument made, the Supreme Court shall,
305 within 90 days, issue its order implementing, rejecting, or modifying the commission's order[-];
306 and

307 ~~[(8)]~~ (9) (a) Upon an order for involuntary retirement, the judge shall retire with the same
308 rights and privileges as if the judge retired pursuant to statute.

309 (b) Upon an order for removal, the judge shall be removed from office and his salary or
310 compensation ceases from the date of the order.

311 (c) Upon an order for suspension from office, the judge may not perform any judicial
312 functions and may not receive a salary for the period of suspension.

313 ~~[(9)]~~ (10) (a) The transmission, production, or disclosure of any complaints, papers, or
314 testimony in the course of proceedings before the commission, the masters appointed under
315 Subsection (5), or the Supreme Court may not be introduced in any civil action.

316 (b) The transmission, production, or disclosure of any complaints, papers, or testimony in
317 the course of proceedings before the commission or the masters appointed under Subsection (5)
318 may be introduced in any criminal action, consistent with the Utah Rules of Evidence. This
319 information shall be shared with the prosecutor conducting a criminal investigation or prosecution
320 of a judge as provided in Subsections (1) and (2).

321 (c) Complaints, papers, testimony, or the record of the commission's confidential hearing
322 may not be disclosed by the commission, masters, or any court until the Supreme Court has entered
323 its final order in accordance with this section, except:

324 (i) upon order of the Supreme Court;

325 (ii) upon the request of the judge who is the subject of the complaint;

326 (iii) as provided in Subsection ~~[(9)]~~ (10)(d); or

327 (iv) to aid in a criminal investigation or prosecution as provided in Subsections (1) and (2).

328 (d) Upon the dismissal of a complaint or allegation against a judge, the dismissal shall be
329 disclosed without consent of the judge to the person who filed the complaint.

330 ~~[(10)]~~ (11) The commission shall make rules in accordance with Title 63, Chapter 46a,
331 Utah Administrative Rulemaking Act, outlining its procedures and the appointment of masters.

332 ~~[(11)]~~ (12) A judge who is a member of the commission or the Supreme Court may not
333 participate in any proceedings involving the judge's own removal or retirement.

334 ~~[(12)]~~ (13) Retirement for involuntary retirement as provided in this chapter shall be
335 processed through the Utah State Retirement Office, and the judge retiring shall meet the
336 requirements for retirement as specified in this chapter.

Legislative Review Note
as of 1-23-02 3:05 PM

A limited legal review of this legislation raises no obvious constitutional or statutory concerns.

Office of Legislative Research and General Counsel