



# State of Utah

## JUDICIAL CONDUCT COMMISSION

Alex G. Peterson  
Executive Director

1385 S. State Street, Suite 401  
Salt Lake City, Utah 84115  
Telephone: (801) 468-0021

### MEMORANDUM

**TO** **Judicial Conduct Commissioners**

**FROM** **Alex Peterson**

**DATE** **31 July 2025**

**RE** **Packet for 5 August (Tuesday) In-person and / or virtual meeting**

**MESSAGE** **The meeting will be held in-person at our anchor location (1385 S. State Street) and a virtual option (on Google Meet) will be available for Commissioners. Public will be invited via our Agenda which is posted on the State Public Notices website.**

**Meeting will begin at 11:00 am start time.**

**Per Utah Rules R595-1-5, the Chair approved in advance Commissioner attendance by videoconferencing. You will be provided a video link or are welcome to attend person.**

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# Tab 1

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## **AGENDA**

### **JUDICIAL CONDUCT COMMISSION MEETING**

**Tuesday, 5 August 2025**  
**11:00 a.m.**

**Judicial Conduct Commission  
1385 S. State Street  
Salt Lake City, Utah 84115**

<b>NO.</b>	<b>ITEM</b>	<b>REPORTING</b>	<b>TAB</b>
1	Welcome, Call to Order, Public Comment, Oath of Office	Chair	1
2	Approval of Public Minutes	Chair	2
3	Director's report	Alex Peterson	3
4	Budget	Alex Peterson	4
5	Statistical Report	Alex Peterson	5
6	Motion to Close Public Meeting Approval of Confidential Minutes Confidential Matters	Chair	6
7	Next Meeting	Chair	
8	Other Business	Chair	
9	Adjournment	Chair	

***Notice is hereby provided that the JCC will be meeting in person at our anchor location. The public is invited to attend at anchor location address above.***

***Persons with disabilities who require special accommodations are requested to contact the Judicial Conduct Commission, (801) 468-0021, at least 48 hours before the scheduled meeting date and time.***

Tab 2

**MINUTES OF THE PUBLIC PORTION OF THE  
JUDICIAL CONDUCT COMMISSION MEETING**

**Tuesday, 1 July 2025 at 11:00 a.m.**

**Judicial Conduct Commission  
1385 S. State Street  
Salt Lake City, Utah 84115**

**Meeting was conducted at anchor location**

**Present:**  
Ms. Cheylynn Hayman, Chair  
Ms. Michele Ballantyne  
Rep. Grant Miller  
Sen. Jen Plumb (video)  
Sen. Brady Brammer  
Hon. Ryan Harris  
Hon. Michael Edwards  
Mr. Stephen Studdert  
Ms. Georgia Thompson

**Excused:**  
Rep. Jordan Teuscher

**Staff:**  
Alex Peterson  
Aimee Thoman  
Joe McGivern

**Guests / Public:**  
None

- 1. Welcome.** Chair called the meeting to order. Public comment allowed, none was given. The Commission welcomed Honorable Ryan Harris as a judicial appointee to the Commission. Hon. Edwards conducted Oath of Office for Commissioner Harris.
- 2. Approval of Minutes.**

**Motion:** Ms. Thompson      To approve the minutes of the public portion of the 3 June 2025 meeting.

**Second:** Mr. Studdert  
**Vote:** Unanimous
- 3. Director's Report.** Mr. Peterson reviewed the Director's Report, updating the Commission on AJDC / CJE<sup>i</sup> (x3), JPEC<sup>ii</sup> (x0), CCJJ<sup>iii</sup> (x1), UCCD<sup>iv</sup> (x0), AOC<sup>v</sup> (x3), and GRAMA<sup>vi</sup>/Press (0) monthly requests. Director provided an update on Commissioner training for 15-17 October, orientation of new Commissioner, appointment pending of new Public Member, Belva Parr, and work with Legislative Counsel on possible statutory changes regarding handling non-complaint information and privacy of Commission records. The Commission conducted a review of FY18-FY25 statistics and FY25 draft Annual Report. Mr. Peterson reported on the Judicial Council biennial report of 23 June and upcoming UCCD visit on 21 August at 9 am. Finally, the Commission decided to schedule the November meeting on 10 November.
- 4. Budget.** Staff reported on the FY25 budget through May 31, 2025 with total expenditures of \$434,396. Prior year savings resulted in a carry forward balance of \$54,100. The JCC spent 65.1% of available funds through 92% of current FY. The projected remaining balance including balance from prior years is \$422,292. Based on current case load, Director noted that part-time Judicial Investigator might become a full-time position.

**5. Statistical Report.**

Number of complaints filed to date in FY25	192
Number of cases pending before the Supreme Court	0
Number of cases under formal charges	4
Number of cases under full investigation	5
Number of cases under preliminary investigation	23
Total number of open files	32

**Oldest Case**

211 days

**Average Case age**

48 days

In FY25, zero (0) Public Actions and five (5) Dismissals with Warning have been issued. Twenty-eight (28) reconsideration requests received to date.

It has been acknowledged that the greater public access to complaint forms via the online complaint portal starting in FY22 has resulted in a significant increased complaint case load with no similar increase in meritorious complaints submitted. Staff implemented a loading page for the online complaint portal to emphasize the correct way to file appeals.

**6. Closure of Meeting via roll call vote.**

<b>Motion:</b>	Ms. Ballantyne	To close the meeting to the public for the purpose of discussing: the character, professional competence, or physical or mental health of an individual; or investigative proceedings regarding allegations of criminal misconduct; or pending or reasonably imminent litigation; or matters covered by attorney client privilege.
<b>Second:</b>	Rep. Miller	
<b>Vote:</b>	Unanimous	By roll call

*At the conclusion of the confidential portion of the meeting, the meeting was re-opened to the public.*

**7. Next Meeting and other matters.** The Commissioners agreed to conduct a public meeting on 5 August at the anchor location at 11:00 am. The Chair approved Commissioner electronic attendance.

**8. Adjournment.**

<b>Motion:</b>	Ms. Hayman	To adjourn.
<b>Second:</b>	Not required	
<b>Vote:</b>	Unanimous	

<sup>i</sup> Association of Judicial Disciplinary Counsel / Center for Judicial Ethics

<sup>ii</sup> Judicial Performance Evaluation Commission

<sup>iii</sup> Commission on Criminal and Juvenile Justice

<sup>iv</sup> Utah Council for Citizen Diplomacy

<sup>v</sup> Administrative Office of the Courts

<sup>vi</sup> Government Records Access and Management Act

Tab 3



# State of Utah

## JUDICIAL CONDUCT COMMISSION

Alex G. Peterson  
Executive Director

1385 S. State St., Suite 401  
Salt Lake City, Utah 84115  
Telephone: (801) 468-0021

### MEMORANDUM

**TO** Judicial Conduct Commissioners

**FROM** Alex G. Peterson

**DATE** 30 July 2025

**RE** Director's Report

**MESSAGE** 1. JCC staff activities that have occurred beyond investigative responsibilities since our last meeting.

2. Information requests regarding the JCC processes / organization:

AJDC / CJE - 2, JPEC - 1, judicial nominations / CCJJ - 1, UCCD - 1, AOC / judicial retirements - 1 and GRAMA / Press - 0.

3. Commissioner training remains scheduled for October 15-17 in Louisville, Kentucky. Currently working on hotel reservations, conference registrations, and travel requests. I received a different Gubernatorial citizen appointment, Linda Dunn; bio attached. I'm informed the appointment will be ready by our September meeting.

4. I have attached a final FY25 annual report.

AJDC / CJE is the Association of Judicial Disciplinary Counsel / Center for Judicial Ethics  
JPEC is the Judicial Performance Evaluation Commission

CCJJ is the Commission on Criminal and Juvenile Justice

UCCD is the Utah Council for Citizen Diplomacy

AOC is the Administrative Office of the Court

GRAMA is the Government Records Access and Management Act

## Contact

[www.linkedin.com/in/lpdunn](https://www.linkedin.com/in/lpdunn)  
(LinkedIn)

# Linda Dunn

Chief Alumni Relations Officer, Interim at University of Utah  
Salt Lake City, Utah, United States

## Summary

Experienced executive that is passionate about bringing diverse worlds together through education, service and inclusion.

## Experience

### University of Utah

17 years 3 months

#### Chief Alumni Relations Officer, Interim

April 2019 - Present (6 years 4 months)

#### Former Executive Director

May 2008 - April 2019 (11 years)

Lowell Bennion Community Service Center

- Developed mission of diversity and community engagement through lifelong civic participation
- Established 40+ community partnerships focusing on inclusion and long-term sustainability
- Recruited, trained and supported over 8k+ volunteers annually and 120+ student project leaders
- Liaise to University Advisory Board and alumni + academic leadership, including fundraising, budget and department oversight

### Alumni Association, University of Utah

#### Consultant, Alumni Relations

May 2019 - January 2021 (1 year 9 months)

University of Utah

### The Church of Jesus Christ of Latter-day Saints

#### International Volunteer

2014 - 2017 (3 years)

Johannesburg Area, South Africa

- Managed and motivated 400+ full time volunteers from 32 different countries volunteering 80+ hrs/week

- Plan and initiate conferences, trainings, workshops, individual interviews on 6-week rotations.

Campus Compact  
Executive Director  
2003 - 2007 (4 years)  
Greater Salt Lake City Area

- Worked cross functionally with all Utah College/University Presidents to increase the mission of diversity and statewide civic engagement
- Increased Americorp grants for community engagement to Utah students in service from \$500,000 to \$950,000 while successfully lobbying state legislature for annual \$200,000 appropriations
- Created best practices with member campuses to strengthen and expand community and inclusion work
- Recruited student leaders across the state to work together to increases civic participation
- Implemented four annual statewide conferences for faculty, students, community partners & administrators

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## Education

University of Utah  
Master of Science - MS, Educational Leadership and Administration

University of Utah  
Bachelor of Science - BS, Secondary Education and Teaching



# UTAH JUDICIAL CONDUCT COMMISSION ANNUAL REPORT FY 2025

1385 S. State St., Suite 401  
Salt Lake City, Utah 84115  
Telephone: (801) 468-0021  
[www.jcc.utah.gov](http://www.jcc.utah.gov)

## Creation and Authority of the Judicial Conduct Commission

Although it existed previously as a legislatively created body, Utah's Judicial Conduct Commission ("JCC") was constitutionally established in 1984. Constitution of Utah, Article VIII, Section 13. The constitution authorizes the Legislature to statutorily establish the composition and procedures of the JCC. Those provisions are found in Utah Code Ann., Title 78A, Chapter 11.

The JCC is empowered to investigate and conduct confidential hearings regarding complaints against state, county and municipal judges throughout the state. The JCC may recommend the reprimand, censure, suspension, removal, or involuntary retirement of a judge for any of the following reasons:

- action which constitutes willful misconduct in office;
- final conviction of a crime punishable as a felony under state or federal law;
- willful and persistent failure to perform judicial duties;
- disability that seriously interferes with the performance of judicial duties; or
- conduct prejudicial to the administration of justice which brings a judicial office into disrepute.

Prior to the implementation of any such JCC recommendation, the Utah Supreme Court reviews the JCC's proceedings as to both law and fact. The Supreme Court then issues an order implementing, rejecting, or modifying the JCC's recommendation.

## Number of FY25 Complaints

Of the 197 FY25 complaints received, 164 were resolved and 33 are pending. 3 FY24 complaints are pending.

Complaints Received in FY 25			
Judge Type	Number of Judges	Number of Complaints Received	Number of Judges Named in Complaints*
Appellate Courts	12	1	1
District	78	138	71
Juvenile	33	15	10
Justice Court	65	37	21
Pro Tempore	50	4	4
Active Senior	35	2	2
Total	273	197	109

(\*Starting in FY19 and going forward, the JCC counts each judge once even though they may have been named in multiple complaints.)

## Confidentiality of JCC Records and Proceedings

Except in certain limited circumstances specified by statute, all complaints, papers and testimony received or maintained by the JCC, and the record of any confidential hearings conducted by the JCC, are confidential, and cannot be disclosed.

## Sanctions and Other Resolutions

### Sanctions Implemented by the Utah Supreme Court

None

### Dismissals with Warnings Issued by the Judicial Conduct Commission ("Commission")

On 16 July 2024, the Commission dismissed a complaint against a juvenile court judge for violation of Rule 1.1 by improperly granting a party's request to violate a temporary restraining order ("TRO") during a hearing. The judge was aware of the TRO and had no authority to permit its violation. After the hearing, they realized the error and recused at the next hearing after apologizing to all parties and publicly acknowledging the mistake. Subsequently, they self-reported to the presiding judge, met with Judicial Council members, and self-reported to the Commission. The Commission found the behavior and misconduct were troubling but relatively minor for which no public sanction was warranted.

On 17 October 2024, the Commission dismissed a complaint against a justice court judge for violations of:

1. Rule 2.8(B) The judge became impatient and found an attorney in contempt which was later vacated.
2. Rule 2.6(B) When defendants requested a trial, the judge required defendants to provide tax returns to verify indigency.
3. Rule 2.9(A) & (C) The judge spoke to a defendant's private probation provider without both parties and asked for a meeting with only prosecuting attorneys.
4. Rule 1.3 (cmt 1) In the prosecutor only meeting, they felt pressured by the judge.
5. Rule 2.4(B) & (C) The judge ordered recoupment fees with a mind of benefitting a county agency.

The judge took full responsibility for their behavior and was apologetic. The Commission found the behavior and misconduct were troubling but relatively minor for which no public sanction was warranted.

### Dismissals with Warnings continued...

On 3 December 2024, the Commission dismissed a complaint against a justice court judge for violation of Rule 2.8(B) for being impatient with a court clerk. The court clerk disagreed with the judge. Impatiently, the judge asked the clerk if they wanted to quit their job. The judge took full responsibility for their behavior and was apologetic. The Commission found the behavior and misconduct were troubling but relatively minor for which no public sanction was warranted.

On 4 March 2025, the Commission dismissed a complaint against a justice court judge for violation of Rules 1.3 and 2.4(B) for not allowing defendants a choice in probation services providers ("PSP") by offering only one PSP or assigning the same PSP without any input from the defendant. This conduct may be viewed as advancing the interests of such PSP or seem that the judge might be influenced by that PSP. The judge understands this conduct has a negative impact on the confidence and integrity of the judiciary. The judge took full responsibility for their behavior and was apologetic. The Commission found the behavior and misconduct were troubling but relatively minor for which no public sanction was warranted.

On 4 March 2025, the Commission dismissed a complaint against a district court judge for violation of Rule 2.5(A) by not issuing an expeditious ruling. Despite the complexity of the case, challenging parties, and personal impediments, the judge acknowledged lacking diligence in issuing rulings. The judge took full responsibility for their behavior and was apologetic. The Commission found the behavior and misconduct were troubling but relatively minor for which no public sanction was warranted.

## Administrative Affairs

### Meetings

The JCC meets as needed on the first Tuesday of each month at the offices of the JCC. The JCC met ten (10) times during FY25.

### Administrative Rules

The JCC's administrative rules are available on-line at [www.rules.utah.gov](http://www.rules.utah.gov).

### FY25 JCC Commissioners

Mark Raymond, Public Member (term ended)  
Pending appointment, Public Member (new)  
Georgia Beth Thompson, Public Member  
Stephen Studdert, Public Member  
Cheylynn Hayman, Chair, Attorney Member  
Michele Ballantyne, Attorney Member  
Rep. Doug Owens (term ended)  
Rep. Grant Miller (new)  
Rep. Brady Brammer (term ended)  
Rep. Jordan Teuscher (new)  
Sen. Jen Plumb  
Sen. Mike McKell (term ended)  
Sen. Brady Brammer (new)  
Hon. David Mortensen (term ended)  
Hon. Ryan Harris (new)  
Hon. Michael Edwards

### Website

The JCC's website, [www.jcc.utah.gov](http://www.jcc.utah.gov), contains in-depth information, links to related sites, annual reports, copies of public discipline documents, downloadable complaint forms and an online complaint portal.

### JCC Statutes

The statutes governing the JCC are located in Utah Code Ann., Title 78A, Chapter 11.

### Budget

Most of the JCC's budget is appropriated annually by the Legislature. For FY25, the legislative appropriation was \$849,200. The JCC had non-lapsing savings from FY24 in the amount of \$54,579. The JCC received an FY25 supplemental appropriate of \$11,000. In FY25, the JCC had total available funds of \$914,779. The JCC expenses for FY25 were \$499,021; leaving a balance of \$415,758. The JCC will reserve \$350,000 in non-lapsing savings for FY26. The JCC will lapse \$64,911 back to the General Fund.

### JCC Staff

Alex G. Peterson, Executive Director  
Aimee Thoman, Investigative Counsel  
Joe McGivern, Judicial Investigator  
Cindie Cowles, Administrative Assistant

UTAH JUDICIAL CONDUCT COMMISSION – COMPLAINT RESOLUTION PROCESS				
INITIAL SCREENING	PRELIMINARY INVESTIGATION	FULL INVESTIGATION	FORMAL PROCEEDINGS	SUPREME COURT
<p>Executive Director reviews each “complaint” to determine whether it is a complaint within the JCC’s jurisdiction.</p> <p>Staff returns non-JCC complaints (i.e., complaints against bar members or court employees) to complainant with appropriate instructions.</p> <p>For JCC complaints, staff prepares electronic and hard-copy files, sends acknowledgement letter to complainant, and returns hard-copy file to Executive Director.</p> <p>Executive Director assigns investigator.</p> <p><i>Note: Anonymous complaints are submitted directly to JCC members, who review and discuss the complaint and vote to either take no action or to have staff conduct a preliminary investigation.</i></p>	<p>Investigator conducts preliminary investigation, writes preliminary investigation report, and recommends whether to dismiss or to proceed to full investigation as to some or all allegations.</p> <p>Executive Director reviews preliminary investigation report and recommendation, and may revise either.</p> <p>Staff distributes preliminary investigation report and recommendation, along with pertinent materials, to JCC members.</p>	<p>Staff provides judge with copy of complaint and other pertinent materials and asks judge to respond in writing to identified allegations.</p> <p>Investigator conducts additional investigation, if necessary, as to issues raised in judge’s response. Investigator may write supplemental investigation report and may make recommendation whether to dismiss or to proceed to formal proceedings.</p> <p>Staff distributes judge’s response and any supplemental investigation report and recommendation, along with pertinent materials, to JCC members.</p> <p>JCC meets, reviews and discusses preliminary investigation report and recommendation, and votes to dismiss, to have staff conduct additional preliminary investigation, or to proceed to full investigation as to some or all allegations.</p>	<p>Staff prepares formal complaint and serves same upon judge via certified mail.</p> <p>Judge may file written response.</p> <p>Matter may be resolved by dismissal, stipulated resolution or confidential hearing.</p> <p>A stipulated resolution may recommend:</p> <ul style="list-style-type: none"> <li>Reprimand</li> <li>Censure</li> <li>Suspension</li> <li>Removal from Office</li> <li>Involuntary Retirement</li> </ul> <p>After a confidential hearing, the JCC may dismiss the matter or may recommend:</p> <ul style="list-style-type: none"> <li>Reprimand</li> <li>Censure</li> <li>Suspension</li> <li>Removal from Office</li> <li>Involuntary Retirement</li> </ul>	<p>Staff files JCC’s findings of fact, recommendation and other statutorily required materials with Supreme Court.</p> <p>JCC’s recommendation becomes public upon filing. All other materials become public only upon Supreme Court order.</p> <p>Supreme Court reviews JCC’s proceedings as to both law and fact, and implements, modifies or rejects JCC’s recommendation.</p> <p><i>Note: JCC dismissals are not reviewed by the Supreme Court.</i></p>

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Tab 4

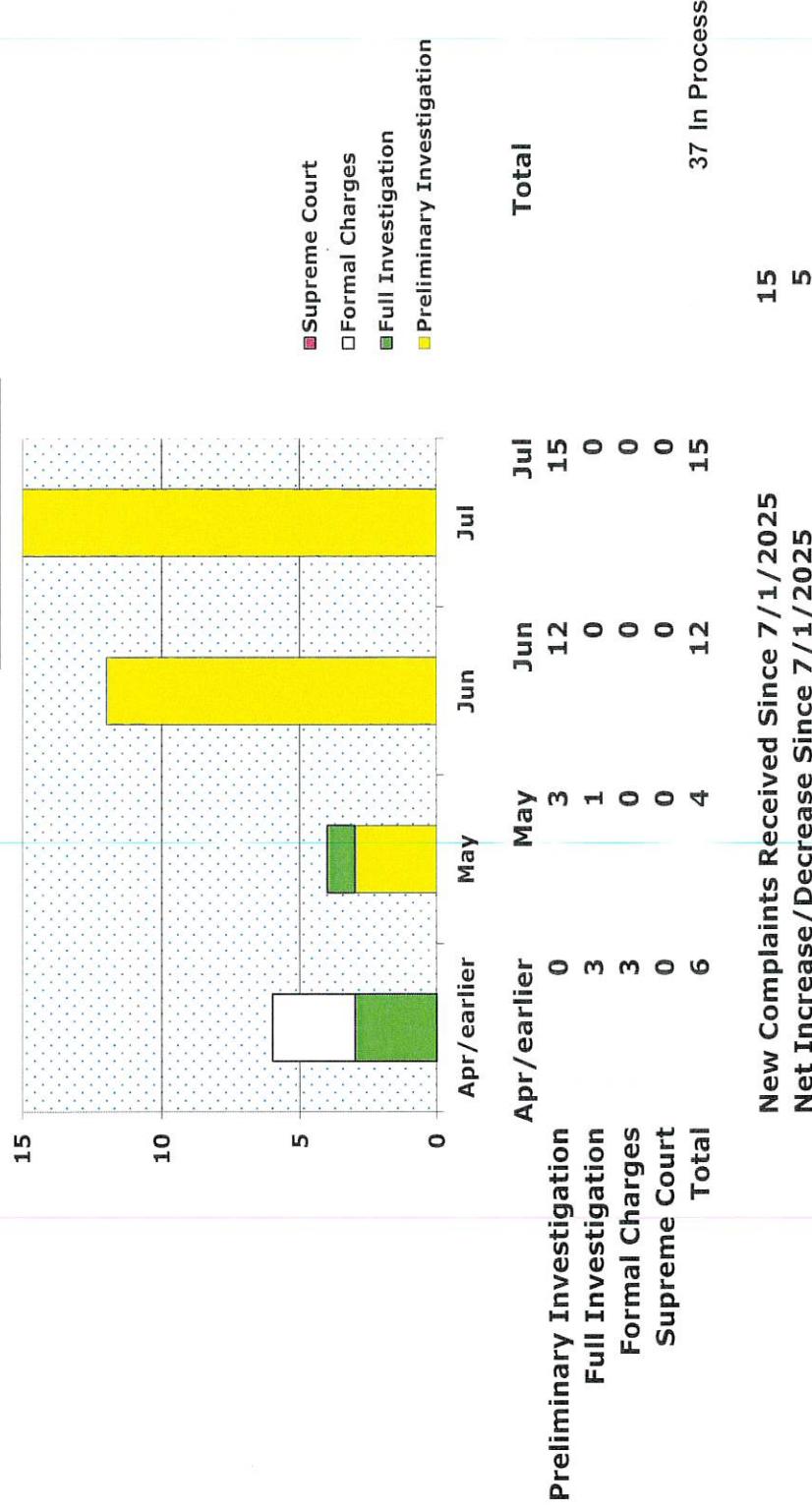
## FY 2025 Budget Report - Through June 30, 2025

Description	Amount	Balance
FY 2025 Legislative Appropriation	\$613,400	\$613,400
Estimated FY 2024 Savings Carried into FY 2025	\$54,100	\$667,500
FY 2024 Expenditures through June 30, 2025	\$473,591	193,909
Percent of Current Fiscal Year Passed as of June 30, 2025	100.0%	
Percent of Legislative Appropriation Spent as of June 30, 2025	77.2%	
Percent of Available Funds Spent as of June 30, 2025	70.9%	
Estimated Carry Over From Prior Years	\$54,100	
Projected Remaining Balance Including the Balance From Prior Years	\$414,911	\$64,911
Authorized non-lapsing Balance (TBD)	\$350,000	

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Tab 5

## PENDING CASES



264 days / 180 days / 211 days  
 47 days / 90 days / 48 days

## FY 26 to date

Total FY 24/FY 25/FY 26 complaints	183/197/ 15
Total Reconsideration Requests FY25 / FY26	28/ 5
Total DWW FY25/FY26	5 / 1
Total Public Actions FY25/FY26	0/ 0