

AGENDA

JUDICIAL CONDUCT COMMISSION MEETING

**Tuesday, 7 July 2026
11:00 a.m.**

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

NO.	ITEM	REPORTING	TAB
1	Welcome, Call to Order, Public Comment	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, 2 June 2026 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, Vice-Chair
Rep. Jordan Teuscher
Rep. Grant Miller
Sen. Brady Brammer
Sen. Jen Plumb (video)
Hon. Ryan Harris
Hon. Michael Edwards
Mr. Stephen Studdert (video)
Ms. Georgia Thompson
Ms. Linda Dunn

Excused:

Staff:

Alex Peterson
Aimee Thoman
Joe McGivern

Guests / Public: Brian
Dean, Brandon Checketts

1. **Welcome.** Chair called the meeting to order. Public comment allowed. None given. Executive Director introduced and welcomed two attending Legislative Auditors. Discussion was had regarding Legislative Auditors attendance during Closed portion of meeting. Commission discussed allowing attendance given Auditors non-participation and observation status only in support of an ongoing performance audit.

2. **Approval of Minutes.**

Motion: Ms. Thompson To approve the minutes of the public portion of the 7 April and 5 May 2026 meetings.

Second: Hon. Harris

Vote: Unanimous

3. **Director's Report.** Mr. Peterson reviewed the Director's Report, updating the Commission on AJDC / CJEⁱ (x3), JPECⁱⁱ (x0), CCJJⁱⁱⁱ (x1), UCCD^{iv} (x0), AOC^v (x0), and GRAMA^{vi}/Press (8) monthly requests. Director reported on implementation of various security enhancements to further protect confidentiality of investigations as well as a proposed letter to Judiciary. Director informed Commissioners on ongoing Legislative Audit and completion of Budget-Review with Finance Office.
4. **Budget.** Staff reported on the FY26 budget through April 30, 2026, with total expenditures of \$468,690. Prior year savings and legislative additions to budget resulted in a carry forward balance of \$350,000. The JCC spent 80.2% of appropriated funds through 83% of current FY.

5. **Statistical Report.**

Number of complaints filed to date in FY26

186

Number of cases pending before the Supreme Court	4
Number of cases under formal charges	0
Number of cases under full investigation	9
Number of cases under preliminary investigation	34
Total number of open files	45

Oldest Case 292 days

Average Case age 56 days

In FY26, one (1) Public Actions and three (3) Dismissal with Warnings have been issued. Thirty-three (33) 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 significantly 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.

Motion: Mr. Studdert 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; matters covered by attorney client privilege or specific security measures.

Second: Ms. Thompson

Vote: 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 7 July at the anchor location at 11:00 am. The Chair approved Commissioner electronic attendance.

8. Adjournment.

Motion: Ms. Hayman To adjourn.

Second: Not required

Vote: Unanimous

ⁱ Association of Judicial Disciplinary Counsel / Center for Judicial Ethics

ⁱⁱ Judicial Performance Evaluation Commission

ⁱⁱⁱ Commission on Criminal and Juvenile Justice

^{iv} Utah Council for Citizen Diplomacy

^v Administrative Office of the Courts

^{vi} Government Records Access and Management Act

Tab 3



Alex G. Peterson
Executive Director

State of Utah

JUDICIAL CONDUCT COMMISSION

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 26 June 2026

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 - 3, JPEC - 0, judicial nominations / CCJJ - 3, UCCD - 0, AOC / judicial retirements - 0 and GRAMA / Press - 4.
3. Director established JCC Commissioner specific emails with JCC domain for electronic communications allowing use of end-to-end encryption with expected completion date of 10 June 2026. Director revised updated draft JCC confidentiality policy for review and affirmation (attached). Director presented biannual report to Judicial Council (attached).
4. Director and staff are supporting ongoing Legislative Audit including "collaborator" access to G:drive. Director completed annual Entity registration, biennial Boards / Commission review, and Board / Commission website update.
5. Director worked with HR and Budget office to begin process for opening applications for Case Manager / Privacy Officer position.
6. Director completed draft of FY26 JCC Annual Report for review and approval (attached).

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

RULES, PRINCIPLES, AND POLICIES TO PROTECT CONFIDENTIALITY

Adopted July 7, 2026

1. Introduction

The Judicial Conduct Commission ("JCC") – including both staff and individual commissioners – remains firmly committed to the rules, principles, and policies of confidentiality of JCC investigations and hearings as embodied in the Utah Constitution Article VIII, § 13 and the Utah Code § 78A-11-112. Per the Utah Constitution, the Judicial Conduct Commission shall investigate and conduct confidential hearings regarding complaints against any justice or judge. Per Utah statute, the complaints, papers, testimony, or the record of the commission's confidential hearings may not be disclosed to anyone outside the JCC except in limited circumstances. The JCC acknowledges the historical basis, the constitutional and statutory basis, and the significant policy reasons supporting confidentiality. Confidentiality protects the complainants, the participants in the judicial system (court staff, attorneys, witnesses, adjacent parties, and litigants). Similarly, trust and confidence in the Utah judiciary is improved by resolution of accusations. The JCC recognizes the chilling effect that disclosure of confidential material would have across this spectrum, regardless of how it might occur. The JCC remains committed to reinforcing current JCC processes, protocols, and procedures to protect confidential records, and it will regularly examine other methods to further protect records.

2. JCC Staff and Office Confidentiality Measures

- a. JCC staff are prohibited from disclosing confidential information to anyone outside the JCC without the consent of the accused judge or an order from the Utah Supreme Court authorizing disclosure, excepted as permitted by statute.
- b. The fact that a complaint has been made, a statement has been given, and all papers and matters submitted to the JCC, together with the investigation and initial proceedings conducted pursuant to these rules, shall be confidential.
- c. The JCC shall maintain all paper copies of confidential materials either in secured locked rooms or in the personal possession of a JCC staff member or commissioner except as noted below. The JCC shall maintain all electronic copies of confidential materials in a password-protected, limited access shared drive or encrypted G:Drive.
- d. The JCC may distribute confidential materials to commissioners under the following guidelines.
 - i. Each commissioner will sign a written agreement acknowledging their commitment to comply with the terms of these Rules, Principles and

Policies, as set forth herein.

- ii. JCC staff may distribute paper copies of materials only to commissioners who have signed the written agreement referenced in Section 2.d.i.
- iii. JCC staff may share electronic copies of materials only with commissioners who signed the written agreement referenced in Section 2.d.i.

3. Commissioners and Staff Members Confidentiality Measures

- a. JCC commissioners and staff members are prohibited from disclosing confidential JCC information to anyone outside the JCC without the consent of the accused judge or an order from the Utah Supreme Court authorizing disclosure. The fact that a complaint has been made, a statement has been given, and all papers and matters submitted to the JCC, together with the investigation and all proceedings conducted pursuant to these rules, shall be confidential.
- b. Commissioners and staff members must maintain that strict confidentiality. Each commissioner and staff member shall instruct personal staff about the requirement of confidentiality.
- c. Commissioners and staff members will use only jcc.utah.gov email addresses for JCC-related business. Commissioners will not use personal email addresses, le.utah.gov email addresses, or other non-jcc.utah.gov email addresses for any JCC-related business. Commissioners will never attach confidential JCC documents to any email – even one sent to other JCC commissioners or staff – that is sent using a non-jcc.utah.gov email address.
- d. Commissioners and staff members will not copy, screenshot, forward, share, or otherwise disclose JCC confidential materials with anyone outside the JCC. They may discuss such materials with other commissioners or JCC staff members. Commissioners and staff members shall ensure that all confidential JCC materials (whether hard copy or electronic) in their possession are secured. They will return all paper materials to the JCC staff members at the conclusion of JCC meetings, proceedings, or hearings for disposal. Commissioners who attend meetings remotely shall ensure that all confidential materials in their possession are returned to JCC staff within a reasonable time for disposal. Commissioners and staff members will use the established end-to-end encryption email process for receipt of electronic materials.

As a Commissioner of the Judicial Conduct Commission, I acknowledge that I have received and read the JCC "**RULES, PRINCIPLES, AND POLICIES TO PROTECT CONFIDENTIALITY**" and have been given the opportunity to ask questions that I may have concerning any of the policies and procedures contained therein. I agree that as a condition of my service as a Commissioner, I will abide by these JCC Rules, Principles and Policies and not violate any of the provisions. I understand that each Commissioner is responsible for knowing and adhering to the JCC Rules, Principles, and Policies to Protect Confidentiality.

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Alex G. Peterson
Executive Director

State of Utah

JUDICIAL CONDUCT COMMISSION

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

TO

Judicial Council

FROM

Alex G. Peterson, Executive Director

DATE

June 12, 2026

RE

Biannual JCC Update

MESSAGE

1. JCC Membership update
 - a. New Members: None.
 - b. Missing Members: None.
 - c. Current Members (11): Ms. Cheylynn Hayman, Chair, Ms. Michelle Ballantyne, Judge Ryan Harris, Judge Michael Edwards, Rep. Grant Miller, Rep. Jordan Teuscher, Sen. Brady Brammer, Sen. Jen Plumb, Mr. Stephen Studdert, Ms. Georgia Thompson and Ms. Linda Dunn.
 - d. Next scheduled Supreme Court appointments are in 2027 (for attorney member).
2. JCC Caseload update
 - a. In **FY26 - 210** (FY 25 - 191, FY24 - 183, FY23 - 156, FY22 - 85, FY 21 - 80, FY20 - 51, FY19 - 64, FY18 - 58).
 - b. In **FY26, 3 public dispositions / 3 Dismissals with Warning** (FY25, 0/5, FY24, 3/2; FY23, 0/0; FY22, 0/1; FY21 0/0; FY 20 1/1; FY19 2/6, FY18 0/0). 1 with Supreme Court.
3. Misc. Activities of JCC (over the last twelve months)
 - a. JCC meets monthly at anchor location.
 - b. Intersection between JCC cases and OPC.
 - c. Response to judicial inquiry regarding confidentiality.
 - d. Implementation of confidentiality and reform measures.
 - i. End-to-end encrypted "JCC" domain emails (non-downloadable, non-forwardable, non-printable, managed access)
 - ii. Protected G:drive (time-out links, non-sharable, watermarked, view-only, revocation policies)
 - iii. Updated Confidentiality policy with annual certification and training (others forthcoming)
 - iv. Hiring Case Manager / Privacy Officer
 - v. Examining possible Rule and Statutory changes



UTAH JUDICIAL CONDUCT COMMISSION ANNUAL REPORT FY 2026

1385 S. State St., Suite 401
Salt Lake City, Utah 84115
Telephone: (801) 468-0021
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 FY26 Complaints

Of the **218** FY26 complaints received, **XXX** were resolved and **27** are pending. **1** FY25 complaints are pending.

Complaints Received in FY 26			
Judge Type	Number of Judges	Number of Complaints Received	Number of Judges Named in Complaints*
Appellate Courts	12	3	7
District	78	156	79
Juvenile	33	12	10
Justice Court	65	43	27
Pro Tempore	50	6	6
Active Senior	35	1	1
Total	273	218	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

On 23 April 2026, the Supreme Court issued an Order of Reprimand against Judge Jed Labrum for violations of Rules 1.2, 2.1, and 2.12(B) for improperly delegating judicial duties to court staff. Specifically, on multiple occasions Judge Labrum engaged in personal activities that prevented him from being able to fulfill his duties as the on-call judge. As a result, he tasked court staff to complete judicial work on his behalf. This required him to give court staff inappropriate access to court computer systems, required court staff to work during off hours, and resulted in court staff acting on documents that should only be done by a judge. Judge Labrum engaged in conduct prejudicial to the administration of justice which brings a judicial office into disrepute. He accepted responsibility for his actions and expressed remorse for any harm his actions may have caused.

On 10 June 2026, the Supreme Court issued an Order of Censure against Judge William Kendall. He engaged in conduct prejudicial to the administration of justice which brings a judicial office into disrepute. Judge Kendall accepted responsibility for his actions, expressed remorse for any harm his actions may have caused and agreed to never seek judicial office again.

On 10 June 2026, the Supreme Court issued an Order of Censure against Judge Kevin Christensen for violations of Rules 1.1, 1.2, and 3.1(C) after he pled guilty to three (3) separate third degree felonies (one count of enticing a minor using the internet and two counts of dealing in materials harmful to a minor). He engaged in conduct prejudicial to the administration of justice which brings a judicial office into disrepute. He resigned prior to removal and agreed to never seek any judicial office again.

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

On 1 July 2025, the Judicial Conduct Commission dismissed a complaint against a district court judge for violation of Rules 1.2, 2.3(A), 2.4(A), 2.8(B), 2.10(A), 2.11(A)(1). The judge made a statement during a court hearing. The statement made by the judge undermined the judge's impartiality, could reasonably be perceived as bias, was discourteous, and was evidence that the judge felt pressured. Also, if there was perceived bias, the judge should have disqualified themselves earlier in the proceedings. Also, in their disqualification order, the judge wrote explanatory comments. Utah Judicial Ethics Advisory Opinion 04-01 states that "judges should generally avoid commenting when granting a motion for disqualification. Comments in such an order serve no purpose in litigation." The judge accepted responsibility and explained that the misconduct was not intentional. The Commission found the behavior and misconduct were troubling but relatively minor for which no public sanction was warranted.

On 5 August 2025, the Judicial Conduct Commission dismissed various complaints against a district court judge for violation of Rule 1.2. During a sentencing colloquy ("explanation"), the judge made certain statements describing a defendant that undermined the confidence and impartiality of the judiciary giving an appearance of impropriety. The judge accepted responsibility and was apologetic. The Commission found the behavior and misconduct were troubling but relatively minor for which no public sanction was warranted.

Sanctions and Other Resolutions

Dismissals with Warnings continued...

On December 2, 2025, the Judicial Conduct Commission dismissed a complaint against a justice court judge for violation of Rules 1.1, 1.3, 2.1, 2.8(B), and 2.12(B) of the Code of Judicial Conduct. The judge told a story to court staff which was sexual in nature and served no benefit to the operation of the court. The judge communicated with court staff in a disrespectful manner, including raising their voice or delivering instructions in a derogatory tone. The judge denied a court employee's request for medical leave unless the employee provided details on the reason for the appointment. The

Dismissals with Warnings continued...

judge also pressured a court employee to work at the judge's private law practice during a normal business day for the court. The work exposed the employee to privileged attorney-client information that included information on individuals personally known to the employee. The judge accepted responsibility and was apologetic. They have completed remediation training to further prevent repeating the misconduct described above. 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 on the first Tuesday of each month at the offices of the JCC. The JCC met eleven (11) times during FY26.

Administrative Rules

The JCC's administrative rules are available on-line at www.rules.utah.gov.

FY26 JCC Commissioners

Mark Raymond, Public Member (term ended)
Linda Dunn, Public Member (new)
Georgia Beth Thompson, Public Member
Stephen Studdert, Public Member
Cheylynn Hayman, Attorney Member
Michele Ballantyne, Attorney Member
Rep. Grant Miller
Rep. Jordan Teuscher
Sen. Jen Plumb
Sen. Brady Brammer
Hon. Ryan Harris
Hon. Michael Edwards

JCC Statute

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

Website

The JCC's website, 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.

Budget

Most of the JCC's budget is appropriated annually by the Legislature. For FY26, the legislative appropriation was \$ 584200. The JCC had non-lapsing savings from FY25 in the amount of \$350,000. In FY26, the JCC had total available funds of \$934,200. The JCC expenses for FY25 were \$XXXXXX; leaving a balance of \$XXXXXX. The JCC will reserve \$350,000 in non-lapsing savings for FY27. The JCC will lapse \$45,000 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
Executive Director reviews each “complaint” to determine whether it is a complaint within the JCC’s jurisdiction. Staff returns non-JCC complaints (i.e., complaints against bar members or court employees) to complainant with appropriate instructions. For JCC complaints, staff prepares electronic and hard-copy files, sends acknowledgment letter to complainant, and returns hard-copy file to Executive Director. Executive Director assigns investigator. <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>	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. Executive Director reviews preliminary investigation report and recommendation, and may revise either. Staff distributes preliminary investigation report and recommendation, along with pertinent materials, to JCC members. JCC meets, reviews and discusses preliminary investigation report and votes to dismiss, to have staff conduct additional preliminary investigation, or to proceed to full investigation as to some or all allegations.	Staff provides judge with copy of complaint and other pertinent materials and asks judge to respond in writing to identified allegations. 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. Staff distributes judge’s response and any supplemental investigation report and recommendation, along with pertinent materials, to JCC members. JCC meets, reviews and discusses judge’s response and any supplemental investigation report and recommendation, and votes to dismiss, to have staff conduct additional investigation, or to proceed to formal proceedings as to some or all allegations.	Staff prepares formal complaint and serves same upon judge via certified mail. Judge may file written response. Matter may be resolved by dismissal, stipulated resolution or confidential hearing. A stipulated resolution may recommend: Reprimand Censure Suspension Removal from Office Involuntary Retirement After a confidential hearing, the JCC may dismiss the matter or may recommend: Reprimand Censure Suspension Removal from Office Involuntary Retirement	Staff files JCC’s findings of fact, recommendation and other statutorily required materials with Supreme Court. JCC’s recommendation becomes public upon filing. All other materials become public only upon Supreme Court order. Supreme Court reviews JCC’s proceedings as to both law and fact, and implements, modifies or rejects JCC’s recommendation. <i>Note: JCC dismissals are not reviewed by the Supreme Court.</i>

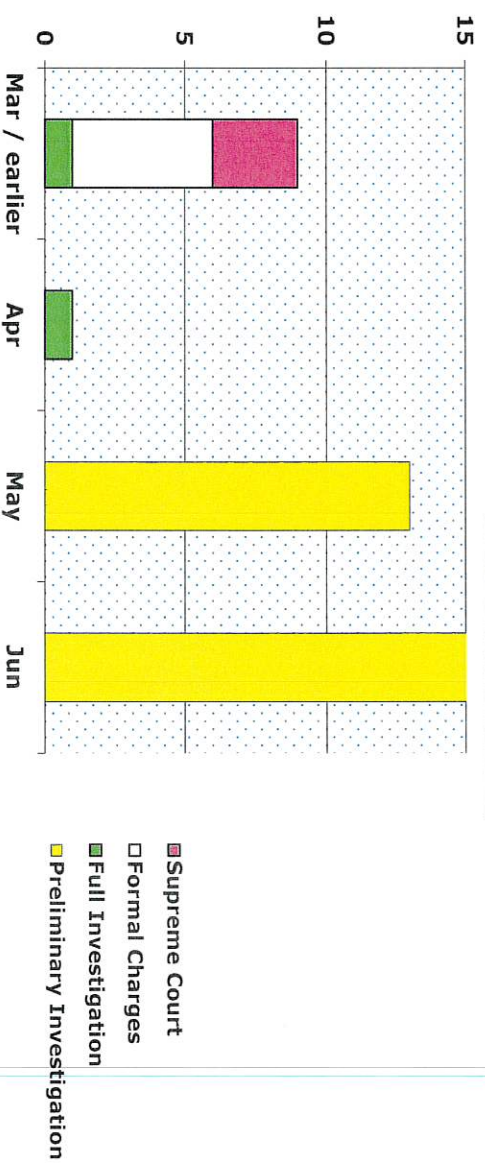
Tab 4

FY 2026 Budget Report - Through May 31, 2026

Description	Amount	Balance
FY 2026 Legislative Appropriation	\$584,200	\$584,200
Estimated FY 2025 Savings Carried into FY 2026	\$350,000	\$934,200
FY 2026 Expenditures through May 31, 2026	\$468,690	525,017
Percent of Current Fiscal Year Passed as of May 31, 2026	92.0%	
Percent of Legislative Appropriation Spent as of May 31, 2026	80.2%	
Percent of Available Funds Spent as of May 31, 2026	50.2%	
Estimated Carry Over From Prior Years	\$350,000	
Projected Remaining Balance Excluding the Balance From Prior Years	\$395,000	
Authorized non-lapsing Balance	\$350,000	

Tab 5

PENDING CASES



	Mar / earlier	Apr	May	Jun	Total
Preliminary Investigation	0	0	13	22	35
Full Investigation	1	1	0	2	4
Formal Charges	5	0	0	0	5
Supreme Court	3	0	0	0	3
Total	9	1	13	24	47 In Process

New Complaints Received Since 6/2/2026 18
 Net Increase/Decrease Since 6/2/2026 2

Oldest Case / Goal / Previous 98 days / 180 days / 292 days
 Ave. Case age / Goal / Previous 32 days / 90 days / 56 days
 Supreme Court & Formal Charges cases excluded

FY 26 to date
 Total FY 24/FY 25/FY 26 complaints 183/197/ 218
 Total Reconsideration Requests FY25 / FY26 28 / 36
 Total DWW FY25/FY26 5 / 3
 Total Public Actions FY25/FY26 3 / 3