## SECOND REGULAR SESSION

## SENATE BILL NO. 757

## 94TH GENERAL ASSEMBLY

INTRODUCED BY SENATOR ENGLER.

Pre-filed December 1, 2007, and ordered printed.

3316S.02I

TERRY L. SPIELER, Secretary.

## AN ACT

To repeal sections 105.955, 105.957, 478.010 and 478.320, RSMo, and to enact in lieu thereof five new sections relating to nonpartisan judicial elections, with an effective date for certain sections and penalty provisions.

Be it enacted by the General Assembly of the State of Missouri, as follows:

Section A. Sections 105.955, 105.957, 478.010 and 478.320, RSMo, are

- 2 repealed and five new sections enacted in lieu thereof, to be known as sections
- 3 105.955, 105.957, 478.010, 478.011, and 478.320, to read as follows:

105.955. 1. A bipartisan "Missouri Ethics Commission", composed of six

- 2 members, is hereby established. The commission shall be assigned to the office
- 3 of administration with supervision by the office of administration only for
- 4 budgeting and reporting as provided by subdivisions (4) and (5) of subsection 6
- 5 of section 1 of the Reorganization Act of 1974. Supervision by the office of
- 6 administration shall not extend to matters relating to policies, regulative
- 7 functions or appeals from decisions of the commission, and the commissioner of
- 8 administration, any employee of the office of administration, or the governor,
- 9 either directly or indirectly, shall not participate or interfere with the activities
- 10 of the commission in any manner not specifically provided by law and shall not
- 11 in any manner interfere with the budget request of or withhold any moneys
- 12 appropriated to the commission by the general assembly. All members of the
- 13 commission shall be appointed by the governor with the advice and consent of the
- 14 senate from lists submitted pursuant to this section. Each congressional district
- 15 committee of the political parties having the two highest number of votes cast for
- 16 their candidate for governor at the last gubernatorial election shall submit two
- 17 names of eligible nominees for membership on the commission to the governor,

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18 and the governor shall select six members from such nominees to serve on the 19 commission.

- 2. Within thirty days of submission of the person's name to the governor as provided in subsection 1 of this section, and in order to be an eligible nominee for appointment to the commission, a person shall file a financial interest statement in the manner provided by section 105.485 and shall provide the governor, the president pro tempore of the senate, and the commission with a list of all political contributions and the name of the candidate or committee, political party, or continuing committee, as defined in chapter 130, RSMo, to which those contributions were made within the four-year period prior to such appointment, made by the nominee, the nominee's spouse, or any business entity in which the nominee has a substantial interest. The information shall be maintained by the commission and available for public inspection during the period of time during which the appointee is a member of the commission. In order to be an eligible nominee for membership on the commission, a person shall be a citizen and a resident of the state and shall have been a registered voter in the state for a period of at least five years preceding the person's appointment.
- 3. The term of each member shall be for four years, except that of the 35 members first appointed, the governor shall select three members from 36 37 even-numbered congressional districts and three members from odd-numbered 38 districts. Not more than three members of the commission shall be members of the same political party, nor shall more than one member be from any one United 39 40 States congressional district. Not more than two members appointed from the 41 even-numbered congressional districts shall be members of the same political party, and no more than two members from the odd-numbered congressional 42 districts shall be members of the same political party. Of the members first 43 appointed, the terms of the members appointed from the odd-numbered 44 congressional districts shall expire on March 15, 1994, and the terms of the 45 members appointed from the even-numbered congressional districts shall expire 46 47 on March 15, 1996. Thereafter all successor members of the commission shall be appointed for four-year terms. Terms of successor members of the commission 48 49 shall expire on March fifteenth of the fourth year of their term. No member of 50 the commission shall serve on the commission after the expiration of the member's term. No person shall be appointed to more than one full four-year 51 52term on the commission.
  - 4. Vacancies or expired terms on the commission shall be filled in the

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same manner as the original appointment was made, except as provided in this subsection. Within thirty days of the vacancy or ninety days before the expiration of the term, the names of two eligible nominees for membership on the commission shall be submitted to the governor by the congressional district committees of the political party or parties of the vacating member or members, from the even- or odd-numbered congressional districts, based on the residence of the vacating member or members, other than from the congressional district committees from districts then represented on the commission and from the same congressional district party committee or committees which originally appointed the member or members whose positions are vacated. Appointments to fill vacancies or expired terms shall be made within forty-five days after the deadline for submission of names by the congressional district committees, and shall be subject to the same qualifications for appointment and eligibility as is provided in subsections 2 and 3 of this section. Appointments to fill vacancies for unexpired terms shall be for the remainder of the unexpired term of the member whom the appointee succeeds, and such appointees shall be eligible for appointment to one full four-year term. If the congressional district committee does not submit the required two nominees within the thirty days or if the congressional district committee does not submit the two nominees within an additional thirty days after receiving notice from the governor to submit the nominees, then the governor may appoint a person or persons who shall be subject to the same qualifications for appointment and eligibility as provided in subsections 2 and 3 of this section.

- 5. The governor, with the advice and consent of the senate, may remove any member only for substantial neglect of duty, inability to discharge the powers and duties of office, gross misconduct or conviction of a felony or a crime involving moral turpitude. Members of the commission also may be removed from office by concurrent resolution of the general assembly signed by the governor. If such resolution receives the vote of two-thirds or more of the membership of both houses of the general assembly, the signature of the governor shall not be necessary to effect removal. The office of any member of the commission who moves from the congressional district from which the member was appointed shall be deemed vacated upon such change of residence.
- 6. The commission shall elect biennially one of its members as the chairman. The chairman may not succeed himself or herself after two years. No member of the commission shall succeed as chairman any member of the same

- 90 political party as himself or herself. At least four members are necessary to
- 91 constitute a quorum, and at least four affirmative votes shall be required for any
- 92 action or recommendation of the commission.
- 7. No member or employee of the commission, during the person's term of service, shall hold or be a candidate for any other public office.
- 8. In the event that a retired judge is appointed as a member of the commission, the judge shall not serve as a special investigator while serving as a member of the commission.
- 98 9. No member of the commission shall, during the member's term of 99 service or within one year thereafter:
- 100 (1) Be employed by the state or any political subdivision of the state;
- 101 (2) Be employed as a lobbyist;

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- 102 (3) Serve on any other governmental board or commission;
- 103 (4) Be an officer of any political party or political organization;
- 104 (5) Permit the person's name to be used, or make contributions, in support 105 of or in opposition to any candidate or proposition;
- 106 (6) Participate in any way in any election campaign; except that a member 107 or employee of the commission shall retain the right to register and vote in any 108 election, to express the person's opinion privately on political subjects or 109 candidates, to participate in the activities of a civic, community, social, labor or 110 professional organization and to be a member of a political party.
  - 10. Each member of the commission shall receive, as full compensation for the member's services, the sum of one hundred dollars per day for each full day actually spent on work of the commission, and the member's actual and necessary expenses incurred in the performance of the member's official duties.
  - 11. The commission shall appoint an executive director who shall serve subject to the supervision of and at the pleasure of the commission, but in no event for more than six years. The executive director shall be responsible for the administrative operations of the commission and perform such other duties as may be delegated or assigned to the director by law or by rule of the commission. The executive director shall employ staff and retain such contract services as the director deems necessary, within the limits authorized by appropriations by the general assembly.
- 123 12. Beginning on January 1, 1993, all lobbyist registration and 124 expenditure reports filed pursuant to section 105.473, financial interest 125 statements filed pursuant to subdivision (1) of section 105.489, and campaign

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finance disclosure reports filed other than with election authorities or local election authorities as provided by section 130.026, RSMo, shall be filed with the commission.

- 13. Within sixty days of the initial meeting of the first commission appointed, the commission shall obtain from the clerk of the supreme court or the state courts administrator a list of retired appellate and circuit court judges who did not leave the judiciary as a result of being defeated in an election. The executive director shall determine those judges who indicate their desire to serve as special investigators and to investigate any and all complaints referred to them by the commission. The executive director shall maintain an updated list of those judges qualified and available for appointment to serve as special investigators. Such list shall be updated at least annually. The commission shall refer complaints to such special investigators on that list on a rotating schedule which ensures a random assignment of each special investigator. Each special investigator shall receive only one unrelated investigation at a time and shall not be assigned to a second or subsequent investigation until all other eligible investigators on the list have been assigned to an investigation. In the event that no special investigator is qualified or available to conduct a particular investigation, the commission may appoint a special investigator to conduct such particular investigation.
- 14. The commission shall have the following duties and responsibilities relevant to the impartial and effective enforcement of sections 105.450 to 105.496 and chapter 130, RSMo, as provided in sections 105.955 to 105.963, and section 478.011, RSMo:
- (1) Receive and review complaints regarding alleged violation of sections 105.450 to 105.496 [and], chapter 130, RSMo, and section 478.011, RSMo, conduct initial reviews and investigations regarding such complaints as provided herein; refer complaints to appropriate prosecuting authorities and appropriate disciplinary authorities along with recommendations for sanctions; and initiate judicial proceedings as allowed by sections 105.955 to 105.963;
- (2) Review and audit any reports and statements required by the campaign finance disclosure laws contained in chapter 130, RSMo, and financial interest disclosure laws or lobbyist registration and reporting laws as provided by sections 105.470 to 105.492, for timeliness, accuracy and completeness of content as provided in sections 105.955 to 105.963;
  - (3) Develop appropriate systems to file and maintain an index of all such

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reports and statements to facilitate public access to such information, except as 162163 may be limited by confidentiality requirements otherwise provided by law, including cross-checking of information contained in such statements and 164 165reports. The commission may enter into contracts with the appropriate filing officers to effectuate such system. Such filing officers shall cooperate as 166167 necessary with the commission as reasonable and necessary to effectuate such 168 purposes;

- 169 (4) Provide information and assistance to lobbyists, elected and appointed 170 officials, and employees of the state and political subdivisions in carrying out the provisions of sections 105.450 to 105.496 [and], chapter 130, RSMo, and section 171172 478.011, RSMo;
- (5) Make recommendations to the governor and general assembly or any state agency on the need for further legislation with respect to the ethical conduct of public officials and employees and to advise state and local government in the development of local government codes of ethics and methods of disclosing 176 conflicts of interest as the commission may deem appropriate to promote high ethical standards among all elected and appointed officials or employees of the state or any political subdivision thereof and lobbyists;
  - (6) Render advisory opinions as provided by this section;
- 181 (7) Promulgate rules relating to the provisions of sections 105.955 to 182 105.963 [and], chapter 130, RSMo, and section 478.011, RSMo. All rules and 183 regulations issued by the commission shall be prospective only in operation;
- 184 (8) Request and receive from the officials and entities identified in 185 subdivision (6) of section 105.450 designations of decision-making public servants.
- 15. In connection with such powers provided by sections 105.955 to 186 105.963 [and], chapter 130, RSMo, and section 478.011, RSMo, the commission 187 188 may:
- and 189 (1) Subpoena witnesses compel their attendance 190 testimony. Subpoenas shall be served and enforced in the same manner provided 191 by section 536.077, RSMo;
- 192 (2) Administer oaths and affirmations;
- 193 (3) Take evidence and require by subpoena duces tecum the production of 194 books, papers, and other records relating to any matter being investigated or to 195 the performance of the commission's duties or exercise of its powers. Subpoenas duces tecum shall be served and enforced in the same manner provided by section 196 536.077, RSMo; 197

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(4) Employ such personnel, including legal counsel, and contract for services including legal counsel, within the limits of its appropriation, as it deems necessary provided such legal counsel, either employed or contracted, represents the Missouri ethics commission before any state agency or before the courts at the request of the Missouri ethics commission. Nothing in this section shall limit the authority of the Missouri ethics commission as provided for in subsection 2 of section 105.961; and

(5) Obtain information from any department, division or agency of the state or any political subdivision reasonably calculated to lead to the discovery of evidence which will reasonably assist the commission in carrying out the duties prescribed in sections 105.955 to 105.963 [and], chapter 130, RSMo, and section 478.011, RSMo.

16. (1) Upon written request for an advisory opinion received by the commission, and if the commission determines that the person requesting the opinion would be directly affected by the application of law to the facts presented by the requesting person, the commission shall issue a written opinion advising the person who made the request, in response to the person's particular request, regarding any issue that the commission can receive a complaint on pursuant to section 105.957. The commission may decline to issue a written opinion by a vote of four members and shall provide to the requesting person the reason for the refusal in writing. The commission shall give an approximate time frame as to when the written opinion shall be issued. Such advisory opinions shall be issued no later than ninety days from the date of receipt by the commission. Such requests and advisory opinions, deleting the name and identity of the requesting person, shall be compiled and published by the commission on at least an annual basis. Advisory opinions issued by the commission shall be maintained and made available for public inspection and copying at the office of the commission during normal business hours. Any advisory opinion or portion of an advisory opinion rendered pursuant to this subsection shall be withdrawn by the commission if, after hearing thereon, the joint committee on administrative rules finds that such advisory opinion is beyond or contrary to the statutory authority of the commission or is inconsistent with the legislative intent of any law enacted by the general assembly, and after the general assembly, by concurrent resolution, votes to adopt the findings and conclusions of the joint committee on administrative rules. Any such concurrent resolution adopted by the general assembly shall be published at length by the commission in its publication of advisory opinions of

the commission next following the adoption of such resolution, and a copy of such concurrent resolution shall be maintained by the commission, along with the withdrawn advisory opinion, in its public file of advisory opinions. The commission shall also send a copy of such resolution to the person who originally requested the withdrawn advisory opinion. Any advisory opinion issued by the ethics commission shall act as legal direction to any person requesting such opinion and no person shall be liable for relying on the opinion and it shall act as a defense of justification against prosecution. An advisory opinion of the commission shall not be withdrawn unless:

- (a) The authorizing statute is declared unconstitutional;
- (b) The opinion goes beyond the power authorized by statute; or
- (c) The authorizing statute is changed to invalidate the opinion.
- (2) Upon request, the attorney general shall give the attorney general's opinion, without fee, to the commission, any elected official of the state or any political subdivision, any member of the general assembly, or any director of any department, division or agency of the state, upon any question of law regarding the effect or application of sections 105.450 to 105.496, [or] chapter 130, RSMo, or section 478.011, RSMo. Such opinion need be in writing only upon request of such official, member or director, and in any event shall be rendered within sixty days following the date that such request is delivered to the attorney general.
- 17. The state auditor and the state auditor's duly authorized employees who have taken the oath of confidentiality required by section 29.070, RSMo, may audit the commission and in connection therewith may inspect materials relating to the functions of the commission. Such audit shall include a determination of whether appropriations were spent within the intent of the general assembly, but shall not extend to review of any file or document pertaining to any particular investigation, audit or review by the commission, an investigator or any staff or person employed by the commission or under the supervision of the commission or an investigator. The state auditor and any employee of the state auditor shall not disclose the identity of any person who is or was the subject of an investigation by the commission and whose identity is not public information as provided by law.
- 18. From time to time but no more frequently than annually the commission may request the officials and entities described in subdivision (6) of section 105.450 to identify for the commission in writing those persons associated

270 with such office or entity which such office or entity has designated as a

- 271 decision-making public servant. Each office or entity delineated in subdivision
- 272 (6) of section 105.450 receiving such a request shall identify those so designated
- 273 within thirty days of the commission's request.
  - 105.957. 1. The commission shall receive any complaints alleging violation of the provisions of:
  - 3 (1) The requirements imposed on lobbyists by sections 105.470 to 105.478;
  - 4 (2) The financial interest disclosure requirements contained in sections 5 105.483 to 105.492;
  - 6 (3) The campaign finance disclosure requirements contained in chapter 7 130, RSMo;
- 8 (4) Any code of conduct promulgated by any department, division or 9 agency of state government, or by state institutions of higher education, or by 10 executive order;
- 11 (5) The conflict of interest laws contained in sections 105.450 to 105.468 12 and section 171.181, RSMo; [and]
- 13 (6) The prohibition against partisan activities for judicial 14 candidates as contained in section 478.011, RSMo; and
- 15 (7) The provisions of the constitution or state statute or order, ordinance 16 or resolution of any political subdivision relating to the official conduct of officials 17 or employees of the state and political subdivisions.
- 18 2. Complaints filed with the commission shall be in writing and filed only by a natural person. The complaint shall contain all facts known by the 19 complainant that have given rise to the complaint and the complaint shall be 20sworn to, under penalty of perjury, by the complainant. No complaint shall be 21investigated unless the complaint alleges facts which, if true, fall within the 22jurisdiction of the commission. Within five days after receipt of a complaint by 23 the commission, a copy of the complaint, including the name of the complainant, 24shall be delivered to the alleged violator. 25
- 3. No complaint shall be investigated which concerns alleged criminal conduct which allegedly occurred previous to the period of time allowed by law for criminal prosecution for such conduct. The commission may refuse to investigate any conduct which is the subject of civil or criminal litigation. The commission, its executive director or an investigator shall not investigate any complaint concerning conduct which is not criminal in nature which occurred more than two years prior to the date of the complaint. A complaint alleging misconduct on the

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part of a candidate for public office, other than those alleging failure to file the appropriate financial interest statements or campaign finance disclosure reports, shall not be accepted by the commission within sixty days prior to the primary election at which such candidate is running for office, and until after the general election.

- 4. If the commission finds that any complaint is frivolous in nature or finds no probable cause to believe that there has been a violation, the commission shall dismiss the case. For purposes of this subsection, "frivolous" shall mean a complaint clearly lacking any basis in fact or law. Any person who submits a frivolous complaint shall be liable for actual and compensatory damages to the alleged violator for holding the alleged violator before the public in a false light. If the commission finds that a complaint is frivolous or that there is not probable cause to believe there has been a violation, the commission shall issue a public report to the complainant and the alleged violator stating with particularity its reasons for dismissal of the complaint. Upon such issuance, the complaint and all materials relating to the complaint shall be a public record as defined in chapter 610, RSMo.
- 5. Complaints which allege violations as described in this section which are filed with the commission shall be handled as provided by section 105.961.

478.010. 1. Except as provided in section 25 of article V of the Constitution of Missouri, the circuit judges of the various judicial circuits shall be elected at the general elections as herein provided and at the general election every six years thereafter, and shall enter upon the duties of their office on the first day in January next following their election; provided, however, that any terms commencing in 1981 and 1983 shall commence on the first Monday in January.

- 8 2. The circuit judge of judicial circuit number one shall be elected in 1980.
- 9 3. The circuit judge of judicial circuit number thirty-six shall be elected 10 in 1984.
- 4. The circuit judges of the remaining judicial circuits, except those covered by sections 478.370 through 478.715, shall be elected in 1982.
- 5. Except in circuits where circuit judges are selected under the provisions of sections 25(a) to (g) of article V of the Constitution of Missouri, beginning January 1, 2010, the circuit judges of the various judicial circuits shall be elected at the primary election date, as provided in section 115.121, RSMo, in the manner described in section

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478.011. 1. All circuit, associate, and appellate judgeships in the state of Missouri are hereby declared to be nonpartisan offices, and no judge shall be identified by political party, including circuit judges elected pursuant to subsection 1 of section 478.010, associate circuit judges elected pursuant to subsection 3 of section 478.320, and all judges appointed as provided in article V, sections 25(a) to (g) of the Constitution of Missouri.

- 8 2. (1) All circuit and associate circuit judges who stand for election pursuant to subsection 1 of section 478.010 and subsection 3 of section 478.320 shall be elected without party designation, but shall be 10 designated as nonpartisan judicial candidates. 11
  - (2) The elections for judicial offices shall be held on the primary election date, as provided in section 115.121, RSMo, and the names of judicial candidates shall be included on all ballots in said election, including each political party's primary ballots, but the judicial candidates shall be designated as "nonpartisan".
- 17 (3) No voter shall be required to vote in a political party's 18 primary in order to vote for a judicial candidate.
- 19 (4) (a) No person shall be elected to a judicial office without receiving a majority of the votes cast for that office.
  - (b) In any judicial election in which no person receives a majority of the votes cast, the two candidates receiving the highest and next highest number of votes shall be certified to a runoff election, which shall be held on the next general election date, as provided in section 115.121, RSMo.
- (c) In any judicial runoff election, the names of the candidates 26 27shall be placed on the same ballots as used for other candidates in the general election, but each judicial candidate shall be designated as 28 29 "nonpartisan".
- 30 (d) The filing period for judicial candidates shall begin at 8:00 a.m. on the last Tuesday in February, and shall end at 5:00 p.m. on the 31 last Tuesday in March. 32
  - 3. (1) Candidates for judicial office shall be nonpartisan and shall not be affiliated, either directly or indirectly, with any political party, and shall refrain from any and all partisan political activity.
    - (2) The prohibition on partisan activity by a judicial candidate

shall include but not be limited to the activities enumerated in this 37

- 38 subdivision. A judicial candidate shall not:
- 39 (a) Participate in any partisan political activities, except that such candidate may vote in the political primary of the party of his or 40
- her choice; 41

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- 42 (b) Campaign as a member of any political party;
- 43 (c) Publicly represent or advertise himself or herself as a member of a political party; 44
- 45 (d) Endorse any other candidate;
- (e) Publicly state or advertise that the judicial candidate has 46 47 been endorsed by any other candidates or officials;
- 48 (f) Make political speeches other than those on the candidate's own behalf; 49
- 50 (g) Accept contributions from any political party or other 51candidates or their campaign organizations;
- 52 (h) Solicit contributions for any political party or other candidate: 53
- 54 (i) Accept or retain a place on any political party committee or organization; 55
  - (j) Make any contribution to any political party or candidate;
- (k) Agree to pay the cost of any or part of any advertisement or political activity with any other candidate, or take any action which 58 would communicate the existence of a relationship with any other 60 candidate or political party.
- (3) A candidate for judicial office who violates any of the 61 provisions of this section shall be subject to sanction as determined by 6263 the Missouri ethics commission.
- 64 4. The provisions of this section shall become effective on January 1, 2010. 65

478.320. 1. In counties having a population of thirty thousand or less,

- there shall be one associate circuit judge. In counties having a population of
- more than thirty thousand and less than one hundred thousand, there shall be
- two associate circuit judges. In counties having a population of one hundred
- thousand or more, there shall be three associate circuit judges and one additional
- 6 associate circuit judge for each additional one hundred thousand inhabitants.
- 7 2. For purposes of this section, notwithstanding the provisions of section
- 1.100, RSMo, population of a county shall be determined on the basis of the last

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9 previous decennial census of the United States; and, beginning after certification 10 of the year 2000 decennial census, on the basis of annual population estimates 11 prepared by the United States Bureau of the Census, provided that the number 12 of associate circuit judge positions in a county shall be adjusted only after 13 population estimates for three consecutive years indicate population change in 14 the county to a level provided by subsection 1 of this section.

- 3. Except in circuits where associate circuit judges are selected under the provisions of sections 25(a) to (g) of article V of the Constitution[, the election] of Missouri, beginning January 1, 2010, associate circuit judges shall [in all respects be conducted as other elections and the returns made as for other officers] be elected at the primary election date, as provided in section 115.1221, RSMo, in the manner described in section 478.011.
- 4. In counties not subject to sections 25(a) to (g) of article V of the constitution, associate circuit judges shall be elected by the county at large.
- 5. No associate circuit judge shall practice law, or do a law business, nor shall he accept, during his term of office, any public appointment for which he receives compensation for his services.
- 6. No person shall be elected as an associate circuit judge unless he has resided in the county for which he is to be elected at least one year prior to the date of his election; provided that, a person who is appointed by the governor to fill a vacancy may file for election and be elected notwithstanding the provisions of this subsection.

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