**COMPLIANCE EXAMINATION For the Two Years Ended June 30, 2004** 

# STATE OF ILLINOIS JUDICIAL INQUIRY BOARD COMPLIANCE EXAMINATION

For the Two Years Ended June 30, 2004

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# **AGENCY OFFICIALS**

# JUDICIAL INQUIRY BOARD

Executive Director and General Counsel Kathy D. Twine, Esq.

Chairman of the Board William A. Sunderman

Vice Chairman of the Board (5/9/03 to present)

Lindsay A. Parkhurst, Esq.

Vice Chairman of the Board (12/1/01 to 3/28/03)

Judge Lester D. Foreman

Administrative Assistant Mickey McGuire

Board offices are located at:

James R. Thompson Center 100 West Randolph Street Suite 14-500 Chicago, IL 60601 William A. Sunderman, Esq. Chairman
Lindsay Parkhurst, Esq. Vice Chair
Hon. Frederick J. Kapala
John E. Kreisler
Jill W. Landsberg, Esq.
Myrna H. Mazur
Hon. Michael J. Murphy
Michael Pittman



# STATE OF ILLINOIS JUDICIAL INQUIRY BOARD

Kathy D. Twine, Esq. Executive Director General Counsel

100 West Randolph Street Suite 14-500 Chicago, Illinois 60601-3233 312/814-5554 800/227-9429 TDD 312/814-1881 FAX 312/814-5719

September 16, 2004

Honorable William G. Holland Auditor General State of Illinois Iles Park Plaza 740 East Ash Springfield, IL 62703-3154

We are responsible for the identification of, and compliance with, all aspects of laws, regulations, contracts, or grants that could have a material effect on the operations of the Agency. We are responsible for and we have established and maintained an effective system of, internal controls over compliance requirements. We have performed an evaluation of the Agency's compliance with the following assertions during the two-year period ended June 30, 2004. Based on this evaluation, we assert that during the years ended June 30, 2004 and June 30, 2003, the Agency has materially complied with the assertions below.

- A. The agency has obligated, expended, received and used public funds of the State in accordance with the purpose for which such funds have been appropriated or otherwise authorized by law.
- B. The agency has obligated, expended, received and used public funds of the State in accordance with any limitations, restrictions, conditions or mandatory directions imposed by law upon such obligation, expenditure, receipt or use.
- C. The agency has complied, in all material respects, with applicable laws and regulations, including the State uniform accounting system, in its financial and fiscal operations.
- D. The money or negotiable securities or similar assets handled by the agency on behalf of the State or held in trust by the agency have been properly and legally administered, and the accounting and recordkeeping relating thereto is proper, accurate and in accordance with law.

Yours very truly,

Judicial Inquiry Board

Kathy D. Twine ,Director

McKey McGuire, Fiscal Officer/Administrative Assistant)

## **COMPLIANCE REPORT**

# **SUMMARY**

The compliance testing performed during this examination was conducted in accordance with <u>Government Auditing Standards</u> and in accordance with the Illinois State Auditing Act.

## **AUDITORS' REPORTS**

The Independent Accountants' Report on State Compliance, on Internal Control Over Compliance and on Supplementary Information for State Compliance Purposes does not contain scope limitations, disclaimers, or other significant non-standard language.

# **SUMMARY OF FINDINGS**

Number of	This Report	Prior Report
Findings	1	1
Repeated findings	1	1
Prior recommendations implemented		
or not repeated	0	0

Details of findings are presented in a separately tabbed report section.

# **SUMMARY OF FINDINGS**

Item No.	<u>Page</u>	<u>Description</u>
		FINDINGS (STATE COMPLIANCE)
04-1	8	Inadequate policies and procedures

# **EXIT CONFERENCE**

The Board declined a formal exit conference.

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#### CHICAGO OFFICE:

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# OFFICE OF THE AUDITOR GENERAL WILLIAM G. HOLLAND

# INDEPENDENT ACCOUNTANTS' REPORT ON STATE COMPLIANCE, ON INTERNAL CONTROL OVER COMPLIANCE, AND ON SUPPLEMENTARY INFORMATION FOR STATE COMPLIANCE PURPOSES

Honorable William G. Holland Auditor General State of Illinois

# Compliance

We have examined the State of Illinois Judicial Inquiry Board's compliance with the requirements listed below, as more fully described in the Audit Guide as adopted by the Auditor General for Financial Audits and Compliance Attestation Engagements of Illinois State Agencies (Audit Guide), during the two years ended June 30, 2004. The management of the Illinois Judicial Inquiry Board is responsible for compliance with these requirements. Our responsibility is to express an opinion on the Illinois Judicial Inquiry Board's compliance based on our examination.

- A. The Illinois Judicial Inquiry Board has obligated, expended, received, and used public funds of the State in accordance with the purpose for which such funds have been appropriated or otherwise authorized by law.
- B. The Illinois Judicial Inquiry Board has obligated, expended, received, and used public funds of the State in accordance with any limitations, restrictions, conditions or mandatory directions imposed by law upon such obligation, expenditure, receipt or use.
- C. The Illinois Judicial Inquiry Board has complied, in all material respects, with applicable laws and regulations, including the State uniform accounting system, in its financial and fiscal operations.
- D. Money or negotiable securities or similar assets held by the Illinois Judicial Inquiry Board on behalf of the State or held in trust by the Illinois Judicial Inquiry Board have been properly and legally administered and the accounting and recordkeeping relating thereto is proper, accurate, and in accordance with law.

Our examination was conducted in accordance with attestation standards established by the American Institute of Certified Public Accountants; the standards applicable to attestation engagements contained in *Government Auditing Standards* issued by the Comptroller General of the United States; the Illinois State Auditing Act (Act); and the Audit Guide as adopted by the Auditor General pursuant to the Act; and, accordingly, included examining, on a test basis, evidence about the Illinois Judicial Inquiry Board's compliance with those requirements and

performing such other procedures as we considered necessary in the circumstances. We believe that our examination provides a reasonable basis for our opinion. Our examination does not provide a legal determination on the Illinois Judicial Inquiry Board's compliance with specified requirements.

In our opinion, the Illinois Judicial Inquiry Board complied, in all material respects, with the aforementioned requirements during the two years ended June 30, 2004. As required by the Audit Guide, immaterial findings relating to instances of noncompliance excluded from this report have been reported to you in a separate letter.

# **Internal Control**

The management of the Illinois Judicial Inquiry Board is responsible for establishing and maintaining effective internal control over compliance with the requirements of laws and regulations. In planning and performing our examination, we considered the Illinois Judicial Inquiry Board's internal control over compliance with the aforementioned requirements in order to determine our examination procedures for the purpose of expressing our opinion on compliance and to test and report on internal control over compliance in accordance with the Audit Guide, issued by the Illinois Office of the Auditor General.

Our consideration of internal control over compliance with the aforementioned requirements would not necessarily disclose all matters in internal control that might be material weaknesses. A material weakness is a condition in which the design or operation of one or more internal control components does not reduce to a relatively low level the risk that noncompliance with applicable requirements of laws and regulations that would be material in relation to one or more of the aforementioned requirements being examined may occur and not be detected within a timely period by employees in the normal course of performing their assigned functions. We noted no matters involving internal control over compliance that we consider to be material weaknesses. However, the results of our procedures disclosed other matters involving internal control which are required to be reported in accordance with criteria established by the Audit Guide, issued by the Illinois Office of the Auditor General and which are described in the accompanying schedule of State findings as Finding 04-1.

As required by the Audit Guide, immaterial findings relating to internal control deficiencies excluded from this report have been reported in a separate letter.

## **Supplementary Information for State Compliance Purposes**

Our examination was conducted for the purpose of forming an opinion on compliance with the requirements listed in the first paragraph of this report. The accompanying supplementary information as listed in the table of contents as Supplementary Information for State Compliance Purposes is presented for purposes of additional analysis. We have applied certain limited procedures as prescribed by the Audit Guide as adopted by the Auditor General to the 2004 and 2003 Supplementary Information for State Compliance Purposes, except for information on the Service Efforts and Accomplishments on which we did not perform any procedures. However, we do not express an opinion on the supplementary information.

We have not applied procedures to the 2002 Supplementary Information for State Compliance Purposes, and accordingly, we do not express an opinion thereon.

This report is intended solely for the information and use of the Auditor General, the General Assembly, the Legislative Audit Commission, the Governor, and agency management, and is not intended to be and should not be used by anyone other than these specified parties.

Bruce L. Bullard BRUCE L. BULLARD, CPA

Compliance Audit Director

September 16, 2004

# 04-1. **FINDING** (Inadequate Policies and Procedures)

The Board did not have adequate written policies and procedures over its daily operations. The Board's "Policy for Daily Operations" does not address procedures and policies for significant aspects of the Board's daily operational activities. We noted the following major areas lacked adequate written policies and procedures:

- During testing of employee files, we noted the Board lacked adequate written policies and procedures regarding hiring procedures, dismissals, salaries, and performance appraisals.
- During testing of vehicles and internal controls, we noted the Board lacked adequate written policies and procedures for logs regarding use of vehicles, odometer readings, mileage and destination.
- During our initial survey of the Board's internal controls, we noted the Board did
  not have written policies and procedures regarding computer security, back-up and
  recovery, user responsibility, and unauthorized use of software.

Good business practices require that policy statements, personnel rules, systems of authorization and approvals, and procedures manuals should be used to guide employee actions.

Board personnel stated that informal procedures were in place for some aspects of operations, and they believed the Board's policies and procedures were adequate for the small size of the agency.

Lack of adequate documented policies and procedures over daily operations may result in inaccurate record keeping, improper accounting for transactions, loss and/or misuse of State assets, and loss of information during staff turnovers. (Finding Code No. 04-1, 02-1, 00-1)

#### RECOMMENDATION

We recommend the Board develop and document policies and procedures for each area of its daily operations. These should include, but not be limited to, procedures over personal services, operation of automobiles and computer systems.

#### **BOARD RESPONSE**

Within the next 120 days, the Board and/or its designee will review its formal and informal policies and procedures for each area of its daily operations and expand/document areas that the Board and/or its designee determine are necessary to prevent inaccurate record keeping, improper accounting for transactions, loss and/or misuse of State assets, and loss of information during staff turnovers.

# <u>SUPPLEMENTARY INFORMATION FOR STATE COMPLIANCE PURPOSES</u>

## **SUMMARY**

Supplementary Information for State Compliance Purposes presented in this section of the report includes the following:

• Fiscal Schedules and Analysis:

Schedule of Appropriations, Expenditures and Lapsed Balances
Comparative Schedule of Net Appropriations, Expenditures
and Lapsed Balances
Schedule of Changes in State Property
Comparative Schedule of Cash Receipts
Reconciliation of Cash Receipts to Deposits Remitted
to the State Comptroller
Analysis of Significant Variations in Expenditures
Analysis of Significant Variations in Receipts
Analysis of Significant Lapse Period Spending

# • Analysis of Operations:

Agency Functions and Planning Program Average Number of Employees Emergency Purchases Service Efforts and Accomplishments

The auditors' report that covers the Supplementary Information for State Compliance Purposes presented in the Compliance Report Section states the auditors have applied certain limited procedures as prescribed by the Audit Guide as adopted by the Auditor General to the 2004 and 2003 Supplementary Information for State Compliance Purposes, except for information on the Service Efforts and Accomplishments on which they did not perform any procedures. However, the auditors do not express an opinion on the supplementary information.

# SCHEDULE OF APPROPRIATIONS, EXPENDITURES AND LAPSED BALANCES

For The Fiscal Year Ended June 30, 2004

					Lap	se Period		Total			
P.A. 93-0064	App	Appropriations		Expenditures		Expenditures		Balances			
		(Net of	Exp	penditures	Jı	ıly 1 to	to 14 Months Ended		Lapsed		
FISCAL YEAR 2004	T	ransfers)	Thro	ugh June 30	Αι	August 31		August 31		August 31	
General Revenue Fund - 001											
Personal Services	\$	285,700	\$	277,527	\$	0	\$	277,527	\$	8,173	
Employee Retirement											
Contributions Paid by Employer State Contribution to State		10,900		10,726		0		10,726		174	
Employees' Retirement System		36,700		25,327		0		25,327		11,373	
State Contributions to Social Security		20,900		19,754		0		19,754		1,146	
Contractual Services		255,500		192,148		14,852		207,000		48,500	
Travel		28,600		14,342		800		15,142		13,458	
Commodities		2,500		2,040		161		2,201		299	
Printing		8,700		841		4,255		5,096		3,604	
Equipment		3,000		688		2,125		2,813		187	
Electronic Data Processing		1,000		0		0		0		1,000	
Telecommunications		14,000		7,085		608		7,693		6,307	
Operation of Automotive Equipment		3,000		2,828		0		2,828		172	
Total Fiscal Year 2004	\$	670,500	\$	553,306	\$	22,801	\$	576,107	\$	94,393	

Note: Appropriations, expenditures, and lapsed balances were obtained from Agency records and have been reconciled to records of the State Comptroller.

## SCHEDULE OF APPROPRIATIONS, EXPENDITURES AND LAPSED BALANCES

For The Fiscal Year Ended June 30, 2003

					Lapse	Period		Total		
P.A. 92-0538	App	Appropriations			Expenditures		Expenditures		Balances	
		(Net of	Exp	enditures	July	y 1 to	14 Months Ended		l Lapsed	
FISCAL YEAR 2003	T	ransfers)	Throu	igh June 30	Aug	ust 31	Α	august 31	August 31	
General Revenue Fund - 001										
General Revenue Fund - 001										
Personal Services	\$	276,431	\$	272,529	\$	0	\$	272,529	\$	3,902
Employee Retirement		,		,				,		,
Contributions Paid by Employer		10,559		10,556		0		10,556		3
State Contribution to State										
Employees' Retirement System		27,240		27,235		0		27,235		5
State Contributions to Social Security		19,469		19,465		0		19,465		4
Contractual Services		240,824		237,221		1,857		239,078		1,746
Travel		18,677		16,663		478		17,141		1,536
Commodities		2,075		1,054		0		1,054		1,021
Printing		8,700		1,973		4,217		6,190		2,510
Equipment		425		0		414		414		11
Electronic Data Processing		0		0		0		0		0
Telecommunications		13,000		9,870		464		10,334		2,666
Operation of Automotive Equipment		2,500		1,548		52		1,600		900
Total Fiscal Year 2003	\$	619,900	\$	598,114	\$	7,482	\$	605,596	\$	14,304

Note: Appropriations, expenditures, and lapsed balances were obtained from Agency records and have been reconciled to records of the State Comptroller.

# COMPARATIVE SCHEDULE OF NET APPROPRIATIONS, EXPENDITURES AND LAPSED BALANCES

For the Fiscal Years Ended June 30,

Fiscal Year

	2004			2003	2002		
General Revenue Fund - 001	P.A. 93-0064		P.A. 92-0538		P.A. 92-0008		
Appropriations							
(Net of Transfers)	\$	670,500	\$	619,900	\$	652,050	
Expenditures							
Personal Services	\$	277,527	\$	272,529	\$	273,188	
Employee Retirement							
Contributions Paid by Employer		10,726		10,556		10,000	
State Contribution to State							
Employees' Retirement System		25,327		27,235		26,634	
State Contributions to Social Security		19,754		19,465		19,539	
Contractual Services		207,000		239,078		239,767	
Travel		15,142		17,141		18,375	
Commodities		2,201		1,054		2,105	
Printing		5,096		6,190		8,217	
Equipment		2,813		414		968	
Electronic Data Processing		0		0		3,454	
Telecommunications		7,693		10,334		9,669	
Operation of Automotive Equipment		2,828		1,600		1,779	
Total Expenditures	\$	576,107	\$	605,596	\$	613,695	
Lapsed Balances	\$	94,393	\$	14,304	\$	38,355	

Note: The Board did not make any efficiency initiative payments during FY04.

# SCHEDULE OF CHANGES IN STATE PROPERTY

For the Two Years Ended June 30, 2004

Balance at July 1, 2002	\$ 108,500
Additions	5,036
Deletions	 (13,379)
Balance at June 30, 2003	\$ 100,157
Balance at July 1, 2003	\$ 100,157
Additions	595
Deletions	 (2,311)
Balance at June 30, 2004	\$ 98,441

Note: The above schedule has been derived from Agency records which have been reconciled to property reports submitted to the Office of the Comptroller.

# COMPARATIVE SCHEDULE OF CASH RECEIPTS AND RECONCILIATION OF CASH RECEIPTS TO DEPOSITS REMITTED TO THE STATE COMPTROLLER

For the Fiscal Year Ended June 30,

General Revenue Fund - 001	2004		2004 2003		2002
Miscellaneous		0		0	1,251
Deposits remitted to the Comptroller	\$	0	\$	0	\$ 1,251

#### ANALYSIS OF SIGNIFICANT VARIATIONS IN EXPENDITURES

For the Two Years Ended June 30, 2003 and 2004

# EXPLANATION OF SIGNIFICANT VARIATIONS IN EXPENDITURES BETWEEN FISCAL YEARS 2003 AND 2004

#### Commodities

Commodities expenditures increased \$1,147 (109%) from FY03 to FY04 due to the increased number and dollar amount of office supplies purchased during FY04. Few supplies were purchased in FY03 due to budget constraints.

#### Equipment

Equipment expenditures increased \$2,399 (579%) from FY03 to FY04 mainly due to the Board purchasing five flat screen monitors totaling \$2,125 during FY04.

## **Telecommunications**

Telecommunications expenditures decreased \$2,641 (26%) from FY03 to FY04 due to the Board discontinuing its paging services with DCMS.

# Operation of Auto

Operation of Auto expenditures increased \$1,228 (77%) from FY03 to FY04 due to payments totaling \$1,215 to DCMS for vehicle repairs.

# EXPLANATION OF SIGNIFICANT VARIATIONS IN EXPENDITURES BETWEEN FISCAL YEARS 2002 AND 2003

#### Commodities

Commodities expenditures decreased \$1,051 (50%) from FY02 to FY03 due to fewer and less expensive purchases of office supplies during FY03.

# **Printing**

Printing expenditures decreased \$2,027 (25%) from FY02 to FY03 due to fewer purchases of printing supplies (copy paper, letterhead, etc.) during FY03 due to budget constraints.

#### **Equipment**

Equipment expenditures decreased \$554 (57%) from FY02 to FY03 due to the Board only making one small equipment expenditure during FY03 due to budget constraints.

## **EDP**

EDP expenditures decreased \$3,454 (100%) from FY02 to FY03 due to the Board making no EDP expenditures in FY03.

# STATE OF ILLINOIS JUDICIAL INQUIRY BOARD ANALYSIS OF SIGNIFICANT VARIATIONS IN RECEIPTS

For the Two Years Ended June 30, 2004

# EXPLANATION FOR SIGNIFICANT VARIANCES IN RECEIPTS BETWEEN FISCAL YEARS 2002 AND 2003

The Board received their portion of a class action lawsuit settlement in FY02. The Board does not routinely have cash receipts.

# STATE OF ILLINOIS JUDICIAL INQUIRY BOARD ANALYSIS OF SIGNIFICANT LAPSE PERIOD SPENDING

For the Two Years Ended June 30, 2004

# **FISCAL YEAR 2004**

# **Printing**

An invoice totaling \$4,255 for the printing of the Board's FY03 Annual Report was not received and paid until the lapse period.

# Equipment

The Board purchased five flat screen monitors totaling \$2,125 prior to the fiscal year end that were received and paid during the lapse period.

# **FISCAL YEAR 2003**

# **Printing**

An invoice totaling \$4,217 for the printing of the Board's FY02 Annual Report was not received and paid until the lapse period.

# **Equipment**

The Board purchased a printer totaling \$414 prior to the fiscal year end that was received and paid during the lapse period.

# STATE OF ILLINOIS JUDICIAL INQUIRY BOARD ANALYSIS OF OPERATIONS

#### **BOARD FUNCTIONS AND PLANNING PROGRAM**

#### **Functions**

The Judicial Inquiry Board (Board) is the sole disciplinary entity to inquire into allegations of misconduct or physical or mental incapacity of Illinois judicial officers. After investigation and upon determination by the Board that there is a reasonable basis to charge a judge with misconduct or incapacity, the Board will file and prosecute a formal complaint before the State of Illinois Court Commission.

The Board was created by the Constitution of the State of Illinois which was adopted in 1970 and became effective July 1, 1971.

The Board consists of nine members (two Circuit Court judges, three lawyers and four non-lawyers). The two Circuit Court Judges are selected by the Illinois Supreme Court and the remaining seven members are appointed by the Governor. No more than two of the lawyers and two of the non-lawyers appointed by the Governor belong to the same political party. Each member is appointed to serve a term of four years with no member serving more than eight years. The Board members at June 30, 2003 and 2004 were:

<u>2004</u> <u>2003</u>

#### **Circuit Judges:**

Judge Michael J. Murphy Judge Frederick J. Kapala

## **Lawyers:**

William A. Sunderman – Chairman Lindsay A. Parkhurst – Vice Chair Jill W. Landsberg

## **Non-Lawyers:**

Michael Pittman John Kreisler Myrna H. Mazur Vacant

# **Circuit Judges:**

Judge Michael J. Murphy Judge Frederick J. Kapala

## Lawyers:

William A. Sunderman - Chairman Lindsay A. Parkhurst - Vice Chair Jill W. Landsberg

## **Non-Lawyers:**

Christine I. Takada Michael Pittman John Kreisler Myrna H. Mazur

The Board's primary functions are to receive or initiate complaints against judges or associate judges, conduct investigations, and file complaints with the Illinois Courts Commission (Commission).

The Board is responsible for adopting its own rules for governing its procedures. It has subpoena power as well as the authority to appoint and direct its staff. Funds for the operation of the Board are appropriated by law through the General Assembly of the State of Illinois.

# **Planning Program**

The Board does not utilize a formal written planning policy. The Board utilizes Article 6 Section 15 of the Constitution of the State of Illinois to achieve its single mission: to conduct investigations, receive or initiate complaints concerning a judge or associate judge and file such complaints with the Illinois Court Commission. The Board utilizes the budget process for short-term planning. The budget is approved by the Board and monitored by the Executive Director.

# **Auditor's Assessment**

We have reviewed the Board's planning program and it appears adequate for the size and limited functions of the Board.

#### AVERAGE NUMBER OF EMPLOYEES

The following table, prepared from Board records, presents the average number of employees, by function, for the Fiscal Years ended June 30,

Position	<u>2004</u>	<u>2003</u>	<u>2002</u>
Executive Director	1	1	1
Administrative Assistant	1	1	1
Investigator	2	2	2
Executive Secretary	1	1	1
Total average full-time employees	5	5	5

# STATE OF ILLINOIS JUDICIAL INQUIRY BOARD ANALYSIS OF OPERATIONS

# SERVICE EFFORTS AND ACCOMPLISHMENTS

The following table, prepared from Board records, presents the type/number of allegations received by the Board during the fiscal years ended June 30:

TYPE OF ALLEGATIONS	2004*	2003	2002
Administrative misconduct	21	27	4
Alcohol/drugs	1	6	0
Bias, prejudice, partiality	94	117	95
Bribe	0	6	4
Delay in scheduling or deciding a matter	22	20	9
Demeanor/injudicious temperament	85	88	90
Ex parte-communication (one-sided)	38	25	18
Failure to recuse/disqualify/conflict of interest	19	21	31
Illegal activity	53	25	27
Judicial decision/discretion	321	353	339
Mental incapacity	3	3	2
Physical incapacity	2	1	0
Inappropriate political activity	4	7	9
Racial/ethnic/gender bias or discrimination	35	26	32
Sexual misconduct/harassment	1	2	1
Inappropriate conduct off the bench	4	3	16
Misconduct while an attorney	0	0	1
Violation of Constitutional rights	90	76	55
Misconduct by a candidate	0	1	1
Prejudgment of a case	19	10	6
Abuse of power	21	29	12
Comment on Pending/Impending Case	0	1	1
Other	15	6	1
Total	848	853	754
Number of complaints received/initiated	455	457	454
Complaints filed with the Illinois Courts Commission	0	1	2

<sup>\*</sup> Fiscal Year 2004 numbers are tentative, many allegations are still pending and have not been finalized.

*Note*: Total allegations exceed the number of complaints received because many complaints contained multiple allegations.