310.2X - CONSTITUTIONAL CONVENTION
C/P No. 2 - The Judiciary
3) Style & Drafting ARTICLE IV.
Jan. 18, 1956

2) Proposal of 12/15/55

ACE 585109
Hon. William A. Egan
President, Alaska Constitutional Convention

My dear Mr. President:

Your Committee on the Judiciary Branch presents for your consideration and adoption its proposed Judiciary Article.

The Committee proposal, while incorporating many of the ideas contained in Convention Proposals Numbered One, Twelve, and Twenty-two which were referred to the Committee, is a Committee substitute.

The Committee has included a section-by-section commentary on the proposed Judiciary Article.

Respectfully submitted,

George M. McLaughlin, Chairman,
Thomas C. Harris,
Maurice T. Johnson,
Irwin L. Metcalf,
Ralph J. Rivers,
R. E. Robertson,
Warren A. Taylor.
Constitutional Convention of Alaska

COMMITTEE PROPOSAL NO. 2

Introduced by Committee on Judiciary Branch

ARTICLE ON THE JUDICIARY

RESOLVED, that the following be agreed upon as part of the Alaska State Constitution.

Judicial Power

1. The judicial power of the State is vested in a Supreme Court, a Superior Court, and such other courts as the Legislature may establish. The jurisdiction of the respective courts shall be prescribed by law and the courts shall constitute a unified judicial system for purposes of operation and administration.

Supreme Court

2. The Supreme Court is the highest court of the State with appellate jurisdiction and consists of three justices, one of whom is Chief Justice. The number of justices may be increased by law upon request of the Supreme Court.

Superior Court

3. The Superior Court is the trial court of general jurisdiction and consists of five judges. The number of judges may be changed by law.

Nomination and Appointment

4. Justices of the Supreme Court and judges of the Superior Court are appointed by the Governor on nomination by the Judicial Council as provided in this article.
Approval or Rejection by Voters.

Section 5. Each justice of the Supreme Court and each judge of the Superior Court shall, at the next general election following a period of three years after his appointment, be subject to approval or rejection by the voters of the State on a non-partisan ballot in the manner provided by law. Every ten years after approval each justice of the Supreme Court, and every six years after approval each judge of the Superior Court, shall again be subject to approval or rejection by the voters in the same manner.

Vacancy in Judicial Office

Section 6. If, at any election, a majority of the voters declare that any justice or judge shall not be retained in office, the office shall become vacant ninety days after the election and shall be filled by the method of selection provided in this article. If a justice or judge fails to file, in advance of the election as prescribed by law, a declaration of his candidacy for election to succeed himself, his office shall become vacant ninety days after the election, and shall be filled by the method of selection provided in this article.

Qualification of Judges

Section 7. To be eligible for appointment, Justices of the Supreme Court and Judges of the Superior Court shall be citizens of the United States and of
the State, who have been admitted to practice law in
the State for at least five years and have been resi-
dents of the State for at least five years next preced-
ing their respective nominations.

Section 8. Judges of other courts shall be selected in
the manner and for the terms and subject to eligibility
qualifications to be prescribed by the Legislature.

Section 9. Whenever there is a vacancy in an office of
Justice of the Supreme Court or Judge of the Superior
Court, the Governor shall fill the vacancy by appointing
one of not less than two qualified persons who shall
have been nominated by a non-partisan judicial council
established and organized as provided in this article.

Section 10. The Judicial Council consists of six mem-
ers chosen in the following manner: On the basis of
appropriate area representation the governing body of
the organized State bar shall appoint three members of
the bar to serve as members of the Judicial Council for
terms as specified in this article. Three non-attorney
members representing different major areas shall be ap-
pointed by the Governor for terms as specified in this
article, subject to confirmation by the Senate. The
six members so appointed shall be compensated as pro-
vided by law.

Section 11. After the members first appointed to the
Judicial Council have submitted to the Governor the names of nominees for appointments to fill the initial vacancies in the Supreme Court, including the office of chief justice, and the justices have been appointed and qualified, the chief justice shall thereafter be ex-officio a seventh member and the chairman of the Judicial Council which shall continue to act by the affirmative vote of at least four of its members in accordance with rules which it shall promulgate governing its own procedure. No member of the Judicial Council, other than the chief justice, may hold any office of the state or of the United States while a member of the Council.

Judicial Council; Chairman and Quorum

Section 12. The terms of members of the Judicial Council shall be six years, except that the attorney members first selected shall be appointed to terms of one year, three years and five years respectively, and the non-attorney members first selected shall be appointed to terms of two years, four years and six years respectively. In the event of vacancy, a successor shall be appointed to fill the unexpired term in the manner provided for initial appointment.

Judicial Council; Terms of Office

Section 13. In addition to nominating qualified persons for appointment to fill court vacancies, the Judicial Council shall be responsible for conducting studies from time to time for improvement of the administration.
of justice, including such matters as court structure, rules of procedure and administration of the courts, and for making reports and recommendations to the Supreme Court and the Legislature at intervals of not more than two years. The Judicial Council shall also perform such other specific duties as are assigned to it by law.

Section 14. Whenever the Judicial Council certifies to the Governor that any justice of the Supreme Court appears to be so incapacitated as substantially to prevent him from performing his judicial duties, the Governor shall appoint a board of three persons to inquire into the circumstances and, on the board's recommendation, the Governor may retire the justice. For judges of other courts, if a judge appears to be so incapacitated as substantially to prevent him from performing his judicial duties, the Judicial Council shall recommend to the Supreme Court that the judge be put under early retirement. After notice and hearing, the Supreme Court by vote of a majority of its members may retire the judge.

Section 15. Except in cases of early retirement because of physical or mental infirmity each justice and judge shall be retired at the age of 70, on such retirement pay as may be prescribed by law, and shall render no further service on the bench, except for special assignments as are provided by court rule. The basis and amount of re-
Section 16. Impeachment of any justice or judge for malfeasance or misfeasance in the performance of his official duties shall be effected as generally prescribed by law for State officials.

Section 17. The justices and judges shall receive for their services such compensation as is prescribed by law, which shall not be diminished during their respective terms of office, unless by general law applying to all salaried officers of the State.

Section 18. No Justice of the Supreme Court or Judge of the Superior Court, while serving as a justice or judge, may practice law, hold office in any political party, or hold any office or position of profit under the United States, or the State or a political subdivision of the State, and shall, if he files for elective public office, thereby forfeit his judicial position. Compensation for service in the State Militia or the armed forces of the United States is not "profit" as that term is here used.

Section 19. The Supreme Court shall make and promulgate rules governing the administration of all courts of the State. It shall also make and promulgate rules governing practice and procedure in all civil and criminal cases in all courts, which rules may be changed by the
1 Legislature only upon a two-thirds vote of the members elected to each house.

2 Court Administration

3 Section 20. The Chief Justice of the Supreme Court shall be the administrative head of all the Courts in the State.

4 He may assign judges from one court or division thereof to another for temporary service. For other phases of court administration the Chief Justice shall, with the approval of the Supreme Court, appoint an administrative director to serve at his pleasure and to supervise the administrative operations of the judicial system.
(Sec. 1 Judicial Power)

This section establishes the basic court structure and also provides needed flexibility for future enlargement by the addition of such local or other courts as the Legislature may deem necessary. The concept of a unified court system is in accord with the fundamental and minimum standards of judicial administration approved and supported by the American Bar Association.

(Sec. 2 Supreme Court)

The initial membership of the Supreme Court is fixed at three justices, one of whom is the chief justice. The provision for future enlargement by the Legislature is qualified by the provision that such enlargement be requested by the Court. A similar provision is found in the new constitution of Puerto Rico and is designed to prevent the number of justices from being increased for any purpose other than to meet the needs of judicial business.

(Sec. 3 Superior Court)

The placing of general trial jurisdiction in a single court, with as many judges thereof as may be necessary to handle the volume of cases, is in line with modern development, and is reversing
the former trend toward a complex structure of specialized courts that has so greatly impeded efficient judicial administration in many states. The Legislature will be free, however, to create lower or other courts as may be necessary, and to determine the jurisdiction of courts and the geographical extent of their authority.

(Sec. 4 Nomination and Appointment)

The main features of the plan for judicial selection sponsored by the American Bar Association and embodied in the Missouri Plan, are summarized in the Association's handbook on judicial administration as: "(1) appointment by governor from list submitted by a nominating committee, the nominating and appointing authority being divided between two agencies; (2) periodic submission to the electorate with no opposing candidate, or 'running against the record.'" Both of these features are incorporated in the selection plan here presented.

(Sec. 5 Approval or Rejection)

The American Bar Association's handbook states: "The ideal solution is to provide that, after a specified period of service, and periodically thereafter, the appointee should either come up for reappointment or should go before the people at a general election on the basis of his record and with no opposing candidate. The latter alternative is probably preferable, especially since it retains for the voters an opportunity to participate in the process
of judicial selection in about the only way in which they can effectively do so. The able judge has little to fear from such a system, while it does permit removal of a judge whom experience has shown to be plainly unqualified or who has become unfit to continue on the bench." It can be added that the type of plan here provided has functioned effectively in Missouri and also in California, where a comparable requirement has applied to appellate judges for more than twenty years.

(Sec. 6 Vacancy in Judicial Office)

In order to allow time for selecting a successor as well as for completing the judicial business remaining before a judge's service terminates, a period of 90 days is allowed after the election at which he is rejected or for which he fails to file. The provision for having a justice or judge file a declaration of his intention to be a candidate to succeed himself is a feature of both the Missouri and the California Constitutions. The details of such declaration such as its form and the time limits for its filing are properly, however, left to the Legislature as herein contemplated.

(Sec. 7 Qualification of Judges)

The requirements of citizenship and of minimum periods of membership in the bar and residence are comparable to those in a majority of states. It should be noted that the section refers to admission and residence "in the State", which will, by general provision elsewhere in the Constitution, presumably and necessarily be defined to include the predecessor Territory.
This section confirms and implements the Legislature's authority to create such additional courts as may be needed, with appropriate methods of selection and qualifications for appointment.

The appointment of justices and judges by the Governor from a list of several qualified persons selected by a non-partisan nominating agency is an essential feature of both the American Bar Association and the Missouri plans. The Association's handbook suggests that the nominating body should include laymen as well as lawyers, and that "If the state has a judicial council meeting these qualifications it may well serve as the nominating agency". The present article embodies this approach.

Selection of lawyer members by the state bar association and of non-lawyers by the Governor, both groups of members on a geographical representation basis, is a recommended feature of the Missouri Plan and has been adopted herein. The American Bar Association handbook's comments: "Nomination by a body of this sort, composed of high caliber men, should not only produce better judges but also remove any likelihood of improper motivation in their selection."

Since the establishment of the Judicial Council must precede the nomination of any judges, including the chief justice, the latter
cannot become an ex officio chairman (as he did automatically in Missouri) until after his appointment has been effected. Thereafter, he will serve as a seventh member of the Council. In the event of his incapacity to serve, it is contemplated that rules of the Council will provide for an acting chief justice as his interim successor.

(Sec. 12 Judicial Council; Terms of Office)

This section provides for staggering the initial terms of the Judicial Council so that non-attorney and lawyer members are appointed in alternate years, respectively, and thereafter each successor member will serve for six years. Judge Laurance M. Hyde of the Missouri Supreme Court points out the reason for a similar six-year term in that state as being that, since a governor serves only a four-year term, no one governor will be able to appoint all of the non-lawyer members during any such term, and thereby control to that extent the personnel of the nominating body.

(Sec. 13 Judicial Council; Additional Duties)

This section empowers and directs the Judicial Council, with its experience and vantage-point in the field of judicial administration, to recommend needed improvements in the structure and operation of the court system.

(Sec. 14 Retirement for incapacity)

It is becoming increasingly recognized that provision should be made, as this section does, for relieving a judge from his judicial duties when, as very occasionally happens, his retirement for reasons
other than age or misconduct, becomes necessary to protect the administration of justice. Such retirement of a Supreme Court justice should be done only on recommendation of an outside board, rather than by the Supreme Court itself. This procedure is similar to that adopted in the Constitution for Hawaii. For other judges, removal by Supreme Court proceedings will be effective and adequate, as has been provided in the Constitution of Puerto Rico.

(Sec. 15 **Retirement for Age**)

The retirement laws for state judges have tended increasingly to adopt 70 as the maximum or mandatory retirement age. However, a retired justice or judge may still be called upon, in many states, for temporary service or special assignment, and this section permits such service to be made possible by court rule.

(Sec. 16 **Impeachment of Judges**)

Procedure for impeachment of justices and judges should, as here provided, be in accord with that for other State officers.

(Sec. 17 **Compensation of Judges**)

While compensation for justices and judges should be prescribed by law, it should not be susceptible of arbitrary diminution during office. It should be subject to increase as future needs dictate, and should be subject to decrease only when a general reduction applying to all State officers becomes imperative.
(Sec. 18 Ineligibility to Other Offices)

The prohibition against the practice of law or holding other office by full-time justices and judges is a necessary and desirable one, and has been widely advocated. A similar provision was contained in the proposed new Judicial Article for the State of Illinois.

(Sec. 19 Rule-Making Power)

One of the major factors in New Jersey's remarkable achievement in bringing its trial calendars and court business up-to-date, and in simplifying and expediting the administration of justice, has been the vesting of the rule-making power in the Supreme Court, and the exercise of such power by the Court in adapting the Federal Rules of Civil Procedure to state court practice. The American Bar Association has strongly advocated, as its first and keystone recommendation in its program for reform of judicial procedure: "That practice and procedure in the courts should be regulated by rules of court; and that to this end the courts should be given full rule-making powers."

This section places primary responsibility for such rule-making in the Supreme Court, reserving to the Legislature a power to change rules of procedure by a two-thirds vote.

(Sec. 20 Court Administration)

A coequal factor in New Jersey's historic modernization of its judicial system has been the vesting of administrative authority and responsibility in its chief justice, with power to assign judges to courts or areas for temporary service as needed. To assist the
chief justice by supervising the management and housekeeping functions of the courts, both statewide and local, and by furnishing him with accurate and current statistics on court business, an administrative director is essential. This has been demonstrated not only by the economies effected by the Administrative Office of the United States Courts since its establishment in 1939, but also by the fact that nearly a third of the states have since followed the example thus set. Its inclusion in this section will, together with the other provisions contained in this article, place Alaska in the vanguard of jurisdictions whose judicial systems typify the best and most modern principles of efficient judicial administration and will provide the guarantee of a strong, fearless and independent judiciary.
CONSTITUTIONAL CONVENTION OF ALASKA

COMMITTEE PROPOSAL NO. 2

Introduced by Committee on Judiciary Branch

RESOLVED, that the following be agreed upon as part of the Alaska State Constitution:

THE JUDICIAL

Judicial Power and Jurisdiction

1. Section 1. The judicial power of the State is vested in a Supreme Court, a Superior Court, and courts established by law. The jurisdiction of courts shall be prescribed by law. The courts constitute a unified judicial system for operation and administration. Judicial districts shall be established by law.

Supreme Court

8. Section 2. The Supreme Court is the highest court of the State, with final appellate jurisdiction, and consists of three justices, one of whom is Chief Justice. The number of justices may be increased by law upon the request of the Supreme Court.

Superior Court

14. Section 3. The Superior Court is the trial court of general jurisdiction and consists of
five judges. The number of judges may be changed by law.

Section 4. Supreme Court justices and Superior Court judges shall be citizens of the United States and of the state, licensed to practice law in the State, and possessing any additional qualifications prescribed by law.

Judges of other courts shall be selected in a manner, for terms, and with qualifications prescribed by law.

Section 5. The Governor shall fill any vacancy in an office of Supreme Court Justice or Superior Court Judge by appointing one of two or more persons nominated by the Judicial Council.

Section 6. Each Supreme Court Justice and Superior Court Judge shall be subject to approval or rejection on a nonpartisan ballot at the first general election held more than three years after his appointment. Thereafter each Supreme Court Justice shall be subject to approval or rejection in a like manner every tenth year and each Superior Court Judge every sixth year.

Section 7. The office of any Supreme Court Justice or Superior Court Judge becomes vacant ninety days after the election at which he is
Judicial Council

rejected by a majority vote or for which he fails
to file his declaration of candidacy to succeed
himself.

Section 8. The Judicial Council consists of
seven members. Three attorney members shall be
appointed for six-year terms by the governing body
of the organized state bar. Three non-attorney
members shall be appointed for six-year terms by
the Governor subject to confirmation by a majority
of the members of the Legislature in joint session.
Vacancies shall be filled for the unexpired term
in like manner. Appointments shall be made with
due consideration to area representation and with­
out regard to political affiliation. The Chief
Justice of the Supreme Court is ex-officio the
seventh member and chairman of the Judicial
Council. No member of the Judicial Council, ex­
cept the Chief Justice, may hold any other office
or position of profit under the United States or
the State. The Judicial Council shall act by
concurrence of four or more members according to
rules which it adopts.

Additional Duties

Section 9. The Judicial Council shall con­
duct studies for improvement of the administration
of justice and make reports and recommendations
Incapacity of Judges

Section 10. Whenever the Judicial Council certifies to the Governor that a Supreme Court Justice appears to be so incapacitated as substantially to prevent him from performing his judicial duties, the Governor shall appoint a board of three persons to inquire into the circumstances and may, on the board's recommendation, retire the justice. Whenever a judge of another court appears to be so incapacitated as substantially to prevent him from performing his judicial duties, the Judicial Council shall recommend to the Supreme Court that the judge be placed under early retirement. After notice and hearing, the Supreme Court by majority vote of its members may retire the judge.

Retirement

Section 11. Justices and judges shall be retired at the age of seventy except as provided in this article. The basis and amount of retirement pay shall be prescribed by law. Retired judges shall render no further service on the bench except for special assignments as provided by court rule.
Section 12. Impeachment of any justice or judge for malfeasance or misfeasance in the performance of his official duties shall be according to procedure prescribed for civil officers.

Section 13. Justices, judges, and members of the Judicial Council shall receive compensation prescribed by law. Compensation of justices and judges shall not be diminished during their terms of office, unless by general law applying to all salaried officers of the State.

Section 14. Supreme Court justices and Superior Court judges while holding office may not practice law, hold office in a political party, or hold any office or position of profit under the United States, the State or its political subdivisions. Any Supreme Court justice or Superior Court judge filing for elective public office forfeits his judicial position.

Section 15. The Supreme Court shall make and promulgate rules governing the administration of all courts. It shall make and promulgate rules governing practice and procedure in civil
and criminal cases in all courts, which rules
may be changed by the Legislature by two-thirds
vote of the members elected to each house.

Section 16. The Chief Justice of the Supreme
Court shall be the administrative head of all
courts. He may assign judges from one court or
division thereof to another for temporary service.
The Chief Justice shall, with the approval of
the Supreme Court, appoint an administrative
director to serve at his pleasure and to super-
visethe administrative operations of the judicial
system.

Section 17. Service in the armed forces of the
United States or of the State is not an office
or position of profit as the term is used in this
Constitution.

Section 18. The first members of the
Judicial Council shall, notwithstanding Section 8,
Article _____, be appointed for terms as follows:
three attorney members for one, three and five
years respectively, and three non-attorney members
for two, four and six years respectively. The
six members so appointed shall submit to the
Governor nominations to fill the initial vacancies
on the Supreme Court, including the office of
Chief Justice. Once the Chief Justice is appointed, he shall assume his seat on the Judicial Council.
ENROLLED

Constitutional Convention
Committee Proposal/2/Enrolled
December 15, 1955

CONSTITUTIONAL CONVENTION OF ALASKA

COMMITTEE PROPOSAL NO. 2

Introduced by Committee on Judiciary Branch

ARTICLE ON THE JUDICIARY

RESOLVED, that the following be agreed upon as part of the Alaska State Constitution:

Judicial

1. Section 1. The judicial power of the State is vested in
   a Supreme Court, a Superior Court, and such other courts
   as the Legislature may establish. The jurisdiction of
   the respective courts shall be prescribed by law and the
   courts shall constitute a unified judicial system for
   purposes of operation and administration.

Supreme

7. Section 2. The Supreme Court is the highest court of the
   State with appellate jurisdiction and consists of three
   justices, one of whom is Chief Justice. The number of
   justices may be increased by law upon request of the
   Supreme Court.

Superior

12. Section 3. The Superior Court is the trial court of
    general jurisdiction and consists of five judges. The
    number of judges may be changed by law.

Nomination

15. Section 4. Justices of the Supreme Court and judges of
    and the Superior Court are appointed by the Governor on
    nomination by the Judicial Council as provided in this
    article.
Section 5. Each justice of the Supreme Court and each judge of the Superior Court shall, at the next general election following a period of three years after his appointment, be subject to approval or rejection by the voters on a non-partisan ballot in the manner provided by law. Every ten years after approval each Justice of the Supreme Court, and every six years after approval each judge of the Superior Court, shall again be subject to approval or rejection by the voters in the same manner.

Section 6. If, at any election, a majority of the voters declare that any justice or judge shall not be retained in office, the office shall become vacant ninety days after the election and shall be filled by the method of selection provided in this article. If a justice or judge fails to file, in advance of the election as prescribed by law, a declaration of his candidacy for election to succeed himself, his office shall become vacant ninety days after the election, and shall be filled by the method of selection provided in this article.

Section 7. To be eligible for appointment, Justices of the Supreme Court and Judges of the Superior Court shall be citizens of the United States and of
the State, who have been admitted to practice law in the State and possess such additional qualifications as may be prescribed by law.

Section 8. Judges of other courts shall be selected in the manner and for the terms and subject to eligibility qualifications to be prescribed by the Legislature.

Section 9. Whenever there is a vacancy in an office of Justice of the Supreme Court or Judge of the Superior Court, the Governor shall fill the vacancy by appointing one of not less than two qualified persons who shall have been nominated by a non-partisan judicial council established and organized as provided in this article.

Section 10. The Judicial Council consists of six members chosen in the following manner: On the basis of appropriate area representation the governing body of the organized State bar shall appoint three members of the bar to serve as members of the Judicial Council for terms as specified in this article. Three non-attorney members representing different major areas shall be appointed by the Governor for terms as specified in this article, subject to confirmation by a majority of the members of the Legislature in joint session assembled. The six members so appointed shall be compensated as provided by law.

Section 11. After the members first appointed to the...
Judicial Council have submitted to the Governor the names of nominees for appointments to fill the initial vacancies in the Supreme Court, including the office of chief justice, and the justices have been appointed and qualified, the chief justice shall thereafter be ex-officio a seventh member and the chairman of the Judicial Council which shall continue to act by the affirmative vote of at least four of its members in accordance with rules which it shall promulgate governing its own procedure. No member of the Judicial Council, other than the chief justice, may hold any office of the state or of the United States while a member of the Council.

Section 12. The terms of members of the Judicial Council shall be six years, except that the attorney members first selected shall be appointed to terms of one year, three years and five years respectively, and the non-attorney members first selected shall be appointed to terms of two years, four years and six years respectively. In the event of vacancy, a successor shall be appointed to fill the unexpired term in the manner provided for initial appointment.

Section 13. In addition to nominating qualified persons for appointment to fill court vacancies, the Judicial Council shall be responsible for conducting studies from time to time for improvement of the administration
of justice, including such matters as court structure, rules of procedure and administration of the courts, and for making reports and recommendations to the Supreme Court and the Legislature at intervals of not more than two years. The Judicial Council shall also perform such other specific duties as are assigned to it by law.

Section 14. Whenever the Judicial Council certifies to the Governor that any justice of the Supreme Court appears to be so incapacitated as substantially to prevent him from performing his judicial duties, the Governor shall appoint a board of three persons to inquire into the circumstances and, on the board's recommendation, the Governor may retire the justice. For judges of other courts, if a judge appears to be so incapacitated as substantially to prevent him from performing his judicial duties, the Judicial Council shall recommend to the Supreme Court that the judge be put under early retirement. After notice and hearing, the Supreme Court by vote of a majority of its members may retire the judge.

Section 15. Except in cases of early retirement because of physical or mental infirmity each justice and judge shall be retired at the age of 70, on such retirement pay as may be prescribed by law, and shall render no further service on the bench, except for special assignments as are provided by court rule. The basis and amount of re-
tirement pay for justices and judges who retire or are retired at an earlier age shall be prescribed by law.

Section 16. Impeachment of any justice or judge for malfeasance or misfeasance in the performance of his official duties shall be effected as generally prescribed by law for State officials.

Section 17. The justices and judges shall receive for their services such compensation as is prescribed by law, which shall not be diminished during their respective terms of office, unless by general law applying to all salaried officers of the State.

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1 Legislature only upon a two-thirds vote of the members
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be the administrative head of all the Courts in the State.
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to another for temporary service. For other phases of
court administration the Chief Justice shall, with the
approval of the Supreme Court, appoint an administrative
director to serve at his pleasure and to supervise the
administrative operations of the judicial system.

Section 21. Judicial districts shall be established
by law.