



The State Bar of California

Rule 1.11 Special Conflicts of Interest for Former and Current Government Officials and Employees (Rule Approved by the Supreme Court, Effective November 1, 2018)

- (a) Except as law may otherwise expressly permit, a lawyer who has formerly served as a public official or employee of the government:
 - (1) is subject to rule 1.9(c); and
 - (2) shall not otherwise represent a client in connection with a matter in which the lawyer participated personally and substantially as a public official or employee, unless the appropriate government agency gives its informed written consent* to the representation. This paragraph shall not apply to matters governed by rule 1.12(a).
- (b) When a lawyer is prohibited from representation under paragraph (a), no lawyer in a firm* with which that lawyer is associated may knowingly* undertake or continue representation in such a matter unless:
 - (1) the personally prohibited lawyer is timely screened* from any participation in the matter and is apportioned no part of the fee therefrom; and
 - (2) written* notice is promptly given to the appropriate government agency to enable it to ascertain compliance with the provisions of this rule
- (c) Except as law may otherwise expressly permit, a lawyer who was a public official or employee and, during that employment, acquired information that the lawyer knows* is confidential government information about a person,* may not represent a private client whose interests are adverse to that person* in a matter in which the information could be used to the material disadvantage of that person.* As used in this rule, the term "confidential government information" means information that has been obtained under governmental authority, that, at the time this rule is applied, the government is prohibited by law from disclosing to the public, or has a legal privilege not to disclose, and that is not otherwise available to the public. A firm* with which that lawyer is associated may undertake or continue representation in the matter only if the personally prohibited lawyer is timely screened* from any participation in the matter and is apportioned no part of the fee therefrom.
- (d) Except as law may otherwise expressly permit, a lawyer currently serving as a public official or employee:
 - (1) is subject to rules 1.7 and 1.9; and
 - (2) shall not:
 - (i) participate in a matter in which the lawyer participated personally and substantially while in private practice or nongovernmental employment,

unless the appropriate government agency gives its informed written consent;* or

- (ii) negotiate for private employment with any person* who is involved as a party, or as a lawyer for a party, or with a law firm* for a party, in a matter in which the lawyer is participating personally and substantially, except that a lawyer serving as a law clerk to a judge, other adjudicative officer or arbitrator may negotiate for private employment as permitted by rule 1.12(b) and subject to the conditions stated in rule 1.12(b).

Comment

[1] Rule 1.10 is not applicable to the conflicts of interest addressed by this rule.

[2] For what constitutes a “matter” for purposes of this rule, see rule 1.7(e).

[3] Paragraphs (a)(2) and (d)(2) apply regardless of whether a lawyer is adverse to a former client. Both provisions apply when the former public official or employee of the government has personally and substantially participated in the matter. Personal participation includes both direct participation and the supervision of a subordinate’s participation. Substantial* participation requires that the lawyer’s involvement be of significance to the matter. Participation may be substantial* even though it is not determinative of the outcome of a particular matter. However, it requires more than official responsibility, knowledge, perfunctory involvement, or involvement on an administrative or peripheral issue. A finding of substantiality should be based not only on the effort devoted to the matter, but also on the importance of the effort. Personal and substantial* participation may occur when, for example, a lawyer participates through decision, approval, disapproval, recommendation, investigation or the rendering of advice in a particular matter.

[4] By requiring a former government lawyer to comply with rule 1.9(c), paragraph (a)(1) protects information obtained while working for the government to the same extent as information learned while representing a private client. This provision applies regardless of whether the lawyer was working in a “legal” capacity. Thus, information learned by the lawyer while in public service in an administrative, policy, or advisory position also is covered by paragraph (a)(1).

[5] Paragraph (c) operates only when the lawyer in question has actual knowledge of the information; it does not operate with respect to information that merely could be imputed to the lawyer.

[6] When a lawyer has been employed by one government agency and then moves to a second government agency, it may be appropriate to treat that second agency as another client for purposes of this rule, as when a lawyer is employed by a city and subsequently is employed by a federal agency. Because conflicts of interest are governed by paragraphs (a) and (b), the latter agency is required to screen* the lawyer. Whether two government agencies should be regarded as the same or different clients

for conflict of interest purposes is beyond the scope of these rules. (See rule 1.13, Comment [6]; see also *Civil Service Commission v. Superior Court* (1984) 163 Cal.App.3d 70, 76-78 [209 Cal.Rptr. 159].)

[7] Paragraphs (b) and (c) do not prohibit a lawyer from receiving a salary or partnership share established by prior independent agreement, but that lawyer may not receive compensation directly relating the lawyer's compensation to the fee in the matter in which the lawyer is personally prohibited from participating.

[8] Paragraphs (a) and (d) do not prohibit a lawyer from jointly representing a private party and a government agency when doing so is permitted by rule 1.7 and is not otherwise prohibited by law.

[9] A lawyer serving as a public official or employee of the government may participate in a matter in which the lawyer participated substantially while in private practice or non-governmental employment only if: (i) the government agency gives its informed written consent* as required by paragraph (d)(2)(i); and (ii) the former client gives its informed written consent* as required by rule 1.9, to which the lawyer is subject by paragraph (d)(1).

[10] This rule is not intended to address whether in a particular matter: (i) a lawyer's conflict under paragraph (d) will be imputed to other lawyers serving in the same governmental agency; or (ii) the use of a timely screen* will avoid that imputation. The imputation and screening* rules for lawyers moving from private practice into government service under paragraph (d) are left to be addressed by case law and its development. (See *City & County of San Francisco v. Cobra Solutions, Inc.* (2006) 38 Cal.4th 839, 847, 851-54 [43 Cal.Rptr.3d 776]; *City of Santa Barbara v. Superior Court* (2004) 122 Cal.App.4th 17, 26-27 [18 Cal.Rptr.3d 403].) Regarding the standards for recusals of prosecutors in criminal matters, see Penal Code section 1424; *Haraguchi v. Superior Court* (2008) 43 Cal. 4th 706, 711-20 [76 Cal.Rptr.3d 250]; and *Hollywood v. Superior Court* (2008) 43 Cal.4th 721, 727-35 [76 Cal.Rptr.3d 264]. Concerning prohibitions against former prosecutors participating in matters in which they served or participated in as prosecutor, see, e.g., Business and Professions Code section 6131 and 18 United States Code section 207(a).

**NEW RULE OF PROFESSIONAL CONDUCT 1.11
(No Former Rule)**

Special Conflicts of Interest for Former and Current Government Officials and Employees

EXECUTIVE SUMMARY

The Commission for the Revision of the Rules of Professional Conduct (“Commission”) evaluated current rule 3-310 (Avoiding the Representation of Adverse Interests) in accordance with the Commission Charter. In addition, the Commission considered the national standard of the ABA counterparts, a series of rules that address conflicts of interest as they might arise in a number of different situations. The conflicts of interest Model Rules include four rules that correspond directly to the provisions of current rule 3-310: 1.7 (current client conflicts) [rule 3-310(B) and (C)]; 1.8(f) (third party payments) [rule 3-310(F)]; 1.8(g) (aggregate settlements) [rule 3-310(D)]; and 1.9 (Duties To Former Clients) [rule 3-310(E)]. The Model Rules also include Model Rule 1.8, which compiles in a single rule 10 separate conflicts of interest concepts,¹ and Model Rules 1.10 (general rule on imputation and ethical screening in private firm context), 1.11 (conflicts involving government lawyers), and 1.12 (conflicts involving former judges, third party neutrals and their staffs).

Rule As Issued For 90-day Public Comment

The result of the Commission’s evaluation is a two-fold recommendation for implementing:

- (1) the Model Rules’ framework of having (i) separate rules that regulate the different conflicts of interest situations currently regulated by a single rule, rule 3-310: proposed Rules 1.7 (current clients), 1.8.6 (payments from one other than client), 1.8.7 (aggregate settlements) and 1.9 (former clients); and (ii) several rules to address concepts that are currently found in case law but not in the Rules of Professional Conduct: proposed rules 1.10 (general rule of imputation of conflicts and ethical screening in private firm context), 1.11 (conflicts involving former and current government lawyers), and 1.12 (conflicts involving former judges, third party neutrals, and their staffs).
- (2) proposed rule 1.11 (conflicts of interest involving government lawyers), which would incorporate into a rule of professional conduct the well-settled case law on imputation of conflicts of interest and the screening of personally prohibited lawyers to avoid the imputation of their conflicts to other lawyers in the government agency or private firm to which they have laterally moved. Proposed rule 1.11 largely adheres to the structure and substance of Model Rule 1.11.

1. **Recommendation of the ABA Model Rule Conflicts Framework.** The rationale underlying the Commission’s recommendation of the ABA’s multiple-rule approach is its conclusion that such an approach should facilitate compliance with and enforcement of conflicts of interest principles. Among other things, separate rules should reduce confusion and provide out-of-state lawyers, who often practice in California under one of the multijurisdictional practice rules (9.45 to 9.48) with quick access to the rules governing their specific conflicts problem. At

¹ Rather than gather disparate conflicts concepts in a single rule, the Commission has recommended that each provision that corresponds to a concept in Model Rule 1.8 be assigned a separate rule number as is done in the current California rules. For example, the proposed rule corresponding to Model Rule 1.8(a) is numbered 1.8.1; the rule corresponding to Model Rule 1.8(b) is numbered 1.8.2, and so forth. Each of these rules are addressed in separate executive summaries.

the same time, this approach will promote a national standard in how the different conflicts of interest principles are organized within the rules.²

2. **Recommendation of addressing imputation and screening in the governmental context in a rule that tracks the organization of Model Rule 1.11.** As initially circulated for 90-day public comment period, there were five separate provisions in the proposed rule, two of which set forth the basic prohibition on representation of clients by former government lawyers, (paragraphs (a) [substantial participation in the contested matter] and (c) [acquisition of “confidential government information,” e.g., tax information]), and two of which provided that such prohibitions are imputed to the former government lawyer’s firm unless the lawyer is screened (paragraphs (b) and (c).) Another provision addressed the situation where a lawyer who has represented private clients moves to government service (paragraph (d)), and the last provision, paragraph (e), provided a definition of the term “matter” as used in the proposed rule.

There are several reasons for the Commission’s recommendation. *First*, adopting the structure, format and language of the Model Rule, as supplemented by language and law developed in California case law, should protect client interests by clearly establishing that imputation is the default situation that can be avoided only if the prohibited lawyer is screened as provided in the rule, or the former government agency waives the rule’s application. *Second*, the addition of paragraph (c), the prohibition on a former government lawyer’s use of confidential government information (e.g., tax information), clarifies that a prohibition on representation can arise from information the former government employee might have acquired in situations other than in representation of the government employer, and emphasizes that the lawyer owes a duty of confidentiality to third persons. Such duties might not be readily apparent under current case law. *Third*, the description of such prohibitions on representation in a rule of professional conduct will provide clear guidance to both former and current government lawyers regarding their professional duties, thus enhancing compliance and facilitating discipline.

Informed written consent. In addition to the foregoing considerations, the Commission recommends carrying forward California’s more client-protective requirement that a lawyer obtain the client’s “informed written consent,” which requires written disclosure of the potential adverse consequences of the client consenting to a conflicted representation. The Model Rules, on the other hand, employ a less-strict requirement of requiring only “informed consent, confirmed in writing.” That standard permits a lawyer to confirm by email or even text message that the client has consented to a conflict.

Paragraph (a) sets out the basic prohibitions on representation of a private client by a former government official or employee. It provides that such a lawyer is subject to rule 1.9(c) (confidentiality duties owed to former clients) and may not represent a private client in a matter

² Every other jurisdiction in the country has adopted the ABA conflicts rules framework. In addition to the identified provisions, the Model Rules also include Model Rule 1.8, which includes eight provisions in addition to paragraphs (d) and (f) that cover conflicts situations addressed by standalone California rules (e.g., Model Rule 1.8(a) is covered by California rule 3-300 [Avoiding Interests Adverse To A Client] and Model Rule 1.8(e) is covered by California rule 4-210 [Payment of Personal or Business Expenses By Or For A Client]).)

Further, the Model Rules also deal with concepts that are addressed by case law in California: Model Rules 1.10 (Imputation of Conflicts and Ethical Screening); 1.11 (Conflicts Involving Government Officers and Employees); and 1.12 (Conflicts Involving Former Judges and Judicial Employees). The Commission is recommending rule counterparts to those rules, each of which is the subject of a separate executive summary.

in which the lawyer substantially participated as a government employee or official. It is similar to Model Rule 1.11(a) except that (i) the reference to “personally” participated has been deleted as redundant, as case law is clear that a lawyer will not be found to have “substantially participated” in a matter unless the lawyer was personally involved in the representation; (ii) “public official” is substituted for “public officer” to conform the rule to the term used in proposed rule 4.2 (communication with a represented person), (iii) California’s historical heightened “informed written consent” requirement is incorporated; and (iv) a sentence from the first Commission’s proposed rule 1.11 has been added to clarify that although judges and judicial employees are government employees and so would otherwise be presumed governed by rule 1.11, their conduct after leaving government employment is governed by rule 1.12.

Paragraph (b) sets out the basic rule of imputation for lawyers who are former government employees in its introductory clause and provides that a prohibited former government lawyer can be screened to avoid the imputation of the conflict to other lawyers in the firm with which the former government employee is now associated. It is similar to Model Rule 1.11(b) except that it has been modified to reflect that the proposed rule is a disciplinary rule rather than a civil standard for disqualification (substitution of the term “prohibited” for “disqualified”).

Paragraph (c) prohibits a lawyer who has acquired confidential government information (e.g., tax information) about a person from representing another private individual with interests adverse to that person “in a matter in which the information could be used to the material disadvantage of that person.” It is derived from Model Rule 1.11(c) but the syntax has been reordered for purposes of clarification. Paragraph (c) also provides that the personally prohibited lawyer can be screened.

Paragraph (d) sets forth requirements for a current government employee or one who moves from private practice into government employment. See also proposed Comment [8]. The paragraph is nearly identical to Model Rule 1.11(d), but makes the following changes: (i) substitution of “official” for “officer,” (see discussion of paragraph (a)); (ii) incorporation of California’s heightened “informed written consent” standard; and (iii) clarifies that a government lawyer is prohibited from negotiating not only with a lawyer or party involved in a matter in which the government employee is substantially participating, but also with anyone from a law firm of a lawyer involved in the matter.

Paragraph (e), which defined “matter” for the purposes of proposed rule 1.11, is identical to Model Rule 1.11(e). The first Commission similarly recommended adoption of Model Rule 1.11(e) verbatim.

There were nine comments to proposed rule 1.11, all of which provided guidance in interpreting or applying the rule. Comment [1] clarifies that proposed rule 1.10 does not apply to conflicts in the governmental context. Comment [2] clarifies that the prohibitions in paragraphs (a)(2) and (d)(2) apply regardless of whether the lawyer is adverse to a former client. Comments [3] and [4], derived from the first Commission’s proposed rule 1.11, Cmt. [4A] and New York Rule 1.11, Cmt. [4A], have no counterpart in the Model Rule. The first Commission’s Comment [4A] has been divided into two comments to clarify the purposes of proposed rule 1.11(a)(1) and (c), respectively, and to provide guidance on when those provisions apply. This is particularly important for paragraph (c), which is intended to protect confidential government information regardless of whether the now private lawyer acquired the information when acting as a lawyer (paragraph (c) refers to the now private lawyer having acquired the information as a “public official or employee of the government”). Comment [5], which is similar to proposed Rule 1.13, Cmt. [6], explains that determining who or what is the client when more than one government

agency is involved is beyond the scope of the Rules of Professional Conduct. Comment [6] includes an important clarification of how the screening requirement regarding fees in subparagraphs (b)(1) and (c)(1) is applied. Comment [7] explains that joint representation of the government and a private person may be permitted. Comment [8] provides a critical explanation that under paragraph (d), a former government lawyer's personal involvement in the representation of the government in the contested matter requires consent not only from the government agency to which the lawyer has moved, but also from the former client. Although subparagraph (d)(2)(ii) appears on its face to require only the consent of the government agency, the consent of the private lawyer's former client is also required because (d)(1) makes that lawyer subject to proposed rule 1.9, under which a former client's consent is required for an otherwise prohibited lawyer's personal participation in a matter. Finally, Comment [9] has been added to clarify that proposed rule 1.11 is primarily intended for purposes of discipline, and whether a lawyer or law firm will or will not be disqualified is a matter to be determined by the appropriate tribunal and is not necessarily dictated by this rule.

National Background – Adoption of Model Rule 1.11

Every jurisdiction except California has adopted some version of Model Rule 1.11. Twenty-two jurisdictions have adopted Model Rule 1.11 verbatim. Most of the remaining jurisdictions largely track the Model Rule language, with only non-substantive changes. However, there are ten jurisdictions that have departed substantially from the language of the Model Rule, including jurisdictions that address the issue of part-time government employment.

The ABA State Adoption Chart for ABA Model Rule 1.11 is posted at:

- http://www.americanbar.org/content/dam/aba/administrative/professional_responsibility/mrpc_1_11.pdf

Revisions Following 90-Day Public Comment Period

After consideration of comments received in response to the initial 90-day public comment period, the Commission changed the phrase “participated substantially” to “participated personally and substantially” in paragraphs (a)(2) and (d)(2). The change was made to provide uniformity with the ABA Model Rule, as well as with government statutes and regulations that use the same phrase. Further, paragraph (e) was deleted in favor of having a single comment, placed in proposed rule 1.7, that would set forth examples of what might constitute a “matter” for purposes of all the conflicts rules, including proposed rules 1.9, 1.10 and 1.11. A new Comment [2] was added that provides a cross-reference to the rule 1.7 Comment. In addition, former Comment [2] (now renumbered “[3]”) was amended to provide guidance as to when participation is personal and substantial.

With these changes, the Board authorized an additional 45-day public comment period on the revised proposed rule.

Final Commission Action on the Proposed Rule Following 45-Day Public Comment Period

After consideration of comments received in response to the additional 45-day public comment period, the Commission made no changes to the proposed rule and voted to recommend that the Board adopt the proposed rule.

The Board adopted proposed rule 1.11 at its March 9, 2017 meeting.

Supreme Court Action (May 10, 2018)

The Supreme Court approved the rule as modified by the Court to be effective November 1, 2018. The Court amended the internal citation to rule 1.7 in Comment [2]. Comments [6] and [10] were revised to conform to the California Style Manual. In Comment [7], the phrase “personally prohibited from participating” was substituted for the word “disqualified.”

**Rule 1.11 Special Conflicts of Interest for Former ~~&and~~ Current Government
Officers~~Officials~~ and Employees
(Redline Comparison to the ABA Model Rule)**

- (a) Except as law may otherwise expressly permit, a lawyer who has formerly served as a public ~~officer~~official or employee of the government:
- (1) is subject to ~~Rule~~rule 1.9(c); and
 - (2) shall not otherwise represent a client in connection with a matter in which the lawyer participated personally and substantially as a public ~~officer~~official or employee, unless the appropriate government agency gives its informed written consent, ~~confirmed in writing,~~* to the representation. This paragraph shall not apply to matters governed by rule 1.12(a).
- (b) When a lawyer is ~~disqualified~~prohibited from representation under paragraph (a), no lawyer in a firm* with which that lawyer is associated may knowingly* undertake or continue representation in such a matter unless:
- (1) the ~~disqualified~~personally prohibited lawyer is timely screened* from any participation in the matter and is apportioned no part of the fee therefrom; and
 - (2) written* notice is promptly given to the appropriate government agency to enable it to ascertain compliance with the provisions of this rule.
- (c) Except as law may otherwise expressly permit, a lawyer ~~having~~who was a public official or employee and, during that employment, acquired information that the lawyer knows* is confidential government information about a person ~~acquired when the lawyer was a public officer or employee,~~* may not represent a private client whose interests are adverse to that person* in a matter in which the information could be used to the material disadvantage of that person.* As used in this ~~Rule~~rule, the term ~~"confidential government information"~~ means information that has been obtained under governmental authority ~~and which, that,~~ at the time this ~~Rule~~rule is applied, the government is prohibited by law from disclosing to the public, or has a legal privilege not to disclose, and ~~which that~~ is not otherwise available to the public. A firm* with which that lawyer is associated may undertake or continue representation in the matter only if the ~~disqualified~~personally prohibited lawyer is timely screened* from any participation in the matter and is apportioned no part of the fee therefrom.
- (d) Except as law may otherwise expressly permit, a lawyer currently serving as a public ~~officer~~official or employee:
- (1) is subject to ~~Rules~~rules 1.7 and 1.9; and
 - (2) shall not:

- (i) participate in a matter in which the lawyer participated personally and substantially while in private practice or nongovernmental employment, unless the appropriate government agency gives its informed written consent, ~~confirmed in writing,*~~ or
- (ii) negotiate for private employment with any person* who is involved as a party, or as a lawyer for a party, or with a law firm* for a party, in a matter in which the lawyer is participating personally and substantially, except that a lawyer serving as a law clerk to a judge, other adjudicative officer or arbitrator may negotiate for private employment as permitted by Rule 1.12(b) and subject to the conditions stated in Rule 1.12(b).

~~(e) As used in this Rule, the term "matter" includes:~~

- ~~(1) any judicial or other proceeding, application, request for a ruling or other determination, contract, claim, controversy, investigation, charge, accusation, arrest or other particular matter involving a specific party or parties, and~~
- ~~(2) any other matter covered by the conflict of interest rules of the appropriate government agency.~~

Comment

[1] Rule 1.10 is not applicable to the conflicts of interest addressed by this rule.

~~[1] A lawyer who has served or is currently serving as a public officer or employee is personally subject to the Rules of Professional Conduct, including the prohibition against concurrent conflicts of interest stated in Rule 1.7. In addition, such a lawyer may be subject to statutes and government regulations regarding conflict of interest. Such statutes and regulations may circumscribe the extent to which the government agency may give consent under this Rule. See Rule 1.0(e) for the definition of informed consent.~~

[2] For what constitutes a "matter" for purposes of this rule, see rule 1.7(e).

~~[2] Paragraphs (a)(1), (a)(2) and (d)(1) restate the obligations of an individual lawyer who has served or is currently serving as an officer or employee of the government toward a former government or private client. Rule 1.10 is not applicable to the conflicts of interest addressed by this Rule. Rather, paragraph (b) sets forth a special imputation rule for former government lawyers that provides for screening and notice. Because of the special problems raised by imputation within a government agency, paragraph (d) does not impute the conflicts of a lawyer currently serving as an officer or employee of the government to other associated government officers or employees, although ordinarily it will be prudent to screen such lawyers.~~

[3] Paragraphs (a)(2) and (d)(2) apply regardless of whether a lawyer is adverse to a former client ~~and are thus designed not only to protect the former client, but also to prevent a lawyer from exploiting public office for the advantage of another client. For example, a lawyer who has pursued a claim on behalf of the government may not pursue the same claim on behalf of a later private client after the lawyer has left government service, except when authorized to do so by the government agency under paragraph (a). Similarly, a lawyer who has pursued a claim on behalf of a private client may not pursue the claim on behalf of the government, except when authorized to do so by paragraph (d). As with paragraphs (a)(1) and (d)(1), Rule 1.10 is not applicable to the conflicts of interest addressed by these paragraphs.~~ Both provisions apply when the former public official or employee of the government has personally and substantially participated in the matter. Personal participation includes both direct participation and the supervision of a subordinate's participation. Substantial* participation requires that the lawyer's involvement be of significance to the matter. Participation may be substantial* even though it is not determinative of the outcome of a particular matter. However, it requires more than official responsibility, knowledge, perfunctory involvement, or involvement on an administrative or peripheral issue. A finding of substantiality should be based not only on the effort devoted to the matter, but also on the importance of the effort. Personal and substantial* participation may occur when, for example, a lawyer participates through decision, approval, disapproval, recommendation, investigation or the rendering of advice in a particular matter.

[4] By requiring a former government lawyer to comply with rule 1.9(c), paragraph (a)(1) protects information obtained while working for the government to the same extent as information learned while representing a private client. This provision applies regardless of whether the lawyer was working in a "legal" capacity. Thus, information learned by the lawyer while in public service in an administrative, policy, or advisory position also is covered by paragraph (a)(1).

[5] Paragraph (c) operates only when the lawyer in question has actual knowledge of the information; it does not operate with respect to information that merely could be imputed to the lawyer.

~~[4] This Rule represents a balancing of interests. On the one hand, where the successive clients are a government agency and another client, public or private, the risk exists that power or discretion vested in that agency might be used for the special benefit of the other client. A lawyer should not be in a position where benefit to the other client might affect performance of the lawyer's professional functions on behalf of the government. Also, unfair advantage could accrue to the other client by reason of access to confidential government information about the client's adversary obtainable only through the lawyer's government service. On the other hand, the rules governing lawyers presently or formerly employed by a government agency should not be so restrictive as to inhibit transfer of employment to and from the government. The government has a legitimate need to attract qualified lawyers as well as to maintain high ethical standards. Thus a former government lawyer is disqualified only from particular matters in which the lawyer participated personally and substantially. The provisions for screening and waiver in paragraph (b) are necessary to prevent the disqualification rule~~

~~from imposing too severe a deterrent against entering public service. The limitation of disqualification in paragraphs (a)(2) and (d)(2) to matters involving a specific party or parties, rather than extending disqualification to all substantive issues on which the lawyer worked, serves a similar function.~~

[56] When a lawyer has been employed by one government agency and then moves to a second government agency, it may be appropriate to treat that second agency as another client for purposes of this ~~Rule~~rule, as when a lawyer is employed by a city and subsequently is employed by a federal agency. ~~However, because the conflict~~ Because conflicts of interest ~~is~~are governed by ~~paragraph (d)~~paragraphs (a) and (b), the latter agency is ~~not~~ required to screen* the lawyer ~~as paragraph (b) requires a law firm to do.~~ The question of whether, Whether two government agencies should be regarded as the same or different clients for conflict of interest purposes is beyond the scope of these ~~Rules.~~rules. (See ~~Rule~~rule 1.13, Comment [96]; see also Civil Service Commission v. Superior Court (1984) 163 Cal.App.3d 70, 76-78 [209 Cal.Rptr. 159].)

[67] Paragraphs (b) and (c) ~~contemplate a screening arrangement. See Rule 1.0(k) (requirements for screening procedures).~~ These paragraphs do not prohibit a lawyer from receiving a salary or partnership share established by prior independent agreement, but that lawyer may not receive compensation directly relating the ~~lawyer's~~lawyer's compensation to the fee in the matter in which the lawyer is ~~disqualified~~personally prohibited from participating.

~~[7] Notice, including a description of the screened lawyer's prior representation and of the screening procedures employed, generally should be given as soon as practicable after the need for screening becomes apparent.~~

~~[8] Paragraph (c) operates only when the lawyer in question has knowledge of the information, which means actual knowledge; it does not operate with respect to information that merely could be imputed to the lawyer.~~

[98] Paragraphs (a) and (d) do not prohibit a lawyer from jointly representing a private party and a government agency when doing so is permitted by ~~Rule~~rule 1.7 and is not otherwise prohibited by law.

[9] A lawyer serving as a public official or employee of the government may participate in a matter in which the lawyer participated substantially while in private practice or non-governmental employment only if: (i) the government agency gives its informed written consent* as required by paragraph (d)(2)(i); and (ii) the former client gives its informed written consent* as required by rule 1.9, to which the lawyer is subject by paragraph (d)(1).

[10] This rule is not intended to address whether in a particular matter: (i) a lawyer's conflict under paragraph (d) will be imputed to other lawyers serving in the same governmental agency; or (ii) the use of a timely screen* will avoid that imputation. The imputation and screening* rules for lawyers moving from private practice into government service under paragraph (d) are left to be addressed by case law and its

development. (See *City & County of San Francisco v. Cobra Solutions, Inc.* (2006) 38 Cal.4th 839, 847, 851-54 [43 Cal.Rptr.3d 776]; *City of Santa Barbara v. Superior Court* (2004) 122 Cal.App.4th 17, 26-27 [18 Cal.Rptr.3d 403].) Regarding the standards for recusals of prosecutors in criminal matters, see Penal Code section 1424; *Haraguchi v. Superior Court* (2008) 43 Cal. 4th 706, 711-20 [76 Cal.Rptr.3d 250]; and *Hollywood v. Superior Court* (2008) 43 Cal.4th 721, 727-35 [76 Cal.Rptr.3d 264]. Concerning prohibitions against former prosecutors participating in matters in which they served or participated in as prosecutor, see, e.g., Business and Professions Code section 6131 and 18 United States Code section 207(a).

~~[10] For purposes of paragraph (e) of this Rule, a "matter" may continue in another form. In determining whether two particular matters are the same, the lawyer should consider the extent to which the matters involve the same basic facts, the same or related parties, and the time elapsed.~~