Special Called Ethics Review Commission Meeting Transcript, October 20, 2014: Item 2C

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Roll Call:

- 5 Austin Kaplan
- 6 Peter Einhorn
- 7 Dennis Speight
- 8 Donna Beth McCormick
- 9 James Ruiz
- 10 James Sassin (not present)
- 11 Sylvia Hardman-Dingle (not present)
- 12 Cynthia Tom

Austin Kaplan: We move on to item 2C. Power, duties and functions of the Commission and the City Auditor, including City Council Resolutions No. 20141016-024 and 20141016-033 and report and possible recommendations from working group Kaplan, Einhorn, Sassin and Staff. These are the – we have – we've prepared something. Do you want to do citizen's communications? I'm going to defer to the Commission. Do y'all want to hear from citizen's communications before we start this? I see a lot of nodding heads. And just so y'all know as we're talking about this we're not agendized for action on this today, but we will of course reconvene on the 28th.

Cindy Tom: So we're on notice to talk about the powers, duties and functions of the Commission and the powers, duties and functions of the City Auditor including, specifically, those two City Council resolutions that are in your back-up and which passed City Council last week and also the report from the working group related to those same issues. Later, at item five, we have future agenda items which may be relevant to the request by Mr. Whellan.

Kaplan: Thank you, Cindy. Mr. Whellan, do you want to address the Council?

Michael Whellan: Mr. Gregory and I, we're gonna both, it'll be quick. A total of four minutes maybe, together rather than a total of six minutes. This is more of a discussion than anything else. I understand there's no action.

Cindy Tom: When you start to speak just say, "you are..."

Michael Whellan: I'm Michael Whellan on behalf of Texas Disposal Systems. I did send a letter to you which I've also given to Council to be part of the record. I sent it to Ms. Tom. She was copied along with everybody else. We are here to talk about the process, the powers, duties and functions of the ERC and the City Auditor combined. It is both of them independently, but also how they relate to one another. In a very quick glance on your working group I noticed you do have a very powerful statement here about how the ERC could run the risk of becoming a body whose opinion is not relevant because it no longer has sufficient jurisdiction to truly act as the independent ethics watchdog it was created to be. And I emphasize the "independent ethics watchdog it was created to be" because what we have here and what the Council has stated in its resolution, which you now have seen, is that the Auditor acted well beyond its jurisdiction and

took over your jurisdiction to make decisions about guilt and innocence related to ethics complaints. We know that from the resolution, when the resolution in its "whereas," and this is attached to your background, indicated that it had – that is you, the Ethics Review Commission – has sole jurisdiction over rulings on sworn complaints. We are asking - the specific 'ask' tonight is that you put on your agenda for October 28th action on a resolution, and again this is in my last paragraph in my letter, second page, we're seeking that there be discussion and adoption of a resolution to invalidate the unauthorized actions that were taken by the City Auditor in this report and to affirm the importance of following the Ethics Review Commission process established in the city code protecting individual rights. We need a resolution on this, Commission. We've asked you twice before. We're here again to ask because it protects all of the members of Boards and Commissions. It protects them all and, frankly, if you read the article that I attached from the Statesman the Auditor doesn't get it. Despite the fact that a resolution was passed by the Ethics Review Commission, which requires a conspicuous notice on any reference to this report

Bob Gregory: City Council.

Michael Whellan: Excuse me, City Council. City Council is requiring a conspicuous notice – this is on the last page of the resolution, second to last page of the resolution, that there be –

Cindy Tom: And you guys have the resolution as part of your back-up?

Michael Whellan: There's a conspicuous resolution that's supposed to be attached that their report has not been accepted by the Austin City Council on the subject to resolution number 20141016-024 passed on October 16, 2014. Instead of complying with this resolution the Auditor's representative, if you look at page three of the article, last page of the Statesman article from this weekend stated that the Auditors followed standard procedures for the investigation and, this is the quote, "before and after we issued the report we reviewed the evidence collected and determined that it was sufficient to support our conclusions." Again, "after we issued the report." There should have been a reference by him that the report was not accepted by the City Council and it had been rebuked. So why do we feel so strongly that it should be invalidated? Obviously we have spent a lot of time and money and attention on this and it's because of the very reason that you're working group is identified. So that we have independence and integrity in this system and so that no other member of any Board or Commission is treated the way Daniela was and treated the way Texas Disposal Systems was; so that our businesses and our Commission and Board members are protected the way they should be protected. The other reason is the charter and city code do not allow the Auditor to go beyond their jurisdiction. You are the sole body that has jurisdiction over ethics complaints; sworn complaints. Third, the Auditor did not follow the processes or the procedures that are specifically outlined for the Auditor. It's frankly outrageous for the Chief of Investigations to say that they followed standard procedures when the day before, if you look at the resolution again, the day before, it's on page 4 or 5 again the Council quote, "objects to the failure to follow the Ethics Review Commission process." I mean, give me a break. I think what is also important is that you have the jurisdiction to pass a resolution to invalidate a report that has exceeded its authorization and to make a firm statement so that we can end this now and we don't have to go yet to another jurisdiction to seek clarity on how this failure hurts members of Boards and Commissions. The integrity of the process is critical to our City and service on these Commissions and this Commission should frankly not tolerate somebody who is unwilling to follow the law and continues even after being rebuked by the City Council to publically make statements otherwise. Again, our 'ask' is very specific: on your agenda for October 28th you add an item for discussion and adoption of a resolution to invalidate the unauthorized actions that were taken by the City Auditor in his report and to affirm the importance of following the Ethics Review Commission process established in the city code protecting individual rights. I think that's all I have. Do you want to add anything?

Bob Gregory: I'll just very quickly – first of all, I'm Bob Gregory the president and principal owner of Texas Disposal Systems. I've been before you before talking on this issue. Thank you for the opportunity to come again. As usual Michael did a great job of summarizing our points. I would just encourage you particularly on point with this agenda item today to please note what the City Council said in their resolution last Thursday on Daniela's issue and to encourage you to keep the process crystal clear that the Ethics Review Commission has sole jurisdiction to determine guilt concerning conflict of issue complaints sworn against appointed Boards and Commissions members. I think that's critically important. I believe due process rights are critically important. I think it's a travesty what happened to Daniela and to TDS with the Auditor's report and I would like to make sure, and my job won't be complete until I feel like I've done my part to make sure that doesn't happen to anybody else again. You guys are the Commission with sole jurisdiction. We ask you to keep it and we hope you will put an agenda item next week on your – or on the 28th – so that an issue can be considered so a resolution can be passed. We're not asking a sworn complaint to be considered, but that a resolution be passed so hopefully we can put an end to this as Mike said. Thank you very much for the opportunity. I'm happy to answer any questions that any of you might have.

Kaplan: We don't usually do questions for citizen's communication, so thank you. So let's move on to 2C with the benefit of some of that background information and this additional letter brief and the short, comparatively short - gosh it's heartening to call a three page document short at this point in the evening - draft statement of principles. Thank you, Commissioner Einhorn for taking the lead on drafting this and working the working group. The working group is Vice-Chair Einhorn, myself, and Commissioner Sassin. Commissioner Einhorn, do you want to talk a little bit about this report?

Einhorn: I don't know. I guess the working group kind of was formed after the hearing on Daniela's – Ochoa Gonzalez's…the report. There was not a hearing; it was just an agenda item. Is that correct?

Cindy Tom: Yeah. It was an agenda item on a meeting, but there is no group.

Kaplan: And so we – there were some jurisdictional questions were raised about where, you know, what jurisdiction the Auditor's office has with regards to the code of ethics versus the Ethics Review Commission who can make a determination that a violation has occurred and so the working group did several things. We asked for a legal opinion from the City Attorney and then we got bogged down with preliminary hearings this Fall and this kind of fell off the radar

and then it was pushed back to the floor when items came before the Austin City Council. And so we sort of hastily jumped back into the fray. We received the legal opinion three weeks ago?

Cindy Tom: Um...

Kaplan: From the City Attorney?

Cindy Tom: Council got it, I think around the 24th of September and due to my unfortunate car accident after the last Commission meeting you did not get it until the next week.

Kaplan: Okay, alright. So and essentially, you know, the words kind of speak for themselves, but the jurisdiction questions that we kind of raised were, "what is the role of the independent citizen panel?" and the thing that we really grappled with was the due process; the importance of due process. Having somebody who has had a complaint sworn against them, have an opportunity to respond to that. I guess I just don't know if we want to go through these bulletpoint by bullet-point, but I'm certainly happy to answer any questions.

Cindy Tom: Do you want to talk about the resolutions before you go through this or do you want to start with this – you know Council, as I'm sure you know from me telling you, City Council specifically requested that the Commission consider the proposed amendments to chapter 2-3 and chapter 2-7 at tonight's meeting. I don't know if this working group draft statement of principles is responding to that resolution at all.

Kaplan: Well, I think putting the item up for discussion on the agenda is responding to that direction and we have representatives from the Auditor's office here with us. Y'all want come on and join us at the table. Maybe we can kind of begin the discussion. I think the statement from the working group is the idea of the working group as kind of a core of what we want to see, but that obviously isn't necessarily reflective of the whole Commission. Of course we have five of us, not all seven of us are here today, but enough certainly to get a sense of what the full Commission...

 Cindy Tom: So I would, just so everybody is on the same page here with regards to the resolutions and what passed Council last week and what they're asking as just sort of background for y'all. On the resolution that ends in 024 which starts out with the whereas related to Daniela Ochoa Gonzalez there is a "be it resolved" on the end of page three which says the City Clerk and the City Auditor are directed to coordinate meetings between the Ethics Review Commission working group and the Integrity Unit of the Office of the City Auditor to discuss process clarification and improvement for conflict of interest allegations, which the City Auditor receives against Boards and Commissions members and results should be reported back to Council within 90 days so that's a direction through the Clerk who formed the Ethics Review Commission working group which consists of Chair Kaplan, Vice-Chair Einhorn and Commission Member Sassin, who is not here tonight, to work on that and come back to Council within 90 days. The other resolution which ends in 033, these are the – let me recognize it as an item from Council Member Spelman and language was added on the Dais last week by Council Member Morrison on page 12 at the top. "Be it further resolved the City Manager shall process the amendments and present them to the Ethics Review Commission at its meeting on October

20, 2014, and Council for consideration on or before November 20th, 2014, as City Manager may 184 185 revise the proposed code language to comply with city charter requirements and other laws." So 186 there are other mentions of the Ethics Review Commission throughout both resolutions, but I think that those were sort of the most important ones that give direction either for the City Manager to present these to the Commission. I suppose that is why I'm representing the City Manager in this capacity and presenting you with the proposed amendments to those resolutions. And then the other piece is for the working group. Do note that November 20, 2014, date, that is the date that Council has expressed it would like a more final version of the code amendments to come back. And so the Law Department will be working on that in coordination with other folks, but if the Commission would like to make a recommendation to Council relating to the proposed amendments you can do that tonight. You could also talk about it tonight, think about 195 it, maybe have the working group draft something like that if what they already drafted isn't sufficient and could bring it back on the 28th as well, but it won't be back before Council, I do not believe, until November 20th. And with that background, feel free, Chair, to take the items up in whatever order you want to discuss.

Kaplan: Mr. Cousar, do you have additional thoughts for us at the moment or should we refer back to you in a little while?

James Cousar: I wanted to be here in part as a resource because is 1985 and 1986 I spent a substantial part of that year as part of the original Blue Ribbon Ethics Review Committee that drafted what is basically the current ordinance. Now it's been tinkered with over the last 29, 28 years and there was a very, what was widely charitably called a toothless Ethics Ordinance in place prior to '86, but what you're working with today really is the work of the Blue Ribbon Commission in 85, 86. Each Council Member appointed a member – there was Monsignor Reyes, the Bishop of the Catholic Diocese here and pastor of the Baptist Church downtown. We had people with experience in state government and people with experience in municipal government who then had a common cause. I was a very young lawyer at the time, but the point I was going to make in this process is that it shouldn't – I really wouldn't like the Commission to lose sight of the fact that the ordinance was drafted to create conflict of interest standards and procedures for elected officials in the City of Austin, Board and Commission members, and city officials who were not elected and city employees. The standards are standards that were drafted to apply to all four of those categories: elected officials, non-elected officials, city employees and Board and Commission members and it's my understanding that there's some sentiment on the Council to say take elected officials and city employees outside the purview of the Ethics Commission and I think that would basically undercut half or more of what the original ordinance was intended to do. And there was no thought time in 1985 for setting up a separate investigative procedure as opposed to a citizen review procedure with due process or elected officials and city employees. So, again, I wasn't party to the discussion at the Council the other day. I was startled to hear that it was even being considered to take city employees and elected officials outside of this Commission's jurisdiction.

Kaplan: Amen.

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Cindy Tom: So what Mr. Cousar is referring to is page 11 of the ripped out resolution that ends in 033. You'll see there's only one section of proposed code amendments as it was passed.

That's not to say that a more complete ordinance might not need some other amendments to other sections in chapter 2-7, but as the resolution was passed section 2-7, 2-6 functions at the bottom of page 11 of the resolution you'll see the underlined new language that makes the change or would propose to make the change that Mr. Cousar is referring to. So previously the section said the Ethics Review Commission has jurisdiction over this chapter. This chapter being 2-7 which includes Article One, which is general provisions, Article Two which is specific to the Ethics Review Commission, Article Three which is specific to your Ethics Review Commission complaint hearing procedures, Article Four which is the code of ethics which includes the conflict of interest sections and some others. Article Five, which is financial disclosure of statements of financial information, and Article Six which is the anti-lobby which you currently do not actually have jurisdiction over set forth in six. So previously, or currently, you have jurisdiction over all of chapter 2-7. Under the proposed amendments you can see it says the Ethics Review Commission has jurisdiction over this chapter – chapter 2-7 – except that the Commission only has jurisdiction over Article Four, code of ethics of this chapter as it applies to non-salaried city officials. So the difference would be that Article Four currently applies to all city officials as that's defined in Article One. Salaried, compensated or not, and also applies to city employees. So what you would be giving up would be jurisdiction to hear complaints alleging violations of the code of ethics by employees and by salaries city officials. You would retain jurisdiction to hear complaints alleging code of ethics violations over non-salaried city officials, which would at the very least include Board and Commission members. We're still working out the details as to whether folks like City Council members are considered salaried or not, but you might be also be losing jurisdiction over City Council when it comes to the code of ethics as written in the proposed resolution. You would retain your current and full jurisdiction over Article Five of chapter 2-7 which is the statements of financial information; it would just be the Article Four where you would lose some of that jurisdiction. And then there's language at the end about referring complaints to the auditor after consultation with the city attorney, the city clerk shall forward to the city auditor any complaint alleging violation of Article Four of this chapter by a salaried city official or city employee. The clerk is here today. I don't know that she has any thoughts on that section she wants to share today, but –

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James Cousar: Mr. Chair, before we move on, there's just one more thing. The impetus for this ordinance in 1985 was because there was a then mayor in the city of Austin, it was widely believed, to have a financial interest in property that was coming before the city for zoning and entitlement votes and when reviewed by city legal at the time it became apparent that there wasn't in city law any mechanism to deal with that and that was the opinion of the city attorney and that led to the appointment of a seven member commission to come up with conflict of interest standards that would address, in that case, an elected official. And so again, I don't think it was ever intended that this was primarily for non-salaried and appointed city officials.

McCormick: My question is, yes, the City Council is paid, but they're not elected, too, so here you've got two entities really. Do they fit under just paid? Do they fit under elected? Or do we have something that includes elected? Paid?

James Cousar: I guess my response to that was I don't see any reason to change the current jurisdiction which does apply to –

McCormick: No, but with all the discussion that's gone on...

Cindy Tom: Current definition of city official is pretty specific. It would include the mayor, council; it would also include other folks – department heads, city manager, judges. It's a fairly expansive definition. It could also theoretically – I mean it does include people who receive a salary and might also be thought of in a different context of an employee, but there is that definition of city official as set out in Article One and it would include both city council, folks like department heads and folks who aren't compensated like Board and Commission members. It's a fairly encompassing definition as it's currently written.

McCormick: Cause, see, we're appointed –

Cindy Tom: Elected or not, it wouldn't matter.

McCormick: Elected and salaried; we're appointed but not salaried.

Cindy Tom: Right.

Kaplan: Commissioner Einhorn?

Einhorn: I'm having a hard time squaring in my head how the same city council passed both these resolutions on the same day. It seems pretty ridiculous to me actually. They complain about the Auditor's process and then they strip the Ethics Review Commission of its jurisdiction and give it to the Auditor's office so that makes no sense to me whatsoever. It also seems ridiculous to me that we have a citizen panel and that citizen panel would not have jurisdiction to hear complaints against the Mayor and the City Council and high-ranking city officials. So, to me, that's completely unacceptable.

Corrie Stokes: If I may?

Kaplan: Sure and why don't we do this. Noting the head nodding and sighing happening on the Ethics Commission side of the table. Y'all here from the Auditor's office, will you introduce yourself?

Stokes: Certainly. I'm Corrie Stokes. I'm the Deputy City Auditor.

Hadavi: Jason Hadavi, I'm the Chief of Investigations.

Kaplan: Hi, Jason. Nice to meet you, Corrie.

Stokes: A couple of clarifications. One, I guess, just starting with language. I heard from our City Attorney's office and I think this has been something we've been talking about for a while, but I heard the language "lose jurisdiction" and I don't think this is about losing jurisdiction or gaining jurisdiction. I think it's about clarifying jurisdiction. So what's happened obviously is we had a situation where we had some overlap in jurisdiction. 1985 – it sounds like 1985 or

321 1986 is when this code of ethics or the ethics sections of our city code came into being.

Cindy Tom: 1976.

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Cousar: Well, it was strengthened in 1976.

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Stokes: Right. Strengthened. But in 1990 an independent City Auditor was created. Those charter amendments in '90 to '92 were created to set up our function and shortly thereafter the fraud, waste and abuse hotline started so you have kind of subsequent to that, we have a hotline where anyone can call it and leave us an anonymous – or they can also be associated with their allegation. It doesn't have to be anonymous, but they can give us a tip. Essentially it's a whistle blower hotline so we've operated that hotline now for over, well, since at least 1995, maybe a little bit longer. And I think what happened here is where we got into the overlap. We have previously had allegations against city officials under that definition. This was the first one where we had a substantiated allegation against a volunteer Commissioner and obviously where we ended up was not where anybody wanted us to end up in terms of process and so we are here trying to figure out what these distinctions should be. But the version adopted, or the resolution passed by Council is a starting place. There's a reason we're here. We've been sitting down with the City Attorney, we've made some minor revisions based on our discussions with them to clarify different sections of this resolution or of the code language contained in this resolution, but I think the Council Members made it pretty clear last week that this is not a "take this and go forth." This is "a discussion needs to happen." And so related to jurisdiction related to sections about Council – what we're trying to do is, previously having had allegations against Council Members, against the City Auditor, against other high-ranking city officials. We've had to navigate that on a case by case basis working with Mayor and Council to figure out how to proceed and I think what we'd like to do is get past that; have it codified, have a clear process so we don't end up here again.

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Einhorn: My understanding of the roles as outlined in the City Attorney's opinion to us is that there isn't an overlap of jurisdiction - it's that you guys have investigative authority and we have the authority to determine if a violation of the code of ethics has occurred. The real snafu we ran into in the case we heard with Daniela Ochoa Gonzalez is that we had no provision for you guys to talk to us about the nature of your investigations so we couldn't do anything with it. We get this investigation, you know, it says we found this, but you can't go into sort of substantiating that finding which is what we do when we go through the preliminary and final hearing process. We hear evidence. And I certainly understand that there's a reason for you guys to protect your investigative process and I do think it's important that we have an anonymous complaint process as we have outlined in our statement from the working group, but you know, to me it's not an overlap of jurisdiction. To me, the Ethics Review Commission is the determining entity with regards to violations of the code of ethics. Now if there's a criminal violation I think that there's probably a process, you know, whether you go through APD or you go to the prosecuting entity to do an investigation, but you know, for civil violations there's an investigative process and then there is a due process.

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Kaplan: Further discussion from Commissioners?

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Ruiz: One issue that I had, that gave me the most concern, simply even touching on what Commissioner Einhorn said. I think criminal prosecution – it would then become public as to

what the evidence was. To this day we have no idea. You again used the word "substantiated." I've never seen any substantiation and when the issue was raised it was privileged; it not even subject to disclosure under a Public Information Act request and that, to me, is something that needs to be clarified because otherwise you can have the Auditor's Office make a statement like, "there was a violation" and never have to disclose why; what evidence did it have, which was the issue with this case. No transparency. How can one defend themselves when they're accused of a violation when they weren't told the evidence that substantiated it? And to this day it's never been disclosed. And that, to me, is why it's good to have the investigation. You can have confidential informants, but if you're going to get to the point of making a finding at some point in time, the evidence has to come to light and the process that, I think, if you're saying the norm was fine, that's flawed because no evidence ever came to light and I think that has to be addressed.

 McCormick: There seems to be no procedure like when she appeared before us and it's exactly like Commissioner Ruiz said, that it was 'I just kind of heard about this and I don't know exactly why' there's not a 1-2-3 that when this happens, you do this and you do this. The other thing that distressed us is the day we had the Commission meeting, she was coming to the Commission meeting, it was on the front page of the paper and nobody showed up from the Auditor's office. With no information. And as you can tell, I'm still upset about that. I think that whenever you knew it was on the front page of the paper you needed to be there.

Kaplan: Um, so, I just wanted to address one of the things I saw in one of the resolutions. It's the 24 resolution, "be it further resolved City Auditor is not prohibited from filing sworn complaints with the Office of the City Clerk to file on the Ethics Review Commission process that outlines city code for alleging violations of city codes conflict of interest provisions." It looks like Council has weighed in to our debate as to how the Auditor brings stuff to us for resolution, but my preliminary question – and I think I know the answer to this – is do we need to provide some kind of a code amendment that allows this to happen; more than just this resolution or basically should our code amendment adopt this resolution or does it? I apologize if it already does or if a proposed amendment already does.

Cindy Tom: The Spelman Resolution – the 033 – there is nothing in there that would set up that process that I know of, although I'm happy to meet with the auditors. I think how it handles this situation is I believe there's language in there, I believe, and again just correct me if this is not right – the auditor staff language is – I think it's in the powers and duties – oh yes. Okay, so look at page 8 near the top and I know you have a couple; you have that one that has some more recent changes, but look at page 8 of the one that on the first page of the resolution number 2014 blah, blah, blah 033 – look at Section M. It's a new section that says "the City Auditor shall refer any complainant who alleges that a non-salaried city official has violated Article Four, Code of Ethics, or Article Five, financial disclosure of chapter 2-7 to the Ethics Review Commission complaint and hearing procedures that was set out in chapter 2-7. So as I understand it the resolution with the proposed language would do a couple of things. One, to Section M, looks to me although again I would defer to Auditor staff as to whether this is the correct understanding, that the Auditor instead of investigating Boards and Commission members, non-salaried officials at least with regard to Article Four, Code of Ethics, or Article Five, Financial Disclosure, that they would no longer investigate. I think that's the intent and that instead they would just refer

the complainant or possible even refer anonymously received allegations, like anonymous voicemails or anonymous emails to the Ethics Review Commission without any investigation so the situation relating to Daniela Ochoa Gonzalez where they did an investigation of a Board and Commission member related to Article Four and the gave the report to the Commission might not occur anymore under these provisions by the mere fact that they would not to an investigation anymore of Boards and Commission members with regards to Article Four. Then, so that's part of how it would work. Now pointing you again towards the end of the ERC's jurisdiction, you know I will respectfully disagree and say it is a lawsuit jurisdiction with regard to the code of ethics that the Commission had had since 1977 when it first got jurisdiction over the code of ethics. So with regard to Board and Commission members my understanding is that the Auditor would no longer investigate that so the ERC would not receive reports of investigations. They would receive maybe complainants would decide to swear a complaint, maybe they would get anonymous allegations, but there would be no need for a process to refer reports of investigation to the Commission because there would not be any anymore. With regard to city employees or salaried city officials, people who aren't Board and Commission members who are subject to Article Four, the Commission would no longer have jurisdiction to hear complaints over those people. The Auditor would investigate that and present those results to who they consider the appropriate authority, but the ERC would never see them. So again, with regard to Article Four, folks who aren't Board and Commission members, there would be reports by the Auditor, but the ERC would no longer have jurisdiction to hear complaints. So the ERC would no longer get those so again there would be no need to come up with a way for the reports to get to the Commission. Commission doesn't have jurisdiction over those anymore. There could be other overlap. I don't know if the Auditor would continue to do investigations of city staff when it comes to Article Five, Financial Disclosure, but the other articles over which the Commission has jurisdiction in the other chapters normally wouldn't involve city staff or city officials other than maybe campaign finance that could be a sitting council member, but other than Article Four and Article Five of chapter 2-7 you're not gonna have that much of a situation of overlap come up. I don't know, though. I don't know if the Auditor investigates possible lobbying violations. That's your jurisdiction as well; also the campaign finance stuff. So I don't see a process for the Auditor to share a report with the Commission in these proposed amendments, but there is a process set up for the Auditor to refer complainants and possibly - so the people themselves who might call and complain to the Auditor about a Board and Commission member violating Article Four. I think how it would work, but you guys definitely fill me in, is the Auditor would not investigate that. The Auditor would tell the complainant "here's the process to file a complaint on that. You have to go to the ERC."

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458 459 **Hadavi:** There's a lot to comment on there so forgive me if I don't address everything. The part that Cindy mentioned about the Boards and Commission members was absolutely accurate; that we would be referring all of that to you without investigation. That we would say this is the ERC's jurisdiction, we don't have any jurisdiction to investigate this. Historically what's happened – most often we receive anonymous complaints. We get a voicemail or we get an anonymous email. There's no one to tell. They often don't even leave an email address, they don't leave a phone number; they don't leave any identifying information so there's no way to get back to these people. Sometimes when we do hear from someone directly we're able to discuss issues with them and there have been multiple instances where it's been about a conflict of interest issue related to a Board or Commission and in those situations we've always referred

them to the ERC and to the process notifying them that they can fill out their sworn complaint with the City Clerk. It has been my personal experience, as well as the experience of some of my investigators, that people have apprehension about that and do not feel comfortable swearing to a complaint because they don't want to publicize their name and whatever their background is, which we respect so we've always received their complaint in absence of that. What we're saying here, we will just provide you the information whether it's anonymous or not and if there is a complainant on that phone that we will refer them to the process. Regarding the other part of city officials, salaried city officials, as it's currently drafted and, again, I want to stress what Corrie said early that this is just a starting point. We've looked at this as something to be a catalyst for discussion going forward. It was our perspective as I think some of y'all might share that the volume of standards of conduct complaints against city employees may be significant given how frequently y'all meet and the resources you have available. I can't produce a population of those complaints because there is no central repository. That's something we're trying to address here. This is something I've kind if harped on for a long time that the city does not have a central repository for ethical issues. At any given point in time for any period of time the city cannot tell you how many misuse of city resources complaints have been investigated, how many sexual harassment complaints have been addressed, how many theft of city resources - so on and so forth. And that's something that I think is a real disadvantage to the city. I don't have authority over the personnel items, unfair hiring discrimination, retaliation; we've always sent those to HR, but we're trying to establish a central repository at least for the fraud, waste and abuse issues which we think includes theft and misuse of city resources. But to give you an idea of what kind of amount we're talking about, we receive between 150 and 200 complaints a year. Not all of those are fraud, waste and abuse, but a good portion of them are. I would estimate - without being able to look at my database right now - I would estimate that over half of those could constitute some type of standard of conduct violation for city code or would be in that arena. I shouldn't say constitute an actual violation, but would be alleged violations of standard of conduct.

Cindy Tom: Standards of conduct just, I don't know, they've gotten any complaints on that just for them for everybody to realize Article Four of the code of ethics; it's separate from the conflict of interest section, but it also –

Hadavi: It is immediately preceding it.

Cindy Tom: Exactly. It's 2-7-62.

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Hadavi: Right. And so we receive dozens of these per year, some of which we investigate. Most of which we look at, as you guys mentioned, with the last item in a di minimis nature and we refer to management to handle operationally and ask for dispositions back on that. In 2010, this is based on old data, there was an ethics related survey that was done and it asked employees a myriad of questions including whether they had witnessed wrongdoing in the last year or two years and if they had reported it and so on and so forth. And it was estimated based on that data that 2% of the wrongdoing identified by employees was reported to our office. So the couple of hundred allegations that we're getting is a very small percentage. I don't know how much of it is going on out there, but I do know that Human Resources, departmental HR departments and other internal audit shops do investigations of theft, misuse of city resources and conflict of

interest that takes place out there and we have – I personally have no record of that. So what we were trying to address from the salaried city officials and employees, part of these code provisions was to congregate all that information so the city has a central repository for that information and can identify trends on an ongoing basis and then conduct proactive activities related to training and awareness for city employees in certain departments related to certain types of issues in certain divisions – so on and so forth. So I don't know if that helps capture what we were trying to accomplish with some of what's in here.

Cindy Tom: With regards to the original question which I don't know if I did a good job answering or not – is there something in these proposed amendments that were part of Spelman's Resolution that would facilitate a process for the Auditor to give information to the ERC? I think probably that section that I read about referring complainants and what you said about referring them on as allegations would be the closest thing that would speak to that right?

Hadavi: Correct.

Hadavi: No, but you just reminded me of something else that I wanted to address. There are some draft edits in here related to high-level city officials, Mayor and Council, and the City Auditor and some provisions about how allegations involving those individuals would be handled. And I bring this up because I know in your draft statement of principles you talked about looking at peer cities. Well, the language that we included there was based on a peer research project that we conducted in the City Auditors Integrity Unit over I don't know how many months. It was brought up that we had no documented procedures related to allegations against Council Members, the Mayor or against the City Auditor as we said well we need to look at how other cities do this. We did a project that surveyed, I want to say roughly a dozen cities across the US that we knew had audit shops that had investigative responsibilities. Unfortunately the majority of them were in the same boat as us. They could articulate what they would do, but they didn't have any documented procedures. There was nothing in their charter, their code or even their policies.

Cindy Tom: I think we're on page 8, Section O. If the City Auditor receives an allegation against the mayor –

Hadavi: It's O, P and Q technically. Q is kind of a cover statement.

Cindy Tom: It's on page 8 and you've got a, just to let you know what they've got, Jason, they've got essentially past Council and that's the page I was referring to. And then they have I think a slightly revised version that contains more changes from what was passed at Council based on conversations with that department so they do have both. I don't know if those sections are any different –

Kaplan: Those sections are actually the same.

Cindy Tom: Okay, great.

Stokes: I think that there's one change in O, but it's minor. It's working with the city attorney to engage outside counsel versus just engaging outside counsel.

Cindy Tom: Okay, so if you look at the one that says 'draft for discussion purposes only' then we're talking about page six.

Ruiz: I guess, Mr. Hadavi and I had a conversation last week as the working group kind of began to ramp up again on this topic and we talked about the Ethics Review Commission's role with regards to sort of high-level city officials, the Mayor and the Council, Auditor, you know, and we kind of played with how to set that because technically, we legally have the jurisdiction to hear code of ethics complaints against rank and file employees sort of further down the org chart –

Cindy Tom: ...allegation of a violation of chapter 2-7, Article Four, by anyone who is currently subject to it and that would include all city employees from folks who are higher up and folks who are down low and city officials –

Ruiz: So, you know, I think there can be a distinction because I think that certain levels of employees are protected. They have civil service protections, they have a due process through that and so one of the things we talked about was, you know, the ERC retaining jurisdiction for any city official that doesn't have civil service protection of one form or another. We kind of talked about the new municipal civil service and I think the police, fire and EMS also have some civil service protection.

Hadavi: How far does that go down? I mean, if Cindy wants to take it, she can.

Cindy Tom: I had sent you that email earlier in this week that kind of excerpted a charter provision for municipal civil service. I don't have that charter provision in front of me right now, but it, for example, I'm an assistant city attorney and I'm not covered by municipal civil service.

Kaplan: I didn't think anyone in the law department was. Right?

Hadavi: Any of the attorney's. I think the administrative/clerical staff are covered.

Cindy Tom: City attorneys aren't covered. It doesn't apply to fire, police, EMS, but they have their own kind of separate civil service; it doesn't apply to department heads.

Hadavi: It doesn't apply to executives so different departments have - executive class employees are –

Cindy Tom: There's a list in the charter.

Hadavi: Yeah, there's a list. In the Auditor's office, everybody except for the City Auditor, the Deputy City Auditor and myself are covered and then we're considered executive. Most departments, it's the department head and an assistant director. In the larger departments it includes multiple assistant directors so it varies. It's kind of difficult –

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Ruiz: That seems like a good distinction to me and the thing I liked about it was that, you know,

597 folks below that level they do have a due process through the civil service process –

Cindy Tom: If it reaches a point of discipline, there's a process for them to appeal and be represented by counsel and know what they're being accused of.

Hadavi: If I could just make one comment on that. Commissioner Einhorn and myself did discuss that and it was – it's something I think is a very plausible idea, very feasible, it makes sense rather than selecting specific titles. It's kind of a clean break in responsibility. There's one unintended consequence that I encourage the Commission to consider is the – when you're talking about Board Members and Commissioners there's generally not a fear of retaliation from an employee submitting an allegation and their name being out there, but when you're talking about executives, when you're talking about department heads, I'm not saying that employees have a reason to fear retaliation, but it is understandable that employees reporting a violation up their chain of command to someone that they eventually report to might fear retaliation, warranted or not. I'm not saying the City commits retaliation. It's just something to consider.

Ruiz: One of the things we talked about was the number of complaints that are filed against the Mayor and Council Members that really are frivolous, for lack of a better word, and so there should be a process for those to be investigated. The question then becomes making a determination. At what point, you know, if the Auditor is doing an investigation and they find that there is reasonable grounds to believe some sort of code of ethics violation has occurred, what happens next? If it's a criminal violation there's a process that should be outlined, but if it's a civil process it seems to me at some point the Auditor's office should – you guys are great at doing investigations, but the question is do you guys have enough transparency and accountability to be the entity that ends up making the final determination and I don't have a high level of comfort with that at this point.

Cindy Tom: Under current code, the Auditor has the ability to investigate anyone that they think may have violated Article Four, code of ethics. And the ERC has jurisdiction to hear a complaint against anyone if a person is willing to swear a complaint and allege they have violated the code of ethics. That's current code. Under the proposed changes, the jurisdiction really wouldn't be concurrent anymore. If those were altered, if the proposed changes were to be altered to say, to allow the ERC to retain jurisdiction over some of those city official type folks who you mentioned as being exempt for municipal civil service and the Auditor were to also investigate those folks then that would be a place for discussion about how would the Auditor share the results of those investigations with the Commission and how could the Commission use those results potentially to decide whether to initiate a complaint on its own or something like that. Under current code that's a relevant conversation to have because the Auditor does have the authority to investigate. The ERC currently does still have the authority to hear complaints. Under the proposed revisions, as they were passed in the resolution, that wouldn't even be a question because there would no longer be that concurrent authority, but if they were to be changed then that's an important thing to think about.

Ruiz: It's not my goal at all to reduce the Auditor's authority to do investigations. To me that's not really germane to what our responsibility is, speaking just individually I would love to be the beneficiary to you guys' investigations when we're hearing things, but I don't see a reason to reduce your authority to investigate. The question really comes down to making the determination and I think that has to be a process that has some transparency. Of course,

protecting people who make some anonymous complaints. Now I don't think that everybody who makes an anonymous complaint fear retaliation. I think a lot of people do it just to hide.

Kaplan: I think what I'm hearing from this side of the table was that the Ethics Review Commission is very interested in retaining its jurisdiction to determine violations over the folks that it historically had jurisdiction over and we're all trying to craft a solution that will allow the Auditor to do what it does, but not divest the Ethics Commission jurisdiction and also as part of that, some sort of a process for the Auditor to bring things to the Ethics Commission if it needs to determine if a violation needs to be determined. Does that sound about right or am I in the wrong ballpark?

Ruiz: Sounds about right to me. One of the things we had talked about was, you know, your reticence to swear complaints. We've been trying to kick around ideas for a way for you guys to refer stuff to us without actually swearing a complaint. It hasn't, you know –

Stokes: I would say – the sworn complaint is not...we have some concerns about that, certainly. I think it's more the responsibility – it puts us in the position of prosecutor and essentially presenting the case to you which is a little bit different than just saying we received a complaint, here's what it. It's the way that the process is set up and it makes sense that the process is set up that way, but it doesn't quite work for us to present the case.

 Kaplan: We have the same concern on our side. We don't have the resources y'all do to investigate and we certainly are not very capable given our powers as an investigatory body; we don't have subpoena power, for example. We kind of rely on what the complainants bring before us so if we have nothing and if y'all can't even really tell us more than just the bare allegations and we ask the respondent to do it, they're always going to say no. I mean, it seems to me.

Hadavi: I don't have the whole code in front of me. I think it's 2-7-31, if somebody has that in front of them, that requires either the city manager or the – there it is right there – the Ethics Review Commission shall be assigned staff by the City Attorney to assist in its duties and so if we were envisioning this process –

Cindy Tom: I have to come to all these meetings...

Kaplan: Hey, look, I'll take a standing army if that's what you guys have in mind. You can see there is some use for it.

Hadavi: I feel very comfortable dedicating the City Attorney's budget to this process (laughter), but I was just trying to point out that there is a mechanism by which you can get resources. I don't know – I can't speculate on the feasibility and how that all operates.

Kaplan: It's a little bit different scope. We don't have subpoena power.

Hadavi: We don't either.

McCormick: I have just one word: cooperation. Between Auditor's office and Ethics Commission and I don't think we've had that.

Kaplan: I'm trying to think about a constructive way to move forward especially while I have so many smart folks her in the room kind working and wrestling on this issue. We haven't heard from the Clerk yet; Janette might have some thoughts for us as well. I think, you know, we have the working group constituted and that will continue and I think that it probably makes sense for us between now and the 28th to come up with the working group in conjunction with Law and the Auditor's office to come up with a plan for what we would propose. Based on what we're hearing the Commission say and see if we can't make words that make that happen. I think that's more difficult than it sounds, but I think it's possible.

Hadavi: Can I just? One other thing that I think you guys did a great job of in your draft statement of principles; there's a portion where you mention our responsibility as well as the Human Resources department. Currently the fraud, waste and abuse admin bulletin, which is City Manager's policy, authorizes and requires an investigation of wrongdoing and places that responsibility in every single department so as a result investigations into matters that could be affected by the standards of conduct in city code. What we're talking about here are conducted by a number of different parties throughout the city and so what I would hope is that, you know, I do think that we need to clarify how we're going to work together and how these matters are going to be addressed, but I don't want to exclude how these matters are handled across the board. My expectation is that at some point we arrive at an equity and consistency for city employees across the entire city – for city officials across the entire city. Right now an employee in one department will undergo very different investigative treatment than another department simply because they have different people that are conducting those investigations. There's no standardized training, there's no standardized preparation for any of that and there's various investigative practices throughout the city and that's something I'd like to address through all this so that an employee, no matter what department they're in, can have a reasonable expectation of 'this is how these issues are handled, I know how I'm going to be treated and what my rights are in meeting with investigators or auditors or human resource professionals or whoever it might be -

Einhorn: Well certainly if this Commission is going to relinquish its jurisdiction over those employees I would want to make sure that there was a consistent process; one process that everyone has to follow so that those employees have some protection as well. Yes, they have civil service protection, but if the investigation procedure is different in every department, that doesn't work for me.

Cindy Tom: I don't know that necessarily – I think that with regard to some subject matters it looks like the proposed – like the fraud, waste, abuse defined and maybe code of ethics in 2-7 it's saying the auditor has a responsibility to investigate those, right?

Hadavi: Uh, no. It says that we run the hotline. It says that we do investigations of fraud, waste and abuse, but it doesn't prevent other departments or HR from doing those investigations also. So as a result, and I could think of half a dozen examples very easily in recent times where other departments have conducted investigations of the same exact things that we're looking at.

 Cindy Tom: But are the proposed amendments intended to change that or –

Hadavi: Yes, the proposed amendments. That's where we included the definitions of fraud, waste and abuse and we've tried to at least make them notify us of that and if it is di minimis then they can handle it operationally. If somebody is leaving 15 minutes early I don't think there's a need to go through a big formal process. I think that's something a manager could handle –

Kaplan: But who's determining that?

Hadavi: Well, so, we've asked them to notify us so it's a discussion between us and that department. We're tried to – unfortunately you can't, believe me, we've tried to define what is di minimis and what is not di minimis and it's a judgment call. Every situation is different.

Kaplan: Let me address that and I hope it's not us. Let me take the temperature of the Commission. If we're dealing with 150 complaints about people leaving early and that being theft of time – please no. Does anybody think otherwise? We simply don't have the time and resources and it's not –

Cindy Tom: There have not historically been a lot of those complaints. That's not to say that the future could not be different.

 Kaplan: Realize throughout this process ultimately, you guys, we make that determination if that is a violation of Article Four and so although we haven't fielded any of those, guess what? That's the jurisdiction that we're fighting for in part so we need to be careful and I think the working group needs to take the head shaking and figure out how to craft a solution.

Cindy Tom: There are probably personnel policies one could rely upon to enforce that rather than that having to go to a code violation.

Hadavi: And so that brings up some of the issues. The standards of conduct talk about the proper use of city resources and not using it for private purposes, yet our policies actually still prohibit an employee sending an email of anything not work related because our policy was drafted before every city employee had a computer. It authorizes employees to make a personal phone call, but not to send an email. That's not the day or age that we're in.

Cindy Tom: That's what your smart phone is for on your lunch break.

Kaplan: There are some employees who are complying.

Cousar: This would narrow it down. It's currently A through N which I think comes out to about 13 or 14. It could have been a whole lot more, but when the blue ribbon commission was working on this in the 80's the goal was, what are the standards that we think really deals specifically with your duty to your employer and to the public to avoid self-dealing, double dealing, double dipping, anything adverse to the city. We stayed away from anything that would amount to criminality because there's a proper place to prosecute genuine criminal wrongdoing

and most of this really had to do with what could be categorized as the ethical duties of an employee to the public so that's why it's not a really extensive list about everything. It didn't have anything in there about goofing off. It didn't have anything about arriving late or leaving early. It's a narrower list than that and, again, it's been reworked a little bit. The revolving door, for example. The problem with revolving door is are you really providing your first loyalty to the city if you know you've got a lucrative job waiting for you afterwards so that's why it went into standards of conduct rather than someplace else. Again, keep in mind standards of conduct is not a list of all the bad things somebody could do; it's a list of things that really relate to ethics and duty and loyalty to the city and putting your duty first.

Hadavi: I'm not trying to debate with Mr. Cousar because he wrote this so I can't. I wasn't involved in ethics in 1985 in the city of Austin. I would just like to point out that while it's not an exhaustive list as he mentioned it is more expansive that the policies that we have so we're often looking to that as being a resource that is more detailed than what we have in personnel policies or admin bulletins. It more clearly delineates what is appropriate and what's not appropriate than any other resource that we have in my opinion.

Cindy Tom: Personnel policies are adopted by Council. They're also the municipal service rules which I'm told by someone who knows a lot more about employment law at the city than I do that those new municipal civil service rules actually trump and may one day supersede the personnel policies, but they're currently in existence. They're available. I can send them to you if someone wants to look at them. The admin bulletins that Jason's talking about – those are not part of the personnel policies, which again have to be adopted by Council, they're kind of elaborations upon personnel policies that are kind of filled out and elaborated on by the City Manager and so I don't think I provided any of you, even the the working group, with a copy. If anyone would like to see a copy of the fraud, waste and abuse admin bulletin that the Auditor staff references earlier I can share that with you. There are multiple admin bulletins about multiple topics that have been issued by various city managers throughout several years and they apply mostly to the folks who are subject – who are on the city manager side of city government, so there are folks who are appointed by Council and there are folks who answer to the City Manager and he's the one who can fire and hire them and usually those apply to the people on the City Managers side, but that fraud, waste and abuse bulletin does also discuss functions, I guess, of the City Manager. We'd like to see the Auditor fulfill obviously on the City Council side of the council manager, but does anyone want to see fraud, waste and abuse bulletins?

Kaplan: For the working group, probably could use a copy.

Cindy Tom: So working group would like to see the fraud, waste and abuse –

Kaplan: Why not?

Cindy Tom: There aren't. There's a new one on gifts and I don't know if you want to see but I can definitely send it.

Kaplan: Let's get at least a sample of it and see if we need to see some more and that will give us some direction as to where to go forward. So do we have enough information now from kind

826	of taking the temperature of the Commission? I'd like to hear more from other Commission
827	members. Direct us, please
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829	McCormick: I have speaketh enough.
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831	Einhorn: To be perfectly honest I don't have anything else really to add.
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833	Ruiz: I've already outlined my issues as well.

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Kaplan: Okay, so it's all on us to sort of figure out a solution. We'll try to do that before the next meeting. Anything further than y'all want to share?

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Hadavi: Please let us know how we can be of service and when we can meet to discuss this further. We're anxious to move forward.

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Kaplan: Let's schedule something. Is there anything from the Clerk's office with respect to this issue?

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Janette Goodall: No, I just want to know how you want us to handle all the complaints that get filed with us.

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Kaplan: We will let know once we know. Thank you everyone. Thank you, Mr. Cousar, for your thoughts. We appreciate it. And thank you Jason and Corrie. Nothing further on 2C we'll move along to 2D.

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