#### AMENDED IN COMMITTEE 11/28/18 ORDINANCE NO 299-18

FILE NO. 180317

NOTE:

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24 25 Ordinance amending the Campaign and Governmental Conduct Code to provide additional retaliation protections for whistleblowers, establish retaliation protections for City contractors, increase the remedies available for whistleblowers who have suffered retaliation, and establish greater confidentiality protections for whistleblowers' identities.

[Campaign and Governmental Conduct Code - Expanding Whistleblower Protections]

Unchanged Code text and uncodified text are in plain Arial font. **Additions to Codes** are in *single-underline italics Times New Roman font*. **Deletions to Codes** are in *strikethrough italics Times New Roman font*. Board amendment additions are in double-underlined Arial font. Board amendment deletions are in strikethrough Arial font. Asterisks (\* \* \* \*) indicate the omission of unchanged Code subsections or parts of tables.

Be it ordained by the People of the City and County of San Francisco:

Section 1. The Campaign and Governmental Conduct Code is hereby amended by revising Sections 4.100, 4.105, 4.107, 4.110, 4.115, and 4.120, and adding a new Section 4.117, to read as follows:

#### SEC. 4.100. FINDINGS.

The City and County of San Francisco ("City") has a paramount interest in protecting the integrity of its government institutions. To further this interest, individuals should be encouraged to report to the City's Ethics Commission, Controller, District Attorney, City Attorney and the complainant's department possible violations of laws, regulations, and rules governing the conduct of City officers and employees, City contractors, and employees of City contractors.

This Chapter 1 fulfills the Charter's requirements for two City programs relating to whistleblowers, as required by Charter Appendix Section F1.107. First, as required by the Charter, the Office of the Controller has authority to receive and investigate whistleblower complaints concerning

deficiencies in the quality and delivery of City government services, wasteful and inefficient City government practices, misuse of City funds, and improper activities by City officers, employees, and contractors.

Second, as required by the Charter, this ordinance protects the confidentiality of whistleblowers, and protects City officers and employees from retaliation for filing whistleblower complaints or providing assistance with the investigation of such complaints. As set forth in this Chapter 1, the Ethics Commission has primary responsibility for ensuring such protections.

This Chapter protects all City officers and employees from retaliation for filing a complaint with, or providing information to, the Ethics Commission, Controller, District Attorney, City Attorney or complainant's department about improper government activity by City officers and employees.

This Chapter ensures that complaints that do not allege a violation of law over which the Ethics Commission or Controller has jurisdiction are directed to the appropriate agency for investigation and possible disciplinary or enforcement action.

Finally, this Chapter implements Charter Appendix Section F1.107. Section F1.107 directs the Controller, as City Services Auditor, to administer a whistleblower program and investigate reports of complaints concerning the misuse of City funds, improper activities by City officers and employees, deficiencies in the quality and delivery of government services, and wasteful and inefficient City government practices.

# SEC. 4.105. COMPLAINTS *OF IMPROPER GOVERNMENT ACTIVITY*; INVESTIGATION PROCEDURES; REFERRAL TO OTHER AGENCIES.

(a) COMPLAINTS. Any person may file a complaint <u>for investigation</u> with the <u>Office of</u> <u>the Controller's Whistleblower Program</u>. Ethics Commission, <u>Controller</u>, District Attorney, <u>or</u> City Attorney, or <u>a written complaint with</u> the complainant's department alleging that a City officer or employee has engaged in improper government activity, <u>misused City funds</u>, <u>caused deficiencies</u> in the quality and delivery of government services or engaged in wasteful and inefficient government

practices, or that a City contractor or employee of a City contractor has engaged in unlawful activity in connection with a City contract. by: violating local campaign finance, lobbying, conflicts of interest or governmental ethics laws, regulations or rules; violating the California Penal Code by misusing City resources; creating a specified and substantial danger to public health or safety by failing to perform duties required by the officer or employee's City position; or abusing his or her City position to advance a private interest.

- (b) ETHICS COMMISSION COMPLAINT PROCEDURES. The Ethics Commission shall investigate complaints filed under this Section <u>4.105</u> that <u>allege contain potential</u> violations of local campaign finance, lobbying, conflicts of interest, and governmental ethics laws pursuant to the procedures specified in Charter Section C3.699-13 and the regulations adopted thereunder. Nothing in this subsection <u>(b)</u> shall preclude the Ethics Commission from referring any matter to any other City department, commission, board, officer, or employee or to other government agencies for investigation and possible disciplinary or enforcement action. The Ethics Commission may require that any City department, commission, board, officer, or employee report to the Ethics Commission on the referred matter.
- (c) REFERRAL. The Ethics Commission shall refer complaints that do not allege a violation of law, regulation or rule that is within the Ethics Commission's jurisdiction to the appropriate agency for investigation and possible disciplinary or enforcement action. The Commission may conduct preliminary investigations into such complaints to determine whether the complaint contains sufficient information to warrant referral. The Ethics Commission may require that any City department, commission, board, officer or employee to provide a written report regarding the department's investigation and any action that the department has taken in response to the Ethics Commission's referral within a time-frame that the Ethics Commission shall specify. report to the Ethics Commission on the referred matter.

# SEC. 4.107. COMPLAINTS BY CITIZENS AND EMPLOYEES; WHISTLEBLOWER PROGRAM.

- (a) WHISTLEBLOWER PROGRAM. The Controller shall administer and publicize a whistleblower and citizen complaint program for citizens and employees to report the misuse of City funds, improper *government* activities by City officers and employees, deficiencies in the quality and delivery of government services, and wasteful and inefficient City government practices. *Subject to subsection (b)*, *Tt*he Controller shall investigate and otherwise attempt to resolve complaints reported to the Whistleblower Program. The Controller shall administer a hotline telephone number and website and publicize the hotline and website through press releases, public advertising, and communications to City employees.
- (b) REFERRAL OF CERTAIN COMPLAINTS. The Controller shall refer the following complaints as set forth in this *subsSection* (*b*):
- (i) (1) Those which another City agency is required by federal, state, or local law to adjudicate: To that agency;
- (ii) (2) Those which may be resolved through a grievance mechanism established by collective bargaining agreement or contract: To the official or agency designated in the agreement or contract;
- (iii) (3) Those which involve allegations of conduct which may constitute a violation of criminal law: To the District Attorney or other appropriate law enforcement agency;
- (iv) (4) Those which are subject to an existing, ongoing investigation by the District Attorney, City Attorney, or Ethics Commission, where the applicable official or Commission states in writing that investigation by the Controller would substantially impede or delay his, her, or its own investigation of the matter: To the investigating office; and

(\*\*) (5) Those which allege conduct that may constitute a violation of <u>local</u>

<u>campaign finance, lobbying, conflict of interest, or</u> governmental ethics law<u>s, regulations, or rules</u>:

\*\*To the Ethics Commission and the City Attorney.

Where the conduct that is the subject of the complaint may violate criminal law and any civil or administrative law, statute, ordinance, or regulation, the Controller may take action on the noncriminal aspects of the matter under this Section <u>4.107</u> even if a referral has been made to another agency under this *subsSection* (b).

If a complaint is referred under this <u>subs</u>Section <u>(b)</u>, the Controller shall inform the complainant of the appropriate procedure for the resolution of the complaint.

- (c) TRACKING AND INVESTIGATION. The Controller shall receive, track, and investigate complaints made or referred to the Whistleblower Program. The investigation may include all steps that the Controller deems appropriate, including the review of the complaint and any documentary or other evidence provided with it, the gathering of any other relevant documents from any City department or other source, and interviews of the complainant and other persons with relevant information.
- (d) INFORMATION PROVIDED UNDER PENALTY OF PERJURY. In those instances in which the Controller deems it appropriate, the Controller may require that persons making complaints or providing information swear to the truth of their statements by taking an oath administered by the Controller, or an agent of the Controller, or through written declarations made under penalty of perjury under the laws of the State of California.
- (e) REFERRAL AND RECOMMENDATION BY CONTROLLER. The Controller may refer the complaint to a City department for investigation, either before conducting an initial investigation or after doing so-, and may recommend that a City department take specific action based on the Controller's initial investigation. Within 60 days of receiving a complaint for investigation or a recommendation by the Controller for specific action, or such other time

as the Controller shall specify, the City department shall report to the Controller in writing the results of the department's investigation and any action that the department has taken in response to a recommendation by the Controller that the department take specific action.

- (f) REPORT BY DEPARTMENT AND FURTHER ACTION BY CONTROLLER. If the Controller has recommended that a City department take disciplinary or other corrective action that the department has declined to take, the department shall report to the Controller its reasons for failing to do so within the *timeframe time frame* that the Controller specifies for reporting on its investigation of the complaint. If the Controller determines that the department's reasons are inadequate and that further investigation may be appropriate, the Controller may refer the matter to the Mayor, City Attorney, or District Attorney, or to any officer or agency that has jurisdiction over the matter.
- (g) RESPONSIBILITY OF DEPARTMENTS. The department head shall be responsible for compliance by his or her department with these duties. If department staff fail to comply with the duties to investigate complaints referred by the Controller and to make the reports required by this Section <u>4.107</u>, the Controller shall notify the department head. If the department head fails to take action to obtain the department's compliance with these duties, the Controller may refer the matter to the Mayor, City Attorney, or District Attorney, or to any officer or agency that has jurisdiction over the matter.

#### SEC. 4.110. DEFINITIONS.

For purposes of this Chapter  $\underline{I}$ , the following words and phrases shall have the following meanings:

(a) The term "City" or "City agency" shall means the City and County of San Francisco, its departments, commissions, task forces, committees, and boards.

by the City.

(b) The term "eComplainant's department" includes the complainant's supervisor, the executive director or highest ranking officer in the complainant's department, and the board or commission overseeing the complainant's department.

"Deficiencies in the quality and delivery of government services" shall mean the failure to perform a service, when performance is required under any law, regulation or policy, or under a City contract or grant.

"Improper government activity" shall mean violation of any federal, state, or local law, regulation, or rule, including but not limited to laws, regulations, or rules governing campaign finance, conflicts of interest, or governmental ethics laws; or action which creates a danger to public health or safety by the failure of City officers or employees to perform duties required by their positions.

"Improper government activity" does not include employment actions for which other remedies exist.

"Misuse of City funds" shall mean any use of City funds for purposes outside of those directed

(c) The term "pPreliminary investigation" shall be limited to, but need not include <u>all of</u>.

the following: review of the complaint and any documentary evidence provided with the complaint; interview of the complainant; interview of the respondent, counsel to respondent and any witnesses who voluntarily agree to be interviewed for this purpose; review of any relevant public documents and documents provided voluntarily to the Commission.

"Supervisor" shall mean any individual having the authority, on behalf of the City, to hire, transfer, suspend, lay off, recall, promote, discharge, reward, or discipline other employees, or the responsibility to routinely direct them, to adjust their grievances, or to effectively recommend such action, if, in connection with the foregoing, the exercise of that authority is not merely routine or clerical, but requires the use of independent judgment.

"Unlawful activity" shall mean violations of any federal, state or local law, regulation or rule including but not limited to those laws, regulations or rules governing campaign finance, conflicts of

interest or governmental ethics laws; or actions which create a danger to public health or safety by the failure of City officers or employees to perform duties imposed by a City contract.

"Wasteful and inefficient City government practices" shall mean the expenditure of City funds
that could be eliminated without harming public health or safety, or reducing the quality of government
services.

### SEC. 4.115. PROTECTION OF WHISTLEBLOWERS - CITY EMPLOYEES.

- (a) RETALIATION PROHIBITED. No City officer or employee may terminate, demote, suspend, or take other similar adverse employment action against any City officer or employee because the officer or employee has in good faith:
- (i) (1) filed a complaint <u>as set forth in Section 4.105(a)</u>; with the Ethics Commission,

  Controller, District Attorney or City Attorney, or a written complaint with the complainant's

  department, alleging that a City officer or employee engaged in improper government activity by:

  violating local campaign finance, lobbying, conflicts of interest or governmental ethics laws,

  regulations or rules; violating the California Penal Code by misusing City resources; creating a

  specified and substantial danger to public health or safety by failing to perform duties required by the

  officer or employee's City position; or abusing his or her City position to advance a private interest, (ii)

  filed a complaint with the Controller's Whistleblower Program, or

(2) attempted to file a complaint through the procedures set forth in Section 4.105(a)

but, in good faith, did not file the complaint with the appropriate City department or official; or

(iii) (3) provided any information in connection with or otherwise cooperated with

- (b) COMPLAINTS OF RETALIATION FOR HAVING FILED A COMPLAINT ALLEGING
- (i) (1) Administrative Complaints. Any *eity City* officer or employee, or former *eity City* officer or employee, who believes he or she has been the subject of retaliation in

any investigation conducted under this Chapter 1.

**IMPROPER GOVERNMENT ACTIVITY.** 

violation of  $\underline{Ss}$  ubsection (a) of this Section  $\underline{4.115}$  may file a complaint with the Ethics Commission. The complaint must be filed no later than two years after the date of the alleged retaliation.

The Ethics Commission shall investigate complaints of violations of <u>Ss</u>ubsection (a) of this Section <u>4.115</u> pursuant to the procedures specified in <u>San Francisco</u> Charter Section C3.699-13 and the regulations adopted thereunder. The Ethics Commission may decline to investigate complaints alleging violations of <u>Ss</u>ubsection (a) if it determines that the same or similar allegations are pending with or have been finally resolved by another administrative or judicial body. Nothing in this <u>Ss</u>ubsection (<u>b)(1)</u> shall preclude the Ethics Commission from referring any matter to any other City department, commission, board, officer, or employee, or to other government agencies for investigation and possible disciplinary or enforcement action. The Ethics Commission may refer matters to the Department of Human Resources with a recommendation. The Ethics Commission may require <u>that</u> any City department; commission, board, officer or employee to provide a written report regarding the department's investigation and any action that the department has taken in response to the Ethics Commission's referral within a time frame that the Ethics Commission shall specify, report to the Ethics Commission on the referred matter.

(ii) (2) **Civil Complaints.** Any City officer or employee who believes he or she has been the subject of retaliation in violation of  $S_S$  ubsection (a) of this Section 4.115 may bring a civil action against the City officer or employee who committed the violation. Such action must be filed no later than two years after the date of the retaliation.

(iii) (3) **Burden of Establishing Retaliation.** In order to establish <u>under this</u>

<u>Section 4.115 that</u> retaliation <u>occurred under this Section</u>, a complainant <u>in a civil action</u> must demonstrate, <u>or the Ethics Commission in an administrative proceeding must determine</u>, by a preponderance of the evidence, that the complainant's engagement in activity protected under

Subsection (a) was a substantial motivating factor for the adverse employment action. The employer respondent may rebut this claim if it the respondent demonstrates by a preponderance of the evidence that he, she, or it would have taken the same employment action irrespective of the complainant's participation in protected activity.

(4) Duty to Assist with Retaliation Complaints. Supervisors who receive a complaint alleging retaliation under this Chapter 1 must keep the complaint confidential and immediately assist the complainant by referring the complainant to the Ethics Commission and documenting the referral in writing. Documentation must include the date and time of the referral and that the complaint was about retaliation. Supervisors who fail to comply with this subsection (b) are subject to the penalties and remedies set forth in subsection (c).

#### (c) PENALTIES AND REMEDIES.

(i) (1) Charter Administrative Penalties. Any City officer or employee who violates  $S_{\underline{S}}$  ubsection (a) of this Section  $\underline{4.115}$  may be subject to administrative penalties pursuant to Charter Section C3.699-13.

(2) Redress for Retaliatory Employment Action. Following an administrative hearing and after making a finding that an adverse employment action has been taken for purposes of retaliation, the Ethics Commission may, subject to the Charter's budgetary and civil service provisions, recommend the cancellation of the retaliatory termination, demotion, suspension or other adverse employment action.

(ii) (3) **Discipline by Appointing Authority.** Any City officer or employee who violates  $S_{\underline{S}}$  ubsection  $\underline{s}$  (a)  $\underline{or}$  (b)(4) of this Section  $\underline{4.115}$  shall be subject to disciplinary action up to and including dismissal by his or her appointing authority. If no disciplinary action is taken by the appointing authority, the Ethics Commission may refer the matter to the Civil Service Commission for action pursuant to Charter Section A8.341.

(iii) (4) **Civil Penalties.** Any City officer or employee who violates  $S_S$  ubsection (a) of this Section 4.115 may be personally liable in a civil action authorized under Subsection (b)(ii) Subsection (b)(2) of this Section for a civil penalty not to exceed \$5,000 \$10,000.

### (d) RESERVATION OF AUTHORITY.

- (i) (1) Civil Service Commission. Nothing in this Section 4.115 shall interfere with the powers granted to the Civil Service Commission by the *Şan Francisco* Charter.
- (ii) (2) Appointing Authority. Nothing in this Section 4.115 shall interfere with the power of an appointing officer, manager, or supervisor to take action with respect to any City officer or employee, provided that the appointing officer, manager, or supervisor reasonably believes that such action is justified on facts separate and apart from the fact that the officer or employee filed a complaint as set forth in Section 4.105(a), attempted to file such a complaint in good faith, or cooperated with an investigation of such a complaint. filed a complaint with, or cooperated with, an Ethics Commission investigation of such complaint; or filed a complaint with or provided information to the Controller, District Attorney, City Attorney or the complainant's department.
- (e) NOTICE OF WHISTLEBLOWER PROTECTIONS. The Controller shall prepare, and each City department shall post a notice of whistleblower protections. The notice shall be posted in a location that is conspicuous and accessible to all employees.

## (f) WHISTLEBLOWER PROTECTION AWARENESS TRAINING.

- (1) The Controller, in collaboration with the Ethics Commission, shall prepare, and all City departments shall distribute, materials to publicize and promote whistleblower protections as part of each department's new hire training programs.
- (2) The Ethics Commission, in collaboration with the Controller and Department of

  Human Resources, shall prepare, and all City departments shall distribute, materials to publicize and

  promote supervisors' responsibilities under this Chapter 1. In addition, the Department of Human

Section 4.117 may file a complaint with the Ethics Commission. The complaint must be filed no later

than two years after the date of the alleged retaliation.

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(2) Burden of Establishing Retaliation. In order to establish that retaliation occurred under this Section 4.117, the Ethics Commission in an administrative proceeding must determine, by a preponderance of the evidence, that the complainant's engagement in activity protected under subsection (a) was a substantial motivating factor for the adverse action. The respondent may rebut this claim if it demonstrates by a preponderance of the evidence that it would have taken the same adverse action irrespective of the complainant's participation in protected activity.

# (c) PENALTIES AND REMEDIES.

- (1) Administrative Penalties. Any City officer or employee who violates subsection (a) of this Section 4.117 may be subject to administrative penalties pursuant to Charter Section C3.699-13.
- (2) Redress for Retaliatory Adverse Action. Following an administrative hearing and after making a finding that an adverse action has been taken for purposes of retaliation, the Ethics Commission may, subject to the Charter's budgetary and contracting provisions, order the cancellation of retaliatory adverse action taken against a City contractor or employee of a City contractor.

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(3) Discipline by Appointing Authority. Any City officer or employee who violates subsection (a) of this Section 4.117 shall be subject to disciplinary action up to and including dismissal by his or her appointing authority. If no disciplinary action is taken by the appointing authority, the Ethics Commission may refer the matter to the Civil Service Commission for action pursuant to Charter Section A8.341.

(d) NOTICE OF WHISTLEBLOWER PROTECTIONS. The Controller shall prepare, and each City department shall post, a notice of the whistleblower protections established by this Section 4.117.

City contractors shall distribute the notice of protections to all of their employees.

#### SEC. 4.120. CONFIDENTIALITY.

- (a) WHISTLEBLOWER IDENTITY. <u>City officers and employees shall treat as confidential</u> the identity of any person who files a complaint as set forth in Section 4.105(a). A complainant may voluntarily disclose his or her identity. Any individual who files a complaint under Section 4.105 of this Chapter may elect to have his or her identity kept confidential as provided by Charter Section C3.699-13(a). Such election must be made at the time the complaint is filed.
- (b) COMPLAINTS AND INVESTIGATIONS. <u>City officers and employees shall treat as confidential complaints filed under Sections 4.105, 4.115, and 4.117, and related information, including but not limited to materials gathered and prepared in the course of investigating such complaints, and deliberations regarding such complaints. The Ethics Commission shall treat as confidential complaints made under Section 4.105 of this Chapter, and related information, including but not limited to materials gathered and prepared in the course of investigation of such complaints, and deliberations regarding such complaints, as provided by Charter Section C3.699-13(a).</u>
- (c) PENALTIES. Except as provided in subsection (d), violations of subsections (a) and (b) may be subject to the administrative proceedings and penalties set forth in Charter Section C3.699-13, in addition to disciplinary action up to and including dismissal by his or her appointing authority.
  - (e) (d) EXCEPTIONS.

(i) (1) Conduct of Investigations. Nothing in this Section <u>4.120</u> shall preclude the <u>Controller's Office</u>. Ethics Commission, <u>District Attorney</u>, <u>and City Attorney</u> from disclosing the identity of an individual or other information to the extent necessary to conduct its investigation.

(2) Legal Proceedings. Nothing in this Section 4.120 shall preclude City officers and employees from disclosing the identity of an individual or other information relating to a complaint to the extent required by the rules governing an administrative or court proceeding.

(ii) (3) Referrals. Nothing in this Section <u>4.120</u> shall preclude the Ethics Commission from referring any matter to any other City department, commission, board, officer, or employee, or to other government agencies, for investigation and possible disciplinary or enforcement action.

Section 2. Effective Date. This ordinance shall become effective 30 days after enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board of Supervisors overrides the Mayor's veto of the ordinance.

Section 3. Scope of Ordinance. In enacting this ordinance, the Board of Supervisors intends to amend only those words, phrases, paragraphs, subsections, sections, articles, numbers, punctuation marks, charts, diagrams, or any other constituent parts of the Municipal Code that are explicitly shown in this ordinance as additions, deletions, Board amendment additions, and Board amendment deletions in accordance with the "Note" that appears under the official title of the ordinance.

APPROVED AS TO FORM:

DENNIS J. HERRERA, City Attorney

By:

ANDREW SHEN, Deputy City Attorney

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# City and County of San Francisco Tails

City Hall 1 Dr. Carlton B. Goodlett Place San Francisco, CA 94102-4689

#### **Ordinance**

File Number:

180317

Date Passed: December 11, 2018

Ordinance amending the Campaign and Governmental Conduct Code to provide additional retaliation protections for whistleblowers, establish retaliation protections for City contractors, increase the remedies available for whistleblowers who have suffered retaliation, and establish greater confidentiality protections for whistleblowers' identities.

November 28, 2018 Rules Committee - AMENDED, AN AMENDMENT OF THE WHOLE BEARING SAME TITLE

November 28, 2018 Rules Committee - RECOMMENDED AS AMENDED

December 04, 2018 Board of Supervisors - PASSED ON FIRST READING

Ayes: 10 - Brown, Cohen, Kim, Mandelman, Peskin, Ronen, Safai, Stefani, Tang

and Yee

Excused: 1 - Fewer

December 11, 2018 Board of Supervisors - FINALLY PASSED

Ayes: 11 - Brown, Cohen, Fewer, Kim, Mandelman, Peskin, Ronen, Safai, Stefani,

Tang and Yee

File No. 180317

I hereby certify that the foregoing Ordinance was FINALLY PASSED on 12/11/2018 by the Board of Supervisors of the City and County of San Francisco.

> Angela Calvillo Clerk of the Board

London N. Breed Mayor

**Date Approved**