1	BY AUTHORITY				
2	ORDINANCE NO COUNCIL BILL NO				
3	SERIES OF 2016 COMMITTEE OF				
4	REFERENCE:				
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6	<u>A BILL</u>				
7					
8	For an ordinance amending the Denver Code of Ethics				
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10	BE IT ENACTED BY THE COUNCIL OF THE CITY AND COUNTY OF DENVER:				
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12	Section 1. That the introductory sentence to section 2-51, D.R.M.C. shall be amended by				
13	adding the language underlined, to read as follows:				
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15	Sec. 2-51 Legislative intent.				
16	It is the intent of the city that its officers, officials, and employees adhere to high levels of				
17	ethical conduct, honesty, integrity and accountability, so that the public will have				
18	confidence that persons in positions of public responsibility are acting for the benefit				
19	of the public. Officers, officials, and employees should comply with both the letter and				
20	spirit of this ethics code and strive to avoid situations, which that create impropriety or				
21	the appearance of impropriety.				
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23	Section 2. That section 2-52, D.R.M.C. shall be amended by deleting the language stricken				
24	and adding the language underlined, to read as follows:				
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26	Sec. 2-52. Definitions.				
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28	(a) Employee means any person in the employ of the city or of any of its				
29	agencies or departments and any person employed without compensation under the				
30	terms and provisions of Chapter 18, article II, division 19 of this Code.				
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32	(b) Direct official action means any action which involves:				
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- 1 (1) Negotiating, approving, disapproving, administering, enforcing, or
 2 recommending for or against a contract, purchase order, lease, concession,
 3 franchise, grant, <u>business loan</u> or other similar instrument in which the city is a party.
 4 With regard to "recommending," direct official action occurs only if the person making
 5 the recommendation is in the formal line of decision making.
- (2) Enforcing laws or regulations or issuing, enforcing, or regulating permits, licenses, benefits or payments;

(3) Selecting or recommending vendors, concessionaires, or other types of entities to do business with the city;

(4) Appointing and terminating employees, temporary workers, and independent contractors.

(5) Doing research for, representing, or scheduling appointments for an officer, official, or employee, provided that these activities are provided in connection with that officer's, official's, or employee's performance of (1) through (4) above.

Direct official action does not include acts that are purely ministerial (that is, acts which do not affect the disposition or decision with respect to the matter). With regard to the approval of contracts, direct official action does not include the signing by the mayor, the auditor, the manager of finance or the clerk, as required by Charter, unless the mayor, auditor, manager of finance or clerk initiated the contract or is involved in selecting the contractor or negotiating or administering the contract. A person who abstains from a vote is not exercising direct official action.

(c) Immediate family means husband, wife, son, daughter, mother, father, stepson, step-daughter, step-mother, step-father, father or mother in-law, son or daughter in-law, brother or sister in-law, father or mother in-law, son or daughter in-law, brother or sister in-law, aunt, uncle, nephew, niece, grandmother, grandfather, grandchildren, brother, sister, domestic partner, any person with whom he or she is cohabiting and any person to whom he or she is engaged to be married. The term includes any minor children for whom the person or his or her domestic partner provides day-to-

day care and financial support. A "domestic partner" is an unmarried adult, unrelated by blood, with whom an unmarried officer, official, or employee has an exclusive committed relationship, maintains a mutual residence, and shares basic living expenses. (d) Officer means any of the following: the mayor, the auditor, the members of city council, the clerk and recorder, the manager of public works, the manager of parks and recreation, the manager of finance, the manager of environmental health, the manager of general services, the manager of safety, the city attorney, the manager of human services, the manager of aviation, and the manager of community planning and development. Official means a member of a city board or commission. (e) **Section 3.** That section 2-53, D.R.M.C. shall be amended by adding the language underlined, to read as follows: Sec. 2-53. Board of Ethics. (a) Creation and appointment. There is hereby created a board of ethics to consist of five members. The purpose of the board shall be to issue advisory opinions and waivers on ethical issues arising under this article and to hear inquiries or complaints and issue findings and recommendations regarding alleged violations of this article. (b) Qualifications. (1) One and only one member of the board of ethics shall be an officer or employee of the city. (2) At least one member of the board of ethics shall be a former judicial officer. (3)At least one member of the board of ethics shall have expertise in ethics acquired through education or experience.

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Method of appointment.

1 after receiving the certified list of nominees. The appointing authority may reject the list of nominees and request a new list from the committee. 2 3 (d) Terms of appointment. 4 5 (1) Members shall be appointed to terms of four years; however, the first member 6 appointed by the mayor and the first member appointed by the council shall initially 7 serve two year terms to achieve staggered ending dates. 8 9 (2) If a member is appointed to fill an unexpired term, that member's term shall 10 end at the same time as the term of the person being replaced. 11 (3)12 Each member shall continue to serve until a successor has been appointed, 13 unless the member is removed or resigns. 14 (e) 15 Removal. 16 17 (1) The unexcused absence of any member of the board from three (3) consecutive meetings, unless the board has excused the absence for good and 18 19 sufficient reasons as determined by the board, shall constitute a resignation from the 20 board. 21 The appointing authority may remove a member for inappropriate conduct 22 (2) 23 before the expiration of the member's term, including but not limited to violation of the 24 restrictions set forth in subsection (h) of this section. Before removing a member, the 25 appointing authority shall specify the cause for removal and shall give the member 26 the opportunity to make a personal explanation. Before removing the member who is 27 jointly appointed, either the mayor or the council shall specify the cause for removal 28 and the mayor and council shall give the member the opportunity to make a personal 29 explanation. Members appointed by the council and the member who is nominated 30 by the mayor and appointed by council may only be removed by ordinance. 31 32 (f) Compensation. Members of the board of ethics shall serve without 33 compensation. The member who is an officer or employee of the city shall not receive

any additional compensation for serving on the board of ethics. Members may be reimbursed for reasonable expenses pursuant to the rules of the city.

(g) Consultation with city attorney. The board of ethics may consult with the city attorney or a designee of the city attorney regarding legal issues which may arise in connection with this article and may request advisory assistance from the city attorney in conducting hearings on complaints or inquiries during any stage of the process.

(h) *Disqualification.* Any member or employee of the board of ethics shall disqualify himself or herself from participating in any matter before the board in which his or her impartiality might reasonably be questioned, including, but not limited to, instances where he or she has a personal bias or prejudice concerning a party or personal knowledge of or involvement in disputed evidentiary facts concerning the matter; or instances where the member made or solicited campaign contributions or endorsements or provided volunteer services for the campaign of a candidate for any office with the board's jurisdiction or of an individual currently within the board's jurisdiction. In the event that an employee of the board of ethics receives a request for an advisory opinion, a request for a waiver or an inquiry from which the employee is disqualified, and the employee has recused himself or herself, the board shall request a designee of the city attorney or a member of the board to perform all functions the employee would otherwise perform.

Section 4. That section 2-54, D.R.M.C. shall be amended by adding the language underlined, to read as follows:

Sec. 2-54. Advisory opinions and waivers.

(a) Any current or former officer, official, or employee or the appointing authority of a non-elected officer, an official, or an employee may submit a written request to the board of ethics for advisory opinions on whether any conduct by that person would constitute a violation of the code of ethics. The board of ethics shall render an advisory opinion pursuant to written rules adopted by the board, but in no case shall the board take longer than six (6) weeks from the time it received the

request to issue an advisory opinion or to give written notice explaining the reason for delay and stating an expected issuance date.

(b) The board of ethics may render advisory opinions to individuals who intend to become employees, officers, or officials upon written request of the person or the person's appointing authority. The board of ethics shall render an advisory opinion pursuant to written rules adopted by the board.

(c) The board of ethics may publish its advisory opinions. It shall do so with deletions as may be lawful and necessary to prevent disclosure of the identity of the individual involved. The board may publish guidelines based on advisory opinions.

(d) A person whose conduct is in accordance with an advisory opinion or a published unreversed advisory opinion of the board of ethics shall not be found in violation of any of the provisions of this article, <u>provided that the information received by the board was factually accurate and complete</u>.

(e) Noncompliance with advisory opinions. When the board of ethics has reason to believe that the advisory opinion has not been complied with, it shall inform the person, the person's appointing authority, and the city attorney. The appointing authority, after consulting with the city attorney, shall take appropriate action to ensure compliance. The appointing authority shall report to the board in executive session regarding the action, if any, taken with respect to the person.

(f) Waivers. Any current, former, or prospective officer, official, or employee may submit a written request for a waiver of any provision of the code of ethics in advance of taking any action that is subject to the waiver request. The board of ethics is empowered to grant a waiver if it finds that the waiver will serve the best interests of the city. The board shall issue appropriate notice of its meeting on the waiver and its meeting shall be open to the public, including any questions posed to the requestor and discussions or deliberations by the board. The board shall either issue or deny the waiver in writing including a statement of reasons released to the public within six (6) weeks of receiving the request. All waiver decisions shall remain available on the board's public website.

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Section 5. That subsection (4) of section 2-55, D.R.M.C. shall be amended by adding the language underlined, to read as follows:

Sec. 2-55. Complaints or inquiries to the board of ethics.

Any person may file an official written complaint or inquiry with the board of ethics asking whether a current officer, official, or employee has failed to comply with this code of ethics. Subject to section 2-56 and the rules adopted by the board pursuant to section 2-56, the board of ethics shall:

(4) If the person who is the subject of the complaint or inquiry is an employee, nonelected officer, or appointed official, and if the board feels corrective action may be necessary, notify the person's appointing authority and recommend that the appointing authority take action, appropriate to the finding, including discipline. The appointing official or authority shall report to the board in executive session regarding the action, if any, taken with respect to the person. If the person who is the subject of the complaint or inquiry is an elected officer, the board may propose actions appropriate to the finding, ranging from a recommendation that the person abstain from further action on the matter or seek a waiver, adopting a resolution reprimanding the person, or referring the matter to the appropriate authority.

Section 6. That subsection 2 of section 2-56, D.R.M.C. shall be amended by adding the language underlined, to read as follows:

Sec. 2-56. Procedures for complaints or inquiries.

The board of ethics shall adopt written rules for complaints or inquiries that create a process that is fair both to the person who submitted the complaint or inquiry and the person who is the subject of the complaint or inquiry. In addition to rules which the board may in its discretion adopt, the rules shall:

(2) Require the complaint or inquiry to be in writing on a form approved by the board. to be signed, and to show the home or business address, electronic-mail address and telephone number of the person who submitted it. The form shall contain a

statement that must be signed and which states that, to the best of the person's knowledge, information, and belief formed after reasonable reflection, the information in the complaint or inquiry is true. The rules shall require the complaint or inquiry to describe the facts that constitute the <u>alleged</u> violation of this code of ethics in sufficient detail so that the board and the person who is the subject of the complaint or inquiry can reasonably be expected to understand the nature of any offense that is being alleged;

Section 7. That section 2-58, D.R.M.C., shall be amended by the addition of language underlined, to read as follows:

Sec. 2-58. Subpoenas.

The board of ethics shall have the power to subpoena documents and to subpoena witnesses to make statements and produce documents. Persons who are subpoenaed or whose records are subpoenaed may object to testimony or production of documents based upon such information being privileged as recognized by Colorado or federal law. The board may issue a subpoena only after a written request to appear or provide records has not been complied with and after consultation with the city attorney.

Section 8. That section 2-60, D.R.M.C. shall be amended by deleting the language stricken and adding the language underlined, to read as follows:

Sec. 2-60. Gifts to officers, officials, and employees.

The purpose of this section is to avoid special influence by those who give gifts to city officers, employees or officials.

(a) Except when acceptance is permitted by paragraph (b) below, it shall be a violation of this code of ethics for any officers, officials, or employees, or any member of their immediate families to solicit or to accept any of the following items if (1) the officer, official, or employee is in a position to take direct

1	official action with regard to the donor; and (2) the city has an existing, ongoing,				
2	or pending contract, business, or regulatory relationship with the donor:				
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4	(1) Any money, property, service, or thing of value that is given to a person				
5	without adequate and lawful compensation;				
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7	(2) Any honoraria or payment for participation in an event;				
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9	(3) Any loan of goods, equipment, or other items that is not available to the				
10	general public on the same terms and conditions;				
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12	(4) Any loan of money that is not available to the general public at the same				
13	interest rate and the same conditions;				
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15	(5) Any ticket to a sporting, recreational, or cultural event except as provided				
16	for in subsection (b)(4) of this section;				
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18	(6) Travel expenses and lodging;				
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20	(7) Any reduction in price or any discount that is not similarly available to all				
21	city officers, officials, and employees on the same terms; and				
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23	(8) Parking passes except as provided for in subsection (b)(4) of this section-				
24	; and				
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26	(9) Meals except as provided for in subsection (b)(4) of this section.				
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28	This prohibition shall also apply to gifts from a lobbyist or representative of a				
29	client if (1) the officer, official, or employee is in a position to take direct official				
30	action with regard to the client and (2) the city has an existing, ongoing, or				
31	pending contract, business, or regulatory relationship with the client.				
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33	(b) Officers, officials, and employees and the members of their				

immediate family may accept the following even if the officer, official, or

1 employee is in a position to take direct official action with regard to the donor, or, 2 if the donor is a lobbyist or representative, the donor's client: 3 (1) 4 Gifts from other officers, officials, or employees and their family members 5 on appropriate occasions; 6 7 (2) Campaign contributions as permitted by law; 8 9 (3)Nonpecuniary awards that are publicly presented by an organization in 10 recognition of public service if the award is not extraordinary when viewed in light 11 of the position held by the recipient; 12 The donation of meals, tickets to events for which admission is charged, 13 (4) or free or reduced price admission to events for which a fee is charged, but only 14 15 under the following conditions: 16 17 No more than a total of four meals, tickets, or free or reduced price a. 18 admissions may be accepted from the same donor in any calendar year 19 regardless of the value. The total value of any such meals, tickets, or free or

a. No more than a total of four meals, tickets, or free or reduced price admissions may be accepted from the same donor in any calendar year regardless of the value. The total value of any such meals, tickets, or free or reduced price admissions received from any one donor shall not exceed three-hundred dollars (\$300.00) in any calendar year, and shall be subject to the reporting requirements set forth in Article IV of this Chapter 2; provided, however, that any meal, tickets, or free or reduced price admission as described in paragraph (f) of this subsection (4) shall not be counted against the three-hundred dollar (\$300.00) provided in this paragraph.

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- b. A donation from an employee or representative of a business or entity shall be counted as a gift from the business or entity;
- c. The individual or entity which pays for the meal, ticket, or admission shall be considered the donor for purposes of this subsection regardless of whether that individual or entity is reimbursed for the cost;

d. Attendance must be reasonably related to the official or ceremonial duties of the officer, official, or employee;

e. The donation of parking for the meal or event shall be allowed on the same terms and conditions;

f. Officers, officials and employees may accept the following donations of meals, tickets or free admissions to events, regardless of the annual cap on the value of such donations set forth in paragraph (a) of this subsection: meals provided to all attendees at a public meeting and consumed while the meeting is in progress, including by way of example "working lunches;" meals provided to all members of any governmental, civic, or non-profit board of which the officer, official or employee is a member and consumed in conjunction with any meeting of the board; tickets or free admission to a charitable event, as long as the ticket or free admission is offered directly by and at the expense of the charitable or other non-profit entity hosting the event and not directly or indirectly offered by any sponsor of the event or other donor to which the gift restriction set forth in subsection (a) of this section applies.

(5) Unsolicited items of trivial value. "Items of trivial value" means items or services with a value of twenty-five dollars (\$25.00) or less, such as inexpensive tee shirts, pens, calendars, books, flowers, or other similar items <u>and does not mean cash or gift cards;</u>

(6) Gifts while visiting other cities, counties, states, or countries or hosting visitors from other cities, counties, states, or countries when it would be a breach of protocol to refuse the gift;

(7) Reasonable expenses paid by non-profit organizations or other governments for attendance at a convention, fact finding mission or trip, or other meeting if the person is scheduled to deliver a speech, make a presentation, participate on a panel, or represent the city in an official capacity reasonably related to the recipient's employment by the city;

(8) Gifts on special and infrequent occasions if the gift is appropriate to the occasion. These occasions include weddings, funerals, and illnesses;
 (9) Gifts to commemorate a public event in which the officer, official, or employee participated in an official capacity, provided that the gift is appropriate to the occasion. Such occasions include ground breaking ceremonies and grand openings;

(10) Memberships and passes from the Denver Art Museum, Denver Botanic Gardens, Denver Museum of Nature and Science, and Denver Zoo.

(11) Gifts from family members;

(12) Items which are similarly available to all employees of the city or the general public on the same terms and conditions.

(c) It shall not be a violation of this article for an officer, official, or employee to solicit or accept donations to the city or to solicit, accept or redirect donations for charitable purposes to a 501(c) or other charitable organization or to provide assistance to individuals affected by illness, crime or disaster or who have educational or other charitable needs, provided, https://docs.not.not/en-the-individual or entity solicited does not hold or reasonably could be anticipated to apply for a contractual relationship to the city, that the officer, official or employee soliciting such donations exercises no official action over the person or entity solicited, that solicitation and financial records are maintained and provided that the soliciting person, or a member of the soliciting person's immediate family does not keep or use the gift or receive any monetary benefit therefrom.

(d) It shall not be a violation of this article for a member of an officer's, official's or employee's immediate family to accept a gift which arises from an independent relationship of an adult member, if:

(1) The officer, official or employee does not use the gift; and

(2) 1 It cannot reasonably be inferred that the gift was intended to influence the 2 officer, official, or employee in the performance of his or her duties. 3 4 **Section 9.** That section 2-61, D.R.M.C. shall be amended by deleting the language 5 6 stricken and adding the language underlined, to read as follows: 7 8 Sec. 2-61. Conflict of interest while employed. 9 10 The purpose of this section is to avoid influence on the official actions of city officers, 11 employees or officials by their private or family interests. 12 Except when advised by the city attorney that the rule of necessity 13 (a) 14 applies, an officer, official, or employee shall not take direct official action on a matter 15 before the city if he or she or a member of the immediate family, a business 16 associate or an employer other than the city of the officer, official or employee has 17 any substantial employment, contractual, or financial interest in that matter. A 18 substantial interest shall be deemed to exist if: 19 (1) He or she or a member of the immediate family, a business associate or an 20 employer other than the city is the other party in the matter; 21 22 23 (2) He, she, a spouse, a domestic partner or minor children solely or aggregated 24 together, a business associate or an employer owns or own one (1) percent or more, 25 or a member of the immediate family other than a spouse, domestic partner or minor children own or owns five (5) percent or more, of another party in the matter; 26 27 (3)28 He or she, a member of the immediate family, a business associate or an 29 employer is a board member or an officer in another party in the matter; 30 31 (4) He or she, a member of the immediate family, a business associate or an 32 employer is directly involved in obtaining the city's business for another party in the 33 matter;

- (5) He or she, a member of the immediate family, a business associate or an employer is directly involved in negotiating the contract or preparing the bid, proposal, response to a request for qualifications, or similar document for another party in the matter, other than in a purely clerical capacity; or
- (6) A member of his or her immediate family performs more than a nominal portion of the work in the matter, or supervises or manages more than a nominal portion of the work.
- (7) He or she or a member of his or her immediate family participated personally in providing legal representation, er-lobbying or other professional services for another party in the matter or owns five (5) percent or more of a law firm, er-lobbying firm or other professional services firm representing another party in the matter.
- (b) For purposes of this section, business associate means a person or entity with whom an officer, official or employee or a member of his or her immediate family is a partner or a co-owner of a business in which the business associate and the officer, official or employee or a member of his or her immediate family each own at least one percent of the business.
- (c) An officer, official, or employee may represent himself or herself before a <u>city</u> board <u>or commission</u> in accord with such board's procedures, provided that the officer, official, or employee does not also participate in the board's decision in his or her official capacity.
- (d) An officer, official, or employee may acquire an interest in bonds or other evidences of indebtedness issued by the city or the board of water commissioners so long as they are acquired on the same terms available to the general public.
- (e) It shall not be a violation of this code of ethics for an officer, official, or employee to take direct official action on the following matters even if the person or a relative employed by a city agency would benefit:

1 (1) The city's annual budget or an amendment to the annual budget; or 2 (2) Establishing the pay or fringe benefit plans of city officers, officials, or employees 3 4 Officers, employees or officials who are prohibited from taking direct 5 (f) 6 official action due to a substantial conflict of interest shall disclose such interest to his 7 or her colleagues on a board or commission or to his or her supervisor or appointing 8 authority, shall not act or vote thereon, shall refrain from attempting to influence the 9 decisions of others in acting or voting on the matter and shall work with his or her 10 supervisor or appointing authority to ensure that the matter is assigned to someone 11 without conflicting interests. 12 (g) No officer, employee or official may have any other employment or position 13 14 which is incompatible with his or her duties or that adversely affect the interests of the 15 city. 16 17 Section 10. That section 2-62, D.R.M.C. shall be amended by deleting the language 18 stricken and adding the language underlined, to read as follows: 19 Sec. 2-62. Prior employment. 20 21 The purpose purposes of this section is are: (1) to indicate that persons are not 22 disqualified from a city job because of prior employment; (2) to avoid special 23 advantage being given to former employers of city officers, employees or officials; 24 and (3) to avoid special advantage being given to a city officer, employee or official 25 by a former employer. 26 27 No person shall be disqualified from service with the city as an officer, official, 28 or employee solely because of his or her prior employment. Officers, officials, and 29 employees shall not take any direct official action with respect to their former 30 employers for a period of six (6) months from the date of termination of the prior 31 employment.

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Section 11. That section 2-63, D.R.M.C. shall be amended by adding the language

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underlined, to read as follows:

Sec. 2-63. Contemporaneous or Outside employment or business activity.

The purposes of this section is to avoid possible conflicts of interest and time conflicts between city jobs and outside employment or business activity.

(a) All officers other than elective officers and all employees shall report existing or proposed outside employment (excluding unpaid volunteer activity) or other outside business activity annually in writing to their appointing authorities and obtain his or her appointing authority's approval thereof prior to accepting initial employment or outside business activity. All officials shall immediately report any change in employment status to their appointing authorities which could give rise to a conflict of interest.

(b) If the appointing authority or the officer, official or employee believes that there is a potential conflict of interest between the person's public responsibility and his or her possible outside employment or outside business activity, he, she or they are encouraged to consult the board of ethics.

(c) An officer or employee who has received the written permission of the appointing authority may engage in outside employment or other outside business activity. If, however, the board has rendered an advisory opinion to an officer, employee or official and/or an appointing authority, and the Board has reason to believe that the officer, employee or official has not complied with the opinion, the Board shall notify the appointing authority and the appointing authority shall report to the board in executive session regarding the action, if any, taken with respect to the person.

(d) Copies of documents arising from this section shall be placed in each officer's or employee's departmental personnel file.

(e) City resources may not be used for any outside employment or outside business activity.

1	COMMITTEE APPROVAL DATE:	_, 2016.			
2	MAYOR-COUNCIL DATE:	_, 2016.			
3	PASSED BY THE COUNCIL		2016		
4		PRESIDENT			
5	APPROVED:		_ 2016		
6 7 8 9	ATTEST:	- CLERK AND RECORDER, EX-OFFICIO CLERK OF THE CITY AND COUNTY OF DENVER			
10	NOTICE PUBLISHED IN THE DAILY JOURNAL _	2016;	2016		
11					
12	PREPARED BY:	; DATE:			
13 14 15 16 17 18	Pursuant to section 13-12, D.R.M.C., this proposed ordinance has been reviewed by the office of the City Attorney. We find no irregularity as to form, and have no legal objection to the proposed ordinance. The proposed ordinance is not submitted to the City Council for approval pursuant to § 3.2.6 of the Charter.				
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20	City Attorney				
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22	BY:,City Atte	orney			
23	DATE:				
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