



# San Francisco Ethics Commission

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## ETHICS COMMISSION

Approved by Ethics Commission: TBD

### Draft Regulations to San Francisco Campaign and Governmental Conduct Code – San Francisco Government Ethics Ordinance Section 3.218

#### Effective and Operative Dates.

- (a) **Effective Date.** As provided in Charter Section 15.102, these regulations will become effective 60 days after adoption unless vetoed by two-thirds of all the members of the Board of Supervisors.
- (b) **Operative Date.** These regulations will become operative on the date that the ballot measure submitted to voters by the Ethics Commission for consideration on the March 5, 2024 ballot becomes operative. If such measure is not approved by the voters, these regulations shall not become operative.

#### Regulation 3.218-1. Activities Subject to the Department’s Jurisdiction – Actions on Behalf of Oneself or One’s Immediate Family

A City officer or employee may be a party to a matter before or otherwise appear before their department or commission on behalf of themselves or an immediate family member, as described in Section 3.218(a)(1), if as part of their City duties, the City officer or employee does not participate in and fully abstains from any involvement, in any such matter.

#### Regulation 3.218-2. Activities Subject to the Department’s Jurisdiction – Definition of “on behalf of oneself”

“On behalf of oneself” as used in Section 3.218(a)(1), includes acting on behalf of the City officer or employee’s single-member LLC, sole proprietorship, or similar entity.

#### Regulation 3.218-3. Activities Subject to the Department’s Jurisdiction – Employment with an Entity Engaging in Activities Subject to the Department’s Jurisdiction

A City officer or employee may be employed by an entity that engages in Activities Subject to the Department’s Jurisdiction as defined in Section 3.218(a)(1) if (1) the officer or employee themselves does not personally and substantially engage in Activities Subject to the Department’s Jurisdiction as part of their employment by that entity and (2) as part of their City duties, the City officer or employee does not participate in and fully abstains from any involvement in any matters explicitly involving their non-City employer.



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Engaging in Activities Subject to the Department's Jurisdiction includes, but is not limited to, working in a position that is majority-funded by the officer or employee's City department and liaising with their City department on behalf of their non-City employer.

### **Regulation 3.218-4. Activities Subject to the Department's Jurisdiction – Being an Officer or Exercising Management or Control over an Entity Engaging in Activities Subject to the Department's Jurisdiction**

A City officer or employee may be an officer or exercise management or control over an entity that engages in Activities Subject to the Department's Jurisdiction as defined in Section 3.218(a)(1) if (1) the officer or employee does not personally and substantially engage in any Activities that are Subject to the Department's Jurisdiction in connection with their role with the non-City entity, and (2) as part of their City duties, the City officer or employee does not participate in and fully abstains from any involvement in any matters explicitly involving the entity for which they are an officer or exercise management or control, and (3) the employee or officer is not contracting with their own department within the meaning of Section 3.218(a)(1)(A) and Regulation 3.218-6.

Engaging in Activities Subject to the Department's Jurisdiction includes, but is not limited to, working in a position that is majority-funded by the officer or employee's City department and liaising with their City department on behalf of their non-City entity.

Being an "officer or exercising management or control" over an entity means occupying the role of officer, director, partner, or other position that exercises management or control over an entity, owning more than five percent of a publicly traded entity, or owning more than 20% of a non-publicly traded entity.

Notwithstanding the above, Section 3.218(a)(1) does not prohibit an officer or employee from serving on the board of directors of a public or quasi-public body, or a nonprofit organization, if the City officer or employee is serving on the board as part of their City duties, is representing the City or their department on the board, and is not receiving any compensation, other than from the City, for their service on the board.

For the purposes of this regulation, a City officer or employee is serving on a board as part of their City duties, only if the service is required by law or by a contract with the City, or if they have written documentation from their department head or appointing authority certifying that their service on the board is part of their City duties. Department heads may not certify that their own service on a board is part of their City duties and must get documentation from their appointing authority in order to serve.

### **Regulation 3.218-5. Activities Subject to the Department's Jurisdiction – Definition of "Engaging in Non-compensated, Volunteer Activity for a Nonprofit Organization"**

"Engaging in non-compensated, volunteer activity for a nonprofit organization," as used in section 3.218(a)(1), allows a City officer or employee to serve on the board of a nonprofit organization with tax



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exempt status under 26 United States Code Section 501(c)(3) or 501(c)(5), only if (1) in their capacity as a City officer or employee, they do not participate in and fully abstain from any involvement in any matters explicitly involving the nonprofit organization and (2) that organization does not contract with their City department.

## **Regulation 3.218-6. Activities Subject to the Department’s Jurisdiction – Definition of “Contracting With One’s Own Department”**

“Contracting with one’s own department,” as used in section 3.218(a)(1)(A), includes being an officer or exercising management or control over an entity that contracts with the City officer or employee’s department. Being an “officer or exercising management or control” over an entity means occupying the role of officer, director, partner, or other position that exercises management or control over an entity, owning more than five percent of a publicly traded entity, or owning more than 20% of a non-publicly traded entity.

“Contracting with one’s own department,” as used in section 3.218(a)(1)(A), includes subcontracting to perform any work that a primary contractor has an agreement to perform with the City officer or employee’s department. Subcontracting includes being an officer or exercising management or control over an entity that subcontracts to perform any work that a primary contractor has an agreement to perform with the City officer or employee’s department.

## **Regulation 3.218-7. Activities Subject to the Department’s Jurisdiction – Definition of “Serving on the Board of Directors”**

“Serving on the board of directors,” as used in section 3.218(a)(1)(A), does not include serving on the board of directors of a public or quasi-public body, or a nonprofit organization, if the City officer or employee is serving on the board as part of their City duties, is representing the City or their department on the board, and is not receiving any compensation, other than from the City, for their service on the board.

For the purposes of this regulation, a City officer or employee is serving on a board as part of their City duties, only if the service is required by law or by a contract with the City, or if they have written documentation from their department head or appointing authority certifying that their service on the board is part of their City duties. Department heads may not certify that their own service on a board is part of their City duties and must get documentation from their appointing authority in order to serve.

## **Regulation 3.218-8. Definition of “Department”**

- (a) As used in section 3.218 the term “department” shall mean:
- (1) The department, board, commission, office or other unit of government for which a City officer or employee directly serves;
  - (2) Any department, board, commission, office or other unit of government to which an officer or employee is loaned;



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- (3) Any other department, board, commission, office or other unit of government subject to the direction and control of the department for which a City officer or employee directly serves.
- (b) The following factors shall be used to determine the department for which a City officer or employee directly serves:
  - (1) what government unit controls the budget, personnel and other operations related to the officer or employee's position;
  - (2) where the officer or employee's position is listed in the City's conflict of interest code (Article III, Chapter 1 of the San Francisco Campaign and Governmental Conduct Code);
  - (3) whether the law creating a department suggests that it is a separate entity; and
  - (4) any other factors the Ethics Commission deems relevant.

## **Regulation 3.218-1. Incompatible Activities — Approval of and Amendments to Statements of Incompatible Activities**

~~Every department, board, commission and agency of the City and County is required to submit to the Ethics Commission a statement of incompatible activities listing those outside activities that are inconsistent, incompatible, or in conflict with the duties of the officers and employees of that department, board, commission or agency. All statements of incompatible activities as well as any amendments to previously adopted statements must be approved in accordance with this regulation.~~

~~(a) Submission to the Ethics Commission.~~

~~(1) Submission deadlines. The initial statement must be submitted within six months of the creation of the department, unless the Ethics Commission extends the time for good cause. Amendments to a statement previously approved may be submitted at any time.~~

~~(2) Materials submitted. Every statement or amendment shall be submitted in writing to the Ethics Commission in both paper and electronic form. In addition to each statement or amendment, every department, board, commission or agency shall submit a list of the unions that represent the officers and employees affected by the proposed statement or amendment. A department, board, commission or agency may provide any supporting materials that the department, board, commission or agency believes would assist the Ethics Commission.~~

~~(b) Waivers of Required Language. Boards and commissions whose members, by law, must be appointed in whole or in part to represent any profession, trade, business, union or association may request permission from the Ethics Commission to exclude any of the language required by section 3.218(c). Such requests must be made at the time a board or commission submits a statement or amendment to the Ethics Commission and must set forth specific reasons why the exclusion is necessary. In making a determination whether to grant permission to exclude required language from a statement, the Ethics Commission may consider: the ability of the City to recruit qualified individuals to fill the position in question if the waiver is not granted; the ability of the commissioner or board member to engage in his or her particular vocation if the waiver is not granted; and any other factors the Commission deems relevant.~~



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~~(c) Hearing before the Ethics Commission. The Ethics Commission shall hold a hearing to consider each statement or amendment. No later than 7 calendar days before the hearing, the Ethics Commission shall provide notice of the hearing to: (1) the department, board, commission or agency that submitted the statement or amendment; (2) the unions, if any, that represent the officers or employees affected by the proposed statement or amendment; and (3) the Civil Service Commission. The Ethics Commission shall provide the department, board, commission or agency that submitted the statement or amendment, the unions that represent the officers or employees affected by the proposed statement or amendment, and the Civil Service Commission with an opportunity to make a presentation regarding the proposed statement or amendment. The Ethics Commission may amend a proposed statement or amendment.~~

~~(d) Meet and Confer. The Ethics Commission encourages City departments, boards, commissions and agencies to include the unions that represent their officers and employees in the process of drafting and amending statements of incompatible activities before submitting the statement or amendment to the Ethics Commission. Prior to the Ethics Commission's approval or amendment of any statement that would affect officers or employees represented by a union, representatives of the City, on behalf of the Ethics Commission, will meet and confer with unions that represent the affected officers or employees.~~

~~(e) Final Approval. The Ethics Commission shall, at a public meeting, finally approve a statement of incompatible activities or any amendment thereto. The Commission may finally approve or amend the statement on the same date that it holds the hearing described in subsection (c) of this regulation. Within two business days of such approval, the Executive Director shall provide to the department, board, commission or agency a copy of the final version of its approved statement of incompatible activities.~~

## **Regulation 3.218-2. Incompatible Activities – Notice**

~~By April 1 of each year, every department, board, commission or agency must annually provide to its officers and employees a copy of its Statement of Incompatible Activities (SIA). Departments, boards, commissions and agencies of the City and County may satisfy this requirement by doing all of the following:~~

~~(1) posting the SIA on the department, board, commission or agency's web page;~~

~~(2) posting the SIA statement within the department, board, commission or agency's offices in the same place that other legal notices are posted; and~~

~~(3) either distributing a paper copy of the SIA to each officer or employee or distributing an electronic copy of the SIA to each officer or employee either (a) by sending an email that contains the SIA or an electronic link to the SIA to each officer or employee, or (b) if the department, board, commission or agency does not have the officer or employee's email address, by providing a handout to the officer or employee that references the~~



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~~SIA, provides the address of the SIA on the website of the department, board, commission or agency or the Ethics Commission, and directs the officer or employee to review the SIA in its entirety; or the Ethics Commission may opt to send such handout to all City employees via payroll inserts.~~

~~To ensure that new officers and employees are notified of the SIA, each department, board, commission and agency must provide a copy of its SIA to the each new officer at the time of appointment or each new employee at the time of hire in the manner described above.~~

### **Regulation 3.218-3. Incompatible Activities — Opportunity to Contest Incompatibility**

~~No officer or employee may be subject to discipline or penalties for engaging in any employment, activity or enterprise that appears on the statement of incompatible activities of the officer or employee's department, board, commission or agency unless he or she has been provided an opportunity to demonstrate that the employment, activity or enterprise is not inconsistent, incompatible or in conflict with his or her duties. The requirement of an opportunity to demonstrate that an activity is not incompatible is satisfied if the employee has an opportunity to be heard on this issue prior to the decision in any proceeding to impose penalties or discipline, including in any criminal or civil proceeding, any administrative action by the Ethics Commission, or any disciplinary proceeding by an appointing authority.~~

### **Regulation 3.218-4: Advance Written Determination**

~~(a) A request for an advance written determination under the Statement of Incompatible Activities (SIA) is separate from a written opinion request to the Ethics Commission under the San Francisco Charter. The process for an advance written determination is set forth in section III.C of the SIA; the process for a written opinion request to the Ethics Commission is set forth in section C3.699-12 of the San Francisco Charter.~~

~~(b) A person seeking a determination that an activity is not inconsistent, incompatible or in conflict with his or her duties should seek an advance written determination from the decision-maker designated in the SIA. The decision-makers for each officer and employee are listed in section III.C.2 of the SIA.~~

~~(c) When making a determination, the decision-maker shall consider the factors set forth in the SIA. If the decision-maker makes a written determination that the proposed activity is not inconsistent, incompatible or in conflict with the requestor's duties, the requestor shall have immunity from any subsequent enforcement action for a violation of the SIA based on the proposed activity if the material facts are as presented in the requestor's written submission.~~



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~~(d) If a decision-maker for an advance written determination request from an employee fails to respond within 20 days from the date the request is received, the decision-maker is deemed to have determined that the proposed activity is not inconsistent, incompatible or in conflict with the employee's duties. However, if the decision-maker subsequently determines, based on changed facts or circumstances or other good cause, that the activity is inconsistent, incompatible or in conflict with the employee's duties, the decision-maker must advise the employee to cease such activity by providing advance written notice to the employee specifying the changed facts or circumstances or other good cause. An employee who continues to engage in such activity after receiving such written notice will not have immunity from any subsequent enforcement action for a violation of the SIA.~~

~~(e) If the Ethics Commission is deemed the decision-maker for an advance written determination in the SIA, the following procedures will apply:~~

~~(1) The requestor must submit the request in writing on a form provided by the Ethics Commission, which will be available on the Commission's website. The requestor must identify the proposed activity and specify why the proposed activity is not incompatible with the department, board or commission's SIA.~~

~~(2) Upon receiving a request for an advance written determination, the Ethics Commission's Executive Director will make a preliminary written determination based on the factors set forth in the SIA. The Executive Director will distribute the preliminary written determination to the requestor and all members of the Commission for their review.~~

~~(A) If the requestor disagrees with the preliminary written determination, the requestor may request the Commission to review the matter. To make such a request, the requestor must submit a written request to the Ethics Commission within five calendar days of the date of the preliminary written determination. The written request must include a supplemental statement setting forth reasons why the requestor disagrees with the preliminary written determination and may include any additional information as to why the proposed activity is not inconsistent, incompatible or in conflict with his or her duties. Upon receipt of the request for review, the Executive Director will forward it to the Ethics Commission.~~

~~(B) If any member of the Commission wishes to calendar the preliminary written determination for discussion at a Commission meeting, the Commission member must so inform the Executive Director no later than ten calendar days after the date of the preliminary written determination or five calendar days after the date that the Executive Director forwards to the Commission the requestor's request for review, whichever is later. A matter will be calendared only if two or more members request that it be~~



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~~calendared. The Commission may calendar a matter regardless of whether the requestor submits a request for review pursuant to subsection (A).~~

~~(3) If the matter is not calendared, the Executive Director's determination will stand as the Ethics Commission's final written determination.~~

~~(4) If the matter is calendared, it will be on the agenda of the Commission's next meeting, subject to the discretion of the Commission's Chairperson. At the meeting, the Executive Director will make a presentation and the requestor will be invited to attend and present his or her request. The Executive Director's preliminary determination will stand as the final written determination unless three members of the Commission vote to overrule it at the meeting.~~

~~(f) On a semi-annual basis during the first two years that the SIAs are in effect, and upon notice from the Ethics Commission, all departments, boards and commissions will forward to the Ethics Commission a summary of complaints of alleged violations of the SIAs and their dispositions, copies of all requests for advance written determination, and copies of all written determinations made by the department, board or commission.~~

## **Regulation 3.218-5: Handling Complaints of Alleged Violations of the Statement of Incompatible Activities: Complaints Received by a Department, Board or Commission**

~~(a) If a department, board or commission receives a complaint regarding an employee's alleged violation of the department, board or commission's Statement of Incompatible Activities (SIA), the department, board or commission will investigate the matter. The department, board or commission will provide an opportunity for the employee to explain why the activity should be deemed not inconsistent, incompatible, or in conflict with his or her duties. If the department, board or commission determines that the activity is inconsistent, incompatible or in conflict with the employee's duties, the department, board or commission may impose discipline as appropriate. If the department, board or commission chooses to do so, the department, board or commission may refer the complaint to the Ethics Commission.~~

~~(b) If a department, board or commission receives a complaint regarding an officer's alleged violation of the department, board or commission's SIA, the department, board or commission will consult with Ethics Commission staff to determine the most appropriate entity to investigate the matter.~~





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## ~~Regulation 3.218-6: Handling Complaints of Alleged Violations of the Statement of Incompatible Activities: Complaints Received by the Ethics Commission~~

~~(a) If the Ethics Commission receives a complaint regarding an employee or officer's alleged violation of a Statement of Incompatible Activities (SIA), the Ethics Commission staff will determine (i) whether the matter has already been resolved by the department, board or commission of the respondent; and (ii) whether the respondent has been given an opportunity to demonstrate that the activity is not inconsistent, incompatible or in conflict with his or her City duties.~~

~~(b) If the matter has been resolved by the department, and the respondent has been given an opportunity to demonstrate that the activity is not inconsistent, incompatible or in conflict with his or her duties, then the Ethics Commission staff will not take action in most cases, but will consult with the department, board or commission to determine the most appropriate course of action.~~

~~(c) If the matter is pending at the department, board or commission, the Ethics Commission staff will not take action in most cases, but will consult with the department, board or commission to determine the most appropriate course of action. If the Ethics Commission staff determines that it is not necessary for the Commission to engage in an immediate investigation of the matter, the Commission staff will defer to the department, board or commission to complete its investigation.~~

~~(d) If the matter is a new matter where the department, board or commission has not investigated or taken any action, the Commission staff will determine whether it should take action pursuant to Charter section C3.699-13 and the Ethics Commission Regulations for Investigations and Enforcement Proceedings. The Commission staff may determine that the matter is more appropriately handled by the department, board or commission and refer the matter to the department, board or commission.~~

~~(e) In investigating any alleged violations of a SIA, the Commission staff may contact the department head or other staff at the department, board or commission for information.~~

## ~~Regulation 3.218-7: Handling Complaints of Alleged Violations of the Statement of Incompatible Activities: Preliminary Review and Advance Written Determination~~

~~(a) In handling a complaint that alleges that an officer or employee violated the Statement of Incompatible Activities (SIA) by engaging in an activity that is inconsistent, incompatible or in conflict with the duties of the officer or employee, the entity receiving the complaint (the enforcement body) must determine whether the officer or employee~~



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~~who is the subject of the complaint sought an advance written determination as set forth in the SIA.~~

~~(b) If the officer or employee who is the subject of the complaint did not seek an advance written determination, the officer or employee is not immune from discipline or penalties for engaging in the activity. The enforcement body may investigate the allegations in the complaint to determine whether the officer or employee violated the SIA. The enforcement body must ensure that the officer or employee who is the subject of the complaint is provided an opportunity to demonstrate that the activity is not inconsistent, incompatible or in conflict with his or her duties.~~

~~(c) If the officer or employee who is the subject of the complaint sought and received an advance written determination that the activity is not inconsistent, incompatible or in conflict with his or her City duties, the officer or employee is immune from discipline or penalties for engaging in that activity, if the material facts are as presented in the officer's or employee's written request for the advance written determination. The enforcement body may investigate whether the material facts are as presented in the officer's or employee's written request.~~

~~(d) If the subject of the complaint is an officer who sought an advance written determination and allegedly engaged in the activity before receiving a response, the officer is not immune from discipline or penalties for engaging in the activity. The enforcement body may investigate the allegations in the complaint to determine whether the officer violated the SIA. The enforcement body must ensure that the officer who is the subject of the complaint is provided an opportunity to demonstrate that the activity is not inconsistent, incompatible or in conflict with his or her duties.~~

~~(e) If the subject of the complaint is an employee who sought an advance written determination and allegedly engaged in the activity within 20 working days after making the request but before receiving a response, the employee is not immune from discipline or penalties for engaging in the activity during that time period. The enforcement body may investigate the allegations in the complaint to determine whether the employee violated the SIA. The enforcement body must ensure that the employee who is the subject of the complaint is provided an opportunity to demonstrate that the activity is not inconsistent, incompatible or in conflict with his or her duties.~~

~~(f) If the subject of the complaint is an employee who sought an advance written determination and allegedly engaged in the activity more than 20 working days after making the request without receiving a response, the employee is immune from discipline or penalties for engaging in the activity if the material facts are as presented in the employee's submission of the advance written determination. The enforcement body~~



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~~may investigate whether the material facts are as presented in the employee's written request.~~

~~If the employee in this subsection subsequently receives written notice from the decision-maker pursuant to Regulation 3.218-4(d) that the employee must cease engaging in the activity based on changed facts or circumstances or other good cause, but the employee continues to engage in such activity after receiving the written notice, the employee will not have immunity from discipline or penalties for engaging in the activity.~~

~~(g) If the officer or employee who is the subject of the complaint has received an advance written determination that the activity is inconsistent, incompatible or in conflict with his or her City duties, and the officer or employee allegedly engaged in the activity, the officer or employee is not immune from discipline or penalties for engaging in the activity. The enforcement body may investigate the allegations in the complaint to determine whether the officer or employee violated the SIA. The enforcement body must ensure that the officer or employee who is the subject of the complaint is provided an opportunity to demonstrate that the activity is not inconsistent, incompatible or in conflict with his or her duties.~~

## ~~Regulation 3.218-8: Penalties Imposed by Ethics Commission for Violations of the Statement of Incompatible Activities~~

~~The Ethics Commission will determine violations and penalties for violations of the Statement of Incompatible Activities (SIA) in accordance with Charter section C3.699-13 and the Ethics Commission Regulations For Investigations And Enforcement Proceedings. In assessing penalties for a violation of the SIA, the Ethics Commission also will look to the following guidelines:~~

~~(a) For a first violation where the respondent violated the SIA by failing to disclose an activity that is required to be disclosed—but is not prohibited—under the SIA, the Commission will issue a warning letter to the respondent in most cases. In exceptional circumstances, the Ethics Commission may determine that additional penalties are appropriate.~~

~~(b) Penalties for other violations of the SIA will depend upon the Ethics Commission's assessment of the impact of the respondent's activities on the City and the department, board or commission as a whole; compliance with other applicable laws and rules; whether the violation was an isolated incident or part of a pattern of violations; whether the respondent or others were inappropriately enriched by the activity; whether the violation was negligent, knowing or intentional; and the intent and spirit of the SIA; and any other factors that the Ethics Commission deems appropriate and material.~~



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