

CITY HALL ● ONE FRANK H. OGAWA PLAZA, 4TH FLOOR ● OAKLAND, CALIFORNIA 94612

Office of the City Auditor Courtney A. Ruby, CPA, CFE City Auditor (510) 238-3378 FAX (510) 238-7640 TDD (510) 238-3254 www.oaklandauditor.com

October 2, 2014

OFFICE OF THE MAYOR
HONORABLE CITY COUNCIL
CITY ADMINISTRATOR
CITIZENS OF OAKLAND
OAKLAND, CALIFORNIA

RE: RECOMMENDATION FOLLOW-UP REPORT FOR THE NON-INTERFERENCE IN ADMINISTRATIVE AFFAIRS AUDIT

Dear Mayor Quan, President Kernighan, Members of the City Council, City Administrator Gardner, and Oakland Citizens:

The Office of the City Auditor (Office) is required to report the status of its audit recommendations to the City Council. In March 2013, the Office released the Non-Interference in Administrative Affairs Audit. The audit determined that violations of City Charter Section 218, Non-Interference in Administrative Affairs had occurred between Fiscal Year (FY) 2009-10 and FY 2011-12. The appearance of, or actual occurrence of interference directly undermines the effectiveness of the City Council, as a whole, to govern, as well as the City Administration to conduct City operations.

The audit contained 22 recommendations. The Office's recommendation follow-up process found that the Administration and the City Council have closed 17 recommendations and partially closed one recommendation, and that four recommendations remain open. The open recommendations include implementing annual training for Councilmembers and their Aides and establishing guidelines for working with administrative staff on community projects.

Audits are an objective assessment of whether or not public resources are responsibly and effectively managed to achieve intended results. The impact of an audit's recommendations is achieved when the City Administration and City Council ensure prompt and proper implementation, increased accountability, and proper safeguarding of City assets. Therefore,

1

Office of the Mayor, Honorable City Council, City Administrator, and Oakland Citizens Recommendation Follow-Up Report for the Non-Interference in Administrative Affairs Audit October 2, 2014 Page 2 of 2

it is critical that the City Administration and City Council act upon its responsibility to Oakland residents through timely implementation of audit recommendations.

I want to express our appreciation to the City Administrator, President of the City Council, and staff for their cooperation and commitment to addressing the concerns highlighted in the audit.

Respectfully submitted,

COURTNEY A. RUBY, CPA, CFE

City Auditor

RECOMMENDATION FOLLOW-UP OF THE NON-INTERFERENCE IN ADMINISTRATIVE AFFAIRS AUDIT

OVERVIEW

The Office of the City Auditor follows up on the recommendations of all audits to determine if they have been implemented by the Office of the City Administrator or City Council. Recommendation follow-ups increase accountability and ensure recommendations identified by the audits are implemented.

Summary of Process

The purpose of the follow-up process is to assess the implementation status of audit recommendations and when supported, close the recommendations. The Office of the City Auditor (Office) reviews supporting documentation submitted, conducts interviews, and when applicable, performs on-site visits. The table below shows the status categories for recommendation implementation.

Open	The recommendation has not been addressed or implemented.
Partially Closed	The recommendation has been partially addressed and implemented; however, part of the recommendation remains open. Further work is needed to close the recommendation.
Closed	The recommendation has been fully addressed and implemented.

Audit Overview

In March 2013, the Office released the Non-Interference in Administrative Affairs performance audit. The audit determined that there had been violations of City Charter Section 218, Non-Interference in Administrative Affairs between Fiscal Year (FY) 2009-10 and FY 2011-12. The appearance of, or actual occurrence of interference directly undermines the effectiveness of the City Council, as a whole, to govern, as well as the City Administration to conduct City operations.

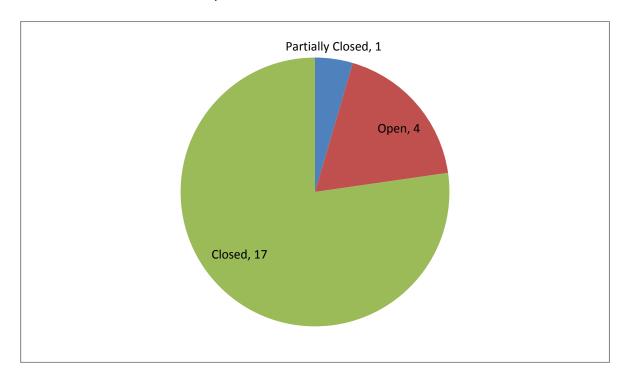
The audit had six findings:

- The District 6 Councilmember interfered in the management and renovations for two Oakland recreation centers: the Rainbow Teen Center and the Arroyo Viejo Recreation Center.
- Councilmembers from District 6 and District 7 interfered in Redevelopment's contracting process for an Oakland Army Base demolition and remediation contract.
- The District 6 Councilmember interfered in administrative affairs by threatening to remove City staff from a Redevelopment project in the Councilmember's district.
- One Council Aide from District 7 interfered in administrative affairs by directing Parking staff to fix the Council Aide's two personal parking tickets.
- There is a general culture of interference within the City that appears to be felt across many City departments and is perceived to come from multiple Councilmembers.
- One Council Aide from District 7 has continually acted abusively and unprofessionally towards staff working on the City-County Neighborhood Initiative (CCNI) in Sobrante Park. The Council Aide's actions appear to have created an environment that impacts City staff's (as well as County and community partners) ability to perform their jobs.

In response to these findings, the audit provided 22 recommendations to the City Council and the Office of the City Administrator (Administration). The purpose of this recommendation follow-up is to determine if actions have been taken to help prevent interference in administrative affairs by Councilmembers and their aides.

Summary of Results

The Office's recommendation follow-up process found that the Administration and the City Council have closed 17 recommendations and partially closed one recommendation, and that four recommendations remain open.



The City Council and the Administration should continue to work together to fully implement all recommendations that have not been closed. The City Council and the Administration should provide evidence to the Office to support that all open and partially closed recommendations have been addressed by March 13, 2015.

Implementation Status of Recommendations

As part of the follow-up process to determine the implementation status of each recommendation, the Office conducted interviews and reviewed all documentation that was provided. A status of "Open" means that there is no evidence to support that the recommendation has been implemented; "Partially Closed" means that there is evidence to support that only part of the recommendation has been implemented; "Closed" means that there is evidence to support that the recommendation has been fully implemented. The Administration should provide support to the Office that all outstanding recommendations have been addressed by March 13, 2015.

#	RECOMMENDATION	STATUS	EXPLANATION OF STATUS	
1	Councilmembers and their Aides should comply with Section 218 of the City Charter, including not directing or ordering administrative staff to meet deadlines set by the Councilmembers. Additionally, Councilmember requests should never result in non-compliance with laws or City policy.	should comply with Section 218 of the City Charter, including not directing or ordering administrative staff to meet deadlines set by the Councilmembers. Additionally,	Closed	The Council President sent letters to all Councilmembers and Council Aides in July 2013 and in March 2014 regarding compliance with the Non-Interference provisions of the City Charter, including not directing or ordering administrative staff to meet deadlines set by Councilmembers or their aides.
			While it is the responsibility of each Councilmember and Council Aide to adhere to the City law, including Section 218 Non-Interference in Administrative Affairs, the City Council adopted a censure policy (Resolution 84758) in December 2013, providing a mechanism for the City Council to publically address individual Councilmembers or Council Aides that are not complying with the Council's Code of Conduct or Charter provisions, such as Section 218.	
			On July 15, 2014, the City Council approved a public ethics measure for the November 2014 ballot. This measure, a joint proposal by the Public Ethics Commission, Administration, and select Councilmembers, provides the Public Ethics Commission greater independence and enforcement authority, including over Oakland's elected officials.	
2	The Administration should ensure that its staff, especially its Department directors, Economic Development staff, and Accounts Payable staff, know that Councilmembers do not have the power to give them orders. Further, Councilmembers' requests should never result in non-compliance with laws or the circumvention of City policy.	Closed	On July 14, 2014, the Administration issued Administrative Instruction (AI) 597, "City Charter Non Interference in Administrative Affairs and Services for which the City Administrator's Office, Mayor or other Appointed or Elected Officers are Responsible." AI 597 provides guidance to staff on Section 218, including clarifying that Councilmembers do not have the power to direct staff and that Councilmembers' requests should never result in non-compliance with laws or City policy. The AI also defines the procedures that staff should follow if they believe Councilmembers or their aides are trying to direct staff.	
			The Administration disseminated AI 597 as follows:	
			• On April 7, 2014, the Administration discussed AI 597 with its executive staff.	
			• As of July 14, 2014, AI 597 was available on the City's internal, employee website where the City posts its	

			policies and procedures. According to the Administration, all new AIs are distributed to department heads via hard copy and department heads are required to share the AIs with department staff. On July 25, 2014, the Interim City Administrator notified the City Council of AI 597. According to the Administration, it is updating its internal processes to better ensure that all staff receive and are educated about AI 597 and the City's Code of Conduct (AI 596) and that the City's new employee orientation is updated to include AI 597 and AI 596.
3	The Administration should regularly remind its staff to report any directions or requests by Councilmembers that have violated or appear to violate any law or City policy, including directions or requests to retroactively process the paperwork for staff hires.	Closed	As noted in the status of Recommendation 2, the Administration issued and disseminated to staff AI 597. AI 597 provides guidance to staff on Section 218, including clarifying that Councilmembers do not have the power to direct staff, Councilmembers cannot be involved in any part of the hiring process, and that Councilmembers' requests should never result in non-compliance with laws or City policy. The AI also defines the procedures that staff should follow if they believe Councilmembers or their aides are trying to direct staff.
4	Councilmembers and their Aides should comply with Section 218 of the City Charter, including not coercing or influencing staff with respect to any contract or purchase of supplies.	Closed	As noted in the status of Recommendation 1, the Council President communicated with all Councilmembers and Council Aides regarding complying with the Non-Interference provisions of the City Charter, which includes not coercing or influencing staff on any contract or supply purchase. The City Council has also adopted a censure policy to address Councilmembers that fail to comply with the Council's Code of Conduct or Charter provisions.
5	Councilmembers and their Aides should comply with Sections 207 and 504.g by not conducting any administrative actions. For example, Councilmembers should not be involved in negotiating, establishing terms, or drafting contracts or grants on behalf of the City. Nor should Councilmembers ever sign to release department funds for expenditures.	Closed	As noted in the status of Recommendation 1, the Council President communicated with all Councilmembers and Council Aides regarding complying with the City Charter, including not negotiating, establishing terms, or drafting contracts or grants on behalf of the City, or releasing department funds for expenditure. The City Council also adopted a censure policy to address Councilmembers that fail to comply with the Council's Code of Conduct or Charter provisions.
6	Councilmembers should comply with Section 218 of the City Charter, including not hiring individuals to work in City departments or programs.	Closed	As noted in the status of Recommendation 1, the Council President communicated with all Councilmembers and Council Aides regarding complying with the Non-Interference provisions of the City Charter, which includes not hiring staff to work in City departments or programs. The City Council has also adopted a censure policy to address Councilmembers that fail to comply with the Council's Code of Conduct or Charter provisions.

7	Councilmembers and their Aides should complete annual training on Section 218, Non-Interference in Administrative Affairs and should annually certify that he or she has attended the training and agrees to uphold Section 218.	Open	The City Council has not addressed this recommendation to have all Councilmembers and Council Aides complete annual training on Section 218 and annually certify that each member has attended the training and agrees to uphold Section 218. To close the recommendation, the Council should formalize and implement an annual training on Section 218 for all Councilmembers and Council Aides and annually certify that each Councilmember and Aide has attended the training and agrees to uphold Section 218. This information should be provided to the Office by March 13, 2015.
8	Councilmembers and their Aides should comply with Section 218 of the City Charter, including not directing or pressuring staff to remove staff recommendations from City Council or Committee meeting agendas.	Closed	As noted in the status of Recommendation 1, the Council President communicated with all Councilmembers and Council Aides regarding complying with the Non-Interference provisions of the City Charter, which includes not directing or pressuring staff to remove staff recommendations from City Council or Committee meeting agendas. The City Council also adopted a censure policy to address Councilmembers that fail to comply with the Council's Code of Conduct or Charter provisions.
9	The City Administrator should further educate staff that Councilmembers cannot stop staff from bringing their professional recommendations forward and that staff should immediately report when a Councilmember directs, pressures, or demands that staff should not submit their recommendation or that staff should remove a recommendation from the agenda.	Closed	As noted in the status of Recommendation 2, the Administration issued and disseminated to staff AI 597. AI 597 provides guidance to staff on Section 218, including clarifying that Councilmembers do not have the power to direct staff and that Councilmembers' requests should never result in non-compliance with laws or City policy. The AI also defines the procedures that staff should follow if they believe Councilmembers or their aides are trying to direct staff.
10	Councilmembers and their Aides should comply with Section 218 of the City Charter, including never threatening to fire or remove administrative staff from their positions or an assignment.	Closed	As noted in the status of Recommendation 1, the Council President communicated with all Councilmembers and Council Aides regarding complying with the Non-Interference provisions of the City Charter, which includes not threatening to fire or remove staff from their positions or assignments. The City Council also adopted a censure policy to address Councilmembers that fail to comply with the Council's Code of Conduct or Charter provisions.

11	The Administrator should continue to remind all levels of administrative staff that Councilmembers cannot hire, fire, or remove staff from a project and that any threats of such should be reported immediately.	Closed	As noted in the status of Recommendation 2, the Administration issued and disseminated to staff AI 597. AI 597 provides guidance to staff on Section 218, including clarifying that Councilmembers do not have the power to direct staff, Councilmembers cannot hire, fire, or remove staff from a project, and that Councilmembers' requests should never result in non-compliance with laws or City policy. The AI also defines the procedures that staff should follow if they believe Councilmembers or their aides are trying to direct staff.
12	Councilmembers and their Aides should comply with Section 218 of the City Charter, including never attempting to have parking staff or parking enforcement officers dismiss or reduce the amount of the Councilmember's or Council Aide's personal (i.e., non-work related) ticket.	Closed	As noted in the status of Recommendation 1, the Council President communicated with all Councilmembers and Council Aides regarding complying with the Non-Interference provisions of the City Charter, including not attempting to influence staff to dismiss or reduce the amount of personal parking tickets. The City Council also adopted a censure policy to address Councilmembers that fail to comply with the Council's Code of Conduct or Charter provisions.
13	The Administration should make it clear to all parking staff and parking enforcement officers, as well as all staff involved with processing or managing other types of fines and fees, that staff should not reduce or dismiss personal (i.e., non-work related) fines or fees at a Councilmember's or Council Aide's request. Staff should always refer Councilmembers and Council Aides to the appropriate process to contest or amend a fine or fee.	Closed	As noted in the status of Recommendation 2, the Administration issued and disseminated to staff AI 597. AI 597 provides guidance to staff on Section 218, including clarifying that Councilmembers do not have the power to direct staff, and that Councilmembers' requests should never result in non-compliance with laws or City policy. The AI also defines the procedures that staff should follow if they believe Councilmembers or their aides are trying to direct staff.
14	The Administration should establish clear protocols for how staff should prioritize Councilmembers' requests and how Councilmembers' opinions should be incorporated into staff's work.	Closed	As noted in the status of Recommendation 2, the Administration issued and disseminated to staff AI 597. AI 597 provides guidance to staff on Section 218, including clarifying that staff should not prioritize and incorporate Councilmembers' requests and opinions into the staffs' workload. The AI also defines the procedures that staff should follow if they believe Councilmembers or their aides are trying to direct staff or re-prioritize staffs' workloads.
15	Councilmembers and their Aides should comply with the City Council's Code of Conduct.	Closed	As noted in the status of Recommendation 1, in December 2013, the City Council adopted a censure policy to address Councilmembers that fail to comply with the Council's Code of Conduct or Charter provisions. The censure policy provides a mechanism for the City Council to publically address individual Councilmembers and Council Aides that are not complying with the Code of Conduct or Charter provisions, such as Section 218.

16	The Administration should not tolerate abusive treatment of its staff by Councilmembers or their Aides. The Administration should continue to educate its staff that they should report anytime a Councilmember inappropriately yells at, threatens, or bullies staff.	Closed	As noted in the status of Recommendation 2, the Administration issued and disseminated AI 597 to staff. AI 597 provides guidance to staff on Section 218. In addition, in December 2013, the City Council reaffirmed the Council Code of Conduct which addresses abusive conduct and verbal attacks. Both AI 597 and AI 596, the City's employee Code of Conduct, define the procedures that staff should follow if they believe Councilmembers or their aides are trying to direct, threaten, or bully staff.
17	The Administration should regularly encourage staff to come forward and discuss concerns about interference and to report interference. The Administration should also regularly remind staff that they are protected from retaliation.	Partially Closed	As noted in the status of Recommendation 2, the Administration issued and disseminated to staff AI 597. AI 597 provides guidance to staff on Section 218, including clarifying that Councilmembers do not have the power to direct staff, Councilmembers cannot be involved in any part of the hiring process, and that Councilmembers' requests should never result in non-compliance with laws or City policy. The AI also defines the procedures that staff should follow if they believe Councilmembers or their aides are trying to direct staff. However, the Administration does not have a process in place to ensure that staff are regularly reminded of the provisions of AI 597 and encouraged to discuss concerns about interference. In order to close this recommendation, the Administration should implement a process to regularly encourage staff to come forward and discuss and report concerns regarding Section 218. This information should be provided to the Office by March 13, 2015.
18	The City Council should develop procedures to enforce the City Council's Code of Conduct including censure of a Councilmember or Council Aide who breaches public trust or improperly attempts to influence legislation, or willingly violates the rules of conduct. Such procedures should include a mechanism to capture and address concerns regarding the conduct of Councilmembers in a timely fashion, including complying with Section 218.	Closed	As noted in the status of Recommendation 1, in December 2013, the City Council adopted a censure policy to address Councilmembers that fail to comply with the Council's Code of Conduct or Charter provisions. The censure policy (Resolution 84758) provides a mechanism for the City Council to publically address individual Councilmembers and Council Aides that are not complying with the Code of Conduct or Charter provisions, such as Section 218.
19	The Administration should develop clear processes and protocols for how staff and Councilmembers should communicate, including communication regarding staff reports, district meetings, project status requests, pay-go funds,	Closed	As noted in the status of Recommendation 2, the Administration issued and disseminated to staff AI 597. AI 597 provides guidance to staff on Section 218, including clarifying communication between staff and Councilmembers and their aides.

	transferring funds, and calling staff after business hours or on personal phone lines.		
20	The City Council should establish guidelines in conjunction with the City Administrator as to how Councilmembers and Council Aides should work with administrative staff on community projects.	Open	The Council and the Administration have not addressed this recommendation to establish guidelines as to how Councilmembers, Council Aides, and administrative staff should work together on community projects. To close this recommendation, the City Council and the Administration should provide a copy of the adopted guidelines to the Office by March 13, 2015.
21	The Administration should review how its staff assigned to work on the CCNI in Sobrante Park are being treated and should facilitate improvements to the situation, as needed.	Open	The Administration has not addressed this recommendation to review how staff assigned to work on the CCNI in Sobrante Park is being treated and to facilitate improvements to the situation, as needed. To close this recommendation, the Administration should review the CCNI in Sobrante Park and ensure that City staff is being treated appropriately. A summary of the Administration's review and any changes made as a result should be provided to the Office by March 13, 2015.
22	The Administration should implement a general structure on how staff should work with Councilmembers and their Aides on community projects.	Open	The Administration has not addressed this recommendation to implement a general structure on how staff should work with Councilmembers and their Aides on community projects. To close this recommendation, the Administration should implement guidelines on how staff should work with Councilmembers and their Aides specifically on community projects. This information should be provided to the Office by March 13, 2015.



CITY HALL • 1 FRANK H. OGAWA PLAZA • OAKLAND, CALIFORNIA 94612

Office of the City Administrator

(510) 238-3301 FAX (510) 238-2223 TDD (510) 238-2007

September 16, 2014

Courtney A. Ruby, City Auditor City of Oakland, California 1 Frank Ogawa Plaza, 4th Floor Oakland, CA 94612 2014 SEP 16 PH 4: 56

RE: Non-Interference in Administrative Affairs Recommendation Follow-up

Dear City Auditor Ruby:

I am pleased to provide you with the Administration's response to the Recommendation Follow-up on the Non-Interference in Administrative Affairs Audit. We welcome fair and impartial performance audits conducted cooperatively to improve the effectiveness and transparency of City government operations.

In summary, the audit provided 22 recommendations to the City Council and the City Administrator Office, of which 17 have been fully addressed and implemented (Closed), one (1) remain partially addressed and implemented (Partially Closed) and the remaining four (4) remain open and further work is needed to close the recommendations.

The City Council and the Administration will continue to work to fully implement the remaining five (5) recommendations and will provide evidence to the City Auditor's Office to support that all partially closed and open recommendations have been addressed by March 13, 2015.

Sincerely,

Henry L. Gardner
Interim City Administrator

•

Cc: Osborn K. Solitei, Director of Finance/Controller