

DIVISION 8. COMMISSION ON ETHICS*

***Cross references:** Code of ethics, § 2-441 et seq.

Sec. 2-254. Creation and jurisdiction.

The Palm Beach County Commission on Ethics (hereinafter "commission on ethics") is hereby established. The jurisdiction of the commission on ethics shall extend to any person required to comply with the county code of ethics, the county lobbyist registration ordinance, and the county post-employment ordinance, and may further extend to persons or entities required to comply with additional ordinances and regulations duly adopted by other county, local, or municipal government and any commission, bureau, district, or other governmental entity located in Palm Beach County as more fully set forth below.

(Ord. No. 2009-050, § 1, 12-15-09)

Sec. 2-255. Membership, qualifications, terms, vacancies.

(a) *Composition and appointment.* The commission on ethics shall be composed of five (5) members. The members of the commission on ethics shall be appointed as follows:

(1) The president of the county association of chiefs of police shall be requested to appoint a former law enforcement official with experience in investigating white collar crime or public corruption.

(2) The president of the Hispanic Bar Association of Palm Beach County, the president of the F. Malcolm Cunningham, Sr. Bar Association, and the president of the county bar association shall be requested to appoint an attorney with experience in ethics regulation of public officials and employees.

(3) The president of Florida Atlantic University (FAU) shall be requested to appoint a faculty member who teaches at an institution of higher education with a campus located in the county and who has taught a course in professional legal ethics or has published or performed services in the field of professional legal ethics.

(4) The president of the Palm Beach Chapter of the Florida Institute of CPAs shall be requested to appoint a member who possesses at least five (5) years experience as a certified public accountant (CPA) with forensic audit experience.

(5) The board of directors of the Palm Beach County League of Cities, Inc. shall be requested to appoint a person who has served as a former elected official for a governmental entity in the county.

All appointing officers identified in subsections (a)(1) through (5) shall in good faith endeavor to appoint members of the commission on ethics within forty-five (45) days of the effective date of the ordinance from which this division is derived. Each appointing entity shall promptly provide notice of each appointment to the county administrator.

(b) *Additional qualifications.* Each member of the commission on ethics shall be of outstanding reputation for integrity, responsibility and commitment to serving the community. The members of the commission on ethics should be representative of the community-at-large and should reflect the racial, gender and ethnic make-up of the community. Before entering upon the duties of office, each appointee on the commission on ethics shall take the prescribed oath of office

pursuant to Florida Statutes, § 876.05. Members of the commission on ethics shall serve without compensation.

(c) *Term.* The members of the commission on ethics shall serve staggered terms of four (4) years each, provided that of the original members, two (2) members described in subsections (a)(1) and (2) shall be appointed for an initial term of two (2) years. The remaining three (3) members shall be appointed for an initial term of four (4) years. Thereafter, all members of the commission on ethics shall serve terms of four (4) years.

(d) *Vacancies.* A vacancy occurring during or at the expiration of a member's term on the commission on ethics shall be filled as provided in subsections (a) and (b), no later than sixty (60) days after the vacancy occurs.

(e) *Additional requirements.* No individual, while a member of the commission on ethics, shall:

(1) Hold or campaign for any elective political office;

(2) Hold office in any political party or political committee;

(3) Actively participate in or contribute to any political action committee, or to any campaign for state or local office or for any U.S. Congressional or Senate office serving the State of Florida;

(4) Be employed by Palm Beach County, any municipality within the county, or any other governmental entity subject to the authority of the commission on ethics or the inspector general; or

(5) Allow his or her name to be used by a campaign in support of or against any candidate for political office or any referendum or other ballot question. Nothing herein shall preclude a member of the commission on ethics from signing a petition in support of or against any referendum or other ballot question.

(Ord. No. 2009-050, § 2, 12-15-09)

Sec. 2-256. Applicability of code of ethics ordinance.

The county code of ethics ordinance shall be applicable to the members and staff of the commission on ethics.

(Ord. No. 2009-050, § 3, 12-15-09)

Sec. 2-257. Organization.

(a) The commission on ethics shall elect one (1) of its voting members as chairperson who shall serve a term of two (2) years. No chairperson shall be permitted to serve two (2) consecutive terms.

(b) The commission on ethics shall adopt bylaws and rules of procedure which are consistent with the provisions of this division and rules and regulations for the commission on ethics' governance. The commission on ethics shall hold regular meetings in accordance with the bylaws of the commission and may hold such other meetings as it deems necessary.

(c) All meetings of the commission on ethics shall be public, and written minutes of the proceedings thereof shall be maintained by the commission on ethics. All actions taken at the meetings of the commission on ethics shall be promptly and properly recorded. Copies of all minutes, resolutions, decisions or advisory opinions of the commission on ethics shall be forwarded to the clerk to the board of county commissioners no later than thirty (30) days subsequent to any meeting of the commission on ethics.

(d) The commission on ethics shall be empowered to appoint an executive director and to remove such appointee at will. The commission on ethics shall utilize a competitive selection process when selecting an executive director. The commission on ethics shall fix the executive director's salary, subject to ultimate budget approval by the board of county commissioners. The executive director shall be empowered to appoint, remove, and suspend employees or agents of the commission on ethics, subject to ultimate budget approval by the board of county commissioners. The executive director shall be further empowered to adopt personnel and management policies consistent with like policies in place for county personnel.

(Ord. No. 2009-050, § 4, 12-15-09)

Sec. 2-258. Powers and duties.

(a) The commission on ethics shall be authorized to exercise such powers and shall be required to perform such duties as are hereinafter provided. The commission on ethics shall be empowered to review, interpret, render advisory opinions and enforce the:

- (1) County Code of Ethics;
- (2) County Post-employment Ordinance; and
- (3) County Lobbyist Registration Ordinance.

(b) It is anticipated that municipalities, taxing districts, and other public officials and entities will recognize and desire to benefit from the services of the commission on ethics. The commission on ethics may be empowered to review, interpret, render advisory opinions, and enforce the county's code of ethics or similar ordinances, rules or regulations duly adopted by the county or other local or municipal government, or any commission, bureau, district, or other governmental entity located in the county, pursuant to agreements or memoranda of understanding between the commission on ethics and said governmental agency. The memorandum of understanding or agreement shall include a provision for fees to be paid to the commission on ethics from the public entity in exchange for such benefits at a rate established by the commission on ethics. All fees paid under any such agreement shall be used solely to fund the operations of the commission on ethics and its staff. Any such agreement or memorandum of understanding is subject to final approval of the board, but such approval shall not be unreasonably withheld.

(c) As set forth in the county office of inspector general ordinance (Ord. No. 2009-049), the commission on ethics shall serve with one (1) delegate each from the state attorney's office and public defender's office for the Fifteenth Judicial Circuit as the selection committee. The selection committee shall be authorized to select the inspector general, to determine whether or not to renew the term of an inspector general, and to remove the inspector general as set forth in greater detail in the county office of inspector general ordinance.

(d) The commission on ethics shall from time to time review ordinances and state and federal laws relating to ethics in government and shall report and make recommendations to the board of county commissioners as it deems appropriate.

(e) The commission on ethics shall develop and deliver ethics training and outreach programs for the benefit of county employees and officials, county vendors, nonprofit corporations, and other entities that do business with or are regulated by the county. The commission on ethics may recommend that the board enter into agreements with other entities to provide such training and outreach programs to be administered by the commission on ethics.

(Ord. No. 2009-050, § 5, 12-15-09)

Sec. 2-259. Financial support for the commission.

(a) The commission on ethics shall establish a fiscal year which coincides with that of the county. Pursuant to its annual budget process, the county shall provide sufficient financial support for the commission on ethics to fulfill its duties as set forth in this division. The commission on ethics shall timely submit to the board of county commissioners a budget request including a reasonable estimate of operating and capital expenditures, which request shall not be implemented until approved by the board of county commissioners. In order to ensure adequate funding for the prompt establishment of the commission on ethics, the board of county commissioners hereby approves an amount equal to one hundred eighty thousand dollars (\$180,000.00) to fund all commission on ethics operations for the remainder of the 2009--2010 fiscal year.

(b) The commission on ethics budget request shall be prepared on official county budget forms in a format prescribed by the county office of financial management and budget, shall be reviewed in a manner similar to that in which of other county departments are reviewed, and shall be incorporated in the proposed budget and timely submitted to the board of county commissioners each year. Nothing contained herein shall be construed to prohibit the commission on ethics from submitting to the board of county commissioners supplemental budget requests which, if approved, shall constitute amendments to the county budget.

(c) In addition to budgetary appropriations made by the county, the commission on ethics may accept grants, contributions or appropriations from the federal government, state government, any municipality within the county, or any academic institution or nonprofit entity which has not entered into a contract or transacted business with the county. The commission on ethics may accept grants, contributions or appropriations from an academic institution or nonprofit entity which has entered into a contract or transacted business with the county if the board of county commissioners by resolution approves the grant, contribution, or appropriation. No other grants, contributions or appropriations may be accepted by the commission on ethics.

(Ord. No. 2009-050, § 6, 12-15-09)

Sec. 2-260. Procedure on complaints filed.

(a) *Legally sufficient complaint.* Any person may file a complaint with the commission on ethics. Within thirty (30) days after receipt of a complaint by the commission on ethics, a copy shall be sent to the alleged violator, otherwise known as the respondent. The commission shall investigate all complaints following a finding by the executive director, with advice of counsel to the commission on ethics, that the complaint is legally sufficient. In order to be found legally sufficient, a complaint must:

- (1) Be in writing, and executed on a form prescribed by the commission on ethics;
- (2) Allege the elements of a violation within the commission on ethics' jurisdiction;
- (3) Be based substantially upon the personal knowledge of the complainant; and
- (4) Be signed under oath or affirmation by the complaining person.

Upon a finding of legal sufficiency by the executive director, the commission on ethics shall initiate a preliminary investigation.

(b) *Preliminary investigation and public hearing.* A preliminary investigation shall be undertaken by the commission on ethics of each legally sufficient complaint over which the commission on ethics has jurisdiction to determine whether there is probable cause to believe that a violation has occurred. If, upon completion of the preliminary investigation, the

commission on ethics finds no probable cause to believe that a violation has been committed, the commission on ethics shall dismiss the complaint with the issuance of a report to the complainant and the respondent. If the commission on ethics finds from the preliminary investigation probable cause to believe that a violation has been committed, it shall notify complainant and respondent via certified mail, hand delivery, or courier, informing the person of his or her right to request a hearing within thirty (30) days of receipt of the notice. Upon request submitted to the commission on ethics in writing, any person who the commission on ethics finds probable cause to believe has committed a violation of a provision within its jurisdiction shall be entitled to a public hearing. Such person shall be deemed to have waived the right to a public hearing if the request is not received within thirty (30) days following receipt of the probable cause notification required by this subsection. The commission on ethics may on its own motion require a public hearing, may conduct such further investigation as it deems necessary, and may enter into such stipulations and settlements as it finds to be just and in the best interest of the citizens of the county. The public hearing provided for in this section shall be held within ninety (90) days of the probable cause determination unless extended by the commission on ethics for good cause based on the request of a party or on its own initiative.

(c) *Investigations.* Investigations shall be conducted by commission on ethics staff or by any other person or agency so designated by the commission on ethics under the supervision of the executive director and/or the inspector general. Investigations shall be limited to the allegations of the complaint, but shall include an investigation of all facts and persons materially related to the complaint at issue.

(d) *Counsel.*

(1) Counsel to commission on ethics. The commission on ethics shall select counsel to advise the commission on ethics.

(2) Advocate. The commission on ethics shall retain legal counsel to serve as the advocate. The advocate shall prosecute cases before the commission on ethics. The executive director may serve as advocate provided the executive director is a member of the Florida Bar in good standing.

(3) Counsel to the commission on ethics, the advocate, or both may serve on a volunteer basis.

(4) Respondent. The respondent may appear on his or her own behalf or may be represented by a lawyer. All notices and communications to a respondent represented by a lawyer shall be made through respondent's lawyer.

(e) *Public records exemption.* The commission on ethics and its staff shall be considered "an appropriate local official" for the purposes of whistleblower protection provided for in Florida Statutes, § 112.3188(1). With the exception of the initial complaint filed in a matter, all records held by the commission on ethics and its staff related to an active preliminary investigation are confidential and exempt from disclosure in a manner consistent with the provisions in Florida Statutes, § 112.3188(2). Once a preliminary investigation is complete and a probable cause determination made, all other proceedings conducted pursuant to this subsection shall be public meetings within the meaning of Florida Statutes, ch. 286, and all other documents made or received by the commission on ethics shall be public records within the meaning of Florida Statutes, ch. 119.

(f) *General power of subpoena.* The commission on ethics shall be empowered to subpoena and investigate. In the case of a refusal to obey a request for documents or for an interview during an investigation, the commission on ethics may subpoena relevant witnesses and compel their attendance and testimony, administer oaths and affirmations, take evidence, and require by

subpoena the production of any books, papers, records, or other relevant items. The commission on ethics may delegate to its staff the authority to administer oaths and affirmations. In the case of a refusal to obey a subpoena issued to any person, the commission on ethics may make application to any circuit court of this state which shall have jurisdiction to order the witness to appear before the commission on ethics and to produce evidence, if so ordered, or to give testimony touching on the matter in question. Any person who fails to obey the order may be punished in a court of law. Seventy-two (72) hours prior to serving a subpoena, the executive director shall provide written notice to the state attorney and the U.S. Attorney for the Southern District of Florida. The commission on ethics shall not interfere with any ongoing criminal investigation or prosecution of the state attorney or the U.S. Attorney for the Southern District of Florida. When the state attorney or the U.S. Attorney for the Southern District of Florida has explicitly notified the commission on ethics in writing that the commission's investigation is interfering with an ongoing criminal investigation or prosecution, the commission on ethics shall suspend service of subpoena, examination of witnesses, or other investigative activities as set forth in the notice.

(g) *Subpoenas for discovery; discovery.* At any time after the commission on ethics orders a public hearing of the matter, the commission on ethics may issue subpoenas, as provided in subsection (f), to effect discovery upon the written request of respondent or advocate. The requesting person shall give the name and address of each witness he or she wishes to have deposed and shall describe with particularity those documents or other items that the person wishes to have the witness produce pursuant to a subpoena *duces tecum* . The chairperson or a member of the commission on ethics designated by the chairperson may issue appropriate orders to effectuate the purposes of discovery and to prevent delay.

(h) *Subpoenas for public hearing.* The respondent and the advocate shall submit to the executive director a list of all witnesses he or she wishes to have subpoenaed to attend the hearing. The lists shall contain the correct names and addresses of the witnesses and shall describe with particularity those documents or other items that he or she wishes to have the witness bring to the hearing pursuant to subpoena *duces tecum* . Subpoenas shall be issued as provided in subsection (f).

(i) *Motions.*

(1) All motions shall be in writing unless made on the record during a hearing, and shall fully state the actions requested and the grounds relied upon. The motion shall include a statement that the movant has conferred with the advocate and all other parties of record and shall state whether there is any objection to the motion.

(2) The original written motion shall be filed with the commission on ethics and a copy served on all parties or their attorneys. The commission on ethics staff shall send a copy of the motion to the chairperson.

(3) The chairperson, or a member of the commission on ethics designated by the chairperson, shall conduct such proceedings and make such orders as are deemed necessary to dispose of issues raised by motions, but is not required to hold a hearing on the motion in order to rule upon it.

(4) Every written motion may be accompanied by, or included in, a written memorandum stating the grounds upon which the motion is based. Other parties to a proceeding may, within seven (7) days of service of a written motion, file written memoranda in opposition.

(j) *Prehearing conferences.* The chairperson, or a member of the commission on ethics designated by the chairperson, may conduct one (1) or more prehearing conferences for the

purpose of hearing arguments on pending motions, clarifying and simplifying issues, discussing the possibilities of settlement of the issues, examining exhibits and documents, exchanging names and addresses of witnesses, and resolving other procedural matters.

(k) *Exchange of witness lists.* Unless otherwise ordered by the chairperson or a member of the commission on ethics designated by the chairperson as a result of a prehearing conference, the advocate and the respondent(s) or counsel for respondent(s) shall exchange the names and addresses of witnesses at least ten (10) days prior to the public hearing, with a copy being provided to the chairperson. Names and addresses of witnesses discovered subsequently shall be disclosed to the other party or parties and to the chairperson as soon as possible. Failure to disclose the name and address of a witness may result in the exclusion of the witness's testimony, according to the rule applied in civil judicial proceedings.

(Ord. No. 2009-050, § 7, 12-15-09)

Sec. 2-260.1. Public hearing procedures.

(a) *Presentation of the case.* The advocate shall present his or her case first. Respondent may then present his or her case. Rebuttal evidence may be permitted in the discretion of the commission on ethics.

(b) *Opening and closing statements.* Opening and closing statements may be presented by the advocate and the respondent. The advocate may make the first statement and the respondent may follow. Rebuttal by the advocate may be permitted or may be denied.

(c) *Evidence.*

(1) Stipulations may be received and are encouraged as to uncontested matters.

(2) Oral evidence shall be taken only on oath or affirmation.

(3) The respondent and the advocate shall have the right: to present evidence relevant to the issue; to cross-examine opposing witnesses on any matter relevant to the issue; and to impeach any witness regardless who first called him or her to testify.

(4) The hearing shall not be conducted according to technical rules relating to evidence and witnesses. Any relevant evidence may be admitted. Hearsay evidence may be used to supplement or explain other evidence, but shall not be sufficient itself to support a finding. The rules of privilege shall be effective to the same extent that they are now or hereafter may be recognized in civil actions. Irrelevant and unduly repetitious evidence shall be excluded. The commission on ethics shall not allow the introduction into evidence of an affidavit of a person when that person can be called to testify; this shall not preclude the admission of a deposition of such a person, however, for any reason permissible in a court of law under the Florida Rules of Civil Procedure.

(d) *Transcript of proceedings.* The proceedings shall be recorded by recording instruments or by a court reporter. Respondent may, at his or her own expense, provide a court reporter or recording instruments. The commission on ethics may provide a court reporter. No transcript of the proceedings shall be prepared unless requested by the commission on ethics or by the respondent. If the respondent requests that a transcript be prepared by a court reporter, the respondent shall pay the expense of transcription. If the Respondent requests that the commission on ethics prepare a transcript from recording instruments and the commission on ethics grants such request, the respondent shall pay the commission on ethics the actual cost of transcription. If a court reporter records the proceedings, the court reporter's transcript shall be the official transcript.

(e) *Proposed public report.* After the conclusion of the hearing, the respondent and the advocate may present written proposed public reports, within a time designated by the

chairperson or a member of the commission on ethics designated by the chairperson. If a proposed public report is filed by the respondent or the advocate, each proposed finding in the proposal that is rejected shall be accompanied by a statement summarizing the reasons for rejection.

(f) *Motions to dismiss filed by advocate.* After probable cause is found and a public hearing is ordered by the commission on ethics, and after further investigation or discovery is made by the advocate, the advocate may move to dismiss the proceeding if the advocate concludes that there is insufficient evidence to proceed to the public hearing in good faith. Such a motion shall specifically state the grounds upon which it is made. The motion shall be heard by the commission on ethics in accordance with the procedure provided for in section 2-260(i).

(g) *Public order imposing penalty.* Upon completion of any hearing initiated under this subsection, the commission on ethics shall make a finding and public report as to whether any provision within its jurisdiction has been violated. If the commission on ethics finds, based upon competent substantial evidence in the record, that a violation has been committed, the commission on ethics shall issue an order imposing the appropriate penalty as provided in the ordinance being enforced. The public report and final order shall include a determination as to whether the violation was intentional or unintentional. The commission on ethics shall, within twelve (12) months of the filing of a complaint, render a final order disposing of said complaint unless extended by the commission for good cause. If a person fails to comply with an order issued by the commission on ethics, the commission on ethics may make application to any circuit court of this state which shall have jurisdiction to order the violator to comply with the order of the commission on ethics. Any violator who fails to obey the order may be punished by the court.

(Ord. No. 2009-050, § 8, 12-15-09)

Sec. 2-260.2. Notification and referral to other authorities.

As provided for by ordinance within its jurisdiction, the commission on ethics shall refer a matter to the state attorney or any other appropriate official or agency having authority to initiate prosecution when deemed appropriate. The state attorney or other appropriate agency may decline prosecution or enforcement of any matter referred under this division and refer the matter back to the commission on ethics. The commission on ethics shall notify the State of Florida Commission on Ethics, the state attorney, the U.S. Attorney for the Southern District of Florida, and other appropriate law enforcement agencies within ten (10) days of a finding of no probable cause or of a final order disposing of a complaint.

(Ord. No. 2009-050, § 9, 12-15-09)

Sec. 2-260.3. Dismissal of complaints.

Notwithstanding any other provisions of this division, the commission on ethics may, at its discretion: (a) dismiss any complaint at any stage of disposition should it determine that the public interest would not be served by proceeding further, or (b) dismiss any complaint at any stage of disposition and issue a letter of instruction to the respondent when it appears that the alleged violation was inadvertent, unintentional or insubstantial. In the event the commission on ethics dismisses a complaint as provided in this subsection, the commission on ethics shall issue a public report stating with particularity its reasons for the dismissal. The commission on ethics may, at the request of the state attorney or any other law enforcement agency, stay an ongoing

proceeding. The commission on ethics shall not interfere with any ongoing criminal investigation of the state attorney or the U.S. Attorney for the Southern District of Florida.
(Ord. No. 2009-050, § 10, 12-15-09)

Sec. 2-260.4. Frivolous or groundless complaints.

In any case in which the commission on ethics determines that the complaining party filed a frivolous or groundless complaint as defined in Florida Statutes, § 57.105, or a complaint with malicious intent and with the knowledge that the complaint contains one or more false allegations, or with reckless disregard for whether the complaint contains material false allegations, the commission on ethics shall order the complaining party to pay any costs and attorney's fees incurred by the commission on ethics and/or the alleged violator. The determination by the commission on ethics regarding whether a complaint is frivolous or groundless shall be deemed conclusive.
(Ord. No. 2009-050, § 11, 12-15-09)

Sec. 2-260.5. Effect on other laws.

The provisions of this division shall be deemed supplemental to any other applicable county ordinance or state or federal law and are not intended to replace or repeal any provision of state or federal law or of this Code.
(Ord. No. 2009-050, § 12, 12-15-09)

Sec. 2-260.6. Prospective jurisdiction.

The commission on ethics shall be empowered to consider alleged violations within its jurisdiction committed on or after the effective date of the ordinances set forth in section 2-258(a), as each may be amended from time to time. Any alleged violation committed before the effective date of any such ordinance or amendment shall be governed by the applicable law in effect at the time of the alleged violation.
(Ord. No. 2009-050, § 13, 12-15-09)

Sec. 2-260.7. Personnel proceeding.

Where an employee of the county is alleged to have violated an ordinance within the jurisdiction of the commission on ethics and, based upon the same set of facts, is subject to an ongoing disciplinary action initiated by the county, the commission on ethics shall stay consideration of a complaint until the conclusion of the personnel proceeding. Nothing herein shall abridge employees' constitutional right to collective bargaining.
(Ord. No. 2009-050, § 14, 12-15-09)

Sec. 2-260.8. Statute of limitations.

No action may be taken on a complaint filed more than two (2) years after the violation is alleged to have occurred unless a person, by fraud or other device, prevents discovery of the violation. Where the allegations are the subject of a personnel proceeding or where the complainant is required to exhaust his or her administrative remedies prior to filing a complaint, the statute of limitations shall be tolled until the termination of said personnel proceeding or the exhaustion of administrative remedies.
(Ord. No. 2009-050, § 15, 12-15-09)

Sec. 2-260.9. Advisory opinion.

Any person within the jurisdiction of the commission on ethics, when in doubt about the applicability or interpretation of any provision within the commission on ethics' jurisdiction to himself or herself in a particular context, may submit in writing the facts of the situation to the commission on ethics with a request for an advisory opinion to establish the standard of public duty, if any. An advisory opinion shall be rendered by the commission on ethics on a timely basis, and each such opinion shall be numbered, dated and published.

(Ord. No. 2009-050, § 16, 12-15-09)

Sec. 2-260.10. Appeals.

(a) Any final order of the commission on ethics may be appealed by filing a petition for writ of certiorari in the Fifteenth Judicial Circuit Court in and for Palm Beach County. The commission on ethics shall provide the index and record on appeal when required by, and in accordance with, the Florida Rules of Appellate Procedure. A fee shall be charged by the commission on ethics for the preparation and transmission of the record on appeal to the court of appropriate jurisdiction. Such fee may be waived by the executive director if the party requesting the record is indigent.

(b) Costs or fees may not be assessed against the commission on ethics in any appeal from a final order or advisory opinion issued by the commission on ethics pursuant to this division.

(c) Unless specifically ordered by the commission on ethics or by a court of competent jurisdiction, the commencement of an appeal does not suspend or stay a final order or advisory opinion of the commission on ethics.

(Ord. No. 2009-050, § 17, 12-15-09)