BEFORE THE

PUBLIC ETHICS COMMISSION CITY OF OAKLAND

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In the Matter of:
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THOMAS ESPINOSA

)Case No.: 16-14
)
ADMINISTRATIVE
)ENFORCEMENT ORDER
)

)**Date:** September 22, 2021 Respondent.

)**Place:** 1 Ogawa Plaza, Hearing Rm. 1)Oakland, CA 94612

Pursuant to its Complaint Procedures, the Public Ethics Commission (PEC) assigned PEC Case No. 16-14 to an administrative hearing, which Commission staff set for April 27, 2021, and provided notice to Thomas Espinosa ("Respondent") on March 15, 2021. At the hearing, Hearing Officer Jodie Smith (the "Hearing Officer") heard testimony and reviewed evidence relating to the allegations in the Complaint ("Complaint") brought by the Public Ethics Commission (PEC or Commission) ("Petitioner") against Respondent. At all relevant times, Petitioner was represented by the PEC's Chief of Enforcement ("Enforcement Staff"). The Respondent did not appear at the scheduled hearing. In accordance with the PEC's Complaint Procedures, the Hearing Officer issued her Findings of Facts and Conclusions ("Findings") dated May 10, 2021.

The Findings were emailed to the PEC's Executive Director, who then emailed them to Respondent and Enforcement Staff on May 11, 2021. On May 12, 2021, the Executive Director mailed a copy of the Findings to Respondent, along with written notification that the Proposed Findings would be considered by the PEC at its June 7, 2021, meeting and that Respondent had the right to appear at that PEC meeting to address the Commission about the Findings and the recommended penalty. On May 17, 2021, Respondent called the Executive Director acknowledging receipt of the Findings and June 7, 2021, meeting notice. On June 7, 2021, the PEC deliberated the Findings and proposed penalty in open session and continued the matter

for June 30, 2021. On June 30, 2021, the PEC deliberated the Findings and proposed penalty in open session and continued the matter a final time for September 17, 2021. On that date, the PEC completed its deliberation of the findings and found the Respondent in violation of 47 counts of Government Ethics Act violations and imposed financial penalties totaling \$309,600.

The complaint alleged that the Respondent violated the Government Ethics Act by committing 47 separate violations of the Government Ethics Act in the following categories: Soliciting and Receiving Bribes; Misusing City Position, Conflicts of Interest; Making or Seeking to Use His Official Position to Influence Governmental Decisions; Failing to Report Economic Interest Disclosure; and Misuse of City Resources. (Counts 1-47).

In October 2016, the PEC Enforcement opened a pro-active investigation into the alleged bribery and misuse of position by building inspector Thomas Espinosa,

Respondent, Thomas Espinosa, was a City employee from May 23, 2005, until August 16, 2016. The investigation found that Respondent used his position as a Specialty Combination Inspector in the Building Department's Code Enforcement Division, to arrange under the table deals, "quid pro quos," with various property owners. The Respondent would either be assigned to inspect a certain property or respond to a complaint regarding a property and would persuade property owners to pay the Respondent a cash fee to secure a pass on building inspections or permits. On other occasions the Respondent convinced property and business owners to hire and pay him as an independent consultant or building contractor on their building projects, despite the conflicts with his position with the City. To conduct some of these dirty deals he enlisted the assistance of a Building Inspector co-worker, Anthony Harbaugh, to assist with the inspections and permit approvals.¹

The Respondent's pay to play/quid pro quo scheme involved six different property owners and multiple properties. The property owners that the Respondent extorted direct payments from were Elizabeth Williams, Bill Charman, Alexandre Machado, Vivian Tang, and Ana Siu.

¹ Anthony Harbaugh was adjudicated by the Public Ethics Commission in November 2020. In the Matter of Anthony Harbaugh, Case No. 18-14.

The Respondent also convinced four separate property owners, Pat Viswanathan, Apex Construction, Zati Uysal and Jerry Tran to hire and pay him as a personal consultant to assist with odd assignments like locating properties or warehouses for the use of marijuana facilities in the City of Oakland.

The Respondent, while a Building Inspector assigned to inspect the property owner's building project, also entered into a business agreement with the property owner, Ana Siu, and formed a corporation, One Development and Investment Corporation. The property owner paid the Respondent to file articles of incorporation for the business and additional sums of money for contractor work on properties.

The Respondent, pursuant to both State law and City policy was required to report all income he received in any given year. The Respondent filed Annual Statements of Economic Interests (Form 700) with the City Clerk's Office for 2010, 2011, 2012, 2013, and 2014. To date, Respondent has not filed an Annual Statement of Economic Interests including the income he extorted from property owners or his payments as an independent consultant for 2015, nor did he file upon leaving the City his final Statement of Economic Interests for the January 1 through August 16, 2016, period.

The Respondent also engaged in unlawful activity during City work time and utilized City resources/property to facilitate his schemes. The Respondent used a City Vehicle to conduct his personal contractor work in the City of Orinda. He also used City computers, printers, and telephones to send and receive his personal invoices, contracts, terms of agreements, travel itineraries, project plans and emails. His careless use of City resources resulted in a Building Department Supervisor referring the Respondent's conduct to the Public Ethics Commission.

On October 15, 2018, Complainant filed its accusations in a Case Summary of Probable Cause before the Public Ethics Commission. Between 2018 and early 2021, Enforcement Staff, attempted, unsuccessfully, to reach a proposed settlement agreement with the Respondent. Commission staff placed a request for a hearing and probable cause determination on the PEC Agenda for the Commission to consider on February 1, 2021. At that meeting, the Commission pursuant to its Complaint Procedures set the matter for an administrative hearing.

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The hearing occurred on April 27, 2021, before Hearing Officer Jodie Smith. The Respondent did not appear at the hearing. The Hearing Officer allowed the Complainant to proceed to a hearing with the Respondent in absentia.

On May 10, 2021, the Hearing Officer submitted a memorandum of her findings and conclusions to the PEC. On June 7, 2021, In the Matter of Espinosa was placed on the PEC Agenda for the Commission to render its decision on the evidence provided by the Hearing Officer's memorandum. On September 17, 2021, the Commission adopted all of the findings of fact and conclusions contained in the Hearing Officer's memorandum, except the conclusion that the Respondent did not violate counts 30-33. Specifically, the Hearing Officer determined that there was insufficient evidence to determine if the Respondent violated Counts 30-33, each a violation of O.M.C. 2.25.040(A) Conflict of Interest: Make or Participate in Making A Governmental Decision Involving a Source of Income. The Commission diverged from the hearing officer on these Counts 30, 31, 32 and 33, and instead found sufficient evidence to conclude that a violation occurred in each instance for Counts 30-33.

After deliberating with regard to each violation alleged by the PEC in the Complaint, and based on findings of fact, conclusions of law, deliberation at the hearing and the entire record of the proceedings, the PEC found unanimously by preponderance of the evidence that the Respondent violated all 47 counts of the Government Ethics Act.

Further, for each finding of a violation of the Oakland Government Ethics Act, the PEC unanimously imposed a financial penalty as follows for each of the forty-seven counts:

I. **VIOLATIONS**

1. Count 1: Economic Interest Disclosure Violation: Failing to Report the Source of Income (\$5,000 Penalty)

Respondent was a Specialty Combination Inspector in the Building Department in 2015, and as such was required to report all sources from whom he received income, including An official has a disqualifying financial interest in any governmental decision that involves an individual from whom the official was promised or provided income totaling \$500 or more within 12 months prior to the time when the governmental decision is made.

On October 1, 2015, Respondent had a disqualifying financial interest in any governmental decision involving Ms. Williams because he had received income totaling \$112,000 from her within the prior 12 months. On October 1, 2015, Respondent violated Section 2.25.040(A) of the Oakland Government Ethics Act by closing a code enforcement case against Ms. Williams for 915 24th Street.

4. Count 4: Bribery Violation: Soliciting Money in Exchange for Performance of an Official Act (\$5,000 Penalty)

As a City employee, Respondent was prohibited from soliciting or accepting anything of value in exchange for the performance of any official act.

On January 22, 2016, Respondent violated Section 2.25.070(A) of the Oakland Government Ethics Act by soliciting \$300 from Ms. Williams in exchange for the Building Department passing inspections for her permits, and issuing Green Tags, for 857 Mead Avenue.

5. Count 5: Conflict of Interest Violation: Attempting to Influence a Governmental Decision Involving a Source of Income (\$5,000 Penalty)

A City employee attempts to use his or her official position to influence a decision when he or she contacts or appears before any official in his or her agency for the purpose of affecting the decision. On March 1, 2016, Respondent violated Section 2.25.040(A) of the Oakland Government Ethics Act by submitting an application to the Building Department on behalf of Ms. Williams. for an electrical permit for 857 Mead Ave.

6. Count 6: Conflict of Interest Violation: Attempting to Influence a Governmental Decision Involving a Source of Income (\$5,000 Penalty)

On March 1, 2016, Respondent violated Section 2.25.040(A) of the Oakland Government Ethics Act by submitting an application to the Building Department on behalf of Ms. Williams. for a plumbing permit for 857 Mead Ave.

7. Count 7: Conflict of Interest Violation: Making a Governmental Decision Involving a Source of Income (\$18,000 Penalty)

On September 22, 2015, Respondent violated Section 2.25.040(A) of the Oakland Government Ethics Act by waiving the requirement that Elizabeth Williams submit an architectural plan approved by the City's Zoning Department with her building permit application for 2735 Market Street, confirming that the monetary valuation on her building permit application was correct, allowing her building permit to be issued overthe-counter, and waiving the requirement that she submit photos of the proposed project with her building permit application.

8. Count 8: Conflict of Interest Violation: Attempting to Influence a Governmental Decision Involving a Source of Income (\$5,000 Penalty)

1	On November 10, 2015, Respondent violated Section 2.25.040(A) of the Oakland
2	Government Ethics Act by attempting to use his official position to influence the
3	Building Department's decision to issue Ms. Williams a building permit for 877/879 27th
4	Street.
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6	13. Count 13: Conflict of Interest Violation: Attempting to Influence a Governmental
7	Decision Involving a Source of Income (\$5,000 Penalty)
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9	On November 10, 2015, Respondent violated Section 2.25.040(A) of the Oakland
10	Government Ethics Act by attempting to use his official position to influence the
11	Building Department's decision to issue Ms. Williams an electrical permit for 877/879
12	27th Street.
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14	14. Count 14: Conflict of Interest Violation: Attempting to Influence a Governmental
15	Decision Involving a Source of Income (\$5,000 Penalty)
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17	On November 10, 2015, Respondent violated Section 2.25.040(A) of the Oakland
18	Government Ethics Act by attempting to use his official position to influence the
19	Building Department's decision to issue Ms. Williams a mechanical permit for 877/879
20	27th Street.
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22	15. Count 15: Conflict of Interest Violation: Attempting to Influence a Governmental
23	Decision Involving a Source of Income (\$5,000 Penalty)
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25	On November 10, 2015, Respondent violated Section 2.25.040(A) of the Oakland
26	Government Ethics Act by attempting to use his official position to influence the
27	Building Department's decision to issue Ms. Williams a plumbing permit for 877/879
28	27th Street.

On August 15, 2016, Respondent received income totaling \$3,500 from Jerry Tran, a person doing business in Oakland. Respondent violated Section 2.25.040(B) of the Oakland Government Ethics Act by failing to report Mr. Tran as a source of income by September 15, 2016.

42. Count 42: Economic Interest Disclosure Violation: Failing to Report a Source of Income (\$5,000 Penalty)

On March 15, 2015, Respondent received income totaling \$1,000 from Pat Viswanathan, a person doing business in Oakland. Respondent violated Section 2.25.040(B) of the Oakland Government Ethics Act by failing to report Mr. Viswanathan as a source of income by September 15, 2016.

43. Count 43: Economic Interest Disclosure Violation: Failing to Report a Source of Income (\$5,000 Penalty)

On April 8, 2015, Respondent received income totaling \$3,000 from Zati Uysal, a person doing business in Oakland. Respondent violated Section 2.25.040(B) of the Oakland Government Ethics Act by failing to report Mr. Uysal as a source of income by April 1, 2016.

44. Count 44: Economic Interest Disclosure Violation: Failing to Report a Source of Income (\$5,000 Penalty)

On April 3, 2015, Respondent received income totaling \$3,000 from Apex Construction, a business entity doing business in Oakland. Respondent violated Section 2.25.040(B) of the Oakland Government Ethics Act by failing to report Apex Construction as a source of income by April 1, 2016.

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4	Michael MacDonald, Chair
5	City of Oakland Public Ethics Commission
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