



**ETHICS REVIEW BOARD**

*CITY OF NEW ORLEANS*

*Annual Report*  
*FY 2011*

# ETHICS REVIEW BOARD

## *CITY OF NEW ORLEANS*

### **Board Members**

Rev. Cornelius Tilton, D.D., Chair

Elizabeth S. Nalty, Vice Chair

Okyeame Haley, Secretary

Michael Cowan, Ph.D.

Rev. Dr. Donald R. Frampton

Laura Rouzan, Ph.D.

### **Staff**

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Dear Citizens of New Orleans,

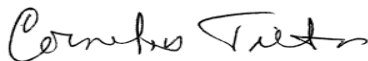
The stigma of corruption has long hung over New Orleans politics. Having traveled around the country meeting with other Ethics entities, I am pleased to report that we are **not** the most corrupt place on the planet. Notwithstanding, New Orleans is a city which has wonderful people who want their city to improve but are frequently unaware of how to make that happen. The vast majority of our city employees are people who just want to do their jobs to the best of their ability. However, there are still vestiges of special interests and self-focused individuals who see themselves as entitled to more than they deserve. This behavior contributes to the lack of trust in government and robs our citizens of scarce and valuable resources.

We, at the Ethics Review Board, believe that most people knowing right from wrong will attempt to do the right thing. Creating an ethical culture is the primary way that we can assist them in accomplishing that.

Shortly, we will be launching an ethics education program for New Orleans' elected and appointed officials and city employees. As we prepare to do this, we will be conducting Listening Sessions in areas around the city and in city government. We want to hear your thoughts on ethics in New Orleans and elicit constructive suggestions on how we, together, can create a more ethical culture in our beloved city. We look forward to hearing your thoughts as we implement strategies to restore confidence in city government and our public servants.

I have been honored to serve with the fine members of this board and believe that our city is facing brighter days ahead.

Sincerely yours,



Rev. Cornelius Tilton, D.D.  
Chair

## Members of the Ethics Review Board

The board consists of seven volunteer members who serve staggered terms of seven years each. Six members are appointed by the mayor from lists of three nominees submitted by the presidents or chancellors of Dillard University, Loyola University, Southern University in New Orleans (SUNO), Tulane University, University of New Orleans (UNO), and Xavier University. The seventh member is appointed by the mayor. Each appointment is subject to approval by a majority of the members of the City Council.

Those individuals who served as members of the ERB during FY 2011 are:

### **Rev. Cornelius Tilton, D.D., Chair**

Pastor-Teacher, Irish Channel Christian Fellowship

Reverend Cornelius Tilton has 30 years of ministry leadership experience as a preacher, pastor and trainer in the para-church ministries in the greater New Orleans area. He is currently Pastor-Teacher of the Irish Channel Christian Fellowship and General President of Christian Bible College of Louisiana. Rev. Tilton is also president of the Louisiana Baptist Foundation Trustee Board and board chair of Audubon Charter School in New Orleans. He has over 25 years of professional experience in business and academic administration, teaching, training, strategic planning, and human resources management in secular and religious institutions. Tilton holds degrees in Business and French from Dillard University and Theology from Christian Bible College of LA. He has worked as a business and computer consultant, hospital community relations manager and real estate broker. He currently operates Tilton Travel and Cruises in New Orleans. Tilton has actively served the local religious and civic community for more than a quarter century. He has chaired the boards of the New Orleans Mission, New Orleans Area Habitat for Humanity and the Greater New Orleans Federation of Churches. Additionally he participates in many church and para-church ministries serving the less fortunate of our community.

### **Elizabeth S. Nalty, Vice Chair**

Community Activist

Ms. Elizabeth Nalty is an extremely active member of the New Orleans community. She is a member of many local boards such as the Ogden Museum of Southern Art, Louisiana Endowment for the Humanities, and the Greater New Orleans Foundation. Nalty is a life member of the Louise S. McGehee School Board. Additional service includes membership on the Pennington Biomedical Research Foundation Board and the Louisiana State University's Health Science Department of Psychiatry Advisory Board. She is also a member of the board of administrators of Tulane University, serving on its Executive Committee, as well as the Tulane University Hospital and Clinic Board. Ms. Nalty also serves her community as president of the Edward G. Schlieder Educational Foundation, Vice Regent Emerita for the State of Louisiana, Mount Vernon Ladies' Association, and on the Executive Committee of Citizens for 1 Greater New Orleans.

**Okyeame Haley, Secretary**

Director of Planned Giving, Xavier University Louisiana

Okyeame Haley is the son of the late civil-rights activists Richard Haley and Oretha Castle Haley. He earned a B.S. degree in Finance from Xavier University of Louisiana, a J.D. degree from Howard University School of Law, and an LL.M. degree in taxation from Washington University School of Law. He is employed by Xavier University as Director of Planned Giving and teaches in the university's Division of Business. Mr. Haley also partners with Haley & McKee, LLC on tax law matters. He serves on the board of the New Orleans Council on Aging and as a member to the Louisiana Supreme Court's Judicial Campaign Oversight Committee as well as the A.P. Tureaud Legacy Committee. Previously, Haley worked as a law clerk for Louisiana Supreme Court Justice Bernette Johnson and Orleans Parish First City Court Judge Angelique Reed. Additionally, he worked in the United States Congress as a legislative aide to Congresswoman Maxine Waters and for the House Banking and Financial Services Committee. Haley was also a member of Louisiana Governor Bobby Jindal's Economic Transition Team in 2007. He lives in New Orleans with his wife, Melissa, and their two children, Nia and Kai.

**Dr. Michael A. Cowan**

Professor and special assistant to the president, Loyola University New Orleans

Dr. Michael A. Cowan is a psychologist and theologian. On the faculty of Loyola University since 1990, he also serves as special assistant to the university president. He was co-founder of the Jeremiah Group, an interracial and interfaith community organization, and Shades of Praise, the New Orleans interracial gospel choir. After Hurricane Katrina, he served as chief of staff of the Government Efficiency and Effectiveness Committee of the bring New Orleans Back Commission, and subsequently founded Common Good, a network of civil society organizations to build multiracial consensus on the rebuilding of New Orleans. He served on the Human Relations Commission of the City of New Orleans from 2001-2008, and chaired the commission from 2002-2008.

**Dr. Laura Rouzan**

Associate Professor and Dean

College of Professional Studies, Dillard University

Dr. Laura V. Rouzan has over 30 years of teaching on the college level in the communication area. She received her undergraduate degree from Xavier University of Louisiana in Speech and Drama in 1963, an MA from the University of Georgia in Organizational and Interpersonal Communication in 1965, and a Ph.D. from Florida State University in Communication in 1989. She has taught at Wake Forest University, Xavier University, where she received the teacher of the year award and where she became a tenured professor, the University of Louisiana at Lafayette's graduate school and Dillard University, where she is presently an Associate Professor and Dean of the College of Professional Studies which includes the Schools of Mass Communication, Nursing and Public Health. Since the completion of her Dissertation, "A Rhetorical Analysis of Editorials in L'Union and the New Orleans Tribune (black-owned newspapers credited with launching the civil rights movement in the South), she has lectured and taught courses

ranging from speech communication to mass communication at the above universities. She published an essay, “the Genesis of the Black Press in New Orleans: L’Union and the New Orleans Tribune” in Dr. Sybil Kein’s book *Gumbo People*, Margaret Media Press, 1999. Since then, Dr. Rouzan has written articles, appeared in the Documentary *Treme: The Untold Story*, and presented numerous papers at local and national conferences on the subject of the black press. She is a member of the Louisiana Creole Research Association, the Louisiana Communication Association, the Southern States Communication Association, and the National Communication Association. Dr. Rouzan serves on a number of university and community boards. Her present research concerns the political and artistic contributions of people of color in New Orleans, and black-owned newspapers in Louisiana.

### **Rev. Dr. Donald R. Frampton**

Senior Pastor, St. Charles Avenue Presbyterian Church

The Reverend Dr. Donald R. Frampton currently serves as senior pastor of St. Charles Avenue Presbyterian Church (SCAPC), the largest Presbyterian Church (USA) in Louisiana. The church is widely known for its worship, mission, and educational programs. In partnership with hundreds of Presbyterian and other churches across the country, SCAPC has played a leading role in post-Katrina work, housing over 4,000 volunteers, gutting 210 houses, building 18 Habitat for Humanity homes, and donating nearly \$1,000,000 to recovery efforts. Previously, Dr. Frampton was pastor of First Presbyterian Church, Rockingham, North Carolina, and Associate Pastor of First (Scots) Presbyterian Church in Charleston, South Carolina. He received his B. A. in History from the University of South Carolina and his D. Min. from Columbia Theological Seminary in Decatur, Georgia. Within the Presbytery of South Louisiana, Rev. Frampton is past Moderator of the Council and Moderator of the Presbytery. He has also been Moderator of the Committee on Ministry. He recently rotated off the Board of Trustees of Austin Presbyterian Theological Seminary where he chaired the Student Life Committee. He has been an active participant in various groupings of business, political, and religious leaders. Dr. Frampton and his wife, Colleen Harvin Frampton, have three children: Harrison, Catherine, and McCord.

### **Mission Statement**

The Ethics Review Board (ERB) seeks to uphold and enforce high ethical standards and promote public confidence in the government of the City of New Orleans by overseeing a program of ethics education, issuing advisory opinions, promulgating rules regarding the interpretation and enforcement of the city’s Code of Ethics, proposing revisions to that code, referring cases for investigation on referral or complaint, and imposing fines.

### **History of the Ethics Review Board**

In 1996, citizens of New Orleans voted to amend the Home Rule Charter to mandate the City Council to establish by ordinance an Ethics Review Board. Under that ordinance, the ERB is empowered to issue advisory opinions, promulgate rules regarding interpretation and enforcement of the Code of Ethics, retain counsel and impose fines. Other relevant



Charter provisions can be found in Article IX, Chapter 1 (“Board and Commissions in General”), as well as other provisions of the Home Rule Charter as it may relate to the context of the work of the ERB.

The selection of board members occurred in December 2006 at which time the members met to begin their initial task of educating themselves on their new role. Under Article XIII, Sec. 2-1120 (3) of the Code of Ordinances for the City of New Orleans, the newly formed ERB was required to begin a national search for the city’s first inspector general. The inspector general search began in March 2007 and a final selection was made in June 2007. In the subsequent months, the inspector general and the ERB worked to secure an adequate joint budget appropriation for the Office of Inspector General and the Ethics Review Board in the amount of \$3.4 million. Additionally, in 2007 the ERB drafted Rules for the Ethics Review Board governing the transactions of its business.

### **Functions and Authority**

The Ethics Review Board is authorized by the Code of Ordinances for the City of New Orleans to administer and enforce the provisions of the Code of Ethics of the city. The Code of Ethics was established to remind each public official and employee that individually and collectively, public officials and employees must adhere to high ethical standards not simply to avoid sanctions or criticism. It applies to all officials of city government, whether elected or appointed; all employees, whether classified or unclassified; and all members and/or employees of all boards, agencies, commissions, advisory committees, public trusts, and public benefit corporations of the city. Any person may file a complaint concerning violations of the Code of Ethics with the ERB.

The ERB is empowered to represent the public interest in the administration of any law within its jurisdiction; offer and enter into consent opinions regarding violations of the provisions of any law within its jurisdictions; refer to fact-finding complaints, advisory opinions, media reports, oral reports, referrals, or any other source; prescribe rules of order, evidence, and procedure to govern its meetings, hearings, and investigations; take such steps as may be necessary to maintain proper order and decorum during the course of its hearings and other proceedings, consistent with the resolution of matters coming before it for consideration; and include on the agenda for Board consideration any matter that is of interest to any Board member and that is within the Board’s jurisdiction.

“The ultimate answer to ethical problems in government is honest people in a good ethical environment. No web of statute or regulation, however intricately conceived, can hope to deal with the myriad possible challenges to a [person]’s integrity or his devotion to the public interest.”

John F. Kennedy, Message to Congress on April 27, 1961



## Filing Complaints

Any person may file a complaint concerning violations of the City's Code of Ethics with the Ethics Review Board.

Any public employee who reports information which the employee reasonably believes is a violation of any ordinance, statute, policy, order, rule, regulation or other ethical mandate is protected by the New Orleans Municipal Code Division 3. Code of Ethics, Subdivision 3. Generally, Section 2-772 (a) Freedom from reprisal and disclosure of improper acts, which states such employees "shall be free from discipline or reprisal for reporting such acts of alleged impropriety. An employee with authority to hire and fire, supervisor, agency head, or elected official may not subject to reprisal any public employee because of such employee's efforts to disclose such acts of alleged impropriety." The Board may consider any matter that it has reason to believe may be a violation of any law within its jurisdiction, including but not limited to, a notice or report sent to the Board by the Inspector General. The Board may close the file, refer the matter to investigation, or take such other action as it deems appropriate.

During FY 2011, the Ethics Review Board received and docketed thirteen complaints alleging ethical misconduct. Of the complaints received by the ERB, two complaints were referred to the Louisiana Board of Ethics. Two cases were closed and nine cases were pending at the end of the year.

## Summary of Work Performed

The Ethics Review Board's primary objective for 2011 was the selection and appointment of an Executive Director charged with the responsibility of developing and implementing an ethics education training curriculum for all public officials and employees of the City of New Orleans. The individual will also be responsible for coordinating with the Louisiana Board of Ethics relative to the implementation of its mandatory ethics education requirements for public servants as required by La. R.S. 42:1170.

In February 2011, the Ethics Review Board initiated the search process to identify a new executive director which concluded in August 2011. Additionally, the board revised its mission statement to include a focus on ethics education, adopted revisions to the Ethics Review Board's Rules, and continued to explore possible revisions to and expansion of the city's current ethics code.

## Future Work

In 2012, the Ethics Review Board will continue to work in cooperation with the Office of the Inspector General as well as the Louisiana Board of Ethics. A high priority for the board is to create and execute an ethics educational and awareness program for public officials and employees as well as citizens of New Orleans. Board members and staff will identify

and implement best practices in ethics education to ensure compliance with the Code of Ethics and to instill an ethical culture throughout municipal government. The Ethics Review Board also intends to work towards strengthening the City of New Orleans Code of Ethics.

Additional activities on the part of the board will include:

- Strategic Planning: The ERB will engage in a strategic planning process to revisit and refine its vision and mission as well as identify key strategies to ensure the successful accomplishment of goals and objectives;
- Community Engagement and Outreach: Through a series of neighborhood and community gatherings, the board will increase its visibility within the broader local community and provide a forum from which the ERB can gain community insights with respect to municipal government ethics; and
- Public Awareness: Develop media in various formats in order to highlight the role and functions of the Ethics Review Board throughout municipal government units as well as the general public.

