Special Called Ethics Review Commission Meeting, December 18, 2014: Item 3A

3 In attendance:

- 4 Austin Kaplan
- 5 Peter Einhorn
- 6 Donna Beth McCormick
- 7 James Sassin
- 8 Dennis Speight
- 9 Cynthia Tom

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Not present:

Sylvia Hardman-Dingle

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Kaplan: Moving on. Old business - discussion and possible action regarding the following. This is 3A. The powers, duties and functions of the Commission and the City Auditor, including City Council Resolution number 20141016-033 and report from working group and Staff regarding action taken on item 217 at the December 11, 2014, City Council meeting regarding proposed Chapter 2-3, City Auditor, and Chapter 2-7, Ethics and Financial Disclosure, City Code Amendments. This is myself, Commissioner Einhorn, Commissioner Sassin, and Staff. Thank you to the representatives from TDS who are here with us today to give us a little bit of additional clarity as we're moving forward. We have Bob Gregory, Gary Newton and Michael Whellan. I want to give just a really quick overview of where we were as quick as I can and I'll turn it over to Mr. Whellan if you'd like and we can discuss the next steps for the working group. Really what's happened here is you have – if you look at your back-up – you have a draft ordinance. We were close to having that ordinance passed. There were some concerns in the working group about the language in the ordinance. Specifically there was the ordinance as it was amended still said the City Auditor in one specific instance made a determination, is the language in there, and the working group preferred to have language saying something different. Either that "the Auditor believes" or something less than a determination because what got us down this road was that the Auditor cannot make final determinations of Code of Ethics things. Those are in our jurisdiction and that's something we believe we should not be ceding to the Auditor. So that was kind of the last fight at the time when this came up. It was item 217 and I think it was last Thursday. So I came here to City Hall on behalf of the Auditor to kind of work on a postponement. Councilmember Spellman was interested in not postponing it. His concern was that the Auditor had a lot of cases and that if we postponed it would get dumped on this Commission that would require us to call Special Called's and have lots of hearing that we were not ramped up to do.

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Tom: That might still happen. We don't know.

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Kaplan: It may yet still happen. Although the thought was the Auditor had a stack this big and the understanding is that the Auditor's stack is this big. We have not been referred anything by the Auditor yet. That's not to say it won't happen although in any event. So we did discuss - Cindy, me, who am I forgetting? Deborah Thomas, who is our attorney from the law department, who drafted this. Corrie and Jason, representing the Auditor, all addressed Council and ultimately Council decided to postpone the vote on adopting this Ordinance to January 29th. We

have another regular called meeting on January 27th and so here is kind of the next steps of the working group believes will happen. And one other bit of background, I apologize. A little bit out of order, but one other bit of background is every time this gets delayed more people end up interested in coming to the table because they realize this affects them and we now have some additional folks. We have AFSCME who's involved in the process; the Fire Fighters Association is involved in the process. City HR on behalf of Management is now involved in this process so our group is - not our working group – but our group of stakeholders is expanding. Oh, and the Labor Relations Office for the City. So here are the next steps as I've planned them to go and I'm curious to hear some feedback. Maybe we'll hear from TDS before we get some feedback from y'all. I plan to circulate an email and we were just getting all the stakeholders together, and I'm a little bit behind, but I plan to circulate an email to everyone to set a date for, I believe we thought January 7th would work the best as a proposed date unless we have some serious objections and we set a different date. That date would be for the working group and all the stakeholders to meet and spend hopefully an hour, but spend some time possibly at lunch over at One Texas Center and discuss the issues with the draft as it exists on that day.

McCormick: January 7th?

Kaplan: Yes, January 7th. And then go back – continue working on this thing. Try to get it as close to final as we can, present it back to this Commission on January 27th, our regular called meeting and have – and invite all the stakeholders to come once again, discuss it in a full Commission in a public hearing and have this Ethics Review Commission adopt what it adopts and then present that to Council for adoption on the 29th. If we have enough people on the same page perhaps this thing can go on the consent agenda. If we don't for example we believe that the Auditor should not have the word 'determined' or should not make any determinations and the language reflect that and we disagree still we can't come up with language that we all agree on then, you know, perhaps a representative will come to the 29th Council meeting and we'll have a discussion and Council and make that decision. But that is kind of the way I see the process going moving forward. Any questions or discussions or concerns from the Commissioners? With any or all of that.

Einhorn: I'd like to hear from Mr. Whellan and the TDS folks before...

Kaplan: Okay. And while Mr. Whellan is getting prepared I'm going to take a look at this 2-7 in our working group will too since we're working on 2-7 I think we can probably tweak the language that's in this draft ordinance. I don't know that any of the other stakeholders will care that much about this particular section - it's page 5 of 6 - but as I read it I was like I can probably suggest some changes so. Anything that the working group works on will come back before this Commission. That's the plan.

Sassin: Just better writing, right?

Kaplan: Yeah, not any fundamental changes to the process necessarily I don't think, just different language and just tweaking it a little bit. And we may also want to work our subpoena request in here depending on how things go. Mr. Whellan. Oh, Commissioner McCormick?

93 **McCormick:** Did this come from y'all? This draft?

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95 **Whellan:** Does it have redlines?

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97 **Einhorn:** That's from the law department, right? The draft that we have?

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99 **McCormick:** My only comment is the draft is a little dark. The water mark. It's hard to read 100 past it.

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Whellan: That's Ms. Tom's responsibility.

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109 110 Tom: It wasn't me. I was out of town at an Ethics conference. It was Deborah Thomas, but I can share that concern with her for the next version of the back-up. And it did come before the Council as Councilmember Spellman's item. Councilmember Spellman is obviously not going to be on Council anymore on the 29th so it may come back. Well, we'll see if it comes back. It may come back as a different Councilmember's item in which case the Law Department will work with that Staff member.

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Sassin: Can it come back as a Staff item?

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Tom: I'm not sure how it'll come back. It started out as Councilmember Spellman's item as a resolution and then it became City Management Service's item in November. Then it went back to being Spellman's item in December so we'll see.

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119 Sassin: May I ask how Cathy Tovo has been involved or been involved at all? Since she's the 120 only returning member?

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122 **Kaplan:** My understanding is she may be the Councilmember who brings it back.

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Tom: It might come back as her item.

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126 **Kaplan:** Mr. Whellan.

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Whellan: Thank you. Michael Whellan on behalf of Texas Disposal Systems. First, thank you, thank you, thank you. Especially the working group. All of y'all have been very patient and this is extremely important. It hasn't been changed in 20 years and we're about to change something pretty meaningful and significant that affects a lot of lives. A special shout-out obviously to the Chair and Vice-Chair, Kaplan and Einhorn who have been working in the working group and Vice-Chair Einhorn for your letter to Council. I very much appreciated the focus on this desire to make determinations rather than something else. And I know 'believes' might not be what Legal wants. I've heard that feedback from Deborah Thomas and I'm looking forward to January 27th because that will be a great opportunity to maybe come up with some consensus

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137 language. The two big items for us are the one you already identified in the letter to Council,

Vice-Chair Einhorn. And then, you can barely see it at the bottom here, this is a document - a 138

blue line. I circulated it to all members of the Ethics Review Commission. I circulated it also I believe to - I think you got a copy, Ms. Tom, and I sent it also to Ms. Stokes. I sent it to as many people as possible. We tend to do that. The language in particular that I want to talk about and this theme runs throughout the Code and it is what brought TDS before you. If a third party is going to get mentioned in a report, we believe that that third party should be given an opportunity to respond and that response should become part of the report before it goes to the authority that's ultimately going to make a decision about somebody's innocence or guilt. As you can tell by our actions we feel rather strongly about this. I was to emphasize we had broader language originally when we first showed up. I talked to - actually, Mr. Gregory and I went and met with Ms. Stokes. We had a great meeting. I followed up with her and have shared with her this new language which I know it's hard to read at the top of your screen, but it says, "and any person or entity being mentioned or referenced as being involved in the alleged inappropriate conduct." It's a little tighter; it's a little bit more narrow. It's not just if you're mentioned in a report. Like if somebody says there's a vendor and that vendor's mentioned, but that vendor is not implicated in any way as being involved in the alleged inappropriate conduct we're not asking that that person necessarily be given such an opportunity. What we are asking – I had a conversation one-on-one with Ms. Stokes and Mr. Hadavi about this and they concurred that it seemed to make sense. They wanted to think about it more so again I hope they're going to be invited on January 7th to the meeting as well because I think they'll have some good ideas and some good input, but they seem to be open to, yes, let's allow a third party that is in one of our reports that could get published in the newspaper where somebody finds out for the first time ever that they're being accused of something, let's give that person an opportunity if they're being mentioned as being involved in the alleged in appropriate conduct. So I wanted to bring up those two as being big changes, and if you didn't get this Ms. Tom I'll be sure you do because one thing I also have some concern about – and I'm going to get to it right here. The standard – if you look at the very top, Ms. Tom - "if the Commission determines from information that a preponderance of the evidence exists that a violation within its jurisdiction has occurred" that's the original language. We've crossed it out. I would just a footnote for you to go back and double check whether you've now created two different standards in the Code and that's why I had crossed that out because I think you're creating two different standards within your own Code.

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Tom: May I ask you a question, Mr. Whellan? Again, I didn't write this, but when you say creating two different standards are you referring to the fact that this says it's a preponderance of the evidence and one of our other standards is something like a preponderance of credible evidence on the record? Is that the different standard you're talking about?

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Whellan: That's a good catch.

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Kaplan: That was one of my concerns as well. The language in that part that you flagged – and this is the stuff that I didn't think anybody else would care about, but I'm glad to hear that someone does – is 2-7, 2-8 paragraph on page 6 I think it goes back to our preliminary hearing standard 2-7-44 and, oh, I'm sorry, it should the final hearing standard, shouldn't it?

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Tom: 2-7-45, Final Hearing, Section B.

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Kaplan: "Commission shall make its determination based upon the preponderance of the credible evidence in the record." So I think that we should have clarified language - one standard throughout and that's why I –

Whellan: And that's why I was – yeah. That was the only thing. And then also on the previous page. And this again, Ms. Tom, just to double check and I know you can't read it there and I apologize if you didn't get it.

Tom: I can see it on my screen.

Whellan: At the very bottom we talk about 2-7-43, the ex-parte provisions. I think really –

Tom: I can't read that. Sorry. Can we show the bottom? Whellan, you can send this to me. I don't believe I have a copy of this.

Whellan: I guess you were out of town. Deborah has a copy.

Tom: Deborah may have it.

Whellan: I tried to include at least three lawyers from the Legal Department.

Tom: I don't believe Deborah has expressed an intent to attend the meeting on the 7th, but I will be there if that's when it occurs.

Whellan: The point on this particular one is - when he shows it up - I think it references just one particular provision of the Code and really I think it should identify the whole chapter so that – there you go, at the very bottom. "A Commission member may not receive an ex-parte communication regarding information and shall treat the matter in the same manner of a sworn complaint under a Section" and you had a specific section and I think you're just safer saying under Chapter 2-7 because sworn complaint shows up more than just 4-43, but that's a technical – I just wanted to bring it to your attention, that's all.

Tom: Okay. Thanks. I think the intent of that section was to specifically reference that prohibition on ex-parte communications. I think the intent was that other provisions that do apply to a sworn complaint, such as the right to be represented by counsel, etcetera, etcetera would also apply to this, but I would agree that there may be some room for improvement in that language.

Whellan: It's not something I'm going to care to bring up on January 7th. I mention the two big issues for us. One, that Mr. Einhorn has already identified in a letter. The other one we feel deeply committed to about third party's that are being accused of inappropriate conduct in a report that can end up in the public. I'm glad we're having this meeting as soon as possible after the New Year. I think it's very important for us to reach consensus language. I know that's what you're striving for, Chair Kaplan, especially given the number of new Council Members; you're gonna have ten new people who have never been on the dais. I think it'd be helpful to try to get consensus language as soon as possible so that it can either get posted prior even to or at least

circulated to those Council Members prior to the 27^{th} because on the 27^{th} you've already missed the posting deadline for the meeting on the 29^{th} so we have some concern about reaching consensus, getting City Legal on board and getting that language circulated well before the meeting on the 27^{th} and I know that you're not seeking authority from the entire Commission to give the working group carte-blanche on making a decision, but it would be helpful if we at least had a working group and consensus recommendation. I don't know if a special called meeting – I know those are some words that you never want to hear uttered by anybody standing before you – but because of the deadline on the 29^{th} the deadline would be that Friday before which is the 22^{nd} or 23^{rd} or whatever it is. So that's the only challenge I raise.

Speight: Why can't we give the working group the authority to speak on our behalf?

Kaplan: I think the working group does have the authority, but I wanted to do is have the full Commission and also bless the final product. I don't know if I'm opening up a big Pandora's Box here by taking another stab at it, but I do think that the working group has the final authority to give its imprimatur to this thing.

Tom: I would add that the Commission has already passed a recommendation relating to these issues. Obviously that was when you had an earlier draft of the ordinance before you. By the time you meet on the 27^{th} it would still be feasible if the working group brought another recommendation for you to adopt that recommendation on the 27^{th} and still be transmitted to the Council and uploaded as back-up for the Council meeting even a couple of days before it's not too late if you got it done that night. We have the special called meeting scheduled for the 5^{th} . Obviously that's before the other meeting on the 7^{th} . As to whether another special called meeting might be in the works, you never know but that would be a lot of meetings in January of the full Commission.

Speight: My thought is this, and tell me if this sorta doesn't meet all your needs. We're gonna have this meeting on the 7th. We may not iron this out by then. I actually don't expect we will. I think it will be ironed out in emails and, you know, break-out meetings after that, but sometime between the 7th and the 27th certainly and I would hope we can set this on the 7th far in advance of the posting deadline - the Friday before that first Council meeting and so the idea would be we would circulate to Council what is, we think, ready to go then and then hopefully the changes that the Ethics Commission – the full Commission – make, if any, would be changes around the edges, but Council would have the benefit of approval of the full Commission on the 27th.

Whellan: The only reason I raised that and I didn't mean to - yes, we can always do late back-up. I don't know that that's the way with a brand new Council you want to have your first action is to be late back-up less with less than 24 hour's notice on changing something that's 20 years old. It seems like you'd want to be a little in advance of that.

Speight: I agree. The best way to do this is to make it as open and transparent as possible and so we want to try to get - I don't want to inundate new council members with something that we're going to change significantly, but just as soon as we have something we think is close to a final product I think that Council needs to get a peek at it and know that it's coming. We need to talk to the Council members as well and let them know that it's coming so they're not completely

blindsided by this. I think this – the Resolution, the ordinance as it is now fixes a lot of problems and it really is a step in the right direction on reforming some of our Ethics laws and so I think when we go to Council we can make that representation and my hope, again, is that we can get this moving in January. Get Council on board as soon as we feasibly can on the new Council and then also have the full Ethics Commission's approval of the final product. That's sort of my –

Whellan: I just want to emphasize getting it up by the 22nd or whatever that Friday is, is going to be kind of key in my opinion.

Speight: We can get a working group draft up by then right and then say it's pending full Commission –

Tom: A recommendation needs to come from the full Commission. You do already have a recommendation and my understanding is the recommendation that was already passed back in November should be uploaded as back-up to that item when it comes up in January. If you want to do a different resolution or a substitute one we could –

Speight: Well, I don't know if there's anything in the recommendation we've already made that we'd necessarily wanted to back away from. We may just want to clarify some areas because I think there was some miscommunication or some misunderstanding about what we were actually speaking to in some of our recommendation items in the flow chart with regards to Auditor making determinations –

Kaplan: Before we go too far down this road, here's sorta the way that I see it and tell me if I'm wrong here. We don't need the full Ethics Commission to upload as back-up before the first Council meeting a proposed ordinance that will be brought by, let say hypothetically Councilmember Tovo, that's similar but more detailed and different. You know – a tweaked version of what we already have here. What I'd also like to do in addition to that is have the full Ethics Commission look at this and issue a recommendation that Council adopt the finalized ordinance. If the Ethics Commission on the 27th has changes to it then we'll have to cross that bridge as to how we want to work on those changes, right?

Tom: We would not wait until the 27^{th} most likely to post back-up for that meeting. The ordinance would be posted earlier. If the Commission were to make a new recommendation on the 27^{th} that could be posted on the 28^{th} or maybe we hand it out as late back-up. There's ways to do that on Wednesday before the Council meeting. The ordinance though I would expect the working group to work with the other parties to try to come up with that language –

Kaplan: In other words, the working group and the interested parties will basically draft what they hope is the final product and my hope is that when the Ethics Commission in full Commission meeting meets to discuss this on the 27th it will endorse it and tell Council to adopt it as is. If that's not the case and the full Ethics Commission sees it differently than the working group and wants to advocate some different points then we'll have to address it as is at that time.

Whellan: I have a quick question. Will the posting be broad enough to also allow the Ethics Commission on the 27th to postpone or to request a postponement from the Council as a

Commission if it hasn't met, if there's been now more interest than you anticipated? I hope AFSCME by the way has seen our changes and they're fine with our changes.

Kaplan: We can post it for discussion and action which would allow the Ethics Commission to make that suggestion if that's what the full Commission decides.

Tom: We try to post fairly broadly with regard to this issue with the ERC so I would anticipate the posting language would be broad enough to get a recommendation and if that recommendation is to ask Council to postpone to a later date then I don't see any reason why the Commission would be restricted from doing that based on the Commission's posting language.

Kaplan: Mr. Einhorn?

Einhorn: Mr. Chairman, Mr. Whellan made reference to a letter that I sent to Council to my appointing Councilmember, Councilmember Riley and cc'd the entire Council. I did not share that with the full Commission. I guess this is a question for Cindy. Is it okay for me to share that letter? I shared it with Council so it's a public document right?

Tom: Do you have it today to share?

Einhorn: I could forward the email. Call it up on the screen.

Tom: I'm not able to bring it up. I mean I would say that at this meeting we are posted broadly enough to discuss that. I tried to see if I could get it up, but I can't.

Einhorn: I have it on my phone, but –

Tom: Well, why don't you read it?

Einhorn: It's kind of long.

Kaplan: It's a public document, is it not something you can share with the full Commission?

Tom: Outside of a called meeting, no you cannot.

Whellan: Commissioner, Vice-Chair Einhorn, if I may. I can put on the screen at least the two paragraphs that you had so you don't have to re-read it.

Einhorn: The letter I was seeking to write was to clarify some misunderstandings about our recommendation - my interpretation of our recommendation.

Tom: You want me to go make a copy and come back and hand it out before this meeting ends? I could do that. That would be permissible.

Einhorn: I just didn't for, obviously, for quorum reasons I didn't share with the full Commission.

Tom: Sorry, I didn't think to print it out and bring a copy.

Einhorn: Neither did I. Sorry.

Kaplan: And he put the paragraphs in question on here?

Tom: Yes. I mean you're posted to discuss this including the working group and – in the open meeting which was noticed and is a public meeting you can talk about your individual past communication with Council regarding this issue if you like. I just would not recommend you forwarding the email to the other Commission members.

Whellan: I think it was paragraph K? Wasn't it K and M that you referenced?

Einhorn: Yes.

Whellan: That way you don't have to re-read them.

Einhorn: Yeah. K and M.

Tom: It was a good letter. It was well written.

Einhorn: Sorry. I typed it very small and I'm trying to read a letter on my phone.

Whellan: I think the focus was of the word 'determines' and changing that to something like 'believes' was the focus.

Einhorn: So the letter, the section of that letter that deals with this says, "I want to urge the Council to make some changes to the Code amendments you received from the Law Department that leaves a bit ambiguity about who has the authority to make final determinations of violations. I would suggest clarifying that with regards to the Code of Ethics the Auditor does not have the authority to make final determinations. Michael Whellan, the attorney for Texas Disposal Systems who has been tracking this issue quite closely has made a suggestion which could address this. They are to replace the word 'determines' in subsections K and M with the word 'believes'." The full sections are included I guess they're up there on the screen. And then after that it says, "it is my understanding that there's a question about whether subsections K and M apply to all Auditor's investigations. To be clear, the Commission is weighing in only on determinations with regard to allegations of violations of the Code of Ethics. If the language needs to be tightened to clarify that I recommend doing so."

Tom: This will be an issue I think to discuss with the other stakeholders including the Auditor's representatives at the stakeholder meeting.

Kaplan: I'm certainly hopeful that we can come to an agreement. A grand bargain, but you know, I'm more interested in due process and making sure due process is protected. Yes, Mr.

413 Whellan?

Whellan: Again, thank you very much. We're very appreciative of the time and attention. It's an important issue. Obviously we take it very seriously and you have as well and we appreciate it.

Kaplan: And, likewise, thank you for your diligence on this issue. One thing that I do want to address while we're here in our open meeting - I'm concerned to hear that Deborah Thomas does not plan to attend our large stakeholder meeting. It's not that I require Deborah Thomas in particular to attend, but whoever is going to be ultimately responsible for drafting the ordinance that we submit to Council I would say needs to be at this meeting and needs to be available for all the stakeholders to work with.

Einhorn: I concur completely.

Tom: Was that a motion?

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Kaplan: No, no. I don't know that we need a motion. If there needs to be a motion requesting your presence...

Tom: Do you have Deborah's email address?

Kaplan: Well, we will. We do.

 Tom: Perhaps you could email her and request her. I intend to be there, however I believe that Deborah is the attorney in the Law Department with, sort of, more responsibility for the exact language that gets put in to what's back-up for this ordinance before Council. I can share with Deborah my feelings, but if – there may be some nuances that might not come through if she was not in attendance.

Einhorn: She needs to hear what all of the stakeholders are saying at that meeting.

Kaplan: I appreciate that and agree. And while we're here on the record, you know, just as this process moved forward, the working group met, the Commission met, the working group met, the Ordinance was ultimately submitted to Council. I took part of my working day, four hours, to come here and make sure it was postponed in part because of the concerns of the working group about the language of 'determines' or 'believes.' My two fellow Commissioners feel more – felt more – strongly about that than perhaps I did, but I do feel that that's important. But another motivating factor for me to take that time was I was concerned about the language in 2-8. 2-7 and 2-8. I was concerned about creating an unclear legal standard and frankly just concerned about the fact that this language was never presented to the working group, never presented to the Commission, and then it becomes our problem to deal with down the line and somebody put this in here and so my point is I don't want to see another ordinance show up in front of Council that none of us have looked at that affects what we do and so that's why I really think it's important that all the drafters, whoever they are, or may be, are in on this process.

Tom: Are you asking for John Steiner to attend this meeting, Chair Kaplan? **Kaplan:** I am asking and perhaps the working group we can get a sense from the working group here, I don't think we need a motion but anyone who's going to be involved in drafting the final ordinance I think needs to be in on this meeting so they understand what we're trying to accomplish and so that we're all on the same page. **Speight:** Mr. Chairman I actually think you do need a motion. **Kaplan:** Would a motion carry more weight? Speight: I think you do. We've had a situation where we've had a meeting and the Auditor didn't show up that very first meeting that we all started talking about this so I think it's prudent to -**Kaplan:** Counsel, can we direct – **Tom:** You cannot direct staff **Kaplan:** That's a problem. Can we recommend or request? Tom: You can. Sure. You can make some statement about how you would very much appreciate the presence of certain people at the meeting and I believe you yourself are sending the invitations to the meeting – **Speight:** Mr. Chairman, you are the coordinator of this. **Tom:** You can send an invitation to those two people. **Kaplan:** I will be doing that inviting, but if the full Commission that's here today sees fit to bring a motion to request the presence of all attorney's in the Law Department who will be involved in drafting this ordinance I'd be happy to – **Speight:** I'm moving that. Tom: Okay. **Kaplan:** Motion by Speight. Do we have a second? Sassin: Second. **Kaplan:** Second by Sassin. Any further discussion? All those in favor?

 Everyone: Aye.

Kaplan: It passes five to zero.

Tom: And that motion was to request –

Kaplan: The presence of all attorney's involved in drafting the ordinance.

Tom: At the stakeholder meeting. Okay. I will convey that to the attorney's which I'm aware have been involved in drafting the ordinance in the past. And I would just like to say if the Chair would give me a second. The Chair did attend the Council meeting on December 11th despite being rather ill with pneumonia and he really did a great job on behalf of the Commission and the working group and I just wanted to publically thank him for making that effort to attend despite not being at his best and I would like to commend him on his dedication to the Commission and the working group.

Kaplan: I appreciate that. Thank you. And to Cindy as well for helping throughout this process and then moving forward. So I think that finishes us off for 3A. Anything further on 3A? Very good. Let's move on.

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