

BEFORE THE WASHINGTON STATE
EXECUTIVE ETHICS BOARD

In the Matter of:

Charles Madison, Ph.D.,

Respondent.

NO. 07-026

STIPULATED FACTS,
CONCLUSIONS AND ORDER

I. STIPULATION

THIS STIPULATION is entered into under WAC 292-100-090(1) between the Respondent, Dr. Charles Madison, and Board Staff of the Washington State Executive Ethics Board (Board) through Melanie de Leon, Executive Director. The following stipulated facts, conclusions, and agreed order will be binding upon the parties if fully executed, and if accepted by the Board without modification(s), and will not be binding if rejected by the Board, or if the Respondent does not accept the Board's proposed modification(s), if any, to the stipulation.

Section 1: PROCEDURAL FACTS

1.1. On or about December 8, 2006, the Board received a Report of Whistleblower Investigation from the State Auditor's Office. The report contained the SAO finding of reasonable cause to believe Dr. Charles Madison, Director of the Department of Speech and Hearing at Washington State University – Spokane, had violated RCW 42.52.160, Use of persons, money, or property for private gain, by using his work computer to access and view non-work-related material. On April 13, 2007, the Board initiated a complaint regarding Dr. Madison's alleged use of state resources for personal benefit.

1.2. Board staff reviewed the working papers from the SAO investigation, and obtained additional information from Washington State University.

1.3. The Board is authorized under RCW 34.05.060 to establish procedures for attempting and executing informal settlement of matters in lieu of more formal proceedings under

the Administrative Procedures Act, including adjudicative hearings. The Board has established such procedures under WAC 292-100-090.

1.4. Dr. Charles Madison understands that if Board staff proves any or all of the alleged violations at a hearing, the Board may impose sanctions, including a civil penalty under RCW 42.52.480(1)(b) of up to \$5,000, or the greater of three times the economic value of anything received or sought in violation of chapter 42.52 RCW, for each violation found. The Board may also order the payment of costs, including reasonable investigative costs, under RCW 42.52.480(1)(c).

1.5. Dr. Charles Madison recognizes that the evidence available to the Board staff is such that the Board may conclude Dr. Madison violated the Ethics in Public Service Act. Therefore, in the interest of seeking an informal and expeditious resolution of this matter, the parties agree to entry of the stipulated findings of fact, conclusions of law and agreed order set forth below.

1.6. Dr. Charles Madison waives the opportunity for a hearing, contingent upon acceptance of this stipulation by the Board, or acceptance of any modification(s) proposed by the Board, pursuant to the provisions of WAC 292-100-090(2) which provides in part:

The board has the option of accepting, rejecting, or modifying the proposed stipulation or asking for additional facts to be presented. If the board accepts the stipulation or modifies the stipulation with the agreement of respondent, the board shall enter an order in conformity with the terms of the stipulation. If the board rejects the stipulation or respondent does not agree to the board's proposed modification to the stipulation, the normal process will continue. The proposed stipulation and information obtained during formal settlement discussion shall not be admitted into evidence at a subsequent public hearing.

1.7. If the Board accepts this stipulation, the Board will release and discharge Dr. Charles Madison from all further ethics proceedings under chapter 42.52 RCW for matters arising out of the facts contained in the complaint in this matter, subject to payment of the full amount of the civil penalty due and owing, any other costs imposed, and compliance with all other terms and conditions of the agreed order. Dr. Madison in turn agrees to release and discharge the Board, its officers,

agents and employees from all claims, damages, and causes of action arising out of this complaint and this Stipulation and Agreed Order.

1.8. If this Stipulation is accepted, this Stipulation and Order does not purport to settle any other claims between Dr. Charles Madison and the Washington State Executive Ethics Board, the State of Washington, or other third party, which may be filed in the future.

1.9. If this Stipulation is accepted, this Stipulation and Order is enforceable under RCW 34.05.578 and any other applicable statutes or rules.

1.10. If the Board rejects this Stipulation, or if Dr. Charles Madison does not accept the Board's proposed modification(s), if any, Dr. Madison waives any objection to participation at any subsequent hearing by any Board member to whom this Stipulation was presented for approval under WAC 292-100-090(2). Further, Dr. Madison understands and agrees that, if this proposed Stipulation is rejected by Dr. Madison due to modification by the Board, this Stipulation and information obtained during any formal settlement discussions held between the parties shall not be admitted into evidence at a subsequent public hearing, unless otherwise agreed by the parties.

Section 2: FINDINGS OF FACT

2.1. Charles Madison, Ph.D., is employed as a Campus Academic Director in the Speech and Hearing Science Department at Washington State University-Spokane.

2.2. On or about December 8, 2006, the Board received a Report of Whistleblower Investigation from the State Auditor's Office. The report contained the SAO finding of reasonable cause to believe Dr. Madison had violated RCW 42.52.160, Use of persons, money, or property for private gain, by using his work computer to access and view non-work-related material. On April 13, 2007, the Board initiated a complaint regarding Dr. Madison's alleged use of state resources for personal benefit.

2.3. During the period January 16, 2006 through June 4, 2006, Dr. Madison visited 37 non-work-related websites, including humor, news, weather, sports, air travel, shopping, banking and dating sites. Of those 37 websites, 19 are related to dating. Of those 19 websites, 16 were

visited by Dr. Madison only one time each. Dr. Madison made 10 visits to www.personals.yahoo.com; five visits to www.singleslist.net/asian-women; and three visits to www.russian-women-club. There is no evidence that Dr. Madison downloaded any files from these websites.

2.4. One of the websites did contain pictures of young women in various stages of undress. There is no evidence that Dr. Madison downloaded any files from that website.

2.5. During an interview with the SAO investigator, Dr. Madison admitted that he did visit non-work-related websites, but denied visiting any pornographic websites.

Section 3: CONCLUSIONS OF LAW

3.1. Pursuant to chapter 42.52 RCW, the Executive Ethics Board has jurisdiction over Dr. Charles Madison and over the subject matter of this complaint.

3.2. Pursuant to WAC 292-100-090(1), the parties have the authority to resolve this matter under the terms contained herein, subject to Board approval.

3.3. A state officer or employee is prohibited under RCW 42.52.160 from using state property “under the officer’s or employee’s official control or direction, or in his or her official custody, for the private benefit or gain of the officer, employee or another.”

3.4. Dr. Madison used his state computer to access non-work-related websites. Based on Findings of Fact 2.3 through 2.5, Dr. Madison used state resources in violation of RCW 42.52.160.

3.5. The Board is authorized to impose sanctions for violations of the Ethics Act pursuant to RCW 42.52.360. The Board has set forth criteria in WAC 292-120-030 for imposing sanctions and consideration of any mitigating or aggravating factors.

II. AGGRAVATING & MITIGATING FACTORS

In determining the appropriateness of the civil penalty, the criteria in WAC 292-120-030 has been reviewed. Mitigating factors include that Dr. Madison received a Letter of Concern from

WSU Chancellor Brian Pitcher, which was placed in his personnel file, and attended ethics training in January 2008.

III. AGREED ORDER

Dr. Charles Madison will pay a civil penalty in the amount of seven hundred fifty dollars (\$750.00). The Board agrees to suspend two hundred fifty dollars (\$250.00) of the civil penalty on the condition that Dr. Madison complies with all terms and conditions of this Stipulation and Order. If Dr. Madison fully pays the remaining five hundred dollars (\$500.00) and commits no further violations of chapter 42.52 RCW within three calendar years of the date this order is accepted by the Board, Dr. Madison will have fully satisfied his civil penalty obligations with regard to this matter and will be released from any obligation to pay the remaining suspended two hundred fifty dollars (\$250.00) of civil penalty.

CERTIFICATION

I, Dr. Charles Madison, hereby certify that I have read this Stipulation and Agreed Order in its entirety; that my counsel of record, if any, has fully explained the legal significance and consequence of it; that I fully understand and agree to all of it; and that it may be presented to the Board without my appearance. I knowingly and voluntarily waive my right to a hearing in this matter; and if the Board accepts the Stipulation and Agreed Order, I understand that I will receive a signed copy.

Charles L. Madison 1/23/09
Charles Madison, Ph.D. Date
Respondent

Stipulated to and presented by:

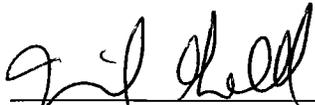
Melanie de Leon 2/3/09
Melanie de Leon Date
Executive Director

IV. ORDER

Having reviewed the proposed Stipulation, WE, THE STATE OF WASHINGTON EXECUTIVE ETHICS BOARD, pursuant to WAC 292-100-090, HEREBY ORDER that the Stipulation is

ACCEPTED in its entirety;
 REJECTED in its entirety;
 MODIFIED. This Stipulation will become the Order of the Board if the Respondent approves* the following modification(s):

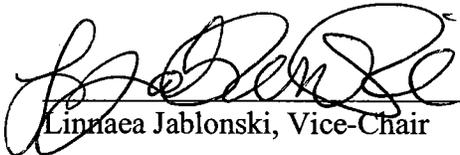
Dated this 13th day of February, 2009.



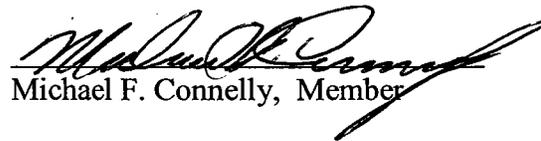
Neil Gorrell, Chair



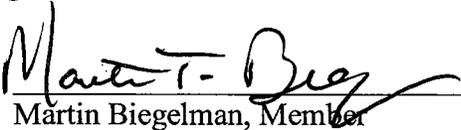
Judith K. Golberg, Member



Linnaea Jablonski, Vice-Chair



Michael F. Connelly, Member



Martin Biegelman, Member

*I, Charles Madison, Ph.D., accept/do not accept (circle one) the proposed modification(s).

Charles Madison, Ph.D., Respondent Date