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FILED

2016 DEC 28 AM II: 06 SCOTT G. WEBER, CLERK CLARK COUNTY

IN THE SUPERIOR COURT OF THE STATE OF WASHINGTON IN AND FOR THE COUNTY OF CLARK

DONALD BENTON, SUSAN RICE, and CHRISTOPHER CLIFFORD,

Plaintiffs,

v.

CLARK COUNTY,

Defendant.

Case No. 16 2 02638 2

COMPLAINT

- 1. Violation of Public Policy
- 2. Negligent Supervision/Retention
- 3. Negligent/Intentional Infliction of Emotional Distress

[JURY TRIAL DEMAND]

Plaintiffs allege:

1.

PARTIES

1.1 Plaintiffs.

1.1.1 At all times material, Clark County ("the County") employed Donald Benton ("Benton"), Susan Rice ("Rice") and Christopher Clifford ("Clifford") in its Department of Environmental Services ("DES").

1.2 **Defendant.**

- 1.2.1 The County is a local governmental entity.
- 1.2.2 The County was an employer of Benton, Clifford and Rice as that term is

COMPLAINT - 1 -

LAW OFFICE OF
THOMAS S. BOOTHE
7635 SW WESTMOOR WAY
PORTLAND, OR 97225-2138
(503) 292-5800

5.1.3	On May 27, 2014, the Clark County Board of Freeholders adopted the current
Home Rule Charter, which designated all Clark County employees as protected by the Human	
Resources policy. The only employee to serve "at-will" is the County Manager.	
5.1.4	Effective January 1, 2016, McCauley was appointed Acting County Manager
5.1.5	Effective January 1, 2016, two new County Councilors, Marc Boldt ("Boldt")

and Julie Olson ("Olson"), assumed their offices.

5.1.6 On April 1, 2016, Boldt sent a request to various Clark County employees, who are direct reports to McCauley, requesting their confidential participation in an evaluation of McCauley. Boldt explained that Waldron, an independent consulting firm, would complete the evaluation and help the Board ensure an objective process. Boldt requested participants to complete a "confidential" online survey and talk with Heather Gantz ("Gantz") from Waldron on the evaluation. Boldt asked that participants be "open and straightforward as possible" in their responses. Gantz personally interviewed Benton, Rice and Clifford.

5.1.7 On May 11, 2016, Benton, DES Finance Manager Nick Cimmiyotti, Rice and Clifford were all terminated. The County Human Resources ("HR") representative in attendance, Ron Zito ("Zito"), told Benton he knew nothing of the reorganization until a few days earlier.

5.2 With regard to Benton.

- The County employed Benton as the Director of DES from May 6, 2013 until May 11, 2016. Finding him fully qualified, County Manager Bill Barron offered Benton the job.
- Benton was elected as the State Senator for Washington's 17th legislative 5.2.2 district in 1996 and has been re-elected continuously since 2012. His term will end in 2017.
- The letter stating the terms of Benton's employment with the County stated 5.2.3 that while Benton was away from the County on state business, Benton would take a leave of absence from his position as Director of the DES and, subject to his available accrued time off, take his leave on a paid time off basis or not.

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McCauley that the Audit Office ordered the transfer reversed because of a lack of documentation.

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5.2.11 Benton informed McCauley that, earlier in the year, the Budget Office approved a supplemental and took it to the Board of County Councilors ("BOCC"), which they approved, for Public Works/Parks that also took \$16,000 from Benton's budget with no one in DES being aware of or approving it.

5.2.12 Benton requested McCauley for better controls on budget transfers and stated that he felt these budget transfers were not appropriate, ethical or transparent. McCauley insisted that Benton was wrong and yelled at Benton to let the matter go.

5.2.13 Benton received approval from McCauley and HR for a Forester job announcement for DES. McCauley pulled the announcement from HR and did not notify Benton. Benton found out because employees wanted to apply, and the job posting had been removed without Benton's knowledge.

5.2.14 In January of 2015, Benton and McCauley met prior to the legislative session to discuss Benton's hours and work plan for managing his department. It was identical to the plan for the previous two years, except that the session would be 45 days longer than in 2014. McCauley again approved the telecommuting plan. Even though the session ran long, Benton and his managers reorganized a division saving the department \$134,000, an amount that would be saved annually into the foreseeable future.

5.2.15 In March of 2015, Alissa Page ("Page") from Accounts Payable emailed Benton and cc'd Rice stating there was a public disclosure request regarding Benton's employee reimbursements. Page said a citizen asserted and wanted information about a March 2014 trip by Benton to San Diego for a conference that ended on Saturday, but on which trip Benton supposedly stayed till Sunday. Rice replied that Benton did not attend a conference in San Diego and asked twice for Page to send her the request. Page replied stating that it was a meeting in San Diego, not a conference, and that "Greg" came to Page and asked for the information due to the citizen's concern.

5.2.16 Benton emailed Page, McCauley, Rice, Greg Kimsey and Bill Richardson that he had never been to San Diego for the County. Benton requested clarification of the request. Benton stated that, as long as the requested records were provided, he understood he was not required to answer additional questions. Benton explained that he has only attended one conference for the County, which was in Santa Barbara, and Benton would have left when the conference was over, but there were no earlier flights. Finally, Benton wrote this "smells a lot like harassment" and again requested to know who asked for the information.

5.2.17 Laurie Foster, Page's supervisor, responded to Benton's email to apologize for the confusion and stated there was no formal request for the information, but that the person who requested the records was Jack Davis. Rice also let Foster know that if they took a closer review of the invoice from the trip, it showed that Benton had taken one day off from the car rental and hotel room, such that he had paid the extra from his own pocket.

5.2.18 On June 1, 2015, Benton received a performance evaluation from McCauley, who reviewed Benton with an overall rating of "exceptional".

5.2.19 In August of 2015, McCauley promised to move Heritage Farms to DES. A press release was prepared, and department management was informed. The press release was pulled when McCauley believed that, due to the election results, they should wait, showing that his policy decisions were more political than on merit.

5.2.20 On October 7, 2015, Benton was cc'd on an email from Lou Brancaccio ("Brancaccio"), the editor and a reporter from *The Columbian*, to County Councilor Tom Mielke inquiring whether Mielke was still going to pursue action against *The Columbian* alleging ink pollution that newspapers cause the environment. Brancaccio said that Benton was false when he tried to claim that *Columbian* newspapers were ending up in the storm water system.

5.2.21 Benton asked Brancaccio to stop harassing him at work, stating that Branciccio was wasting taxpayer's time and money. Benton explained he had made no such claim about *The Columbian*.

5.2.22 On October 9, 2015, McCauley emailed Benton and said he was "very
concerned" about Benton's "highly unprofessional" response to Brancaccio, which showed "a
complete lack of judgment". McCauley said it violated County policy and was something
McCauley had repeatedly counseled Benton about. McCauley warned Benton about and insisted it
stop. McCauley stated he would take time to think about it and decide what action to take.

5.2.23 Later on October 9, Benton replied and explained that Brancaccio was harassing Benton after Benton had repeatedly asked Brancaccio not to and that Benton was thinking about getting a restraining order against Brancaccio. Benton told McCauley that his blood pressure went up and he got headaches every time Brancaccio contacted Benton. Benton reiterated his request that McCauley take action to stop Brancaccio's harassment. Benton promised to never correspond with Brancaccio and reminded McCauley that it is the employer's responsibility to protect an employee's health and safety while at work. Benton requested that McCauley cite the policy that McCauley claimed Benton violated and noted that McCauley had never counseled him regarding this matter.

5.2.24 In late October of 2015, Orjiako presented a code change to the County Commissioners in a public meeting. Benton was asked in council chambers to address the portion of the proposed code change relating to shorelines. Benton did so, and the item was tabled.

5.2.25 Later that day, McCauley and Orjiako attacked Benton for not going along and keeping the truth from the Commissioners. McCauley stormed into a management staff meeting and yelled at Benton about it in front of Benton's entire management team. Benton emailed McCauley and reiterated he would not lie to the County Commissioners. McCauley was reprimanded by the Chair of the County Commission for his behavior. Benton received a commendation for his honest and thorough research.

5.2.26 In late October or early November of 2015, Benton wrote McCauley a letter explaining his concerns about McCauley's behavior. Benton requested that McCauley's direction of Benton be done in their one-on-one meetings, not in front of Benton's staff. Benton noted that

McCauley's behavior in front his staff and McCauley's refusal to end the rumors about the consolidation of DES with Public Works was causing morale issues.

5.2.27 On or about December 1, 2015, during Benton's regular one-on-one meeting with McCauley, McCauley screamed at Benton, and nearly became physical, over an audit issue that Benton felt was improper and would not endorse. Once McCauley discovered he did not have all of the facts straight, the meeting ended. Benton was upset over this and discussed what to do about it and how to handle it with Cimmiyoti, DES Division Manager Kevin Tyler, Rice, Clifford and two of his Director peers, Marty Snell and Mark Wilsdon.

5.2.28 McCauley cancelled their next two one-on-one meetings.

5.2.29 In January of 2016, Benton finally had another one-on-one meeting with McCauley. Benton told McCauley he wanted to avoid McCauley's verbal abuse and asked McCauley to assure him McCauley would not scream like that again. McCauley denied having lost his cool in their previous meeting.

5.2.30 The conversation moved on, and Benton presented him with his work schedule for the legislative session, as he had the previous two years. McCauley asked about the telecommuting, said "Okay" and put the schedule in his folder. The meeting ended amicably.

5.2.31 On January 11, 2016, the Legislative Session started. Benton began the "partial leave of absence" referred to in his employment offer letter/agreement and started the work schedule approved the previous week by McCauley.

5.2.32 On January 13, 2016, McCauley emailed Benton a letter demanding that Benton, as a County employee, work during the County's regular business hours: Monday through Friday, 8 a.m. to 5 p.m. During the Legislative Session, Benton was allowed to use accrued paid time off or take unpaid leave. Benton was no longer allowed to report work time on his timesheet unless he was in the County offices and that time was during regular business hours. McCauley noted he might approve Benton to work remotely, but Benton would need to obtain prior written approval to do so. Also, while Benton was in Legislative Session, all of Benton's Division

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Directors were told to report to McCauley. Benton was informed that going forward, McCauley would manage Benton's management team.

5.2.33 McCauley put the January 13 letter in Benton's personnel file. McCauley then released the letter to the local press without Benton's approval. The Columbian published an article referencing the letter.

5.2.34 Benton attempted to gain clarification since McCauley had just agreed to the historical way Benton had been paid a couple of days before he sent Benton the January 13 letter. Benton pointed out that McCauley's proposed pay arrangements conflicted with Bill Barron's original pay arrangement. Benton said he did not mind doing the extra work, but he did not understand the reason for the unilateral change when DES had run smoothly during the two previous legislative sessions. Benton explained further there was no reason for his managers to report to McCauley, as Benton would be in the office three days per week. Although McCauley told Benton his three managers were to report to McCauley, McCauley never told Benton's manager to do so. Benton's managers read the letter in the paper, having received no communication from McCauley.

5.2.35 On January 14, 2016, after being distraught over the degrading work environment, Benton sought medical treatment for his stress, mental health counseling and legal advice. He completed the paperwork for an FMLA leave in case his health worsened and he ran out of sick leave.

5.2.36 Over the next few days, McCauley continued to deny Benton's requests to reconsider the pay plan that had been in place for the prior two years. Rice went into Benton's office soon after Benton read McCauley's email that threatened termination if Benton did not follow his directives. Rice noticed Benton was near tears. Rice became increasingly concerned as Benton became paler and paler, put his hand to his heart and said his heart was palpitating so hard that he was having difficulty concentrating and focusing.

5.2.37 McCauley flatly denied Benton's requests to telecommute, work on the weekends or work outside the County's normal business working hours, which inhibited Benton from attending evening meetings of the divisions within his department or meeting with his staff early in the morning before they headed to the field. Benton finished up the legislative session doing what he has always done. He managed his department from Olympia and went into the office on Tuesdays, Fridays and Saturdays. He worked for free for over 200 hours to keep the department functioning.

5.2.38 On or about January 30, 2016, Benton released a statement announcing, that after 30 years of elective public service, the 2016 legislative session would be his last. In it, he noted that his current employer decided that it was no longer desirable for him to serve in the legislature while doing his job at the County. Benton said he would continue to take unpaid leave during the session, as he always had.

5.2.39 On February 19, 2016, Benton received a performance evaluation from McCauley, who rated Benton as "successful" and "exceptional" in all categories. McCauley commended Benton for bringing in new hires and saving the County about \$130,000 annually in salary costs. McCauley noted the County is better for DES's efforts and that he looked forward to more success from Benton and his department in 2016.

5.2.40 When Benton returned to work full time in March of 2016, even while the legislature was in special session, he learned that McCauley had no contact with Benton's managers, except for one who had to talk McCauley out of making a bad decision.

5.2.41 On April 18, 2016, McCauley appeared in Benton's office unannounced and told Benton to prepare a staff report to the BOCC that would reverse a previous public vote of the board selling a piece of property. Benton explained the awkwardness of fulfilling such a request without Board action. McCauley replied, "The Board wants to stop the sale." Benton emailed Patrick Lee in the Legacy Lands Division, Rice and Clifford to notify them of McCauley's request, explain Benton's concern and request they prepare the report per McCauley's directive.

5.2.42 Benton reiterated his concerns to McCauley about a department returning to the BOCC after it had given direction and say they would be following that direction. Benton said that, based on McCauley's direction, they had prepared a report for the board asking for further direction before they proceeded to the final step. McCauley approved the proposed approach.

5.2.43 When Benton presented the report at the BOCC meeting on April 26, 2016, Benton corrected Olson when she asserted that selling or converting the property would cause unfair bias from the state when applying for a grant for the Parks Department. Assistant County Manager Bob Stevens told Benton to quit lobbying the board.

5.2.44 On April 28, 2016, Benton turned in his whistleblower complaint to HR Director Francine Reis ("Reis"). He told Reis the only purpose in filing the complaint was to protect his job from retaliation. Benton explained that he felt his being honest was becoming a liability.

5.2.45 In his complaint, Benton blew the whistle on McCauley's policy violations, including McCauley's instruction that Benton prepare a staff report in direct violation of a Board resolution and action, McCauley's targeting Benton to gain favor with the new majority of the current council member to retain his position, and McCauley's chastising Clifford after Clifford sent a supportive email to County Councilor David Madore ("Madore") after Madore was accused of racial discrimination.

5.2.46 Benton also accused McCauley of retaliation through McCauley's approving then rescinding Pete Dubois' promotion and McCauley's direction of Benton in contradiction of standing County policy and direction voted on by the BOCC. Benton pointed out that nothing had been done to resolve the improper and illegal acts Benton brought to McCauley's attention. Benton explained how McCauley altered the conditions of Benton's employment as a fulfillment of a campaign promise made by Boldt.

5.2.47 Overall, Benton accused McCauley of: multiple violations of the new County Charter in hiring and failing to open jobs to the public as called for in the charter; arbitrary and

received an email from HR telling him to not contact staff directly and that if he needed anything, he needed to contact HR. Benton was told that if he contacted staff, his severance pay would end.

- 5.3 With regard to Susan Rice.
 - 5.3.1 The County hired Rice as an Office Assistant in 1997.
- 5.3.2 On November 8, 2013, Benton announced Rice as his new Administrative Assistant.
- 5.3.3 In November of 2015, McCauley met with Rice to discuss a conversation he said he had with one of the County councilors, who said that a woman called him at home from DES and was crying about DES being reorganized/dissolved. McCauley told Rice he wanted to speak with whoever made the call and reassure her that everything would be okay. Because the caller was a woman, McCauley told Rice he thought it was her. She told him it was not her that called, but that hearing the rumors that she, Benton and Cimmiyoti may lose their jobs had been stressful. Rice asked McCauley if he could send out an email or meet with the staff to let them know their department will be fine, but he did not respond.
- 5.3.4 In the same meeting, Rice let McCauley know that she did not appreciate him sending emails to Benton that were contentious in nature. She told him that the emails are public records, and the newspaper could get them. McCauley told her this was his intention. McCauley also let Rice know that he did not like Benton and that there were other employees in the Clean Water Division who did not like Benton either.
- 5.3.5 During February of 2016, Rice asked to meet with Boldt. She let him know she had a problem with how McCauley yelled at Benton and did not follow through with Benton. Rice also told Boldt about her conversation regarding the dissolution of DES with McCauley. Boldt told Rice he would ask McCauley to talk to the department to help morale.
- 5.3.6 Rice told Boldt that McCauley told her he sent nasty emails to Benton knowing they would become public record. Boldt told Rice that DES would be going nowhere.
 - 5.3.7 Boldt also told Rice he did not like Benton working for both the Senate and

- 6.4 The clearly articulated policy is jeopardized if an employee can be fired for making a complaint about financial impropriety. It is further jeopardized when an employee is fired soon after filing a complaint about government mismanagement.
- 6.5 The County has no overriding justification for interfering with plaintiffs' efforts to hold local government accountable, denying them the opportunity to retain their jobs and then terminating them.
- 6.6 The County's actions toward and regarding plaintiffs would tend to deter a reasonable person from endeavoring to hold it accountable for its financial wrong dealings.
- 6.6 Plaintiffs' efforts to hold the County accountable for its financial wrong dealings were a substantial factor in the County's termination of Benton's, Rice's and Clifford's employment.
- 6.7 As a direct and proximate result of defendant's conduct, plaintiffs have suffered economic and noneconomic damages to be proven at the time of trial and are to be compensated with all available remedies at law.

SECOND CAUSE OF ACTION

[Negligence: Supervision, Retention]

- 7.1 Plaintiffs reallege paragraphs 1 through 5.4.6.
- 7.2 Defendant breached its duties to plaintiffs including, but not limited to:
 - 7.2.1 Failing to maintain a safe work environment;
- 7.2.2 Failing to adequately supervise their managerial employees, and Mark McCauley in particular;
- 7.2.3 Failing to protect Mr. Benton, Ms. Rice and Mr. Clifford from threatening, intimidating, or retaliating against them for opposing a hostile, intimidating and abusive environment;
- 7.2.4 Tolerating, ratifying or otherwise condoning the wrongful behavior of Mark McCauley; and,