

Cynulliad Cenedlaethol Cymru  
**Y Pwyllgor Safonau Ymddygiad**

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# Adroddiad 01-18 i'r Cynulliad o dan Reol Sefydlog 22.9

Ebrill 2018



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# **Adroddiad 01-18 i'r Cynulliad o dan Reol Sefydlog 22.9**

Ebrill 2018



# Am y Pwyllgor

Sefydlwyd y Pwyllgor Safonau Ymddygiad ar 28 Mehefin 2016 i gyflawni swyddogaethau'r pwyllgor cyfrifol fel y'u nodir yn Rheol Sefydlog 22. Roedd y rhain yn cynnwys:

- ymchwilio i gwynion a gyfeiriwyd ato gan y Comisiynydd Safonau;
- ystyried unrhyw faterion o egwyddor yn ymwneud ag ymddygiad Aelodau;
- sefydlu gweithdrefnau ar gyfer ymchwilio i gwynion;
- a threfnu Cofrestr Buddiannau'r Aelodau a chofnodion cyhoeddus perthnasol eraill a oedd yn ofynnol o dan y Rheolau Sefydlog.

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## Cadeirydd y Pwyllgor:



**Jayne Bryant AC**

Llafur Cymru

Gorllewin Casnewydd

## Aelodau cyfredol y Pwyllgor:



**Gareth Bennett AC**

UKIP Cymru

Canol De Cymru



**Paul Davies AC**

Ceidwadwyr Cymreig

Preseli Sir Benfro



**Llyr Gruffydd AC**

Plaid Cymru

Gogledd Cymru

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## Argymhellion

**Argymhelliad 1.** Penderfyniad unfrydol y Pwyllgor yw y dylid argymell i'r Cynulliad, yn unol â pharagraff 7.12(vii) o'r Weithdrefn ar gyfer Ymdrin â Chwynion yn erbyn Aelodau'r Cynulliad, fod methiant i gydymffurfio wedi'i ganfod ac y dylid cosbi'r Aelod o dan Reol Sefydlog 22.10(i) a (iii). Cytunodd y Pwyllgor y dylai'r Aelod gael ei cheryddu a'i gwahardd o drafodion y Cynulliad am gyfnod o saith diwrnod calendr yn union ar ôl i'r cynnig hwn gael ei dderbyn.....Tudalen 10

## 1. Cyflwyniad

**1.** Nodir cylch gorchwyl y Pwyllgor Safonau Ymddygiad (y Pwyllgor) yn Rheol Sefydlog 22.<sup>1</sup> Yn unol â'r swyddogaethau a nodir yn Rheol Sefydlog 22.2, mae'n rhaid i'r Pwyllgor:

“mewn perthynas ag unrhyw gŵyn a gyfeirir ato gan y Comisiynydd Safonau ...ymchwilio i'r gŵyn, cyflwyno adroddiad arni ac, os yw'n briodol, argymhell camau mewn perthynas â hi.”<sup>2</sup>

**2.** Paratowyd yr adroddiad hwn ar gyfer y Cynulliad yn unol â Rheol Sefydlog 22.9 a pharagraff 8.1 o'r Weithdrefn ar gyfer Ymdrin â Chwynion yn erbyn Aelodau'r Cynulliad<sup>3</sup> (y Weithdrefn) ac mae'n ymwneud â chŵyn yn erbyn Michelle Brown AC.

**3.** Mae adroddiad y Comisiynydd Safonau (y Comisiynydd) ar ei ymchwiliad i'r gŵyn wedi'i atodi yn Atodiad A. Mae'n nodi manylion am y gŵyn a chanfyddiadau ymchwiliad ffurfiol y Comisiynydd.

**4.** Mae'r adroddiad hwn yn nodi manylion am y gŵyn a'r hyn a ystyriodd y Pwyllgor wrth lunio ei argymhelliad.

**5.** Dewisodd Jayne Bryant AC, Cadeirydd y Pwyllgor Safonau, fod yn absennol o holl drafodaethau'r Pwyllgor yn ymwneud â'r gŵyn hon o dan Reol Sefydlog 22.5. Cyflwynodd un o'r achwynwyr, Hannah Blythyn AC, gŵyn ar ran y Grŵp Llafur yn rhinwedd ei rôl fel Cadeirydd ar y pryd ar y Grŵp Llafur yn y Cynulliad, sef grŵp sy'n cynnwys Jayne Bryant AC. Cytunwyd mai Paul Davies AC a ddylai gweithredu fel Cadeirydd dros dro ar gyfer y trafodaethau.

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<sup>1</sup> Rheolau Sefydlog

<sup>2</sup> Rheol Sefydlog 22.2(i)

<sup>3</sup> Gweithdrefn Cynulliad Cenedlaethol Cymru ar gyfer Ymdrin â Chwynion yn erbyn Aelodau'r Cynulliad

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## 2. Ystyried y gŵyn

**6.** Roedd y gŵyn yn honni bod yr Aelod dan sylw wedi methu â chydymffurfio â pharagraff 4b o'r Cod Ymddygiad ar gyfer Aelodau'r Cynulliad, sy'n datgan:

“Uniondeb: Ni ddylai deiliaid swyddi cyhoeddus roi eu hunain o dan unrhyw rwymedigaeth ariannol neu rwymedigaeth arall tuag at unigolion neu gyrff allanol a allai geisio dylanwadu arnynt wrth iddynt gyflawni eu dyletswyddau swyddogol.

Dylai Aelodau'r Cynulliad bob amser ymddwyn mewn ffordd a fydd yn cynnal ac yn cryfhau ffydd a hyder y cyhoedd yn unplygrwydd y Cynulliad ac osgoi unrhyw ymddygiad a fydd yn dwyn gwarth ar y Cynulliad neu ar ei Aelodau'n gyffredinol. Ni ddylai'r Aelodau ofyn i staff Comisiwn y Cynulliad na staff Llywodraeth Cymru weithredu mewn unrhyw ffordd a allai gyfaddawdu amhleidioldeb gwleidyddol y Gwasanaeth Sifil a/neu staff Comisiwn y Cynulliad neu wrthdaro â Chod y Gwasanaeth Sifil a/neu God Ymddygiad Staff Comisiwn y Cynulliad.”<sup>4</sup>

**7.** Yn yr achos hwn, daeth y Comisiynydd i'r casgliad bod yr Aelod dan sylw wedi defnyddio iaith hiliol a gwahaniaethol ynghylch Aelod Seneddol mewn sgwrs dros y ffôn â'i chyn-Uwch Gynghorydd, Nigel Williams ar 14 Mai 2016. Rhyddhawyd recordiad o'r alwad ffôn i bapur newydd y Daily Post gan Nigel Williams; yn y recordiad hwnnw, mae'r Aelod dan sylw yn cyfeirio at Chuka Umunna AS fel ...<sup>5</sup> 'coconut'. Yn ystod penwythnos 22 a 23 Gorffennaf a'r wythnos yn dechrau 24 Gorffennaf, cyhoeddodd y wasg, yn enwedig y Daily Post a'r Western Mail, adroddiadau ar y sgwrs, a rhoddwyd y rhan o'r recordiad a ystyrir yn newyddion pwysig ar wefannau'r wasg.

**8.** Dyfarnodd y Comisiynydd fod y defnydd o'r term 'coconut' yn yr achos hwn yn syrthio'n brin o safon yr ymddygiad a ofynnir gan Aelodau'r Cynulliad er mwyn cynnal a chryfhau ffydd a hyder y cyhoedd yn uniondeb y Cynulliad a'i fod felly wedi dwyn gwarth ar y Cynulliad.

**9.** Cyfarfu'r Pwyllgor ddydd Mawrth 28 Tachwedd 2017 i drafod adroddiad y Comisiynydd. Roedd y Pwyllgor yn fodlon ar adroddiad y Comisiynydd, a nododd fod yr Aelod dan sylw wedi dweud ei bod yn fwriad ganddi anfon rhagor o dystiolaeth ysgrifenedig a'i bod hefyd am gyflwyno achos llafar i'r Pwyllgor.

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<sup>4</sup> Cod ymddygiad

<sup>5</sup> Rhegfa wedi'i dileu

- 10.** Cafodd y Pwyllgor y dystiolaeth ychwanegol gan yr Aelod dan sylw ar 4 Rhagfyr 2017. Yn ogystal, cafodd y Pwyllgor dystiolaeth ysgrifenedig ychwanegol gan Neil Hamilton AC, (2 Ionawr 2018) a enwebwyd yn gynghorydd i'r Aelod.
- 11.** Cyfarfu'r Pwyllgor eto ddydd Mawrth 16 Ionawr 2018 i drafod y wybodaeth ysgrifenedig ychwanegol a oedd wedi dod i law. Daeth yr Aelod a'i chynghorydd i'r cyfarfod ar 16 Ionawr 2018 i roi tystiolaeth lafar i'r Pwyllgor.
- 12.** Yn y cyfarfod ar 16 Ionawr 2018, cadarnhaodd yr Aelod dan sylw nad oedd pryderon ynghylch cywirdeb ffeithiol adroddiad y Comisiynydd.
- 13.** Cytunodd y Pwyllgor ar ei adroddiad ynghylch y gŵyn hon ddydd Mawrth 23 Ionawr 2018.

### Ystyriaeth y Pwyllgor o'r penderfyniad

- 14.** Cynhaliodd y Pwyllgor ei ymchwiliad yn unol â'i chyfrifoldeb, fel y'i nodir yn Rheol Sefydlog 22.2(i).<sup>6</sup>
- 15.** Wrth ystyried p'un a fethwyd â chydymffurfio ai peidio, adolygodd y Pwyllgor y wybodaeth yn adroddiad y Comisiynydd, barn y Comisiynydd fod methiant i gydymffurfio, a'r dystiolaeth a gyflwynwyd gan yr Aelod dan sylw a chan ei chynghorydd yn ysgrifenedig ac ar lafar.
- 16.** Mewn datganiad ysgrifenedig, datganodd yr Aelod dan sylw iddi wneud y sylwadau yn ystod sgwrs breifat a phersonol rhwng dau gyfaill o gydweithwyr plaid ac nid oedd yn hysbys iddi fod y sgwrs yn cael ei recordio.
- 17.** Yn ei hymateb ysgrifenedig cyntaf i'r Comisiynydd, dyddiedig 15 Tachwedd 2017, cydnabu'r Aelod dan sylw:

“in private I do swear and if anyone is offended by my use of the word “...?” I am sorry. However, I do not apologise for the using the verbal short-cut ‘coconut’.”<sup>8</sup>

- 18.** Nododd y Pwyllgor nad oedd yr Aelod dan sylw, yn ei chyflwyniad gwreiddiol i'r Comisiynydd, o'r farn bod ei gweithredoedd yn gyfystyr â thorri'r cod ymddygiad.<sup>9</sup>

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<sup>6</sup> Rheol Sefydlog 22.2(i)

<sup>7</sup> Rhegfa wedi'i dileu

<sup>8</sup> Datganiad Michelle Brown AC, 15 Tachwedd 2017

<sup>9</sup> Paragraff 15, Datganiad Michelle Brown AC, 15 Tachwedd 2017

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**19.** Hefyd, nododd y Pwyllgor ddadleuon yr Aelod dan sylw a'i chynghorydd nad term hiliol yw'r gair hwn, ond ei fod yn hytrach yn bwynt wleidyddol-gymdeithasol. Fodd bynnag, mae'r Pwyllgor hefyd yn nodi bod cynghorydd yr Aelod, yn ei gyflwyniad, yn derbyn y gellir ystyried y term hwn yn sarhad hiliol, gan nodi:

(5) Insofar as the word "coconut" in this specific context is a term of racial abuse, it is at the lowest level of severity.<sup>10</sup>

**20.** Dyfarnodd y Pwyllgor fod gan yr Aelod hawl i wneud y pwynt gwleidyddol-gymdeithasol a wnaed, ond bod y term a ddefnyddiwyd yn yr achos hwn yn sarhad hiliol, ac felly yn gwbl annerbyniol.

**21.** Nododd y Pwyllgor fod y sgwrs yn un breifat a recordiwyd yn gudd. Fodd bynnag, rydym yn cytuno â barn y Comisiynwyr fod y cod ymddygiad yn berthnasol i Aelodau bob amser, yn eu bywydau cyhoeddus a'u bywydau preifat, a chytunir a'i haerid:

"...it is not realistic to say that the conversation was private and personal and that Ms Brown was not speaking as an Assembly Member (see paragraph 14 of her statement) as she was discussing as an Assembly Member the terms of employment of a person whom she was considering employing in her office as an Assembly Member."<sup>11</sup>

Wedi adolygu adroddiad y Comisiynydd Safonau a'r dystiolaeth ychwanegol a gafwyd gan yr Aelod dan sylw, mae'r Pwyllgor o'r farn bod amodau'r Cod Ymddygiad wedi cael eu torri gan Michelle Brown AC, mewn cysylltiad â dwyn gwarth ar y Cynulliad.

## Argymhelliad y Pwyllgor – Cosbau posibl

**22.** Mae achos o dorri'r cod gan unrhyw Aelod Cynulliad yn fater difrifol ym marn y Pwyllgor. Mae enw da Cynulliad Cenedlaethol Cymru, a ffydd a hyder y cyhoedd yn y sefydliad, yn dibynnu ar allu'r Aelodau i ddangos uniondeb ac arweiniad yn eu gweithredoedd.

**23.** Cytunodd y Pwyllgor fod defnyddio'r fath iaith yn syrthio'n brin o'r hyn a ddisgwylir gan Aelod Cynulliad ac nad oes lle i hiliaeth yn y gymdeithas.

<sup>10</sup> Datganiad gan Neil Hamilton AC, tudalen 10

<sup>11</sup> Paragraff 27, Adroddiad Ffurfiol y Comisiynydd Safonau

**24.** Er nad ymddiheurodd yr Aelod yn ei datganiad ysgrifenedig gwreiddiol i'r Comisiynydd, mae'r Pwyllgor yn nodi iddi ymddiheuro yn ei hymateb ysgrifenedig ychwanegol am unrhyw dramgwydd y gallai ei geiriau fod wedi ei achosi.

**25.** Wrth ddod i'w gasgliad, nododd y Pwyllgor mai hwn yw'r tro cyntaf i'r Aelod fod yn destun adroddiad cwyn o dan Reol Sefydlog 22.2 a nododd fod yr Aelod wedi defnyddio'r term mewn sgwrs breifat â rhywun yr oedd yn ei ystyried yn gyfaill. Serch hynny, daeth y Pwyllgor i'r casgliad bod defnyddio term hiliol yn achos difrifol o dorri'r cod ymddygiad, ac felly y dylid argymhell sancsiwn. Wrth gytuno ar y sancsiwn, ystyriodd y Pwyllgor y ffactorau lliniarol y cyfeiriwyd atynt uchod a daethpwyd i benderfyniad unfrydol.

**Argymhelliad 1.** Penderfyniad unfrydol y Pwyllgor yw y dylid argymhell i'r Cynulliad, yn unol â pharagraff 7.12(vii) o'r Weithdrefn ar gyfer Ymdrin â Chwynion yn erbyn Aelodau'r Cynulliad, fod methiant i gydymffurfio wedi'i ganfod ac y dylid cosbi'r Aelod o dan Reol Sefydlog 22.10(i) a (iii). Cytunodd y Pwyllgor y dylai'r Aelod gael ei cheryddu a'i gwahardd o drafodion y Cynulliad am gyfnod o saith diwrnod calendr yn union ar ôl i'r cynnig hwn gael ei dderbyn.

**26.** Darparwyd copi o'r adroddiad hwn i'r Aelod dan sylw, a chafodd wybod hefyd am ei hawl i apelio o dan adran 8 o'r weithdrefn.<sup>12</sup>

**27.** Mae paragraff 8.1 o'r weithdrefn y cytunir arni yn rhoi 10 diwrnod i'r Aelod dan sylw gyflwyno apêl i'r Llywydd. Apeliodd yr Aelod dan sylw ar 5 Chwefror 2018. Yn unol â'r weithdrefn hon, penododd y Llywydd berson annibynnol sydd â chymwyster yn y gyfraith (Syr John Griffith Williams QC) i ystyried yr apêl. Gwrthododd Syr John Griffith Williams QC yr apêl ar 17 Ebrill 2018, a gosodwyd copi o'i adroddiad, sy'n nodi ei resymau, ar 18 Ebrill 2018.

**28.** Mae Cadeirydd dros dro y Pwyllgor wedi cyflwyno cynnig (yn unol â Rheol Sefydlog 22.11 a pharagraff 9.1 o'r Weithdrefn) yn galw ar y Cynulliad i gymeradwyo argymhelliad y Pwyllgor.

## Materion yn codi o'r Gŵyn hon

**29.** Mae'r gŵyn hon yn tynnu sylw at bwynt pwysig, sef y caiff Aelodau'r Cynulliad eu rheoli gan y Cod Ymddygiad yn eu bywydau cyhoeddus a'u bywydau preifat, a bod gan y cyhoedd bob hawl i ddisgwyl i Aelodau Cynulliad gydymffurfio bob amser â'r safonau uchel a nodir yn y Cod.

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<sup>12</sup> Gweithdrefn Cynulliad Cenedlaethol Cymru ar gyfer Ymdrin â Chwynion yn erbyn Aelodau'r Cynulliad

**30.** Roedd y Pwyllgor yn pryderu bod natur y gŵyn a wnaed gan Gadeirydd y Grŵp Llafur ar ran y Grŵp hwnnw yn golygu nad oedd cynrychiolydd Llafur yn cymryd rhan yn y broses ar gyfer y gŵyn. Rôl led-farnwrol sydd gan y Pwyllgor Safonau Ymddygiad a nerthir y rôl honno gan y ffaith bod pob plaid yn cael ei chynrychioli. Mae'r system gwynion fel y'i sefydlwyd yng Nghymru yn golygu nad yw cwyn a wneir gan nifer o bobl yn cyfrif mwy na chŵyn a wneir gan unigolyn. Felly, ni fyddem yn disgwyl gweld cwynion yn cael eu gwneud gan grwpiau plaid yn y ffordd hon eto, gan fod gwneud hynny'n niweidiol i'r broses.

**31.** Hefyd, roedd y Pwyllgor yn pryderu am y ffaith bod gwybodaeth yn ymwneud â'r gŵyn a wnaed gan Hannah Blythyn AC wedi cael ei rhyddhau i'r Daily Post ar adeg ei chyflwyno i'r Comisiynydd Safonau.<sup>13</sup> Dylai'r broses ar gyfer cwynion fod yn gyfrinachol bob amser nes bod y Comisiynydd a'r Pwyllgor wedi dod i gasgliad, ac ni ddylid rhwystro'r broses trwy ryddhau gwybodaeth i'r cyfryngau na'i defnyddio er budd gwleidyddol.

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<sup>13</sup> [www.dailypost.co.uk/news/north-wales-news/ukip-am-reported-assembly-watchdog-13370979Or](http://www.dailypost.co.uk/news/north-wales-news/ukip-am-reported-assembly-watchdog-13370979Or)

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# Atodiad A – Adroddiad gan y Comisiynydd Safonau

**From:** Sir Roderick Evans, Commissioner for Standards

**To:** Standards of Conduct Committee

## **FORMAL INVESTIGATION REPORT**

### **Michelle Brown AM**

#### **The Complaints**

1. On Friday 21<sup>st</sup> July 2017 newspapers carried a report of a telephone conversation between Michelle Brown AM and her former Senior Adviser Nigel Williams in which Ms Brown referred to Chuka Umunna MP as a “coconut”. A recording of the telephone call, or perhaps parts of it, had been released to the Daily Post by Nigel Williams. Over the weekend and into the following week follow-up reports featured in the press, in particular the Daily Post and Western Mail, and the part of the recording regarded as newsworthy was made available on press websites.
2. The passage is as follows:

“I don’t say this lightly, right, but Chuka Umunna is a fucking coconut. He’s got, he’s got as much understanding of an ordinary black man’s experience as I have because he may be black but his mother or father was, was British from a very, very influential family. He is an absolute coconut; black on the outside, white on the inside and Barack Obama is exactly the same.”
3. Mr Williams was quoted as being “appalled” by her comments.
4. I received three complaints that Ms Brown’s remarks were racist and discriminatory. The complainants are:
  - (i) Hannah Blythyn AM who wrote in her capacity as Chair of the Labour Group in the Assembly;
  - (ii) Leighton Andrews;
  - (iii) Dave Cross;Copies of those complaints are attached to this report. Ms Blythyn also sent me a copy of an audio file of the passage set out at paragraph 2 above.
5. On 31<sup>st</sup> July I wrote to Ms Brown. I sent her copies of the complaints, a copy of the audio file and asked Ms Brown for her response to the complaints.
6. On the same day I wrote to Nigel Williams to tell him that I was making enquiries relating to a conversation he had had with Ms Brown a recording of part of which he had released to the press. I asked him for the date of the conversation, the circumstances in which it came to be recorded and

released to the press and for “an audio file of an unredacted version of the whole conversation”.

7. On 8<sup>th</sup> August Ms Brown wrote to me agreeing that she had made the comment which was the subject of the complaints. She pointed out that she had not heard a full recording of the conversation, had not been aware that the private conversation had been recorded and had not consented to its being released to the press.
8. I was satisfied that the requirements of paragraph 3.1(i)-(vi) of the Procedure for Dealing with Complaints against Assembly Members had been fulfilled and that the complaint was admissible. Accordingly, I moved to the formal investigation stage.

### **The Investigation**

9. Following Mr Williams’ initial response to my letter of 28<sup>th</sup> July in which he asked me to “formally identify” the conversation about which I was enquiring he responded substantively on 17<sup>th</sup> August by way of a twelve page letter. Much of that letter dealt with matters relating to an on-going employment dispute between him and Ms Brown and it is necessary for the committee to know a little of the chronology of that matter.
10. The telephone call which is the subject of the present complaints took place on the morning of Saturday 14<sup>th</sup> May 2016. Mr Williams phoned Ms Brown and the discussion focussed on the possibility of Ms Brown employing Mr Williams as a member of her Assembly staff, the kind of work he might do and the level or grade at which he might be employed. A transcript of the conversation has been prepared by Ms Brown from the recording supplied by Mr Williams. It is referred to in her statement which, together with the transcript, is attached to this report.
11. Following this conversation Ms Brown employed Mr Williams as an Adviser and his employment ran from 11<sup>th</sup> May 2016. After a probationary six month period Mr Williams’ employment was confirmed on 11<sup>th</sup> November 2016 but soon thereafter the relationship between them broke down and Mr Williams was suspended from his post. An internal enquiry was held which considered the grounds of Mr Williams’ suspension and a list of grievances which Mr Williams raised against Ms Brown. On 12<sup>th</sup> May 2017, following the conclusion of the enquiry, Mr Williams was dismissed from his post. He appealed against his dismissal but his appeal was rejected on 8<sup>th</sup> June 2017.
12. My latest information (19<sup>th</sup> October 2017) on the status of the employment dispute is that “the employment matter is now subject to proceedings

which may lead to a full employment tribunal hearing in due course.” This was received from Mr Williams’ wife in a context to which I shall refer later.

13. During the period when the internal enquiry and the subsequent appeal were proceeding Mr Williams wrote to me to complain about Ms Brown. The majority of the matters about which he complained were issues he had raised in the employment dispute and were the subject of that enquiry or were complaints about the process being followed. I declined to intervene in the employment dispute process. He made one free-standing complaint into which I made preliminary enquiries and, having done so, I was satisfied that there was no substance to that complaint.
14. In his letter of 17<sup>th</sup> August Mr Williams states that at the Appeal Hearing on 8<sup>th</sup> June “once again no-one was interested in the truth, despite the overwhelming evidence before them. Would you not expect then, someone in the situation where they have not been listened to seek to talk with people who have listened – i.e. the press in this case?” He says that his disclosure of Ms Brown’s comments was in the public interest and that she made them freely and without any prompting.
15. Sent with the letter of 17<sup>th</sup> August were audio files of recordings of extracts of the phone conversation which had attracted press attention and it was not until the end of the month that an audio file of the full recording was sent. This audio file is available for the Committee to listen to. On 31<sup>st</sup> August that file was made available to Ms Brown for her to listen to it and to make any further comments. Mr Williams also claimed that Ms Brown was aware that his phone calls were being recorded and he sent another audio file of a different phone call between Ms Brown and him which he claimed supported this assertion. This too was made available to Ms Brown.
16. On 22<sup>nd</sup> September Ms Brown provided me with further comments. She stated that she had no idea that Mr Williams was recording telephone conversations or that he was recording telephone conversations with her. She pointed out, correctly, that the recording supplied by Mr Williams and relied on by him as demonstrating that she was aware that he was recording phone calls does not do so.
17. On 3<sup>rd</sup> October I interviewed Ms Brown by which time she had prepared the transcript of the telephone conversation. She queried whether the recording of the telephone call had been edited as there appeared to be interruptions in the recording during part of the passage complained about. She did not resile from her position that she had said the words complained about but wondered whether the recording had been edited to excise words demonstrating Mr Williams agreeing with her.



18. Following this meeting with Ms Brown, my office tried to contact Mr Williams to obtain an assurance that the recording he had supplied me had not been edited. After a short delay, the response received from Mr Williams wife was that he was in France and telephone reception in the area in which he was staying was difficult. Further requests produced the response on 19<sup>th</sup> October that as there may be a full employment tribunal hearing in due course (see paragraph 12 above) Mr and Mrs Williams had been advised “that at the moment Nigel should not submit his statement or other linked information to you as this contains information which will certainly be used in those proceedings and therefore may prejudice matters in his case.” Despite a request pointing out that the query raised permits of a yes or no answer and that the recording does not form any part of a complaint which was raised in the employment dispute no response has been received.
19. On 15 November 2017 Ms Brown supplied me with a signed statement which confirmed the content of her earlier letters and our conversation of 3<sup>rd</sup> October and in which she states that she does not consider that she has breached the Code of Conduct for Assembly Members in any way.

#### **Facts Found by the Commissioner**

20. The passage complained of, and in particular the reference to Chukka Umunna as a “coconut”, were spoken by Ms Michelle Brown.
21. The conversation, of which this passage is part, was a private conversation between two close colleagues, if not close friends. At the time of the conversation neither party anticipated that their words would end up in the public domain.
22. Although Mr Williams asserts that Ms Brown knew that he was recording telephone conversations there is nothing to demonstrate that and the recording upon which he relied for support does not do so. I accept Ms Brown’s assertion that she had no idea that Mr Williams was recording telephone calls between them.
23. The recording of the conversation, or part of it, was released to the press without the consent of Ms Brown.
24. Despite Mr Williams’ claim that he was appalled by the comments made by Ms Brown and that he released the recording or part of it to the press in the public interest, there is no indication in the recording that he demonstrated any concern or discomfort with them. Thereafter, he accepted employment with Ms Brown and when steps were taken to terminate his employment he fought them.

25. Despite efforts made to enable me to do so, I cannot assure the Committee that the recording, as we now have it, has not been edited.
26. The point which Ms Brown was making, namely, that despite his heritage Chukka Umunna, because of a privileged upbringing, had no greater understanding of the life issues which an ordinary member of the BME community faces than she has is a point which, whether one agrees with it or not, is within the range of points that a politician is entitled to make.
27. However, all that said, the fact remains that Ms Brown in making her point resorted to using a term of racial abuse and although this conversation was a private one it was, nevertheless, between a Member of the National Assembly and a person whom she was considering employing and involved discussions about the terms upon which he might be employed. The Code of Conduct for Assembly Members applies to Members at all times even in their private lives and when not engaged on matters arising out of membership of the Assembly. However, in this instance it is not realistic to say that the conversation was private and personal and that Ms Brown was not speaking as an Assembly Member (see paragraph 14 of her statement) as she was discussing as an Assembly Member the terms of employment of a person whom she was considering employing in her office as an Assembly Member.

## **Conclusion**

28. I am satisfied that using the term “coconut” falls below the standard of conduct required of Assembly Members to maintain and strengthen the public’s trust and confidence in the integrity of the assembly and its conduct which brings the assembly into disrepute contrary to paragraph 4b of the Code of Conduct for Assembly Members.
29. In my view these complaints do not raise any new issue of general principle.

## **Requirements under the Procedure for Dealing with Complaints**

30. I confirm that the Member concerned and the three complainants have been provided with a draft of my report and given the opportunity to comment on its factual accuracy.
31. On 20<sup>th</sup> November Ms Brown made the following comments on the report. They do not appear to me to amount to identifying factual inaccuracies and perhaps might more appropriately have been included in Ms Brown’s statement but I set them out in full below so that the Committee can consider them.

“Paragraph 11 & 24: Williams did not mention my comments about Umunna in his grievance or at any other time before he leaked the recording to the press. Williams also chaired a meeting in Northop on 8<sup>th</sup> July 2017 calling for my expulsion from the party. After the meeting a petition, voted for by those at the meeting including Williams, was submitted to the NEC calling for my expulsion from the party but the petition made no mention of my comments about Umunna.

Paragraph 12: Williams made a claim at the tribunal on the 11/10/17 under the whistle blowing legislation. The claim does not relate to my Umunna comments but to the recruitment of Richard Baxendale. I am not sure how much detail you require, so please let me know if you need any further information about this.

Paragraph 14: The appeal submitted by Williams was considered and rejected by a member of the Assembly staff.

Paragraph 24: Williams was laughing and agreeing in the background leading up to the comments.”

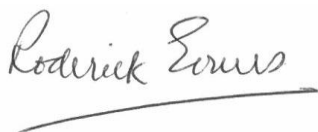
32. The complainants were asked to notify me of any factual inaccuracies in the report by Tuesday 21<sup>st</sup> November. Leighton Andrews replied on 19<sup>th</sup> November that he had no comments to make. The other two complainants have not responded.

## Attachments

33. I append to this report:

- (i) the three letters of complaint
- (ii) the signed statement of Michelle Brown AM dated 15 November 2017
- (iii) the transcript of the telephone conversation prepared By Michelle Brown AM
- (iv) the audio file of the recording of the telephone conversation.

Sir Roderick Evans

A handwritten signature in cursive script that reads "Roderick Evans". The signature is written in black ink and is underlined with a single horizontal stroke.

22 November 2017

**From:** Dave Cross <mailto:david.a.cross@gmail.com>  
**Sent:** 22 July 2017 07:16  
**To:** Standards Commissioner <[Standards.Commissioner@assembly.wales](mailto:Standards.Commissioner@assembly.wales)>  
**Subject:** Complaint: Michelle Brown

I wish to make a formal complaint regarding the recent reports of Michelle Brown's racism.

The UKIP AM has no further part to play in Welsh politics and devalues the whole Assembly.

<http://www.bbc.co.uk/news/uk-wales-politics-40688367>

<http://www.walesonline.co.uk/news/politics/ukip-am-calls-chuka-umunna-13368693>

Regards,  
David Cross.

**From:** Leighton Andrews [<mailto:leighton4labour@gmail.com>]

**Sent:** 22 July 2017 12:54

**To:** Standards Commissioner <[Standards.Commissioner@assembly.wales](mailto:Standards.Commissioner@assembly.wales)>

**Subject:** Formal complaint against Michelle Brown AM

Dear Commissioner,

I wish to make a formal complaint against the conduct of Michelle Brown AM and the specific remarks she made which have appeared on tape at this website:

<http://www.dailypost.co.uk/news/north-wales-ukip-am-calls-13368297> (although some of the profane language appears to have been 'bleeped' out).

Her remarks are racist, discriminatory and bring the National Assembly into disrepute. I believe that they consequently breach the code of conduct for Assembly Members.

Yours sincerely,

Leighton Andrews

Twitter @leightonandrews

Facebook Page: [Facebook.com/lifeafterpolitics](https://www.facebook.com/lifeafterpolitics)



Commissioner for Standards  
National Assembly for Wales  
Cardiff Bay  
CF99 1NA

21/07/2017

Dear Commissioner,

I have been made aware of a series of overtly racist comments made by Michelle Brown AM which I believe to be a clear breach of the code of conduct for Assembly Members.

I am writing to ask you to investigate these as a matter of urgency, given the highly offensive and discriminatory nature of these distressing remarks.

I enclose below a transcript of some of the most offensive remarks, and attach an audio recording of the relevant conversation, which has come to light via a journalist.

**Transcript:**

*"I don't say this lightly right but Chuka Umunna is a f\*\*\*\*\* coconut. He's got, he's got as much understanding of an ordinary black man's experience as I have. Because he may be black but his mother or father was, was British from a very, very influential family. He is an absolute coconut, black on the outside, white on the inside and Barack Obama is exactly the same." (1 minute 10 seconds)*

I believe that these comments constitute a clear breach of the Code of Conduct for Assembly Members including the following section:

*"4 (b) Integrity: ... Assembly Members should at all times conduct themselves in a manner which will tend to maintain and strengthen the public's trust and confidence in the integrity of the Assembly and refrain from any action which would bring the Assembly, or its Members generally, into disrepute."*



I would ask you to look into this matter at the earliest possible opportunity.

Yours sincerely,

A handwritten signature in cursive script that reads "Hannah".

**Hannah Blythyn**  
**Chair of the National Assembly Labour Party**

## Statement of Michelle Brown AM

1. Since the Assembly elections on 6<sup>th</sup> May 2016 I have been an Assembly Member for the North Wales Region.
2. I acknowledge that I am aware of the Code of Conduct for Assembly Members and in particular, in relation to these complaints, of the requirement to comply with paragraph 4b of the Code which reads:

“.....  
Assembly Members should at all times conduct themselves in a manner which will tend to maintain and strengthen the public’s trust and confidence in the integrity of the Assembly and refrain from any action which would bring the Assembly, or its Members generally, into disrepute.  
.....”
3. On or about the 23<sup>rd</sup> July 2017 a man called Nigel Williams released to the North Wales Daily Post part of a recording of a telephone conversation I had had with him and in that conversation I said:

“I don’t say this lightly, right, but Chuka Umunna is a fucking coconut. He’s got, he’s got as much understanding of an ordinary black man’s experience as I have because he may be black but his mother or father was, was British from a very, very influential family. He is an absolute coconut; black on the outside, white on the inside and Barack Obama is exactly the same.”
4. Following the publication of these comments the Commissioner for Standards received three complaints accusing me of making racist and discriminatory remarks and, thereby, bringing the Assembly into disrepute. I make this statement to put my making these comments into context and to refute the complaints made against me.
5. The telephone conversation, of which the passage complained about was part, took place on Saturday 14<sup>th</sup> May 2016. By that time I had known Nigel Williams for nearly eighteen months; he was the Chair of the Delyn Constituency UKIP Association and I was Chair of the neighbouring Alyn and Deeside UKIP Association. Nigel Williams was my most trusted friend and associate in the party.
6. He rang me early on the 14<sup>th</sup> May to discuss the possibility of my employing him in my office and during the conversation we discuss the role he might fill and the level of the post to which he might be appointed. In due course I appointed Nigel Williams to be my senior adviser and his employment was back dated to 11<sup>th</sup> May. I had no idea that Nigel Williams was recording the conversation.
7. During the conversation I mentioned a friend of mine who would set up our internet security and website. That friend lives in Stoke Central the MP for which was Tristram Hunt. People who pretend to be something they are not in order to make political capital disgust me and I commented that he was typical of the Labour Party - representing a working class area but he was the son of a peer, a public school boy and Oxbridge



graduate. Nigel Williams agreed saying “....they’ve got no idea of normal life, half of them”. I then made the comments set out above about Chuka Umunna who has been used by the Labour Party to try to demonstrate that they intimately understand the issues faced by the BME community and who was being used for that purpose in the EU Referendum campaign which was in full swing at the time of the conversation (I can provide evidence of this if required). My view was and is that Chuka Umunna’s African heritage was being used for political purposes when in reality, because of his upbringing, he had no greater understanding of the life issues which an ordinary member of the BME community faces than I have.

8. The term “coconut” is widely used amongst the BME community in precisely the context in which I used it. It is not racist or discriminatory; it is a shorthand term used to make a relevant socio-political point.
9. I attach to this statement a transcript which I have produced from the recording of the telephone call which the Commissioner for Standards provided me having first obtained it from Nigel Williams.
10. Although Nigel Williams claimed to the press that he was “appalled” by my comments, his assertion does not stand up to scrutiny. He accepted employment with me following this conversation and after a six month probationary period he accepted my offer to make his employment permanent from 11<sup>th</sup> November 2016. He can also be heard laughing in the background throughout my comments about Hunt and Umunna in the recording.
11. Towards the end of 2016 I had concerns about the way Nigel Williams was carrying out his duties. In particular, my concerns centred on his attempting to bring me into disrepute and his breaching his duty of confidentiality. I suspended him from duties and an internal enquiry was held into the dispute which existed between us. On 12<sup>th</sup> May 2017 I dismissed Nigel Williams from my employ. He appealed but his appeal was dismissed on 8<sup>th</sup> June 2017.
12. During the period when the internal review was being held Nigel Williams made numerous complaints against me to the Commissioner for Standards but the Commissioner found none of those complaints to be admissible. Therefore, by mid-June Nigel Williams had failed in all his attacks upon me.
13. On or about the 14<sup>th</sup> July 2017, David Soutter, a friend of Nigel Williams, told the National Executive Council of UKIP of the existence of this recording and said that if the party expelled me this recording would not be sent to the Daily Post. I am aware of this because I was told by a senior member of the party. The party refused to be blackmailed in this way and in due course the recording was released to the press without my consent. I am firmly of the view that Nigel Williams and David Souter, having once believed that if I were removed from my seat Nigel Williams would be able to be nominated to take my place in the Assembly and discovered that it impossible, now seek to secure my expulsion from the party (I can provide evidence of this if necessary) and my resignation. The recording was subsequently released to the press without my consent.

14. The comments complained of were made during a private and personal conversation between two friends and party colleagues. In private I do swear and if anyone is offended by my use of the word “fucking” I am sorry. However, I do not apologise for using the verbal short-cut “coconut”. I did not use that term in public and as this was a private phone call it was not used by me speaking as an Assembly Member; my words were recorded and released to the press without my consent and the motivation for the release was personal spite not a desire to further the public good. It is now some three months since the matter was placed before the public by Nigel Williams and there is no evidence that the Assembly or its members have been brought into disrepute.
15. I do not consider that I have breached the Code of Conduct for Assembly Members in any way.

Signed



Date

15/11/17.

**Transcript of conversation between NW and MB (dated 14.05.17 according to the file name)**

NW: Yeah, did I wake you up, I'm sorry.

MB: It's alright

NW: Look this thing .....[LINE BREAKS DOWN A LITTLE] I've just been out for two and half hours with the dogs, they dragged me out of bed [starts laughing]

MB: Well yes, the cats, well, Cernie dragged me out of bed about 6 o'clock this morning to give him some biscuits because he was hungry erm er

NW; Oh well, it's a nice morning, I've been out doing my walk and doing a few bits and pieces....I've just picked up this piece of paper now and looked at it, sorry not piece of paper, series of paper and obviously we didn't get a chat to chat last night so you want this....what what what obviously, there's a role I don't care what I do personally, I just want to ensure that UKIP do well, erm, er, so, er, erm, do we know what that might entail now or?

MB: Well, erm.....(says to herself, fucking hell...),

NW: Is it too early to say?

MB: I'm going to need some, I'm going need some, well, I mean, I've got Richard erm but I'm going to need somebody who has got experience dealing with....I mean the thing is, I mean, if you don't want a job with me, I'm not going to offend Nigel...

NW: No that's fine, I'd like to do it to be honest with you, because I think it would be good experience anyway to er er to do this really to be honest for me er an also pushes me on towards next time shall we say really and also, dare I say it, I think probably, I may be the right person in terms of all the people I know around North Wales...

MB: Exactly, exactly, I mean you know how to talk to people, you know, you know what to say, you're streets ahead of me in that way erm I think that I need erm someone who knows what they're doing basiscally...

NW: Essentially, I'll do what you need me to do, it doesn't have to necessarily be defined defined because you know I'm used to doing anything and everything really, so if there's something to do or go and even be your rep somewhere and talk, I'm happy to do that

MB: Yes

NW: That's not an issue, you can't be everywhere either, I understand that too, you know, so

MB: I'm, I mean I don't particularly want an office as such, that's gonna be, I don't want a door, a door that people have to knock on it or to make an appointment ...I want something with an open door so that people can just walk in

NW: Exactly, I mean obviously if you've got private appointments with people in terms of matters which are er er you don't really want obviously you need a place which is apart so that you can shut the door and talk to people about private matters but er in that you know, I think, that all AMs should be approachable anyway really because that's the way you know, a we find out what's going on and b we er we get votes because people start to see you, like you, like the party and then that helps everyone else then you know

MB: Yes

NW: So, er, er, so, so, so that's it, I mean I was looking at it, it's quite (laughs) it's weird isn't it as a form? I've just had a good look through it actually and I thought, "Oh my God" so, er, erm, what does that mean?

MB: Did you want full time or part time?

NW: That depends, er dare I say it, because it depends on what the role is and where it is.

MB: OK

NW: So, er, er and the reason I'm saying that ....

MB: It's up here for a start

NW: Well probably, I mean I'll work any hour of the day to be honest and you know my flexibility certainly until ....I need to be able to get Alice to school until she's passed her test and then...

MB: Yes

NW: I will do my best to ensure that that's as quickly as possible really and once she's more mobile, then obviously I become more, more flexible then but I'm not

MB: The thing is it's like I've said to Richard, this isn't going to be exactly a 9 to 5 gig

NW: Well, that's exactly right, there'll be evenings in Lllangfni dare I say it of all places and stuff like that and I understand that and as long as I've got enough notice particularly in the afternoon, I'll just phone Alice and say go to your friends and I'll pick you up later or I'll see you tomorrow, so that's not an issue really, erm, so I can be er, as flexible as you would need me to be really and in fact I would prefer it that way really, where you know, like I've done for years with this business, sometimes we start at 8 o'clock in the morning, or since, doing the work, have a cup of coffee and then do a bit

more and then go out in the evening and do whatever really, so it's sort of, the 9 to 5 hours, there's nothing worse and of course, your job's going to be the same as an AM isn't it?

MB: Yes

NW: So you ...

MB: I think primarily it's going to be you and Richard, you and Richard are going to be first point of contact in the shop erm and then erm sort of dealing with constituents. I mean I've got David Soutter erm but he's kind of...I toyed with the idea of employing him but he's a national role kind of guy erm, I mean really, I mean David Soutter's not the right person to be dealing with constituents, erm, I think he's, I think he's quite good with the press and probably organising appointments and things with businesses and that but but dealing with constituents and doing the face to face stuff, no, no...

NW: Well, we'll be doing that...

MB: He's, he's, yeah, but the intention, the plan is, that, 'cos Neil Hamilton will pay, will be refunding me David's salary out of group funds..

NW: Right

MB: ...it's just that he can't be employed centrally by the group at the moment because, well, because of the reputation and stuff...

NW: ...yeah...

MB: I mean Richard gonna be, Richard's full time, I've had to take him on full time, he couldn't do part time, because he's got to leave his job, I'm going to need at least one person full time anyway, the constituency, erm, you're down as Casework Manager...

NW: Right

MB: David's kind of down as constituency manager but he's not really, you're gonna be, you're really constituency manager

NW: Yes

MB: David, inevitably gonna do, he's not going to have time to do the constituency stuff anyway...

NW: No

MB: ...and between the three of us, we should be able to pick up most things...

NW: Yen, exactly, it's a bit sort of jack of all trades isn't it, really..

MB: Yeh

NW: ...we're just going to do, just because you're defined as something doesn't mean you know that you can't take on other things and I would agree with you on that, you need to be able to do loads of stuff really, so I'm happy to do that, to be honest, you know...

MB: And the thing is, as well, even if we're not in the shop, we're still gonna be doing stuff outside the shop, so there is every justification for, I mean there isn't at the moment, well, actually there is, I mean I'm getting an absolutely unbelievable number of emails, Nigel...

NW: I can believe it. We've been getting them here and honestly now they've stopped and are going to you (laughs)

MB: Yeah, well, they're coming into the personal account and they're coming through my Assembly account as well, nobody's got access to the Assembly account right now because obviously I can't give access to that..

NW: No..

MB: I'm having a bit of a nightmare giving David Soutter access to my outlook calendar, I'm going to have to speak to my friend Za Za about that, I'll bring Za Za in because she said she'll set up the internet security for us and our website...

NW: Right

MB: ...she's absolutely the best person to do that, I'd trust her with my life to do that, cos she does it for a living and she wouldn't, she wouldn't do anything to me, she wouldn't do, anything to us anyway, because I think she's er, all she needs to do is meet the UKIPpers up here and she'll be going to UKIP I think...

NW: (cannot make out what NW says here)

MB:... well, she says, she was saying before the election, cos when I first told her that I'd joined UKIP, she laughed, right and I was a bit offended by that and so I said, well, you know what I'm like Za Za, you've known me long enough to know, do you really think I'm the kind of person who would join a joke party, or join something that wasn't worth thinking about, you know, I'm a sensible rational, serious person and anyway, she's in Tristram Hunt's constituency in Stoke...

NW: Oh is she?

MB: She likes him, she thinks he's a nice guy, I think he's a twat but anyway...

NW: (laughs)

MB: ...well, I do, I can't bear him, he's just typical of the Labourite, the Labour party that, you know, he's representing a seriously working class area

NW: Well, a name like Tristram doesn't help...(laughs)

MB: a..and he's. No, his father's a lord, his father's lord somebody of Chesterton, his title is the honourable Tristram somebody of Chesterton, you know

NW: Yep

MB: They've not spent five minutes in Chesterton in the last twenty, thirty years

NW: No, that's right..you know

MB: He's a public school boy, Oxbridge, far back as fuck, he's like Chukka Ummuna. I'm sorry, I know it's a bad thing to say...

NW: that's exactly right, I mean they've got no idea of normal life half of them...

MB: I don't say this lightly, right, but Chukka Umuna is a fucking coconut, he's got, he's got as much understanding of an ordinary black man's experience as I have have...

NW: (laughs)

MB: because he may be black ...

NW: (laughs) yes

MB: ...but his mother or his father was, was British from a very, very influential family...

NW: (laughs) Yes, yes, I know

MB: He's

[recording is interrupted at 11.27 minutes in]

MB: he's black on the outside and white on the inside

[Recording has had a section cut] 11.31 minutes in plus dramatic change in tone by MB

MB: And Barack Obama's exactly the same.

[recording may have been tampered with at 11.33 minutes – sounds like a section has been

MB: I just wanted to ask you one more thing, I need to talk to you about salaries

NW: Yeh?

MB: I'm just opening the document that has the salary table on it

NW: Ok

MB: The Assembly lay out the salary [wobble in recording during first words but can be heard at 11.45 mins in] in a series of bands

NW: I'm aware of that, I've worked for the Assembly, so

MB: Ok, Ok, so you would be either erm, I can't afford to have two senior advisors, mind you then again I probably can because Neil's going to refund me from em, em, from the group funds for David Sutter, em, so I'm guessing that I'll get at least half of David Soutter's salary back from Neil em, because the way it's gonna work is that I'll lend David Soutter out to the group

NW: Yup

MB:... and then Neil's gonna repay me for the time he spends on group activities [interruption in recording]... keep the accounts straight now you're either a Senior Adviser or a band 1

NW: Yup

MB: The first pay point for a senior adviser is £31733, em

NW: Yup

MB:... band 1 is £23583, there's a hell of a jump

NW: There is

MB: Well, em

NW: I think I'm worth 31 (laughs)

MB: Yes, well, I know, I know, this is it, because really, really you're a senior adviser just like David is, David's a group, a group employee

NW: Yes

MB: So, Neil's going to refund me from em, right that's the full time salary, so, so....

NW: Hello, hello, are you still there?

MB: I am still here, yep,

NW: Sorry, I thought you'd gone, there, the phone just did a pop, I thought you'd gone but you're there...

MB: Sorry, I'm working, I'm trying

NW: I'm happy to work full time, if you want me to work full time but if you initially you want to save some money, if you want me to work on a part time basis, at that salary then I'll do it



MB: Ok, you're going full time, then? Right ok. That makes sense, Nigel because really the constituency manager thing is gonna be, even if you're on a part time you'll end up being full time anyway because a it's the way you are and b that's the way it's gonna go

NW: Yah. Cos I will work, I work dawn to dusk now anyway every day of my life, I do (laughs)

MB: What I don't want to do is put you on a part time contract, employ somebody else and then not be able to move you up to full time

NW: Yep, yep

MB: So, the main people need to bags the funds now, em, I've got a maximum of 95 but I've also got to take into account the increments later but I'll have got rid of David by then

NW: Well, er, er, exactly, to be honest ...

MB: To be honest it sounds horrible saying that but he won't be on my budget then

NW: Yes, exactly, so

MB: So, I can probably, I need to, I'll, do my sums

NW: Yep

MB: Erm

NW: Well, I'll leave it with you (says something else that I can't hear)

MB: ...it's not a problem

NW: Ok

MB: Cos we've just had this, because we've just had this, because, they voted, they gave us a £10000 a year increase didn't they, em, so the salary is now £64000, so if need be I can always top up the salaries from that

NW: Yeah exactly, so er, erm, no that's fine

MB: Because I can move funds between the two erm, so yes, so I'll do my sums and see, and see if they'll let me do it

NW: But at the end of... you do that, I'll fill the papers in and I mean I'm around over the weekend, I'm around Monday, er and we'll meet whenever you need to meet really and chat and I can pass this paperwork

MB: I need to confirm the salary to the business unit on Monday perm and I'm employing Richard on the lowest band

NW: Ok

MB: em, because he's got no experience, he's got no qualifications for it, he's very much, I mean I discussed it with him last night, he's quite happy, erm even on the lowest band, just over 18000 he'll be on more money than he would be if he stayed doing what he's doing

NW: Exactly, so and of course very quickly, he'll get himself in a position where, for his own CV, you know, his employability in terms of you will go up as well, so he'll go up the back door really

MB: Yes

NW: So that's brilliant

MB: I can move him up to an appropriate band at the end of the year

NW: Yep

MB: Erm, but because of the increment Senior Adviser then ends up after 5 years on 38762, so that's not bad

NW: No, it's Pretty good...absolutely.....and that falls within all the

MB: These bindings are wrong really, they need a fourth band between senior adviser and band 1 because you've got a jumps, a jumps of 8000

NW: Righty o, I'll let you get on with your morning, if there's anything else you need to chat to me about, give us a ring, I'm only out and about and what have you and er,,if there's anything, I'll fill in this thing now, er and I'll speak to you when I meet you either tomorrow or Monday

MB: Yep, ok then

NW: Alright Michelle, have a good morning, take care, bye now.

MB: Bye

## Atodiad B – Datganiad gan Michelle Brown AC

Ty Hywel  
Cardiff  
CF99 1NA

4<sup>th</sup> December 2017

Chairman of the Standards Committee  
National Assembly For Wales  
Cardiff  
CF99 1NA

Emailed to: [SeneddStandards@assembly.wales](mailto:SeneddStandards@assembly.wales)

– Dear Mr Chairman

–

– I am writing to the committee with my additional response to the complaints made against me.

–

– I acknowledge that I was an AM and should have had that in mind when I had the conversation with Williams. I was not aware that the conversation was being recorded, but nevertheless I should not have used the terminology I did.

–

I used a verbal short cut, believing it to be innocuous, to make a socio-political point which the Commissioner for Standards has acknowledged I was entitled to make. However, I should not have used those words. My language was unprofessional and crass and if I had considered my words properly before speaking, I would have said what I needed to say in a professional and civilised way.

Had I known or suspected the conversation was being recorded or would be disclosed to a third party, I would not have used any words that could be considered insulting or able to cause offence, as I have no desire to cause offence to anyone. I fully accept that I should have ensured there was no chance of causing offence, by not using the language I did. In my past there has never been any suggestion that I have made racially offensive comments.

I did not intend any slur on Mr Umunna's heritage or ethnicity and I particularly regret using the words I did since they have been perceived as such. I therefore sincerely apologise for the terms I used and any offence they have caused.

Yours faithfully

Michelle Brown AM

–

## Atodiad C – Datganiad gan Neil Hamilton AC, mewn rôl ymgynghorol i Michelle Brown AC

### SUBMISSION BY NEIL HAMILTON AM TO THE STANDARDS COMMITTEE

#### IN THE MATTER OF THE COMPLAINT AGAINST MICHELLE BROWN AM

1. I am concerned about the wider implications for Assembly Members of treating as admissible evidence the recording of a private and confidential conversation between two people which was
  - (a) clandestinely recorded
  - (b) deceitfully redacted
  - (c) maliciously published
  - (d) in revenge for dismissal for gross misconduct (including breach of confidence), and which has
  - (e) led to complaints which appear to be politically motivated.

#### PRIVATE AND CONFIDENTIAL CONVERSATION PUBLISHED BY MR WILLIAMS

2. The word “coconut” was uttered in a conversation which Mr Williams and Ms Brown which clearly was and both regarded as private and confidential at the time.
3. The Commissioner finds (vide para 21) that the conversation complained of was:

“between two close colleagues, if not close friends. At the time of the conversation, **neither party anticipated that their words would end up in the public domain.**”

In those circumstances, it is difficult to see how the material words could possibly have brought the Assembly into disrepute, unless Mr Williams himself was offended by them. The Commissioner found by inference that he had not been so offended (vide para. 24)

4. Ms Brown’s evidence is that Mr Williams agreed enthusiastically with what she said. Furthermore, Mr Williams appears to have covertly redacted the recording to remove sections apparently showing him agreeing with Ms Brown.

Far from demonstrating that he was “appalled,” the recording shows Mr Williams laughing with Ms Brown. Furthermore, he subsequently sought and accepted a job as her Chief of Staff.

#### **DATE OF RECORDING**

5. It is material that it occurred on 14 May 2016, just a few days after Ms Brown’s election and before she had absorbed the Code of Conduct. It is not widely appreciated that the Code may be interpreted as covering private and confidential conversations of AMs.

There should, in my opinion, be a very high threshold before invoking its provisions to impose punishment for words spoken in a private and confidential setting.

Clause 3(1)(v) of the Code states that to be admissible a complaint must be made “*within one year from the date when the complainant could reasonably have become aware of the conduct complained about.*” The purpose of such a limitation period is to avoid stale complaints.

As Nigel Williams did not leak the recording until over a year after it was made, the limitation provision is not strictly relevant. However, I submit that the Committee should bear in mind the lapse of time and the isolated nature of the potential breach of the Code by Ms Brown. There is no evidence of any other potentially offensive expressions used publicly or privately by Ms Brown either before or in the eighteen months since.

#### **POTENTIAL DAMAGE RESULTS FROM MR WILLIAMS’ MALICIOUS PUBLICATION NOT MS BROWN**

6. Accepting, for the purposes of argument, that the word “coconut” in this context is a term of racial abuse (a decision which the Commissioner has not sought to justify), any damage to the Assembly’s reputation (of which no evidence has been produced) results not so much from Ms Brown’s private words but from Mr Williams’ publication of his clandestine recording.

#### **NO EVIDENCE OF ACTUAL DAMAGE TO ASSEMBLY REPUTATION**

7. Is there any evidence of damage to the Assembly’s reputation? None whatever, in my submission.

A report of the incident appeared on WalesOnline on 12 June 2017. By the latest update, 21 July 2017, it had attracted only 58 comments from 22

correspondents, some supportive of Ms Brown and others who are manifestly bigoted opponents of UKIP. I attach the complete print-out. But here is a sample of its anti-UKIP abuse:

**fella1971:** “the party for middle English racists is finished....”

**Bluebird1982:** “You’d think looking the way she does, you know, generational inbred look with the classic overbite features...with teeth like that you could flip her upside down and rake the garden.”

**ChristopherWilliams:** “United Kingdoms Ignorant People.”

**Dafydd Williams:** “Can’t we just throw these UKIP jokers out of the Assembly immediately?”

There is no evidence that the general public, as opposed to UKIP’s political opponents, is in any way bothered by the term “coconut.” If the Committee thinks otherwise, in my submission, it should produce credible evidence to justify its opinion.

## 8. AN ACT OF MALICE AND REVENGE

Nigel Williams sent the recording to the *Liverpool Daily Post* as an act of malice and revenge following

(a) his dismissal from Ms Brown’s employment for gross misconduct and

(b) the failure of an attempt by his confederate, David Soutter, to pressure UKIP into deselecting Ms Brown in the deluded hope that Mr Williams could replace her as an AM for North Wales (deluded because Mr Williams was not on the ballot-paper as one of the four UKIP candidates nominated by UKIP in North Wales).

9. In my respectful submission, this recording should not be admitted in evidence by the Committee because –

(a) It records a private conversation between “two people who were close colleagues, if not friends” – as distinct from unrelated members of the general public;

- (b) it was recorded by Mr Williams clandestinely and
- (c) was not intended at the time by either party to be released into the public domain;
- (d) it was covertly redacted by Mr Williams to disguise his agreement with the words he has complained of (which is a deception); and
- (e) published by him as an act of malice following his dismissal for breach of confidence (amongst other things).

### **VALIDATION OF DISREPUTABLE CONDUCT BY ASSEMBLY STAFF**

10. There are clear risks for all Assembly Members in creating a precedent by treating this tainted evidence as admissible.

It creates a licence for employees and others to make secret recordings of conversations and meetings with Members for potentially malicious use in disputes and in acts of personal or political revenge. In particular, as regards employees, it must strike at the heart of the relationship of trust and confidence which ought to exist between Members and their staff. Do we really want to live in such a “Big Brother” society?

11. It is a basic of principle of UK law that a litigant should come to court with “clean hands” and not profit by his wrong-doing, least of all where his complaint is malicious and he has tampered with the evidence to show himself in a better light. Mr Williams’ complaint is unmeritorious on those grounds.

12. Ms Brown had no idea that she was being recorded or that her unguarded words might be published to the world at large. She had no intention of causing public offence or diminishing the Assembly’s standing in anyone’s eyes.

### **LEGAL ISSUES AND CLANDESTINE RECORDINGS**

13. The Committee should be aware of a number of legal issues associated with secret recordings, which may mean they are inadmissible as evidence or may otherwise carry an adverse consequence in Courts and Tribunals.

An AM is entitled to expect that her rights are no less respected in an Assembly disciplinary forum akin to a court or tribunal, especially where it has the power to recommend serious penalties, including exclusion and loss of earnings.

14. Relevant issues include:

- recording someone secretly may breach their human rights;
- secret recordings are sometimes allowed as evidence, but the party who made the recordings is penalised when the court is deciding who pays which legal costs;
- the party being secretly recorded might sue for breach of confidentiality;
- the recording may breach the other party's data protection rights (there is specific guidance in the Information Commissioner's Employment Practices Data Protection Code and CCTV code of practice);
- a recording of an employee may be a breach of the duty of mutual trust and confidence.

15. In deciding whether to admit secret recordings in evidence, two conflicting interests have to be reconciled. The Court of Appeal considered the arguments in *Jones v University of Warwick* [2003] 1 WLR 954.

In criminal cases, such evidence may be admitted to rebut false or exaggerated claims, the acceptance of which might lead to a miscarriage of justice. There is an obvious public interest in preventing false claims being asserted.

But that is a quite different situation from Ms Brown's case, where she does not deny using the words complained of but says that she never intended that they should be made public or cause offence, still less to damage the Assembly's reputation.

### **POLITICALLY-MOTIVATED COMPLAINT**

Let us be frank. This complaint is made by political opponents: Hannah Blythyn AM (on behalf of the Labour Group) and Leighton Andrews. It seems likely from the tone of his complaint that Dave Cross is also politically motivated, although he provides no information on who he is or where he lives. No-one else has complained. In my submission, a large percentage of the population would not be offended by Ms Brown's use of the word "coconut" in the context in which it was used.

16. In passing, I point out that UKIP AMs are frequently the victims of derogatory abuse by other AMs e.g. Joyce Watson AM has described UKIP AMs as "rabid dogs" and Leanne Wood has falsely accused me of being a "holocaust denier" amongst other things. On neither occasion were they called to order by the Llywydd or DPO.



I have made no complaint about these abusive remarks as I think we should be adult enough to take such things in our stride. If the Committee takes a draconian view in Ms Brown's case, clearly, I shall have to consider making complaints against them and others.

### LEGITIMATE POINT OF VIEW

17. The Commissioner has said that:

**“the point which Ms Brown was making**, namely that despite his heritage Chukka Umunna, because of his privileged upbringing, had no greater understanding of the life issues which an ordinary member of the BME community faces, is a point which, whether one agrees with it or not, **is within the range of points that a politician is entitled to make.**” (vide para. 26)

In my submission, whilst the context was obviously Mr Umunna's skin colour, Ms Brown's invective was not aimed at his race but his perceived hypocrisy. Had she used a gratuitous term of abuse like n\*\*\*\*r, it would be quite different.

Whilst the use of the word “coconut” is disparaging, there was no connotation of racial inferiority. Indeed, according to the Oxford English Dictionary it is “black English” slang i.e. it originated in the BME community.

Is it racist for a black person to criticize another for being an “Uncle Tom?” (i.e. “a black person, especially a man, considered by other black people to be subservient to or curry favour with white people – a person who exhibits excessively deferential behaviour”).

What is the material difference between that and calling someone with ginger hair a “carrot-top” or making some other disparaging reference in private conversation to a person's looks such as weight, baldness, height etc? Are these also potentially to be treated with equal gravity?

I believe that normal people would judge as more repugnant the monitoring of AMs' private conversations as potential disciplinary matters. The nightmare world of “Thoughtcrime” beckons.....

18. Like it or not, the term “coconut” is widely used. The Collins English Dictionary defines it as follows:

“a black or Asian person who conforms to white culture at the expense of his or her ancestral culture, the idea being that, like a coconut, he or she is dark on the outside and white on the inside”

Collins English Dictionary. Copyright © HarperCollins Publishers

19. As recently as 24 August 2015, that pantheon of political correctness, *The Guardian*, published an article by South African black activist, Panashe Chigumadze, (copy attached) containing the following:

**“I had already taken my first steps on the road to becoming a fully-fledged coconut**, that particular category of “born free” black youth hailed as torchbearers for Nelson Mandela’s “rainbow nation” after the fall of apartheid; the same category of black youth that are now part of the forefront of new student movements calling for statues of coloniser Cecil John Rhodes to fall”, and for the decolonisation of the post-apartheid socio-economic order.

**We all know what a coconut is, don’t we? It’s a person who is “black on the outside” but “white on the inside”**. This term came into popular South African usage in apartheid’s dying days as black children entered formerly white schools. At best, coconuts can be seen as “non-white”. At worst, they’re “Uncle Toms” or “agents of whiteness”.

I’ve chosen to appropriate the term and self-identify as a coconut because I believe it offers an opportunity for refusal. It’s an act of problematising myself – and others – within the landscape of South Africa as part of the black middle class that is supposed to be the buffer against more “radical elements”.

*Lecture given by Panashe Chigumadzi at Wits University, as part of the [Ruth First fellowship](#).*

<https://www.theguardian.com/world/2015/aug/24/south-africa-race-panashe-chigumadzi-ruth-first-lecture>

#### **[NOTE ON MS CHIGUMADZE**

*Panashe Chigumadzi was born in Zimbabwe and grew up in South Africa. Her debut novel *Sweet Medicine* (2015) won the 2016 K. Sello Duiker Literary Award. She is the founding editor of Vanguard Magazine, a platform for young black women coming of age in post-apartheid South Africa. A contributing editor to the Johannesburg Review of Books, her work has featured in titles such as *The New York Times* (USA), *The Washington Post* (USA),*

*Transition (USA), The Guardian (UK), City Press (SA), The Sunday Times (SA) and Die Zeit (Germany).*

*Prior to this, she was as a journalist for CNBC Africa, columnist for Forbes Woman Africa, and project executive to the Managing Director of the Africa Business News Group.*

*In 2015, she became a Ruth First Fellow. Having completed her Masters Degree in African Literature at the University of Witwatersand, she was the curator of Soweto's inaugural Abantu Book Festival, the first of its kind and magnitude for black readers and writers in South Africa's largest township, which took place in December 2016. In 2017 she was a resident of Iowa University's International Writer's Program.]*

### **“GUILTY MIND” ESSENTIAL**

20. In a criminal case, (“strict liability” offences like speeding excepted) the intention of the accused is crucial.

Generally, you cannot be convicted if you did not have a “guilty mind” i.e. intended the offence or it was the natural and ordinary consequence of an action (in this case, the words in their material context).

- (a) Clearly, Ms Brown did not intend to offend anyone by her words spoken in private conversation with Mr Williams.
- (b) There is no evidence that the word “coconut”, in this specific context, is regarded by ordinary people as so offensive as to bring the Assembly into disrepute.

21.

The Standards Commissioner is an independent advisor to the Committee, whose report should be treated with respect. But the Committee is entitled to question his judgments and to reach a different conclusion. Indeed, the existence of a system of appeals implies the possibility of disagreement with his judgments.

In my respectful submission, it is a matter for discretion whether to admit tainted evidence such as Mr Williams’ partially-redacted recording. Each case will turn on its merits and judges exercise discretion in the particular circumstances of each case. One judge might well differ from another, without undermining the general rule.

Where the detriment to the public interest from publication of the offending words exceeds the detriment to the accused's human or other legal rights, the discretion might be exercised to admit the evidence.

In my submission, this is not such a case, for the reasons stated above, which I summarise:

- (1) The conversation occurred within a few days of Ms Brown's election and before she was fully aware of the ramifications of the Code.
- (2) It was a private conversation of a general nature between friends and political allies in the same party, only part of which concerned a potential staff appointment.
- (3) Ms Brown was entitled to regard it as confidential and was unguarded in her use of language on that basis.
- (4) Any harm to the Assembly's reputation (as to which no evidence has been produced) resulted more from the unauthorised publication and subsequent political furore than the offending word itself.
- (5) Insofar as the word "coconut" in this specific context is a term of racial abuse, it is at the lowest level of severity (compare with an indisputable racially-derogatory word like "n\*\*\*\*r").
- (6) The gravamen of the word in the specific context of the conversation was not "racial inferiority" but "hypocrisy", which the Commissioner accepts is "within the range of points a politician is entitled to make".
- (7) The public interest in maintaining Ms Brown's right to confidentiality in this case outweighs any harm done from using language which some (but far from all) might regard as racist. Had she used exceptionally abusive and derogatory terms stigmatising an entire race (e.g. "n\*\*\*\*\*r"), the opposite consideration would apply.

- (8) There is a public interest in maintaining the duty of trust and confidence between AMs and their staff, which is undermined by validating breaches, such as Mr Williams' clearly malicious actions in this case.
- (9) There is a clear public interest in maintaining freedom of speech and conscience, especially in conversations which are ostensibly private and this interest should be over-ridden only in cases of egregious harm to some other public interest.
- (10) It is not clear why some forms of abuse ("coconut") should be regarded as actionable but others not (e.g. "rabid dogs").
- (11) It is clearly a matter of opinion whether the term "coconut" in the context of this case "falls below the standard of conduct required of AMs to maintain and strengthen the public's trust and confidence in the integrity of the Assembly." The Commissioner is entitled his view but I and my group respectfully disagree. Too draconian an approach to such complaints is at variance with what is publicly acceptable to a substantial proportion of the people we represent.
- (12) In this instance, the Committee's decision will be seen by many as political rather than quasi-legal and this risks undermining the party consensus on confidence in the Assembly's Code of Conduct.

## 22. Finally, a submission on the Committee's sentencing powers:

Clause 3 of the Code obliges the Committee to have regard to the following considerations:

"In deciding what sanction(s) to recommend to the Assembly, the Committee will make a judgement based on the specific circumstances of the case in question. It will consider

- (a) the severity of the breach,
- (b) the extent to which it may have brought the Assembly into disrepute, and

(c) whether the case in question is a repeat offence, or  
(d) shows persistent conduct which may be considered to show contempt for Assembly colleagues, the rules or the institution.

(e) The Committee will also take account of intent, i.e. whether a breach is deemed to have been committed intentionally or not, and

(f) whether any dishonesty or deceit is deemed to have been involved.”

### **23. CONCLUSION**

**(A) In my respectful submission, there has been no breach of the Code.**

**(B) If the Committee thinks otherwise and can justify its opinion, I submit that the breach is at the lowest level of severity.**

**There is no evidence of actual damage to the Assembly’s reputation.**

**It is an isolated case and there has been no repetition.**

**Ms Brown had no intention to breach the Code and there has been no dishonesty.**

**In the circumstances, Ms Brown should either be acquitted or receive the lowest possible sanction.**

**Finally, in principle, the Assembly should be loath to restrict AMs, as elected representatives of the People, in what they say or how they say it, especially in private conversation. The People should generally be the ultimate arbiters of taste, via the ballot box, not political opponents in the Assembly.**

**Certain limits on freedom of speech may be justifiable within the Assembly to maintain order and civility but attempts to control speech outside, especially in private conversation, are fundamentally oppressive and undemocratic.**

**It should be for the law, not a politically-constituted Assembly, to take action if the parameters of free speech outside it are thought to have been exceeded.**

**14 December 2017**

## Atodiad D – Cofnod y Trafodion o'r Pwyllgor Safonau Ymddygiad, 16 Ionawr 2018

09:44

### Ystyried Adroddiadau'r Comisiynydd Safonau yn unol â Rheol Sefydlog 22.2(i): Sesiwn Dystiolaeth Consider Reports from the Commissioner for Standards in accordance with Standing Order 22.2(i): Evidence Session

[1] **Paul Davies:** Okay. Good morning. So, if we go on to item 2 on our agenda, and that's an evidence session, can I welcome Michelle Brown and her adviser, Neil Hamilton, to the meeting? The purpose of this session, of course, is to give you an opportunity to give evidence to us regarding this complaint. And, just to advise you that, under paragraph 7.8 of the procedure for dealing with complaints against Assembly Members, a transcript of the oral hearing will be provided, which you'll be able to check for factual accuracy in due course. And I'd also advise you that the oral hearing, obviously, will not be transmitted. Can I also advise you, obviously, Mr Hamilton is here purely as an adviser, but we have no issue in him participating in the proceedings as well? And can I—? Before we go into questions, can I ask if you have any comments on the factual accuracy of the commissioner for standards' report? Are you happy with the accuracy of that report?

09:45

[2] **Michelle Brown:** Yes.

[3] **Paul Davies:** Yes. Okay. Can I also confirm if you are happy for us to accept Mr Hamilton's submission to us as your adviser?

[4] **Michelle Brown:** Yes, quite happy.

[5] **Paul Davies:** Okay. So, before we go into questions, can I perhaps invite you to give us a brief oral statement on the complaint and any comments you'd like to make before we go into questions?

[6] **Michelle Brown:** I've already commented in writing on my—what I said. You know, there was no intention to cause any offence to anybody. It was a private conversation, as I thought. It was disclosed out of spite, pure spite, not out of concern for the public interest. I think Neil has—. I think I'll hand over to Neil.

[7] **Neil Hamilton:** With your permission.

[8] **Paul Davies:** Mr Hamilton, yes, of course.

[9] **Neil Hamilton:** Well, there's no dispute that the term 'coconut' used in this context was a term of abuse. I argue that it wasn't a term of racial abuse, because it wasn't in any way to diminish the subject of the epithet, Chuka Umunna, by virtue of his race, but more by virtue of his conduct, which Michelle Brown regarded as hypocritical. I have an issue—a major issue, actually—with a private conversation clandestinely recorded, maliciously published, of an Assembly Member's private conversation, which both parties regarded at the time as confidential, being used as the subject of a complaint. Because this seems to me to be a highly dangerous precedent for us to set, that anybody can record any of us, at any time, because the commissioner for standards, correctly in my view, interprets the code of conduct as applying to all Assembly Members at all times, in all respects, as to their conduct, behaviour, language, et cetera. This is a very, very high bar for us to have set against us as individuals in public life, and I do believe that even though there might be a technical infraction of the code of conduct—that's perfectly arguable in this instance—it would be wrong to impose any kind of punishment upon Michelle Brown on the facts of this case. And I've submitted evidence to that effect, although it wasn't circulated with the documents that I received of the use of this term in other contexts, which perhaps exemplifies what I've argued. I've sent around this copy—*[Interruption.]* No, that's a different document.

[10] **Llyr Gruffydd:** Sorry.

[11] **Neil Hamilton:** Oh, that one, yes. Which is a perfect example of how this term can be used in a way that I think is not racist in tone or intent. Yes, we all get abuse from time to time. I mean, I've been abused most days of my life for the last 40 years in politics, and I've been abused in this institution by individuals in the party from whom the principal complaint against Michelle derives, and I've not made any complaint that Joyce Watson has described all UKIP members as behaving like rabid dogs, for example. I haven't complained even when Leanne Wood accused me, quite falsely, of being a Holocaust denier, but when we get into—. And that was in the public domain, not in the Assembly itself, so I could have made a complaint against her. I didn't even contemplate doing it. In public life, we're in a rough-and-tumble existence, and I think we should take the rough with the smooth, and we shouldn't be snowflakes in the way that we look at each other. Of course, there are terms of abuse that we shouldn't tolerate, and I've given some redacted examples in the course of my written evidence. And, yes, I think we have to look at these things in their proper context, and I've no dispute with the commissioner in his finding, except to the extent that I disagree with his conclusion, for which he's given no actual reason, other than there have been the odd legal cases in magistrates' courts, where, again, of course, no reason is given for the decision that the term 'coconut' and similar terms are terms of racial abuse.



[12] I do think that, before we create a precedent, which you have the capacity to do as a result of this decision, we ought to think very, very carefully indeed about what the potential, perhaps unintended, consequences might be. I've made all my arguments in written form, so I won't repeat them now, except to say that, you know, we should, I think, be realistic in the sense that we live in the real world and in private conversation we're often not cautious about what we say. We don't expect our words to be repeated outside and if we had to behave in a way whereby we thought that we were being recorded at all times that would be an intolerably oppressive society in which to live. And I don't think that this committee should in any way give any comfort to those who want us to live in those conditions. And I have to say that the code of conduct hitherto has been accepted by all parties and all Members without any real argument or dispute, but I do see here there is a potential dispute about free speech and about the importance of private life. This, therefore, is a highly important case and should be treated with extreme gravity, I think, by you in coming to a conclusion.

[13] **Paul Davies:** Okay. Well, thank you for those comments. Before I invite other Members to ask questions, if I can just kick off just by asking a couple of questions around the submissions—. Now, Michelle Brown, obviously, you submitted a paper to the standards commissioner, and I think in point 8 of that submission you suggest that, obviously, the term 'coconut' is widely used among the BME community, and therefore suggesting that there's nothing wrong in using that term. However, in your letter dated 4 December, you acknowledge that, and I quote:

[14] 'I was an AM and should have had that in mind'.

[15] And you go on to say,

[16] 'I should not have used those words'.

[17] Do you therefore regret using the term 'coconut'?

[18] **Michelle Brown:** With hindsight, I regret using that term in that conversation, yes. It's not something that I would normally do. I mean, it is a complete aberration. It's not—. It isn't a term I would normally use, it's a term I used on that occasion, as—you know, in a context that I clearly explained to the person I was speaking to, who wasn't offended by what I said. In fact, he was laughing and agreeing with me in the background.

[19] **Paul Davies:** So, you accept it's a form of racial abuse.

[20] **Michelle Brown:** No, I don't think it is. I think, for starters, context is everything.

[21] **Paul Davies:** But, in your letter dated 4 December, you do apologise for using those

words. So, do you therefore accept that you shouldn't have used those words in the first place?

[22] **Michelle Brown:** With hindsight, but I think—. You know, I regret the offence that it's caused, I regret that it—. I regret the time that's been spent on this matter because of it, but I do not believe that that term was racially abusive, then or now.

[23] **Paul Davies:** Okay. Llyr, would you like to come in on this?

[24] **Llyr Gruffydd:** But you do admit in your letter that it was a slur on Mr Umunna's heritage and ethnicity.

[25] **Michelle Brown:** Where?

[26] **Llyr Gruffydd:** In the final paragraph.

[27] **Michelle Brown:** No, that's not an admission. That's not an admission. That's just a clarification of my intention at the time.

[28] **Llyr Gruffydd:** Okay.

[29] **Paul Davies:** Okay. You also, obviously, refer to the code of conduct in your submissions, and I think in your submission dated 15 November you say that obviously you were aware of the code of conduct, but I notice that in your adviser's submission it says you did not absorb the code of conduct when this conversation took place. So, were you aware of the code of conduct when this conversation took place?

[30] **Michelle Brown:** I was dimly aware. I was aware of the existence of the code of conduct. I wasn't aware of the detailed provisions of the code of conduct. And, until the standards commissioner admitted this complaint and started investigating it, I was not aware that the standards code of conduct applied to private conversations. I believed that that code of conduct just covered public statements and that—. Actually, I also thought that it covered activity in the Assembly. I've discovered since that it doesn't cover statements made in the Chamber. So, you know, I was eight days into my term as an Assembly Member, having never expected to get in as an Assembly Member.

[31] **Paul Davies:** But you do accept that you're an Assembly Member 24 hours a day.

[32] **Michelle Brown:** I do now, but we're 18 months on.

[33] **Paul Davies:** Okay. Okay, thanks. Llyr.

[34] **Llyr Gruffydd:** Mr Hamilton's just told us that he's not sure that the code of

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conduct should apply all the time, every hour of the day, to every single Member, in all capacities, if you like, be it private or public. When should the code of conduct not apply, then? I'm just sort of—. Because either you have a code of conduct that is applied fully, or, really, it's unravelling, isn't it, surely?

[35] **Neil Hamilton:** I think the point I was making was perhaps a rather subtler one.

[36] **Llyr Gruffydd:** Okay, go on. You'll need to be less subtle than me. [*Laughter.*]

[37] **Neil Hamilton:** Yes, the code of conduct should apply to all hours of the day and night, even when you're asleep—who knows what you might say in your sleep, of course. Then, nevertheless, we ought, I think, to be slow to impose censure upon any Assembly Member for anything that might be said or done during that 24 hours in private, as well as in public. I think that each case must be looked at very carefully upon its facts, and I think the intent of the Member is very important in this respect, and the gravity of the offence, I think, is determined not by a word taken out of all context, but by the circumstances in which it is used. Personally, I don't find the word 'coconut' very offensive at all. I'm at a loss to understand why this should be regarded as a racial epithet, as I said in my written submission, any more than any other term of abuse that relates to a personal characteristic should be regarded as inherently degrading the person at whom it is aimed in all circumstances. So, what I'm saying is that, yes, you should retain the power to censure Members for anything they do in the course of a day, but it's the way in which the code of conduct is applied that is important, I think, in this case.

[38] So, I believe in the institution preserving its dignity, and Members should be slow to use language that is abusive. Certainly, in public, there can be no excuse for it, but in private conversation, and particularly where the publication arises for unmeritorious reasons, as in this case—. It's quite clearly Nigel Williams trying to get his own back on Michelle for being dismissed from his employment, paradoxically, among other things, for breach of confidence. So, he has actually, I think, condemned himself by his own action in this respect in his employment case as well. And so I do think that it's a case of the application of the code, rather than the extent to which it is potentially operable.

[39] **Llyr Gruffydd:** So, you're not suggesting it should be changed, as such.

[40] **Neil Hamilton:** No, I wouldn't argue that it needs to be changed, but just that we need to interpret it and apply it in a sensitive way, so as to preserve what we regard as, you know, tolerance and liberal principles in free speech and a normal way of life. I mean, I think it would be intolerable if we had always to be looking over our shoulder at what we do and say in private and have to behave as though we're, you know, dressed in our Sunday best and the minister is listening in on what we are saying.

[41] **Llyr Gruffydd:** But in this context, of course, Michelle was discussing terms of

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employment, and clearly wearing a potential employer's hat. Well, you're shaking your head. You know, could you respond to that, then? Because, clearly, the discussion was around—

[42] **Michelle Brown:** Yes, it's not as black and white—

[43] **Llyr Gruffydd:**—you know, 'I might employ you. When would you work? How flexible would your hours be?'

[44] **Michelle Brown:** It's not as clear cut as that, Llyr.

[45] **Llyr Gruffydd:** Okay.

[46] **Michelle Brown:** I met Nigel—. I met Nigel Williams when I first became a member of the party. He was my branch chair. He and the people in Delyn were my branch.

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[47] Later on, when I became chair of the neighbouring branch, he was a fellow co-chair and we had a very, very close relationship. I thought we were friends and allies. That was not just Joe Bloggs phoning me touting for a job; that was somebody with whom I had an existing and established relationship of trust, because of the things that we'd been through—all the shenanigans with the selection and everything. Somebody who I'd supported. It wasn't just a normal candidate phoning up, it was somebody with whom I had a relationship, because of something that happened way before the Assembly, because of the party, phoning me and using that relationship to tout for work. That's a little bit different from Joe Bloggs phoning me on a Saturday morning, somebody I don't know or somebody I've just known in passing. Nigel and I were not in that kind of relationship, we were in a relationship where we were friends and there was supposed to be mutual trust and confidence. There obviously wasn't, because he was secretly recording what I said.

[48] **Llyr Gruffydd:** But you can't deny that you discussed roles and responsibilities, because there's reference in the transcript here to having him down as a casework manager, someone else as a constituency manager, but he's actually going really be the constituency manager.

[49] **Michelle Brown:** Yes, but you'll also see from that transcript that he's still touting for work, he's still justifying why I should give him work.

[50] **Llyr Gruffydd:** So, he's speaking to you, in parts of this discussion, as an AM then, in your role as—

[51] **Michelle Brown:** No, he's speaking to me as a person he knows who can give him a job.

[52] **Llyr Gruffydd:** So, in what other capacity could you have given him a job?

[53] **Michelle Brown:** Well, yes, but—

[54] **Llyr Gruffydd:** Okay, but as far as I'm concerned—

[55] **Michelle Brown:** You're talking about this as if he was just some anonymous person who phoned up; he wasn't.

[56] **Llyr Gruffydd:** No, I'm not. No, I'm not. You can discuss jobs and terms of employment with anyone, really.

[57] **Neil Hamilton:** Can I suggest that this is a bit of a blind alley, because the commissioner has, in my view, correctly interpreted the code of conduct as applying to, and I quote, 'Members at all times, even in their private lives, and when not engaged on matters arising out of membership of the Assembly'. So, whether the context was a conversation about the possibility of Nigel Williams having a job with Michelle is not terribly germane to the outcome of the proceedings this morning, and—

[58] **Llyr Gruffydd:** Well, the point was being made about it being a private conversation and I'm just teasing out how official, or otherwise, it was.

[59] **Neil Hamilton:** Yes, but it was a private conversation, it was never intended to be made public, is the point that I was making, and it was clandestinely recorded. Michelle was not aware she was being recorded. If she had been aware she was being recorded, presumably she would have spoken very differently. I think that is the key point that we ought to have in mind here. I think the intention of the individual who is the accused on one hand is important, and I think also there is a distinction between private life and public life, and, yes, there is a crossover, as in this instance where there's a combination of the two: two people who knew each other very well, trusted one another implicitly. That trust was broken even at the time this conversation was being held, but unknown to Michelle.

[60] I think she is a victim here as well and, therefore, we should be slow to reward those who are themselves breaching what are regarded as the normal rules of acceptable conduct in order to seek revenge or whatever. If Assembly Members allow themselves collectively to be put in such a position, then it's going to undermine the way in which we operate as Assembly Members. I think another point that ought to be borne in mind here is that we're all human, this is a human institution, and, yes, we poke each other in the eye, metaphorically, on a regular basis, but we all, more or less, get along with one

another and work together happily and I think we should, therefore, approach cases of this kind in that spirit.

[61] **Paul Davies:** Gareth, do you have any questions?

[62] **Gareth Bennett:** Not on what's come up so far, no.

[63] **Paul Davies:** Can I just come back to you with regard to the term 'coconut'? Do you accept that people have been charged and found guilty of using this particular term? I'll give you an example. A councillor, back in 2010, was given a conditional discharge after being found guilty of racial harassment at Bristol magistrates' court in June 2010. So, do you accept that using the term 'coconut' is seen as racially abusive, given that people have been prosecuted and charged and found guilty of using that particular term?

[64] **Neil Hamilton:** Well, that was the case in the magistrates' courts in Bristol, and of course you don't get a reasoned judgment in a magistrates' court; it's a case of summary judgement. So, we have no idea why the magistrates arrived at that conclusion. It was never appealed, so the point has never actually been considered by higher authority that is binding, and of course magistrates' court decisions are not citable as precedence in English and Welsh law. So, I wouldn't, myself, regard that as a strong argument for saying that it is racial abuse.

[65] Also, the context of that was quite different. The use of the word 'coconut' in that context was quite different to in Michelle's case, because if you look at the facts of the case, this was a black councillor referring to an Asian councillor, actually. The term 'coconut' was not used because the black councillor, who used the term, thought that the Asian councillor was a hypocrite; it was just a term of racial abuse, which, actually, in the context it was used, was meaningless, because the term 'coconut' means somebody who has the outward signs of one lifestyle, but actually is trying to pretend to be something very different. It refers to a form of hypocrisy. Another term that used to be used was an 'uncle Tom'—somebody who behaves like a white person or who betrays his black heritage in order to curry favour with the white masters, in southern American nineteenth-century usage. So, I don't think that you can cite that one case to justify any decision to condemn Michelle in this case. I think the facts are very distinguishable.

[66] **Paul Davies:** Okay. Thank you. Are there any other questions from Members? No. Can I therefore thank you both for attending today's committee meeting? Just to advise you, obviously we will be making our decisions in due course and producing a report, and we will let you know the outcome of that in due course. So, thank you very much indeed for—

[67] **Neil Hamilton:** Can I just say one thing before I go, and that is on any potential penalty? The penalties that are available to the committee have been set out in one of the

memoranda that—

[68] **Paul Davies:** Yes, and that will be a matter for us as a committee, of course.

[69] **Neil Hamilton:** I'm not arguing that we should find that no breach has been found and the complaint is dismissed; that's the first thing. I am arguing that it is possible that a breach has been found, but the failure is of such a minor nature that the complaint should be dismissed. The alternative is number 3: that a breach has been found, but that no further action should be taken. My feeling is that 3 is probably the most appropriate outcome in this case, if I may, in my respectful submission, make that point to you.

[70] **Paul Davies:** Okay. Point received loud and clear, but of course it will be a matter for us as a committee to make that decision. Thank you very much for your attendance today.

*Daeth yr eitem i ben am 10:09*  
*The item ended at 10:09*