

Public Safety Commission Meeting

December 18, 2014, 9:00 a.m. 6100 Guadalupe, Building E Austin, TX 78752

Summary

(This report represents a summary of events of the meeting, and is not necessarily complete nor an exact transcript of testimony.)

The Public Safety Commission will convene as posted to consider and take formal action, if necessary, on the following agenda items:

I. CALL TO ORDER

9:01 am – Chairwoman Cynthia Leon called the meeting to order. In attendance: Chairwoman Cindy Leon, Commissioners Randy Watson, Steve Mach, Faith Johnson, and Manny Flores. A quorum was present. Also present were, Director Steve McCraw, Deputy Director David Baker, Deputy Director Cheryl MacBride, Deputy Director Duke Bodisch and General Counsel Phil Adkins.



II. APPROVAL OF MINUTES

A motion was made and seconded to approve the minutes from the October 16, 2014 PSC Meeting. Passed Unanimously.

III. PUBLIC COMMENT

(Members of the public wishing to address the Commission are subject to a time limit of 5 minutes and must complete a Public Comment Registration Card located at the entry. Should a member of the public bring an item to the Commission for which the subject was not posted on the agenda of the meeting, state law provides that the Commission may receive the information but cannot act upon it at the meeting. The Commission may direct staff to contact the requestor or request that the issue be placed on a future agenda for discussion.)

Chair Cindy Leon went over the rules for public comment. Three cards were submitted for comment. Item 6B is for the Breath Alcohol Testing Regulations, which will be addressed later in the meeting, so if you wish to comment regarding that issue, please wait to comment when we reach that item on the agenda.

Michael Knolls – Texas State Inspection Association – Just wanted to thank the Commission and staff for working with our association to keep the dialogue open.

Emily Christie – Executive Director, and Tom Clowe – President, of the Texas DPS Foundation – Discussed the progress of the foundation as well as their mission and leadership.

The Texas Department of Public Safety Foundation is governed by a Board of Directors committed to serving Texas' premier law enforcement agency. Initial members include:

- President Tom Clowe (Waco)
- Ernest Angelo (Midland)
- Treasurer Carin Barth (Houston)
- Kyle Bass (Dallas)
- Dan Branch (Dallas)
- Vice President Ada Brown (Dallas)
- Wales Madden (Amarillo)
- Linda McCaul (Austin)
- Colleen McHugh (Corpus Christi)
- Harriet Miers (Dallas)
- Jerry Patterson (Austin)
- Secretary Allan Polunksy (San Antonio)
- Jim Savage (Dallas)
- John Sharp (College Station)
- Bill Starkey (Dallas)
- Darrell Taylor (San Antonio)
- Ralph Wayne (Austin)
- Bartell Zachry (San Antonio)

The Texas Department of Public Safety Foundation Advisory Committee offers counsel to the foundation. Initial members include:

- Lamar Beckworth (Tatum)
- John Fainter (Austin)
- Tony Garza (San Antonio)
- Sarita Hixon (Houston)
- Bob Inman (Austin)
- Ron Krist (Houston)
- Bob McNair (Houston)

- Shannon Ratliff (Austin)
- Carol Vance (Houston)

IV. DIRECTORS REPORT A.

Presentations

Director Steve McCraw – Presented the following awards. DPSOA thanks the DPS Media and Communications Office for the following report regarding the Awards. Photos by DPSOA Executive Director John Pike.

DPS Honors Officers, Employees for Exemplary Service

AUSTIN – The Texas Public Safety Commission (PSC) and the Texas Department of Public Safety (DPS) Director Steven McCraw presented six *Director's Citations* and two *Life Saving Awards* to DPS employees for their outstanding service. In addition, two divisions within the agency received *Unit Citations* for their significant contributions to the DPS mission.

"Certain risks are inherent to police work, and the extraordinary officers we honor today exemplify the selfless character necessary for a career as a peace officer," said Director McCraw. "We are grateful for all of our award recipients – officers and employees – who so admirably serve this great state, and Texas is a safer place because of their actions and commitment to helping others."

The following awards were presented today:

Pilot Investigator Brent Crossley, Aircraft Operations in Waco, Tactical Flight Officer Vance Griffin, Aircraft Operations in Waco, and Tactical Flight Officer Saben Emery, Aircraft Operations in Garland, each received a Director's Citation for their assistance in the arrest of a suspect. On August 18, 2014, Crossley, Griffin and Emery responded via helicopter to a remote location in the Texas Hill Country in response to shots fired at law enforcement. The DPS aircrew arrived on the scene and began searching for the armed suspect who was hidden in a wooded area. The crew located and engaged the suspect in order to draw gunfire away from officers on the ground until he was ultimately taken into custody.



• **Cpl. Kevin Verner**, Highway Patrol in Bonham, received a *Director's Citation* for his efforts during a standoff. On June 6, 2013, Verner responded to assist the Fannin County Sheriff's Office with a family disturbance involving an armed individual. During a lengthy standoff, the suspect threatened to shoot officers and subsequently pointed his firearm directly at officers and began counting down. Fearing for the safety of officers at the scene, Verner then shot the suspect, who later died.



Trooper Jaime Galindo, Highway Patrol in Sweetwater, received a Director's Citation for his actions during a dangerous incident. On September 10, 2014, Galindo was patrolling U.S. Highway 84 in Nolan County when he conducted a routine traffic stop. During the course of the stop, Galindo learned the driver had an outstanding warrant and that he had violent tendencies. When Galindo told the driver that he was going to be arrested, the man ran to his vehicle, retrieved a handgun and began firing at the trooper. Galindo returned fire multiple times, hitting the suspect in the hand. The suspect subsequently surrendered and was taken into custody.



Trooper Justin Kaiser, Highway Patrol in Waxahachie, received a Director's Citation for his efforts during a life-threatening situation. On June 4, 2014, Kaiser was on patrol in Ellis County when he noticed a fire burning ahead of him and headed in that direction. As he approached the scene of a three-vehicle crash, he realized one of the vehicles was on fire. Kaiser approached the vehicle and quickly worked to pull the driver through an open window and to safety.



Sgt. Steven Tippett, Tactical Marine Unit/Highway Patrol in New Braunfels, and Sgt. Trent Price, Tactical Marine Unit/Highway Patrol in Denton, each received a Life Saving Award for their efforts during a potentially deadly situation. On August 11, 2014, Tippett and Price were conducting maritime patrol on the Rio Grande River in support of Operation Strong Safety when they observed individuals attempting to gain illegal entry into the United States. As the patrol vessel approached the group, approximately 15 people attempted to flee by jumping into the water and swimming back to Mexico. When it was apparent that several of the individuals could not swim, Tippett and Price jumped in to save the individuals from possible drowning. The individuals were subsequently turned over to the U.S. Border Patrol.



• The Texas Joint Crime Information Center (JCIC) received a *Unit Citation* for recently being name the Fusion Center of the Year and for their continued dedication to protecting and enhancing public safety and homeland security. The center serves as a focal point within the state and local environment for the receipt, analysis, gathering and sharing of threat-related information between federal, state, local, tribal, and territorial law enforcement and private sector partners. Accepting the award on behalf of the entire JCIC staff were the following: Assistant Director John Jones, Deputy Assistant Director Dale Avant, Maj. Lee Ann Groves, Capt. Karen Russell, Capt. David Cabrera, Capt. Jaeson Jones, Lt. Jason Brewer, and Lt. Leonard Hinojosa.



• The DPS Emergency Vehicle Operations Center received a Unit Citation for their continued hard work and dedication to innovation. Over the course of the last year, the staff of the Emergency Vehicle Operations Center researched, tested and evaluated the benefits of providing a special course specifically related to teenagers and distracted driving. Those recognized as members of the unit include: Lt. Jason Griffin, Sgt. Shannon Hamby, Sgt. David Hill, Sgt. R.D. Rhoades, Trooper Larry Blanco, Trooper Michael Bortz, Trooper Travis Browning II, Trooper Tommy Chase Jr., Trooper Leonel Garcia, Trooper Lonnie Hauck, Trooper Raymond Johnson Jr., Trooper Matthew Sliva, and Trooper Buddy Wise.



Director Steve McCraw also presented the following Service Awards:







30 Years Allan Troup THP – Region 5

40 Years
Joe K. Mitchel
Intelligence and Counter Terrorism
Austin Headquarters

45 Years Otis B. Locklar THP – Region 4

B. Operation Strong Safety Update

Director Steve McCraw – Provided an update on Operation Strong Safety, stating that it is not just about blocking illegal aliens from entering the U.S. The Operation confronts a whole range of illegal activities including, but not limited to Cartel-related kidnappings, public corruption, drug smuggling, extortions, high-speed

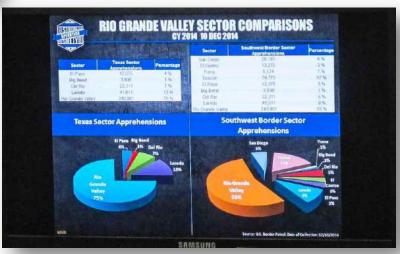


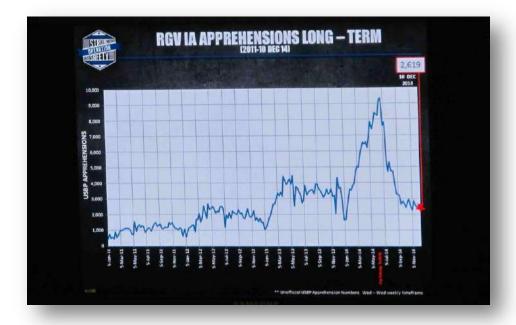
felony



vehicle chases, robberies, transnational gangs, murder for profit, home invasions, etc.

Since OSS-II began on June 23, 2014, as authorized by Governor Rick Perry, we have had the highest apprehension numbers since records have been collected in 1960. To handle the increase law enforcement presence in the RGV, the Command Structure had to be modified.





Note where OSS-II began as indicated in red at the bottom of the chart.

Our enhanced recording, tracking and reporting systems enable us to track patrol units' movements and allocate our resources to the areas where illegal activity is taking place. Gathering and monitoring criminal activity information better prepares us to proactively deploy appropriate personnel and equipment to areas where they can be most effective. The cartels have unlimited resources and recognize no moral boundaries when carrying out their illegal operations.

We really are at the epicenter of illegal activity. To secure the border, you have to be at the border, and we have mapped out our "Red Zone" of high activity all the way from the Rio Grand Valley to El Paso. And results matter. Reviewing a three year trend in drug and human apprehensions, in 2011, we had 112,000 incidents; in 2012, there were 166,000; in 2013, 242,000; and to date, in 2014, we have over 305,000 recorded apprehensions.

DPS and other law enforcement agencies previously have taken an undisciplined and unorganized approach to addressing these issues. We know operate with an organized and coordinated command which is proving to be very effective.

The Legislative Budget Board recommended and the Lt. Governor and Speaker of the House directed DPS to engage in OSS-II from January 1, 2015 at least until September 2015, and authorized overtime for Troopers, Agents, and Texas Rangers, giving us an additional 17% capacity for our law enforcement effort at the border.

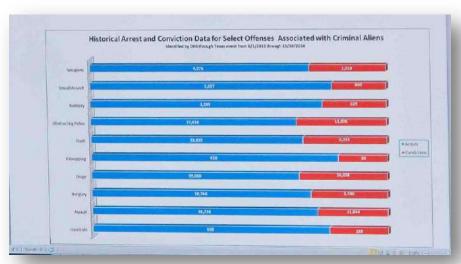


Our Strong presence at the border is making a difference and we are saving lives. At the end of the day, DPS did the job!

V. **NEW BUSINESS** A. Report and discussion

on Criminal Aliens

Assistant Director Skylor Hearn -Provided a thorough report regarding Criminal Aliens, listing a great deal of data. The state authorized in 2002, and later funded in 2008 a coordinated database system that is much more diversified



than anything that has been used in the past in Texas. With the additional data of combining multiple agencies information, stronger and more thorough metrics provide us with a tool to improve operations and better address the threats that we face. The chart above shows 10 of the 52 crime areas that we can now track and share with other agencies. There are over 180,000 criminal aliens represented in our data, accounting for 332,000 criminal charges. This activity happens throughout the state, and has taken place in 200 of our 254 counties.

Commissioner Manny Flores asked if we share this information with ICE, and AD Hearn responded "Yes". Director McCraw pointed out that the data reflects only repeat offenders, and does not include the "first timers".

Chairwoman Cynthia Leon had some questions regarding the numbers, and the explanation was even more complex, so AD Hearn offered to send her some written reports that lay out the data in a clearer manner that he could articulate. He pointed out that the wording is nuanced (differentiating between criminal aliens and illegal aliens), but having our own data source will help to get things right.

B. Report and discussion on the Special Operations Group



Assistant Director Randall Prince, Texas
Rangers, and Texas Ranger Major J.D.
Robertson (also Commander of our Texas
Tactical program) – AD Prince began by saying
that he would just say a few words and then turn
the presentation over to Major Robertson. We all
know that the Department has seen significant
growth and improvement in operations due to the
leadership of the Public Safety Commission and
Director McCraw and his staff. The Special
Operations Group is one of those improvements.

Historically for several years, the Department has relied on a 14 person, part time SWAT team to respond to critical incidents across the state as well as to assist local law enforcement agencies in the 254 counties. Though this served its purpose, it

could not keep up with the growing demand throughout the state.

In October of 2011, Director McCraw created the Texas Rangers Special Operations Group to address the asymmetrical threat facing Texas from criminal organizations, terrorists groups (both foreign and domestic), and, as we've heard today, from Mexican Cartels who dominate the activity in drug and human trafficking. The Ranger Special Operations Group consists of six programs:

A 20 person full time SWAT team 2 EOD Specialists (Bomb Squad) Ranger Recon Team 6 Regional Response Teams Crisis Negotiations Team Central Command Center

Most impressive, is that our SAG is made up of personnel from all divisions (troopers, agents and Texas Rangers), with 90 tactical operators, 60 crisis negotiators, all under a coordinated command structure. Strength is in the numbers. The Director has asked the Texas Rangers to oversee this high speed, specially trained

group, which we take great pride in doing. This is entirely a group effort, and all factions work in consort together. In the past, when responding to a critical incident, we were disorganized and operated in an ad hoc manner, grabbing any available law enforcement officers that often had little or no training. Therefore, we were less than sufficient in mitigating risks in these situations.

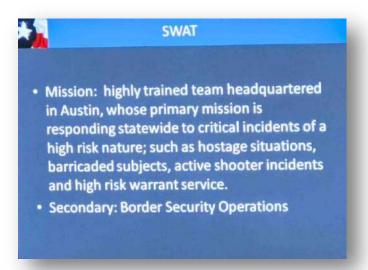
Part of our core values as a Department is to be outstanding in everything that we do, and that we must never settle for less. I think that you will see in this presentation that we are holding to these values by selecting and training the best personnel and equipping them with the proper equipment so that we can plan for success and protect our law enforcement personnel.

Texas Ranger Major J.D. Robertson – As AD Prince said, everyone at DPS has had a hand in making the SOG a success. This year we have had 55 high risk call out threats which resulted in 55 apprehensions.

Major Robertson went on to discuss the mission and makeup of the SWAT team.

He also showed some of the tactical equipment used, including two LENCO Bearcat2 (a \$280,000 per





vehicle value) acquired through the Federal Government's 1033 program and with relatively minor restoration costs to make them very serviceable.

We added about \$15,000 of improvements including some paint new ballistic panels and ballistic glass, making them "better than the original equipment" for about a \$30,000 for both (worth \$300,000 - \$350,000 if purchased new).

In addition to the two Bearcats, we also acquired a V-150 Armored Personnel Carrier. We also have acquired four

MRAPS – Mine Resistant Ambush Protection vehicles. These weigh between 43,000 –

(RA)

45,000 pounds each, and we have them stationed around the state, one in Austin, one in Dallas, one in Lubbock, and one in Edinburg.



In June, 2011, Director McCraw started the process of building a bomb squad, and on August 27, 2014, the FBI certified our unit who underwent extensive training at various locations around the country. They trained in a high stress environment, wearing gear that weighs 90 pounds.







C. Report and discussion on Drive Test Tablet Demonstration







Driving test of the future.



Assistant Director Joe Peters introduced Shahala Haywood to discuss the new Drive Test Tablet that is being tested for possible use by the Department. Ms. Haywood reported that the durable tablet not only allows one to assess and mark the driver and record and tabulate the results electronically, but it tracks the student throughout the designated course and enables the testing officer to show the applicant exactly where they had problems. The driver is graded on a "Good, Fair, and Poor" scale, and there is no conversation during the test other than the tester's instructions to the driver where to go. There was some discussion to broadening the trial to include

using he tablet inside the DL office to facilitate speeding up the cuing process and providing better customer service. Ms. Haywood was very much in favor of using the tablet after her short time using it.

The Commission stated that they were anxious to hear the report from the pilot trial.

- **D.** Report, discussion, and possible action on the following rule proposals for publication to receive public comment:
 - 1. Amendments to 37 TAC Section 15.25, concerning Address
 - 2. Amendments to 37 TAC Section 23.41, concerning Passenger (Non-Commercial) Vehicle Inspection Items

Assistant Director Joe Peters and Assistant Director RenEarl Bowie – 1. To clarify spouses of military personnel to make it in compliance with a Senate bill mandate (making the rules the same for the military personnel and the spouses and families).

Motion by Flores, Seconded by Johnson to publish in the Texas Register. Motion passes.

Passed unanimously

2. Relates to the Training Manual for Inspector to come into compliance with HB 2305; Motion by Flores, Seconded by Johnson to publish in the Texas Register.

Motion passes.

Passed unanimously

VI. ONGOING BUSINESS

Reports, discussion and possible action regarding the following:

A. Report discussion and possible action regarding live video and video archive availability of Public Safety Commission Meetings



Deputy Assistant Director Brian Lane - provided an update report regarding providing live and archived streaming of the Public Safety Commission Meetings. He discussed a much less costly, single camera alternative to previous proposals. This could also utilize YouTube rather than a third party vendor for making the videos available to the public, at little or no cost. One downside would be that the Department could not control what happens to the videos once they are posted to the public site.

B. Update report, discussion and possible action regarding recruitment -

Assistant Director Frank Woodall – Education, Training and Research Division – AD Woodall said that all 109 remaining recruits passed their final exam on the first try, which is only the second time that that has happened since 2000. They will graduate and be commissioned on Friday, December 19, 2014 beginning at 10:00 am at the Great Hills Church in Austin.

The A-15 class has already been vetted and 95 will start on January 11, 2015.

We had 3,081 applicants <1,000 met the minimum qualifications We lost 444 who withdrew their applications We lost 314 to the polygraph testing We lost 41 to the physical requirements We lost 20 to the psychological testing. Leaving the 95 remaining.



C. Public hearing pursuant to Texas Government Code, Section 2001.029, to receive comments from all interested persons regarding the adoption of amendments to 37

TAC Section 19.1 and Section 19.2, repeal of 37 TAC Sections 19.3 – 19.8, and new 37 TAC Sections 19.3 – 19.7, concerning Breath Alcohol Testing Regulations

- **D.** Report, discussion, and possible adoption of the following previously published rules:
 - 1. Amendments to 37 TAC Section 19.1 and Section 19.2, repeal of 37 TAC Sections 19.3 19.8, and new 37 TAC Sections 19.3 19.7, concerning Breath Alcohol Testing Regulations

Chairman Leon restated the rules for public comment.

Assistant Director Skylor Hearn – Language is over 26 years old and needs updating.



Defense Attorney Mark Thiesem – Texas Criminal Defense Lawyers
Association – 19.1 is attempting to remove alveoli air from the testing and therefore will not be able to differentiate where the alcohol readings are coming from – the blood or the stomach.

Another problem is the removal of the two blank air blank system. You need

an air blank before and one after the test, to insure that you are testing only that person's air. There is no valid scientific reason for the proposed changes; we feel that they should not be made.

The new BMI 9,000 that will be available and in widespread use in 2015 recommends a 20 minute waiting period, when DPS now only requires 15 minutes.

AD Hearn – It seems that you are trying to create a roadmap to making it easier to pass the test. Comm. Johnson stated that she felt that Mr. Beacon was just trying to ensure the validity of the test.

Simultaneous repeals of 37 TAC Sections 3.141 – 3.145 and Sections 3.147 – 3.150, concerning Protection of State Buildings and Grounds and proposed new 37 TAC Sections 8.1 – 8.6 and Section 8.8 – 8.11, concerning Protection of State Buildings and Grounds

Commander Joe Ortiz – Regional Commander for Region 7 – No public comment received; this is just language clean-up for changes over the last couple of years.

Approve unanimously

3. Amendments to 37 TAC Section 15.6, concerning Motorcycle License

4. Amendments to 37 TAC Section 15.23, concerning Names

AD Joe Peters – Received no comments on item 3 and one comment on item 4 and request adoption for the above two rule amendments. We contacted the commenter and clarified that the DMV addresses her concerns.

5. Amendments to 37 TAC Section 15.55, concerning Waiver of Knowledge and/or Skills Tests

AD Joe Peters - No comments and request approval.

6. Amendments to 37 TAC Sections 15.161, 15.162, 15.164 - 15.166, concerning Driver Responsibility Program

AD Joe Peters - No comments and request approval.

Items 3,4,5, & 6 were motioned for approval, and approved unanimousely.

7. Repeal of 37 TAC 21.1 and proposed amendments to 37 TAC Section 21.2 and Section 21.3, concerning Equipment and Vehicle Safety Standards

AD RenEarl Bowie – Regulatory Services – We received one comment but the department reviewed the comment and disagreed with the statement.

Motion made and seconded. Approved unanimously.

8. Repeals, amendments, and new language reorganizing 37 TAC Chapter 23, concerning Vehicle Inspection

AD RenEarl Bowie – Regulatory Services – We received several comments and we agreed with one of them. We recommends not approving this item, subject to re-writing this recommendation.

Motion made and seconded to approve the amendments, subject to modifications recommended by staff addressing public concerns.

 Simultaneous repeals of 37 TAC Sections 3.71 – 3.73 and Section 3.76, concerning Requirements for Displaying Vehicle Inspection Certificate and 37 TAC Section 3.91, concerning NATO Agreement Vehicle Inspection Exemptions and proposed new 37 TAC Section 23.81 and Section 23.82, concerning Miscellaneous Vehicle Inspection Provisions

Many comments submitted, and staff recommends approving all items except for section 23.81 which will be tabled for further review.

Motion made and seconded.

Approved unanimously.

E. Report, discussion, and possible action by the Commission regarding modification and transformation of the DPS organizational structure approval of personnel

placements and salaries pursuant to Government Code chapter 411, Secs. 411.005, 411.006 and 411.007

Nothing for consideration.

F. Report, discussion, and possible action regarding the appointment, promotion, ratification, employment, evaluation, reassignment, duties, discipline, or dismissal of a member of the Department or Commission management team

Nothing for consideration.

G. Report, discussion, and possible action regarding ongoing criminal investigations pursuant to Government Code § 411.0041 (Executive Session anticipated)

Discussed in executive session.

VII. REPORTS

- A. Commission member reports and discussion
- **B.** Finance Report
- C. Chief Auditors Office
- **D.** Division status reports on activities and action

Nothing to add to the reports.

VIII. CONSENT ITEMS

All of the following items may be enacted with one motion. These items are typically self-explanatory or have been previously considered by the Commission. There will be no separate discussion of these items unless a commissioner so requests.

- **A.** Advice and consent regarding Director's determination that certain probationary employees were found unsuitable for work during October and November 2014
- **B.** Discussion and possible action on appointments of Special Rangers and Special Texas Rangers pursuant to Government Code Chapter 411, Secs. 411.023 & 411.024: Special Rangers: Durward A. Arnwine, Richard G. Arnwine, Nita L. Bowen, James V. Debrow, Mario Flores, Gordon M. Forester, Rodney W. Ginn, Charles Gonzalez, Timothy M. Grillet, Kameron Pierce, William M. Rueter, Andrew J. Sitgreaves, and Barry G. Washington; Special Texas Rangers: David M. Maxwell, Bryant D. Wells and Stuart M. Willer Jr.
- **C.** Donations:
 - 1. Additional donation items, as needed

Deputy Director Baker avowed that there is nothing of concern to block passage. A motion was made and seconded to approve the Consent Items. Passed unanimously.

IX. ITEMS FOR FUTURE

AGENDA

No items discussed.

X. DATE FOR FUTURE

MEETING

Discharge hearings will be scheduled on February 11, 2015, and the regular Public Safety Commission meeting is scheduled for February 12, 2015.

February 11, 2015 for Discharge

Hearings; February 12, 2014 for the Public Safety Commission Meeting.

XI. ADJOURN INTO EXECUTIVE SESSION

(if required) to consult with legal counsel regarding pending or contemplated litigation or settlement offers or to receive legal advice on items posted on this agenda; deliberation regarding real estate matters; consideration of any other items authorized by law, including personnel matters, the Director's action of discharging employees as identified in this agenda; ongoing criminal investigations

Adjourned to executive session at 12:15 pm.

XII. ADJOURN

The Commission may take items out of the order in which they are posted on this agenda. Also, an item that has been adopted, passed upon, delayed or tabled for a later meeting may be considered or reconsidered at the same meeting.

The Public Safety Commission may meet and discuss in Executive Session and have action taken in an Open Meeting where required on the following items

Government Code Sec. 551.071 Consultation and deliberation with legal counsel about pending or contemplated litigation or a settlement offer, or on a matter where the Commissioners seek the advice of their attorney as privileged communications under the Texas Disciplinary Rules of Professional Conduct of the State Bar of Texas, and to discuss the Open Meetings Act and the Administrative Procedures Act with their attorney Government Code Sec. 551.074 Appointment, employment, evaluation,

reassignment, duties, discipline or dismissal of director, assistant director, and persons appointed to management team positions pursuant to Govt. Code Sec. 411.0071

Government Code Sec. 551.076 Deliberations about security audits, security devices, including deployment and implementation of security personnel and devices Government Code Chapter 411, Sec. 411.0041 Ongoing criminal investigations Government Code Sec. 551.072 Deliberation of the purchase, exchange, lease, or value of real property, if deliberation in an open meeting would have a detrimental effect on the position of the government body in negotiations with a third person Government Code Sec. 551.073 Deliberation of a negotiated contract for a prospective gift or donation to the state or the governmental body if deliberation in an open meeting would have a detrimental effect on the position of the governmental

body in negotiations with a third person