

CITY OF FAIRVIEW
BOARD OF COMMISSIONERS
REGULAR MEETING
PACKET
SEPTEMBER 17, 2026
07:00 PM

CITY OF FAIRVIEW

BOARD OF COMMISSIONERS

CURRENT BOARD MEMBERS

- Lisa Anderson — Mayor
- Chris McDonald — Vice-Mayor
- Wayne Hall — Commissioner
- Carolyn Roberts — Commissioner
- Don Bufalini — Commissioner

REGULAR MEETING
SEPTEMBER 17, 2026
07:00 PM

AGENDA

1. **Call To Order**
2. **Roll Call**
3. **Prayer and Pledge**
4. **Mayor Comments**
5. **Citizen Comments (limited to the first 5 citizens to sign in and a limit of 3 minutes each)**
6. **Approval of Agenda**
7. **Public Announcements, Awards and Recognitions**
   - A. **City Events**

     Attachment: 2026 City Events.pdf
   - B. **TDOT**
8. **Staff Comments and Monthly Reports (limited to five (5) minutes each, with an additional five (5) minutes allocated for questions and answers)**
   - A. **City Manager Report**
9. **Consent Agenda (any item may be removed for individual consideration)**
   - A. **Minutes from September 3, 2026, BOC Regular Meeting**

     Attachment: Draft - BOC Minutes 9-3-2026.pdf
10. **Old Business - None**
11. **New Business**
    - A. **Resolution 55-26**

      A Resolution authorizing the surplus and disposal of Fire Department equipment including Tanker 31 and miscellaneous small equipment. (Fire Chief)

Attachment: Resolution 55-26 Tanker Surplus.pdf
Attachment: Fire Department Surplus 9-2026.pdf

B. Resolution 56-26

A Resolution of the Board of Commissioners of the City of Fairview, Tennessee, censuring Commissioner Don Bufalini pursuant to Section 1-511 of the Fairview Code of Ethics. (City Attorney)

Attachment: Resolution 56-26 Censure Commissioner Don Bufalini.pdf
Attachment: City of Fairview Investigative Report _Final_.pdf

C. Resolution 57-26

A Resolution of the Board of Commissioners of the City of Fairview, Tennessee, referring certain findings of potential misconduct of Commissioner Don Bufalini to the Tennessee Ethics Commission and the Tennessee Election Commission. (City Attorney)

Attachment: Resolution 57-26 Referring Commissioner Don Bufalini to the TN Ethics and Election Commissions.pdf
Attachment: City of Fairview Investigative Report _Final_.pdf

D. Resolution 58-26

A Resolution authorizing the City Attorney to initiate discussions and negotiations with Interim City Manager Bob Rial regarding a full-time employment contract. (Commissioner Hall)

Attachment: Resolution 58-26 City Manager contract negotiations.pdf

12. Roundtable: Mayor and Commissioners

13. Meeting Adjournment

2026 CITY EVENTS

~Easter Egg Hunt – March 28th

~Arts and Crafts Fair at Bowie Park - May 2nd

~Movie Night at Bowie Park – May 16th

~Fishing Rodeo at Veterans Park - June 6th

~July 3rd

~Back-to-School Bash at City Hall – August 1st

~Nature Fest – September 19th

~Fall Fun Day – October 10th

~Trunk or Treat and Movie in the Park - October 24th

~Tree Lighting Event at City Hall - December 4th

~Christmas Parade (Day Time) - December 5th
(inclement weather reschedule day December 12th)

CITY OF FAIRVIEW

BOARD OF COMMISSIONERS

CURRENT BOARD MEMBERS

- Lisa Anderson — Mayor
- Chris McDonald — Vice-Mayor
- Wayne Hall — Commissioner
- Carolyn Roberts — Commissioner
- Don Bufalini — Commissioner

REGULAR MEETING
SEPTEMBER 3, 2026
7:00 PM

MINUTES

1. Call To Order
Call to order by Mayor Anderson at 7:06PM.

2. Roll Call
Staff present: Bob Rial, Rachel Jones, Patrick Carter, Nick Meek, Richard Ross, Breanna Bailey, Austin Brown, Ray Martin

Board present: Mayor Anderson, Vice Mayor McDonald, Commissioner Hall, Commissioner Roberts, Commissioner Bufalini

3. Prayer and Pledge
Prayer and Pledge lead by Mayor Anderson.

4. Mayor Comments
Mayor Anderson thanked Officer Martin for attending the meeting and providing security. She also thanked those in attendance and viewers watching from home, reminding the public that meetings are available for later viewing on the City's Facebook page and YouTube channel. Mayor Anderson asked those wishing to speak during citizen comments to remain respectful and courteous.

5. Citizen Comments (limited to the first 5 citizens to sign in and a limit of 3 minutes each)
- Holly Willover (7565 N County Line Rd, Fairview) - spoke in opposition to Ordinance 2026-13, expressing concerns that the proposed rezoning of 7110 County Line Road to SD-LI does not align with the Fairview Forward 2040 Plan. She requested that the Board not approve the ordinance as currently written.
- Bill Hostettler (7620 N County Line Rd, Fairview) - expressed concerns about the narrow roadway and opposed industrial development along County Line Road, while stating there was no opposition to industrial development on Highway 96.
- David Whitworth (7300 County Line Rd, Fairview) - spoke in opposition to the proposed rezoning, citing concerns about traffic, compatibility with the surrounding rural and residential area, and the precedent that industrial rezoning could set for future development along Highway 96.
- John Davis (7420 Cumberland Dr, Fairview) - thanked the Board for its continued support and expressed appreciation for their assistance over the years.

6. Approval of Agenda
Commissioner Roberts announced that item 7B the Davis House presentation will be held at a future meeting.

Motion to approve the agenda by Commissioner Roberts. Seconded by Commissioner Hall. Motion carried, 5-0 (unanimous).

7. Public Announcements, Awards and Recognitions

A. City Events - Public Information Officer, Richard Ross

B. Davis House, Lindsey Honea - moved to a future meeting

8. Staff Comments and Monthly Reports (limited to five (5) minutes each, with an additional five (5) minutes allocated for questions and answers)

A. City Manager Report

City Manager Bob Rial welcomed the opportunity to begin serving the City of Fairview full-time and commended city staff and department directors for their professionalism and commitment. He reported that staff will continue reviewing city operations, including human resources, finances, and other departments, to identify opportunities for improvement. He also provided an update on the ongoing salary study, noting that the process is expected to take several months. Additionally, staff is assessing maintenance and facility needs at City Hall and will prioritize improvements, with recommendations anticipated for the September 17 meeting.

9. Consent Agenda (any item may be removed for individual consideration)

Motion to approve consent agenda by Vice Mayor McDonald. Seconded by Commissioner Roberts. Motion carried, 5-0 (unanimous).

A. Minutes from August 20, 2026, BOC Regular Meeting

10. Old Business

None

11. New Business

A. Resolution 50-26

A Resolution calling for a Public Hearing on the proposed Annexation of Territory into the City of Fairview by Owner Consent and approving a Plan of Services - 2958 Fairview Boulevard, 15.01 (+/-) Acres, Tax Map 069, Parcel 007.00. (City Planner)

City Planner Austin Brown presented the annexation request submitted by Randy Chapdelaine of Chapdelaine & Associates on behalf of the property owner for approximately 15.01 acres located at 2958 Fairview Boulevard (Tax Map 069, Parcel 007.00). The property is currently located in Williamson County and is within the City's Urban Growth Boundary. Mr. Brown noted that the Fairview Forward 2040 Comprehensive Plan designates the property as Rural Settlement and Rural Corridor. The applicant has proposed potential commercial uses, including office, retail, and restaurants. Staff also noted that public sewer is unavailable, public water has limited capacity, and fire protection water is not currently available in the area. The Planning Commission voted to provide a favorable recommendation to the Board of Commissioners for the annexation, subject to the conditions outlined in Resolution PC-29-26. A public hearing is anticipated for October 1, 2026, with second reading scheduled for November 5, 2026.

Discussion occurred.

Motion to approve by Commissioner Hall. Seconded by Vice Mayor McDonald. Motion carried, 3-2 (Hall, Roberts).

B. Resolution 51-26

A Resolution calling for a Public Hearing on the proposed Annexation of Territory into the City of Fairview by Owner Consent and approving a Plan of Services - 7505 Jingo Road, 1.85 (+/-) Acres, Tax Map 018, Parcel 081. 01. (City Planner)

City Planner Austin Brown presented an annexation request submitted by Jeffrey Mishler for approximately 1.85 acres located at 7505 Jingo Road (Tax Map 018, Parcel 081.01). The property is currently zoned MGA in Williamson County and is located within the City's Urban Growth Boundary. Mr. Brown noted that the Fairview Forward 2040 Comprehensive Plan designates the property as Rural Settlement, with agriculture and single-family detached residential uses identified as appropriate. The property currently contains a single-family residence, and the applicant has proposed continued residential use, which is consistent with the Comprehensive Plan. Under the City's development code, newly annexed property will initially be zoned CD-2 unless the property owner requests a different zoning designation. The Planning Commission voted to provide a favorable recommendation to the Board of Commissioners for the annexation, subject to the conditions outlined in Resolution PC-30-26. A public hearing is anticipated for October 1, 2026, with second reading scheduled for November 5, 2026.

Discussion occurred.

Motion to approve by Commissioner Roberts. Seconded by Commissioner Bufalini. Motion carried, 5-0 (unanimous).

C. Ordinance 2026-13

An Ordinance to amend the Development Code and Zoning Map of the City of Fairview, Tennessee, by Rezoning approximately 12.36 (+/-) acres located at 7110 County Line Road and 1550 Highway 96 North (Williamson County Tax Map 019, Parcels 001.01 and 002.00) from CD-2 (Rural) and CD-4C (Neighborhood Corridor) to SD-LI (Light Industrial Special District). (City Planner)

City Planner Austin Brown presented a rezoning request for approximately 5.1 acres at 7110 County Line Road and 7.26 acres at 1550 Highway 96 N. He noted that the Fairview Forward 2040 Comprehensive Plan designates 7110 County Line Road as Rural Settlement, while 1550 Highway 96 N is designated as an Interchange Business and Employment District. Mr. Brown stated that the proposed SD-LI zoning is not consistent with the Comprehensive Plan designation or appropriate land uses for 7110 County Line Road but is consistent with the designation and appropriate uses for 1550 Highway 96 N. He confirmed that all required public notification requirements had been satisfied. The Planning Commission voted to provide a favorable recommendation to the Board of Commissioners to rezone both properties to SD-LI, subject to the conditions outlined in Resolution PC-28-26. A public hearing is anticipated for October 1, 2026, with second reading scheduled for November 5, 2026.

Discussion occurred.

Motion to approve by Vice Mayor McDonald. Seconded by Commissioner Hall.
Motion to defer until staff deems it ready to proceed by Mayor Anderson. Seconded by Commissioner Bufalini. Motion carried, 5-0 (unanimous).

D. Ordinance 2026-14

An Ordinance to amend the Development Code and Zoning Map of the City of Fairview, Tennessee, by Rezoning 4.4 (+/-) acres located at 7985 Crow Cut Road (Williamson County Tax Map 018, Parcel 029.04) from CD-4 (Commercial Center) to SD-LI (Light Industrial Special District). (City Planner)

City Planner Austin Brown announced the applicant has requested an indefinite deferral of this item.

Motion to defer indefinitely by Mayor Anderson. Seconded by Commissioner Bufalini. Motion carried, 5-0 (unanimous).

E. Discussion

Code Enforcement - Discussion regarding measures the City can implement to deter and address unauthorized or illegal tree clearing. (Vice Mayor McDonald)

The Board discussed enforcement options related to unauthorized tree clearing and recurring code violations. Staff and the City Attorney provided clarification regarding enforcement responsibilities when properties with existing violations are sold. The discussion also addressed the need for a tree removal permit process, improved public education, and increased code enforcement staffing and proactive enforcement. The Board agreed to hold a workshop at 6:00 p.m. on September 17, 2026, to further discuss tree removal regulations, enforcement procedures, and potential code amendments.

F. Discussion

Ethics Complaint - Review and Findings

The Board discussed the findings and recommendations of the independent investigation into ethics complaints involving Commissioner Bufalini. The investigator recommended public censure regarding an allegation involving the use of a City fire truck and recommended that certain additional allegations be referred to the Tennessee Ethics Commission and Tennessee Election Commission for review. Following discussion, the Board directed the City Attorney to prepare a resolution for consideration regarding the recommended censure and a separate resolution to forward the investigator's report and supporting materials to the appropriate state agencies. The Board also discussed the importance of following proper chain-of-command procedures and maintaining accountability for the use of City resources.

Roundtable: Mayor and Commissioners

Commissioner Hall: Commissioner Hall thanked those in attendance and expressed appreciation for the support provided during the process. He also noted that a Land Trust sign is now displayed at the entrance to Bowie Park and encouraged continued recognition and support of the project.

Commissioner Roberts: Commissioner Roberts thanked those in attendance and encouraged the public to share their thoughts with the Board prior to the next meeting. She expressed her desire to move forward from the matter and return the Board's focus to leading the City of Fairview and making decisions in the best interest of the community.

Commissioner Bufalini: Commissioner Bufalini thanked those involved in the investigation and acknowledged the time and effort dedicated to the process. He stated that he respected the investigation, cooperated fully, and acknowledged areas where his judgment could have been different, while disagreeing with the findings regarding the fire truck allegation. He acknowledged that his financial disclosure filings were initially incomplete but stated that he had amended them as recommended. Commissioner Bufalini expressed support for clearer policies regarding commissioner communications, interactions with city employees and department heads, social media, and the use of municipal resources. He reaffirmed his commitment to serving the City of Fairview and expressed concern that the investigation had been used as a political tactic to publicly discredit him.

Vice Mayor McDonald: Vice Mayor McDonald congratulated Commissioner Hall on his recent accomplishment with the Land Trust sign and commended his dedication and hard work. He also expressed support for a local family whose young daughter is undergoing treatment for leukemia and encouraged the community to show its support by wearing orange at the upcoming football game. Vice Mayor McDonald asked the community to keep the family in their thoughts and prayers and expressed appreciation for the community's support.

Mayor Anderson: Mayor Anderson commended Commissioner Hall for his work on the Land Trust project at Bowie Park and thanked city staff and leadership for their continued efforts on behalf of the community. She welcomed City Manager Rial to his full-time role and expressed confidence in his experience and leadership. Mayor Anderson expressed support for the family of a local child undergoing leukemia treatment and encouraged the community to keep the family in their thoughts and prayers. She also reminded residents of the upcoming Labor Day holiday and encouraged them to spend time with family. Mayor Anderson announced that Fairview Nutrition will host the next Around Town Coffee on September 9 at City Hall and encouraged residents to attend. She also announced the State of the City Address scheduled for September 15 at 9:00 a.m. at City Hall, noting that the presentation will provide factual updates on the City's finances, staff, projects, and overall progress. She encouraged residents to attend or view the presentation afterward and to rely on accurate, fact-based information rather than social media speculation. Mayor Anderson also reminded residents of the upcoming Town Hall scheduled for October 29 at 7:00 p.m. at City Hall, emphasizing that the event will provide an opportunity for residents to engage in dialogue with the Board and ask questions. She concluded by encouraging residents to help keep Fairview clean and beautiful by properly disposing of trash and picking up litter.

Meeting Adjournment

Motion to adjourn by Commissioner Roberts at 9:53PM.

City Recorder, Rachel Jones

_____

Mayor, Lisa Anderson

_____

The above minutes are intended to serve as a summary of the motions passed and matters discussed during the meeting. This document is not intended to be a verbatim transcript of all statements made.

RESOLUTION 55-26

A RESOLUTION AUTHORIZING THE SURPLUS AND DISPOSAL OF FIRE DEPARTMENT EQUIPMENT INCLUDING TANKER 31 AND MISCELLANEOUS SMALL EQUIPMENT

WHEREAS, the City of Fairview, Tennessee, through its Fire Department, owns certain equipment and property that is no longer needed for municipal operations or is otherwise determined to be surplus to the City's current needs; and

WHEREAS, the Fire Department has identified Tanker 31, along with miscellaneous small equipment, as property that is no longer necessary or practical for continued use by the City; and

WHEREAS, the Board of Commissioners desires to formally declare the identified equipment surplus and authorize its disposal in accordance with applicable state law and the City's policies and procedures governing surplus municipal property; and

WHEREAS, the City desires to dispose of the surplus equipment in a manner that is transparent, fiscally responsible, and in the best interest of the City of Fairview.

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COMMISSIONERS OF THE CITY OF FAIRVIEW, TENNESSEE, AS FOLLOWS:

Section 1. Declaration of Surplus Property

The Board of Commissioners hereby declares the following City-owned Fire Department property to be surplus property, as it is no longer required for the City's current municipal operations:

1. Fire Department Tanker 31; and
2. Miscellaneous small Fire Department equipment, as identified and approved by the Fire Chief and/or City Manager.

Section 2. Authorization for Disposal

The City Manager, Fire Chief, or their designee is hereby authorized to take the necessary steps to dispose of the surplus property in accordance with applicable law and City policies. Such disposition may include, but is not limited to, public auction, sealed bid, online auction, public sale, trade-in, sale to another governmental entity, or other lawful method of disposition deemed appropriate and in the best interest of the City.

Section 3. Terms of Sale

The City Manager, Fire Chief, or designee is authorized to establish reasonable terms and conditions for the sale or disposition of the surplus property, including establishing minimum acceptable bids or sale prices when appropriate.

All proceeds received from the disposition of the surplus property shall be remitted to the City and deposited in the General Fund in accordance with applicable financial policies and procedures.

Section 4. Removal from City Inventory
Upon completion of the sale or other lawful disposition of the surplus property, the appropriate City personnel are authorized and directed to remove the disposed property from the City's inventory and accounting records, as applicable.

Section 5. Effective Date
This Resolution shall take effect immediately upon its adoption by the Board of Commissioners.

BE IT FURTHER RESOLVED that all actions taken by City officials and employees consistent with the intent and provisions of this Resolution are hereby authorized and ratified.

Passed and adopted the 17th day of September, 2026.

_____
Lisa Anderson, Mayor

ATTEST:

_____
Rachel Jones, City Recorder

LEGAL FORM APPROVED:

_____
Patrick M. Carter, City Attorney

Fire Department Surplus - Misc. tools/equipment

(2) Hannay Booster Reels

1. Model EPF 30-23-24 RT 5/2018
2. Model SBF-38-23-24 LT 02/2004

(7) Brush Rakes

(7) Flappers

(2) Pick head Axes

(1) Akron Hose Clamp

(1) Super Vac Fan - Model #724G4H Motor: GX240

(1) Super Vac Fan - Model #GP164S Motor: GX120

(1) Butterfly Valve (South Park Corp)

(1) Northstar Power Washer #15781126 Motor 160 Honda GX

(7) TFT Flip Tip Nozzles

(1) Delta Hydro Hose Tester

(5) 2.5” Fog Nozzles

(4) 2.5” Smooth Bore Nozzles

RESOLUTION 56-26

A RESOLUTION OF THE BOARD OF COMMISSIONERS OF THE CITY OF FAIRVIEW, TENNESSEE, CENSURING COMMISSIONER DON BUFALINI PURSUANT TO SECTION 1-511 OF THE FAIRVIEW CODE OF ETHICS

WHEREAS, on or about June 6, 2026, City Attorney Patrick M. Carter, the Board of Commissioners, and the City Manager received a written ethics complaint lodged against Commissioner Don Bufalini alleging violations of the City's Code of Ethics Title 1, Chapter 5 of the Municipal Code (the "Code of Ethics"); and

WHEREAS, Section 1-510 (2)(b) of the Code of Ethics provides that the City Attorney may request the governing body to hire another attorney, individual or entity to act as the Ethics Officer when he has or will have a conflict of interest in the matter; and

WHEREAS, the City Attorney determined he had a conflict of interest and pursuant to Resolution 40-26, the Board of Commissioners appointed attorney Rosalia Fiorelli to investigate the allegations set forth in the ethics complaint; and

WHEREAS, Ms. Fiorelli completed the investigation and issued an investigative report dated August 14, 2026, (attached as Exhibit A thereto) finding that Commissioner Bufalini used his position as an elected official to facilitate a privilege after normal authorization had been denied, namely, a city fire truck used to confer a neighborhood and reputational advantage to Mr. Bufalini, thereby violating Sections 1-507 and 508 of the Code of Ethics; and

WHEREAS, a censure is a formal expression of strong disapproval and denouncement of the actions or conduct of an elected official; and

WHEREAS, Ms. Fiorelli recommended that Mr. Bufalini be publicly censured by the Board of Commissioners pursuant to Section 1-511 of the Code of Ethics.

NOW, THEREFORE, BE IT RESOLVED by the Board of Commissioners that the Board of Commissioners hereby censures Mr. Bufalini for his actions which the Board of Commissioners finds to directly violate Sections 1-507 and 508 of the Code of Ethics.

NOW, THEREFORE, BE IT FURTHER RESOLVED by the Board of Commissioners, this Resolution shall go into effect immediately upon its passage by the Board of Commissioners.

Passed and adopted the 17th day of September, 2026.

Lisa Anderson, Mayor

ATTEST:

Rachel Jones, City Recorder

LEGAL FORM APPROVED:

Patrick M. Carter, City Attorney

INVESTIGATIVE REPORT

August 14, 2026

City of Fairview, E. Greer Ethics Complaint against Commissioner Donald Bufalini

INVESTIGATOR: **Rosalia Fiorello, Esq.**
The Law Offices of Christopher Eads PLLC
1400 N. Mount Juliet Rd. Ste 206
Mount Juliet, TN 37122
615-622-6060

SCOPE OF INVESTIGATION:

Resolution 40-26 appointed me to investigate Mr. Greer's Ethics Complaint against Commissioner Donald Bufalini and report my findings and recommendations to the Board. The resolution identifies Title 1, Chapter 5 of the Fairview Municipal Code as the governing Code of Ethics, which does not prescribe a burden of proof but provides under §1-510(3), "that a reasonable person in the circumstances" shall be used in interpreting and enforcing the City's code of ethics.

ROLE OF INVESTIGATOR AND LIMITS ON AUTHORITY:

My role is one of fact-finding and advisory. I am authorized to collect and evaluate relevant evidence presented to me, assess witness credibility, determine whether Commissioner Bufalini's alleged conduct is substantiated, apply the City of Fairview's Code of Ethics to his conduct, and provide recommended findings and remedial or procedural recommendations to the Board of Commissioners. It should be noted that in this role, I do not act as a court, prosecutor, grand jury, election tribunal, or any administrative enforcement agency. The Board retains responsibility for determining the disposition of the municipal ethics complaint under Fairview Municipal Code §1-510.

Therefore, this investigation is limited to determining whether Commissioner Bufalini violated provisions within the City's ethics framework. Although the evidence throughout this report may suggest conduct by Commissioner Bufalini that could implicate various criminal laws, election laws, campaign requirements, and employment law issues, I do not have authority to adjudicate those matters or to make binding findings that violations actually occurred. Throughout this report, if I thought evidence reasonably raised a potential legal issue outside the scope of my investigation, I identified the issue. Some of Mr. Greer's allegations related to candidate qualifications are specifically governed by state election laws, not by Fairview's ethics complaint process. While I may determine that Commissioner Bufalini's underlying conduct independently violates a provision of the City's Code of Ethics, I cannot substitute an ethics finding for a determination reserved to an election authority.

This report is comprised of factual findings concerning what more likely than not occurred; my findings applying Title 1, Chapter 5 of the Fairview Municipal Code; and matters outside my authority that may warrant referral. Again, a referral does not constitute a finding that a violation occurred. It means only that the appropriate agency should determine the matter under its own governing law and procedures.

APPLICABLE GOVERNING STANDARDS:

The applicable municipal provisions are Fairview Municipal Code §§1-501 through 1-510:

§1-506, Use of information: prohibits use of confidential information acquired through official duties for personal gain or the gain of others.

§1-507, Use of municipal time, facilities, etc.: prohibits an official or employee from using or authorizing municipal time, facilities, equipment, or supplies for private gain or advantage.

§1-508, Use of position or authority: prohibits use of official position or authority to obtain privileges or exemptions not otherwise authorized.

§1-510, Ethics complaints: establishes the complaint and investigative process.

The following are Tennessee laws that may govern other allegations of Mr. Greer:

T.C.A. §8-50-501 requires candidates for local public office to file disclosure statements.

T.C.A. §8-50-502 requires disclosure of major income sources exceeding $1,000 and any bankruptcy adjudication or discharge within five years of the disclosure date.

T.C.A. §8-50-503 requires amendment as conditions change because of acquisition or termination of reportable interests.

T.C.A. §8-50-505 places administration and enforcement of these disclosure requirements with the Tennessee Ethics Commission.

T.C.A. §2-19-206, among other things, prohibits specified state officials and employees from campaign use of state property.

T.C.A. §8-18-101 and §**8-18-102** govern eligibility for office and penalties for assuming office while disqualified.

MATERIALS REVIEWED

In addition to the above-mentioned statutory authority, the City provided me with a copy of Mr. Greer's Complaint and packet of information he attached to the Complaint. I conducted interviews with individuals who, if applicable, also provided their own documentation when they felt it was relevant to our discussion. A complete index of all materials I reviewed and the individuals who provided me with the information is enclosed at the end of this report. They are also attached to the individual's Witness Interview Summary.

PRIVACY STATEMENT

In my discussion with individuals about the "Tom Corey" Facebook account, posts were reviewed and shown to some interviewees. However, I chose not to include photos of the posts or redacted the photos/names of those not involved in this Investigation in my Interview Summaries for privacy purposes.

INTERVIEW SCHEDULE:

Date	Description	Method of Communication
06/26/2026 11 AM CST	Witness Interview of Ethan Greer	Microsoft Teams Video Conference
07/02/2026 9 AM CST	Witness Interview of Mayor Lisa Anderson	In Person *(Mayor Anderson requested this be held in person)*
07/09/2026 1:30 PM CST	Witness Interview of Commissioner Wayne Hall	Telephonic Call *(Mr. Hall requested this be held telephonically as he does not have access to Microsoft Teams)*
07/03/2026 8:30 AM CST	Witness Interview of City Manager Bob Rial	Microsoft Teams Video Conference
07/09/2026 8:30 AM CST	Witness Interview of Vice Mayor Chris McDonald	Microsoft Teams Video Conference
07/09/2026 1:00 PM CST	Witness Interview of Commissioner Carolyn Roberts	Microsoft Teams Video Conference
07/16/2026 1:00 PM CST	Witness Interview of Devon Halliburton	Microsoft Teams Video Conference
07/17/2026 10:30 AM CST	Witness Interview of Scott Hughes	Telephonic Call
07/17/2026 11:00 AM CST	Witness Interview of Chad Delano	Telephonic Call
07/26/2026	Witness Interview of Don Bufalini	Microsoft Teams Video Conference *

Total Interviewees: 10

Individuals with an asterisk next to their name were present during the interview with an attorney. Interviews were conducted via Microsoft Teams to assess the witness's verbal responses, tone of voice, body language, and overall demeanor during the discussion. In this investigation, however, certain witnesses were interviewed by telephone because they played a limited role in the Complaint or lacked access to Microsoft Teams. In assessing witness credibility, I considered the totality of each witness's information, along with the specificity and corroboration of each witness's statement, where applicable. I also assessed the witness's relationship to the matters at issue when they were specifically mentioned as having witnessed an event.

RESTRICTIONS OF INTERVIEWS:

The City of Fairview placed no restrictions on any interview regarding the scope of my questioning or the time allotted for each interview. No person was restricted from being interviewed. All witnesses I interviewed fully cooperated with interviews and scheduling.

PRELIMINARY STATEMENT DURING INTERVIEWS:

Before each interview, I informed the interviewee that I was an attorney selected to investigate Mr. Greer's Complaint. I informed the interviewee that I did not represent any of the individuals interviewed. It was also explained that the attorney-client privilege did not protect the contents of my conversation with the interviewee and that the information provided to me during the interview would be shared with the City Attorney.

I asked the interviewees to be candid with me, noting that quoting someone, using foul language, or repeating a vulgar statement would not offend me, as I needed to know exactly how a statement was communicated. I asked interviewees if, during the interview, they discovered any relevant written documentation that they would not alter, amend, or destroy it. I asked whether they felt it was pertinent to our discussion for them to provide me with a copy of the documentation. I asked interviewees not to discuss the contents of our conversation with others. Finally, I indicated that I was taking notes during the interview and that upon its completion, the interviewee would receive a copy of their Interview Summary for review. Interviewees were generally given a week to review their Summary for accuracy, make changes, and answer any additional questions I may have had after the interview. Once they returned the Summary to me, I reviewed the changes to note any significant amendments, ensured all questions were answered, formatted the document, marked it "Final," and sent the Final Interview Summary to the respective interviewee.

CREDIBILITY OF INTERVIEWEES:

The credibility of participants in the interview process is highly relevant. Similarly situated individuals may view the same behavior or words differently. Likewise, similarly situated individuals may view a situation or "read the room" differently than others who witness the same event.

Ethan Greer

Mr. Greer was credible on all allegations that were supported by records or for which he had personal knowledge of the scenarios within his Complaint. He acknowledged that his Complaint had accumulated over time rather than arising from a single event. Mr. Greer had direct knowledge of Commissioner Bufalini's visits, contacts with staff, medical comment context, and a pattern of bypassing the City Manager. Still, much of the historical, financial, social-media, and campaign evidence came from public records or other witnesses. Within the documentation I reviewed, specific sources and several independent corroborations supported Mr. Greer's credibility.

Mr. Greer nevertheless had a clear adversarial posture by the time of the Complaint. He used accusatory characterizations that extended beyond the governing rules applicable here and sometimes treated suspicion as proof. This was most notable in his allegations regarding "Tom Corey," his assessment of tax-based disqualification of Commissioner Bufalini, and the legal effect of school campaign activity. These suspicions are not conclusive evidence to support his position and receive less weight.

Mayor Lisa Anderson

Mayor Anderson gave specific accounts and generally distinguished her personal knowledge from community reports. Her direct evidence is useful as it relates to Mr. Greer's complaints related to the pizza post, Commissioner Bufalini's campaign, and the fire truck allegation. Her credibility assessment, however, must account for her openly adversarial political relationship with Commissioner Bufalini, her reliance on hearsay regarding the firefighter's "strict orders," and certain social media allegations.

Commissioner Wayne Hall

Throughout his telephonic interview, Commissioner Hall consistently acknowledged his lack of knowledge and made clear that he had little direct information about Mr. Greer's allegations. Commissioner Hall made clear he did not desire to make speculations about any of the allegations in which he had little to no personal knowledge.

City Manager Bob Rial

Mr. Rial corroborated Mr. Halliburton's contemporaneous complaint about an after-hours call and confirmed he advised Commissioner Bufalini to use proper channels for methods of communication. Like Commissioner Hall, Mr. Rial had little direct knowledge of the serious allegations and did not wish to speculate.

Vice Mayor Chris McDonald

Vice Mayor McDonald acknowledged favorable and unfavorable facts, repeatedly identified limits in his knowledge, and declined to claim certainty regarding "Tom Corey." He had no personal grievance against Commissioner Bufalini, but described a pattern of overstepping, inaccurate communications, and saying what listeners wanted to hear. I found his restraint and balanced concessions enhanced his reliability and credibility.

Commissioner Carolyn Roberts

Commissioner Roberts candidly stated that she did not put stock in rumors and had limited direct knowledge. Her testimony is useful regarding Mr. Greer's allegations as it relates to the pizza post, the Ascension call, and Commissioner Bufalini's general presentation. While her loss of trust in Commissioner Bufalini and political disagreements could have influenced her character assessments, I found that she was careful not to conflate rumors with facts and was therefore very credible.

Devon Halliburton

Mr. Halliburton was credible in his account of his own experiences with Commissioner Bufalini. He supplied me with detailed documentation that supported his allegations. While those documents corroborate that Commissioner Bufalini contacted him and sought information at the development where he was moving, Mr. Halliburton's interpretation of the conduct as stalking is subjective; the

protection-order proceeding was dismissed without an adjudication on the merits. His account certainly supports boundary concerns but does not, standing alone, establish an ethics-code violation within the confines of this investigation.

Chief Scott Hughes and Chad Delano (Fairview Fire Department)

Chief Hughes recalled speaking with Commissioner Bufalini directly and that he declined Commissioner Bufalini's request for a fire truck. He confirmed that the crew and captain were unaware of their prior conversation on the day the fire truck went to Commissioner Bufalini's neighborhood. Mr. Delano recalled attending a public education event firsthand. He denied that he had received "strict orders" to report only to Commissioner Bufalini's house, stating that another neighbor had initiated the request. The two accounts of this event are not wholly inconsistent: it served both children and neighborhood purposes.

Commissioner Don Bufalini

Commissioner Bufalini made several admissions. He admitted that he authored and removed the pizza post, prepared the original disclosures, and received income, even though the 2025 filing reported none. He also admitted he amended the filings after being questioned. Commissioner Bufalini admitted he made the medical-procedure comment about Mr. Greer. He admitted that he purchased and distributed campaign footballs, completed both City employment applications, and did not graduate from NYU. Corroborating testimony and documentation weaken his credibility. For example, regarding the fire truck issue, Commissioner Bufalini said Chief Hughes told him he would "see what he could do." In contrast, Chief Hughes expressly recalled declining to commit an apparatus due to minimum staffing and later confirmed that on-duty personnel were unaware of the refusal. Commissioner Bufalini's employment applications represented an earned NYU bachelor's degree, while he now admits he did not graduate. He also gave differing accounts concerning whether he knew the person behind "Tom Corey."

FINDINGS:

Allegation 1 — VillaView Pizza at the June 2, 2026 Work Session

It is undisputed that Commissioner Bufalini posted an invitation on Facebook using the "Bufalini's VillaView" name, referenced City Hall and the Board workshop, brought pizza to City Hall, and made it available to the public. The same name had previously been used for an Italian-night event at a local cafe. Through his complaint, Mr. Greer has therefore reasonably raised §1-507.

The stronger evidence, however, does not establish private gain or advantage using the City's "reasonable person in the circumstance" standard. Commissioner Bufalini paid for the pizza, charged nothing, testified that he did not own a pizzeria, and said his purpose was to increase workshop attendance. Other Commissioners confirmed that food had previously been brought to workshops. No evidence within my review of the materials shows sales, reservations, business cards, or a commercial benefit to Commissioner Bufalini. Arguably, the post could be viewed as customer solicitation, but the evidence shows it was up for at most a few hours. While I find that

Commissioner Bufalini's use of branding created an appearance problem, appearance alone is insufficient under §1-507's private-gain requirement under the City's standards; therefore, there is no violation of the City's Code.

Allegation 2 — Unofficial or Inaccurate Communications Regarding Highway 100/TDOT and Ascension

Commissioner Bufalini admitted posting an AI-generated Highway 100 flyer and briefly including City/TDOT insignia before cropping them out. Witnesses I interviewed reasonably criticized the practice and its potential to confuse residents. The evidence I reviewed from Mr. Greer and then from Commissioner Bufalini concerning the post does not show that he disclosed confidential information before the City's authorized release. The evidence shows his documented substantive reposts followed public postings, although a vague "big things coming" message preceded them. In short, no evidence shows Commissioner Bufalini used confidential information for his personal gain or another's gain as required by §1-506. Nor do the materials available to me identify any other ethics provision that treats inaccurate or premature public communications as an ethics violation, so I cannot find that Commissioner Bufalini violated any ethics provision of the City's Code.

Allegation 3 — 2024 and 2025 Statements of Disclosure of Interests

My review of Commissioner Bufalini's 2024 filing reported "Sources of Income: None" and "Bankruptcy: None." The amended 2024 filing then disclosed income from Commercial Painting Inc., spousal income from Williamson County Schools, and a Chapter 7 bankruptcy filed February 21, 2019, and terminated September 8, 2020. Similarly, his 2025 filing again reported no income and no bankruptcy, while his amended filing added the same income sources and the September 8, 2020 bankruptcy termination.

During his interview, Commissioner Bufalini admitted that he prepared the filings and read the instructions. He stated he received income at the time and amended only after a public question. His interpretation of the bankruptcy lookback is reasonable using the City's standard, but the 2024 bankruptcy disclosure was required because the September 8, 2020 termination was within five years. However, it does not explain his omitted income. The income omission independently establishes incompleteness in both years.

The Tennessee Ethics Commission, not the Board, is the statutory enforcement authority on this particular aspect of Mr. Greer's complaint. I find Mr. Greer's allegation is substantiated and recommend this issue be referred to the Ethics Commission. I will note that Commissioner Bufalini's later amendments certainly mitigate ongoing harm to public records, but those amendments do not erase the original incomplete certifications.

Allegation 4 — Tax Warrants and Eligibility for Office

Mr. Greer's Complaint documented New York tax warrants, two of which were satisfied in March 2026 and one reportedly remains disputed by Commissioner Bufalini. That evidence may bear on public confidence, but my review of T.C.A. § 8-18-101 does not impose a general disqualification merely because an officeholder has an unpaid personal tax warrant. The statute is clear that its financial disqualification concerns an unpaid judgment for *money received in an official capacity and a defaulter to the treasury at the time of election*. The record before me does not show either circumstance. Therefore, Mr. Greer's allegation that the warrants themselves disqualified Commissioner Bufalini under §8-18-101 and §8-18-102 is legally unsupported, and I therefore cannot find Commissioner Bufalini in violation of any ethical violation using the City's standard.

Allegation 5 — Monitoring City Staff, Home Visits, and Overreach Towards City Staff

Mr. Halliburton's evidence shows that Commissioner Bufalini contacted him directly about code matters, visited or approached staff outside ordinary channels, and went to the development where Mr. Halliburton was buying a home. A realtor's letter contemporaneously described a privacy breach and perceived stalking, and the builder provided a fence concession. City Manager Rial corroborated that Mr. Halliburton had complained to him about an after-hours call from Commissioner Bufalini, and advised Commissioner Bufalini to route such issues through proper channels.

During his interview, Commissioner Bufalini acknowledged visiting departments, contacting Mr. Halliburton on his personal number, and learning from the sales agent that Halliburton had bought a home in the development. Commissioner Bufalini's explanations create plausible non-official reasons for some of his conduct. The dismissed protection order case did not adjudicate the truth of Mr. Halliburton's allegations, but dismissal of the suit is neither proof nor disproof of those allegations.

While evidence supports a finding that Commissioner Bufalini repeatedly blurred personal, political, and official boundaries and did not consistently use the City-Manager channel to speak with City staff, the evidence presented to me does not prove that Commissioner Bufalini exercised or threatened official authority, obtained a private benefit, or violated a specific provision of §§1-503 through 1-509 under the Code. His conduct is therefore not viewed as a municipal ethics violation on the present record before me.

Allegation 6 — Disclosure of Ethan Greer's Medical Procedure

Commissioner Bufalini admitted during his interview that he knew about Mr. Greer's procedure and made the comment as alleged in Mr. Greer's complaint in the presence of Mr. Greer, Mr. Greer's wife, and neighbors. The crux of this allegation appears to be a disagreement over whether Mr. Greer had broadly shared the information with others and whether, at the time Commissioner Bufalini commented, everyone treated it as a joke. Mr. Greer admitted in an interview that he did not hear the remark directly; his wife did.

The comment was intrusive and inappropriate for an elected official, particularly given that the information was obtained through Commissioner Bufalini's interactions with City personnel. But §1-506 requires use of confidential information for personal gain or the gain of another. The record establishes neither gain nor advantage. Commissioner Bufalini's conduct does not violate §1-506.

Allegation 7 — "Tom Corey" Facebook Account

The overwhelming consensus from nearly all interviewed participants was that the "Tom Corey" account was fake. My review of the posts associated with the account suggests the account used another person's photographs. While the posts and photographs were alleged to be attributed to Commissioner Bufalini and the account interacted unusually with Commissioner Bufalini, these facts only create suspicion. The facts do not explicitly identify Commissioner Bufalini as the account operator or as having access to the account. When asked during his interview how Mr. Greer knew it was Commissioner Bufalini posting from the fake Facebook page rather than the other citizen Mr. Greer believed was behind the account, Mr. Greer admitted he could not identify who posted the information. One thing Mr. Greer and Commissioner Bufalini agree on is that both specifically identified the same private citizen by name as the owner of the account. Therefore, I cannot find any ethical violations as it pertains to this allegation.

Allegation 8 — Instagram Post

The Complaint from Mr. Greer shows a repost of an adult-content creator's cartwheel on Commissioner Bufalini's Instagram page. The Instagram page identified Commissioner Bufalini as an elected representative. The post may be inconsistent with the expected appropriateness of an elected official, but I have found no cited provision in Fairview's Code of Ethics that prohibits it.

Allegation 9 — July 4, 2025 Fire-Truck Appearance

Chief Hughes stated during his interview that Commissioner Bufalini asked for a fire truck for a neighborhood event and that he declined the request because the department was at minimum staffing and did not ordinarily commit an apparatus to private entertainment. Chief Hughes specifically stated he felt what Commissioner Bufalini described to him during their conversation was not a request for a public educational presentation but "more along the lines of entertainment." Chief Hughes later learned that Commissioner Bufalini contacted on-duty personnel, and he confirmed that the crew and captain did not know that he had already declined the request. After the event in question, Chief Hughes spoke with the crew on the engine and confirmed they were unaware of the conversation between him and Commissioner Bufalini, in which he told Commissioner Bufalini no to the truck.

Mr. Delano credibly testified that another resident first requested the truck, that the truck was in a public area rather than Commissioner Bufalini's driveway, that children received a public-education presentation, and that he was not under "strict orders" to take the truck to Commissioner Bufalini's home. I do find that those facts provided to me and corroborated by Commissioner Bufalini narrow his violation, but they do not eliminate it. Commissioner Bufalini followed up after Chief Hughes, the department head, refused to commit the fire truck, and subordinate

personnel acted without knowledge of that refusal. I find that an ordinary citizen denied by the Chief would not reasonably possess the same access or practical ability to obtain the resource through another channel.

The municipal equipment was used to confer a neighborhood and reputational advantage associated with Commissioner Bufalini's public role, and his position facilitated a privilege after normal authorization had been denied. The conduct, therefore, more likely than not, in my opinion, violated §1-507 and §1-508. However, I would point out there is no evidence that Commissioner Bufalini ordered or coerced Mr. Delano. Further, there is no evidence that the truck was exclusively for Commissioner Bufalini's private benefit.

Allegation 10 — Campaign Conduct on School Property

Commissioner Bufalini admitted to purchasing campaign footballs and arranging their distribution at school events. He participated in a parade with campaign identification, and he announced a candidate's presence. My review of the evidence before me shows that the school district's own investigation, as quoted in Mr. Greer's Complaint, concluded that Commissioner Bufalini promoted his campaign but found no specific violation of board policy. Instead, the evidence shows that school procedures were missed.

In his Complaint, Mr. Greer cites T.C.A. § 2-19-206, otherwise known as the "Little Hatch Act." Subsection (a) of the Act concerns elected or appointed state officials and state employees on state-owned property; subsection (d) regulates teachers' conduct on LEA property. The record does not show that Commissioner Bufalini fell within either of the prohibited classes when campaigning. Any campaign finance reporting issue associated with his campaign during the relevant time period described in the Complaint belongs with the appropriate local election authority.

Allegation 11 — City Employment Applications

My review of the records shows Commissioner Bufalini's 2021 firefighter application states that he earned a BA in Communications from NYU and worked as an FDNY firefighter from 1998 to 2005. The 2024 Economic Development Officer application and his resume contain differing representations. The application certifications state that falsification or significant omission may disqualify the applicant or justify dismissal.

Commissioner Bufalini admitted during his interview that he completed the applications and admitted that he did not graduate from NYU. That admission establishes at least one material false representation. His explanation that New York's clean-slate law permitted a "no" answer to civil-litigation questions is, to me, facially unrelated to civil suits and not persuasive. Court records also document a guilty plea to identity theft, while the 2024 application disclosed only a different misdemeanor.

However, these applications predated his election and concern hiring representations, not conduct addressed by this Code. While I believe the applications strongly affect Commissioner Bufalini's credibility, the Board cannot invent an ethics provision where one is not applicable. The matter

should be referred to the City Attorney and Human Resources for assessment of these false statements and any reporting obligation.

Allegation 12 — Criminal Conviction and Eligibility for Office

My review of the documents shows that Commissioner Bufalini pleaded guilty in New York to third-degree identity theft and received a probationary sentence. T.C.A. §8-18-101 disqualifies a person convicted of an infamous offense unless citizenship rights have been restored, and §8-18-102 provides a criminal penalty for taking office while disqualified. The present record does not, and I cannot establish or render an opinion in this report, whether Commissioner Bufalini's New York offense would be treated as infamous for Tennessee eligibility. The appropriate authority to address this allegation would be a formal opinion from the Tennessee Attorney General or another appropriate state authority. It is not within the scope of this investigation.

CONCLUSIONS AND OTHER KEY OBSERVATIONS:

Mr. Greer's complaint was not frivolous. It uncovered two matters supported by direct admissions, official filings, and testimony from witnesses I interviewed. This investigation should not lump together truthfulness, political disagreement, and legal-ethics violations into a single category. Commissioner Bufalini demonstrated poor judgment; he blurred boundaries and made material statements that were contradicted by the records. But Fairview's Code of Ethics is element-based, which means Commissioner Bufalini's conduct cannot be sustained merely because it is unbecoming unless it falls within a specific prohibition.

The evidence does not support Mr. Greer's broadest legal conclusions. Personal tax warrants do not, without more, establish disqualification under T.C.A. §8-18-101. T.C.A. § 2-19-206 does not establish the alleged candidate violation on the school-property facts. Suspicion concerning "Tom Corey" is substantial, but it is not proof. Commissioner Bufalini's employment-application misrepresentations are serious, but they predate his Commissioner status and fall outside the cited municipal ethics provisions.

RECOMMENDATIONS:

One refreshing aspect of the interview process was the genuine dedication of all City staff and Commissioners to making the City of Fairview a better place and serving its citizens.

As a general recommendation, the Board should consider adopting a Commissioner communications protocol that requires Commissioners to coordinate with either the City Manager or the Public Information Officer before publishing City-related information on social media platforms. This would include obtaining authorizations to publish information with official seals or logos. Similarly, I would recommend the Board adopt a policy prohibiting elected officials from using business names or logos when donating food or goods at City events.

To prevent individuals from using their authority to gain an advantage, I recommend that the Board consider a municipal resource request protocol that requires all requests by elected officials to be

documented through the City Manager or department head. This would ensure that if a request was denied, the denial could not be rerouted to subordinate personnel.

Many of the Commissioners I interviewed informed me of a "Commissioner Camp" that outlined the extent of their authority as Commissioners and their respective roles in relation to City staff. My recommendation would be to consider topics such as confidentiality, use of position, municipal resources, social media, and interactions with staff outside working hours during that training period. It would also be beneficial to lay the foundation for the protocol on home visits, personal-number contacts, discussion of private medical or family matters, and direct requests to employees.

As it pertains to Commissioner Bufalini, many of my recommendations follow my analysis of each allegation. However, two of the allegations brought by Mr. Greer fall within the Board's purview. The first recommendation is that the Board find Mr. Greer's allegation, as it relates to the Disclosure of Interests is substantiated and recommend that this issue be referred to the Ethics Commission. The second is that Commissioner Bufalini's actions related to obtaining a fire truck for his neighborhood, despite the Department Head's communication to him that the Fire Department could not commit a truck, violate Fairview Code §1-507 and §1-508. I recommend a public censure by the Board of Commissioners, expressly invoking §1-511.

CITY OF FAIRVIEW INVESTIGATION DOCUMENT LIST

Rec'd From	Date Rec'd	Method Rec'd	Folder in Clio	Name of Document(s) per sender:
Client	06/22/2026	E-Mail	Client File Materials	FW: Don Bufalini Complaint (City of Fairview)
Client	06/22/2026	E-Mail	Client File Materials	2024 Don Disclosure
Client	06/22/2026	E-Mail	Client File Materials	2024 Don Disclosure amended
Client	06/22/2026	E-Mail	Client File Materials	2025 Don Disclosure amended
Client	06/22/2026	E-Mail	Client File Materials	2025 Don Disclosure
Client	06/22/2026	E-Mail	Client File Materials	Resolution 40-26
Client	06/22/2026	E-Mail	Client File Materials	Ethics Complaint
Client	06/22/2026	E-Mail	Client File Materials	Don Chapter 7 2020
Lisa Anderson	07/02/2026	Paper	Interviews/Lisa Anderson	"Anonymous Manilla Envelope"
Ethan Greer	07/05/2026	E-Mail	Interviews/ Ethan Greer	Additional Documents
Devon Halliburton	07/16/2026	Email	Interview/ Devon Halliburton	FW: Text thread
Devon Halliburton	07/26/2026	Email	Interview/ Devon Halliburton	Edits from Halliburton, Devon Interview
Devon Halliburton	07/26/2026	Email	Interview/ Devon Halliburton	Fwd_ Home Builder release_ fence installation
Devon Halliburton	07/26/2026	Email	Interview/ Devon Halliburton	Fwd_ Home Builder release_ fence installation
Devon Halliburton	07/26/2026	Email	Interview/ Devon Halliburton	Halliburton Signed Release & Settlement
Sean Aiello (Counsel for Bufalini)	07/27/2026	Email	Interview/ Commissioner Don Bufalini	RE: Tdot - Bufalini
Sean Aiello (Counsel	08/03/2026	Email	Interview/ Commissioner Don Bufalini	Re:
for Bufalini)				
Sean Aiello (Counsel for Bufalini)	08/10/2026	E-Mail	Interview/ Commissioner Don Bufalini	RE:

END OF REPORT.

RESOLUTION 57-26

A RESOLUTION OF THE BOARD OF COMMISSIONERS OF THE CITY OF FAIRVIEW, TENNESSEE, REFERRING CERTAIN FINDINGS OF POTENTIAL MISCONDUCT OF COMMISSIONER DON BUFALINI TO THE TENNESSEE ETHICS COMMISSION AND THE TENNESSEE ELECTION COMMISSION

WHEREAS, on or about June 6, 2026, City Attorney Patrick M. Carter, the Board of Commissioners, and the City Manager received a written ethics complaint lodged against Commissioner Don Bufalini alleging violations of the City's Code of Ethics Title 1, Chapter 5 of the Municipal Code (the "Code of Ethics"); and

WHEREAS, Section 1-510 (2)(b) of the Code of Ethics provides that the City Attorney may request the governing body to hire another attorney, individual or entity to act as the Ethics Officer when he has or will have a conflict of interest in the matter; and

WHEREAS, the City of Fairview Attorney determined he had a conflict of interest and pursuant to Resolution 40-26, the Board of Commissioners appointed attorney Rosalia Fiorelli to investigate the allegations set forth in the ethics complaint; and

WHEREAS, Ms. Fiorelli completed the investigation and issued an investigative report dated August 14, 2026, (attached as Exhibit thereto); and

WHEREAS, Ms. Fiorelli recommended that certain findings of potential misconduct related to Statements of Disclosure of Interests and campaign conduct on school property be referred to the Tennessee Ethics Commission and the Tennessee Election Commission for further review and consideration.

NOW, THEREFORE, BE IT RESOLVED by the Board of Commissioners, that the Board of Commissioners hereby empowers the City Attorney to formally refer Ms. Fiorelli's investigative findings of potential misconduct by Commissioner Don Bufalini related to Statements of Disclosure and Interests and campaign conduct on school property to the Tennessee Ethics Commission and the Tennessee Election Commission for further review and consideration.

NOW, THEREFORE, BE IT FURTHER RESOLVED by the Board of Commissioners, this Resolution shall go into effect immediately upon its passage by the Board of Commissioners.

Passed and adopted the 17th day of September, 2026.

_____

Lisa Anderson, Mayor

ATTEST:

_____

Rachel Jones, City Recorder

LEGAL FORM APPROVED:

_____

Patrick M. Carter, City Attorney

INVESTIGATIVE REPORT

August 14, 2026

City of Fairview, E. Greer Ethics Complaint against Commissioner Donald Bufalini

INVESTIGATOR: **Rosalia Fiorello, Esq.**
The Law Offices of Christopher Eads PLLC
1400 N. Mount Juliet Rd. Ste 206
Mount Juliet, TN 37122
615-622-6060

SCOPE OF INVESTIGATION:

Resolution 40-26 appointed me to investigate Mr. Greer's Ethics Complaint against Commissioner Donald Bufalini and report my findings and recommendations to the Board. The resolution identifies Title 1, Chapter 5 of the Fairview Municipal Code as the governing Code of Ethics, which does not prescribe a burden of proof but provides under §1-510(3), "that a reasonable person in the circumstances" shall be used in interpreting and enforcing the City's code of ethics.

ROLE OF INVESTIGATOR AND LIMITS ON AUTHORITY:

My role is one of fact-finding and advisory. I am authorized to collect and evaluate relevant evidence presented to me, assess witness credibility, determine whether Commissioner Bufalini's alleged conduct is substantiated, apply the City of Fairview's Code of Ethics to his conduct, and provide recommended findings and remedial or procedural recommendations to the Board of Commissioners. It should be noted that in this role, I do not act as a court, prosecutor, grand jury, election tribunal, or any administrative enforcement agency. The Board retains responsibility for determining the disposition of the municipal ethics complaint under Fairview Municipal Code §1-510.

Therefore, this investigation is limited to determining whether Commissioner Bufalini violated provisions within the City's ethics framework. Although the evidence throughout this report may suggest conduct by Commissioner Bufalini that could implicate various criminal laws, election laws, campaign requirements, and employment law issues, I do not have authority to adjudicate those matters or to make binding findings that violations actually occurred. Throughout this report, if I thought evidence reasonably raised a potential legal issue outside the scope of my investigation, I identified the issue. Some of Mr. Greer's allegations related to candidate qualifications are specifically governed by state election laws, not by Fairview's ethics complaint process. While I may determine that Commissioner Bufalini's underlying conduct independently violates a provision of the City's Code of Ethics, I cannot substitute an ethics finding for a determination reserved to an election authority.

This report is comprised of factual findings concerning what more likely than not occurred; my findings applying Title 1, Chapter 5 of the Fairview Municipal Code; and matters outside my authority that may warrant referral. Again, a referral does not constitute a finding that a violation occurred. It means only that the appropriate agency should determine the matter under its own governing law and procedures.

APPLICABLE GOVERNING STANDARDS:

The applicable municipal provisions are Fairview Municipal Code §§1-501 through 1-510:

§1-506, Use of information: prohibits use of confidential information acquired through official duties for personal gain or the gain of others.

§1-507, Use of municipal time, facilities, etc.: prohibits an official or employee from using or authorizing municipal time, facilities, equipment, or supplies for private gain or advantage.

§1-508, Use of position or authority: prohibits use of official position or authority to obtain privileges or exemptions not otherwise authorized.

§1-510, Ethics complaints: establishes the complaint and investigative process.

The following are Tennessee laws that may govern other allegations of Mr. Greer:

T.C.A. §8-50-501 requires candidates for local public office to file disclosure statements.

T.C.A. §8-50-502 requires disclosure of major income sources exceeding $1,000 and any bankruptcy adjudication or discharge within five years of the disclosure date.

T.C.A. §8-50-503 requires amendment as conditions change because of acquisition or termination of reportable interests.

T.C.A. §8-50-505 places administration and enforcement of these disclosure requirements with the Tennessee Ethics Commission.

T.C.A. §2-19-206, among other things, prohibits specified state officials and employees from campaign use of state property.

T.C.A. §8-18-101 and §**8-18-102** govern eligibility for office and penalties for assuming office while disqualified.

MATERIALS REVIEWED

In addition to the above-mentioned statutory authority, the City provided me with a copy of Mr. Greer's Complaint and packet of information he attached to the Complaint. I conducted interviews with individuals who, if applicable, also provided their own documentation when they felt it was relevant to our discussion. A complete index of all materials I reviewed and the individuals who provided me with the information is enclosed at the end of this report. They are also attached to the individual's Witness Interview Summary.

PRIVACY STATEMENT

In my discussion with individuals about the "Tom Corey" Facebook account, posts were reviewed and shown to some interviewees. However, I chose not to include photos of the posts or redacted the photos/names of those not involved in this Investigation in my Interview Summaries for privacy purposes.

INTERVIEW SCHEDULE:

Date	Description	Method of Communication
06/26/2026 11 AM CST	Witness Interview of Ethan Greer	Microsoft Teams Video Conference
07/02/2026 9 AM CST	Witness Interview of Mayor Lisa Anderson	In Person *(Mayor Anderson requested this be held in person)*
07/09/2026 1:30 PM CST	Witness Interview of Commissioner Wayne Hall	Telephonic Call *(Mr. Hall requested this be held telephonically as he does not have access to Microsoft Teams)*
07/03/2026 8:30 AM CST	Witness Interview of City Manager Bob Rial	Microsoft Teams Video Conference
07/09/2026 8:30 AM CST	Witness Interview of Vice Mayor Chris McDonald	Microsoft Teams Video Conference
07/09/2026 1:00 PM CST	Witness Interview of Commissioner Carolyn Roberts	Microsoft Teams Video Conference
07/16/2026 1:00 PM CST	Witness Interview of Devon Halliburton	Microsoft Teams Video Conference
07/17/2026 10:30 AM CST	Witness Interview of Scott Hughes	Telephonic Call
07/17/2026 11:00 AM CST	Witness Interview of Chad Delano	Telephonic Call
07/26/2026	Witness Interview of Don Bufalini	Microsoft Teams Video Conference *

Total Interviewees: 10

Individuals with an asterisk next to their name were present during the interview with an attorney. Interviews were conducted via Microsoft Teams to assess the witness's verbal responses, tone of voice, body language, and overall demeanor during the discussion. In this investigation, however, certain witnesses were interviewed by telephone because they played a limited role in the Complaint or lacked access to Microsoft Teams. In assessing witness credibility, I considered the totality of each witness's information, along with the specificity and corroboration of each witness's statement, where applicable. I also assessed the witness's relationship to the matters at issue when they were specifically mentioned as having witnessed an event.

RESTRICTIONS OF INTERVIEWS:

The City of Fairview placed no restrictions on any interview regarding the scope of my questioning or the time allotted for each interview. No person was restricted from being interviewed. All witnesses I interviewed fully cooperated with interviews and scheduling.

PRELIMINARY STATEMENT DURING INTERVIEWS:

Before each interview, I informed the interviewee that I was an attorney selected to investigate Mr. Greer's Complaint. I informed the interviewee that I did not represent any of the individuals interviewed. It was also explained that the attorney-client privilege did not protect the contents of my conversation with the interviewee and that the information provided to me during the interview would be shared with the City Attorney.

I asked the interviewees to be candid with me, noting that quoting someone, using foul language, or repeating a vulgar statement would not offend me, as I needed to know exactly how a statement was communicated. I asked interviewees if, during the interview, they discovered any relevant written documentation that they would not alter, amend, or destroy it. I asked whether they felt it was pertinent to our discussion for them to provide me with a copy of the documentation. I asked interviewees not to discuss the contents of our conversation with others. Finally, I indicated that I was taking notes during the interview and that upon its completion, the interviewee would receive a copy of their Interview Summary for review. Interviewees were generally given a week to review their Summary for accuracy, make changes, and answer any additional questions I may have had after the interview. Once they returned the Summary to me, I reviewed the changes to note any significant amendments, ensured all questions were answered, formatted the document, marked it "Final," and sent the Final Interview Summary to the respective interviewee.

CREDIBILITY OF INTERVIEWEES:

The credibility of participants in the interview process is highly relevant. Similarly situated individuals may view the same behavior or words differently. Likewise, similarly situated individuals may view a situation or "read the room" differently than others who witness the same event.

Ethan Greer

Mr. Greer was credible on all allegations that were supported by records or for which he had personal knowledge of the scenarios within his Complaint. He acknowledged that his Complaint had accumulated over time rather than arising from a single event. Mr. Greer had direct knowledge of Commissioner Bufalini's visits, contacts with staff, medical comment context, and a pattern of bypassing the City Manager. Still, much of the historical, financial, social-media, and campaign evidence came from public records or other witnesses. Within the documentation I reviewed, specific sources and several independent corroborations supported Mr. Greer's credibility.

Mr. Greer nevertheless had a clear adversarial posture by the time of the Complaint. He used accusatory characterizations that extended beyond the governing rules applicable here and sometimes treated suspicion as proof. This was most notable in his allegations regarding "Tom Corey," his assessment of tax-based disqualification of Commissioner Bufalini, and the legal effect of school campaign activity. These suspicions are not conclusive evidence to support his position and receive less weight.

Mayor Lisa Anderson

Mayor Anderson gave specific accounts and generally distinguished her personal knowledge from community reports. Her direct evidence is useful as it relates to Mr. Greer's complaints related to the pizza post, Commissioner Bufalini's campaign, and the fire truck allegation. Her credibility assessment, however, must account for her openly adversarial political relationship with Commissioner Bufalini, her reliance on hearsay regarding the firefighter's "strict orders," and certain social media allegations.

Commissioner Wayne Hall

Throughout his telephonic interview, Commissioner Hall consistently acknowledged his lack of knowledge and made clear that he had little direct information about Mr. Greer's allegations. Commissioner Hall made clear he did not desire to make speculations about any of the allegations in which he had little to no personal knowledge.

City Manager Bob Rial

Mr. Rial corroborated Mr. Halliburton's contemporaneous complaint about an after-hours call and confirmed he advised Commissioner Bufalini to use proper channels for methods of communication. Like Commissioner Hall, Mr. Rial had little direct knowledge of the serious allegations and did not wish to speculate.

Vice Mayor Chris McDonald

Vice Mayor McDonald acknowledged favorable and unfavorable facts, repeatedly identified limits in his knowledge, and declined to claim certainty regarding "Tom Corey." He had no personal grievance against Commissioner Bufalini, but described a pattern of overstepping, inaccurate communications, and saying what listeners wanted to hear. I found his restraint and balanced concessions enhanced his reliability and credibility.

Commissioner Carolyn Roberts

Commissioner Roberts candidly stated that she did not put stock in rumors and had limited direct knowledge. Her testimony is useful regarding Mr. Greer's allegations as it relates to the pizza post, the Ascension call, and Commissioner Bufalini's general presentation. While her loss of trust in Commissioner Bufalini and political disagreements could have influenced her character assessments, I found that she was careful not to conflate rumors with facts and was therefore very credible.

Devon Halliburton

Mr. Halliburton was credible in his account of his own experiences with Commissioner Bufalini. He supplied me with detailed documentation that supported his allegations. While those documents corroborate that Commissioner Bufalini contacted him and sought information at the development where he was moving, Mr. Halliburton's interpretation of the conduct as stalking is subjective; the

protection-order proceeding was dismissed without an adjudication on the merits. His account certainly supports boundary concerns but does not, standing alone, establish an ethics-code violation within the confines of this investigation.

Chief Scott Hughes and Chad Delano (Fairview Fire Department)

Chief Hughes recalled speaking with Commissioner Bufalini directly and that he declined Commissioner Bufalini's request for a fire truck. He confirmed that the crew and captain were unaware of their prior conversation on the day the fire truck went to Commissioner Bufalini's neighborhood. Mr. Delano recalled attending a public education event firsthand. He denied that he had received "strict orders" to report only to Commissioner Bufalini's house, stating that another neighbor had initiated the request. The two accounts of this event are not wholly inconsistent: it served both children and neighborhood purposes.

Commissioner Don Bufalini

Commissioner Bufalini made several admissions. He admitted that he authored and removed the pizza post, prepared the original disclosures, and received income, even though the 2025 filing reported none. He also admitted he amended the filings after being questioned. Commissioner Bufalini admitted he made the medical-procedure comment about Mr. Greer. He admitted that he purchased and distributed campaign footballs, completed both City employment applications, and did not graduate from NYU. Corroborating testimony and documentation weaken his credibility. For example, regarding the fire truck issue, Commissioner Bufalini said Chief Hughes told him he would "see what he could do." In contrast, Chief Hughes expressly recalled declining to commit an apparatus due to minimum staffing and later confirmed that on-duty personnel were unaware of the refusal. Commissioner Bufalini's employment applications represented an earned NYU bachelor's degree, while he now admits he did not graduate. He also gave differing accounts concerning whether he knew the person behind "Tom Corey."

FINDINGS:

Allegation 1 — VillaView Pizza at the June 2, 2026 Work Session

It is undisputed that Commissioner Bufalini posted an invitation on Facebook using the "Bufalini's VillaView" name, referenced City Hall and the Board workshop, brought pizza to City Hall, and made it available to the public. The same name had previously been used for an Italian-night event at a local cafe. Through his complaint, Mr. Greer has therefore reasonably raised §1-507.

The stronger evidence, however, does not establish private gain or advantage using the City's "reasonable person in the circumstance" standard. Commissioner Bufalini paid for the pizza, charged nothing, testified that he did not own a pizzeria, and said his purpose was to increase workshop attendance. Other Commissioners confirmed that food had previously been brought to workshops. No evidence within my review of the materials shows sales, reservations, business cards, or a commercial benefit to Commissioner Bufalini. Arguably, the post could be viewed as customer solicitation, but the evidence shows it was up for at most a few hours. While I find that

Commissioner Bufalini's use of branding created an appearance problem, appearance alone is insufficient under §1-507's private-gain requirement under the City's standards; therefore, there is no violation of the City's Code.

Allegation 2 — Unofficial or Inaccurate Communications Regarding Highway 100/TDOT and Ascension

Commissioner Bufalini admitted posting an AI-generated Highway 100 flyer and briefly including City/TDOT insignia before cropping them out. Witnesses I interviewed reasonably criticized the practice and its potential to confuse residents. The evidence I reviewed from Mr. Greer and then from Commissioner Bufalini concerning the post does not show that he disclosed confidential information before the City's authorized release. The evidence shows his documented substantive reposts followed public postings, although a vague "big things coming" message preceded them. In short, no evidence shows Commissioner Bufalini used confidential information for his personal gain or another's gain as required by §1-506. Nor do the materials available to me identify any other ethics provision that treats inaccurate or premature public communications as an ethics violation, so I cannot find that Commissioner Bufalini violated any ethics provision of the City's Code.

Allegation 3 — 2024 and 2025 Statements of Disclosure of Interests

My review of Commissioner Bufalini's 2024 filing reported "Sources of Income: None" and "Bankruptcy: None." The amended 2024 filing then disclosed income from Commercial Painting Inc., spousal income from Williamson County Schools, and a Chapter 7 bankruptcy filed February 21, 2019, and terminated September 8, 2020. Similarly, his 2025 filing again reported no income and no bankruptcy, while his amended filing added the same income sources and the September 8, 2020 bankruptcy termination.

During his interview, Commissioner Bufalini admitted that he prepared the filings and read the instructions. He stated he received income at the time and amended only after a public question. His interpretation of the bankruptcy lookback is reasonable using the City's standard, but the 2024 bankruptcy disclosure was required because the September 8, 2020 termination was within five years. However, it does not explain his omitted income. The income omission independently establishes incompleteness in both years.

The Tennessee Ethics Commission, not the Board, is the statutory enforcement authority on this particular aspect of Mr. Greer's complaint. I find Mr. Greer's allegation is substantiated and recommend this issue be referred to the Ethics Commission. I will note that Commissioner Bufalini's later amendments certainly mitigate ongoing harm to public records, but those amendments do not erase the original incomplete certifications.

Allegation 4 — Tax Warrants and Eligibility for Office

Mr. Greer's Complaint documented New York tax warrants, two of which were satisfied in March 2026 and one reportedly remains disputed by Commissioner Bufalini. That evidence may bear on public confidence, but my review of T.C.A. § 8-18-101 does not impose a general disqualification merely because an officeholder has an unpaid personal tax warrant. The statute is clear that its financial disqualification concerns an unpaid judgment for *money received in an official capacity and a defaulter to the treasury at the time of election*. The record before me does not show either circumstance. Therefore, Mr. Greer's allegation that the warrants themselves disqualified Commissioner Bufalini under §8-18-101 and §8-18-102 is legally unsupported, and I therefore cannot find Commissioner Bufalini in violation of any ethical violation using the City's standard.

Allegation 5 — Monitoring City Staff, Home Visits, and Overreach Towards City Staff

Mr. Halliburton's evidence shows that Commissioner Bufalini contacted him directly about code matters, visited or approached staff outside ordinary channels, and went to the development where Mr. Halliburton was buying a home. A realtor's letter contemporaneously described a privacy breach and perceived stalking, and the builder provided a fence concession. City Manager Rial corroborated that Mr. Halliburton had complained to him about an after-hours call from Commissioner Bufalini, and advised Commissioner Bufalini to route such issues through proper channels.

During his interview, Commissioner Bufalini acknowledged visiting departments, contacting Mr. Halliburton on his personal number, and learning from the sales agent that Halliburton had bought a home in the development. Commissioner Bufalini's explanations create plausible non-official reasons for some of his conduct. The dismissed protection order case did not adjudicate the truth of Mr. Halliburton's allegations, but dismissal of the suit is neither proof nor disproof of those allegations.

While evidence supports a finding that Commissioner Bufalini repeatedly blurred personal, political, and official boundaries and did not consistently use the City-Manager channel to speak with City staff, the evidence presented to me does not prove that Commissioner Bufalini exercised or threatened official authority, obtained a private benefit, or violated a specific provision of §§1-503 through 1-509 under the Code. His conduct is therefore not viewed as a municipal ethics violation on the present record before me.

Allegation 6 — Disclosure of Ethan Greer's Medical Procedure

Commissioner Bufalini admitted during his interview that he knew about Mr. Greer's procedure and made the comment as alleged in Mr. Greer's complaint in the presence of Mr. Greer, Mr. Greer's wife, and neighbors. The crux of this allegation appears to be a disagreement over whether Mr. Greer had broadly shared the information with others and whether, at the time Commissioner Bufalini commented, everyone treated it as a joke. Mr. Greer admitted in an interview that he did not hear the remark directly; his wife did.

The comment was intrusive and inappropriate for an elected official, particularly given that the information was obtained through Commissioner Bufalini's interactions with City personnel. But §1-506 requires use of confidential information for personal gain or the gain of another. The record establishes neither gain nor advantage. Commissioner Bufalini's conduct does not violate §1-506.

Allegation 7 — "Tom Corey" Facebook Account

The overwhelming consensus from nearly all interviewed participants was that the "Tom Corey" account was fake. My review of the posts associated with the account suggests the account used another person's photographs. While the posts and photographs were alleged to be attributed to Commissioner Bufalini and the account interacted unusually with Commissioner Bufalini, these facts only create suspicion. The facts do not explicitly identify Commissioner Bufalini as the account operator or as having access to the account. When asked during his interview how Mr. Greer knew it was Commissioner Bufalini posting from the fake Facebook page rather than the other citizen Mr. Greer believed was behind the account, Mr. Greer admitted he could not identify who posted the information. One thing Mr. Greer and Commissioner Bufalini agree on is that both specifically identified the same private citizen by name as the owner of the account. Therefore, I cannot find any ethical violations as it pertains to this allegation.

Allegation 8 — Instagram Post

The Complaint from Mr. Greer shows a repost of an adult-content creator's cartwheel on Commissioner Bufalini's Instagram page. The Instagram page identified Commissioner Bufalini as an elected representative. The post may be inconsistent with the expected appropriateness of an elected official, but I have found no cited provision in Fairview's Code of Ethics that prohibits it.

Allegation 9 — July 4, 2025 Fire-Truck Appearance

Chief Hughes stated during his interview that Commissioner Bufalini asked for a fire truck for a neighborhood event and that he declined the request because the department was at minimum staffing and did not ordinarily commit an apparatus to private entertainment. Chief Hughes specifically stated he felt what Commissioner Bufalini described to him during their conversation was not a request for a public educational presentation but "more along the lines of entertainment." Chief Hughes later learned that Commissioner Bufalini contacted on-duty personnel, and he confirmed that the crew and captain did not know that he had already declined the request. After the event in question, Chief Hughes spoke with the crew on the engine and confirmed they were unaware of the conversation between him and Commissioner Bufalini, in which he told Commissioner Bufalini no to the truck.

Mr. Delano credibly testified that another resident first requested the truck, that the truck was in a public area rather than Commissioner Bufalini's driveway, that children received a public-education presentation, and that he was not under "strict orders" to take the truck to Commissioner Bufalini's home. I do find that those facts provided to me and corroborated by Commissioner Bufalini narrow his violation, but they do not eliminate it. Commissioner Bufalini followed up after Chief Hughes, the department head, refused to commit the fire truck, and subordinate

personnel acted without knowledge of that refusal. I find that an ordinary citizen denied by the Chief would not reasonably possess the same access or practical ability to obtain the resource through another channel.

The municipal equipment was used to confer a neighborhood and reputational advantage associated with Commissioner Bufalini's public role, and his position facilitated a privilege after normal authorization had been denied. The conduct, therefore, more likely than not, in my opinion, violated §1-507 and §1-508. However, I would point out there is no evidence that Commissioner Bufalini ordered or coerced Mr. Delano. Further, there is no evidence that the truck was exclusively for Commissioner Bufalini's private benefit.

Allegation 10 — Campaign Conduct on School Property

Commissioner Bufalini admitted to purchasing campaign footballs and arranging their distribution at school events. He participated in a parade with campaign identification, and he announced a candidate's presence. My review of the evidence before me shows that the school district's own investigation, as quoted in Mr. Greer's Complaint, concluded that Commissioner Bufalini promoted his campaign but found no specific violation of board policy. Instead, the evidence shows that school procedures were missed.

In his Complaint, Mr. Greer cites T.C.A. § 2-19-206, otherwise known as the "Little Hatch Act." Subsection (a) of the Act concerns elected or appointed state officials and state employees on state-owned property; subsection (d) regulates teachers' conduct on LEA property. The record does not show that Commissioner Bufalini fell within either of the prohibited classes when campaigning. Any campaign finance reporting issue associated with his campaign during the relevant time period described in the Complaint belongs with the appropriate local election authority.

Allegation 11 — City Employment Applications

My review of the records shows Commissioner Bufalini's 2021 firefighter application states that he earned a BA in Communications from NYU and worked as an FDNY firefighter from 1998 to 2005. The 2024 Economic Development Officer application and his resume contain differing representations. The application certifications state that falsification or significant omission may disqualify the applicant or justify dismissal.

Commissioner Bufalini admitted during his interview that he completed the applications and admitted that he did not graduate from NYU. That admission establishes at least one material false representation. His explanation that New York's clean-slate law permitted a "no" answer to civil-litigation questions is, to me, facially unrelated to civil suits and not persuasive. Court records also document a guilty plea to identity theft, while the 2024 application disclosed only a different misdemeanor.

However, these applications predated his election and concern hiring representations, not conduct addressed by this Code. While I believe the applications strongly affect Commissioner Bufalini's credibility, the Board cannot invent an ethics provision where one is not applicable. The matter

should be referred to the City Attorney and Human Resources for assessment of these false statements and any reporting obligation.

Allegation 12 — Criminal Conviction and Eligibility for Office

My review of the documents shows that Commissioner Bufalini pleaded guilty in New York to third-degree identity theft and received a probationary sentence. T.C.A. §8-18-101 disqualifies a person convicted of an infamous offense unless citizenship rights have been restored, and §8-18-102 provides a criminal penalty for taking office while disqualified. The present record does not, and I cannot establish or render an opinion in this report, whether Commissioner Bufalini's New York offense would be treated as infamous for Tennessee eligibility. The appropriate authority to address this allegation would be a formal opinion from the Tennessee Attorney General or another appropriate state authority. It is not within the scope of this investigation.

CONCLUSIONS AND OTHER KEY OBSERVATIONS:

Mr. Greer's complaint was not frivolous. It uncovered two matters supported by direct admissions, official filings, and testimony from witnesses I interviewed. This investigation should not lump together truthfulness, political disagreement, and legal-ethics violations into a single category. Commissioner Bufalini demonstrated poor judgment; he blurred boundaries and made material statements that were contradicted by the records. But Fairview's Code of Ethics is element-based, which means Commissioner Bufalini's conduct cannot be sustained merely because it is unbecoming unless it falls within a specific prohibition.

The evidence does not support Mr. Greer's broadest legal conclusions. Personal tax warrants do not, without more, establish disqualification under T.C.A. §8-18-101. T.C.A. § 2-19-206 does not establish the alleged candidate violation on the school-property facts. Suspicion concerning "Tom Corey" is substantial, but it is not proof. Commissioner Bufalini's employment-application misrepresentations are serious, but they predate his Commissioner status and fall outside the cited municipal ethics provisions.

RECOMMENDATIONS:

One refreshing aspect of the interview process was the genuine dedication of all City staff and Commissioners to making the City of Fairview a better place and serving its citizens.

As a general recommendation, the Board should consider adopting a Commissioner communications protocol that requires Commissioners to coordinate with either the City Manager or the Public Information Officer before publishing City-related information on social media platforms. This would include obtaining authorizations to publish information with official seals or logos. Similarly, I would recommend the Board adopt a policy prohibiting elected officials from using business names or logos when donating food or goods at City events.

To prevent individuals from using their authority to gain an advantage, I recommend that the Board consider a municipal resource request protocol that requires all requests by elected officials to be

documented through the City Manager or department head. This would ensure that if a request was denied, the denial could not be rerouted to subordinate personnel.

Many of the Commissioners I interviewed informed me of a "Commissioner Camp" that outlined the extent of their authority as Commissioners and their respective roles in relation to City staff. My recommendation would be to consider topics such as confidentiality, use of position, municipal resources, social media, and interactions with staff outside working hours during that training period. It would also be beneficial to lay the foundation for the protocol on home visits, personal-number contacts, discussion of private medical or family matters, and direct requests to employees.

As it pertains to Commissioner Bufalini, many of my recommendations follow my analysis of each allegation. However, two of the allegations brought by Mr. Greer fall within the Board's purview. The first recommendation is that the Board find Mr. Greer's allegation, as it relates to the Disclosure of Interests is substantiated and recommend that this issue be referred to the Ethics Commission. The second is that Commissioner Bufalini's actions related to obtaining a fire truck for his neighborhood, despite the Department Head's communication to him that the Fire Department could not commit a truck, violate Fairview Code §1-507 and §1-508. I recommend a public censure by the Board of Commissioners, expressly invoking §1-511.

CITY OF FAIRVIEW INVESTIGATION DOCUMENT LIST

Rec'd From	Date Rec'd	Method Rec'd	Folder in Clio	Name of Document(s) per sender:
Client	06/22/2026	E-Mail	Client File Materials	FW: Don Bufalini Complaint (City of Fairview)
Client	06/22/2026	E-Mail	Client File Materials	2024 Don Disclosure
Client	06/22/2026	E-Mail	Client File Materials	2024 Don Disclosure amended
Client	06/22/2026	E-Mail	Client File Materials	2025 Don Disclosure amended
Client	06/22/2026	E-Mail	Client File Materials	2025 Don Disclosure
Client	06/22/2026	E-Mail	Client File Materials	Resolution 40-26
Client	06/22/2026	E-Mail	Client File Materials	Ethics Complaint
Client	06/22/2026	E-Mail	Client File Materials	Don Chapter 7 2020
Lisa Anderson	07/02/2026	Paper	Interviews/Lisa Anderson	"Anonymous Manilla Envelope"
Ethan Greer	07/05/2026	E-Mail	Interviews/ Ethan Greer	Additional Documents
Devon Halliburton	07/16/2026	Email	Interview/ Devon Halliburton	FW: Text thread
Devon Halliburton	07/26/2026	Email	Interview/ Devon Halliburton	Edits from Halliburton, Devon Interview
Devon Halliburton	07/26/2026	Email	Interview/ Devon Halliburton	Fwd_ Home Builder release_ fence installation
Devon Halliburton	07/26/2026	Email	Interview/ Devon Halliburton	Fwd_ Home Builder release_ fence installation
Devon Halliburton	07/26/2026	Email	Interview/ Devon Halliburton	Halliburton Signed Release & Settlement
Sean Aiello (Counsel for Bufalini)	07/27/2026	Email	Interview/ Commissioner Don Bufalini	RE: Tdot - Bufalini
Sean Aiello (Counsel	08/03/2026	Email	Interview/ Commissioner Don Bufalini	Re:
for Bufalini)				
Sean Aiello (Counsel for Bufalini)	08/10/2026	E-Mail	Interview/ Commissioner Don Bufalini	RE:

END OF REPORT.

RESOLUTION 58-26

A RESOLUTION AUTHORIZING THE CITY ATTORNEY TO INITIATE DISCUSSIONS AND NEGOTIATIONS WITH INTERIM CITY MANAGER BOB RIAL REGARDING A FULL-TIME EMPLOYMENT CONTRACT

WHEREAS, the City of Fairview, Tennessee, is committed to maintaining effective and professional leadership in the administration and operation of City government; and

WHEREAS, Bob Rial has been serving the City of Fairview in a part-time capacity since April 2026, providing administrative leadership and assistance to the City; and

WHEREAS, effective September 1, 2026, Mr. Rial assumed the position of **Interim City Manager on a full-time basis** to provide continued leadership and oversight of the City's day-to-day operations and municipal administration; and

WHEREAS, the Board of Commissioners recognizes the contributions and service Mr. Rial has provided to the City and desires to explore the possibility of retaining his services on a full-time basis through a formal employment contract; and

WHEREAS, the Board of Commissioners believes it is in the best interest of the City to authorize the City Attorney to begin discussions and negotiations with Mr. Rial regarding the terms and conditions of a potential full-time City Manager employment contract; and

WHEREAS, any proposed employment contract resulting from such discussions shall be subject to review and approval by the Board of Commissioners prior to becoming effective and shall not create any obligation on behalf of the City until formally approved and executed in accordance with applicable law.

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COMMISSIONERS OF THE CITY OF FAIRVIEW, TENNESSEE, AS FOLLOWS:

Section 1. Authorization.
The City Attorney is hereby authorized and directed to initiate discussions and negotiations with Interim City Manager Bob Rial regarding a potential full-time employment contract with the City of Fairview.

Section 2. Contract Terms.
The discussions and negotiations may include, but are not limited to, compensation, benefits, term of employment, duties and responsibilities, performance expectations, termination provisions, and any other terms deemed appropriate and necessary for a full-time City Manager employment agreement.

Section 3. Board Approval Required.
Any proposed full-time employment contract negotiated pursuant to this Resolution shall be presented to the Board of Commissioners for consideration and approval. The City Attorney is

not authorized by this Resolution to execute a final employment contract on behalf of the City without further authorization from the Board of Commissioners.

Section 4. Effective Date.
This Resolution shall become effective immediately upon its adoption by the Board of Commissioners.

Passed and adopted the 17th day of September, 2026.

Lisa Anderson, Mayor

ATTEST:

Rachel Jones, City Recorder

LEGAL FORM APPROVED:

Patrick M. Carter, City Attorney